



# COMMUNITY PLAN FOR HOLLOWAY



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## **Ensuring inclusive and quality low energy construction training and employment on the Holloway prison site – embedding climate action**

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### **The context**

This paper outlines the construction training and employment requirements related to Islington Council's plan and Section 106 requirements and considers how these can be fulfilled on the Holloway Prison site in a way that conforms to the Council's climate emergency targets and responds to the historical legacy of the site with respect to women. Islington Council's climate emergency strategy, 'Creating a Net Zero Carbon Islington by 2030', involves ambitious targets and measures, including community energy schemes, and a commitment to work together with local groups to address challenges and achieve a net carbon Islington.

These groups include Community Plan for Holloway (CP4H), representing a network of community and women's groups actively involved in putting forward proposals in relation to the largest development site in the borough, the former Holloway Prison, purchased by Peabody Trust with financial support from the Greater London Authority, and to be constructed by London Square into a sustainable, energy efficient neighbourhood including: 60% affordable social housing, community facilities and a Women's Building. Islington's Supplementary Planning Document (SPD) set out the regeneration framework, mirrored in Peabody's Environmental Impact Assessment, whilst the forthcoming planning application will detail the design and Islington Council will set out Section 106 requirements. At each stage CP4H has an input through a co-production consultation process.

### **Summary of local plan and Section 106 training and employment requirements relevant to site**

- On-site job opportunities for local residents, including work placements at London Living Wage, working with Council's employment service

- Training, including apprenticeships, based on 1 trainee per 20 residential units (i.e. 40-50 trainees)
- Contributions, including financial, to support initiatives tackling worklessness
- Procurement obligations in relation to suitable local subcontractors

### **Considerations for Holloway Prison site**

1. Training needs to be within recognised framework and lead to at least Level 3 qualifications given the skilled nature of construction work and requirement for energy literacy
2. Good employment conditions, especially direct employment in conformity with Construction Charter, critical
3. To meet zero energy requirements, energy literacy training needed for all workers and trainees
4. Given the legacy of the site and male dominated nature of the industry, a high proportion of women need to be employed (at least 30%) and trained (at least 50%)

### **Actions proposed**

1. Section 106 clauses to build in targets for training (including for women), work placements for local labour, procurement obligations for subcontractors (e.g. diversity track record) and conformity to Construction Charter, above all direct employment
2. Immediate discussions, perhaps first separately, between Council, GLA, Peabody, London Square, Further Education Colleges, unions (especially Unite), Women's Groups (including Women into Construction and Women & Manual Trades) and Prison Education Trust/Service on how to realise training needed, including for women, for low energy construction and to Level 3.
3. Set aside part of site (e.g. Women's Building?) for training purposes
4. Promote the site as an opportunity to exemplify how construction can be transformed into an inclusive eco-industry.

The remaining part of this paper details the requirements currently in place and those that also need to be included and provides evidence to substantiate the proposals.

## **A. Current employment/training obligations from Islington Council**

### ***Local plan***

The current local Islington plan under revision has the following provisions:

- A. On-site construction training opportunities for local residents are required from developments of 10 residential units or above; hotels, student accommodation or hostels with 20 or more rooms; and non-residential developments with an uplift in floorspace of 500sqm GEA or greater.
- B. Jobs and training opportunities, including apprenticeships, will be required from developments where there is an uplift of 500sqm GEA of employment floorspace (i.e. any employment generating use)
- C. Financial contributions to help support initiatives which tackle worklessness will be sought as set out in the Planning Obligations (Section 106) SPD.

### ***Section 106 obligations***

Whilst recent government proposals may throw the possibility of ensuring employment and training obligations using Section 106 clauses in the air, the full requirements currently are set out in the appendix, as provided under current (2016) *Planning Obligations (Section 106): Supplementary Planning Document: Using planning obligations to achieve sustainable development*. These can be summarised as:

- On-site job and training opportunities, including apprenticeships, to be provided for developments over 10 residential units
- Opportunities be provided for local labour to help reduce unemployment
- Work placements for local residents need to be a minimum of 26 weeks during the construction phase at entry, improver, journeyman, apprenticeship/trainee levels.

- The Council's employment service to support access to appropriately capable local residents, who must be paid at least the London Living Wage.
- The number of placements to be based on a formula, with 1 construction training placement per 20 residential units. This means that on a development of 800 units, there need to be a minimum of 40 trainees.
- Alternatively, the Council has a formula for an equivalent employment and training contribution.
- Local procurement obligations in relation to suitable local subcontractors (also having the advantage of reducing travel etc.).

## **B. Improvements to Section 106 obligations necessary to address environmental and social sustainability objectives**

However, as will be outlined in this document, these requirements and obligations require considerable improvement and more detail as they need to:

1. *Specify the quality and level of training*, as to become a skilled construction worker in the current, increasingly complex, construction process requires at least Level 3 qualifications. Vocational education and training (VET) need also to be comprehensive and provide trainees with a recognised occupational qualification. This means that it needs to be within a recognised framework, with significant further education college and workshop input and a carefully monitored work-based element. Consideration should be given to setting aside part of the site for training purposes.
2. *The quality of employment* is also critical, given such a dangerous industry and its often poor, casual and insecure employment conditions. This means that requirements also need to be in line with the Construction Charter, signed by local authorities throughout Britain.
3. *To meet energy requirements*, address the climate emergency and overcome any performance gap, trainees and workers themselves need to be energy literate, which requires training in low energy construction elements both for trainees and the existing workforce.
4. *To meet Islington's equality and diversity objective* to make Islington a fairer place, it is important that the workforce is more representative, which implies a higher proportion of women, BAME and disabled people in the overwhelmingly white male dominated construction workforce. This is especially important given the significance and heritage of the Holloway Prison site. To improve diversity in the labour force, at least 30% of those employed on site should be women and at least 50% of trainees.

Justification for these improvements and what they imply is given below.

## **C. The need for a highly qualified workforce and decent employment on Holloway Prison site**

1. *To achieve net/Nearly Zero Energy Building (NZEB)* in accordance with the Energy Performance in Building Directive requirements, the Council's Declaration of a Climate Emergency and with energy efficiency measures outlined in the Plan, it is essential to have a workforce qualified in low energy construction (LEC). This is hard to come by as there are few courses and LEC elements are hardly mainstreamed into vocational education and training (VET) courses – look for instance at the Kings Cross Construction Skills Centre in York Way, where courses are only up to Level 2 (too low to accommodate the technical and abstract knowledge required), restricted to plumbing, electrical and carpentry (no insulation) and there is no mention of energy efficiency or sustainability <https://www.cnwl.ac.uk/about/contact/king's-cross-training-centre/king's-cross-courses>. The requirements for an energy literate workforce for all contractors and subcontractors need to be incorporated in S106 requirements for training and employment.
2. *If contractors cannot demonstrate energy literacy*, there needs to be immediate **discussion with Further Education (FE) colleges** (e.g. North West London, Hackney or the Building Craft College in Stratford) about this, seeking to put trainees through construction courses at least Level 3 and the construction workforce through the appropriate energy literacy courses. For an example of where this

is successfully being achieved see Queenslie City Building Training Centre <http://www.citybuildingglasgow.co.uk/project/queenslie-training-centre/> and for a full account of City Building Glasgow and its employment and training profile see [https://adaptingcanadianwork.ca/wp-content/uploads/2019/01/106\\_ClarkeLinda\\_City-Building-Glasgow.pdf](https://adaptingcanadianwork.ca/wp-content/uploads/2019/01/106_ClarkeLinda_City-Building-Glasgow.pdf). For examples of courses/syllabi, see the latest ProBE European report, Inclusive Vocational Education and Training for Low Energy Construction <http://www.fiec.eu/en/cust/documentview.aspx?UID=455b5460-cca7-4677-9e94-9dd4a7b66be4>

3. **A key problem with achieving energy efficiency** and overcoming the performance gap (between design specifications and actual achievement) is the difficulty for those being trained to gain work experience. Contractors and subcontractors are generally ill-equipped, without the resources and capacity to train and often too specialised to cover the range of activities required; London too has an especially low rate of construction training/apprenticeships compared to the rest of the country. A solution is to set aside part of the site as a 'training site'. This needs also to be built into S106 clauses. Wakefield District Housing provides an example of where this was successfully carried out to produce Code 6 housing.
4. **Good employment and working conditions are key to good quality building**. This cannot be achieved with 'bogus' self-employment (50% of the workforce) and extensive subcontracting chains. Islington plans to commit to Unite's Construction Charter (see <https://sccdemocracy.salford.gov.uk/mgConvert2PDF.aspx?ID=15177>) to which, hopefully, will be added a further point  
"In the light of the Authority's declaration concerning an Environment and Climate Change Emergency and its commitment to achieving net zero carbon emissions by 2030, contractors and their supply chain are required to construct nearly zero energy buildings in accordance with the European Union's Energy Performance in Building Directive and to ensure that the workforce achieves the energy literacy needed."

It is important that S106 clauses for the Prison site ensure that the Charter requirements are adhered to throughout the construction process.

5. **Construction is a dominantly white, male industry** and it is important that this situation changes. Of the 2,250,000 employed in construction, under 1% of those in so-called manual trades are women, who constitute 3% of painters and decorators, 1.4% of floor and wall tilers, and 1% of carpenters and joiners. Altogether only 3% of all construction trainees are women, though a higher proportion, 7%, of construction trainees in further education colleges are women, many of whom will be on full-time construction courses rather than placed with an employer as apprentices. This higher proportion of women found in colleges denotes both a willingness of women to enter the industry and at the same time difficulty in finding an employer and hence work placements. In Europe the UK compares particularly unfavourably in STEM (science, technology, engineering, mathematics) professions, in which only 9% are women compared to 17% in West Europe. 3.3% of the UK Engineering Council membership are women, though many more women are found in technical occupations (24.3%), in particular as quality assurance technicians (38.5%), architectural and town planning technicians (28.8%), and building and civil engineering technicians (18.2%).

**As NZEB requires a greater technical and quality assurance input**, precisely those areas where women are better represented (see <https://www.westminster.ac.uk/news/no-more-softly-softly-review-of-women-in-the-construction-workforce>), there is a good possibility to achieve this. One way is to include as many women and those from BAME communities as possible in the construction process. Again, this needs to be built into S106 requirements. It can be organised with:

- a) Women and the Manual Trades <https://wamt.org.uk/>;
- b) Women into Construction <https://www.women-into-construction.org/>. Targets of 30% of women employed on site should be set;

c) Prisoners Education Trust <https://www.prisonerseducation.org.uk>

6. ***There is a desperate shortage of skilled construction workers and the training infrastructure is almost non-existent*** given the prevalence of self-employment (nearly half the construction workforce) and the vast number of micro and small construction firms and subcontractors, without the ability, resources or capacity to train – a situation that is particularly pronounced in London. This brings into question the nature of any apprenticeships and/or training provision stipulated, which needs to be within a recognised construction apprenticeship or training framework and to have adequate and good quality college, workshop and site-based elements. There has been a dramatic decline in construction apprenticeships in England, with completions falling from an anyway totally inadequate 16,890 in 2009/10 to 8,030 in 2013/4 (average length 22 months 2017), as evident from Construction Industry Training Board (CITB) 2017 statistics and from apprenticeship completion figures. Given the weakness of the work-based training infrastructure, the apprenticeship route into construction has been steadily declining, to constitute only about half of all construction trainees and an even lower proportion in London. The alternative for those seeking to work in the industry is full-time college construction training though here too overall first year entrants declined nationally from 47,188 in 2005 to the shockingly low 15,800 in 2017, representing less than 1% of the workforce compared to over 10% in other major European countries.

The problem for those on the full-time FE college route, however, is to find work placements. Most training too, whether as apprentices or on the full-time FE route, is only to Level 2, which is inadequate for today's complex construction process and particularly for NZEB. It does mean though that recruiting those who have completed Level 2 construction courses in FE colleges and providing them with the necessary work placements and with training to Level 3 and above, including for low energy construction, is one possible source of trainees. It also implies that S106 training requirements should be particularly stringent and carefully monitored as there is a dire need to bring young people into the industry and to equip them with the necessary qualifications and experience.

#### **D. How to bring more women into the construction workforce: Possible Actions for the Holloway Prison site**

Much research has been undertaken on the paucity of women in construction and how the situation can be improved. As long ago as 2007, the Greater London Authority published guidelines on this (<https://www.yumpu.com/en/document/read/17782895/the-construction-industry-in-london-and-diversity-performance-pdf>), which set out some of the conditions necessary for increasing the proportion of women in the industry. Examples of where women have been successfully trained and employed and the measures taken to ensure this are also given in the University of Westminster's Centre for the Study of the Built Environment's report: '*No more softly softly: review of women in the construction workforce*: ([https://westminsterresearch.westminster.ac.uk/download/c8c2075f5c61a98b018659c10bd578a4fb42c697da078fb1b21d6eb395be7a62/4229349/7368\\_Women%20in%20construction%20symposium%20report\\_06.15%20PRINT%20crops.pdf](https://westminsterresearch.westminster.ac.uk/download/c8c2075f5c61a98b018659c10bd578a4fb42c697da078fb1b21d6eb395be7a62/4229349/7368_Women%20in%20construction%20symposium%20report_06.15%20PRINT%20crops.pdf)). Combined these measures include:

##### *Procurement measures*

- Take advantage of project size/length to set high targets and take profile-raising initiatives, continually recalibrating practices to ensure they deliver best practice equitable practices within the sector;
- Make use of public procurement measures, in particular Section 106s and local labour agreements;
- Have agreements to cover project, including the requirement for direct employment;
- Consider ways of incorporating suppliers' diversity track record as part of tendering;
- Gender audit template, including all contractors/subcontractors;
- Extend the influence of the particular project by proactive measures throughout the supply chain, including by contract compliance to mandate good practice.

### *Training*

- Ensure good quality initial VET, to at least Level 3, plus continuing VET for those employed on site
- Ensure energy literacy training in place, and that training schemes incorporate low energy construction elements
- Set aside part of site for training purposes
- Training, also as a means of siphoning recruitment through formal further education links
- Use training centres as means to train, funnel and monitor all those recruited and employed;
- Take on local Further Education college trainees and give them systematic work experience,

### *Employment and working conditions*

- Systematic, controlled and targeted recruitment: e.g. 'blind' recruitment;
- Ensure retention e.g. monitor career progression;
- Direct labour and good working and employment conditions, especially structured working hours;
- Involvement of the workforce in decision-making;
- Appropriate PPE (personal protective equipment) and maternity PPE;
- Family-friendly policies e.g. flexible working arrangements, control working time, consider child-care arrangements, encourage networking, mentoring, monitor parental/maternity leave.

### *Safeguarding implementation of policies*

- Proactive application of equal opportunity policies and systematic and close monitoring of equality targets;
  - Employ dedicated equality managers/coordinators and create a representative diversity working group to: champion and act as a hub for equity initiatives; promote different methods of sourcing applicants; and ensure equal opportunities in recruitment and subcontracting;
  - Promote appointment of equality representatives to be kept informed of recruitment and retention processes and liaise with workers from target groups on issues of concern;
  - Communication: look at social media to communicate policies and stimulate debate on how to improve, plus showcasing achievements of women;
  - Promote equity as benefiting everyone and integral to good practice e.g. direct employment, transparent recruitment, mentoring schemes and flexible working practices;
  - Build on and benchmark with good practice initiatives and demonstrate sector-wide leadership to ensure the project's attractiveness to potential employees and its legacy.
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## **Appendix**

From Islington's 2016: *Planning Obligations (Section 106) Supplementary Planning Document*  
*Using planning obligations to achieve sustainable development* December

**Employment and training** (construction phase) (standard obligation) & Employment and training (operation of development) (standard obligation for commercial / employment developments)

5.13 Strategic development proposals should support local employment, skills development and training opportunities, by providing jobs and training opportunities/support as follows:

- On-site construction training opportunities from developments of 10 residential units or above, hotels, student accommodation or hostels with 20 or more rooms, or with an uplift in business/employment floorspace of 500m<sup>2</sup> or greater Gross External Area (GEA) (Core Strategy CS 13); and



- Jobs and training opportunities including apprenticeships from developments with an uplift in business/employment floorspace of 500m<sup>2</sup> or greater GEA; (London Plan Policy 4.12 & 2.9).

5.14 In line with this, Islington's Core Strategy objective 8 is to tackle worklessness through training and employment initiatives. Using local labour also reduces the need to travel which will help to ensure that development is more environmentally sustainable, in line with Policy CS 10.

5.15 It is a strategic policy within the Islington Core Strategy to improve job opportunities for local residents, especially those who are disadvantaged in the labour market. Policy CS 13 states that new major developments will be required to provide jobs and training support and opportunities where there is a proven need. As such, the Council requires that opportunities for employment, training and other measures to overcome barriers to employment are provided through the construction phase of a development, as well as through the end use of a scheme, as set out in the Code of Employment and Training.

5.16 Despite significant employment growth over the last 15-20 years, levels of worklessness in Islington have remained very high. This has been exacerbated by a shift towards a highly skilled, knowledge-based economy, resulting in significant skills gaps between many Islington residents and the types of jobs being created, which are inaccessible without complementary employment and training opportunities. This obligation is aimed at ensuring that some of the benefits of London's large construction and other employment markets go to resident workers, to help decrease deprivation and local unemployment and to create employment opportunities for the most vulnerable residents of the borough. The obligation thus helps the proposed development to deliver sustainable development (DM9.2).

5.17 Further information on the Council's requirements relating to the construction phase and end use of the development are set out below, as well as in the Code of Employment and Training.

5.18 The Code seeks that construction work placements for local residents, each lasting a minimum of 26 weeks, should be facilitated during the construction phase of the development. The Council's designated employment service works with employers, responding both to their requirements and to the needs of unemployed residents in accessing construction sector jobs. The team does this by identifying appropriate positions within the various works packages that support entry level, improver, journeyman, apprenticeships and trainee type roles and by providing access to appropriately capable employees to assist developers and contractors in meeting local employment obligations. Developers will pay those undertaking placements at least the London Living Wage.

5.19 The number of placements that are sought is based on the estimated number of construction jobs likely to be created by a development, based on information provided for completed developments in the borough and the extent of local training and support needs based on unemployment figures.

5.20 The number of placements sought is as follows:

**Formula - Construction placements**

1 construction training placement per:

20 residential units;

20 student/ hotel/ hostel bedrooms;

1000 sq m (GEA) commercial and employment floorspace (additional and/or replacement)

5.21 Should it not be possible to provide these placements, the Council will seek an equivalent contribution for construction training, support and local procurement to enhance the prospects of the use of local employment in the development. This is based on the following formula:

5.22 This is based on the average costs of providing construction training and support per person in Islington.

5.23 An employment and training contribution will also be sought to improve the prospects of local people accessing new jobs created in the proposed development. This is based on the proportion of Islington residents who require training and support (in 2015, according to the Office for National Statistics, 6.7% of Islington residents were unemployed) as reflected in the following formula:

**Formula - Employment and training contribution – Construction**

Number of construction placements (based on formula above) x cost of providing construction training and support per placement (£5,000) = contribution due

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**Formula - Employment and training contribution – Operation of development**

Uplift in occupancy of the development (number of employees) x proportion of Islington residents requiring training and support (6.7%) x cost of training/ support per person (£2,500) = contribution due.

5.24 Projected occupancy is based on average employment densities (see Appendix A). The cost is based on the average cost of providing training and support relating to the end use of a development per person in Islington.

5.25 The Code of Local Employment and Training further sets out the details of the ways in which the occupier of a development with employment uses may be expected to work with the Council. This may relate to issues such as the creation of employment opportunities for local people and assisting Islington's Education Business Partnership in their liaison with schools, colleges and training providers to support curriculum development and the provision of work experience and placements.

***Local procurement (standard obligation)***

5.26 London Plan Policy 5.3 states that major development proposals should meet the minimum standards outlined in the Mayor's Supplementary Planning Guidance on Sustainable Design and Construction including securing sustainable procurement of materials, using local supplies where feasible.

5.27 Developers are asked to commit to the principles within the Council's Code of Local Procurement to ensure that the procurement of goods and services through the construction phase allows for opportunities for local businesses to tender for these. This approach is important in addressing deprivation in the borough and increasing local employment by creating opportunities for local businesses, in line with Core Strategy objective 7 and Policy CS 13. Research has shown that local businesses are more likely to employ local labour and, where local sub-contractors are appointed, they spend more in the local economy. The promotion of local procurement also reduces the level of travel involved during the construction process, increasing the overall sustainability of the development (in line with CS 10).

5.28 Appointing suitable local sub-contractors provides developers with advantages such as: a reduction in transport and logistical costs, a reduced risk of delays, greater flexibility and reliability of supply of materials to site, better access to senior management and opportunities for face to face meetings.

5.29 Islington Council works closely with local companies to find them opportunities through local procurement programmes.