



HILLINGDON  
LONDON



# CABINET

## To all Members of the Cabinet:

**Date:** THURSDAY, 14  
SEPTEMBER 2023

**Time:** 7.00 PM

**Venue:** COMMITTEE ROOM 6 -  
CIVIC CENTRE, HIGH  
STREET, UXBRIDGE UB8  
1UW

**Meeting  
Details:** Members of the Public and  
Media are welcome to attend  
this meeting and observe the  
public business discussed.

This meeting will also be  
broadcast live on the  
Council's YouTube Channel.

Ian Edwards, Leader of the Council  
(Chairman)

Jonathan Bianco, Deputy Leader of the  
Council & Cabinet Member for Property,  
Highways & Transport (Vice-Chairman)

Martin Goddard, Cabinet Member for  
Finance

Douglas Mills, Cabinet Member for  
Corporate Services

Susan O'Brien, Cabinet Member for  
Children, Families & Education

Jane Palmer, Cabinet Member for Health  
& Social Care

Eddie Lavery, Cabinet Member for  
Residents' Services

You can view the agenda  
at [www.hillingdon.gov.uk](http://www.hillingdon.gov.uk) or use a smart  
phone camera and scan the code below:



## Published:

Wednesday, 6 September 2023

## Contact:

Mark Braddock  
Tel: 01895 250470  
Email: [mbraddock@hillingdon.gov.uk](mailto:mbraddock@hillingdon.gov.uk)

Putting our residents first

Lloyd White  
Head of Democratic Services  
London Borough of Hillingdon,  
Phase II, Civic Centre, High Street, Uxbridge, UB8 1UW

# Useful information for residents and visitors

## *Watching & recording this meeting*

You can watch the public part of this meeting on the Council's YouTube channel, live or archived after the meeting. Residents and the media are also welcome to attend in person, and if they wish, report on the public part of the meeting. Any individual or organisation may record or film proceedings as long as it does not disrupt proceedings.

Watch a **LIVE** broadcast of this meeting on the Council's YouTube Channel: *Hillingdon London*

Those attending should be aware that the Council will film and record proceedings for both official record and resident digital engagement in democracy.



It is recommended to give advance notice of filming to ensure any particular requirements can be met. The Council will provide seating areas for residents/public, high speed WiFi access to all attending and an area for the media to report. The officer shown on the front of this agenda should be contacted for further information and will be available to assist. When present in the room, silent mode should be enabled for all mobile devices.

## *Travel and parking*

Bus routes 427, U1, U3, U4 and U7 all stop at the Civic Centre. Uxbridge underground station, with the Piccadilly and Metropolitan lines, is a short walk away. Limited parking is available at the Civic Centre. For details on availability and how to book a parking space, please contact Democratic Services.

Please enter via main reception and visit the security desk to sign-in and collect a visitors pass. You will then be directed to the Committee Room.

## *Accessibility*

For accessibility options regarding this agenda please contact Democratic Services. For those hard of hearing an Induction Loop System is available for use.

## *Emergency procedures*

If there is a FIRE, you will hear a continuous alarm. Please follow the signs to the nearest FIRE EXIT and assemble on the Civic Centre forecourt.

Lifts must not be used unless instructed by a Fire Marshal or Security Officer. In the event of a SECURITY INCIDENT, follow instructions issued via the tannoy, a Fire Marshal or a Security Officer. Those unable to evacuate using the stairs, should make their way to the signed refuge locations.



# Notice

## **Notice of meeting and any private business**

The London Borough of Hillingdon is a modern, transparent Council and through effective Cabinet governance, it seeks to ensure the decisions it takes are done so in public as far as possible. Much of the business on the agenda for this Cabinet meeting will be open to residents, the wider public and media to attend. However, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. Such business is shown in Part 2 of the agenda and is considered in private. Further information on why this is the case can be sought from Democratic Services.

This is formal notice under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 to confirm that the Cabinet meeting to be held on:

*14 September 2023 at 7pm in Committee Room 6, Civic Centre, Uxbridge*

will be held partly in private and that 28 clear days public notice of this meeting has been given. The reason for this is because the private (Part 2) reports listed on the agenda for the meeting will contain exempt information under Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. An online and a hard copy notice at the Civic Centre in Uxbridge indicates a number associated with each report with the reason why a particular decision will be taken in private under the categories set out below:

- (1) information relating to any individual
- (2) information which is likely to reveal the identity of an individual
- (3) information relating to the financial or business affairs of any particular person (including the authority holding that information)
- (4) information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
- (5) Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- (6) Information which reveals that the authority proposes (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment.
- (7) Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

## **Notice of any urgent business**

To ensure greater transparency in decision-making, 28 clear days public notice of the decisions to be made both in public and private has been given for these agenda items. Any exceptions to this rule are the urgent business items on the agenda marked \*. For such items it was impracticable to give sufficient notice for a variety of business and service reasons. The Chairman of the relevant Select Committee has been notified in writing about such urgent business.

## **Notice of any representations received**

No representations from the public have been received regarding this meeting.

## **Date notice issued and of agenda publication**

6 September 2023  
London Borough of Hillingdon

# Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest in matters before this meeting
- 3 To approve the minutes of the last Cabinet meeting 1 - 16
- 4 To confirm that the items of business marked Part 1 will be considered in public and that the items of business marked Part 2 in private

## **Cabinet Reports - Part 1 (Public)**

- 5 Hillingdon's 0-19 yrs Core Offer to Children, Young people and their Families (Cllr Susan O'Brien) 17 - 202
- 6 Older People's Plan update (Cllr Jane Palmer) 203 - 212
- 7 Hillingdon's Youth Offer & Delivery Model (Cllr Susan O'Brien) 213 - 248
- 8 Options for the future ownership and operations of Uxbridge Golf Course and Haste Hill Golf Course (Cllr Jonathan Bianco) \* 249 - 256
- 9 Proposals for commissioning of services from the voluntary sector (Cllr Douglas Mills) 257 - 274
- 10 Housing Forward Investment Programme 2023/24 - interim report (Cllr Jonathan Bianco, Cllr Martin Goddard, Cllr Eddie Lavery) 275 - 282
- 11 Outcome of consultation on re-banding of parking penalty charge notices (Cllr Eddie Lavery) 283 - 296
- 12 Monthly Council Budget Monitoring Report: Month 3 (Cllr Martin Goddard) 297 - 320
- 13 Public Preview of matters to be considered in private (All Cabinet Members) 321 - 324

## **Cabinet Reports - Part 2 (Private and Not for Publication)**

- |           |   |           |
|-----------|---|-----------|
| <b>14</b> | Property at The Grange, Rickmansworth Road, Northwood<br>(Cllr Jonathan Bianco) | 325 - 332 |
| <b>15</b> | Property at Arundel Road & Wallingford Road, Uxbridge<br>(Cllr Jonathan Bianco) | 333 - 342 |

*The reports in Part 2 of this agenda are not for publication because they involve the disclosure of information in accordance with Section 100(A) and Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended), in that they contain exempt information and that the public interest in withholding the information outweighs the public interest in disclosing it.*

- 16** Any other items the Chairman agrees are relevant or urgent

*\*report published under urgency provisions*

This page is intentionally left blank

## Minutes & Decisions

### CABINET

Thursday, 27 July 2023

Meeting held at Committee Room 6 - Civic Centre,  
High Street, Uxbridge UB8 1UW



Published on: 27 July 2023

Decisions come into effect from: 5pm, Friday 4 August 2023.

#### **Cabinet Members Present:**

Ian Edwards (Chairman)  
Jonathan Bianco (Vice-Chairman)  
Douglas Mills  
Martin Goddard  
Eddie Lavery

#### **Members also Present:**

Richard Mills  
Stuart Mathers  
Elizabeth Garelick  
Sital Punja  
Peter Money  
Naser Abby

#### **1. APOLOGIES FOR ABSENCE**

Apologies were received from Councillor Susan O'Brien and Councillor Jane Palmer.

#### **2. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING**

No interests were declared by Cabinet Members present.

#### **3. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING**

The decisions and minutes of the Cabinet meeting held on 22 June 2023 were agreed as a correct record.

#### **4. TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS OF BUSINESS MARKED PART 2 IN PRIVATE**

The Leader of the Council explained to the Members of the Public present the status of the reports to be considered and it was confirmed that the reports on the agenda, as marked public and private, would be considered as shown.

## 5. STRATEGIC CLIMATE ACTION PLAN

### RESOLVED:

#### That the Cabinet:

1. Notes the progress made in the Strategic Climate Action Plan.
2. Approves the 2023/24 priorities identified in this report.

#### Reasons for decision

Cabinet received a progress update on the Council's Strategic Climate Action Plan which set out 6 corporate commitments and 9 key themes. Cabinet also agreed the priorities for the new financial year.

The Cabinet Member for Residents' Services explained an important part of the work was to establish a clear line of base data to measure improvements over time. It was noted that the Plan set out the improvements to the Council's infrastructure, in particular the Civic Centre, to reduce its carbon footprint to help meet the Council's 2030 net zero target. The Cabinet Member highlighted a 43.8% reduction in electricity usage since 2018, the investment in the housing stock to improve thermal efficiency and plans to enhance the Borough's electric vehicle charging infrastructure and also the purchase of electric fleet vehicles where appropriate.

The Leader of the Council noted the timeliness of the report and welcomed the Council's focus on actual reduction in real energy use, rather than purchasing energy from a renewable supplier.

#### Alternative options considered and rejected

None.

<b>Relevant Select Committee</b>	Residents' Services
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet decision No.2 can be called-in by 5pm, Friday 4 August 2023.
<b>Officer(s) to action</b>	Jo Allen
<b>Directorate</b>	Place
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>



**6. APPROPRIATION OF LAND AT THE FORMER YIEWSLEY SWIMMING POOL AND FALLING LANE, YIEWSLEY**

**RESOLVED:**

**That the Cabinet:**

- 1. Having considered the consultation responses, approves the appropriation of the Site (subject to compliance with all necessary legal requirements) in exercise of statutory powers to appropriate for planning purposes, exercising powers under S122 of the Local Government Act for the planning purposes of facilitating redevelopment having regard to the Equalities Impact Assessment, for residential and other community uses pursuant to section 226 of the Town and Country Planning Act 1990.**
- 2. Approves the use of powers to override easements, restrictions and other rights in respect of the Site pursuant to section 203 of the Housing and Planning Act 2016 (the 2016 Act) following the grant of planning permission for the proposed development.**
- 3. Resolve that the area of Land at the former Yiewsley Swimming Pool and Falling Lane, Yiewsley shown edged [red] on the plan at Appendix 1 (the Site) is no longer required for the open space purposes for which it is currently held.**

**Reasons for decision**

The Cabinet Member for Property, Highways and Transport explained the purpose of the report which was to appropriate Land from public open space to planning purposes, which would facilitate the redevelopment of the sites to provide community facilities and a significant number of residential units for social housing.

Cabinet agreed the recommendations in the report having considered the statutory consultation responses received and the Equalities Assessment.

The Leader of the Council remarked that there was delegated authority for determining the matter, but it was instead brought to Cabinet for fuller transparency.

**Alternative options considered and rejected**

Cabinet considered other options as set out in the public report.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023.
<b>Officer(s) to action</b>	Jenny Evans

**Directorate  
Classification**

**Place**

**Public** - *The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.*

## 7. HILLINGDON ELECTRIC VEHICLE INFRASTRUCTURE STRATEGY

### RESOLVED:

**That the Cabinet approves the Hillingdon Electric Vehicle Infrastructure Strategy and key actions as set out in Appendix A.**

### Reasons for decision

In response to an increased demand for public EV charging, Cabinet agreed a new Electric Vehicle Infrastructure Strategy to increase and manage EV charging across the Borough.

The Cabinet Member for Property, Highways and Transport noted that the Strategy had been developed over time, to move the Borough forward in a moderate way to provide charging facilities on land owned by the Council. This would include the upgrade of existing charging points in the short-term and in the medium to long-term further off-street charging points. The Cabinet Member remarked that technology in this area was changing fast, so the Council had decided not to rush too quickly to install infrastructure that may turn out to be obsolete in the future.

The Leader of the Council noted a BBC programme the previous night on the topic and explained that the Council's position installing new vehicle infrastructure technology would always be based on a business case approach. The Leader welcomed the proposal to form a partnership with a supplier, so that the Council would retain a degree of control on the infrastructure provided and also so there would not be a monopoly of provision locally with a single supplier.

### Alternative options considered and rejected

Alternative options considered by the Cabinet were set out in the public report.

<b>Relevant Select Committee</b>	Property, Highways & Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decision can be called-in by 5pm, Friday 4 August 2023.
<b>Officer(s) to action</b>	Poonam Pathak
<b>Directorate</b>	Place
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

## 8. PUBLIC SPACES PROTECTION ORDER 2023

### RESOLVED:

#### That the Cabinet:

1. Considers the public consultation responses and subsequent PSPO amendments set out in the report and Appendix 1;
2. Has regard to the contents of the Equalities Impact Assessment in Appendix 2 and;
3. Approves the finalised Public Spaces Protection Order in Appendix 3 for publication.

#### Reasons for decision

The Cabinet Member for Residents' Services noted the amendments made following feedback from the public consultation on updated Public Spaces Protection Orders (PSPOs), which were to add new powers to tackle car meets/street races and on the use of amplification equipment in green spaces. The Cabinet Member noted other issues raised in the consultation that would be covered by alternate powers.

Having considered the consultation responses received, along with the Equalities Impact Assessment, Cabinet agreed the updated PSPO for the next 3 years.

The Leader of the Council welcomed the value of public consultation, where feedback from residents had enabled the Council to strengthen its decision.

#### Alternative options considered and rejected

Cabinet noted that alternative options to manage anti-social behaviour in public spaces were limited due to available enforcement legislation.

<b>Relevant Select Committee</b>	Residents' Services
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions can be called-in by 5pm, Friday 4 August 2023.
<b>Officer(s) to action</b>	Stephanie Waterford / Joanne Howells
<b>Directorate</b>	Place
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

## 9. MONTHLY COUNCIL BUDGET MONITORING REPORT: MONTH 2

### RESOLVED:

#### That the Cabinet:

1. Note the budget monitoring position and treasury management update as at May 2023 (Month 2) as outlined in Part A of this report.
2. Approve the financial recommendations set out below:
  - a. Approve a contribution of £30k to the Mayor's Charity from revenue generated from sales of resident deposits at textile banks within the authority.
  - b. Approve acceptance of £11k grant funding from the Department for Work and Pensions (DWP) to cover systems related costs arising from the requirement to comply with legislative changes.
  - c. Approve a contract extension with Oxygen Finance Ltd for the provision of the Hillingdon Council's early payment programme for the period to December 2027.

#### Reasons for decision

Cabinet was informed of the forecast revenue, capital and treasury position for the current year 2023/24 to ensure the Council achieved its budgetary and service objectives.

The Cabinet Member for Finance outlined the national economic position which he noted had created a challenging environment for local authorities, in particular that inflation had been longer lasting than projected, and in part due to public sector pay increases. The Cabinet Member highlighted how such matters had impacted heavily on the cost of living for households and businesses alike.

The Cabinet Member explained the need to be prudent with such early forecasting of the year's budget position, but commented that the Council's financial performance remained robust and resilient. It was noted that the budget had adapted to absorb the additional expected costs of pay awards, and along with the projected use of earmarked reserves, the Council was projecting a position of £41.3m of total reserves by the end of the financial year. The importance of retaining and building the Council's reserves was re-iterated and the programme of savings to assist with this was on well on track and would expand going forward.

The Cabinet Member welcomed that the Council was able to borrow at competitive interest rates for its capital programme, where needed. It was noted that the position of the Dedicated Schools Budget was challenging, due to the increase in costs from out-of-borough special needs placements and an increase in Educational & Health Care Plans during the pandemic. It was welcomed that the measures agreed with the Department for Education to tackle the budget were generally on track and the Council's investment in additional SEND places would further drive down costs materially.

Cabinet received an update on the Housing Revenue Account and made a number of other financial related decisions including a contribution to the Mayor's Charity, a minor grant acceptance and award of contract for the provision of an early payment programme.

The Leader of the Council welcomed the Council's plans to maintain sound financial management given the national economic position.

### Alternative options considered and rejected

None.

<b>Relevant Select Committee</b>	Finance & Corporate Services
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Decisions 2 a-c can be called-in by 5pm, Friday 4 August 2023.
<b>Officer(s) to action</b>	Andy Evans
<b>Directorate</b>	Finance
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

## 10. PUBLIC PREVIEW OF MATTERS TO BE CONSIDERED IN PRIVATE

### RESOLVED:

**That Cabinet note the reports to be considered later in private and Part 2 of the Cabinet agenda and comment on them as appropriate for public information purposes.**

### Reasons for decision

The Leader of the Council introduced the report which provided a public summary of the matters to be discussed in the private part of the Cabinet meeting later, increasing the Council's transparency.

### Alternative options considered and rejected

These were set out in the public Cabinet report.

<b>Relevant Select Committee</b>	As set out in the report
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	This matter is not for call-in, as noting only.
<b>Officer(s) to action</b>	Mark Braddock
<b>Directorate</b>	Central Services
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating</i>

## 11. ELECTRIC VEHICLE CHARGE POINT (EVCP) CONTRACT

### RESOLVED:

#### That the Cabinet:

1. **Accept the tender from APCOA Parking (UK) Limited to supply, install, maintain and operate electric vehicle charge points installed in Council owned properties throughout the borough for use by the public or, where properties are not open to the public, by Council owned vehicles and at the estimated value of £8,432k.**
2. **Approves the Council's preferred option for the award to be based on tendered option C (50% Council / 50% Supplier) funded.**
3. **Accepts the initial contract period of five years from September 2023**
4. **Furthermore, agrees that this includes the provision to extend the contract for a further ten year (at five-year increments) period (fifteen years in total), delegating approval of any extension to the Leader of the Council and Cabinet Member for Property, Highways and Transport, in consultation with the Corporate Director of Place.**
5. **Authorises the Corporate Director of Place, in consultation with the Leader of the Council and Cabinet Member for Property, Highways and Transport to make any further decisions required in respect of progressing electric vehicle charging points.**

#### Reasons for decision

Cabinet accepted a tender to enable a partnership with a contractor for the delivery of a scalable EV charge point infrastructure in line with the Electric Vehicle Infrastructure strategy agreed earlier by Cabinet at the meeting. The Cabinet Member for Property, Highways and Transport outlined the terms of the contract.

#### Alternative options considered and rejected

Cabinet could have decided not to respond to the forecast increase in EV use and not to appoint a contractor to support EV infrastructure growth locally.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Poonam Pathak
<b>Directorate</b>	Place Directorate
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial</i>

*or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).*

**12. MANAGED SERVICE FOR THE SUPPLY & DISTRIBUTION OF MATERIALS FOR THE IN-HOUSE REPAIRS TEAM**

**RESOLVED:**

**That Cabinet agrees:**

- 1. To award a contract to Huws Gray Ltd. for the provision of a managed service for the supply & distribution of materials for the in-house repairs team to the London Borough of Hillingdon for a three-year period from 1 October 2023 to 30 September 2026 and at the estimated value of £1.2m per annum.**
- 2. Furthermore, that this includes the provision to extend the contract for two years, subject to the approval of the Leader of the Council and Cabinet Member for Property, Highways & Transport, in consultation with the Corporate Director of Place.**

**Reasons for decision**

The Cabinet Member for Property, Highways and Transport moved the recommendations in the report, which Cabinet agreed, for a new contract for a tailored material supply service to maximise the efficiency of the work of the Council’s in-house council housing repairs team. This followed a competitive tender exercise.

**Alternative options considered and rejected**

None.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Liam Bentley
<b>Directorate</b>	Place Directorate
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and</i>

### 13. SHORT-TERM CARE HOME BEDS CONTRACT

#### RESOLVED:

That Cabinet accepts a single tender from Halton Services Limited for the provision of a block contract at Parkfield House Nursing Home at a total cost for 2023/24 of £612,000 for the provision of:

- 1) Eight nursing care home beds to the London Borough of Hillingdon for the period 03 April 2023 to 31 March 2024 at a total cost of £499,200 (£9,600 per week).
- 2) Two nursing care home beds to the London Borough of Hillingdon for the period 08 May 2023 to 31 March 2024 at a total cost of £112,800 (£2,400 per week).

#### Reasons for decision

The Leader of the Council moved the recommendations in the report, which Cabinet agreed, for a tender to enable the Council to continue to secure nursing beds at Parkfield House Nursing Home to support timely discharge of patients from hospital who required short-term continued support in a care home setting and had nursing needs.

#### Alternative options considered and rejected

None.

<b>Relevant Select Committee</b>	Health and Social Care
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Gary Collier Sally Offin
<b>Directorate</b>	Adult Services and Health Finance
<b>Classification</b>	<b>Private</b> - Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).



## 14. PASSENGER LIFT MAINTENANCE, SERVICE AND REPAIRS CONTRACT

### RESOLVED:

#### That the Cabinet:

1. Accept the tender from RJ Lifts Group Ltd for the provision of passenger lift maintenance and repairs for corporate and housing properties for a period of 3 years from 1 November 2023 to 31 October 2026 and at the value of £123k per annum; and
2. Agree that this includes the provision to extend the contract for a further 2-year period (5 years in total), delegating approval of any extension to the Leader of the Council and Cabinet Member for Property, Highways & Transport, in consultation with the Corporate Director of Place.

#### Reasons for decision

The Cabinet Member for Property, Highways and Transport explained the important of good lift maintenance and moved the recommendations in the report, which Cabinet agreed, for a new contract for the passenger and good lifts service, repair and maintenance for all the Council's housing and corporate properties. This followed a competitive tender exercise.

#### Alternative options considered and rejected

None, as there were statutory requirements for regular inspections of lifts.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Lorraine Lupton / John Phillips
<b>Directorate</b>	Place Directorate
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

## 15. PROVISION OF PEST CONTROL SERVICES CONTRACT

### RESOLVED:

That Cabinet agree to extend the current contract with John O’Conner (Grounds Maintenance) Ltd for the provision of Pest Control services to the London Borough of Hillingdon for a two-year period from 1st November 2023 to 31st October 2025 and at a cost of £640k for the period.

### Reasons for decision

The Cabinet Member for Residents’ Services moved the recommendations in the report, which Cabinet agreed, to extend the current contract for a professional pest control service. It was noted that this would be used by different teams across the Council and costs subject to demand.

### Alternative options considered and rejected

None.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Peter Whitfield / Liam Bentley
<b>Directorate</b>	Place Directorate
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

## **16. HOUSE EXTENSION & NEW BUILD PROGRAMME**

### **RESOLVED:**

**That the Cabinet:**

- 1. Approve the Housing Extra Bedroom Programme to extend 2 properties (85 Manor Way and 273 Long Drive, Ruislip) in the current housing stock from 3 to 4 bedroom properties to meet current housing requirements;**
- 2. Approve the Housing Extra Bedroom Programme to extend and refurbish to DFG Standards, 46 Great Central Avenue, Ruislip in the current housing stock from 1 bedroom to 2 bedroom property to meet current housing requirements;**
- 3. Approve the General Need New Build scheme to build a 4-bedroom house on land adjacent to 140 Rowan Road and to set the rent to the applicable London Affordable Rent (LAR) rate;**
- 4. Approve the appointment of The Ewang Practice Ltd at a cost of £674k to carry out works to New Build Land Adjacent to 140 Rowan Road, West Drayton, UB7 7UE, extend and refurbish to DFG Standards 46 Great Central Avenue, Ruislip, HA4 6UF and extend 85 Manor Way, Uxbridge, UB8 2BG and 273 Long Drive, Ruislip, HA4 0HT;**
- 5. Approve a budget virement from the HRA Unallocated Acquisitions and Development Budget of £364k to the HRA New Build 140 Rowan Road budget; and**
- 6. Agree to the total capital release request of £862k from Housing Revenue Account (HRA) Budgets:**
  - a. Housing Extra Bedroom Programme for the costs and associated fees (£350k) to extend 2 properties (85 Manor Way and 273 Long Drive, Ruislip) and extend and refurbish 1 property (46 Great Central Avenue); and**
  - b. New Build Programme for the costs and associated fees (£512k) to construct a new build 4-bedroom detached dwelling on land adjacent to 140 Rowan Road.**

### **Reasons for decision**

The Cabinet Member for Property, Highways and Transport outlined the Council's house extension and new build programme which would also support those with disabilities living more independently in their own homes. Cabinet, therefore, agreed to extend three Council housing properties to provide an additional bedroom each to meet demand. Cabinet also awarded a contract for a project to build a new 4-bed home on Rowan Road in West Drayton.

## Alternative options considered and rejected

Cabinet considered alternate house building proposals, as set out in the report.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Sundeep Kapur
<b>Directorate</b>	Place Directorate
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

## 17. PROPERTY DISPOSALS - CAREW ROAD & CHESTER ROAD, NORTHWOOD

### RESOLVED:

That the Cabinet:

#### Carew Road

1. Declares that the vacant three bed residential property known as 9a Carew Road Northwood HA6 3NJ is surplus to requirements; the Property is shown edged red on plan A.
2. Authorises the sale of the freehold interest in 9 Carew Road Northwood together with the three-bedroom conversion known as 9a Carew Road with the current leaseholders to be offered a right of first refusal.
3. Authorises the sale of the Property on the open market, the method of sale to be by auction, subject to prevailing market conditions.

#### Chester Road

4. Declares that the vacant ground floor flat at 45 Chester Road Northwood HA6 1BG is surplus to requirements, the Property is shown edged red on plan B.
5. Authorises the sale of the freehold interest in 45 Chester Road, Northwood together with the two-bedroom ground floor flat with the current leaseholders to be offered a right of first refusal.
6. Authorises the sale of the freehold interest of the Property on the open market, the method of sale to be by auction, subject to prevailing market conditions.

For both sites

7. Delegates all future decisions regarding this disposal to the Corporate Director of Place, in conjunction with the Cabinet Member for Property, Highways and Transport.

### Reasons for decision

The Cabinet Member for Property, Highways and Transport moved the recommendations in the report, which Cabinet agreed, to declare two vacant flats used as Council housing surplus to requirements and also progress the associated sale of 2 properties in Northwood.

### Alternative options considered and rejected

Cabinet considered a range of alternative options as set out in the confidential report.

<b>Relevant Select Committee</b>	Property, Highways and Transport
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	These decisions can be called-in by 5pm, Friday 4 August 2023
<b>Officer(s) to action</b>	Julia Thompson
<b>Directorate</b>	Place Directorate
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

18. **ANY OTHER ITEMS THE CHAIRMAN AGREES ARE RELEVANT OR URGENT**

No additional items were considered by the Cabinet.

The meeting closed at 7:27pm.

**Internal Use only\***

**Implementation of decisions & scrutiny call-in**

**When can these decisions be implemented by officers?**

Officers can implement Cabinet's decisions in these minutes only from the expiry of the scrutiny call-in period, unless otherwise stated above, which is:

**5pm, Friday 4 August 2023**

However, this is subject to the decision not being called in by Councillors on the relevant Select Committee. Upon receipt of a valid call-in request, Democratic Services will immediately advise the relevant officer(s) and the Cabinet decision must then be put on hold.

**Councillor scrutiny call-in of these decisions**

Councillors on the relevant Select Committee shown in these minutes for the relevant decision made may request to call-in that decision. The call-in request must be before the expiry of the scrutiny call-in period above.

Councillors should use the Scrutiny Call-in App (link below) on their devices to initiate any call-in request. Further advice can be sought from Democratic Services if required:

[Scrutiny Call-In - Power Apps](#) (secure)

**Notice**

These decisions have been taken under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

This Cabinet meeting was also broadcast live on the Council's YouTube channel [here](#) for wider resident engagement. Please note that these minutes and decisions are the definitive record of proceedings by the Council of this meeting. If you would like further information about the decisions of the Cabinet, please contact the Council below:

[democratic@hillingdon.gov.uk](mailto:democratic@hillingdon.gov.uk)

Democratic Services: 01895 250636

Media enquiries: 01895 250403

## HILLINGDON'S 0-19 YRS CORE OFFER TO CHILDREN, YOUNG PEOPLE AND THEIR FAMILIES

<b>Cabinet Member(s)</b>	Councillor Susan O'Brien
<b>Cabinet Portfolio(s)</b>	Children, Families and Education
<b>Officer Contact(s)</b>	Claire Fry – Assistant Director, Child and Family Support Services
<b>Papers with report</b>	Appendix A – Family Hub Strategy 2023-2025 Appendix B – Family Hub Network Consultation Report Appendix C – EIA Barra Hall CC Appendix D – EIA Charville CC Appendix E – EIA Coteford CC Appendix F – EIA Cowley CC Appendix G – EIA Harefield CC Appendix H – EIA McMillan CC Appendix I – EIA South Ruislip CC Appendix J – EIA Early Years Nurseries

### HEADLINES

<b>Summary</b>	<p>In March 2023, Cabinet agreed to commence a 12-week public consultation on the draft Family Hub strategy. The strategy sets out a plan for delivering a Family Hub programme for residents in Hillingdon, through a network of integrated services providing support for children and young people aged 0-19 years (0-25 years with SEND) and their families.</p> <p>Cabinet further agreed that the public consultation should seek residents' views on options for the delivery of childcare in the Council's early years nurseries.</p> <p>This report presents the findings of the consultation. Cabinet is asked to note and consider the consultation responses and consider approval of the strategy and recommendations for the early years nurseries.</p> <p>It should also be noted that during the consultation, the DfE shared draft calculations of demand and supply for the new early years entitlements, effective April and September 2024, which have been considered as part of this process.</p>
----------------	---

<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>This report supports our ambition for residents / the Council of: Live active and healthy lives</p> <p>This report supports our commitments to residents of: Safe and Strong Communities Thriving, Healthy Households A Digital-Enabled, Modern, Well-Run Council</p> <p>This report supports the priorities of the Health &amp; Wellbeing Strategy.</p>
<p><b>Financial Cost</b></p>	<p>The Family Hub Strategy and the realignment of corporate assets from which services will be delivered, will support the delivery of the associated MTFF saving of £2.5m by 2025/26, through the wider rationalisation of the council's estate.</p> <p>The lease or rent of Nestles Avenue, South Ruislip and Uxbridge Early Years Nurseries will remove the corresponding per annum loss from this operation, which was £710k in 2022/23 and enable the realisation of the corresponding MTFF of £230k, which constitutes the budgeted subsidy.</p>
<p><b>Relevant Select Committee</b></p>	<p>Children, Families and Education</p>
<p><b>Relevant Ward(s)</b></p>	<p>All</p>



## RECOMMENDATIONS

### That the Cabinet:

- 1. Notes the findings, considers the responses from the comprehensive public consultation and has due regard to the Equalities Impact Assessments which have informed the proposed final Family Hubs strategy;**
- 2. Notes the findings, considers the responses from the comprehensive public consultation and has due regard to the Equalities Impact Assessments which have informed the proposed option for the delivery of childcare in the early years nurseries;**
- 3. Agrees the Family Hub Strategy as set out in Appendix A for implementation from October 2023;**
- 4. Agrees the use of council assets for the delivery of Family Hub services as set out in Table 1 of the report and agrees the children's centre sites that are surplus to requirements and will close with no reduction in service as set out in Table 2 of the report;**
- 5. Agrees to enable the continued delivery of childcare at Nestles Avenue, South Ruislip and Uxbridge Early Years Centres by securing an alternative provider(s) from the childcare market, as set out in this report;**
- 6. Agrees to receive a further report back to determine future provision for the nurseries;**
- 7. Agrees to support the development of the childcare market in Hillingdon to manage sufficiency in line with the new Early Education entitlements effective April 2024.**

### Reasons for recommendations

#### Family Hub Strategy and Delivery Plan

- The Family Hub strategy sets out the council's ambition to improve approaches to meeting the needs of children and young people through a network of family hubs, increasing the core service offer from 0-5 years to 0-19 years [up to 25 for those with SEND] to meet the needs of Hillingdon residents.
- Feedback gathered through the consultation shows that the response to the draft strategy was positive overall, from both residents and partners. Families with children with SEND were very positive about the strategy and particularly keen to see a change in the way services and support for families is integrated.
- Whilst it should be noted that some parents and partners expressed concern about ending service delivery from some children centres, including Barra Hall, McMillan and Harefield children's centres, the relocation of services and staff to alternative sites will be phased to ensure continuity of services for residents within the locality.

- Collaboration with local communities and service delivery partners will ensure opportunities are maximised to increase access to services in local spaces, supported by the use of mobile services such as the Transporter Bus and to increase the reach into some communities.
- In making these recommendations that council has had due regard to the DfE Sure Start Guidance for Children's Centres, 'in making appropriate and integrated services available as it is about providing premises in particular geographical locations.' (p6)
- Partners were open to the strategy, inspired by the scale and ambition, and welcoming of the opportunity to integrate working practices and build closer cross sector relationships.

### Early Years Childcare Provision

- The council is responsible for ensuring sufficiency of childcare within Hillingdon and has a role in ensuring the quality of childcare provision and support for children with SEND. The introduction of the new extended Early Entitlements for working parents from April 2024 is expected to increase demand for childcare and the council will proactively work with childcare providers to expand the number of childcare places available in Hillingdon over the next 2 years.
- The council has a duty to deliver services in the most efficient and cost-effective way, including making best use of its assets. Currently the council nursery provision has a budgeted subsidy of £230k; in addition, the nurseries do not bring in sufficient income to meet the high operational costs, which places an additional pressure on the general fund. The overspend was £710k in 2022/23.
- The council is not required to directly deliver childcare services. Securing an alternative provider to deliver the service will enable the council to remove the subsidy and the associated overspend incurred by the early years nurseries and focus efforts on increasing capacity in the market to ensure sufficiency and develop and enhance the quality of provision available.
- Previous decisions to close the early years nurseries generated widespread concern and anger amongst parents of children attending the nurseries and local communities who value the nurseries highly and the benefits they bring.
- Parents are keen for the local authority help to build childcare capacity and quality; maintaining childcare provision at Nestles Avenue, South Ruislip and Uxbridge early years centres via an alternative provider will support parents to continue to access childcare locally and enable them to work.

### **Alternative options considered / risk management**

- An alternative option would be to do nothing; however, this is not considered to be in the best interests of residents. The Family Hub Strategy reflects the national programme championed by the DfE and a move towards more integrated services for children, young people and their families. The council is committed to ensuring that services remain responsive to the changing needs of residents and communities over time and reflect national as well as local policy.
- In August 2022, the council took the decision to close the nursery provision at its three early years nurseries. Parents using the nurseries did not support this decision, and council withdrew the decision, pending further review and consultation. Some residents and parents remain opposed to the closure of the council's nursery provision as evidenced in the feedback to the consultation.
- An alternative option considered increasing nursery fees, so that the families who used the nurseries pay for them. However, for the council to deliver a full cost recovery model and

remove the current subsidy and reliance on general fund, parental fees would need to be increased substantially resulting in them being higher than other local private providers.

### **Democratic compliance / previous authority**

In March 2023, Cabinet gave approval for a public consultation to be undertaken on the proposed Family Hub strategy and delivery model for children and young people aged 0-19 (0-25 for SEND) and their families and that the public consultation should include consultation on options for the Council's directly delivered childcare in the three early years nurseries.

Delegated authority was given to the Executive Director of Adult Services and Health in consultation with the Cabinet Member for Children, Families and Education to approve the commissioning of an independent provider to run both public consultations and, review and approve the final consultation documents for publication.

Cabinet agreed to receive a report back to consider the consultation responses and to make a decision on the strategy and delivery model for Family Hubs Services and the delivery of childcare in the nurseries, informed by the findings of the consultation.

### **Select committee comments**

The Children, Families and Education Select Committee was consulted on the draft strategy and options for the early years nurseries and commented as follows:

*The Children, Families and Education Select Committee welcomes the extensive consultation being undertaken and notes that the Family Hubs model in Hillingdon aims to integrate with a wider range of delivery partners. This idea of collaborative working stands to benefit our children, young people and their families as it increases the range of support and services available. Additionally, using a locality-based approach will ensure that services are bespoke to the needs of the communities and are agile in their delivery, whilst making the best use of Council assets and facilities. To this end, the Committee wants to highlight the importance of appropriate geographical coverage and that all areas of the borough receive equality of provision and awaits the final results of the consultation with interest.*

## **SUPPORTING INFORMATION**

### **Family Hubs Strategy and Delivery Model**

1. The Family Hubs strategy and delivery model was developed in line with the council's approach to putting residents first and is aligned to the commitments of safe and strong communities, thriving healthy households and digitally enabled, modern and well-run council as outlined in council strategy. The strategy makes clear the council's commitment to delivering an enhanced service offer which builds upon and goes beyond the offer for families with children aged 0-5 years delivered through the network of children's centres. Family Hubs will act as central places in local communities where families with children and young people aged 0-19 years (0-25 for children with SEND) can access support and services in an integrated way.

2. Cabinet approved a public consultation on the draft Family Hub Strategy and service delivery model and options for the childcare provision in the council's early years nurseries in March 2023. The consultation ran for 12 weeks concluding on 30 July and enabled a good level of engagement and feedback from both residents and, statutory and community partners, through a survey, community drop-in sessions, partner workshops and qualitative conversations.
3. Following the end of the consultation period, feedback has been collated and reviewed, to understand resident and partner views on the proposals that outlined. Feedback gathered demonstrated a positive response to the strategy overall with 71% of residents and 79% of community partners in agreement.
4. Respondents were mixed in their views of the proposed location of the family hubs; this is in part a reflection of the value they place upon the services and support they receive from children's centres. 61% of parents were opposed to the closure of some children's centres, despite assurances that services would be relocated in alternative sites. Some families expressed a level of distrust that this was effectively a cost cutting exercise that would result in a reduced service offer. Similarly, families were worried that an increased offer for older children and young people would water down the service they valued in the early years. This is indicative of the conceptual nature of the strategy; officers will need to ensure good communication with residents and partners throughout the implementation phase, and that opportunities for coproduction and community collaboration are maximised and, delivers the council's ambition to reach children and families of all ages and maximise impact on their lives.
5. A key tenet of the Family Hub strategy is the Start for Life offer, which sets out the services available locally for families during the period from conception to the age of 2, including access to information advice and support. The offer will include universally available services, such as midwifery, health visiting and perinatal mental health support, as well as additional, targeted or specialist services and support, such as support for domestic abuse and debt advice.
6. Therefore, whilst adoption of the strategy will see a reduction in the number of traditional children's centres buildings, there will be no reduction in the service offer for the council's youngest residents and their families. Rather, services will be relocated in newly developed hubs and delivery sites in a way that ensures continuity of service and staff, which residents have said they value highly.
7. The corporate assets proposed for use as part of the Family Hub estate over and above the children's centres to be retained, are outlined below in table 1 along with the status of concept plans. This will enable the council to deliver services to meet the needs of a wider age range of children, young people and their families as set out in the strategy. All decisions regarding the development of these sites and the associated costs will be subject to further scrutiny and decision-making in line with the council's constitution, should cabinet make an in principal decision to approve the use of the recommended assets.
8. The change in use of buildings from a reliance on children's centres is essential to provide bright, welcoming and modern, well equipped, multi-purpose spaces, that can be used flexibly to deliver services that meet a wider age range. Whilst residents disagreed with the

proposal to close some children's centres and relocate services, it is not financially or operationally viable for the council to retain all children's centres, in addition to developing new sites; this could also create an overabundance of assets in certain parts of the borough, which it would be challenging to effectively staff and maintain. Consequently, implementing the strategy will result in the closure of 9 children's centres, in preference for new or alternative sites.

**Table 1. Corporate assets recommended for use as part of the Family Hub Networks**

<b>Location</b>	<b>Proposed Hub/Delivery Space</b>	<b>Status</b>
<b>North</b> Harefield	Harefield Library	Concept plans are currently in development and will be subject to a separate business case. Harefield Children's Centre will continue to operate until an alternative site is available.
<b>North</b> Ruislip & Northwood	Ruislip Young People's Centre	Concept plans are being reworked following feedback from the pre-application planning process. Coteford Children's Centre will continue to operate until an alternative site is available.
	Wren Centre, South Ruislip	Internal redecoration is included in current schedule for outstations. Quotes for repairs to the outdoor area being sought.
	Ruislip Manor Library	Minor internal adaptations required to library lower ground floor to better facilitate community use and will be subject to a separate business case.
	Northwood Hills Library	Plans drawn up for redevelopment of library site, to include space for community use.
<b>Southwest</b> Uxbridge & Colwley	Uxbridge Family Hub	Fully operational
	Oak Farm Children's Centre	Fully operational
	Colham Manor Children's Centre	Fully operational
<b>Southwest</b> West Drayton & Yiewsley	Platinum Jubilee Leisure Centre, West Drayton	Under construction and includes space for family hub and youth activities.
	Cherry Lane Children's Centre	Fully operational
	Yiewsley Children's Centre	Fully operational

<b>Southeast</b> Yeading Hayes Park	The Asha Centre	Currently in final stages of completion, anticipating handover in September 2023.
	Yeading Children's Centre	Fully operational
	Charville Library	Options for use are currently being considered and will be subject to a separate business case. Charville Children's Centre will continue to operate until an alternative site is available.
<b>Southeast</b> Hayes Town	Botwell Leisure Centre	Concept plans have been developed and costed and will be subject to a separate business case.
	Pinkwell Children's Centre	Fully operational

9. The adoption of the core and flexible service delivery model will ensure residents are able to access services within their communities, in a way that best meets their needs. The core offer will be universally available across the borough and will ensure the delivery of key services, including health services, activities to promote children's learning and development, transition support and school readiness, access to universal youth provision.
10. The flexible offer will ensure that targeted services are delivered according to the needs of the children, young people and their families within their communities. For example, support for families with children with autism, through parenting programmes such as Earlybird, Ducklings or Cygnets; support for children with speech, language and communication needs through Small Talk and Attention Hillingdon. Activity to address health inequalities will also be supported, particularly in relation to poor oral health, immunisation take-up and rising levels of obesity within the borough.

**Table 2. Children's Centres surplus to requirements in Family Hub Strategy**

<b>Children's Centre</b>	<b>Status</b>	<b>Action</b>
Barra Hall	LBH Estate	Close and return to asset workstream for decision on future use or disposal
Belmore	LBH Estate	Close and offer to school for inclusion within existing lease
Charville	Leased from Academy Trust	Retain until remodelled library space is available, then release back to the school
Coteford	Maintained school	Retain until remodelled youth centre space is available, then release back to school
Cowley	Leased from Academy Trust	Close and release back to school
Harefield	Maintained school	Retain until remodelled library space is available, then release back to the school
McMillan	Maintained school	Close and release back to school
Nestles Avenue	LBH Estate	Close and seek commercial rent or lease for nursery provision
South Ruislip	LBH Estate	Close and seek commercial rent or lease for nursery provision

11. The Council recognises the importance of knowledgeable, highly competent and well-trained staff and recognises that the value and significance that families place upon the relationships they have with staff members is intrinsic to them feeling supported, and able to access services. Likewise, staff are keen to expand their knowledge, to earn new skills and work in partnership with colleagues across sectors to ensure that the service offer meets the needs of families with older children and young people as well.
12. Some residents valued the proposal to develop family hubs, as the proposed locations would provide them with greater access to services locally in their communities. However, a greater number of residents raised doubts that the proposed locations were easily accessible, and that locating services within 30 mins walk or 1.5 miles of a resident's home, would still be too far to walk in bad weather with young children.
13. These concerns are recognised and understood as the strategy is predicated on council assets. It will be important for officers to work with families and local communities to resolve additional local delivery points, particularly where transport links are more challenging or there are no council assets that can be utilised, for example in the Heathrow Villages, to ensure services are accessible to all.

### **Early Years Childcare Nurseries**

14. Parents using the early years nurseries for their childcare provision were actively encouraged to engage with the consultation and were invited to participate in individual or small group discussions facilitated by the Family Hub Network. 33 families took up the opportunity to share their thoughts, ideas and concerns regarding options for the future of the nurseries, which has fully informed the decision-making process and the recommendations in this paper.
15. It is also important to note that the context within which decisions are being made, regarding the future delivery of childcare in the early years nurseries, has changed significantly. In the Spring Budget of 2023, the Government announced plans to expand the Early Years Entitlements for children of working parents. Roll out of the new entitlement is occurring in phases:
  - Phase 1: April 2024 – 15 hours of childcare over 38 weeks of the year made available to eligible parents of two-year-olds
  - Phase 2: September 2024 – 15 hours over 38 weeks of the year made available to eligible parents of 9 month to 36-month-olds.
  - Phase 3: September 2025 – 30 hours over 38 weeks of the year made available to eligible parents of 9 month to 36-month-olds.
16. Early indications from the DfE are that with the introduction of the new entitlements, demand for places in Hillingdon in April 2024 and September 2024 will exceed current supply; whilst the modelling does not yet take account of the amount of childcare use per child i.e. number of hours, officers are currently working to analyse the anticipated supply and demand, and it is expected that there will need to be further development of the market over the next 2 years to increase the supply of childcare available.

## Childcare Fees

17. In July 2023, a data collection exercise was carried out to obtain up to date information relating to the costs of childcare in day nurseries in Hillingdon. Day nurseries were asked about the current fees that they charge parents who pay for childcare and responses were received from 43 out of 58 day nurseries (74%).
18. Childcare fees vary significantly across the borough and between providers. The lowest daily rates are in the southeast of the borough, with the average cost of childcare in the north and southwest of the borough being relatively comparable. The average daily cost of a place increases by £15.48 - £17.46 for the north and southwest of the borough, when compared with the southeast.
19. Hillingdon council charges a flat fee for childcare across all three nurseries irrespective of where in the borough they are located. Currently, the council operates a 2-tier charging system, which reflects the increased costs of higher adult to child ratios for the youngest children; daily rates (based on a 10-hour booking) are charged at £72.74 for children under 2 years of age, and £65.68 for children aged 2 years and above. This is marginally higher than the borough average of £71.78 for the youngest children, but lower than the borough average for 2 year olds and 3 and 4 year olds at £69.92 and £69.01 respectively.
20. The consultation posed three options for the future delivery of childcare at the council's early years nurseries and asked respondents to rate them in order of preference. There was also the option for respondents to share additional ideas or options for the council to consider.
21. Whilst no additional fully formed ideas were offered for consideration, parents of children attending the nurseries commented on the way in which the service operated and gave examples of ways in which they felt the service could be delivered more cost effectively, such as bringing catering services in-house, reducing food waste, or offering the option for children to bring a packed lunch.
22. Parents pointed to what they perceived to be the council's inability to run the business efficiently, citing examples such as a culture of keeping fees low, an over reliance on agency staff, and low occupancy rates. Parents also expressed their frustration regarding a perceived lack of transparency regarding the financial status of the nurseries and that they had not been given the opportunity to offer support or help fundraise to help remedy the situation.

### Option 1 - Full Cost Recovery

23. A review of the current nursery fees and charges was completed to establish the level of income required to fully recover the cost of delivering the service and remove the subsidy and overspend currently incurred year on year by the council's general fund.
24. For the council to recover full costs of running the service, the daily charges for children under 2 years would need to rise to £113.90, an increase of 57% from the current position, and £72.30 for children over 2 years, an increase of 10%. This assumes the current



balance of privately funded hours and early education entitlement funded hours is maintained, with each nursery operating at 100% occupancy.

25. This would make the parental fees for children under 2 years higher than any other provider in the borough, and above the average cost for the borough for children aged 2 and over.
26. Furthermore, the assumption of 100% occupancy is not realistic. Despite significant efforts the nurseries continue to operate below full occupancy. Whilst the impact of COVID cannot be underestimated, the nurseries were not operating at capacity prior to the pandemic, indeed, the highest levels of occupancy in recent years were achieved in June 2022, with all three nurseries operating at over 80%, which is still significantly short of the 100% occupancy assumed in the calculation above. Recovery of full costs at 80% occupancy would require a 25% increase to be applied to the fees quoted above.
27. High levels of inflation have had a significant impact on the operational costs of the nurseries, including staffing overheads, water and utility charges, food and material costs, and uplifts for contracted services e.g., cleaning. Whilst it is recognised that the ongoing impact of rising costs may reduce over time (if, and when inflation goes down), there are limited opportunities for efficiencies to be achieved through the review of contracts and services, given the procurement framework the council is required operate under.
28. Parents were divided as to whether the council should subsidise childcare costs; it was equally difficult to say whether the fees chargeable under a full cost recovery model would be affordable, as the detail was not available as part of the consultation. Given the significant increase in parental fees required to cover full costs, and feedback received during the consultation, this option is not recommended.

### **Option 2 – Offer the nurseries to the private, voluntary and independent childcare sector**

29. All three of the council's nurseries are purpose built, with direct access to enclosed outdoor play areas from each playroom, full working kitchens, and dedicated space for staff to both work and take a break away from the children, making them likely to be appeal to alternative providers within the market.
30. South Ruislip EYC is the newest building, operational since 2010. Whilst it has limited capacity within its current footprint, additional nursery places could be created by utilising the co-located children's centre rooms for childcare. This additional space includes a training room, and large playroom with separate outdoor space. The children's centre activities would be relocated to the Wren Centre which is located on the same site in South Ruislip, as part of the Family Hub strategy.
31. Uxbridge EYC was constructed circa 1950 and has been extended in last 15-20 years to provide additional space for the under 2's room. The building has had significant maintenance completed in recent years to underpin two elevations of the building and replace the internal mains water pipework and gas boiler, as well as the redevelopment of the children's outside play areas. A review and reorganisation of the internal space may marginally increase the number of children the centre is registered to care for.

32. Nestles EYC comprises three building blocks; the original prefabricated building was constructed circa 1950-60, with 2 further additional Portacabin bolt-ons added to extend and develop the nursery and children's centre provision. The nursery comprises 5 playrooms, although only 3 of these are currently operational and when combined with the additional space vacated by the children's centre, would increase the number of nursery places able to be delivered.
33. The new early years entitlements outlined in the Spring Budget of 2023, expands the offer to more parents, enabling them to return to work following parental leave. Early indications are that in Hillingdon, demand may exceed supply and it will be necessary to increase the level of provision, particularly for children under 2 years of age over the next 2 years.
34. Following the council's previous decision to close the nurseries in August 2022, several enquiries were received from private providers keen to understand the council's plans for the nursery buildings. Advice received from property services is that the council could put the early years nurseries to the childcare market with the premises either let to a provider on a commercial lease or via a disposal of the sites, with restrictions in place, to ensure their ongoing use as a nursery.
35. Under this option the council would seek to secure a new provider and transfer the nurseries as a going concern. This would provide a level of reassurance to parents as to the availability of childcare for their children, should they choose to move to the new provider.
36. Whilst the council has a statutory duty to ensure sufficiency of childcare 'so far as is reasonably practicable' for working parents or parents who are studying or training for employment, there is no requirement for the council to directly deliver childcare. Therefore, it is recommended that the option to outsource the Nestles Avenue, South Ruislip and Uxbridge early years nurseries is progressed.

**Option 3 – Close the nurseries and retain a group of staff to support the sector with children with SEND**

37. Staff working in the council's nursery provision are proficient in working with children with SEND and have developed their skills through access to training and development opportunities, working alongside therapists and experts in the field. Whilst staff who are experienced and knowledgeable in working with children with SEND is not restricted to the council's early years provision, meeting the needs of children with a range of complex needs, is an area of ongoing challenge and development for some settings.
38. Parents are clear that they value the nursery staff; particular emphasis on their skill, knowledge, and empathic support was evident through the feedback. Parents and the local community see the nurseries as a valuable resource and are keen to see the nurseries remain open so that access to childcare would continue to be available locally and other families would benefit from what the nurseries have to offer in the future.
39. Therefore, in response to resident feedback and the anticipated increase in demand for childcare places under the new early years entitlements, this option is not recommended.

## Financial Implications

### Early years nurseries and children's centre establishment operational costs

The Council's children's centres are located in a variety of corporate and community buildings. Operational costs and general building maintenance, including cleaning and hygiene services, minor repairs, FM recharges, utilities, water, refuse collection are largely accounted for in the children's centre budget for each locality. Shared service agreements (SSA's) are in place for 8 community buildings, and partner organisations undertake to manage a range of premises related functions on behalf of the Council; these vary by site, with additional services being provided by the council's internal services and contracted providers as required.

The proposed changes to the use of community and corporate assets will result in the closure of 9 children's centres; however, the operational budgets will be retained and diverted to cover costs associated with new and alternative sites as they come on stream.

Should cabinet approve the recommendation to secure an alternative provider for the early years nurseries, the operational overheads will likely form part of any lease or rental agreement.

Table 3. Operational costs associated with children's centre sites identified for closure

<b>Children's Centre/ Early years Centre</b>	<b>Shared Service Agreement costs</b>	<b>Corporate Costs/Recharges (Cleaning, FM, rates etc.)</b>	<b>Total</b>
Barra Hall CC	N/A	18,230	18,230
Belmore CC	10,000	4,853	14,853
Charville CC	N/A	17,747	17,747
Coteford CC	29,030	3,046	32,076
Cowley CC	2,932	12,811	15,743
Harefield CC	18,629	1,954	20,583
McMillan CC	19,459	4,285	23,744

### Medium Term Financial Forecast (MTFF) Savings

Sourcing an alternative provider from within the childcare market to lease or rent Nestles Avenue, South Ruislip and Uxbridge Early Years Nurseries will remove the corresponding per annum loss generated by the service, which was £710k in 2022/23 and enable the realisation of the corresponding MTFF saving of £230k, which constitutes the budgeted subsidy, at the point at which the council ceases to deliver the service.

It is anticipated that the early years nurseries sites may be leased to third-party operators on a going-concern basis with the net lease income contributing towards the council's saving programme. The value of these potential income streams will be known once the market has been appropriately tested. Proposals on the future of each nursery will be brought back for decisions in line with democratic reporting, as and when a provider is secured for each site.

The Family Hub Strategy will support the delivery of the identified MTFF saving of £2.5m by 2025/26 through the wider rationalisation of the council's estate; however, any decisions on implementation will be brought back for decisions in line with democratic reporting.

## RESIDENT BENEFIT & CONSULTATION

### The benefit or impact upon Hillingdon residents, service users and communities?

#### Family Hubs Strategy and Delivery Model

The move to a locality based operating model is aligned to the Council's objectives and wider transformation in meeting residents needs locally. The Child and Family Development service will work closely with services across the Council, and partners from health, education and the voluntary and community sector to expand the operating model and deliver more integrated and efficient services, "putting residents first."

Other benefits include:

- Accessible services in their local communities
- Services that align with their family's needs
- A range of connected services
- Informed, knowledgeable staff who can give advice, support and signpost to solutions
- Residents become more resilient
- A very early help response to children and families with SEND
- A reduction in reliance on Social Care interventions in the future

#### Early Years Childcare Provision at the Council's Nurseries

Maintaining and potentially increasing the number of childcare places at Nestles Avenue, South Ruislip and Uxbridge early years nurseries will ensure that families continue to be supported to access childcare locally and ensure continuity of provision for children.

### Consultation carried out or required

Following delegated approval received at cabinet in March 2023, officers secured The Family Hub Network (FHN), an independent provider, to run the consultations, bringing capacity, professional expertise and extensive knowledge of Family Hubs policy and Early Childhood services to the process. The full consultation report is attached at Appendix B, with individual comments viewable as background papers for this report, redacted for personal information.

The public consultation lasted for 12 weeks ending on 30 July 2023, and used a range of methods to seek the views of residents and professionals who support children, young people, and their families. An online survey was developed, with paper copies made available at drop-in sessions and on request; a total of 690 responses were received.

34 drop-in sessions were conducted across children's centres and libraries, and FHN staff conducted qualitative conversations with 95 participants. Children's centre staff supported families to engage with the survey, both in the centres and at community outreach events, providing translation support as appropriate to enable families to participate and respond. Parents of children attending the early years nurseries were provided with bespoke opportunities to participate in the consultation and in person and virtual discussions were held with 33 parents.

A social media campaign ran alongside the consultation, inviting residents to 'Have their say', promoting upcoming drop-in sessions, and using targeted posting in the last week of consultation. Articles in Hillingdon People, online and in community newsletters further promoted the consultation to residents and items in newsletters of varying professional networks added to the awareness raising.

Two workshops were attended by a range of stakeholders from health, education and community partners, and staff also attended a range of community settings and stakeholder team meetings, to engage in dialogue around the draft Family Hub strategy and options for the Early Years Nurseries.

Senior officers attended both the Health and Social Care Select Committee and the Children, Families and Education Select Committee, and presented to members on the draft plans and consultation.

### Information about respondents

- 624 (90.4%) of respondents were residents or responding on behalf of a resident. 63 (9%) of respondents representing professionals working with children, young people and their families or local community and voluntary sector partners. The remaining respondents were categorised as 'other'.
- Most responses were from those aged 35-44 years (40%), followed by age 25-34 years (33%).
- Of those who told us their ethnicity, a higher percentage of respondents were White - 48%, which is representative of the borough population, followed by those of Asian/Asian British heritage at 29%.
- A high number of respondents were female - 83%, which is higher than the borough total of 50.6%, and 14% of respondents were male.
- 8% of respondents told us they have a disability which is lower than the Hillingdon population of 14.7%.

### Children's centre use and attitudes

- 496 of all respondents (72%) used, or had previously used children's centre users, of whom 75% visited children's centres once a week, or more often.
- Parents and carers who used the children's centres were overwhelmingly positive about the service; they value the range of activities and support available. Parents spoke very highly of the staff, whom they describe as being knowledgeable, prompt to reassure or escalate concerns as needed and relational in their approach. Many parents described the centres as regular, welcoming, safe places to go.
- Parents describe how the centres have played a significant role in their early days of parenting, helping them to discern between normal challenges and when expert input is required.
- However, parents also expressed concerns that COVID has had a long-term negative impact. There is a perception that there has been a reduction in children centre services that would not be reversed if the service had to extend to work with older children.
- Some parents are children's centre enthusiasts. They regularly visit several children

centres and coordinate booking systems and frequency rules to maximise their opportunity for attendance. However, most parents who responded tend to access one children centre for most of the time, with some occasional use of others.

### Responses to the draft Family Hub strategy

- 71% of respondents agreed or strongly agreed with the proposed Family Hub strategy. Bringing services together should make the system easier to understand and convenient to access. However, whilst the principal of a 30-minute walk or 1 1/2-mile distance to travel was acceptable to some, others were concerned that it was not realistic to expect young children to walk this far, particularly in bad weather and using public transport with pushchairs could also prove problematic.
- Respondents were keen to understand if the buildings proposed would be adapted to meet the diverse needs of the range of services to be delivered. Respondents also expressed some concerns and questioned the suitability and safety of combining diverse age groups and families with very different levels of need in one location. Some suspected that the strategy was a camouflage for savings making, and some feared that change would inevitably result in a loss of valued services and staff.
- 82% of respondents agreed or strongly agreed with the range of proposed services. They welcomed the simplicity of one system, providing all the services families might need, from pregnancy through to adulthood, but struggled to envisage service delivery in the settings, with an assumption that all services will be co-located, leading to concerns about challenging teenagers accessing services within the proximity of very young children. This highlights the need to further engage with residents and partners in developing the concept of the Family Hub as a network of places and services working together.
- Only 27 % of respondents disagreed or strongly disagreed with the proposed locations for the family hubs; 55% Strongly agreed or agreed with the locations and a further 18% neither agreed nor disagreed.
- 61% of parents disagreed with stopping service delivery and closing children centres. 17% were undecided, and 22% agree with the proposal. This is indicative of how parents value the services and support provided by the children centres. Parents fear that children centres could close, without alternative delivery spaces being realised and the new strategy would prove to be an empty promise; therefore, there is a need to reassure residents of the council's commitment to supporting families and ensure a seamless transition from the current children's centres to the new delivery points so that services are not disrupted.

### Families with Children with SEND

- Families with children with SEND were well represented - 16% of respondents. They were positive about the Family Hubs proposal overall, with 62% agreeing or strongly agreeing compared to 53% of other families. Families voiced their hope that the strategy will deliver a solution to their long-held concerns and challenges, including poor access to help, challenges with system navigation, long waiting times and siloed ways of working.
- Overall, families with children with SEND were less negative about stopping services from some children centres. They felt that access to services may be easier, with 44% agreeing or strongly agreeing, compared with 37% of other families. However, others disagreed with the proposal and feared the consequence of losing a local lifeline should children's centres

close, whilst others expressed concern that the mixed service offer could be too overwhelming for some children, particularly those with neurodiverse needs.

### Partners – professionals and voluntary and community sector representatives

- 79% of partner organisation representatives either agreed or strongly agreed with the concept for family hubs this is compared with 71% of parents 17% disagreed or strongly agreed compared with parents.
- Partners welcomed the strategy to address current challenges and the potential to create one effective system that would be easier to navigate, create opportunities for community collaboration, and focus on solving family problems were considered important. Some professionals questioned whether the ambitions could be realised and if the scope and scale of the required tasks risked chaos. Others still felt that there was a risk of preoccupation with buildings, when creating the network should be the central focus.
- Partners who responded wanted to be involved in shaping the strategy and its implementation, and recognised the need for ongoing communication to raise awareness and understanding of the services that each provider would bring to the network.
- The need to start locally and work outwards, bringing together people working and living in communities to codesign and create services that meet their needs, was suggested as being pivotal to being able to deliver the strategy.

### Childcare and Early Years Nurseries

- 471 of respondents said they had children aged 0 to 4 years and 60% of this sample used childcare. Over 70% used day nurseries, whilst childminders, playgroups and nursery classes were used by much smaller numbers. These findings are likely to have been influenced by the promotion of the survey to parents using the council's early years nurseries.
- Of the main reasons for using childcare, 54% said it enabled them to work, 22% cited supporting their child's learning and development, and a further 19% said they were planning on returning to work.
- Where parents chose to look after their children themselves, 36% cited childcare as being too expensive, but only 2% reported that they had been unable to find a suitable nursery place for their child.
- Interviews with the early years nursery parents showed them to be a diverse group, from wide ranging socioeconomic backgrounds. All parents were united in their praise for the nurseries, commending the experienced and dedicated staff who go over and above in meeting their child's needs. Parents valued that the nurseries provided separate rooms for different ages, a cosy atmosphere and that they were clean and looked after (even if the buildings are tired). They also stated that the nursery places were good value for money.
- Parents talked about their distress in learning in August 2022 that the nurseries were due to close. They were concerned that they had had no warning of the financial difficulties the nurseries were in, and that there was little notice of the planned date for closure. Many expressed that the stress that they experienced at that time had continued.
- Parents talked about the impact of external factors, including the cost-of-living crisis and poor experiences of using other settings. Parents also spoke about the challenge to find alternative provision in the right place, with the appropriate sessions and days to meet their individual needs.

- A small number of families said that if they had been given more notice, they would have accepted the decision to close the nurseries. However, many families challenged the council's business case for closing the nurseries, given that childcare was in high demand and increasing and that the nurseries were not running at capacity. Parents were also frustrated that they had not been invited to support the nursery or to fundraise and were sceptical about the council's ability to run the business efficiently, describing an over reliance on agency staff and a culture where fees had been too low. Parents also expressed concern that the consultation was pre-empting the impact of the recent 30% fee increase and suggested the council should wait to understand the impact of this before making a further decision.
- Overall residents preferred option was to keep the nurseries open and increase the fees so that the costs are covered by the families that use them. The second most popular option was to invite private, voluntary and independent (PVI) providers to deliver the nursery provision instead of the council. However, closing the nurseries was considered to be the least preferred option. Whilst some parents could see the link between the early years nursery staff's SEND expertise and the potential to raise standards elsewhere, ultimately this option did not support their childcare needs.
- Parents were confident that the 30% increase in fees in April 2023 would help and would accept further raises, if fees would not exceed the top tier of fees charged by other private nurseries. However, parents expect the council to be more transparent about potential efficiencies and to be open to parent's suggestions and offers of help.
- Some parents felt strongly that the nurseries should continue to be subsidised by the council and made comparisons to the other services such as golf courses and Family Fun Days, which they deem to be subsidised. With regards to private providers running the provision, parents accepted that this would keep the nurseries open and offer consistency of childcare, although there were concerns regarding the impact this would have on the quality of care and a loss of current staff.

### Summary

- The consultation has generated a substantial response and delivered clear and consistent findings.
- Overall, the draft Family Hub strategy meets with residents' and partners approval; they value services and staff over buildings and the closure of some children's centres is likely to be acceptable if familiar and trusted staff deliver services in new spaces.
- Raising awareness and understanding of the Family Hub approach with communities and partners will facilitate and support implementation and engagement.
- As the proposed hubs and delivery points are currently predicated on council buildings, the local network does not yet demonstrate how local, community-based settings and services will form and shape the wider network of services.
- Cross-sector partners are keen to collaborate with the council, to influence and share responsibility, as the strategy is refined, and the transformation process begins.
- Childcare is an emotive issue and challenging marketplace; the parents of children attending the early years nurseries will need support in understanding and adapting to the council's plans.
- Due to increasing childcare demand, parents hope that the council prioritises supporting the childcare sector to increase capacity and improve quality of provision.



## Equalities Impact Assessments

Equalities Impact Assessments have been completed to consider the impact on children and families of the closure of the following children's centres and relocation of services to alternative hubs and delivery points. These are appended to this report for consideration by Cabinet.

- Barra Hall Children's Centre
- Charville Children's Centre
- Coteford Children's Centre
- Cowley Children's Centre
- Harefield Children's Centre
- McMillan Children's Centre
- South Ruislip Children's Centre

Belmore and Nestles Avenue children's centres were closed in March 2020 to comply with Government guidelines during the COVID pandemic and are not currently operational. Belmore children's centre was temporarily repurposed in September 2021 to provide an interim reception class for children with special educational needs from Hedgewood School, whilst building works were completed at the school site. Following this the space has been temporarily utilised by Belmore Academy School, to provide additional space to for their cohort of children with additional needs, whilst future options for the children's centre were considered.

The children's centre space at Nestles Avenue was vacated during COVID; the children's centre is physically integrated with the early years nursery and therefore officers paused reinstating services whilst options were considered regarding the future of the nursery provision.

Parents who reside in the local area were effectively supported to access services at alternative nearby children's centres. Therefore, Equalities Impact Assessments have not been completed for these centres, as there is no current user information available.

Children's centre staff typically work in teams within an identified locality but are flexible and work across the borough as required, delivering outreach programmes in the community. This is reflected in their contract of employment and therefore it was not necessary to complete an impact assessment for staff as the Family Hub delivery model mirrors their current ways of working.

An Equalities Impact Assessment have been completed for the early years nurseries, to consider impact of changes for the children and families. This is also appended to this report for consideration by cabinet.

Currently the nursery staff position is unclear, until market research has been explored and options for the future delivery of the service are known. All options will be considered in line with HR policy and the council is committed to keeping staff informed throughout the process. It is anticipated that an EIA will be completed at a further point, as part of any future decision-making process.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendation to note the findings from the public consultations and agree the Family Hub Strategy, with the strategy being the driver for transformation work within the service area and delivering an efficiency benefit to the Council of £2,500k through the release of assets as set out in the Council's Medium Term Financial Forecast approved in February 2023. Furthermore, it is noted that the report recommends a course of action with regard to the Council's Early Years Centres that will enable the Council to realise the benefit of this transformation work, securing the associated reduction in spend included in the Council's budget strategy.

### Legal

As explained in the report an extensive consultation has taken place and in reaching decisions on this matter, Cabinet must have regard to the consultation responses as well as the equality impact assessments. A summary of the consultation responses is contained in the body of the report and the full responses are available as a background paper. The equality impact assessments are appended to the report.

The Council's proposals for Family Hubs are in accordance with statutory guidance issued by the Department for Education and the proposals are broadly supported in the consultation. However, a number of concerns about the proposals have been expressed and Cabinet will wish to ensure that the proposed family hubs provide appropriate geographical coverage and that there is equality of provision across the Borough - a concern expressed by service users and also the Children, Families and Education Select Committee.

In relation to nurseries, the Council has considered all options for their future and recommended that the Council seeks to secure an alternative provider. The reasons for this recommendation are fully set out in the report as are the views of service users in relation to the future of the nurseries. Should the recommendation be agreed, a further report will be made to Cabinet giving full details of any alternative provider and the terms on which the premises will be let so that Cabinet can make a fully informed decision about their future provision. This report will, of course, include further legal advice as necessary.

### Property

Property and Estates Services confirm the details relating to possibilities in letting and selling the nursery sites. If sold to an owner occupier, or let on leases and sold to investors, the capital receipt received would assist in meeting the Medium-Term Financial Forecast (MTFF) Disposals Target in 2023-2024.

## BACKGROUND PAPERS

- [Cabinet report – 23 March 2023](#)
- [Individual comments to the consultation questions \(redacted\)](#)
- [Sure Start Childrens Centres - Statutory Guidance issued by the Department for Education April 2013](#)



# HILLINGDON

LONDON

## FAMILY HUB STRATEGY 2023-25

---

### OVERVIEW AND BACKGROUND

1. The Government has committed to provide Family Hubs in every region of England as a means of providing integrated family services via a central access point. Family Hubs provide families with children aged **0-19 (and up to 25 for SEND)** somewhere they know they can go if they need information, advice or guidance for family, relationship, health and other issues.
2. The National Centre for Family Hubs was launched in May 2021, led by the Anna Freud Centre and funded by the DfE, to support the upscaling of Family Hubs nationally. Furthermore, the Early Years Healthy Development Review Report - The Best Start for Life, led by Dame Andrea Leadsom MP, champions Family Hubs as a place where families can access support in the early years of their child's life, through the delivery of a specific Start for Life offer, incorporating access to Maternity and Health services, alongside support for parenting and reducing parental conflict.
3. In August 2022 the Government published the Family Hubs and Start for Life programme guide for the 75 local authority areas funded in 2022-25, to establish their Family Hubs and Start for Life Offer. Hillingdon was not eligible to bid for funding due to the advances already made locally, in establishing Uxbridge Family Hub in December 2021 and work underway to deliver a second Family Hub in Hayes, due March 2023.
4. The Government has also published the Family Hub Framework which sets out expectations for service delivery under three delivery areas of **access, connection and relationships**, to which multiple key success criteria are aligned. As Hillingdon is not currently in receipt of government funding, there is no requirement to adhere to the framework; however, it provides a useful tool for measuring success of the Family Hub programme locally and will support future funding applications as and when they arise.
5. It is not yet clear if or when funding will be made available to the remaining 75 local authorities; however, the emphasis on services for families with children aged **0-19 (and up to 25 for SEND)** requires local authorities to evolve services from the children's centre offer focussed on babies, young children and their families, to deliver an integrated service that supports the whole family. This may in turn lead to a change in the legislation surrounding children's centres and their core purpose.

6. It is proposed that in Hillingdon, the children's centre core purpose, start for life offer and family hub service offer will be delivered by the Child and Development Service in Community Hubs and additional local delivery points.
7. This paper outlines a strategy to develop Family Hubs in Hillingdon, integrating services across the disciplines of Maternity, Health, Education, Social Care and the Voluntary Sector under the principles of Early Help and Intervention, to provide accessible services to families at their point of need. The offer will link support for the whole family where there are children and young people up to the age of 19 (25 for those with SEND), acknowledging the impact of the right support and care, in the right place, at the right time on the future lives of young people.

## PRINCIPLES

8. The Family Hubs Network has been championing Family Hubs since 2010. Based on extensive research and their engagement with Local Authorities already delivering integrated Early Help services through Family Hubs, they have developed a set of core principles that characterise Family Hubs, and the systems they are part of:
  - An understanding of the importance of **Early Help and prevention**.
  - Families with children aged **0-19 (and up to 25 for SEND)** have somewhere they know they can go if they need information, advice or guidance for family, relationship and other issues.
  - Superb provision for **children's early years (0-5)** so their families get whatever help they need to give them the best start in life and ensure they are school-ready.
  - **Integrated** health and public health priorities, such as health visiting and maternity, with social services and Supporting Families programmes.
  - A central **access** point to services and support, connected to all other delivery sites in the area.
  - A **relational culture** embodied by everyone who works in the Hub.
  - A **whole-family approach** which focuses on disadvantaged and vulnerable children.
  - Parents can access **relationship support** when there is conflict, to help and rebuild an existing relationship or during and after separation
  - The **voluntary sector and wider community** make an extensive and vital contribution.
9. It is also proposed that the following **local Hillingdon principles** are defined and agreed:
  - Family Hubs will deliver programmes that are **data driven** and **respond to community needs** and can be accessed in ways that best meet resident needs, either in person at a hub or community venue, or online.
  - **Locally available services** are extremely important and will be provided through borough-wide delivery points no more than 30 minutes' walk or 1.5 miles distance from a resident's home.

- Hillingdon residents will have equal **access to information, advice, and support** wherever they live in the borough, ensuring information is communicated and accessible in a range of formats including digitally to meet resident needs.
- It is important that all hubs should provide a dedicated **safe outdoor space** for children to support their play and learning and optimise opportunities for children to be physically active and increase their fitness levels, in response to the growing number of children now recorded as overweight and/or obese at aged 5 and 11 years.
- Delivery of a coherent **Best Start for Life** offer providing seamless, multi-agency support for families with babies and young children ensuring adherence to the overarching principles.
- Prioritise support and access to children and young people with Special Educational Needs and Disabilities and their families, through the **early identification of need** and provision of a range of early intervention services.
- Provision of a digital “kiosk” in each Hub, **supporting residents to be self-serving and resilient**. This will be supported by skilled, knowledgeable staff who can support people to access on-line services, complete forms, pay bills, search for information and to engage with and embrace new technology.
- **Integration with health services** will be supported through the provision of clinical spaces within the community, enabling residents to access a range of services, such as midwifery, immunisations, counselling, sexual health clinics, locally to where they live.
- Family Hubs should **evoke generational change**. Supporting communities to become more resilient and less reliant on services, that they can tell their story once and be signposted to the most appropriate support. They are educational, inspiring, and enjoyable spaces.
- Family Hubs will benefit from a **combined staffing model**, drawn from a range of service areas and led by an identified lead agency, that maximises staff knowledge and skills to the benefit of the resident. Staffing, building maintenance, financial envelope and stakeholders charges will need to be consulted upon and agreed with internal and external partners.

10. Key to effective delivery is that the Family Hub offer is not constrained by assets, but data driven. Delivery points will be agreed alongside the data for each locality to ensure service delivery has excellent geographical coverage in line with the principles of early intervention and ‘reach into’ communities.

11. The programme in each locality will be data driven and bespoke to the area, delivered from the hub and a range of touch points according to the community need, resources and facilities required.

## LOCAL CONTEXT

12. Family Hubs provide the framework to deliver services in an integrated way and cement existing partnerships across services, to the benefit of children and families. Central to the concept of Family Hubs is a shared understanding of what a Family Hub is.
13. Whilst it may be appropriate to develop new spaces for services to be co-located and more accessible, many Family Hub models make use of existing community facilities, extending and adapting them as needed. Family Hubs may also be virtual, bringing together teams from a range of disciplines to create a multi-agency network that may operate from any number of delivery sites. For adolescents and youth work it may be more appropriate to have a flexible community-based model that can target areas as necessary.
14. The Family Hubs model in Hillingdon will build upon existing services in place to support families in the early years, by evolving the children's centre offer to support older children and young people, integrating with a wider range of delivery partners thereby increasing the range of support and services available to children and families.
15. Hillingdon Council already delivers a wide range of services to families pre-birth to 5 years through its network of 16 children's centres; these centres working in collaboration with partners from maternity services, health visiting, adult education, and voluntary sector organisations, provide a core offer of services for all families to access. Targeted support for more vulnerable families and those with identified needs is also provided by specialist services including, perinatal mental health services, Children's Integrated Therapy services and Children's Social Care Services.
16. Services for young people are delivered through the Council's Universal Youth service and Adolescent Development Service; in addition, there are uniformed groups and community-based activities and sports clubs in some parts of the borough.
17. The School Nursing element of the 0-19 Healthy Child Service provides support to children and young people in primary and secondary phases of education, with a focus on health screening for weight, hearing, and vision in primary and drop-in advice sessions at secondary phase.
18. The Family Hub model will therefore establish a coordinated and integrated way of working across services and disciplines to ensure that services already in existence work together to support children, young people, and their families and to identify gaps in provision and respond accordingly.
19. Utilising the Children and Young People workstream of the Hillingdon Health and Care Partnership (HHCP), Family Hubs in Hillingdon will ensure that they are responding to the identified priorities of the population, including mental health and SEND; in addition, extensive analysis of data at borough-wide and ward levels across a range of key indicators (primary care, health inequalities, social care, education, youth offending and crime) will enable the service to understand in detail the needs of specific locales and communities, identify delivery priorities and be proactive in its response.

20. Furthermore, alignment with the Stronger Families model of early help will strengthen support for the most vulnerable families by intervening at an early stage and in doing so reduce the demand for statutory intervention, thus ensuring that Health and Social Care resources are being used as effectively as possible.
21. There are programmes commissioned specifically to support parents of young people, from these programmes some parents themselves become champions and then become instrumental in supporting other parents in their communities. The increased use of social media platforms has also helped with communicating what's on offer and has increased engagement.
22. Families with children and young people with special educational needs and disabilities (SEND) can access support services through a range of mechanisms, including children's centres and Portage for very young children, the SEND keyworking service, charitable organisations such as CASS and HACS, and the Children with Disabilities Service. The SEND Advisory Service provides advice and support to educational settings to meet children's needs, as well as providing parenting workshops and courses to upskill and empower parents.
23. The Early Health Notifications Panel (EHN) has recently been created to consider all statutory notifications from Health partners regarding children under 5 years of age who are likely to have long term educational or developmental needs. This enables early identification of need and appropriate support to be provided to the family, and ultimately should lead to more effective school place planning for children with complex needs.
24. Central to the success of the Family Hub model is the core dataset that enables services to build a comprehensive picture of the needs prevalent within the community and extrapolate the priority areas to be attended to. The development of a comprehensive needs analysis, combined with local knowledge and engagement with residents will inform the decision making for the location of Family Hubs and linked delivery points and determine the key priorities for service delivery in each area.

## **CURRENT CHILDREN'S CENTRE SERVICE DELIVERY**

25. Hillingdon children's centres deliver services aligned to the core purpose for children's centres established in the DfE Statutory Guidance of 2013, providing support to improve outcomes for young children and their families and reducing inequalities between families in greatest need and their peers in:
  - Child development and school readiness
  - Parenting aspirations and parenting skills; and,
  - Child and family health and life chances
26. Principally the service provides information, support and guidance, alongside activities for parents-to-be and children and their families from pre-birth through to 5 years of age.

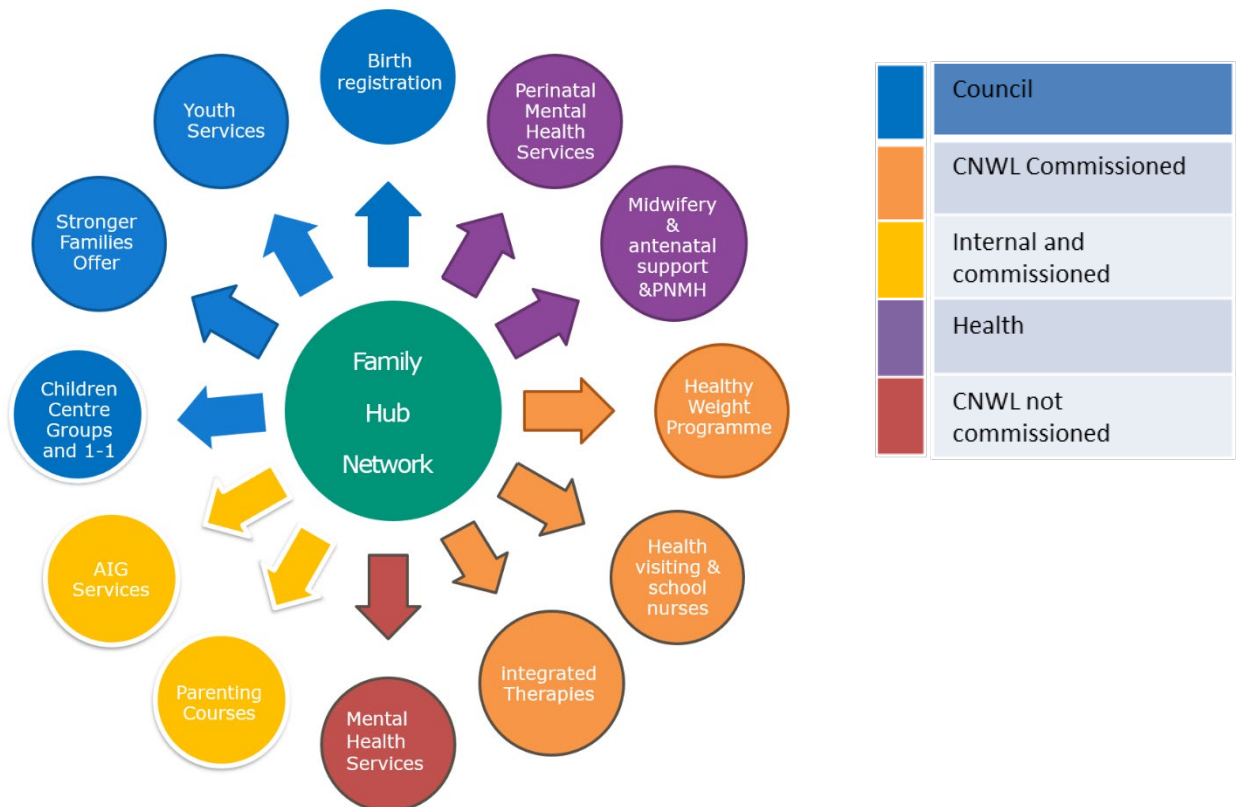
27. Children's centres are statutory in law as defined in the Childcare Act 2006, and the local authority is required to consult when opening or closing a centre, or when making significant changes to the services provided.
28. The centres are organised in three geographical localities: North, South-West and South-East. The population of children and young people is higher in the south of the borough, with Townfield and Yeading have the highest percentage of children (under 16 years old) in low-income families.
29. Townfield was the most deprived ward overall in Hillingdon in 2019 compared to the other wards and West Drayton and Yeading have LSOA's ranked among the top 10% most deprived in the country when considering the indices of deprivation linked to children (IDACI 2019). NB: not all data is yet available in the new ward profiles.
30. Data for the summer term 2022 (April and August 2022) shows children's centres **registered 2,992 new families** with the programme, 30% of whom self-identified as from priority groups. During the same period **6,147 unique families** engaged with services, generating a total of **26,630 family attendances**.
31. Alongside the universal offer, the service focuses on providing targeted support for those in greatest need, through a range of specialist interventions and activities. An area of particular focus is support for children with Speech, Language and Communication needs. Between April and August 2022, the service delivered **Attention Hillingdon** (an 8-week small group programme to develop children's attention and listening, and communication skills) in every locality with **125 children completed at least 80% of the course**. 100% of children made progress from their starting point.
32. Similarly, between April and August 2022, in response to the pandemic, the service has focussed on **supporting transition and children's self-help skills** resulting in **457 attendances** at sessions that specifically support this area of development. A new course, **Ready to Go**, was developed to support parents and children who have not previously been in a childcare setting to transition well into nursery. This allowed the children to develop self-help skills, attention and listening, explore new foods and develop good routines. This course ran in all three localities and parents have been given support to encourage their child's independence.
33. The service works closely with both Maternity services and the Health Visiting service, with children's centres providing community locations to deliver key maternal and child health services. Between April and August 2022, this included **antenatal clinics (3,975 attendances)**, **postnatal clinics (1,494 attendances)**, **child weighing clinics (1,225 attendances)**, **infant feeding support groups (524 attendances)**, **development reviews at age 8 months and 2 ½ years (718 attendances)**, as well as groups to support fussy eaters and weaning.
34. There is also a strong focus on supporting maternal mental health, particularly in the perinatal period and the services work collaboratively with **Perinatal Mental Health and IAPT services** in providing support to mothers and their young babies during this critical period (**112 attendances**).



35. Evolving the service to provide support to children and families across the 0-19 age range in collaboration with Council services and community partners in line with the Family Hub framework, will enhance the service offer and enable greater collaboration and joint working across the sector.

**PROPOSED FAMILY HUBS SERVICE DELIVERY OFFER**

36. It is anticipated that each Family Hub Network would work initially with a core group of partners; from this the network will develop links with voluntary sector groups and wider community services, such as local schools, faith groups and other key partners invested in the community.



**Figure 1.1 Examples of Family Hub services and linked delivery partners**

37. It should also be remembered that support to families does not need nor should be solely buildings-based delivery. A combination of community, building or centre based as well as virtual services will broaden the strength and breadth of the offer.

38. Figure 1.1 shows the broad range of services that will be delivered in Family Hubs and the linked delivery partners across the Council and health. This is expanded in table 1.1.

39. It is anticipated that each Family Hub would work initially with a core group of partners to deliver a core service offer; in addition, a flexible, bespoke service offer in will be developed though links with voluntary sector groups and wider community services,

such as local schools, faith groups and other key partners invested in the local community.

## **FAMILY HUBS SERVICE DELIVERY SITES**

40. Table 1.2 shows the proposed hubs and delivery points for service delivery. As previously stated, the programme in each locality will be data driven and bespoke to the area, delivered from the hub and a range of touch points according to the community need and facilities required.
41. This strategy identifies six locality hubs delivering targeted programmes as well as further delivery points across the borough, to ensure geographical coverage. Some delivery points will continue to be within existing children's centres with other points being community resources, libraries etc.
42. The development of Family Hubs is an iterative process and as hubs are rolled out across the borough there will be an increase in use and service delivery from these locations as the offer evolves to bring together a wider range of services for children and young people aged 0-19. This may enable the Council to further review and reduce the children's centre estate in consultation with residents.

## **FINANCIAL IMPLICATIONS**

43. Whilst much of the children's centre budget is allocated to staffing resource required to deliver services, there are potential savings linked to running costs e.g., utilities, cleaning, facilities management, for centres identified for disposal in the proposed model.
44. Given that most sites are physically co-located or leased from a community partner, on relinquishing the site these would either be returned to the leaseholder or in the case of maintained schools, offered to the school to enhance their education provision. However, two sites namely Barra Hall and Nestles Avenue would be returned to the Council for a decision on their future use or disposal.
45. It is also important to note that several of the services that are currently delivered from Uxbridge Family Hub, children's centres and in community resources are wholly or in part funded by the Public Health grant. These include Health Visiting, P3 advice service, and the ADS targeted programmes KISS, LINK and SORTED.

## **NEXT STEPS**

46. Should council ratify the Family Hubs strategy then a Family Hubs Delivery Group will be established to oversee the implementation of the strategy and development of Family Hub networks across Hillingdon. This group will be responsible for ensuring collaboration with community services and partners and co-production of the service offer with children, young people and families, in local communities.

**Claire Fry**  
**Assistant Director, Child and Family Support Services**  
**August 2023**

**TABLE 1.1 PROPOSED FAMILY HUB SERVICE DELIVERY OFFER**

<b>SERVICE</b>	<b>CORE</b>	<b>FLEXI</b>	<b>PROVIDER</b>	<b>AGE</b>
<b>Midwifery/ Perinatal MH</b>	<ul style="list-style-type: none"> <li>• Midwifery – antenatal and postnatal clinics</li> <li>• Breastfeeding support</li> </ul>	<ul style="list-style-type: none"> <li>• Specialist Infant Feeding clinic</li> <li>• Neo-natal clinic</li> <li>• Post-Natal Support Groups</li> <li>• Perinatal Mental Health 1-1 support</li> </ul>	CNWL/THH	Prebirth/ New-born
<b>Health Visiting</b>	<ul style="list-style-type: none"> <li>• Advice line</li> <li>• Antenatal &amp; post-natal groups</li> <li>• Mandated health reviews &amp; contacts</li> <li>• Child weighing clinics</li> <li>• Weekend clinics for working families</li> <li>• Breastfeeding support groups</li> <li>• Tooth-brushing, bottle to cup &amp; weaning workshops</li> <li>• Healthy Eating workshops</li> <li>• Parental mental health support &amp; listening visits</li> <li>• Accident prevention &amp; home safety</li> <li>• Childhood illness &amp; First Aid workshops</li> <li>• Healthy Start vitamin promotion</li> <li>• Childhood immunisation promotion</li> </ul>	<ul style="list-style-type: none"> <li>• Dietetic clinics</li> <li>• Enhanced Bottle to cup swap, toothbrushing 1-2-1</li> <li>• Specialist Infant Feeding clinic</li> <li>• CDC – MDTA &amp; B reviews</li> <li>• Specialist SEND Health Visitor</li> <li>• Safeguarding (CIN/CP)</li> <li>• Parenting Support &amp; workshops</li> </ul>	CNWL (Contractual)	0-5
<b>School Nursing</b>	<ul style="list-style-type: none"> <li>• Hearing &amp; vision screening</li> <li>• NCMP</li> <li>• Healthy Eating workshops</li> <li>• Secondary school drops in</li> <li>• Childhood immunisation promotion</li> <li>• Primary School Clinics</li> <li>• Incident/accident prevention</li> <li>• Oral health promotion</li> <li>• Parent/Teacher drop ins</li> </ul>	<ul style="list-style-type: none"> <li>• EHE community drop-in clinic</li> <li>• Thematic sessions as needs arise</li> <li>• Specialist Nurses</li> <li>• Autism Nurse</li> <li>• Healthy Weight Intervention Programme</li> <li>• 5-11</li> <li>• Enuresis clinics</li> <li>• Safeguarding (CIN/CP)</li> </ul>	CNWL (Contractual)	5-19
<b>Healthy Weight Programme</b>	<ul style="list-style-type: none"> <li>• Healthy walks/club</li> <li>• Forest School</li> <li>• Healthy eating/cooking for families</li> <li>• Training and awareness to communities/schools</li> <li>• Parent advice drop in</li> <li>• Young person's drop in</li> </ul>	<ul style="list-style-type: none"> <li>• Healthy weight programme (family focussed)</li> <li>• Targeted groups</li> </ul>	CNWL (Contractual)	All age

<b>Mental Health</b>	<ul style="list-style-type: none"> <li>• CAMHS Kooth Offer</li> <li>• CAMHS Website</li> <li>• CAMHS MHST Drop In's (Family Hubs and Schools)</li> </ul>	<ul style="list-style-type: none"> <li>• Talking Therapies (1-2-1 sessions, wellbeing in pregnancy and wellbeing for mums)</li> <li>• PNMH (as above)</li> <li>• Play Therapy</li> <li>• Training offer (Children Centres, Schools)</li> <li>• CAMHS 0-5 Service</li> <li>• CAMHS (Tier 3)</li> </ul>	<p>CNWL (Non contractual)</p> <p>VCS</p> <p>Richmond Fellowship</p>	All age
<b>Children Centres (Groups/1-1)</b>	<ul style="list-style-type: none"> <li>• Your Bump and Beyond – antenatal classes</li> <li>• Breastfeeding support</li> <li>• Weaning workshops</li> <li>• Brush for Life – oral health promotion</li> <li>• Stay and Play groups</li> <li>• Baby Massage</li> <li>• Focussed sessions - messy play, music sessions, story time</li> <li>• Play to Learn groups</li> <li>• Language for Life</li> <li>• Information sessions e.g. nursery funding etc.</li> <li>• 1:1 advice sessions (debt/housing/benefits)</li> <li>• Transition – 1-1 &amp; groups</li> <li>• Targeted Family Groups</li> <li>• Adult learning courses</li> <li>• Employability skills</li> </ul>	<ul style="list-style-type: none"> <li>• Portage</li> <li>• Attention Hillingdon</li> <li>• Small talk (SLCN)</li> <li>• 1-2-1 family support</li> <li>• Nurturing Beginnings</li> <li>• Be inspired</li> <li>• Bespoke group sessions based on need</li> </ul>	<p>LBH</p> <p>P3</p> <p>Learn Hillingdon</p> <p>VCS</p>	0-5
<b>Parenting Programmes</b>	<ul style="list-style-type: none"> <li>• Health Education Sessions</li> <li>• Bespoke workshops &amp; courses</li> <li>• Parenting courses</li> <li>• Topic based parenting workshops</li> </ul>	<ul style="list-style-type: none"> <li>• Targeted parenting workshops and courses, e.g. Early Bird, SFSC</li> <li>• Reducing parental conflict</li> </ul>	<p>CNWL (Non contractual)</p> <p>Brilliant Parenting</p> <p>LBH</p>	All age
<b>Information and Advice</b>	<ul style="list-style-type: none"> <li>• FIS &amp; outreach</li> <li>• P3</li> <li>• Providing opportunities for work experience and apprenticeship placements</li> <li>• Adult Education inc. ESOL</li> <li>• Volunteering programme</li> <li>• Employment advice and support</li> </ul>	<ul style="list-style-type: none"> <li>• Specialist Advice Services re. Benefits, Housing, Debt</li> <li>• Local Offer for families with children with SEND (0-25)</li> <li>• Sexual health, drug, and alcohol IAG</li> <li>• Teenage workshops CCE/contextual Harm</li> </ul>	<p>Commissioned Services</p> <p>VCS</p> <p>CNWL (Contractual)</p> <p>LBH</p>	All age
<b>ADS/Youth Services</b>	<ul style="list-style-type: none"> <li>• Boys and Young Men Group</li> <li>• Girls and Young Women Group</li> <li>• Emotional Health and Wellbeing - LINK</li> </ul>	<ul style="list-style-type: none"> <li>• Thematic Workshops (keeping safe, bullying, etc)</li> <li>• Mentoring</li> </ul>	<p>LBH</p>	10-19

	<ul style="list-style-type: none"> <li>Peer Leadership Programme - AIMS</li> <li>Transition Support - TSP</li> <li>Sexual Health and Wellbeing -KISS</li> <li>Substance Use and Misuse -SORTED</li> <li>Domestic Abuse Group</li> </ul>			
<b>Integrated Therapies</b>	<ul style="list-style-type: none"> <li>CITS Advice Line</li> <li>CITS Website / social media</li> <li>Language Link - screening assessment of reception age children</li> <li>CITS support for children's centre groups e.g. sensory groups, tummy time, stay and plays</li> <li>CITS advice clinic (u5's)</li> </ul>	<ul style="list-style-type: none"> <li>CITS training programme for professionals</li> <li>Targeted groups run by school staff supported by CITS</li> <li>Multitherapy assessments (CDC)</li> <li>Serial Casting</li> <li>CPIPS</li> <li>Initial CITS Assessments</li> <li>Dysphagia</li> <li>Therapy for pre-schoolers</li> <li>EHCP Therapy (Schools)</li> <li>Language Link planning meeting with the SLT and schools</li> </ul>	CNWL (contractual)	0-19
<b>Stronger Families</b>	<ul style="list-style-type: none"> <li>Reducing Parental Conflict Sessions</li> </ul>	<ul style="list-style-type: none"> <li>Key working</li> <li>Parenting support</li> <li>1-1 work with Child/Young Person</li> </ul>	LBH	All age
<b>Registrars</b>	<ul style="list-style-type: none"> <li>Regular birth registration sessions</li> </ul>		LBH	Newborn
<b>MAPS</b>		<ul style="list-style-type: none"> <li>1-1 work with Child/Young Person &amp; family</li> </ul>	LBH	All age

**TABLE 1.2 PROPOSED LOCATIONS OF FAMILY HUBS AND DELIVERY POINTS**

<b>Location</b>	<b>Current Delivery Space</b>	<b>Proposed Delivery Space</b>	<b>Comments</b>
<b>North</b> Harefield	Harefield CC  Community outreach including weekends at St Mary's	<b>Hub:</b> Harefield CC*  Community outreach including weekends at St Mary's.  This hub will offer a mobile youth programme	Combine the use of the existing space within the local library to create a community hub  *Harefield CC to be retained until any remodelling of the library is agreed and completed.
<b>North</b> Ruislip & Northwood	Coteford CC South Ruislip CC  Community outreach programme including Northwood libraries, RAF base, church playgroups	<b>Hub:</b> Ruislip YPC, Bury Street  This hub will offer a buildings-based Youth programme.  <b>Additional delivery points:</b> Wren Centre – South Ruislip Ruislip Manor Library Northwood Hills Library  Community outreach programme including RAF base, church playgroups	The Wren Centre, Northwood and or Northwood Hills library and Ruislip Manor Library will be utilised alongside the library offer to deliver parts of the locality hub programme.  *Northwood Hills Library will support geographic reach in long term, following updates outlined in library strategy.
<b>Southwest</b> Uxbridge & Cowley	Uxbridge Family Hub Cowley CC Colham Manor CC Oak Farm CC	<b>Hub:</b> Uxbridge Family Hub  This hub offers a buildings-based youth programme  <b>Additional delivery points:</b> Colham Manor CC* Oak Farm CC	Colham Manor CC will continue to deliver the 0-5 programme as well as be linked the Child Development Centre at THH and continue the Perinatal Mental health work.
<b>Southwest</b> West Drayton & Yiewsley	Cherry Lane CC Yiewsley CC  Community outreach	<b>Hub:</b> West Drayton Leisure Centre	*Cherry Lane to be retained as an outreach point into the Heathrow Villages.

	programme including Traveller site and Heathrow Villages	<p>This hub will offer a buildings-based youth programme</p> <p><b>Additional delivery points:</b> Cherry Lane CC* Yiewsley CC</p> <p>Community outreach programme including Traveller site and Heathrow Villages, linked to Mobile Library and Transporter Community Bus</p>	
<b>Southeast</b>  Yeading Hayes Park	Belmore CC Charville CC Yeading CC	<p><b>Hub:</b> The Asha Centre</p> <p>This hub will offer a mobile youth programme</p> <p><b>Additional delivery points:</b> Yeading CC* Charville CC* into the library</p>	<p>*Yeading to be retained as an outreach point into the Glencoe Road Estate.</p> <p>*Charville CC and library have limited footprints but could work well in collaboration. There is potential to consider the library footprint and internal remodelling to enable a wider range of service delivery.</p>
<b>Southeast</b>  Hayes Town	Barra Hall CC McMillan CC Nestles Avenue CC Pinkwell CC  Community outreach programme including Heathrow Villages	<p><b>Hub:</b> Botwell Leisure Centre community hub</p> <p>This hub offers a mobile youth programme</p> <p><b>Additional delivery points:</b> Pinkwell CC*</p> <p>Community outreach programme including Heathrow Villages, linked to Mobile Library and Transporter Community Bus</p>	<p>Botwell Library within the leisure centre could be expanded to include child &amp; family development services alongside the library activity.</p> <p>*Pinkwell CC will be retained as an outreach point into the Heathrow Villages.</p>



**TABLE1.3 PROPOSED FUTURE USE OF CHILDREN’S CENTRE BUILDINGS**

<b>Locality</b>	<b>Centre</b>	<b>Status</b>	<b>Proposed action</b>
<i>North</i>	Coteford CC	Maintained School	Propose to close and release back to school
	Harefield CC	Maintained School	Proposed to retain until remodelled library space is available, then release back to the school
	South Ruislip CC	LBH Estate	Proposed to retain
<i>Southwest</i>	Cherry Lane CC	Maintained School	Proposed to retain
	Colham Manor CC	Maintained School	Proposed to retain
	Cowley CC	Leased from Academy Trust	Propose to close and release back to school
	Oak Farm CC	Foundation School	Proposed to retain
	Uxbridge Family Hub	Located within Civic Centre	Proposed to retain
	Yiewsley CC	Leased from Baptist Church	Proposed to retain
<i>South East</i>	The Asha Centre	Leased from Uxbridge college	New Family Hub in final stages of development
	Barra Hall CC	LBH Estate	Propose to close and return to Council for decision on future use or disposal
	Belmore CC	LBH Estate	Propose to close and offer to school
	Charville CC	Leased from Academy Trust	Proposed to retain until remodelled library space is available then release back to the school
	McMillan CC	Maintained School	Propose to close and release back to school
	Nestles Avenue CC	LBH Estate	Propose to close and return to Council for decision on future use or disposal
	Pinkwell CC	LBH Estate	Proposed to retain
	Yeading CC	Maintained School	Proposed to retain

This page is intentionally left blank

# London Borough of Hillingdon Draft Family Hub Strategy and Early Years Nurseries Consultation

Report by Family Hubs Network  
August 2023

# { Agenda

- **Introduction**
- **Overview**
- **Context: children's centres usage and attitudes**
- **Draft Family Hub strategy**
- **Families with children with SEND**
- **Partners and voluntary sector representatives**
- **Early years childcare and LBH's Early Years nurseries**
- **Conclusions**

# Introduction

# { Consultation method

## 12-week consultation:

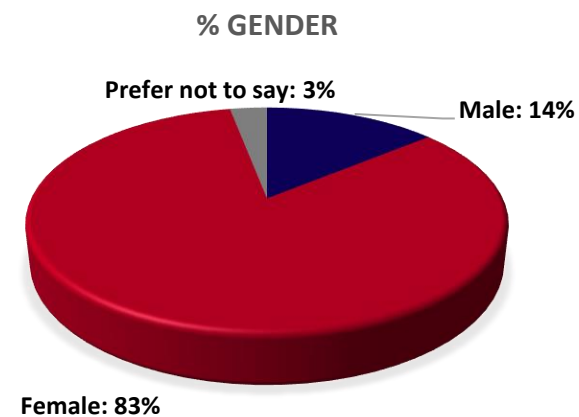
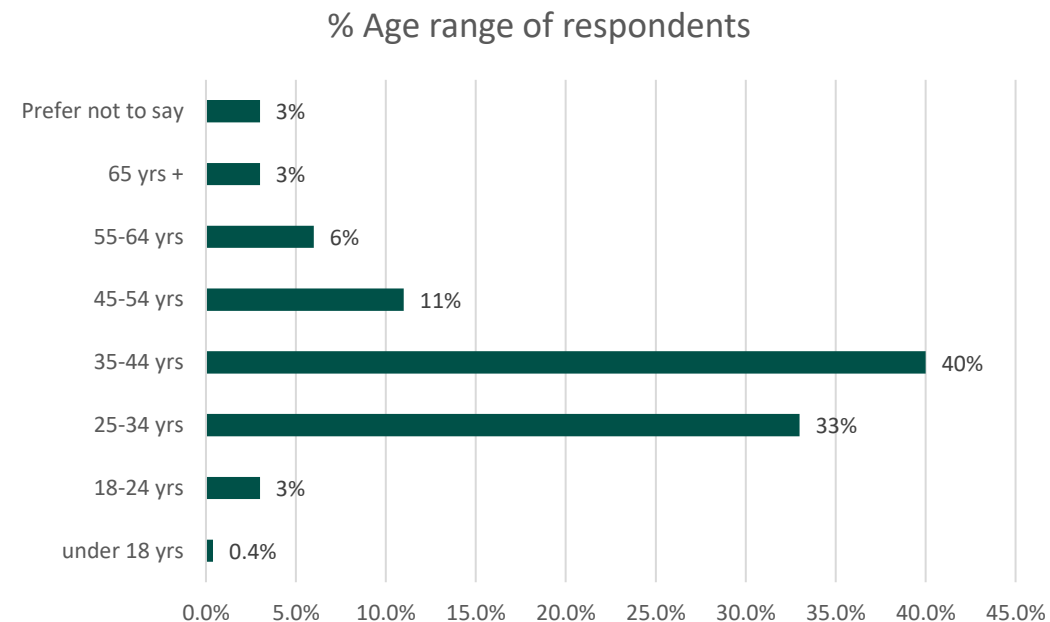
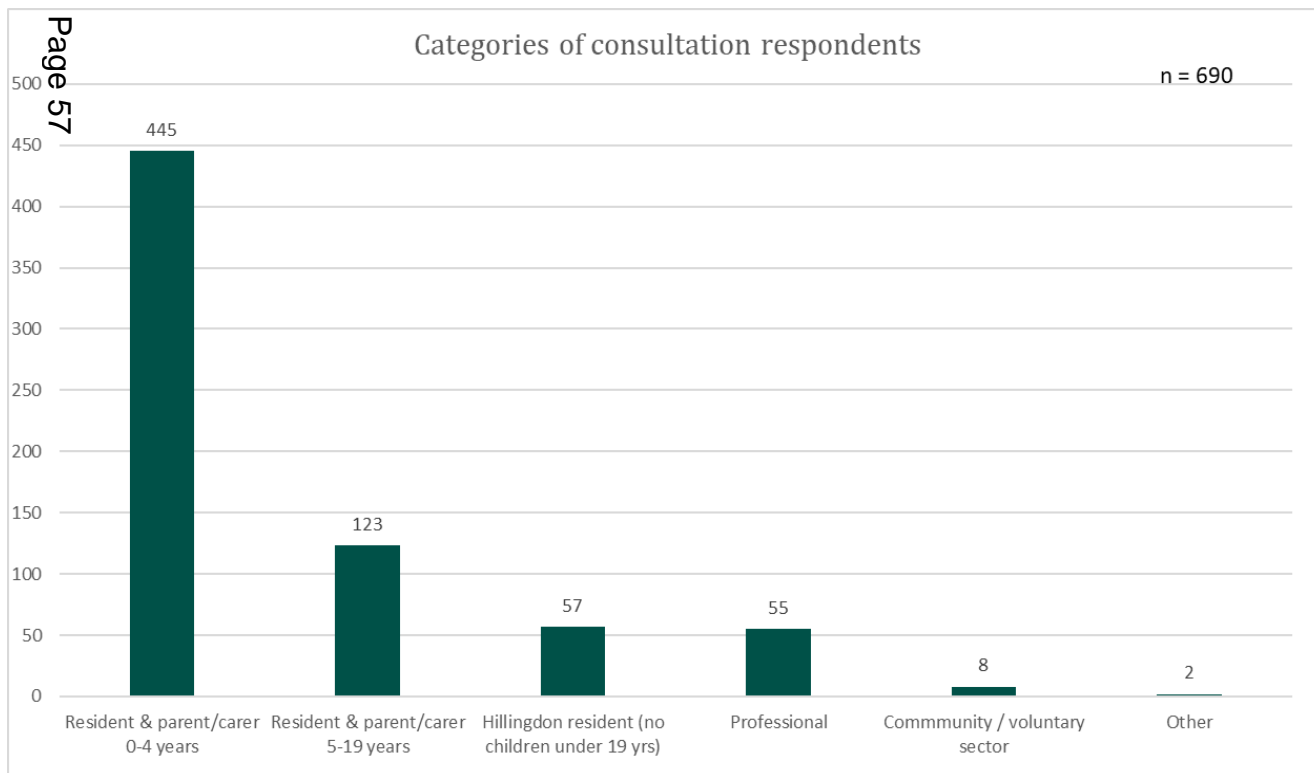
10<sup>th</sup> May to 30<sup>th</sup> July 2023

Topic: Draft Family Hubs strategy and London Borough of Hillingdon's (LBH) Early Years Nurseries

- Online survey – **690 respondents**
- Eight Family Hub Network (FHN)-led Drop-in sessions at children's centres, libraries and a parent peer support group for children with SEND (special educational needs and disability) - **95 participants**
- Additional drop-in sessions conducted by LBH staff to boost survey completions
- In-person and virtual discussions with parents of children at early years nurseries - **33 participants**
- Two workshops with council partners - **15 participants**
- **FHN team:** Catherine Barker, Denise Beevers and Sophie Earl

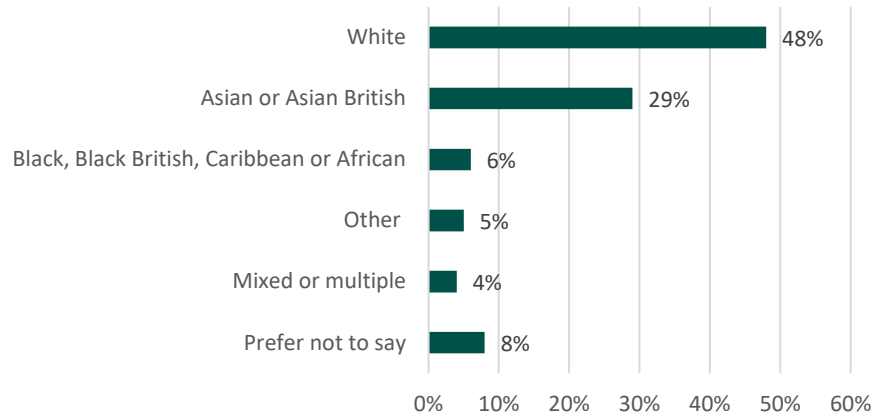
# { Sample (1)

- Good spread of age and gender
  - Achieved an expected steer towards women and parents of children aged 0-4
  - Sample included adequate representation of men and other age groups
- Number of responses from Voluntary Community Sector (VCS) and - to lesser extent - professionals was disappointing
  - However, the input from those who contributed was sufficiently consistent to enable the consultation to draw conclusions



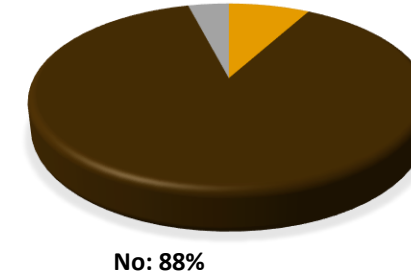
# { Sample (2)

Respondent ethnicity



% DO YOU HAVE A DISABILITY?

Prefer not to say: 4% Yes: 8%



- The sample was quite representative of LBH's ethnic diversity
- The number of respondents in the sample who said they had a disability (8%) was lower than LBH's population profile (14.7%)
  - However, this is unsurprising considering the consultation was more relevant to a younger cohort who have children under age 19



# Overview

# { Overview

- **Residents** responded positively to the draft strategy in principle
  - In particular, parents of children with SEND were keen for change
  - A number of parents were very concerned about ending service delivery from some children's centres
  - Losses of children's centres in Southeast (Barra Hall, McMillan) and North (Harefield) were felt most keenly
  - Residents need reassurance that new network of settings will be effective and accessible
- A number of residents were very concerned that expansion to 0-19 service would lead to cuts in Early Years (EY) services and staff
  - They need to see the new strategy building on the strengths of the current, universal EY offer and extending to include older children and children with SEND
- **Partners** were open to the strategy and inspired by its scale and ambition however, they were concerned about getting implementation right
  - They wanted to be reassured that there would be a sufficient number of settings in each locality, serving as hubs and delivery points
  - They were interested in the potential of libraries, leisure centres, young people's centres, health settings and voluntary sector-led settings as well as children's centres in each local network but wanted to ensure that the services available in each setting were appropriate, safe and, if the setting served other purposes (e.g. libraries), that these were not compromised.
- They welcomed the opportunity to integrate work practices and build closer cross-sector partnerships
- Closure of the three **EY nurseries** – Nestles, South Ruislip and Uxbridge - generated widespread concern
  - Parents' views highlighted the challenges they face regarding securing childcare which is affordable, meets their children's needs, offers the hours parents need and is sufficiently conveniently located to suit their journey between home and work
  - They perceived that local authorities have a responsibility for maintaining childcare quality in settings in their area and supporting and enabling parents' return to work for the benefit of the economy
  - Findings indicate that the solution needs to prioritise building childcare capacity and quality

# Context: children's centres - usage and attitudes

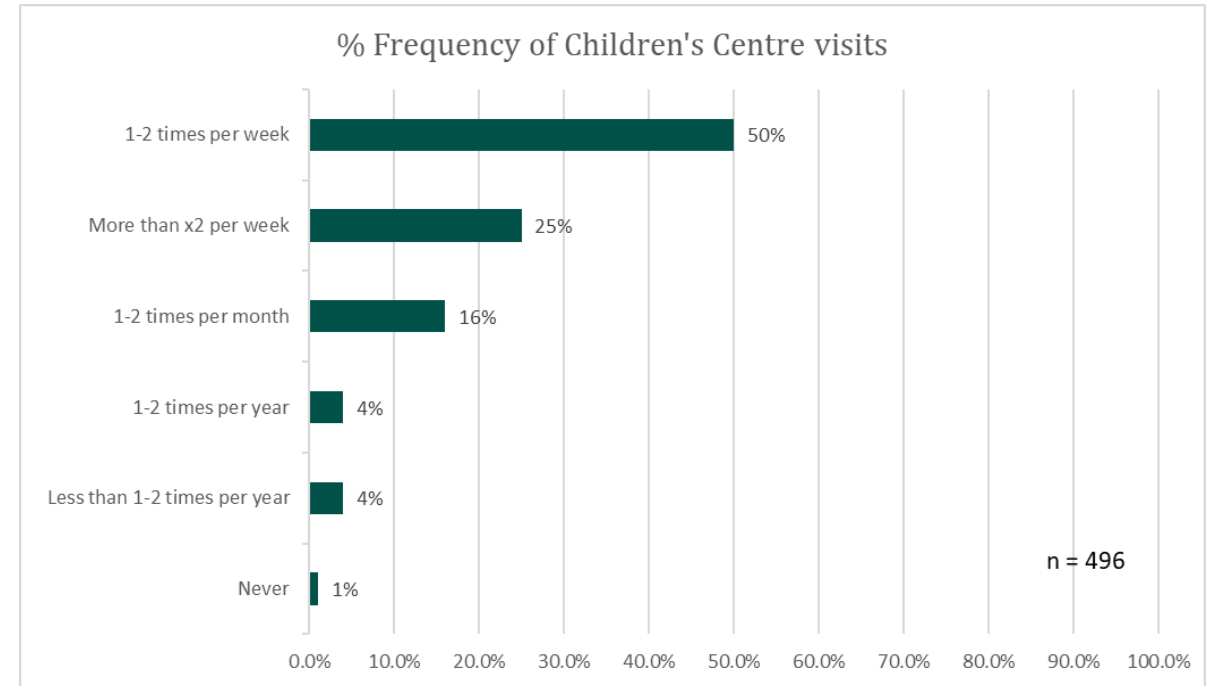
# { Usage of children's centres (1)

- 72% of respondents were children's centre users
  - 9% were not users of children's centres (19% did not give an answer)
- 75% of children's centre users visited children's centres once a week or more often

Page 62

Children's centre users expressed overwhelmingly positive opinions

- In particular, they valued ante and post natal support, praised the enjoyable, educational group activities and welcomed access to health services and early years development advice
- Users were full of praise for the staff
  - They were seen as relational, available, knowledgeable
  - Parents valued the staff's readiness to help and their expertise to know when to reassure or escalate, as needed
  - They felt that the support offered in children's early years was vital.

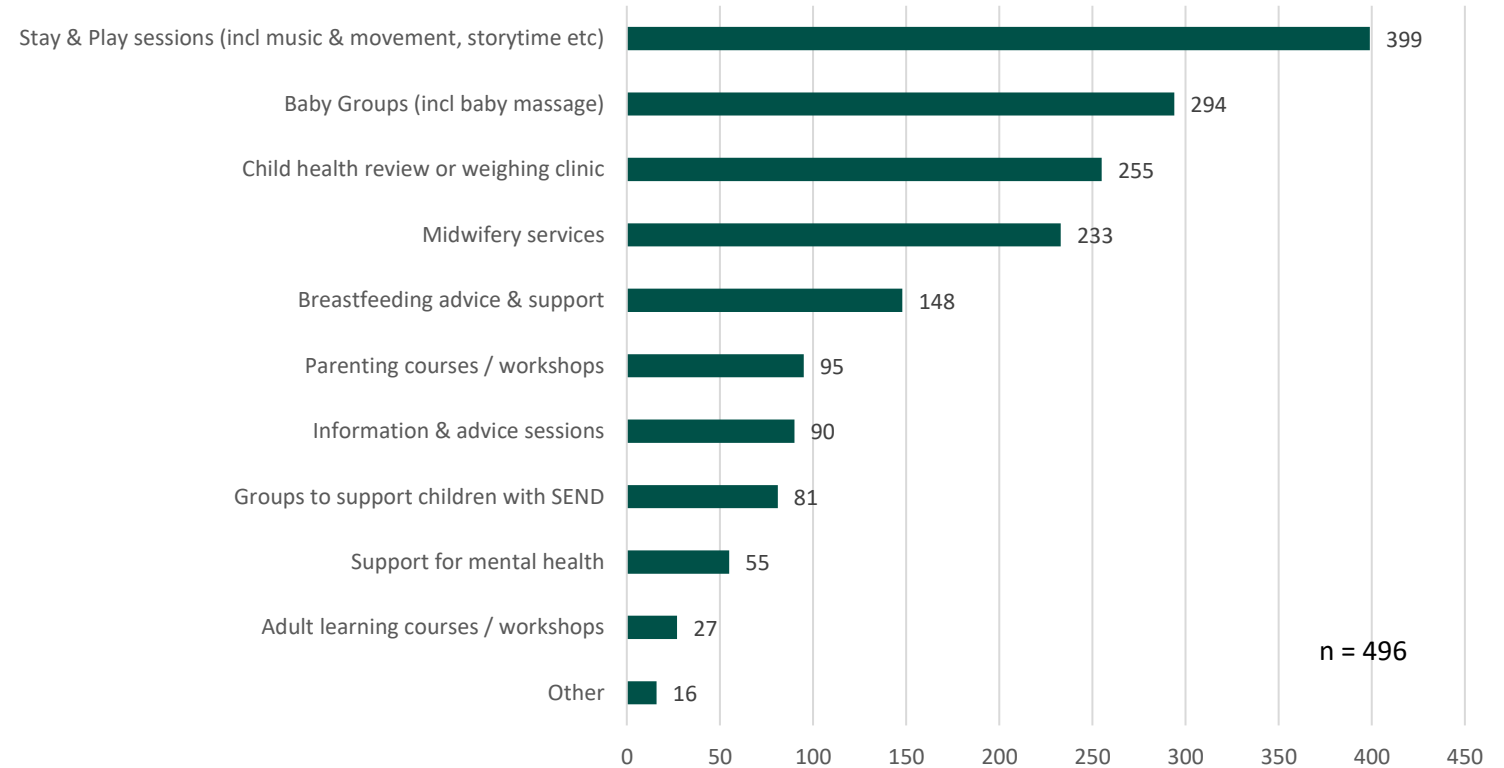


# { Usage of children's centres (2)

- It was evident that many parents were emotionally attached to children's centres
  - The centres played a significant role in their early days of parenting
  - Parents had developed friendships with staff
  - Families valued the centres for being welcoming, safe and free places to visit and enjoy, on a regular basis
- Some respondents felt that the pandemic has had a long-term negative impact on children's centres
  - They were disappointed that capacity continued to be reduced despite the pandemic ending
  - Some reported that it was more difficult to book sessions post pandemic, although others felt that the system had improved recently
  - These respondents were concerned that capacity reductions will not be reversed

Page 63

Q7. Which of the following services have you used at children's centres?

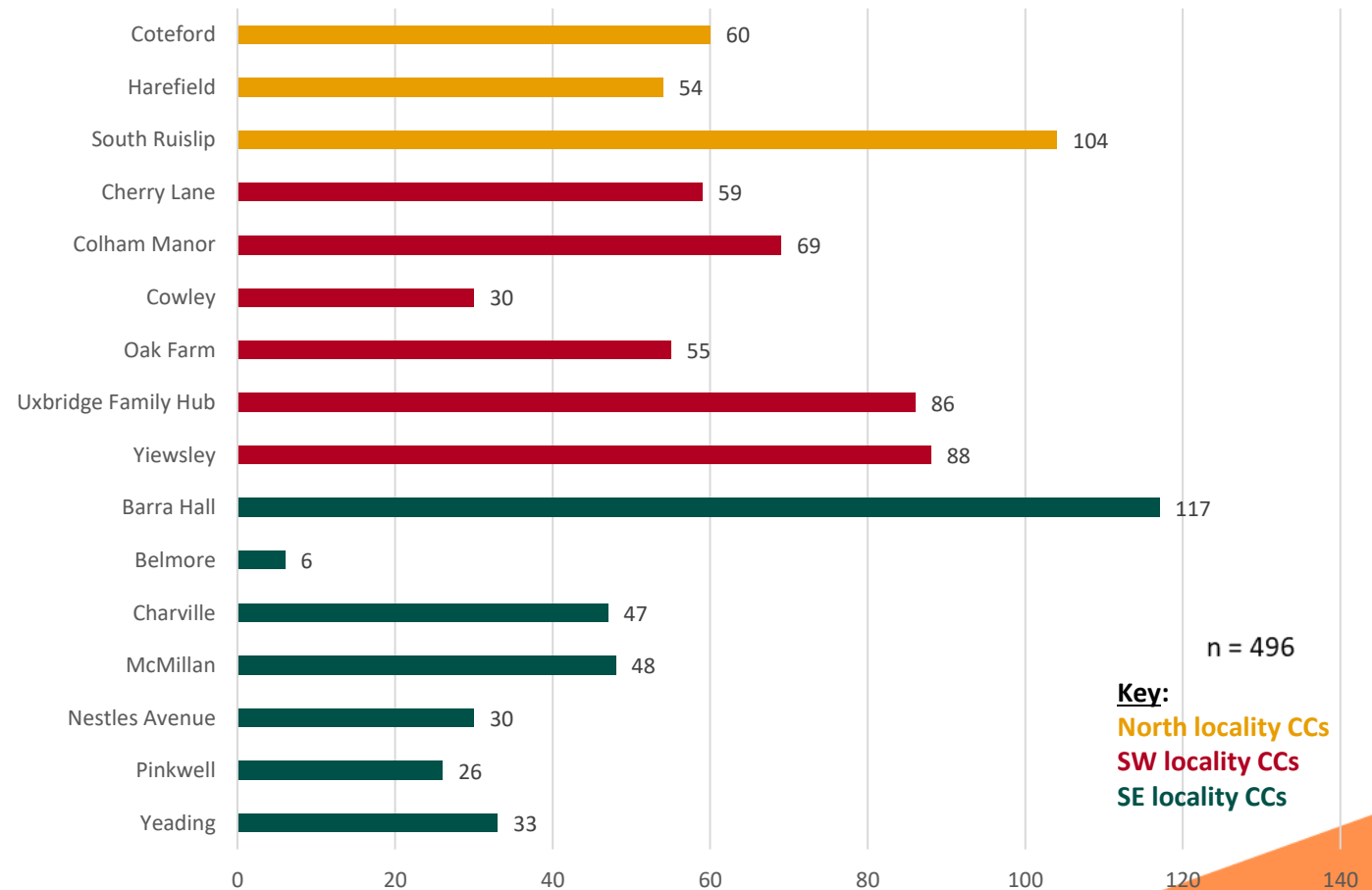


# { Usage of children's centres (3)

- The survey sample included users of all LBH's children's centres
  - Plus, conversations were had with parents and carers at the drop-in sessions
- At the drop-in sessions, the FHN team encountered LBH children's centre enthusiasts
  - Enthusiasts attended two or more children's centres regularly, coordinating booking systems and frequency rules to maximise their opportunity
- Most users tended to use one children's centre most of the time
  - And made occasional use of other centres
- This indicated that some parents were 'in the know' and used many services whereas others (such as respondents met at library drop-in sessions or Early Years nursery users) were unaware of what they are missing
  - This seemed to be the case especially if children had been born during pandemic

Page 64

Which children's centres do you use?



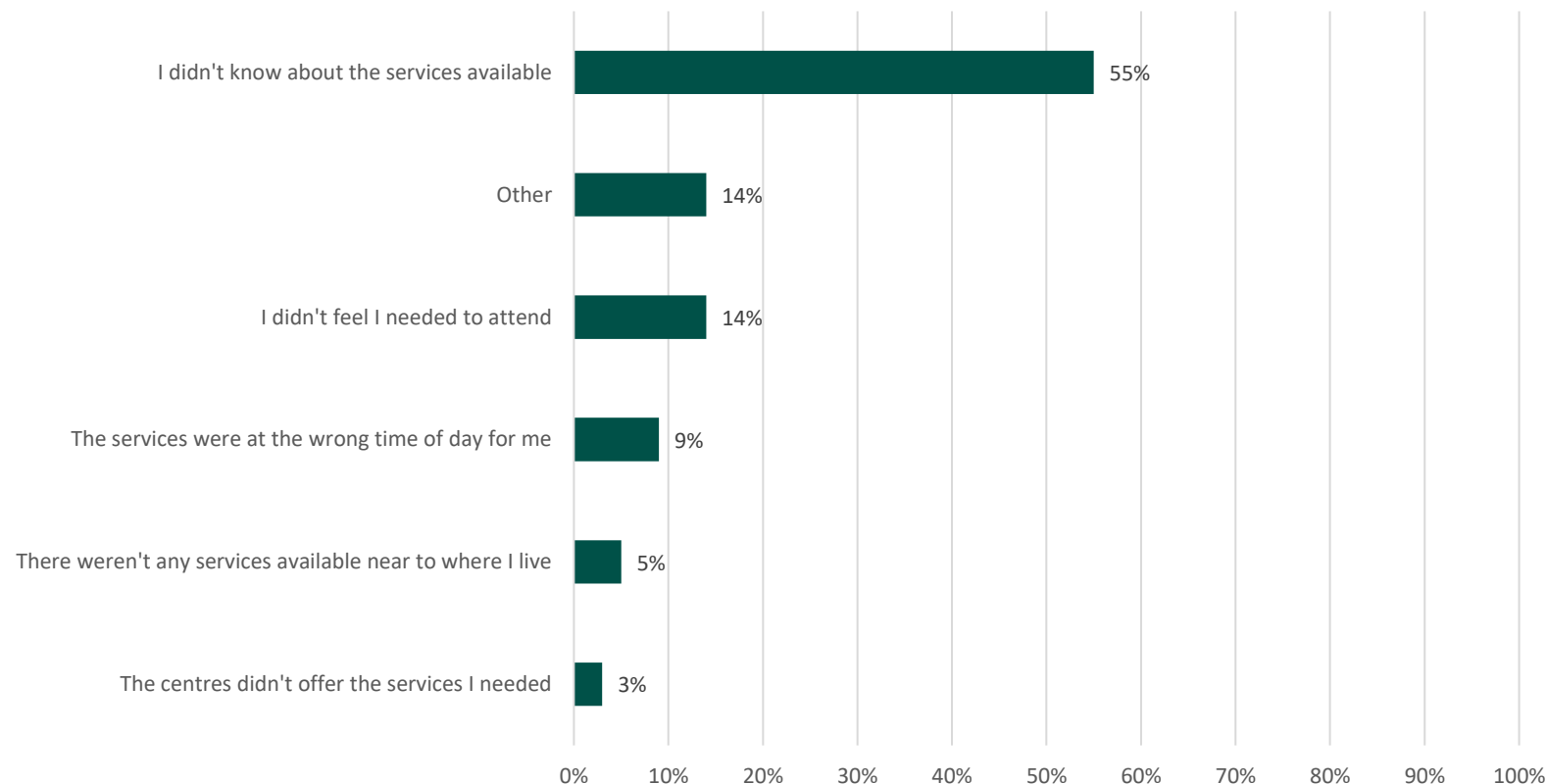
**Key:**  
North locality CCs  
SW locality CCs  
SE locality CCs

# { Non-users of children's centres

- The most common reason given for not using children's centres was lack of awareness of the services available
  - Parents at drop-in sessions at libraries added that this was especially the case if they did not live close to a children's centre
- Page 65 Some respondents reported preferring local VCS-led services
  - These parents/carers were often not aware of the additional child development advice available at children's centres
- Respondents' low awareness is an indication of the challenge to raise awareness and inform parents of current and future offer
  - Vital routes to raising awareness amongst new parents include health professionals, early years resources and effective social media strategies

Q8. % Reasons for not using children's centres

n = 62



# Draft Family Hub strategy

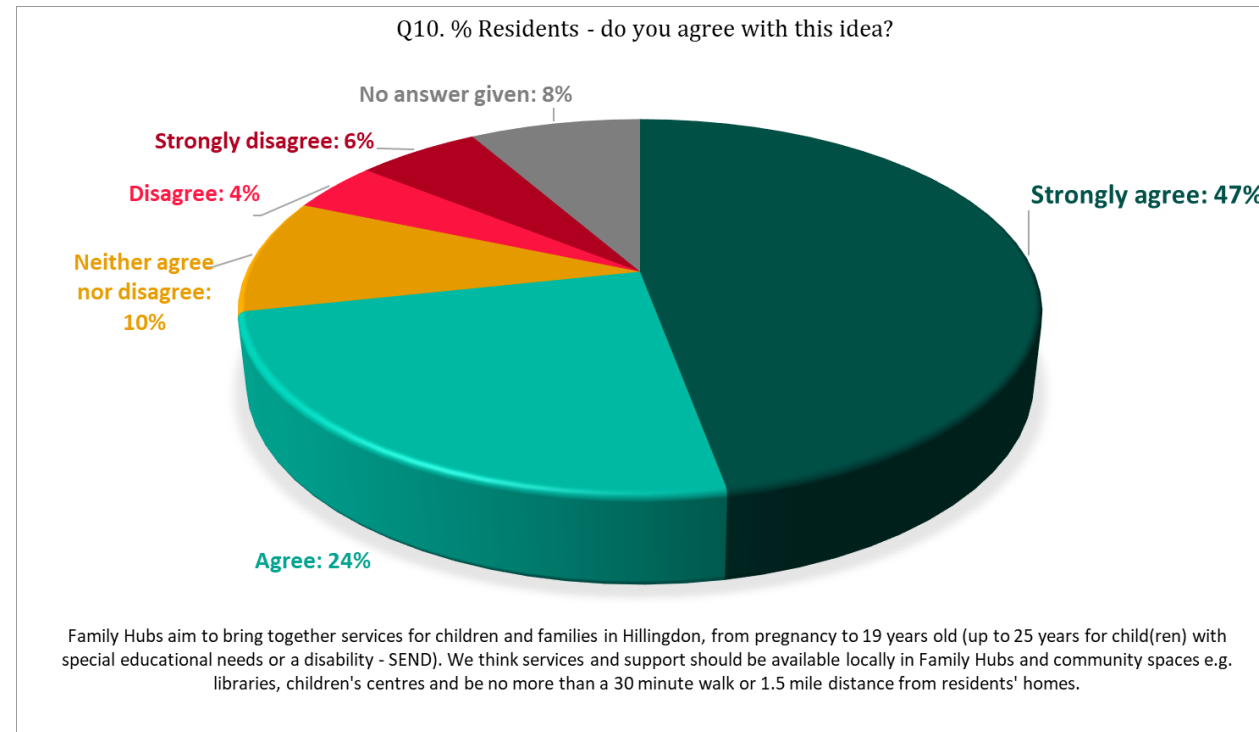


# { Reactions to Family Hubs: overall idea (1)

- 71% of respondents agreed or strongly agreed with the proposed strategy
  - By bringing services together, they expected the system would become easier to understand and more convenient to access
  - Accessing services locally, within the community, felt appropriate for family life and had high appeal
  - The promise of 30-minute walk or distance of 1.5 miles, at first glance, sounded ideal

The strategy raised expectations of:

- More venues being used to deliver the promise of 'local'
  - Without compromising their core services e.g. libraries
  - Buildings being adapted to meet the diverse needs of a wide range of services
- Some respondents expressed concerns
    - Some questioned suitability and safety of combining diverse ages and families with very different levels of need in one location
    - Others suspected the strategy would be a camouflage for making savings
    - Others feared change would inevitably result in the loss of valued services and staff

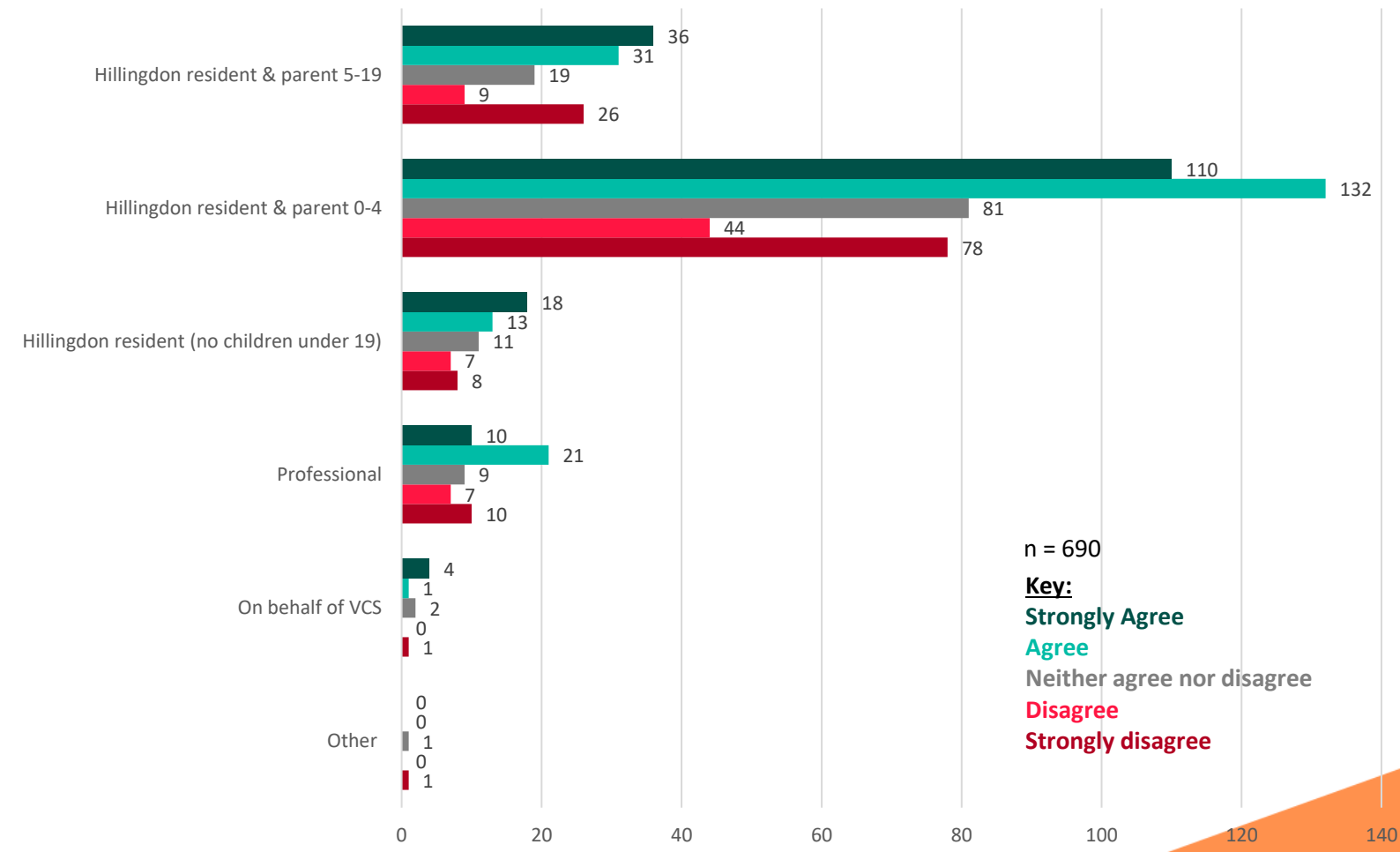


# { Reactions to Family Hubs: overall idea (2)

- Interestingly, reactions between parents with older vs younger children did not differ significantly
- 0-4 yr olds' parents: over half (54%) agreed with the idea and just over a quarter (27%) disagreed
- Of 5-19 yr olds: over half (55%) agreed with the idea and just over a quarter (29%) disagreed

Page 68

Respondent type vs Attitude to Family Hub proposal



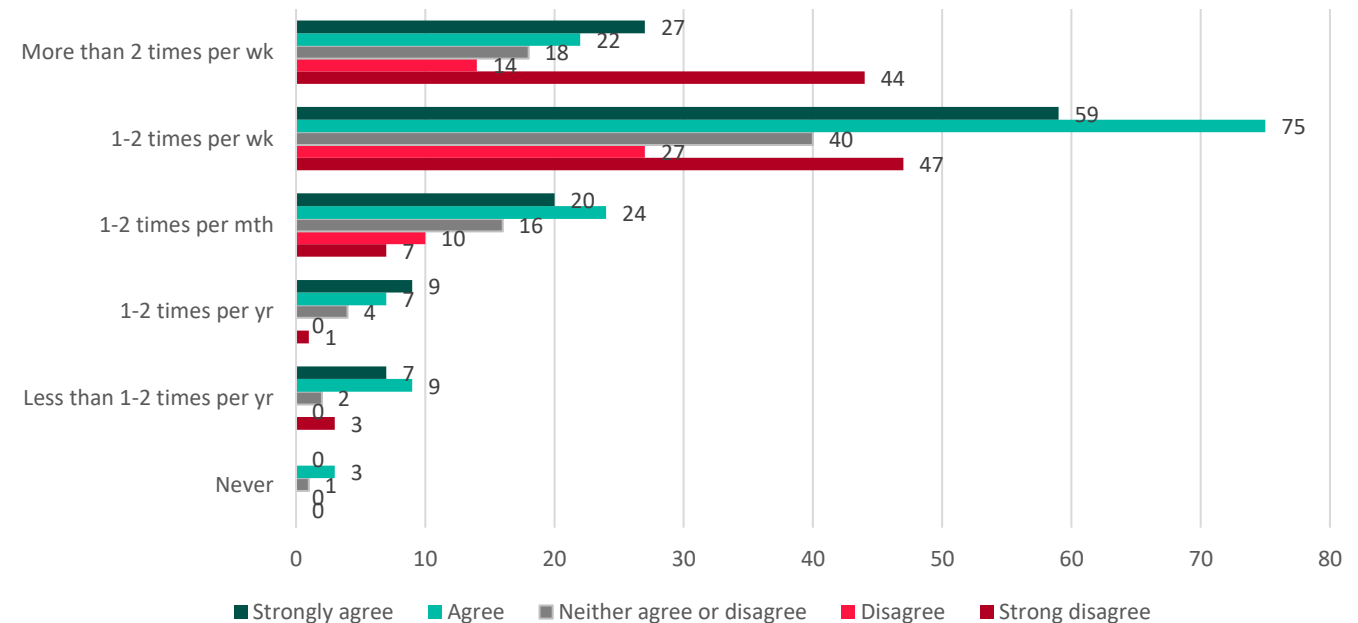
# { Reactions to Family Hubs: overall idea (3)

- Within each level of usage frequency, the majority of respondents were in favour of the idea
  - 54% of users 1-2 times per week
  - 66% of users 2+ times per week
  - 76% of users 1-2 times per year

The exception were the most frequent users, who visited children's centres more than twice a week

- 39% of users 2+ times per week agreed
  - But 46% disagreed, with 15% undecided
- The strategy was perceived to promise benefits to most families
    - But children's centres' most frequent users were most reluctant to experience change

Frequency of usage vs Attitude to Family Hub proposal



# { Reactions to the principles (1)

- In the drop-in sessions, FHN interviewers explored reactions to 10 of the key principles
  - While all the principles were considered good ideas, some particularly resonated with respondents
  - Those which held most appeal are indicated in green on this page and at the top of the next
  - Reactions to the remaining four principles then follow

## **Safe, outdoor play space at every hub where children can play, learn and exercise:**

The prospect of safe, outdoor play spaces was very popular with respondents, especially those who were apartment dwellers. They recognised that playing outside was very good for their children. Some respondents suggested that activities in parks could be incorporated into the plans.

## **Support and access for children and young people with SEND and their families, through early identification of need and provision of services:**

Many parents, not just those who had children with SEND, welcomed the principle of supporting children with SEND. They were aware that these issues are affecting a growing minority of families who are struggling to get the right help at the right time.

## **Hubs have a combined staffing model with the right range of skills and knowledge:**

Respondents agreed that having staff with the right expertise in hubs was essential. They anticipated some staff in children's centres would have training and expertise regarding development of children aged 5-18 years and relevant issues. Some children's centres users facing teenage challenges were excited about this idea. They hoped that it would be a realistic expectation that these staff would be available on a daily basis.

## **Locally available services; no more than 30 minutes' walk, or 1.5 miles from a resident's home:**

Initially this principle grabbed attention and was very motivating because it seemed a tangible promise of accessibility. However, many became less enthusiastic as they considered covering this distance/journey time in bad weather, pushing a buggy and/or with tired children. Several respondents observed the public transport routes are an important factor and hoped that hubs would be located on bus routes.

# { Reactions to the principles (2)

## **Integration with health will include more local access to some services at clinical places in the community:**

This principle was well liked but respondents found it difficult to envisage which settings were being considered. However, because they found hospitals difficult to access, they welcomed a community-based solution

## **Hubs will respond to community needs, regarding programmes delivered and how accessed (i.e. venue used, online options):**

Focusing on meeting needs regarding how families access programmes made sense to respondents. However, they questioned who would identify the best solution and were reluctant to have a digital or in-person experience imposed – flexibility was the key. Many welcomes the developments in digital service delivery but stressed that in-person access to support should always be available when needed.

## **A Best Start for Life offer providing seamless, multi-agency support for families with babies and young children:**

Respondents recognised the importance of the early years in a child's life and approved of a plan which improved on the existing offer. They commented, in particular, on better connections to wider support because they felt it was important that problems are solved quickly, especially with babies and infants.

## **A digital kiosk in every hub where residents can access online Council services and information:**

This principle did not resonate with most respondents who had digital devices and access to data/broadband. They tended not to be aware of 'digital exclusion' but recognised others might value the concept.

## **Residents will have equal access to information, advice and support through a range of formats (including digitally):**

Respondents felt this was a standard expectation and not seen as an innovative principle.

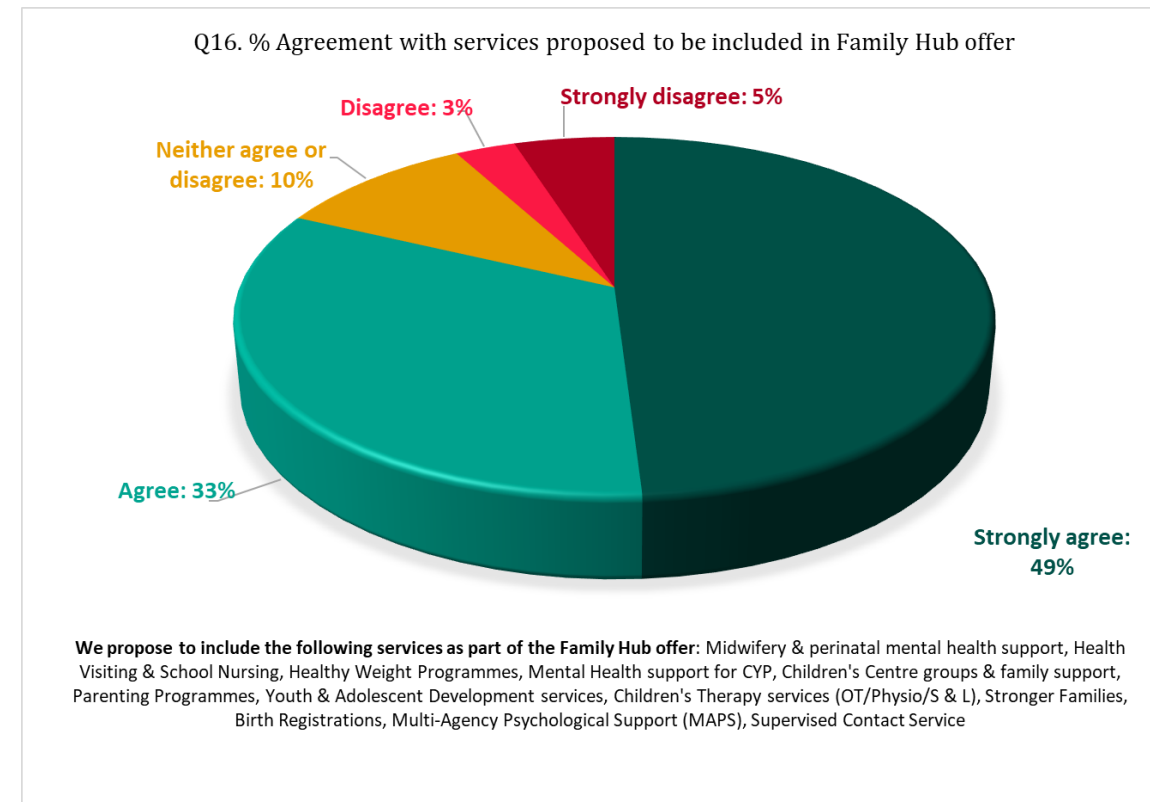
## **Hubs are educational, inspiring and enjoyable spaces; communities will become resilient:**

This principle prompted little comment. Respondents prioritised practicality and staff skill in hubs, whilst assuming children would continue to enjoy settings.

# { Reactions to proposed services

- 82% of respondents agreed or agreed strongly with the range of proposed services
- They welcomed the simplicity of one system providing all services that families might need, from pregnancy to adulthood
- However, many struggled to envisage how service delivery would be arranged through the various settings
  - Some assumed that all services would be available in each setting
  - Which led to concerns such as challenging teenagers being in proximity with young children (and some reported having this experience at Uxbridge Hub)
  - This response demonstrated the need to help respondents understand the concept of a Family Hub network of places and services
- Respondents made many suggestions of additional service suggestions.
  - These included specific services for children with SEND and their families; support groups for struggling 8-12s and teens; activities for families to participate in together; childcare; sport; drama; after school clubs (full list available)

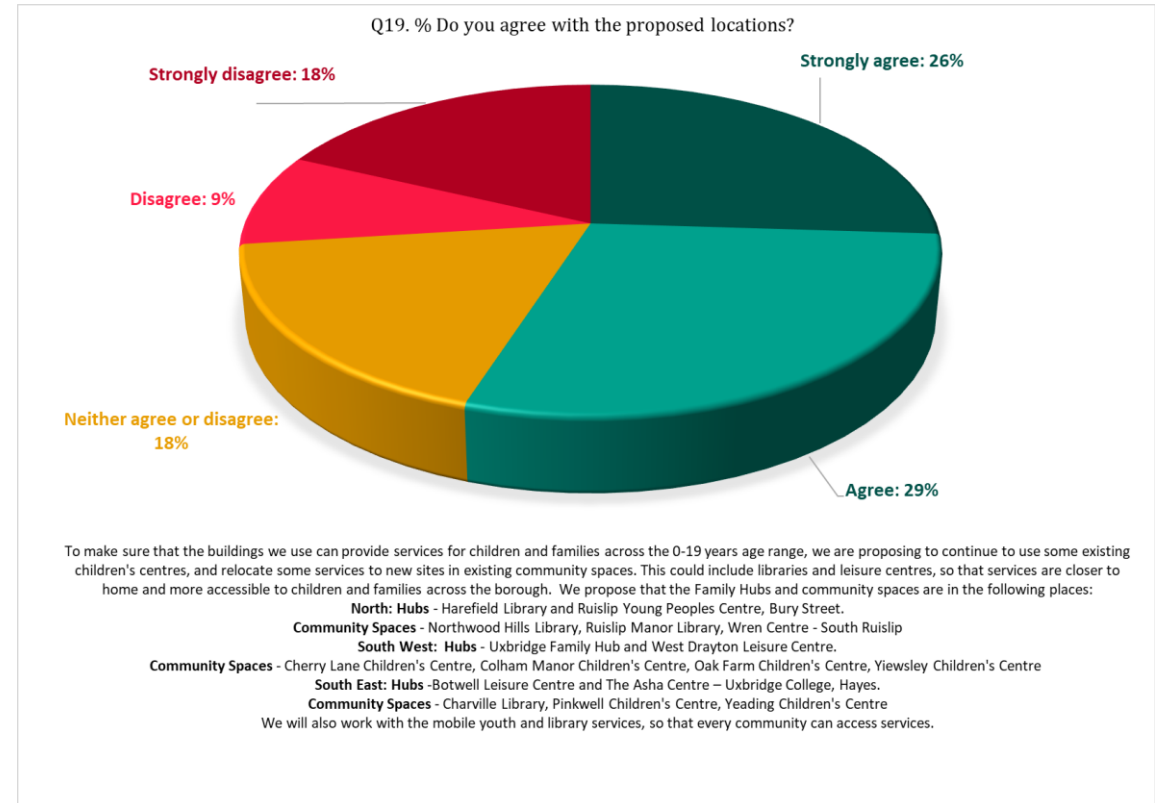
Page 72



# { Reactions to proposed locations

- Respondents' reactions to the locations were more mixed but the majority agreed with the proposals
  - 55% agreed/strongly agreed
  - 18% neither agreed or disagreed
  - 27% disagreed/strongly disagreed
- Further analysis by postcode might yield useful insights
- In discussion, respondents observed that the proposed network of hubs and delivery points did not meet their expectations of a local, community-based network
  - However, once the prospect of including health and VCS settings was factored in, respondents were more positive
- Because many children centres are adjacent to schools, some respondents questioned how schools would link into the new network
  - They felt it was important that parents and teachers continued to get support with school readiness, transitions and other needs
  - Some observed that this could be an opportunity for children at schools without on-site children's centres to get better support

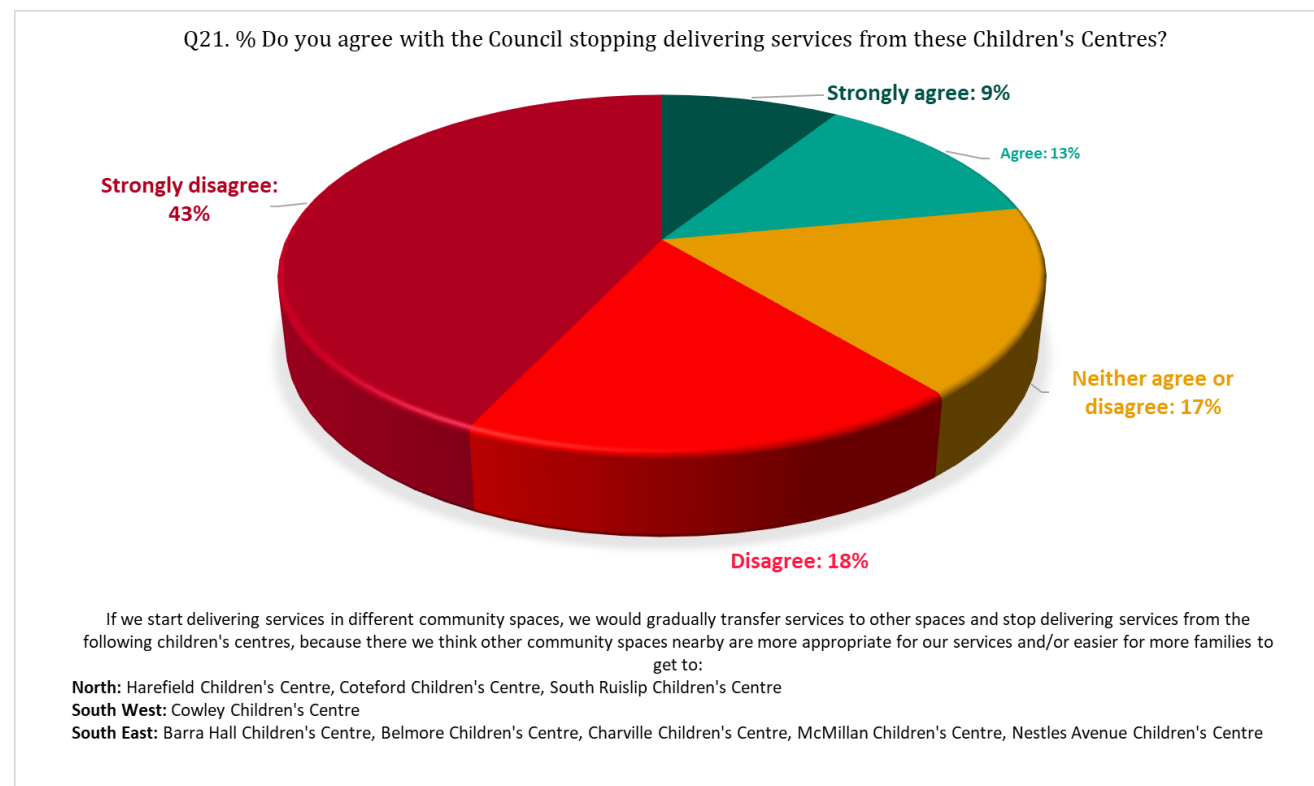
Page 73



# Reactions to stopping delivering services from some children's centres (1)

- The majority (61%) disagreed with stopping delivering services from some children's centres
  - Just under a fifth were undecided (17%)
  - Just over a fifth agreed with the proposal (22%)
- This response was in part indicative of the excellent services and support that respondents appreciated at children's centres
- Respondents feared children's centres would close and the new strategy would prove to be an 'empty promise'
  - They need to see a seamless transition of staff and services from children's centres to the new delivery points, so that families' experience is not disrupted
  - And effective promotion and explanation of the new approach

Page 74





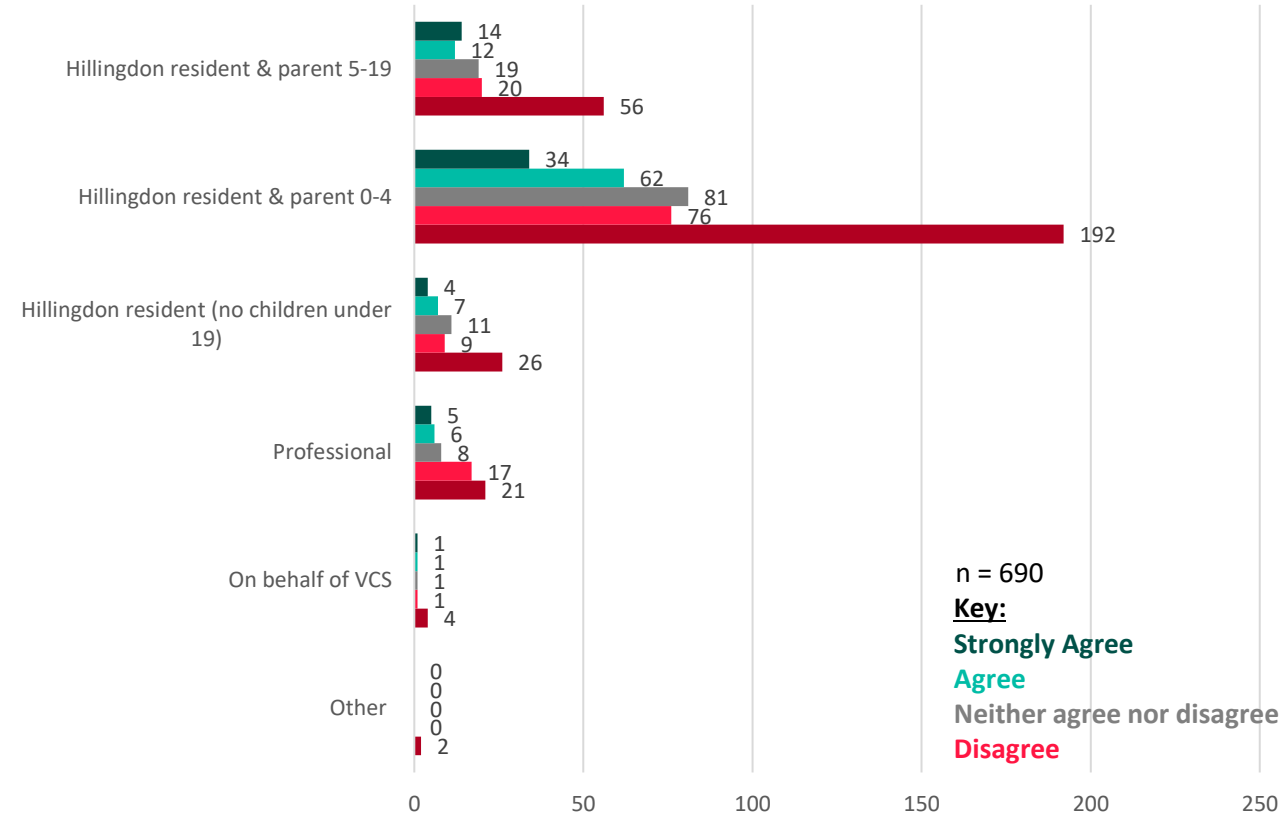
# Reactions to stopping delivering services from some children's centres (2)

- These attitudes were shared across the sample
  - When analysed by respondent type, all groups disagreed with the proposal
  - 60-67% of each group disagreed/strongly disagreed

Page 75

*'I would like to see the early years centres stay open and run alongside the Family Hubs as I believe they can benefit each other. Very often services in Hillingdon are taken away with the promise of something better however this is not usually the case'*  
Partner

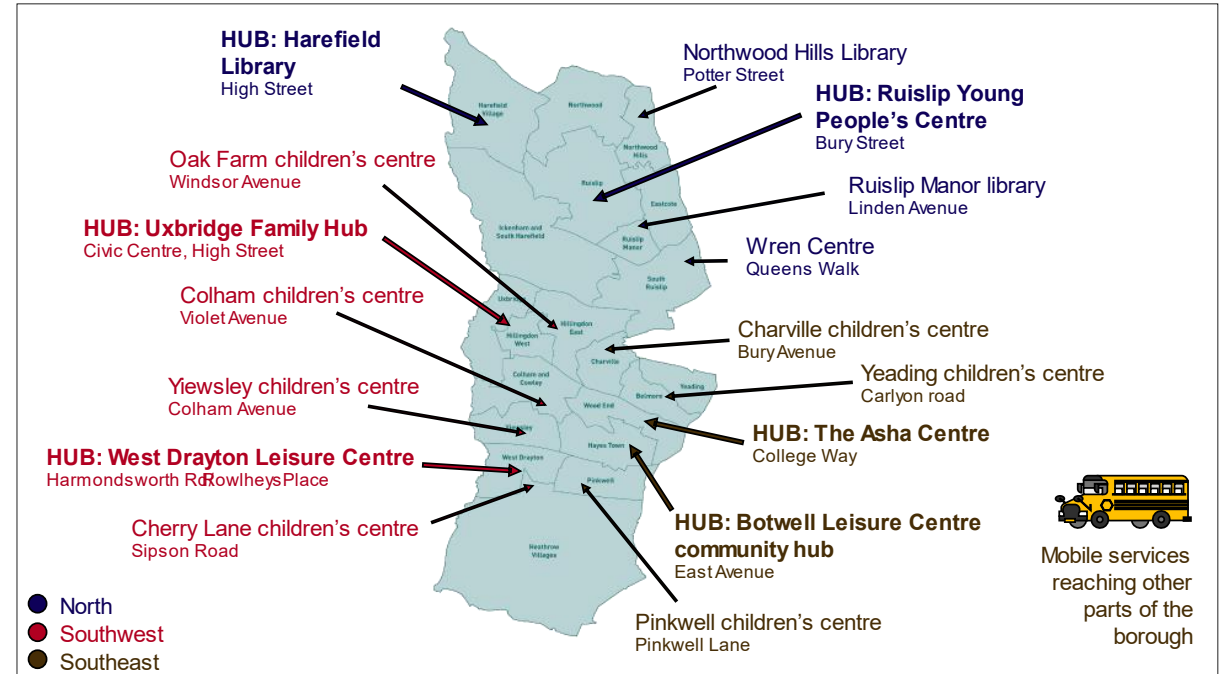
Respondent type vs Attitude to Children's Centre closures



# { LBH's Family Hubs & delivery points

- In the drop-in sessions, the FHN team explored reactions to the lettings proposed in each locality
- Respondents were reassured by children's centres' prominent role in the plan
- The focus solely on LBH assets was disappointing to respondents who were hoping to see the whole network of hubs and delivery points
  - And some perceived that the new network was a reduction in services
- However, once it was explained that this was the beginning of the network and they were asked to recommend other local settings to be part of the network, respondents were more positive
- Regarding the settings included, many responded well to the plan
  - They welcomed inclusion of libraries and leisure centres, which were seen as upbeat family-friendly environments
  - They felt that library activities have synergy with children's centres; some observed that library staff's relational skillset would be well placed to respond to enquiries
  - Respondents felt that leisure centres focus on health and wellbeing would align well with the strategy goals and were interested to understand their proposed role
- Some respondents were particularly interested to know more about the plans for mobile services and their potential
  - This was particularly important to those in the North and Heathrow villages

Page 76



- Others were more cautious about the plan as a whole
  - They needed reassurance that each locality would be well thought through and will deliver what the strategy promises

# { North

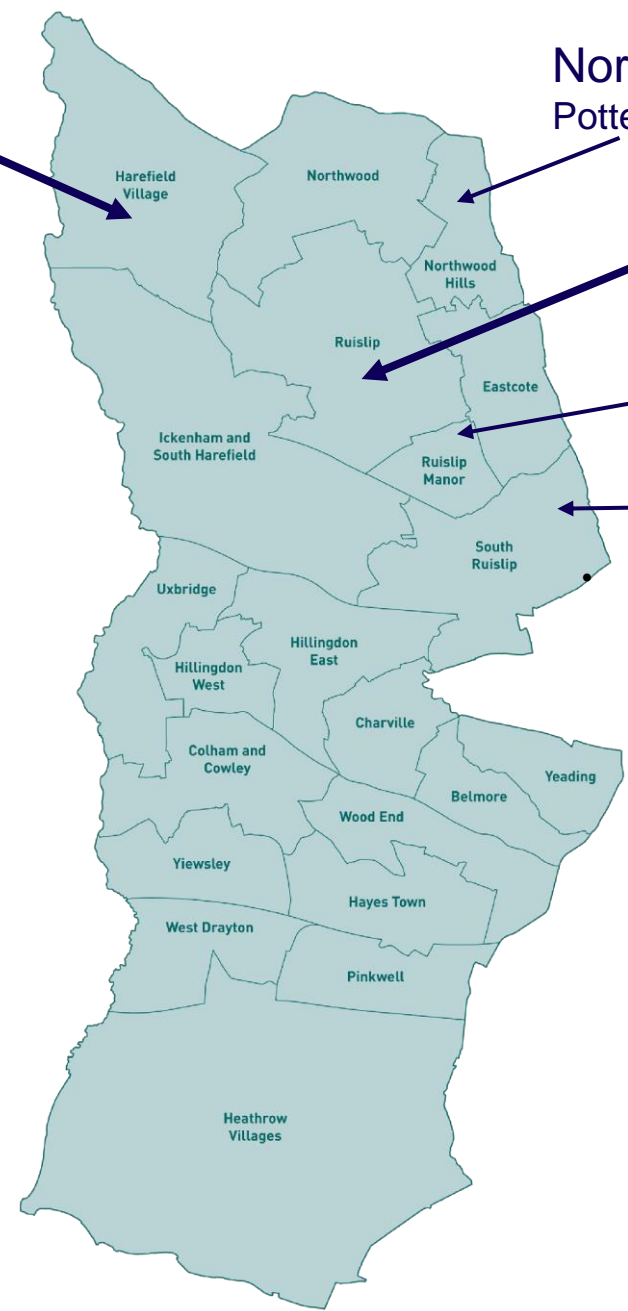
**HUB:  
Harefield  
Library**  
High Street

**Northwood Hills Library**  
Potter Street

**HUB: Ruislip Young  
People's Centre**  
Bury Street

**Ruislip Manor library**  
Linden Avenue

**Wren Centre**  
Queens Walk



- Hubs:
  - **Harefield library:** this was seen as an appropriate, central location but respondents queried its adaptability and whether there would be sufficient space for early years activities and wider hub purposes
  - **Ruislip Young People's Centre:** this setting was unknown to most respondents who perceived it to be off the beaten track and not easy to access

- Delivery points:
  - **Ruislip Manor library:** this library was popular. Respondents were interested in the scope to transform the basement for the purposes of the strategy, hoping that it would be accessible to all
  - **Northwood Hills library:** this library was not familiar to many respondents (note: no drop-in sessions were conducted there) and those who were mainly envisaged it as an information point
  - **Wren Centre:** this setting was unfamiliar to most respondents but once its proximity to South Ruislip CC was explained, they could see the potential and uses of this children's centre were pleased the new setting would be close by and not require a change in habits

- Closures:
- **Harefield CC:** Harefield was seen as a highly valued CC and one of the few places of support available in the north of the borough. Users' descriptions of their experiences indicated that the centre was already delivering hub-like support to families 0-19, helping formally and informally with older children's challenges. The centre's adjacency to the school was valued by the school leaders. However, the challenge to reach children at other schools in the area was recognised. Families were keen that the current staff were retained if services moved to the library.
  - **Coteford CC:** this centre was valued by families and especially by the adjacent school. Parents and staff wanted services to be maintained in a new local delivery point, having concerns that they could not envisage where that might be.
  - **South Ruislip CC:** this was a highly valued setting but respondents were relieved that the proposed replacement setting was close by

# { Southwest

Oak Farm children's centre  
Windsor Avenue

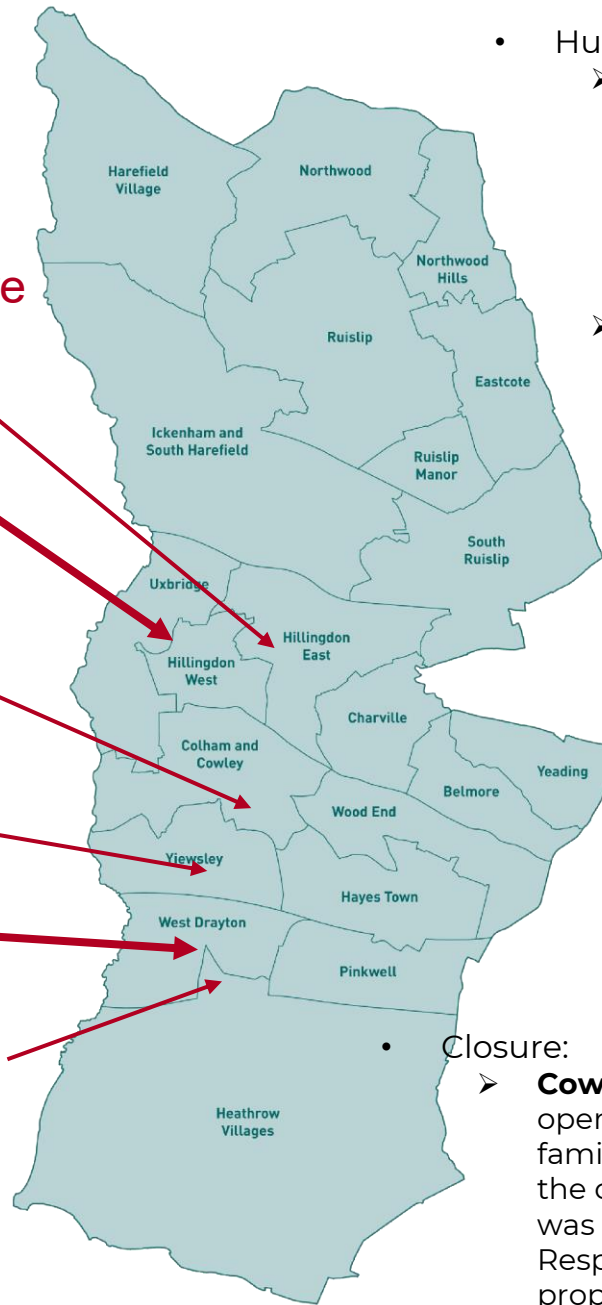
**HUB: Uxbridge Family Hub**  
Civic Centre, High Street

Colham children's centre  
Violet Avenue

Yiewsley children's centre  
Colham Avenue

**HUB: West Drayton Leisure Centre**  
Harmondsworth Rd/Rowlheys Place

Cherry Lane children's centre  
Sipson Road



- Hubs:

- **Uxbridge Family Hub:** this setting was appreciated by many who liked its size and diverse facilities. However, colocation with Youth Offending services prompted spontaneous comments about safety concerns. Comments were also made about security measures at the entrance which respondents felt created stigma and tension. The hidden location in civic centre was also considered a disadvantage.
- **West Drayton Leisure Centre: This is setting is** currently a building site, so respondents felt it was an unknown entity. However, as a new building, they felt it had potential

- Delivery points:

- **Oak Farm CC:** this centre was highly valued by school and families alike, providing multi-agency support. As a delivery point in the new network, respondents felt it needs to engage with families at other schools
- **Colham CC:** respondents appreciated the building design and outdoor space, valued social peer-support opportunities and visits by professionals. They felt it was an effective centre which would be a valuable delivery point in the new strategy.
- **Yiewsley CC:** embedded in the community in a residential road and connected to a church, this centre and staff were well liked. In particular; respondents like the large hall's capacity for stay and play sessions
- **Cherry Lane CC:** Respondents were positive about the centre and were interested in the new 0-19 offer, which would benefit the offer

- Closure:

- **Cowley CC:** because this centre's operational hours have reduced, families' have become less reliant on the centre and the prospect of closing was not considered controversial. Respondents were familiar with other proposed settings and anticipated using those.

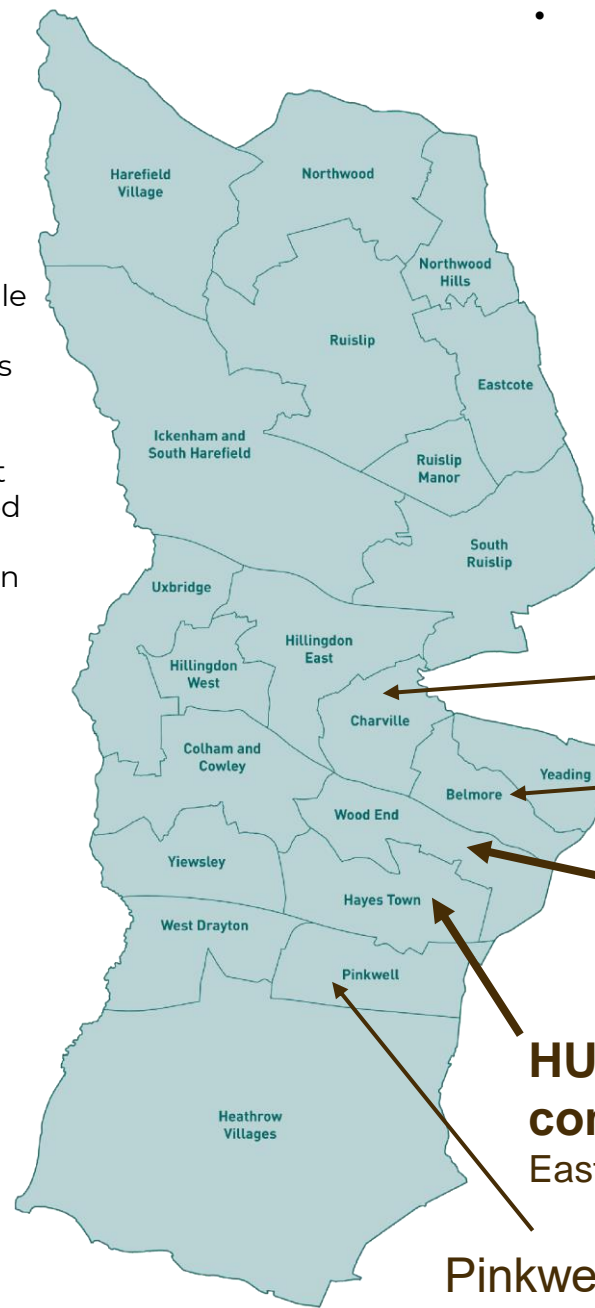
# { Southeast

## Hubs:

- **The Asha Centre:** There was low awareness of current building works or the building's previous role as a day centre. This was perhaps exacerbated by setting on the college campus. Overall, respondents felt this hub was an unknown entity
- **Botwell Leisure Centre community hub:** the setting was well known to respondents but found it difficult to envisage as hub. However, they described it as an appropriately family-friendly environment. Some expressed concern that 'community hub' in the name was potentially confusing – this was a further indication that clarity in branding and communication would be welcome and effective

## Delivery points:

- **Charville Library:** parents valued the centre but were open to location moving to nearby library. They stressed that early years activities needed to be continued in the new space
- **Yeading CC:** this centre was an important resource for local families who were struggling with language barriers. Respondents felt it was important this centre can continue to help this cohort access and navigate services and support
- **Pinkwell CC:** similar to the Yeading CC, respondents reported that this centre was an essential resource for non-English speaking families. They also valued the spacious building and attractive outdoor space, which they felt had potential for extensive future usage



## Closure:

- **Barra Hall CC:** there was an outcry at the proposed loss of this centre from families and professionals who reported that the setting was already delivering 0-19 support and integrated working. Barra Hall played an important role in supporting marginalised groups. Families also valued its park location. As a distinctive, historical building, respondents were reluctant for residents to lose access to it.
- **McMillan CC:** many loyal families were unhappy at the prospect of losing a highly valued setting. They could see no suitable alternative delivery pots nearby.
- **Belmore CC:** Few comments were made about Belmore because it is not currently operational
- **Nestles CC:** Few comments were made about Nestles because it is not currently operational. Parents whose children attend the adjacent nursery however suggested the space be used to increase nursery capacity

**Charville Library**  
Bury Avenue

**Yeading children's centre**  
Carlyon road

**HUB: The Asha Centre**  
College Way

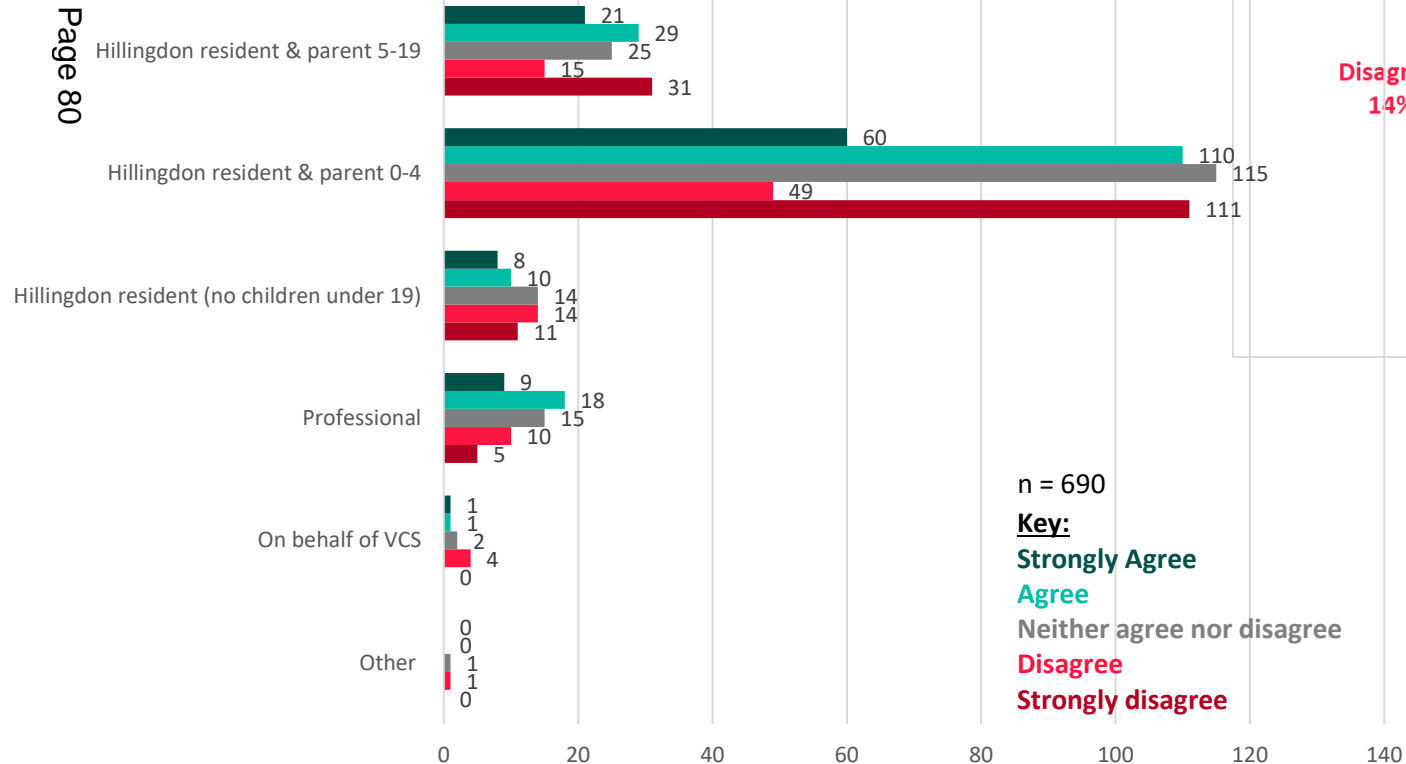
**HUB: Botwell Leisure Centre  
community hub**  
East Avenue

**Pinkwell children's centre**  
Pinkwell Lane

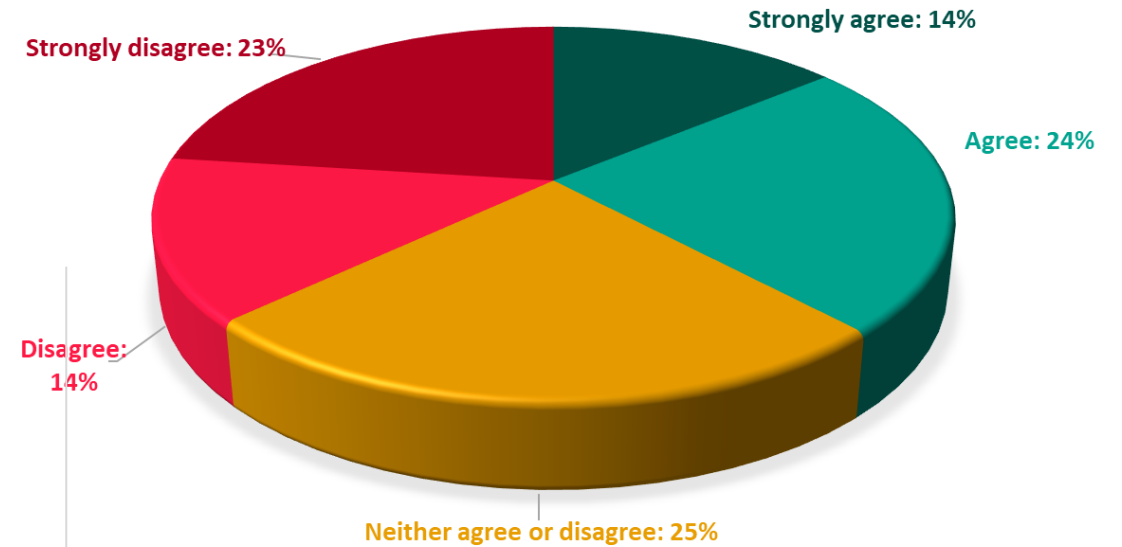
# { Perceived impact on access to services (1)

- Reactions to whether access to services would be easier were mixed (pie chart)
  - 38% agreed/strongly agreed
  - 37% disagreed/strongly disagreed
  - 25% neither agreed nor disagreed

Respondent type vs Attitude to access



Q24. % Do you think the changes proposed in the draft Family Hub strategy will make it easier for children and families to access services?

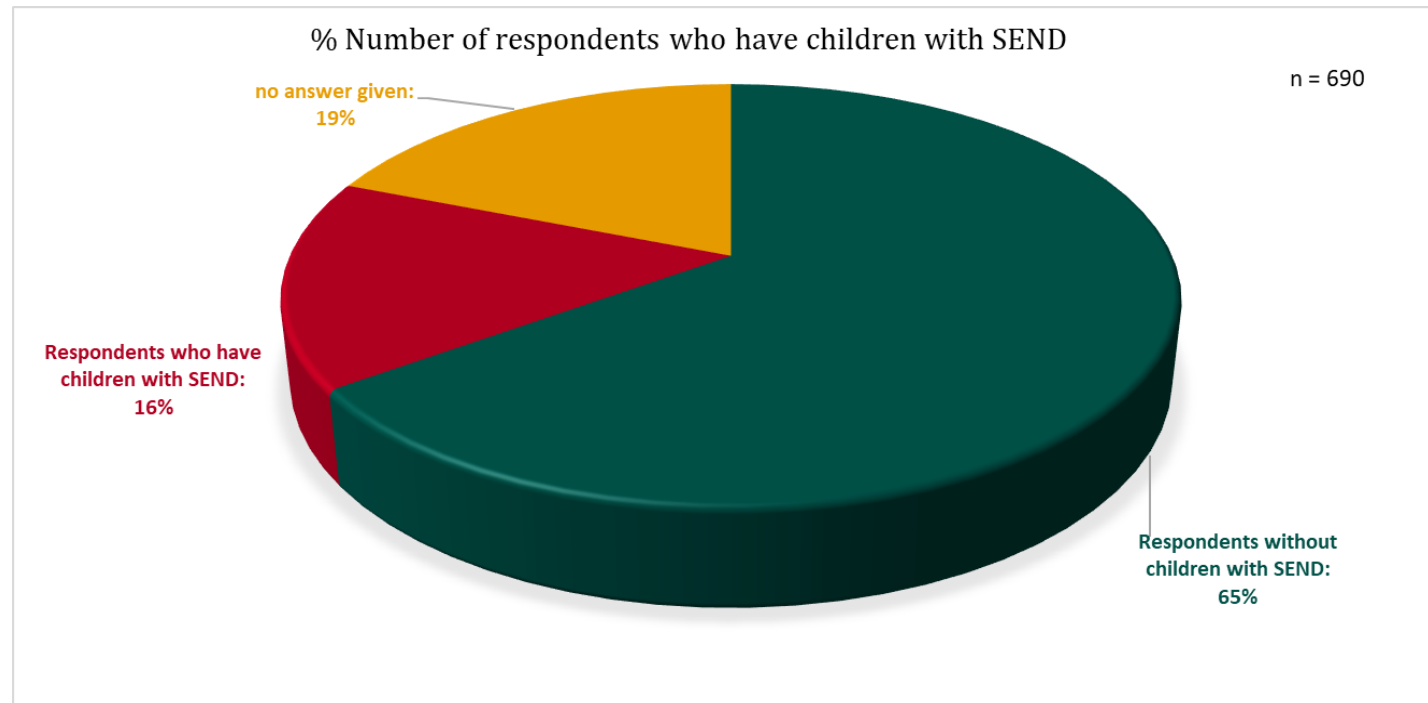


- When analysed by respondent type, reactions were quite similar across the sample (bar chart)
  - professionals were most positive: 48% agreed/agreed strongly that access would be easier

# Families with children with SEND

# { Families with children with SEND

- Families with children with SEND were well represented in the sample: 16%



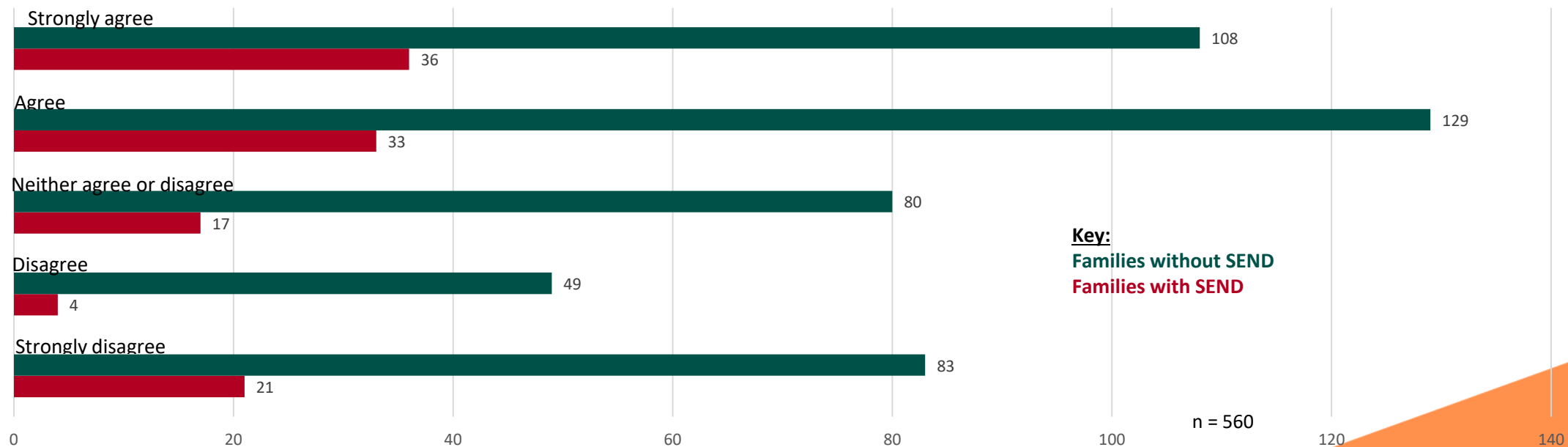


# { Attitudes to draft Family Hub strategy

- Families with children with SEND were more positive about the Family Hubs proposal overall
  - 62% agreed/strongly agreed compared with 53% of other families
  - Their response aligned with this cohorts' call for change
- Some felt the strategy promised a solution to their concerns and challenges
  - They struggled to access help, to understand and navigate the system
  - They described enduring long waiting lists and having to travel across the borough to access services
  - They reported experiencing an unrelational culture, rarely being treated with empathy or kindness
  - They were frustrated by a lack of integration and collaboration between professionals who seemed to simply refer them on without thinking about the whole picture
- However, others disagreed with the proposal and feared the consequences
  - They were concerned about losing their current local 'lifeline' children's centres
  - They anticipated that the mixed offer in hubs would too 'overwhelming' for children with SEND
  - They worried that children's SEND needs would be further hidden in a strategy bringing together a wide range of priorities and services

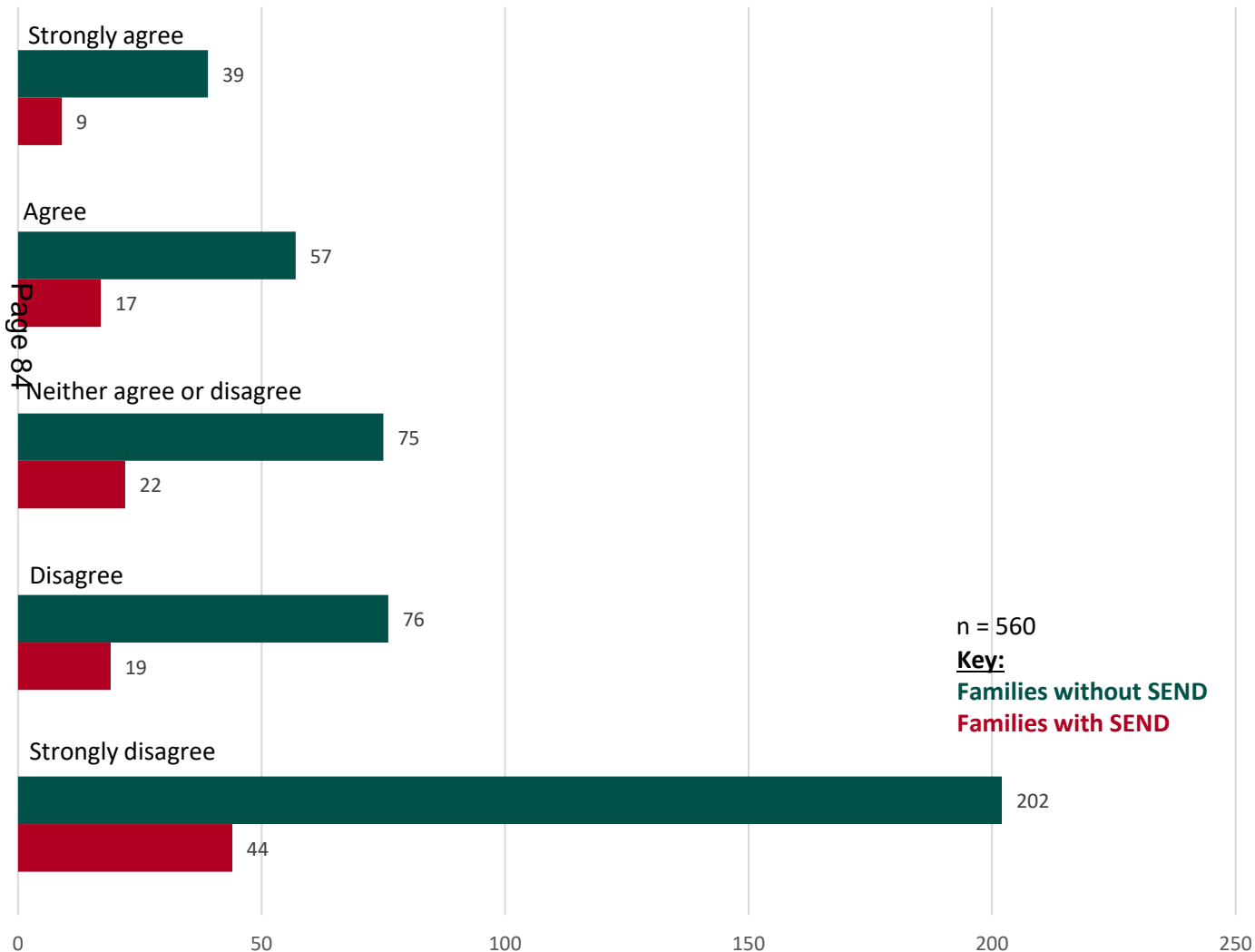
Page 83

SEND family vs Attitude to Family Hub proposal



# Attitudes to stopping service delivery from some children's centres

SEND family vs Attitude to Children's Centre closures



- Families with children with SEND were less negative about stopping services from some children's centres
  - 23% agreed/strongly agreed with the proposal vs 21% of other families
  - 57% disagreed/strongly disagreed with the proposal vs 62% of other families
- Again, this was an indication amongst some parents with children with SEND of their readiness for change and call for improvement
  - They saw the decision to stop delivering services from some children's centres as a pragmatic step, if the new service delivers the promise of being more local and joined up
- However, many disagreed and feared loss of the services they rely on

*'The children centres give lots of support and are more local than the hubs.'*  
Parent of child with SEND.

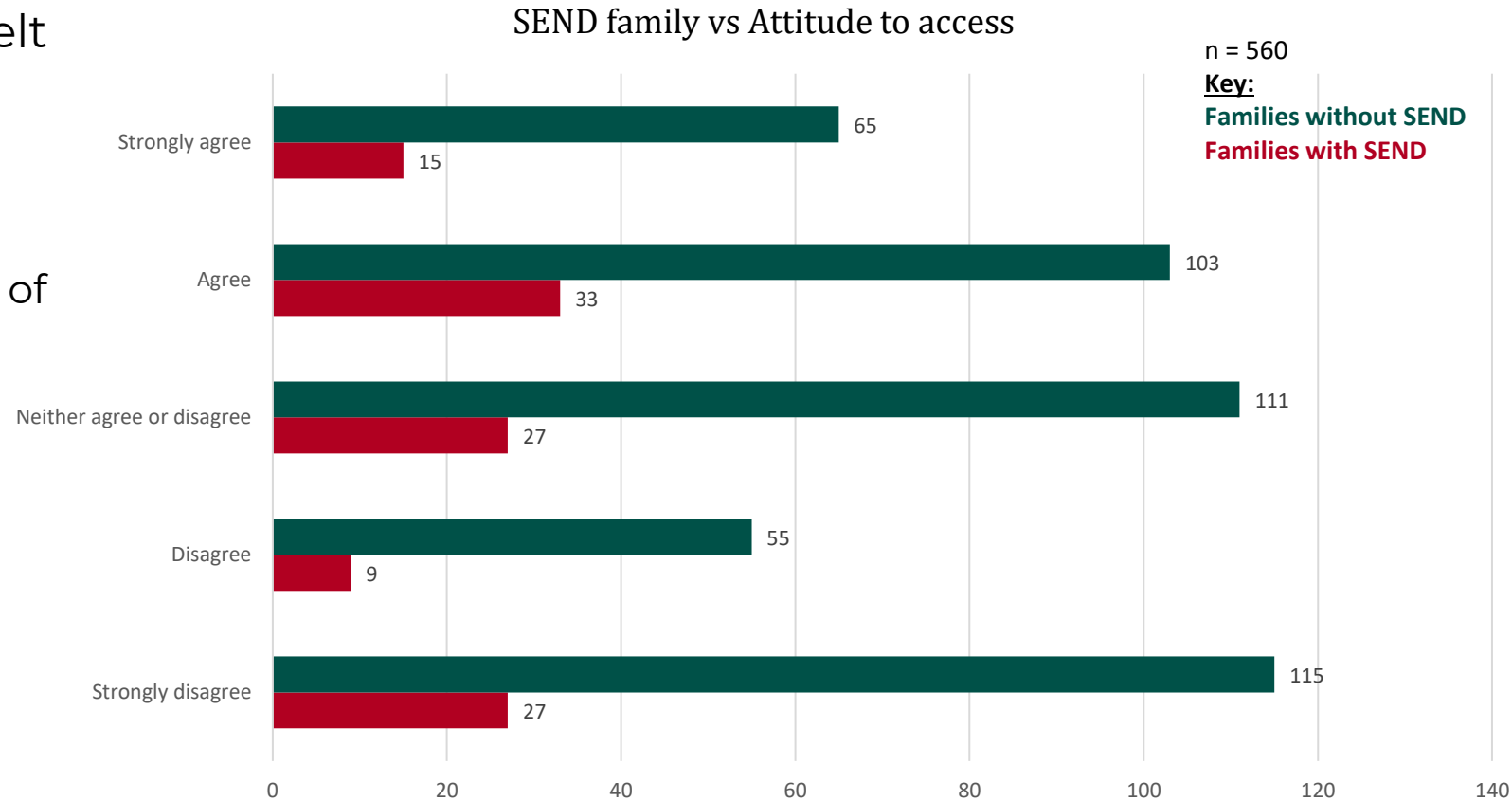
# { Attitudes to access

- Families with children with SEND felt that access to services would be easier
  - 44% agreed/strongly agreed compared with 37% other families
  - 32% disagreed compared with 38% of other families

Page 85

*'I agree with family hubs. The help and support Harefield children's centre have given me over the years has been invaluable and a real lifeline. But I don't agree with closing the children's centre and offering a limited service in a library or community space under the heading of a family hub.'*

Parent of child with SEND.

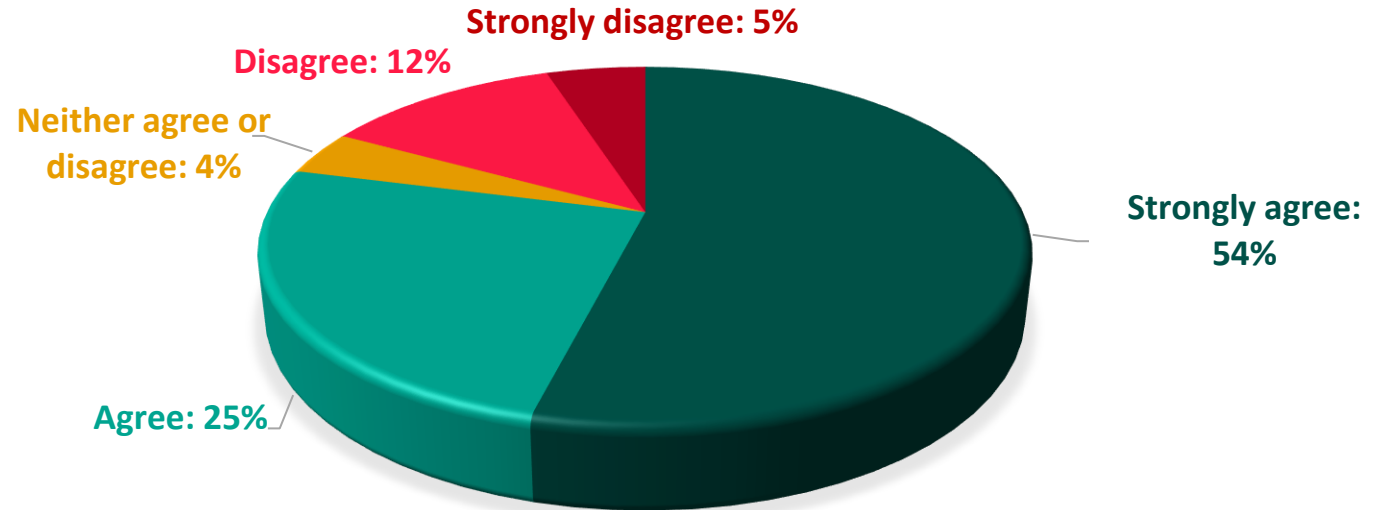


# Partners - professionals and voluntary sector representatives

# { Partners - reactions to the overall idea

- 79% of partner organisation representatives agreed/strongly agreed with the idea
  - Compared with 71% parents
  - 17% disagreed/strongly disagreed compared with 10% parents

Q11. Professionals - do you agree with this idea?



*'Absolutely agree! Working and living in the borough for many years has given me the experience to see firsthand how the need for family hub/support has never been greater than now. I feel foundations were laid when we reflect back on the work that was done on the set up about children centres, however, now we are post Covid, much greater collaboration, cohesion and partnership work is necessary to ensure that our children and young people are able to access the services which we can all contribute to within the most effective strategic and operational way.'*

Partner

*'In principle these ideas have some validity however unless the services are going to be specifically designed to cover this wide range of need, it is just a cost cutting exercise with no thought for the real needs of the community. What are you planning to do about combining all these services - are hubs going to be a rebuild? Are you maintaining staff expertise in those that run these centres? What are your plans to monitor success for all groups.'*

Partner

Family Hubs aim to bring together services for children and families in Hillingdon, from pregnancy to 19 years old (up to 25 years for child(ren) with special educational needs or a disability - SEND). We think services and support should be available locally in Family Hubs and community spaces e.g. libraries, children's centres and be no more than a 30 minute walk or 1.5

# { Partners - reactions to the overall idea

- Overall, partners welcomed a new strategy to address current challenges
  - They were aware of high levels of need
  - They perceived that it was difficult for families to access services, especially post Covid
  - They felt that promotion/communication to families of services/messages was too limited
  - They were concerned about the challenges to engage with diverse communities, exacerbated by language barriers
  - They reported that some communities were especially isolated and under served
  - They were frustrated with the tendency amongst partners to work in silos and their own limited awareness of other services and professionals, in the community, who could help them achieve better outcomes for the families they worked with
  - They wanted to see better data sharing agreements so they could work in better partnership with others
- When presented with the strategy, they felt it had potential
  - They liked the concept of creating one effective system, which would be easier for all to navigate – both families and service providers
  - They agreed that better collaboration with the community might increase engagement and increase capacity
  - They welcomed focusing on relationships and agreed that better relationships between professionals and with families would improve outcomes, as well as helping families nurture their own relationships
  - They talked about the challenges and impact of family-based problems and were enthusiastic about an approach which focused on finding solutions which would benefit children
  - They were keen to work together to ensure families received early help to prevent families struggling further and needing more statutory interventions
  - They wanted to be part of a welcoming, relational culture which would help engage families with children aged 0-19 years
  - They were impatient to address the longstanding needs of families with SEND (0-25 years)
- However, their enthusiasm was tempered with doubts that such an ambitious plan could be realised
  - They felt that the scope and scale of the change required might risk chaos
  - They believed that additional funding would be needed
  - They were concerned that implementation might become preoccupied with the network of buildings whereas they felt that creating a network of cross-sector assets, understood and navigated by professionals and families, was where the greatest potential lay
  - They asserted that partners need to be involved in both shaping the strategy and its implementation, and many were keen to get involved

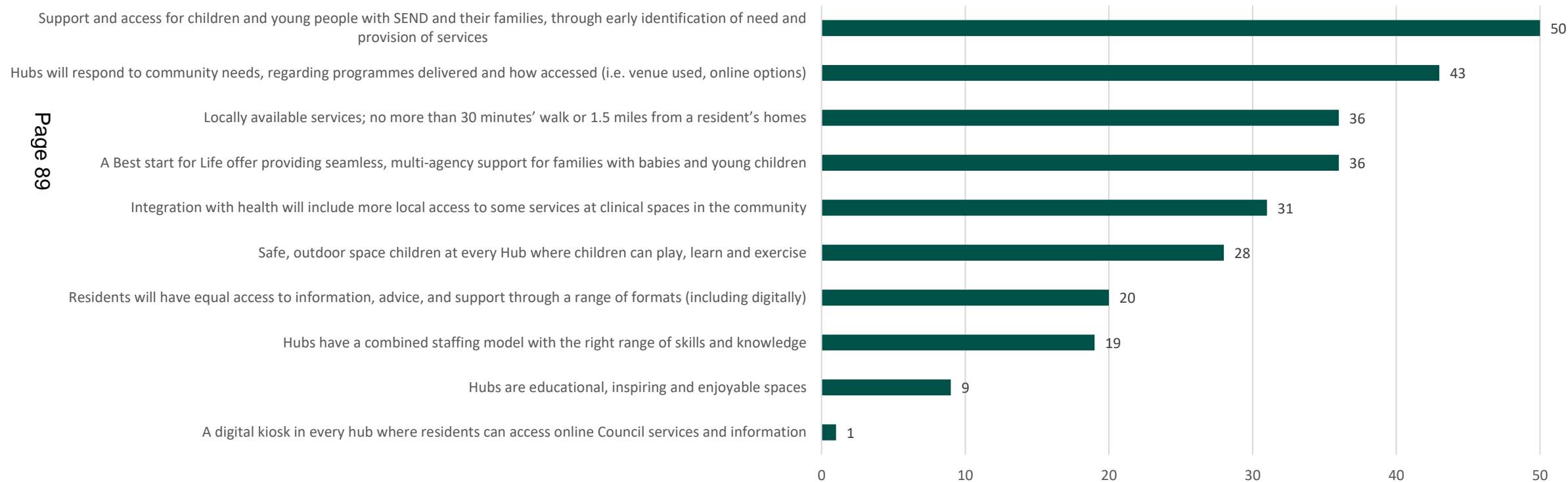
*'People can start to panic a bit... if we open all the doors to everyone, how do we make sure we don't miss the people who really need our help? Or how do we cope with all these people who we don't need to help because they can help themselves or somebody else can help them?'* Partner

*'It doesn't mean hubs do all the work. It's a case of how to upskill your community. If you've got people promoting oral health, it doesn't need to be a health professional, it can be a religious leader. It's about building that community capacity.'* Partner

# { Preferred principles

- In the survey, respondents were asked to select the three principles which they felt were most important and the chart below indicates which principles received the most 'votes':

Partners' response to the principles of the draft Family Hub strategy



# { Discussion of the principles

**Support and access for children and young people with SEND and their families, through early identification of need and provision of services:** Partners were aware that numbers and therefore need, are increasing. They believed action needs to be taken urgently to address this need.

**Hubs will respond to community needs, regarding programmes delivered and how accessed (i.e. venue used, online options):** Partners agreed with focusing on local need and delivering services in a way that optimises family engagement. They stressed the importance of having a universal offer and taking a 'whole family approach' so that problems can be solved sooner.

**Locally available services; no more than 30 minutes' walk, or 1.5 miles from a resident's home:** Partners felt that access is currently limited and therefore addressing this need was important. The phrase 'locally available' raised high expectations and partners envisaged that achieving this across the borough would be challenging.

**A Best Start for Life offer providing seamless, multi-agency support for families with babies and young children:** Partners felt that the existing early years services were a relatively strong aspect of the current offer and hoped that this initiative would build on strengths. They welcomed the opportunity to strengthen multi-agency working.

In the partner workshops, respondents discussed the principles and they are arranged on this chart to reflect the overall level of interest in each

**Integration with health will include more local access to some services at clinical places in the community:** Partners welcomed the concept of integration with health but questioned how this would be achieved. They hoped it would involve health delivering services within the community and working more closely with cross-sector partners. Improving data sharing was considered a priority.

**Safe, outdoor play space at every hub where children can play, learn and exercise:** Partners were aware that many families, who needed support, live in flats and recognised that helping their children access outdoor activities safely is a priority. However, in creating a network approach, involving cross-sector venues, they observed that this might be difficult to achieve and queried the challenge of creating an open hub for all, yet promising safety for children.

**Residents will have equal access to information, advice and support through a range of formats (including digitally):** Partners' interest in this principle focused on meeting the needs of families where English is not well understood or spoken. They wanted to see better collaboration between partners to help residents understand and engage in support, for example, involving trusted voluntary sector bilingual partners in meetings/appointments.

**Hubs have a combined staffing model with the right range of skills and knowledge:** Partners stressed that empathy and knowledge were the most important skills for hub staff and agreed that a combined staffing model would enable the breadth and depth of knowledge to ensure families' needs could be quickly understood and met. They anticipated this could be a challenge to achieve.

**Hubs are educational, inspiring and enjoyable spaces; communities will become resilient:** Partners felt that being welcoming spaces which were well used, lively and inclusive, would be the most important criteria so that families would cross the threshold, get involved and find out more about other activities in their communities.

**A digital kiosk in every hub where residents can access online Council services and information:** Interestingly, the partners who participated in the workshops saw limited for digital kiosks.

Most interest



# { Partners and services

Partners discussed the involvement of cross-sector venues and the strategy's service offer.

- **Schools:** Partners observed that schools/academies are key players in identifying families with needs and being the trusted partner who can help families engage with support. They recognised that schools which currently have an adjacent children's centre would have to adjust to the new strategy but welcomed the opportunity and necessity for support to be available for all families and all schools, and not just those with a children's centre on site
- **Leisure centres:** Partners were interested in the potential for leisure centres as a point of access and host to services and look forward to clarification of their role. They observed the positive associations with health and wellbeing and could see that leisure centres could be a useful, non-stigmatising access point.
- **Libraries:** Partners discussed the potential for libraries within the network and commented that their universal role and educational purpose were very relevant. As access point for information about support and services available, they felt libraries were a suitable option but as a place to deliver services they needed reassurance that venues would be safe and accessible as well as conducive with libraries' other services.
- **Voluntary & community sector:** Partners felt that the VCS and faith settings have an important role in making connections between hubs and communities, providing activities, building relationships, and being a safe and unthreatening point of access for more hesitant families. Significantly the VCS was seen as an important component of delivering a more local service.
- **Young People's Centres:** For the vast majority of the sample including partners, LBH young people's centres were unknown. The Bury St YPC was considered off the beaten track. Some suggested the South Ruislip YPC had potential.
- **Health settings:** Partners were interested in local health settings which would be included in the strategy because they would be essential in delivering the principle of integrating with health. They anticipated that health settings would be important access point.
- **Mobile:** Using buses and trucks to take services to areas where communities had fewer meeting points and/or were more reluctant to engage, was seen as an innovation which could effectively engage with and serve these communities. Partners looked forward to the hearing the developing plans.

- Partner's expressed positive reactions to breadth of the service offer

*"When you look at the list of services involved, that is really fantastic."*

Partner

- **Co-location**

- Because the draft strategy did not specify which services would be delivered in each setting, partners expressed some concerns about safety and comfort

- **Regarding additional services that partners thought should be included, suggestions included:**

- Mental health
- Translation
- English teaching for parents
- Adult education
- Health eating
- Registrars for deaths
- School nursing asthma clinic
- Maternity trauma and loss
- Weaning

# { Building partnership & integrated working

- Partners quickly seized on the challenge to build partnership and integrated working, because they were motivated by the opportunities this would bring and anticipated the wider appeal amongst partners
  - They asserted that senior leadership needed to be fully involved to achieve this aspiration and the work would need to align with other LBH strategies to sustain profile and relevance
- They said that effective communication between partners would be essential to raising awareness of the strategy and sharing understanding of services
  - Identifying current and potential interconnections between staff was seen as a challenge but an important element of creating a collaborative process
    - Partners wanted to build connections between people cross-sector, drawing on existing workforce and volunteers in 'connector' roles to make further connections
  - They acknowledged that collaboration requires effort, sacrifice and flexibility
    - They hoped to optimise the possibilities brought about by new digital tools and more flexible working styles piloted during the pandemic
- Partners suggest starting local and working outwards
  - Bring together people working and living in communities

*'Different organisational structures can cause a challenge and everybody's got a different organisational culture.'* Partner

Page 92  
*You are more than the sum of the parts if you're working together and people (families) are accessing more, if you're connecting [them] yourself.'* Partner

*'I think we have to let go sometimes. It can be hard to say you're doing that better than we are so we won't do that anymore [especially] if that's something you feel passionately about.'* Partner

*'We have done a lot of great collaboration but it takes a lot of time and energy. Not everybody gets it or has the capacity.'* Partner

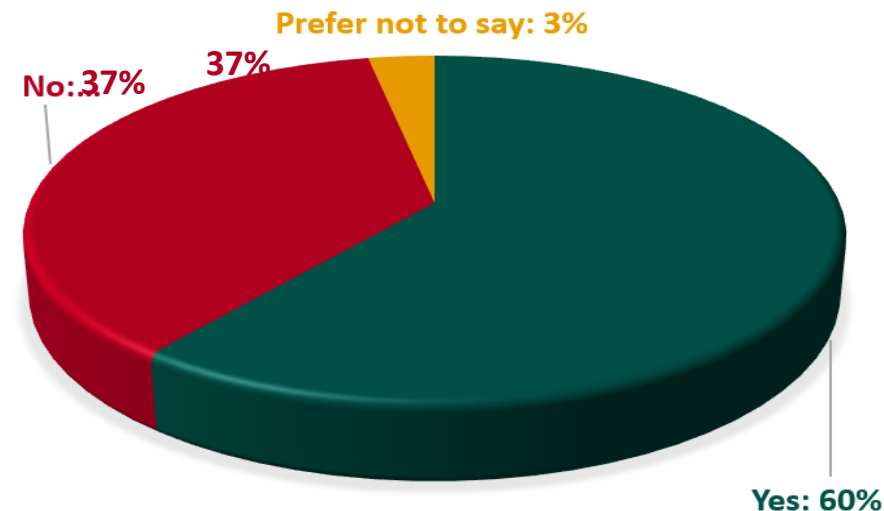
*'We haven't always been good at saying 'Who's out there? Who can work with who? Can we get support?' And if this is a change in the way we do that then I think that will produce more positive outcomes.'* Partner

# Early years childcare and LBH EY nurseries

# { Usage and type of childcare

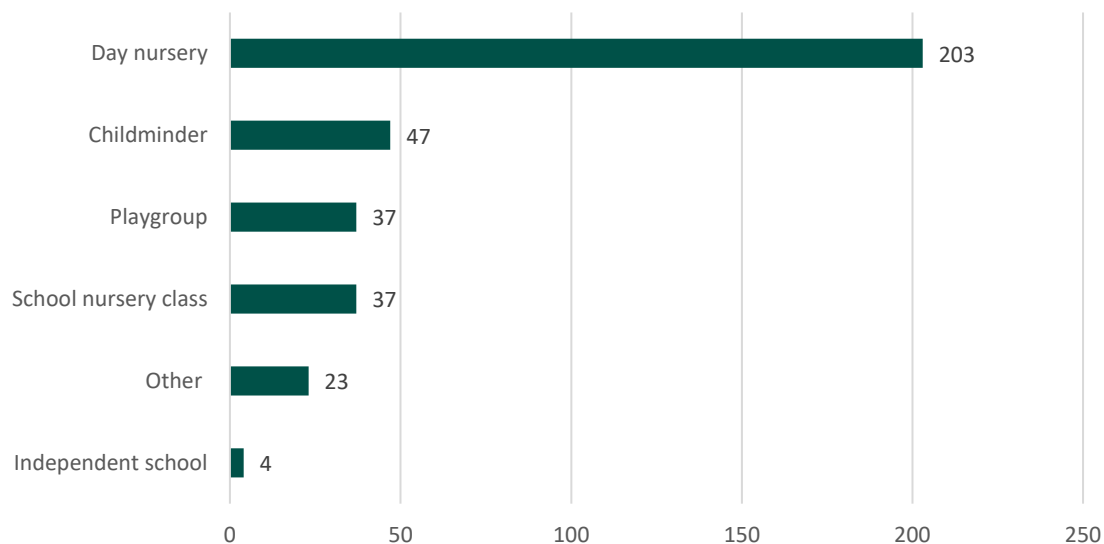
- 68% (471) of survey respondents said they had child(ren) aged 0-5 and completed this section
- 60% of this sample used childcare

Q27. % Respondents who use childcare



Page 94

Types of childcare used  
(351 selections made - some multiple)



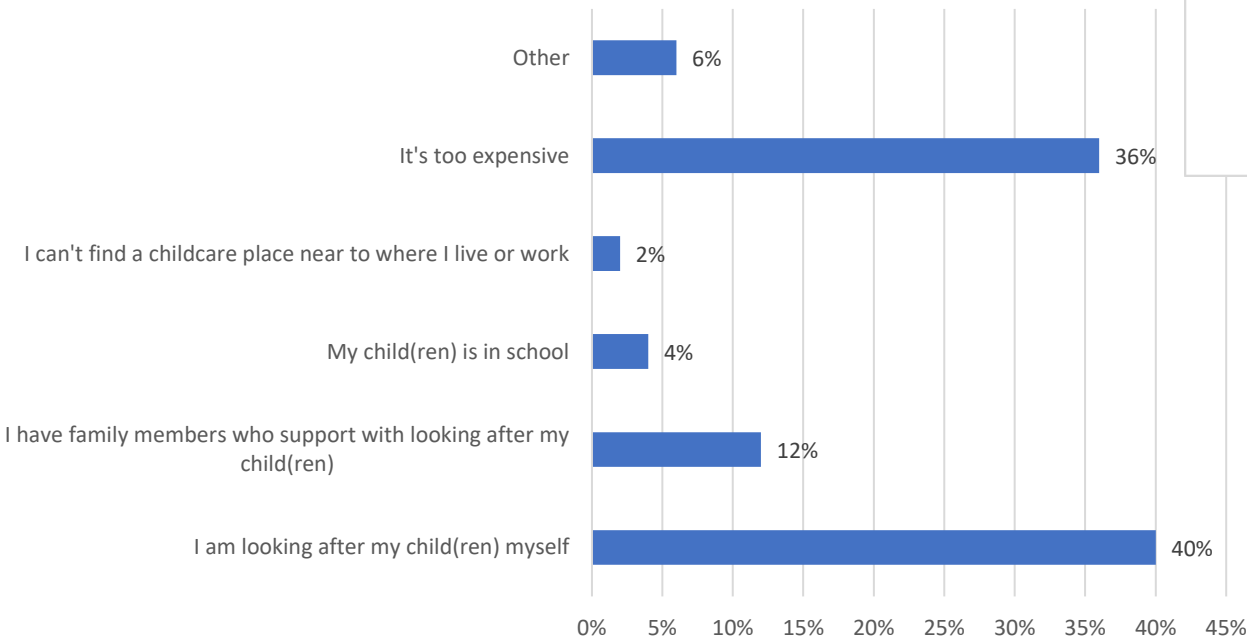
- Over two thirds used day nursery
- Childminders, playgroups and school nursery class were used by much smaller numbers
- Findings influenced by survey's promotion to LBH EY nursery parents

# { Reasons for using childcare

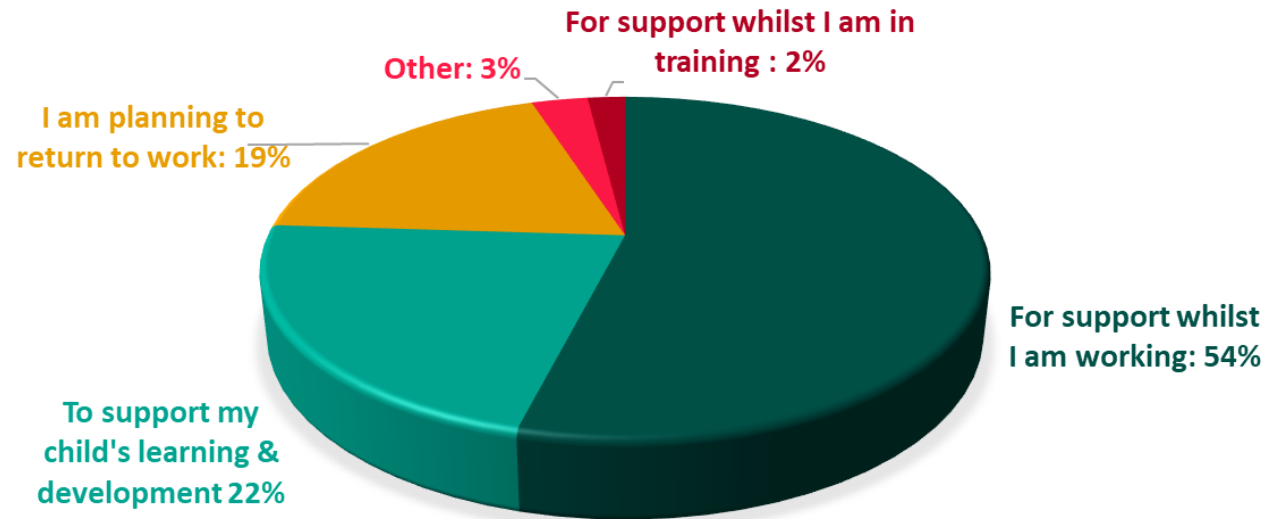
- Over half (54%) used childcare so they could work
- Over a fifth (22%) cited supporting their child's learning and development as a reason
- Just under a fifth (19%) said they were planning to return to work

Page 95

% Reasons for not using childcare



Q28. % Reasons for using childcare



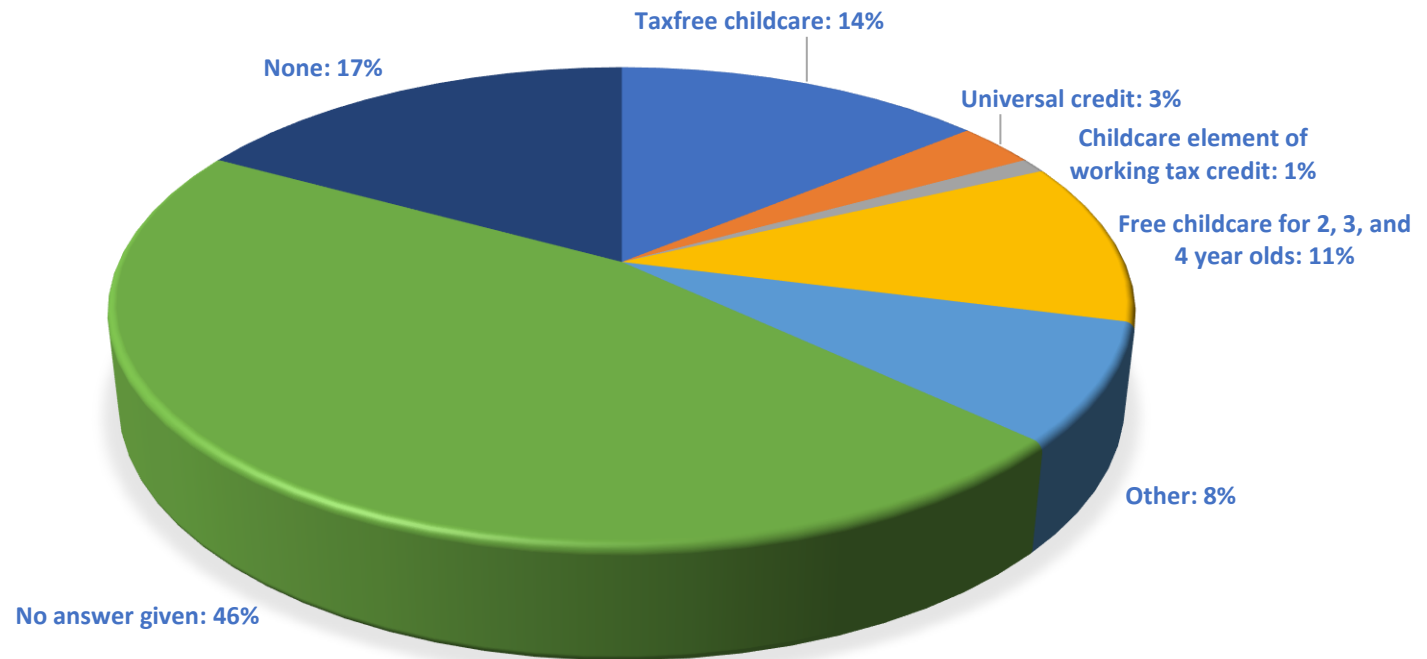
- Looking after children themselves was the most common reason parents did not use childcare
  - Over a third (36%) reported that childcare was too expensive
  - 12% had support from family members
  - Only 2% reported being unable to find a suitable place

# { Support with childcare costs

- 63% either did not receive support or did not answer
- 14% benefitted from tax free childcare
- 11% received free childcare for 2, 3 and 4 yr olds
- 3% received universal credit
- 1% received the childcare element of working tax credit

Page 96

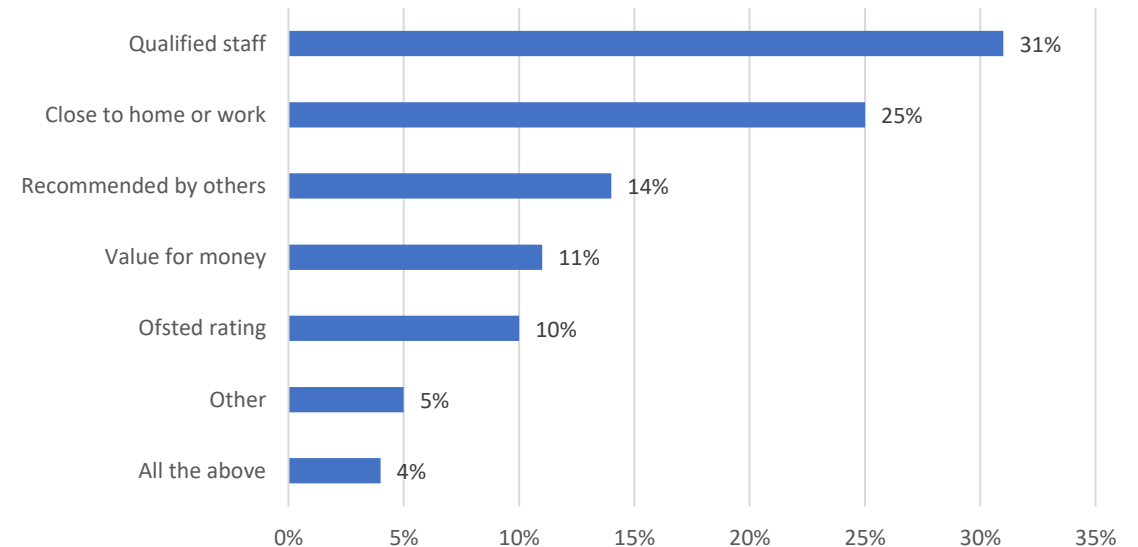
% SUPPORT WITH CHILDCARE COSTS (TOTAL SELECTIONS: 885)



# { Priorities when selecting childcare

- Staff and proximity to work/home are the most common priorities
  - 31% qualified staff
  - 25% close to home/work
- In interviews, parents cited the challenge of finding the right *care* in the right *place*
  - A considerable challenge for many

% Most important when looking for childcare  
(291 selections made)



# { Early Years (EY) nursery parents

- Respondents formed a diverse group
  - Wide range of socio-economic groups and income levels
  - Some were new to LBH/ the UK whereas others were born and raised in Hillingdon
- They were united in praise for EY nurseries
  - They praised the experienced and dedicated staff who go 'over and above' the call of duty
  - Settings: they liked the separate rooms by age group; cosy atmosphere; clean and well looked after buildings (parents at Nestles liked the setting but recognised the building was 'tired')
  - Great value for money
- Many experienced distress when first announcement about closure made
  - They had no warning of the nurseries' financial difficulties
  - They felt the 3-4 months' notice they recalled being given was not sufficient for finding alternative childcare
  - They perceived that staff were equally unaware of the changes
  - And for many the stress has continued as the threat of closure has not ended
- Parents' reaction was compounded by external factors
  - Cost of living crisis
  - Poor experiences in other settings before they joined an LBH EY nursery or when they explored alternative arrangements
  - Challenge to find alternative provision to meet needs - the right childcare in the right location en route between home and work
  - For many, their children were born during Covid which impacted their children's early development, their own confidence as parents and their reliance on staff whom they formed bonds with
- A minority claimed that if more notice given, they would have accepted the decision
  - They anticipated that they would have found acceptable, alternative childcare in time
  - And responses indicate that it is likely that other parents would have made the same decision but had become more impassioned as the uncertainty continued and their justification gained traction
- Majority seized on and challenged LBH claim re business deficit
  - They argued that childcare is in high (and increasing) demand so the nurseries have no shortage of customers
  - They observed that the nurseries are not running at capacity
  - Parents were frustrated that they had not been invited to fundraise
  - They were sceptical of LBH's business acumen, as a public sector organisation
  - They commented that agency staff were used too often which would not be cost effective
  - They recognised that previously the nurseries fees had been too low
- Concerned that consultation might be pre-empting impact of recent 30% fee increase
  - They hoped that this increase would improve the financial situation

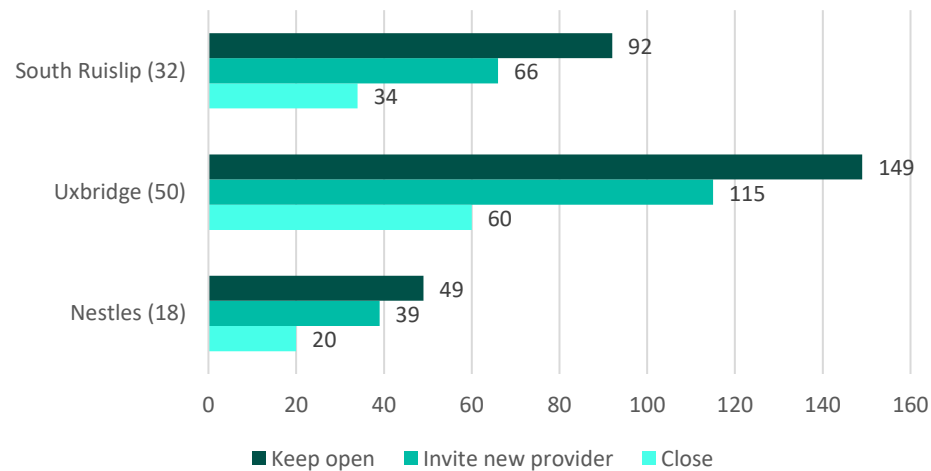


# { Attitudes to nursery options

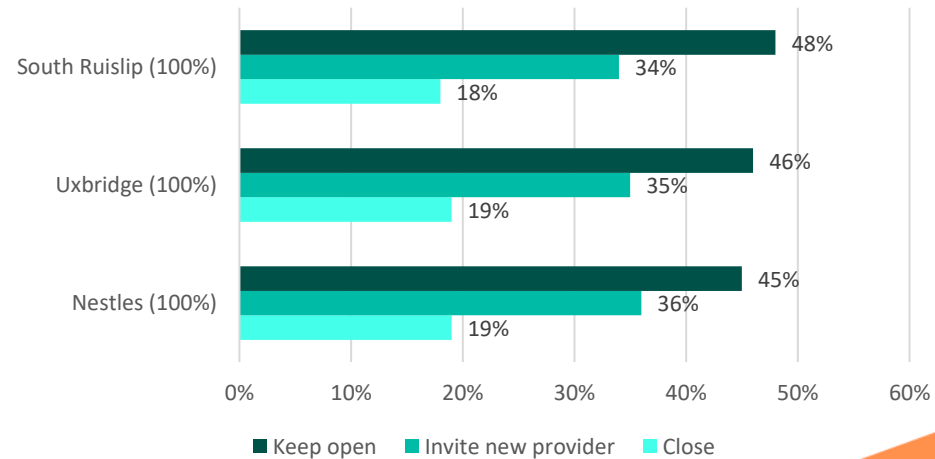
Preferred option consistent across nurseries

1. Keep nurseries open and increase the fees so that costs are covered by the families that use them
2. Invite private, voluntary and independent providers to deliver the nursery provision instead of the council
3. Close nurseries and keep a small staff team to help nurseries and other childcare providers to better support children with SEND

Current parents' order of preference



Current parents' order of preference (%)



# { Attitudes to nursery options

\*\*\*Keep nurseries open and increase the fees so that costs are covered by the families that use them

- Parents were confident that the recent 30% increase in fees will help the financial situation and were ready to accept a further raise to avoid closure
- However, they assumed fees would not exceed the fee structure of the most expensive PVIs
- In future, they expected LBH to be more transparent about potential efficiencies and open to parent suggestions/offers
- When asked if LBH should subsidise EY nurseries, some agreed that subsidies were appropriate, considering that childcare supports govt priorities – pre-school education, employment and the economy – and contrasts with other less worthy LBH subsidies such as golf courses and family fun days. However, others argued that the nurseries should be self-sufficient

\*\*Invite private, voluntary and independent providers to deliver the nursery provision instead of the council

- Although parents were reluctant to experience change in service delivery and therefore their children's experience, this option reassuringly ensured the nurseries would stay open and give consistency in terms of routine and familiarity of setting, if not staff
- Some parents however were concerned that other providers would offer a lower standard of care and not retain existing staff, to whom parents were very loyal

\*Close nurseries and keep a small staff team to help nurseries and other childcare providers to better support children with SEND

- Most parents could not see any compensation in staff becoming SEND advisors as this would not solve their problem if losing childcare which they and their children valued
- Some were aware that the nurseries' expertise in supporting children with disabilities was a strength not found elsewhere and could see the opportunity to raise standards elsewhere
- However, this option did not resolve their difficulties and therefore was not an option that appealed to many

# { Conclusions

- **Consultation** has generated a substantial response and delivered clear findings
  - The **draft Family Hub strategy** meets with residents' approval
  - Residents value services and staff over buildings; pragmatic **closure of some children's centres** is likely to be acceptable if trusted staff begin to deliver familiar services in new settings as children's centres wind down
  - **Raising awareness and spreading understanding** of the new Family Hub approach across communities will facilitate implementation and engagement
- Page 101
- Because **proposed hubs and delivery points** at this stage include LBH assets alone, the local network does not yet offer the local, community-based settings and services the strategy promises and residents would benefit from understanding the likely shape of this wider network
- **Cross-sector partners** want to collaborate with LBH, to influence and share responsibility, as the strategy is refined and the transformation process begins
  - Childcare is an emotive issue and challenging marketplace; the **EY nursery parents need support** in understanding and adapting to the council's plans
  - Due to increasing childcare demand, parents hope that the Council prioritises **supporting the childcare sector to increase capacity and improve quality** of provision

This page is intentionally left blank



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **Barra Hall Children's centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes closing Barra Hall children's centre and relocating services and staff to alternative family hubs and delivery spaces within the local community. The building will be returned to the council asset workstream for a decision on future use; this document assesses the potential impact on service users at Barra Hall.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon family hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The Barra Hall children's centre building will become surplus to

requirements when services have been successfully migrated and established in other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry – Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of Barra Hall children’s centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access points that feels right for them.

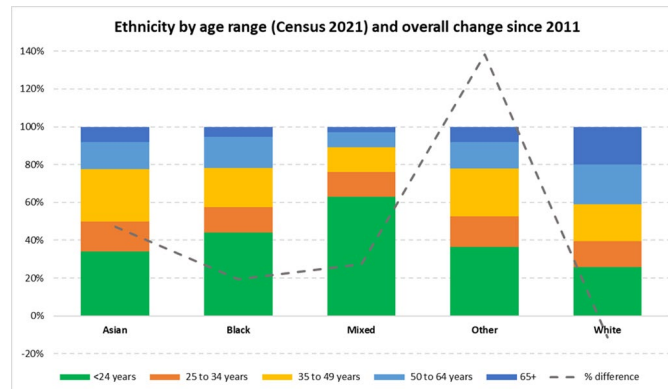
A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at Barra Hall children’s centre are babies, children, young people and their parents and carers.

Barra Hall children’s centre is in Wood End ward (formerly Townfield) and is defined by the council as within the Hayes Town locality. 2021 census data tells us that of 6,326 households, 35% are not deprived in any of the measured dimensions, and 0.7% are deprived in every dimension: health, housing, employment and education. The ward population is expected to increase by 9.6%.

The ethnic make-up of the borough population, and overall change since the last

census in 2011 is shown in the table below.



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

Barra Hall is defined by the Child and Family Development Service as within the children's centres southeast locality; comparative data shows borough, children's centres southeast locality, and Barra Hall children's centre measures.

The profile of Barra Hall children's centre users highlights that 0–5-year-olds constitute the majority of child attendances at 37%, with 6-10 and 11-17 year olds making up 1.21% and 0.32% respectively. The largest number of adults attending were aged 31-40 years, at 31% which was consistent with the southeast locality, but lower than the borough as a whole.

Borough			Southeast locality			Barra Hall		
a) 5 and u	7645	37.01%	a) 5 and u	3264	38.54%	a) 5 and u	1629	37.20%
b) 6-10 ye.	321	1.55%	b) 6-10 ye.	107	1.26%	b) 6-10 ye.	53	1.21%
c) 11-17 yr	55	0.27%	c) 11-17 yr	18	0.21%	c) 11-17 yr	14	0.32%
d) 18-25 yr	1018	4.93%	d) 18-25 yr	541	6.39%	d) 18-25 yr	306	6.99%
e) 26-30 yr	2584	12.51%	e) 26-30 yr	1296	15.30%	e) 26-30 yr	724	16.53%
f) 31-40 yr	7192	34.82%	f) 31-40 yr	2643	31.21%	f) 31-40 yr	1376	31.42%
g) 41-50 yr	1458	7.06%	g) 41-50 yr	497	5.87%	g) 41-50 yr	235	5.37%
h) 51-60 yr	205	0.99%	h) 51-60 yr	63	0.74%	h) 51-60 yr	28	0.64%
i) 61-70 yr	150	0.73%	i) 61-70 yr	34	0.40%	i) 61-70 yr	13	0.30%
j) 71+ year	27	0.13%	j) 71+ year	6	0.07%	j) 71+ year	1	0.02%
Grand Tot	20655	100.00%	Grand Tot	8469	100.00%	Grand Tot	4379	100.00%

The gender of individuals attending Barra Hall children's centre shows a large female majority at 73% which is higher than the southeast locality and the borough.

Borough			Southeast locality			Barra Hall		
Female	14515	65.00%	Female	6362	69.36%	Female	3474	73.29%
Indetermi	2	0.01%	Indetermi	1	0.01%	Indetermi	1	0.02%
Male	7815	34.99%	Male	2810	30.63%	Male	1265	26.69%
Grand Tot	22332	100.00%	Grand Tot	9173	100.00%	Grand Tot	4740	100.00%

Children's centre ethnicity data is defined by 5 categories, "White, Asian, Chinese and other, Black and Mixed". Hillingdon census population data for Wood End ward

is expressed as 'white' at 30%, and 'other ethnic groups' at 70%. Attendance at Barra Hall children's centre does not reflect the Wood End ward population breakdown, with 'white' groups making up 18% of attendances, and remaining groups combined making up 81% of attendances.

Borough			Southeast locality			Barra Hall		
Asian	5545	48.00%	Asian	2780	59.78%	Asian	1468	58.86%
White	3716	32.17%	White	867	18.65%	White	452	18.12%
Black	1015	8.79%	Black	484	10.41%	Black	258	10.34%
Chinese &	932	8.07%	Chinese &	401	8.62%	Chinese &	253	10.14%
Mixed	344	2.98%	Mixed	118	2.54%	Mixed	63	2.53%
<b>Grand Tot</b>	<b>11552</b>	<b>100.00%</b>	<b>Grand Tot</b>	<b>4650</b>	<b>100.00%</b>	<b>Grand Tot</b>	<b>2494</b>	<b>100.00%</b>

When registering at Barra Hall children's centre 47% of residents report that they speak English at home, this figure is in line with the southeast locality, but lower than the Borough at 56%.

Borough			Southeast locality			Barra Hall		
English	5856	56.37%	English	2480	47.38%	English	940	47.14%
Punjabi	1980	20.27%	Punjabi	1623	31.25%	Punjabi	649	32.55%
Urdu	577	5.74%	Urdu	354	6.53%	Urdu	139	6.97%
Hindi	480	4.70%	Hindi	286	5.49%	Hindi	114	5.72%
Other Lan	429	4.24%	Tamil	242	4.77%	Tamil	77	3.86%
Tamil	371	3.83%	Somali	146	3.04%	Somali	64	3.21%
Romanian	312	3.15%	Other Lan	139	2.60%	Romanian	54	2.71%
Arabic	282	2.70%	Romanian	136	2.72%	Other Lan	46	2.31%
Somali	242	2.33%	Arabic	100	2.20%	Arabic	40	2.01%
Polish	228	2.44%	Gujarati	85	1.68%	Gujarati	33	1.65%
Bengali	205	2.02%	Bengali	82	1.62%	Bengali	30	1.50%
Gujarati	175	1.62%	Polish	81	1.88%	Polish	28	1.40%
Albanian	130	1.37%	Konkani	64	1.36%	Dari (Afgh	28	1.40%
Portugues	104	0.87%	Nepali	57	1.30%	Albanian	22	1.10%
Farsi (Iran	101	0.92%	Farsi (Iran	55	1.01%	Portugues	21	1.05%
Dari (Afgh	97	1.12%	Albanian	49	1.01%	Nepali	21	1.05%

Attendance by families identified as representing priority groups indicates that the largest group of families attending Barra Hall children's centre, 55%, were families on low income slightly below the southeast locality and 5 percentage points above the borough. Workless households formed the second most frequently reported priority group at Barra Hall at 30%, followed by new arrival to the UK at 24%.

Borough			Southeast locality			Barra Hall		
Family on Low Income	3839	50.18%	Family on Low Income	2027	55.98%	Family on Low Income	1135	55.15%
Child in need of additional support	1848	24.16%	Child in need of additional su	814	22.48%	Workless Household	492	23.91%
Workless Household	1519	19.86%	New arrival to the UK	787	21.73%	New arrival to the UK	488	23.71%
Lone Parent	1476	19.29%	Workless Household	778	21.49%	Child in need of additi	468	22.74%
New arrival to the UK	1435	18.76%	Lone Parent	665	18.37%	Lone Parent	378	18.37%
Child with an additional need (includir	951	12.43%	Child with an additional neec	357	9.86%	Child with an addition	186	9.04%
Parent in need of additional support	496	6.48%	Parent in need of additional :	245	6.77%	Parent in need of add	185	8.99%
Adult with an additional need (includi	446	5.83%	Asylum Seekers / Refugees	232	6.41%	Asylum Seekers / Refu	146	7.09%
Asylum Seekers / Refugees	410	5.36%	Family with absent parent	143	3.95%	Adult with an additior	87	4.23%
Family with absent parent	335	4.38%	Adult with an additional neec	138	3.81%	Family with absent pa	86	4.18%
Young parent (under 21 years)	186	2.43%	Young parent (under 21 year	59	1.63%	Young parent (under :	25	1.21%
Traveller Family	129	1.69%	Traveller Family	38	1.05%	Traveller Family	15	0.73%
Family in need of support	108	1.41%	Family in need of support	33	0.91%	Family in need of supp	12	0.58%
Family New to Area (6 months of less)	61	0.80%	Family New to Area (6 month	16	0.44%	Mental Health Difficul	8	0.39%
Mental Health Difficulties	33	0.43%	Mental Health Difficulties	10	0.28%	Family New to Area (6	6	0.29%
Armed Forces Family	17	0.22%	Child with a Chronic, Serious	5	0.14%	Armed Forces Family	4	0.19%
Child with a Chronic, Serious Illness	10	0.13%	Armed Forces Family	4	0.11%	<b>Grand Total</b>	<b>2058</b>	<b>100.00%</b>
Priority Group	2	0.03%	<b>Grand Total</b>	<b>3621</b>	<b>100.00%</b>			
Family Living in Poverty	2	0.03%						
<b>Grand Total</b>	<b>7650</b>	<b>100.00%</b>						

In common with the southeast locality most attendees at Barra Hall children's centre resided in the UB3 and UB4 postcodes at 90%



A.3) Who are the stakeholders in this assessment and what is their interest in it?

<b>Stakeholders</b>	<b>Interest</b>
Children and families	Continued access the services that are currently provided at Barra Hall children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at Barra Hall children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from Barra Hall children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their remit in new environments
Voluntary community and faith sector providers currently offering services at Barra Hall children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.
Leader	Providing an improved, efficient and cost-effective family hub service for residents.

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## **STEP B) Consideration of information; data, research, consultation, engagement**

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at Barra Hall children's centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that families on low income form the largest priority group attending Barra Hall children's centre, with workless households forming the next largest group, followed by families newly arrived in the UK. This shows us that a high number of families are presenting at Barra Hall children's centre with concerns affecting their children's development and their well-being and who are seeking support and advice.

Data shows that a large proportion of the 'other ethnic groups' population of Wood End ward are accessing Barra Hall children's centre. Whilst ensuring that all groups find it easy to access support, it is also important to provide an effective transition for residents from 'other ethnic groups', with consideration of varied methods of communication, staged transition, and peer support in moving service delivery to other sites.

# Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓ NO  YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council’s website (paper copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children’s centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for Barra Hall children’s centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as ‘white’, 29% as ‘Asian or Asian British’, 6% as ‘black, black British, Caribbean or African, 4% as ‘mixed or multiple’ and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

B.3) Provide any other information to consider as part of the assessment

Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that “The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England.”

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families’ experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the best start in life; and
- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families’ experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

**C) Assessment**

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	<p>The majority of families attending Barra Hall children's centre have a child, or children aged under 5 years. Services for this age group include both universal and targeted programmes and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of Barra Hall children's centre may impact families as they will be required to access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to alternative locations meaning that working relationships may need to be re-established.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress the move towards different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Barra Hall, until capacity is available in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Sex</b>	<p>Women are disproportionately represented in the number of attendances at Barra Hall children's centre.</p> <p>The closure of Barra Hall children's centre may impact women as single parents, carers, home workers or members of particular faith groups, and women's attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular group of people normally attending Barra Hall children's centre at the same time as themselves.</p> <p>Working collaboratively, we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress the move towards different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Barra Hall, until capacity is available in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Pregnancy or maternity</b>	<p>The closure of Barra Hall children's centre may impact pregnant women and their partners who attend maternity, health visiting</p>

	<p>and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress the move towards different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Barra Hall, until capacity is available in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>People with a disability</b>	<p>Families mainly attend the children's centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5's accessing targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<b>Socio-economic status</b>	<p>Families on a low income constitute the largest priority group at Barra Hall children's centre, the largest priority group in the southeast locality, and in the borough.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Carers</b>	<p>Families mainly attend the children's centre nearest to their residential address.</p> <p>The closure of Barra Hall children's centre may affect carers disproportionately as they may be constrained by the needs and timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues and on-line options.</p>

	Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.
<b>Ethnicity</b>	<p>The majority of attendees at Barra Hall children's centre are classified as 'other ethnic groups'. 47% of those registering at Barra Hall report speaking English at home; whilst over 50% speak another language. We are conscious that these residents may find it more challenging to access information and engage with co-production activities.</p> <p>We will ensure that the families are reassured of the continuation of services from Barra Hall and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take account of the particular needs within this group.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits where possible to maintain continuity of services for women and families.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at Barra Hall children's centre, the opportunity to access the same family hub venue for services and activities for all ages and stages of childhood, will be of benefit to women.
<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young

	people with a disability and their families.
<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources, adult learning, volunteering and work entry in a non-stigmatising environment, as well as access to housing and debt advice.
<b>Carers</b>	Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.  An agile approach to developing services delivered from family hubs will take account of community partners' work, outreach and digital opportunities to facilitate carer's inclusion.
<b>Community cohesion</b>	There will be an enhanced range of family hub services, and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.  The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.

## D) Conclusions

We acknowledge that the closure of Barra Hall children's centre may have an adverse or negative impact on certain groups.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.



**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick ✓

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **Charville Children's Centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes The proposal is to close Charville Children's Centre and reopen in a larger re-modelled space including the library; this document assesses the potential impact on service users at Charville.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon family hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The Charville children's centre building will become surplus to requirements when services have been successfully migrated and established in

other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry – Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of Charville children's centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

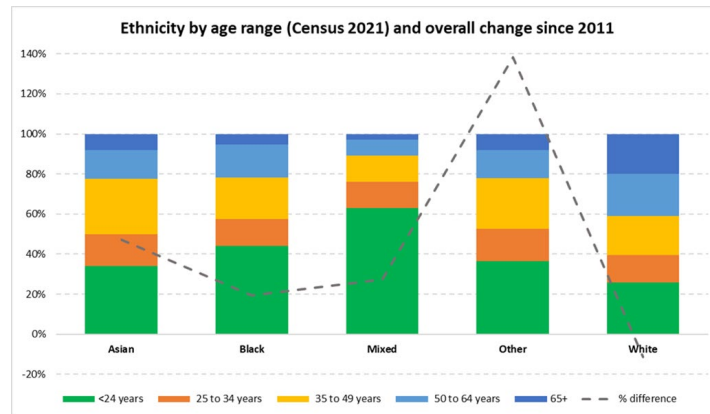
Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access points that feels right for them.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at Charville children's centre are babies, children, young people and their parents and carers.

Charville children's centre is in Yeading ward and is defined by the council as within the Yeading and Hayes Park locality. 2021 census data tells us that of 3,800 households 42% are not deprived in any of the 4 measured dimensions, and 0.5% are deprived in every dimension, health, housing, employment and education. The ward population is expected to increase by 0.2%

The ethnic make-up of the borough population, and overall change since the last census in 2011 is shown in the table below.



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

Charville is defined by the Child and Family Development Service as within the children's centres southeast locality; comparative data shows borough, children's centres southeast locality, and Charville children's centre measures.

The profile of Charville children's centre users highlights that 0–5-year-olds constituted the majority of child attendances at 37%, with 6-10 year olds making up 0.51%. The vast majority of adults attending were aged 31-40 years, at 30% which was consistent with the southeast locality, but lower than the Borough.

Borough			Southeast locality			Charville		
a) 5 and under	7645	37.01%	a) 5 and under	3264	38.54%	a) 5 and under	731	37.05%
b) 6-10 years old	321	1.55%	b) 6-10 years old	107	1.26%	b) 6-10 years old	10	0.51%
c) 11-17 years old	55	0.27%	c) 11-17 years old	18	0.21%	c) 11-17 years old	151	7.65%
d) 18-25 years old	1018	4.93%	d) 18-25 years old	541	6.39%	d) 18-25 years old	359	18.20%
e) 26-30 year old	2584	12.51%	e) 26-30 year old	1296	15.30%	e) 26-30 year old	587	29.75%
f) 31-40 year old	7192	34.82%	f) 31-40 year old	2643	31.21%	f) 31-40 year old	106	5.37%
g) 41-50 year old	1458	7.06%	g) 41-50 year old	497	5.87%	g) 41-50 year old	17	0.86%
h) 51-60 year olds	205	0.99%	h) 51-60 year old	63	0.74%	h) 51-60 year old	9	0.46%
i) 61-70 years old	150	0.73%	i) 61-70 years old	34	0.40%	i) 61-70 years old	3	0.15%
j) 71+ years old	27	0.13%	j) 71+ years old	6	0.07%	j) 71+ years old	3	0.15%
						<b>Grand Total</b>	<b>1973</b>	<b>100.00%</b>

The gender of individuals attending Charville children's centre shows a large female majority at 73% which is higher than the southeast locality and the borough.

Female	14515	65.00%	Female	6362	69.36%	Female	1589	72.59%
Indeterminate	2	0.01%	Indeterminate	1	0.01%	Male	600	27.41%
Male	7815	34.99%	Male	2810	30.63%	<b>Grand Total</b>	<b>2189</b>	<b>100.00%</b>

Children's centre ethnicity data is defined by 5 categories, "White, Asian, Chinese and other, Black and Mixed". Hillingdon census population data for Charville ward is expressed as 'white' at 40%, and 'other ethnic groups' at 60%. Attendance at Charville children's centre show that a greater proportion of the 'other ethnic groups'

population attends than the 'white' population using the Charville ward population breakdown, with 'white' attendance at 18% and remaining groups combined at 81%.

Borough			Southeast locality			Charville		
Asian	5545	48.00%	Asian	2780	59.78%	Asian	619	61.05%
White	3716	32.17%	White	867	18.65%	White	187	18.44%
Black	1015	8.79%	Black	484	10.41%	Black	107	10.55%
Chinese & Other	932	8.07%	Chinese & Oth	401	8.62%	Chinese & Other	77	7.59%
Mixed	344	2.98%	Mixed	118	2.54%	Mixed	24	2.37%
<b>Grand Total</b>	<b>11552</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>4650</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>1014</b>	<b>100.00%</b>

When registering the vast majority attending Charville children's centre 48% report that they speak English at home, this is in line with the north locality, but lower than the Borough at 56%.

Borough			Southeast locality			Charville		
English	5856	56.37%	English	2480	47.38%	English	399	47.84%
Punjabi	1980	20.27%	Punjabi	1623	31.25%	Punjabi	282	33.81%
Urdu	577	5.74%	Urdu	354	6.53%	Urdu	55	6.59%
Hindi	480	4.70%	Hindi	286	5.49%	Hindi	52	6.24%
Other Language	429	4.24%	Tamil	242	4.77%	Tamil	46	5.52%
Tamil	371	3.83%	Somali	146	3.04%	Romanian	28	3.36%
Romanian	312	3.15%	Other Language	139	2.60%	Other Language	20	2.40%
Arabic	282	2.70%	Romanian	136	2.72%	Somali	19	2.28%
Somali	242	2.33%	Arabic	100	2.20%	Arabic	15	1.80%
Polish	228	2.44%	Gujarati	85	1.68%	Polish	13	1.56%
Bengali	205	2.02%	Bengali	82	1.62%	Gujarati	12	1.44%
Gujarati	175	1.62%	Polish	81	1.88%	Bengali	12	1.44%
Albanian	130	1.37%	Konkani	64	1.36%	Nepali	11	1.32%
Portuguese	104	0.87%	Nepali	57	1.30%	Farsi (Iran)	9	1.08%
Farsi (Iran)	101	0.92%	Farsi (Iran)	55	1.01%	Amharic	8	0.96%

Attendance by families identified as representing priority groups indicates that the largest group of families attending Charville children's centre, 58%, were families with a low income, families with a child in need of support, and families newly arrived in the UK formed the next largest groups at 21% for each category. These self-identified priorities are the same as the southeast locality.

In common with the southeast locality most attendees at Charville children's centre resided in UB4 and UB3 postcodes at over 90%.

A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
Children and families	Continued access the services that are currently provided at Charville children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at Charville children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from Charville children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their

	remit in new environments
Voluntary community and faith sector providers currently offering services at Charville children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.
Leader	Providing an improved, efficient and cost-effective family hub service for residents.

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at Charville children's centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home

and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that families on low income form the largest priority group attending Charville children's centre, with families with a child in need of support forming the next largest group, followed by families newly arrived in the UK. This shows us that a high number of families are presenting at Charville children's centre with issues affecting their children's development and well-being and who are seeking support and advice.

Data shows that a larger proportion of the 'other ethnic groups' population of Charville ward are accessing Charville children's centre than the 'white' population. Whilst ensuring that all groups find it easy to access support, it is also important to provide an effective transition for residents from 'other ethnic groups', with consideration of varied methods of communication, staged transition, and peer support in moving service delivery to other sites.

## Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓ NO  YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council's website (paper copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children's centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for Charville children's centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as 'white', 29% as 'Asian or Asian British', 6% as 'black, black British, Caribbean or African, 4% as 'mixed or multiple' and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

### B.3) Provide any other information to consider as part of the assessment

#### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

#### Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that "The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England."

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families' experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the



best start in life; and

- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families' experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

## C) Assessment

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	<p>The majority of families attending Charville children's centre have a child, or children aged under 5 years. Services for this age group include both universal and targeted programmes and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of Charville children's centre may impact families as they will be required to access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to alternative locations meaning that working relationships may need to be re-established.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress the move towards different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Charville, until capacity is available in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Sex</b>	<p>Women are disproportionately represented in the number of attendances at Charville children's centre.</p> <p>The closure of Charville children's centre may impact women as single parents, carers, home workers or members of particular faith groups, and women's attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular</p>

	<p>group of people normally attending Charville children's centre at the same time as themselves.</p> <p>Working collaboratively, we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress the move towards different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Charville, until capacity is available in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<p><b>Pregnancy or maternity</b></p>	<p>The closure of Charville children's centre may impact pregnant women and their partners who attend maternity, health visiting and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Charville, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<p><b>People with a disability</b></p>	<p>Families mainly attend the children's centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5's accessing targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<p><b>Socio-economic status</b></p>	<p>Families on a low income constitute the second largest priority group at Charville children's centre; but constitute the largest group in the north locality, and in the borough.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and</p>

	<p>seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources</p>
<b>Carers</b>	<p>Families mainly attend the children's centre nearest to their residential address.</p> <p>The closure of Charville children's centre may affect carers disproportionately as they may be constrained by the needs and timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue,</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Ethnicity</b>	<p>The majority of attendees at Charville children's centre are classified as 'other ethnic groups'. Whilst the vast majority report speaking English, these residents may find it more challenging to access information and engage with co-production activities.</p> <p>We will ensure that the families are reassured of the continuation of services from Charville and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take account of the particular needs within this group.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This

	will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at Charville children's centre, the opportunity to access the same family hub venue for services and activities for all ages and stages of childhood, will be of benefit to women.
<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young people with a disability and their families.
<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources, adult learning, volunteering and work entry in a non-stigmatising environment, as well as access to housing and debt advice.
<b>Carers</b>	<p>Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.</p> <p>An agile approach to developing services delivered from family hubs will take account of community partners' work, outreach and digital opportunities to facilitate carer's inclusion.</p>
<b>Community cohesion</b>	<p>There will be an enhanced range of family hub services, and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.</p> <p>The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.</p>

## D) Conclusions

We acknowledge that closure of Charville children's centre may have an adverse or negative impact on certain groups.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick ✓

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **Coteford Children's centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes closing Coteford Children's Centre and relocating services and staff to alternative family hubs and delivery spaces within the local community. The building will be returned to Coteford Infants school; this document assesses the potential impact on service users at Coteford.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon family hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The Coteford children's centre building will become surplus to

requirements when services have been successfully migrated and established in other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry – Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of Coteford children's centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access points that feels right for them.

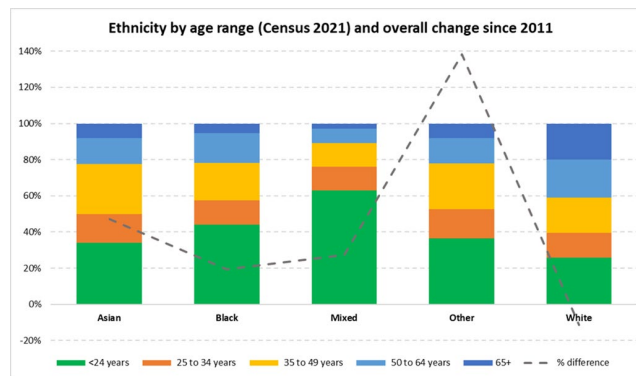
A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at Coteford children's centre are babies, children, young people and their parents and carers.

Coteford children's centre is in Eastcote ward and is defined by the council as within the Ruislip and Northwood locality. 2021 census data tells us that of 6,752 households 55% are not deprived in any of the 4 measured dimensions, and 0.2% are deprived in every dimension: health, housing, employment and education. The ward population is expected to increase by 6.3%.

The ethnic make-up of the borough population, and overall change since the last

census in 2011 is shown in the table below.



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

Coteford is defined by the Child and Family Development Service as within the children's centres north locality; comparative data shows borough, children's centres north locality, and Coteford children's centre measures.

The profile of Coteford children's centre users highlights that 0–5-year-olds constituted the majority of child attendances at 35%, with 6-10 and 11-17 year olds making up 0.99% and 0.27% respectively. The vast majority of adults attending were aged 31-40 years, at 41% which was consistent with the north locality, but higher than the Borough.

Borough			North locality			Coteford		
a) 5 and under	7645	37.01%	a) 5 and u	1655	35.39%	a) 5 and u	925	35.16%
b) 6-10 years old	321	1.55%	b) 6-10 ye	60	1.28%	b) 6-10 ye	26	0.99%
c) 11-17 years old	55	0.27%	c) 11-17 yr	14	0.30%	c) 11-17 yr	7	0.27%
d) 18-25 years old	1018	4.93%	d) 18-25 yr	120	2.57%	d) 18-25 yr	69	2.62%
e) 26-30 year old	2584	12.51%	e) 26-30 yr	423	9.04%	e) 26-30 yr	221	8.40%
f) 31-40 year old	7192	34.82%	f) 31-40 ye	1919	41.03%	f) 31-40 ye	1075	40.86%
g) 41-50 year old	1458	7.06%	g) 41-50 yr	367	7.85%	g) 41-50 yr	230	8.74%
h) 51-60 years olds	205	0.99%	h) 51-60 yr	56	1.20%	h) 51-60 yr	36	1.37%
i) 61-70 years old	150	0.73%	i) 61-70 ye	52	1.11%	i) 61-70 ye	34	1.29%
j) 71+ years old	27	0.13%	j) 71+ year	11	0.24%	j) 71+ year	8	0.30%
<b>Grand Total</b>	<b>20655</b>	<b>100.00%</b>	<b>Grand Tot</b>	<b>4677</b>	<b>100.00%</b>	<b>Grand Tot</b>	<b>2631</b>	<b>100.00%</b>

The gender of individuals attending Coteford children's centre shows a large female majority at 65% which is very similar across the north locality and the borough.

Borough			North locality			Coteford		
Female	14515	65.00%	Female	3293	64.17%	Female	1843	64.08%
Indeterminate	2	0.01%	Indeterm	1	0.02%	Male	1033	35.92%
Male	7815	34.99%	Male	1838	35.81%	<b>Grand To</b>	<b>2876</b>	<b>100.00%</b>
<b>Grand Total</b>	<b>22332</b>	<b>100.00%</b>	<b>Grand To</b>	<b>5132</b>	<b>100.00%</b>			

Children's centre ethnicity data is defined by 5 categories, "White, Asian, Chinese and other, Black and Mixed". Hillingdon census population data for Eastcote ward is



expressed as 'white' at 64%, and 'other ethnic groups' at 36%. Attendance at Coteford children's centre contrasts with the Eastcote ward population breakdown, with 'white' at 45% and remaining groups combined at 55%, suggesting that a higher proportion of the 'other ethnic groups' population are attending Coteford Children's centre than the 'white' population.

Borough	North locality				Coteford						
Asian	5545	48.00%			White	1337	49.15%		White	670	44.64%
White	3716	32.17%			Asian	967	35.55%		Asian	600	39.97%
Black	1015	8.79%			Chinese &	167	6.14%		Chinese &	98	6.53%
Chinese & Other	932	8.07%			Black	159	5.85%		Black	92	6.13%
Mixed	344	2.98%			Mixed	90	3.31%		Mixed	41	2.73%
<b>Grand Total</b>	<b>11552</b>	<b>100.00%</b>			<b>Grand Tot</b>	<b>2720</b>	<b>100.00%</b>		<b>Grand Tot</b>	<b>1501</b>	<b>100.00%</b>

When registering the vast majority attending Coteford children's centre 72% report that they speak English at home, this is in line with the north locality, but higher than the Borough at 56%.

Borough	North locality				Coteford						
English	5856	56.37%			English	438	76.68%		English	168	71.79%
Punjabi	1980	20.27%			Punjabi	25	4.48%		Tamil	12	5.13%
Urdu	577	5.74%			Romanian	23	3.36%		Punjabi	11	4.70%
Hindi	480	4.70%			Tamil	23	3.14%		Romanian	10	4.27%
Other Language	429	4.24%			Gujarati	18	2.69%		Other Lar	9	3.85%
Tamil	371	3.83%			Other Lar	16	3.36%		Gujarati	8	3.42%
Romanian	312	3.15%			Hindi	15	2.91%		Somali	7	2.99%
Arabic	282	2.70%			Urdu	15	2.91%		Urdu	6	2.56%
Somali	242	2.33%			Arabic	12	2.24%		Hindi	5	2.14%
Polish	228	2.44%			Spanish	11	1.79%		Arabic	5	2.14%
Bengali	205	2.02%			Somali	11	2.24%		Pushtu (A	4	1.71%
Gujarati	175	1.62%			Italian	11	1.79%		Portugue	4	1.71%
Albanian	130	1.37%			Dari (Afg)	9	1.57%		Spanish	4	1.71%
Portuguese	104	0.87%			Pushtu (A	8	1.57%		Dari (Afg)	4	1.71%
Farsi (Iran)	101	0.92%			Polish	7	1.12%		Polish	4	1.71%
Dari (Afghanistan)	97	1.12%			Russian	5	0.90%		Greek	3	1.28%
Nepali	94	1.13%			Portugue	5	0.90%		Pashtu	2	0.85%
Pashtu	89	0.99%			Bengali	4	0.45%		Bengali	2	0.85%
Konkani	78	0.89%			Greek	3	0.67%		Unknown	2	0.85%
French	78	0.70%			Armenian	3	0.22%		French	2	0.85%
Russian	76	0.63%			Turkish	3	0.67%		Albanian	2	0.85%
Spanish	61	0.61%			French	3	0.67%		Italian	2	0.85%
Italian	59	0.61%			Cantones	2	0.45%		Amharic	1	0.43%
Amharic	52	0.45%			Pashtu	2	0.45%		Cantones	1	0.43%
Pushtu (Afghanistan)	50	0.57%			Unknown	2	0.45%		Turkish	1	0.43%
Turkish	45	0.39%			Amharic	2	0.45%		Czech	1	0.43%
Greek	41	0.37%			Albanian	2	0.45%		Singhales	1	0.43%
German	30	0.27%			Singhales	1	0.22%		Armenian	1	0.43%
Mandarin	28	0.26%			Farsi (Iran)	1	0.22%		Mandarin	1	0.43%
Farsi (Persian)	28	0.39%			Tigrina	1	0.22%		<b>Grand To</b>	<b>283</b>	<b>100.00%</b>
Tigrina	27	0.27%			Dari	1	0.22%				
Lithuanian	21	0.26%			Ukrainian	1	0.22%				
Dari	21	0.23%			Swedish	1	0.22%				
Kurdish	21	0.23%			Czech	1	0.22%				
Ukrainian	20	0.24%			Kurdish /	1	0.22%				
Cantonese	20	0.24%			Mandarin	1	0.22%				
Singhales	19	0.21%			<b>Grand To</b>	<b>687</b>	<b>100.00%</b>				
Twi	18	0.16%									
Yoruba	15	0.18%									
Swahili	13	0.11%									
BSL (British Sign Language)	10	0.06%									
Unknown	10	0.10%									
Arabic (Moroccan/Tunisian/Algerian/Libyan)	8	0.06%									
Luganda	7	0.08%									
Thai	6	0.05%									
Vietnamese	6	0.10%									
Latvian (Lettish)	6	0.08%									
Hausa	5	0.05%									
Fula (Fulani, Pulaar, Peulh, Fulfulde)	5	0.05%									
Kurdish / Kurdish Sorani	5	0.08%									
Aramaic	5	0.05%									
Balochi	5	0.05%									
Slovak	5	0.06%									
Shona	5	0.03%									
Tigrinya	4	0.05%									
Armenian	4	0.02%									
Bilen	4	0.03%									
Swedish	4	0.03%									
Creole	4	0.06%									
Czech	3	0.03%									
Lingala	3	0.05%									
Bini	2	0.03%									
Fullah	2	0.03%									
French Patois	2	0.03%									
Burmese	2	0.03%									
Tigre	2	0.03%									
Igbo	2	0.02%									
Serbian	2	0.03%									
Portuguese (Brazilian)	1	0.02%									
Edo	1	0.02%									
Fur (Konjara)	1	0.02%									
Croatian	1	0.02%									
<b>Grand Total</b>	<b>12705</b>	<b>100.00%</b>									

Attendance by families identified as representing priority groups indicates that the largest group of families attending Coteford children's centre, 44%, had a child in need of support, families on low income formed the next largest group at 35%, followed by families with a child with additional need (including health conditions) at 21%. Lone parents, workless households and new arrivals to the country form the next largest priority groups attending Coteford children's centre. In contrast, the priority group with the greatest number of attendances in the north locality were families on a low income.

In common with the north locality most attendees at Coteford children's centre resided in the HA4 postcode at 56%, with HA5 and UB10 constituting the next largest number of attendances at 13% and 10% respectively.

### A.3) Who are the stakeholders in this assessment and what is their interest in it?

<b>Stakeholders</b>	<b>Interest</b>
Children and families	Continued access the services that are currently provided at Coteford children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at Coteford children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from Coteford children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their remit in new environments
Voluntary community and faith sector providers currently offering services at Coteford children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.
Leader	Providing an improved, efficient and cost-effective family hub service for residents.

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## **STEP B) Consideration of information; data, research, consultation, engagement**

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at Coteford children's centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that children in need of support form the largest priority group attending Coteford children's centre, with families on low income forming the next largest group, followed by families with a child with additional need (including health conditions). This shows us that a high number of families are presenting at Coteford children's centre with issues affecting their children's development and their well-being and who are seeking support and advice.

Data shows that a larger proportion of the 'other ethnic groups' population of Eastcote ward are accessing Coteford children's centre than the 'white' population. Whilst ensuring that all groups find it easy to access support, it is also important to provide an effective transition for residents from 'other ethnic groups', with consideration of varied methods of communication, staged transition, and peer support in moving service delivery to other sites.

**Consultation**

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓ NO  YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council’s website (paper copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children’s centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for Coteford children’s centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as ‘white’, 29% as ‘Asian or Asian British’, 6% as ‘black, black British, Caribbean or African, 4% as ‘mixed or multiple’ and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

B.3) Provide any other information to consider as part of the assessment

Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that “The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England.”

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families’ experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the best start in life; and
- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families’ experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

**C) Assessment**

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	<p>The majority of families attending Coteford children’s centre have a child, or children aged under 5, services for this age group include both universal and targeted programmes and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of Coteford children’s centre may impact on families as they access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to alternative locations meaning that working relationships may need to be re-made.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Coteford, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Sex</b>	<p>Women are disproportionately represented in the number of attendances at Coteford children’s centre.</p> <p>The closure of Coteford children’s centre may impact women as single parents, carers, home workers or members of particular faith groups, and women’s attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular group of people normally attending Coteford children’s centre at the same time as themselves.</p> <p>Working collaboratively, we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Coteford, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Pregnancy or maternity</b>	<p>The closure of Coteford children’s centre may impact pregnant women and their partners who attend maternity, health visiting</p>

	<p>and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Coteford, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<p><b>People with a disability</b></p>	<p>Families mainly attend the children’s centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5’s accessing targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<p><b>Socio-economic status</b></p>	<p>Families on a low income constitute the second largest priority group at Coteford children’s centre; but constitute the largest group in the north locality, and in the borough.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<p><b>Carers</b></p>	<p>Families mainly attend the children’s centre nearest to their residential address.</p> <p>The closure of Coteford children’s centre may affect carers disproportionately as they may be constrained by the needs and timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue,</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues and on-line options.</p>

	Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.
<b>Ethnicity</b>	<p>The majority of attendees at Coteford children's centre are classified as 'other ethnic groups'. Whilst most report speaking English at home, these residents may find it more challenging to access information and engage with co-production activities.</p> <p>We will ensure that the families are reassured of the continuation of services from Coteford and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take account of the particular needs within this group.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at Coteford children's centre the opportunity to access the same family hub venue for services and activities covering the full age range, will be of benefit to women
<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young people with a disability and their families.



<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources, adult learning, volunteering and work entry in a non-stigmatising environment, as well as easy access to housing and debt advice.
<b>Carers</b>	<p>Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.</p> <p>An agile approach to developing services delivered from family hubs will take account of partners' work, outreach and digital opportunities to facilitate carer's inclusion.</p>
<b>Community cohesion</b>	<p>There will be an enhanced range of family hub services, and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.</p> <p>The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.</p>

## D) Conclusions

We acknowledge that closure of Coteford children's centre may have an adverse or negative impact on certain groups.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **Cowley Children's centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes closing Cowley children's centre and relocating services and staff to alternative family hubs and delivery spaces within the local community. The building will be returned to the school; this document assesses the potential impact on service users at Cowley.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon family hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The Cowley children's centre building will become surplus to requirements when services have been successfully migrated and established in

other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry – Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of Cowley children's centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

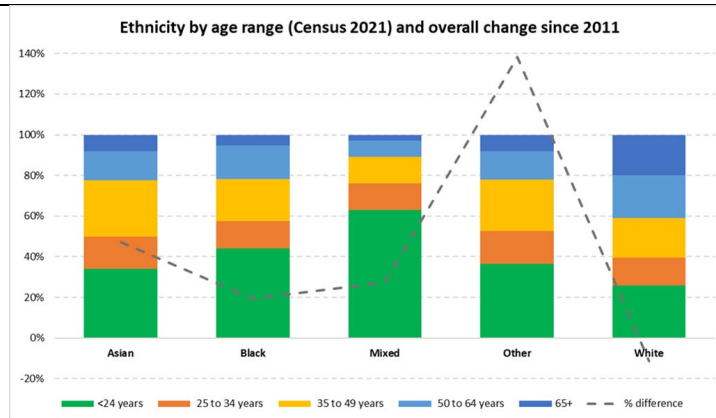
Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access points that feels right for them.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at Cowley children's centre are babies, children, young people and their parents and carers.

Cowley children's centre is in Colham and Cowley ward (formerly Brunel/Uxbridge South) and is defined by the council as within the Uxbridge and Cowley locality. 2021 census data tells us that of 6,624 households 40% are not deprived in any of the 4 measured dimensions, and 0.5% are deprived in every dimension: health, housing, employment and education. The ward population is expected to decrease by 4.3%.

The ethnic make-up of the borough population, and overall change since the last census in 2011 is shown in the table below.



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

Cowley is defined by the Child and Family Development Service as within the children's centres southwest locality; comparative data shows borough, children's centres southwest locality, and Cowley children's centre measures.

The profile of Cowley children's centre users highlights that 0–5-year-olds constituted the majority of child attendances at 47%, with 6-10 and 11-17 year olds making up 1.06% and 0.46% respectively. The vast majority of adults attending were aged 31-40 years, at 29% which was below the southwest locality, and the Borough.

Borough			Southwest locality			Cowley		
a) 5 and under	7645	37.01%	a) 5 and under	3403	36.91%	a) 5 and under	312	47.42%
b) 6-10 ye.	321	1.55%	b) 6-10 years old	158	1.71%	b) 6-10 ye.	7	1.06%
c) 11-17 ye	55	0.27%	c) 11-17 years old	24	0.26%	c) 11-17 ye	3	0.46%
d) 18-25 y.	1018	4.93%	d) 18-25 years old	433	4.70%	d) 18-25 y.	12	1.82%
e) 26-30 y.	2584	12.51%	e) 26-30 year old	1064	11.54%	e) 26-30 y.	60	9.12%
f) 31-40 ye	7192	34.82%	f) 31-40 year old	3252	35.27%	f) 31-40 ye	191	29.03%
g) 41-50 ye	1458	7.06%	g) 41-50 year old	706	7.66%	g) 41-50 ye	53	8.05%
h) 51-60 y.	205	0.99%	h) 51-60 year olds	98	1.06%	h) 51-60 y.	11	1.67%
i) 61-70 ye	150	0.73%	i) 61-70 years old	71	0.77%	i) 61-70 ye	8	1.22%
j) 71+ year	27	0.13%	j) 71+ years old	10	0.11%	j) 71+ year	1	0.15%
<b>Grand Tot</b>	<b>20655</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>9219</b>	<b>100.00%</b>	<b>Grand Tot</b>	<b>658</b>	<b>100.00%</b>

The gender of individuals attending Cowley children's centre shows a large female majority at 66% which is very similar across the southwest locality and the borough.

Borough			Southwest locality			Cowley		
Female	14515	65.00%	Female	6100	62.14%	Female	448	65.88%
Indetermi	2	0.01%	Indeterminate	1	0.01%	Male	232	34.12%
Male	7815	34.99%	Male	3716	37.85%	<b>Grand Tot</b>	<b>680</b>	<b>100.00%</b>
<b>Grand Tot</b>	<b>22332</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>9817</b>	<b>100.00%</b>			

Children’s centre ethnicity data is defined by 5 categories, “White, Asian, Chinese and other, Black and Mixed”. Hillingdon census population data for Colham and Cowley ward is expressed as ‘white’ at 50%, and ‘other ethnic groups’ at 50%. Attendance at Cowley children’s centre does not reflect the ward population breakdown, with ‘white’ at 38% and remaining groups combined at 59%, suggesting that a higher proportion of the ‘other ethnic groups’ population attend Cowley Children’s centre than the ‘white’ population.

Borough			Southwest			Cowley		
Asian	5545	48.00%	Asian	2240	43.05%	White	126	38.65%
White	3716	32.17%	White	1857	35.69%	Asian	118	36.20%
Black	1015	8.79%	Black	485	9.32%	Black	35	10.74%
Chinese & Other	932	8.07%	Chinese & Other	444	8.53%	Chinese & Other	34	10.43%
Mixed	344	2.98%	Mixed	177	3.40%	Mixed	13	3.99%
<b>Grand Tot</b>	<b>11552</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>5203</b>	<b>100.00%</b>	<b>Grand Tot</b>	<b>326</b>	<b>100.00%</b>

When registering 64% of those attending Cowley children’s centre report that they speak English at home, this is in line with the southwest locality, but higher than the Borough at 56%.

Borough			Southwest locality			Cowley		
English	5856	56.37%	English	2938	66.50%	English	125	64.10%
Punjabi	1980	20.27%	Punjabi	332	8.52%	Punjabi	17	8.72%
Urdu	577	5.74%	Other Language	274	6.10%	Polish	12	6.15%
Hindi	480	4.70%	Urdu	208	5.05%	Other Language	10	5.13%
Other Language	429	4.24%	Hindi	179	3.89%	Urdu	9	4.62%
Tamil	371	3.83%	Arabic	170	3.26%	Romanian	6	3.08%
Romanian	312	3.15%	Romanian	153	3.47%	Arabic	6	3.08%
Arabic	282	2.70%	Polish	140	3.30%	Somali	5	2.56%
Somali	242	2.33%	Bengali	119	2.60%	Russian	4	2.05%
Polish	228	2.44%	Tamil	106	2.56%	Hindi	4	2.05%
Bengali	205	2.02%	Somali	85	1.86%	Portugues	4	2.05%
Gujarati	175	1.62%	Albanian	79	1.79%	Italian	4	2.05%
Albanian	130	1.37%	Gujarati	72	1.51%	Farsi (Iran)	3	1.54%
Portugues	104	0.87%	Russian	52	0.95%	Tamil	3	1.54%
Farsi (Iran)	101	0.92%	Portuguese	51	1.05%	German	3	1.54%
Dari (Afgh)	97	1.12%	Pashtu	49	1.19%	Bengali	3	1.54%
Nepali	94	1.13%	Farsi (Iran)	45	1.02%	Pashtu	3	1.54%
Pashtu	89	0.99%	French	43	0.77%	Nepali	2	1.03%
Konkani	78	0.89%	Spanish	40	0.88%	Cantonese	2	1.03%
French	78	0.70%	Dari (Afghanistan)	39	0.98%	Singhalese	2	1.03%
Russian	76	0.63%	Nepali	37	0.95%	Mandarin	2	1.03%
Spanish	61	0.61%	Turkish	35	0.63%	French	2	1.03%

Attendance by families identified as representing priority groups indicates that the largest group of families attending Cowley children’s centre, 43%, were families on a low income, followed by families with a child in need of additional support at 38%, and lone parents at 18%. In common with the southwest locality, and the borough, Cowley the largest and second largest priority groups were the same.

Borough	Southwest locality		Cowley				
Family on Low Income	3839	50.18%	Family on Low Income	1674 46.59%	Family on Low Income	96	43.05%
Child in need of additional	1848	24.16%	Child in need of additional suppor	996 27.72%	Child in need of additional su	85	38.12%
Workless Household	1519	19.86%	Lone Parent	757 21.07%	Lone Parent	41	18.39%
Lone Parent	1476	19.29%	Workless Household	695 19.34%	Child with an additional need	40	17.94%
New arrival to the UK	1435	18.76%	New arrival to the UK	605 16.84%	Workless Household	30	13.45%
Child with an additional ne	951	12.43%	Child with an additional need (incl	512 14.25%	New arrival to the UK	25	11.21%
Parent in need of addition.	496	6.48%	Parent in need of additional suppc	246 6.85%	Parent in need of additional :	23	10.31%
Adult with an additional n	446	5.83%	Adult with an additional need (incl	237 6.60%	Family with absent parent	14	6.28%
Asylum Seekers / Refugees	410	5.36%	Asylum Seekers / Refugees	196 5.46%	Adult with an additional need	7	3.14%
Family with absent parent	335	4.38%	Family with absent parent	165 4.59%	Young parent (under 21 year	5	2.24%
Young parent (under 21 ye	186	2.43%	Young parent (under 21 years)	106 2.95%	Asylum Seekers / Refugees	4	1.79%
Traveller Family	129	1.69%	Family in need of support	58 1.61%	Family in need of support	3	1.35%
Family in need of support	108	1.41%	Traveller Family	53 1.48%	Traveller Family	2	0.90%
Family New to Area (6 mor	61	0.80%	Family New to Area (6 months of l	36 1.00%	<b>Grand Total</b>	<b>223</b>	<b>100.00%</b>
Mental Health Difficulties	33	0.43%	Mental Health Difficulties	14 0.39%			
Armed Forces Family	17	0.22%	Child with a Chronic, Serious Illnes	5 0.14%			
Child with a Chronic, Serio	10	0.13%	Family Living in Poverty	2 0.06%			
Priority Group	2	0.03%	Priority Group	2 0.06%			
Family Living in Poverty	2	0.03%	<b>Grand Total</b>	<b>3593</b>	<b>100.00%</b>		
<b>Grand Total</b>	<b>7650</b>	<b>100.00%</b>					

In common with the southwest locality most families attending Cowley children's centre resided in the UB8 and UB7 postcodes at 48%, and 24% respectively.

### A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
Children and families	Continued access the services that are currently provided at Cowley children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at Cowley children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from Cowley children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their remit in new environments
Voluntary community and faith sector providers currently offering services at Cowley children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.
Leader	Providing an improved, efficient and cost-effective family hub service for residents.

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## **STEP B) Consideration of information; data, research, consultation, engagement**

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at Cowley children's centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that families on low income form the largest priority group attending Cowley children's centre, with families having a child in need of support forming the next largest group, followed by lone parents. This shows us that a high number of families are presenting at Cowley children's centre with issues affecting their children's development and their well-being and who are seeking support and advice.

Children's centre data shows that 38% of attendances at Cowley are defined as representing 'white' groups, and 59% defined as representing 'other ethnic groups'. Census data shows that half the resident population of Colham and Cowley ward is identified as 'white', and half as 'other ethnic groups' this suggests that a smaller proportion of 'white' ward residents are accessing Cowley children's centre services than the proportion of 'other ethnic groups' ward residents. Whilst ensuring that all groups find it easy to access support, it is important to provide an effective transition



for residents from 'other ethnic groups', with consideration of varied methods of communication, staged transition, and peer support in moving service delivery to other sites.

## Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓

NO

YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council's website (paper copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children's centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for Cowley children's centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as 'white', 29% as 'Asian or Asian British', 6% as 'black, black British, Caribbean or African', 4% as 'mixed or multiple' and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications

were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

### B.3) Provide any other information to consider as part of the assessment

#### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

#### Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that "The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England."

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families' experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the best start in life; and
- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families' experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

### C) Assessment

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

Equality Group	Impact on this group and actions you need to take
<p><b>Age</b></p>	<p>The majority of families attending Cowley children’s centre have a child, or children aged under 5, services for this age group include both universal and targeted programmes and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of Cowley children’s centre may impact on families as they access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to alternative locations meaning that working relationships may need to be re-made.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Cowley, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<p><b>Sex</b></p>	<p>Women are disproportionately represented in the number of attendances at Cowley children’s centre.</p> <p>The closure of Cowley children’s centre may impact women as single parents, carers, home workers or members of particular faith groups, and women’s attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular group of people normally attending Cowley children’s centre at the same time as themselves.</p> <p>Working collaboratively, we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers</p>

	<p>of the continuation of services from Cowley, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Pregnancy or maternity</b>	<p>The closure of Cowley children's centre may impact pregnant women and their partners who attend maternity, health visiting and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Cowley, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>People with a disability</b>	<p>Families mainly attend the children's centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5's accessing targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<b>Socio-economic status</b>	<p>Families on a low income constitute the largest priority group at Cowley children's centre; in the southwest locality, and in the borough.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Carers</b>	<p>Families mainly attend the children's centre nearest to their residential address.</p> <p>The closure of Cowley children's centre may affect carers disproportionately as they may be constrained by the needs and</p>

	<p>timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue,</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Ethnicity</b>	<p>The majority of attendees at Cowley children's centre are classified as 'other ethnic groups'. Whilst the vast majority report speaking English, these residents may find it more challenging to access information and engage with co-production activities.</p> <p>We will ensure that the families are reassured of the continuation of services from Cowley and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take account of the particular needs within this group.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at Cowley children's centre the opportunity to access the same family hub venue for services and activities covering the full age range, will be of benefit to women.

<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young people with a disability and their families.
<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources, adult learning, volunteering and work entry in a non-stigmatising environment, as well as easy access to housing and debt advice.
<b>Carers</b>	<p>Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.</p> <p>An agile approach to developing services delivered from family hubs will take account of partners' work, outreach and digital opportunities to facilitate carer's inclusion.</p>
<b>Community cohesion</b>	<p>There will be an enhanced range of family hub services, and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.</p> <p>The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.</p>

## D) Conclusions

We acknowledge that closure of Cowley children's centre may have an adverse or negative impact on certain groups of service users and staff.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users and staff during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-

agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick ✓

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **Harefield Children's centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes closing Harefield children's centre and relocating services and staff to a remodelled space within the local library. The building would be returned to Harefield Infants School; this document assesses the potential impact on service users at Harefield.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon family hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The Harefield children's centre building will become surplus to requirements when services have been successfully migrated and established in



other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry – Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

23/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of Harefield Children's centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

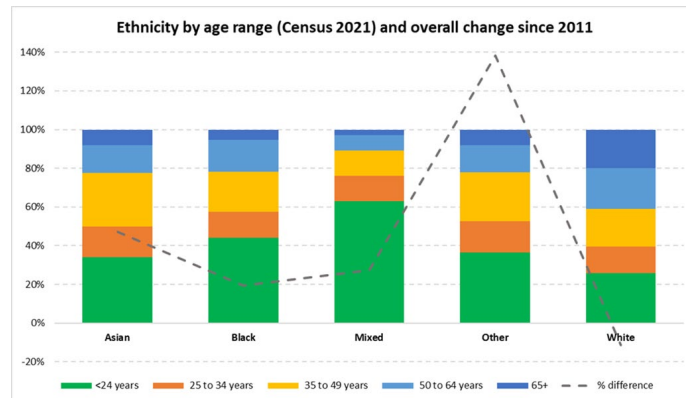
Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access point that feels right for them.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at Harefield children's centre are babies, children, young people and their parents and carers.

Harefield children's centre is in Harefield Village ward and is defined by the council as within the Harefield locality. 2021 census data tells us that of 2,327 households 49% are not deprived in any of the 4 measured dimensions, and 0.1% are deprived in every dimension: health, housing, employment and education. The ward population is expected to decrease by 2.6%.

The ethnic make-up of the borough population, and overall change since the last census in 2011 is shown in the table below



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

Harefield is defined by the Child and Family Development Service as within the children's centres north locality; comparative data shows borough, children's centres north locality, and Harefield children's centre measures.

The profile of Harefield children's centre users highlights that 0–5-year-olds constituted the majority of child attendances at 40%, with 6-10 and 11-17 year olds making up 1.74% and 0.50% respectively. The majority of adults attending were aged 31-40 years, at 37% which was consistent with the north locality, but higher than the Borough.

Borough			North locality			Harefield		
a) 5 and under	7645	37.01%	a) 5 and under	1655	35.39%	a) 5 and under	482	40.03%
b) 6-10 years old	321	1.55%	b) 6-10 years old	60	1.28%	b) 6-10 years old	21	1.74%
c) 11-17 years old	55	0.27%	c) 11-17 years old	14	0.30%	c) 11-17 years old	6	0.50%
d) 18-25 years old	1018	4.93%	d) 18-25 years old	120	2.57%	d) 18-25 years old	38	3.16%
e) 26-30 year old	2584	12.51%	e) 26-30 year old	423	9.04%	e) 26-30 year old	98	8.14%
f) 31-40 year old	7192	34.82%	f) 31-40 year old	1919	41.03%	f) 31-40 year old	452	37.54%
g) 41-50 year old	1458	7.06%	g) 41-50 year old	367	7.85%	g) 41-50 year old	82	6.81%
h) 51-60 year old	205	0.99%	h) 51-60 year old	56	1.20%	h) 51-60 year old	16	1.33%
i) 61-70 years old	150	0.73%	i) 61-70 years old	52	1.11%	i) 61-70 years old	7	0.58%
j) 71+ years old	27	0.13%	j) 71+ years old	11	0.24%	j) 71+ years old	2	0.17%
<b>Grand Total</b>	<b>20655</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>4677</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>1204</b>	<b>100.00%</b>

The gender of individuals attending Harefield children's centre shows a large female majority at 66% which is slightly above the north locality and the borough.

Borough			North locality			Harefield		
Female	14515	65.00%	Female	3293	64.17%	Female	844	66.04%
Indeterminate	2	0.01%	Indeterminate	1	0.02%	Indeterminate	1	0.08%
Male	7815	34.99%	Male	1838	35.81%	Male	433	33.88%
<b>Grand Total</b>	<b>22332</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>5132</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>1278</b>	<b>100.00%</b>

Children's centre ethnicity data is defined by 5 categories, "White, Asian, Chinese and other, Black and Mixed". Hillingdon census population data for Harefield Villages

ward is expressed as 'white' at 81%, and 'other ethnic groups' at 19%. Attendance at Harefield children's centre tells us that there was a majority of 'white' attendance at 59% with remaining other ethnic groups combined at 39%

Borough			North locality			Harefield		
Asian	5545	48.00%	White	1337	49.15%	White	406	59.01%
White	3716	32.17%	Asian	967	35.55%	Asian	175	25.44%
Black	1015	8.79%	Chinese & Other	167	6.14%	Chinese & Other	54	7.85%
Chinese & Other	932	8.07%	Black	159	5.85%	Black	28	4.07%
Mixed	344	2.98%	Mixed	90	3.31%	Mixed	25	3.63%
<b>Grand Total</b>	<b>11552</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>2720</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>688</b>	<b>100.00%</b>

When registering the vast majority attending Harefield children's centre 86% report that they speak English at home, this is above the north locality at 77%, and the Borough at 56%.

Attendance by families identified as representing priority groups indicates that the largest group of families attending Harefield children's centre, 33%, had a child in need of support, families on low income formed the next largest group at 31%, followed by families with a child with additional need (including health conditions) at 19%.

In common with the north locality most attendees at Harefield children's centre resided in the HA4 or UB9 postcodes making up 69% of attendances, with 10% of attendees living in UB10

### A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
Children and families	Continued access the services that are currently provided at Harefield children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at Harefield children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from Harefield children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their remit in new environments
Voluntary community and faith sector providers currently offering services at Harefield children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.

Leader	Providing an improved, efficient and cost-effective family hub service for residents.
--------	---

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at Harefield children's centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that children in need of support form the largest priority group attending Harefield children's centre, with families on low income forming the next largest group, followed by families with a child with additional need (including health conditions). This shows us that a high number of families are presenting at Harefield children's centre with issues affecting their children's development and their well-being and who are seeking support and advice.

Data shows that a larger proportion of attendees are from 'white' population at 20% above 'other ethnic groups'. Whilst ensuring that all groups find it easy to access

support, it is also important to provide an effective transition for residents from 'other ethnic groups', with consideration of varied methods of communication, staged transition, and peer support in moving service delivery to other sites.

## Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓ NO  YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council's website (paper copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children's centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for Harefield children's centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as 'white', 29% as 'Asian or Asian British', 6% as 'black, black British, Caribbean or African', 4% as 'mixed or multiple' and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

### B.3) Provide any other information to consider as part of the assessment

#### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

#### Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that "The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England."

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families' experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the best start in life; and
- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families' experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

## **C) Assessment**

What did you find in B1? Who is affected? Is there, or likely to be, an impact on

certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	<p>The majority of families attending Harefield children’s centre have a child, or children aged under 5, services for this age group include both universal and targeted programmes, and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of Harefield children’s centre may impact on families as they access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to alternative locations meaning that working relationships may need to be re-made.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Harefield, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Sex</b>	<p>Women are disproportionately represented in the number of attendances at Harefield children’s centre.</p> <p>The closure of Harefield children’s centre may impact women as single parents, carers, home workers or members of particular faith groups, and women’s attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular group of people normally attending Harefield children’s centre at the same time as themselves.</p> <p>Working collaboratively, we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Harefield, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers,</p>

	and adapting to specific need.
<b>Pregnancy or maternity</b>	<p>The closure of Harefield children's centre may impact pregnant women and their partners who attend maternity, health visiting and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from Harefield, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>People with a disability</b>	<p>Families mainly attend the children's centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5's accessing targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<b>Socio-economic status</b>	<p>Families on a low income constitute the second largest priority group at Harefield children's centre; but constitute the largest group in the north locality, and in the borough.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Carers</b>	<p>Families mainly attend the children's centre nearest to their residential address.</p> <p>The closure of Harefield children's centre may affect carers disproportionately as they may be constrained by the needs and timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue,</p>



	<p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Ethnicity</b>	<p>The majority of attendees at Harefield children's centre are classified as 'white'. Whilst most families registering report speaking English at home, we would anticipate that some will find it challenging to access information and engage with co-production activities.</p> <p>We will ensure that the families are reassured of the continuation of services from Harefield and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take account of the particular needs within this group.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at Harefield children's centre the opportunity to access the same family hub venue for services and activities covering the full age range, will be of benefit to women
<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young

	people with a disability and their families.
<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources, adult learning, volunteering and work entry in a non-stigmatising environment, as well as easy access to housing and debt advice.
<b>Carers</b>	Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.  An agile approach to developing services delivered from family hubs will take account of partners' work, outreach and digital opportunities to facilitate carer's inclusion.
<b>Community cohesion</b>	There will be an enhanced range of family hub services, and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.  The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.

## D) Conclusions

We acknowledge that closure of Harefield children's centre may have an adverse or negative impact on certain groups.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users and staff during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick ✓

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **McMillan Children's centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes closing McMillan children's centre and relocating services and staff to alternative family hubs and delivery spaces within the local community. The building will be returned to the Maintained Nursery School; this document assesses the potential impact on service users at McMillan.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon family hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The McMillan children's centre building will become surplus to

requirements when services have been successfully migrated and established in other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry - Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of McMillan children's centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

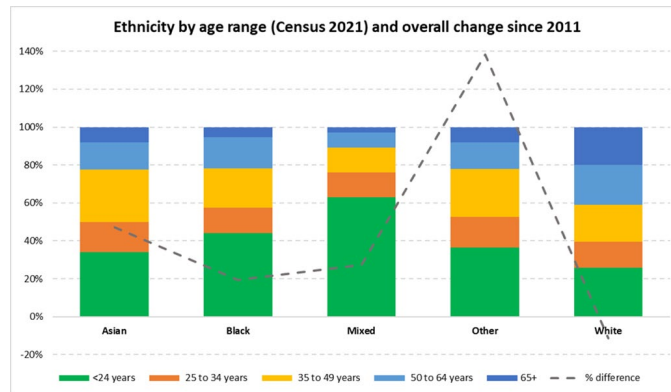
Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access points that feels right for them.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at McMillan children's centre are babies, children, young people and their parents and carers.

McMillan children's centre is in Wood End ward (formerly Townfield) and is defined by the council as within the Hayes Town locality. 2021 census data tells us that of 6,326 households 35% are not deprived in any of the 4 measured dimensions, and 0.7% are deprived in every dimension: health, housing, employment and education. The ward population is expected to increase by 9.6%.

The ethnic make-up of the borough population, and overall change since the last census in 2011 is shown in the table below.



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

McMillan is defined by the Child and Family Development Service as within the children's centres southeast locality; comparative data shows borough, children's centres southeast locality, and McMillan children's centre measures.

The profile of McMillan children's centre users highlights that 0–5-year-olds constituted the majority of child attendances at 49%, with 6-10 and 11-17 year olds making up 0.52% and 0.06% respectively. The majority of adults attending were aged 31-40 years, at 29% which was consistent with the southeast locality, but lower than the Borough.

Borough			Southeast			McMillan		
a) 5 and under	7645	37.01%	a) 5 and under	3264	38.54%	a) 5 and under	759	49.13%
b) 6-10 years old	321	1.55%	b) 6-10 years old	107	1.26%	b) 6-10 years old	8	0.52%
c) 11-17 years old	55	0.27%	c) 11-17 years old	18	0.21%	c) 11-17 years old	1	0.06%
d) 18-25 years old	1018	4.93%	d) 18-25 years old	541	6.39%	d) 18-25 years old	33	2.14%
e) 26-30 year old	2584	12.51%	e) 26-30 year old	1296	15.30%	e) 26-30 year old	141	9.13%
f) 31-40 year old	7192	34.82%	f) 31-40 year old	2643	31.21%	f) 31-40 year old	448	29.00%
g) 41-50 year old	1458	7.06%	g) 41-50 year old	497	5.87%	g) 41-50 year old	129	8.35%
h) 51-60 year olds	205	0.99%	h) 51-60 year olds	63	0.74%	h) 51-60 year olds	17	1.10%
i) 61-70 years old	150	0.73%	i) 61-70 years old	34	0.40%	i) 61-70 years old	8	0.52%
j) 71+ years old	27	0.13%	j) 71+ years old	6	0.07%	j) 71+ years old	1	0.06%
<b>Grand Total</b>	<b>20655</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>8469</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>1545</b>	<b>100.00%</b>

The gender of individuals attending McMillan children's centre shows a large female majority at 66% which is very similar across the north locality and the borough.

Borough			Southeast locality			McMillan		
Female	14515	65.00%	Female	6362	69.36%	Female	1034	66.37%
Indeterminate	2	0.01%	Indeterminate	1	0.01%	Male	524	33.63%
Male	7815	34.99%	Male	2810	30.63%	<b>Grand Total</b>	<b>1558</b>	<b>100.00%</b>
<b>Grand Total</b>	<b>22332</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>9173</b>	<b>100.00%</b>			

Children's centre ethnicity data is defined by 5 categories, "White, Asian, Chinese and other, Black and Mixed". Hillingdon census population data for Wood End ward is expressed as 'white' at 30%, and 'other ethnic groups' at 60%. Attendance at McMillan children's centre shows variance from with the Wood End ward population breakdown, with 'white' at 20% and other ethnic groups combined at 78%.

Borough			Southeast locality			McMillan		
Asian	5545	48.00%	Asian	2780	59.78%	Asian	431	55.76%
White	3716	32.17%	White	867	18.65%	White	154	19.92%
Black	1015	8.79%	Black	484	10.41%	Black	92	11.90%
Chinese & Other	932	8.07%	Chinese & Other	401	8.62%	Chinese & Other	73	9.44%
Mixed	344	2.98%	Mixed	118	2.54%	Mixed	23	2.98%
<b>Grand Total</b>	<b>11552</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>4650</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>773</b>	<b>100.00%</b>

When registering the vast majority attending McMillan children's centre 61% report that they speak English at home, this is above the southeast locality at 47% and the borough at 56%.

Borough			Southeast locality			McMillan		
English	5856	56.37%	English	2480	47.38%	English	265	61.34%
Punjabi	1980	20.27%	Punjabi	1623	31.25%	Punjabi	97	22.45%
Urdu	577	5.74%	Urdu	354	6.53%	Urdu	28	6.48%
Hindi	480	4.70%	Hindi	286	5.49%	Hindi	20	4.63%
Other Language	429	4.24%	Tamil	242	4.77%	Tamil	18	4.17%
Tamil	371	3.83%	Somali	146	3.04%	Romanian	14	3.24%
Romanian	312	3.15%	Other Language	139	2.60%	Other Language	14	3.24%
Arabic	282	2.70%	Romanian	136	2.72%	Somali	12	2.78%
Somali	242	2.33%	Arabic	100	2.20%	Bengali	11	2.55%
Polish	228	2.44%	Gujarati	85	1.68%	Farsi (Iran)	8	1.85%
Bengali	205	2.02%	Bengali	82	1.62%	Gujarati	8	1.85%
Gujarati	175	1.62%	Polish	81	1.88%	Polish	8	1.85%
Albanian	130	1.37%	Konkani	64	1.36%	Konkani	7	1.62%
Portuguese	104	0.87%	Nepali	57	1.30%	Arabic	6	1.39%
Farsi (Iran)	101	0.92%	Farsi (Iran)	55	1.01%	Portuguese	5	1.16%
Dari (Afghanistan)	97	1.12%	Albanian	49	1.01%	Amharic	5	1.16%

Attendance by families identified as representing priority groups indicates that the largest group of families attending McMillan children's centre, 4%, were families on a low income, 46% had a child in need of support, the next largest group were workless households at 21%. These priority needs were mirrored in the southeast locality and in the borough.

Borough			Southeast			McMillan		
Family on Low Income	3839	50.18%	Family on Low Income	2027	55.98%	Family on Low Income	312	48.52%
Child in need of additional sup	1848	24.16%	Child in need of additional	814	22.48%	Child in need of additional s	298	46.35%
Workless Household	1519	19.86%	New arrival to the UK	787	21.73%	Workless Household	136	21.15%
Lone Parent	1476	19.29%	Workless Household	778	21.49%	Lone Parent	134	20.84%
New arrival to the UK	1435	18.76%	Lone Parent	665	18.37%	Child with an additional nee	111	17.26%
Child with an additional need (i	951	12.43%	Child with an additional ne	357	9.86%	New arrival to the UK	56	8.71%
Parent in need of additional sup	496	6.48%	Parent in need of addition	245	6.77%	Adult with an additional ne	36	5.60%
Adult with an additional need (	446	5.83%	Asylum Seekers / Refugees	232	6.41%	Parent in need of additiona	26	4.04%
Asylum Seekers / Refugees	410	5.36%	Family with absent parent	143	3.95%	Family with absent parent	20	3.11%
Family with absent parent	335	4.38%	Adult with an additional ne	138	3.81%	Asylum Seekers / Refugees	19	2.95%
Young parent (under 21 years)	186	2.43%	Young parent (under 21 ye	59	1.63%	Family in need of support	8	1.24%
Traveller Family	129	1.69%	Traveller Family	38	1.05%	Young parent (under 21 ye	4	0.62%
Family in need of support	108	1.41%	Family in need of support	33	0.91%	Traveller Family	3	0.47%
Family New to Area (6 months	61	0.80%	Family New to Area (6 mon	16	0.44%	Mental Health Difficulties	2	0.31%
Mental Health Difficulties	33	0.43%	Mental Health Difficulties	10	0.28%	<b>Grand Total</b>	<b>643</b>	<b>100.00%</b>
Armed Forces Family	17	0.22%	Child with a Chronic, Serious	5	0.14%			
Child with a Chronic, Serious Illi	10	0.13%	Armed Forces Family	4	0.11%			
Priority Group	2	0.03%	<b>Grand Total</b>	<b>3621</b>	<b>100.00%</b>			
Family Living in Poverty	2	0.03%						
<b>Grand Total</b>	<b>7650</b>	<b>100.00%</b>						

In common with the southeast locality most attendees at McMillan children's centre resided in the UB3 and UB4 postcodes.

A.3) Who are the stakeholders in this assessment and what is their interest in it?

<b>Stakeholders</b>	<b>Interest</b>
Children and families	Continued access the services that are currently provided at McMillan children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at McMillan children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from McMillan children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their remit in new environments
Voluntary community and faith sector providers currently offering services at McMillan children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.
Leader	Providing an improved, efficient and cost-effective family hub service for residents.

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓



Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at McMillan children's centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that children in need of support from the largest priority group attending McMillan children's centre, with families on low income forming the next largest group, followed by families with a child with additional need (including health conditions). This shows us that a high number of families are presenting at McMillan children's centre with issues affecting their children's development and their well-being and who are seeking support and advice.

Ward data shows that 'other ethnic groups' make up 60% of the population, and McMillan children's centre data shows that 'other ethnic groups' make up 80% of the attendances at the centre. In contrast, ward data records 30% of the population as 'white' whilst only 20% of attendances at McMillan are recorded as 'white'. The data suggests that a larger proportion of the 'other ethnic groups' registered at McMillan children's centre are choosing to access services, than the 'white' population registered at McMillan. We will ensure that all groups find it easy to access support, and experience an effective transition to family hub working, with consideration of varied methods of communication, staged transition, and peer support in accessing service delivery from other sites.

## Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓ NO  YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council's website (paper

copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children's centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for McMillan children's centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as 'white', 29% as 'Asian or Asian British', 6% as 'black, black British, Caribbean or African, 4% as 'mixed or multiple' and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

### B.3) Provide any other information to consider as part of the assessment

#### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

#### Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and

inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that “The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England.”

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families’ experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the best start in life; and
- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families’ experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

## C) Assessment

C.1) Describe any **NEGATIVE** impacts (actual or potential):

Equality Group	Impact on this group and actions you need to take
Age	<p>The majority of families attending McMillan children’s centre have a child, or children aged under 5, services for this age group include both universal and targeted programmes and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of McMillan children’s centre may impact on families as they access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to</p>

	<p>alternative locations meaning that working relationships may need to be re-made.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from McMillan, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Sex</b>	<p>Women are disproportionately represented in the number of attendances at McMillan children's centre.</p> <p>The closure of McMillan children's centre may impact women as single parents, carers, home workers or members of particular faith groups, and women's attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular group of people normally attending McMillan children's centre at the same time as themselves.</p> <p>Working collaboratively, we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from McMillan, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Pregnancy or maternity</b>	<p>The closure of McMillan children's centre may impact pregnant women and their partners who attend maternity, health visiting and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from McMillan, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>People with a disability</b>	<p>Families mainly attend the children's centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5's accessing</p>

	<p>targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<p><b>Socio-economic status</b></p>	<p>Families on a low income constitute the largest priority group at McMillan children's centre.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<p><b>Carers</b></p>	<p>Families mainly attend the children's centre nearest to their residential address.</p> <p>The closure of McMillan children's centre may affect carers disproportionately as they may be constrained by the needs and timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue,</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<p><b>Ethnicity</b></p>	<p>The majority of attendees at McMillan children's centre are classified as 'other ethnic groups', with 61% of all families registered reporting that they speak English at home, We remain sensitive to individual needs and will ensure that all groups find it easy to access support, and experience an effective transition to family hub working, with consideration of varied methods of communication, staged transition, and peer support in accessing service delivery from other sites.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take</p>

	<p>account of the particular needs within this group.</p> <p>We will ensure that the families are reassured of the continuation of services from McMillan and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p>
--	---

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at McMillan children's centre the opportunity to access the same family hub venue for services and activities covering the full age range, will be of benefit to women
<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young people with a disability and their families.
<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources, adult learning, volunteering and work entry in a non-stigmatising environment, as well as easy access to housing and debt advice.
<b>Carers</b>	<p>Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.</p> <p>An agile approach to developing services delivered from family hubs will take account of partners' work, outreach and digital opportunities to facilitate carer's inclusion.</p>
<b>Community cohesion</b>	There will be an enhanced range of family hub services,

	<p>and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.</p> <p>The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.</p>
--	--

## D) Conclusions

We acknowledge that closure of McMillan children’s centre may have an adverse or negative impact on certain groups.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users and staff during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



**HILLINGDON**  
LONDON

## Equality and Human Rights Impact Assessment

**What is being assessed?** Please tick

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

### **South Ruislip Children's Centre**

The council has developed a Family Hub strategy to deliver services for babies, children, young people and their families in an integrated way. The strategy proposes closing South Ruislip children's centre and relocating services and staff to alternative family hubs and delivery spaces within the local community. The building will be utilised to increase the capacity for the delivery of childcare by the nursery on site. This document assesses the potential impact on service users at South Ruislip.

The Council intends to further develop its approach to meeting the needs of children, young people and families through the introduction of family hubs. The intended focus will be connections between families, professionals, services and providers; access to support and early intervention; and strengthened relationships within families and between families and service providers.

The national family hubs programme sets out the Government's aspiration that every family will receive the support they need, when they need it, and have access to the information and tools they need to care for and interact positively with their babies and children, and to look after their own wellbeing.

The council intends to develop the Hillingdon Family Hub programme informed by the national family hubs programme, both demographic information and the views of parents and carers, young people, residents, voluntary, community and faith organisations will inform the implementation of the programme.

The council has a programme of family hub building development, providing new physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. One impact is that proximity will change, with different locations being closer to some families, rather than others. The South Ruislip children's centre section of the building will transfer to



day-care use when services have been successfully migrated and established in other delivery points in the family hub network.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry - Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22/08/2023

Names and job titles of people carrying out the assessment

Lesley Jallow – Family and Community Hub Project Manager

A.1) What are the main aims and intended benefits of what you are assessing?

The closure of South Ruislip Children’s Centre forms part of a wider strategy to develop family hubs in line with the needs of residents in different localities; using data and resident feedback to locate physical spaces and services in locations that are easy to access, and where users feel welcomed.

The Family Hub strategy seeks to make best use of both council and community assets, that can support the delivery of services for a wider age range of residents, from 0-19 years (0-25 years with SEND). The strategy will deliver services that are connected and integrated within local communities; the benefits for children, young people and families are that support will be readily available conveniently, and at the earliest opportunity in a non-stigmatising environment.

Services will be connected so that families will only need to tell their story once; support will be available on-line and in a range of different physical spaces, giving residents a choice of access point that feels right for them.

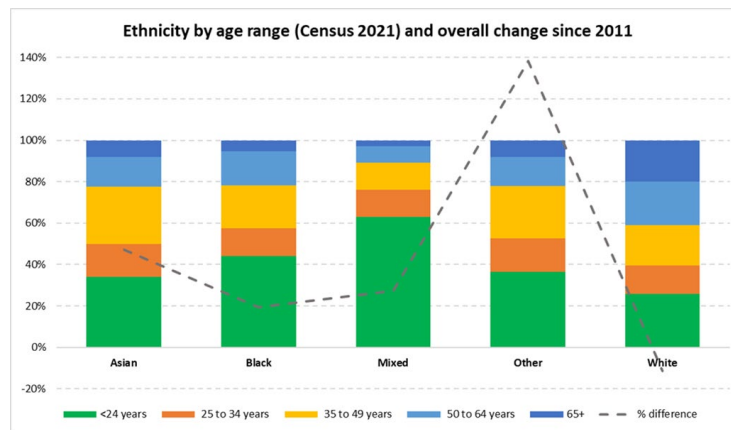
A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The service users at South Ruislip children’s centre are babies, children, young people and their parents and carers.

South Ruislip children’s centre is in South Ruislip ward and is defined by the council as within the Ruislip and Northwood locality. 2021 census data tells us that of 6,140 households 52% are not deprived in any of the 4 measured dimensions, and 0.2% are deprived in every dimension: health, housing, employment and education. The ward population is expected to increase by 2.3%.

The ethnic make-up of the borough population, and overall change since the last

census in 2011 is shown in the table below.



As a borough Hillingdon has broadly similar health outcomes for young children compared to London and England, except in the higher percentage of low-birth-weight full-term babies (2021 Office for Health Improvement and Disparities OHID data), and the higher percentage of 5-year-olds with obvious dental decay (2019 OHID data). Whilst at school reception age the percentage of Hillingdon children who are obese is the same as London at 10.8% but is higher than England; measurement in school year six shows that 25.6% of Hillingdon children are obese (2022 OHID data). Notably, only 48.7% of babies' first feed is breastmilk in the borough compared to London with 87.7% and England with 71.7% of babies (2021 OHID data).

South Ruislip is defined by the Child and Family Development Service as within the children's centres north locality; comparative data shows borough, children's centres north locality, and South Ruislip children's centre measures.

The profile of South Ruislip children's centre users highlights that 0–5-year-olds constituted the majority of child attendances at 33%, with 6-10 and 11-17 year olds making up 0.68% and 0.04% respectively. The vast majority of adults attending were aged 31-40 years, at 46% which was 5% higher than the north locality, and higher than the Borough.

Borough			North locality			South Ruislip		
a) 5 and under	7645	37.01%	a) 5 and under	1655	35.39%	a) 5 and under	765	32.71%
b) 6-10 years old	321	1.55%	b) 6-10 years old	60	1.28%	b) 6-10 years old	16	0.68%
c) 11-17 years old	55	0.27%	c) 11-17 years old	14	0.30%	c) 11-17 years old	1	0.04%
d) 18-25 years old	1018	4.93%	d) 18-25 years old	120	2.57%	d) 18-25 years old	46	1.97%
e) 26-30 year old	2584	12.51%	e) 26-30 year old	423	9.04%	e) 26-30 year old	255	10.90%
f) 31-40 year old	7192	34.82%	f) 31-40 year old	1919	41.03%	f) 31-40 year old	1076	46.00%
g) 41-50 year old	1458	7.06%	g) 41-50 year old	367	7.85%	g) 41-50 year old	149	6.37%
h) 51-60 year olds	205	0.99%	h) 51-60 year olds	56	1.20%	h) 51-60 year olds	10	0.43%
i) 61-70 years old	150	0.73%	i) 61-70 years old	52	1.11%	i) 61-70 years old	20	0.86%
j) 71+ years old	27	0.13%	j) 71+ years old	11	0.24%	j) 71+ years old	1	0.04%
<b>Grand Total</b>	<b>20655</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>4677</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>2339</b>	<b>100.00%</b>

The gender of individuals attending South Ruislip children's centre shows a large female majority at 67% which is very similar across the north locality and the borough.

Borough			North locality			South Ruislip		
Female	14515	65.00%	Female	3293	64.17%	Female	1756	67.10%
Indeterminate	2	0.01%	Indeterminate	1	0.02%	Male	861	32.90%
Male	7815	34.99%	Male	1838	35.81%	<b>Grand Total</b>	<b>2617</b>	<b>100.00%</b>
<b>Grand Total</b>	<b>22332</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>5132</b>	<b>100.00%</b>			

Children’s centre ethnicity data is defined by 5 categories, “White, Asian, Chinese and other, Black and Mixed”. Hillingdon census population data for South Ruislip ward is expressed as ‘white’ at 61%, and ‘other ethnic groups’ at 27%. Attendance at South Ruislip children’s centre contrasts with the South Ruislip ward population breakdown, with ‘white’ at 49% and remaining groups combined at 49%

Borough			North locality			South Ruislip		
Asian	5545	48.00%	White	1337	49.15%	White	703	49.47%
White	3716	32.17%	Asian	967	35.55%	Asian	525	36.95%
Black	1015	8.79%	Chinese & Other	167	6.14%	Black	76	5.35%
Chinese & Other	932	8.07%	Black	159	5.85%	Chinese & Other	67	4.71%
Mixed	344	2.98%	Mixed	90	3.31%	Mixed	50	3.52%
<b>Grand Total</b>	<b>11552</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>2720</b>	<b>100.00%</b>	<b>Grand Total</b>	<b>1421</b>	<b>100.00%</b>

When registering the vast majority attending South Ruislip children’s centre 74% report that they speak English at home, this is in line with the north locality at 77%, but higher than the Borough at 56%.

Attendance by families identified as representing priority groups indicates that the largest group of families attending South Ruislip children’s centre, 38%, were families living on a low income, with families with a child in need of additional support, and families with a child with additional need including health conditions were the next largest groups at 28% and 19% respectively. South Ruislip was in line with the locality and the borough with low income forming the priority group most often identified.

Borough			North locality			South Ruislip		
Family on Low Incc	3839	50.18%	Family on Low Inco	484	36.86%	Premises	South Ruislip	
Child in need of ad	1848	24.16%	Child in need of ad	472	35.95%	<b>Row Labels</b>	<b>Distinct C</b>	<b>Distinct Co</b>
Workless Househo	1519	19.86%	Child with an additi	266	20.26%	Family on Low Income	214	38.28%
Lone Parent	1476	19.29%	Lone Parent	227	17.29%	Child in need of additior	159	28.44%
New arrival to the	1435	18.76%	Workless Househol	190	14.47%	Child with an additional	106	18.96%
Child with an additi	951	12.43%	Adult with an additi	125	9.52%	Lone Parent	102	18.25%
Parent in need of a	496	6.48%	New arrival to the U	123	9.37%	Workless Household	60	10.73%
Adult with an addi	446	5.83%	Parent in need of a	99	7.54%	Adult with an additional	55	9.84%
Asylum Seekers / F	410	5.36%	Family with absent	62	4.72%	New arrival to the UK	48	8.59%
Family with absent	335	4.38%	Traveller Family	46	3.50%	Parent in need of additi	35	6.26%
Young parent (und	186	2.43%	Young parent (unde	31	2.36%	Family with absent pare	34	6.08%
Traveller Family	129	1.69%	Asylum Seekers / R	26	1.98%	Family in need of suppo	17	3.04%
Family in need of s	108	1.41%	Family in need of su	19	1.45%	Mental Health Difficultie	13	2.33%
Family New to Are	61	0.80%	Armed Forces Fami	13	0.99%	Traveller Family	13	2.33%
Mental Health Diff	33	0.43%	Mental Health Diffi	13	0.99%	Armed Forces Family	13	2.33%
Armed Forces Fam	17	0.22%	Family New to Area	11	0.84%	Asylum Seekers / Refuge	6	1.07%
Child with a Chron	10	0.13%	<b>Grand Total</b>	<b>1313</b>	<b>100.00%</b>	Young parent (under 21	5	0.89%
Priority Group	2	0.03%				<b>Grand Total</b>	<b>559</b>	<b>100.00%</b>
Family Living in Po	2	0.03%						
<b>Grand Total</b>	<b>7650</b>	<b>100.00%</b>						

In common with the north locality most attendees at South Ruislip children’s centre resided in the HA4 postcode at 65%, and UB10 at 12%

Borough	North locality	South Ruislip
---------	----------------	---------------

UB3	5186	23.57%			HA4	2650	52.32%			HA4	1696	65.21%
UB7	3450	15.68%			UB10	577	11.39%			UB10	317	12.19%
UB4	3301	15.00%			UB9	512	10.11%			HA6	167	6.42%
UB8	2871	13.05%			HA5	448	8.85%			HA5	167	6.42%
HA4	2863	13.01%			HA6	414	8.17%			UB9	87	3.34%
UB10	2609	11.86%			UB8	117	2.31%			UB8	31	1.19%
UB9	581	2.64%			UB7	95	1.88%			UB4	31	1.19%
HA5	480	2.18%			UB3	88	1.74%			UB3	31	1.19%
HA6	466	2.12%			UB4	84	1.66%			UB7	30	1.15%
UB5	74	0.34%			UB5	36	0.71%			UB5	28	1.08%
Out of borough	72	0.33%			Out of borough	18	0.36%			Out of borough	7	0.27%
WD3	13	0.06%			WD3	13	0.26%			HA2	4	0.15%
UB2	11	0.05%			HA2	7	0.14%			UB1	4	0.15%
HA2	8	0.04%			UB1	5	0.10%			TW5	1	0.04%
UB1	6	0.03%			TW5	1	0.02%			<b>Grand Total</b>	<b>2601</b>	<b>100.00%</b>
UB6	5	0.02%			<b>Grand Total</b>	<b>5065</b>	<b>100.00%</b>					
TW6	4	0.02%										
TW19	2	0.01%										
TW5	1	0.00%										
<b>Grand Total</b>	<b>22003</b>	<b>100.00%</b>										

### A.3) Who are the stakeholders in this assessment and what is their interest in it?

<b>Stakeholders</b>	<b>Interest</b>
Children and families	Continued access the services that are currently provided at South Ruislip children's centre within their community.
Young people, including those who access youth services at some children's centre sites	Continued to access the services that are currently provided at South Ruislip children's centre within their community.
Staff working in children's centres	Continued access to working locations within the Borough, and working patterns that support individuals, ensuring that staff are treated fairly and in line with policy.
Health practitioners such as midwives and Health Visitors who deliver services from South Ruislip children's centre	Access to working locations within the Borough, and clinically appropriate spaces to deliver services within their remit in new environments
Voluntary community and faith sector providers currently offering services at South Ruislip children's centre	Access to appropriate spaces within the Borough, at times suited to the programme or service being delivered, with the necessary access to appropriate resources.
Corporate Director	Providing an improved, efficient and cost-effective family hub service for residents.
Cabinet Member for Children Families and Education	Providing an improved, efficient and cost-effective family hub service for residents.
Leader	Providing an improved, efficient and cost-effective family hub service for residents.

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment		Socio-economic status	✓
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	✓
Race/Ethnicity		Community Safety	
Religion or belief		Human Rights	

## **STEP B) Consideration of information; data, research, consultation, engagement**

B.1) Consideration of information and data - what have you got and what is it telling you?

Most adult service users at South Ruislip children’s centre are female, and of working age; and the majority of child service users are aged under 5. This indicates that women are disproportionately represented as taking on caring responsibilities, either full-time or combining care with working from home, or elsewhere. Proximity to home and travel time to reach the nearest family hub will be an important issue for these families.

Data indicates that children in low income families, children in need of support, families with a child with additional need (including health conditions) form the majority of families self-identifying with priority needs. This shows us that a high number of families are presenting at South Ruislip children’s centre with issues affecting their children’s development and well-being, and who are seeking support and advice.

Data shows that a larger proportion of the ‘other ethnic groups’ population of South Ruislip ward are accessing South Ruislip children’s centre than the ‘white’ population. Whilst ensuring that all groups find it easy to access support, it is also important to provide an effective transition for residents from ‘other ethnic groups’, with consideration of varied methods of communication, staged transition, and peer support in moving service delivery to other sites.

# Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓ NO  YES

A formal public consultation was open from 10 May – 30 July 2023 which collated resident and partner views through an on-line survey on the council’s website (paper copies were available). Opportunities were provided for face-to-face discussion at drop-in and information events at children’s centres and libraries.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People.

Presentations were shared followed by questions at a series of multi-agency meetings attended by the Assistant Director Child and Family Support Services, and two partner meetings, were held, attended by statutory health partners and community sector partners.

There was no individual consultation for South Ruislip children’s centre; however, the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses.

690 responses to the online survey were received. Data shows that 83% of respondents were female, and that 73% of respondents were aged between 25 and 44 years old. The highest percentage of respondents were residents with a child aged up to 4 years (64%), followed by residents with a child aged 5-19 years (18%). Two groups each contributed 8% of the responses, residents without children aged under 19 years, and professionals; with the voluntary and community sector contributing 1% of the on-line consultation returns.

From the data 8% of respondents identified as having a disability within their family, whilst 4% preferred not to say. Data shows that 48% of respondents identified as ‘white’, 29% as ‘Asian or Asian British’, 6% as ‘black, black British, Caribbean or African, 4% as ‘mixed or multiple’ and 8% preferred not to say.

The majority of respondents were positive about the family hub draft strategy with 71% of respondents agreeing or strongly agreeing. Key themes in the feedback included a need to understand the potential implications of implementing the family hub strategy, and the delivery of universal and targeted services across a broader age range. Parents of children with SEND were particularly positive about the proposed changes, and the opportunity to continue to access support in familiar places as their children get older. Partnership building, and clear communications were identified as themes, with observations on accessibility for speakers of other languages, particularly in the south of the borough.

### B.3) Provide any other information to consider as part of the assessment

#### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

#### Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

The family hubs concept was first introduced in the Levelling Up the United Kingdom: White Paper presented to Parliament 02 February 2022, announcing that "The UK Government will invest £300m to build the network of family hubs and transform start for life services for parents and babies, carers and children in half of local authorities in England."

75 upper tier authorities have since been funded to deliver Family hubs by 2025. Indicating a future roll-out of the programme, Ofsted and the Care Quality Commission (CQC) will carry out a thematic review of local authority start for life services delivered through family hubs by the end of summer 2023 specifically to:

- evaluate families' experiences of local services and whether these services are joined up effectively;
- identify ways in which families can be further supported to give their babies the best start in life; and
- identify whether the current level of inspection of Start for Life services is sufficient to capture any issues around join up and to improve families' experiences of local services.

To date the council has not received funding to develop Family Hubs within Hillingdon.

## **C) Assessment**

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	<p>The majority of families attending South Ruislip children’s centre have a child, or children aged under 5, services for this age group include both universal and targeted programmes, and include the opportunity for parents and carers to socialise, with attendant benefit to mental health and well-being.</p> <p>The closure of South Ruislip children’s centre may impact on families as they access new service delivery points within the family hub network and contact may change with parents and carers whom they have known. Additionally, staff may be deployed to alternative locations meaning that working relationships may need to be re-made.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from South Ruislip, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Sex</b>	<p>Women are disproportionately represented in the number of attendances at South Ruislip children’s centre.</p> <p>The closure of South Ruislip children’s centre may impact women as single parents, carers, home workers or members of particular faith groups, and women’s attendance at different venues may be constrained by their work schedule.</p> <p>Women may be particularly affected by changes to the regular group of people normally attending South Ruislip children’s centre at the same time as themselves.</p> <p>Working collaboratively we will facilitate socialising and support groups with women using our services as part of transition.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from South Ruislip, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>Pregnancy or maternity</b>	<p>The closure of South Ruislip children’s centre may impact pregnant women and their partners who attend maternity, health</p>



	<p>visiting and associated services. Attendance at different venues may be constrained by their work schedule or living arrangements.</p> <p>We will engage with families early and use a range of in-person and social media communications to share information and progress towards the move to different family hub access points. We will take an iterative approach, reassuring parents and carers of the continuation of services from South Ruislip, until full capacity is built up in other access points. We will manage the transition to new delivery points flexibly, collaborating with parents and carers, and adapting to specific need.</p>
<b>People with a disability</b>	<p>Families mainly attend the children's centre nearest to their residential address; and continuity of attendance, and service delivery are particularly important for under 5's accessing targeted services.</p> <p>Changes to the location of service delivery could have a potentially negative impact on those with disabilities as it could interrupt their routines and travel plans.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes of venue in advance of changes being made, we will support families with travel advice and co-produce transition plans with affected families.</p>
<b>Socio-economic status</b>	<p>Families on a low income constitute the largest priority group at South Ruislip children's centre; and constitute the largest group in the north locality, and in the borough.</p> <p>Whilst some families will find the alternative venues nearer to where they live, others may have a longer journey which may involve public transport.</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-person attendance at other delivery venues, and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Carers</b>	<p>Families mainly attend the children's centre nearest to their residential address.</p> <p>The closure of South Ruislip children's centre may affect carers disproportionately as they may be constrained by the needs and timetable of another family member, meaning that they have less flexibility to travel to another service delivery venue,</p> <p>For those affected adversely we will consult with individuals and seek shared solutions potentially through access to outreach, in-</p>

	<p>person attendance at other delivery venues and on-line options. Wherever possible we will liaise with our partners to identify ways to support parents and carers to travel, or for services to be brought nearer to them, including the use of mobile resources.</p>
<b>Ethnicity</b>	<p>Half of the attendees at South Ruislip children's centre are classified as 'other ethnic groups'. Whilst the majority report speaking English at home, these residents may find it more challenging to access information and engage with co-production activities.</p> <p>We will ensure that the families are reassured of the continuation of services from South Ruislip and of transition arrangements in good time. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p> <p>We will ensure that language support is available for those who may need it, and that social media and printed materials take account of the particular needs within this group.</p> <p>Women of certain ethnicities may experience additional challenges in travelling without a male chaperone; and women's attendance may also be affected by the need for community leaders to approve attendance at a new venue. We will provide opportunities to discuss individual needs and will facilitate advance visits to maintain continuity of services for women and families.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
<b>Age</b>	The development of family hubs will provide an opportunity to focus on services for families with children and young people aged over 0-19 years (0-25 years for SEND). This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.
<b>Sex</b>	As women are over-represented in the number of attendees at South Ruislip children's centre the opportunity to access the same family hub venue for services and activities covering the full age range, will be of benefit to women
<b>People with a disability</b>	Family hubs will provide accessible physical spaces, outreach into communities, and on-line services. A wider range of opportunities to engage with services will add positively to the lived experience of children and young people with a disability and their families.
<b>Socio-economic status</b>	The enhanced range of family hub services will provide opportunities for supported access to on-line resources,

	adult learning, volunteering and work entry in a non-stigmatising environment; as well as easy access to housing and debt advice.
<b>Carers</b>	<p>Family hubs will take a whole family approach with consideration of the demands placed on adult carers and young carers.</p> <p>An agile approach to developing services delivered from family hubs will take account of partners' work, outreach and digital opportunities to facilitate carer's inclusion.</p>
<b>Community cohesion</b>	<p>There will be an enhanced range of family hub services, and extended age span from conception to age 25 for young people with SEND. Statutory and voluntary sector organisations will collectively deliver services that meet community needs, as defined by local data.</p> <p>The family hub environment will be non-stigmatising, demonstrating connectivity between services, accessibility for all users, and relationship-based practice as the basis for successful family outcomes.</p>

## D) Conclusions

We acknowledge that closure of South Ruislip children's centre may have an adverse or negative impact on certain groups.

Changes to the venues from which services are delivered could have an impact on women, including those from specific ethnic groups, carers, people with a disability and families with low socio-economic status; and staff could be affected by the change to an alternative work location.

However, these changes are intended to have a positive effect for all families through easily accessible physical locations for service delivery and mobile facilities allowing in-reach to communities, alongside the development of on-line services. Services will evolve and develop over time, responding to community need.

We will provide support to all service users and staff during the transition period, encouraging engagement and collaboration in creating transition plans, whilst tailoring our support for specific groups.

The development of family hubs will provide an opportunity to focus on services for families with children and young people aged up to 25 years. This will facilitate multi-agency working across sectors and offer access to services designed to meet whole family needs, at times and in spaces that are accessible and welcoming.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services



HILLINGDON  
LONDON

## Equality and Human Rights Impact Assessment

### STEP A) Description of what is to be assessed and its relevance to equality

What is being assessed? Please tick

Review of a service  Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service  A strategy or plan

The Council delivers Early Years Childcare (nurseries) at 3 sites within the Borough: Uxbridge, South Ruislip and Hayes, providing 102 childcare places daily for children aged 6 months to 5 years.

Children attend the nurseries for privately funded places and also for universally funded 15 and 30 hour places for 2, 3 and 4 year olds via the Free Early Education Entitlement Scheme. The nursery prioritises admission for children with additional needs and those who may be considered vulnerable e.g. children in need of protection supported by children's social care.

Providing childcare is not a core function of the Council, and there is no statutory requirement to directly deliver childcare services. However, the Council has a sufficiency duty under the Childcare Act of 2006 to ensure there is sufficient childcare provision in so far as is reasonable, to enable parents to engage in employment, education or training for employment.

Who is accountable? E.g. Head of Service or Corporate Director

Claire Fry ~ Assistant Director, Child and Family Support Services

Date assessment completed and approved by accountable person

22 August 2023

Names and job titles of people carrying out the assessment

Claire Fry ~ Assistant Director, Child and Family Support Services

Lisa Swales ~ Service Manager, Childcare

A.1) What are the main aims and intended benefits of what you are assessing?

**Review of the Service / Decommissioning the Service:**

The council has a duty to deliver services in the most efficient and cost effective way, including making best use of its assets. Currently the council nursery provision has a budgeted subsidy of £230K; in addition, the nurseries do not bring in sufficient income to meet the high operational costs.

Based on the 2022/23 outturn figures, the gross cost of the provision is £1,538k netted down by income of £828k resulting in a loss of £710k. There is a net nil General Fund budget provision for this service and as such, the loss of £710k results in an equal pressure on the council's General Fund.

The council is responsible for ensuring sufficiency of childcare within Hillingdon and has a role in ensuring the quality of childcare provision and support for children with SEND. The introduction of the new extended Early Entitlements for working parents from April 2024 is expected to increase demand for childcare and the council will proactively work with childcare providers to expand the number of childcare places available in Hillingdon over the next 2 years.

Parents are keen for the local authority help to build childcare capacity and quality and previous decisions to close the early years nurseries generated widespread concern and anger amongst parents of children attending the nurseries and local communities who value the nurseries highly and the benefits they bring.

The council is therefore proposing to maintain childcare provision at Nestles Avenue, South Ruislip and Uxbridge early years centres by securing an alternative provider from the childcare market to deliver services from these sites, thereby ensuring continuity of provision that supports parents to access childcare locally and enable them to work.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

The nurseries routinely collect equalities data for the children attending the nurseries as part of their admission process; this information is shared below and representative of the children on roll in the nurseries in July 2023.

Data for parents is not routinely collected; however, an annual survey of users across the Child and Family Development Service was conducted in August 2023, which whilst voluntary and therefore not completed by all parents using the nurseries, enables officers to better understand the profile of parent/carers using the nurseries' childcare provision, when considered in conjunction with the responses received through the public consultation.

## Parent/Carer Equalities Data

Protected Characteristic	Nestles Avenue		South Ruislip		Uxbridge	
	No. of Parents	% of total	No. of Parents	% of total	No. of Parents	% of total
<b>Age</b>						
Under 21	0	0	0	0	0	0
21-24	0	0	0	0	0	0
25-34	7	41%	7	21%	6	30%
35-44	9	53%	22	67%	13	65%
45-54	1	6%	3	9%	1	5%
55-64	0	0	1	3%	0	0
Prefer not to say	0	0	0	0	0	0
<b>Total</b>	<b>17</b>	<b>100%</b>	<b>33</b>	<b>100%</b>	<b>20</b>	<b>100%</b>
<b>Race/Ethnicity</b>						
Asian/ Asian British	7	41%	15	46%	7	35%
Black/Black British	2	12%	0	0	1	5%
Mixed	1	6%	1	3%	0	0%
Other	0	0%	3	9%	1	5%
Total BAME	10	59%	19	58%	9	45%
White	7	41%	14	42%	11	55%
Not given	0	0%	0	0%	0	0%
<b>Disability</b>						
No	14	82%	29	88%	19	95%
Yes	2	12%	3	9%	1	5%
Prefer not to say	1	6%	1	3%	0	0%
<b>Sex</b>						
Female	16	94%	20	61%	15	75%
Male	1	6%	13	39%	5	25%
<b>Lone Parent</b>						
Yes	2	12%	2	6%	0	0%
No	15	88%	30	91%	20	100%
Don't know	0	0%	1	3%	0	0%
<b>Employment</b>						
Full time employment	10	59%	18	55%	15	75%
Part time employment	6	35%	7	21%	4	20%
Full time education or training	0	0%	0	0%	0	0%
Part time education or	0	0%	0	0%	0	0%

training						
None of the above	1	6%	6	18%	1	5%
Prefer not to say	0	0%	1	3%	0	0%
<b>Household Income below £16,190</b>						
Prefer not to say	3	18%	0	0	0	0%
Don't know	0	0	0	0	0	0%
No	13	76%	24	73%	20	100%
Yes	1	6%	9	27%	0	0%

### Children's Equalities Data

Protected Characteristic	Nestles Avenue		South Ruislip		Uxbridge	
	No. of children	% of total	No. of children	% of total	No. of children	% of total
<b>Age of Children</b>						
Under 2 years	8	15%	4	13%	7	18%
2 years of age	21	38%	11	37%	13	34%
3-4 years of age	26	47%	15	50%	18	48%
<b>Total</b>	<b>55</b>	<b>100%</b>	<b>30</b>	<b>100%</b>	<b>38</b>	<b>100%</b>
<b>Race/ Ethnicity</b>						
Asian/ Asian British	25	45%	7	23%	12	32%
Black/Black British	7	13%	1	3%	2	5%
Mixed	0		2	7%	5	13%
Other	0		1	4%	2	5%
Total BAME	32	58%	11	37%	21	55%
White	13	24%	10	33%	15	40%
Not given	10	18%	9	30%	2	5%
<b>Disability</b>						
No	53	96%	30	100%	36	95%
Yes	2	7%	0	0%	2	5%
<b>Sex</b>						
Female	28	51%	14	47%	17	45%
Male	27	49%	16	53%	21	55%

A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
<b>Children and Families</b>	<ul style="list-style-type: none"> <li>• For children to receive high-quality education and childcare, that means their individual learning and development needs.</li> <li>• For parents to access childcare locally, within their financial means which enables them to access employment, education or training.</li> </ul>
<b>Head of Service</b>	<ul style="list-style-type: none"> <li>▪ To give due regard to parents' views expressed through the consultation and the implemented proposals are fair and equitable.</li> <li>▪ To ensure the sufficiency of childcare in line with the Childcare Act 2006.</li> <li>▪ To address the current budget gap and ensure services operate within budget and are financially viable.</li> </ul>
<b>Director</b>	<ul style="list-style-type: none"> <li>▪ To give due regard to parents' views expressed through the consultation and the implemented proposals are fair and equitable.</li> <li>▪ To ensure the sufficiency of childcare in line with the Childcare Act 2006.</li> <li>▪ To address the current budget gap and ensure services operate within budget and are financially viable.</li> </ul>
<b>Cabinet member</b>	<ul style="list-style-type: none"> <li>▪ To give due regard to parents' views expressed through the consultation and the implemented proposals are fair and equitable.</li> <li>▪ To ensure the sufficiency of childcare in line with the Childcare Act 2006.</li> <li>▪ To address the current budget gap and ensure services operate within budget and are financially viable.</li> </ul>
<b>Leader</b>	<ul style="list-style-type: none"> <li>▪ To give due regard to parents' views expressed through the consultation and the implemented proposals are fair and equitable.</li> <li>▪ To ensure the sufficiency of childcare in line with the Childcare Act 2006.</li> <li>▪ To address the current budget gap and ensure services operate within budget and are financially viable.</li> </ul>

A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Sex	✓
Disability	✓	Sexual Orientation	
Gender reassignment			
Marriage or civil partnership		Carers	✓
Pregnancy or maternity	✓	Community Cohesion	



Race/Ethnicity	✓	Community Safety	
Religion or belief		Human Rights	

## STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

### **Parent and Carers Data**

Equalities data is not routinely collected from parents using the nurseries' childcare, however as part of the wider service annual survey, anonymous data was collected on a voluntary basis. The following results reflect those who participated in the survey.

#### **Age**

A large proportion of parents using all three nurseries are of working age in the 35-44 years of age category, totalling 44 (62.8%) parents across the service, followed by 20 parents in the 25-44 age bracket.

This is supported by responses in the wider public consultation; 471 of those who responded to the consultation said they had children aged under 5 years and of this sample, 60% used childcare.

54% of parents who used childcare said it enabled them to work, with 19% stating they used childcare as they were planning on returning to work. A further 2% used childcare for support whilst training.

#### **Gender**

A larger proportion of female respondents 51 (77%) completed the annual survey; this may be reflective of which parent collects or takes their child to nursery. A total of 19 males (27.1%) completed the survey.

This similar to the response received from the public consultation in which 83% or respondents were female and 14 were male.

#### **Ethnicity**

When combined for all three sites, the largest single declared ethnic group within the nursery parents is 'White' at 45% (32 respondents). This is higher than the borough average of 32% and shows an overrepresentation of this group at each of the three individual nurseries.

However combined representation of 'Black', 'Asian', 'Mixed' ethnicity groups is higher at 54% (38 respondents) and is reflective of the communities the nurseries serve, with 'Asian/Asian British' ethnic group being equal to or higher than 'White' at Nestles Avenue and South Ruislip.

### **Analysis of Disabilities**

12% of parents said they had a disability. This is slightly lower than the borough average of 14%. 88% of parents did not identify as having a disability.

### **Lone Parents**

A small proportion of parents report to be lone parents, just 4 respondents; this is important for understanding informal support for childcare, as well as eligibility for early years entitlements.

### **Employment**

A large proportion of parents, 85.7% report that they are in either full time or part time employment. With 10 parents preferring not to say what their employment status is.

This is supported by responses in the wider public consultation; 471 of those who responded to the consultation said they had children aged under 5 years and of this sample, 60% used childcare.

54% of parents who used childcare said it enabled them to work, with 19% stating they used childcare as they were planning on returning to work. A further 2% used childcare for support whilst training.

### **Household income**

85.7% of parents report they earn higher than £16,190 per year with 10 (14.2%) parents earning below this threshold. Anecdotally this is reflective of Uxbridge Early Years nursery, which currently has 2 children eligible for 2 year old funding. However, this does not appear to be reflective of Nestles where there 12 children attending who were eligible for the 2 year old funding entitlement.

### **Post Codes**

For all three nurseries, review of post code data showed that 71% of respondent's live within close proximity to the nurseries, sharing the initial first three digits of the post code. This was echoed in feedback to the consultation, where parents stated that they looked for childcare in close proximity to their home or place of work, or on route.

### **Children's Data**

The data is based on the cohort of children attending the nurseries in July 2023.

### **Age Analysis**

Children attending the nurseries are aged six months to four years of age. The largest of these age groups are the three and four year olds at 48% equating to 59 children. Although, a large proportion of children in this age group will leave in August ahead of starting in a school nursery or reception class, a higher proportion of children of this age remain. This is due to the number of spaces available for this age group, across the nurseries.

Two year olds make up 37% which equates to 45 children across the nurseries, with 17 children accessing childcare through the two year old offer scheme, with 12 of these children at Nestles Avenue.

Under twos are the smallest group of children attending the nurseries at 15% which

equates to 19 children across the service.

### **Gender**

There is a slightly higher proportion of male children attending across the Early Years service 52% (64) compared to 47.9 % (59) of female children.

### **Ethnicity**

The largest declared ethnic group varies at each nursery. For the children at Nestles Avenue children from an Asian/Asian British ethnic group are the majority at 45 % with a total of 58% of children from Black, Asian, and Mixed ethnic groups. A smaller percentage of children and 23.6% of children with White ethnicity which is reflective of the community the nursery serves.

South Ruislip and Uxbridge have 33% and 40% of children from a White ethnic group, with 36.6% and 55.2% of children with a BAME (Black, Asian, Mixed ethnic) heritage which is reflective of the communities the nurseries serve.

### **Disabilities**

Four children have a declared disability, which is a very small number of children, which is indicative of the young age of the children. However, some disabilities are not always evident early in a child's life, and included within the nursery cohort are those who are currently receiving help through the SEN support process, who may go on to receive diagnoses of long term conditions.

## **Consultation**

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓      NO       YES

A formal public consultation was open from 10 May – 30 July 2023; the Family Hub Network was commissioned to manage the consultation, to carry out a series of face-to-face events, and to analyse consultation responses. The consultation was two-fold inviting views on the draft Family Hubs strategy and options for the council's nurseries.

Resident and partner views were collated through an on-line survey on the council's website (paper copies were available) and 690 responses were received.

The consultation was promoted through a range of social media channels, and council department and partner newsletters, including an article in Hillingdon People. Opportunities were provided for face-to-face discussion at drop-in and information events at children's centres and libraries.

Parents using childcare at the council's nurseries were all offered the opportunity to participate in individual and group conversations with an external facilitator to share their views and opinions – 33 parents took up this opportunity.

Parents and partners were asked to rank options for the future provision of the council's nurseries in order of preference, with the responses received showing a consistent picture across all three nurseries.

Parents linked to all three nurseries said that their first preference was to keep the nurseries open, with 45% at Nestles, 48% at South Ruislip and 46% at Nestles Avenue. This was closely followed by a second preference of inviting an alternative provider to run the nursery provision instead of the council, at 36%, 34% and 35% respectively. The least popular option was to close the nurseries and redeploy staff to support children with SEND across the childcare sector.

Whilst no clear alternative option was put forward for consideration, parents were clear that they wanted the nursery provision to stay open and were both angry and frustrated at the perceived lack of transparency regarding the financial difficulties deficit and that they had not been involved or consulted on ways to reduce or manage this. Some questioned the council's business acumen, as a public sector organisation.

Others spoke of their distress upon hearing that the council had decided to close the nurseries, and although the decision was subsequently withdrawn, many said the stress had continued as the threat of closure had not ended.

### B.3) Provide any other information to consider as part of the assessment

#### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010)

#### Financial context - standard text

Since 2010, the Business Improvement Delivery (BID) Programme has driven transformation across the Council, reducing costs and improving efficiency to ensure that in an environment of increased expenditure from population growth and inflationary uplifts we continue to deliver high quality services that put residents first.

Hillingdon's approach to maintaining sound financial management ensures that our finances are in a robust position, and therefore the Council is well placed to respond to Government funding not increasing at the same pace as the combined impact of a growing demand for services and increased market forces. Our latest projections indicate that further savings of £35m will be required by 2026/27 to bridge the resulting budget gap.

In the Spring Budget of 2023, the Government announced plans to expand the Early Years Entitlements for children of working parents. Roll out of the new entitlement is occurring in phases:

- Phase 1: April 2024 – 15 hours of childcare over 38 weeks of the year made available to eligible parents of two-year-olds
- Phase 2: September 2024 – 15 hours over 38 weeks of the year made available to eligible parents of 9 month to 36-month-olds.

- Phase 3: September 2025 – 30 hours over 38 weeks of the year made available to eligible parents of 9 month to 36-month-olds.

Early indications from the DfE are that with the introduction of the new entitlements, demand for places in Hillingdon in April 2024 and September 2024 will exceed current supply; whilst the modelling does not yet take account of the amount of childcare use per child i.e. number of hours, officers are currently working to analyse the anticipated supply and demand, and it is expected that there will need to be further development of the market over the next 2 years to increase the supply of childcare available.

Putting the nurseries to the childcare market, and developing the capacity in the early years nurseries, should support the development of childcare places in Hayes, South Ruislip and Uxbridge and support parents to access the new free entitlements.

### C) Assessment

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

Equality Group	Impact on this group and actions you need to take
Women	<p>Based on the feedback through the survey and the public consultation, it is reasonable to conclude that women undertake a greater proportion of caring responsibilities when children are young.</p> <p>Furthermore many women using the early years nurseries for childcare, are in part-time or full time employment. Securing an alternative provider to deliver and expand the capacity for childcare at Nestles Avenue, South Ruislip and Uxbridge early years nurseries will provide continuation of service for the families using the nurseries and those living and working in the local community.</p> <p>As part of the extension to the childcare sufficiency duty, the council will work with childcare providers to extend and build on childcare provision available. The government aims to make childcare more affordable and is proposing to fund childcare places for working parents following parental leave from September 2024.</p>
Children with Disabilities	<p>The changes in the way the service is delivered could have a potentially negative impact on those with a special educational need or disability, as a change of nursery provider could impact upon their learning environment and may interrupt their daily routines.</p>

	<p>All early years settings have a duty under Foundation Stage Framework and Code of Practice for Special Educational Needs and Disabilities to provide an inclusive service and work with partner agencies to meet the needs of vulnerable children.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes and supported in the transition phase.</p>
Ethnicity	<p>Children and families from Black, Asian and mixed ethnic groups are disproportionately represented within the cohort at Nestles Avenue; however, the council intends to source an alternative provider from within the childcare market to ensure continuity of childcare in a familiar setting for children and families.</p> <p>We will carry out regular engagement activities with this group to ensure everyone is fully informed of the changes and supported in the transition phase.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
All	<ul style="list-style-type: none"> <li>• Enables the remodelling of the councils' children &amp; family wider offer that incorporates the locality model to provide families with support locally.</li> <li>• Promotes opportunities for local providers to increase capacity in the market and thereby supporting the sustainability of local providers to deliver childcare for families within the local communities.</li> <li>• Supports the development of childcare sufficiency in Hayes, South Ruislip and Uxbridge, in line with provision planning for the new early years entitlements.</li> <li>• Ensures ongoing support to providers in the market to develop quality, inclusive nursery provision.</li> <li>• Reduce budget pressures on the Council's General Fund by ceasing to directly deliver a service that is unable to operate within budget and generates an overspend year on year in excess of £500K.</li> </ul>

## D) Conclusions

We recognise the impact of changing a service for the families and communities who use and value it. Families have told us they value the nurseries, for the staff, the quality of care and their proximity to work and home. Some families have attended the nurseries for many years with multiple children; therefore, the impact of the seeking an alternative provider for the nurseries is not to be underestimated. It is acknowledged that some families may not want to transfer to a new provider on site

and may want to seek alternative options. Children and families will need to be supported through the transition process and communication will be key in ensuring families are kept informed throughout.

Should the proposal be agreed Children and Families will be fully supported throughout the transition process. Access to the Families information Service, and Inclusion Team will help support families in seeking alternative childcare places over the coming months as necessary.

**Signed and dated:** Claire Fry – 22/08/2023

**Name and position:** Assistant Director, Child and Family Support Services

This page is intentionally left blank



## OLDER PEOPLE'S PLAN UPDATE

<b>Cabinet Member(s)</b>	Councillor Ian Edwards Councillor Jane Palmer
<b>Cabinet Portfolio(s)</b>	Leader of the Council Health and Social Care
<b>Officer Contact(s)</b>	John Wheatley – Central Services Directorate
<b>Papers with report</b>	None

## HEADLINES

<b>Summary</b>	This report updates Cabinet on developments regarding services for older people and the Council's Older People's plan over the last year.
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	This report supports our ambition for residents / the Council of: Live active and healthy lives  This report supports our commitments to residents of: Safe and Strong Communities <ul style="list-style-type: none"> <li>• Council Strategy 2022-2026</li> <li>• Joint Health &amp; Wellbeing Strategy 2022-2025</li> <li>• Better Care Fund plan 2023 - 2025</li> </ul>
<b>Financial Cost</b>	There are no costs arising directly as a result of this report: services cited are covered through existing budget setting processes.
<b>Relevant Select Committee</b>	Health and Social Care Select Committee.
<b>Relevant Ward(s)</b>	All

## RECOMMENDATIONS

**That the Cabinet notes the activities underway across services and with partners to support older people in Hillingdon.**

### Reasons for recommendation

To provide Cabinet with oversight of activity particularly related to support for older people.

### **Alternative options considered / risk management**

The alternative would be not to receive a report or update on such services, this would not provide Cabinet with the direct oversight of such activity.

### **Democratic compliance / previous authority**

The last report to Cabinet on the Older People's plan was in July 2022.

### **Select Committee comments**

The Health and Social Care Select Committee reviewed the report at its meeting on 20<sup>th</sup> June 2023 and made no formal comments.

## **SUPPORTING INFORMATION**

### **Council Strategy 2022-2026**

1. In November 2022, the Council adopted a new Council Strategy 2022-2026 following consultation with residents and businesses in Hillingdon. The Strategy supersedes the Older People's Plan which coordinated support for older people provided by the Council and by voluntary sector partners and had been in place for over 15 years.
2. The new Council Strategy carries forward many of the actions contained within the Older People's Plan. Our vision for residents remains *Putting Residents First*. We will continue to engage with older residents and organisations that work with and represent older people, through partnership working and through engagement, including the regular Older People's Assembly.
3. The following ambitions contained in the new Council Strategy are particularly relevant to older people. We want all our residents to:
  - Live active and healthy lives
  - Be/feel safe from harm
  - Stay living independently for as long as they are able.
4. In addition, the new Strategy sets out the Council's commitments to residents including older people, it states that we will:
  - Work to keep residents safe from harm
  - Enable children, young people, their families and vulnerable people and older people to live healthy, active and independent lives.
  - Develop housing options for vulnerable adults and older people that promote active independent living.
  - Work with the NHS and other partners to continue to develop joined-up services to meet the health, care and support needs of residents in the community.
  - Work with partners to ensure better access to healthcare in the community.

- Explore ways to work innovatively with the voluntary sector to help improve health and wellbeing outcomes for residents.
- Improve digital access for all.

## Developing the Older Peoples Plan

5. To date the Hillingdon Older People's Plan has grouped activities under the following headings:
  - Safety and Security
  - Preventative Care
  - Keeping Independent and Healthy
  - Supporting Older People in the Community.
6. Many of the activities contained in the plan are ongoing and remain important parts of the offer for older people. We have included these in an assessment of activities under the seven commitments to residents (as in paragraph 4 above) within the new strategy and these are set out below, to form the basis of a revised forward looking Older People's Plan based on the Council's Strategy 2022-2026.
7. There are some elements of the former Older People's Plan that have now concluded. The free burglar alarm scheme operated successfully for 15 years and installed over 11,000 alarms in the homes of residents aged 65 and over. In recent years demand for the scheme reduced considerably, and our contractor decided to withdraw from providing the alarms. The scheme, therefore, closed to new applicants in February 2023. A process is in place to allow residents with existing systems to continue to maintain them through payment with a separate commercial provider. In addition, the programme of small grants for older people's groups to hold events during the summer and at Christmas, drew to a close after the last round of awards in December 2022. 21 groups applied for and received a grant to help provide Christmas lunches and/or parties for around 1,350 older people. £6.2k was awarded in total.
8. The Council Strategy commitments are:

### **Work to keep residents safe from harm**

- Trading Standards priorities include protecting vulnerable residents from rogue traders. Where an older resident is targeted by cold-callers Trading Standards will respond and intervene to ensure the trader provides the legally required calling-off periods and that they do not mislead residents over the work required on their properties.
- Tackling anti-social behaviour and substance misuse. A new Localities and Anti-Social Behaviour Team is being introduced which will provide a more community focussed response to issues affecting the quality of life in a local area and see the Council lead on developing plans which will tackle those problems.
- Working with the Police and other local organisations to promote Stronger Communities and tackle community tensions and hate crime. This includes delivering hate crime workshops to community groups, faith groups and local

voluntary organisations, promoting the Hate Crime Upstanders scheme and supporting the Hillingdon Inter-Faith network.

- Supporting the Age UK Trusted Traders Scheme vetting local traders on behalf of older residents. The scheme guarantees that traders have two references and proof of valid public/employer liability insurance.
- Promoting older people to join Neighbourhood Watch and OWL schemes to receive crime reduction advice and support.
- Providing public space CCTV across the Borough to deter crime and aid the identification of persons involved in crime or anti-social behaviour.
- Facilitating the Hillingdon Community Risk Multi-Agency Risk Assessment Conferences which brings together organisations from across the area to review the support being provided to people who may be at increased risk of harm. Support for vulnerable older people can be sought at these conferences and they are attended by Hillingdon Mind and Age UK so comprehensive support can be facilitated.

**Enable** children, young people, their families and **vulnerable people and older people to live healthy, active and independent lives.**

- Offering sport and physical activity programmes

Community based health campaign targeted at residents aged 55+; physical activity, planning for a healthy retirement, with links to social group activities. Implement the new Sport and Physical Activity Strategy 2023 – 2026 and focus on links to older people's activities such as walking football for men and women.

As part of the Council's Leisure Contract with our operator, Better, the Council continue to be able to offer residents aged 65 or over the opportunity to swim for free during any public swimming session. In addition to this they offer free swimming lessons for over 65's who are non or weak swimmers. The pools included are Highgrove Pool, Botwell Green Sports and Leisure Centre and Hillingdon Sports and Leisure Complex.

During 2022/23 a total of 30,018 visits were recorded for over 65's swimming sessions across the 3 pools. 56% were men and 44% were women. During the same period a total of 1,259 visits were recorded for swimming lessons.

- Dementia Cafes and support schemes (libraries and magic tables).

35 organisations are active members of the Hillingdon Dementia Action Alliance working together to make Hillingdon a Dementia friendly Borough. Hillingdon was awarded Dementia Friendly Community Status in 2018 and currently has ten venues accredited under the Mayor of London's Dementia Friendly Venue Charter. There are 261 residents actively engaged with the Council's Dementia Friendly Offer.

Residents living with dementia and their carers can access a range of 13 different free activities weekly offering 230 free spaces, including dementia friendly library

groups, a range of physical activities (golf, boccia, tennis, chair exercise and football). These offer an opportunity for social connectedness, and physical and cognitive activities. Feedback from residents has been overwhelmingly positive and there has been a self-reported increase in wellbeing, mobility and maintained cognitive function. Residents also report feeling less lonely and having friends they can connect with. In 2022/23 there were 62 new referrals made from the Memory Clinic, Alzheimer Society and Admiral nurses into the Council early intervention programme.

As well as the weekly programme there is a monthly disco offered at the Compass theatre and dementia friendly film screenings at the Beck theatre. Several trips have taken place this year including trips on Hillingdon canal boats, the bunker museum, theatre productions, London Zoo and more. These extra events offer opportunities for those residents with low mobility to take part as transport is offered to enable them to attend. A total of 690 people took part in these activities.

There are 7 Tovertafels in libraries. These are used as part of the dementia groups, with Care homes and the hospital Memory Service using them for their cognitive stimulation groups with residents living with dementia.

A new online dementia pathway has been introduced to enable residents to access information on services and activities relating to dementia from point of diagnosis to end of life. This online tool is now available on the Council website.

- Falls prevention

The Council has developed a Falls prevention education tool and a strength and balance programme. The Falls Toolkit is a guide to avoiding slips, trips and falls which was developed and distributed Borough-wide. This has been supported with a series of face-to-face workshops. There have been 25 postal requests for hardcopies of the falls toolkits with copies also distributed directly to residents through libraries. 101 residents have attended falls workshops from Jan to March 2023. A total of 2,250 toolkits have been distributed to residents across services including libraries, sheltered housing, extra care and social prescribing.

A new strength and balance programme has also been developed and launched from April 2023 with 6 sessions weekly across the Borough. There are currently 80 residents attending these sessions every week.

Exercise sessions were piloted at three sites including Triscott House, Grassy Meadows and the Burroughs. Overall, 35 residents attended. The sessions have identified that a more targeted seated exercise programme is more suitable to residents at these sites, and this will be reviewed further.

- Tea Dances

Dances restarted in September 2022. Between September 2022 and March 2023, 365 residents over 65 attended the tea dance in Uxbridge and 90 residents over 65 attended the Desi Dance at Botwell.

- Chairobics

Seated exercise classes for older people have been slowly building back to the numbers achieved pre pandemic. With 65% of libraries now at full capacity, we are now looking at how we can encourage movement between these classes and develop a new stream of exercise classes aimed at those able to do standing exercise. 16 sessions a week are held across 10 libraries. 2,149 residents attended sessions between September 2022 and March 2023.

81% of residents reported that their activity levels had increased because of the classes, and 85% of residents reported that the classes had improved their everyday lives.

- Walk Hillingdon programme

Between April and October 2022 there were 1,587 attendances (50% lower than pre-Covid), across 133 walks including 20 new routes. 3 new volunteer walk leaders were recruited.

- Brown Badge preferential parking scheme

The Brown Badge Older Person's parking scheme continues to be popular with residents.

Between October 2022 and March 2023 (inclusive), a total of 482 new Brown Badges were issued, along with 231 replacement badges where they had been lost or misplaced. During this period an average of 46% (247) of the Brown Badge applications were made using the online application system. There was a total of 13,723 active Brown Badge users on 31 March 2023.

Brown Badges are renewed in bulk every 3 years and during March 2023, renewals were issued to all active Brown Badge holders which are valid until 31 March 2026. A new Brown Badge database and application process is being developed to improve the service.

- Free Allotment scheme

The Council continues to carry out regular maintenance jobs, including repairing water leaks to troughs, repairs to fencing and gates along with any substantial waste being removed as required. The first borough wide communal area cut took place in July 2023.

There are currently 393 allotment plots allocated to over 65s and 112 allotment plots allocated to over 60s including those that are disabled and receive benefits on the concessionary rate.

The Chrysalis and Green Spaces team are working with Drayton Fencing to improve the Fencing at Stafford Road allotments by replacing the fence across two thirds of the site boundary as the old fence is not fit for purpose. This will prevent unauthorised access from members of the public and prevent wildlife from potential injury and from damaging plot holders' crops.

- Age UK Hillingdon services

Age UK Hillingdon has been able to deliver a range of services to enable older people to live healthy active and independent lives. These include information and advice, exercise and social classes, befriending and Good Neighbours and Trusted Traders schemes along with domiciliary support services.

From this programme of support:

- 5,634 residents have benefitted from information and advice and 2,973 with casework,
- 796 residents obtained benefits support, successfully claiming £1.3m in benefits,
- 412 participated in group activities,
- 310 from the Good Neighbours befriending scheme
- 343 from the Help at Home scheme and
- 701 from the Trusted Traders scheme.

### **Develop housing options for vulnerable adults and older people that promote active independent living**

- **Telecare:** This technology ranges from the traditional push button alarm to a variety of sensors and detectors that can help reduce risk and provide reassurance both to the older resident but also their relatives, especially those that may live far away. Older people are the main beneficiaries of this service. The availability of a response service delivered by the Reablement Team is particularly supportive to people who live on their own and means that they are less likely to suffer injuries or illnesses that can lead to hospitalisation or a decline in their overall health. It is free to over 75s in Hillingdon.
- **Community equipment:** The community equipment service supports residents with the provision of daily living aids ranging from raised toilet seats to electric profiling beds and hoists. The service also provides adaptations to residents' homes, e.g., grab rails by a door or a toilet and/or bath, valued up to £1k as well as door entry systems to facilitate authorised access to the homes of residents where the resident is unable to directly open their front door because of a

disability. There are currently 16,700 residents using this service and approximately 80% are older people.

- **Age UK Hillingdon Housing Options Service.** The service offers information, advice and practical support including on downsizing, moving into retirement housing or supported housing, or staying put with additional support put in place.
- **Homeshare Scheme** delivered by Age UK Hillingdon and 2 Generations. Homeshare is designed to help reduce isolation and improve wellbeing, it enables two unrelated people to share a home for mutual benefit. An older person with a spare room (Householder) is carefully matched with a person who needs low-cost accommodation (Sharer). In return for accommodation the Sharer gives the Householder 10 hours of their time each week as a combination of practical support and companionship such as light housework, cooking, shopping, gardening, help with computers and technology, or spending time together over a meal or a cup of tea. The presence of another person in the house, especially overnight, will also benefit the Householder and reassure their families.

**Work with the NHS and other partners to continue to develop joined-up services to meet the health, care and support needs of residents in the community.**

- **Neighbourhood working** - multi-agency teams working at a neighbourhood level, i.e., clusters of GP practices covering populations of around 50,000 people, proactively identify the top 2% of the population aged 18 and above most at risk of hospital admission and target support with the aim of preventing a loss of independence. Older people are the main beneficiaries of this approach. Social work teams are aligned to the neighbourhood working model.
- **End of life care** – a new coordination hub led by Harlington Hospice provides a single point of access to information, advice and support for people at end of life and those caring for them.
- **Carer Support** – The majority of people receiving unpaid care are aged 65 and above but most unpaid carers are aged between 25 and 64. Adult carers have the right to a carer's assessment to determine whether they meet the national eligibility criteria for Council funded support. However, the Council funds the Carer Support Service that provides a range of information, advice and support services to carers of all ages. This is currently provided by Carers Trust Hillingdon on behalf of a consortium of local voluntary and community organisations known as the Hillingdon Carers Partnership.
- The Council has contracted with Central North West London NHS Foundation Trust to provide an **Admiral Nurse service** which provides specialist advice and support to people living with dementia in the community and to their carers. Over recent years this service has supported on average 260 families averaging about 10 referrals a month.



## **Explore ways to work innovatively with the voluntary sector to help improve health and wellbeing outcomes for residents**

- Age UK assessment of “holistic” needs service: leading to more than 5,000 contacts and casework for over 3,000.
- Age UK financial health check service supporting access to benefits where entitled and advice in managing financial affairs, referral to debt advice.
- Age UK befriending scheme.
- Age UK social activities programme.
- Winter warm spaces programme.

## **Improve digital access for all**

- Digital access for all via libraries.

## **Financial Implications**

There are no direct financial implications arising from activities set out in the update on the older people's plan. All costs are covered in usual business planning and financial budgeting.

## **RESIDENT BENEFIT & CONSULTATION**

### **The benefit or impact upon Hillingdon residents, service users and communities?**

The Older People's plan sets out activities across services and with partners that support older residents, and these are set out under the commitments of the Council's Strategy (paragraph 8 above).

### **Consultation carried out or required**

The Council's strategy, which the Older People's plan delivers against, was widely consulted on before being adopted in 2022.

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting there are no direct financial implications associated with the recommendation included in this report.

### **Legal**

Legal Services confirm that there are no specific legal implications arising from this report. Whenever necessary legal advice is given in relation to specific issues as they arise to ensure that the Council always meets its legal obligations.

### **Comments from other relevant service areas**

The plan includes contributions from Public Health, Social Care, Green Spaces, Community Safety and from Age UK Hillingdon, Harrow and Brent.

## **BACKGROUND PAPERS**

NIL

## HILLINGDON'S YOUTH OFFER & DELIVERY MODEL

<b>Cabinet Member(s)</b>	Cllr Susan O'Brien
<b>Cabinet Portfolio(s)</b>	Cabinet Member for Childrens, Families and Education
<b>Officer Contact(s)</b>	Kat Wyatt, Childrens Services
<b>Papers with report</b>	Appendix 1 – Youth Offer Vision Appendix 2 – Online Consultation Questions Appendix 3 – Online Youth Survey Analysis Appendix 4 - Youth Offer Group Consultation Analysis

### HEADLINES

<b>Summary</b>	<p>The current Hillingdon Youth Offer is mainly a static, largely single-use buildings-based model that delivers a range of programmes and activities. The numbers of children and young people attending programmes have declined over time and it is therefore timely to revise and refresh the offer to residents. The proposed vision and offer is to have an integrated youth offer that aligns with wider early help and prevention arrangements to support all young people to reach their potential. The offer will be responsive to meet the ever-changing needs of children and young people.</p> <p>At the Cabinet meeting in March 2023, it was agreed to commence a public consultation on the proposed Youth Offer. The consultation took place from 3 April 2023 to 5 June 2023. This report to Cabinet presents the findings of the consultation. Cabinet is asked to note and consider the consultation responses, the recommended changes and approve the adoption of the Youth Offer.</p>
<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>This report supports our ambition for residents / the Council of: Live active and healthy lives Safe and strong communities</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
<b>Financial Cost</b>	The Youth Offer will be delivered within existing resources and achieve an identified £100k MTF saving.
<b>Select Committee</b>	Children's, Families and Education Select Committee.
<b>Relevant Ward(s)</b>	All

## RECOMMENDATIONS

### **That the Cabinet:**

- 1. Considers the findings and overall positive response from the consultation which has informed the final proposed Youth Offer for Hillingdon.**
- 2. Agrees to the implementation of a new Youth Offer and delivery model in Hillingdon as detailed in the Youth Offer Vision (Appendix 1).**

### **Reasons for recommendation**

The Youth Offer aligns with the Council Strategy 2022-2026 commitments to residents namely: safe and strong communities and; thriving, healthy households. It seeks to deliver a modern youth offer that meets the needs of young residents by providing accessible, contextually and culturally aware services. It has a clear focus on community engagement and providing opportunities for young residents to engage in a distinct educational process adapted across a variety of settings to support a young person's personal, social and educational development, to;

- explore their values, beliefs, ideas and issues.
- enable them to develop their voice, influence and place in society.
- acquire a set of practical or technical skills and competencies, to realise their full potential.

Following consultation, it is recommended Cabinet approve the new Youth Offer as set out in Appendix 1. The Youth Offer will ensure that the Council is able to meet the statutory requirement to provide sufficient youth services within the Borough (The Education Act, 1996).

### **Alternative options considered / risk management**

The development of the Youth Offer has been informed by the feedback from residents including our young residents and partners, alongside guidance from the National Youth Agency.

Continuing with the existing model of youth services in Hillingdon was not considered a viable option as Hillingdon Council would not be able to meet its duty to provide a sufficient level of services as detailed in legislation. The existing model of delivery does not provide a sufficient level of accessible educational and recreational leisure-time activities which are required for the improvement of children and young people's well-being. Without the provision of a robust Youth Offer children and young people are at increased risk of negative outcomes such as neglect and involvement in criminal activity which have direct life course consequences at an individual and societal level.

## Democratic compliance / previous authority

Cabinet is the relevant body in the Council's Constitution to make any decision in relation to such changes to council services.

The Youth Offer included a 9-week consultation period. The following timetable has been followed:

1. Consultation agreed at Cabinet – March 2023.
2. Consultation draft agreed with Cabinet Member for Children, Families and Education.
3. Public consultation period - 3 April 2023 to 5 June 2023.
4. Children, Families and Education Select Committee – 28 June 2023.
5. Cabinet consideration of consultation responses and to approve final youth offer – 14 September 2023.

## Select Committee comments

The Childrens, Families and Education Committee considered the proposed draft Youth Offer in January 2023 and again in June 2023, along with a summary of the consultation findings.

### Children Families & Education Select Committee – 28 June 2023

The Committee provided the following comments which have been agreed by the Chair and Opposition Lead:

*'The Committee welcomes the proposal of a modern, dynamic Youth Offer. The Committee particularly values the idea of a directory of services that is digitally enabled, ensuring that information will be easily accessible, leading to a greater awareness of opportunities available. Additionally, collaborative and partnership working will promote a hybrid model of delivery, making the best use of Council assets and facilities. To this end, the Committee wants to highlight the importance of appropriate geographical coverage and that all areas of the borough receive equality of provision, and awaits the final results of the consultation with interest.'*

## SUPPORTING INFORMATION

1. All Local Authorities have a statutory duty to secure educational and recreational leisure time activities and sufficient facilities for such activities. As young people spend 85% of their waking hours outside of the school-day each year, they need somewhere safe in their community, for socialising and for activities, supported by a trusted adult. This is comparable to local authorities securing sufficient school places, whether delivered directly, commissioned, funded or fulfilled by others, in that area. Youth work activities are purposeful, with outcomes to improve young people's well-being.
2. The new Youth Offer is in line with our commitment to relationship-based practice that is predicated on putting our young people at the centre of what we do and listening to them in co-producing services and solutions which has been highlighted in the recent consultation.
3. Delivering a comprehensive Youth Offer in Hillingdon cannot and should not be done by one agency alone. The Youth Offer aims to extend the principle of co-production to a wide range

of partner agencies, stakeholders and organisations that can work together to maximise funding opportunities, plan and jointly deliver a coherent borough wide youth offer.

4. A comprehensive directory of opportunities will be created and made available to children, young people, families and partner agencies in the borough which will provide young people with greater awareness and access to positive opportunities delivered by a range of organisations.
5. Following consultation, it is recommended Cabinet approve the new Youth Offer which is informed by the resident consultation, as set out in Appendix 1.

### **Financial Implications**

The existing Universal Youth Service will move away from a linear programme-based structure and have a single service with a flexible workforce that enables the service delivery to adapt to current and emerging needs. This will be undertaken within the current financial envelope whilst also delivering a £100K MTF saving.

## **RESIDENT BENEFIT & CONSULTATION**

The 2021 census highlighted a rise in the number of children aged under 15 in Hillingdon by 12.9%, with areas including Yeading and Hayes being the most densely populated. Similarly, data from the Holiday Activities Food Programme (HAF) demonstrates that the highest number of families in receipt of benefits related free school meals live predominantly in the South of the borough. The census also illuminated the increase in cultural diversity across Hillingdon with a rise of 8% in residents identifying as Asian and Asian British and decline of 12.4% of residents identifying as white. The data underpins the proposed new youth offer that seeks to deliver a locality based, contextually and culturally aware service to young residents' responsive to their needs.

The Youth Offer had a dedicated consultation webpage and the consultation was actively promoted on the Council's social media platforms with a total of 11 different posts as well as in the April Hillingdon People Extra Newsletter and the May/June edition of Hillingdon People. The consultation was promoted directly to partnerships, schools and community groups.

### **Website**

The online survey was publicly available on the council website with a dedicated consultation page [www.hillingdon.gov.uk/youth-offer-strategy](http://www.hillingdon.gov.uk/youth-offer-strategy) which had 273 page views.

### **Press Release**

There was a press release on 3 April 2023.

## Social Media

Social media was actively used to promote posts across a number of platforms.

Facebook	5 posts	9 likes	10 shares	101 clicks	4,888 reach
Twitter	3 posts	2 likes	7 retweets		
Instagram	3 posts	21 likes	6 shares to Instagram stories		

## E-newsletter

The consultation was publicised to residents in the April Hillingdon People Extra newsletter with 34,901 recipients, an open rate of 56 % and 40 clicks.

## Hillingdon People

The consultation was publicised in the May/June edition of Hillingdon People which was delivered to 120,000 homes between 18/05 - 02/06.

## Promotion to Partner Organisation and Residents Associations

The consultation was actively promoted to partner agencies operating in the borough including faith organisations, voluntary sector organisations, local businesses and all schools inviting completion and comments.

## Consultation

1. In March 2023 Cabinet approved a public consultation on the proposed youth offer which subsequently ran during the period 3 April 2023 to 5 June 2023. The consultation sought the views of residents, businesses, community groups and partner organisations.
2. The consultation consisted of an online survey that included 33 multiple choice questions, these can be seen in appendix 2. An analysis and summary of responses to the online youth survey can be found in appendix 3.
3. In addition to the online consultation, 14 facilitated consultation groups were held with children and young people, a summary of these responses can be seen in appendix 4.
4. The online consultation received 123 responses and 154 young people engaged in the consultation groups. The headlines of who responded and the feedback is set out below, with fuller details in appendices 3 and 4.
  - The majority of online responses (89) were directly from residents, with 24 being from someone attending an educational setting in the borough. The remainder were either from the voluntary sector (3), business community (3) or where someone was writing on behalf of a resident (4). The groupwork sessions were delivered across the borough and included children and young people already engaged in a youth programme such as;

Universal Youth Service including the Youth Council and Duke of Edinburgh's Award, Adolescent Development Services, Looked After-Childrens youth participation team, and those from external and voluntary organisations including Hillingdon Young Carers, Hillingdon Autistic Childrens Services, Hillingdon Police Cadets and Healthwatch Hillingdon.

- The majority of online respondents were in the 10-15 age range (41) followed by the 16-19 and 34-44 age brackets. There was a good response rate amongst young people both in the online survey and engaging in the consultation groups. Children and young people participating in the groupwork consultation ranged in age from 6 to 25 years. As with the online respondents the majority of children and young people taking part in the groupwork consultation were in the 10 – 15 age range.
- In relation to ethnicity the majority of the responses were from those with a White heritage at 49%. 17% of respondents were from an Asian British background with just under 10% being from a Black heritage or mixed-race heritage background. Looking at how this compares to the profile of communities within the wider borough – responses from White heritage were broadly on-par (49% response compared to 48% representation in the local community). Conversely there was an under-representation of Asian responses (the Asian community making up approx. 33% of Hillingdon residents). There was an over-representation of black or mixed race voices (with black heritage communities representing approx. 7.8% of Hillingdon's population and mixed race communities accounting for 4.4% of the population).
- In terms of disability, respondents were asked if they had a substantial physical or mental health condition which limited their day to day activities. 68% of respondents ticked no, 20% ticked yes with the remaining 14% preferring not to say. The percentage citing a disability is considerably higher than the overall population which is just over 6%.
- The highest number of respondents were from the HA4 postcode followed by UB8, UB4 and UB3. The overall postcode data demonstrates representative feedback from across the borough. Similarly, participants in the group consultation represented communities from across the borough however the majority children and young people were from the South of the borough.
- The bulk of the online respondents (57%) were not already a member of any Hillingdon Youth Services Programme. Of the remainder that were (43%) – programmes they were involved with included Scouts, Duke of Edinburgh and HACS.
- 51% of respondents to the online consultation had never attended a youth services programme with 14% attending at a frequency of once per month and 35% at least once a week. Those children and young people participating in the group consultation were all actively engaged in 'youth groups' across the borough.



- Respondents to the online survey reacted positively to the proposition of youth services being delivered from a variety of settings (parks, libraries, leisure centres, youth bus) with 58% suggesting they were more likely to attend with this being on offer. The majority of children and young people participating in the group consultations indicated that they wanted ‘young people’ focussed spaces – youth clubs, they stated that they would not mind travelling to a facility if the programmes on offer were of interest to them.
  - Respondents to the online consultation stated they would like to see more emotional health and wellbeing support, sporting activities, trips and excursions and outdoor education. Similarly, organised sports and outdoor activities were important to participants in the groupwork consultation as was the provision of holiday programmes.
  - 80% of respondents reacted positively to the proposition of offering more youth programmes and support online. Of the 20% who reacted negatively – reasons cited ranged from too many things being delivered online currently through to the need to bring young people together in a physical way to improve social skills. In contrast only 24% of the participants in the groupwork consultation cited digital/online support and programmes as their preferred delivery method which maybe reflective of their current engagement method.
  - According to the consultation, the council website is the most popular source for information on youth service provision (cited 50 times), followed by an internet search (cited 39 times). With 40 responses however, respondents also indicated that they did not know the best place to get information which concurs with feedback from the consultation groups with 47% of participants not aware of activities and services available to them. Responses support the need for an online, accessible directory of youth programmes that is easily accessible.
5. When considering all consultation responses collectively these indicated an overall positive agreement to the proposed Youth Offer. Inclusivity was a major theme that ran through a number of responses. When asked whether the new vision and delivery plan will help advance commitments made in this area – 51% responded yes, 13% responded no, with the remainder (36%) stating partly. Where respondents had answered no or partly comments referenced the need for programmes that support children with disabilities and additional needs such as SEN. These comments are being used to inform a wider piece of work regarding the delivery of targeted programmes.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting that the recommendation to agree to the implementation of a new Youth Offer in Hillingdon will enable the service to operate within the approved budget, which includes the delivery of the £100k saving built into the service as part of the 2023/24 budget approved by Cabinet and Council in February 2023.

### Legal

Pursuant to s507b Education Act 1996 local authorities must, so far as it is reasonably practicable, secure for young persons between the ages of 13 - 24 sufficient educational and recreational leisure-time activities which are for the improvement of their well-being, and sufficient facilities for such activities. The Cabinet Member must have regard to the consultation responses when making their decision. There are no legal implications arising from the recommendation set out within the report.

### Property

Property Services will give further advice on property implications in relation to youth centre sites when a decision on services at such sites is received.

### Comments from other relevant service areas

Where reports span across other service areas relevant services should be consulted and brief comments included here to support the recommendation.

## BACKGROUND PAPERS

- National Guidance for Local Authorities on Providing Youth Services – National Youth Agency  
[National guidance for local authorities on providing youth services updated – NYA](#)
- Education Act 1996, Section 507B  
[Education Act 1996 \(legislation.gov.uk\)](#)
- [Cabinet report – 23 March 2023](#)



## The Hillingdon Youth Offer Vision

This document provides an overview of the Hillingdon Youth Strategy. Once this approach is agreed, a comprehensive 5-year strategy will be developed to provide and encompass a youth offer that incorporates the voluntary and community sector, universal life skills and targeted services such as mental health. This strategy will focus on the way in which we will deliver our Youth Offer across the borough and it will have, at its centre the principle of co-production with children and young people. This will ensure that children and young people's voices are at the centre of what we do, will be informed of our commitment to relationship-based practice and will put our young residents first.

As part of the strategy, we will encourage engagement from across the youth sector in Hillingdon to ensure the breadth and scope of activities for young people in Hillingdon is promoted.

The Hillingdon Youth Offer will ensure the Local Authority's compliance with statutory guidance by ensuring sufficient youth service by using the National Youth Association (NYA) National Youth Work Curriculum as a framework for good practice.

### Vision

The vision that drives the Youth Strategy for Hillingdon is ***to support and enable young people to achieve their full potential***. Establishing an integrated Hillingdon Youth Offer, as part of wider early help and prevention arrangements is an integral part of implementing the strategy and supporting young people to reach their potential.

The Youth Offer will consist of a wide range of provisions and support for young people across the borough. A comprehensive directory of opportunities will provide young people with access to positive opportunities delivered by a range of organisations. The Youth Offer will provide a model of open access youth work whilst also delivering targeted support for young people that need additional help, including those on the cusp of statutory services.

Over the last decade, and especially over the last few years when the country responded to the COVID pandemic, the focus and interests of children and young people have changed. Their needs, social requirements and engagement methods with one another, as well as with professionals and communities has evolved. These changes, alongside a reduction in engagement with the traditional "drop in" style of Young People's Centres, have led to the need to modernise the Youth Offer in Hillingdon and to adapt the engagement mechanisms to match what our young people are telling us. This allows young people to engage with their peers in the best format that works for them.

We know what our young people are telling us from our regular interaction with them and, a 2021 survey of children and young people in Hillingdon showed that our young people want services that are accessible, close to where they live and spend recreational time, and that are informed by local community diversity needs. The vast majority of young people surveyed had never been to a Young People's Centre, and this highlights the deficits in the reach and attraction of building-based services to our young people. A residents consultation conducted in 2023 demonstrated support for the new Youth Offer encompassing a range of programmes across a variety of delivery locations and spaces promoting accessible opportunities for children and young people.

## **Approach**

Realigning the Hillingdon Adolescent Development and Universal Youth Services provides opportunities to create a modern, responsive and dynamic Youth Offer. This will be driven by co-production and informed by data to deliver a locality-based provision that is in line with what our young residents tell us. Young people told us they wanted services brought to them. This is achievable by utilising a detached and outreach delivery youth work model, building on the success of the Transporter bus, to engage with young people across the Borough where they live, learn and in their community to provide support to meet those young people's needs. This is complimented by a buildings-based offer utilising flexible assets in our communities including schools, sports facilities, community centres and community hubs.

By maximising opportunities to engage with young people in their spaces and chosen locations rather than static building places we support our young residents to have access to a wider range of services across the borough. At the same time this is in line with our approach of relationship-based practice that is predicated on putting the young people at the centre of what we do and listening to them in co-producing services and solutions.

Utilising delivery from the network of Community Hubs provides a unique environment to deliver locality based, accessible, community led youth work. This contemporaneous approach to youth work delivery enables more opportunities to engage and access a range of services including libraries, leisure centres, sports activities, arts etc. This is achieved in a way that is focussed on the young people, their needs and their community, supporting them to connect with organised activities that are meaningful to them.

The Covid-19 pandemic demonstrated the importance and power of the digital engagement with children and young people. Technology is a key communication tool for engaging with young people and has shown its potential in not only sharing information but also in the delivery of programmes, interventions and support. As part of the modernised Youth Offer in Hillingdon we are building on the learning of the last years, and we are ambitious in delivering a comprehensive digital option that will complement face-to-face youth work and reach young people wherever they are in the way they choose to engage. We believe this will make the Youth Service in Hillingdon more young people friendly and will provide both inclusivity and reach to this provision in the way young people want it and choose to access it and thus putting our young resident first.

The Youth Offer will have, as a delivery model an offer made up from a range of flexible provisions across the borough. These will be delivered in a way that is flexible, adaptable and efficient. Some examples are:

- Locality Facility based – community hubs, libraries, sports venues, schools
- Detached and street-based youth work - recreational areas, town centres, housing estates
- Outreach youth work - supporting children in centre activities
- Outdoor learning - bushcraft, water sports, outdoor adventure, camping
- Digital youth work - accessing information, youth work and targeted sessions, online opportunities educational development
- Other activities such as residential, social action, volunteering.

Delivering a comprehensive Youth Offer in Hillingdon cannot and should not be done by one agency alone. That is why we extend the principle of co-production to a wide range of partnership agencies, stakeholders and organisations that can work together to maximise funding opportunities, plan and co-deliver a coherent borough wide youth offer.

This engagement is underlined by our youth strategy that provides the framework for collaborative and coordinated work, including digital outreach.

## **Principles**

Underpinning our strategy are the following principles that inform both the planning and the delivery of our new, inclusive and comprehensive Youth Offer. The Youth Offer:

- is available to all young people in Hillingdon in places and ways of their choosing that are accessible, modern, and well resourced.
- values our young people's individual identities and promotes inclusivity for all.
- supports effective work in partnership with others, including young people to provide and enhance the Youth Offer.
- promotes early engagement with young people and provides opportunities for them to be the best version of themselves.

## Delivery Plan

The move to a locality based operating model is aligned with the Council's objectives and wider transformation of some frontline services. The service will be working in collaboration with other services across the Council to expand on this operating model to deliver more efficient services for our young residents. Robust data and analysis including the Joint Strategic Needs Assessment (JSNA) and the Index of Multiple Deprivation (IMD) will inform how resources are deployed to prioritise the delivery of services into neighbourhoods with the highest need.

The Universal Youth Service will move away from a programme-based structure and have a flexible workforce that enables the service delivery to adapt to current and emerging needs. Some core roles and staffing compliment will change, and workers will be directed to deliver programmes in accordance with demand. Currently the universal service delivers 13 sessions a week for the young people in the borough, this will be increased to 18 sessions a week in the locality teams. These sessions be in addition to the 11 specialist and accredited sessions available, enhancing the offer to 29 sessions a week (4 a day) available to young people every day of the week.

Delivery of the operating model will require changes to the current staffing structure due to the realignment of posts from across the Adolescent Development Service and Universal Youth Service. The new operating model proposes 19.75FTE across 38 posts which will encompass full-time, part-time and fractional hour posts to support the dynamic nature of delivery. The recruitment of a skilled, qualified, experienced and stable workforce will ensure the delivery of high-quality youth work provisions supported by the local authority and align with NYA practice standards. The staffing sufficiency levels represent the foundation for delivering quality youth work services, facilities and opportunities for volunteering across a range of providers necessary for community-based youth work to flourish. It aligns with the Stronger Families model working with a focus of early intervention and prevention whilst also providing a democratically accountable community base that reflects the needs of communities, ensuring access to quality youth work at a neighbourhood level.

Alongside a more efficient operating model and delivery of existing MTF saving, the new operating model will improve access to youth work provision and the delivery model will ensure facilities used are within our communities, moving away from purpose built young people's centre in each area and to a model of co-location and use of community assets and facilities. The detail for each locality is shown in the Appendix 1.

## Appendix 1

Based on the analysis of footfall in the youth centres, three centres (Northwood, Charville and South Ruislip) are not situated in places that are accessible to young residents. In addition, the delivery of programmes from Fountains Mills is already being relocated to a more suitable and accessible space in the Uxbridge family hub thus demonstrating the model of hybrid delivery from a multi-use space combined with outreach in localities and locations where young people choose to engage.

Location	Current Delivery Space	Proposed Delivery Space
<b>Northwood</b>	Northwood Young Peoples Centre <i>has been closed since 2017 due to extensive internal damage from rising damp.</i>	Detached Youth Work Bus Outreach Youth Work Northwood School Haydon School Primary Schools
<b>Ruislip</b>	Ruislip Young Peoples Centre	Community Hub Detached Youth Work Bus Outreach Youth Work Ruislip High School Primary Schools
<b>Uxbridge</b>	Fountains Mill Young Peoples Centre <i>services are gradually being relocated due to health and safety concerns regarding the building.</i>	Uxbridge Family Hub Learn Hillingdon Brunel University Hillingdon Sports and Leisure Complex Uxbridge College Campus Primary Schools Detached Youth Work Bus Outreach Youth Work
<b>South Ruislip</b>	South Ruislip Young Peoples Centre <i>location not accessible to young residents – low footfall</i>	Community Hub Goals Football Primary Schools Detached Youth Work Bus Outreach Youth Work
<b>Charville</b>	*Charville Young Peoples Centre <i>location not accessible to young residents – low footfall</i>	Charville Community Centre Primary Schools Outreach Youth Work Detached Youth Work Bus
<b>West Drayton</b>	Detached Youth Work Bus	West Drayton Leisure Centre - Community Hub Yiewsley Library P3 Navigator Community Hub Com Cafe Primary Schools Detached Youth Work Bus Outreach Youth Work

<b>Hayes</b>	Harlington Young Peoples Centre	Harlington Young Peoples Centre Uxbridge College Hayes Campus Wakely Centre Botwell Complex Community Hub Primary Schools Detached Youth Work Bus Outreach Youth Work
<b>Harefield</b>	Detached Youth Work Bus	Detached Youth Work Bus Community Hub Primary Schools Outreach Youth Work
<b>Detached Mobile Bus provision</b>	The Transporter Bus 1	The Transporter 1 The Transporter 2 Outreach Youth Work



## Appendix 2 - Youth Offer Strategy Consultation 2023



Your views are important to us.

Please complete the survey to have your say on the Council's Draft Youth Offer Strategy. The survey will take about 10 minutes to complete and is anonymous.

1. In what capacity are you responding to this consultation?

- As a Hillingdon resident
- On behalf of a Hillingdon resident
- As someone who attends school or college in Hillingdon
- On behalf of a local business (please specify below)
- On behalf of a community or voluntary group (please specify below)

2. If responding on behalf of a local business, community group or organisation and are happy to be identified please provide full details below.

3. Are you currently a member of any Hillingdon Youth Services programme?

For example, a drop in session at a Young Peoples Centre, Duke of Edinburgh or Youth Council.

- Yes
- No

4. If yes, please tell us which programme?

5. If no, please tell us why?

## The visits

Please tell us about your visits and attendance to the youth service programmes.

6. How often do you attend a Hillingdon Youth Services programme?

- Once a week
- More than once a week
- Monthly
- Never

7. In the last 12 months have you visited any of Hillingdon Young Peoples Centres to engage with a youth services programme?

- Yes
- No

8. If yes, please tell us which of the following you have visited (tick all that apply).

- South Ruislip
- Ruislip
- Charville
- Harlington
- Fountains Mill

9. If you do not use youth centres, what are the reasons? (tick all that apply)

- There isn't one near where I live
- There isn't anything going on that interests me
- I don't want to go to a youth centre
- I'm frightened of going
- None of my friends go
- I access the services and activities I need elsewhere
- Other

10. What kind of activities, events or support did you access through the youth centres you have visited in the last 12 months?

- None
- Arts and crafts
- Duke of Edinburgh Awards
- General advice and guidance
- Music activities
- Outdoor activities
- Somewhere to hang out with friends
- Sport activities
- Trips/excursions/holidays
- Youth worker to talk to
- Other

11. Is there anything NOT currently on offer through the youth centres that you would like to be available? (tick all that apply)

- Everything I need is available
- I am not sure of what else I would like to be available
- Duke of Edinburgh Award
- Emotional and mental health support
- General advice and guidance
- Music activities
- Outdoor education
- Specific issue groups (e.g. LGBT, Young Carers)
- Somewhere to hang out with friends
- Sport activities
- Trips/excursions/holidays
- Youth worker to talk to
- Other

12. Do you think young people would be more likely to engage if youth programmes are delivered in a range of spaces like parks, libraries, leisure centres, and from a purpose built mobile bus?

- Yes
- No
- Maybe

13. If you answered no or maybe to the above question, please tell us why?

## The Vision

The Youth Offer vision proposes a number of provisions to support and enable young people to achieve their full potential.

14. Please select which you feel is the most important to you. (1 = most and 5 = least)

	1	2	3	4	5
<b>Locality Facility based –</b> community hubs, libraries, sports venues, schools	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Detached and street- based youth work -</b> recreational areas, town centres, housing estates	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Outreach youth work -</b> supporting children in centre activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Outdoor learning -</b> bushcraft, water sports, outdoor adventure, camping	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Digital youth work -</b> accessing information, youth work and targeted sessions, online opportunities educational development	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
<b>Other activities</b> such as residential, social action, volunteering	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

15. Do you think that the proposed youth offer demonstrates this vision?

- Yes
- No
- Partly

16. If you answered no or partly to the above question, please tell us why?

17. As part of the vision, we are looking to increase the amount of access young people have to youth programmes and information online in a safe and secure way.

Do you think that this is a good idea?

- Yes
- No

18. If you answered no to the above question, please tell us why?

19. As part of the youth offer we want to ensure young people know about all the programmes available and make sure that there are programmes for everyone to enjoy in Hillingdon.

Which of the following are most important to you **(1 = most and 5 = least)**

	1	2	3	4	5
Uniformed groups (Scouts, Girl Guides, Air Cadets etc)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organised sports activities (Football, Cricket, Swimming clubs etc)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organised Music and Drama (Com pass Theatre etc)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Drop-in sessions where anyone can attend	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Book on youth sessions such as sports, arts and crafts, personal development, healthy living, music	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Specific sessions on skills development such as cooking, managing money, study skills.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Outdoor activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Trips and residentials	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
School holiday programmes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Groups that provide volunteering opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

20. The youth offer in Hillingdon is to be inclusive to all young people who live or learn in Hillingdon. Do you feel that the proposed vision and delivery plan will help to achieve this?

- Yes
- No
- partly

21. If you answered no or partly to the above question, please tell us why?

22. Where would you go to find out about what youth programmes are currently operating in Hillingdon?

- Council website
- Internet search
- Downloaded app
- I would not know where to look
- Other

23. Ensuring that young people are at the centre of the youth offer is extremely important.

How do you feel we could best do this? Please tick all that apply.

- Surveys via social media
- Participation groups for young people to share their views
- Young people being part of local youth work planning teams
- Other

## The Principles

Underpinning our strategy are the following four principles listed below, that inform both the planning and the delivery of our new, inclusive and comprehensive Youth Offer.

24. Do you feel that these principles reflect what young people accessing youth services in Hillingdon want?

	Yes	No	Partly
The offer is available to all young people in Hillingdon in places and ways of their choosing that are accessible, modern, and well resourced.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The offer values our young people's individual identities and promotes inclusivity for all.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The offer supports effective work in partnership with others, including young people to provide and enhance the Youth Offer.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The offer promotes early engagement with young people and provides opportunities for them to be the best version of themselves.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

25. If you answered no or partly to the above question, please tell us why?



## About you

We want to make sure that the views from a wide range of people have been considered as part of this consultation. The responses you provide are anonymous and confidential. The information you provide will only be used for monitoring purposes.

26. Are you?

- Male
- Female
- Prefer not to say
- Other

27. Which age range do you belong to?

- Under 10
- 10-15
- 16-19
- 20-25
- 26-34
- 35-44
- 45-54
- 55-64
- 65+

28. To help us ensure we understand your experience based on where you live, please provide your postcode.

- HA4
- HA5
- HA6
- UB3
- UB4
- UB5
- UB6
- UB7
- UB8
- UB9
- UB10
- TW6
- TW19
- WD3
- Other

29. To help us ensure we understand your experience based on where you live, please provide your postcode.

- HA4
- HA5
- HA6
- UB3
- UB4
- UB5
- UB6
- UB7
- UB8
- UB9
- UB10
- TW6
- TW19
- WD3
- Other

30. Which of the following best describes your sexual orientation?

- Bisexual
- Gay
- Lesbian
- Straight/heterosexual
- Prefer not to say
- Other

31. Which group best describes your ethnicity?

- Asian or Asian British ethnic group or background** (Indian, Pakistani, Bangladeshi, Chinese or any other Asian Background)
- Black, Black British, Caribbean, or African ethnic group or background** (Caribbean, African, any other Black, Black British, Caribbean or African)
- Mixed or multiple ethnic group or background** (White and Black Caribbean, White and Black African, White and Asian, any other mixed or multiple background)
- White group or background** (English, Welsh, Scottish, Northern Irish or British Irish, Gypsy, Irish Traveller, Roma, any other Traveller background, any other White)
- Other ethnic group or background** (Arab, any other ethnic group) Prefer not to say

32. Do you have a disability? A physical or mental illness or condition that has a substantial and long-term effect on your ability to carry out normal day to day activities.

- Yes
- No
- Prefer not to say

33. Do you have any **special educational needs**?

- Yes
- No
- Prefer not to say

This page is intentionally left blank

## Appendix 3 - Online Youth Survey Analysis - Summary of online responses

### Overview

This paper provides a summary of the Youth Offer Strategy Consultation by Hillingdon during the period 03.04.23 to 05.06.23.

### Methodology

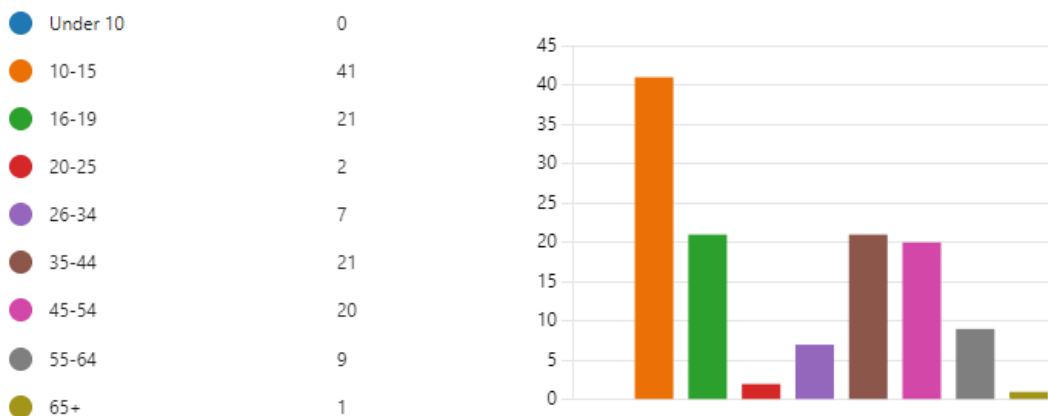
The methodology used was an online survey carried via the council’s website. The survey was distributed via social media.

### Who Responded?

- There were a total of 123 responses. 89 were directly from residents, 24 were from someone attending an educational setting in the borough. The remainder were either from the voluntary sector (3), business community (3) or where someone was writing on behalf of a resident (4).
- 57% of respondents were female 36% were male. The remainder chose not to disclose their gender.

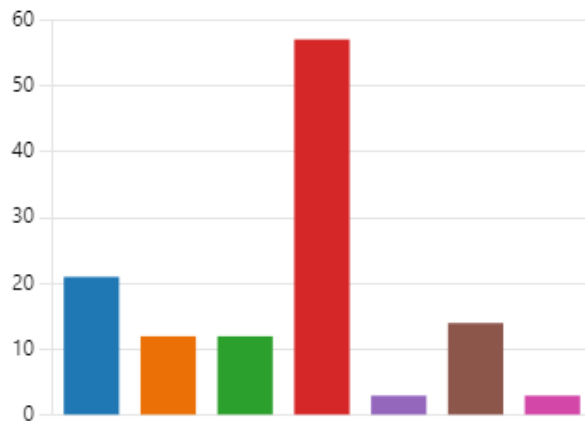


- The majority of respondents were from the 10-15 age-range.



- Looking at Ethnicity and Disability. The majority of the responses were from those with a White heritage at 49%. 17% of respondents were from an Asian British background with just under 10% being from a Black heritage or mixed-race heritage background.
- Looking at how this compares to the profile of communities within the wider borough – responses from White heritage were broadly on-par (49% response compared to 48% representation in the local community). Conversely there was an under-representation of Asian responses (the Asian community making up approx. 33% of Hillingdon residents). There was an over-representation of black or mixed race voices (with black heritage communities representing approx. 7.8% of Hillingdon’s population and mixed race communities accounting for 4.4% of the population).

● Asian or Asian British ethnic g...	21
● Black, Black British, Caribbean...	12
● Mixed or multiple ethnic grou...	12
● White group or background (E...	57
● Other ethnic group or backgr...	3
● Prefer not to say	14
● Other	3

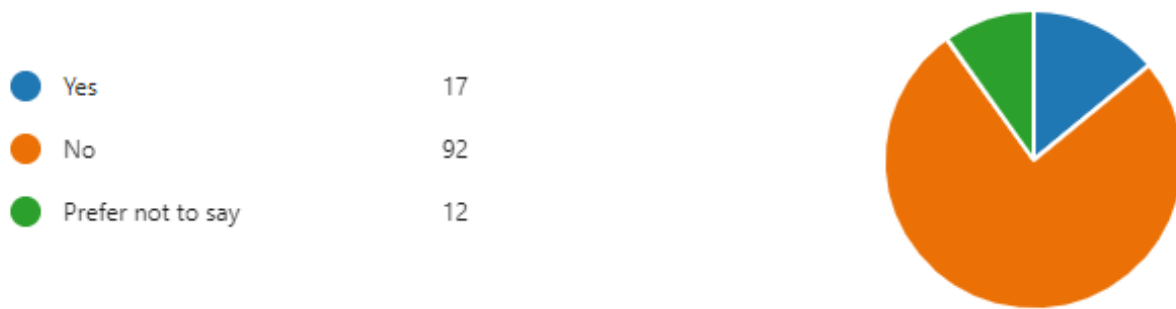


- 68% of respondents stated that they did not have a substantial physical or mental health condition which limited their day to day activities, 20% ticked yes with the remaining 14% preferring not to say. The percentage citing a disability is considerably higher than the overall population which is just over 6%.

● Yes	25
● No	84
● Prefer not to say	14



- 14% of respondents stated that they had Special Educational Needs, 75% stated that they did not with the remainder of respondents referring not to say. Based on locally held data from the SEND team – approximately 10.1% of the school-aged population has a SEND need.



Headline findings were as follows:

- The majority of respondents (57%) stated that they were not a member of any Hillingdon Youth Services or programmes. 43% of the respondents stated that they were involved with other Youth services and programmes these included; Scouts, Duke of Edinburgh's Award and HACCS.
- Of those respondents who stated they were not involved with or a member of Hillingdon Youth Services or programmes 30 cited not being aware of the services on offer or stated that services weren't marketed well enough.
- 35% of respondents indicated that they attended a youth services programme at least once per week. 14% cited participation frequency as being once per month, the remaining 51% stated that they had never attended.
- Looking over a more longitudinal basis – the survey asked respondents whether they had attended any youth centres over the last year. 32% responded in the affirmative with the remainder stating no.
- Harlington Young Peoples Centre was cited by the most respondents 28%, Next most popular centres were Ruislip Young Peoples Centre 23% and Fountains Mill Young Peoples Centre and South Ruislip Young Peoples Centres both cited by 21% of respondents. Only 7% of respondents stating that they had used Charville Young Peoples Centre.
- When asked which activities, support or events they had attended – the bulk cited none (cited 48 times)– however this was accompanied by a relatively high response for 'hanging around with friends' (cited 25 times). This suggests youth centres are a popular place to socialise if not to undertake a specific activity. Of those respondents that did cite an activity or support reason, accessing a youth worker proved the most popular (cited 21 times), followed by sporting activities (cited 21 times) and participation in the Duke of Edinburgh awards (cited 19 times).
- Respondents were asked what activities not currently on offer they would like to see, most popular responses were emotional and mental health support, sporting activities, trips and excursions and outdoor education.
- Of those respondents that stated that they did not attend 19 cited issues with location (a centre not being close by) 16 cited lack of interesting activities with 14 citing being afraid to attend.
- Respondents reacted positively to the proposition of youth services being delivered from a variety of settings (parks, libraries, leisure centres, youth bus) with 58% suggesting they were more likely to attend a more hybrid youth offer.

- Reasons from respondents who answered no (19%) or maybe (23%) to not attending a youth club included anxiety about attending the new setting, especially if it was far away or where friends weren't attending. A number of responses also highlighted difficulties for children with additional needs attending, indicating that the unfamiliar setting would be unsettling or that there would be concerns about sufficiently trained staff being on hand.
- 80% of respondents reacted positively to the proposition of offering more youth programmes and support online. Of the 20% who reacted negatively reasons cited included that too many things are being delivered online currently and young people need to be together in a physical way to improve social skills.
- When parents and carers were asked what type of offer they wanted to the top three answers were:
  - Drop-in sessions accessible for everyone
  - Organised sports
  - School holiday programmes
- Inclusivity is a major theme that ran through a number of responses. When asked whether the new vision and delivery plan would help advance commitments made in this area 51% responded yes, 13% responded no, with the remainder (36%) stating partly.
- Respondents who did not see the new vision supporting inclusivity offered the following comments :
  - *One of my children is autistic and also has a diagnosis of ADHD. Reading through the proposal, I did not see how he can be supported in the groups/clubs. It needs to be stated clearly for parents of children with SEN.*
  - *Autistic young people have social anxiety. The groups for autistic people are all for young people with learning difficulties. Not enough for the very able young people who find it hard to mix.*
  - *Not all youth centres are in a locality of everyone in the borough e.g someone from north of the borough might have to travel far for these activities being provided*
  - *Because everything the council seem to offer us for children with parents who don't work or have a disability. There is NOTHING in place for children with working parents and haven't got a disability. Events etc should be for ALL children not just cherry picked because they are deemed worse off.*



- *Would special need children get the 1 to 1 support they need to keep them safe? As with mainstream you need less staff but with special needs you need to offer more qualified ones.*
- *It is important that clubs are inclusive to all but Hillingdon should also expand their youth offer for children and young people's needs as significantly complex where specialist youth activities needs to be available. Currently this offer is so limited parents are looking for support outside of the borough.*
- *My mum showed me this questionnaire. Young people don't use Facebook or rarely visit Hillingdon Council website. How do you want to engage with us, if you don't know where to look for us? Youth Centres are not advertised enough. We don't know what they have on offer. I didn't know that one of it is in Ruislip. For me YC= young people, who are in gangs or have family problems. YC sounds boring.*
- *I don't know if young people have been involved in developing this, this survey doesn't seem to be aimed at them it's too long and the offer is very confused and confusing for an adult like me so I don't think its very user friendly for kids. Lots of the ideas aren't explained properly. Why are you talking about uniformed organisations? My son was a cub but that wasn't anything to do with the council. You talk about localities but the club in Uxbridge has closed with nothing to replace it - I've been told he can go to the Family Hub but there are only 2 session a week (not for my sons age group) otherwise I've got to get him to Hayes or Ruislip, I don't have a car so neither is possible that's not an improvement that's just cuts.*
- According to the survey, the council website is the most popular source for information on youth service provision (cited 50 times), followed by an internet search (cited 39 times). Within 40 responses however, respondents also indicated that they did not know the best place to get information. This ties in with other findings around the ostensible.
- Finally, when asked how young people could be engaged better the most popular suggestions included them being part of local participation groups for young people and through online surveys.

This page is intentionally left blank

### Youth Offer Groupwork Consultation Analysis – Summary of responses made during group consultation with children and young people April - May 2023

#### Overview

This paper provides a summary of the Youth Offer Groupwork Consultation carried out during April and May 2023 detailing the views, experiences, and ideas of a representative sample of children and young people across Hillingdon in reference to the proposed new Youth Offer.

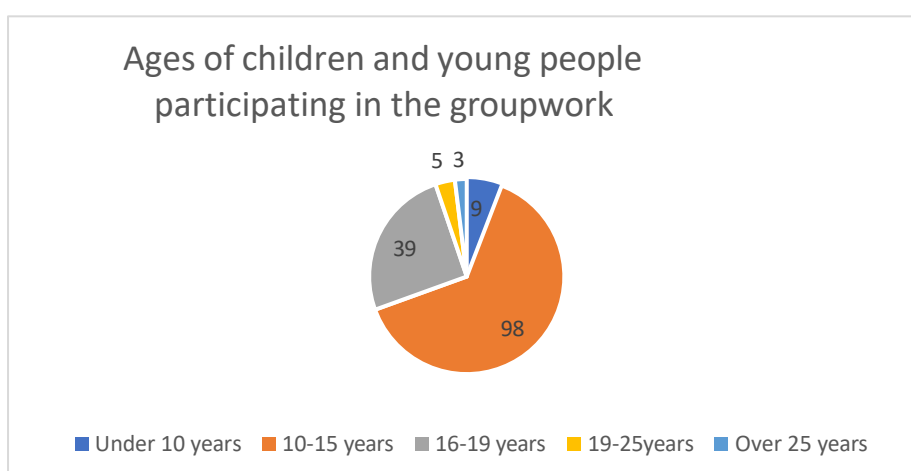
#### Methodology

During April and May 2023, a total of 14 groupwork consultation sessions were led by the Universal Youth Service team and 154 children aged 6 – 18 and young people aged 19 – 25 participated. The groupwork sessions were delivered across the borough and included children and young people already engaged in a youth programme such as; Universal Youth Service including the Youth Council and Duke of Edinburgh’s Award, Adolescent Development Services, Looked After-Childrens youth participation team, and those from external and voluntary organisations including Hillingdon Young Carers, Hillingdon Autistic Childrens Services, Hillingdon Police Cadets and Healthwatch Hillingdon.

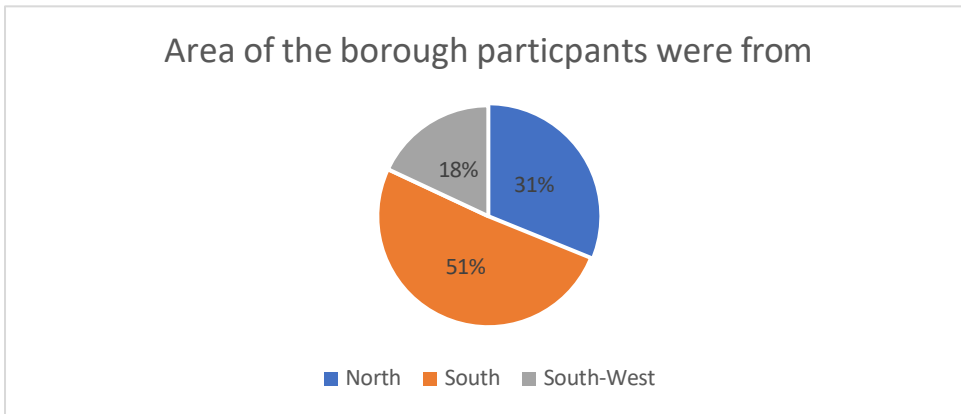
Children and young people were given the opportunity to share their views on the proposed Youth Offer through well facilitated, structured groupwork sessions with processes designed to initiate discussion and offer the opportunity to contribute and comment. The groupwork consultation provided an opportunity to hear from children and young people already engaged in youth services to hear their views.

#### Engagement

- A total of 154 children and young people living or educated in the London Borough of Hillingdon participated in the groupwork consultation.
- Children and young people participating ranged in age from 6 years to 25 years old the majority of participants were from the 10 – 15 age range.

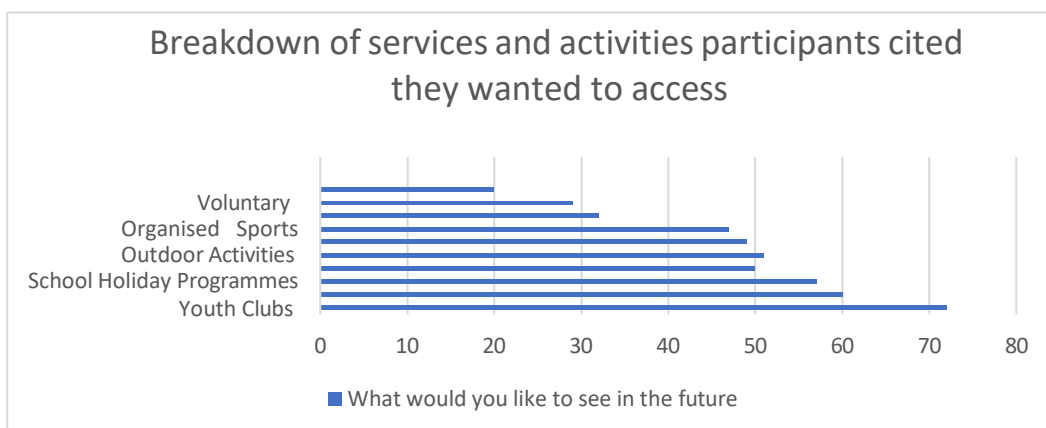
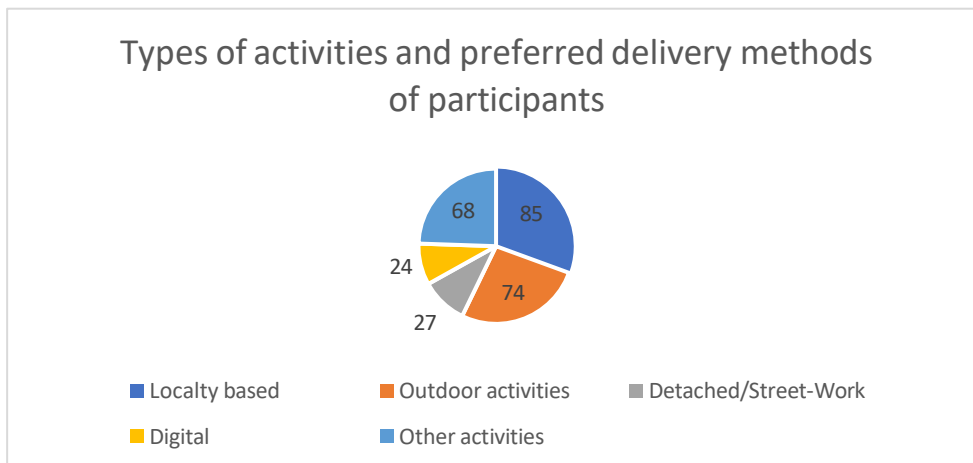


- The majority of children and young people who participated in the group consultations were from the South of the borough.

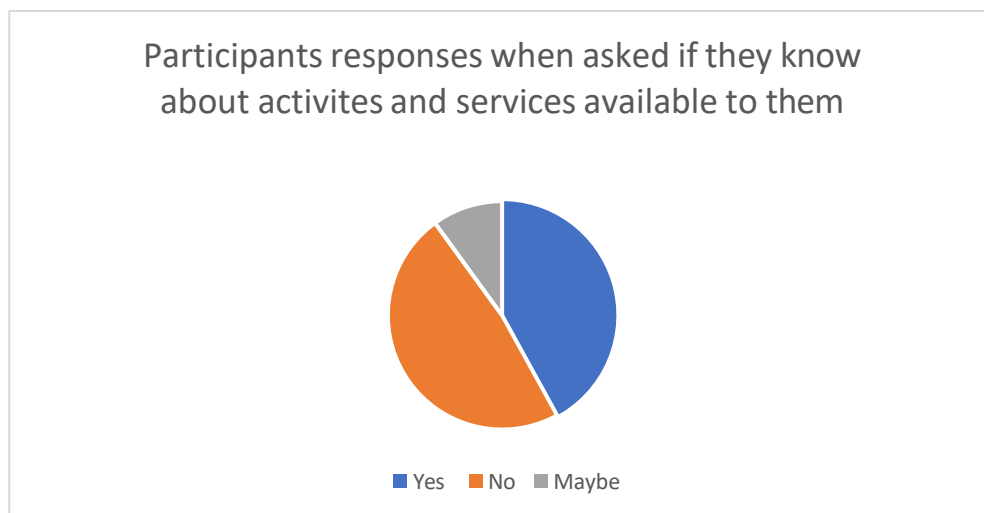


### Headline Responses

- When asked to prioritise in order of importance their preferred delivery method the majority of participants stated they wanted locality-based delivery of activities and services with youth clubs cited as the preferred delivery space. Participants felt access to a youth club gave them a safe place to go to and felt it important to be able to talk to a youth worker for support, advice and guidance.



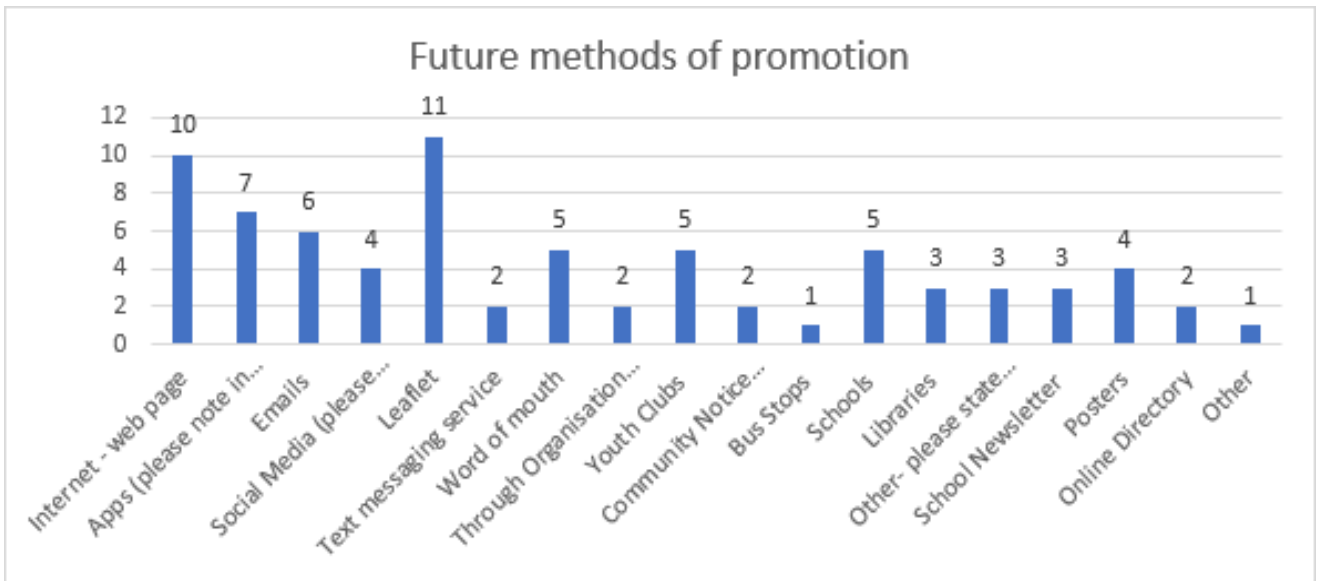
- Participants stated that they would like to access activities and clubs in Hillingdon. They would like youth clubs local to where they live, near their school or easy to get to on public transport they indicated they want access to a range of services and activities. Children and young people stated they wanted spaces that are inviting for young people. Most of those who participated stated that they would not mind travelling to a youth club if it had the facilities and programmes that were of interest to them.
- Through the consultation sessions young people stated that they would like a youth centre provision in Uxbridge town centre and reflected positively about Fountains Mill as a venue. Participants felt that there was some learning from the Uxbridge Family Hub and wanted venues which had outdoor spaces and where shared spaces were inclusive to young people of all ages. Participants stated that they came to youth clubs to meet their friends, make new friends, learn new skills and knowledge.
- A high number of participants wanted access to outdoor activities.
- Detached/Outreach street work appeared to be misunderstood and was not a popular delivery method amongst these participants which could be a reflection of the current delivery model not having these components.
- It was evident throughout the group consultations that the majority of children and young people participating were unaware of what services are available to them across the borough. When asked if they were aware of activities and services for them 47% said that they were not aware of activities and services available to them.



One of the quotes from the children and young people regarding knowing about which activities and services are available to them and where:

***“We need information, if we don’t know about it, we can’t turn up”***

- Participants were asked how they would like activities and services to be promoted and where they would look to see what was on in their area and they offered the following responses.



- The use of the internet was highlighted by participants was a key form of visibility regarding services which was supported by the use of an app. Leaflets were also noted as a form of service promotion.

## OPTIONS FOR FUTURE OWNERSHIP AND OPERATIONS OF UXBRIDGE GOLF COURSE AND HASTE HILL GOLF COURSE

<b>Cabinet Member(s)</b>	Councillor Jonathan Bianco Councillor Eddie Lavery
<b>Cabinet Portfolio(s)</b>	Cabinet Member for Property, Highways & Transport Cabinet Member for Residents' Service
<b>Officer Contact(s)</b>	James Raven, Place Directorate
<b>Papers with report</b>	None

### HEADLINES

<b>Summary</b>	The report seeks Cabinet approval to commence considering options for the future ownership and operations of Uxbridge Golf Course and Haste Hill Golf Course, and for a future Cabinet report to be submitted for a decision on which option to implement.
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	This report supports our ambition for residents / the Council of: Enjoy access to green spaces, leisure activities, culture and arts  This report supports our commitments to residents of: A Thriving Economy
<b>Financial Cost</b>	Internal legal and surveying fees will also be incurred as part of the options consideration process, this work will be carried out by existing resources within the Council's Property services team.
<b>Relevant Select Committee</b>	Residents' Services
<b>Relevant Ward(s)</b>	Uxbridge Golf Course - Ickenham and South Harefield Haste Hill Golf Course - Northwood

## RECOMMENDATION

**That the Cabinet authorises the Corporate Director of Place to consider options for the future ownership and operations of the Uxbridge Golf Course and Haste Hill Golf Course, to be undertaken by officers of the Property Services Team, and to bring forward a report to a future Cabinet meeting to consider these and any recommendations for a decision.**

### Reasons for recommendation

Both Uxbridge Golf Course and Haste Hill Golf Course are currently operating at a substantial loss, despite fees having recently been increased. In the last financial year, the two golf courses combined required a subsidy of £130k. This report seeks Cabinet authority to explore and consider future options for the sites and to bring forward a future report to consider final recommendations for a decision. The options appraisal will be undertaken by Property Services Team.

### Essential and Proposed Costs

There are a number of essential and further proposed costs relating to the golf courses, to ensure that standards are maintained, to continue to run in a manner expected by customers and to continue receiving customers.

### Uxbridge Golf Course



UXBRIDGE GOLF COURSE – AERIAL VIEW



The following essential works would be a minimum investment to allow the course to trade to its optimum level and maintain its competitive position. These would involve irrigation and drainage improvement works at a cost of circa £530,000.

To further enhance the golf offer, the following proposed changes should be considered; construction of a new putting green, the development of a new short game area, the installation of an indoor video swing studio, extension to the car park, and relocation of the greenkeepers compound. This would require a total investment of circa £880,000.

Further down the line, in order to bring the golf course to similar levels to others, there would need to be improvements to the bunkers and tees on all twelve holes (all at further currently unquantified costs).

### **Haste Hill Golf Course**



**HASTE HILL GOLF COURSE – AERIAL VIEW**

The following essential works would be a minimum investment to allow the course to trade to its optimum level and maintain its competitive position. These would involve irrigation and drainage improvement works and improvements to the greenkeepers compound at a cost of circa £700,000.

Further development and improvements are required to the irrigation system and improvements to the bunkers and tees on all 18 holes, with some new greens being constructed to resolve safety issues. These proposed additional changes would be delivered at a further cost of circa £697,000.

To further enhance the golf offer, the following proposed changes would be beneficial; a new putting green, new short game area at the installation of a Golf Pod and an extension to the car park (all at further currently unquantified costs).

### **Current options being explored**

In 2013, the Council commissioned a feasibility study into the demand for golf at Uxbridge Golf Course. In 2021 the Council commissioned an update to the original study and included all the Council Golf facilities to inform the options.

The 2021 Feasibility Study states that the Council has a number of options:

#### Current Option 1

Run the golf as a division with golf course budgets, business plans and captain programmes, spending the money required to move courses to a 12-month season with appropriate conditioning, correct levels of staffing, with proper marketing and pricing.

#### Current Option 2

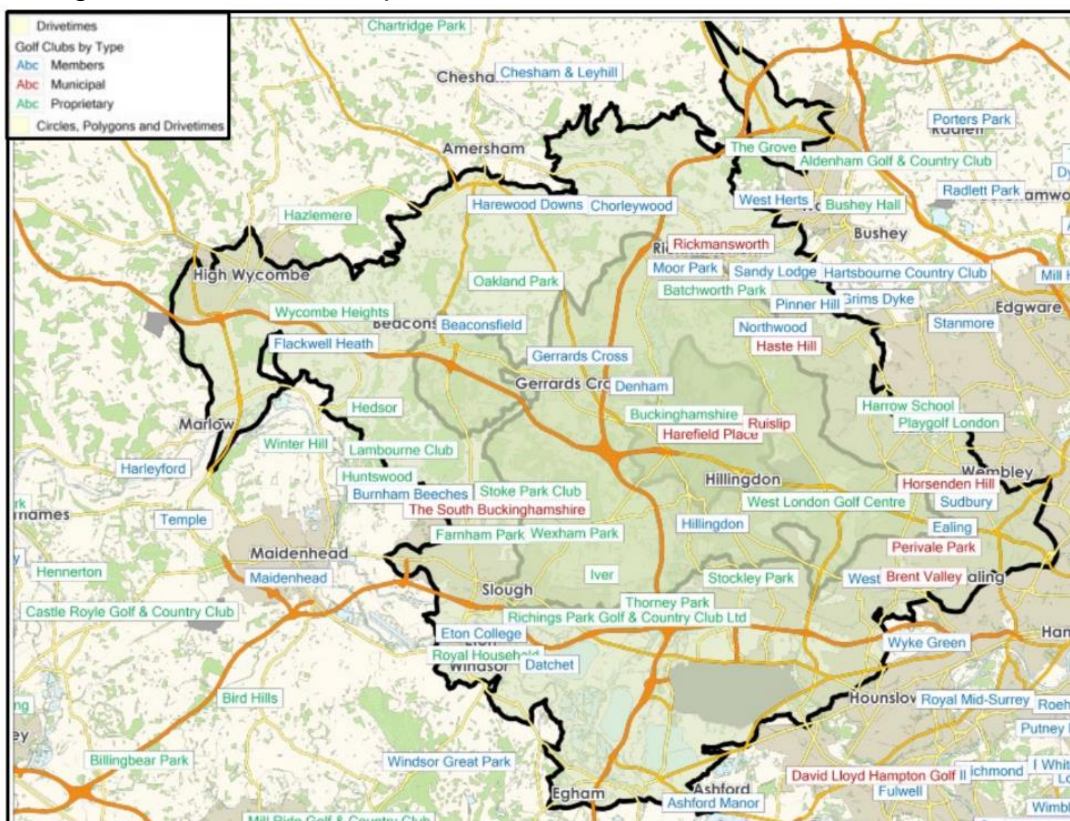
Invest significantly in the golf courses to put them in the position to compete successfully for the next 25-years. Options either to manage in-house or contractor facilities to a credible third party on a long lease or disposal, with an agreed capital investment programme and possible annual rental charge. Haste Hill Golf Course has 30-golf courses within 30-minutes' drive of its location, Uxbridge Golf Course has 32-golf courses within 30-minutes' drive of its location (*see maps below showing the competition from these alternate nearby golf courses*).

#### Current Option 3

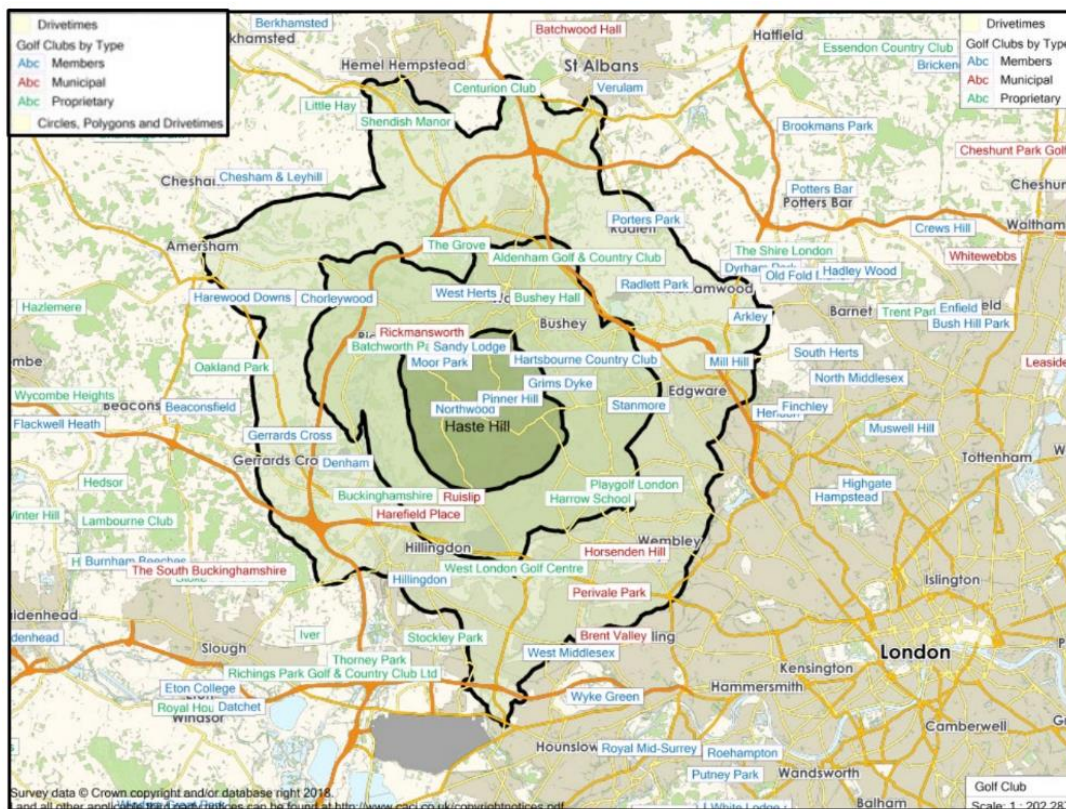
Additional to the Feasibility Study, a further option would include to again increase fees and charges at both courses to attempt to operate on a full cost recovery basis.



### Uxbridge Golf Course – competition from other Golf Courses within 30-min drive



### Haste Hill Golf Course – competition from other Golf Courses within 30-min drive



## **Future after Feasibility Study**

Further work to all of the above options would need to be undertaken in order to make a clear recommendation to Cabinet, as well as explore the current market. In this regard, an outsourcing could require a procurement exercise under the Concessions Contracts Regulations 2016.

Ruislip Golf Course is leased to HS2 (High Speed 2) and therefore has not been included in the review of options.

## **Alternative options considered / risk management**

Continue with the current approach to managing the golf assets as part of the wider leisure and amenity management and maintain the current approach to pricing and investment. It is suggested, though, this would see further deterioration in profits, poorer visitor experience and increased management turnover.

## **Democratic compliance / previous authority**

This initial report is being considered under urgency provisions in the Constitution. The further report being recommended to Cabinet to make a decision on the future of the golf courses will be included on the Forward Plan, as a key decision.

## **Select Committee comments**

None at this stage.

## **Financial Implications**

This report seeks Cabinet approval to explore business appraisal options for the future of the Golf Courses with a view to bringing back costed options for consideration, with the potential for significant capital investment requirements above the current approved capital programme should certain options be pursued.

This review is being carried out by internal Officers within existing resources, therefore there are no immediate financial implications relating to the report at this stage.

# **RESIDENT BENEFIT & CONSULTATION**

## **The benefit or impact upon Hillingdon residents, service users and communities**

The result of delivering a new option for the operation of running the golf courses owned by the Council, will be to ensure that there is a long-term strategy to maintain the option of the facilities running and availability for Hillingdon Residents.

The further aim is to enhance the services being offered, such that the facilities are of a higher standard, as required by Residents, and to be able to compete at an appropriate level with other

operating golf courses and possibly encourage further and additional usage by Hillingdon Residents who may not be currently using or enjoying the facilities.

### **Consultation carried out or required**

None at this stage.

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting that there are no direct financial implications associated with the recommendation in this report.

### **Legal**

Section 19 of the Local Government (Miscellaneous Provisions) Act 1976 enables the Council to provide recreational facilities including golf courses. Section 19 is a discretionary power and there is no statutory requirement for the Council to provide golf courses or to subsidise their operation.

The report seeks authority for officers to develop proposals for the future operation of both Uxbridge and Haste Hill Golf courses for future consideration by Cabinet. As explained in the report there are a number of legal issues that will need to be considered and further, more detailed legal advice will be provided to officers as they consider options and, of course, in the future Cabinet report.

### **Property**

Property comments are in the main body of the report, as authored by the Property Services Team.

### **Planning**

It is recommended that any planning implications are considered as part of the future options appraisal.

## **BACKGROUND PAPERS**

NIL

This page is intentionally left blank

## PROPOSALS FOR COMMISSIONING OF SERVICES FROM THE VOLUNTARY SECTOR

<b>Cabinet Member(s)</b>	Councillor Douglas Mills
<b>Cabinet Portfolio(s)</b>	Cabinet Member for Corporate Services
<b>Officer Contact(s)</b>	Sarah Baker, Transformation
<b>Papers with report</b>	Equality Impact Assessment for Integrated Carers contract

### HEADLINES

<p><b>Summary</b></p>	<p>This report develops proposals for the commissioning of services from the voluntary sector, aligned to service needs, for Cabinet consideration as requested by Cabinet in December 2022.</p> <p>It sets out:</p> <ul style="list-style-type: none"> <li>• The first commissioning approach to be taken to deliver the new operating model;</li> <li>• The immediate arrangements for the Integrated Carer's Support contract;</li> <li>• The longer-term approach and plans for commissioning with the voluntary sector.</li> </ul>
<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>The local voluntary sector provides a vital contribution to supporting residents and helps the Council to achieve its commitments in the Council Strategy (2022-2026).</p> <p>A strong and enabled sector promotes active, resilient communities, leading to better outcomes for individuals and reduced pressure on statutory services.</p> <p>This report supports our ambition for residents / the Council of: Stay living independently for as long as they are able</p> <p>This report supports our commitments to residents of: Safe and Strong Communities</p>
<p><b>Financial Cost</b></p>	<p>The budgeted cost of the Integrated Carers Support contract for the period 1<sup>st</sup> October 23 to 31<sup>st</sup> March 25 is £1,114,548.50 with a further £19,000 from the Integrated Care Board (ICB) for 2024/25 being under review.</p>

	<p>The total cost of the remaining contracts to be based on the specifications and are anticipated to be within the allocated budget for the financial year 2024/25.</p> <p>Each will be subject to approval in the usual way in accordance with the Council's constitution, financial planning and schemes of delegation.</p>
<p><b>Relevant Select Committee</b></p>	<p>Finance and Corporate Services Select Committee Health and Social Care Select Committee (Carers contract)</p>
<p><b>Relevant Ward(s)</b></p>	<p>N/A</p>

## RECOMMENDATIONS

### That the Cabinet:

1. **Agrees to the direct award of the Integrated Carers Support Contract to the Hillingdon Carers Consortium for a period of up to 18 months from 1st October 2023 at a total cost of £1,114,548.50 with a further £19,000 from the Integrated Care Board for 24/25 being under review.**
2. **Notes the update confirming that 3 organisations will receive their final payment for 23/24 as set out in paragraph 14.**
3. **Notes the transfer of the responsibility of the service provision of 2 organisations to the Council's Place Directorate as set out in paragraph 16.**
4. **Agrees, in principle, that to protect service delivery during the transition that contracts be commissioned via a direct award for a period of up to 12 months for the groups set out in paragraph 17 below from 1st April 2024 to 31st March 2025. That specifications and contract payments be developed in discussion with relevant internal and external stakeholders.**
5. **Agrees to a series of fully open and competitive tenders to follow the periods of direct award contracts set out in recommendation 4. The tenders will result in longer term contracts which reflect identified service needs and opportunities for collaboration and transformation.**
6. **Delegates approval of contract awards to organisations, once the specifications and contract values are known, to the Leader of the Council and relevant Cabinet Member (Health and Social Care or Children, Families & Education) as appropriate or the Corporate Director of Adult Services and Health where in accordance with the Council's Procurement Standing Orders.**

### Reasons for recommendations

1. To deliver on the Council's stated intention to maximise the benefits from investment in the Borough's voluntary sector through encouraging activity that; supports residents, reduces



demand on Council services and provides best value for money and a greater focus on positive outcomes.

2. To achieve this through a departure from providing core grants, by transitioning to a commissioning model.
3. The Integrated Carers Support Contract Carers will commence on 1st October 2023 for a period of up to 18 months to align the end date with the other direct award contracts which will commence in April 2024.
4. The value of the Carers Contract is significant and has been developed collaboratively with the Carers Trust, who act as the lead provider working with a range of organisations, to ensure that it meets the Council's expectations and focusses on meeting the desired outcomes of Hillingdon carers.
5. The remaining direct award new specifications will be developed in partnership with relevant stakeholders to reflect service needs and reduce the risk of existing local providers being unsuccessful when bidding for long term opportunities.
6. The approach also enables officers to explore longer term models that could go further in supporting residents, reducing demand on Council services and to offer better value for money.

### **Alternative options considered / risk management**

1. The alternative of delivering a series of fully open and competitive tenders now, presents risks that key groups might become destabilised, should external bids be successful. We know that there is a strong social return on investment from current grants and that this "levers in" additional finance to the benefit of residents. Further service delivery must be protected during any transition period and moving too quickly may risk that continuity.
2. The alternative of doing nothing would leave key groups without funding from April 2024 and lead to reduced support for residents and probably increased demand on Council services.

### **Democratic Compliance / previous authority**

3. Hillingdon's Cabinet agreed in December 2022 that the Council's support for the voluntary sector should move towards commissioning aligned to service needs and away from dependence on annual core grant. Cabinet also agreed a grants programme for 2023/2024 to support groups during a transition year but stated clearly that the grants programme would not run beyond March 2024. It was also agreed that groups should be advised accordingly and that officers should return to Cabinet in September 2023 with proposals for the commissioning of services, thereafter. It should be noted that this revised approach was communicated to all those organisations receiving grants when the decision was taken in December 2022.

### **Select Committee Comments**

4. None at this stage.

## SUPPORTING INFORMATION

### Background

5. The Council's discussions with Hillingdon's voluntary sector on a new approach to support began in June 2022. A decision was taken to move away from a core grant-based model for supporting the voluntary sector towards more targeted commissioning of services aligned to service needs. The December 2022 Cabinet report set out the rationale for this new approach, set out the transition programme of grants for a final year (2023/24) and pointed towards commissioning intentions thereafter being set out for a report in September 2023.

### Overall Approach

6. The Council's approach is based on ensuring a smooth transition of service provision as we move from the grant-based model to one which develops commissioning. To ensure this is established and impact is assessed, and reputational risk is managed, the approach is to take a phased approach:
  - Planning Phase – this phase commenced when agreement was given by Cabinet to move to the commissioning model in December 2022 and included decisions on the final year of grant awards for 2023/24. This phase is now complete.
  - Transition Phase – this phase has now commenced and will run for 6 months between June and November 2023.
  - Implementation Phase – this phase will run from December 2023 to March 2025, when the project will move to the new commissioning model and become business as usual.

### Planning Phase

7. The planning stage commenced when groups were advised of the Council's intention to move away fully from core grants to a commissioning model. This was shared with groups during June 2022 and further re-enforced following the Cabinet recommendations (Dec 2022) for the 2023/2024 programme. A programme of 17 grants was agreed for the final year (2023/2024) totalling to £1.615m.
8. The programme to withdraw completely from grants and to see arrangements with the voluntary sector delivered through services via commissioned contracts and over a longer period is underway.
9. During this planning stage a dedicated Project Manager has been appointed to lead the project through the transition stage and to prepare for the longer-term approach.

## Transition Phase

### *High Level Needs Assessment*

10. The Project Manager has carried out an initial high-level assessment of the current arrangements in place with each of the providers. The main findings are as follows:
- Duplication – there are services which are duplicated both within the grants but also in wider commissioned services in the service areas e.g., advice and information, hospital to home service and carers respite.
  - Gaps – there are opportunities for more preventative support to be provided by the voluntary organisations e.g., connecting community groups and supporting communities to be more resilient.
  - There are opportunities to provide support differently even in the short term, e.g., a more innovative befriending offer that builds longer term relationships and promotes independence.
  - Resource issues to robustly manage the contracts going forward, as this has not been done effectively in the past.
  - Need clarification on the operating model (e.g., commissioners sitting in the service is likely to be the way forward).
11. A high-level needs assessment is also underway to establish the requirements from across the Council, along with considering the views of the residents of Hillingdon and the up-to-date population health needs data. This analysis will enable us to understand what the best offer would be from the voluntary sector (either existing or new) and what specific outcomes the council requires from any commissioning for these services going forward.
12. When carrying out a needs analysis, existing services provided by the voluntary sector will be included in baseline assessments. The analysis includes several factors that need to be established. These are: -
- Understanding and mapping who currently delivers services.
  - Understanding and evidencing the needs of the Council.
  - Understanding and evidencing the needs of residents.
  - Understanding and listening to the views of the voluntary sector.
  - Identifying unmet needs and gaps in service provision and considering how these gaps can be addressed.
  - Identifying duplication and services that may no longer be required.
  - Being clear and defining outcomes to be delivered.
  - Establishing any reputational risks, including where the move away from a grant-based approach to commissioning may lead to a third sector organisation no longer being financially viable.
  - Equalities Impact assessment for Carers support services.
13. The high-level needs assessment and approach will be used to inform the commissioning intentions in the transition phase.

14. Of the 17 groups awarded core grants in 23/24, three:

- Dovetail Community Outreach dining centre
- The Ruislip Northwood Old Folks Association dining centres
- The Hillingdon Brain Tumour and Injury Support Group

were awarded grant for a final year only.

15. The support for Carers Trust Hillingdon and to Harlington Hospice was set at 6 months in recognition that the wider integrated carer's support contract is due to end on the 30<sup>th</sup> September 2023. Specific proposals for carer's support are set out below at paragraph 25.

16. In addition, the nature of the work undertaken by the London Wildlife Trust and the Council's contribution to the Crane Valley Partnership, will continue outside of a grant scheme and be led from within the Council's Place Directorate.

17. The Council is proposing that new specifications based on needs are to be developed with the remaining 10 groups over the coming months. These are:

<b>Organisation</b>
Age UK Hillingdon, Harrow & Brent
Bell Farm Christian Centre
Centre for ADHD and Autism Support
Disability Advice and Support Hillingdon (DASH)
Heathrow Travel Care
Hillingdon Autistic Care & Support
Citizens Advice Hillingdon
Hillingdon MIND
Hillingdon Women's Centre
Home-Start Hillingdon

18. The specifications will also define how the outcomes will be monitored and reviewed. These will be based on the expectation that services should focus on early intervention and prevention, avoid duplication and offer best value for money. Our expectation is that these would result in direct award of contracts for 12 months. All decisions would be made in accordance with the Council's constitution and schemes of delegation and by the end of December 2023.

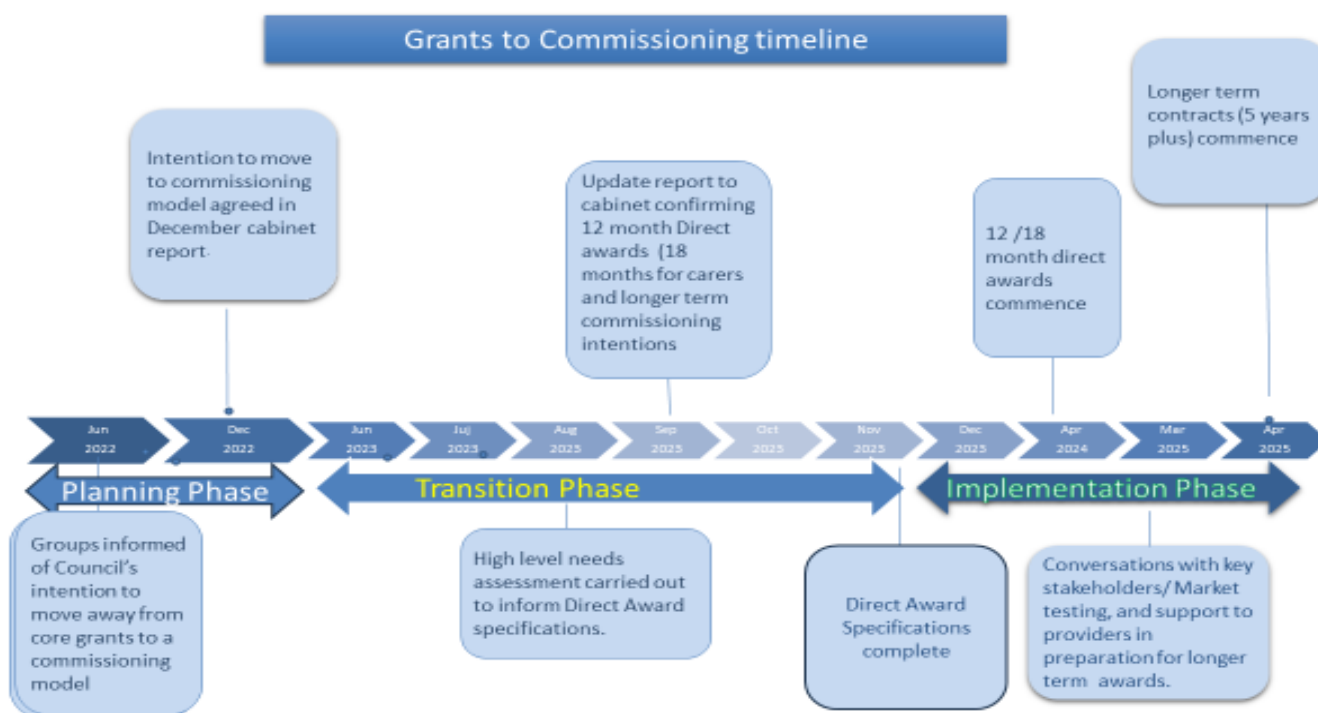
## Implementation Phase

19. The Council wants to make sure that our commissioning of services enables the voice of residents to be clearly heard and valued, to support people and communities to be resilient and independent, and to deliver better outcomes for everyone who lives in Hillingdon.

20. The implementation phase will focus on embedding an operating model that offers preventative support and early intervention, establishing pathways and referral routes in

and out of the Council. During this phase, the overall approach to commissioning in Adult Social Care needs to be developed to ensure that it focusses on outcomes, creates community resilience, and ensures best value. It will be a key requirement that providers work with the wider community to utilise existing assets and services and not duplicate existing provision available to support residents in the Borough. Furthermore, the Council is keen to work with provider(s) who are continuously seeking ways to become more sustainable and are actively growing the offer to complement the commissioned services of support available for residents in Hillingdon.

21. The Council needs to ensure there is sufficient capacity within the Council teams to monitor outcomes against original objectives and to identify any necessary changes which are likely to inform future commissioning. This will involve capturing feedback from residents and other stakeholders and monitoring and reviewing performance.
22. During both the transition and implementation phase, the Council will advise the voluntary sector on how they can seek support to improve their business acumen and encourage business-like innovation. It is important to sustain a thriving and dynamic sector by equipping them with the skills and support to improve their business planning, fundraising strategies and financial management. This support will increase their chances of successfully bidding for a longer-term contract with the Council as well as enable them to seek alternative funding outside of the public sector.
23. The Implementation Phase will, therefore, create certainty for providers by delivering open and fully competitive tenders for longer periods, based on needs and supporting services through early intervention and prevention. They will be expected to consider opportunities for collaboration and innovation. Specifications will be co-produced with providers and residents.



### Direct award of a Carers contract

24. The current Carers contract expires at the end of September 2023 and the proposal is to directly award an interim contract of up to 18 months. The contract will allow opportunity to work with stakeholders to develop longer term commissioning arrangements that best meet the requirements of Hillingdon's residents. In the interim the extension will maintain stability and ensure that Hillingdon can benefit from the significant knowledge and learning of the provider over many years to support that commissioning and specifying process. Officers are confident that through a direct engagement with the provider, they will be able to establish and evidence value for money on the interim arrangements.

25. The contract value for the 18-month period will be £1,114,548.50 with a further £19,000 from the Integrated Care Board (ICB) for 2024/25 being under review. A specification has been produced based on an analysis of need along with the intended outcomes of the Carers strategy and is focussed on meeting the desired outcomes of Hillingdon residents. An Equality Impact Assessment has been completed to ensure continuity of important carers support services, via a proven and effective delivery partnership.

### Financial Implications

26. The cost of the proposed direct award for the Integrated Carers Support Contract recommended in this report covering the 18-month contract term 1<sup>st</sup> October 2023 to 31<sup>st</sup> March 2025 is £1.114m - £443k for 2023/24 and £671k for 2024/25. Costs include the ICB contribution for the six months 1<sup>st</sup> October 2023 to 31<sup>st</sup> March 2024, and will continue to

be funded through the approved revenue Adult Services & Health budget.

27. The total cost will increase by a further £19k to £1.133m if the ICB contribution is agreed for 2024/25.
28. The D&B score for the provider is 100 indicating a low risk of financial failure for the Council.
29. There are no financial implications arising from recommendations 2,3,5 and 6 which are Service delivery updates within approved budgets for noting by Cabinet.

## RESIDENT BENEFIT & CONSULTATION

### The benefit or impact upon Hillingdon residents, service users and communities?

30. In moving to commissioning there will be some tough decisions as to what to specify and develop in contracts and what to leave to the voluntary sector to consider delivering not funded by contract or grant. Through engagement we need to capture the impact of change on existing grant supported activity. This would be included in an Equality Impact Assessment (EIA) to support each contract decision. The approach taken in the December 2022 cabinet report clarified that decisions on services would be for the management and trustees of charities, but that removal of grant funds might be expected to have certain consequences - whether service closure or even to put at risk future of organisations. We will seek to clarify likely impacts with groups and consult as necessary. EIAs would accompany contract decisions and then set out impact and what mitigating action was in place to meet needs.

### Consultation carried out or required

31. No formal consultation has been undertaken at this stage on the proposals for agreement at this Cabinet meeting. The Council will engage with residents regarding future models of support as part of the preparation of the specifications.

## CORPORATE CONSIDERATIONS

### Corporate Finance

32. Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendation to agree a direct award to Hillingdon Carers Consortium for Integrated Carers Support for 18 months at a cost of £1,115k, increasing by £19k in 2024/25, with the increase to be funded by an ICB contribution. This contract meets the Council's supplier risk protocols.
33. Furthermore, it is noted that the remaining recommendations within this report have no direct financial implications, with associated spend remaining within the Council's approved budget.

## Legal

34. The report seeks to depart from providing core grants to voluntary sectors and move to a commissioning model aligned to the service needs. To avoid de-stabilisation of current resident services whilst the transition takes place, the report recommends that direct awards are provided to the Hillingdon Carers Partnership for a period of up to 18 months and for the various groups set out in paragraph 17 for a period of up to 12 months. Further, the report seeks approval to commission voluntary sector services via open competitive tender process in the future/longer term.
35. The summary of each grant application, an assessment of whether it meets the grant criteria and recommendations on the amount of grant to be awarded was provided to Cabinet in the December 2022 report, along with the Equalities Impact Assessment (EIA) for each case. This report provides the EIA for the direct award to Hillingdon Carers Partnership for the consideration of the Cabinet.
36. As set out in the December 2022 report, section 137 of the Local Government Act 1972 enables the Council to, 'incur expenditure which in their opinion is in the interests of, and will bring direct benefit to, their area or any part of it or all or some of its inhabitants', provided that 'the direct benefit accruing to their area or any part of it or to all or some of the inhabitants of their area will be commensurate with the expenditure to be incurred.'
37. Section 1 of the Public Services (Social Value) Act 2012 enables the Council to move to a commissioning model, provided that having read this report, the Cabinet is satisfied that the move to commissioning will help 'improve the economic, social and environmental well-being' of the Borough and the conducting of any future procurement process will 'secure this improvement'.
38. In accordance with section 1(7) Public Services (Social Value) Act 2012, the Council must consider whether to undertake any consultation in respect of the move to commissioning. The report confirms that specifications and contract payments will be developed in discussion with relevant internal and external stakeholders. Further, the transition and implementation stages set out the assessments that are underway and the ways in which the stakeholders will be consulted, thereby complying with this requirement.
39. The Cabinet must also be mindful of the Council's public sector equality duty under the Equality Act 2010 in making any decisions.

## Property

40. Of the ten groups set out at paragraph 11 above, three currently occupy and enjoy voluntary sector leases on Council owned buildings; Citizens Advice Bureau (CAB) have offices at the Civic Centre, AgeUKHHB have the building at Townfield Square and HACS are based in Harlington. The Council will wish to explore options for these sites as part of its Estates strategy, potentially looking at different options for service provision that would serve residents
41. In addition, the Council is considering options for the Ruislip Northwood Old Folks Association lease at the Elm Park dining club site in Ruislip Manor.



## BACKGROUND PAPERS

Hillingdon Cabinet Paper December 2022, see item 8 here: [London Borough of Hillingdon - Agenda for CABINET on Thursday, 15th December 2022, 7.00 pm](#)

This page is intentionally left blank



HILLINGDON

LONDON

## Equality and Human Rights Impact Assessment

### STEP A) Description of what is to be assessed and its relevance to equality

What is being assessed? Please tick ✓

Review of a service ✓ Staff restructure  Decommissioning a service

Changing a policy  Tendering for a new service ✓ A strategy or plan

Direct award contract to Hillingdon Carers Partnership for period of up to 18 months (1<sup>st</sup> October 2023 to 31<sup>st</sup> March 2025). The budgeted cost of the Integrated Carers Support contract is £1,114,548.50 with a further £19,000 from the ICB for 24/25 being under review.

Who is accountable? E.g. Head of Service or Corporate Director

Sarah Baker – Transformation and Business Improvement  
Dan Kennedy – Corporate Director Central Services  
Sandra Taylor – Corporate Director Health and Social Care

Date assessment completed and approved by accountable person.

25th August 2023

Names and job titles of people carrying out the assessment.

Sarah Baker – Transformation and Business Improvement

A.1) What are the main aims and intended benefits of what you are assessing?

The Council is seeking to directly award the provision of a Carer Support Service for a period of up to 18 months to 31<sup>st</sup> March 2025, to The Hillingdon Carers Partnership. This follows the successful delivery of carers support services by the partnership, under a competitively tendered contract from September 2016 to September 2023.

The Council is commissioning the Service in its capacity as the lead statutory organisation for the development and delivery of a joint carers' strategy. The purpose of this service is to provide support to all carers in Hillingdon. A wide range of support can contribute to preventing, reducing, or delaying the needs of carers from developing, thereby enabling them to continue in their caring role for longer.

The Council is seeking the provision of a one-stop shop model to enable carers to access information, advice and support. The Council expects the provider to develop, maintain and deliver a range of person-centred and co-ordinated services for carers in Hillingdon. The provider will be responsible for ensuring safe, high quality, non-discriminatory carer services appropriate to the diverse needs of the borough.

The Council is looking for the provider to work in collaboration with the Council and the wider Health, Care and Community sector to utilise the assets available in Hillingdon to support carers to live well alongside their caring role.

The nature of the Service to be provided means that the Council requires that the Provider is a carer-led organisation, i.e., an organisation that has a membership comprising of carers and former carers and a board of trustees that includes carers as voting members who are elected by the membership. The rationale for this is that such an organisation is better placed to understand the needs of carers and to recognise the impact of national and local pressures on the health and wellbeing of carers. It is also the Council's view that a carer-led organisation has a greater vested interest in responding dynamically to address new pressures on carers.

The relationship between the Council and the Provider of the Carer Support Service will be of major strategic importance and this contract will be delivering a significant part of the local support offer for carers in Hillingdon. The Council would therefore seek to have a relationship based on a partnership approach.

Some members of the Hillingdon Carers Partnership have also benefitted from support under the Council's core grant scheme, which concludes at the end of March 2024. The reduction in overall funding is likely to require a reassessment of the level of services delivered under the contract. The specification for the direct award will be produced in collaboration with the Carers Partnership.

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

Profile breakdown:		Adults:			YC/YAC:
By postcode:		Carers Trust Hillingdon	Alzheimer's Society	Hillingdon Mind	Carers Trust Hillingdon
	UB3	852	18	19	294
	UB4	594	16	19	163
	UB7	628	15	16	249
	UB8	603	17	24	173
	UB9	156	18	15	37
	UB10	607	44	41	139
	HA4	740	20	14	146
	HA5	190	29	19	36
	HA6	201	27	36	32
	Out of borough, but caring in borough	219	30	0	18
	<b>Totals:</b>	<b>4,790</b>	<b>234</b>	<b>203</b>	<b>1,287</b>
By ethnicity:	White British	2,553	83	Black: 51	657
	African	148	2		86
	Mixed race	99	10		53
	Black British	168	0	Asian: 31	33
	Asian British	252	2		84
	Indian	566	30	White British: 76	96
	Pakistani	143	2		31
	Bangladeshi	63	4		6
	Other Asian	231	21	Mixed/ other: 45	74
	Arabic	20	0		9
	Caribbean	53	10		27
	Traveller	6	0		0
	White other	346	9		131
	Not stated	80	61	0	
	<b>Totals:</b>	<b>4,790</b>	<b>234</b>	<b>203</b>	<b>1,287</b>
By age: Combined Carers Trust Hillingdon and Mind figures - age profile not collected by Alz. Society	<b>Adult carers: (CTH + Mind)</b>		<b>Young carers:</b>		
	18-25 years	31 + 3 = 34	5-9 years	279	
	25-64 years	2,633 + 61 = 2,694	10-16 years	686	
	65-80 years	1,542 + 76 = 1,618	17-25 years	322	
	80 plus	560 + 63 = 623			
	Unknown	24	Unknown	0	
<b>Total:</b>	<b>4,790 + 203 = 4,993</b>		<b>Total: 1,287</b>		

A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
Users of Carers Partnership Services and their families (unpaid carers and their cared for)	Ability to receive support to access services
Staff employed by partnership members to deliver carers support services	To be employed to deliver services to carers
Cabinet Member and Leader	To deliver best value service for residents

A.4) Which protected characteristics or community issues are relevant to the assessment?  in the box.

Age	<input checked="" type="checkbox"/>	Sex	<input checked="" type="checkbox"/>
Disability	<input checked="" type="checkbox"/>	Sexual Orientation	<input type="checkbox"/>
Gender reassignment	<input type="checkbox"/>		<input type="checkbox"/>
Marriage or civil partnership	<input type="checkbox"/>	Carers	<input checked="" type="checkbox"/>
Pregnancy or maternity	<input type="checkbox"/>	Community Cohesion	<input type="checkbox"/>
Race/Ethnicity	<input checked="" type="checkbox"/>	Community Safety	<input type="checkbox"/>
Religion or belief	<input type="checkbox"/>	Human Rights	<input type="checkbox"/>

## STEP B) Consideration of information; data, research, consultation, engagement

B.1) Consideration of information and data - what have you got and what is it telling you?

The data provided under the previous contract provides a good overview of the current service users. It sets out the number of carers supported plus a breakdown of their location, ethnicity and age.

It tells us that under the contract a good level of support was offered to carers across the borough and to carers of all ages and all ethnicities.

In terms of overall volumes we can also see that nearly 5,000 adult carers and nearly 1,300 young carers were supported in the year up to March 2023.

It is very difficult to accurately reconcile levels of support against overall numbers of unpaid carers but based on 2021 census data there were 22,465 carers and 2,450 young carers in Hillingdon.

## Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick NO

YES

B.3) Provide any other information to consider as part of the assessment

### Legal context

The council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010).

Section 137 of the Local Government Act 1972 enables the Council to “incur expenditure which in their opinion is in the interests of, and will bring direct benefit to, their area or any part of it or all or some of its inhabitants” provided that “ the direct benefit accruing to their area or any part of it or to all or some of the inhabitants of their area will be commensurate with the expenditure to be incurred”.

## C) Assessment

What did you find in B1? Who is affected? Is there, or likely to be, an impact on certain groups?

C.1) Describe any **NEGATIVE** impacts (actual or potential):

Equality Group	Impact on this group and actions you need to take
Carers	<p>The specification for services which will constitute the direct contract award is under development with the Partnership to be delivered within a financial envelope of £1,114,548.50 with a further £19,000 from the ICB for 24/25 being under review.</p> <p>All parties recognise the need for effectiveness and efficiency and to find best value in delivery of services.</p> <p>Given that costs have increased and that the core grant programme is now closed, there is a likely impact that some services will need to be reprioritised or redesigned to fit within this new envelope. This may mean changing the way support is offered or reducing some services for carers, for example, respite support which was previously funded via grant.</p> <p>The Carers Partnership has an excellent track record of generating external funding from other grants and donations. However, there is no guarantee of future success in the current climate, especially given the end of grant which had supported the capacity to seek external funding.</p>

C.2) Describe any **POSITIVE** impacts (actual or potential)

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
Carers	The proposal to directly award carers support services for 18 months will ensure a range of services for carers continue for this period. It also provides some certainty over the direct award period.

**D) Conclusions**

The clear impact of the proposal to directly award an 18-month contract for carers services to the Hillingdon Carers Partnership at a value of £1,114,548.50 with a further £19k from the ICB for 24/25 being under review will be to ensure continuity of important carers support services, via a proven and effective delivery partnership.

Whilst we are aware of the excellent track record the partnership has in being able to lever in external funding to support services, the climate for raising support externally continues to be challenging and past record is no guarantee of future success.

The financial envelope should provide some scope for the partnership to incorporate core cost overheads although, the end of the grant programme means that overall, there will be a reduction in financial support available to Carers Trust Hillingdon and to Harlington Hospice. This is likely to have a knock-on effect on support for the wider services under the direct award contract and may lead to changes in the way support is offered and a possible reduction in some services.

The specification for the direct award contract will set out the Council’s anticipated outcomes for carers support and will be developed with the partnership before being finalised. Within that specification decisions on which services will be delivered, how and when will be for the management and trustees of the member charities.

**Signed and dated:**.....25<sup>th</sup> August 2023 .....

**Name and position:**... ..Sarah Baker.....



## HOUSING HRA FORWARD INVESTMENT PROGRAMME 2023/24

<b>Cabinet Member(s)</b>	Councillor Jonathan Bianco Councillor Eddie Lavery Councillor Martin Goddard
<b>Cabinet Portfolio(s)</b>	Cabinet Member for Property, Highways & Transport Cabinet Member for Residents' Services Cabinet Member for Finance
<b>Officer Contact(s)</b>	Perry Scott & Gary Penticost, Place Directorate
<b>Papers with report</b>	Appendix A

### HEADLINES

<b>Summary</b>	<p>The report details the significant investment planned for the Council's housing stock to both upgrade tenants' homes and make them more energy efficient for the 2023/24 financial year.</p> <p>As an interim report (but one that is intended to be an annual report in March each year), it asks Cabinet to agree the forward programme of specific Housing Revenue Account works for the remaining financial year. The report seeks to streamline operational works delivery and also Cabinet Member decision-making in this particular service area by providing specific, targeted delegated authority to the Corporate Director of Place to implement the programme over the remaining period within approved budgets and contracts. Progress will be subject to oversight by Cabinet Members, including capital spend which will be delegated to the Corporate Director exceptionally.</p> <p>It is also proposed, that in the forward-looking report in March annually, that this includes a look-back at delivering the previous year's programme for Cabinet review and wider transparency.</p>
<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>This report supports our ambition for residents / the Council of: Live in good quality, affordable homes in connected communities</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
<b>Financial Cost</b>	<p>The HRA Works to Stock 2023-24 Capital Programme has an approved budget of £28,974k. The recommendations in this report are proposing a change in process for how these funds are released and to enable the effective delivery of the programme, whilst maintaining effective controls over this spend.</p>

Relevant Select  
Committee

Property, Highways and Transport

Relevant Ward(s)

All Wards

## RECOMMENDATIONS

That the Cabinet:

- 1) Agree the HRA Works to Stock Programme and specific planned works to the housing stock for the remainder of the 2023/24 financial year, as set out in the report.
- 2) Delegate to the Corporate Director of Place, the authority to:
  - a) Utilise existing internal or external framework agreements or develop new LBH framework agreements for Cabinet approval, to enable the effective delivery of appropriate works, tenders and contracts.
  - b) Approve project specific works completed using an approved LBH Framework or Term contract.
  - c) Release capital funds for the specific works, as set out in the programme and strictly within approved budgets;
  - d) Agree minor variations to specific projects within the programme, subject to agreement from the Cabinet Member for Property, Highways and Transport;
  - e) Make any other operational decisions required to implement the works agreed by the Cabinet.
- 3) Agree that relevant portfolio Cabinet Members receive quarterly summary updates, on progress delivering the programme providing capital releases and also capital spend to-date for monitoring purposes. Furthermore, any contracts entered into by the Corporate Director, via framework agreement, exceeding £500k be reported to Cabinet for information as part of the budget monitoring report.
- 4) Agree, that any variations to the overall programme or approved programme budget be reported to Cabinet for approval in the first instance.
- 5) Agree to receive a similar report annually in March to agree the forward HRA programme of works for the ensuing financial year and also to review works delivered from the previous financial year.

## **Reasons for recommendations**

Cabinet Members are constitutionally required to make a significant number of formal democratic decisions on the HRA Works to Stock programme each year, often for specific batches of works to the housing stock.

This important programme of works, led by the Operational Assets Division of the Council, ensures that the Council manages essential upgrades to the housing stock, ensures that houses, flats and their tenants are safe and also is increasingly now transitioning properties to higher energy efficient standards, such as through new boilers and home insulation.

As this programme has picked up pace in the past few years, the vast majority of decisions made by Cabinet Members on the programme now tend to be operational in nature and it is considered that an exceptional re-balancing of executive delegations from Cabinet Members to the relevant Chief Officer would be justified for this particular service area.

The proposal is that Cabinet, as the executive, will set the strategy and approve the overall programme of works, which is set out in this report, whilst Officers will then be charged the delivery of that programme, within budget and approved contractual arrangements. Not only will this streamline the decision-making process over time as new approaches to procurement are developed in this area, it will also assist in speeding up project delivery, the transformation of the housing stock and ultimately resident satisfaction.

As this is a significant area of Council spend, predominately capital in nature, it is important to maintain Member oversight on budgets, so Cabinet Members will receive quarterly reporting on progress and spend. Additionally, any significant variations to the programme or any change in budget will require formal Cabinet approval.

Cabinet is therefore, recommended to agree the programme of HRA works to the housing stock for the remainder of the financial year and provide the associated delegated authority as set out.

## **Alternative options considered and rejected**

Cabinet could have decided to keep the status quo with the current level of executive delegations and such operational project decisions made by Cabinet Members, but this will not help to streamline the decision-making process in this particular service area.

Cabinet could choose to amend the specific works programme as set out in the report.

## **Democratic compliance and previous authority**

There are a significant number of formal Cabinet Member Decisions, to multiple Cabinet Members, annually on the HRA Works to Stock programme. These decisions are largely works specific and operational in nature and deliver the wider HRA Works to Stock Programme.

Constitutionally, the Cabinet Member for Finance may refer his capital release authority to Cabinet in specific cases. Additionally, Cabinet has the authority to decide how to delegate the Council's executive functions to Cabinet Members or indeed Council Officers.

Given the high degree of operational level of decision-making within the HRA Works to Stock programme, it is considered a specific service area where a re-balancing of established Cabinet Member delegations towards officers would both be permissible and enhance project delivery.

The proposed decision-making hierarchy is sound, where Cabinet sets the strategy and overall programme, and then charges officers to deliver it within approved budgets and approved procurement arrangements which will develop further over time. Similarly, officers will have accountability to Cabinet Members on delivery.

### **Select Committee comments.**

None at this stage.

## **SUPPORTING INFORMATION**

The operational assets team lead on delivery of all planned works to the Council's housing stock. For the year 2023/24 these include:

- 150 No roofing replacements (houses and flats)
- 400 No window and door renewals (houses), plus renewals to two sheltered housing schemes
- 400 No bathroom renewals (houses and flats)
- 600 No kitchen renewals (properties) passenger lifts (as per replacement plan)
- 1,900 + domestic boiler replacements, commercial boilers plant renewals
- 400 communal door entry renewals/upgrades
- electrical engineering replacements and rewiring
- fire safety
- structural engineering (subsidence)
- drainage renewals
- water quality and maintenance of around 500 cold water storage installations
- major disabled adaptations building fabric repairs
- energy efficiency measures, including loft and cavity wall insulation
- the installation of MHVR (moisture and heat recovery fans)

This list of works is not exhaustive, and the team will deal with all building and engineering related activities associated with the housing and corporate building stock. The team also leads on all statutory works contracts; Gas, Electrical, Legionella, Asbestos and Fire (Building Safety) undertaking statutory servicing, maintenance and associated capital works to ensure buildings are safe places to live and work.

The mix of works throughout the year not only includes required internal and structural works to improve the fabric of the housing stock and corporate buildings, but they also included all additional works to deliver substantial investment in the stock to meet future energy efficiency requirements and to support delivery of the Council's climate change strategy targets.

The warm safe and dry budget is allocated to enable capital works to services and equipment (CCTV systems, door entry, security systems, alarms etc) which are not scheduled under the main budget heads and are normally at lower financial costs.

The overall aim of this report is to try and speed the works delivery process, while still providing Councillors with assurance that officers are working within the delegated budgets allocated and delivering on the agreed works program to maintain the Council's housing stock.

Corporate Procurement are working with the Service area in respect of the effective delivery of works, tenders and contracts by developing framework agreements for certain services and also longer-period term contracts for Cabinet approval.

### **Financial Implications**

The 2023/24 HRA Capital Programme, approved by Cabinet and Council in February 2023, includes a capital budget for the Works to Stock programme of £22,437k and Green Homes Initiatives of £5,784k. In June 2023 Cabinet approved the rephasing of £2,845k from the 2022/23 Works to Stock Capital Programme into future years and the rephasing of £363k from the 2022/23 Green Homes Initiatives Programme into 2023/24. This gives a revised total budget for the Works to Stock 2023/24 capital programme of £28,584k.

Previously, £15,029k has been approved for release with further capital release requests in progress of £3,488k, noted below in the Table below:

**Table - HRA Works to Stock Programme and specific planned works to the housing stock already approved and then for the remainder of the 2023/24 financial year.**

Workstream	Number of Units:				Budget 2023/24 £'000	Rephasing from 2022/23 £'000	Revised Budget £'000	Capital Release Yes or No		Budget Remaining to be released £'000
	Budget	Approved with Capital Release	To be approved under Delegated Authority	Surveyed and Tendered for Future Approval				Yes £'000	No £'000	
Roofing Programme	195	133	0	62	2,522	0	2,522	1,719	0	803
Windows Programme	393	306	0	87	2,198	0	2,198	1,709	0	489
Kitchens Programme	600	328	166	106	3,900	0	3,900	1,155	1,968	777
Bathrooms Programme	497	281	141	82	1,740	0	1,740	532	924	284
Structural Works Programme	0				1,620	0	1,620	1,023		597
Electrics Programme	0				0	0	0	0		0
Domestic Boiler Replacement	1,914	1,914	0	0	4,667	0	4,667	4,667		0
Communal Heating	2	0	2	0	540	0	540	0		540
Communal Lifts	2	1			324	0	324	191		133
Sprinkler Systems Tower Blocks	5	5	0	0	457	0	457	457		0
Fire Doors	458	122			916	0	916	245		671
Replacement of Emergency Lighting	1				125	0	125	0		125
Fire Alarms / Detection	1,396	1,314	0	0	1,671	0	1,671	675	596	400
Warm Safe Dry	TBC	0	0	0	1,080	0	1,080	723		357
Contingency					407	0	407	0		407
Playground Replacement Programme	4	2			270	0	270	148		122
Green Homes Initiatives Programme	TBC	157	0	0	6,147	363	6,510	1,785		4,725
<b>Total - Capital HRA Works to Stock</b>					<b>28,584</b>	<b>363</b>	<b>28,947</b>	<b>15,029</b>	<b>3,488</b>	<b>10,430</b>

Elements of the works within the above programme will be subject to statutory leaseholder consultation. The Council will seek leaseholder contributions on post completion of the works, which will reduce the financing contribution from the HRA Major Repairs Reserve.

To ensure accountability and transparency it is proposed to introduce quarterly reporting to the relevant Portfolio Cabinet Members. The report will include updates of progress on delivery of the programme, capital released, spend to date, and forecast spend for monitoring purposes, this report will highlight any significant variations to the programme, an example of the suggested reporting format is included in Appendix A. Any contracts entered into and any decisions made by the Corporate Director that exceed £500k will be reported to Cabinet as part of the Monthly Budget Monitoring Report. Any significant variations to the programme or change to the approved budget will be reported to Cabinet for formal approval prior to any action taken.

## RESIDENT BENEFIT & CONSULTATION

### **The benefit or impact upon Hillingdon residents, service users and communities**

This report will help streamline the decision-making process in this area of Council activity, speeding up project delivery, the transformation of the housing stock and ultimately resident satisfaction.

### **Consultation carried out or required**

No external consultation required.

## CORPORATE CONSIDERATIONS

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendations to agree the HRA Works to Stock Programme for 2023/24 as set out in the table above and release the Capital Programme budget for this element of the HRA Capital Programme in line with the approved budget as agreed by Cabinet, with the relevant Cabinet Members to receive quarterly summary reports on the progress against the planned budget. Furthermore, it is noted that any contracts entered into as part of these workstreams that exceed £500k will be reported back to Cabinet through the Council's budget monitoring updates.

### **Legal**

Legal Services confirm that there are no legal impediments to Cabinet agreeing the recommendations set out in the report which will assist the Council in improving its performance on repairs and reduce the potential for legal claims from tenants.

## BACKGROUND PAPERS

NIL





## OUTCOME OF CONSULTATION ON RE-BANDING OF PARKING PENALTY CHARGE NOTICES

<b>Cabinet Member(s)</b>	Cllr Eddie Lavery
<b>Cabinet Portfolio(s)</b>	Residents' Services
<b>Officer Contact(s)</b>	Beth Rutherford, Place Directorate
<b>Papers with report</b>	Appendix A: Re-banding of parking penalty charge notice consultation response

### HEADLINES

<b>Summary</b>	In April 2023, the Council launched a consultation on plans which aim to tackle an increase in parking non-compliance in the Borough. Within London, there are currently two Band levels for charging for parking fines (Bands A & B). This report will consider the outcome of the consultation and decide whether to recommend a move for Hillingdon to Band A, which is used by most London boroughs, in order to improve compliance with parking restrictions, reduce congestion and keep traffic flowing.
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	This report supports our ambition for residents / the Council of: Be / feel safe from harm  This report supports our commitments to residents of: Safe and Strong Communities
<b>Financial Cost</b>	There are no external costs associated with the submission of an application for the re-banding of parking fines. Should the re-banding be approved and subsequently implemented, the impact on PCN income resulting from any changes in compliance levels and the higher Band A value will be tracked through the budget monitoring cycle and MTFP process
<b>Select Committee</b>	Residents' Services Select Committee
<b>Relevant Ward(s)</b>	All

## RECOMMENDATIONS

### That the Cabinet:

1. **Considers the consultation responses received;**
2. **Authorises the Corporate Director of Place to submit an application to London Councils, the Mayor of London and the Secretary of State for Transport, to change the parking Penalty Charge Notice (PCN) tariff from Band B to Band A;**
3. **Delegates authority to the Corporate Director of Place, in consultation with the Cabinet Member for Residents' Services, to make any further necessary decisions to implement the change in PCN Banding if the consent of the Secretary of State is granted.**

### Reasons for recommendation

These recommendations have been made as the level of compliance with parking regulations appears to be falling and it is felt that the deterrent effect of PCNs needs to be increased to assist in ensuring these regulations are adhered to.

To work effectively, the Borough's transport network needs motorists to adhere to the parking restrictions that have been introduced to safely manage the network and minimise congestion. This ensures that public transport services can maintain normal service levels and meet published schedules. Additionally, it also ensures that vulnerable groups are not unduly hindered when using the transport network and are able to undertake their daily activities without being affected by vehicles parked in an obstructive position.

### Alternative options considered / risk management

Not to apply to change the PCN banding.

### Democratic compliance / previous authority

Cabinet may authorise the submission of the application to London Councils and provide the necessary delegated authority, should consent be granted by the Secretary of State for Transport.

### Select Committee comments

None at this stage.

## SUPPORTING INFORMATION

### Background

1. Currently, there are two levels of charging operating within London for parking Penalty Charge Notices (PCN), which are more commonly known as parking tickets. The two-levels are Band A (the higher level of charge) and Band B (the lower level of charge).
2. The London Borough of Hillingdon is a Band B borough for parking contraventions meaning that the lower set of charges apply, as detailed in Table 1 below.
3. Within each band, there is a further higher/lower split for contraventions that are perceived to be more or less serious. In general terms, less serious contraventions tend to be instances such as overstaying in a Pay & Display Bay or in a car park, whilst more serious contraventions would include parking on a double yellow line or in a Disabled Bay. For all contraventions, a 14-day 50% discount rule applies for early payments.
4. The higher and lower charges for both bands are shown in Table 1 below alongside the discounted charges:

*Table 1: Comparison of Band A and Band B PCN charges*

<b>PCN Band Level</b>	<b>Higher Charge</b>	<b>Higher Discount Charge</b>	<b>Lower Charge</b>	<b>Discount Lower Charge</b>
B (Current)	£110	£55	£60	£30
A (Proposed)	£130	£65	£80	£40

5. The PCN charging bands were last reviewed in 2011 and have not changed since then. The bands apply only to Parking contraventions, as all Bus Lane and Traffic contraventions are already at the Band A level across all London Boroughs.
6. In real terms, this means that a PCN issued for overstaying in an on-street Pay & Display Bay could be settled at £30 or for parking in a Disabled Bay for £55 within a Band B borough.
7. The map below shows the split of Band A and B parking penalty charge bands in London:

## Existing on-street penalty charge bands



8. The London Borough of Hillingdon has experienced considerable growth in the number of Penalty Charge Notices (PCNs) issued each year for the past few years, with a rise of 29% observed between 2018/19 and 2021/22 (see Table 2 below). Across other London boroughs experiencing a rise in PCNs issued over the same period, the average increase was 21%.

*Table 2: Total number of PCNs issued in the past four financial years*

2018/19	2019/20	2020/21	2021/22	Percentage Increase
55,025	68,298	52,251	70,753	29%

9. Whilst part of this increase may be due to improved detection by the enforcement team, it is likely that a large element is attributable to the decreased deterrent effect of the value of the PCN which has not increased since 2011.
10. Officers believe that an increase in the parking penalty charge amount (in practice, moving from the current Band B to the higher value Band A) is likely to

restore the deterrent effect of the PCN, resulting in higher levels of compliance and an overall reduction in the number of PCNs issued.

11. The objective of any well-functioning parking operation should be to gain and maintain compliance with the restrictions. Compliance is achieved via a combination of clear, well-maintained and appropriate restrictions supported by a robust and fair enforcement regime. As time passes and compliance increases, the number of parking tickets issued should reduce, as the majority of motorists follow the regulations.
12. Officers are, therefore, recommending applying to the relevant authorities to re-band the borough of Hillingdon from Band B to Band A for parking contraventions.

### Consultation on proposal to re-band Hillingdon parking PCNs

13. A consultation on the proposal to re-band Hillingdon's PCNs from Band B to Band A was held between 14 April and 5 June 2023. This consultation was advertised on the Council's website and social media channels. It was also promoted in Hillingdon People which is delivered to all households. There were 656 respondents to the consultation.
14. As the Council issues, on average, 3.75m pay & display tickets per annum, the number of respondents is considered to be low.
15. Overall, the feedback received indicated that there was a lack of majority support for the three primary questions in the consultation:

<i>Q1. To what extent do you agree or disagree that further action from the Council is required to discourage illegal parking offences?</i>	Result
Agree or Strongly Agree	251 (39%)
Disagree or Strongly Disagree	343 (52%)
Neither Agree or Disagree	57 (9%)

<i>Q2. To what extent do you agree or disagree that increasing the amount of the Penalty Charge Notices (parking ticket) is an effective way of discouraging parking offences?</i>	Result
Agree or Strongly Agree	152 (24%)
Disagree or Strongly Disagree	454 (69%)
Neither Agree or Disagree	47 (7%)

<i>Q3. To what extent do you support the proposal to change Hillingdon's band for parking offences from Band B to Band A?</i>	Result
Agree or Strongly Agree	148 (23%)
Disagree or Strongly Disagree	469 (72%)
Neither Agree or Disagree	34 (5%)

16. The consultation included an option to comment on the proposals and 419 comments were submitted, which included comments on other issues such as ULEZ and parking permits.

17. Whilst the results of the public consultation indicate a majority against these proposals, the proposal is still considered to have merit. Particularly in supporting the ability of vulnerable road users, such as disabled users and pedestrians, to navigate the network. It is, therefore, recommended by officers to progress with the PCN Band A application to assist with reducing the increasing number of contraventions that have been occurring, by restoring the deterrent effect of receiving a PCN.

18. Some of the common themes in the comments were as follows:

- The proposals were a money grab/cash cow by the council;
- More enforcement officers are needed to enforce the parking restrictions;
- The higher PCN fee would not deter people from parking illegally;
- The proposals should take into account the current cost of living crisis and how it would affect people;
- The number of parking spaces and car parks should be increased;
- More use of CCTV to enforce against people parking illegally;
- Signage was not clear and should be reviewed;
- The proposed extension of the ULEZ would also cost more.

19. The full comments received are detailed in the background papers and summarised in Appendix A.

20. A total of 625 of the consultation respondents were local residents or on behalf of a local resident.

21. The postcode with the highest number of respondents was HA4 with a total of 142 respondents.

22. Responses were received from four local businesses, community groups or organisations that were happy to be identified. The four groups were as follows:

- Agate Glass Limited
- London Adult Education
- Transport for London Youth Panel
- Hayes working men's club/football supporters.

Three of the groups above strongly disagreed with the proposals and one strongly agreed.

23. The Secretary of State's Statutory Guidance to Local Authorities on the Civil Enforcement of Parking Contraventions states that *"The purpose of penalty charges is to dissuade motorists from breaking parking restrictions."*

24. During the past financial year, 15,522 (26%) of all parking PCNs were issued to vehicles causing an obstruction by parking illegally in disabled bays, on pedestrian footways and across dropped kerbs.

### **Process to change PCN banding**

25. The Council does not have the power to independently set the parking Penalty Charge Notice amounts or to make the change from Band B to Band A. Within London, a change of bands requires approval by the following:

- a) London Councils' Transport and Environment Committee
- b) Mayor of London's Office
- c) Secretary of State's Office

26. London Councils' Transport & Environment Committee (TEC) receives the initial application from the borough. The TEC meets quarterly with the next meeting scheduled for 12 October 2023.

27. Subject to the TEC approving the Council's application to re-band, London Councils will then make a further application on Hillingdon's behalf to the Mayor of London's office and, from there, to the Secretary of State for Transport for approval.

28. In London, where borough boundary roads are shared with a neighbouring London Local Authority, i.e., where Hillingdon enforces one side and the other borough enforces the other, and the other borough is Band B, TEC insist that those streets, or at least the shared portion, remain at the lower band. Any application to TEC will need to include a schedule of boundary roads and suggested treatment.

### **Other consultations**

29. It should be noted that at its meeting on 8 June 2023, the London Council's TEC agreed to undertake a consultation on a range of parking charges across London, which includes the current level of all PCN charge rates and vehicle removal and storage fees, on behalf of all 32 London Boroughs and the City of London.

30. In the TEC report, it was noted that, due to continued identified issues with non-compliance of parking regulations, an increasing number of outer London authorities with higher density parking and significant Controlled Parking Zones have successfully applied to become band A areas, and, as a result of this it was agreed that consultation would also consider whether a single PCN charge band should apply across the whole of London, rather than the current Band B and Band A regime.

31. The consultation is due to be undertaken between July and October 2023, with the results of the consultation and recommendations being presented to the TEC meeting in December 2023 for approval. Subject to approval, the TEC will seek the approval of the Mayor of London and Secretary of State for Transport before any changes are implemented.

32. London Councils' officers have indicated that the TEC consultation should not delay consideration of a request to change Hillingdon's PCN banding (if the Council submits a formal application).

### **Financial Implications**

The progression of an application to re-band Hillingdon's parking Penalty Charge Notice (PCN) tariff from B to A is proposed in order to improve the level of compliance with parking restrictions by increasing the value, and therefore deterrent effect, of those PCNs.

Should the re-banding application be approved by the relevant authorities as set out in this report, the volume of parking contraventions post implementation will be tracked closely, to help understand the impact of the change on compliance, in the short and longer term. Alongside this, the effect on income levels of settlement of fines levied at the higher Band A value will be reviewed and reported as part of the monthly monitoring cycle. Increases in parking income are currently factored into the Council's budget strategy, with any requirement for realignment of PCN income budgets to be addressed via the next refresh of the Council's MTFP planning process.

## **RESIDENT BENEFIT & CONSULTATION**

### **The benefit or impact upon Hillingdon residents, service users and communities?**

Compliance with parking restrictions is essential to ensure that borough's transport network works effectively, safely and to minimise congestion. If the PCN banding change is implemented then it will assist public transport services to maintain schedules and service levels, and that ensure that vulnerable groups, such as disabled users and pedestrians are not unduly hindered in their daily activities as a consequence of obstructive parking.

### **Consultation carried out or required**

A public consultation on the proposal to re-band Hillingdon's PCNs from Band B to Band A was held between 14 April and 5 June 2023. This consultation was advertised on the council's website and social media channels. It was also promoted in Hillingdon People which is delivered to all households. A copy of the consultation results is in Appendix A, with full individual responses as background papers.

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting that should the re-banding for the Penalty Charge Notice (PCN) tariff from Band B to Band A be approved, the financial implications will be monitored, with updates to be fed into the Council's budget strategy.



## Legal

The setting of penalty charges is governed by Schedule 9 to the Traffic Management Act 2004. The process is managed on behalf of London boroughs by London Councils and is subject to supervision by the Mayor of London and the Secretary of State.

The Secretary of State's Statutory Guidance states that: "the purpose of penalty charges is to dissuade motorists from breaking parking restrictions".

The responses received to the Council's Consultation are set out in Appendix A in summary and background papers in full. In the background papers, a small number of these comments have been redacted to remove foul or racist language or information that could result in someone being identified. In deciding whether to submit the application to London Councils, Cabinet should consider these consultation responses in deciding whether an increase in penalty charges is likely to "dissuade motorists from breaking parking restrictions".

## BACKGROUND PAPERS

[Full individual responses to the consultation based on summary in Appendix A](#)

## APPENDIX A:

### Consultation on Penalty Charge Notice (PCN) Re-Banding in Hillingdon

1. To what extent do you agree or disagree that further action from the Council is required to discourage illegal parking offences?

[More Details](#)

[Insights](#)

<span style="color: blue;">●</span> Strongly agree	155
<span style="color: orange;">●</span> Agree	96
<span style="color: green;">●</span> Neither agree or disagree	57
<span style="color: red;">●</span> Disagree	106
<span style="color: purple;">●</span> Strongly disagree	237



2. To what extent do you agree or disagree that increasing the amount of the Penalty Charge Notice (parking ticket) is an effective way of discouraging parking offences?

[More Details](#)

[Insights](#)

<span style="color: blue;">●</span> Strongly agree	82
<span style="color: orange;">●</span> Agree	70
<span style="color: green;">●</span> Neither agree or disagree	47
<span style="color: red;">●</span> Disagree	126
<span style="color: purple;">●</span> Strongly disagree	328

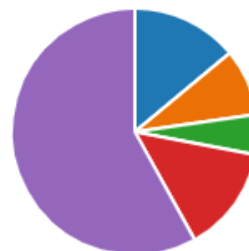


3. To what extent do you support the proposal to change Hillingdon's band for parking offences from Band B to Band A?

[More Details](#)

[Insights](#)

<span style="color: blue;">●</span> Strongly agree	91
<span style="color: orange;">●</span> Agree	57
<span style="color: green;">●</span> Neither agree or disagree	34
<span style="color: red;">●</span> Disagree	91
<span style="color: purple;">●</span> Strongly disagree	378



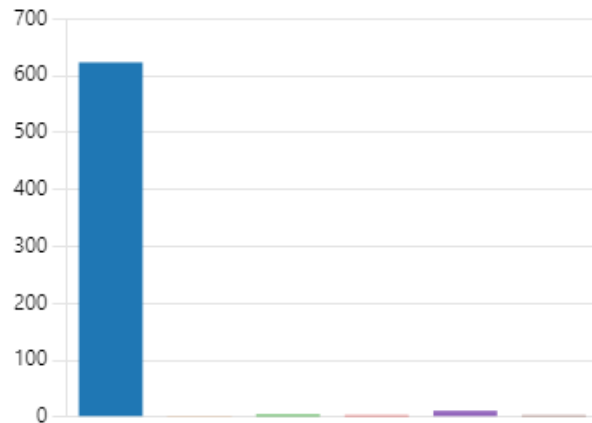
4. Are there any other comments you would like to make about the proposed increase to the cost of a Penalty Charge Notice in Hillingdon?

[\(please refer to the background papers for the individual comments\)](#)

5. In what capacity are you responding to this survey?

[More Details](#)

As a local resident	623
On behalf of a local resident	2
As or on behalf of a local busine...	4
As or on behalf of a community ...	3
As someone who works or studi...	11
Other	3



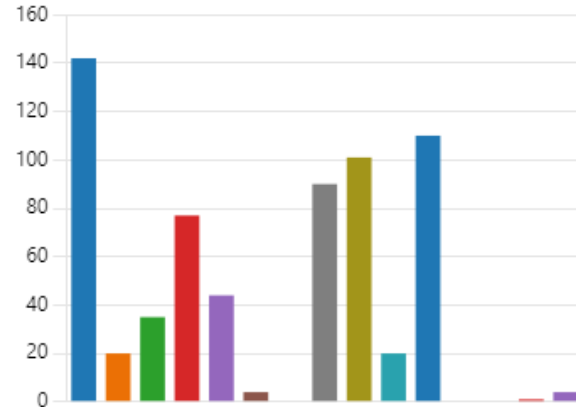
6. If you are responding to this survey on behalf of a local business, community group or organisation and would like to be identified, please share the full name below.

AGATE GLASS LIMITED
London Adult Education College
Transport for London Youth Panel
Hayes working men's club , football supporters

7. Please let us know what your postcode is - this helps us to see how residents, visitors and businesses will be affected by the proposals.

[More Details](#)

● HA4	142
● HA5	20
● HA6	35
● UB3	77
● UB4	44
● UB5	4
● UB6	0
● UB7	90
● UB8	101
● UB9	20
● UB10	110
● TW6	0
● TW19	0
● WD3	1
● Other	4



8. Are you:

[More Details](#)

 Insights

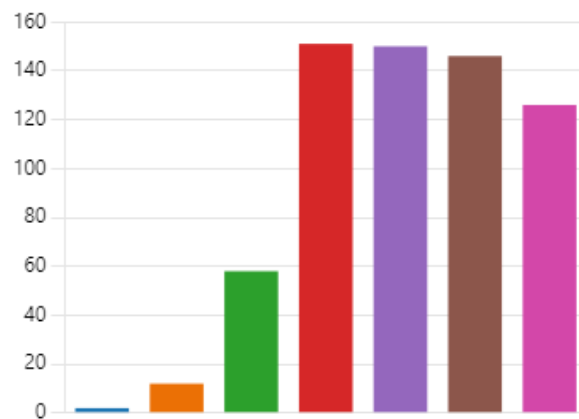
<span style="color: blue;">●</span> Female	275
<span style="color: orange;">●</span> Male	308
<span style="color: green;">●</span> Prefer not to say	66
<span style="color: red;">●</span> Other	0



9. What age range do you belong to?

[More Details](#)

<span style="color: blue;">●</span> Under 18	2
<span style="color: orange;">●</span> 18-24	12
<span style="color: green;">●</span> 25-34	58
<span style="color: red;">●</span> 35-44	151
<span style="color: purple;">●</span> 45-54	150
<span style="color: brown;">●</span> 55-64	146
<span style="color: pink;">●</span> 65+	126



10. Do you have a disability? A physical or mental illness or condition that has a substantial and long-term effect on your ability to carry out normal day to day activities.

[More Details](#)

 Insights

<span style="color: blue;">●</span> Yes	86
<span style="color: orange;">●</span> No	493
<span style="color: green;">●</span> Prefer not to say	69



This page is intentionally left blank

## COUNCIL BUDGET - 2023/24 REVENUE AND CAPITAL MONTH 3 BUDGET MONITORING

<b>Cabinet Member</b>	Councillor Martin Goddard
<b>Cabinet Portfolio</b>	Cabinet Member for Finance
<b>Officer Contact</b>	Andy Evans, Corporate Director of Finance
<b>Papers with report</b>	None

### HEADLINES

<p><b>Summary</b></p>	<p>This report provides the Council's forecast financial position and performance against the 2023/24 revenue budget and Capital Programme.</p> <p>A marginal £23k underspend is reported against General Fund revenue budget normal activities as of June 2023 (Month 3), with no movement from Month 2. As would be expected at this early stage in the financial year, there are a number of potential risk areas and pressures which may need to be managed to deliver this headline outturn. Unallocated reserves are projected to total £26,869k at 31 March 2024.</p> <p>While exceptional inflationary pressures were included and funded through the Council's budget strategy, such pressures remain relatively high with a £3,622k release from Earmarked Reserves projected to meet this potential pressure. Headline Inflation rates remain at historically high levels, albeit that latest data indicates a reduction from 8.7%to 6.8%. Together with other planned applications, Earmarked Reserves are forecast to total £14,458k at 31 March 2024.</p> <p>The Dedicated Schools Grant (DSG) monitoring position is an in-year overspend of £4,462k at Month 3, this overspend is due to ongoing pressures in the cost of High Needs placements, which are largely being driven by inflationary factors which are not fully reflected in the funding which the Council is receiving from the Department of Education ("DfE"). The cumulative deficit carried forward to 2024/25 is £20,879k.</p> <p>No material variances have been reported across the Housing Revenue Account or Capital Programme.</p>
<p><b>Putting our Residents First</b></p>	<p>Achieving Value for Money is an important element of the Council's Medium Term Financial Plan.</p> <p>This report supports our ambition for residents / the Council of:</p>

<b>Delivering on the Council Strategy 2022-2026</b>	An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents  This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council
<b>Financial Cost</b>	N/A
<b>Relevant Select Committee</b>	Finance & Corporate Services
<b>Relevant Ward(s)</b>	All

## RECOMMENDATIONS

That the Cabinet:

1. Note the budget monitoring position and treasury management update as at June 2023 (Month 3) as outlined in Part A of this report.
2. Approve the financial recommendations set out in Part B of this report

### Reasons for recommendation

1. The reason for **Recommendation 1** is to ensure that the Council achieves its budgetary objectives, providing Cabinet with the update on performance at Month 3 against budgets approved by Council on 23 February 2023 contained within **Part A** of this report. An update on the Council's Treasury Management activities is included within this section of the report.
2. **Recommendation 2** seeks approval for the range of financial recommendations set out within **Part B** of this report, which may include acceptance of grant funding, revisions to fees & charges and ratification of decisions taken under special urgency provisions.

### Alternative options considered / risk management

3. There are no other options proposed for consideration.

### Select Committee comments

4. None at this stage.



## PART A: MONTHLY BUDGET MONITORING

### SUMMARY

#### GENERAL FUND REVENUE

5. A marginal underspend of £23k is reported against General Fund revenue budget normal activities as of June 2023 (Month 3), representing no movement from Month 2, with a range of risks and pressures being managed within this position. This will result in unallocated General Balances totalling £26,869k at 31 March 2024, in line with MTFE expectations.
6. Over and above specific variances being reported, there are a number of potential risk areas which continue to be closely monitored; the key items relating to progress in delivery of savings, pressures on demand-led services and inflationary pressures.
  - a. Within this position, £10,141k of the £22,762k savings planned for 2023/24 are banked or on track for delivery in full by 31 March 2024, with £7,953k or 35% tracked as being at an earlier stage of implementation. Where slippage in savings delivery is expected this has been factored into the reported monitoring position, with the full £22,762k savings expected to be delivered in full.
  - b. At this early stage in the financial year, no pressures have been reported against demand-led service budgets, although a significant increase in approaches by households seeking support with homelessness will necessitate a significant level of management action to avoid a pressure in this area. As in previous years Social Care continues to be monitored closely given the volatility and national systemic challenges across this sector.
  - c. The 2023/24 budget incorporated £21,691k to absorb inflationary pressures, with current projections indicating that a further £3,622k additional funding may be required, largely to meet the costs of a higher than anticipated staff pay award. Specific provision has been made within the Council's Earmarked Reserves to meet such costs, with this sum being offset in-year by £1,500k windfall income from the West London Waste Authority.
7. The Council holds Earmarked Reserves to manage risks and fund cyclical and project-based activities, with £20,060k being held at the beginning of 2023/24. Based on the Month 3 forecast, including the projected Local Authority pay award and an estimation for further inflationary demands above the approved budget totalling £3,622k, the Council is forecasting to drawdown £5,602k of this balance, with £4,550k of this being planned use within the Council's budget strategy, leaving a projected closing balance of £14,458k as at 31 March 2024 to support the Council's ongoing financial resilience and fund project and cyclical based work in 2024/25 and beyond.
8. Within the Collection Fund, a surplus of £299k is reported at Month 3, with the surplus being derived from a favourable position within Business Rates of £1,710k from an increase in the Council's rating list above the budgeted position approved by Council in February 2023, offset

by a slower than budgeted growth in Council Tax, linked to the ongoing slowing down in the construction industry due to the impacts of inflation and economic conditions on the viability of development. This position is compounded by an adverse position reported against Council Tax Support as demand has been impacted by the cost-of-living crisis, although this has started to decline again in line with budgeted assumptions, these pressures lead to a forecast deficit of £1,411k on Council Tax. These in-year pressures on Council Tax are being mitigated through the overachievement of Business Rates income, resulting in a net £299k favourable movement against the approved budget. The favourable movement at Month 3 is driven by a £147k improvement within Council Tax from an increase in the taxbase for June above the previous forecast, with this increase expected to be one-off in nature, with a minor £16k favourable movement within Business Rates.

9. The Collection Fund position has high exposure to both COVID-19 legacy impacts and broader economic conditions, as these have the potential to significantly affect the finances of individual households and businesses, and therefore this remains an area under close review. Variances against the Collection Fund do not directly impact upon the 2023/24 monitoring position, but instead the variance up to Month 9 will be factored into the Council's budget proposals for the forthcoming year to be presented to Cabinet in December 2023 as part of the consultation budget, with any variances from Month 10 to outturn not impacting until 2025/26 with resulting impacts on MTFF forecasts.
10. National economic circumstances will continue to drive a requirement to closely monitor service expenditure and trends in 2023/24, particularly for demand-led services where there are higher risks and given the context of Hillingdon's commitment to Social Care and its budget being based on delivering a substantial savings programme. These challenges are not unique to Hillingdon, numerous local authorities have publicly reported significant in-year cost pressures reflecting these factors and the downturn in economic forecasts since 2023/24 budgets were set. Hillingdon will also continue to advocate for specific funding in recognition of its specific exposures as a port authority.

### **GENERAL FUND CAPITAL**

11. As at Month 3 a £11,160k underspend is projected on the 2023/24 General Fund Capital Programme of £162,613k, with the forecast outturn variance over the life of the 2023/24 to 2027/28 programme estimated to breakeven at this early stage of the year. General Fund Capital Receipts of £33,304k are forecast for 2023/24 and are forecast to reach the income target of £93,617k for the five years to 2027/28. Overall, Prudential Borrowing required to support the 2023/24 to 2027/28 capital programme is forecast to be on budget at £67,787k, with overall borrowing levels projected to peak at £305,669k in 2024/25 in line with the MTFF.

### **SCHOOLS BUDGET**

12. The Dedicated Schools Grant (DSG) projected position is an in-year overspend of £4,462k at Month 3, with no movement on forecasts reported at Month 2. This overspend is due to ongoing pressures in the cost of High Needs placements, where inflationary pressures which are not met by DfE increased funding and the already identified under-capacity in borough, has driven increases in the number and cost of independent placements has increased significantly and is a key area of review within the Safety Valve work. Inflationary pressures

apply across the sector have continued to increase and are impacting on the costs of High Needs placements within each type of school setting. Measures are in place to reduce the number of high cost Out of Borough Independent placements which present the largest unit cost within the High Needs Block, costing 58% more on average than In Borough Independent placements. However, these will take time to deliver. When the £21,887k deficit brought forward from 2022/23 is considered, along with the revised Safety Valve funding for 2023/24, the forecast cumulative deficit carried forward to 2024/25 is £20,879k.

## **HOUSING REVENUE ACCOUNT**

13. The Housing Revenue Account (HRA) is currently forecasting a breakeven position at Month 3, although the risk of inflationary pressures is being closely monitored. The 2023/24 closing HRA General Balance is forecast to be £15,101k, exceeding the £15,000k target level established for 2023/24. The use of reserves is funding investment in new housing stock. A breakeven position is reported against £111,138k 2023/24 HRA Capital Programme with the exception of a small favourable cost variance reported on Major Projects of £529k over the 5-year programme budget.

## FURTHER INFORMATION

### General Fund Revenue Budget

14. A marginal £23k underspend is projected across the General Fund at Month 3, representing no movement from Month 2, with the following section of this reporting providing an overview of emerging variances and management action in place to deliver this position. General Fund Balances are expected to total £26,869k at 31 March 2024, and therefore remain within the recommended range 2023/24 of £22,000k to £41,000k as approved by Cabinet and Council in February 2023.

**Table 1: General Fund Overview**

Service	Month 3		Variance (As at Month 3) £'000	Variance (As at Month 2) £'000	Movement from Month 2 £'000
	Approved Budget	Forecast Outturn			
	£'000	£'000			
Service Operating Budgets	260,739	260,716	(23)	(23)	0
General Contingency	500	500	0	0	0
Unallocated Budget Items	2,039	2,039	0	0	0
<b>Subtotal Expenditure</b>	<b>263,278</b>	<b>263,255</b>	<b>(23)</b>	<b>(23)</b>	<b>0</b>
Corporate Funding	(263,278)	(263,278)	0	0	0
<b>Total Net Expenditure</b>	<b>0</b>	<b>(23)</b>	<b>(23)</b>	<b>(23)</b>	<b>0</b>
Balances b/fwd	(26,846)	(26,846)			
<b>Balances c/fwd 31 March 2024</b>	<b>(26,846)</b>	<b>(26,869)</b>			

15. The Council's budget contains a number of areas subject to demographic pressures and higher levels of volatility which are closely monitored and discussed in the Budget Strategy & MTF under the "demand-led growth" banner. .
16. Within the Council budget there is a Managed Vacancy Factor across the board of 3.5%, or £4,149k, to reflect natural levels of turnover and resulting structural underspend in the workforce budgets. Current indications are that the higher vacancy rate experienced during 2022/23 will continue into the new financial year and therefore result in an underspend over and above the Managed Vacancy Factor. The Council continues to closely manage recruitment activity, with post-level establishment controls providing a key mechanism for managing workforce costs at the organisational level.
17. The Council budgeted for a pay award in 2023/24 of 4%, however, due to the exceptional inflationary environment, the current pay offer exceeds this sum and equates to approximately 5.7% with an allowance of £2,622k being in place to meet this additional uplift in the Council's workforce expenditure included in the forecast use of the Council's identified earmarked reserve for exceptional inflationary pressures above the Council's approved budget.
18. Further provision for use of Earmarked Reserves has been included in this position, with £1,754k support for local priority initiatives, £1,535k release of grant funding to cover brought forward COVID-19 pressures in the Collection Fund, £1,000k further provision for inflationary risks and a net £191k of other costs. Windfall income from the West London Waste Authority's

Energy from Waste operations has allowed £1,500k to be allocated to Earmarked Reserves, resulting in a net drawdown of £5,602k to leave a closing balance of £14,458k at 31 March 2024.

## Progress on Savings

19. The savings requirement for 2023/24 is £21,197k, which together with £1,565k brought forward from 2022/23, which gives an overall total of £22,762k to be managed in the current financial year. The savings being reported as undelivered in 2022/23 (£1,565k) were attributable to the Council managing measures required to contain and offset inflationary pressures as well the ongoing legacy issues associated with the COVID-19 pandemic. This value has been added to the budgeted savings agreed as part of the 2023/24 budget.

**Table 2: Savings Tracker**

Cabinet Member Portfolio	Blue	Green	Amber I	Amber II	Red	Total
	Banked	Delivery in progress	Early stages of delivery	Potential problems in delivery	Serious problems in delivery	
	£'000	£'000	£'000	£'000	£'000	£'000
Cabinet Member for Property, Highways & Transport	(671)	(147)	(736)	(303)	0	(1,857)
Cabinet Member for Finance	0	(100)	(17)	0	0	(117)
Cabinet Member for Corporate Services	(396)	(510)	(578)	0	0	(1,484)
Cabinet Member for Residents' Services	(4,080)	(1,042)	(5,762)	(559)	(1,083)	(12,525)
Cabinet Member for Children, Families & Education	(150)	(150)	(361)	(774)	0	(1,434)
Cabinet Member for Health and Social Care	(830)	(1,565)	0	0	0	(2,395)
Cross-Cutting	(500)	0	(500)	(1,950)	0	(2,950)
<b>Total 2023/24 Savings Programme</b>	<b>(6,627)</b>	<b>(3,514)</b>	<b>(7,953)</b>	<b>(3,586)</b>	<b>(1,083)</b>	<b>(22,762)</b>
	<b>29%</b>	<b>15%</b>	<b>35%</b>	<b>16%</b>	<b>5%</b>	<b>100%</b>
<b>Month on Month Movement</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>

20. As of Month 3, £6,627k (29%) of the savings programme has already been banked, with a further £3,514k (15%) being reported as delivery in progress and £11,539k (51%) in the early stages of delivery which are ultimately expected to be delivered in full. There are a further £1,083k of savings recorded as having a serious problem with timely delivery, these savings could ultimately slip into 2024/25. Key items within this £1,083k include £600k linked to PCN banding changes where third party approval is required ahead of implementation, with the remainder of this sum relating to timing issues on practical implementation of two further projects.
21. Where savings are at risk of not being delivered in full during 2023/24, the associated pressures have been factored into the monitoring position with compensating actions bringing the overall position back to breakeven. At this time, it is expected that the full £22,762k will

ultimately be delivered in full or replaced with alternative measures in the event of any ongoing shortfall.

22. The Council is permitted to finance the costs associated with the delivery of this savings programme through Capital Receipts, with both one-off implementation costs and the support for service transformation being funded from this resource. Current projections include £4,595k for such costs, with all such costs subject to a specific funding strategy. It is anticipated that these pump priming costs will be financed from a combination of the £3,000k budget established for this purpose in 2023/24, alongside release of additional Capital Receipts secured during 2022/23.

### **Service Operating Budgets**

23. Service Operating Budgets represent the majority of the Council's investment in day-to-day services for residents. With the Council continuing to operate in a high inflation environment driven by global and national influences, these budgets were supplemented with £21,691k of funding to meet forecast inflationary pressures and £12,753k for demographic and other drivers impacting on demand for services going into the 2023/24.
24. Table 3 represents the position reported against normal activities for the Service Operating Budgets, the salient risks and variances within this position are summarised in the following paragraphs.

**Table 3: Service Operating Budgets**

Cabinet Member Portfolio		Approved Budget	Forecast Outturn	Variance (As at Month 3)	Variance (As at Month 2)	Movement from Month 2
		£'000	£'000	£'000	£'000	£'000
Property, Highways & Transport	Expenditure	20,031	20,013	(18)	(360)	342
	Income	(10,613)	(10,544)	69	360	(291)
	<b>Sub-Total</b>	<b>9,418</b>	<b>9,469</b>	<b>51</b>	<b>0</b>	<b>51</b>
Finance	Expenditure	140,546	140,210	(336)	(501)	165
	Income	(106,144)	(106,408)	(264)	(99)	(165)
	<b>Sub-Total</b>	<b>34,402</b>	<b>33,802</b>	<b>(600)</b>	<b>(600)</b>	<b>0</b>
Corporate Services	Expenditure	26,308	26,106	(202)	(182)	(20)
	Income	(1,890)	(1,980)	(90)	(118)	28
	<b>Sub-Total</b>	<b>24,418</b>	<b>24,126</b>	<b>(292)</b>	<b>(300)</b>	<b>8</b>
Residents' Services	Expenditure	69,345	69,956	611	874	(263)
	Income	(46,829)	(45,662)	1,167	952	215
	<b>Sub-Total</b>	<b>22,516</b>	<b>24,294</b>	<b>1,778</b>	<b>1,826</b>	<b>(48)</b>
Children, Families & Education	Expenditure	96,235	96,154	(81)	(149)	68
	Income	(24,085)	(24,178)	(93)	(18)	(75)
	<b>Sub-Total</b>	<b>72,150</b>	<b>71,976</b>	<b>(174)</b>	<b>(167)</b>	<b>(7)</b>
Health & Social Care	Expenditure	131,143	131,031	(112)	(755)	643
	Income	(33,308)	(33,982)	(674)	(27)	(647)
	<b>Sub-Total</b>	<b>97,835</b>	<b>97,049</b>	<b>(786)</b>	<b>(782)</b>	<b>(4)</b>
<b>Total Service Operating Budgets</b>		<b>260,739</b>	<b>260,716</b>	<b>(23)</b>	<b>(23)</b>	<b>0</b>

25. As can be seen from the table above, Service Operating Budgets are forecasting a marginal underspend of £23k which is the cumulative effect of a number of variances which are briefly outlined below by Cabinet Portfolio:

- a. **Property, Highways & Transport** – An overspend of £51k is forecast, representing an adverse movement of £51k from Month 2. With both the variance and the movement being driven by an improvement in recharge income offset by increased expenditure on services that are fully charged out.
- b. **Finance** – A net underspend of £600k is reported at Month 3, with no movement from Month 2, with this position being driven by a reduction in the Council's energy requirements, this is being compounded by a number of small overachievements against income targets, with additional grant funding being provided to support Ukraine support provided in the borough and a favourable variance against investment income as a result of high interest rates. The movement in this area relates to additional court fee income being included in the position, offset by expenditure incurred in relation to the collection of this income. This position further benefits from a net underspend against staffing as a result of management action to

contain expenditure in this area to support pressures against the wider forecast outturn.

- c. **Corporate Services** – a net underspend of £292k is reported, representing an adverse movement of £8k, with the underspend being driven by a number of small variances, with the staffing position forecast to deliver this underspend across the various services within the Corporate Services portfolio, with this position compounded by additional grant funding to support Ukraine refugee support. The movement in this area is made up of a number of minor updates, with no material movements.
- d. **Residents' Services** – an overspend of £1,778k is forecast for this portfolio, with a gross pressure of £3,378k included within the position offset by £1,600k of measures to reduce the pressure to the reported level, with this variance being driven by three key areas:
  - i. Firstly, the saving programme within the Green Spaces is being impacted by external factors, including exception inflationary pressures, leading to approximately a third of the reported pressure.
  - ii. Secondly a third of the pressure is being driven by the Community Safety & Enforcement service, with these pressures being driven by a combination of issues at Heathrow, including Brexit related changes and a cessation of Government funding, as well as pressures against parking income as recovery rates from the pandemic continue to track below budgeted predictions.
  - iii. Finally, pressures within the Planning Service are driving a large quantity of the remaining pressure as a result of income pressures against fees and charges, as well as expenditure pressures from staffing costs and the use of external consultants to carry out planning activities.
  - iv. The above pressures are being managed down by measures aimed at delivering a £1,600k reduction in expenditure, predominantly through staffing spend controls.

The movement in this portfolio relates to updated forecasts in relation to rough sleepers support offset by changes in income due to the grant funded nature of this support.

Within this portfolio there are two areas that fall within the Council's Demand-Led Growth section of the budget strategy as a result of the impacts of demographics and volatility, with these two areas being Homelessness Prevention and Waste Disposal. Homelessness Prevention is experiencing a substantial uplift in demand with a gross pressure of £833k to be managed out during 2023/24 through a variety of approaches. Waste Disposal is currently forecast to come in on budget, with current forecast being in line with the Demand-Led Growth bid included in the budget proposals in February 2023.



- e. **Children, Families & Education** – an underspend of £174k is being forecast at Month 3, which represents a favourable movement of £7k, with education functions including SEND and Adult Education largely breaking even, with additional expenditure being incurred to support Children in Need alongside the running of the Early Years Centres, offset by a reduction in the cost of service delivery for Looked After Children and measures put in place to contain staffing expenditure to deliver a further benefit for the portfolio. With the movement in this area relating to a number of minor updates, with no material movement reported across the portfolio.

Within this portfolio, there are three services that are reported in the Council's budget strategy under Demand-Led Growth: Children's Placements, Asylum Funding and SEND Transport. While there remains inherent volatility in demand for Looked after Children and Asylum services, at the present time budgeted provision appears sufficient. SEND Transport is currently forecasting a breakeven position, with the volatility against this budget largely impacting once the new academic year commences, the impact of the new uptake will therefore be monitored closely over the coming months.

- f. **Health & Social Care** – an underspend of £786k is reported for this portfolio, with staffing underspends after Social Care activities being driven by recruitment difficulties for the sector impacting both at a local level and nationally. The reported overachievement of income is spread across services within the remit of this portfolio with no material variances. The movement at Month 3 relates to updated forecasts on direct care provision and the corresponding contributions from both clients and Health.

Within this portfolio, Adult Social Care Placements is the only area that falls within the Demand-Led Growth section of the Council's budget strategy, with the Month 3 refresh of the impact of demographics and inflation forecasting a breakeven position for this budget at this early stage of the new financial year, however, due to the volatile nature of the service, this will continue to be reviewed throughout the year.

## Collection Fund

26. A surplus of £299k is reported within the Collection Fund at Month 3. Within the Collection Fund, an adverse position is reported within Council Tax of £1,411k, offset by a favourable position within Business Rates of £1,710k. The pressure in Council Tax is predominantly driven by a reduction in the forecast growth of the taxbase as construction continues to slow down, due to inflationary pressures in the sector, with the slippage equating to 1,214 Band D properties. The £147k favourable movement in Month 3 relates to an increase in the taxbase for June above the forecast position, however, this is forecast to be one-off in nature. This position is compounded by an adverse position within Council Tax Support due to a short period of increased demand driven by the cost-of-living crisis, with demand returning to a declining rate, with the short-term increase accounting for a pressure of 660 Band D properties. The favourable position within Business Rates is being driven by the Month 3 refresh suggesting that some of the increased revenue from the national revaluation of

commercial property can be released into the Council's financial position, with the favourable movement of £16k being driven by this refresh.

27. Any deficits within the Collection Fund impact on the Council's future year budgets, with the position reported up to Month 9 impacting on the 2024/25 saving requirement and will be included in the Council's refresh of the budget strategy that will be presented to Cabinet in December 2023, with any further updates between Month 10 and outturn impacting on 2025/26. This position will therefore reduce the Council's gross saving requirement by £299k for 2024/25, with any movement from Month 10 onwards to be factored in the next update to the Council's Budget Strategy for 2025/26.

## General Fund Capital Programme

28. As at Month 3 the General Fund forecasts are reporting a variance of £11,160k. Demand for school places and inflation on tender prices remain the most significant risks to the Council's investment programme with £27,500k contingency in place over the MTF period as part of the broader mitigation strategy. Strong progress is reported across the Council's asset disposal programme, which forms a key element of the financing strategy for the DSG Safety Valve and broader transformation programme, alongside a mechanism to avoid recourse to borrowing to finance local investment.

### Capital Programme Overview

29. Table 5 below sets out the latest forecast outturn on General Fund capital projects. Forecasts for future years include capital projects and programmes of work approved by Cabinet and Council in February 2023. Projected variance against budget for the 2023/24 financial year are analysed between cost and rephasing, in the case of the latter, budget will only be rolled forward for use in future financial years with the explicit approval of Cabinet. As of Month 3, a total variance of £11,160k is projected.

**Table 5: General Fund Capital Programme Summary**

	Approved Budget 2023/24	Forecast 2023/24	Cost Variance 2023/24	Project Re-phasing 2023/24	Total Project Budget 2023-2028	Total Project Forecast 2023-2028	Total Project Variance 2023-2028	Move-ment
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Cabinet Member Portfolio</b>								
Finance	9,779	9,779	0	0	22,724	22,724	0	0
Residents	4,903	4,903	0	0	10,942	10,942	0	0
Corporate Services	2,073	2,023	0	(50)	4,805	4,805	0	0
Children, Families and Education	21,425	21,425	0	0	25,499	25,499	0	0
Health and Social Care	2,850	2,850	0	0	14,250	14,250	0	0
Property, Highways and Transport	109,773	98,663	0	(11,110)	214,251	214,251	0	0
Contingency	11,810	11,810	0	0	17,810	17,810	0	0
<b>Total Capital Programme</b>	<b>162,613</b>	<b>151,453</b>	<b>0</b>	<b>(11,160)</b>	<b>310,281</b>	<b>310,281</b>	<b>0</b>	<b>0</b>
Major Projects	114,125	104,087	0	(10,038)	169,459	169,459	0	0
Programme of Works	36,678	35,556	0	(1,122)	123,012	123,012	0	0
General Contingency	11,810	11,810	0	0	17,810	17,810	0	0
<b>Total Capital Programme</b>	<b>162,613</b>	<b>151,453</b>	<b>0</b>	<b>(11,160)</b>	<b>310,281</b>	<b>310,281</b>	<b>0</b>	<b>0</b>
Movement	0	(11,160)	0	(11,160)	0	0	0	0

30. **Finance:** At Month 3, the use of Capitalisation powers to fund Transformation Capitalisation and the DSG Safety Valve agreement are on track for delivery, with the Council's Purchase of Vehicles similarly forecast to breakeven at this early stage of the year.
31. **Residents:** A breakeven position is being reported at Month 3 for this portfolio, with Town Centre improvements and Shopping Parade investments forecasting to come in on budget, with these two schemes accounting for £1,927k of the budget. Other Capital Programme activity within this portfolio includes expenditure on the Council's green spaces, environmental and recreational initiatives and the playground replacement programme, with these activities alongside the Chrysalis programme anticipated to come in on budget and will be kept under review throughout the year.
32. Works have commenced to renovate tennis courts sites across Hillingdon following January Cabinet approval of the £270k project which includes £181k Lawn Tennis Association grant.
33. **Corporate Services:** The Corporate Technology and Innovation programme includes rephasing of £333k. A capital release of £40k was approved in April for telephony improvement. A capital release report is being progressed for the Laptop and Desktop Refresh programme. The Older People Initiatives funds small ad-hoc schemes however, the burglar alarm installation scheme in private homes has discontinued and a £50k underspend is projected.
34. **Children, Families & Education:** The Schools SEND programme is underway on several projects to provide additional special needs places. Work is progressing on site at Charville, Ruislip and Wood End Primary. The pre-construction service agreement appointed contractor is undertaking stage 2 design works for the expansion of Harefield Academy for use as a satellite school to be managed by Meadow High School, and Meadow High School expansion. Revised cost estimates are significantly above confirmed grant funding however, discussions are taking place with the Department for Education on available capital funding to deliver on SEND provision within the Safety Valve agreement.
35. **Health and Social Care:** The capitalisation of social care equipment is forecast in line with budget at this early stage of the year.
36. **Property, Highways & Transport:** The single largest project within this portfolio is the new West Drayton Leisure Centre, with the Capital Programme approved budget for this project being an investment of over £25m. Construction works are in progress on the new Platinum Jubilee leisure centre and are currently forecast to be completed in May 2024, however rephasing of expenditure is required of £3,465k.
37. Works to extend the Uxbridge mortuary completed in April 2023. Works commenced in May 2023 at the Battle of Britain Bunker following recent approval to appoint a contractor, slippage of £50k is forecast for retention payments.
38. The Carbon Zero Initiatives revised budget of £18,855k, funded from £13,751k Department Business, Energy and Industrial Strategy, has been fully earmarked for the Park Farm Solar Farm, the Civic Centre refurbishment, Winston Churchill Hall, Hillingdon Sports and Leisure Centre, and Highgrove swimming pool.

39. As of Month 3 the Transport for London (TFL) programme confirmed grant award is £2,527k, and is based on the 2023/24 Local Implementation Plan award and is significantly lower than pre-pandemic funding levels.
40. Following Cabinet approval last year of the acquisition of land at Broadwater Lake for the new Hillingdon Water Sports and Activity Centre (HWSAC) site, the legal options agreement with the vendor has been finalised and a planning application is expected to be submitted in July. Slippage of £4,905k is projected as land reclamation work is now expected to commence early next year.
41. The Civic Centre transformation project has commenced with a number of projects under various workstreams to start in 2023/24. The main works contractor for the refurbishment was appointed in June and works are set to start in September on the pilot phase.
42. The Disabled Facilities Grant adaptations includes rephasing of £279k and is forecasting to slippage of £500k. The full budget is projected to be committed, however it is estimated that that £500k will be incurred in 2024/25. Both budgets are financed by the Disabled Facilities Grant.
43. The Schools Building Condition Works programme has been agreed is projected slippage of £572k for works planned for next summer and for final stage payments due next year.

## Capital Financing - General Fund

**Table 6: Capital Financing**

	Approved Budget 2023/24 £'000	Forecast 2023/24 £'000	Cost Variance £'000	Phasing Variance £'000	Total Financing Budget 2023-2028 £'000	Total Financing Forecast 2023-2028 £'000	Total Variance £'000	Move-ment
<b>Source of Finance</b>								
Capital Receipts	33,304	33,304	0	0	93,617	93,617	0	0
CIL	2,463	2,463	0	0	18,963	18,963	0	0
Prudential Borrowing	60,031	54,428	0	5,603	67,787	67,787	0	0
<b>Total Council Resources</b>	<b>95,798</b>	<b>95,798</b>	<b>0</b>	<b>5,603</b>	<b>180,367</b>	<b>180,367</b>	<b>0</b>	<b>0</b>
Grants & Contributions	66,815	61,258	0	5,557	129,914	129,914	0	0
<b>Capital Programme</b>	<b>162,613</b>	<b>151,453</b>	<b>0</b>	<b>11,160</b>	<b>310,281</b>	<b>310,281</b>	<b>0</b>	<b>0</b>
Movement	0	11,160	0	11,160	0	0	0	0

44. The MTFF disposals programme 2023-28 forecasts total capital receipts of £114,210k and includes £39,888k of further specific capital receipts to be identified. In 2023/24 forecast capital receipts are £23,977k, with solid progress being reported across the board on progressing potential asset disposals. These receipts will form a key strand to financing the Council's DSG Safety Valve and broader transformation programme, and therefore this activity remains a key corporate priority.

## Schools Budget

45. The Dedicated Schools Grant (DSG) projected position is an in-year overspend of £4,462k at Month 3, with no movement on forecasts reported at Month 2. This overspend is due to ongoing pressures in the cost of High Needs placements, where inflationary pressures which are not met by DfE increased funding and the already identified under-capacity in borough, has driven increases in the number and cost of independent placements has increased significantly and is a key area of review within the Safety Valve work.
46. Inflationary pressures apply across the sector have continued to increase and are impacting on the costs of High Needs placements within each type of school setting. Measures are in place to reduce the number of high cost Out of Borough Independent placements which present the largest unit cost within the High Needs Block, costing 58% more on average than In Borough Independent placements. However, these will take time to deliver.
47. When the £21,887k deficit brought forward from 2022/23 is considered, along with the revised Safety Valve funding for 2023/24, the forecast cumulative deficit carried forward to 2024/25 is £20,879k.

**Table 7: DSG Income and Expenditure Summary**

Funding Block	Month 3		Variance (As at Month 3) £'000	Variance Variance (As at Month 2) £'000	Change from Month 2 £'000
	Approved Budget £'000	Forecast Outturn £'000			
<b>Dedicated Schools Grant Income</b>	(348,931)	(348,931)	0	0	0
<b>Schools Block</b>	266,069	266,069	0	0	0
<b>Early Years Block</b>	26,511	26,511	0	0	0
<b>Central Schools Services Block</b>	2,938	2,938	0	0	0
<b>High Needs Block</b>	55,693	60,155	4,462	4,462	0
<b>Total Funding Blocks</b>	<b>2,280</b>	<b>6,742</b>	<b>4,462</b>	<b>4,462</b>	<b>0</b>
Balance Brought Forward 1 April 2023	21,887	21,887			
Safety Valve Funding	(7,750)	(7,750)			
<b>Balance Carried Forward 31 March 2024</b>	<b>16,417</b>	<b>20,879</b>			

48. As noted above, the sole material variance on the Schools Budget at Month 3 remains the High Needs Block where inflationary pressures on individual High Needs placements are outstripping funding made available by the DfE through the DSG. This differential accounts for the budgeted £2,280k pressure, with continuing high levels of inflation exacerbating this in the new year. There is no standard mechanism for DSG to be varied to reflect inflationary pressures and therefore the shortfall will place represents an additional challenge in the context of the Safety Valve.

## Maintained School Balances & Budgets

49. Maintained schools ended the 2022/23 financial year with a cumulative closing surplus balance of £12.8m (£11.8m revenue and £1m capital). This was a £2.1m decrease from the previous year total. A review of the balances at the end of the 2022/23 financial year identified six schools which ended the year in deficit.

50. The table below summarises school revenue balances as a percentage of total revenue income plus balances brought forward from 2022/23. Analysis of the data in the table indicates that overall, the number of schools with balances over the recommended 8% (or 5% for secondary schools) is currently 48% compared to 54% in 2022/23. In addition, the number of schools with balances lower than 2% has increased to 8 from the 7 schools previously reported, with the number of schools with balances greater than 20% increasing from 6 to 7.

<b>Sector</b>	<b>Number of Schools in Deficit</b>	<b>Number with Balances &lt; 2%</b>	<b>Number with Balances &gt; 2% and &lt; 8%</b>	<b>Number with Balances &gt; 8% and &lt; 20%</b>	<b>Number with Balances &gt; 20%</b>
Nursery	0	0	0	0	1
Primary	5	2	18	14	6
Secondary	1	0	0	1	0
Special	0	0	0	2	0
<b>Total</b>	<b>6</b>	<b>2</b>	<b>18</b>	<b>17</b>	<b>7</b>

51. The budgets for maintained schools continue to be reviewed, with schools RAG-rated based on the balances position. Schools that are either in deficit or have managed to set a balanced budget but with very low balances, meaning that any significant unplanned change in expenditure could result in the school being in a deficit position are rated red. These schools are being closely monitored by officers to ensure that everything possible is being done to address the situation.

## Housing Revenue Account

52. The Housing Revenue Account (HRA) is currently forecasting a breakeven position compared to the budget, with ongoing inflationary risk being closely monitored. The 2023/24 closing HRA General Balance is forecast to be £15,101k, marginally higher than the £15,000k target level. The table below presents key variances by service area.

**Table 8: Housing Revenue Account**

Service	Month 3		Variance (+ adv / - fav)		
	Budget	Forecast Outturn	Variance (As at Month 3)	Variance (As at Month 2)	Movement from Month 2
	£'000	£'000	£'000	£'000	£'000
Rent & Other Income	(74,063)	(74,063)	0	0	0
<b>Net Income</b>	<b>(74,063)</b>	<b>(74,063)</b>	<b>0</b>	<b>0</b>	<b>0</b>
Operational Assets	13,420	13,460	40	40	0
Director of Housing	9,287	9,431	144	144	0
Other Service Areas	1,080	998	(82)	(82)	0
Contribution to Shared Services	12,631	12,529	(102)	(102)	0
<b>HRA Operating Costs</b>	<b>36,418</b>	<b>36,418</b>	<b>0</b>	<b>0</b>	<b>0</b>
Capital Programme Financing	21,597	21,597	0	0	0
Interest and Investment Income	16,133	16,133	0	0	0
<b>Capital Programme Financing</b>	<b>37,730</b>	<b>37,730</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>(Surplus) / Deficit</b>	<b>85</b>	<b>85</b>	<b>0</b>	<b>0</b>	<b>0</b>
General Balance 01/04/2023	(15,186)	(15,186)	0	0	0
<b>General Balance 31/03/2024</b>	<b>(15,101)</b>	<b>(15,101)</b>	<b>0</b>	<b>0</b>	<b>0</b>

53. At this early stage in the financial year, the rental income and other income is forecast to break even. This will continue to be monitored during the year to take into account stock movements, voids and the regeneration programme. The budgets are based on a void rate of 1.35%, with any material variation from this level feeding into rental projections as appropriate.

54. The number of RTB applications received in the first three months of 2023/24 was 27 compared to 25 for the same period in 2022/23. There has been 8 RTB completions in the first three months of 2023/24 compared to 13 for the same period in 2022/23. The RTB applications and sales will be kept under review during the year. As at Month 3, the 2023/24 RTB sales forecast is 40 in line with budgeted expectations.

55. The HRA Operating Costs Budget is £36,418k and at this early stage in the financial year is forecast to break even. In line with experience elsewhere in the Council, the risk of significant inflationary pressures is being closely monitored. Within this position, a number of compensating variances are reported:

- a. The Operational Assets budget is £13,420k and includes repairs and planned maintenance budgets. The forecast is an overspend of £40k relating to the staffing



vacancy factor. This will be kept under review as changes occur during the year. The repairs and planned maintenance budgets will continue to be kept under review during the year as more actuals data becomes available, especially due to potential pressures relating to demand on voids, day to day repairs, disrepair, and market conditions including inflation.

- b. The Director of Housing budget is £9,287k and includes tenancy management and tenants' services. The forecast is an overspend of £144k relating to the staffing vacancy factor. This will be kept under review as changes occur during the year. The budgets include utility costs and these will continue to be monitored given the anticipated increase in costs for electricity and gas.
- c. The Other Service Areas budget is £1,080k and includes the Careline contract, HRA specific ICT costs and the revenue regeneration costs. This is forecast to underspend by £82k which relates to agency costs.
- d. The Contribution to Shared Services budget is £12,631k and is forecast to underspend by £102k due to running costs. The budgets include development repairs contingency, overheads and corporate and democratic core, and bad debt provision. The bad debt provision will be kept under review especially given current economic conditions and the impact on arrears.

56. As at Month 3 the capital programme financing budget of £37,730k is forecast to break even. This budget includes £21,597k (depreciation and revenue contributions) to fund the HRA capital programme, it also includes £16,133k for repayments of loans and interest on borrowings.

## HRA Capital Expenditure

57. The HRA capital programme is set out in the table below. The 2023/24 revised budget is £118,138k and at Month 3 all forecasts are in line with budgets with the exception of a small favourable cost variance on Major Projects.

**Table 9: HRA Capital Expenditure**

	Revised Budget 2023/24	Forecast 2023/24	Cost Variance 2023/24	Project Re-Phasing 2023/24	Total Project Budget 2023-28	Total Project Forecast 2023-28	Total Project Variance 2023-28	Movement 2023-28
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>HRA Capital Programme</b>								
Major Projects	87,214	86,685	(529)	0	316,034	315,505	(529)	(529)
Works to Stock programme	22,437	22,437	0	0	132,813	132,813	0	0
Green Homes Initiatives	6,147	6,147	0	0	33,141	33,141	0	0
Major Adaptations to Property	2,340	2,340	0	0	13,317	13,317	0	0
<b>Total HRA Capital</b>	<b>118,138</b>	<b>117,609</b>	<b>(529)</b>	<b>0</b>	<b>495,305</b>	<b>494,776</b>	<b>(529)</b>	<b>(529)</b>
Movement								

58. There is a small favourable cost variance on Major Projects. The council acquired a property from a Registered Provider providing accommodation to vulnerable adults. The property was previously financed from social care grant for which the council has taken on the grant liability and was therefore not required to pay full market value as was budgeted for. The HRA will provide landlord services and Adults will continue to provide care.
59. The 2023-24 forecast includes significant investment in housing regeneration of £24m as work has started on site at Hayes Town Centre and Avondale Drive estates. A further £14m is included for land assembly costs to acquire leasehold interests on both estates.
60. The annual acquisitions cap for 141 receipts funded buybacks has increased from 20 units to 61, due to the commencement on site for the Maple and Poplar North Block redevelopment and the new 24 temporary accommodation flats at Newport Road. At Month 3 fourteen acquisitions have been identified and approved on capital release of which 5 have been acquired. A further 12 properties have been identified for acquisition and are progressing through the approval process.
61. Construction works have commenced on site at Petworth Gardens to provide 4x4 bedroom houses, following the appointment of the main contractor.
62. The Works to Stock programme 2023/24 is in various stages of progress with works ongoing across the housing estate under numerous workstreams. Workstreams are forecast in spend in line with revised budgets.
63. Agreement has been reached to deliver a lower number of units under the Green Homes Initiatives due to rising prices, Works are nearing completion on delivering the Social Housing Decarbonisation Fund (SHDF) grant Wave 1, funded by £1,581k grant which is required to be spent by the 30 June 2023 after the granting of a short extension. Council match fundings of £2,069k towards Wave 1 is to be delivered by 31 October 2023. Match funding for future SHDF waves is yet to be agreed.

#### Capital Financing - HRA

64. The below table sets out the HRA Capital Financing forecast at Month 3:

**Table 10: HRA Capital Financing**

	Approved Budget 2023/24 £'000	Forecast 2023/24 £'000	Cost Variance £'000	Phasing Variance £'000	Total Financing Budget 2023-2028 £'000	Total Financing Forecast 2023-2028 £'000	Total Variance £'000	Move-ment
<b>Source of Finance</b>								
Capital Receipts	8,142	8,122	0	(20)	38,109	38,089	(20)	0
CIL	22,010	22,010	0	0	122,760	122,760	0	0
Prudential Borrowing	70,990	69,578	0	(1,412)	232,918	231,506	(1,412)	0
<b>Total Council Resources</b>	101,142	99,710	0	(1,432)	393,787	392,355	(1,432)	0
Grants & Contributions	16,996	17,899	0	903	101,517	102,421	903	0
<b>Capital Programme</b>	118,138	117,609	0	(529)	495,304	494,776	(529)	0
Movement	0	0	0	0	0	0	0	0

65. At Month 3, the £529k Capital Programme underspend is being complemented by additional grant funding for the programme of £903k, leading to a favourable movement of £1,432k of Council Resources, with an additional £20k being derived from capital receipts and the balance of £1,412k reducing the programme's borrowing requirement.

**Table 10: Outstanding Deposits**

Period	Actual (£m)	Actual (%)
Call Accounts and MMF's*	0.5	0.64
Up to 1 Month Fixed-Term Deposits	63.2	80.30
<b>Total</b>	<b>637</b>	<b>80.94</b>
Strategic Pooled Funds	15.0	19.06
<b>Total</b>	<b>78.7</b>	<b>100.00</b>

\*Money Market Funds

66. Deposits are held with UK institutions, all of which hold a minimum A- Fitch (or lowest equivalent) long-term credit rating and AAA rated Money Market funds. UK deposits are currently held in NatWest Bank plc, the DMADF and Cornwall Council. There is also an allocation to Strategic Pooled Funds.
67. The average rate of return on day-to-day operational treasury balances is 4.26%. As part of the Council's investment strategy for 2023/24, the Council continues to hold a total of £15m in three long-dated strategic pooled funds (£5m in each). The strategic pooled funds have a long-term investment horizon with dividends being distributed periodically. When including projected dividend income on these strategic pooled funds, the overall rate of return decreases to 4.19% based on the previous six months income average. With rising market interest rates there is a lag in terms of dividend yield whilst the underlying assets mature and are refinanced, however it is anticipated that income on these funds should increase over the investment horizon. As the fair value of these strategic pooled funds are currently lower than the sum initially invested it is not feasible to disinvest at this time.
68. The Council aims to minimise its exposure to bail-in risk by utilising bail-in exempt instruments and institutions whenever possible. However, due to the significant amount held in instant access facilities, which is needed to manage daily cashflow, it is not possible to fully protect Council funds from bail-in risk. At the end of June, 1% of the Council's day-to-day operational treasury investments had exposure to bail-in risk compared to a June benchmark average of 63% in the Local Authority sector (latest benchmark provided quarterly by the Council's treasury advisors). The Council's exposure was significantly lower than the norm due to a base rate rise at the end of June, which resulted in funds being removed from all MMF's as the DMADF was offering higher rates of interest. The Council's exposure reduces to 0% once instant access facilities are excluded from the total bail-in percentage.
69. Liquidity was maintained throughout June by placing surplus funds in instant access accounts and making short-term deposits, including overnight deposits, in the DMADF. Cash-flow was managed by ensuring maturities of any short-term deposits with the DMADF were matched to outflows.

**Table 11: Outstanding Debt**

Average Interest Rate on Total Debt: 3.11%

Average Interest Rate on Debt Excluding Temporary Borrowing: 3.14%

Average Interest Rate on Temporary Borrowing: 3.0%

	<b>Actual (£m)</b>	<b>Actual (%)</b>
<b>General Fund</b>		
PWLB	79.60	25.62
Long-Term Market	15.00	4.83
Temporary	65.00	20.92
<b>HRA</b>		
PWLB	118.07	38.01
Long-Term Market	33.00	10.62
<b>Total</b>	<b>310.67</b>	<b>100.00</b>

70. During June there were two scheduled £0.33m PWLB EIP instalment payments.
71. Gilt yields moved up during the first half of June peaking on 14<sup>th</sup> June, but then fell back to levels around the beginning of the month. Although many loans are in discount, the Council's long-term borrowing need and the high interest rates on new borrowing makes early repayment unviable. At the MPC meeting on the 22<sup>nd</sup> June the base rate was increased from 4.5% to 5%.
72. There were no breaches of the Prudential Indicators or non-compliance with the Treasury Management Policy and Practices.
73. To maintain liquidity for day-to-day business operations during July, cash balances will be placed in instant access accounts and short-term deposits.

## PART B: FINANCIAL RECOMMENDATIONS

### That the Cabinet:

- a. Approve acceptance of £50k additional grant funding from Transport of London for a comprehensive study of the London Borough of Hillingdon's Cycle Infrastructure.
- b. Approve acceptance of £78k grant funding from the Department for Environment, Food, and Rural Affairs (Defra) for costs associated with the delivery of new post-Brexit port health authority functions at the Heathrow Imported Food Office.

### Reasons for recommendation

74. Transport for London has awarded London Borough of Hillingdon an additional £50k grant allocation for 2023/24 for a comprehensive study of the London Borough of Hillingdon's Cycle Infrastructure, which will identify schemes that will improve and enhance the current Cycle Infrastructure, with **recommendation 2a** proposing the acceptance of this grant. This study has potential to attract further funding from Transport for London for implementing the identified schemes resulting from the study and will enable officers to apply for any eligible S106 Contributions, which will reduce the call on Council Resources.
75. Grant funding has been offered by Defra for the period July-September 2023 which, with **recommendation 2b** requesting cabinet approval to accept the grant, which if accepted will be utilised to cover the costs of environmental health and veterinary resources required at the Heathrow Imported Food Office in readiness for the implementation of new port health authority requirements for EU imports, including supporting agencies managing biosecurity risks at the border until new controls are in place.

## PUBLIC PREVIEW:

### *MATTERS TO BE CONSIDERED LATER IN PRIVATE*

<b>Cabinet Member(s)</b>	As appropriate
<b>Cabinet Portfolio(s)</b>	As appropriate
<b>Officer Contact(s)</b>	Mark Braddock – Democratic Services
<b>Papers with report</b>	None

## HEADLINES

<b>Summary</b>	<p>A report to Cabinet to provide maximum transparency to residents on the private matters to be considered later in Part 2 of the Cabinet meeting and agenda.</p> <p>This will enable Cabinet Members to openly discuss such matters generally in public, and via the Council’s live broadcast of the meeting, without prejudicing their later consideration in private.</p>
<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>This report supports our ambition for residents / the Council of: An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents</p> <p>This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council</p>
<b>Financial Cost</b>	As set out in the report.
<b>Relevant Select Committee</b>	As set out in this report under each item – however, this item is not for scrutiny call-in as it is information only.
<b>Ward(s)</b>	As set out in the report

## RECOMMENDATION

**That Cabinet note the reports to be considered later in private and Part 2 of the Cabinet agenda and comment on them as appropriate for public information purposes.**

## Reasons for recommendation

### Why are certain reports considered in private?

As a transparent, democratic organisation, the Council's Cabinet will consider matters in public on Part 1 of this Cabinet agenda. However, there will inevitably be some reports that will need to be considered in private. These would generally relate to contracts, property transactions or commercially sensitive information, for example, tender bids from commercial organisations, which if made public, could prejudice the Council's ability secure value-for-money for resident taxpayers.

This information is also called 'exempt' information and is considered in Part 2 of any Cabinet agenda by applying the relevant section of the Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended), in that the report contains certain information and that the public interest in withholding that information outweighs the public interest in disclosing it.

### How can the public find out more about the private reports?

To ensure maximum transparency when the Cabinet considers such private reports:

- 1) They are first given advance notice on the Cabinet's Forward Plan in summary form setting out the reason why they will be considered in private. The [Forward Plan](#) is a public document setting out all the expected decisions the Cabinet will make over the coming year, except those that are urgent, and is available on the Council's website to view;
- 2) This report provides a fuller public preview of the matters to be discussed in Part 2 of this Cabinet meeting and gives an opportunity for Cabinet Members to highlight issues of significance within and for public information purposes, without prejudicing their later fuller consideration in private. It also sets out the recommendations in general terms that are being proposed for a decision on.
- 3) Consideration of this report will also be broadcast live on the Council's YouTube channel: Hillingdon London, and available for viewing afterwards, for wider democratic engagement.
- 4) After these private reports are considered in Part 2 of this Cabinet meeting, Cabinet's full decisions on them will then be published on the Council's website the day after the Cabinet meeting, along with the decisions on the other matters already considered in public.

## Alternative options considered


Cabinet could resolve to release any private report into the public domain in extraordinary or highly exceptional cases, where it considers the public interest in disclosing the information outweighs the public interest in withholding it. However, to ensure greater transparency on all private matters considered, this public preview item is advised as the most suitable way forward.

## Legal comments

Such private matters are considered in accordance with Local Government Act 1972 (as amended) Access to Information provisions and also The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. This report enables such matters to be discussed in public as far as is possible under the relevant legislation.



**SUPPORTING INFORMATION**

<p><b>Item 14 – Property disposal: The Grange, Rickmansworth Road, Northwood</b></p>	
<p><b>Relevant Cabinet Member(s)</b></p>	<p><b>Relevant Ward Select Committee</b></p>
<p>Councillor Jonathan Bianco Cabinet Member for Property, Highways and Transport</p>	<p>Northwood  Property, Highways and Transport</p>
<p><b>Information</b></p>	<p><b>General recommendations</b></p>
<p>The Council currently owns The Grange Country House, Rickmansworth Road, Northwood. The Grange is a Grade II listed building on a large site, let on a commercial lease for use as a wedding venue.</p> <p>The upper floor of the building is sublet to a nursery by the tenant, and this would not be affected by a disposal to the current tenant.</p> <p>Cabinet will consider whether to proceed with the sale of The Grange in Northwood for the Freehold purchase from the current tenant.</p> 	<p>Cabinet will consider declaring the site surplus and the sale.</p>

<b>Item 15 – Property disposal - industrial sites at Arundel Road &amp; Wallingford Road, Uxbridge</b>	
<b>Relevant Cabinet Member(s)</b>	<b>Relevant Ward Select Committee</b>
Councillor Jonathan Bianco Cabinet Member for Property, Highways and Transport	Uxbridge  Property, Highways and Transport
<b>Information</b>	<b>General recommendations</b>
<p>Cabinet will consider the disposal and sale of two sites at Arundel Road and Wallingford Road in Uxbridge. Both are on industrial estate land.</p> <p>The Arundel Road site is currently used for informal car parking, an electricity pylon, utilities, disused allotments, and two dilapidated vacant industrial units.</p> <p>The Wallingford Road site is located on the corner of Cowley Mill Road &amp; Wallingford Road and is currently being used as informal car parking.</p> <p>The proposals will contribute to the Council's disposal's target and ensure these essentially vacant sites can be put to appropriate use.</p>	<p>Cabinet will consider declaring the two industrial sites in Uxbridge surplus and their sale</p>

STRICTLY NOT FOR PUBLICATION

Exempt information by virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972 (as amended).

# Agenda Item 14

Document is Restricted

This page is intentionally left blank

STRICTLY NOT FOR PUBLICATION

Exempt information by virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972 (as amended).

# Agenda Item 15

Document is Restricted

This page is intentionally left blank