Islington Together: for a more equal future

SELECTIVE LICENSING

Public consultation on new proposals for private rented housing licensing scheme

Full Consultation Document

December 2021

Consultation from 23 December 2021 to 27 March 2022

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1   Foreword

1.1   The need to secure good quality, genuinely affordable homes for our residents has never been greater. Islington Council believes that nobody should ever be without a decent roof over their heads, and we will also work to eliminate rough sleeping and support people experiencing homelessness. We want to make sure that we use our power and influence in other areas to stand up for private renters and all others in our communities to ensure equity in access to decent, safe, and affordable homes.

1.2   The shortage of affordable housing continues to be a real concern for Islington residents, as the nationwide housing crisis is being acutely felt in the country's inner cities. We know that this means far too many residents fall victim to rogue landlords and far too many young people being brought up in the borough are facing the reality of being unable to afford to continue to live in the communities into which they were born.

1.3   At a time when the demand for low-cost accommodation is high, not just in Islington, but across London and nationally, it falls upon local authorities to ensure that the standard of accommodation is of a satisfactory standard, regardless of the cost. It must be safe, not overcrowded and not impact upon the health and wellbeing of those who live in it. The accommodation should also not have an adverse impact upon the neighbourhood in which it is located, through poor visual impact caused by poor management, or the anti-social behaviour of those living in or visiting the accommodation.

1.4   The private rented sector in Islington is significant, with around 30% of the housing stock being privately rented[1]. The evidence we have gathered demonstrates that, although many privately rented properties are perfectly satisfactory and landlords and tenants behave responsibly, there is a significant amount of privately rented housing that is not up to standard. This evidence has led us to believe that the most effective way to improve this situation is by implementing a new selective licensing scheme for private rented properties.

1.5   The new scheme will cover new wards of Finsbury Park, Tollington and Hillrise and replace the existing selective licensing scheme for Finsbury Park ward. It is the most practical next phase in our plan to improve property standards across the borough.

1.6   Alongside existing initiatives and our partners, this scheme will enable our officers to apply conditions and, where necessary, to secure improvements and more readily target those who do not maintain and manage their properties properly.

1.7   We invite all interested parties, including tenants, landlords, agents, businesses, voluntary organisations, and other residents to let us know what they think of our proposals, and I am certain that you will agree that this is the correct course of action to make Islington a safer, healthier, and altogether even better place to live than it already is.

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[1] LB Islington Private Sector Analysis 2021

2 Introduction

2.1 Under the Housing Act 2004, there are three types of licensing scheme relating to private sector housing available to local authorities:

Mandatory licensing of certain houses in multiple occupation (HMOs)

2.2 All local authorities are required to operate a mandatory licensing scheme for houses in multiple occupation (HMOs) that are occupied by five or more people who are not living together as a single household and who share kitchen and/or bathroom facilities.

Additional licensing of HMOs

2.3 Local authorities can introduce a discretionary additional licensing scheme[2] for other types of HMOs not subject to mandatory licensing, in part or the whole of the area of its district. Islington introduced a borough wide additional licensing scheme[3], which came into force on 1 February 2021, following the expiry of an earlier scheme covering all HMOs located on Caledonian Road and Holloway Road. This latest scheme applies to houses and flats that are let to three or more people who are not all members of the same family where three and certain converted flats covered by Section 257 of the Housing Act 2004.

Selective Licensing

2.4 A discretionary selective licensing scheme[4] overs all other privately rented properties and can be introduced in part, or across the whole of a borough. The law requires that, where a proposed selective licensing designation is either greater than 20% of the geographical area of the borough, or covers more than 20% of the private rented properties within the borough, then following consultation, the scheme must be submitted to the Secretary of State for Levelling Up, Housing and Communities for approval[5]. Islington already has a selective licensing scheme in the existing Finsbury Park ward[6], which came into operation on 1 February 2021.

2.5 In an area subject to licensing, all private landlords of properties that meet the scheme criteria, must obtain a licence and if they fail to do so, or fail to achieve acceptable management standards, the authority can take enforcement action. Schemes run for a maximum period of five years and a fee is payable for each licence.

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[2] Housing Act 2004, Section 56
[3] https://www.islington.gov.uk/~/media/sharepoint-lists/public-records/communityandliving/information/adviceandinformation/20202021/20201207publicnoticeboroughwideadditional.pdf
[4] Housing Act 2004, Section 80
[5] The Housing Act 2004: Licensing Of Houses In Multiple Occupation And Selective Licensing Of Other Residential Accommodation (England) General Approval 2015 Paragraph 6.
[6] https://www.islington.gov.uk/~/media/sharepoint-lists/public-records/communityandliving/information/adviceandinformation/20202021/20201207selectivelicensingdesignation20201.pdf

3   Islington's selective licensing proposal

3.1   Islington Council is consulting on a proposal to designate a selective licensing scheme covering the new wards of Hillrise, Tollington and Finsbury Park and the revoke the existing Finsbury Park selective licensing scheme.

Appendix 1 contains a list of all streets covered by the designation.

3.2   Map 1 shows the areas proposed to be included in the designation shaded in red.
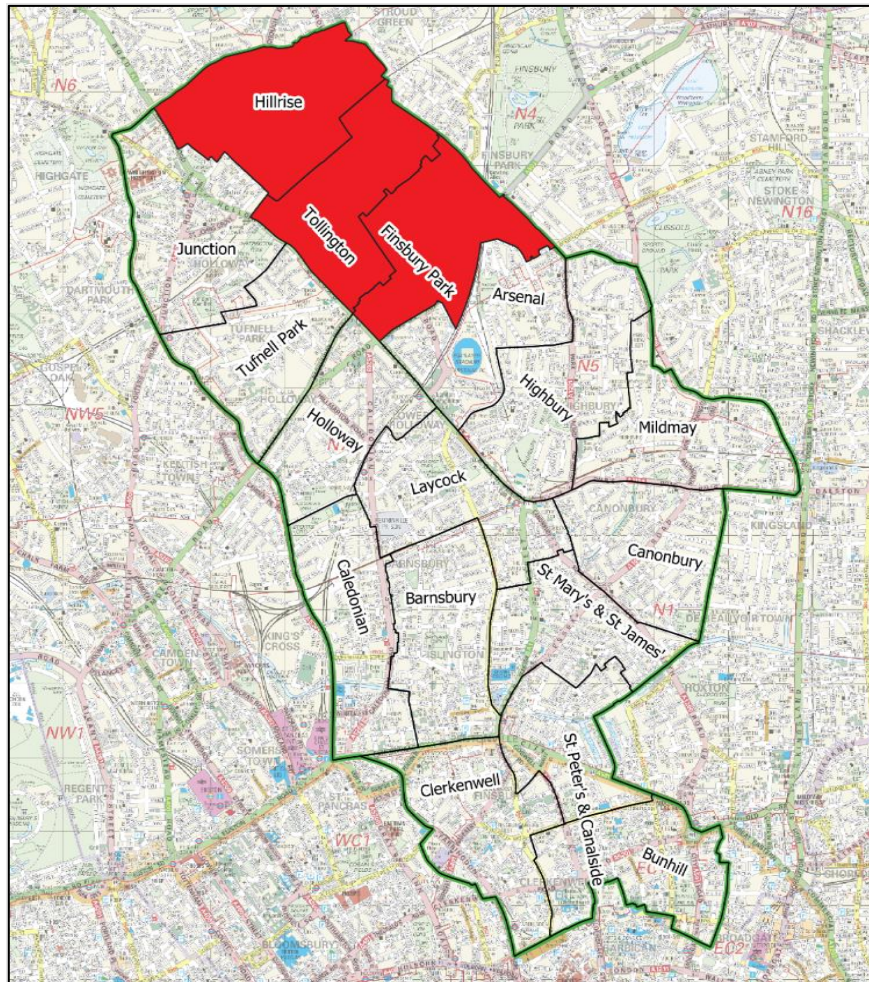
Map 1. Areas covered by the proposed designations.

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3.3   The Local Government Boundary Commission for England is introducing new ward boundaries and ward names in Islington, which will take effect from May 2022. These changes impact the existing designation for selective licensing of Finsbury Park ward. The new Finsbury Park ward will include areas that are currently not part of the ward, and areas of the current ward will become part of the new Tollington ward. The existing designation definition of the area to which the scheme applies, as currently worded, will therefore become outdated, inaccurate, and confusing in its current format.

3.4   Islington Council proposes to designate a new selective licensing scheme covering the new Finsbury Park, Tollington and Hillrise wards and revoke the existing designation for Finsbury Park ward.

3.5 The effect of the new designation will be that all properties currently covered by the Finsbury Park designation will continue to be included in the new selective licensing scheme. Existing licences will remain in force under the new scheme, so there will be no change for landlords or tenants of existing licensable properties. The proposed scheme will cover less than 20% private rented properties in the borough which means that the council can make this decision without Secretary of State approval.

3.6 The selective licensing scheme will apply to all houses and flats located within the three new wards set out in paragraphs that are rented to either:

- a single person
- two people sharing
- any number of persons forming a single household.

3.7 Houses in Multiple Occupation that require a mandatory or additional HMO licence are exempt from selective licensing.

Licence Applications

3.8 The licensing process will require the applicant to:

- apply for a licence which will require providing details of the management and safety arrangements;
- pay an application fee;
- meet a 'fit and proper person' test to confirm the suitability of the applicant to hold a licence;
- comply with specific licence conditions contained in Appendix 3;
- provide copies of safety certificate such as gas safety, electrical safety, fire alarms and emergency lighting, management arrangements, tenancy agreement and floor plans.

3.9 On receipt of a complete application the council will carry out a series of checks before issuing a draft licence. The applicant will have the opportunity to comment on the draft licence before a full licence is issued. Properties will be risk assessed and prioritised for inspection during the 5-year life of the licence. The highest risk properties will receive an inspection first and the aim will be to inspect all licenced properties during the lifetime of the licence.

3.10 The licence inspection will verify the information provided on the application form, compliance with licence conditions and an assessment of the housing health and safety hazards under Part 1 of the Housing Act 2004. Where defects are observed action will be taken to rectify the situation.

Licensing Objectives

3.11 Licensing allows the council to implement a proactive approach to identifying private rented properties and undertaking a risk- based approach to tackling poor housing conditions and raising standards in private rented housing.

3.12 By placing the onus on property owners to inform the council that they have a property that is in scope of the scheme to submit a licence application, the council is able to target

resources on identifying landlords that evade licensing, and those that need to take action to bring their properties up to standard.

3.13 The key licensing objective for this proposed licensing scheme is to improve property conditions in privately rented properties within the designated wards by:

- creating a clear set of rules that all landlords must follow
- providing standards for poor performing landlords to help them improve
- deterring unsuitable landlords, for example, those with certain criminal records or previous poor history as a landlord, from entering or remaining in the private rented property market
- encouraging absent or inexperienced landlords to use reputable agents to manage property on their behalf
- improving waste management and recycling
- enabling the council and tenants to more readily identify landlords
- assuring tenants that licensed accommodation is managed to a reasonable standard
- making it easier for tenants to complain about poor housing standards without fear of eviction
- creating a level playing field for landlords who treat their tenants fairly
- recognising responsible landlords who are members of a landlord accreditation scheme by offering a reduced application fee
- prioritising the council's enforcement resources towards identifying and tackling landlords who need to improve the way they manage their properties.

4   Considerations for introducing selective licensing schemes

4.1   Islington has an important and growing private rented sector (PRS) that provides affordable housing options for local people. It recognises that most landlords operate professionally, however, the council is concerned about the level of privately rented properties that fail to meet satisfactory levels of property management and the resultant low quality of housing in certain areas of the borough.

4.2   Improving the quality of housing in the private rented sector is key to the council's housing strategy. The council considers that introducing new selective licensing scheme for additional wards is the best tool available to tackle problems of poor property conditions due to substandard management practices in the private rented sector. Licensing is part of a wider strategic approach to drive up living standards for all, improve the environment and make Islington the place of choice to live in London.

4.3   The proposed selective licensing scheme primarily seeks to address high levels of poor property conditions in the borough. The potential for licensing to combat anti-social behaviour, crime and deprivation further supports the proposal.

4.4   Following an extensive analysis of property conditions and other considerations in the private rented sector, the data clearly shows nine wards which would benefit most from selective licensing. Those wards are Finsbury Park, Junction, Tollington, Caledonian, Hillrise, Laycock, Tufnell Park, Arsenal and Holloway.

4.5   The council intends to take a phased approach to selective licensing, starting with a scheme covering less than 20% of the borough, thus not requiring approval from the secretary of state, before proposing further schemes.

4.6   A selective licensing scheme is already in operation in Finsbury Park and in some of Tollington ward. The new scheme will cover Finsbury Park, Tollington and Hillrise. These wards were chosen to make the scheme as clear and practical as possible, covering a simply defined geographical area (the North East of the borough), including all areas with an existing selective licensing scheme, whilst remaining below the 20% threshold.

Housing Strategy

4.7   The Housing Strategy 2021-2026 outlines the council's approach to housing, including the provision of affordable homes, homelessness, new build, net carbon zero and the private rented sector for the next 5 years. The strategy states the council's commitment to standing up for private renters by using its licensing powers to set and maintain housing conditions in this sector. Islington wants to ensure that all privately rented properties in the borough offer residents a choice of safe, quality and well managed accommodation.

4.8   The strategy recognises the high number of complaints coming from the private rented sector in Islington. It outlines the measures the council are taking to tackle rogue landlords: providing advice, serving improvement notices, and promoting high standards of professionalism amongst landlords and managing agents through forums, campaigns and accreditation schemes.

4.9   The strategy sets out an intention to build on the successes of existing licensing schemes, extending selective licensing to other areas where evidence dictates it is the most

appropriate form of action. Islington's schemes will contribute to a clearer regulatory framework across London, directly supporting the Mayor of London's Housing Strategy.

4.10   In addition to the Housing Strategy, Islington has considered how the selective licensing proposals complement other council strategy including the council's overarching strategic plan.

4.11   We recognise that to achieve these priorities and ambitions there is a need for a robust and coherent regulatory framework in which this market operates.

4.12   Islington has identified that problems in the private rented sector of poor property and tenancy management and associated crime and anti-social behaviour are distributed across the borough and are not exclusive to a particular type of rented property. To tackle these issues, we are proposing that alongside the existing borough wide additional licensing scheme for Houses in Multiple Occupation, we replace the selective licensing scheme in Finsbury Park ward with a selective licensing scheme across three of the seventeen new wards. We have gathered data that provides clear evidence of significant issues, primarily in relation to poor property conditions, but supported by evidence of deprivation, ASB and crime. The introduction of these schemes will assist the council in tackling these issues and significantly contribute to the improvement of the private rented sector.

Selective Licensing Criteria

4.13   The Selective Licensing of Houses (Additional Conditions) (England) Order 2015 sets out the requirements for designating a selective licensing scheme.

4.14   The first requirement is that the area must have a high proportion of private rented properties[7]. Government guidance[8] suggests any area with more than the national average would indicate a high proportion, which according to the English House Survey for 2019-20 was 19%[9]. The data for Islington shows that 30% households in the borough are in the private rented sector and that the percentage of privately rented properties in each of the new wards ranges from 22.5% to 41.2%. Therefore, subject to meeting the other relevant criteria, every ward would be eligible for inclusion in a selective licensing scheme.

The full data set is contained in Section 8.

4.15   The next requirement is that the area covered by the proposals must be seen to be suffering from problems and that these problems are attributable to at least one of the following criteria:

- poor property conditions[10]
- a significant and persistent problem caused by anti-social behaviour[11]
- high levels of crime[12]

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[7] The Selective Licensing of Houses (Additional Conditions) (England) Order 2015. https://www.legislation.gov.uk/ukdsi/2015/9780111131435
[8] Selective licensing in the private rented sector. A Guide for local authorities. Department for Communities and Local Government. https://www.gov.uk/government/publications/selective-licensing-in-the-private-rented-sector-a-guide-for-local-authorities
[9] English Housing Survey Headline Report, 2019-20 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945013/2019-20_EHS_Headline_Report.pdf
[10] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 – Article 4
[11] Housing Act 2004. Section 80 (6) (a)
[12] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 – Article 7

- high level of deprivation[13]
- high levels of migration[14]
- low housing demand (or is likely to become such an area)[15].

4.16   In considering the relevant criteria, data has been analysed at borough level, ward level and at the level of smaller areas known as Lower Super Output Areas (LSOAs), depending upon the detail of data available for each of the criteria.

4.17   We believe that the level of poor property conditions meets the requirement to designate a selective licensing scheme in the proposed wards. Levels of anti-social behaviour, crime and deprivation further support a decision to introduce selective licensing. Migration and low housing demand do not contribute to the decision to introduce the new scheme.

Poor Property Conditions

4.18   The council analysed the data that it collects on poor property conditions in the PRS and concluded that the new wards of Finsbury Park, Tollington, Hillrise, Junction, Tufnell Park, Holloway, Arsenal, Laycock and Caledonian, have the lowest standards. Properties are frequently found to be suffering from issues such as:

- disrepair
- damp and mould
- poor, inadequate, or missing facilities
- poor layout
- risk of falls
- inadequate prevention of entry by intruders
- overcrowding
- gas safety.

4.19   The council received 3,168 complaints about properties in the PRS (excluding specific HMO related complaints) between September 2014 and March 2020 ranging from disrepair to nuisance such as accumulations of refuse and pest infestations. The highest numbers of complaints were in the new wards of Finsbury Park, Caledonian, Junction, Tollington, Laycock, Arsenal, Hillrise, Holloway and Tufnell Park.

4.20   Although tenant's complaints are a strong indicator of poor conditions the main indicator is the presence of what are known as category 1 and category 2 hazards[16]. There are 29 hazards which can present a risk to the health and safety of tenants which, when risk assessed, determines the extent to which the council should take action to remove or reduce the hazard.

4.21   Data indicates that the number of properties with category 1 and the highest risk category 2 hazards (bands D & E) and the number of such hazards identified in each property inspected by council officers were greater in the nine wards identified above.

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[13] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 – Article 6
[14] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 – Article 5
[15] Housing Act 2004. Section 80 (3) (a)
[16] Housing Act 2004. Section 2

4.22   A further indicator of poor housing conditions is that the hazards identified during complaint investigations were so serious that they warranted the service of a formal enforcement notice requiring works to be undertaken within a specified time. The greatest number of properties requiring enforcement action for hazards identified were in the nine wards listed above.

4.23   The age of a property can be a contributory factor as older properties tend to require a higher level of maintenance to the external fabric of the building, are not so well insulated which means there is a higher risk of damp, condensation, and excess cold. The Department for Levelling Up, Housing and Communities explicitly considers the age of building components, alongside component condition, to determine whether a dwelling is in a reasonable state of repair and therefore 'decent home'.[17] The majority of components are considered old after 40 years and all components are considered old after 80 years.

4.24   Unfortunately, data on the age of properties is only available for existing ward boundaries but correlating this data again the new ward boundaries indicate that new wards of Laycock, Tollington, Tufnell Park, Finsbury Park, Hillrise, Arsenal, Junction, Caledonian and Holloway have a sizeable number of properties built before 1945.

4.25   A report by Shelter in 2014, titled "Can't complain: why poor conditions prevail in private rented homes"[18] suggested that up to 61% of private renters have experienced at least one of the following in the last 12 months: mould or damp, leaking roofs or windows, electrical hazards, animal infestations or gas leaks[19]. The report suggests one in eight tenants experiencing problems do not report poor conditions because they fear retaliatory eviction. The council's own estimates suggest there could be at least **18.7%** of privately rented properties in Islington with category 1 or 2 hazards based upon the analysis of complaint and enforcement data for the PRS discussed in Section 8.

4.26   The introduction of selective licensing covering three wards will enable the council to systematically carry out inspections to identify hazards and compliance with licence conditions and to secure improvements.

4.27   Where action is required to remedy category 1 and 2 hazards the council will use the most appropriate enforcement powers to seek remediation, including the service of Improvement Notices, Prohibition Orders, Prosecutions and Civil Penalties.

4.28   The council expects that selective licensing will encourage most landlords to proactively work towards providing and maintaining their properties to the required standard and the provision of a set of clear licence conditions makes will facilitate this objective.

4.29   In the proposed scheme licence conditions will cover:

- dealing with defects and disrepair
- gas safety
- electrical safety
- pest control management
- carbon monoxide detectors

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[17]https://www.gov.uk/government/publications/a-decent-home-definition-and-guidance
[18] https://landlordlawblog.co.uk/wp-content/uploads/2014/03/6430_04_9_Million_Renters_Policy_Report_Proof_6_opt.pdf
[19] YouGov 2014, base 4544 private renting English adults. Jointly commissioned by Shelter and British Gas

- smoke alarms
- regular checks on the internal and external parts of the building.

4.30 We believe that the level of poor property conditions meets the requirement to designate a selective licensing scheme in the proposed wards.

Anti-social behaviour (ASB)

4.31 Anti-social behaviour can have an adverse impact upon on the health, safety and wellbeing of tenants, neighbours and local neighbourhoods. ASB can take many forms, but in the context of selective licensing the council has focused on analysing data relating to[20]:
- intimidation and harassment of tenants or neighbours
- noise, rowdy and nuisance behaviour affecting persons living in or visiting the vicinity
- animal related problems
- vehicle related nuisance
- anti-social drinking or prostitution
- illegal drug taking or dealing
- graffiti and fly posting
- litter and waste within the curtilage of the property.

4.32 A total of 62,400 cases of ASB were reported to the council or the police during 2019 and 2020 relating to a wide range of sources. Whilst not all ASB can be directly linked to private rented properties, at least 5% of ASB cases during this two-year period were linked to PRS properties.

4.33 Data indicates that seven wards meet several trigger indicators to justify ASB being a supporting factor in the proposal to include these seven wards in the selective licensing designation. These seven wards were Tollington, Finsbury Park, Tufnell Park Caledonian, Hillrise, Junction and Arsenal.

4.34 Although ASB is not the primary reason for selective licensing, licence conditions can set management standards to assist landlords play their part in helping to mitigate against ASB associated with the PRS, for example:

- obtaining reference checks for proposed tenants checks
- tenancy conditions and management arrangement relating to antisocial behaviour by tenants and their visitors
- waste management and recycling facilities
- undertaking regular property inspections.

Crime

4.35 A high level of crime is not exclusive to any one part of the borough but some of the wards selected for inclusion in selective licensing are above average for specific types of crime. For this reason, crime is a supporting factor for two of the three wards that that are being considered for selective licensing. Finsbury Park, in which crime in general is high and Tollington that has relatively high levels of residential burglary.

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[20] Selective licensing in the private rented sector. A Guide for local authorities. Department for Communities and Local Government

4.36 Although crime is not the primary reason for selective licensing, licence conditions can set management standards to assist landlords play their part in helping to protect properties from entry by intruders including maintaining entrance doors, locks and door entry systems, door, and window key management arrangements.

Deprivation

4.37 To show that deprivation is a relevant criterion for the area proposed for a selective licensing designation, it must be demonstrated that the area is suffering from an elevated level of deprivation, which affects a considerable number of the occupants of private rented properties[21].

4.38 Deprivation indices consider the following factors when comparing against other neighbourhoods:

- the employment status of adults,
- the average income of households,
- the health of households,
- the availability and ease of access to education, training and other services for households,
- housing conditions,
- the physical environment,
- levels of crime.

4.39 The most deprived households tend to live in the poorest accommodation. A recently published study, The Evolving Private Rented Sector: Its Contribution and Potential, by Julie Rugg and David Rhodes (The 2018 Rugg Report)[22] states, "As the proportion of households living in the PRS increased, so the level of deprivation also tended to increase within each region, the most deprived areas had the largest PRS."

4.40 Although the 2019 Index of Multiple Deprivation shows that Islington has improved from being the 11th most deprived borough in the country in 2011 to the 53rd most deprived[23], Islington remains a deprived borough and is the 6th most deprived in London. The rank of deprivation has shown Finsbury Park, Hillrise, Tufnell Park, Laycock, Arsenal and Holloway to be amongst the new wards with the highest levels of deprivation either across the board or in specific domains, such as access to housing, income, and environment.

4.41 Although deprivation is not the principal reason for designation, the high levels of deprivation in Finsbury Park and Hillrise is a strong supporting factor.

4.42 Licences under the designation will help to ensure that properties are responsibly managed and thereby contribute to an improvement in the well-being of the occupants and the wider community in those wards and surrounding areas and so contribute to a reduction in deprivation.

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[21] Selective licensing in the private rented sector A Guide for local authorities. Department for Communities and Local Government
[22] http://www.nationwidefoundation.org.uk/wp-content/uploads/2018/09/Private-Rented-Sector-report.pdf
[23] https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019

Migration

4.43 The 2018 Rugg & Rhodes Report stated that "Eighty per cent of recent migrants to the UK from overseas live in the PRS, and this proportion is higher in London; lower-income migrants are often disadvantaged in the PRS as a consequence of housing rights and responsibilities and language difficulties; there are concerns that 'right to rent' regulation is further disadvantaging migrant renters who may be more likely to fall into the more informal and shadowy PRS"

4.44 The Office for National Statistics mid-year population estimates[24] show that between 2018 and 2019 14 out of 16 wards in Islington experienced an increase in population. The Department for Levelling Up, Housing & Communities (formerly MHCLG) guidance suggests that an increase of greater than 15% in a 12-month period is an indicator of high levels of migration[25]. The highest increase was in Holloway Ward, which was 3.9%.

4.45 The analysis of data migration in section 8 indicates that migration is not a supporting factor in the proposal to designate 3 wards for selective licensing.

Low housing demand

4.46 Islington is not an area of low housing demand and so this not a relevant factor in the proposal to designate 3 wards for selective licensing

Conclusion

4.47 Following consideration of the above criteria the council are of the firm belief that the introduction of a selective licensing scheme in three wards in the proposed designation will be the most effective way to deal with improving housing conditions in the private rented sector.

4.48 Additional and selective licensing schemes are an integral part of the councils Housing Strategy and Islington Together Strategic Plan. Working alongside mainstream services and council initiatives selective licensing will enable the council to regulate the privately rented sector in Islington and systematically identify and tackle poor housing conditions.

4.49 The three wards selected for inclusion in the proposed selective licensing scheme meet the property licensing criteria and the council will proceed to the consultation stage on this basis.

4.50 All other criteria have been considered but the data indicates that ASB, crime and deprivation are material considerations in some of the wards selected but they are not the primary reason for proposing selective licensing to introduce a new selective licensing scheme.

4.51 Table 1 shows the wards that have been shown to have high, or above mean average issues against the criteria of property conditions, ASB, crime and deprivation. The three

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[24]https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/wardlevelmidyearpopulationestimatesexperimental

[25] Selective licensing in the private rented sector A Guide for local authorities. Department for Communities and Local Government

wards in the proposed designation all feature against property conditions and at least two other criteria.

Table 1. Wards matched against criteria for selective licensing.

New ward	Property conditions	ASB	Crime	Deprivation
Finsbury Park	x	x	x	x
Caledonian	x	x	x	
Hillrise	x	x		x
Laycock	x		x	x
Tufnell Park	x	x	x	x
Arsenal	x	x	x	x
Junction	x	x	x	
Holloway	x		x	x
Tollington	x	x	x	
Bunhill		x	x	x
Canonbury		x	x	x
Clerkenwell		x	x	
St Mary's & St James'			x	
Highbury		x	x	
Mildmay		x	x	
St Peter's & Canalside		x		
Barnsbury				

5 Alternative options considered

5.1 The council's preferred approach is to improve housing conditions in the private rented sector by using licensing powers to set standards, for landlords to be required to apply for a licence and for robust enforcement action to be taken against landlords that fail to licence or provide accommodation that meets the required standard.

5.2 Alternative options for identifying and dealing with properties in the PRS that are not safe or managed effectively have been considered.

Make no changes to the current approach

5.3 In 2019 the Finsbury Park selective licensing scheme consultation indicated that over 64% of respondents were supportive of proactively licensing privately rented properties and to improve the housing standards in the private rented sector and to hold rogue landlords to account.

5.4 The council could continue to operate the selective licensing scheme in the current ward of Finsbury Park and for all other parts of the borough tackle poor conditions in the private sector when tenants contact the council to complain about their accommodation. This approach relies on tenants being aware and confident that they can seek the council's help without any concern that such an approach could damage their relationship with their landlord.

5.5 It is neither effective for tenants nor efficient for the council to rely on complaints to improve housing conditions in the private rented sector. Many properties go under the radar because tenants are afraid or reluctant to complain and any proactive inspection programme needs to be intelligence led to identify and target the worst properties.

5.6 A licensing regime requires properties to meet a minimum standard, for landlords to apply for a licence and the council to target the highest risk properties for inspection first. Licensing properties in the selected area creates a level playing field where tenants can be assured that landlords will maintain properties to certain standards, that the council will regulate through the imposition of conditions and taking enforcement action when required.

5.7 Once the new ward boundaries are introduced in May 2022, the existing designation for Finsbury Park will become contradictory and confusing. The designation as it stands refers to both a boundary marked on a map, which clearly shows the streets in scope, and the designation also states it applies to Finsbury Park ward, which will not have the same boundaries after May 2022. Revocation of the existing scheme and a new designation based on the new boundaries, incorporating the whole of the new Finsbury Park ward in addition to the proposed inclusion of Tollington and Hillrise will eliminate this contradiction and any confusion arising.

Introduce different area-based schemes to the ones proposed

5.8 The law requires that certain criteria are met for a selective licensing designation to be made. The council is required to consider the law and guidance issued by government and ensure that its proposals are consistent with them. Once the 20% threshold for either the geographical area of the borough or the total number of properties coved by a selective

scheme is reached, any decision to extend selective licensing beyond this will require approval from the Secretary of State.

5.9   Whilst the council's strategy for the private rented sector is to set and maintain housing standards through licensing it recognises that that there should be a phased approach, based on evidence, with the worst areas selected for licensing first. The data indicates that the new wards of Finsbury Park, Tollington and Hillrise are three of the wards where property licensing could have the greatest effect.

5.10   A selective licensing scheme is already in place in Finsbury Park and part of Tollington ward. For the new scheme, Finsbury Park, Tollington and Hillrise wards were chosen to make the scheme as clear and practical as possible, covering a simply defined geographical area (the North East of the borough), including all areas with an existing selective licensing scheme, whilst remaining below the 20% threshold.

Encourage more voluntary landlord accreditation

5.11   Islington promotes the London Landlord Accreditation Scheme (LLAS) and Accreditation and Training for Landlords and Agents Scheme (ATLAS)[26].

5.12   This is a voluntary scheme where landlords sign up to a national code of conduct and are supported with training and on-going professional development opportunities comply with the law and provide safe, decent quality homes.

5.13   There are approximately 1000 accredited landlords in Islington signed up to ATLAS. Experience has shown that whilst good landlords are willing to participate in accreditation, a significant proportion of landlords are not prepared to engage with voluntary accreditation schemes. For this part of the sector, effective licensing and enforcement is the appropriate course of action.

5.14   The council will continue to promote landlord accreditation alongside the introduction of any discretionary licensing schemes.

Alternative options conclusions

5.15   The options outlined above do not offer an effective alternative to improving property conditions in the selected wards.

5.16   Selective licensing enables the council to set standards to improve and maintain private sector housing conditions. Licensing requires the landlord and managing agent to meet "fit and proper person" criteria to obtain a licence and this in turns deters rogue landlords from operating in private rented sector. There is no practical alternative to a selective licensing scheme.

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[26] https://www.londonlandlords.org.uk/

6   Proposed licence fee structure

6.1   The 5-year licence fee will be £500 per licensable property. For licence applicants who are members of an accredited landlord scheme the fee is £425. Full details of all the fees can be found in Appendix 2.

6.2   The fee has been set on a cost recovery basis and, to comply with legal requirements, will be in 2 parts; part 1 will cover the cost of administering the licensing scheme and part 2 will cover the costs of monitoring and enforcement.

6.3   The part 1 fee will be payable when the application is submitted. Part 2 will become payable when the application has been validated and the draft licence is ready to be issued. If the council refuses an application the applicant is only liable to pay the part 1 fee.

6.4   The income raised from the scheme is ring-fenced, which means that it can only be used to cover costs associated with selective licensing over the five years of the scheme. It cannot be used to raise income for other council functions.

7   Conditions

7.1   Each new licence granted would be subject to a set of licence conditions, including mandatory conditions for selective licences set out in Schedule 4 of the Housing Act 2004.

7.2   The Licence conditions can be found in Appendix 3.

8   The evidence

8.1   The council has undertaken an extensive review of all available data, both from within its own organisation and that more widely available, in relation to both the local, regional and national picture in reaching its conclusion that the proposed selective licensing scheme are the most appropriate correct course of action to take. Key data sources include:

- 2011 Census data
- Office for National Statistics (ONS)
- Greater London Authority (GLA Datastore)
- Islington Council data.

8.2   This section begins with an analysis of Islington as a borough, followed by an analysis of each of the criteria to be considered for a selective licensing scheme, broken down by ward.

8.1 PART A: The London Borough of Islington – Geography

A1.   Islington is a north-central, inner London borough. The southern part of the borough borders the City of London and the London boroughs of Camden to the west, Hackney to the east and Haringey to the north.

A2.   Islington is a borough of great strengths: thriving businesses; excellent transport links; outstanding services; and most importantly, a rich and wonderful diversity of people, cultures and communities. But despite these strengths, many people are in danger of being left behind. Poverty, mental ill-health and anxiety about the future, lack of access to good jobs, poor air quality and housing conditions, prejudice, racism and injustice are holding people back.

A3.   Islington is small, and densely populated, with a growing, diverse, and young population, which was estimated to be 244,372[27] in 2021. It is a borough of stark contrasts, where many children and older people are living in poverty. Islington has the highest level of child poverty in London (28%) and ranks 4th highest in London for poverty among older people.

A4.   Islington is the third smallest London local authority after City of London and Kensington & Chelsea, at 14.8 square kilometres, or 6 square miles[28], accounting for only 0.9% of the London geographical area. Only 13% of the borough's land is green space: this is the second lowest proportion of any local authority in the country.

A5.   Table 2 below shows the area of London boroughs and the population density.

Table 2. Islington area and population compared to London.

Borough	Square kilometres	% London geographical area	Population
Tower Hamlets	19.8	1.3%	331620
Islington	14.8	0.9%	244372
Hackney	19.0	1.2%	292023
Kensington and Chelsea	12.1	0.8%	161552
Lambeth	26.8	1.7%	342250
Westminster	21.5	1.4%	262317
Hammersmith and Fulham	16.4	1.0%	195981
Camden	21.8	1.4%	259344
Southwark	28.9	1.8%	332679
Newham	36.2	2.3%	366943
Wandsworth	34.3	2.2%	337783
Haringey	29.6	1.9%	291330
Lewisham	35.1	2.2%	320574
Brent	43.2	2.7%	346437
Waltham Forest	38.8	2.5%	292788
Ealing	55.5	3.5%	369685
Greenwich	47.3	3.0%	294837
Barking and Dagenham	36.1	2.3%	221495
Merton	37.6	2.4%	214740
Redbridge	56.4	3.6%	316288
Harrow	50.5	3.2%	263484
Hounslow	56.0	3.6%	286947
Kingston upon Thames	37.3	2.4%	184660
Sutton	43.8	2.8%	213340
Barnet	86.7	5.5%	411275
Croydon	86.5	5.5%	403461
Enfield	80.8	5.1%	346635
Bexley	60.6	3.9%	256845
Richmond upon Thames	57.4	3.7%	203312
City of London	2.9	0.2%	8164
Hillingdon	115.7	7.4%	319467
Havering	112.3	7.1%	265930
Bromley	150.1	9.5%	339466
TOTAL	1,571.9	100%	9,298,024

A6.   Map 2 shows the location of Islington in north-central London.

Map 2. London borough map.

A7. Highbury Fields is the largest green space, part of only 13%[29] green space within the borough, which is the second lowest proportion of any local authority in the country and far lower than outer London boroughs such as Barking and Dagenham where approximately a third of the borough is green space.

Map 3 shows the borough boundary and green spaces.

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[29] Islington Strategic Plan 2021 https://democracy.islington.gov.uk/documents/s25785/Appendix%20A%20-%20Strategic%20Plan.pdf?
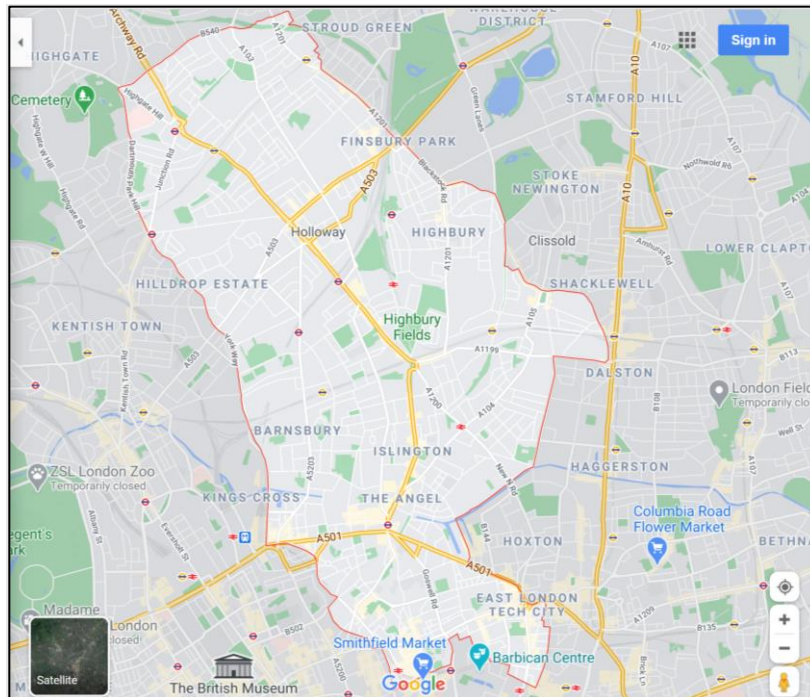
Map 3. Google maps search page showing Islington boundary.

A8.   Islington currently has 16 wards. The largest existing wards by area are Caledonian, Bunhill and Highbury West. However, the Local Government Boundary Commission has introduced changes that will take effect from the council elections in May 2022.[30] The changes bring about an increase in the number of wards to 17. The boundaries of all wards will change, with some significant changes resulting in several current wards splitting across two or more new wards. Map 4 shows the ward boundaries before and after the changes. Highbury becomes the largest ward.

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[30] The London Borough of Islington (Electoral Changes) Order 2020 has determined a number of Ward boundary changes which come into effect at the local elections in May 2022.
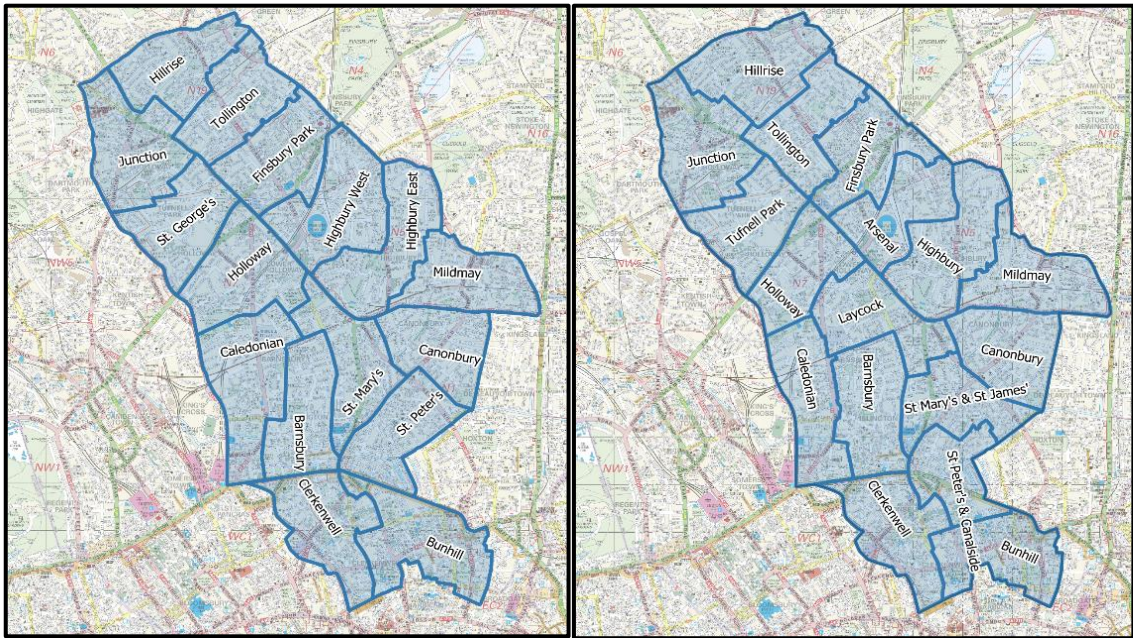
Map 4. Existing wards (left) and new wards in Islington.

© Crown Copyright and database right 2021. Ordnance Survey 100021551.

A9.   Map 5 shows the before and after boundaries overlaid on a single map, with the red being the new ward boundaries and the blue the existing boundaries.
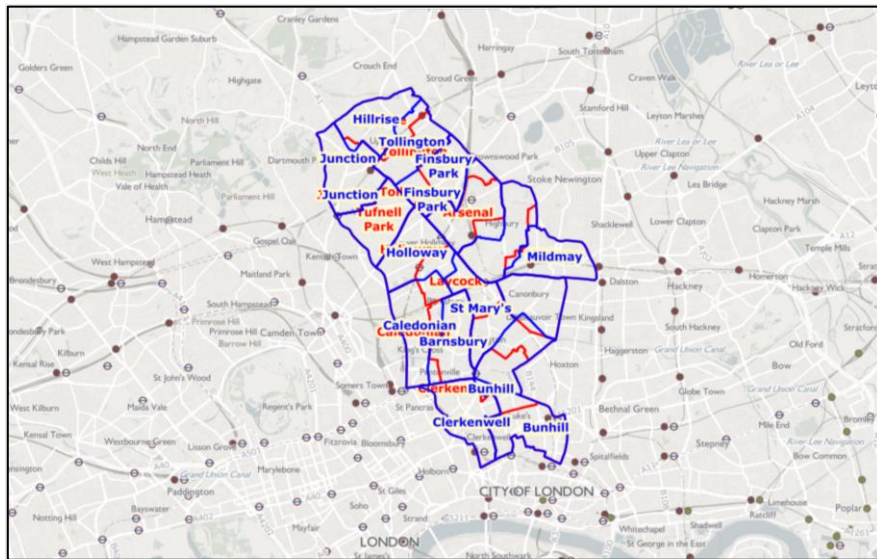
Map 5. New wards overlaid on old wards.

Table 3. New ward names.

New wards
Barnsbury
Bunhill
Caledonian
Canonbury
Clerkenwell
Finsbury Park
Highbury
Arsenal
Hillrise
Holloway
Junction
Mildmay
Tufnell Park
St Mary's & St James'
St Peter's & Canalside
Tollington
Laycock

A10.   In terms of geographical area, Figure 1 shows Highbury is the largest new ward, followed by Junction and Hillrise. St. Peter's & Canalside is the smallest new ward.
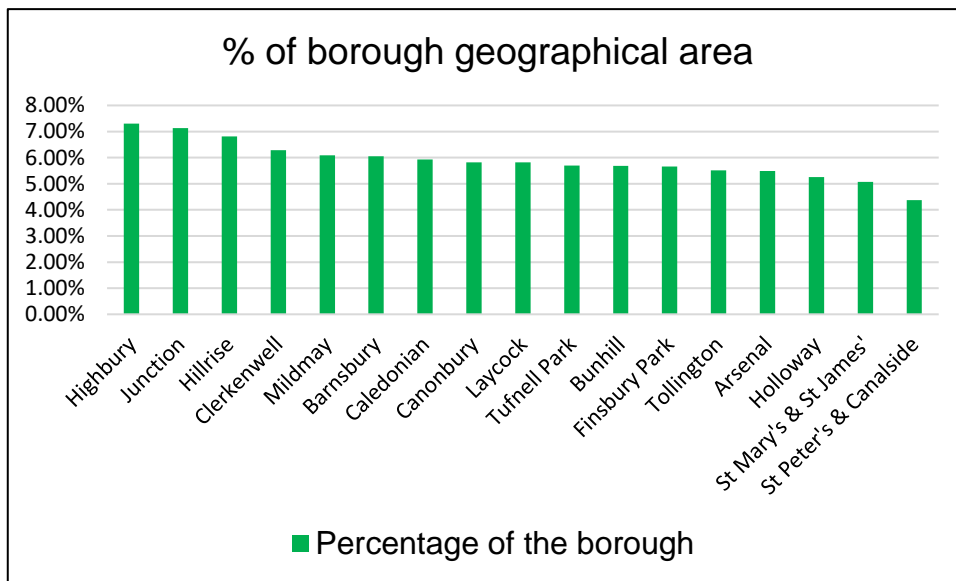
Figure 1. Percentage of geographical area of Islington by ward.

8.2 PART B: The London Borough of Islington – Population

B1.   Although the 3rd smallest London borough by area, in 2020 Islington was estimated to be the second-most densely populated local authority area in England and Wales,[31] at 2.8 times the London average and more than 38 times the national average.

The estimated population of 242,827 in 2020, which equates to 16,097 people per square kilometre.

Figure 2 below shows the relative population density compared to other London boroughs.[32]
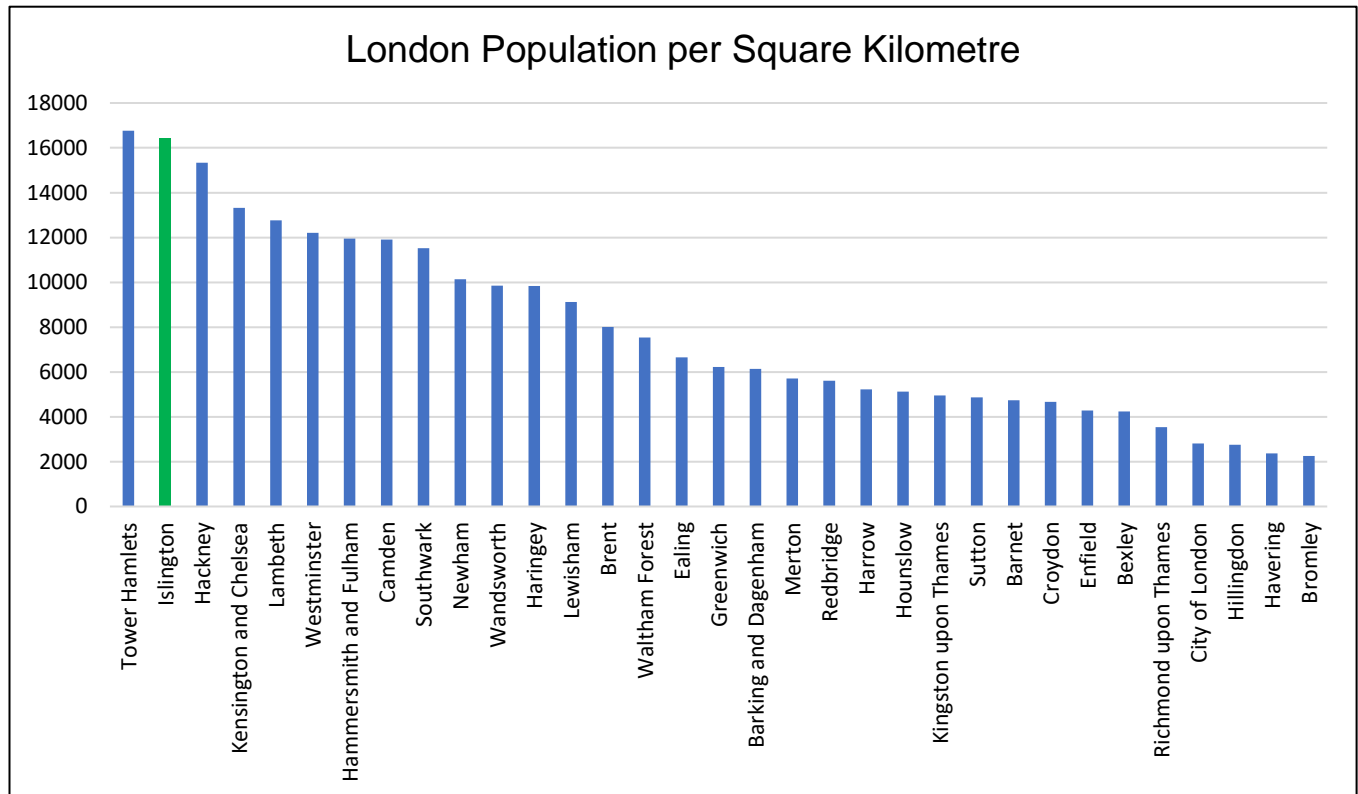
Figure 2. Population density of London boroughs.

B2.   The population of Islington has risen steadily over the last 10 years. In 2009 it was estimated to be 191,821. Table 4 below shows the area of all London boroughs and their population densities.

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[31] Land Area and Population Density, Ward and Borough. Published by: Greater London Authority https://data.gov.uk/dataset/a76f46f9-c10b-4fe7-82f6-aa928471fcd1/land-area-and-population-density-ward-and-borough
[32] Source - GLA Population Estimates 2021. https://data.london.gov.uk/dataset/land-area-and-population-density-ward-and-borough

Table 4. Islington area and population density compared to London.

Borough	Population per square kilometre	Square kilometres
Tower Hamlets	16764.3	19.8
Islington	16448.7	14.8
Hackney	15330.1	19
Kensington and Chelsea	13325	12.1
Lambeth	12765.7	26.8
Westminster	12208.2	21.5
Hammersmith and Fulham	11951.9	16.4
Camden	11902.4	21.8
Southwark	11526.5	28.9
Newham	10137	36.2
Wandsworth	9858.2	34.3
Haringey	9842.8	29.6
Lewisham	9120.4	35.1
Brent	8013.3	43.2
Waltham Forest	7544.5	38.8
Ealing	6655.7	55.5
Greenwich	6228.9	47.3
Barking and Dagenham	6134.3	36.1
Merton	5707.4	37.6
Redbridge	5606.1	56.4
Harrow	5221.4	50.5
Hounslow	5126.1	56
Kingston upon Thames	4955.8	37.3
Sutton	4865.6	43.8
Barnet	4741	86.7
Croydon	4664.1	86.5
Enfield	4288.3	80.8
Bexley	4239.7	60.6
Richmond upon Thames	3541.6	57.4
City of London	2811.4	2.9
Hillingdon	2761.1	115.7
Havering	2367	112.3
Bromley	2261.1	150.1
TOTAL		1,571.9

B3. Population density is only available for existing wards. Density is even, with the most densely populated areas are St. Peters, Finsbury Park, Bunhill and Mildmay wards. Table 5

shows the GLA population and density estimates per Islington ward for 2021. Bunhill has the largest population and Clerkenwell has the smallest population.

Table 5. Population, size, and density of existing Islington wards.

Existing ward	Population	% borough population	Square kilometres	% borough geographical area	Population per square kilometre
St. Peter's	15725	6.4%	0.81	5.5%	19413.58
Finsbury Park	17124	7.0%	0.916	6.2%	18694.32
Bunhill	19598	8.0%	1.089	7.3%	17996.33
Mildmay	14703	6.0%	0.826	5.6%	17800.24
Highbury West	18942	7.8%	1.082	7.3%	17506.47
Tollington	14700	6.0%	0.847	5.7%	17355.37
Holloway	17189	7.0%	1.009	6.8%	17035.68
Barnsbury	14127	5.8%	0.83	5.6%	17020.48
St. George's	14240	5.8%	0.846	5.7%	16832.15
Canonbury	13511	5.5%	0.807	5.4%	16742.26
Hillrise	13475	5.5%	0.825	5.6%	16333.33
St. Mary's	13689	5.6%	0.869	5.8%	15752.59
Caledonian	16768	6.9%	1.138	7.7%	14734.62
Clerkenwell	13121	5.4%	0.935	6.3%	14033.16
Highbury East	14006	5.7%	1.004	6.8%	13950.20
Junction	13453	5.5%	1.028	6.9%	13086.58
TOTAL	244,371		14.861		16,038.00

B4.   Figure 3 shows the population density of existing wards, with St. Peter's ward being the most densely populated and Junction the least populated.
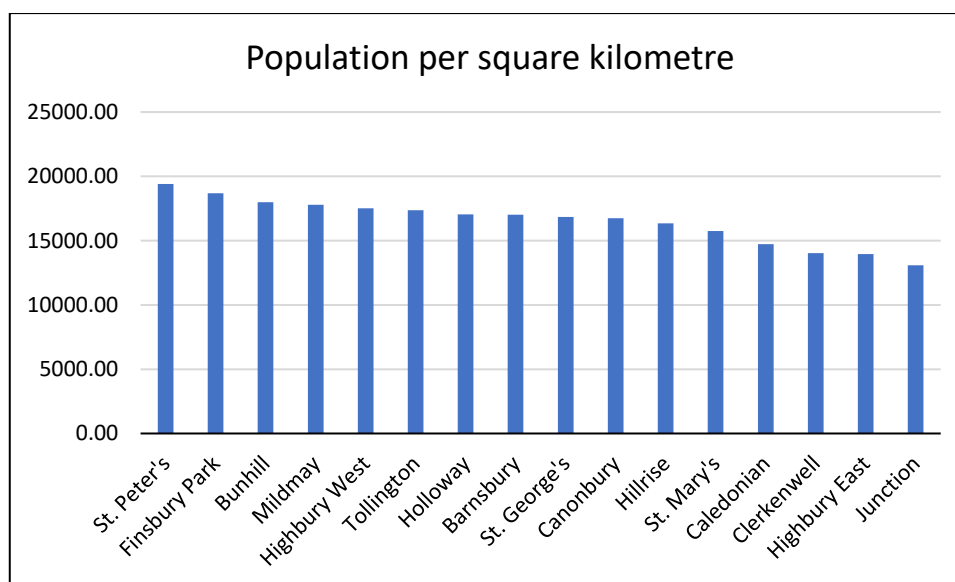
Figure 3. Population of Islington wards per square kilometre.

B5.   Islington's population profile in terms of relationship status is different compared to London and England, with 60% of residents recorded as single compared to 44% in London and

35% in England. The percentage of people recorded as single in Islington increased from 54% in 2001. The equivalent figure was 41% in London and 30% in England in 2001

B6. The largest category for household composition in Islington is one person households at 31% (2011 Census). This had remained unchanged since 2001 (32%).

B7. It is estimated that the population of Islington will grow by 3% (7,000 people) between 2020 and 2030.

B8. Islington has the highest level of child poverty in London (28%) and ranks 4th highest in London for poverty among older people.

B9. Even before the pandemic, Islington ranked the 5th highest in London for loneliness, with 1 in 6 adults living with a diagnosed mental health condition.

8.3 PART C: The London Borough of Islington – Housing stock and tenure

C1. The most recent stock condition survey (SCS) in Islington was in 2008[33]. Relevant findings from that stock condition survey were as follows:

- the most common dwelling type was self-contained flats within converted pre-1919 terraced houses;
- around 90% of the PRS was in self-contained flats;
- 62.3% of private sector properties (excluding properties managed by Registered Social Landlords (RSLs) are pre-1919 stock (**Error! Reference source not found.**). This compares with 24.9% nationally and 34.2% in London at that time.
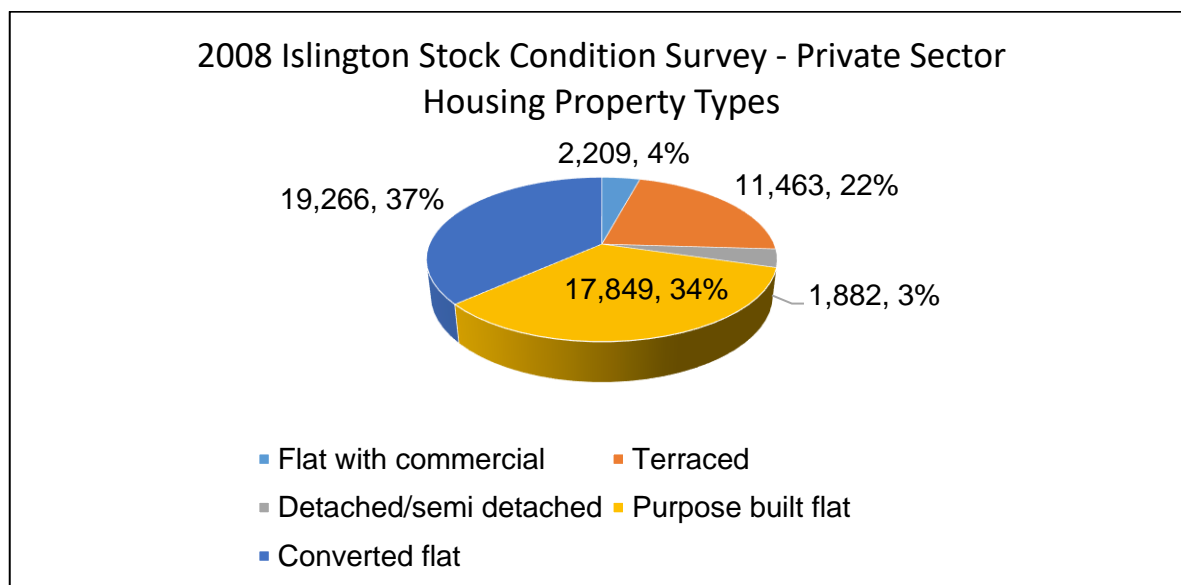
Figure 4. Housing property types – 2008 SCS.

C2. Research for the SCS indicated that:

- 3,547 (15.7%) PRS dwellings had at least one category 1 hazard and 9.5% had a category 2 hazard in band D and 11.2% in bands E to I;
- estimated costs to remedy category 1 hazards in the PRS was an average of £4,407 per dwelling and a borough-wide cost of £15.6m;
- estimated total cost of dealing with disrepair of PRS properties across Islington was £135.8m;
- vulnerable and support needs households in the private sector had considerably higher average basic repair costs at £2,628 and £4,356 per dwelling respectively;
- 29.6% of dwellings in the PRS failed the Decent Homes Standard;
- the average cost of remedying non-decent homes in the PRS was estimated to be £4,628 and for vulnerable households this figure was £6,421;
- 1,585 vulnerable households lived in non-decent accommodation in the PRS, which was 45.8% of all vulnerable households in the PRS;

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[33] 2008 Stock Condition Survey. A comprehensive review of private housing in Islington. In partnership with Fordham Research.

- there were 2,653 converted buildings in the borough, containing 8,685 self-contained flats;
- there were 5,512 flats or houses in multiple occupation (Section 254 HMOs);
- in terms of energy efficiency, the average Standard Assessment Procedure (SAP) rating for the PRS in Islington was 61 (out of 100) and older dwellings typically demonstrated lower SAP ratings;
- 22.1% of all private sector households in the borough were in fuel poverty, rising to 35.4% of vulnerable households.

C3.   There were 119,429 residential dwelling listed in the Islington Local Land and Property Gazetteer (LLPG) in September 2021.

C4.   The 2011 Census showed the proportion of different tenures[34] shown in Table 6. Highbury West had the largest number of residential properties, followed by Bunhill and Holloway. Hillrise had the lowest number. Highbury West had the highest number of privately rented properties at 2,316, whilst Hillrise had the lowest at only 1,021. Wards with the highest level of social renting were Bunhill and Holloway. The wards with the highest level of owner occupation were Highbury East and Highbury West.

Table 6. Tenure of housing stock by ward – Census 2011.

Ward	Owned: Total	Social rented: Total	Private rented: Total	Total stock
Barnsbury	1757	2132	1512	5401
Bunhill	1418	3173	1961	6552
Caledonian	1383	2733	1822	5938
Canonbury	1586	2694	1257	5537
Clerkenwell	1531	2237	1401	5169
Finsbury Park	1413	2711	1996	6120
Highbury East	2156	1629	1368	5153
Highbury West	2047	2339	2316	6702
Hillrise	1665	2294	1021	4980
Holloway	1488	3084	1737	6309
Junction	1605	2443	1449	5497
Mildmay	1598	2739	1360	5697
St George's	1822	2063	1413	5298
St Mary's	1494	2290	1642	5426
St Peter's	1843	2243	1333	5419
Tollington	1758	2538	1629	5925
TOTAL	26,564	39,342	25,217	91,123

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[34] https://www.nomisweb.co.uk/census/2011/ks402ew

Table 7. Tenure of wards by percentage Census 2011.

Ward	Owned: Total	Social rented: Total	Private rented: Total
Barnsbury	32.5%	39.5%	28.0%
Bunhill	21.6%	48.4%	29.9%
Caledonian	23.3%	46.0%	30.7%
Canonbury	28.6%	48.7%	22.7%
Clerkenwell	29.6%	43.3%	27.1%
Finsbury Park	23.1%	44.3%	32.6%
Highbury East	41.8%	31.6%	26.5%
Highbury West	30.5%	34.9%	34.6%
Hillrise	33.4%	46.1%	20.5%
Holloway	23.6%	48.9%	27.5%
Junction	29.2%	44.4%	26.4%
Mildmay	28.0%	48.1%	23.9%
St George's	34.4%	38.9%	26.7%
St Mary's	27.5%	42.2%	30.3%
St Peter's	34.0%	41.4%	24.6%
Tollington	29.7%	42.8%	27.5%

C5.   Table 8 shows the estimated PRS numbers and density for the new wards. The ward with the greatest density of PRS properties per square kilometre was St. Peter's & Canalside.

Table 8. Density of PRS by Islington ward.

Ward	Private rented properties	Area in sq.km.	PRS density. Properties per sq. km.
Arsenal	2440	0.81	3000
Barnsbury	2010	0.90	2241
Bunhill	2523	0.84	2994
Caledonian	2669	0.88	3039
Canonbury	1695	0.86	1965
Clerkenwell	2259	0.93	2427
Finsbury Park	2489	0.84	2967
Highbury	2061	1.08	1907
Hillrise	1617	1.01	1602
Holloway	2006	0.78	2579
Junction	1844	1.06	1747
Laycock	1587	0.86	1842
Mildmay	2135	0.90	2369
St Mary's & St James'	2057	0.75	2740
St Peter's & Canalside	2032	0.65	3135
Tollington	2404	0.82	2945
Tufnell Park	1814	0.84	2148
TOTAL	35642	14.81	2407

C6.   As a borough with few open spaces, Islington, with 69.8 dwellings per hectare, is the second-most dense London borough for dwellings and over three times the London average and one and a half times the inner London average[35]. There were estimated to be 103,740 dwellings in 2019, only the 20th highest in London[36], although the 2021 LLPG shows 119,429. The dwelling density per ward based upon the Census 2011 is in Table 9.

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[35] Department for Levelling Up, Housing & Communities. https://data.london.gov.uk/dataset/number-and-density-of-dwellings-by-borough
[36] DCLG. https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants

Table 9. Dwelling density per ward. Census 2011.

Ward	Total dwellings	Square kilometres	Dwellings per square kilometre
Highbury West	6702	0.846	7922.0
Holloway	6309	0.81	7788.9
Tollington	5925	0.825	7181.8
Mildmay	5697	0.807	7059.5
Caledonian	5938	0.847	7010.6
Canonbury	5537	0.869	6371.7
Clerkenwell	5169	0.83	6227.7
Bunhill	6552	1.082	6055.5
Hillrise	4980	0.826	6029.1
Barnsbury	5401	0.916	5896.3
St George's	5298	0.935	5666.3
Finsbury Park	6120	1.089	5619.8
St Peter's	5419	1.004	5397.4
St Mary's	5426	1.028	5278.2
Highbury East	5153	1.009	5107.0
Junction	5497	1.138	4830.4
TOTAL	**91,123**	**14.861**	**6,131.7**

C7. The median rent in Islington for all size lettings between 1 April 2020 and 31 March 2021 was £1,733, which is higher than the average for London at £1,572. The median rent in Islington from 2018-2019 was the 6th highest in London.[37]

C8. In 2019/20, on average, households in the private rented sector spent 32% (including housing benefit) of their income on rent; social renters spent on average, 27%. Some 8% of private renters were either currently in arrears or had been in the previous 12 months, compared with 22% of social renters.[38]

C9. The PRS has been expanding, not through any significant increase in supply but by replacing owner occupation (down from 3.3% between 2011 and 2016) and meeting the demands of a reduced supply of social housing (down 3%). However, there was a slight reversal towards owner occupation, with a reduction in the PRS from 2017 to 2018 to 29,800 properties, a trend that was reflected across London.[39] Islington had the 12th highest number of PRS properties in London in 2018. The PRS represented 27.4% of the housing stock in 2018, up from 25.6% in 2013. Islington has determined the likely percentage of PRS in 2021 to be 29.8%.

C10. The PRS increased by around 5,700 properties over the period 2013 to 2018, an increase across all housing tenures in Islington, of 15.4%.[40]

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[37] Valuation Office Agency, June 2019.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/809641/London.pdf
[38] English Housing Survey 2019/20.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/945013/2019-20_EHS_Headline_Report.pdf
[39] Office for National Statistics. Housing Tenure by Borough. https://data.london.gov.uk/dataset/housing-tenure-borough
[40] Office for National Statistics. Housing Tenure by Borough. https://data.london.gov.uk/dataset/housing-tenure-borough

C11. According to the 2011 Census, every ward in Islington had greater than 20% of the properties in the PRS, ranging from 20.5% in Hillrise ward to 34.56% in Highbury West ward. Current data indicates the new Hillrise ward has 22.5% and the new Caledonian ward is now the highest at 41.2%.

C12. 34% of Islington's population live in social housing, compared to 22.3% across London. This is the third highest percentage in London (2018). [41]

C13. Islington Council owns and manages more than 35,400 council properties. In May 2018, the stock comprises 25,349 tenanted and approximately 11,000 leasehold properties. It was suspected that 889 of these are sublet and between April 2015 and March 2021 and possession was obtained for subletting 346 properties.

C14. Partners for Improvement in Islington manage 6,342 tenanted and leasehold street properties and 3,103 properties are managed by Tenant Management Organisations

C15. There were 29,161 housing benefit claimants in Islington in 2021, with a total of 1,727 confirmed to be in the PRS and a further 460 claimants living out of borough. Figure 5 shows the number of claimants per new ward. The highest number of claimants are in Finsbury Park and Tollington wards.
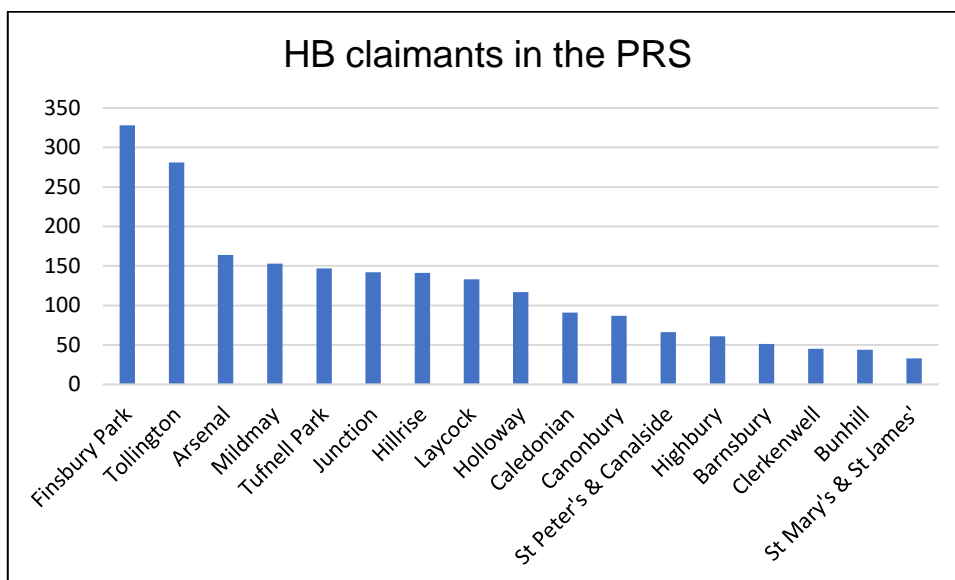
Figure 5. Housing benefit claimants in the PRS by ward.

Property age profile

C16. Older properties tend to have the greatest problems relating to housing conditions and disrepair. Around 49% of dwellings in Islington were built pre-1939. Table 10 shows the number of properties across different build periods.[42]

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[41] Office for National Statistics. Housing Tenure by Borough. https://data.london.gov.uk/dataset/housing-tenure-borough
[42] https://data.london.gov.uk/dataset/property-build-period-lsoa

Table 10. Number of properties in Islington in different build periods.

Build period	Number of properties
Pre 1900	38,360
1900 to 1918	8,060
1919 to 1929	1,450
1930 to 1939	3,000
1945 to 1954	5,610
1955 to 1964	6,250
1965 to 1972	7,100
1973 to 1982	10,740
1983 to 1992	2,410
1993 to 1999	3,160
2000 to 2009	9,790
2010 to 2012	3,980
Unknown	3,730
TOTAL	**103,640**

C17.   Figure 6 shows the cumulative total of all dwelling build periods by existing ward. Pre-1900 is by far the most common build period, with more in this age band than any other across every ward. Barnsbury, Clerkenwell, Finsbury Park, Highbury East, Highbury West, Mildmay, St. George's, St. Mary's and Tollington each have over 3,000 pre-1945 properties.
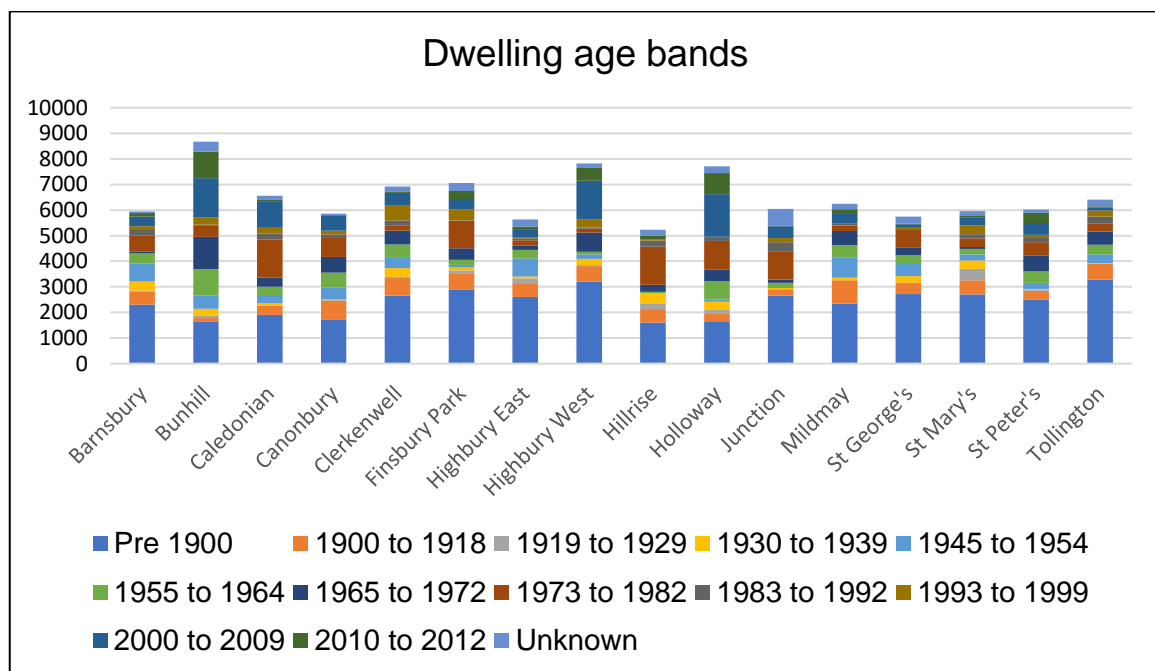
Figure 6. Dwelling age bands per ward.

C18.   Figure 7 shows the percentage of all dwellings per ward that were built pre-1945. Ten out of sixteen wards have over 50% of dwellings in these older age bands. Clearly the property profile across Islington is one of older properties. The link between older properties and higher levels of disrepair leads us to believe that there are high numbers of properties across the borough that are likely to have issues of disrepair, including those in the PRS.
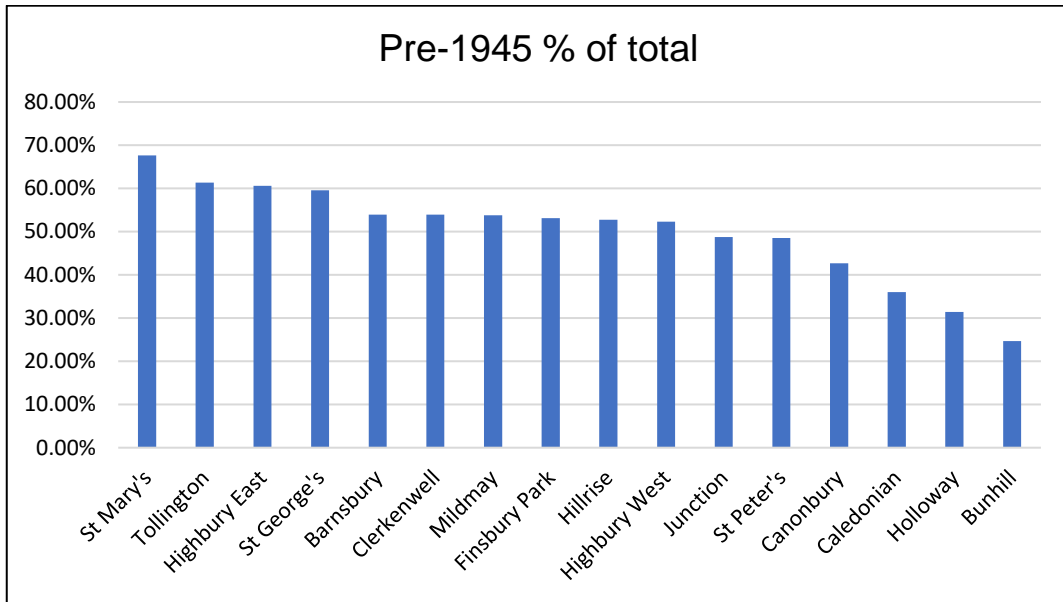
Figure 7. Pre-1945 properties by ward.

C19. Data from the Consumer Data Research Centre[43] provides dwelling age indication on maps. Map 6 shows pre-1900 dwellings in dark grey. There significant areas of dark grey across the localities that include Junction, Hillrise, Tollington, Tufnell Park and Arsenal Wards. Indeed, dark grey is the most common shading in all these wards. Holloway and Caledonian have less pre-1900 properties by comparison, but still had 1,660 and 1,910 properties respectively in the 2011 Census.
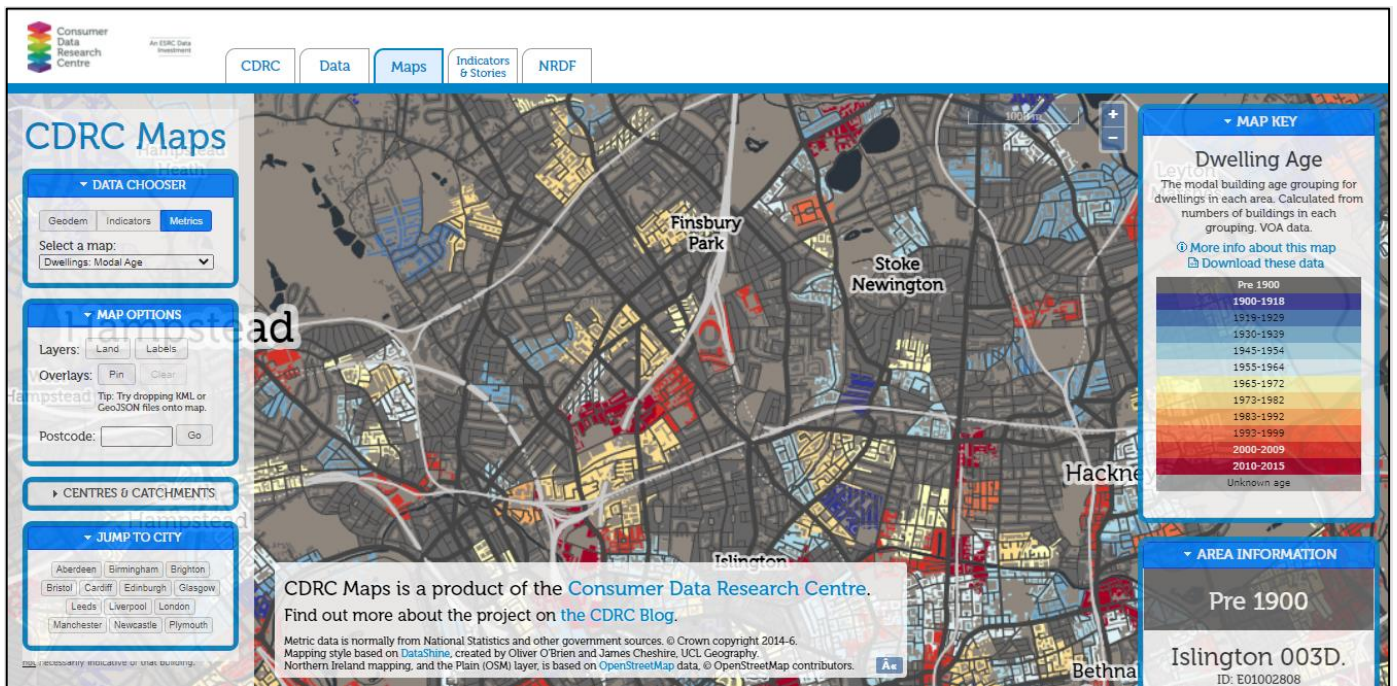
Map 6. CDRC Map indicating dwelling age to the north of the borough.

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[43] https://maps.cdrc.ac.uk/#/metrics/dwellingage/default/BTTTFFT/14/-0.1157/51.5598/

Identification of the PRS

C20. The PRS is made up of houses in multiple occupation (HMOs) and other privately rented properties let to single families and those occupied by no more than two persons who do not form a single household. For the purposes of this consultation report, a PRS property that is not an HMO is described a as a Single Family Occupied property (SFO) and this description will also include properties occupied by two households.

C21. To estimate the current size and location of PRS properties the 2011 Census data has been used as a baseline dataset and supplemented by:

- council records, such as housing benefit, council tax and electoral registration;
- the three national registered tenancy deposit schemes (TDS);
- properties on the Environmental Health database that have already had some form of intervention from the council.

Identification of HMOs

C22. To identify the numbers of SFOs that any selective licensing scheme would apply to, it is necessary to identify which PRS properties are HMOs. Potential HMOs were identified from the following sources:

- the HMO licence register and applications database
- TDS records with three or more deposits held for one address
- council tax records of properties exempt due to being occupied by persons in full time education and where there are three or more different surnames on the Electoral Register (likely student lets)
- TDS records where there are three or more different surnames on the Electoral Register
- other council data sources.

C23. Analysis of the data sets shows that there are approximately **6151** HMOs in the borough.

C24. Table 11 shows the estimated numbers of privately rented properties that are HMOs in each of the new ward boundaries and the percentage of dwellings that are estimated to be HMOs in each ward.

Table 11. Estimated numbers of HMOs.

Ward	Estimated number of HMOs	Total housing stock	Percentage of HMO
Tollington	577	7174	8.0%
Finsbury Park	447	7652	5.8%
Highbury	443	7043	6.3%
Arsenal	423	6818	6.2%
Mildmay	423	7279	5.8%
Hillrise	421	7190	5.9%
Tufnell Park	420	6601	6.4%
Junction	378	7070	5.4%
Canonbury	354	6644	5.3%
St Mary's & St James'	348	6635	5.2%
Caledonian	344	6475	5.3%
Holloway	330	6729	4.9%
Barnsbury	285	6700	4.3%
Laycock	272	6532	4.2%
St Peter's & Canalside	235	8204	2.9%
Clerkenwell	232	7056	3.3%
Bunhill	219	7627	2.9%
TOTAL	6,151	119,429	5.2%

Identification of SFOs

C25. The estimated number of SFO properties were identified using the following sources:

- housing benefit records where the property is identified as privately rented
- TDS records with no more than two deposits held for the address
- other council data sources
- Environmental Health database of complaints and intervention

C26. The analysis of the data indicates that there are an estimated **29,491** SFOs in the borough. The LLPG holds records of 119,429 residential addresses, so the number of potentially SFO private rented properties is approximately **24.7%** of the dwelling stock in the borough.

C27. Table 12 shows the numbers of the identified potential SFOs by new ward. The greatest numbers are in Caledonian Ward.

Table 12. Number of potential SFOs by ward.

Ward	Estimated number of SFO's	Total housing stock
Arsenal	2017	6818
Barnsbury	1725	6700
Bunhill	2304	7627
Caledonian	2325	6475
Canonbury	1341	6644
Clerkenwell	2027	7056
Finsbury Park	2042	7652
Highbury	1618	7043
Hillrise	1196	7190
Holloway	1676	6729
Junction	1466	7070
Laycock	1315	6532
Mildmay	1712	7279
St Mary's & St James'	1709	6635
St Peter's & Canalside	1797	8204
Tollington	1827	7174
Tufnell Park	1394	6601
TOTAL	**29,491**	**119,429**

C28.   The estimated number of HMO's and SFOs indicates that there are **35,642** properties that are privately rented. There were 25,217 in the 2011 Census which suggest that there has been an increase in the numbers of PRS properties of some 10,425 (41.3%). The PRS, including HMOs amounts to **29.8%** of all housing stock in the borough.

C29.   Table 13 compares the estimated number of PRS properties (both SFOs and HMOs) with the data from the 2011 Census, and the percentage change. All data is based on existing ward boundaries. Every has seen at least a 17% increase in PRS. Caledonian Ward has seen the largest increase at 71%. There has been an overall increase of 41.34% in the numbers of PRS properties in 10 years.

Table 13. Comparison of 2021 PRS with 2011 Census.

Ward	Potential HMOs	Potential SFOs	Total potential PRS 2021	PRS Census 2011	PRS Percentage change
Barnsbury	254	1551	1805	1512	19.4%
Bunhill	316	3029	3345	1961	70.6%
Caledonian	417	2699	3116	1822	71.0%
Canonbury	322	1287	1609	1257	28.0%
Clerkenwell	234	2016	2250	1401	60.6%
Finsbury Park	569	2423	2992	1996	49.9%
Highbury East	392	1507	1899	1368	38.8%
Highbury West	548	2548	3096	2316	33.7%
Hillrise	323	872	1195	1021	17.0%
Holloway	398	1988	2386	1737	37.4%
Junction	366	1440	1806	1449	24.6%
Mildmay	405	1517	1922	1360	41.3%
St George's	420	1394	1814	1413	28.4%
St Mary's	352	1863	2215	1642	34.9%
St Peter's	326	1786	2112	1333	58.4%
Tollington	509	1571	2080	1629	27.7%
TOTAL	6,151	29,491	35,642	25,217	41.3%

2018 Property Survey

C30. In addition to the analysis of council data sources as a means of identifying how many PRS properties there are in Islington, a physical survey was conducted during 2018 to provide some direct evidence of both the numbers of PRS properties and also the condition of the properties and any problems associated with them.

C31. The existing Finsbury Park ward was selected for this survey – a ward where there was a known high level of PRS properties from the 2011 Census and one that was also known to have high levels of property complaints. Later in this consultation document, the findings of this survey are used to extrapolate likely numbers of PRS properties that may have problems associated with them.

C32. The survey identified a total of 338 properties for investigation, selected at random, based upon a list produced from council tax records that indicated likely PRS (a total of 1,443 properties) and from a list of properties registered with one of the tenancy deposit schemes.

C33. Of the 328 properties surveyed, entry was gained to a total of 114 PRS properties. For these properties, a survey form was completed to gather data such as tenure, occupancy and any problems associated with the property. For those properties where entry was not gained, an external assessment was used to identify where possible the tenure and any external problems, such as disrepair, general condition, and any refuse within the curtilage.

C34. As previously mentioned earlier in this document, the existing Finsbury Park ward was subsequently designated for a selective licensing scheme. Table 14 shows the break-down of the tenure/occupancy type of the properties found in the survey and the projected

number across the ward, based upon the total number of dwellings identified in the 2011 Census for Finsbury Park, where 1,996 out of . (This is based upon the existing Finsbury Park ward boundary.)

Table 14. Number of property types in Finsbury Park survey and projected total numbers.

Number of properties surveyed: 328

Number of properties where entry gained or data gathered: 314

	Number identified	Percentage of sample where data gathered	Projected number for ward based upon Housing Stock (2011 Census)
HMOs identified S254	30	9.5%	581
HMOs identified S257	33	10.5%	643
SFO PRS properties - not HMO	114	36.3%	2,222
Owner occupied or other	137	43.6%	2,668

C35. Looking at the 2021 PRS analysis for the existing ward of Finsbury Park, the number of S254 HMOs estimated from the survey appears to be accurate. The SFO projection for Finsbury Park from the survey appears to be a slight underestimate, with the 2021 PRS analysis indicating around 2,423 SFOs.

Total PRS 2021 Estimate

C36. Table 15 shows the predicted number of PRS properties per new ward established from the PRS analysis alongside the number of dwellings recorded on the council's local land and property gazetteer (LLPG). The overall percentage of PRS for Islington is estimated to be 29.84%, with Caledonian ward having the highest at 41.22% and Hillrise ward the lowest at 22.49%.

Table 15. Potential PRS properties and percentage per new ward.

Ward	Potential PRS	Total Dwellings (LLPG)	PRS %
Arsenal	2440	6818	35.8%
Barnsbury	2010	6700	30.0%
Bunhill	2523	7627	33.0%
Caledonian	2669	6475	41.2%
Canonbury	1695	6644	25.5%
Clerkenwell	2259	7056	32.0%
Finsbury Park	2489	7652	32.5%
Highbury	2061	7043	29.3%
Hillrise	1617	7190	22.5%
Holloway	2006	6729	29.8%
Junction	1844	7070	26.0%
Laycock	1587	6532	24.3%
Mildmay	2135	7279	29.3%
St Mary's & St James'	2057	6635	31.0%
St Peter's & Canalside	2032	8204	24.8%
Tollington	2404	7174	33.5%
Tufnell Park	1814	6601	27.5%
TOTAL	35,642	119,429	29.8%

C37. Map 7 shows the distribution of the PRS identified through this analysis as heat maps set on the new ward boundaries. The left-hand map shows the PRS properties as red dots. The middle map shows the concentrations of properties with orange shading as a heat map indicating the level of concentration of cases. The right-hand map shows the heat map overlaid on the dots. It should be noted that multiple dwellings in one building result in dots upon dots. The 'hot' area in the heat map in the south of Caledonian ward is due to multiple student accommodation buildings.
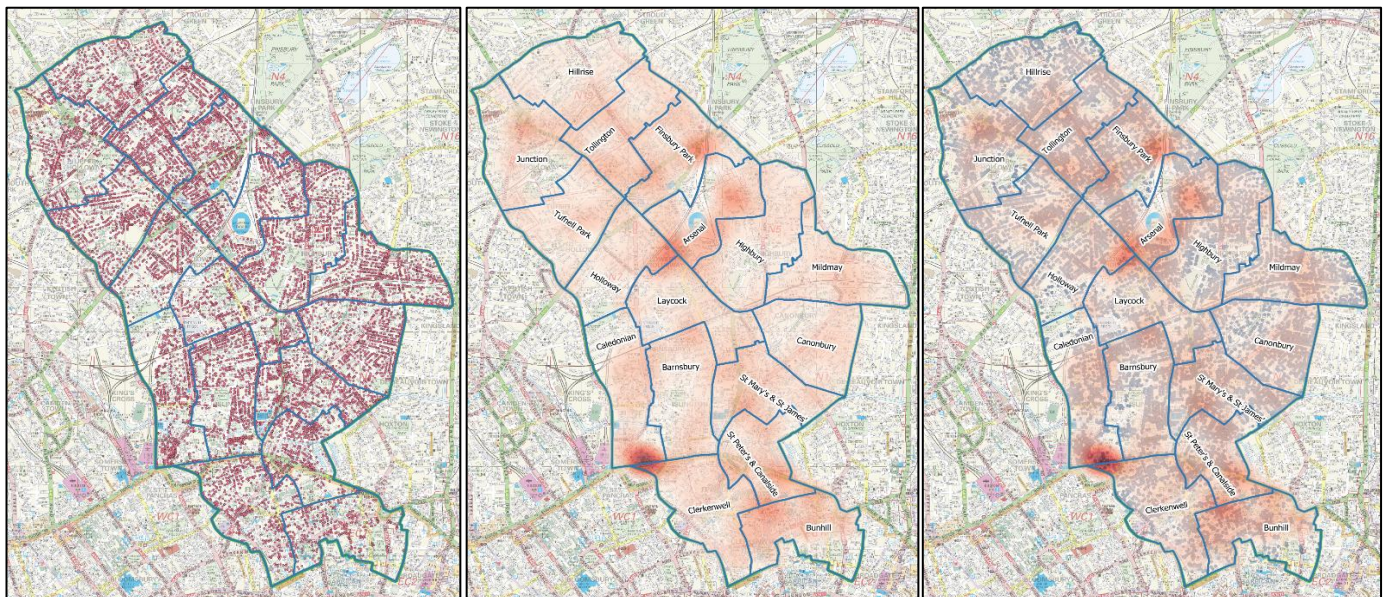
Map 7. Potential PRS mapped on new wards.

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8.4 PART D: Proportion of property in the PRS

D1. To show that the proportion of property in the private rented sector is a relevant criterion for the area proposed for a selective licensing designation, it must be demonstrated that the area has a high proportion of property in the private rented sector.[44]

D2. Guidance suggests that a high proportion of PRS properties would be more than the average proportion in the most recent English Housing Survey. The current English Housing Survey puts the national average of PRS properties at 19%.[45] Therefore, if privately rented properties account for greater than 19% of the total housing stock, the area can be considered as having a high proportion of PRS.

D3. Looking at the profile of the borough, from the 2011 Census[46], the whole borough contained 27.46% PRS. Table 16 shows the number and percentage of PRS properties per ward as per the 2011 Census.

Table 16. Number and percentage of PRS by ward - Census 2011

Ward	PRS - Number 2011 Census	Total Dwellings	PRS - % 2011 Census
Barnsbury	1512	5401	28.0%
Bunhill	1961	6552	29.9%
Caledonian	1822	5938	30.7%
Canonbury	1257	5537	22.7%
Clerkenwell	1401	5169	27.1%
Finsbury Park	1996	6120	32.6%
Highbury East	1368	5153	26.6%
Highbury West	2316	6702	34.6%
Hillrise	1021	4980	20.5%
Holloway	1737	6309	27.5%
Junction	1449	5497	26.4%
Mildmay	1360	5697	23.9%
St George's	1413	5298	26.7%
St Mary's	1642	5426	30.3%
St Peter's	1333	5419	24.6%
Tollington	1629	5925	27.5%
TOTAL	**25,217**	**91,123**	**27.67%**

D4. Breaking the borough down into wards, every ward had greater than 19% PRS, ranging from 20.5% in Hillrise ward to 34.56% in Highbury West ward, meaning that every ward could individually be considered for designation.

D5. The analysis of likely PRS properties in Part C identified 29.8% PRS when compared against the number of dwellings on the LLPG. **Error! Reference source not found.** shows the numbers and percentages of PRS by existing ward from that estimation.

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[44] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 - Article 3 (1) (a)
[45] English Housing Survey 2019-20
[46] https://www.nomisweb.co.uk/census/2011/ks402ew

Table 17. Analysis of percentage of PRS per existing ward - 2021 estimate

Ward	Private Rented - 2021 estimate	Total Dwellings - 2021 estimate	PRS % - 2021 estimate
Barnsbury	1805	6449	28.0%
Bunhill	3345	11187	29.9%
Caledonian	3116	8139	38.3%
Canonbury	1609	6270	25.7%
Clerkenwell	2250	6919	32.5%
Finsbury Park	2992	8697	34.4%
Highbury East	1899	6334	30.0%
Highbury West	3096	8873	34.9%
Hillrise	1195	5728	20.9%
Holloway	2386	8665	27.5%
Junction	1806	6882	26.2%
Mildmay	1922	6743	28.5%
St George's	1814	6601	27.5%
St Mary's	2215	6904	32.1%
St Peter's	2112	8069	26.2%
Tollington	2080	6969	29.9%
TOTAL	35,642	119,429	29.8%

D6.   Table 18 presents the PRS percentage against the new wards. Taking Finsbury Park ward as an example, the ward boundary changes result in the number of both total dwellings and PRS properties reducing compared with the existing boundaries in **Error! Reference source not found.** above. The percentage of PRS in this ward also reduces under the new boundaries. On the other hand, for example, for Hillrise ward, the number of total dwellings and PRS increases under the new ward boundaries and the percentage of PRS also increases. These variations are seen across the borough due to the boundary changes and the increase in number of total wards.

Table 18. Analysis of percentage of PRS per new ward.

Ward	Private Rented	Total Dwellings (LLPG)	PRS %
Arsenal	2440	6818	35.8%
Barnsbury	2010	6700	30.0%
Bunhill	2523	7627	33.1%
Caledonian	2669	6475	41.2%
Canonbury	1695	6644	25.5%
Clerkenwell	2259	7056	32.0%
Finsbury Park	2489	7652	32.5%
Highbury	2061	7043	29.3%
Hillrise	1617	7190	22.5%
Holloway	2006	6729	29.8%
Junction	1844	7070	26.1%
Laycock	1587	6532	24.3%
Mildmay	2135	7279	29.3%
St Mary's & St James'	2057	6635	31.0%
St Peter's & Canalside	2032	8204	24.8%
Tollington	2404	7174	33.5%
Tufnell Park	1814	6601	27.5%
TOTAL	35,642	119,429	29.8%

D7.   The following designation is being considered against the 2021 PRS analysis undertaken for this consultation according to the new ward boundaries.

D8.   Table 19 shows the expected percentage of PRS in the designation, the new wards of Finsbury Park, Hillrise and Tollington, using the 2021 PRS analysis. These wards are both individually and collectively above 19% PRS. At just under 30% this area has a high percentage of PRS properties.

Table 19. Percentage of PRS in the proposed Designation 1.

New ward	Number of expected PRS properties	Total dwellings on LLPG	PRS as % of total housing in ward area
Finsbury Park	2489	7652	32.5%
Hillrise	1617	7190	22.5%
Tollington	2404	7174	33.5%
Combined	6,510	22,016	29.6%

Proportion of property in PRS - Conclusions

D9.   Analysis of the recently gathered PRS analysis demonstrates that each of the proposed designation areas and the wards within them individually have greater than 19% PRS and so are suitable for designation in accordance with Article 3 (1) (a) of the Selective Licensing of Houses (Additional Conditions) (England) Order 2015.

8.5 PART E: Poor Property Conditions

E1.   To show that poor property conditions is a relevant criterion for the designation of a selective licensing scheme, it must be demonstrated that the local housing authority considers it would be appropriate for a considerable number of the properties referred to in article 3(1)(a) to be inspected, with a view to determining whether any category 1 or category 2 hazards exist on the premises. The local housing authority must intend to carry out such inspections with a view to carrying out any necessary enforcement action[47][48]

E2.   The guidance[49] suggests that a significant number of properties in the private rented sector should be in poor condition and are adversely affecting the character of the area and/or the health and safety of their occupants. Authorities should consider the following factors to help determine whether there are poor property conditions in their area:

- the age and visual appearance of properties in the area and that a high proportion of those properties are in the private rented sector;
- a significant number of properties in the private rented sector need to be inspected in order to determine whether any of those properties contain category 1 or 2 hazards (more than a small number, although it does not have to be a majority of the private rented stock in the sector).

E3.   In terms of the age of properties, the Census 2011 indicated that 45% of properties in Islington were built before 1919. The English Housing Survey 2019-2020 shows that in England the private sector had the highest proportion of older dwellings with 23% of properties being built pre-1919. Islington therefore has a significantly higher proportion of older properties, which tend to suffer more issues in terms of poor conditions. With an average level of private renting in Islington at almost 30%, it is reasonable to predict that there is a high proportion of those properties that are older and so in poor condition. Indeed, 45% of the projected private sector in Islington would mean 16,039 pre-1919 properties being privately rented. The full analysis of the age profile of dwellings can be found in Part C, paragraphs C16 – C19 and the levels of private renting in Part C, paragraph C36.

E4.   In order to establish if there are a significant number of properties that need to be inspected for category 1 or 2 hazards, the council first looked at the following available data from between the period September 2014 and March 2020. The end date was selected because inspection activity after March 2020 was severely impacted by the pandemic and so is not representative and data could be distorted.

E5.   The council's database was used to review the information available about the condition of private rented properties:

- the numbers and proportions of complaints about the condition of private rented properties, looking at;
  - disrepair etc. including overcrowding

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[48] Selective Licensing of Houses (Additional Conditions)(England) Order 2015 – Article 4 (a)
[49] Department for Communities and Local Government. Selective licensing in the private rented sector A Guide for local authorities

- nuisance affecting both occupiers and neighbouring premises, including pests, rubbish, and drainage;
- the numbers and proportions of category 1 and 2 hazards found;
- the numbers and proportions of properties requiring enforcement actions;
- the numbers and proportions of properties where enforcement notices were served;
- projections based upon the findings of the 2018 Finsbury Park ward survey.

E6.   **Error! Reference source not found.** shows the distribution of all known SFOs that have had a complaint, inspection, or enforcement, mapped on the new ward boundaries. The left-hand map shows the cases in black dots. The middle map shows the concentrations of cases, with orange shading as a heat map, the darkest areas are those with the highest concentration. The right-hand map shows the heat map overlaid on the dots. It can be seen the greatest concentrations are to the north and west of the borough.
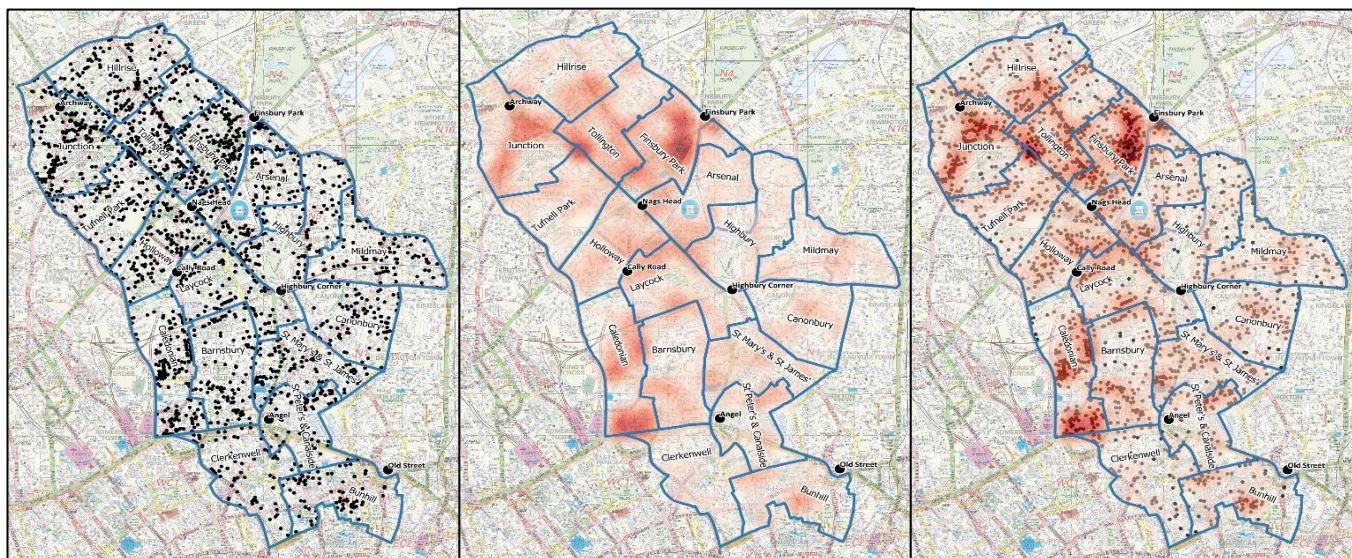
Map 8 All SFO properties that have had a complaint, inspection, or enforcement on the EH database, mapped on new wards.
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Complaints

E7.   Between September 2014 and March 2020, the council received **3,168** complaints about poor housing conditions in the PRS. A rate of approximately 10% of the PRS, based upon 2011 Census numbers of PRS properties.

E8.   Table 20 shows the number of complaints received across the borough during this period. Although it has fluctuated and decreased in 2017/18, there are persistently around 500 plus complaints across the borough.

Table 20. Total number of complaints 2014-2020.

Year	Number of complaints received
2014 (Sep-Dec)	258
2015	574
2016	523
2017	516
2018	566
2019	568
2020 (Jan-Mar)	163
Average per annum	**549**
Total (5 years 7 months)	**3,168**

E9.   Figure 8 shows the combined total number of property complaints per ward. The borough average number of complaints was 186 per ward which is shown as the green horizontal line. Finsbury Park, Junction, Caledonian, Tollington, Laycock, Hillrise, Arsenal and Holloway were either average or above average. In each ward 'condition of housing' was by far the most frequent type of complaint, accounting for 71%, with complaints about 'pests' the second highest at 8.2%.
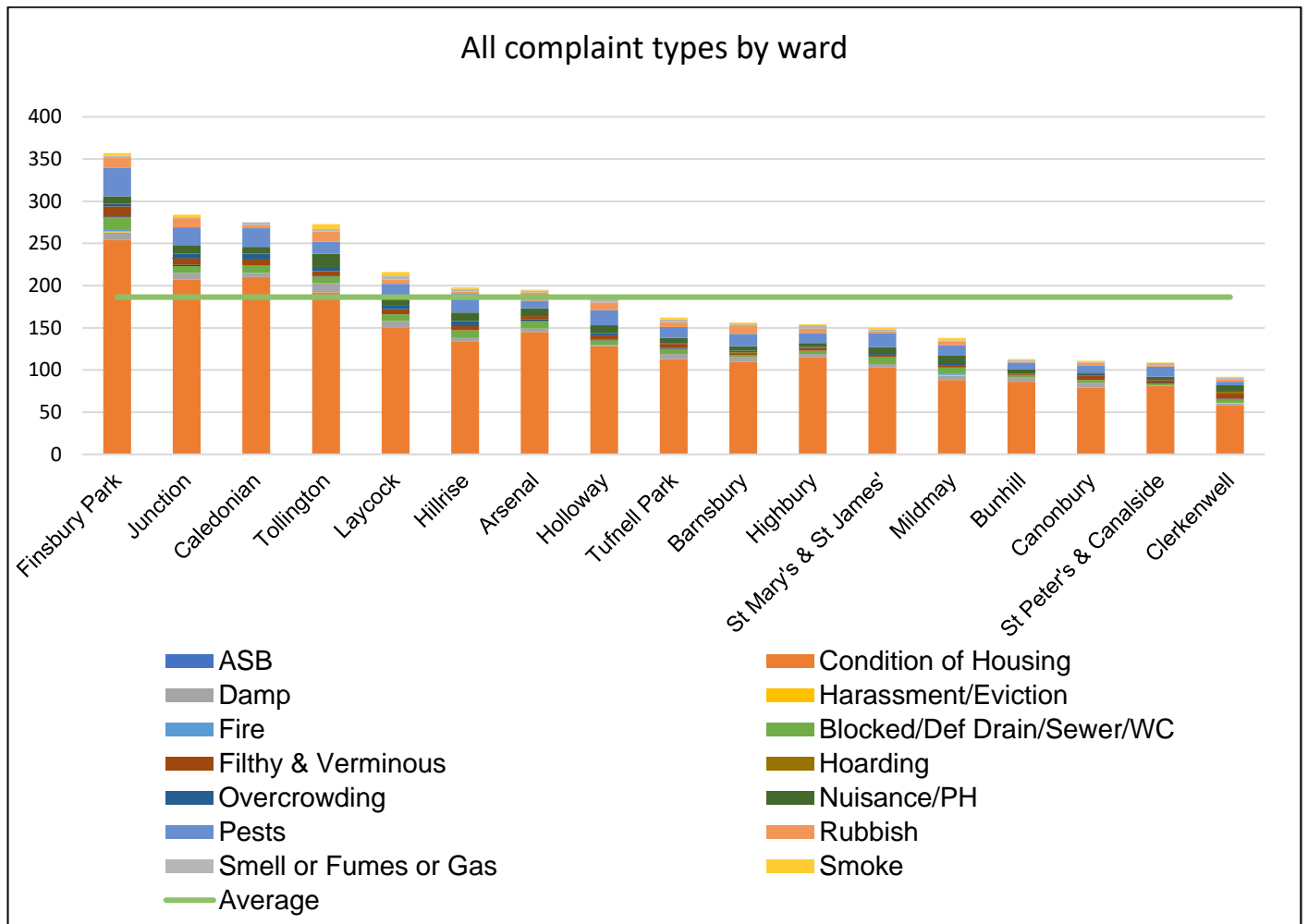
Figure 8. Total number of complaints by ward.

Complaints about disrepair, damp, fire and overcrowding

E10. **2,390** complaints were made about disrepair, damp, fire and overcrowding at **2,005** unique addresses. Of these complaints, in **1,985** cases the investigating officer identified an issue that required follow up action, ranging from informal advice to formal action such as serving statutory notices or prosecution. A further 49 properties were still under investigation and had no outcome recorded at the time of the data analysis. However, based upon those that did have an outcome recorded, there were **83%** of complaints that required some action, even if it was resolved informally. **906** cases required some form of formal intervention, meaning that **38%** of all properties complained about in relation to poor conditions resulted in a formal action.

E11. Figure 9 shows the number of all complaints about conditions (property condition, damp, overcrowding and fire) by ward. The seven wards of **Finsbury Park, Caledonian, Junction, Tollington, Laycock, Arsenal** and **Hillrise** (highlighted red) were above the average of 140 complaints per ward.
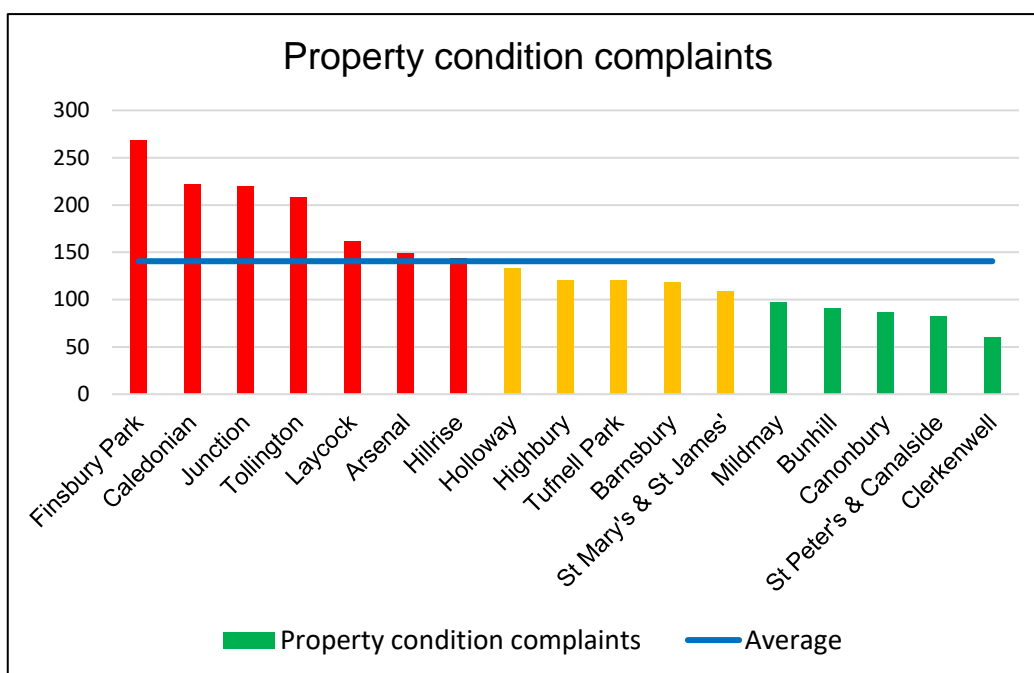
Figure 9. Property condition complaints by ward, including disrepair, damp, overcrowding and fire.

E12. Figure 10 shows the condition complaints by ward for unique addresses. The average is 117 addresses per ward, with the same seven wards above average (highlighted red). Finsbury Park had 39 properties with repeat complaints, down to St. Mary's & St. James' with 21 repeats.
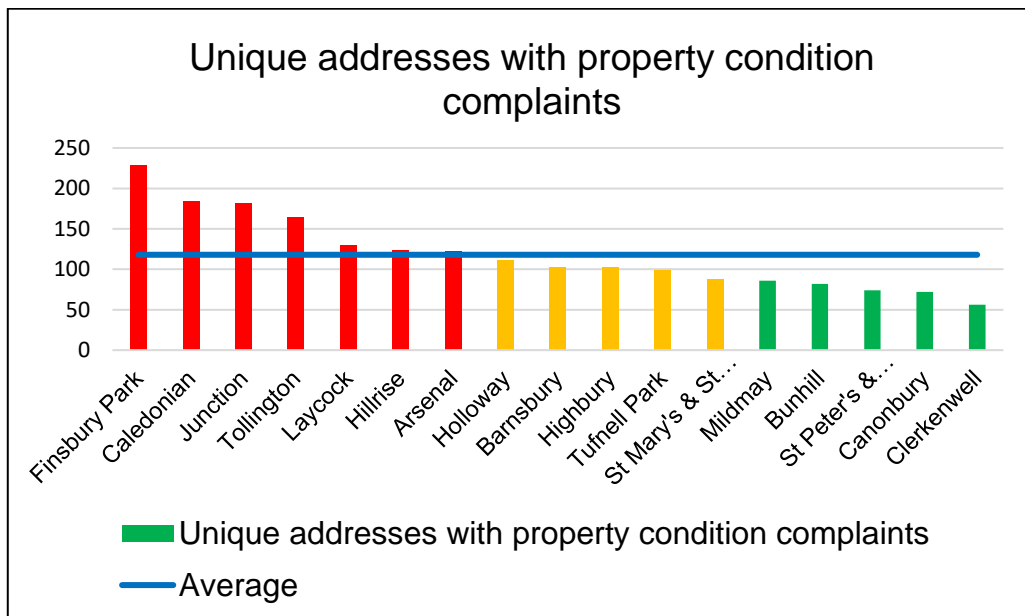
Figure 10. Unique addresses with property condition complaints by ward.

E13.   Following inspection in response to a complaint, if an issue is identified that requires rectification, the council will take follow up action. Follow-up action can take the form of informal advice or warnings, to service of statutory notices requiring works, and/or prosecution. Of the 83% of complaints where some action was required, the number of cases per ward is shown in Figure 11. The average number of cases requiring landlord action was 116 per ward (blue horizontal line).

E14.   Finsbury Park, Caledonian, Junction, Tollington, Laycock, Hillrise and Arsenal (highlighted red) above average.
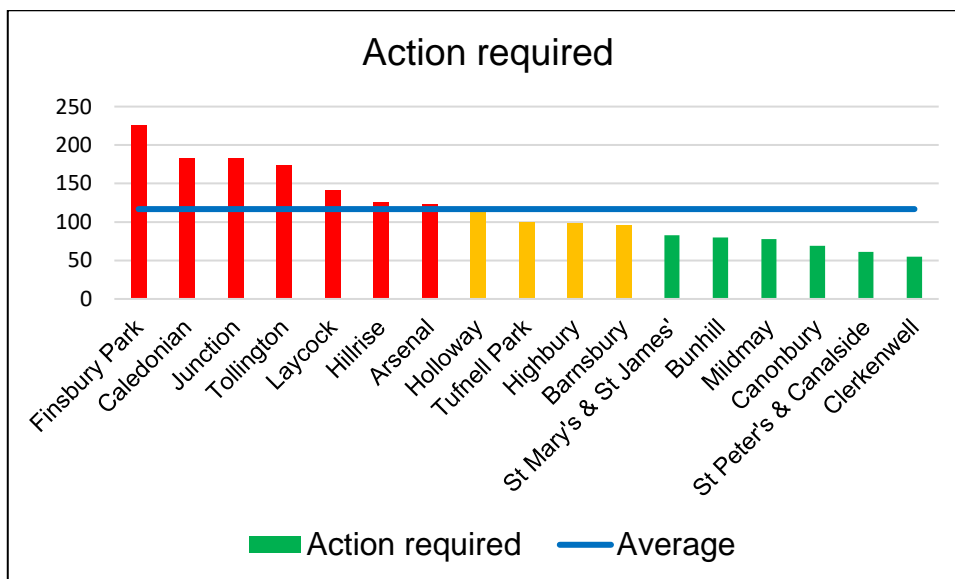
Figure 11. Number of property condition complaints requiring either formal or informal action to rectify an issue, per ward.

E15.   Figure 12 shows the number of cases resulting in formal action, such as the service of an Improvement Notice or prosecution per ward. The average number of cases resulting in formal action was 53 per ward (blue horizontal line).

E16. **Finsbury Park, Junction, Tollington, Caledonian, Laycock, Hillrise and Arsenal** (highlighted red) were at or above average for the number of cases.
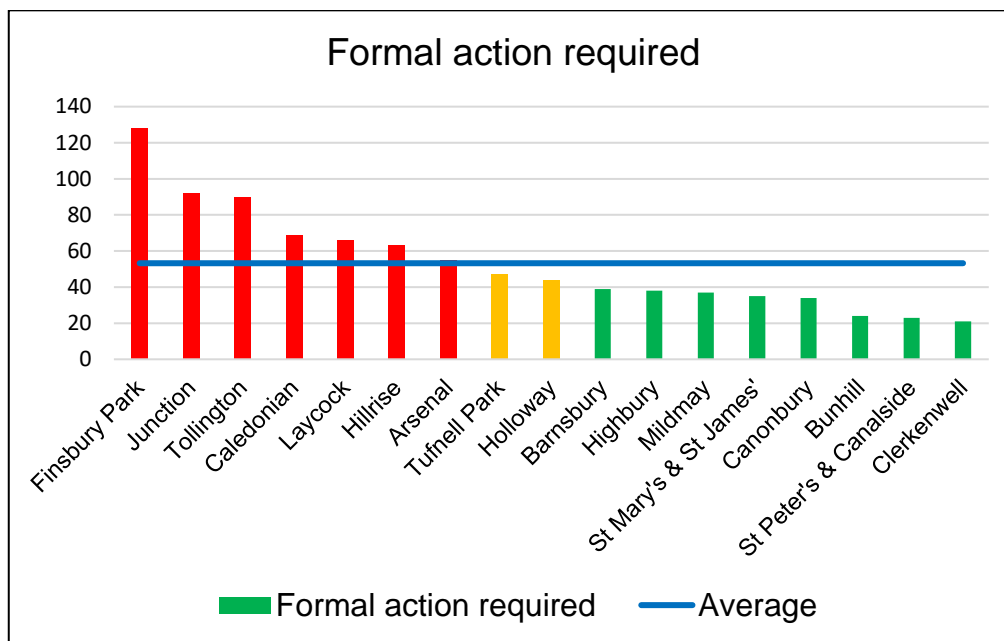
Figure 12. Cases of property condition complaints that led to formal action.

E17. Table 21 shows a summary of property condition data by ward. The wards that were at or above average for the different data sets analysed are highlighted in red. The wards that were consistently above average against all indicators, were **Finsbury Park, Caledonian, Junction, Tollington, Laycock, Arsenal** and **Hillrise.**

Table 21. Wards above average for data relating to property condition complaints.

Ward	Overall Number of complaints	Unique Number of complaints	Follow up action required	Formal enforcement action taken
AVERAGE	140	117	116	53
Finsbury Park	268	229	225	128
Caledonian	222	184	183	69
Junction	220	181	183	92
Tollington	208	164	173	90
Laycock	162	130	141	66
Arsenal	149	122	123	55
Hillrise	144	123	125	63
Holloway	133	111	113	44
Highbury	120	102	98	38
Tufnell Park	120	99	100	47
Barnsbury	118	102	95	39
St Mary's & St James'	109	88	83	35
Mildmay	97	86	78	37
Bunhill	91	82	80	24
Canonbury	87	72	69	34
St Peter's & Canalside	82	74	61	23
Clerkenwell	60	56	55	21

E18.   An alternative method of looking at this data is to consider the number of unique addresses with property condition complaints as a percentage of the number of PRS properties in each ward (based upon the 2021 PRS analysis). Using this method, the average percentage is 5.63%.Table 22 shows six wards (highlighted red) that are above average. These wards are Finsbury **Park, Caledonian, Junction, Tollington, Laycock,** and **Hillrise**.

Table 22. Wards above average for the number of unique addresses with property condition complaints, as a percentage of the PRS and the total in Islington.

Ward	PRS	Number of unique addresses with property condition complaints	Unique addresses with property condition complaints % of PRS	% Total of the unique addresses with property condition complaints in Islington
AVERAGE		117	5.6%	5.9%
Finsbury Park	2489	229	9.2%	11.4%
Caledonian	2669	184	6.9%	9.2%
Junction	1844	181	9.8%	9.0%
Tollington	2404	164	6.8%	8.2%
Laycock	1587	130	8.2%	6.5%
Hillrise	1617	123	7.6%	6.1%
Arsenal	2440	122	5.0%	6.1%
Holloway	2006	111	5.5%	5.5%
Barnsbury	2010	102	5.1%	5.1%
Highbury	2061	102	5.0%	5.1%
Tufnell Park	1814	99	5.4%	4.9%
St Mary's & St James'	2057	88	4.3%	4.4%
Mildmay	2135	86	4.0%	4.3%
Bunhill	2523	82	3.3%	4.1%
St Peter's & Canalside	2032	74	3.6%	3.7%
Canonbury	1695	72	4.3%	3.6%
Clerkenwell	2259	56	2.5%	2.8%

E19.   The property condition complaints analysis shows that the seven wards of **Finsbury Park, Caledonian, Junction, Tollington, Laycock, Hillrise** and **Arsenal** are consistently above average, whilst the four wards of **Holloway, Barnsbury, Highbury** and **Tufnell Park** are consistently at least 75% of the average. Map 9 shows the distribution of unique property condition complaints over the period by new ward. The cases are shown as dots and the concentrations in orange shading.
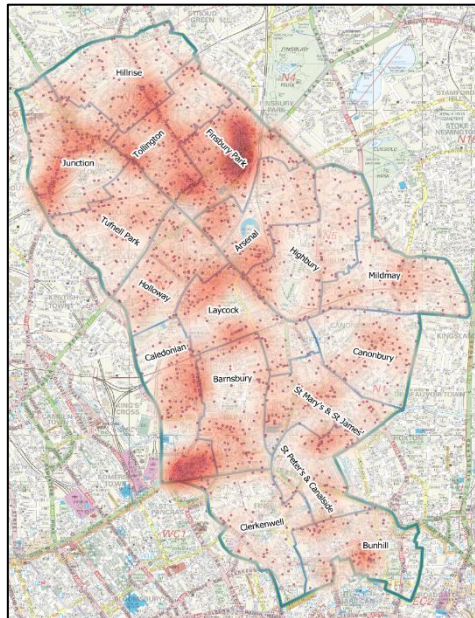
Map 9 Distribution of unique property condition complaints 2014-2020 by new ward.

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Nuisance relating to poor condition of property

E20.   Of the total **3,168** complaints about private rented properties mentioned above, **778** were about issues relating to nuisance issues such as pests, defective drainage, accumulations of rubbish etc. at **712** unique addresses.

   626 (80%) cases required remedial action by the landlord, ranging from informal advice to formal action such as serving statutory notices or prosecution.

   165 cases (21%) required formal enforcement action,

E21.   Figure 13 below shows the numbers of total nuisance complaints per ward. The average number of nuisance complaints per ward was 45.

   Finsbury Park, Tollington, Junction, Hillrise, Laycock, Caledonian, Holloway, and **Arsenal** (shaded red) being at or above average.
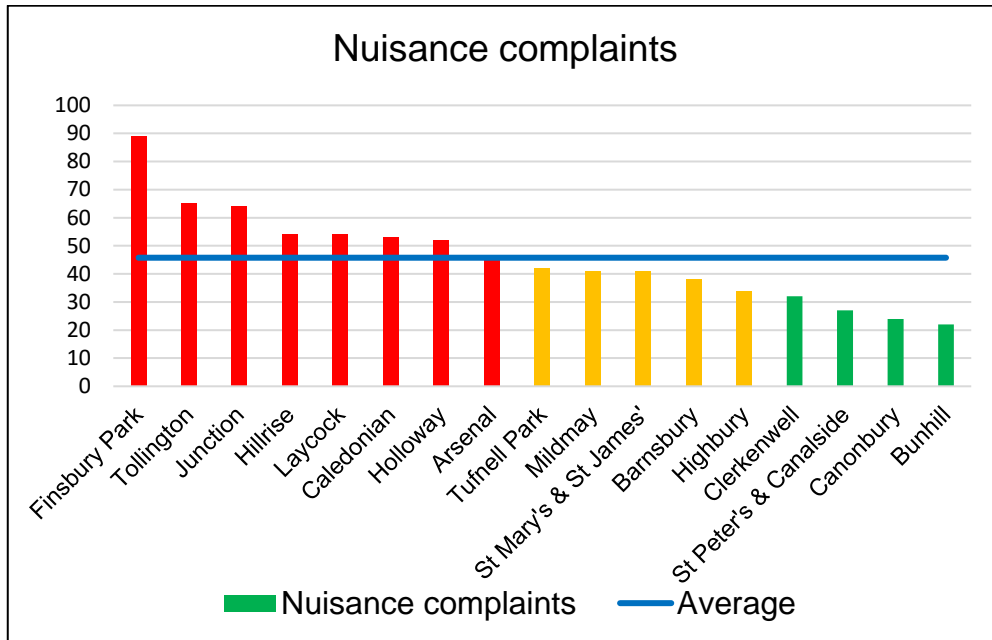
Figure 13. Total nuisance complaints per ward.

E22. Analysis of the unique source addresses for nuisance complaints is shown in Figure 14. The average number of unique addresses was 40 per ward. **Finsbury Park, Tollington, Junction, Laycock, Caledonian, Hillrise** and **Holloway** are at or above average (highlighted red).
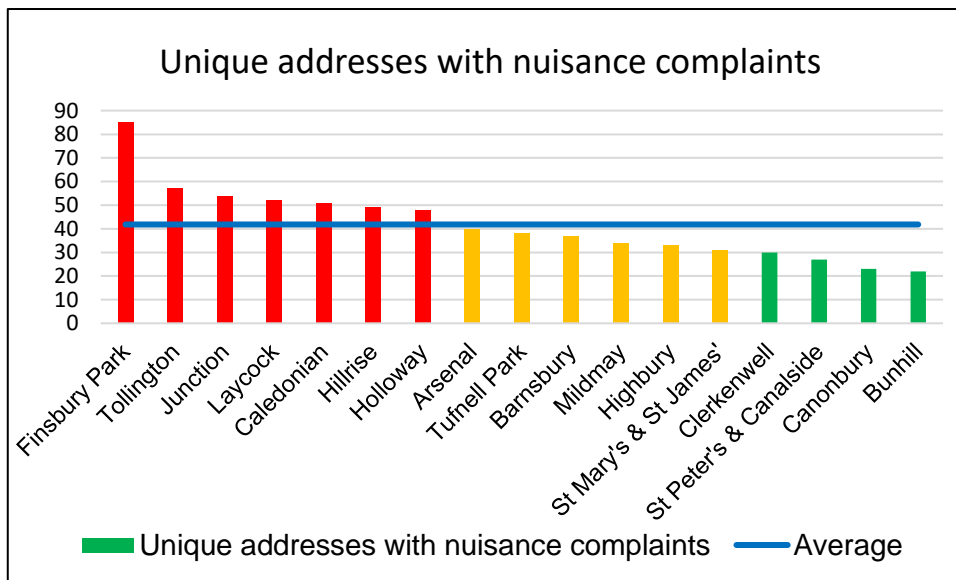
Figure 14. Unique addresses with property nuisance complaints by ward.

Pests

E23. According to the latest British Pest Control Association (BCPA) Annual Survey[50], Islington had the 11th highest number of bed bug complaints per head of population in the country

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[50] British Pest Control Association. National Survey 2016.
https://bpca.org.uk/write/MediaUploads/Documents/Research/BPCA_National_Survey_2016.pdf

with 0.88 per 1,000 people, compared to 0.49 for London and 0.2 nationally. Bed bugs are frequently associated with poor property conditions in the PRS.

E24. For mice complaints, Islington was 7th highest nationally and second in London with 1,511 callouts, or 7.33 per 1,000 head of population, an increase of 32% on the previous year. For London, the average was 2.26 and nationally 1.21 per 1,000 people. Mice are also frequently associated with poorly managed PRS properties.

E25. As previously mentioned, complaints about pest infestations in private rented accommodation was the second highest type of complaint received, with a total of 259 complaints solely about pests. Pest complaints are frequently combined with other more general complaints about properties and so the number of specific pest complaints may be under representative. Figure 15 shows the total number of pest complaints received over the period 2014-2020. **Finsbury Park, Caledonian, Hillrise, Junction, Holloway, Laycock** and **St Mary's & St. James'** are above average.
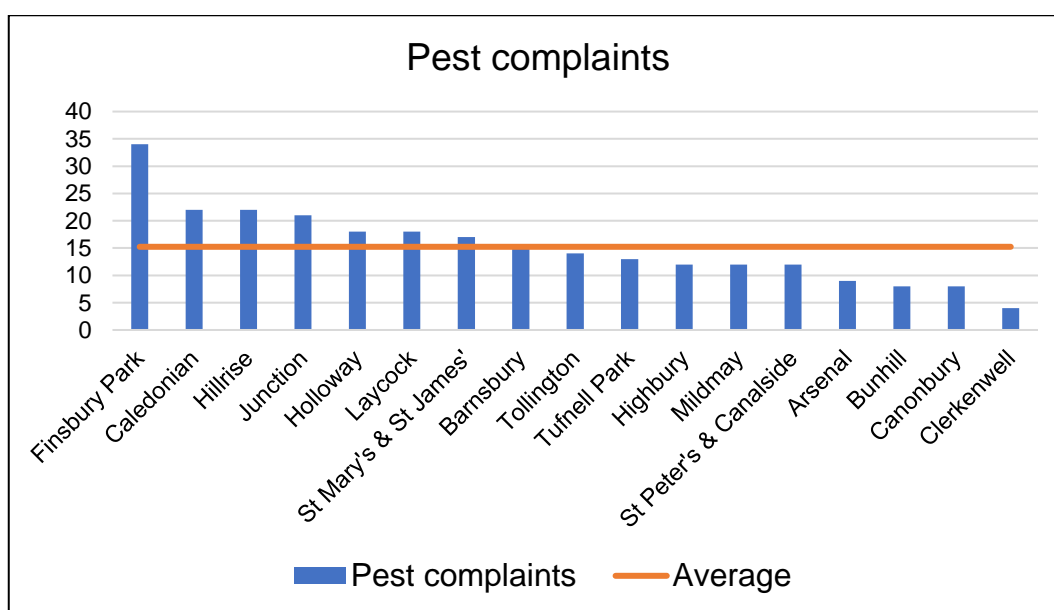
Figure 15. Number of pest complaints received relating to the PRS.

E26. Looking in more detail at the complaints where landlord action was required, the total number of all nuisance complaint cases per ward is shown in Figure 16. Eight wards were above the average of 36 cases. **Finsbury Park, Junction, Laycock, Tollington, caledonian, Holloway, Hillrise** and **Arsenal** were above average (highlighted red).
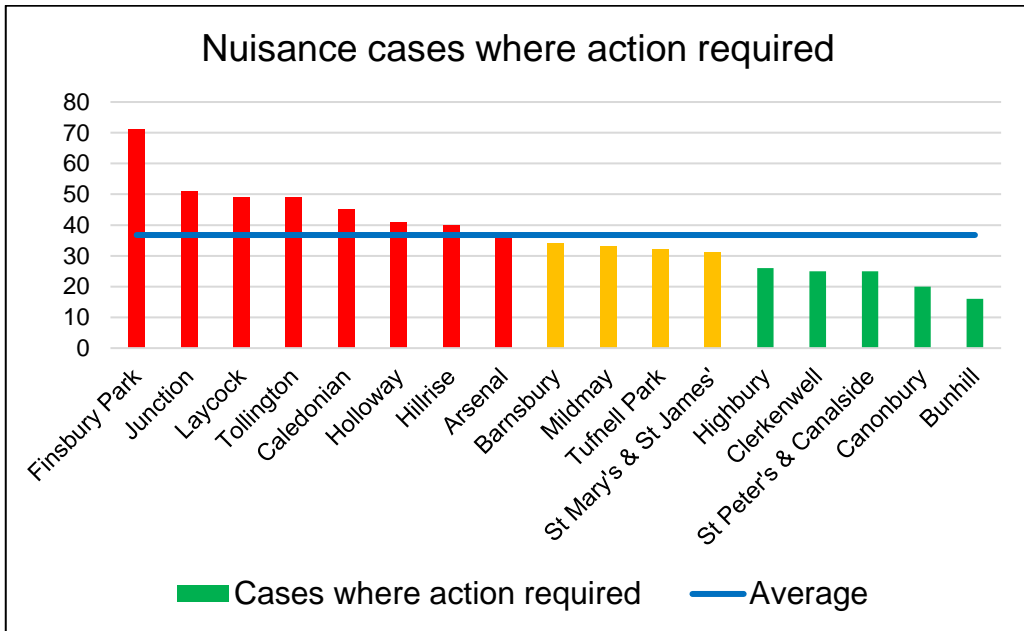
Figure 16. Number of property nuisance complaints per ward requiring formal or informal action to resolve the issue.

E27.   Figure 17 shows the number of cases per ward that required formal enforcement action to remedy the nuisance.

E28.   **Finsbury Park, Laycock, Hillrise, Tufnell Park, Caledonian, Barnsbury, Holloway and Mildmay** are above average (highlighted red).
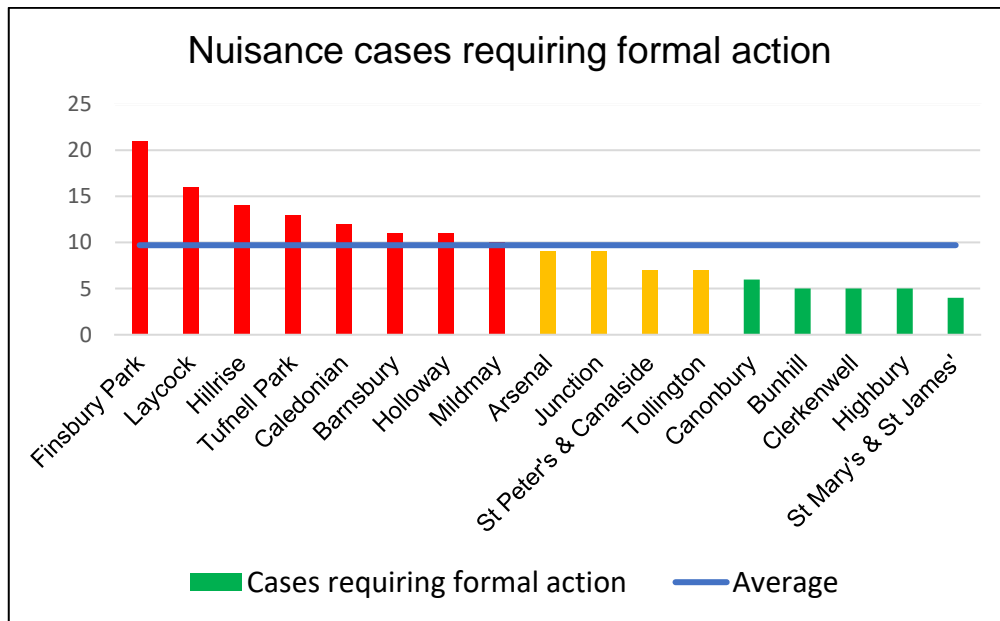
Figure 17. Cases of property nuisance complaints that led to formal action.

E29.   Table 23 summarises the above datasets for nuisance by ward. **Finsbury Park, Tollington, Junction, Hillrise, Laycock, Caledonian, Holloway, Arsenal, Tufnell Park, Mildmay** and **Barnsbury** are all above average for the number of nuisance complaint cases where formal action was taken.

Table 23. Wards above average for data relating to nuisance complaints.

Ward	Total Number of nuisance complaints	Number of unique addresses with nuisance complains	Number of nuisance complaint cases where action required	Number of nuisance complaint cases where formal action taken
AVERAGE	45	41	36	9
Finsbury Park	89	85	71	21
Tollington	65	57	49	7
Junction	64	54	51	9
Hillrise	54	49	40	14
Laycock	54	52	49	16
Caledonian	53	51	45	12
Holloway	52	48	41	11
Arsenal	46	40	37	9
Tufnell Park	42	38	32	13
Mildmay	41	34	33	10
St Mary's & St James'	41	31	31	4
Barnsbury	38	37	34	11
Highbury	34	33	26	5
Clerkenwell	32	30	25	5
St Peter's & Canalside	27	27	25	7
Cannonbury	24	23	20	6
Bunhill	22	22	16	5

E30. Table 25 shows the number of unique addresses with nuisance complaints as a percentage of the number of PRS properties in each ward (based upon the 2021 PRS analysis). The average percentage is 2%. Seven wards (highlighted red) are above average, these were **Finsbury Park, Tollington, Junction, Laycock, Hillrise, Holloway** and **Tufnell Park**. A further six wards are at least 75% of the average (highlighted orange).

Table 24. Wards above average for the number of unique addresses with nuisance complaints as a percentage of the PRS and the total number of nuisance complaints in Islington.

Ward	PRS	Number of unique addresses with nuisance complaints	Property nuisance complains – % of PRS	% unique addresses with nuisance complaints
AVERAGE		41	2.0%	5.9%
Finsbury Park	2489	85	3.4%	12.0%
Tollington	2404	57	2.4%	8.0%
Junction	1844	54	2.9%	7.6%
Laycock	1587	52	3.3%	7.3%
Caledonian	2669	51	1.9%	7.2%
Hillrise	1617	49	3.0%	6.9%
Holloway	2006	48	2.4%	6.8%
Arsenal	2440	40	1.6%	5.6%
Tufnell Park	1814	38	2.1%	5.3%
Barnsbury	2010	37	1.8%	5.2%
Mildmay	2135	34	1.6%	4.8%
Highbury	2061	33	1.6%	4.6%
St Mary's & St James'	2057	31	1.5%	4.4%
Clerkenwell	2259	30	1.3%	4.2%
St Peter's & Canalside	2032	27	1.3%	3.8%
Canonbury	1695	23	1.4%	3.2%
Bunhill	2523	22	0.9%	3.1%

E31. The analysis of nuisance complaints demonstrates that eleven wards are consistently above average or at least 75% of the average for the measures. Map 10 shows the distribution of unique nuisance complaints over the period by new ward.
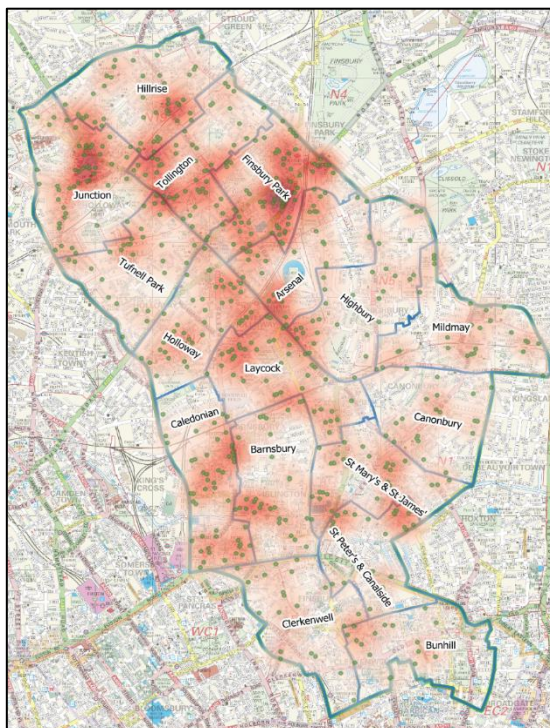
Map 10 Distribution of unique nuisance complaints by new ward.

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Poor property conditions - Category 1 and 2 hazards

E32.   Residential properties with one of 29 hazards are risk assessed using the housing health & safety rating system (HHSRS).[51] A hazard is any risk of harm to the health or safety of an actual or potential occupier of a dwelling or HMO which arises from a deficiency.[52] Under the Housing Act 2004, where local authorities consider it is appropriate to determine whether hazards exist on a premises, they are required to inspect the premises and assess the risk.[53] The risk assessment classifies each hazard as either category 1, or category 2 hazards. Category 1 hazards are more serious and require the council to take action to reduce or remove the risk.[54] Category 2 hazards are less serious, and the council has option to take action.[55]

E33.   The results of 570 HHSRS assessments relating to SFO properties under the health and safety rating between 2014 to 2020 were analysed. The full data set for this period was unavailable due to a change in record keeping protocol during this period. Figure 18 shows the number of HHSRS inspections at unique addresses per ward, with the average being 31 per ward. **Finsbury Park, Caledonian, Tollington, Junction, Hillrise** and **Arsenal** are above average (highlighted red).

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[51] https://www.gov.uk/government/publications/hhsrs-operating-guidance-housing-act-2004-guidance-about-inspections-and-assessment-of-hazards-given-under-section-9
[52]
Housing Act 2004. Section 2
[53] and FoI Risk
Housing Act 2004. Section 4
[54]Housing Act 2004. Section 5
[55] Housing Act 2004. Section 7
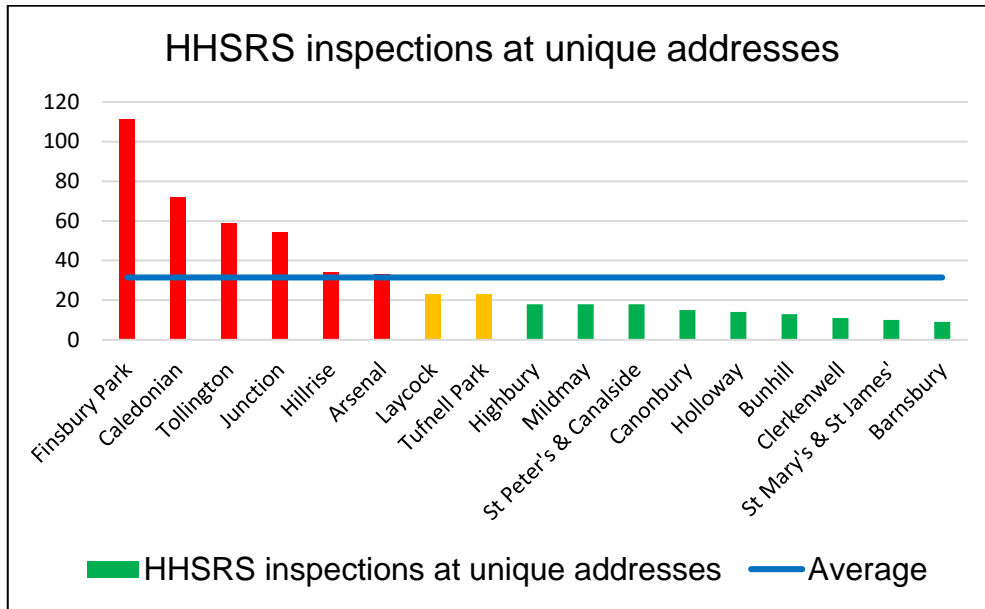
Figure 18. HHSRS inspections at unique addresses by ward 2014-2020.

E34. In total of **1,445** hazards were identified indicating that there was on average **2.5** hazards per property inspection. Figure 19 shows all category 1 and 2 hazards by ward. The average was 85 per ward. **Finsbury Park, Tollington, Caledonian, Junction, Hillrise** and **Arsenal** were above average (highlighted red).
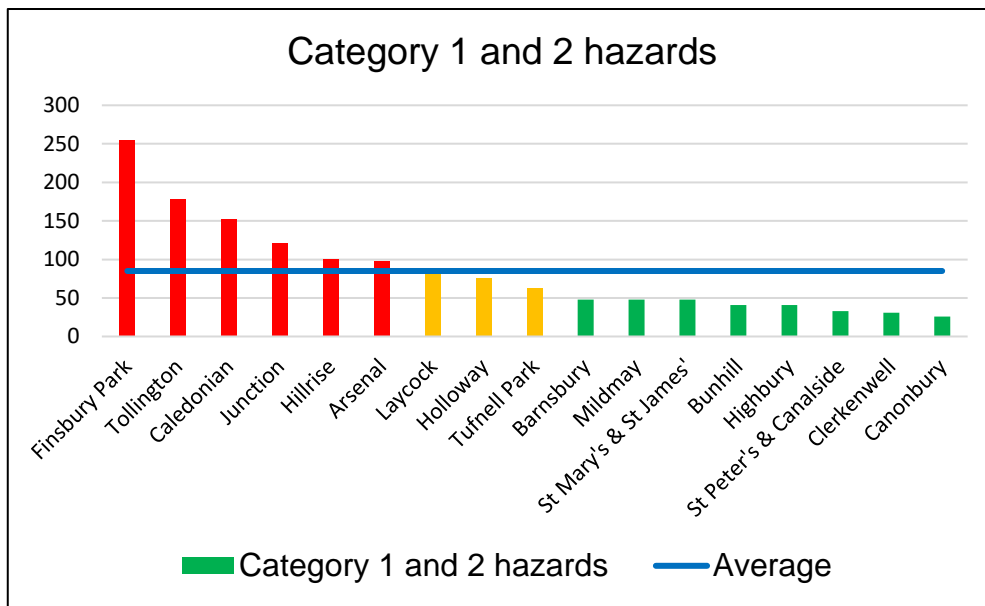
Figure 19. All hazards identified by ward.

E35. Map 11 shows the distribution of category 1 and category 2 hazards over the period by ward. The cases are shown by the black dots, with the red shading indicating the concentration of cases.
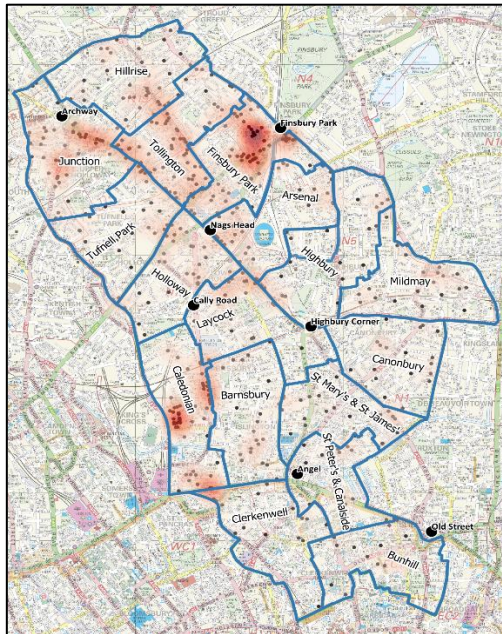
Map 11 Distribution of category 1 and 2 hazards by ward.

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E36. The most serious hazards requiring urgent attention are category 1 hazards. These present a serious risk to a person's health and safety. There were a total of **525** category 1 hazards found, with an average of 30.9 per ward. Figure 20 shows the distribution of category 1 hazards per ward. The same six wards (highlighted red) feature as having above average numbers.
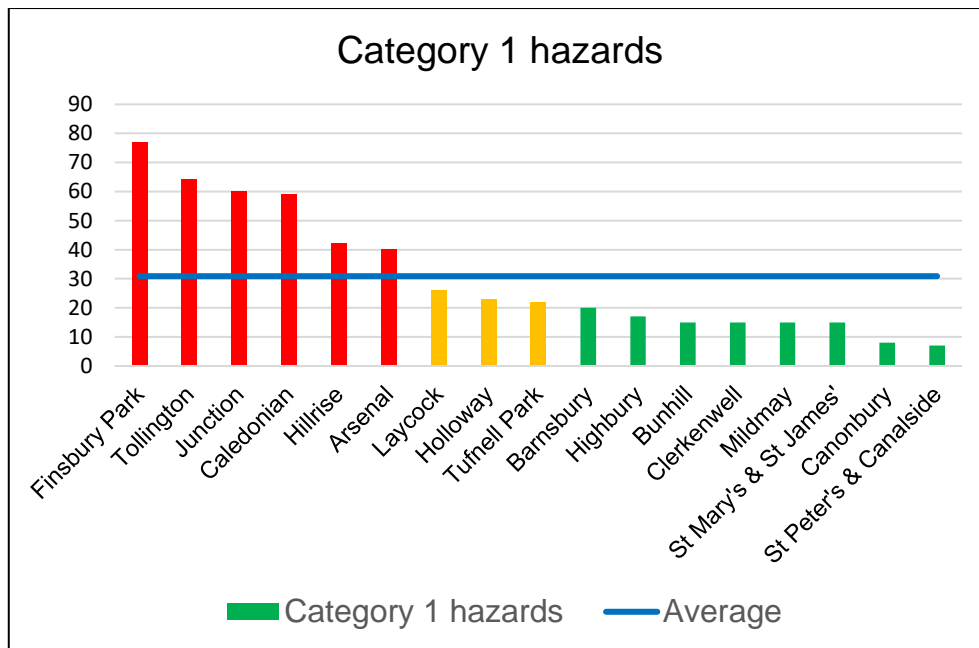
Figure 20. All category 1 hazards by ward.

E37. These hazards were found in a total of **223** different properties, an average of 13.1 per ward. Figure 21 shows the number of unique addresses with category 1 hazards. The same wards had the highest numbers as in the case of all category 1 hazards (highlighted red).
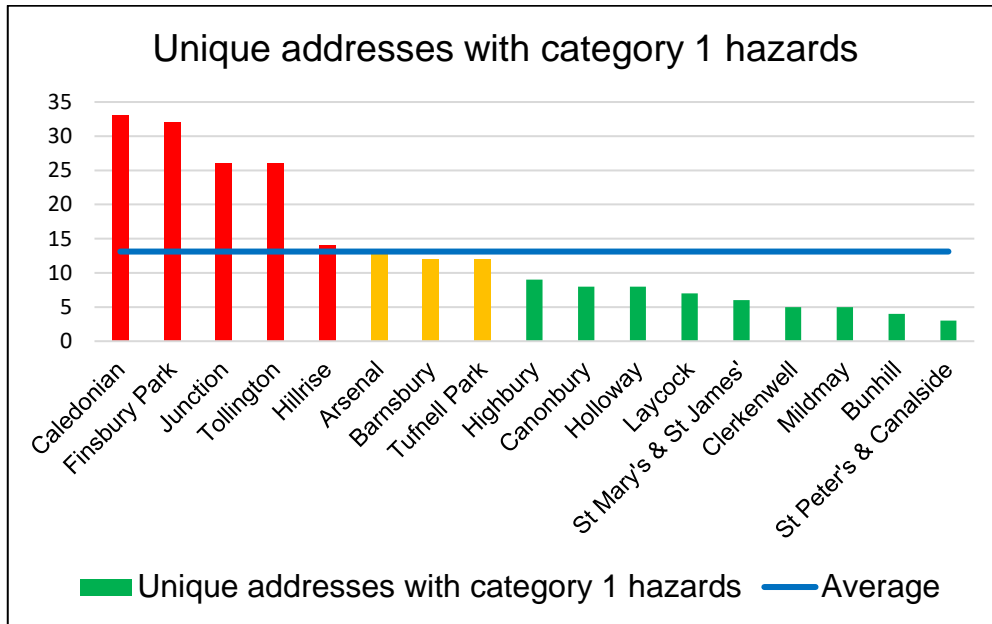
Figure 21. Unique addresses with category 1 hazards by ward.

E38. Table 25 shows the top category 1 hazard types found across all wards. By far the greatest number related to 'Fire' and 'Excess Cold.'

Table 25. Top category 1 hazard types.

Hazard	Number of category 1 hazards
Fire	144
Excess Cold	138
Damp And Mould Growth	53
Falls On Stairs And Steps	47
Crowding And Space	27
Falls Between Levels	17
Personal Hygiene	14
Entry By Intruders	13
Falls On The Level	13
Lighting	13
Electrical Hazards	12

E39. Category 2 hazards are those which require attention but are less serious and urgent than category 1 hazards. The highest two category 2 bands (D and E) were examined. **537** hazards were classified as high category 2. The average was 31.6 per ward. Figure 22 shows the numbers of band D and E category 2 hazards by ward. Seven wards were above average (highlighted red) and three wards had at least 75% of the average (highlighted orange).
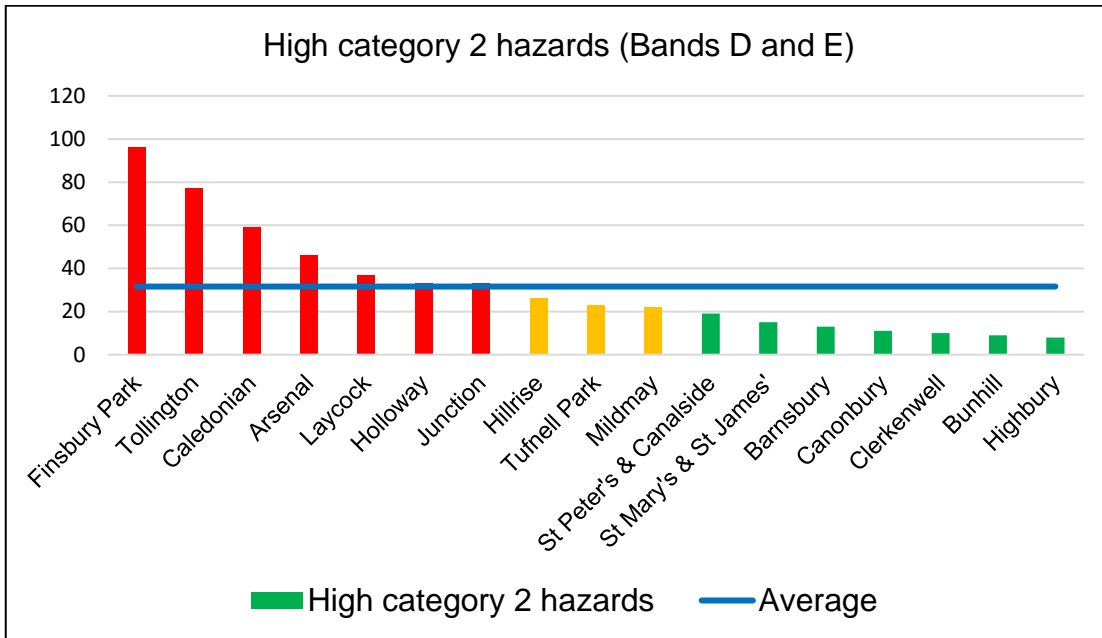
Figure 22. High category 2 hazards per ward.

E40. Category 2 hazards were found in a total of **335** different properties, an average of 19.7 per ward. Figure 23 shows the number of unique addresses with high category 2 hazards. The same wards (all but Tufnell Park) were either above average or at least 75% of the average, as was the case for all high category 2 hazards.
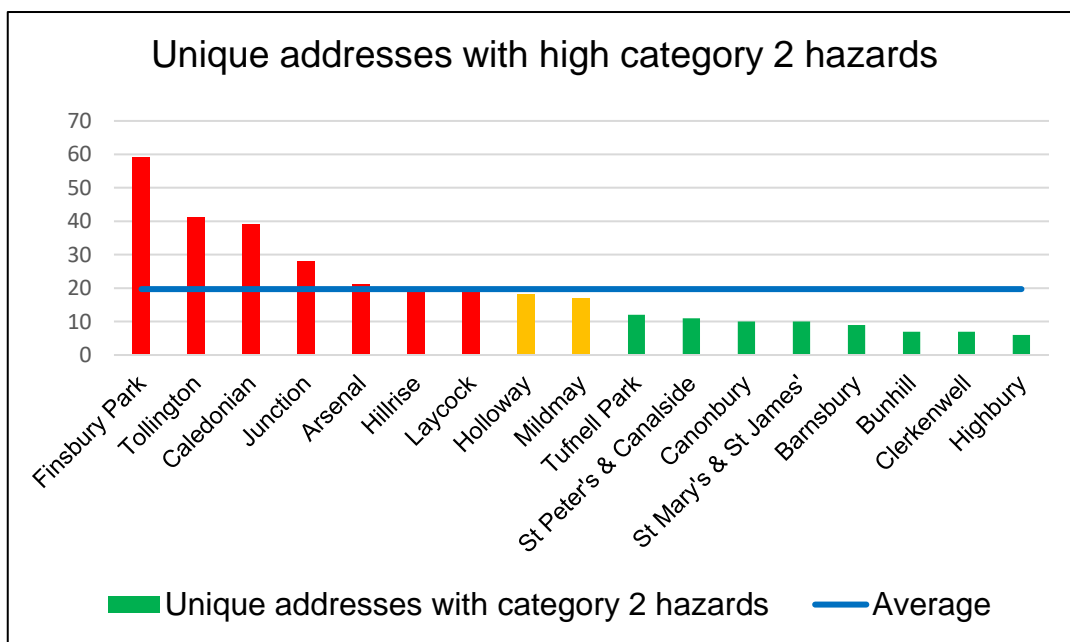
Figure 23. Unique addresses with high category 2 hazards.

E41. Table 26 shows the top high category 2 hazard types found across all wards. By far the greatest number related to fire and damp and mould growth.

Table 26. Top high category 2 hazard types.

Hazard	Number of high category 2 hazards
Fire	121
Damp and mould	107
Falls on stairs	36
Personal hygiene	35
Excess cold	31
Food safety	30
Electrical hazards	27
Entry by intruders	27
Falls on the level	22
Domestic hygiene & pests	16

E42.   Figure 24 shows the combined data sets for category 1 and 2 hazards.
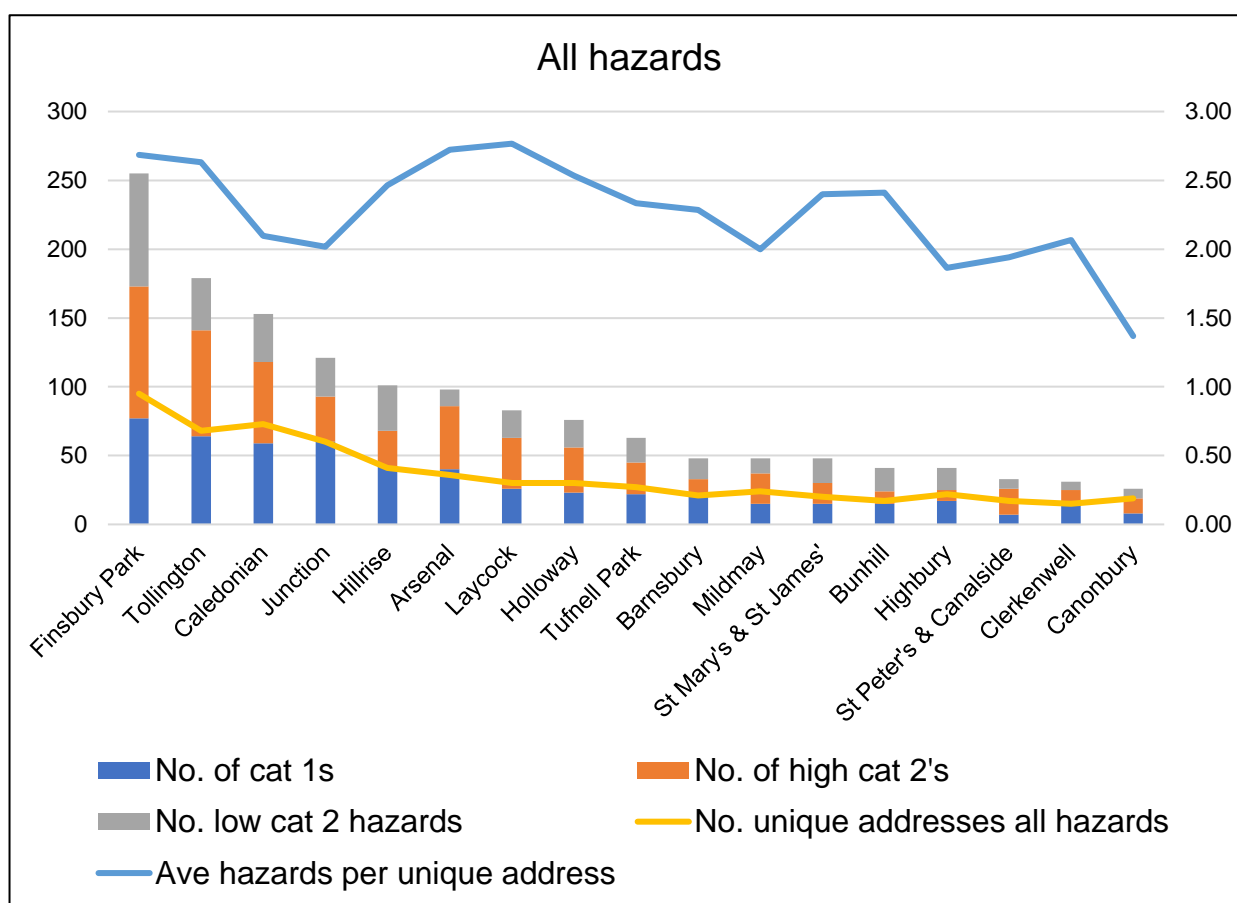
Figure 24. Total hazards per ward and average number of hazards per property.

E43.   Table 27 shows numerical data on category 1 and 2 hazards. Finsbury Park, Tollington, Caledonian, Junction, Hillrise, Arsenal are above average and shaded in red,Laycock Holloway and Tufnell Park are slightly below average and shaded in orange

Table 27. Summary of wards above average for hazard criteria indicating poor property conditions.

Ward	Total number of hazards	Number of unique addresses with hazards	Number of category 1 hazards	Number of high category 2 hazards	Number of Low category 2 hazards
AVERAGE	85	36	30	31	24
Finsbury Park	255	95	77	96	82
Tollington	179	68	64	77	38
Caledonian	153	73	59	59	35
Junction	121	60	60	33	28
Hillrise	101	41	42	26	33
Arsenal	98	36	40	46	12
Laycock	83	30	26	37	20
Holloway	76	30	23	33	20
Tufnell Park	63	27	22	23	18
Barnsbury	48	21	20	13	15
Mildmay	48	24	15	22	11
St Mary's & St James'	48	20	15	15	18
Bunhill	41	17	15	9	17
Highbury	41	22	17	8	16
St Peter's & Canalside	33	17	7	19	7
Clerkenwell	31	15	15	10	6
Canonbury	26	19	8	11	7

Enforcement actions – statutory notices

E44.   This section analyses data on cases where there was an issue that required formal enforcement action to deal with conditions at the property, such as notices served under the Housing Act 2004, Public Health Act 1936, or Environmental Protection Act 1990.

E45.   There were **898** notices served between 2014 and 2020. Figure 25 shows the distribution of these notices by ward. The average was 52 notices per ward, with **Finsbury Park, Junction, Tollington, Tufnell Park, Caledonian, Hillrise, Arsenal, Holloway** and **Laycock** above average (highlighted red).
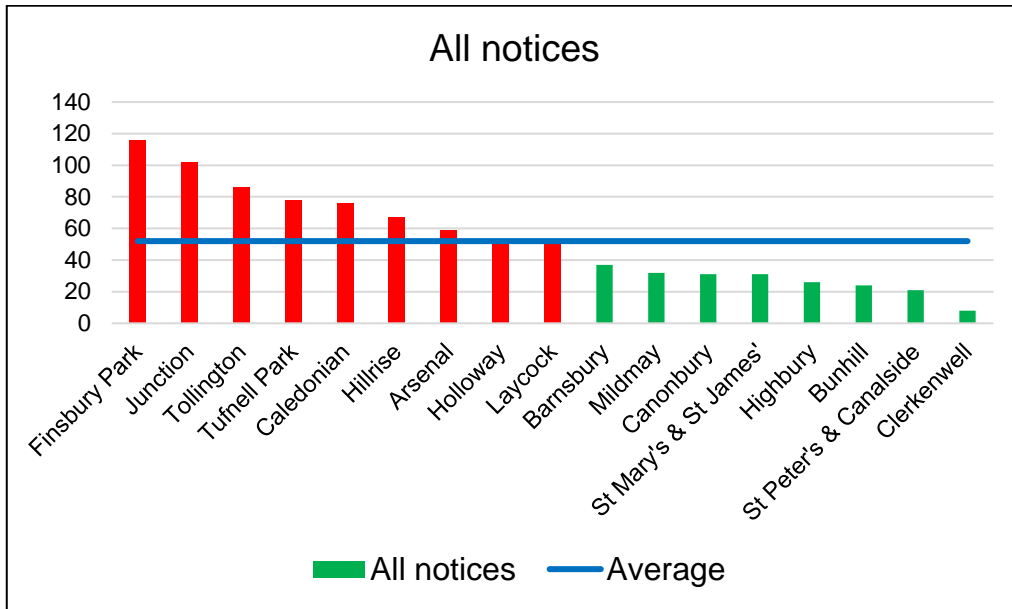
Figure 25. All notices served by ward.

E46.   Of the 895 notices served, these related to **684** unique addresses, meaning there was an average of **1.3** notices served per property. The average number of unique properties with notices per ward is 40. In Figure 26, eight wards were above average (highlighted red).
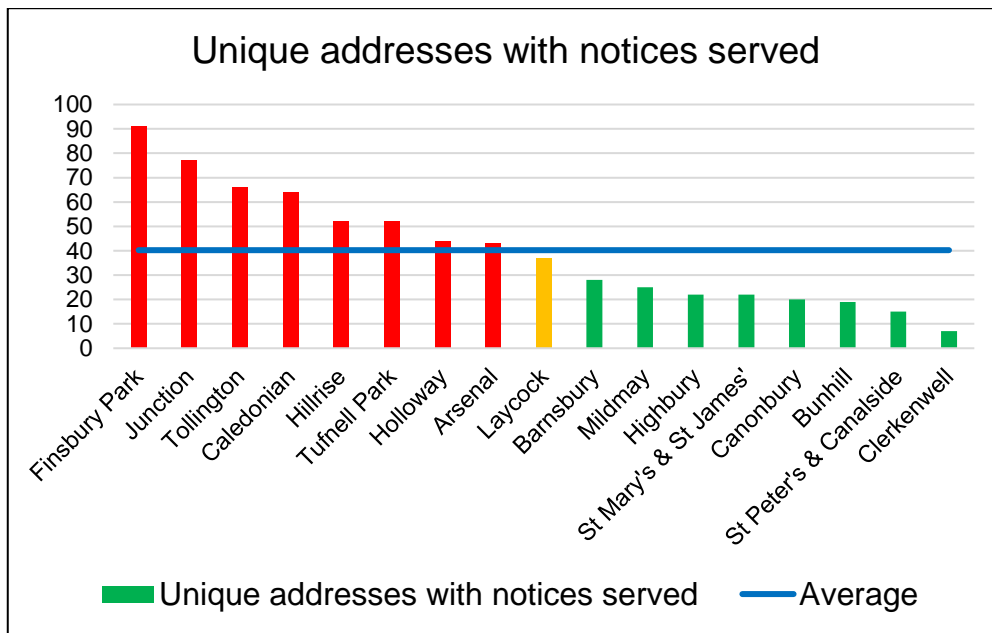
Figure 26. Unique addresses with notices served per ward.

E47.   Map 12 shows the distribution of the properties subject to all notices on the new ward boundaries.
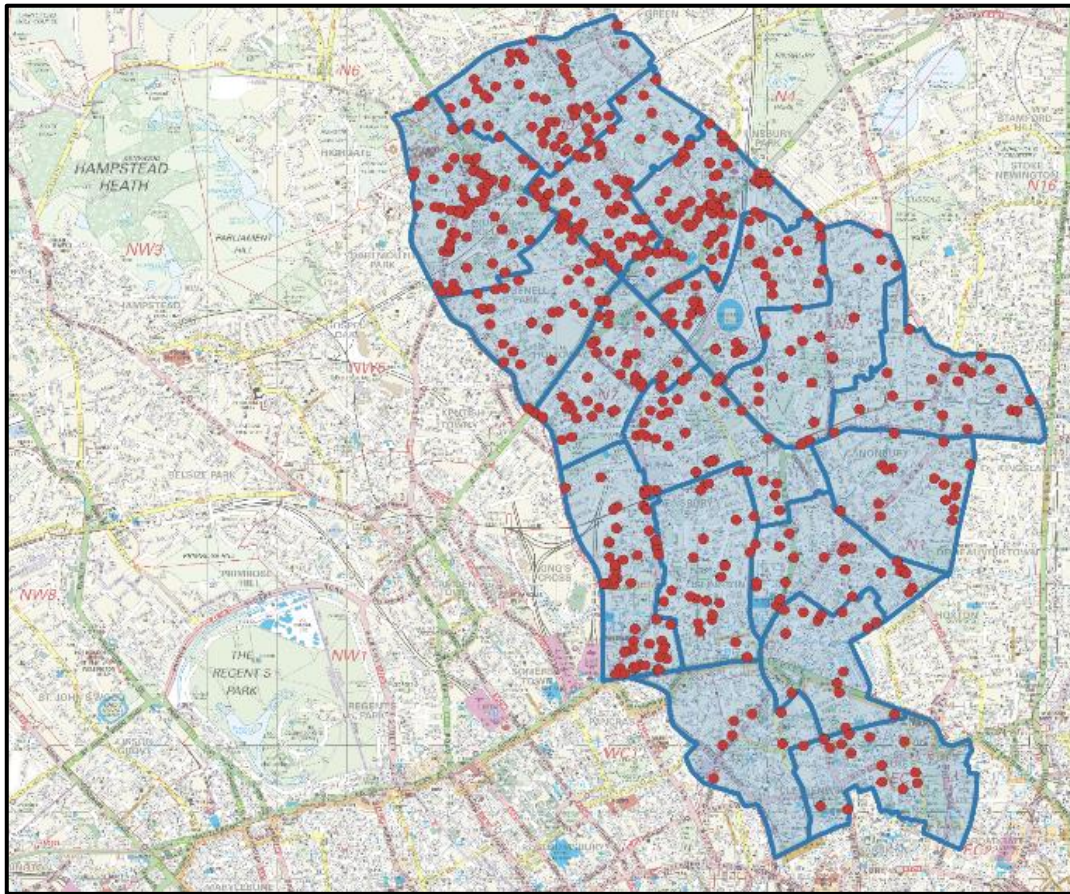
Map 12 Distribution of all notices on new ward boundaries.

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E48. Housing Act notices deal directly with issues such as removing or reducing category 1 and 2 hazards and overcrowding. Looking solely at Housing Act notices served, there were **502** in total. Table 28 shows the numbers of each category of major notice type.

Table 28. Major Housing Act notices served by type.

Notice type	Number served
Improvement Notice	272
Hazard Awareness Notice	119
Overcrowding Notice	41
Prohibition Order	28
Suspended Prohibition Order	25
Suspended Improvement Notice	13
Emergency Prohibition Order	2
Emergency Remedial Action Notice	1
Closing Order	1

E49. Figure 27 shows the Housing Act notices by ward. The average is 29, with Finsbury Park, Junction, Tollington, Caledonian, Tufnell Park and Hillrise all above average (highlighted red). Arsenal, Holloway and Laycock are at least 75% of the average (highlighted orange).
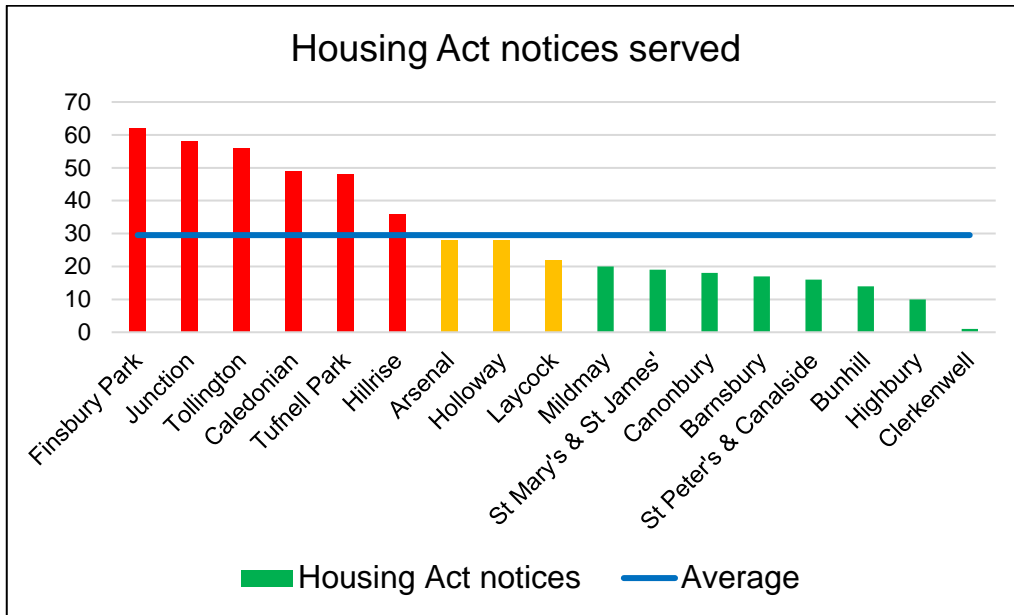
Figure 27. Housing Act notices per ward.

E50. Figure 32 shows the ward distribution of the **424** unique addresses where Housing Act notices were served

.
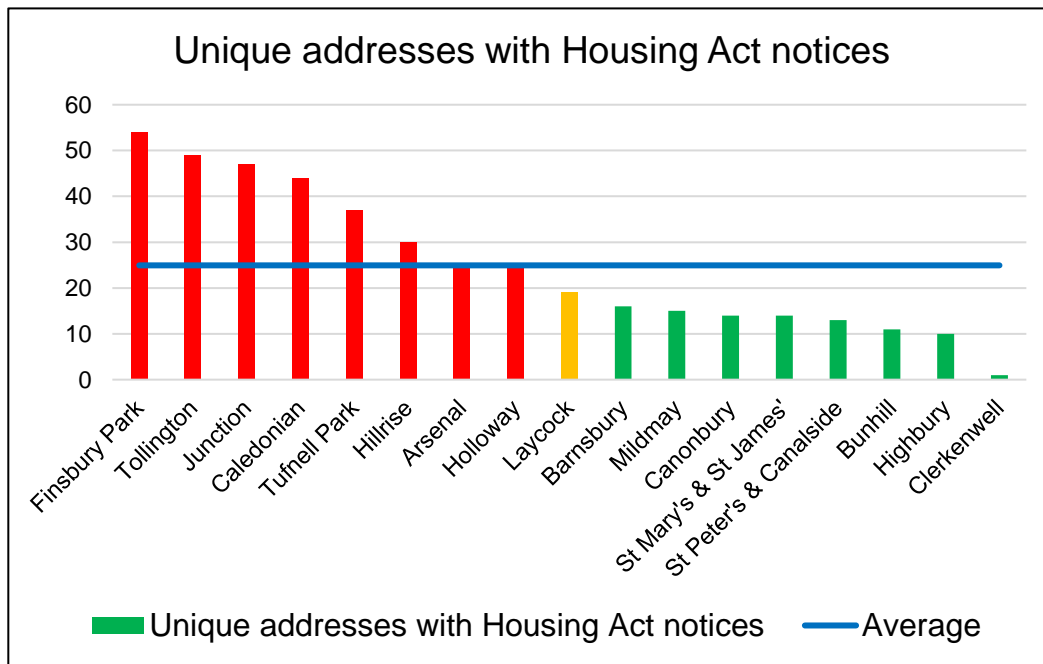
Figure 28. Unique addresses with Housing Act notices by ward.

E51. Map 13 below shows the distribution of the properties subject to Housing Act notices.
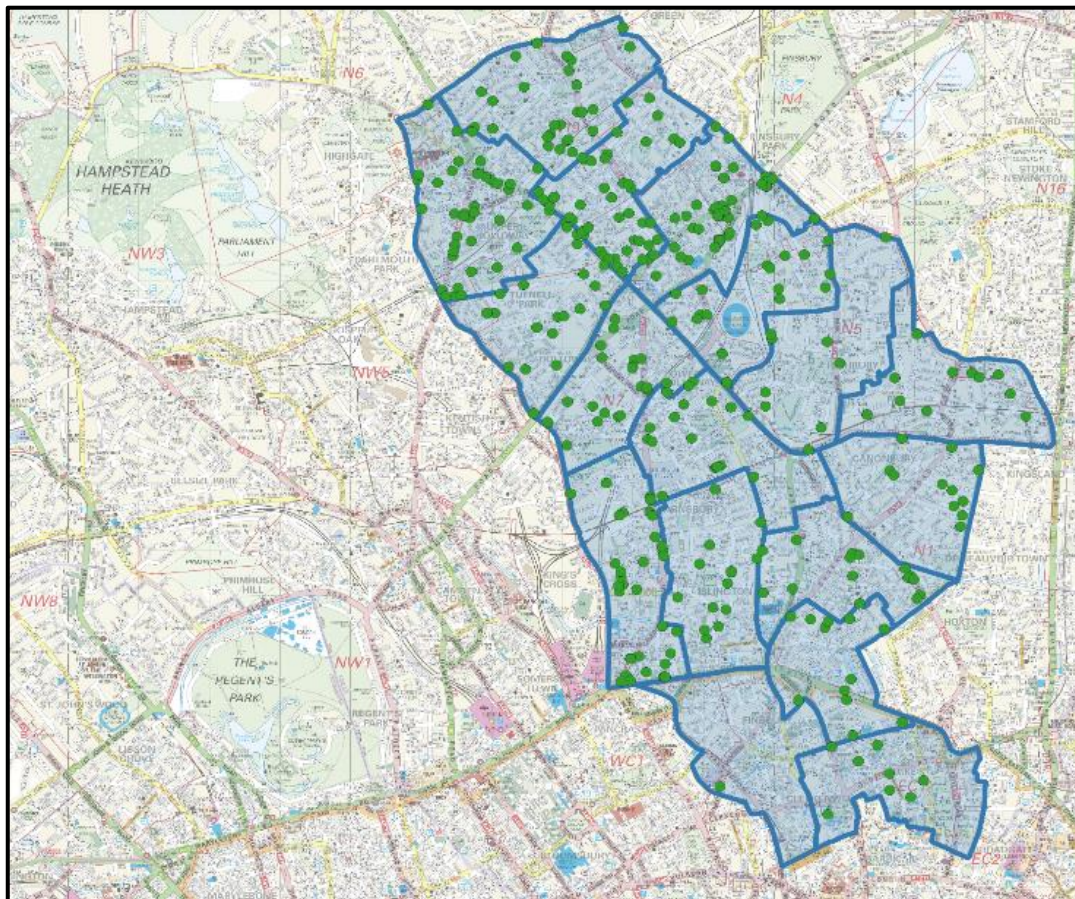
Map 13 Distribution of Housing Act notices on new ward boundaries.

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E52.   Some inspections identify poor conditions that can be remedied under other legislation, such as the Building Act 1984, Environmental Protection Act 1990, and the Public Health Act 1936. There were **393** notices meeting this description that required the landlord undertake remedial action to improve conditions in the property. Table 29 shows the top 5 categories of these types of notices.

Table 29. Top categories of miscellaneous notices served relating to property conditions.

Notice type	Number served
Environmental Protection Act	153
Prevention of Damage by Pests Act	114
Building Act 1984	42
Public Health Act 1936	30
Community Protection Act Final Notice	26

E53.   Figure 29 shows the number of miscellaneous notices per ward, with an average of 23. Nine wards were at or above average (highlighted red).
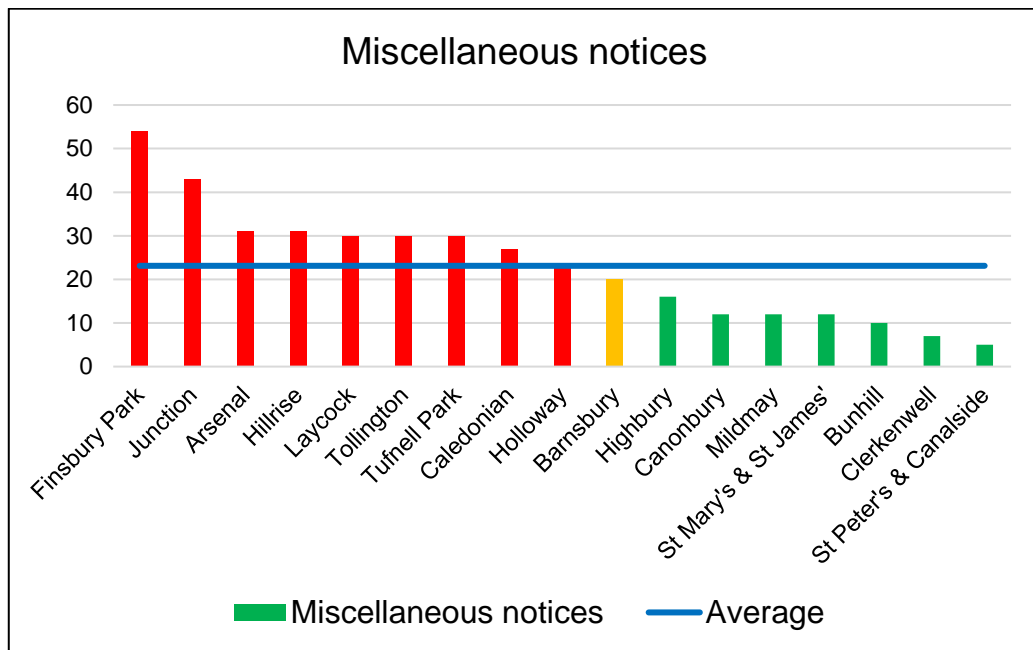
Figure 29. Total of miscellaneous notices related to property conditions per ward.

E54.   Map 14 below shows the distribution of the properties subject to miscellaneous notices on the new ward boundaries.
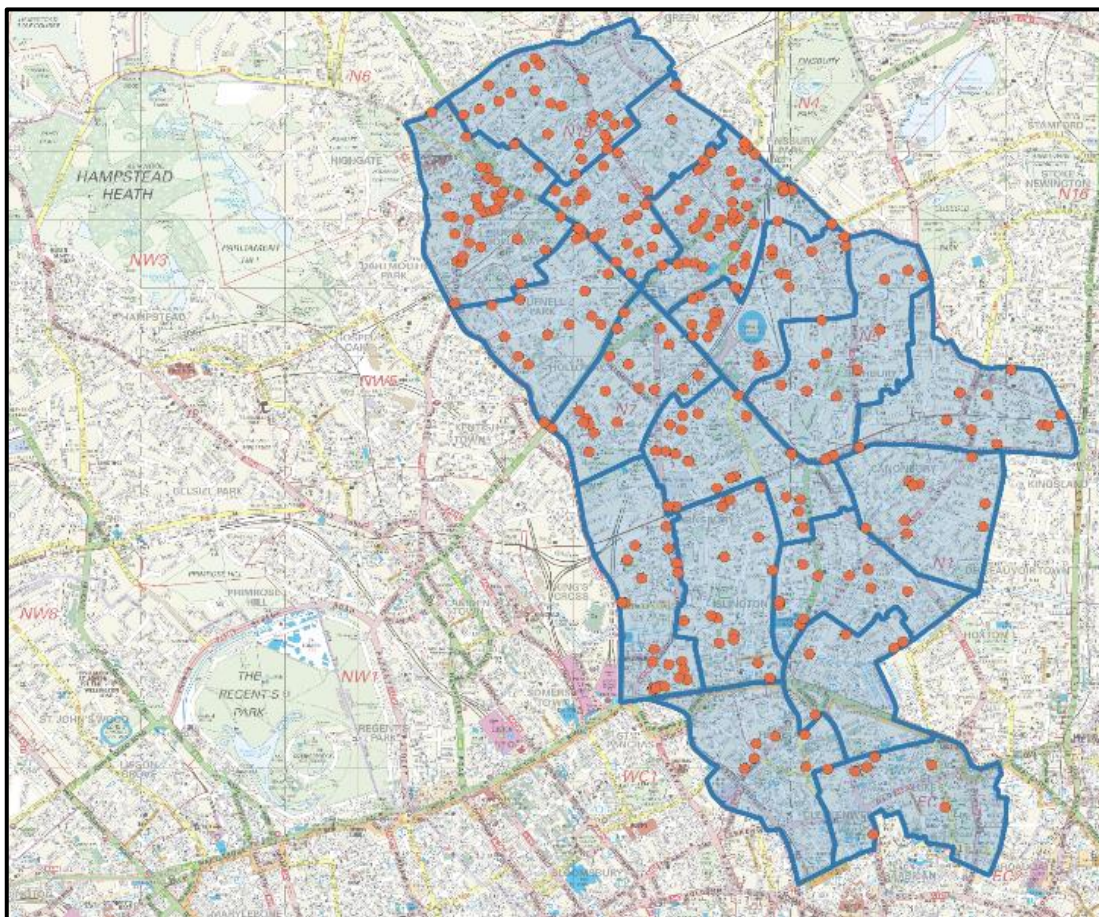
Map 14 Distribution of miscellaneous notices on new ward boundaries.

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E55. Table 30 provides a summary of all Notices served by ward. **Finsbury Park, Junction, Tollington, Tufnell Park, Caledonian, Hillrise, Arsenal, Holloway** and **Laycock** are consistently above average for all notice indicators.

Table 30. Summary of wards above average for enforcement notices.

Ward	Total number of notices served	Number of unique addresses with notices served	Number of Housing Act notices	Number of unique addresses with Housing Act notices	Number of miscellaneous notices
AVERAGE	52	40	29	25	23
Finsbury Park	116	91	62	54	54
Junction	102	77	58	47	43
Tollington	86	66	56	49	30
Tufnell Park	78	52	48	37	30
Caledonian	76	64	49	44	27
Hillrise	67	52	36	30	31
Arsenal	59	43	28	25	31
Holloway	52	44	28	25	23
Laycock	52	37	22	19	30
Barnsbury	37	28	17	16	20
Mildmay	32	25	20	15	12
Canonbury	31	20	18	14	12
St Mary's & St James'	31	22	19	14	12
Highbury	26	22	10	10	16
Bunhill	24	19	14	11	10
St Peter's & Canalside	21	15	16	13	5
Clerkenwell	8	7	1	1	7

Finsbury Park ward property survey

E56. In 2018 the council conducted a sample survey of 314 properties in Finsbury Park. Of the 114 properties occupied by single family households 54% of these properties were found to have conditions of concern.

Table 31 shows the findings of the survey

Table 31. Issues found in SFOs in Finsbury Park Survey.

Issue	Number of properties identified	Percentage of SFO properties with issues
External condition issues	27	24%
Internal condition issues	31	27%
Inadequate amenities	0	0%
Overcrowding	4	4%
Property management issues	27	24%
Lock of gas safety certificate	23	20%
No fire alarms	10	9%
Occupier does not feel safe from intruders	4	4%
No written tenancy agreement	1	1%
Property converted without building regulation compliance	14	12%
Any issues	62	54%
Total number of SFOs identified	114	100%

Property Conditions Conclusions

E57. All available data on property conditions in the private rented sector has been considered in this section. Most of this data is based on complaints and referrals from tenants however not all tenants will feel confident about complaining about their living conditions, some will be afraid of repercussions if they complain, such as retaliatory eviction, harassment or increased rents and other may know how to complain. The only exception is a small survey conducted in Finsbury Park which indicated that 54% tenants survey reported poor property conditions of concern.

E58. The data indicates that poor property conditions can manifest in any part of the borough, but these are the wards that consistently rank above average the various dataset analysed:

- Finsbury Park
- Junction
- Tollington
- Caledonian
- Hillrise
- Laycock
- Tufnell Park
- Arsenal
- Holloway

E59. Overall poor property conditions in the private rented sector tend to be concentrated in the north and west of the borough. The existing and proposed wards Finsbury Park contain some of the worst privately rented accommodation and poor property data supports extending the area of the borough covered by selective licensing to the adjoining new wards of Tollington and Hillrise in the first instance. Further consideration should be given to extending selective licensing to the six other wards at the earliest opportunity.

8.6 PART F: Anti-Social Behaviour

F1.   To show that anti-social behaviour is a relevant criterion for the designation of a selective licensing scheme, it must be demonstrated that the area is experiencing a significant and persistent problem caused by anti-social behaviour (ASB).[56]

F2.   Guidance[57] suggests the authority should consider whether private sector landlords in the designated area are not effectively managing their properties to combat incidences of anti-social behaviour caused by their tenants, or people visiting their properties and in particular the area suffers from anti-social behaviour because of this failure, or because that failure significantly contributes to that problem.

F3.   For these purposes, the guidance suggests ASB can include:

- intimidation and harassment of tenants or neighbours
- noise, rowdy and nuisance behaviour affecting persons living in or visiting the vicinity
- animal related problems
- vehicle related nuisance
- anti-social drinking or prostitution
- illegal drug taking or dealing
- graffiti and fly posting
- litter and waste within the curtilage of the property.

F4.   Data has been gathered from both the police and the council's database of ASB complaints.

F5.   The police provided data on begging and vagrancy, fireworks, noise, rowdy/nuisance neighbours, rowdy or inconsiderate behaviour, vehicle nuisance, inappropriate use or inconsiderate behaviour, drugs and other ASB.

The numbers of ASB calls to the police was available for

- 1st January 2019 to 31st December 2019

- 1st January 2020 to 31st December 2020

F6.   The top 6 wards for police ASB reports were Finsbury Park, Junction, Tollington, Laycock Clerkenwell and Caledonian. The increase in ASB calls to the police is thought to have been triggered by Covid 19 lockdown. Table 32 shows the data by ward.

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[56] Housing Act 2004, Section 80(6)
[57] Department for Communities and Local Government. Selective licensing in the private rented sector A Guide for local authorities

Table 32. Numbers of ASB calls to the police by ward.

Ward	Total ASB calls to Police in 2019	Total ASB calls to Police in 2020	Percentage Increase	Total cases
Finsbury Park	659	1,214	84%	1,873
Junction	530	992	87%	1,522
Tollington	542	901	66%	1,443
Laycock	524	911	74%	1,435
Clerkenwell	510	812	59%	1,322
Caledonian	518	774	49%	1,292
Bunhill	469	742	58%	1,211
St Peter's & Canalside	435	751	73%	1,186
St Mary's & St James'	455	704	55%	1,159
Holloway	429	660	54%	1,089
Hillrise	317	741	134%	1,058
Arsenal	323	673	108%	996
Mildmay	311	665	114%	976
Highbury	342	617	80%	959
Tufnell Park	281	604	115%	885
Barnsbury	335	519	55%	854
Canonbury	246	603	145%	849
TOTAL	7,226	12,883	78%	20,109

F7.   Map 15 shows the distribution of the police ASB calls. The left-hand map shows the cases as a heat map and the right-hand map shows the heat map overlaid on the dot map of PRS properties.
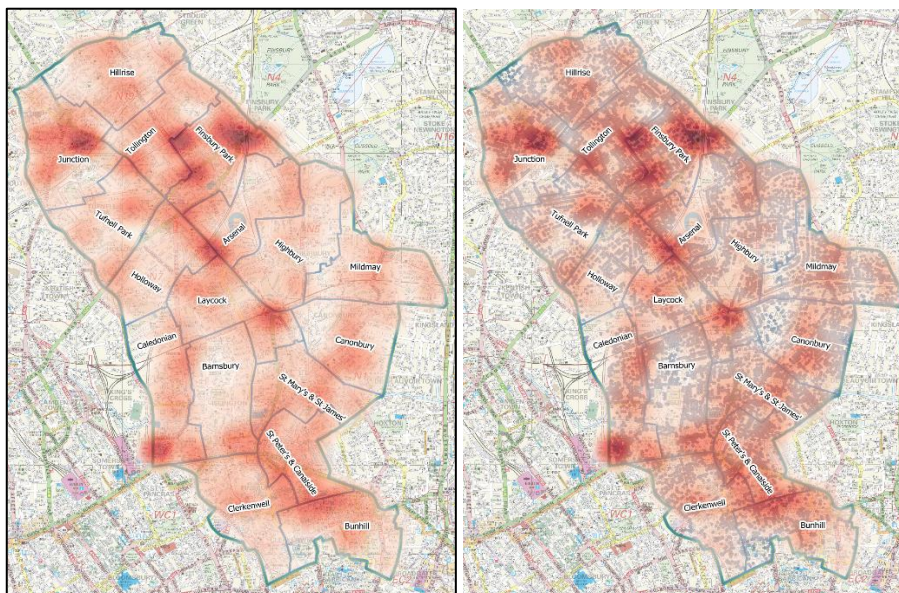
Map 15 Police ASB cases 2019-2020.

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F8.   Table 33 shows the types of complaint reported to the police in 2019 and 2020.The highest category was rowdy or inconsiderate behaviour and 9.9% of these complaints were in **Finsbury Park** ward. **Finsbury Park** had the highest number of complaints in the categories of begging / vagrancy, fireworks, rowdy or inconsiderate behaviour, drugs and other ASB. **Tollington** ward had the highest numbers of noise and rowdy / nuisance neighbours. **Canonbury** and **Hillrise** jointly had the highest numbers of vehicle nuisance / inappropriate use.

Table 33. ASB complaints to the police - complaint types.

Category	Total police ASB complaints 2019 & 2020
Begging / vagrancy	965
Fireworks	262
Noise	1,948
Rowdy / nuisance neighbours	2,604
Rowdy or inconsiderate behaviour	7,712
Vehicle nuisance / inappropriate use	380
Drugs	3,077
Other ASB	3,161
TOTAL	**20,109**

F9.   Figure 30 shows the trend of ASB calls to the police between 2015 and 2021. The levels have been consistent, with a peak around the time of the first COVID-19 lockdown in the spring of 2020.
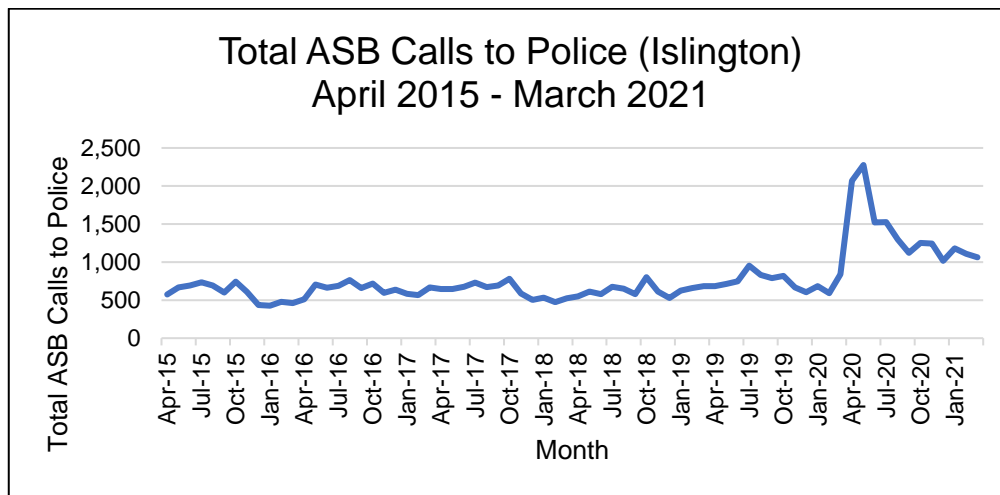
Figure 30. ASB calls to police long-term trend.

F10. The council also receives complaints about anti-social behaviour and data was available on animal problems, drugs, environmental, neighbours, noise, rowdy/inconsiderate behaviour, anti-social street drinking, vehicle nuisance or inappropriate use, and other ASB.

The numbers of ASB calls to the council was available for

- 1st January 2019 to 31st December 2019

- 1st January 2020 to 31st December 2020

The top 6 wards ASB complaints to the council were Clerkenwell, Finsbury Park, Bunhill, Hillrise Junction and Canonbury. The increase in ASB calls to council is thought to have been triggered by Covid 19 lockdown Table 40 shows the data by ward.

Table 34. Number of ASB calls to the council by ward.

Ward	Total ASB calls to the council in 2019	Total ASB calls to the council in 2020	Percentage increase	Total cases
Clerkenwell	1,552	2,258	45%	3,810
Finsbury Park	1,284	2,414	88%	3,698
Bunhill	1,394	1,521	9%	2,915
Hillrise	956	1,920	101%	2,876
Junction	915	1,841	101%	2,756
Canonbury	877	1,827	108%	2,704
Arsenal	936	1,565	67%	2,501
St Peter's & Canalside	988	1,459	48%	2,447
Highbury	1,060	1,340	26%	2,400
Laycock	938	1,290	38%	2,228
Tufnell Park	937	1,254	34%	2,191
St Mary's & St James'	1,037	1,119	8%	2,156
Tollington	797	1,332	67%	2,129
Mildmay	837	1,212	45%	2,049
Caledonian	807	1,077	33%	1,884
Barnsbury	805	993	23%	1,798
Holloway	777	972	25%	1,749
TOTAL	16,897	25,394	50%	42,291

F11.   Map 16 shows the distribution of the LB Islington ASB cases. The left-hand map shows the cases as a heat map and the right-hand map shows the heat map overlaid on the dot map of PRS properties.
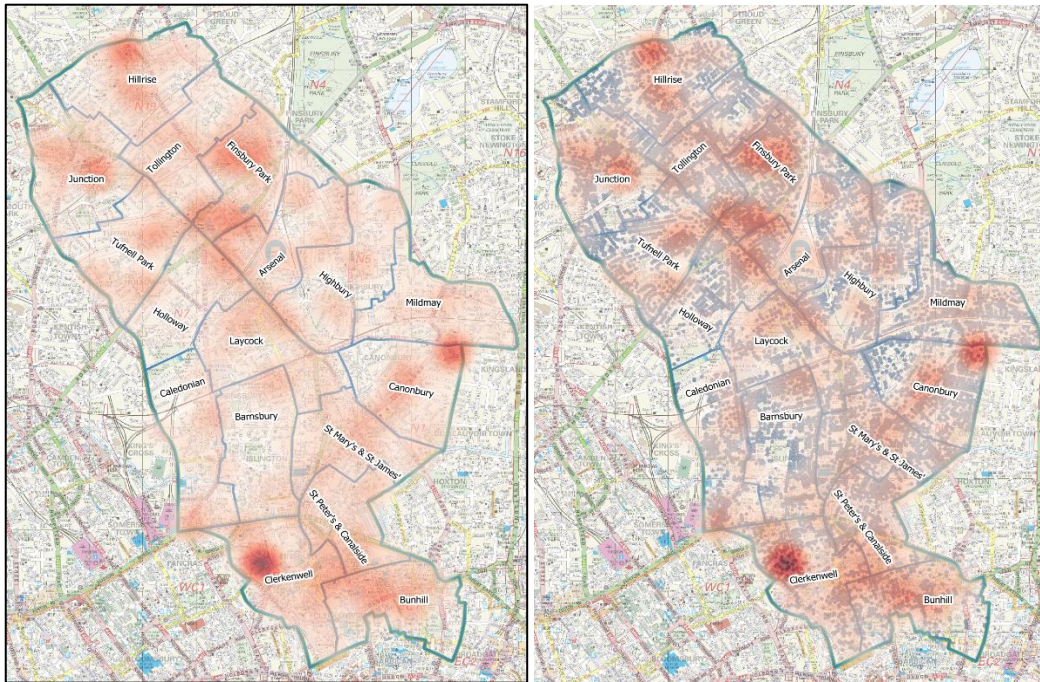
Map 16 Distribution of ASB calls to the council 2019-2020.

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F12.   Table 35 shows the numbers and type of ASB complaints to the council in 2019 and 2020. The highest category of complaint was neighbour nuisance with 18,161 recorded calls. 9.8% of these complaints were in **Clerkenwell** ward. **Finsbury Park** had the highest number of complaints in the categories of 'rowdy or inconsiderate behaviour,' vehicle nuisance / inappropriate use and other ASB.'

Table 35. ASB complaints to the council - complaint types and wards with highest numbers.

Category	Number of complaints	Highest ward	2nd highest ward	3rd highest ward
Animal problems	1481	Canonbury	Hillrise	Highbury & Clerkenwell
Drugs	3121	Hillrise	Finsbury Park	Laycock
Environmental ASB (graffiti etc.)	1809	Tollington	Bunhill	Arsenal
Neighbour nuisance	18161	Clerkenwell	Finsbury Park	Junction
Noise	10645	Bunhill	Clerkenwell	Finsbury Park
Rowdy / inconsiderate behaviour	4360	Finsbury Park	Hillrise	Arsenal
Street population (drinking etc.)	724	St Peter's & Canalside	Laycock & Clerkenwell	Caledonian
Vehicle nuisance / inappropriate use	621	Finsbury Park	St Peter's & Canalside	St Mary's and St James'
Other ASB	1369	Finsbury Park	Junction	Highbury
TOTAL	42,291	Finsbury Park	Clerkenwell	Bunhill

F13.   Table 36 shows the combined numbers of ASB complaints to the police and council over two years. The police and council received the highest number of complaints about ASB in Finsbury Park, Clerkenwell, Junction, Bunhill and Hillrise (highlighted in red)

Table 36. Total number of ASB calls over 2019 and 2020.

Ward	Council ASB complaints 2019-2020	Police ASB complaints 2019-2021	Total ASB complaints
Finsbury Park	3,698	1,873	5,571
Clerkenwell	3,810	1,322	5,132
Junction	2,756	1,522	4,278
Bunhill	2,915	1,211	4,126
Hillrise	2,876	1,058	3,934
Laycock	2,228	1,435	3,663
St Peter's & Canalside	2,447	1,186	3,633
Tollington	2,129	1,443	3,572
Canonbury	2,704	849	3,553
Arsenal	2,501	996	3,497
Highbury	2,400	959	3,359
St Mary's & St James'	2,156	1,159	3,315
Caledonian	1,884	1,292	3,176
Tufnell Park	2,191	885	3,076
Mildmay	2,049	976	3,025
Holloway	1,749	1,089	2,838
Barnsbury	1,798	854	2,652
TOTAL	42,291	20,109	62,400

F14. Table 37 shows the ward data on:

- the number numbers of ASB calls to the council that could be directly related to an PRS property;
- the percentage of all complaint properties that were private rented;
- the percentage of the unique PRS addresses in each ward with an ASB complaint;
- the average number of complaints per PRS property.

The wards with the highest number of ASB complaints relating to PRS properties were **Bunhill, Finsbury Park Hillrise Tollington** and **Caledonian**.

Table 37. Number of ASB complaints at PRS properties and as a percentage of the PRS over 2-year period.

Ward	ASB complaints relating to PRS properties	Other ASB complaints (incl. street level)	% ASB complaints about PRS properties	Number of unique properties
Bunhill	449	2466	15.4%	144
Finsbury Park	402	3296	10.9%	119
Hillrise	345	2531	12.0%	109
Tollington	268	1861	12.6%	124
Caledonian	248	1636	13.2%	110
Canonbury	238	2466	8.8%	104
Mildmay	220	1829	10.7%	97
Tufnell Park	216	1875	9.9%	111
Arsenal	207	2294	8.3%	89
St Peter's and Canalside	206	2241	8.4%	114
Clerkenwell	206	3604	5.4%	106
Highbury	202	2198	8.4%	86
Junction	201	2555	7.3%	96
Barnsbury	188	1610	10.5%	98
Laycock	180	2048	8.1%	86
St Mary's and St James'	179	1977	8.3%	106
Holloway	127	1622	7.3%	67
TOTAL	4082	38209	9.7%	1766

F15.   Map 17 shows the council ASB complaints related to PRS addresses. The black dots indicate all PRS addresses, and the red areas indicate PRS ASB complaint hotspots.
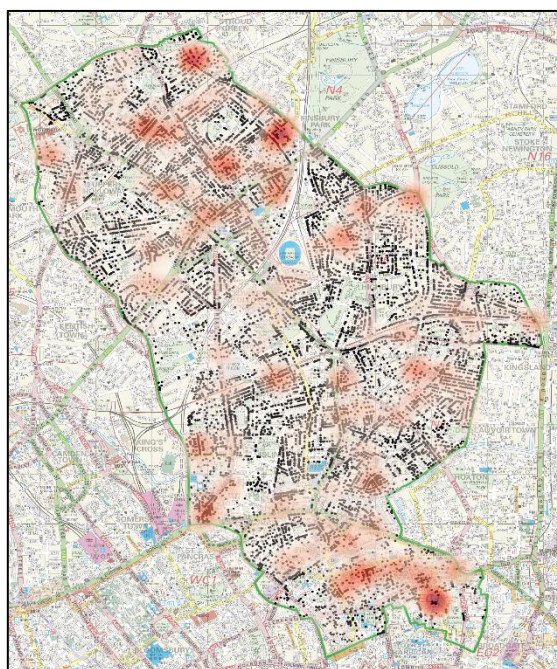
Map 17. Council ASB complaints relating to the PRS.

ASB – Conclusions

F15.   ASB complaints are widespread across the borough and have significantly increased in 2020, although this is thought to be due to the COVID-19 lockdowns. Every ward has had over 2,500 complaints in the two years 2019 and 2020, with Finsbury Park and Clerkenwell having has double this amount. Elevated levels of ASB are not exclusive to any one part of the borough, with Clerkenwell and Bunhill in the south and Finsbury Park, Junction and Hillrise in the north being the six wards with the most complaints.

F16.   The 4,082 cases of ASB that have been linked to 1,766 PRS properties, amounting to 9.65% of all ASB and 4.95% of all PRS properties have linked ASB complaints.

F17.   Around one in fifteen PRS properties in the new ward of Hillrise have had an ASB complaint to the council in the last 2 years. Bunhill, Finsbury Park, Tollington and Caledonian wards also have high levels of ASB associated with PRS properties.

F18.   As 8.5 PART E: Poor Property Conditions above explains, wards to the north and west of the borough have been found to have evidence of poor property conditions in the PRS. The evidence for ASB in part correlates with this, although other wards, such as Bunhill and Canonbury appear to have an issue with ASB but do not suffer as high levels of poor property conditions in the PRS.

F19.   ASB is therefore a supporting factor in designating the proposed wards but is not the principal reason.

8.7 PART G: Crime

G1. To show that crime is a relevant criterion for the area(s) proposed for a selective licensing designation, it must be demonstrated that "the area suffers from high levels of crime, that the criminal activity affects those living in the properties in a proposed selective licensing scheme or other households and businesses in the area and that making a designation will, when combined with other measures taken in the area by the local housing authority, other persons together with the local housing authority or by the police, contribute to a reduction in the levels of crime in the area, for the benefit of those living in the area."[58].

G2. Guidance suggests the authority should have regard to whether the area has displayed a noticeable increase in crime over a relatively short period, such as in the previous 12 months; whether the crime rate in the area is significantly higher than in other parts of the local authority area; or whether the crime rate is higher than the national average. In particular, the local housing authority may want to consider whether the impact of crime in the area affects the local community and the extent to which a selective licensing scheme can address the problems.

G3. The licensing scheme must be part of a wider strategy to address crime in the designated area and can only be made if a high proportion of properties in that area are in the private rented sector. In particular the local housing authority should consider:

- whether the criminal activities impact on some people living in privately rented accommodation as well as others living in the areas and businesses therein;
- the nature of the criminal activity, e.g., theft, burglary, arson, criminal damage, graffiti;
- whether some of the criminal activity is the responsibility of some people living in privately rented accommodation.[59]

G4. Islington Police recorded 23,189 total notifiable offences during the period between 1 April 2020 and 31 March 2021, representing a 24% decrease in crime compared to the same period in 2019/20. The significant reductions can be partly attributed to the COVID-19 lockdowns.

G5. Metropolitan Police statistics for the years 2019 and 2020[60] also showed a decrease in all recorded crime of 16.6% in Islington, compared with a 14.2% decrease for the whole of London. For residential burglary, which significantly affects the local community, there was a decrease of 20.6% compared to 21.8% for London.

Table 38 shows the total number of crimes by type for existing ward for the period between 1 April 2019 and 31 March 2020. Bunhill ward had the highest total crime numbers (3,249 cases).

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[58] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 – Article 7
[59] Selective licensing in the private rented sector - A Guide for local authorities
[60] Metropolitan Police. https://data.london.gov.uk/dataset/recorded_crime_summary

Table 38. Total crime by Home Office (major and minor) categories by existing Islington wards.

Crime Category	Barns bury	Bunhi ll	Caled onian	Cano nbury	Clerk enwel l	Fins bury Park	Highb ury East	Highb ury West	Hillri se	Hollo way	Juncti on	Mild may	St Geor ges	St Mary' s	St. Peter' s	Tollin gton	Total
Burglary	81	265	154	139	209	163	191	180	82	139	175	132	124	167	134	165	2500
- Residential	50	109	89	121	85	96	138	141	74	108	136	120	105	80	76	126	1654
- other	31	156	65	18	124	67	53	39	8	31	39	12	19	87	58	39	846
Criminal damage	102	124	110	102	87	109	74	111	77	103	110	83	62	117	72	98	1541
Drugs	128	85	142	49	77	123	101	113	61	83	72	57	57	139	100	53	1440
Fraud / Forgery	<5	8	5	<5	<5	6	5	5	<5	<5	7	<5	<5	6	<5	8	73
Other accepted crime	142	199	189	141	155	194	131	188	197	232	184	155	109	186	165	178	2745
Other notifiable offences	41	20	62	23	23	31	25	28	15	32	25	26	22	45	26	21	465
Robbery	98	201	77	39	87	159	123	118	37	45	119	104	78	120	121	51	1577
Sexual Offences	32	54	43	10	34	36	23	29	22	29	27	21	27	40	27	18	472
Theft / Handling	881	1771	998	479	1133	1121	851	683	328	483	674	659	424	1637	984	559	13665
Violence against the person	456	522	593	260	391	643	393	479	302	454	397	374	284	606	381	424	7059
Total	1965	3249	2373	1244	2199	2585	1917	1934	1124	1603	1890	1614	1189	3063	2013	1575	31537

G6.   Police statistics for the years 2018 and 2019 show an increase in all crime and residential burglary in Islington of 5.8% and 26.4% respectively. This compares with the whole of London, which had an increase of 9.7% in all crime, but a decrease of 0.2% in residential burglary. What we cannot know is whether crime levels will increase again to similar levels as 2018/19 once the pandemic is over.

Figure 31 shows the long-term crime trend between April 2015 and March 2021. This covers the following crime types:

- violence against the person
- sexual offences
- robbery
- burglary
- vehicle offences
- theft
- arson and criminal damage
- drug offences
- possession of weapons
- public order offences
- miscellaneous crimes against society.
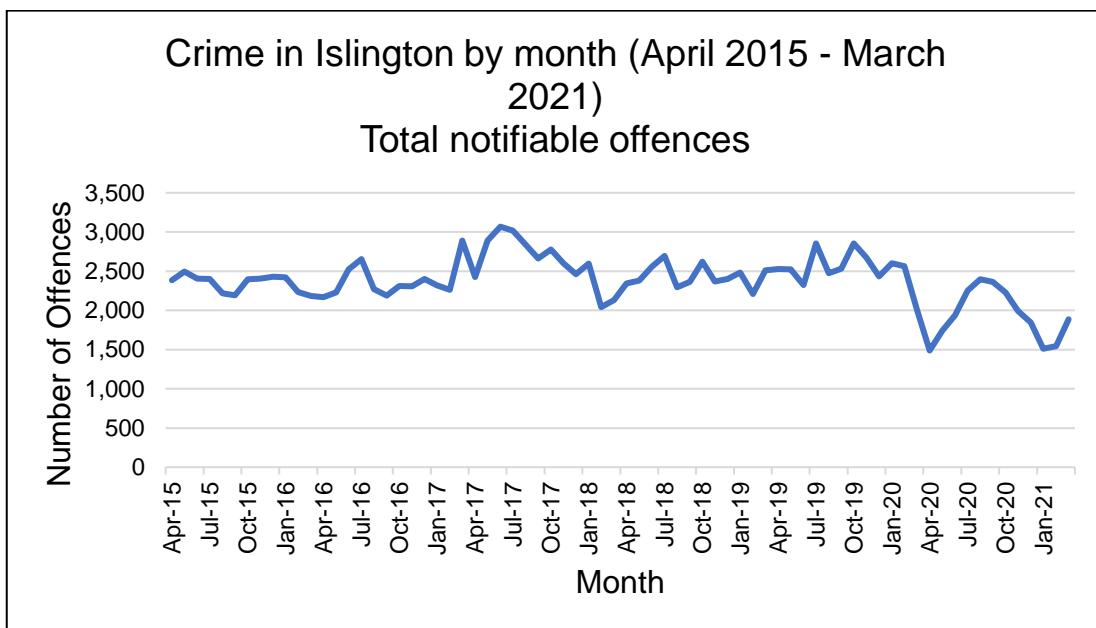
Figure 31. Islington long term crime trend.

G7.   Based on the Home Office crime types for 2020/21, Islington is ranked highly across the London for personal robbery (6th out of 32 boroughs) – partially driven by pedal cycle enabled crime, theft, and handling (7th out of 32 boroughs).

G8.   There has been a 14% increase in robbery offences in Islington in the past 12 months, compared to the same period the previous year, although levels are lower than earlier in 2018. A group who were known to be offending in the north of the borough were identified and the necessary support and enforcement measures were put in place. Figure 32 shows the long-term trend for robbery in Islington.
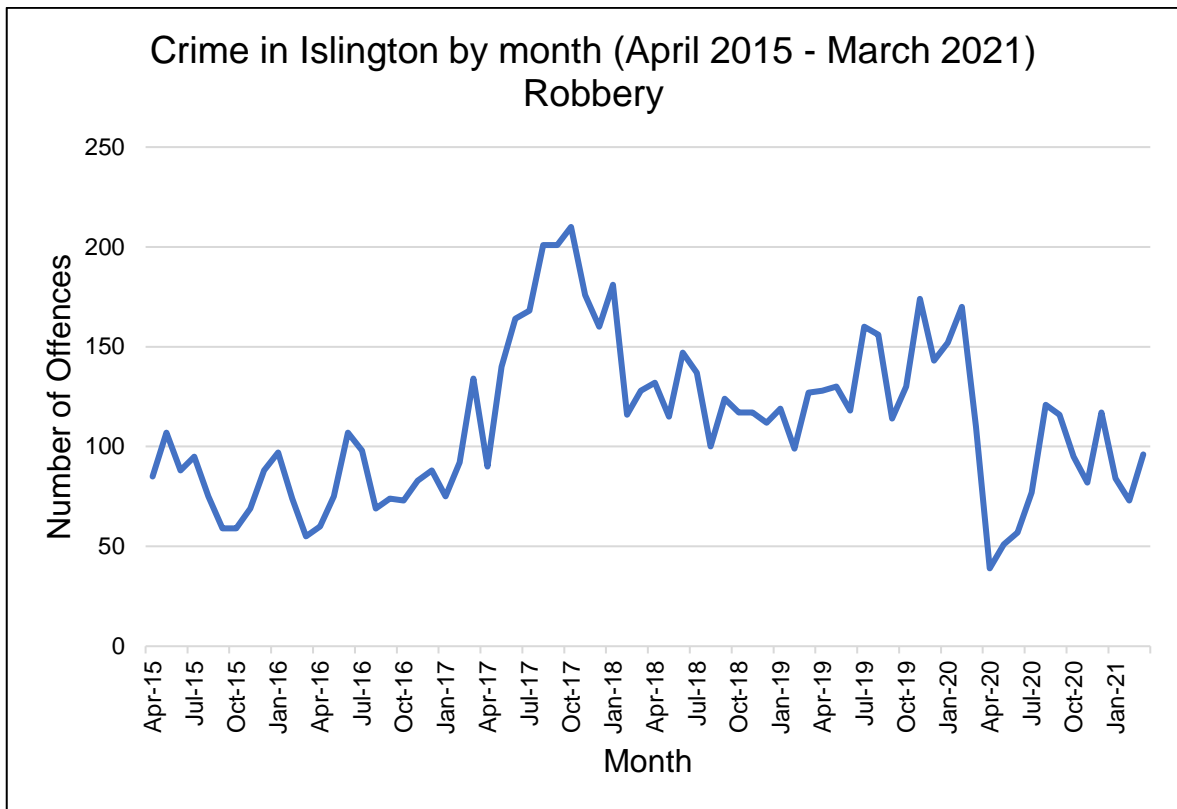
Figure 32. Islington long term robbery trend.

G9. Islington has also recorded an increase in public order offences. Some of this can be attributed to an increase in neighbour complaints, also tensions raised due to COVID-19 (i.e., people not wearing masks) and street-based harassment. Figure 33 shows the long-term trend in public order offences.
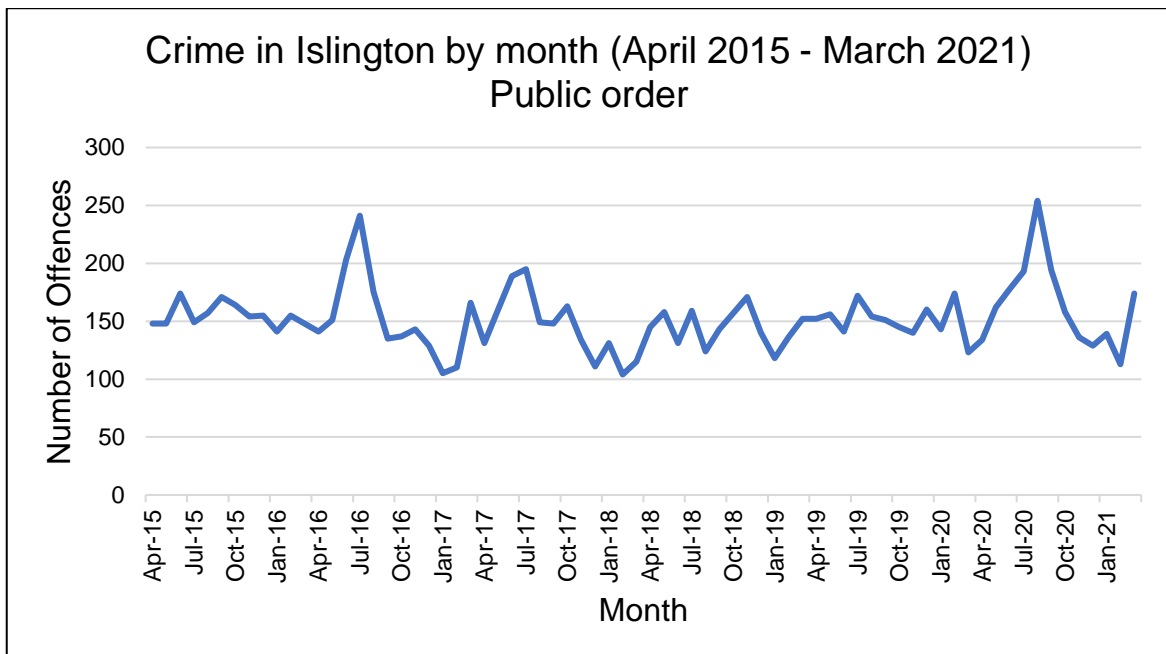
Figure 33. Islington long term public order trend.

G10. Islington has recorded significant reductions in the volume of moped related crime, however, is still ranked 3rd out of 32 London Boroughs. Islington is ranked 2nd out of 32 boroughs for pedal cycle enabled crime, which is still a high-volume category of crime on the borough linked to theft snatches and robberies.

G11. Islington has recorded significant reductions in youth violence (a 35% reduction), recording reductions higher than the rest of London which was 31% reduction, however there are still some significant ongoing tensions among groups of young people on the borough. Islington has recorded a 5% reduction in knife crime (non-domestic) where the victim was aged between 1 and 24. Across London there have been a larger reduction of 25%.

Figure 34 shows the long-term trend for violence against the person.
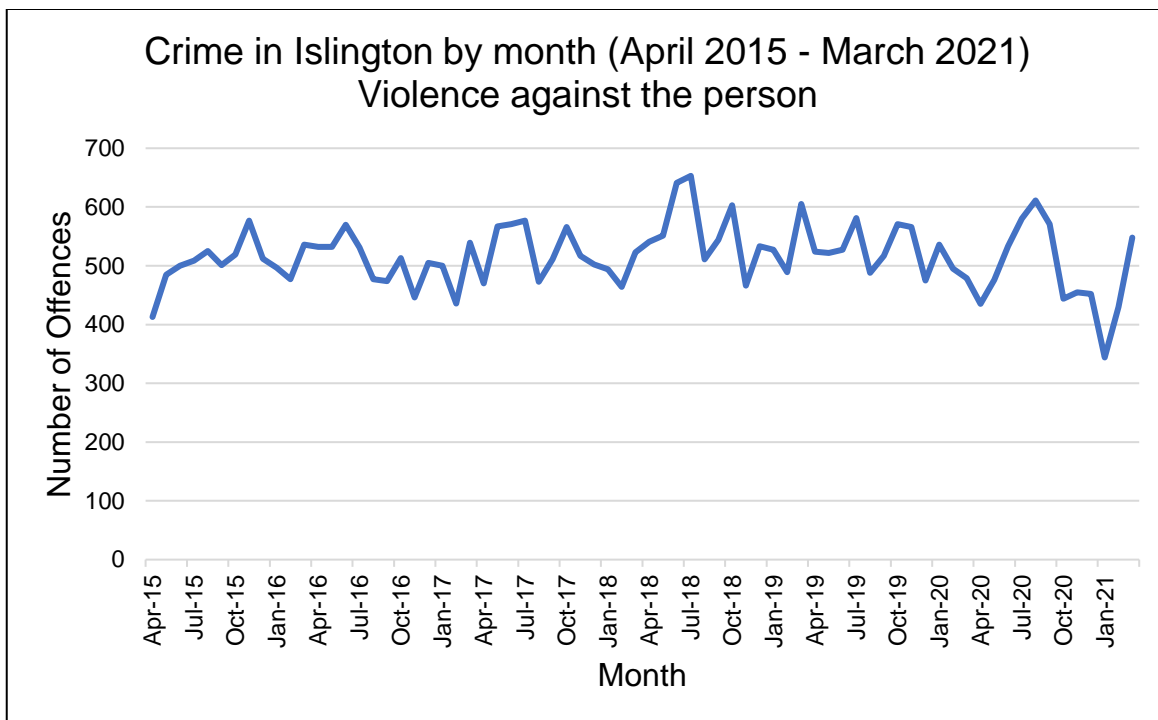
Figure 34. Islington long term violence against the person trend.

G12. Islington has recorded a 2.5% increase in detections of domestic abuse offences and was ranked 1st out of 32 for the highest level of detections for the 12-month period between 1 April 2020 and 31 March 2021.

G13. As mentioned above, residential burglary reduced by around one fifth in 2020. Figure 35 shows the long-term trend in burglary in Islington.
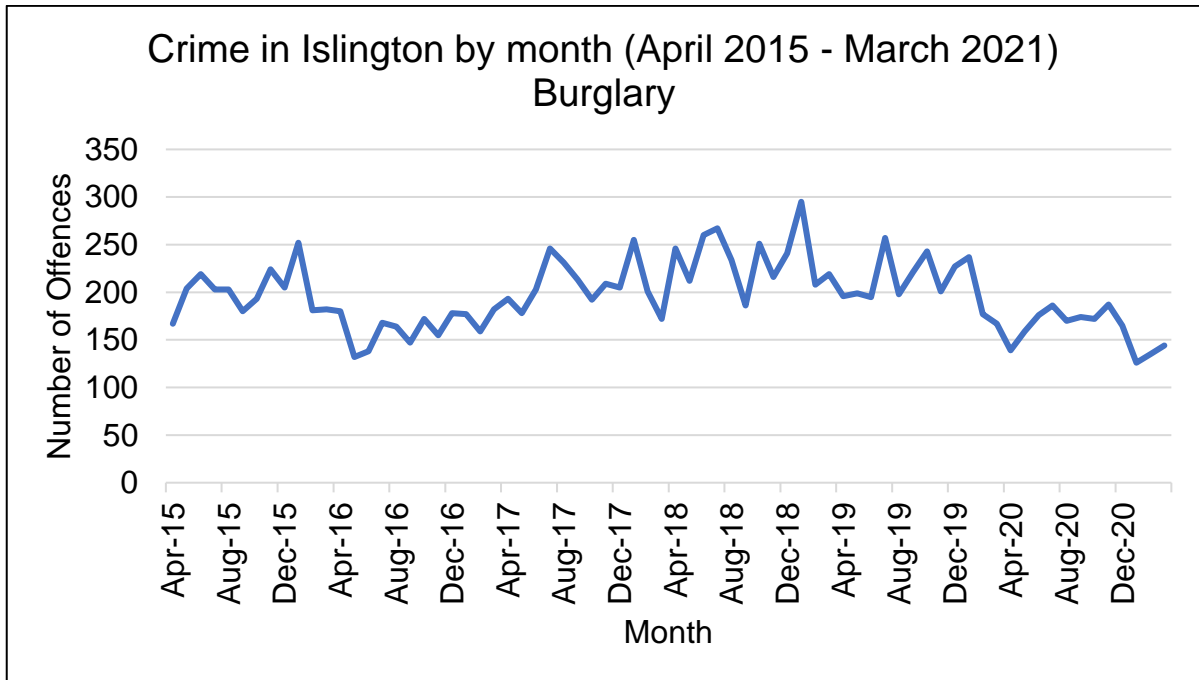
Figure 35. Islington long term burglary trend.

G14. Figure 36 shows the long-term trend in theft, Figure 37 in sexual offences, Figure 38 vehicle offences, Figure 39 criminal damage and arson, Figure 40 drug offences and Figure 41 possession of offensive weapons trend.
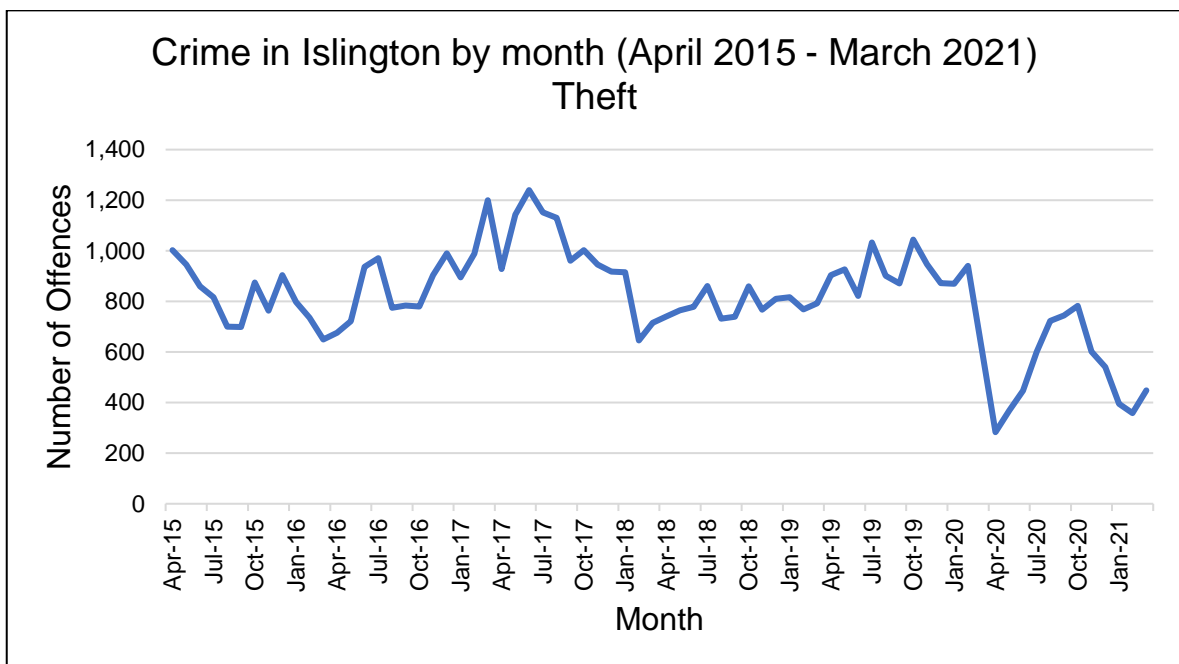
Figure 36. Islington long term theft trend.
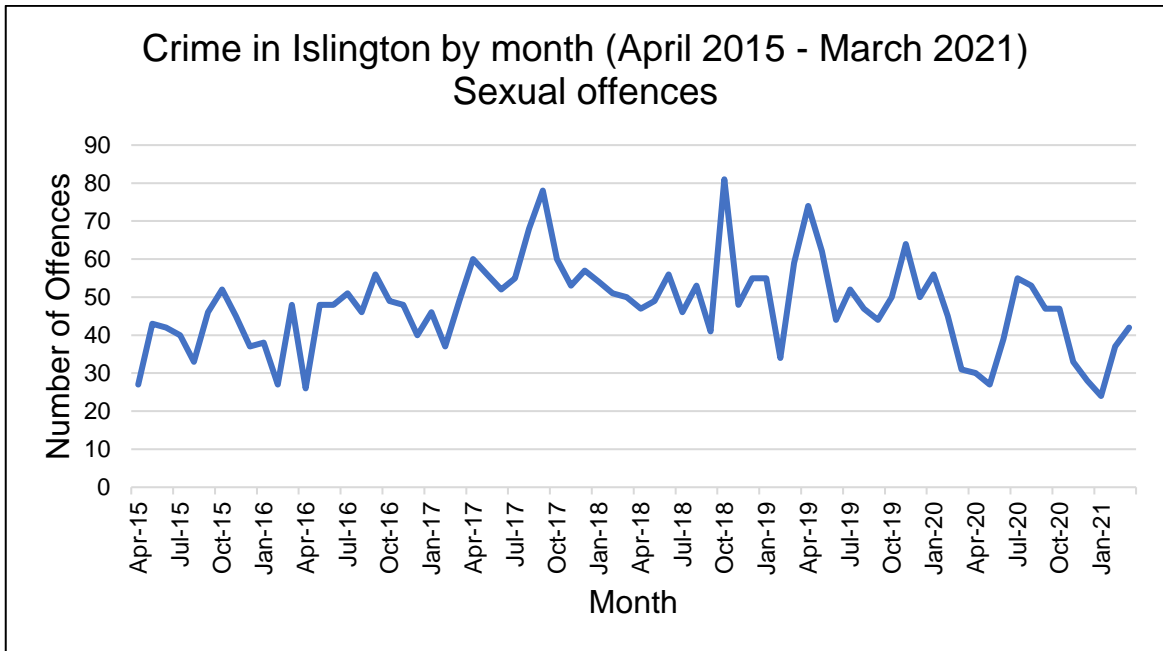
Figure 37. Islington long term sexual offences trend.
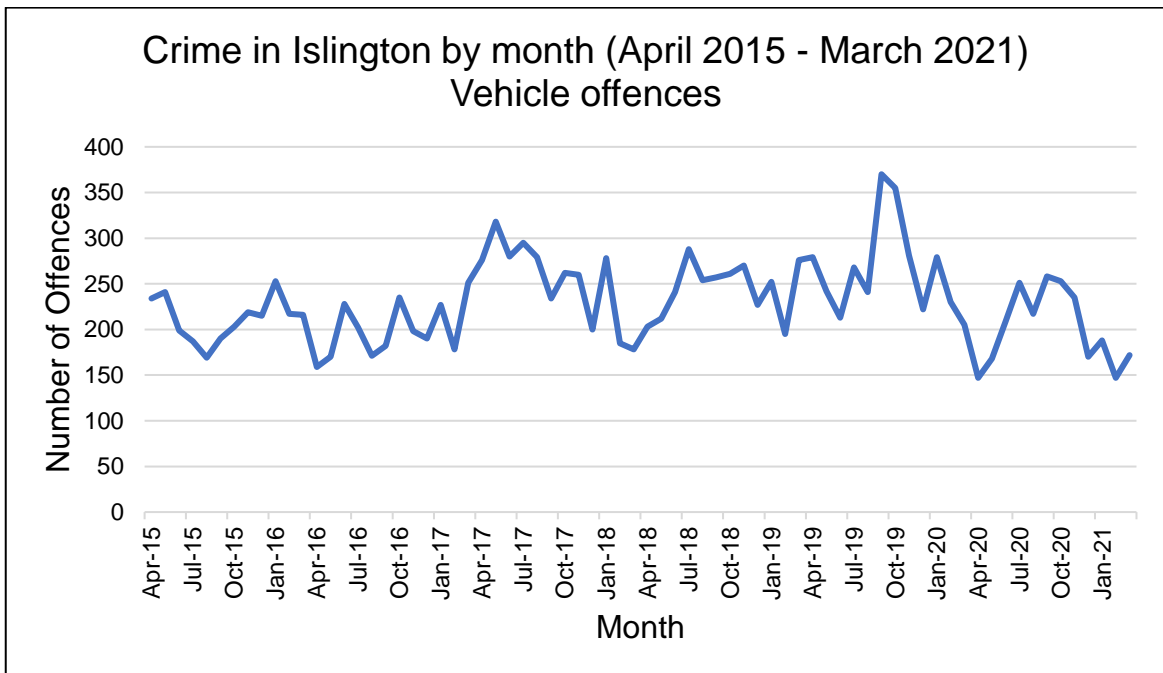
Figure 38. Islington long term vehicle offences trend.
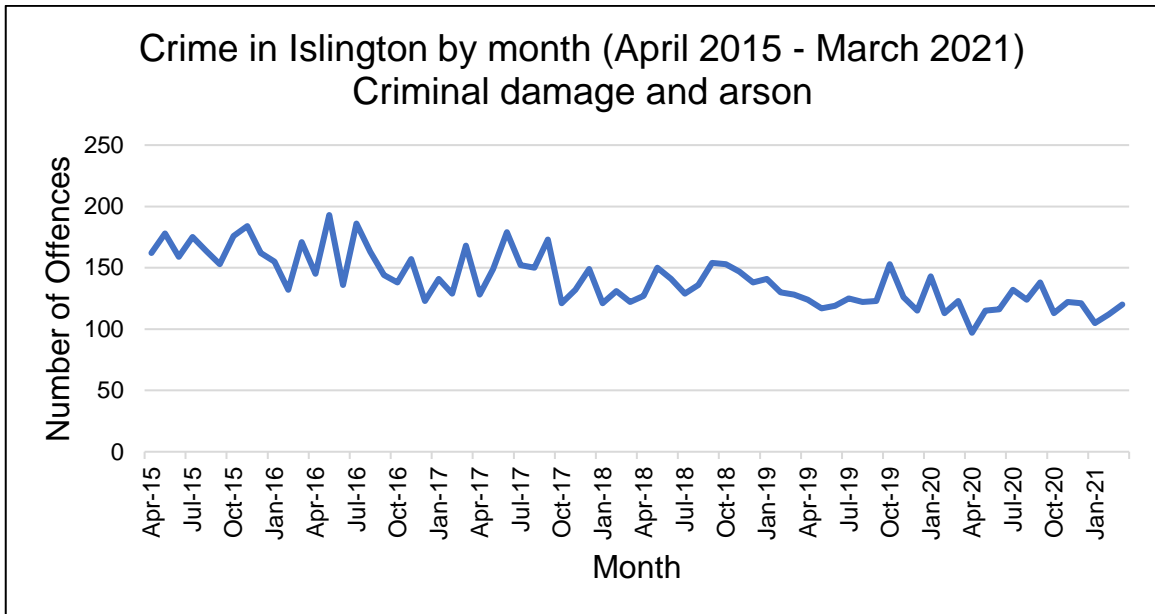
Figure 39. Islington long term criminal damage and arson trend.
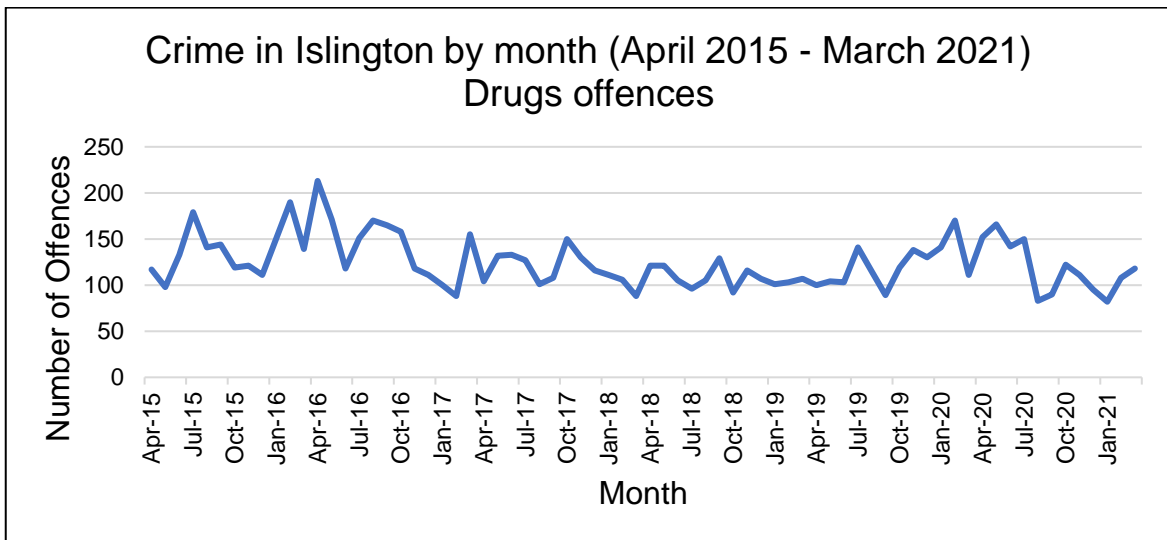
Figure 40. Drug offences by month.
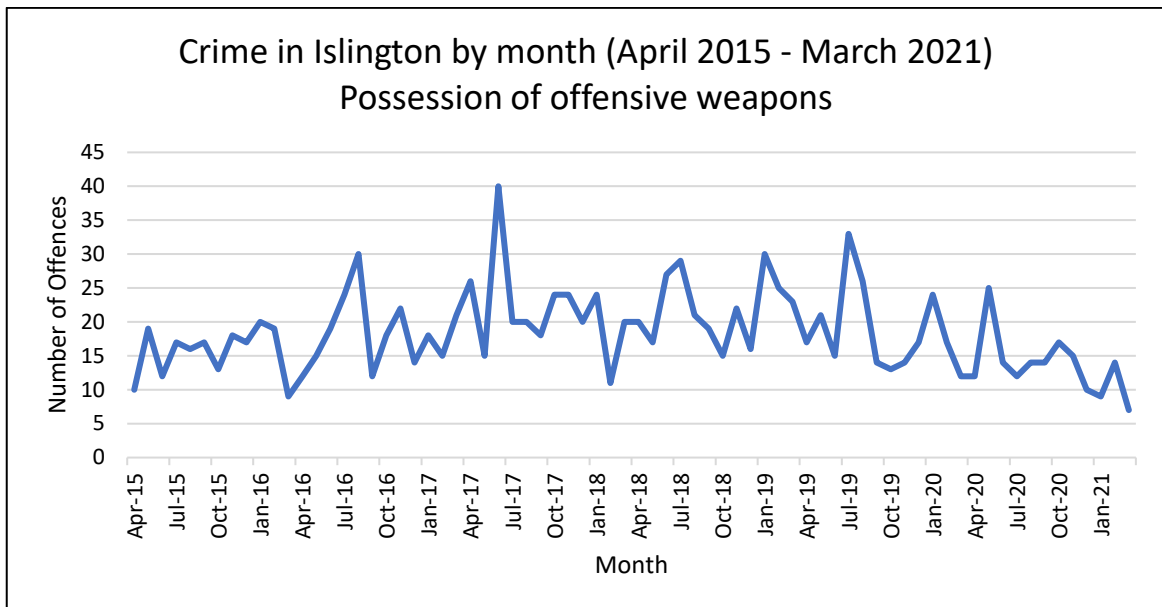
Figure 41. Islington long term possession of offensive weapons trend.

G15. Crime statistics have reduced nationally due to the COVID-19 pandemic, with fewer residential burglaries due to people staying at home. In analysing crime data and the PRS, it is more indicative therefore to look back at the previous 12 months for a more representative position.

G16. Data was analysed for the two full calendar years of 2019 and 2020. The new ward of **Finsbury Park** recorded the highest volume of crime in the borough in 2020 (2,526 offences), whilst the new ward of **St. Mary's & St. James'** had the highest total across the two years. **Canonbury** was the only ward that recorded an increase in crime in 2020 compared to 2019, however, the ward still recorded the fifth lowest overall volume. Bunhill recorded the largest reduction in crime in 2020 compared to 2019 (-34%). Table 39 shows the total crime per new ward for 2019 and 2020 across the relevant categories for consideration for selective licensing. Those above average are highlighted in red.

Table 39. Crime cases in 2019 and 2020 per new ward.

Ward	Crime in 2019	Crime in 2020	Percentage Change	Crime cases 2019 & 2020
St Mary's & St James'	2,803	2,342	-16%	5,145
Finsbury Park	2,551	2,526	-1%	5,077
Bunhill	2,697	1,782	-34%	4,479
Clerkenwell	2,413	1,808	-25%	4,221
Laycock	2,155	1,997	-7%	4,152
Caledonian	2,232	1,588	-29%	3,820
Junction	1,895	1,730	-9%	3,625
St Peter's & Canalside	1,851	1,392	-25%	3,243
Mildmay	1,666	1,576	-5%	3,242
Tollington	1,755	1,443	-18%	3,198
Barnsbury	1,785	1,311	-27%	3,096
Highbury	1,601	1,477	-8%	3,078
Hillrise	1,449	1,230	-15%	2,679
Tufnell Park	1,309	1,219	-7%	2,528
Canonbury	1,242	1,281	3%	2,523
Arsenal	1,241	1,103	-11%	2,344
Holloway	1,198	1,041	-13%	2,239
TOTAL	31,843	26,846	-16%	58,689

G17.   Table 40 shows the numbers of offences against each offence type and the three wards with the highest numbers of offences per category. Theft and handling had the most offences (23,780), followed by violence against the person (14,254) over the two years. **Finsbury Park** had the highest number of offences for drugs, robbery, and sexual offences. **St. Mary's & St. James'** was in the top three wards in all but two categories.

Table 40. Offence types and three wards with highest numbers of cases over 2019 & 2020.

Category	Number of offences	Highest ward	2nd highest ward	3rd highest ward
Burglary	4743	Clerkenwell	Highbury	Bunhill
Criminal damage	3013	Junction	Finsbury Park	St Mary's and St James'
Drugs	2905	Finsbury Park	Caledonian	St Mary's and St James'
Other accepted crime	5658	Hillrise	St Mary's and St James'	Finsbury Park
Other notifiable offences	877	Caledonian	Finsbury Park	St Mary's and St James'/Laycock
Robbery	2601	Finsbury Park	Junction	Bunhill
Sexual offences	858	Finsbury Park	St Mary's and St James'	Caledonian
Theft and handling	23780	Bunhill	St Mary's and St James'	Finsbury Park
Violence against the person	14254	Finsbury Park	St Mary's and St James'	Laycock

G18.   Police data is not available for crime in relation to specific addresses and so it is not possible to correlate crime data with PRS data.

G19.   Map 18 shows the distribution of volumes of crime by Lower Super Output Areas (LSOA) overlaid on the new ward boundaries from the 2019 data. The LSOAs with the highest numbers are shaded in the darkest red. It can be seen that every ward has areas where crime levels are high. Crime levels are highest in the south of the borough.
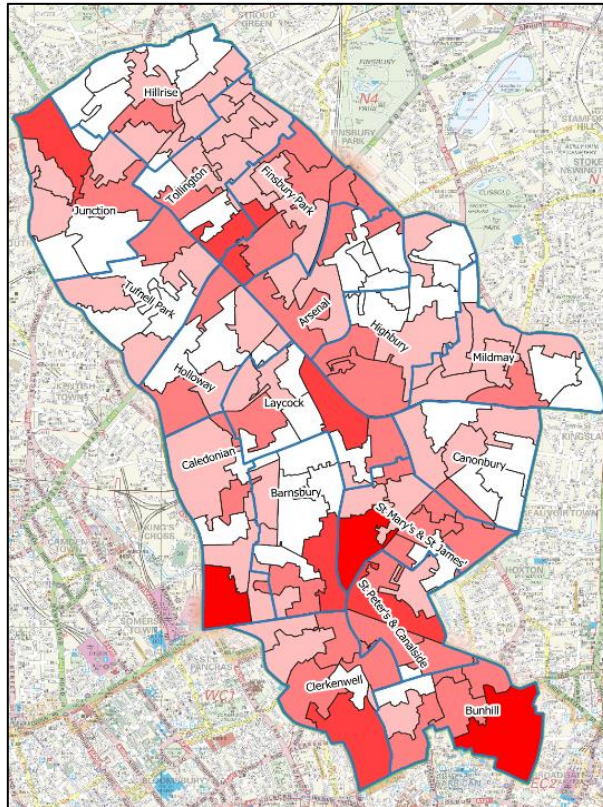
Map 18 Distribution of all crime (volume) across LSOAs in Islington.

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G20.   Map 19 shows the distribution of crime offences by grey dots and concentrations overlaid by the red heat shading. 2019 crime is on the left and 2020 on the right. There are high concentrations around areas such as Angel, Highbury Corner and Finsbury Park. Although numbers were higher in 2019, the distribution is very similar.
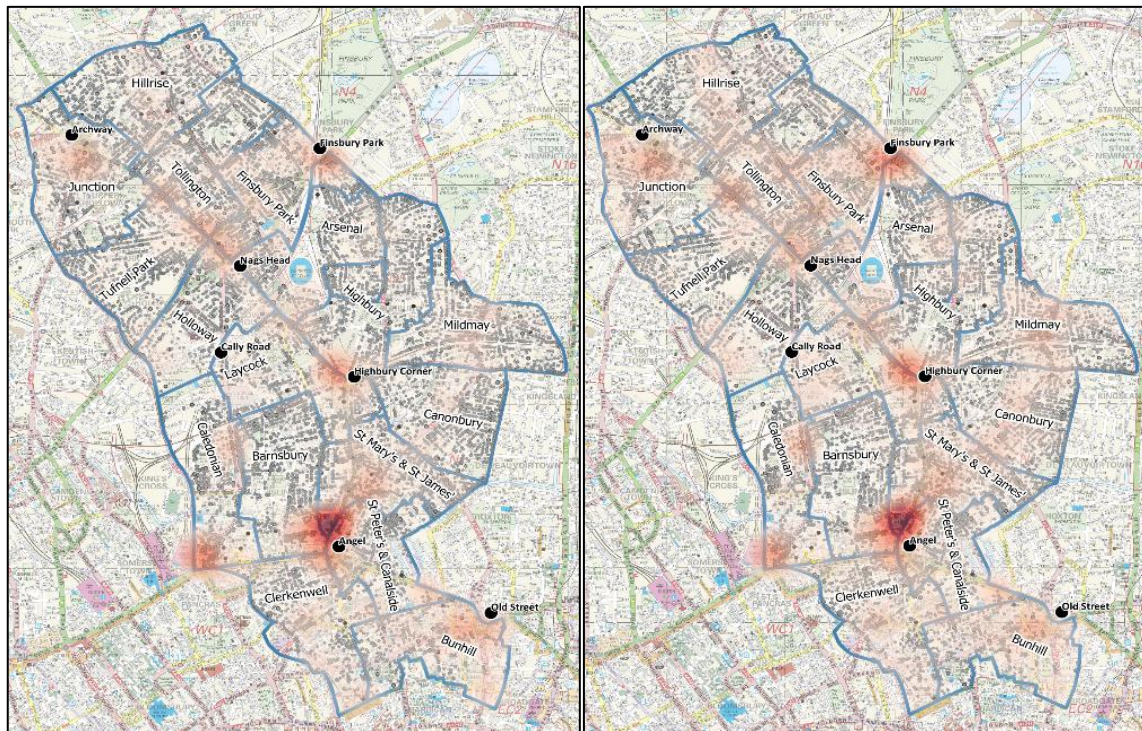
Map 19 Distribution of 2019 and 2020 crime offences.

Crime – Conclusions

G21. High levels of crime are not exclusive to any one part of the borough. Criminal offences are widespread, although they decreased in 2020, which is thought to be due to the COVID-19 lockdowns. Every ward has had over 2,200 offences in the two years 2019 and 2020, with **St. Mary's & St. James'** and **Finsbury Park** having double this amount.

G22. As the data for 2019 to 2020 is not representative due to COVID-19, it is more relevant to consider the data from 2018 to 2019. There was an increase in Islington for overall crime less than the London average, but a much higher increase in burglary compared to the London average. There is no doubt that the area suffers from high levels of crime and that the criminal activity will affect those living in the PRS. Islington displayed a noticeable increase in crime over a brief period (between 2018 and 2019). The crime rate in the wards of **St. Mary's & St. James, Finsbury Park, Bunhill, Clerkenwell, Laycock, Caledonian** and **Junction** is significantly higher than in other parts of the local authority area.

G23. As Section 8.5 – PART E explains, wards to the north and west of the borough have been found to have evidence of poor property conditions in the PRS. The evidence for crime in part correlates with this, although other wards, such as St. Mary's & St. James', Bunhill and Clerkenwell appear to have high levels of crime, but do not suffer as high levels of poor property conditions in the PRS.

Crime is therefore a supporting factor in designating the proposed wards but is not the principal reason.

8.8   PART H: Deprivation

H1.   To show that deprivation is a relevant criterion for a selective licensing designation, it must be demonstrated that the area is suffering from a high level of deprivation, which affects a significant number of private renters and that making a designation will, when combined with other measures taken in the area by the local housing authority, or by other persons together with the local housing authority, contribute to a reduction in the level of deprivation in the area[61].

H2.   These are the relevant indicators of deprivation:

- the employment status of adults
- the average income of households
- the health of households
- the availability and ease of access to education, training and other services for households
- housing conditions
- the physical environment
- levels of crime.

H3.   The following data has been taken from the English Indices of Deprivation 2019 - Index of Multiple Deprivation (IMD).[62]

H4.   The Indices of Multiple Deprivation (IMD) 2019, ranked Islington as the 53rd most deprived local authority area in England (out of 317 local authorities), using the rank of average score method. This was down from being the 24th most deprived in the previous IMD in 2015. Islington is now the 6th most deprived local authority in London, down from 5th in 2015. Islington has the tenth highest level of income deprivation affecting children, and fourth highest in England for income deprivation affecting older people.

Index of Multiple Deprivation – Overall rank

H5.   The country is divided into 32,844 Lower Super Output Area (LSOAS) and there are 123 LSOAs in Islington. All LSOAs are given an overall rank based upon the level of deprivation across all the indices, where the area ranked 1 is deemed the most deprived in the country and the area ranked 32,844 is the least deprived.

H6.   The most deprived LSOA is Islington is in Junction ward and the least deprived LSOA is Islington Holloway ward

H7.   Table 41 lists the existing wards in order of 2019 IMD ranking, with the most deprived at the top. Wards with a higher ranking compared to 2015 are highlighted red and those with a lower ranking are highlighted green.

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[61] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 - Article 6
[62]
https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019

Table 41. Rank and average deprivation score using the 2019 IMD,

Rank in 2019	Existing ward	Average 2019 IMD score
1	Finsbury Park	34.4
2	Junction	30.9
3	Tollington	30.8
4	Caledonian	30.2
5	Hillrise	30.2
6	Holloway	29.2
7	Mildmay	29.0
8	St George's	28.4
9	Canonbury	28.3
10	St Peter's	27.3
11	Clerkenwell	25.9
12	St Mary's	25.6
13	Barnsbury	24.0
14	Highbury West	24.0
15	Bunhill	23.7
16	Highbury East	20.8

H8.   Map 20. Map of Islington LSOAs, by national deprivation quintiles, 2019 IMD. shows the 123 LSOAs shaded according to the national deprivation quintiles, where the darkest shaded LSOAs are the in the most deprived 20% nationally with an overlay showing the new ward boundaries.
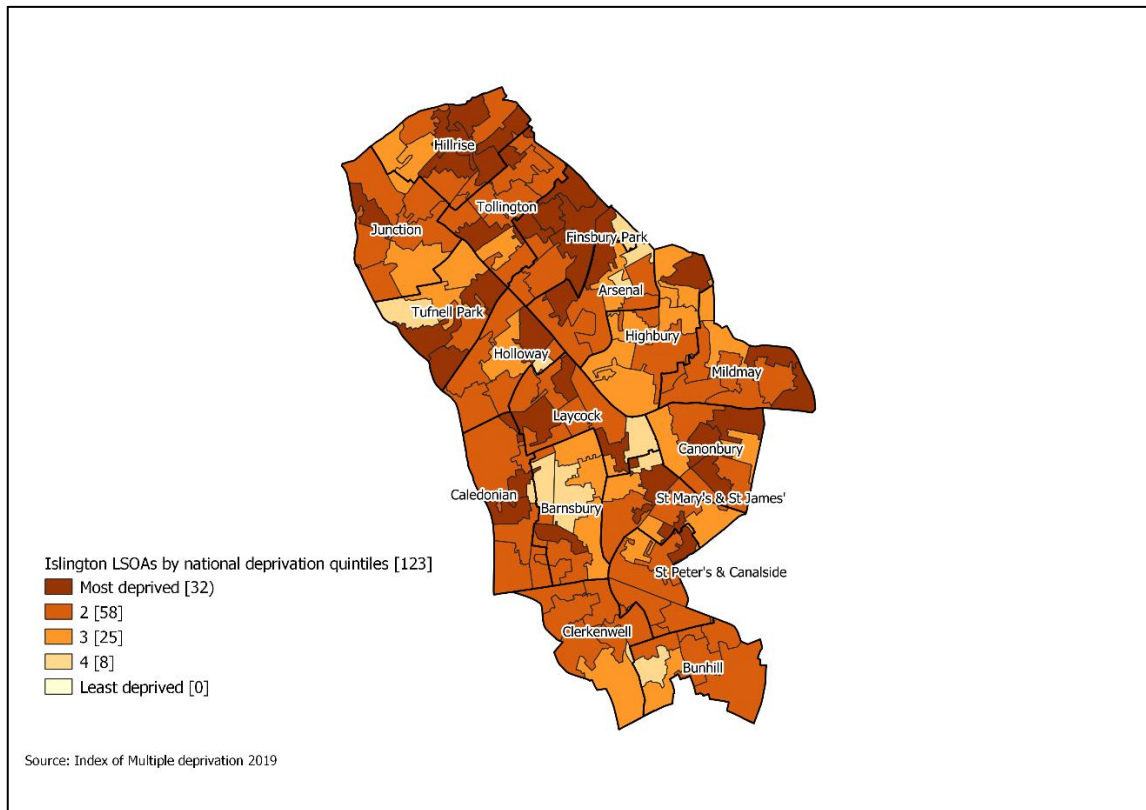
Map 20. Map of Islington LSOAs, by national deprivation quintiles, 2019 IMD.

H9.   Although LSOA boundaries are not matched to the new ward boundaries, however, it has been possible to translate the IMD 2019 quintiles to the new wards with reasonable accuracy. Figure 42 shows the total number of LSOAs in the 1st quintile, (ie 20% most deprived nationally) per new ward and the total number of LSOAs in each ward. 32 out of 123 LSOAs are in the 1st quintile nationally. **Finsbury Park** had the most, followed by **Hillrise**.
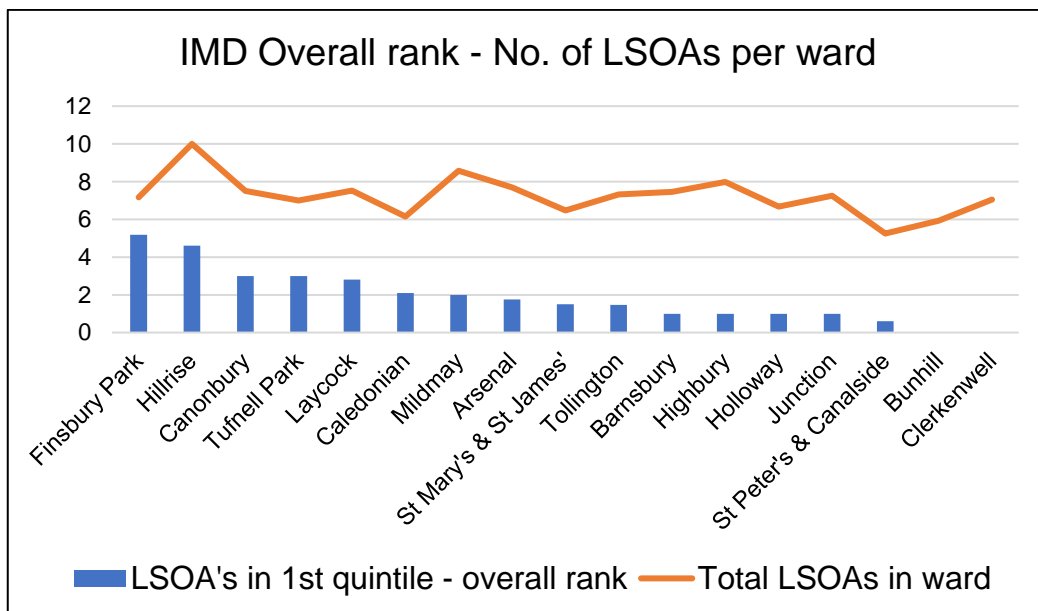
Figure 42. Number of LSOAs in top 20% most deprived areas nationally.

IMD – Employment rank

H10. This domain measures the proportion of the working age population in an area involuntarily excluded from the labour market.

H11. Figure 43 shows that **Hillrise, Finsbury Park** and **Tufnell Park** wards are the most deprived for this domain.
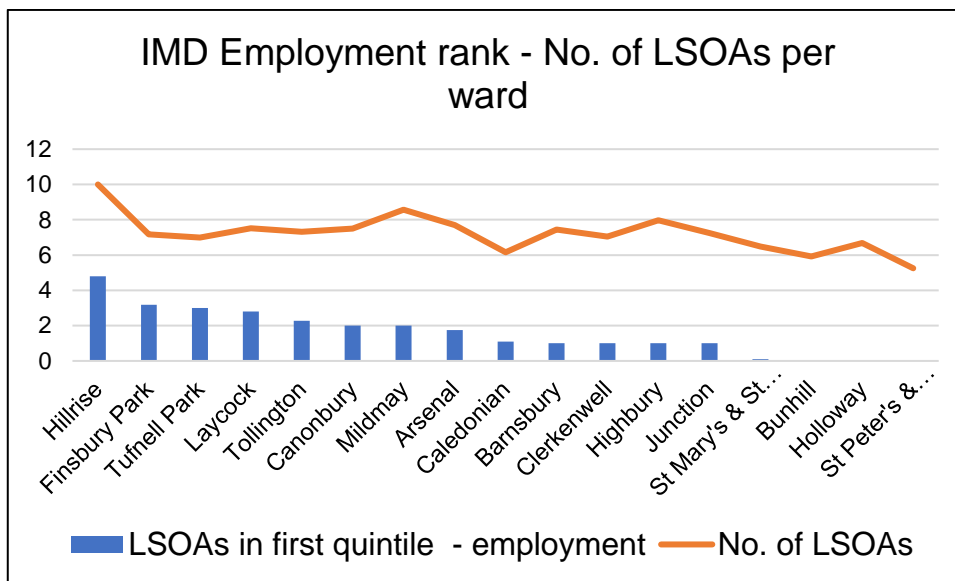
Figure 43. Number of LSOAs in top 20% most deprived for employment.

IMD – Income rank

H12. This domain measures the proportion of the population experiencing deprivation relating to low income.

H13. Figure 44 shows that **Hillrise** and **Finsbury Park** wards have most LSOAs in the top quintile.
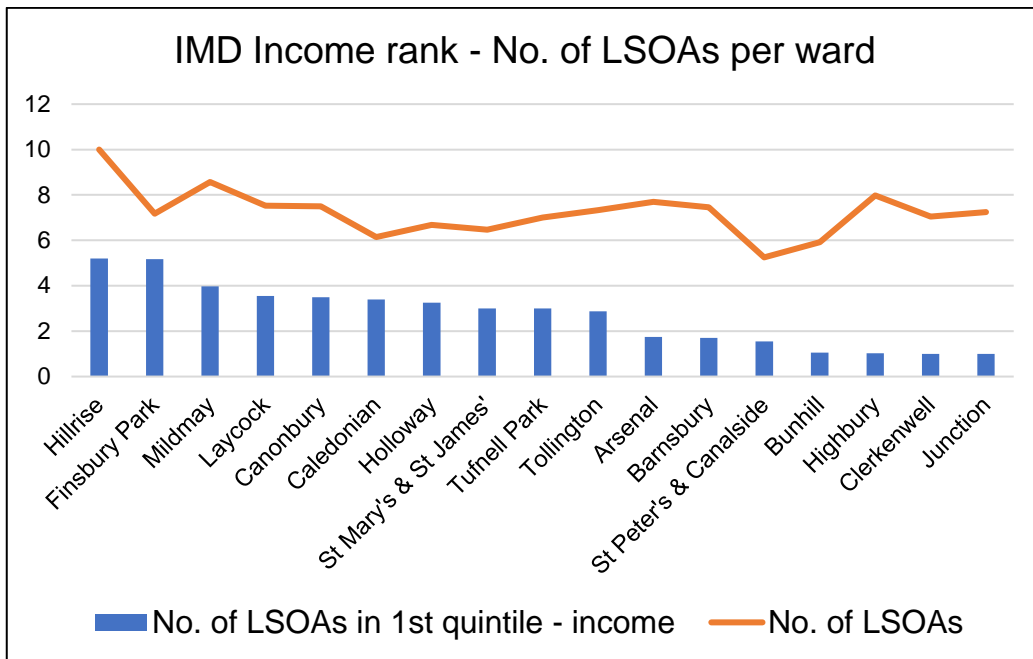
Figure 44. Number of LSOAs in top 20% most deprived for income.

IMD – Health and disability rank

H14. This domain measures the risk of premature death and the impairment of quality of life through poor physical or mental health.

H15. Figure 45 shows **Mildmay, Tufnell Park, Hillrise** and **Laycock** wards are the most deprived areas for health and disability.
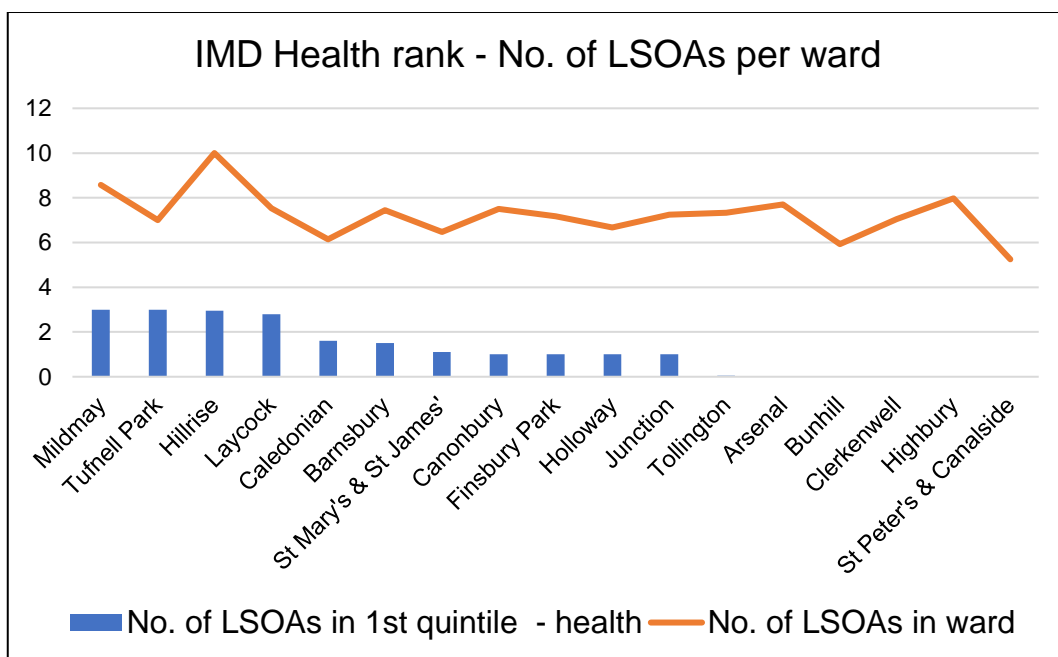
Figure 45. Number of LSOAs in top 20% most deprived for health.

IMD – Ease of access to education and training

H16. This domain measures the lack of attainment and skills in the local population.

H17. For the education and training index, one LSOA, located in the St. Mary's & St. James' and St. Peter's & Canalside wards. is in the 1st quartile (top 25%)

IMD – Barriers to housing and services

H18. This domain measures the physical and financial accessibility of housing and local services.

H19. There are 32 out of 123 LSOAs across the borough falling into the most 20% deprived band for this domain.Figure 46 shows the number of LSOAs in the 20% most deprived for barriers to housing per ward. **Holloway, Arsenal, Finsbury Park, Bunhill** and **Tufnell Park** have the most LSOAs in the 1st quintile.
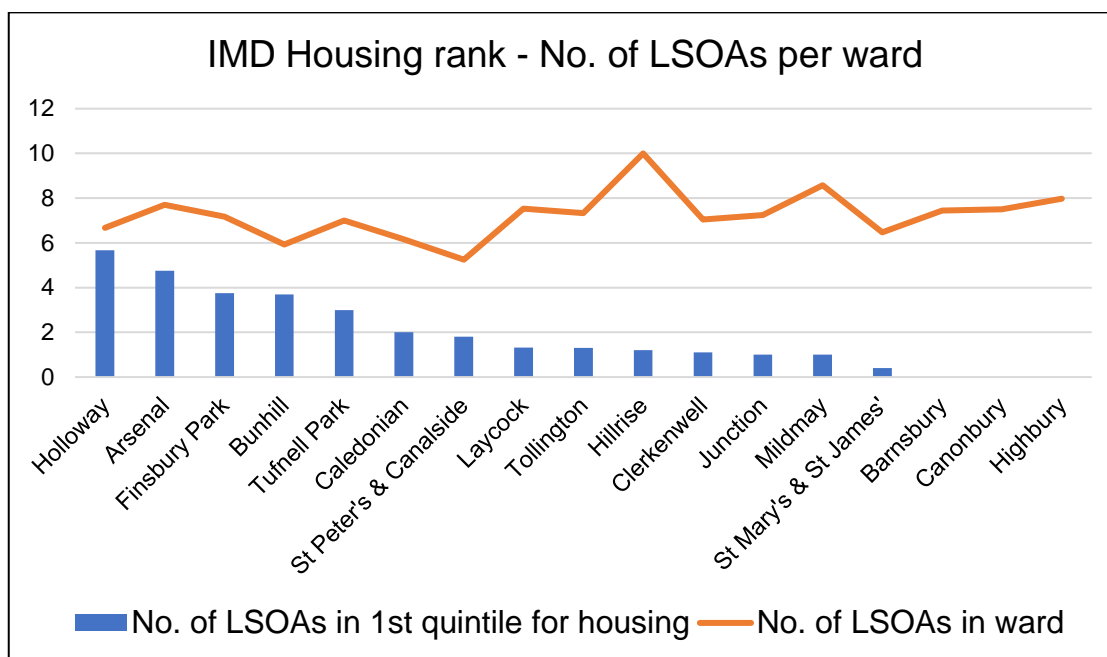
Figure 46. Number of LSOAs in top 20% most deprived for barriers to housing and services.

IMD – Living Environment

H20. This domain measures the quality of both the indoor and outdoor local environment.

H21. 60 out of 123 LSOAs in Islington are in the most deprived 20% nationally for this domain. Figure 47 shows all LSOA's in St. Peter's & Canalside ward fall within this band. An LSOA in Arsenal ward is the 79th most deprived nationally for this index. **Arsenal, Clerkenwell, St. Peter's & Canalside, Bunhill, St. Mary's & St. James'** and **Junction** wards are the most deprived for the living environment.
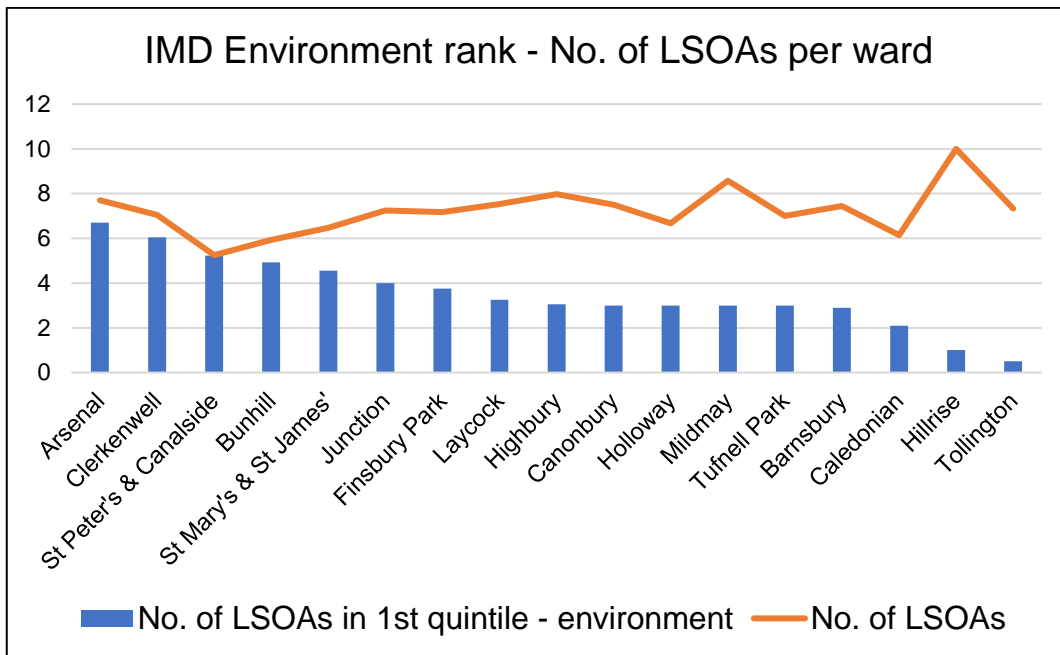
Figure 47. Number of LSOAs in top 20% most deprived for the living environment.

IMD – Crime

H22.   This domain measures the risk of personal and material victimisation at local level.

H23.   55 out of 123 LSOA's in Islington that fall within the 20% most deprived areas nationally for this domain. **Junction, Tollington, Finsbury Park, Canonbury, Laycock** and **Tufnell Park** wards are the most deprived for crime. One LSOA in Junction ward is the 176th most deprived for crime nationally.
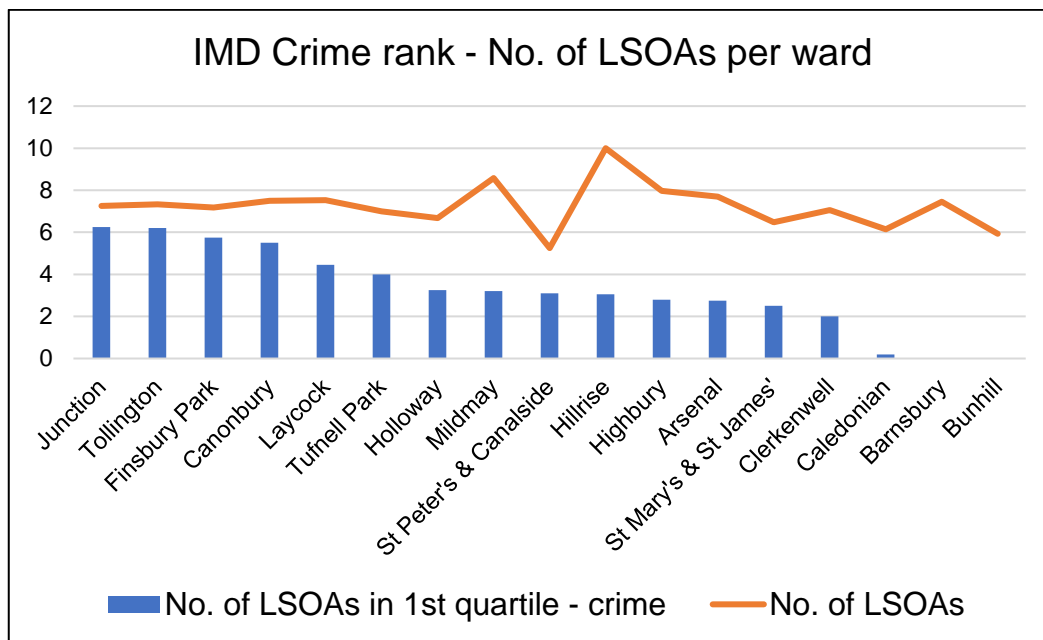
Figure 48. Number of LSOAs in top 20% most deprived for crime.Deprivation – Conclusions

H24.   There are areas of deprivation throughout Islington with a concentration of LSOA areas in the top 20% nationally located in the North and North East of the borough.

H25. Deprivation is a supporting factor in the proposal to include the new wards of Finsbury Park and Hillrise in the selective licensing designation.

8.9 PART I: Migration

I1.   To show that migration is a relevant criterion for the designation of a selective licensing scheme, it must be demonstrated that the area has recently experienced or is experiencing an influx of migration into it.[63]

I2.   Guidance suggests that migration refers to the movement of people from one area to another. It includes migration within a country and is not restricted to migration from overseas. Authorities should consider whether the area has experienced a significant increase in the size of the population over a brief period. In assessing this, the local housing authority should consider whether net migration into the designated area has increased the population of the area.

I3.   The guidance goes on to suggest a population increase of around 15% or more over a 12-month period would be indicative that the area has or is experiencing an elevated level of migration into it.

I4.   Table 42 shows the change in mid-year population estimates for each ward in 2018 and 2019.[64]. Although there has been a population increase it was below the 15% threshold.

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[63] The Selective Licensing of Houses (Additional Conditions)(England) Order 2015 - Article 5 (a)
[64]Office for National Statistics.
https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/lowersuperoutputareamidyearpopulationestimates

Table 42. Population increase 2018-2019 by ward.

Ward	2018 mid-year population estimate	2019 mid-year population estimate	% Increase
Holloway	19047	19787	3.9%
Bunhill	18992	19660	3.5%
St Peter's	13967	14298	2.4%
Finsbury Park	17813	18208	2.2%
St Mary's	13301	13553	1.9%
Caledonian	16148	16390	1.5%
Highbury West	18782	19041	1.4%
Highbury East	13471	13646	1.3%
Clerkenwell	13257	13386	1.0%
Canonbury	12969	13064	0.7%
Junction	13063	13150	0.7%
Barnsbury	13752	13836	0.6%
Mildmay	14449	14476	0.2%
St George's	12968	12980	0.1%
Tollington	14429	14422	-0.1%
Hillrise	12734	12570	-1.3%
TOTAL	239,142	242,467	1.4%

I5.   To aid understanding of population growth and migration the following data has been analyse over a   longer timeframe

- Population growth
- Internal migration
- International migration
  - New National Insurance Registrations (NINos) for overseas migrants.
  - New GP Registrations for overseas migrants

Population growth

I6.   The population of Islington increased by 30,000 (17%) between 2001 and 2011, to 206,100 residents.

I7.   The ONS 2018 estimate for the population of Islington in 2021 is 247,717. This is an increase of approximately 20.2% (41,617 people) since 2011.

I8.   ONS population growth estimates for the 10 years from 2018 to 2028 for England is 4.9%. 8.7% growth is projected for Islington in same period and 8.4% for London as a whole.

I9. Looking at the mid-year population estimates over a five-year period between 2014 and 2019[65] by ward, Table 43 shows that Bunhill ward had the highest percentage increase over 5 years of 19.7%, with six wards above the average population increase for Islington.

Table 43. Percentage change in population estimates 2014-2019.

Ward	Mid 2019	Mid 2014	Increase	% increase
Bunhill	19,660	16,431	3,229	19.7
Holloway	19,787	16,924	2,863	16.9
Finsbury Park	18,208	15,745	2,463	15.6
Highbury West	19,041	16,684	2,357	14.1
St Peter's	14,298	12,539	1,759	14.0
Barnsbury	13,836	12,480	1,356	10.9
St Mary's	13,553	12,538	1,015	8.1
Highbury East	13,646	12,643	1,003	7.9
Clerkenwell	13,386	12,445	941	7.6
Junction	13,150	12,433	717	5.8
Caledonian	16,390	15,551	839	5.4
Tollington	14,422	13,723	699	5.1
Mildmay	14,476	13,791	685	5.0
Hillrise	12,570	12,087	483	4.0
St George's	12,980	12,614	366	2.9
Canonbury	13,064	12,777	287	2.2
TOTAL	242,467	221,405	21,062	9.5

I10. Figure 49 shows the population growth trend based upon mid-year estimates for Islington from 1999 to 2019.
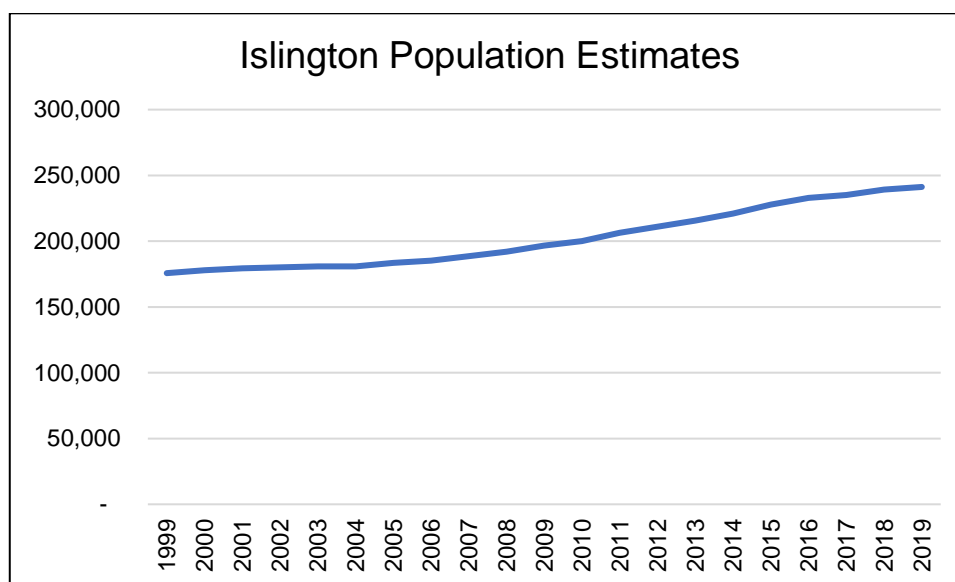
Figure 49. Population growth in Islington 1999-2019.

Internal migration

I11.   Figure 50 shows the internal migration between other parts of the UK and Islington between 2009 and 2019. Inflow and outflow both increased over the 10year period but outflow was greater than inflow which meant that there was net negative internal migration in Islington.
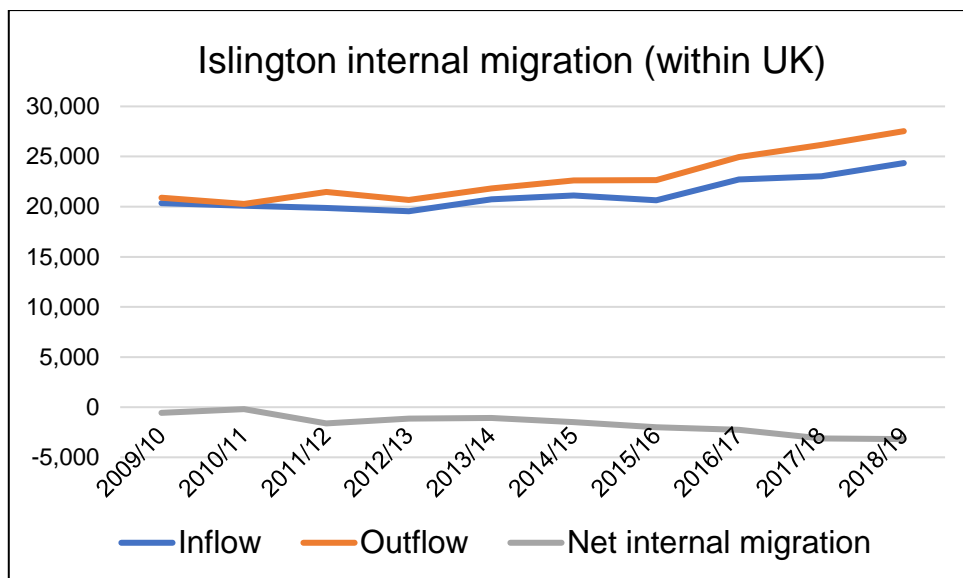
Figure 50. Internal migration (within UK) to Islington 2009-2019.

Overseas migration

I12.   In 2020, 35% of Islington residents were born outside of the United Kingdom compared to 35% in London as a whole and 14.8% in England[66]. According to the ONS, in 2019, Islington had the 5th highest net international migration of people in London and is more than twice the average for London.[67]

I13.   Figure 51 shows the Islington population estimates for non-UK born people from 2010 to 2019, showing a steady increase from below 60,000 to over 80,000. Although there was a dip in 2017 to 2018, numbers have increased sharply in 2019 showing there is significant international migration into Islington.[68]

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[66] ONS. Population of the UK by country of birth and nationality
https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/internationalmigration/datasets/populationoftheunitedkingdombycountryofbirthandnationality
[67] https://data.london.gov.uk/dataset/migration-indicators
[68]ONS.https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/migrationwithintheuk/datasets/localareamigrationindicatorsunitedkingdom

Figure 51. Non-UK born population estimates for Islington 2010-2019.

I14.   Figure 52 shows the inflows and outflows and net international migration for Islington over the period 2010-2019.
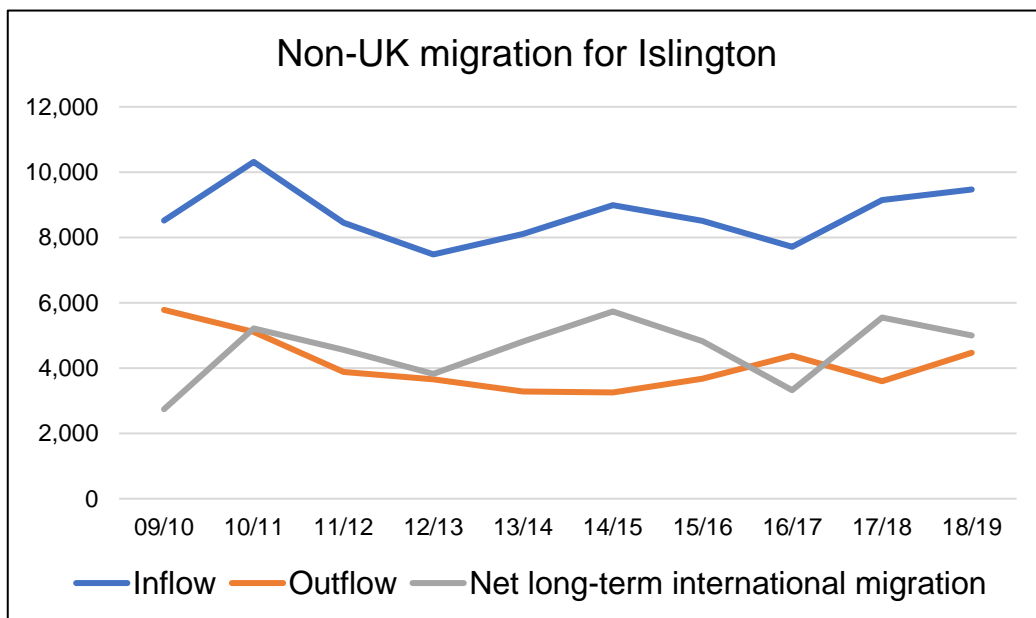
Figure 52. Non-UK international migration for Islington 2010-2019.

New National Insurance Registrations (NINos)

I15.   A recognised indicator of migration is the increase in NINos for overseas migrants.

I16.   Figure 53 shows the NINos registrations in Islington between 2010 and 2019.
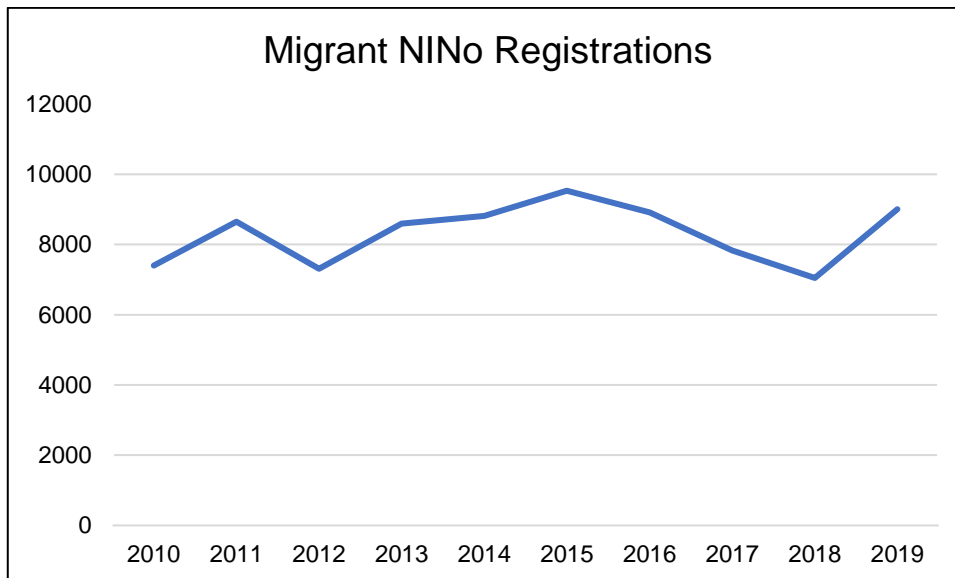
Figure 53. Migrant NINo registrations 2010-2019.

New GP registrations

I17.   Figure 54 the new migrant GP registrations over the same period. This shows a different picture to NINos, in that there has been a steady increase over the same period, with the total in 2019 the highest ever in Islington at 9,739[69], the 13th highest in London and in increase of 5.6% from 2018 and almost 70% over the 10-year period.
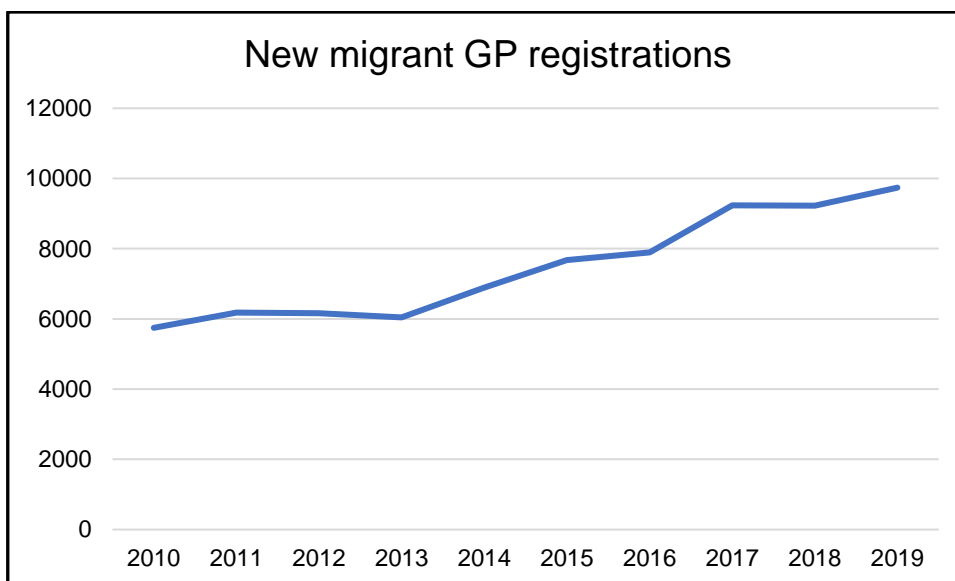
Figure 54. New migrant GP registrations for Islington 2010-2019.

Migration – Conclusions

I18.   In summary, the existing **Holloway** and **Bunhill** wards show the highest level of population increase. The lack of ward level data does not allow for a more detailed analysis of correlation with other data on the PRS at ward level.

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[69] https://data.london.gov.uk/dataset/migration-indicators?resource=e138b1ab-f276-422d-8695-03f3e2500790

I19.   Migration is not a criterion that has been selected to support the proposal to introduce selective licensing in the new wards of Finsbury Park, Hillrise and Tollington.

8.10 PART J: Low Housing Demand

J1.   To show that low housing demand is a relevant criterion for the designation of a selective licensing scheme, it must be demonstrated that the area is, or is likely to become, an area of low housing demand.[70]

J2.   When deciding if an area is suffering from, or likely to become, an area of low housing demand, it is recommended that local housing authorities consider the following factors[71]:

- the value of residential premises in the area, in comparison to the value of similar premises in other areas which the authority considers to be comparable (whether in terms of type of housing, local amenities, availability of transport);
- the turnover of occupiers of residential premises (in both rented and owner-occupied properties);
- the number of residential premises which are available to buy or rent, and the length of time for which they remain unoccupied;
- the general appearance of the locality and the number of boarded up shops and properties.

J3.   There is no evidence that the circumstances suggested in the guidance are an issue in London and so do not apply in Islington. Therefore, this criterion will not be considered further.

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[70] Housing Act 2004 Section 80(3)
[71] Department for Communities and Local Government. Selective licensing in the private rented sector A Guide for local authorities https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/418551/150327_Guidance_on_selective_licensing_applications_FINAL_updated_isbn.pdf

8.11 PART K: Council or Secretary of State Approval

K1.   Islington Council has general approval to introduce a selective licensing scheme that covers less than 20% of properties in the private sector or less than 20% of the geographical area of the borough. Any scheme that exceeds these limits will require approval from the Secretary of State for Levelling Up, Housing & Communities.[72]

K2.   Table 44 shows the numbers and percentage of the total PRS per new ward based upon the 2021 PRS analysis. The proposed wards that will be covered by the selective licensing designation are in red and in total they cover 18.26% of the PRS properties in the borough.

Table 44. Number and percentage of PRS per new ward.

New ward	Estimated number of PRS properties	PRS % of borough total
Caledonian	2669	7.5%
Bunhill	2523	7.1%
Finsbury Park (1)	2489	7.0%
Arsenal	2440	6.9%
Tollington (1)	2404	6.7%
Clerkenwell	2259	6.3%
Mildmay	2135	6.0%
Highbury	2061	5.8%
St Mary's & St James'	2057	5.8%
St Peter's & Canalside	2032	5.7%
Barnsbury	2010	5.6%
Holloway	2006	5.6%
Junction	1844	5.2%
Tufnell Park	1814	5.1%
Canonbury	1695	4.8%
Hillrise (1)	1617	4.5%
Laycock	1587	4.5%
TOTAL	**35,642**	**100.00%**

K3.   Table 45 shows the area of the new wards in square kilometres. The proposed wards that will be covered by the selective licensing designation are in red and in total they cover 18% of the geographical area of the borough.

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[72] The Housing Act 2004: Licensing of Houses in Multiple Occupation and Selective Licensing of Other Residential Accommodation (England) General Approval 2015

Table 45. Area of new wards.

Ward	Area in square km	Percentage of the borough
Highbury	1.08	7.3%
Junction	1.06	7.1%
Hillrise (1)	1.01	6.8%
Clerkenwell	0.93	6.3%
Mildmay	0.90	6.1%
Barnsbury	0.90	6.1%
Caledonian	0.88	5.9%
Canonbury	0.86	5.8%
Laycock	0.86	5.8%
Tufnell Park	0.84	5.7%
Bunhill	0.84	5.7%
Finsbury Park (1)	0.84	5.7%
Tollington (1)	0.82	5.5%
Arsenal	0.81	5.5%
Holloway	0.78	5.3%
St Mary's & St James'	0.75	5.1%
St Peter's & Canalside	0.65	4.4%
TOTAL	**14.81**	

K4.   The estimated total number of PRS properties in Islington is 35,645. The estimated number of PRS properties in the new wards of Finsbury Park, Tollington and Hillrise is 6510.   The total percentage of the borough PRS in these three wards for the proposed designation is **18.26%.**

Table 46. Percentage of PRS in proposed designation.

New ward	Estimated number of PRS properties	% of total PRS
Finsbury Park	2489	7.0%
Hillrise	1617	4.5%
Tollington	2404	6.7%
Combined	**6510**	**18.3%**

K5.   Table 47 shows the geographical area of the new wards for the designation is **18.00%** of the total borough and so the proposed three new wards are not greater than 20% of the borough total.

Table 47. Area of proposed designation.

New ward	Area in square km	Percentage of the borough
Finsbury Park	0.84	5.67%
Hillrise	1.01	6.82%
Tollington	0.82	5.51%
TOTAL AREA	2.66	18.00%

K6. The proposed designation therefore contains less than 20% of the borough's total PRS and is less than 20% of the total geographical area of the borough.

Percentage of the PRS – Conclusions

K7. The proposed selective licensing designation for the new wards of Finsbury Park, Tollington and Hillrise under the poor property conditions criterion are below the 20% threshold which means that Secretary of State approval will not be required.

8.11 Part L: Aggregate analysis

L1.   Poor property conditions provided the clearest evidence to support selective licensing with deprivation, ASB and crime providing supporting evidence in several wards.

L2.   Having gathered the property data and assessed its relevance to the criteria for selective licensing, a methodology was devised to draw together all the relevant property condition data contained in Section 8

L3.   There was a total of 41 data sets relating to poor property conditions:

- 27 were numerical data sets;
- 14 were data sets expressed as a percentage of the PRS.

L4.   The numerical data sets are listed in Table 48 below.

Table 48. Numerical data sets for poor property conditions

Number	Numerical category
1	Total number of all property condition complaints
2	Number of unique addresses with property condition complaints
3	Total number of property condition complaints resulting in formal or informal action
4	Percentage of total property condition complaints requiring formal or informal action
5	Total number of property condition complaints requiring formal action
6	Percentage of total property condition complaints requiring formal action
7	Total number of all nuisance complaints
8	Number of unique addresses with nuisance complaints
9	Total number of nuisance complaints resulting in formal or informal action
10	Percentage of total nuisance complaints requiring formal or informal action
11	Total number of nuisance complaints requiring formal action
12	Percentage of total nuisance complaints requiring formal action
13	Total number of category 1 and category 2 hazards
14	Number of unique addresses with category 1 or category 2 hazards
15	Total number of category 1 hazards
16	Number of unique addresses with category 1 hazards
17	Total number of high category 2 hazards (bands D & E)
18	Number of unique addresses with high category 2 hazards
19	Average number of category 1 and category 2 hazards per address
20	Total number of interventions
21	Number of unique addresses with an intervention
22	Percentage of hazards with an intervention
23	Total number of notices served
24	Number of unique addresses with notices served
25	Total number of Housing Act notices served
26	Number of unique addresses with Housing Act notices served
27	Total number of notices served under the Environmental Protection Act and other legislation

L5.   Each data set was scored for each ward using an index, where 1 equalled the borough average for that criterion. A ward which was average across all data sets would achieve a score of 27. Table 58 below shows the results with eight wards being above average.

Table 49. Combined index score for poor property numerical data sets.

Ward	Total of all numerical indices
Finsbury Park	57
Tollington	42
Caledonian	41
Junction	40
Hillrise	31
Laycock	29
Arsenal	29
Tufnell Park	27
Holloway	26
Barnsbury	21
Mildmay	20
St Mary's & St James'	18
Highbury	18
Canonbury	17
St Peter's & Canalside	16
Bunhill	16
Clerkenwell	14

L6.   Fourteen data sets were analysed and expressed as a percentage of the PRS in the ward. These are listed in table 59 below.

Table 50. Data sets expressed as a percentage of the PRS

Number	Category
1	Total number of property condition complaints as a % of the PRS in the ward
2	Number of unique addresses with property condition complaints as a % of the PRS
3	Number of property condition complaints with action required as a % of the PRS
4	Number of property condition complaints with formal action as a % of the PRS
5	Total number of nuisance complaints as a % of the PRS in the ward
6	Number of unique addresses with nuisance complaints as a % of the PRS
7	Number of nuisance complaints with action required as a % of the PRS
8	Number of nuisance complaints with formal action as a % of the PRS
9	Number of unique addresses with category 1 and category 2 hazards as a % of the PRS
10	Number of category 1 hazards as a % of the PRS
11	Number of high category 2 hazards as a % of the PRS
12	Number of unique addresses with an intervention as a % of the PRS
13	Number of unique addresses with notices served as % of the PRS
14	Number of unique addresses with Housing Act notices served as a % of the PRS

L7.   Each data set was scored for each ward using an index, where 1 equalled the borough average for that criterion. A ward which was average across all data sets would achieve a score of 14. Table 60 below shows the results with eight wards being above average.

Table 51. Combined index score for poor property data expressed as a percentage of the PRS

Ward	Total of all % of PRS Indices
Finsbury Park	27
Junction	25
Hillrise	21
Laycock	20
Tollington	19
Caledonian	18
Tufnell Park	15
Holloway	14
Arsenal	12
Barnsbury	11
Mildmay	10
Canonbury	10
Highbury	9
St Mary's & St James'	9
St Peter's & Canalside	8
Bunhill	6
Clerkenwell	6

L8.   Having analysed the data for each ward both numerically and as a percentage of the PRS for that ward, seven wards were consistently ranked above average with Arsenal and Holloway below average in one of the two rankings.

L9.   The final analysis was to combine the index score for both numerical data and percentage data for each ward. With 41 data sets, an average ward would have total index score of 41. Table 61 below shows the results with nine wards being above average.

Table 52. Total index score for both numerical data and data expressed as a percentage of the PRS.

Ward	Total Index
Finsbury Park	84
Junction	65
Tollington	62
Caledonian	59
Hillrise	52
Laycock	50
Tufnell Park	43
Arsenal	42
Holloway	41
Barnsbury	33
Mildmay	31
Highbury	28
St Mary's & St James'	28
Canonbury	27
St Peter's & Canalside	24
Bunhill	22
Clerkenwell	20

9   Links to other strategies

A Fairer Islington: Our Commitment 2018-22

9.1   Islington wants to ensure that all privately rented properties in the borough offer residents a choice of safe, quality and well managed accommodation. Our corporate vision was set out in the A Fairer Islington Our Commitment 2018-22.

"We have a clear vision to make Islington fairer and create a place where everyone, whatever their background, has the same opportunity to reach their potential and enjoy a good quality of life."

Our priorities within the plan that are applicable to private sector housing include the following:

Delivering decent and genuinely affordable homes for all
* Increase the supply and choice of genuinely affordable homes
    o Make it easier for families to find a property that meets their needs, helping people to down-size when they no longer need a large property and supporting those in overcrowded conditions to move to a more suitable home
* Prevent homelessness and support rough sleepers
* Improve housing conditions for private tenants
    o Introduce a new landlord licensing scheme in Finsbury Park and Seven Sisters Road and investigate the feasibility of a borough wide landlord licensing scheme
    o Take action against rogue landlords and letting agents who treat tenants unfairly, and offer advice to private tenants

Creating a safe and cohesive borough for all
* Make sure fewer young people are victims or perpetrators of crime
* Reduce levels of crime and anti-social behaviour
    o Reduce the level of crime and ASB in partnership with the police and the local community
    o Maintain our anti-social behaviour hotline, working with the police and using tenant action to address local issues
* Keep consumers informed and safe
    o Use our licensing powers to take action against businesses who fail to follow the rules

Making Islington the best place for all young people to grow up
* Always keep children and young people safe and secure and reduce the number of children growing up in poverty
* Making Islington a welcoming and attractive borough and creating a healthy environment for all
* Keep the streets clean and promote recycling
* Ensuring our residents can lead healthy and independent lives
* Safeguard and protect older and vulnerable residents
* Help residents to live independently

Islington Strategic Plan 2021

9.2   The Islington Strategic Plan 2021[1] sets out a number of ambitions, one of which is:

"With a growing population and the price of housing continuing to far outweigh wages in London, ensuring access to good quality housing that is safe and genuinely affordable for everyone in Islington is an essential priority for us in creating a fairer future for our borough."

One of the core components of this ambition is to stand up for private renters:

"We want to see a private sector that ensures safe and dignified living conditions for all by operating good standards of management and providing good quality, affordable accommodation. We will monitor standards and take action against rogue landlords and letting agents and any poorly performing housing associations and where appropriate, will work with the police to address criminal behaviour by landlords to stamp out exploitative behaviour, inequalities and protect the rights of our residents."

Homelessness and Rough Sleeping Strategy

9.3   The Council also has a stand-alone strategy for homelessness[73]. Chapter 8 addresses the private rented sector and states:

The private rented sector (PRS) can be seen as both a source of homelessness, but also as a potential resolution. This can be evidenced consistently as one in four homelessness acceptances in Islington are of households that have become homeless because of the loss of private rented sector accommodation.

Private landlords are also increasingly less inclined to lease properties to councils or let to tenants at LHA rates as they have access to alternative tenants willing to pay higher rents.[74]

However, as there are insufficient numbers of homes becoming available for social rent, the PRS must be utilised, both as temporary and settled accommodation. To that end we work with landlords to:

- improve their professionalism through advice, assistance and education, through the London Landlord Accreditation Scheme;
- find suitable and affordable accommodation, rather than bed and breakfast accommodation, through lease agreements with private landlords;
- invest in energy efficiency and renewable technologies, to support vulnerable households facing fuel poverty in conjunction with the council's SHINE network.

The joint work with landlords noted above runs alongside activities conducted by the council's Residential Environmental Health team to raise standards of accommodation through licensing and other enforcement methods.

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[73] https://www.islington.gov.uk/-/media/sharepoint-lists/public-records/housing/businessplanning/strategies/20202021/20201214homelessnessandroughsleepingstrategy201923.pdf
[74]DCLG, Homelessness Roundtable, 4 December 2012

The Safer Islington Partnership (SIP)

9.4   The partnership co-ordinates work on crime reduction and community safety in Islington. The council is a lead authority in this partnership along with the Police, London Fire Brigade, health sector, probation services and representatives from voluntary, community, faith, and business sectors.

The current priorities for the Partnership are:

- youth crime
- hate crime
- anti-social behaviour
- violence against women and girls.

9.5   Every year the partnership carries out a strategic assessment of crime in the borough, this is then used to determine local priorities

Appendix 1 – List of streets included in the proposed selective licensing scheme.

This is a list of streets that would be included in the proposed licensing scheme but as some streets extend into other wards or neighbouring borough not all properties in these streets will be covered by the proposals.

Should the council decide to implement the scheme more detailed information on property addresses in scope will be provided.

FINSBURY PARK
ALLERTON WALK
AMBLER ROAD
ANDOVER ROAD
ANNETTE ROAD
ARTHUR ROAD
ATHELSTANE MEWS
AXMINSTER ROAD
BERKELEY WALK
BERRIMAN ROAD
BESANT WALK
BIGGERSTAFF STREET
BIRNAM ROAD
BLACKSTOCK MEWS
BLACKSTOCK ROAD
BOLTON WALK
BOWMAN'S MEWS
BRISET WAY
CAREW CLOSE
CARVILLE STREET
CHAPMAN PLACE
CHARTERIS ROAD
CITY NORTH PLACE
CLIFTON TERRACE
COLERIDGE ROAD
CORKER WALK
DURHAM ROAD
EBURNE ROAD
FALCONER WALK
FONTHILL MEWS
FONTHILL ROAD
GOODWIN STREET
HANMER WALK
HATLEY ROAD
HEATHER CLOSE

HERCULES PLACE
HERTSLET ROAD
HOLLOWAY ROAD
HORNSEY ROAD
ISLEDON ROAD
KINLOCH STREET
LAZAR WALK
LENNOX ROAD
MAYTON STREET
MEDINA GROVE
MEDINA ROAD
MINGARD WALK
MORAY MEWS
MORAY ROAD
MORRIS PLACE
NEWINGTON BARROW WAY
PAKEMAN STREET
PARKSIDE CRESCENT
PLAYFORD ROAD
PLIMSOLL ROAD
POOLES PARK
PRAH ROAD
RAY WALK
RIXON STREET
ROCK STREET
RODEN STREET
ROMILLY ROAD
ROTH WALK
SALTERTON ROAD
SELDEN WALK
SEVEN SISTERS ROAD
SIDINGS MEWS
SIX ACRES ESTATE
SONDERBURG ROAD
ST THOMAS'S ROAD
STACEY STREET
STATION PLACE
STEVE BIKO ROAD
STROUD GREEN ROAD
THANE VILLAS
THANE WORKS
THISTLEWOOD CLOSE
TILTMAN PLACE
TODDS WALK

TOLLINGTON PARK
TOLLINGTON PLACE
TOLLINGTON ROAD
TOMLINS WALK
TRAVERS ROAD
VAL MCKENZIE AVENUE
VIVIAN COMMA CLOSE
WELLS TERRACE
WESLEY CLOSE
WHADCOAT STREET
WOODBRIDGE CLOSE
WOODFALL ROAD
WYCOMBE MEWS
YONGE PARK

HILLRISE
AMY GRIFFITHS COURT
ARCHWAY ROAD
ASHBROOK ROAD
ASHLEY ROAD
ASHMOUNT ROAD
BARBARA RUDOLF COURT
BARNFIELD CLOSE
BEACHCROFT WAY
BEAUMONT RISE
BLYTHWOOD ROAD
BUXTON ROAD
BYWORTH WALK
CALVERLEY GROVE
CARDINALS WAY
CHARLES STREET
CHEVERTON ROAD
COACH YARD MEWS
CORNWALLIS ROAD
COURTAULD ROAD
CRESSIDA ROAD
CROMARTIE ROAD
CROUCH HILL
DAISY DOBBINGS WALK
DICKENSON ROAD
DRESDEN ROAD
DUNCOMBE ROAD
EDITH CAVELL CLOSE

EDITH TURBEVILLE COURT
ELLA ROAD
EMILY HEARTWELL COURT
FAIRBRIDGE ROAD
FITZWARREN GARDENS
FLORENCE CANTWELL WALK
GLADSMUIR ROAD
GRENVILLE MEWS
GRENVILLE ROAD
GRESLEY ROAD
HANLEY ROAD
HANNAY LANE
HARBERTON ROAD
HATCHARD ROAD
HAZELLVILLE ROAD
HEATHVILLE ROAD
HENFIELD CLOSE
HETTY REES COURT
HIGHCROFT ROAD
HIGHLANDS CLOSE
HILLRISE ROAD
HOLLAND WALK
HOLLOWAY ROAD
HOLLY PARK
HORNSEY LANE
HORNSEY RISE
HORNSEY RISE GARDENS
HORNSEY ROAD
JESSIE BLYTHE LANE
JUTLAND CLOSE
LAMBTON MEWS
LAMBTON ROAD
LOTUS MEWS
LOUISE AUMONIER WALK
LYSANDER GROVE
LYSANDER MEWS
MARIE LLOYD GARDENS
MARIE STOPES COURT
MARLBOROUGH ROAD
MARY KINGSLEY COURT
MIRANDA ROAD
MIRIAM PRICE COURT
MOUNT VIEW ROAD
MOWATT CLOSE

MULKERN ROAD
NEW ORLEANS WALK
NICHOLAY ROAD
NUGENT ROAD
NYTON CLOSE
ORMOND ROAD
PAROLLES ROAD
PARTINGTON CLOSE
PILGRIMS WAY
PORTER SQUARE
PROSPERO ROAD
SANDERS WAY
SCHOLEFIELD ROAD
SHAFTESBURY ROAD
SPEARS ROAD
ST JOHN'S WAY
SUNNYSIDE ROAD
SUSSEX WAY
TRAYS HILL CLOSE
TRINDER GARDENS
TRINDER ROAD
TURPIN WAY
VICARAGE PATH
WARLTERSVILLE ROAD
WESTACOTT CLOSE
WHITEHALL PARK
ZOFFANY STREET

TOLLINGTON
ALEXANDER ROAD
ALMINGTON STREET
AXMINSTER ROAD
BAVARIA ROAD
BIRNAM ROAD
BLENHEIM COURT
BOWMAN'S MEWS
BOWMAN'S PLACE
BRACEY MEWS
BRACEY STREET
BRYETT ROAD
CHAPEL WAY
CHRISTIE COURT
CORBYN STREET

CORNWALLIS ROAD
CORNWALLIS SQUARE
CROUCH HILL
DAVENANT ROAD
DULAS STREET
EBURNE ROAD
EMPIRE SQUARE
EVERLEIGH STREET
EVERSHOT ROAD
FONTHILL ROAD
FORTNAM ROAD
HANLEY GARDENS
HANLEY ROAD
HERCULES PLACE
HERCULES STREET
HERCULES YARD
HOLBROOKE COURT
HOLLOWAY ROAD
HORNSEY ROAD
INGLEBY ROAD
JAPAN CRESCENT
KINGSDOWN ROAD
KIVER ROAD
LANDSEER ROAD
LEEDS PLACE
MANOR GARDENS
MARLBOROUGH ROAD
MARLBOROUGH YARD
MARRIOTT ROAD
MITFORD ROAD
MONTEM STREET
MOUNT PLEASANT CRESCENT
MOUNT PLEASANT MEWS
ORMOND ROAD
PAVILLION MEWS
PINE GROVE
POMOJA LANE
REGINA ROAD
RICKTHORNE ROAD
RINGMER GARDENS
ROADS PLACE
SALTERTON ROAD
SEARLE PLACE
SEVEN SISTERS ROAD

SPARSHOLT ROAD
STANLEY TERRACE
STONENEST STREET
STROUD GREEN ROAD
SUSSEX CLOSE
SUSSEX WAY
THORPEDALE ROAD
TOLLINGTON PARK
TOLLINGTON PLACE
TOLLINGTON WAY
TUFNELL PARK ROAD
TURLE ROAD
TURLEWRAY CLOSE
VINCENT PARADE
WEDMORE GARDENS
WHEWELL ROAD
WINDSOR ROAD
WRAY CRESCENT

ISLINGTON

Appendix 2 – Schedule of proposed licence fees

Selective Property Licence Fees
1 April 2021 to 31 March 2023

The application fee is in two parts:

Part 1: covers the cost of processing the application
Part 2: covers the cost of running and enforcing the licensing scheme

Standard Application Fees

        Part 1:   £281.00 per house

        Part 2:   £219.00 per house

        Total: £500 per house

Reduced Rate Application Fees

(For applicants accredited under the London Landlords Accreditation Scheme, or other recognised accreditation scheme.)

        Part 1:   £239.00 per house

        Part 2:   £186.00 per house

        Total: £425.00 per house

Appendix 3 – Proposed property licence conditions

Selective Licence Conditions

Housing Act 2004 Section 90

1   Permitted occupation

1.1   A new resident must not be permitted to occupy the house or any part of the house if that occupation exceeds the following maximum permitted number of persons for the property:

- one household or
- two households of no more than two people

1.2   A new resident means a person who was not an occupier of the house at the date of the issue of the licence

2   Tenancy management

2.1   Provide all tenants with a written statement of the terms on which they occupy the property and the arrangements in place to deal with repairs and emergency issues.

2.2   Protect any deposit taken under an assured short-hold tenancy by placing it in a statutory tenancy deposit scheme. Provide the tenant the prescribed information about the scheme being used at the time the deposit is taken.

2.3   Obtain references from prospective tenants before entering into any tenancy agreement with them. No new occupants shall be allowed to occupy the accommodation if they are unable to provide a reference. The licence holder must retain all references obtained for occupants for the duration of this licence.

2.4   Provide suitable emergency (including out of hours response) and management arrangements.

2.5   When requested provide the council, in writing, details of the tenancy management arrangements that have been, or are to be, made to prevent or reduce anti-social behaviour by persons occupying or visiting the property.

2.6   Conduct an inspection of the property at least every 6 months to identify any problems relating to the condition and management of the property and check that common parts and external areas are free from waste. Keep a written record of the inspection specifying the:

- name of person conducting inspection
- date and time of inspection
- issues identified
- action taken

2.7 Take prompt action to address anti-social behaviour arising from the conduct of occupants or visitors to the property by complying with the following requirements:

- On receipt of a complaint of anti-social behaviour concerning a visitor or occupant of the property do not ignore nor fail to take action and take appropriate action to monitor the allegation.
- Inform the occupants in writing about any allegation of anti-social behaviour within 14 days of receipt and consequences of its continuation.
- Where the anti-social behaviour continues after 28 days from receipt of the complaint, visit the property within 7 days and issue a warning letter advising the behaviour is not acceptable, that they are responsible for the conduct of all occupants and visitors, the impact on the local community and the consequences of its continuation.
- Take formal steps under the written statement of terms for occupation if after 14 days of giving the warning letter the anti-social behaviour is unresolved.
- Notify the appropriate authorities of anti-social behaviour suspected to involve criminal activity.
- Keep a written record of any meetings, telephone conversations or investigations and copies of correspondence regarding anti-social behaviour for 3 years.
- Attend any case conferences or multi-agency meetings arranged by the council or police upon request.

3   Property management

3.1 Take appropriate steps to remedy any disrepair reported by occupants.

3.2 Take immediate action to deal with any pest problem or infestation at the property and ensure that a treatment programme is carried out to eradicate the pest infestation. Records shall be kept of such treatment programmes.

3.3 Any gas installation and gas appliance shall be kept in a safe condition, at all times. All work on gas appliances must be carried out by a Gas Safe registered engineer.

3.4. A current valid gas safety certificate from a Gas Safe registered engineer obtained within the last 12 months, or a Gas Safe Installation Certificate if the boiler was installed in the last 12 months shall be provided to the council annually.

3.5 The electrical installation in the property shall be maintained in a safe condition. Where requested by the council provide, within 28 days, an electrical installation report issued by a competent person within the last 5 years.

3.6   All electrical appliances made available by the licence holder shall be kept in a safe condition. Where requested by the council provide, within 28 days, a written declaration to the safety of such appliances.

3.7   All furniture made available by the licence holder shall be kept in a safe condition. Where requested by the council, provide within 28 days, a written declaration as to the safety such furniture. All upholstered furniture, covers, fillings, cushions and pillows shall comply with current fire safety requirements.

3.8   A smoke alarm shall be installed on each storey of the house (which includes half-landings) on which there is a room used wholly or partly as living accommodation.

3.9   Each smoke alarm installed in any room in the house shall be kept in proper working order.

3.10   Where requested by the council, provide a written declaration confirming the positioning and condition of smoke alarms.

3.11   Install a carbon monoxide alarm in any room in the property used wholly or partly as living accommodation (including a hall, landing bathroom or WC) and contains a solid fuel burning combustion appliance.

3.12   Any carbon monoxide alarm installed in any room in the property shall be kept in proper working order.

3.13   Where requested by the council provide written statement, within 28 days, confirming the positioning and condition of any carbon monoxide alarms.

3.14   Provide and maintain adequate security measures to prevent access by intruders and ensure that:

- The access to the property, such as locks, latches and entry systems are maintained in good working order, at all times.
- The front door of the property is fitted with a mortice lock (thumb turn) or equivalent, to a five-lever security level.
- Where window locks are fitted, the keys are provided to the relevant occupants.
- Where a burglar alarm is fitted to the property, the occupants are informed in writing about the circumstances under which the code for the alarm can be changed and are given details on how this can be arranged.
- Where previous occupants have not returned keys, the relevant locks will be changed prior to new occupants moving in.

3.15   Within 7 days of the start of occupation provide written information to all occupants on the arrangements for the storage and disposal of household recycling and waste. This information must be provided in a clear and easy to understand format which occupants can refer to.

3.16   No refuse shall be kept in the front or rear garden other than in an approved storage container for that purpose. Old furniture, bedding, or rubbish from the property must not be left immediately outside the property nor on private land.

3.17 Carry out regular checks to ensure that occupants are complying with the storage, recycling and disposal of waste arrangements and warn occupants if they, or their visitors, are not using the waste and recycling facilities provided or are leaving waste outside the property.

3.18 Provide adequate facilities for storing, recycling, and disposing waste for the number of occupants so that bags or loose refuse or waste for recycling are not stored outside the property. Ensure that these containers provide for the adequate separation of recyclable, garden (where applicable), food and residual waste.

4 Documents to be supplied to tenants

4.1 Either provide to all tenants at the start of the tenancy or display in the common parts of the property:

- a copy of the licence to which these conditions apply
- a notice with the name, address and emergency contact number of the licence holder or managing agent for the property
- a copy of the current gas safety certificate
- a copy of a valid electrical inspection condition report
- a copy of a valid portable appliance test certificate (PAT) covering all electrical appliances supplied within the property
- a copy of a valid test certificate for the automatic fire alarm system (dated within the last 12 months)
- a copy of a valid test certificate for the emergency lighting system (dated within the last 12 months)
- an appropriate Energy Performance Certificate (EPC)

Note: Landlords cannot grant a new tenancy after 1 April 2018 where the EPC is band F or G. After 1 April 2020 landlords must not continue to let a let property where the EPC is band F or G.

5 Financial management

5.1 No person other than the licence holder or the agent named on the licence may collect or receive rental monies from the occupants of the property. The licence holder and/or agent may pass on the rental monies to any third parties as required.

5.2 Where rents are collected or received from occupants, payment must be recorded and all occupants receive a receipt for the payment, unless the occupant is an assured short-hold tenant and pays their rent via bank standing order or direct debit. The licence holder must keep a copy of all such records and receipts and must provide the council with a copy of the same within 28 days of any request to inspect them.

6 Material change of circumstances

6.1 The licence holder must inform the authority within 21 working days of any material changes in their own circumstances and, within 21 days of becoming aware of them, of any known material change in the circumstances of any person managing or involved in the management of the property, such as details of:

- unspent convictions not previously disclosed to the authority that may be relevant to the licence holder or the property manager or the status of either of them as a 'fit and proper person,' including in particular, a conviction in respect of any offence involving fraud or dishonesty, violence, drugs, or any offence listed in Schedule 3 of the Sexual Offences Act 2003.
- a finding by a court or tribunal against the licence holder and/or the property manager that he or she has practiced unlawful discrimination.
- a contravention on the part of the licence holder or property manager relating to housing, public health, environmental health, or landlord and tenant law, which has led to civil or criminal proceedings and a judgment or finding being made against him or her.
- information about any property the licence holder or property manager owns or manages, or has owned or managed:

  i. which has been made subject to a control order under section 379 of the Housing Act 1985, in the five years preceding the date of the application; or
  ii. which has been the subject of any enforcement action described under Part 1 sections 5(2) or 7(2) of the Housing Act 2004, concerning category 1 and category 2 housing condition hazards; or
  iii. in relation to which a local housing authority has either refused to grant a licence under Part 2 or 3 of the Housing Act 2004, or has revoked a licence; or
  iv. which has been the subject of an interim or final management order under the Housing Act 2004.

7 General requirements

7.1 Where requested in writing provide written copies of any information or records required by these conditions to the council within 28 days of the date of the request.

7.2 Arrange for access to be granted at any reasonable time and must not obstruct council officers carrying out their statutory duties including the surveying of the property to ensure compliance with licence conditions and any relevant legislation.

7.3 When requested provide the council the names and numbers of individuals accommodated in the property.

7.4 When requested provide the council with a plan of the property showing the location and size of all rooms (in square meters), including kitchen, bathroom and WC facilities. The plan shall be provided to the council within 28 days on demand.

7.5 When requested provide the council within 28 days a copy of the tenancy agreement.

7.6 Inform the council of any change in ownership or management of the house.

7.7 Whilst any alteration or construction works are in progress, the work is carried out to ensure the safety to all persons occupying or visiting the premises.

7.8 Ensure that on completion of any works, the property shall be left in a clean and tidy condition and free from builders' debris.

8 Deviation from the licence conditions

8.1 Any landlord who wishes to provide accommodation that requires a licence but that does not meet the licence conditions may apply in writing for a deviation from the licence conditions. The request will be considered, and the landlord informed of the decision in writing.

Islington Council
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