



HILLINGDON  
LONDON



# CABINET

## To all Members of the Cabinet:

**Date:** THURSDAY, 10 OCTOBER  
2024

**Time:** 7.00 PM

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

**Meeting  
Details:** The public and press are welcome  
to attend and observe the meeting.

For safety and accessibility, security measures will be conducted, including searches of individuals and their belongings. Attendees must also provide satisfactory proof of identity upon arrival. Refusal to comply with these requirements will result in non-admittance.

This meeting may be broadcast on the Council's YouTube channel. You can also view this agenda online at [www.hillingdon.gov.uk](http://www.hillingdon.gov.uk)

Ian Edwards, Leader of the Council  
(Chair)

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

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

## Published:

Wednesday, 2 October 2024

## Contact:

Mark Braddock

Tel: 01895 250470

Email: [mbraddock@hillington.gov.uk](mailto:mbraddock@hillington.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:

*10 October 2024 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**

2 October 2024  
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 - 14
- 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 Draft Uxbridge Town Centre Vision for public engagement (Cllr Eddie Lavery) 15 - 32
- 6 Safeguarding Partnership Annual Report (Cllr Susan O'Brien / Cllr Jane Palmer) 33 - 104
- 7 REFERRAL FROM FULL COUNCIL: Options to Increase Controls for Houses of Multiple Occupation (Cllr Eddie Lavery) 105 - 120
- 8 London Borough of Hillingdon Digital Strategy (Cllr Douglas Mills) 121 - 152
- 9 Consultation on Review of Strategic Climate Action Plan (Cllr Eddie Lavery) 153 - 164
- 10 Transport for London Local Implementation Plan - Annual Spending Submission (Cllr Jonathan Bianco) 165 - 182
- 11 POLICY FRAMEWORK: Youth Justice Plan 2024-2029 (Cllr Susan O'Brien) 183 - 226
- 12 Monthly Council Budget Monitoring Report (Cllr Martin Goddard) - TO FOLLOW -
- 13 Public Preview of matters to be considered in private (All Cabinet Members) 227 - 230



## **Cabinet Reports - Part 2 (Private and Not for Publication)**

- |           |   |           |
|-----------|---|-----------|
| <b>14</b> | Civic Centre Transformation: NHS Licence to Occupy at the Civic Centre, Uxbridge (Cllr Jonathan Bianco) | 231 - 236 |
| <b>15</b> | Disposal of Fountains Mill, High Street, Uxbridge (Cllr Jonathan Bianco)                                | 237 - 248 |
| <b>16</b> | Disposal of garage site and land at Hilton Close, Uxbridge (Cllr Jonathan Bianco)                       | 249 - 256 |

*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.*

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

This page is intentionally left blank

## Minutes / Decisions

### CABINET

Thursday, 12 September 2024

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



Decisions published on: 13 September 2024

Decisions come into effect on: From 5pm 20 September 2024 or as stated

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

Ian Edwards (Chair)  
Jonathan Bianco (Vice-Chair)  
Douglas Mills  
Susan O'Brien  
Jane Palmer  
Eddie Lavery

#### **Members Also Present:**

Peter Curling  
June Nelson  
Kamal Kaur  
Scott Farley  
Sital Punja  
Stuart Mathers

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

Apologies were received from Councillor Martin Goddard

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

No interests were declared by Members present.

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

The minutes and decisions of the Cabinet meeting held on 25 July 2024 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**

It was confirmed that items of business marked Part 1 would be considered in public and those marked Part 2 in private. The Leader of the Council drew the public's attention to the preview of confidential reports available for greater transparency of Council business.

**5. OPTIONS TO THE REDUCE THE IMPACTS ON COMMUNITIES OF TAXIS AND PRIVATE HIRE VEHICLES WAITING IN RESIDENTIAL STREETS NEAR HEATHROW AIRPORT**

**RESOLVED:**

**That the Cabinet:**

- 1) Agrees that public consultation will be undertaken on the introduction of a Public Spaces Protection Order prohibiting private hire vehicle and taxi vehicles waiting on the roadside near Heathrow Airport.**
- 2) Receives a further report when the consultation has concluded and an equality impact assessment has been prepared to decide whether to introduce a Public Spaces Protection Order and, if so, the scope of that Order.**

**Reasons for decision**

The Cabinet Member for Residents' Services introduced a report on options to reduce the impact of taxis and private hire vehicles waiting in residential streets near Heathrow Airport. The Cabinet Member outlined the plan for a consultation on a proposed Public Spaces Protection Order (PSPO) to improve the lives of residents in the wards surrounding Heathrow Airport by controlling the waiting of private hire vehicles in this area. This issue had been a long-standing nuisance, with 4,775 Fixed Penalty Notices (FPNs) issued for other offences by these vehicles in the last 12 months, and 93 complaints received since April via the Heathrow Nuisance Portal. The Cabinet Member noted that the problem had grown since private hire vehicles began obtaining business via apps, and that now included some licensed taxis. Both groups had waiting facilities within the Airport's boundary, but often chose not to use them.

The Cabinet Member explained that the proposed PSPO would prevent private hire vehicles from waiting in the three wards surrounding the airport: Heathrow Villages, Pinkwell and West Drayton. This approach was preferred over extending parking controls, which would impact residents and require an observation period. The PSPO would make it an offence for any vehicle used for hire or reward purposes to park or wait within the restricted area unless collecting or dropping off passengers, residing in the area, or if the business was based there. The PSPO would require no observation period and could be enforced by fixed or mobile cameras. The results of the consultation would return to Cabinet for a final decision. The Cabinet Member thanked Richard Webb, the Director of Community Safety & Enforcement, for his work on the paper.

Cabinet agreed to the consultation and the Leader of the Council welcomed the development, noting the significant impact of waiting vehicles on residents and the limitations of current enforcement methods.

## Alternative options considered / risk management

Alternative options considered by the Cabinet, but discounted, were to maintain the status quo, more engagement with the taxi trade or further parking restrictions on vehicles waiting in streets near the airport.

Relevant Select Committee	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 a majority of the select committee by 5pm, Friday 20 September 2024.
<b>Officer(s) to action</b>	Richard Webb
<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. CARERS' STRATEGY DELIVERY PLAN UPDATE

### RESOLVED:

**That Cabinet notes highlights against the Carers' Strategy delivery plan activity for 2023/24 and the priorities for 2024/25.**

### Reasons for decision

The Cabinet Member for Health & Social Care presented a report, which Cabinet noted, highlighting key developments in the Carers Strategy Delivery Plan, which also supported the joint Health and Well-Being Strategy and the Better Care Fund Plan. A draft of the report had been discussed with the Health and Social Care Committee and the Cabinet Member thanked their comments. The Cabinet Member noted that the 2021 census showed 22,465 people identified as carers in the Borough, a number believed to have risen. Furthermore, in March, 563 adult carers were surveyed with a 30% return rate, showing 34% could take a break from caring for more than 24 hours, up from 20% in 2021/22 and higher than the England average of 16.7%.

The Cabinet Member explained that the main support for carers was through the Carer Support Service contract between the Council and Carers Trust Hillingdon. In respect of the work done to support carers over the last year, the Cabinet Member pointed out this had included 2,596 short breaks, 56 residential weekends for young carers, 144 family members attending trips, 29 holiday activity sessions, 91 carers receiving crisis counselling and 207 receiving family support.

Additionally, it was welcomed that a new information pack had been produced for carers and that carer leads were now re-established in all 41 GP practices across the Borough. In respect of carer assessments, the Cabinet Member noted that the Council had conducted 875 assessments, including 244 by the Carers Trust. In

2023/24, 4,789 carers in the Borough received respite or care services, with an increase in direct payments from 170 to 204, along with carer benefits secured for 233 families - the highest since the contract had begun.

The Cabinet Member welcomed that the Carers Strategy Delivery Plan demonstrated a shared commitment to supporting carers across the Council, NHS and its other partners. Cabinet noted the report.

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

None were considered by the Cabinet.

<b>Relevant Select Committee</b>	<b>Health &amp; Social Care</b>
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	N/A – report for noting only
<b>Officer(s) to action</b>	Gary Collier
<b>Directorate</b>	Adult Social Care and Health
<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>

## **7. REVIEW OF STATEMENT OF GAMBLING POLICY**

### **RESOLVED:**

**That the Cabinet:**

- 1) Agrees to a public consultation for the draft Statement of Gambling Policy to take place between 13th September 2024 and 25th October 2024.**
- 2) Notes that a further report will be submitted to Cabinet, post consultation, highlighting any consultation responses for Cabinet to consider for inclusion in the final policies.**
- 3) Notes that the Statement of Gambling Policy is then required to be referred to the full Council for adoption as a policy framework document.**

### **Reasons for recommendation**

The Cabinet Member for Residents' Services introduced the draft Statement of Gambling Policy, which was being reviewed in accordance with legislative requirements. The Cabinet Member explained that no significant changes were proposed, and the revisions were primarily a matter of tidying up existing provisions. It was noted that the Policy would ultimately need to be adopted by the full Council as part of the Council's policy framework. Cabinet, therefore, agreed to undertake a six-week public consultation on the draft policy and receive a further report back.

## Alternative options considered and rejected

None, as Cabinet noted that there was a legal requirement under the Gambling Act 2005 to review the policy every 3 years.

Relevant Select Committee	Residents' Services
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	N/A – Cabinet's decisions come into immediate effect as this is a Policy Framework Document.
Officer(s) to action	Daniel Ferrer
Directorate	Place
Classification	<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. MONTHLY BUDGET MONITORING REPORT

### RESOLVED:

That the Cabinet:

1. Note the update provided and the approach being taken in reviewing the financial position for 2024/25.
2. Approve the financial recommendations set out in Part B of the report below:
  - a. Note the request to continue existing operational arrangements with The Forward Trust and Farol whilst new contracts are agreed, and formal governance approved.
  - b. Approves a public consultation exercise on the Council's local Council Tax Reduction Scheme with a view to reforming the scheme with effect from April 2025, and delegates authority to the Chief Executive, in consultation with the Leader of the Council and Cabinet Member for Finance, to agree the detailed consultation proposals for publication.

### Reasons for decision

In the absence of the Cabinet Member for Finance, the Leader of the Council read a statement from him. The statement noted that the report before Cabinet did not provide new financial information but instead described the ongoing budget process, which would lead to a comprehensive update soon. The Cabinet Member's statement explained that the Council was currently facing financial pressures due to increased demand for services like housing, social care, and asylum provision and the impact of inflation, constrained by central Government grant funding. It was further stated that an intensive zero-based budgeting exercise was underway,

examining processes and cost structures, identifying options for income maximisation, structural consolidation and efficiency savings. The new Corporate Director of Finance was assessing these options, with results to be reported in October as part of the month five budget monitoring process.

In respect of the other financial recommendations in the report, the Leader of the Council moved these for consideration, which Cabinet agreed. These related to the continuation of two contracts following the new financial controls put in place and the proposal to start a public consultation on potential revisions to the Council Tax Reduction Scheme.

### Alternative options considered and rejected

None.

Relevant Select Committee	Corporate Resources & Infrastructure
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decision (2b) can be called in by a majority of the select committee by 5pm, Friday 20 September 2024.
Officer(s) to action	
Directorate	
Classification	<p><b>Public</b></p> <p><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></p> <p><i>This item was also circulated less than 5 clear working days before the Cabinet meeting and it was considered by the Chairman to be urgent, and therefore, considered.</i></p>

## 9. PUBLIC PREVIEW OF MATTERS TO BE LATER 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.



**Relevant Select Committee**

<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 to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

**10. PROPERTY DECISIONS IN RESPECT OF THE CURRENT UXBRIDGE LIBRARY, HIGH STREET FOLLOWING THE DECISION TO RELOCATE THE LIBRARY TO THE CIVIC CENTRE SITE IN UXBRIDGE**

**RESOLVED:**

**That the Cabinet:**

- 1) Notes that Cabinet on 15<sup>th</sup> February 2024, having regard to the Equalities Impact Assessment and the benefits of a step free, one-floor library and taking into account the views expressed by library service users, agreed to the relocation of Uxbridge Library from UB8 1HD (High Street, Uxbridge) to UB8 1UW (Middlesex Suite & Civic Centre, Uxbridge) subject to satisfactory planning approval being granted and the closure of the existing site at a time to be determined by the Cabinet Member for Residents' Services.
- 2) Notes that planning permission was granted on 16 July 2024 for the relocation of Uxbridge Library to the UB8 1UW (Middlesex Suite Civic Centre Uxbridge).
- 3) Declares that following the relocation of Uxbridge Library to the Civic Centre, that the library at UB8 1HD (High Street, Uxbridge) will be surplus to requirements due to access and equality issues and no further use for the asset by alternate Council services due to an inability to resolve CO2e emissions issues and the lack of evacuation lifts. The property is shown edged red and edged blue on the plan at Appendix 1;
- 4) Authorises the unconditional sale of Uxbridge Library on the open market on the terms and conditions as detailed in this report.
- 5) Authorises a deed of variation and licence to assign the lease of part of Uxbridge Library on the terms and conditions set out in this report. The lease comprises the first and second floor of 12 High Street Uxbridge dated 12 June 1987 the demise is shown edged blue on the plan at Appendix 1.

- 6) Delegates the future sale and all necessary decisions regarding the disposal to the Corporate Director of Place, in consultation with the Cabinet Member for Property, Highways & Transport and the Cabinet Member for Residents' Services.

### Reasons for decision

Cabinet noted its decision earlier in the year to relocate Uxbridge Library nearby to the Civic Centre site in Uxbridge, with planning permission for this granted in July. Cabinet agreed that the current library would be surplus to requirements upon the opening of the new library, due to access and equality issues, and therefore, authorised its sale on the open market and delegated the future sale decision.

### Alternative options considered / risk management

Alternative options were considered by the Cabinet, as set out in the confidential report.

Relevant Select Committee	Corporate Resources & Infrastructure
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions can be called in by a majority of the select committee by 5pm, Friday 20 September 2024.
Officer(s) to action	James Raven
Directorate	Place
Classification	<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>

## 11. CONTRACT AWARD FOR WASTE SERVICES

### RESOLVED:

That the Cabinet:

- 1) Accept the tender from Powerday PLC for the removal and processing of bulky items and street cleansing material and the collection and processing of excavated material from the borough's cemeteries on behalf of the London Borough of Hillingdon for a four-year period from 1 November 2024 to 31 October 2028 and at the total value of £4,728,121.

- 2) Furthermore, agree that this includes the provision to extend the contract for a two -year period, delegating approval of any extension to the Leader of the Council and Cabinet Member for Residents’ Services, in consultation with the Corporate Director of Place.

**Reasons for decision**

Following a procurement process, Cabinet agreed to accept a tender for the removal and processing of bulky items and street cleansing material, as well as the collection and processing of excavated material from the Borough’s cemeteries.

**Alternative options considered / risk management**

These were considered by Cabinet, as set out in the confidential report.

Relevant Select Committee	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 a majority of the select committee by 5pm, Friday 20 September 2024.
<b>Officer(s) to action</b>	Anna Humphries
<b>Directorate</b>	Place
<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>

**12. SOCIAL CARE CATERING SERVICES**

**RESOLVED:**

**That Cabinet:**

- 1) Agrees to extend the contract with Caterplus Services Ltd for the provision of Social Care Catering Services in the following services which the Council directly provide: 4 Extra Care settings, 3 Early Years services and catering staff for Queens Walk Adult Resource Centre. Cabinet agrees that this is for a period of 18 months from the 23 March 2024 to the 22 September 2025 at an estimated cost of £1,375k in line with the revenue budget, noting that cost savings are expected to be made from transformation work over the period of the contract.

- 2) Delegates authority to the Corporate Director of Adult Social Care and Health, in consultation with the Cabinet Member for Health and Social Care or Cabinet Member for Children, Families & Education as appropriate, to vary the contract in order to make incremental transformative changes to promote independence for residents and to maximise efficiencies and achieve the budget savings target, within these catering services with the intention to change and reduce dependency on these services where appropriate.

### Reasons for decision

Cabinet agreed to the extension of the catering contract for key social care and nursery establishments and agreed to progress with changes to the catering services provided to ensure efficiency and promote independence for residents.

### Alternative Options considered and rejected

Cabinet could have decided not to provide catering services, consider alternate procurement approaches or charge residents the full cost of the meals.

<b>Relevant Select Committee</b>	<b>Health &amp; Social Care Children, Families &amp; Education</b>
<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 a majority of either select committee by 5pm, Friday 20 September 2024.
<b>Officer(s) to action</b>	Jan Major / Tanya Bedoyian
<b>Directorate</b>	Adult Social Care & Health / Resources
<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>

## 13. FLEET REPLACEMENT PROGRAMME

### RESOLVED:

That the Cabinet:

1. Accept the tender from MOTUS VAUXHALL for a one-off purchase to supply 7 x Diesel Small Vans (L2H1), 2 x Diesel Small Vans (L2H1 inc tow bar and chapter 8), 23 x Diesel Medium Vans (L2H1) at a total cost of £814,000.

2. Accept the tender from RENAULT for a one-off purchase to supply 9 x Diesel Medium Vans L2H2 at a total cost of £259,290.
3. Accept the tender from MOTUS MAXUS for a one-off purchase to supply 2 x 3.5 Tonne High Top Van L3H3, 2 x Diesel Caged Tippers with Tool Pod, 10 x 3.5T Diesel Tippers with Tool Pod, 1 x Diesel 3.5T Tipper, 3 x Diesel 3.5T Tippers with Tail Lift, 3 x Diesel 3.5T Beavertail Vehicles at a total cost of £748,476.
4. Accept the tender from FIAT for a one-off purchase of 2 x Diesel 3.5T tipper at a total cost of £62,610.
5. Delegate authority to the Corporate Director of Finance, in consultation with Cabinet Member for Finance, to purchase up to 32 electric vehicles at a total cost of £1,142k.
6. Approve the capital release of £3,329k to purchase the fleet vehicles from the 2024/25 Purchase of Vehicles budget (Appendix A).

#### Reasons for decision

Cabinet agreed a suite of contracts to replace the Council's fleet of vehicles which were reaching the end of their serviceable life and, as of September 2023, were subject to daily ULEZ fees. Cabinet noted that this would also ensure the fleet was more environmentally friendly.

#### Alternative options considered and rejected

Cabinet could have continued to operate the existing fleet for a further short period of time, or hire/lease replacement vehicles, which was discounted for not providing value for money.

Relevant Select Committee	Corporate Resources & Infrastructure
<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 a majority of the select committee by 5pm, Friday 20 September 2024.
<b>Officer(s) to action</b>	Steve Gunter / Michelle Kenyon
<b>Directorate</b>	Resources
<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</i>

**14. LAND OPPOSITE 90 PEMBROKE ROAD, RUISLIP**

**RESOLVED:**

**That the Cabinet:**

- 1) Declares that the land opposite 90 Pembroke Road Ruislip HA4 8NX is surplus to requirements. The Property is shown edged red on the disposal plan at Appendix 1**
- 2) Authorises the unconditional sale of the freehold interest in the Property on the open market.**
- 3) Delegates authority to the Corporate Director of Place, in consultation with the Cabinet Member for Property Highways & Transport, to make any further necessary decisions with regard to the disposal.**

**Reasons for decision**

Cabinet agreed to proceed with the sale of the freehold interest in the land opposite 90 Pembroke Road Ruislip, agreeing that it was not required to support any services.

**Alternative options considered and rejected**

These were considered by Cabinet, as set out in the confidential report.

<b>Relevant Select Committee Corporate Resources &amp; Infrastructure</b>	
<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 a majority of the select committee by 5pm, Friday 20 September 2024.
<b>Officer(s) to action</b>	James Raven
<b>Directorate</b>	Place
<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. ANY OTHER ITEMS THE CHAIRMAN AGREES ARE RELEVANT OR URGENT**

Item 8 – Monthly Budget Monitoring Report was agreed as a late item and considered in Public. There were no further additional items considered by the Cabinet.

The meeting closed at 19.22pm

<b>Internal Use only*</b>	<b>Implementation of decisions &amp; scrutiny call-in</b>
<b>When can these decisions be implemented by officers?</b>	<p>Officers can implement Cabinet’s decisions in these minutes only from the expiry of the scrutiny call-in period, unless otherwise stated in the minutes above, which is:</p> <p><b>5pm, Friday 20 September 2024</b></p> <p>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.</p>
<b>Councillor scrutiny call-in of these decisions</b>	<p>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.</p> <p>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: <a href="#">Scrutiny Call-In - Power Apps</a> (secure)</p>
<b>Notice</b>	<p>These decisions have been taken under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.</p> <p>This Cabinet meeting was also broadcast live on the Council’s YouTube channel <a href="#">here</a> for wider resident engagement.</p> <p>Please note that these minutes and decisions are the definitive record of proceedings by the Council of this meeting.</p> <p>If you would like further information about the decisions of the Cabinet, please contact the Council below:  <a href="mailto:democratic@hillington.gov.uk">democratic@hillington.gov.uk</a>                      Democratic Services: 01895 250636                      Media enquiries: 01895 250403</p>

This page is intentionally left blank



## DRAFT UXBRIDGE TOWN CENTRE VISION FOR PUBLIC ENGAGEMENT

<b>Cabinet Member &amp; Portfolio</b>	Cllr Eddie Lavery Cabinet Member for Residents' Services
<b>Responsible Officer</b>	Corporate Director of Central Services
<b>Report Author &amp; Directorate</b>	Julia Johnson, Director of Planning, Regeneration and Environment Central Services Directorate
<b>Papers with report</b>	Appendix 1 – Draft Uxbridge Vision Document ( <b>circulated separately, copies online and Group Offices</b> ) Appendix 2 – Summary Consultation Document

### HEADLINES

<b>Summary</b>	To seek approval to commence public engagement on the draft Uxbridge Town Centre Vision
<b>Putting our Residents First 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>	There are no direct financial costs associated with the recommendations to this report. The proposed work will be funded from existing General Fund budget resources within the Strategic Planning and Regeneration service.
<b>Select Committee</b>	Residents' Service Select Committee
<b>Relevant Ward(s)</b>	Uxbridge, Hillingdon West

### RECOMMENDATIONS

That Cabinet:

- 1) **Agrees the draft Uxbridge Town Centre Vision (Appendix 1) and summary document (Appendix 2) for public engagement for a period of at least eight weeks to secure residents' feedback on the proposed Vision.**
- 2) **Authorises the Corporate Director for Central Services, in conjunction with the Cabinet Member for Residents' Services, to make any minor textual changes to the Vision, prior to the public engagement exercise.**
- 3) **Notes that following the period of public engagement, and the views received, a final Vision will be reported back to Cabinet for approval.**

## Reasons for recommendation

The draft Uxbridge Town Centre Vision has been developed following a period of initial evidence gathering and engagement with over 800 local stakeholders in the summer of 2023. The draft Vision document seeks to establish a direction for future development and activity within Uxbridge town centre. Public engagement on the draft Vision document will provide the opportunity to test the emerging proposals with local stakeholders before the Vision is adopted by the Council.

## Alternative options considered / risk management

The Vision could be adopted without further engagement, but this would not build on the positive community response following the initial engagement exercise.

## Select Committee comments

The Residents' Services Select Committee will consider and provide any comments on the Vision, as part of the engagement exercise, at its meeting in November 2024.

# SUPPORTING INFORMATION

## 1. Background

In response to the 'Thriving Economy' commitment in the Council Strategy 2022-2026 and as part of setting out a new spatial vision for the borough in the emerging Local Plan, the council is seeking to create a new blueprint for Uxbridge town centre. Uxbridge is the largest town centre in Hillingdon and is intended to serve a wider metropolitan catchment area. It plays a crucial role in the overall economy of the borough with a mixture of offices, retail and restaurants that are well connected by public transportation.

However, Uxbridge town centre, like many urban centres, faces several economic challenges. These include increasing retail vacancy rates, competition from larger retail hubs, changes in office space demand and the need for diversification beyond traditional retail. Addressing these economic challenges requires a coordinated response. To this end, Hillingdon Council has commissioned a vision for Uxbridge town centre, led by Allies and Morrison Urban Practitioners, supported by Avison Young, Urban Flow, Brunel University, and JA Projects. The Vision aims to provide a strategic framework for the future of Uxbridge, addressing movement, development, public realm strategies, and short-term revitalisation actions. Community engagement has been a crucial aspect, with feedback shaping the proposals.

## 2. The Emerging Vision

The proposed vision for Uxbridge town centre is to transform it into a vibrant, inclusive space where people can live, work, visit, play, and socialise. The town will focus on sustainability, healthy living, excellent walking and cycling routes, and high-quality public transport. It aims to blend its historical legacy with contemporary needs, fostering a sense of community and inclusivity.

### 3. Key Issues and Themes

- I. **Economic Resilience:** While not declining, the town centre's economy is vulnerable with high vacancy rates. The vision emphasises diversifying the economic offer, repurposing spaces to meet changing demands, and better serving residents' needs.
  - **Principles:** Diversify the offer, repurpose to meet demands, better serve residents.
  - **Strategic Moves:** Create a leisure and culture focus, support the office market, establish the Civic Centre as a community hub, improve public transport, and introduce residential spaces.
- II. **Serving Local Communities:** The town centre needs to better cater to its local population, addressing the demand for leisure and cultural activities.
  - **Principles:** Enhance community engagement, provide diverse activities.
  - **Strategic Moves:** Engage local educational institutions, support community-oriented spaces and services.
- III. **Enhancing the Environment:** The town's public realm and built environment have potential but are currently underutilised. Improvements in transport infrastructure, green spaces, and overall town character are essential.
  - **Principles:** Restore connections, enhance public spaces.
  - **Strategic Moves:** Improve cycling and bus connections, introduce green spaces, and revitalise key areas like the High Street and Windsor Street.

### 4. Frameworks

The draft vision includes detailed frameworks for movement, land use, and sustainability:

- **Movement Framework:** Focuses on improving transport connectivity, safety, and accessibility.
- **Land Use Framework:** Proposes mixed-use development to foster economic and social vitality.
- **Sustainability Framework:** Emphasises green infrastructure, energy efficiency, and climate resilience.

### 5. Delivery

The Vision is also supported by a delivery strategy that outlines short-term and long-term actions to realise the vision. Short-term actions include physical and non-physical interventions to attract more people and create a stronger identity for the town centre. Continuous community engagement and coordinated efforts across various domains will be crucial for successful implementation.

## 6. Proposed Engagement

It is proposed to undertake public engagement on the emerging Vision which will be led by the council's Strategic Planning and Regeneration Service. The engagement will seek to gain feedback on the proposed approach, add additional comments and build support for the ongoing delivery of the vision. An executive summary of the vision has also been produced to ensure the draft vision is accessible to wide range of stakeholders.

The engagement will primarily be carried out online via survey and workshops, including activities within Uxbridge town centre. The engagement on the draft Vision will be promoted using Hillingdon People, the council's website and social media. It will also be promoted using a network of community and cultural organisations including the Uxbridge BID.

## 7. Outputs

Following the engagement, the responses received will be summarised in an Engagement report and any proposed updates will be presented to Cabinet to consider as part of a subsequent adoption report.

## 8. Financial Implications

There are no direct financial costs associated with the recommendations to this report. The proposed work will be funded from the existing General Fund budget within the Strategic Planning and Regeneration Service.

# RESIDENT BENEFIT & CONSULTATION

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

The proposed Vision for Uxbridge town centre will promote coordinated investment which will have important economic and environmental benefits as well as providing opportunities for the provision of new homes.

## Consultation carried out or required

As set out in the main body of the report.

# 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 recommendations contained in this report. However, it is noted that the new Vision, once finalised and reported back to Cabinet will need to consider the financial implications for the Council at this time.

## Legal

Approval of the vision is a Cabinet function. The vision will not form part of the Council's development plan but would be a material consideration in the Council's decision-making as the Local Planning Authority.

## BACKGROUND PAPERS

NIL

This page is intentionally left blank



# UXBRIDGE

## Town Centre Vision summary document

A long-term plan to unlock more opportunities for local residents and businesses, and ensure Uxbridge continues to thrive.





# Introduction

Uxbridge is a vibrant, bustling town centre with a rich heritage. It's home to our civic hub, award-winning green spaces, a variety of businesses, retail and leisure activities, and homes for residents.

During the past 20 years, major town centres across the country have faced many challenges which have threatened their long-term viability.

Uxbridge is no different. That's why this vision aims to address various current issues the area faces.

Alongside our new Local Plan, it will guide future development, the use of space and attract investment into the town centre.

We want to make Uxbridge an even better place to live, work and do business.

The vision also aims to increase footfall and ensure the area remains a viable and thriving retail centre long into the future.

In 2023, the council commissioned a team led by Allies and Morrison Urban Practitioners and Brunel University to engage with more than 1,000 community voices and other stakeholders to identify some themes to ensure the ongoing prosperity of Uxbridge town centre.

The four key themes identified were:

- **Public realm improvement:** Creation of new spaces that will encourage the community to visit the town centre more and support its businesses. These include a new series of permanent and temporary public spaces.
- **New activities:** A programme of interventions, such as pop-up shops, maker spaces, and exhibitions that bring new organisations into the town centre.
- **Better links:** The improvement of connections with surrounding areas,



notably St Andrews Park, Fassnidge Park and Brunel University London to bring more footfall into the centre, especially in the evenings.

- **More town centre living:** Options for increasing opportunities to live within the town centre.

Using the themes identified and responses from community voices, we have co-designed a draft Uxbridge Town Centre Vision. This is now your opportunity to tell us what you think of it.

I urge residents, businesses and partners to have their say. Your feedback will inform our approach to delivery and applications for funding.

A handwritten signature in black ink, appearing to read 'Eddie Lavery'.

**Cllr Eddie Lavery**  
Cabinet Member for  
Residents' Services





# What's happened so far and next steps

Research and engagement activity conducted by Brunel University London

- 1,097 people spoken to via interviews, focus groups, walkalongs, drop ins and an exhibition event.
- Meetings with key stakeholders, landowners and local groups.
- Initial findings from social media, council officer input and local evidence.



Draft vision to be considered by the council's Cabinet (October 2024)



Further engagement (Until February 2025)



Adoption by Cabinet (May 2025)



Funding and delivery approach agreed (Autumn 2025)



Start delivery of larger interventions (2026)



The council will seek to deliver quick wins and smaller interventions during this period to ensure that we respond to local need and address immediate issues. All dates shown are indicative and subject to change and Cabinet approval.



# Issues identified in Uxbridge town centre







### Issue 1: Building economic resilience

The town centre is vulnerable due to high retail and commercial vacancy rates. Central Uxbridge is inflexible and difficult to navigate.

### Issue 2: Serving local communities

Uxbridge town centre's offer is not matching the needs of local communities; with an under-representation of produce, health, beauty and professional services, culture and leisure uses. Uxbridge is dominated by chain retail and not appealing to groups such as students and those who do not drink alcohol.

### Issue 3: Enhancing the environment

Transport infrastructure dominates the town centre and the quality of the public realm requires improvement. Residents and visitors feel that public safety and the ability to walk and cycle freely within and into the town centre are key issues that should be addressed.



# Proposed interventions

We will use a range of short and long-term projects and interventions to address the issues outlined in this document. We will work with partners to find creative solutions and apply for funding to help us deliver the larger projects.



## Addressing Issue 1: Building economic resilience

**What we need to do:** Adapt the town centre to meet changing economic needs.

**How we are going to do it:** Repurpose the economy to support the office market at the heart of the town centre.

**What we need to do:** Diversify the town centre offer and create reasons for people to visit and spend time in Uxbridge with a focus on fun, leisure, culture and creativity.

**How we are going to do it:** Create a focus for leisure and culture, particularly to address gaps in the current offer, such as night-time activities, and experience-based commercial offers.

## Addressing Issue 2: Serving local communities

**What we need to do:** Better serve residents' daily needs and bring communities together within the town centre, increasing visits and time spent there.

**How we are going to do it:** Establish the Civic Centre as a community hub – consider different ways that the building and its forecourt can be better used to encourage community uses and activity in this area of the high street.

**How we are going to do it:** Introduce new residential development opportunities into the town centre to provide the opportunity to support Uxbridge at all hours of the day and bring new residents to the community.

**How we are going to do it:** Future-proof public transport accessibility by remodelling the bus interchange to create a new public square and a set of easily accessible bus stops.







### Addressing Issue 3: Enhancing the environment

**What we need to do:** Restore effortless connections - reconnect the town centre with the surrounding green spaces and make travel more accessible.

**How we are going to do it:** Strengthen the transport connections into the town centre from the immediate local area, including improved bus and cycling routes.

**How we are going to do it:** Enable Uxbridge residents to easily visit the town centre by foot by reallocating and relocating highway infrastructure. This will be done with the aim of maintaining the routes' important strategic highway function.

**What we need to do:** Enhance our public spaces, providing more opportunities to gather and relax, aside from shopping or leisure activities.

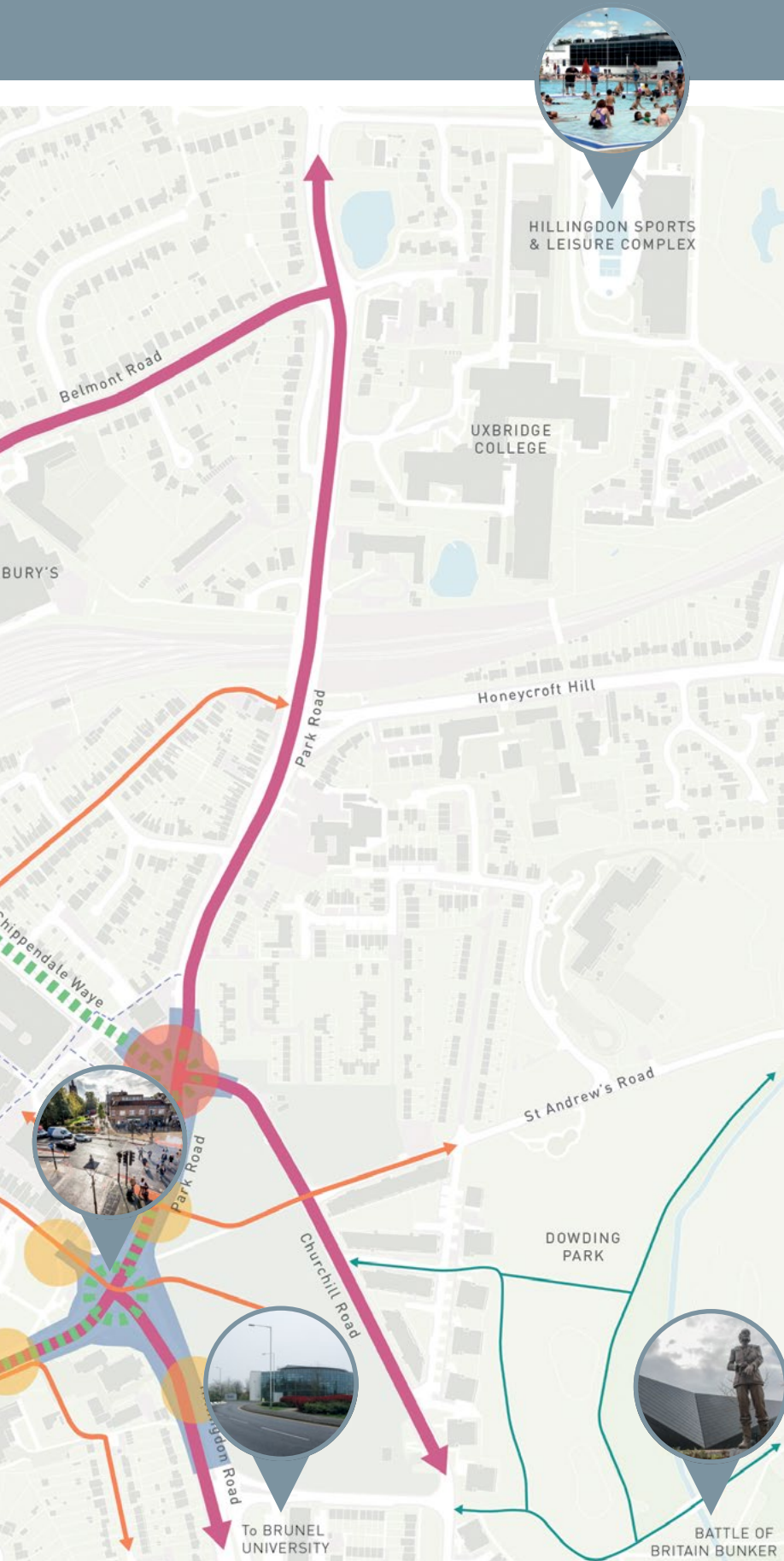
**How we are going to do it:** Enhance the heart of the high street by reprioritising pedestrian movement along Windsor Street and the station square.

**How we are going to do it:** Return a green character to the town centre and celebrate its wider green links by restoring the connections along the canal, to local parks and complexes, and other centres.



# What the future of Uxbridge could look like





### Key

- Reconfigure junctions to prioritise active travel
- Create a new bus link between York Road and Belmont Road via Bakers Road
- Re-position bus stops on-street via an orbital bus link
- Relocate bus garage
- Introduce high quality pedestrianised areas in the town centre
- Introduce high quality pedestrian routes into the town centre from surrounding neighbourhoods
- Introduce high quality cycle links and junctions
- Create interesting routes/loops for pedestrians in mews and alleyways
- Strengthen the park and canal link for pedestrians and cyclists
- Improve crossing
- Junctions to prioritise pedestrians, cyclists and buses



# Contact

For more information, contact the Strategic Planning and Regeneration Service:

@ localplan@hillington.gov.uk

or visit:

www.hillingdon.gov.uk/uxbridge-vision







coopers  
est. 1986

No through  
route bus only  
street ahead

Bus lane  
cameras

VANDERBILT

CAFÉ

MORELLO  
LOUNGE  
CAFE BAR



## SAFEGUARDING PARTNERSHIP ANNUAL REPORT

<b>Cabinet Members &amp; Portfolios</b>	Cllr Jane Palmer - Cabinet Member for Health and Social Care Cllr Susan O'Brien - Cabinet Member for Children, Families and Education
<b>Responsible Officers</b>	Corporate Director of Children's Services (DCS) Corporate Director of Adult Social Care & Health (DASS)
<b>Report Author &amp; Directorate</b>	Suzi Gladish Children's Services Directorate
<b>Papers with report</b>	Safeguarding Partnership Annual Report Easy Read Annual Report You Said, We Did, What Next?

## HEADLINES

<b>Summary</b>	<p>The Safeguarding Annual Report summarises the work undertaken by Hillingdon Safeguarding Partnership to support and safeguard Hillingdon's residents: adults with care and support needs and vulnerable children and their families.</p> <p>The report summarises the work of the strategic partnership in 2023-2024, providing an overview of progress against the agreed priorities, the impact of learning from practice, and the findings of quality assurance activity.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Be / feel safe from harm</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
<b>Financial Cost</b>	There are no additional financial implications arising from this report.
<b>Select Committee</b>	Health and Social Care Select Committee Children, Families and Education Select Committee
<b>Ward(s)</b>	All

## RECOMMENDATIONS

### That the Cabinet:

1. Notes the Annual Report and is assured that the partnership continues to provide leadership and scrutiny of the safeguarding arrangements for Hillingdon residents.
2. Notes the way in which the partnership has responded to the challenges posed by changing local, national and international contexts.
3. Notes the strategic priorities for safeguarding for 2024-25.

### Reasons for recommendation(s)

To inform the Cabinet of the way in which safeguarding partnership performed the year before and which are the safeguarding priorities for the year ahead.

### Alternative options considered / risk management

None

### Select Committee comments

The Children, Families & Education has considered the Annual Report as part of their monitoring role of Council services and made the following comments:

*"The Select Committee welcomes this report, which provides comprehensive information in respect to the safeguarding of our children, young people and families. We acknowledge the hard work being undertaken by all partners. As the need for support increases, we would recommend that there continues to be a strong focus on capacity, clear communication and consistency across the partnership."*

## SUPPORTING INFORMATION

In September 2019 the Hillingdon Safeguarding Partnership arrangements were launched in line with the statutory requirements set out in the Children and Social Work Act 2017 and Working Together to Safeguard Children 2018. In December 2023 an update to Working Together to Safeguard Children was issued. The local authority shares equal responsibility with our statutory partners, the NWL NHS Integrated Care Partnership Group and Metropolitan Police, to safeguard children and young people.

The Care Act 2014 placed a statutory duty on each Safeguarding Adults Board to produce an Annual Report, outlining the work undertaken to achieve its strategic objectives, the work of each member to implement the Safeguarding Adults Boards' strategy and detailing the findings of any Safeguarding Adult Reviews and subsequent required actions.

In promoting this joint approach, both boards are scrutinised and held to account through the multiagency Executive Leadership Group. The group is chaired by a member of the NHS Northwest London Integrated Care Board and attended by the senior representatives of the safeguarding partners (Police and Local Authority).

The joint approach to safeguarding children and adults has been reinforced by the implementation of shared chairing arrangements across the three senior strategic Boards, with responsibility rotating through the three statutory partners on an annual basis.

The report provides an overview of the actions taken across the local partnership to prevent and respond to abuse, neglect, and self-neglect in the year 2023-2024. It sets out how we have discharged our duties to ensure that we learn from practice and provide strategic leadership that strives to continuously develop safeguarding practice in the borough.

There is shared and equal responsibility for safeguarding between the three statutory partners, the Local Authority, Metropolitan Police Service and NHS North West London Integrated Care Board. This approach is reinforced by the rotation of chairing responsibility across the three senior strategic Boards, the Executive Leadership Group, Safeguarding Adults Board and Safeguarding Children Partnership Board.

2023-2024 marked another busy year for the Hillingdon Safeguarding Partnership. The Partnership has striven to meet an increase in complexity of need for those adults and children requiring safeguarding support and intervention. We have seen a particular rise in the emotional and psychological needs of children, families, adults, and their carers. Many of our residents have experienced significant financial hardship due to the cost-of-living crisis with the associated stresses that this generates.

This increase in complexity of need occurs in a context of increased pressure on safeguarding agencies, rising inflation, and the associated implications for public sector organisations providing services in a challenging financial context. Each of the statutory partners has navigated areas of challenge in respect of recruitment and retention, and restructure of services. This rise in need impacts across all sectors, including universal services like our schools and primary care, to those services providing targeted and specialist support and intervention.

In December 2023 the Department for Education published an update to 'Working Together to Safeguard Children'. This is the underpinning Guidance for the Safeguarding Children Arrangements, with applicability to operational and strategic services, and to every agency working with children and families. We are in the process of identifying the Lead and Delegated Safeguarding Partners ahead of publishing an update to our 2019 Arrangements by the end of the calendar year.

During the year 2023-2024 there was considerable scrutiny of local services. Our local authority children's social care services were subject to Ofsted Inspection and graded as an Outstanding service, with specific recognition of the strengths in partnership working. The process of CQC inspection of Adult Social Care has been completed with reporting in the next financial year. The Metropolitan Police Service has responded to the findings of the Casey Review and HMICRFS Inspection of adolescent safeguarding services through the development of the New Met for London initiative. The CQC has also undertaken inspection



of Maternity Services at the Hillingdon Hospital. These focussed inspections take place in a context of routine regulatory activity for our schools, residential services, and care providers.

This year our Independent Scrutineer, Alan Caton OBE, was commissioned to review the effectiveness of our senior strategic boards: the Safeguarding Children's Partnership Board, the Safeguarding Adults Board, and the Executive Leadership Group and to consider the functioning of our safeguarding arrangements within statutory partners and relevant agencies. The Independent Scrutineer concluded that: '...there continues to be many strengths to the safeguarding arrangements for both children and adults across Hillingdon. I have found a strong partnership that is open to scrutiny and challenge and one that strives to continually learn and improve practice... I have not come across any areas of poor practice or weaknesses in service provision... There is strong leadership from the ELG and a clear sense of joint and equal responsibility from the three safeguarding partners. The partnership is one that is built on high support, high challenge and where difficult conversations are encouraged.'

The Report sets out how the multiagency strategic partnership contributes to safeguarding practice in the Borough, outlining the progress made against the agreed priorities of the Safeguarding Partnership. Each priority has a dedicated subgroup, with an agreed plan of work that, broadly, seeks to develop practice using a framework of prevention, identification, and response.

Our approach to learning from practice through quality assurance, reflective and statutory review ensures that we focus on practice and system development to reduce the risks of serious harm to adults or children. This includes direct engagement with frontline practitioners across the Partnership.

Identified learning informs our training provision with a diverse offer of newsletters, practice briefings, webinars, learning events and commissioned training available. We have continued to see increased engagement with professional development activity in the reporting year.

#### Strategic priorities for safeguarding for 2024-2025

The Safeguarding Children Partnership has identified the following priority areas

- Child Sexual Abuse
- Contextual Safeguarding
- Education Safeguarding

The Safeguarding Adult Board has identified the following priority areas:

- Neglect
- Cuckooing and Exploitation

Shared strategic priorities amongst the Council and partners are:

- Practice Development Forum
- Transitional Safeguarding

## **Financial Implications**

This report details the work being undertaken by the Hillingdon Safeguarding Partnership and has no direct financial implications. The costs of the Safeguarding function delivering the work are contained within existing resources.

## **RESIDENT BENEFIT & CONSULTATION**

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

Hillingdon adults with care and support needs, vulnerable children and their families and carers remain safe, and the safeguarding partnership continues to respond effectively and efficiently to the needs of residents.

### **Consultation & Engagement carried out (or required)**

The Annual Report has been endorsed by the Safeguarding Children Partnership Board, The Safeguarding Adults Board, and the Executive Leadership Group.

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting that there are not direct financial implications associated with the recommendations in this report.

### **Legal**

Legal Services confirm that the legal implications are included in the body of the report.

### **Comments from other relevant service areas**

Comments and updates from various agencies with a role in safeguarding residents are included in the appended report.

## BACKGROUND PAPERS

The Care and Support Statutory Guidance, Department of Health and Social Care, October 2018 <https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance>

The Care Act 2014 - <http://www.legislation.gov.uk/ukpga/2014/23/section/43/enacted>

Working Together to Safeguard Children, Department for Education, 2018/2023  
<https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>

The Children and Social Work Act 2017  
<https://www.legislation.gov.uk/ukpga/2017/16/contents/enacted>





**Hillingdon Safeguarding  
Partnership**



# Annual Report

## 2023-2024

*'...there continues to be many strengths to the safeguarding arrangements for both children and adults across Hillingdon. I have found a strong partnership that is open to scrutiny and challenge and one that strives to continually learn and improve practice... I have not come across any areas of poor practice or weaknesses in service provision...*

*There is strong leadership from the ELG and a clear sense of joint and equal responsibility from the three safeguarding partners. The partnership is one that is built on high support, high challenge and where difficult conversations are encouraged.'*

(Alan Caton, OBE, Independent Scrutineer December 2023)

## Table of Contents

1	Impact Statement	3
2	Hillingdon Safeguarding Partnership: Safeguarding Arrangements	5
3	The Voice of the Person	6
4	Safeguarding Priorities	10
4.1	Children's Priorities	10
4.2	Shared Priorities	12
4.3	Adult Priorities	14
5	Learning from Practice	16
6	Quality Assurance	18
7	Multiagency Safeguarding Training	21
8	London Borough of Hillingdon Children and Young People Services	24
9	London Borough of Hillingdon Adult's Services	31
10	NHS North West London Integrated Care Board	34
11	Metropolitan Police Service (MPS)	35
12	Agency Contributions	41
12.1	Central and North West London NHS Foundation Trust (CNWL)	41
12.2	Local Authority's Designated Officer (LADO) and Education Safeguarding	44
12.3	Children's Rights and Participation Service	49
12.4	The Hillingdon Hospital	50
12.5	Domestic Abuse Steering Executive, Safer Hillingdon Partnership	51
12.6	London Fire Brigade	52
12.7	The Churchill Clementine Hospital	52
12.8	The Probation Service	52
13	Priorities for 2024-2025	55

---

## 1 Impact Statement

2023-2024 marked another busy year for the Hillingdon Safeguarding Partnership. The Partnership has striven to meet an increase in complexity of need for those adults and children requiring safeguarding support and intervention. We have seen a particular rise in the emotional and psychological needs of children, families, adults, and their carers. Many of our residents have experienced significant financial hardship due to the cost-of-living crisis with the associated stresses that this generates.

This increase in complexity of need occurs in a context of increased pressure on safeguarding agencies, rising inflation, and the associated implications for public sector organisations providing services in a challenging financial context. Each of the statutory partners has navigated areas of challenge in respect of recruitment and retention, and restructure of services. This rise in need impacts across all sectors, including universal services like our schools and primary care, to those services providing targeted and specialist support and intervention.

In December 2023 the Department for Education published an update to 'Working Together to Safeguard Children'. This is the underpinning Guidance for the Safeguarding Children Arrangements, with applicability to operational and strategic services, and to every agency working with children and families. We are in the process of identifying the Lead and Delegated Safeguarding Partners ahead of publishing an update to our 2019 Arrangements by the end of the calendar year.

We have implemented a business plan for the Safeguarding Children Partnership, and reviewed and updated the existing plan for Safeguarding Adults Board. The Business Plans are complimentary and ensure that the strategic focus of the Partnership is maintained, and we can effectively monitor our progress against the agreed objectives. This necessitates close working arrangements with the other related strategic boards, including our Community Safety Partnership, Youth Justice Board and Health and Wellbeing Board. To this end, a Chair's Network meeting has been implemented that enables the Chairs of each to meet regularly and ensures that we are coordinate approaches, principles and priorities.

During the year there has been considerable scrutiny of local services. Our local authority children's social care services were subject to Ofsted Inspection and graded as an Outstanding service, with specific recognition of the strengths in partnership working. The process of CQC inspection of Adult Social Care is underway and will conclude in the next financial year, with preparation also underway for the Local Area Partnership Inspection for SEND and Alternative Provisions expected in 2024-25. The Metropolitan Police Service has responded to the findings of the Casey Review and HMICRFS

Inspection of adolescent safeguarding services through the development of the New Met for London initiative. The CQC has also undertaken inspection of Maternity Services at the Hillingdon Hospital. These focussed inspections take place in a context of routine regulatory activity for our schools, residential services, and care providers.

This year our Independent Scrutineer, Alan Caton OBE, was commissioned to review the effectiveness of our senior strategic boards: the Safeguarding Children's Partnership Board, the Safeguarding Adults Board, and the Executive Leadership Group and to consider the functioning of our safeguarding arrangements within statutory partners and relevant agencies. The scrutiny process is structured in line with the 'Six Steps for Independent Scrutiny' developed by the University of Bedfordshire. Alan was also able to hear directly from children and adults with lived experience, highlighting that '*engagement with children, young people and adults is a real strength in Hillingdon*'. The full outcome letter, with areas for further consideration, is published on the Partnership's websites and has been widely shared. The letter concludes that:

*'...there continues to be many strengths to the safeguarding arrangements for both children and adults across Hillingdon. I have found a strong partnership that is open to scrutiny and challenge and one that strives to continually learn and improve practice... I have not come across any areas of poor practice or weaknesses in service provision...*

*There is strong leadership from the ELG and a clear sense of joint and equal responsibility from the three safeguarding partners. The partnership is one that is built on high support, high challenge and where difficult conversations are encouraged.'*

(Alan Caton, OBE, December 2023)

## 2 Hillingdon Safeguarding Partnership: Safeguarding Arrangements

This report provides an overview of the activity of Hillingdon's Safeguarding Partnership. The report seeks to provide assurance around the effectiveness of our local safeguarding arrangements, and to evidence the impact of these arrangements in ensuring the safety of Hillingdon residents irrespective of age.

The Safeguarding Partnership Implementation Unit provides support and drive to both the Adult's and Children's Partnerships. A key focus of the team is to facilitate, develop and maintain links between the Safeguarding Children Partnership and The Safeguarding Adults Board. The team also seeks to develop links and coordinate delivery with the other relevant strategic boards across Hillingdon and Pan-London.

The main engine of the safeguarding arrangements for children is the Safeguarding Children Partnership Board and, for adults, the Safeguarding Adults Board. The Boards have oversight of safeguarding practice and performance, resolving issues as they arise. Where this is not possible, the issue will be escalated to the relevant organisation(s) via the Implementation Unit and if the individual organisation(s) still cannot resolve the matter, it is escalated to the Executive Leadership Group.

To ensure the success, coordination, and impact of the shared arrangements we have a joint Executive Leadership Group (ELG) that provides governance, leadership, oversight and challenge to both Boards. The ELG consists of the Local Authority's Chief Executive, the Chief Nurse of Hillingdon NHS Integrated Care Partnership, and the Metropolitan Police Service BCU Commander. This group has joint and equal responsibility for safeguarding in Hillingdon. The statutory partners share responsibility for funding the Safeguarding Arrangements, with a tripartite agreement in place in respect of statutory reviews.

We are working on meaningful inclusion of Education leads at a strategic level in line with the updates to Working Together to Safeguard Children, with a focussed subgroup well embedded, and representation at the Safeguarding Children Partnership. Due to the complexity of education as a sector representation at the Executive Level requires careful consideration due to the need to reflect the broad range of providers across the sector.

Each partner is subject to internal scrutiny in accordance with their internal governance structures. In addition to this, the ELG has commissioned regular independent scrutiny of our safeguarding arrangements for both children and adults to provide reassurance of the effectiveness of the arrangements and independent critical challenge and appraisal that supports learning and future development.

To reflect the vision of joint and equal responsibility the Boards are chaired by a representative of the three statutory partners. From September 2022 responsibility for chairing the Executive Leadership Group passed to the Integrated Care Partnership, for the Children's Partnership Board to the Metropolitan Police Service, and for the Safeguarding Adults Board to the Local Authority. The Boards steer learning and development for the safeguarding environment across the London Borough of Hillingdon, and are informed by independent scrutiny, quality assurance activities, and subgroups.

### 3 The Voice of the Person

In 2022 our Communication and Engagement Strategy was agreed. This document sets out how the Safeguarding Partnership interacts with individuals in receipt of services, the wider community, and professionals. One of the cornerstones of our local arrangements is an emphasis on understanding the lived experience of children, adults, their families, and carers. This ensures that we understand the impact of our work and provides a steer for future areas of priority and focus. The Strategy is scheduled for update in the next financial year, this will solidify the central emphasis of coproduction and consultation with adults, children and young people, and their parents and carers to inform strategic work.

Over the last year all partners have worked to embed the findings of our coproduced review 'Exploring Practice: The Voice of the Person'. It is important to highlight that this is not an area of work that can ever be completed, to facilitate meaningful engagement partners agencies all continuously strive to ensure that services are informed by feedback from those who receive them. This includes respecting the efforts of those children, young people and adults who generously shared their expertise and experience to inform our strategic work, and communicating this respect through providing routine updates about what has been achieved, and where this has not been possible, why this is, and what our next steps are.

One significant impact of this work was an approach from a care experienced young person, Max, who wished to share her lived experience of mental health difficulties to raise awareness. We built on this through also seeking input from adults and carers with shared wisdom and made learning from lived experience the focus of World Mental Health Day 2023. This resource was shared across the Partnership and demonstrates the power of meaningful coproduction. The Partnership is unable to do this without the generosity of those children and adults who agreed to contribute, our thanks go to Angela, Ron, John and Max.

You Said, We Did

October 2023



In response to feedback from our children’s consultations groups that they would like to know who strategic leads ‘actually are’ we held a ‘You Said: We Did’ event in October.

This was attended by our Independent Scrutineer, and senior representatives of the local authority, police, Central and North West London NHS Foundation Trust and Hillingdon Hospital. The aim of the event was to support children, young people and adults to build relationships and links. Three young people presented their feedback directly, with updates provided by the strategic leads around the actions their agencies had taken in response.

To further amplify the views of children and adults with lived experience we recorded videos of them sharing the findings of the reflective review and delivering their feedback in their own words, using their own voices. These were widely shared across the safeguarding networks and are available to any practitioner working in the Borough. A member of the Safeguarding Partnership Team was invited to deliver a session on co production, lived experience and Making Safeguarding Personal as part of the Pan London Safeguarding Adults Week Conference.

Over the course of the year, we have continued to engage with the various consultation groups facilitated by the council, with members of the team supporting the activities of the Children’s Participation Team and attending the



Learning Disability Partnership Board and Older People’s Forums. In March this culminated with formal updates about the work that has been achieved across the partnership in response to the reflective review. This was adapted according to the age and needs of children and young people, with support from Children’s Residential Services to ensure that it was accessible to children with disabilities. Children and adults have felt listened to and valued through this approach:

*‘This is amazing I truly feel empowered as I read all of it and felt so heard and so much a part of it. I’m so glad that this is going this way onwards and upwards’.*

(Care Experienced Young Person)

*“May I also say how much I value your person-centred approach to safeguarding. It is really reassuring to know that lived experience is being given such prominence. As you know, this hasn’t been my experience, but this seems a really positive step forward.”*

(Adult with Lived Experience)



**Hillingdon Safeguarding Partnership**



The Safeguarding Partnership is all the people that help and support us. Our social workers, doctors, carers, mental health workers, nurses, police officers, GPs, housing officers, mentors, support workers and many more.

# You Said !

"It helps me to know that other people have been through the same kind of things"

Listening to us and doing the things you say that you will do.

Learning about the things that matter to us!

When adults show us that they care

What is going well?

Having groups where there are fun activities, and where we can speak to other kids and adults that understand us.

- What our 6-12 year olds said about being in care:
- I feel loved
  - I feel cared for
  - I have fun
  - People are kind
  - I get the help I need



Worries

- Travel costs
- Being searched at school...
- Being outside late at night
- Changing workers
- Social media
- Schools aren't getting us ready for adult life



What Helps?

- Help me understand what I'm thinking and feeling
- Get to know us by listening to us and doing fun things.
- Understand what it's like to be us
- We should meet somewhere that feels homely
- Make it easier to see my social worker



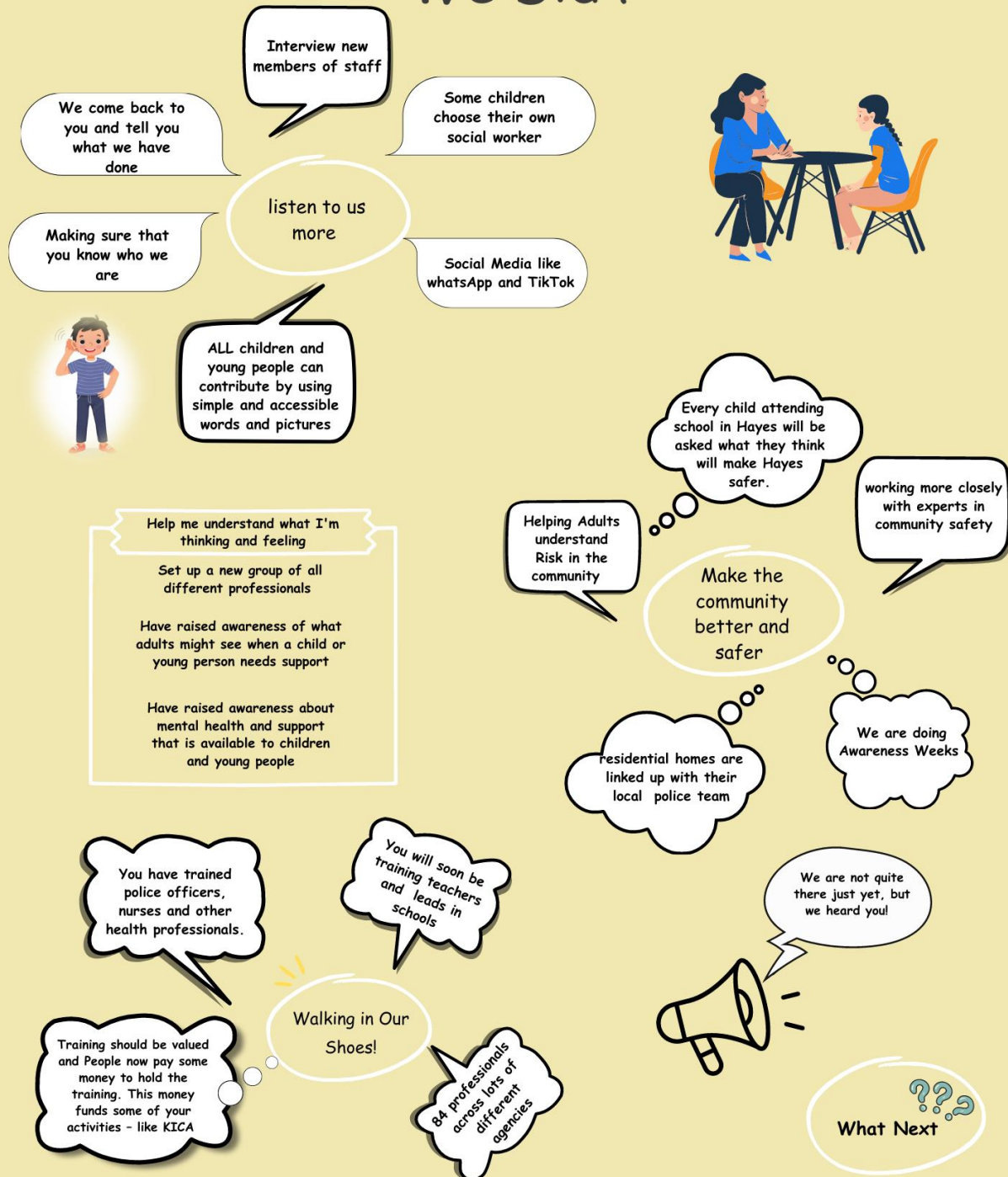


**Hillingdon Safeguarding Partnership**



The Safeguarding Partnership is all the people that help and support us. Our social workers, doctors, carers, mental health workers, nurses, police officers, GPs, housing officers, mentors, support workers and many more.

# We Did !



## 4 Safeguarding Priorities

This section outlines the highlights of multiagency working in the last year. To reflect our ethos of shared and equal responsibility for safeguarding we have continued to encourage partner agencies to chair subgroups. In the last year we have secured improved multiagency engagement, with subgroups chaired by representatives of the statutory partners,

Children's Priorities	<ul style="list-style-type: none"> <li>• Strategic High Risk Panel (Contextual Safeguarding)</li> <li>• Child Sexual Abuse</li> <li>• Education Safeguarding (new)</li> <li>• Stronger Families (concluded)</li> </ul>
Shared Priorities	<ul style="list-style-type: none"> <li>• Joint Strategic Safeguarding and Trafficking (concluded)</li> <li>• Practice Development Forum</li> </ul>
Adult Priorities	<ul style="list-style-type: none"> <li>• Neglect</li> <li>• Preventing Fatal Fires (new)</li> <li>• Self Neglect (concluded)</li> <li>• Cuckooing and Adult Exploitation (new)</li> </ul>

and relevant agencies including London Fire Brigade. Subgroups are generally well attended across all aspects of partnership work, statutory partners are represented in all, with relevant agencies attending according to the focus of the subgroup.

### 4.1 Children's Priorities

The **Strategic High-Risk Panel** is co-chaired by the Metropolitan Police and Children and Young People's Services. There has been considerable flux in senior leadership within the police service, this has resulted in changes in the responsible officer for the chairing role. In effect, during the year, the group was largely chaired by the local authority. The focus of the subgroup remains developing a collaborative strategic response to children at risk of extrafamilial harm. The overarching objective is to prevent, intervene and disrupt child exploitation. The group collates and scrutinises information from a variety of sources and partners to identify trends and themes. This facilitates multiagency solution-focussed discussions to determine the best way to strategically address the identified needs and priorities.

Highlights in the last year include the Contextual Safeguarding Strategy and achieving funding for a pilot project to rollout the approach in Hayes. This project is being led by the Stronger Families Team leader with the benefit of comprehensive local knowledge of the area, and pre-existing networks with the local community. The project is reporting into both the Community Safety Partnership, and the Panel with governance facilitated through the newly formed Community Safety's "Serious Violence" subgroup.

The **Child Sexual Abuse Subgroup** was established in December 2021. Its purpose is to raise awareness of all forms of child sexual abuse within the community and across our partnership. The subgroup aims

to enhance practitioner capacity to identify sexual abuse, increase knowledge and confidence, and develop a coordinated response when a child sexual abuse concern arises. Additionally, the subgroup addresses issues of equality and diversity, including the unique risks faced by children with disabilities.

While it had been anticipated the strategic work would conclude last year, after consultation with partners, we recognised the need for ongoing efforts to ensure best practices in our multiagency response to child sexual abuse.

In the last year there has been increased regional focus, with partners contributing to the ICB led project to develop a North West London Child Sexual Abuse Hub. This is anticipated to be a comprehensive service for those children impacted by sexual abuse. There are some challenges to the approach, with the location of the Hub in Kensington and Chelsea. Representatives of the subgroup continue to advocate for Hillingdon residents to have access to an accessible service and are mindful of the potential increased barriers to support for children with disabilities.

The NSPCC PANTS Programme has now been launched in Hillingdon. This is a preventative approach to child sexual abuse, educating children in an age-appropriate way, about their rights to safety and support. There has been great enthusiasm across the partnership, with practitioners, schools, health, and voluntary agencies encouraged to sign up to be trained as a 'PANTS Champion'.

In August 2021 the Local Authority launched the **Stronger Families** approach to early help services in Hillingdon. This is a locality-based approach with three hubs, each developing networks to support children and families in the local community. In 2022-23 the subgroup continued to provide scrutiny and strategic vision for the approach, enabling direct feedback from partners to identify and address any implementation issues, and to share information and updates about the progression of services. In the last reporting period, the subgroup concluded the strategic aspect of the rollout, progressing to operational delivery and development at a locality level. This ensures that the work of each locality team is informed by the needs of the local community they serve.

The **Education Safeguarding** subgroup is co-chaired by a senior manager within the local authority education department, and the child protection lead for education. The subgroup has representatives from early years, primary, secondary, special schools, and further education in addition to wider multiagency partners from health and policing. The aim of the subgroup is to provide education leaders with a formal conduit into the wider work of the partnership. Key areas of work have included coproducing the audit tool for the s175/157 education safeguarding audit, this is underway and will be concluded in the next financial year. The subgroup is also mapping the complex network of

consultation and feedback groups within the sector, this will enable improved information sharing across the education landscape.

## 4.2 Shared Priorities

The **Joint Strategic Safeguarding and Trafficking** Subgroup originally formed in 2015 to provide scrutiny and oversight of the safeguarding arrangements for children and young people arriving at Heathrow and was later expanded to include safeguarding vulnerable adults. In 2022 the terms of reference were updated to reflect a focus on the prevention, identification and response to safeguarding concerns arising within the airport. In the reporting period the subgroup developed, finalised and agreed the Safeguarding Partnership Modern Slavery Practice Guidance. This provides practitioners with clear guidance and pathways to safeguard adults and children who are believed to be exploited.

During its tenure the subgroup facilitated the development of relationships between operational and strategic leads across the partnership. These are now well embedded with good links, systems and processes between those agencies based at the airport and local safeguarding services. The work of the strategic subgroup was subject to reflective review this year, to establish progress made and identify any areas of continued focus. This concluded that there was no requirement for strategic leads to continue to meet, with the development of an operational networking group to ensure the maintenance of achievements, with the capacity to refer to the senior strategic boards should there be any intractable issues.

The focus of the **Practice Development Forum** (PDF) is to ensure that learning from any statutory or non-statutory review, local or national, is disseminated across the safeguarding partnership as required. The Practice Development Forum also considers learning from audits and other statutory reviews. The group has a core membership across both partnerships, in recognition that learning from practice usually has applicability across both sectors. This year there has continued to be three affiliated Task & Finish groups: Child Learning from Practice; Adult Learning from Practice; and Female Genital Mutilation.

During the year, to help disseminate and share information in different ways, we published the Safeguarding Partnership Newsletter which continues to provide professionals with an accessible overview of key practice developments, resources and learning from practice.

We believe that in addition to good information sharing, learning activities and good communication, quality assurance plays an important role in assessing and evaluating the impact of various activities and the effectiveness of the safeguarding arrangements. A coherent structure to the quality assurance activities of the partnership and an analytical approach has continued through the annual multiagency quality assurance schedule that is further explored later in this report.

The Safeguarding Partnership proactively raises awareness of **safeguarding themes and issues** throughout the year to continuously reinforce knowledge and increase awareness of issues of abuse and neglect. Through doing so it contributes to a community of residents and professionals who are well informed to prevent harm before it occurs and know how to seek help when needed. This year the Partnership has promoted:

- Carers Week
- Show Racism the Red Card
- Safeguarding Adults Week
- Mental Health Awareness Week
- Child Exploitation Awareness Week
- World Suicide Prevention Day

Tools and resources are developed in advance and shared across the professional network, in addition to being available on our websites. Input from expert leads across the partnership is sought where required, both in the development of resources, and in ensuring that the target audience is reached. There is evidence to support direct impact on safeguarding practice, and positive feedback from safeguarding partners about the usefulness of the resources.

Our focus for **Show Racism the Red Card** was to highlight the impact of structural inequalities, and the centrality of anti-discrimination and cultural literacy to safeguarding practice. The Partnership embraced the

Cultural literacy in safeguarding practice enables individual professionals and systems to intervene respectfully and effectively to safeguard people of all cultures, classes, races, ethnic backgrounds, religions, genders, abilities and sexual orientations in a manner that recognises the centrality of identity, culture and lived experience.

Cultural literacy is fundamental to safeguarding practice, it acknowledges, values and celebrates the contributions and experiences of individuals, families and communities.

Culturally literate practice necessitates curiosity, openness, humility and the courage to address and challenge discriminatory words, practices and systems.



SHOW  
RACISM  
THE  
RED  
CARD

ethos of the campaign, reflecting on the increased diversity of the community we serve, and the value of celebrating culture and history. In the coming year we will build on this through reviewing the impact of the Safeguarding Partnership's Equality, Diversity, and Inclusion Statement.



The proactive acknowledgement of awareness days enables the partnership to revisit previous areas of priority practice, ensuring sustainability of strategic work and highlighting intersections between the often-diverse nature of need that residents can experience. Our **World Suicide Prevention Day** resource provided easily accessible training videos for practitioners and highlighted the increased risk of

suicide for victims of domestic abuse. Each briefing highlights the nature of the campaign, the intersection with safeguarding, local resources, and signposting to further support. They provide an opportunity to highlight services and resources that are sometimes overlooked, for example the specialist post suicide bereavement service delivered by Mind on behalf of North West London Integrated Care Board.

For Child Exploitation Awareness Day, we trialled the delivery of a 'conference in a week' through designing and implementing a series of standalone webinars across a five-day period. Each webinar focussed on an area of practice, with attendance across all three



supporting practitioners to develop a foundational knowledge of exploitation, to understand our local picture, and to increase awareness of the importance of disruptive activity and transitional safeguarding. The approach was well received and will be repeated as appropriate.

### 4.3 Adult Priorities

The **self-neglect** subgroup was led by the Head of Service for Safeguarding in Adult Social Care. In the last year the subgroup has progressed through the strategic objectives to raise awareness of self-neglect, to improve practitioner knowledge, capacity and confidence and to develop the multiagency safeguarding response. The 2022-2023 audit considered barriers to best practice, interagency working and information sharing and identifying good practice. Actions taken in response to the audit have included raising awareness of referral pathways, increasing practitioner knowledge of the Clutter Image Rating Scale, and practice development around the implementation of the Mental Capacity Act.

The subgroup concluded at the completion of the agreed multiagency action plan. In terms of further developments, the specialist self-neglect training remains in place, with positive feedback from

delegates around applicability to practice. The SAB has sought assurance from partners around the sufficiency of training in respect of the Mental Capacity Act and has continued to promote widespread use of the Clutter Image Rating Scale.

Our priority to address the impact of **Neglect** on adults has been the focus of a designated subgroup for a year. The subgroup is attended by representatives of core agencies, with specialist input provided by Care Providers, and the voluntary and community sector. There have been some challenges with the capacity of adult social care to provide consistent representation due to staffing changes. Key areas of output in the last year include the development of briefings to highlight key information for frontline practitioners and operational managers, commissioning of neglect training, the development of a neglect focussed section on the SAB website and seeking assurance around practice and procedure in partner agencies. In the coming year the subgroup will develop a local multiagency guidance/strategy to collate information about best practice into one strategic document.

During the year the Pan London SAB identified the need for regional development in response to learning from fatal fires. Our local efforts have been co-ordinated within the **Learning from Fatal Fires Task & Finish Group**. By design, this was a highly focussed group led by our Borough Commander for London Fire Brigade with the support of the Safeguarding Partnership Team. Key areas of focus have included awareness raising activity, incorporating fire risk into routine assessments, and reviewing local mechanisms for response where a fire has been established. This work culminated in the design of a multiagency training webinar that is scheduled for delivery in the new financial year. A follow up meeting to review impact will take place six months after the conclusion of the group.

Our most recent area of focus is the multiagency response to **exploitation and cuckooing**. This work is in its infancy and will continue into the coming financial year. Strategic work in this arena necessitates close working with colleagues in Community Safety, to ensure that the imperative to disrupt perpetrators as well as safeguard victims is achieved. The community safety leads are developing a local exploitation and cuckooing protocol to inform multiagency practice. From the perspective of the Safeguarding Partnership an assessment tool has been developed to assist in identifying signs and indicators, inform risk assessment and shape safeguarding intervention for those affected. This will be implemented within Adult Social Care in the first instance, with a rollout plan to partner agencies and services in development.



## 5 Learning from Practice

It is acknowledged that learning can be gained from recognising good practice but also from those circumstances where we, as a partnership, could have responded differently to a child or adult's circumstances. Systemic learning and practice improvement is not only based on local experience but includes that which stems from regional and national research, policy, and practice. This approach seeks to ensure that safeguarding practice in Hillingdon is research informed and evidence based and that our residents receive services that are of a high standard delivered by a partnership that strives to continuously improve.

A fundamental duty of both the Safeguarding Children Partnership and Safeguarding Adults Board is to review those cases that may meet the criteria for a statutory review of practice. This review process is undertaken in line with the statutory guidance set out in Working Together to Safeguard Children 2018/2023 and the Care and Support Statutory Guidance 2014.

A notification to the Child Safeguarding Practice Review Panel (the National Panel) is made when a child has suffered serious harm, and that abuse and/or neglect is known or suspected. For each serious incident notification, a multiagency Rapid Review is convened to bring together and consider information known about the child by all agencies involved and to identify any areas of learning. The Rapid Review is held within 15 working days of the notification, with a report detailing the circumstances of the child, the actions of involved agencies, any learning identified and a decision around Local or National Child Safeguarding Practice Review. In the reporting period the Partnership convened 2 Rapid Reviews. There are two ongoing Local Child Safeguarding Practice Reviews, one in respect of safeguarding infants, and one in respect of child sexual abuse. Our child sexual abuse LCSPR is delayed due to an accompanying police investigation.

The Hillingdon Safeguarding Adult Review Panel is chaired by a Metropolitan Police Detective Superintendent with responsibility for safeguarding. It has a core membership of senior representatives from key agencies, with others mandated to attend according to the specific requirement of the case. The purpose of the Panel is to review circumstances that may meet the criteria for a Safeguarding Adult Review (SAR) as specified in the Care Act 2014. In 2023-2024 the Panel considered five referrals, of these three met the criteria for a statutory safeguarding adults review (SAR). For each review there is consideration of the most appropriate methodology, options include externally commissioning a review author, or co-ordinating within the SAB. All SARs are underway and will be concluded in the next reporting period.

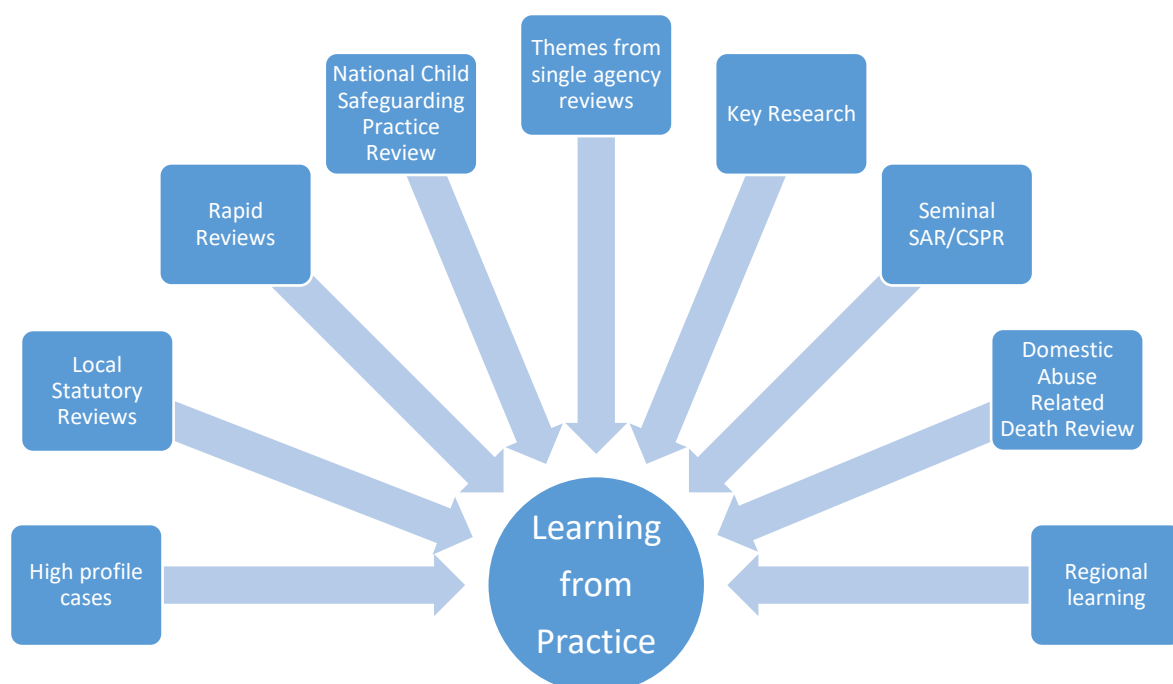
In January 2024 the Partnership published the 'Carol' SAR. This considered the circumstances of a 77-year-old woman who suffered serious harm due to her care needs not being met. The SAR was



coordinated by the Safeguarding Partnership Team and undertaken by a Panel made up of representatives of the core agencies. The key lessons for local practice were summarised as follows:

- Practitioners should strive to understand the lived experience of adults.
- Working with carers is necessary to reduce the risk of abuse and neglect.
- Supervision and management oversight supports better safeguarding practice.
- Practitioners need to correctly apply the Mental Capacity Act.
- Effective partnership working is integral to the identification and management of risks.

A multiagency action plan is in progress to address the learning identified. To support agencies to disseminate and address the areas of learning within their organisations a practice briefing was written to expand upon each domain, highlighting useful sources of support, advice and information to improve safeguarding practice. Addressing learning meaningfully necessitates that it is revisited on an ongoing basis and incorporated into wider practice development. This is achieved through agencies incorporating learning into their training for staff, and by the Partnership continuing to seek assurance that it is being addressed.



Our **Learning from Practice Frameworks** promote the continuous improvement of safeguarding practice in both adult and child services. The Task and Finish Groups have a broad remit that includes undertaking non-statutory learning reviews, progressing actions, and identifying any thematic barriers to good practice. In the last year the Frameworks have been updated to incorporate learning from domestic abuse related reviews where appropriate. The aim is to support the development of a learning culture across the partnership that:

- is open and honest.
- is proportionate and avoids hindsight bias.
- identifies and addresses systemic practice issues.
- supports and challenges safeguarding partners to make continuous improvements to practice.

In response to The National Review Safeguarding Children with Disabilities in Residential Settings the partnership developed an action plan, that facilitated application of the core findings to local safeguarding practice. This informed the focus of multiagency quality assurance activity in 2023-2024, including an audit of responses to allegations against staff and volunteers, and consideration of multiagency safeguarding practice in relation to children with complex needs placed outside of their community. These are explored in more detail in the next section.

## 6 Quality Assurance

One of the core functions of the Safeguarding Partnership is to seek assurance about practice in Hillingdon. To this aim we have undertaken a wide range of auditing activity in the last year:

- Allegations against People in Positions of Trust
- Evaluating the Impact of Local Safeguarding Adults Reviews
- Safeguarding Children with Disabilities placed outside of the Local Community
- Adult MASH
- The Quality and Impact of Safeguarding Partnership Training

Each audit has been completed with the support and expertise of representatives across the multiagency group, with methodology adjusted according to the nature and matter under review. Methods used include self-assessment, file audits, roundtable discussions and the development of bespoke review tools. Where reviews considered the quality of safeguarding practice the outcomes were largely positive, providing assurance about the impact of multiagency safeguarding arrangements on practice in Hillingdon. The findings, analysis and recommendations of each review have been communicated to the relevant subgroup and Safeguarding Board, with a standalone report produced for each area of focus.

In response to the findings of the National Child Safeguarding Practice Review the Partnership sought assurance about local processes and practices in respect of the management of **allegations against professionals in a position of trust working with children**. This includes both paid staff and volunteers.

The Local Authority Designated Officer (LADO) function is a statutory requirement set out in Working Together to Safeguard Children (2018, subsequently updated in December 2023). The task of the LADO is to coordinate and respond to allegations against members of the children's workforce. The audit was designed using the draft Standards agreed by the London LADO network.

The review highlighted a need for **continuous awareness raising activity** of the role and function of the LADO service. In response to the findings of the s11 Audit in 2022-2023 the LADO provides multiagency training four times per year, with a bespoke offer for foster carers and residential staff. This is good practice and demonstrates a proactive safeguarding approach. It was highlighted that there was a need to extend this to voluntary, community and faith-based organisations. The LADO has seen increasing numbers of referrals, and an extension of the recording requirements to include low level concerns. This raises a question about sufficiency within the service. At the time of the audit the local authority was developing new recording systems to improve data collection and quality. The need for this was confirmed within the audit and has subsequently been achieved. Following the audit the local authority has established routine quality assurance processes for LADO, with monthly qualitative auditing in place.

The **referral pathway** for allegations and concerns is clear, and well understood by those agencies making referrals. Triage of allegations is timely, with formal management meetings and reviews arranged as needed. Investigations were conducted thoroughly fairly and in a timely manner, with risk identified, agreed actions proactively monitored and outcomes both appropriate and proportionate. There are a small number of cases that have not progressed in a timely manner, this is due to ongoing criminal investigations. The LADO and senior officers within the Metropolitan Police Service have developed an escalation pathway to address this.

In 2022 the Partnership published two Safeguarding Adults Reviews, Evelyn and Angela and Chris: A Thematic Review of Self-Neglect. As previously outlined to ensure that the Partnership has embedded learning it is necessary to intermittently revisit the findings, this serves an additional purpose of providing insight into methods for reaching frontline practitioners and operational managers. For this purpose, focussed quality assurance activity was undertaken: **Evaluating the Impact of Local Safeguarding Adults Reviews**. A multilevel questionnaire was developed to seek input from frontline practitioners, operational managers and strategic leads.

The review found good evidence that both SARs have impacted Central and North West London NHS Foundation Trust and the Hillingdon Hospitals NHS Foundation Trust at a strategic level, shaping training delivery and policies and processes that embed many aspects of learning from the SARs into practice. Unfortunately, there was no strategic level response from Adult Social Care, the ICB, the

Police, London Ambulance Service, Circle Health Group, all of whom were involved in at least one of the relevant SARs. In the absence of strategic level assurances or greater frontline and management responses to this survey, there was little assurance provided by this survey that learning from SARs has been embedded into policy, procedures, or training. Subsequently assurance has been sought by the SAB around the actions taken to embed learning.

The National Child Safeguarding Practice Review '**Safeguarding Children with Disabilities in Residential Settings**' was published in 2022. The Review was undertaken in response to abuse and neglect that occurred in a residential school setting, with multiple children and young adults suffering harm, over a period of months and years. It was published in two phases, with phase 1 exploring the specific circumstances of the children, and phase 2 the wider national implications. The purpose of this reflective review was to consider the themes and recommendations of the National Review for local safeguarding partners. The review sought to highlight specific areas of practice strength, and opportunities for development in multiagency practice across Hillingdon through exploring how well partners understood the children's lived experiences and how effectively partners ensured that their outcomes are met. The focus was on children placed outside of their local community in residential homes and schools.

Overall, the review group found that children with complex health needs and disabilities that were placed outside the borough were receiving good safeguarding responses and their needs were being effectively met within residential settings. There were elements of good practice with partners working together to safeguard children and families ensuring that specialist services were implemented when required. The experiences of these children before they became looked after demonstrated the need for professionals to be more child centred when assessing the risks and harms that could be caused by their caregivers, rather than focussing on the needs of the parents. Hearing and amplifying the child's voice and understanding their lived experiences helps to improve safeguarding practice whilst ensuring the family get the right holistic support at the earliest opportunity.

In September 2020 the Adult Multi-Agency Safeguarding Hub was launched in Hillingdon, led by Adult Social Care. The hub has responsibility for screening potential adult safeguarding concerns, triaging all safeguarding concerns, undertaking initial safety planning, and determining whether the criteria for section 42 are met.

Whilst the **Adult Multi Agency Safeguarding Hub (MASH)** was the focus of Independent Scrutiny in 2022-23, with positive feedback, our Thematic Self-Neglect SAR published in September 2022 found learning in respect of the identification of safeguarding concerns and the sufficiency of interagency

information sharing at the concern stage. Practice Development Forum agreed that the Adult MASH would be the focus of a Quality Assurance audit in quarter three of 2023-24. This was to seek assurance about robustness of safeguarding practice at the concern stage. The period audited was during a time of significant and rapid turnover in staffing and management of the MASH and this likely had a detrimental impact on the ability of staff and managers to ensure consistency of practice.

There are opportunities to improve the quality of referrals, consideration of neglect as a potential crime, and to better seek the views and wishes of adults at risk when raising a safeguarding concern. Once safeguarding concerns reach Adult MASH there is evidence of some good practice in triaging concerns, effective use of the daily high-risk meeting, good partnership working to assess and manage risk, and efforts to seek the views and wishes of adults at risk. However, there was considerable variation in the quality of practice across the sample. This included in the application of Making Safeguarding Personal principles. In just under half the triages the person did not appear to have received the right help and protection at the concern stage, and information had not been shared effectively. This audit concluded at the end of the financial year, the recommendations will be progressed in 2024-2025.

## 7 Multiagency Safeguarding Training

The purpose of the Safeguarding Partnership training programme is to ensure that practitioners have the most **relevant and up to date opportunities for ongoing professional development**. To promote accessibility training is delivered through a range of methods, including online, face to face and via webinar. Training by our children and young people is delivered in person. In total, **1846 sessions of professional development activity** have been facilitated by the Safeguarding Partnership in 2023-2024. This includes commissioned training and that delivered via the webinar programme.

In April 2023, the Safeguarding Partnership Team was transferred responsibility, from the council's Learning and Development Team, for full administration of training, including the creation of new Learning Zone account requests for any practitioner external to the council. In the last year over 350 new accounts have been created.

To ensure the continued relevance and accessibility of multiagency safeguarding training, and to measure the effectiveness of the Late Cancellation Policy at reducing non-attendance, we undertook a structured analysis of training in the reporting period. Findings have informed ongoing commissioning arrangements, with the extension of the Late Cancellation Policy to include all training. Where there are agency specific challenges with attendance at safeguarding training this is monitored with feedback provided to the lead within the respective agency.



In recognition of the time pressures faced by frontline practitioners we offer a programme of **webinars**. These are sharply focussed, last around 90 minutes and address a specific topic or area of practice. All webinars are available on the Safeguarding Partnership websites and can be accessed using a password that is shared with Hillingdon practitioners.

Webinar	Attendees
An Introduction to the Safeguarding Partnership	147
Child Exploitation Awareness Week	
- Myth Buster & Back to Basics	59
- AXIS – Understanding Local Trends	48
- The Children’s Society – Disruption and Transitional Safeguarding	45
An Introduction to Contextual Safeguarding	73
Introduction to the Centre of Expertise on Child Sexual Abuse	49
<b>Total:</b>	<b>421</b>

Following attendance delegates are asked to complete a feedback form, this enables the Partnership to monitor the **effectiveness and impact** of sessions and informs our needs analysis.

- 97% of delegates rated their understanding of the topic after training as very good to excellent.
- 96% rated the quality of the training as very good to excellent.
- 98% of delegates agreed that they could apply learning from the training to their practice area.

A core aim of our training programme is accessibility and relevance across the diverse range of professionals and volunteers working in the borough. In addition to monitoring training quantitatively, in terms of attendance and representation, we also seek qualitative feedback from delegates. A selection of comments, from a range of different agencies across the scope of the training offer is provided below. This highlights that the training programme is broadly accessed, and that delegates find the content to be useful and applicable to their practice.

**Nursery Worker:** Children’s LADO ‘I have a better understanding of what needs to be reported to LADO and how they can help’.

**Early Years:** Contextual Safeguarding ‘Although my work is mostly with children under 5, we work with the whole family. Using the training to inform staff during staff meetings and their 1-1s’.

**Primary School:** Working Together ‘I will use this training to help in following questioning techniques and knowing who to contact’.

**Independent School:** Contextual Safeguarding *'I will cascade to my DSL team and then to wider staff'.*

**Special School:** Working Together *"Seeing situations from a different perspective. Knowing how to deal with situations calmly and being able to respond in an effective way'.*

**Adolescent Development Services:** Child Neglect *'Being more confident in "reading" situations...more able to respond'.*

**Child Development Centre:** Working Together Refresher *'I am a community Paediatric Consultant so doing lots of safeguarding and child protection medicals. This refresher course is very useful.'*

**Children's Social Care:** Child Sexual Abuse *'updated my knowledge to support my team'*

**CNWL Mental Health Services – Working Together** *'I have developed better awareness of signs and symptoms, some of which could/would have been overlooked in encounters with CYP...'*

**CNWL Health Visiting Modern Slavery** *'Be more aware of indicators of possible modern-day slavery'.*

**Hillingdon Hospital Safeguarding Disabled Children** *'Information to be included within internal training on this subject'.*

**Maternity Services:** Contributing Effectively to Child Protection Plans and Core Groups *'I will use the knowledge constantly (referrals, strategy meetings, professionals' meetings, core groups, CP conferences)*

**Adult Social Care:** Adult Safeguarding *'It will help me to make sure that the person is always at the centre of each decision, fully informed at the right level and pace and that information is only shared with those who need to know'*

**LBH Housing Department:** Modern Slavery *'I will use this training when interacting and visiting Tenants to identify and raise safeguarding concerns where modern slavery is suspected'.*

**LBH Rent Team:** Walking in our Shoes *'I will make sure I go the extra mile'*

**Heathrow Airport Ltd:** Modern Slavery *'Share contacts & information with my team.'*

**H4All:** Self Neglect & Hoarding *'The training will help me to support my clients better as it's given me a deeper insight into this topic and resources available.'*

**Age UK:** Adult Safeguarding *'I have become SG nominated lead person for our Charity so this will enable me to have a better understanding'*

Areas of training need are identified in line with the priorities of the strategic boards, and in response to learning from practice. In the coming year this will include the rollout of the NSPCC PANTS programme, with a range of options for professionals and parents. The Partnership is also supporting the ICB launch of ICON, this is a preventative programme to reduce the risk of abusive head trauma

through supporting parents to better cope with crying infants. From an adult perspective, our focus will be on raising awareness of the signs and indicators of cuckooing and adult exploitation and to promote consistency across the partnership in adult safeguarding enquiries. In terms of generic safeguarding training, we continue to promote a trauma informed approach to practice and will be working around best practice in professional curiosity.

## 8 London Borough of Hillingdon Children and Young People Services

Children and Young People Services provides support to children, families, and carers where there are welfare or safeguarding concerns. There is evidence to support the effectiveness of our Stronger Families approach with **the Hub responding to over 25,000 contacts**. Out of these contacts over 11200 were received via the online portal which can be accessed and completed anywhere and at any time by all professionals. Joint, locality work is at the centre of the way in which we work with the partnership to **identify needs early** and to support our families to identify their support networks and to build resilience without the need for statutory intervention. To make this aspiration a reality, our three locality-based key working teams cover three defined areas and facilitate holistic partnership working with statutory (health, education, police, children's centres) and voluntary sector partners.

Over 1,600 children have been referred to our Stronger Families Localities Teams, ensuring that their needs are assessed, and proportionate support is provided to all who need it at the earliest possible stage. This empowers our families to address their needs and utilise the resources available to them in their communities and extended networks and it also reduces the need for statutory social work intervention in the life of the family.

At the end of the financial year, over 2,700 children were supported by social workers 11% of whom have a disability. 254 children are at risk of significant harm and therefore supported via a Child Protection (CP) Plan. It is a positive that this number remained consistent over the year showing a good management of demand and risk.

Hillingdon is corporate parent for the 329 children in our care (LAC). This is a reduction of the number of children in our care from 364 the previous year. This is a strong indicator of effective early intervention and management of risk that **focuses on partnership with the families and relationship-based practice approach** that supports young people to remain living with their families or move towards successful independence.

At the end of the financial year, we have 765 young people being supported into independence as care leavers, 49% of these young people came into care due to their need as unaccompanied asylum-seeking children. We have seen a significant increase in the number of young people eligible for some form of ongoing support as care leavers, with an increase from 441 in the previous financial year. Our population of asylum-seeking children is predominantly male, this is a consistent trend over the last three years. Most of our children have travelled to the UK from Sudan, Afghanistan, Eritrea, Somalia, Iran, Vietnam and Kuwait. The overall number of asylum-seeking children in our care is now reducing due to the National Transfer Scheme. However, our context as a port authority of providing support and care to those children presenting in the borough means that there will be an increase in the proportion of care leavers who have an asylum-seeking background.

We continue to support our children in a difficult local and national context, and we have experienced a **continuing increase in the complexity of needs**. The impact of the pandemic, the cost-of-living crisis, and the wider economic climate has seen increases in the number of children and adults experiencing poor mental and emotional health, an increase in persistent absence from education, and of families experiencing increased pressure impacting on parental capacity. We continued to see the systemic and compounded impact of the current pressures on all the providers of services including Courts, Police, primary health and mental health provision. The impact of various national and international factors combined with associated difficulties at the Home Office has resulted in a significant increase in numbers of people seeking asylum accommodated in the borough.

The change in demand and additional pressures created by the current economic situation required us to **adapt and innovate quickly** to ensure we can continue to achieve the best outcomes for children and their families, whilst supporting our colleagues and workforce to continue to deliver high quality support and intervention. These combined pressures re-emphasise the importance of coordinated and strong partnership working with other agencies and with our families and young people, to ensure a proportionate and timely response in the difficult local and national context. **Our focus remains on cooperation and coproduction** with our partners, schools, families and communities, aiming to foster a culture of empowerment, independence, and early intervention for our families. Through our relationship-based practice approach we continued to encourage children, families, adults and their carers to recognise and address difficulties before they become entrenched, and to do so in a way that promotes independence, resilience, choice and control that minimises dependency.

Over the last year, we have **realigned our social care services and Education and SEND** provisions by joining them up under one service for the first time in over a decade. This provides a strong end-to-end understanding of the children's continuum of need and, in conjunction with the embedding of

our innovative Stronger Families multi-agency locality-based practice, we have moved away from 'early help' to 'help' that is available when needed and delivered by the right person/service at the right time.

We remain **an active and committed safeguarding partner** and we contribute to a variety of boards and forums to ensure the voice of our children and the needs we are identifying in the cohorts we work with are reflected in the strategic decision making and contributing to the strategic coordination of services and priorities: Health and Wellbeing Board, the Domestic Abuse Steering Executive, the Youth Justice Strategic Partnership Board, Safer Hillingdon Partnership, and the Hillingdon Health and Care Partners CYP Transformation Board (HHCP).

We are proud that the high quality of work delivered in Hillingdon was acknowledged by the regulator OFSTED during their [inspection of local authority children services \(ILACS\) in October 2023](#) which said that *"**Children in Hillingdon continue to receive highly effective services. Very strong political support and diligent partnerships have enabled the senior leadership team to be an excellent champion for children, families and young people.**"* the services were graded as Outstanding and the inspectors also found that: *"**Partnership work is a strength within Hillingdon, with a relentless focus on cooperation with partners, families and communities. Through relationship-based work and the creation of the Stronger Families Hub, families and communities are well supported to address issues before they require more intense interventions**"*.

As a result of the inspection recommendations, we have focussed on the following areas:

- We have reviewed and relaunched the process and policy for providing consistent services for 16- and 17-year-olds who present as homeless.
- We are in the process of launching a new Local Offer for care leavers that will emphasise the importance of keeping in touch and ensure that their rights and entitlements are communicated effectively.

We continue to work with our partners to meet the needs of the children who are at risk of harms outside their home through adopting a **contextual safeguarding** approach. Our strengths-based model of practice and focus on contextual safeguarding has led to a reduction of child protection plans and sustainable change achieved through greater collaboration. Areas of practice include continuation of children and families being supported where possible to 'choose their own social worker', devolved budgets to enable frontline staff to make decisions and implement support identified with families with reduction in delay and bureaucracy. In this service we are successfully piloting and implement



the Your Choice Programme that utilises CBT principles in engaging and working with young people and their families.

The **Strategic High-Risk Panel** is co-chaired by the Metropolitan Police and Children's Social Care. It is mandated to develop a collaborative strategic response to children at risk of contextual risk factors outside of the family home. The Panel has initiated and supported the development of the Hillingdon Contextual Safeguarding Strategy, which was signed off this year, with a plan to undertake a pilot of the approach in the Hayes area of the Borough. The importance of relationship-based practice and engaging the families and communities in decision making and coproduction are at the centre of the project. This is being implemented with colleagues from Community Safety.

The **AXIS** service continues to underpin Hillingdon's response to adolescents at risk. The continued evolution of the AXIS analytics supports robust analysis and the swift identification of children at risk from exploitation whilst informing **targeted activity to disrupt** in Hillingdon and beyond. AXIS network crime practitioners continue to be involved in strategy meetings, operational and strategic forums aimed at triangulating information that inform action. The AXIS Bulletin continues to be distributed to an extensive network of over 3000 professionals across Hillingdon on a monthly basis, providing a picture of exploitation activity in Hillingdon along with awareness and ways to support adolescents at risk.

With a focus on **transitional safeguarding** funding was secured to support a part time AXIS Worker dedicated to working with 18–25-year-olds. This post actively works with agencies across the partnership including police, health, housing and the job centre to support diversion and sustainable outcomes. Where exploitation '**hot spots**' are identified via data analytics, we can respond timely by deploying our detached youth work service and transporter bus. **Early intervention and diversion** activities with children through AXIS and the Mobile and Detached Youth Work Team have prevented young people escalating to more serious, violent offences. This is evidenced in the low numbers of children who return to the attention of the service. In the last 12 months 73% of young people engaged did not come back to notice or concern.

We recognise that **school is often the safest place for a child** to be during the day. Nationally, attendance for Children with Social Workers (CWSW) is lower than for peers who do not have social care involvement. Typically, children in primary school have better attendance than those in secondary school, and children supported by CIN plans have better attendance than children supported on a CP Plan. In addition to the academic achievement that children miss out on, they can also miss the important protective factors school attendance can offer such as a space of safety, pastoral support, identification of need and positive social opportunities. Through our virtual school

service, we offer training around responding to persistent absenteeism and emotional based school avoidance. This is delivered in collaboration with the Attendance Support & Exclusions Team to schools and social care. The virtual school and child protection advisors (CPAs) work closely to ensure that the connection between attendance and safeguarding is considered, with CPAs also building links with the Designated Safeguarding Leads for Schools network.

**The child's voice remains at the centre of our practice.** In the last year we consulted with our children in a series of topics and continue to promote the participation of young people in meetings and discussion that are important and relevant to them. For instance, the participation of children in their LAC reviews and CP conferences has increased. Our young people continue to co-chair the Corporate Parenting Panel. The **Walking in Our Shoes training** continues to be a strength and its being provided to all our staff and many of the partners agencies. However, we are also listening to the voice of our children in those reachable and teachable moments when something bad has happened through project turnaround.

Learning from the findings of the **National Child Safeguarding Practice Review**, we reviewed the residential provisions we are using, and we have committed significant investment to strengthen the offer in the borough. We also contributed to the multiagency review of our LADO function and launched a new process that offers the ability to use online reporting enabling the sharing of information in a timely and safe way to ensure a prompt response. To ensure ongoing delivery of high-quality service and to promote continuing learning we have implemented a **LADO Quality assurance framework** that is now being embedded in the QA practice.

**Placement sufficiency** is a national issue that also impacts on Hillingdon. Securing appropriate placements for young people, especially within the residential sector, has become increasingly difficult during the year and the scarcity of foster placements, which are always the preferred option, has compounded the difficult situation. The national shortage of placements increased the difficulty in sourcing the right placement and the costs of these placement has increased significantly, nearly doubling during the year. We responded to the challenge this year by embarking on an ambitious project to increase the availability of residential placements in the borough, combined with a new, comprehensive Fostering Offer and the commissioning of service wide training to embed during the next year PACE methodology and Trauma Informed Practice. We know there is more that needs to be done at regional and national level and we continue to work closely with our colleagues in London to identify new joint solutions to this issue.

The economic challenges posed by **inflation and the rising cost of living** have significantly impacted children and families in Hillingdon. Many households are struggling to meet basic needs such as food,

housing, and utilities, leading to increased stress and instability. Inflation has eroded the purchasing power of family incomes, making everyday essentials more expensive and putting a strain on already tight budgets. This financial pressure often results in difficult choices, such as cutting back on nutritious food or healthcare, which can have long-term detrimental effects on children's development and well-being. Additionally, poverty exacerbates social issues, including educational disparities and mental health problems, as families may lack resources for extracurricular activities, academic support, or psychological services.

Hillingdon Children's Services has observed **an increase in demand for assistance programs**, reflecting the broader community's growing need for support. We work diligently to provide resources and support to alleviate some of these pressures, but the pervasive impact of economic hardship continues to pose significant challenges for ensuring the health, stability, and future prospects of Hillingdon's children and families. Our Stronger Families and community engagement remain at the centre of our approach to identify needs early and work with the community and our partners to intervene at the right time and empower families to meet the needs within their support network.

Hillingdon is experiencing a **rise in complex cases** that require statutory intervention. Despite more families being supported early through Stronger Families, there has been a noticeable increase in the demand for intensive intervention. Children are supported by Child Protection plans for longer and neglect continues to remain the most prevalent category of need. We continue to respond efficiently to the demand and remaining child focused on our approach.

**Ofsted inspectors** visiting Hillingdon from Monday 2 to Friday 6 October praised staff for being an "excellent champion for children, families and young people" and reported that "**children in the London Borough of Hillingdon continue to receive a highly effective service.**" The glowing report recognised the increased demand for services in the borough and commended the council's leadership for strengthening and improving practices, "highlighting areas of innovation that stand out as exceptional practice, improving children's experiences and progress." In addition to a stable and experienced senior leadership team, social workers were commended for their dedication to improving children's lives. The report said "**social workers are skilled, experienced and ambitious** for children, who they know well and visit regularly. Social workers are committed to children and are proud of their roles in their lives, talking with warmth and knowledge about them."

The **Children's Services Conference** was one of the highlights of 2023, with just under 400 attendees, it proved to be an electrifying event marked by dynamic discussions and meaningful engagement. The conference covered a wide range of topics essential to the betterment of children's services, including education, Social GRAACEs, EDI cultural literacy and greater awareness of issues such as power

dynamics and allyship. Participants had the opportunity for reflection away from their usual responsibilities and enjoyed getting to know their wider colleagues.

Inspirational speakers highlighted the importance of integration between Education, SEND and CSC, building trust, and understanding across all services. The event created open and honest discussions, promoting personal development and practical tips for improving inclusive practices. Networking was a significant focus, allowing attendees to connect faces to names and build relationships essential for supporting Hillingdon's young people. The conference also provided a reflective space to acknowledge skill gaps and explore ways to address them, ensuring that young people's voices are heard and respected. Overall, the event was a resounding success, enhancing understanding, promoting inclusion, and setting the stage for a more collaborative and effective future in children's services.

**Neglect** continues to be the primary criterion for intervention. Following review of the use of the Graded Care Profile Tool we developed a **new scaling tool** that can be used as a standalone document or as part of any assessment involving neglect. This tool helps identify the level of risk—low, medium, serious, likelihood of significant harm, or very high significant harm—allowing practitioners to assess vulnerability and determine necessary actions based on the risk score. Although still in its early stages, and currently being tested across the service with a review planned for later in the year, this tool represents a significant step forward. It will enable practitioners to confidently assess neglect risk, adding an essential resource to their toolkit. While the long-term success is yet to be determined, initial feedback from users and partners has been positive.

Hillingdon joined the **Your Choice violence reduction programme**, implemented by the Adolescents team. This initiative has resulted in fewer missing episodes, reduced youth violence, better engagement with services, and fewer children entering care or the criminal justice system. By March 2024, over 45 young people had been recruited, which surpasses our annual target of 34. Key objectives included reducing knife crime, repeat violence, racial disparities in justice, and increasing access to therapeutic interventions. The programme, designed with the NHS Violence Reduction Programme, involved CBT-enhanced practices. All Adolescent Team staff and additional social workers have been trained in CBT principles.

The team has worked intensively with adolescents, using CBT and meeting three times a week for 12 weeks or more. They focus on children in need, under protection plans, or in Local Authority Care, using relationship-based, coproduced approaches and conducting Risk and Vulnerability Assessments for those at risk. With reduced caseloads, social workers have built stronger relationships with young people, who chose their social workers based on profiles. This person-centred approach increased engagement and optimised outcomes, aligning with restorative models and coproduction principles.

Long-term outcomes aim to improve emotional and mental health, reduce re-offending, enhance social skills, and increase educational and employment opportunities for young people. Families also benefit, with improved parenting capacity and reduced sibling risk of violence. The programme's success has been supported by strong senior management and ongoing budget commitments, including Section 17 funds dedicated to this approach, using the methods from previous pilots such as the devolved budgets which has allowed for effective risk management and collaborative work with families all that have been pivotal to achieve the success.

## 9 London Borough of Hillingdon Adult's Services

Adult social care is a key priority for the council. Over the last four years the adult portfolio has seen a significant increase in its budget to reflect growth in demand mainly due to the ageing population, complexity of need, the mental health issues arising from the COVID-19 pandemic and there has been a steady rise in the number of people presenting with neurodiverse needs as well as people with learning disabilities whose long-term family carers are no longer able to care for them.

The ASC **Multi Agency Safeguarding Hub (MASH)** receives in the region of 250 enquiries per week and takes immediate action to ensure safety plans are put in place, before either closing or handing on to the relevant social work teams for enquiries. The MASH is intrinsically linked with partner organisations, and we have the Metropolitan Police hub on site supporting the daily enquiries. In 2023/24, 2,077 cases reviewed by MASH proceeded to a section 42 Adult Safeguarding enquiry.

Neglect and Acts of Omission remains the most common reason for an **Adult Safeguarding Enquiry** to be undertaken, accounting for 35% of all concerns in the last year. This is followed by Financial and Material Abuse (15%) and Physical Abuse (13%). The most common location for abuse to take place is in the adult's own home, with people alleged to have caused harm relatively equally divided between social care staff, health care staff and family members.

In line with the principles of **Making Safeguarding Personal** adults are asked for their desired outcome of the safeguarding process. Positively 93% of those asked reported that their outcomes had been either fully or partially met. It is not always possible to meet an adult's desired outcome in full, where this is the case they, or their representative, should be made aware of the reasons why.

The **Statutory Review team** conducts scheduled reviews of care and support needs to ensure that residents' needs are best met. Eligible residents who require a Care Act assessment of need are prioritised for assessment within 28 days. Urgent cases undergo triage and are prioritised for a response to mitigate risk, ensuring timely intervention to prevent escalation of need. During 2023 it

became clear that annual reviews were delayed, meaning that 336 were overdue. The senior leadership reviewed this and agreed to use grant funding to address the backlog, completing all 336 reviews by February 2024

Out of **hospital services** provide an excellent bridging care service, reablement and stepdown bedded care support meaning that discharge is achieved in the shortest possible time, and no one must decide their long-term place of residence whilst in hospital. The care provider for bridging care is fully embedded in the integrated discharge team for weekday and weekend discharges. A recent North West London NHS/ICB peer review of discharge processes demonstrated significant strength in the partnership working with Adult Social Care, the care providers and the hospital trust.

Our **reablement and bridging service** is delivered by a lead provider, delivering a combined more than 1,000 hours per week of out of hospital and community prevention and rehab support to Hillingdon residents, with excellent outcomes. More than 70 per cent of people using the reablement service achieve their goals with either no ongoing service needs or a reduced package of care and dependency.

We have a busy **mental health social work service** which undertakes the responsibilities set out in the Care Act with people who have severe and enduring mental disorders who are known to the community mental health teams run by Central and Northwest London NHS Foundation Trust (CNWL). The borough also has a specialist Approved Mental Health Professional (AMHP) Hub that deals with the statutory responsibilities under the Mental Health Act by undertaking Mental Health Act assessments 24 hours a day, 365 days of the year.

Our **Learning Disability service** provides support to more than 900 residents. The service provides a range of support to residents over the age of 18 who have eligible needs under the Care Act. Additionally, the service provides assessment, information, and guidance for young people from age 17 to support their transitions to adult services.

In the last four years we have been developing an awareness and identification of **people with Autism** requiring support. The number of residents receiving support services has increased to 180 people from 18 in 2019. This trend is increasing, and the service is being developed to further meet the needs of this specialist group of residents

Hillingdon Council commissions two lead providers with a further 10 on a framework to provide **homecare** across the borough. We have a 48-hour referral KPI which means that residents do not have a lengthy wait for their package of support to begin.



Hillingdon Council has four **extra care schemes** with two built to Stirling University Gold Standards for Dementia, for example using different textures, colours, and wayfinding around the building. The accommodation provides 24-hour support with onsite care and technology and is a valuable alternative to care home placements for those with complex care needs as well as those with emerging needs. Our **prevention and early intervention approach** is predicated on good housing, good technology and equipment for independence and good care and support to help people live independent lives.

Our **Quality Assurance team** provide support, advice and information to 44 care/nursing homes, 59 supported living schemes and 60 homecare services. A bi-monthly forum is held with providers which provides an excellent opportunity to work collaboratively by sharing ideas and best practice and a quarterly newsletter keeps them updated with local and national information.

The **care governance board** is held monthly to bring together evidence of quality or safeguarding concerns in relation to services and providers. It also determines appropriate action by way of a risk register process in response to concerns. The board monitor any concerns noted by the CQC Oversight team and maintain good local links with the regional inspectors both in and outside of the borough

During 2023/24 there have been **248 monitoring visits** conducted by the Quality team to care provision based in Hillingdon, with 18 care providers in Hillingdon and 19 care providers who supported Hillingdon residents out of the borough, being subject to governance monitoring. This resulted in four providers in Hillingdon moving to provider concerns meetings. The process is a corrective and improvement approach that is supportive to ensure providers can, where possible, continue with the services to residents

We recognise that ensuring the effectiveness of adult safeguarding services is contingent on the quality of our partnership working. To this end senior officers within the department have a broad range of representation across the scope of operational and strategic multiagency fora. We are key contributors to the Domestic Abuse Steering Executive, Combatting Drugs and Alcohol Partnership, Prevent Partnership and Community Safety Partnership. The integration of **Public Health Services** within the wider adult social care portfolio supports the delivery of joined up services.

We support the dissemination of **learning from practice** through the dissemination of the various practice briefings, and newsletters, developed by the Safeguarding Partnership. In the last year we have refreshed and reimplemented Mental Capacity Act Workshops, with specific reference to the learning established through statutory Safeguarding Adults Reviews. Our Principal Social Worker (PSW) provides leadership to social workers and practitioners and acts as a conduit to senior

managers. They support practice development and quality assurance which helps social workers work through complex situations as well as being responsible for the learning and development of apprentice/newly qualified social workers and supporting the quality auditing systems for reviewing the quality of work.

In the coming year we will be engaging with the CQC through statutory inspection of adult social care services. We welcome the opportunity an external lens provides to identify strengths and to inform our continuous development and improvement of services. We started the **transformation** process for our 'front door' aided by technology that assists in the triage of calls to adult social care. This has supported the collection of data around the most appropriate services to support residents, ensuring that help is provided by the agency or service best equipped to do so.

Our **Quality Assurance Framework** is also being reviewed and refreshed to ensure that all auditing activity and learning is linked to the residents' records and supports qualitative and quantitative review alongside practice development and learning. The new framework promotes engagement and co-production by supporting the auditor to directly engage with both the allocated worker and the residents to obtain their views in the quality of practice and care they are receiving. This demonstrates our increasing focus on ensuring that the voices of those with **lived experience** are sought and, their views and opinions respected.

## 10 NHS North West London Integrated Care Board

The North West London NHS Integrated Care Board commissions a wide range of healthcare services across numerous boroughs making up the NWL footprint.

The NWL ICB has made significant strides in fulfilling its duties under the Care Act 2014 and Children Act 1989 and 2004 by proactively addressing the complex issues of **neglect and self-neglect**. By utilising insights from learning mechanisms such as Safeguarding Adult Reviews (SARs) and Safeguarding Children Incidents, the ICB is working to further foster a culture of learning and continuous improvement across its immediate workforce as well as primary care services across North West London, ensuring that healthcare, and allied professionals are equipped to identify and support individuals at risk.

The ICB development and delivery of a safeguarding training programme was a great success. It was well attended and well-reviewed by professionals across the NWL Integrated Care System. The ICB's proactive stance in launching **ICON** and seeking assurance from NHS Provider organisations across NWL regarding **allegations against staff and volunteers**, especially in light of the Lucy Letby case,

underscores a dedication to maintaining the highest standards of safety and accountability. In bringing together a suite of resources, including targeted training and up-to-date guidance, these further empower GPs and other healthcare colleagues to respond effectively to signs of neglect and self-neglect, promoting early intervention and safeguarding vulnerable adults. Furthermore, the ICB's move to further integrate safeguarding leads into service procurement processes ensures that all new services commissioned across NWL are designed with the safety and well-being of vulnerable individuals in mind.

This commitment to prevention extends to **fire safety**, as the ICB actively collaborates with partners across London to share best practices and implement effective prevention strategies, with a particular focus on raising awareness among frontline staff to identify and mitigate fire risks among vulnerable populations. Through these collaborative efforts, the NWL ICB is not only meeting its statutory obligations but also fostering a safer and more resilient community for vulnerable residents across North West London.

The NWL ICB has proactively disseminated lessons **learned from practice** through a multi-prong approach, ensuring that valuable insights reach primary care colleagues and commissioners across North West London. This comprehensive knowledge-sharing strategy includes the sharing and promotion of key "7-minute reads," in-depth discussions at GP safeguarding lead meetings and other relevant forums, and direct engagement with designated safeguarding colleagues in neighbouring boroughs. By fostering a collaborative learning environment, the ICB is promoting best practices and continuous improvement in safeguarding adults and children across the NWL healthcare landscape.

The North West London ICB has supported the implementation of the highly regarded **IRIS programme**. This is commissioned by the Local Authority and its main purpose is to support and equip local GP practices with knowledge and skills to address Domestic Abuse. To ensure continued fulfilment of its statutory role, the ICB successfully recruited into permanent roles of Designated Nurse for Safeguarding Children, Designated Nurse for Looked After Children, and Designated Doctor for Looked After Children

## 11 Metropolitan Police Service (MPS)

In 2023, the **MASH team** at Hillingdon processed over 13,886 reports, this is an increase on 2022. Of these reports at least 604 were graded as RED risk and processed within 24 hours, 325 of these red reports were children. Over 3,373 were graded as AMBER risk with most of these reports also being processed within 24 hours, 1,238 of these Amber reports were children. The West Area MASH is now

the best performing MASH department in the Met; this is a significant improvement in practice following the declaration of critical concerns in the summer of 2022.

In terms of practice development many reports the MASH team received lacked the essential information from reporting officers, including parent's details and telephone numbers – some of this information was essential for partners. This has had an impact on matters like operation Encompass. A training package was devised and rolled out over the autumn of 2023 to address this. This resulted in an improvement in the quality of referrals from front line officers. During the year we saw the rollout of a whole new police system called Connect that was introduced in Feb 2024, this replaced the MERLIN system. Officers had to learn the new system and prepare the closure of the MERLIN system. The training was successfully applied and ensured a smooth transition.

In 2023, data held by the **Mental Health team** shows that in Hillingdon there were 26 suspected suicides, with 77 incidents of attempted suicide. Over 300 people were detained under s136 Mental Health Act, compared to a similar amount of 300 in 2022. In addition, 238 people were voluntarily taken to the Emergency Department by police for care, this is down by over 100 since the previous year. Police used the Mental Capacity Act in 23 cases up from 18 in 2022. The Mental health team have successfully launched the Right Care Right Person initiative on the West Area that has seen a positive impact to Hillingdon. In the initial phase of the implementation the partnership agencies have come together to monitor the implementation and the impact of the initiative ensuring that the safety and wellbeing of residents remains central to the approach.

Our **Child Abuse Investigation Team (CAIT)** continues to be one of the busiest teams in the Met, with the second highest volume across London. In February 2023 to March 2024, the team dealt with over 1832 offences, all of which would have been initially reviewed by our Referrals Team. Of this number, around 324 were specific to Hillingdon children. Approx 65% of all investigations concern allegations of assault, with an additional 20% comprising of allegations of sexual abuse. This breakdown is consistent with other BCU's across the Met. Victims of child abuse are more concentrated in older children with those aged 12-17 accounting for over 60% of all cases, followed by those children aged 6-11 year accounted for 30% of cases, and Hillingdon had 25 cases concerned adults who had reported non-recent abuse.

This year CAIT officers have undertaken additional training into topics of Sudden Child Death for all detectives, Digital Forensic Strategy, and Understanding the role of LADO all of which enhance our officer's ability to focus on child development in the context of abuse, understanding digital investigations, providing support to bereaved parents, investigating serious harm, and multi-agency working. In addition to this mandated training, there continues to be an investment in CPD, with

training masterclasses offered for CAIT and CAIT referrals to undertake. This features topics such as Welfare Support, Understanding the impact on staff and partners, and effective support referral mechanisms.

West Area CAIT continues to perform very highly achieving 21.4% positive outcome rate for Child Sexual Abuse Investigations, and 36.7% for Rape allegations. This contrasts positively with the national trend for the same period, which indicates a slight reduction in charge rates for sexual offences.

**Child sexual/criminal exploitation:** In October 2023 this area of policing was reviewed by His Majesty's Inspectorate of Constabularies & Fire and Rescue Services. A preliminary report was released in November 2023 and the full report was published in January of 2024. The reviews findings centered around the following two distinct areas in relation to child exploitation Investigation:

- Combatting those who seek to exploit children.
- Reducing the frequency and duration of children's missing episodes.

On West Area we had already highlighted these areas as requiring improvement and we had started to make changes to address them. These changes have continued into 2024 and have already started to see some fantastic results, but this is an ongoing process.

To combat those who seek to exploit children, we have increased the size of the Child Exploitation Unit (CET), both in terms of Investigative and supervisory staff. We have ceased the use of the exploitation matrix that was used previously, meaning all allegations now receive some input and are progressed using professional judgement. The team have been given the following KPI's:

- 1) Safeguard those identified as being at risk of exploitation.
- 2) Promote exploitation awareness, internally and externally.
- 3) Utilise diversion tactics for exploited children.
- 4) Proactively target those exploiting children.

To reduce the frequency and duration of children's missing episodes, we have doubled the size of the **Missing Persons Unit** and extended their working time to provide a professional response further into the evening. We have placed three officers in the role of Missing Co-Ordinator, permanently focusing on the Philomena Protocol and being the SPOC for care homes on WA. We have delivered training to nearly all 3000 staff on the WA policing area and pushed this delivery out to schools and children's residential home staff. We have started to replace old trigger plans with new updated and more comprehensive versions, working with local authorities to share information.

We have improved the Initial Investigation of medium risk missing children by rebuilding the unit responsible for these Investigations and staffing it with permeant officers who have been trained in missing Investigation and child exploitation. This means that the correct enquiries are being completed when a child is reported missing, and this combined with the updated trigger plans, allows for a well-informed risk grading to be completed by the reviewing officer.

Going forward we will see PCs being replaced by Detectives, to staff the Child Exploitation Team. This will ensure officers have had the Nationally accredited Specialist Child Abuse Investigation Development Programme and source handling courses to better equip them to deal with exploited children. The initial 48hr period for missing people will be removed and it is extremely likely that we will move to one local unit within West Area, responsible for the handling of missing Investigations from the point of report to the matter being closed. Again, this will ensure officers are better trained and equipped to Investigate missing children and deliver an improved service.

We have been working closely with colleagues in Operations Orochi and Yamata, this has resulted in the successful location of several exploited children from the Buckinghamshire, Wiltshire and Surrey areas, and recovery of a large quantity of drugs, firearms, and ammunition. We have also assisted with the arrests of individuals responsible for exploiting these children. We have also been proactive in identifying linked series of individuals sexually exploiting children. In addition, we have increased the number of exploitation reports being created, this is a direct result of our training and awareness program, ensuring allegations / intelligence of exploitation is no longer being missed.

The **Online Child Sexual Abuse and Exploitation Team (OCSAE)** worked with Directors of Children's Services to implement a multi-agency approach to manage the risk assessment process, ensure appropriate support, and share relevant information. The welfare of any children at an identified address is the most important issue and overrides all other considerations. Therefore, if there are children at an address where intelligence states that Indecent Images of Children have been uploaded to the Internet the OCSAE team MUST contact Children's Social Care (CSC) within 24 hours. This contact should be information sharing from both partner agencies and based upon this contact, a decision needs to be jointly made as to how to proceed. It may be necessary to hold a strategy meeting. If so, the OCSAE DS should share information within this Strategy Meeting and give CSC the opportunity of attending the address with police.

Central OCSAE command provide a bespoke 2-week OCSAE course – the only one that exists nationally - and it is used to help shape national training following a previous HMICFRS recommendation. In addition, there are 2 training days for OCSAE teams per year. There is also a comprehensive Toolkit on the police intranet site to support understanding of this area of investigation. OCSAE work with



Schools to deliver the Safety-First programme. They also work with the Lucy Faithful Foundation to make direct referrals of offenders to ensure early intervention. OCSAE deliver inputs onto the Police Schools Officers training days.

There have been 47 Referrals/Investigations of Indecent Images of Children offences relating to Hillingdon investigated by West Area OCSAE in the last financial year. Officers within the team have successfully charged and convicted adults in the Hillingdon area, safeguarding children. One example investigation was triggered by information about suspicious online activity. The officer in the case identified a suspect who is a Registered Sex Offender, successfully applied for a warrant, OCSAE officers searched the address and a total of five devices that could contain images were seized from the address. Upon digital analysis and investigation there was indecent images of children found on a device. The suspect denied the offence in interview, but the evidence was gathered and presented to the CPS who authorised charges. In January 2024 the evidence presented to the court by the officer was compelling, leading to conviction and a custodial sentence. The suspect will remain on the sex offenders register managed by Hillingdon JIGSAW.

Our **Community Safety Units (CSUs)** in West Area have the highest demand across London, with a large volume of domestic abuse. Our Positive Outcome rates are around 11%, contrasting with the national average of 8%. The West area also has the highest amount of stalking prevention orders in the MPS. We also have an Operation Dauntless Specific Point of Contact (SPOC) who identifies high risk domestic abuse offenders. We are making consistent improvements in the delivery of right to ask and right to know under the Domestic Violence Disclosure Scheme, also known as Clare's Law.

In response to the HMICRFS Inspection findings we have increased supervision levels so that each investigation has oversight within the first 24-48 hours of operation. This ensures any safeguarding action needed is in place, with a clear investigative strategy to inform ongoing activity. To support this, we are increasing the number of supervisors, this will improve supervision ratios and reduce workloads, enabling greater oversight and increased drive of investigations. There is a rebalance programme which is pulling officers from other departments into Public Protection teams which has grown the teams from 13 to 18 officers per team. This will have a significant impact on workloads, allowing for a better service for DA survivors. There is also a dedicated DA arrest car which has been effective in expediting arrests relating to DA and this has allowed for early arrest of DA suspects.

Staffing and resourcing are a significant issue along with an inexperienced workforce as 80 % of the CSU teams consist of Direct Entry Detectives and many new supervisors at the DS rank. There is a clear learning and development pathway to ensure that both supervisors and officers build their skills so that they can improve service delivery. There is a Frontline policing team that ensures that

organisational and national learning is shared across CSU's in the MPS. This team ensure regular CPD and shares weekly data to improve service delivery. There is a big drive in upskilling leadership for supervisors and also a focus on wellbeing of officers.

We have developed a DA Improvement Plan, this focuses on training within the West area on key themes such as DVPN/DVPO, IDVA's, Victim Care, Safeguarding, Stalking Inputs, Criminal Justice Improvements around case building and achieving best evidence. DVDS – Clare's and Sarah's Law, Effective case management and a drive in arresting offenders in a timely manner through effective offender management structures.

Many domestic abuse cases hinge on statements obtained from survivors. Working together the Crown Prosecution Service and MPS have formulated model statements to assist investigators in obtaining high quality statements. There is also a clear governance structure in place to monitor case file compliance to ensure that there are fewer cases that get discontinued by the CPS and an improvement in victimless prosecutions.

The MPS apply the DARA risk assessment model, and this is supported by THRIVE + to ensure **Threat/Harm Risk** as Risk principles are applied to all cases and that I – **Investigation** plans are set for officers to follow, to ensure all necessary evidential building blocks are followed. V – **Vulnerabilities** are also assessed along with clear E – **Engagement** strategies in place and I- Intervention plans to ensure that the DA survivors are fully supported and that perpetrators are dealt with in an expeditious manner. This is supported by a safeguarding triage to identify enhanced safeguarding concerns. A new system named 'Connect' has been a major part of clearly documenting risk principles to guide decision making around effective risk management and safeguarding.

The MPS are the lead agency facilitating High-Risk DA Panel, MARAC. MARAC reviews 686 cases annually, above the 440 yearly case average. There is strong partnership working with Hillingdon partners, particularly the Hillingdon Domestic Abuse Advice Service's IDVA Team who are key contributors to the achievement of the MARAC overall. The Hillingdon MARAC is a successful one but is struggling to consistently hear cases in a timely manner due to resourcing. In the coming year we will be exploring alternative delivery models with key partners, for example a shift to a daily MARAC with shared ownership for leadership.

Our collaborative working has been showcased by a Police presentation by our Hillingdon DA Lead at the 2023 White Ribbon Day, with an officer also delivering a session on Digital Stalking and the way perpetrators use digital methods to stalk victims. The presentations were commended by local Councillors, highlighting the impact of Partnership working. Our commitment to collaborative working

leads to regular effective risk management, valued victim care and positive perpetrator enforcement. There are improvements to be made but overall, our strategy focuses on Prevention, Intervention and Enforcement. The recent Drive perpetrator panel is also being progressed to ascertain how we can take a holistic approach in working with Perpetrators to move them away from acting in a violent manner. This initiative will be closely monitored over the next 12 months and shows an innovative approach on how we tackle Domestic abuse with our Hillingdon partners. Working towards how we keep our communities safe and combat DA is a joint responsibility and we are confident that we will continue to do this effectively in the years to come.

## 12 Agency Contributions

### 12.1 Central and North West London NHS Foundation Trust (CNWL)

CNWL provides a wide range of physical and mental health services. In Hillingdon this includes the 0-19 service, Community Children's Nurses, Special School Nurses, the Child Development Centre, Allied Health Professional therapies, Addiction services, Adult Physical Services, Community Mental Health Services, Inpatient Mental Health services, Perinatal services, Talking Therapies and Child and Adolescent Mental Health services (CAMHS). Across CNWL we also have sexual health, health and justice services (all ages) and the National Gambling Helpline. There is Single Point of Access mental health crisis line for adults and children that is available 24 hours a day, 7 days a week for patients and professionals. CNWL provides a health practitioner within the Multi-Agency Safeguarding Hub (MASH). This has seen a continued increase in workload and a business case has been submitted to increase resource for this area. These services are supported by adult and child Safeguarding Professionals.

There is **senior representation at the Safeguarding Adult Board (SAB) / Safeguarding Children Partnership (SCP) board meetings and all sub-groups are attended by CNWL**. The Named Professionals, Director of Mental Health and Safeguarding Adult and Mental Capacity Act (MCA) Specialist supported the annual independent scrutiny process, contributing directly to the outcome. The Trust has a good relationship with the London Borough of Hillingdon Safeguarding Partnership and any Safeguarding Partnership approved publications are disseminated to all CNWL staff. In addition, key messages from any Safeguarding Adult Reviews / Domestic Homicide Reviews / Child Safeguarding Practice Reviews are disseminated to all staff and discussed in relevant CNWL Hillingdon meetings. They are also shared in Trust-wide meetings when appropriate. Audits for the year are consulted on and agreed with the partnership prior to them being developed and sent out to agencies to complete. **All audits are completed by CNWL as requested and sent back on time.**

The Trust contributes fully to the identification of **Learning from Practice**, and actively drives practice development. We are exploring methods of reinforcing learning through alternative methods, for example active discussion in team meetings and training. We continue to share good practice messages in respect of Mental Capacity Assessments, recently highlighting a need for specialist assessment where there is a concern about the executive functioning of the patient (the ability to not only understand the issue but also to carry out associated actions). The Trust have refreshed the Allegations against Staff and Volunteers policy and the Trust is developing a PiPoT (People in Position of Trust) policy and recognises its obligations to manage any concerns involving staff.

**CNWL held its first joint Safeguarding Adults and Safeguarding Children conference in 2023**, with topics including transitional safeguarding, Safeguarding Adults and MCA, self-neglect and modern slavery. Over 600 people registered for the event, which was very successful and was well received. This will now be an annual event.

For **Safeguarding Adults (SA)**, the most common concerns identified by our physical health services are neglect and self-neglect and for mental health services it is physical abuse. The organisation raises SA concerns when appropriate and information is shared with the Adult MASH as requested. We have a good relationship with the LBH MASH Team and meet weekly with them to establish the outcome of SA concerns raised by CNWL staff. We also have a good relationship with other partner agencies, such as The Hillingdon Hospital and the ICB and share information as required. The CNWL quarterly Safeguarding Health Outcomes Framework is shared with both the Hillingdon ICB and also the North West London ICB. The ICB is also invited to the CNWL Goodall Division quarterly Safeguarding meeting.

For children's, **the 0-19 service website provides a wealth of health information** for parents and professionals. The service provides a wide range of health advice and support to families and provide a key public health role. The 0-19 support MASH, Child and Family assessments and also children who are on a Child in Need / Child Protection Plan and support safety planning with families. The Health Visiting service has an asylum-seeking specialist Health Visitor who is in post to work with families who are living in contingency hotels and families affected by asylum seeking status. The 0-19 service also undertake health assessments for Children Looked After. The 0-19 School Nurse service also developed a Safe Hand tool for working with children who are living in homes where domestic abuse is a factor. The School Nurse team support children not in education, employment or training and have dedicated School Nurses for these children. A return from missing health plan is offered to ensure children are offered a consistent health response to missing periods.

**CAMHS** have a new under 5's service which offers specialist consultation and interventions to both parents and professionals aimed at improving the wellbeing of children under five years old. The service offers consultation for parents and professionals, parent child sessions and signposting. Schools, social services, GPs can make referrals to this service. The triage process for CAMHS includes referrals being triaged within 24 hours of a referral being accepted to the service. For those not accepted, they are signposted to tier 2 service; which are the Mental Health support team / child wellbeing practitioners as well third sector organisations who will be able to effectively meet the needs of the children and young people. **In the next month CAMHS are starting a new group called "Emotionally support parenting for parents with children under core CAMHS".**

The **Community Children's Nurses** deliver health care to children in their homes. They attend 3 monthly Team Away days which always includes a session on safeguarding children and a focus on learning. The team recently received a session on contextual safeguarding. Safeguarding children learning opportunities are cascaded to all team members. The team have recently reviewed their assessment paperwork in response to some recent safeguarding children learning to include safeguarding specific questions; such as FGM and Domestic Abuse.

The **Hillingdon Children Looked after Children (CLA) service** is co-located with the Harrow CLA team and is a well-established service having developed an excellent reputation in delivering good health outcomes for children who are looked after. The team have developed good working partnerships with Hillingdon Local Authority and other agencies. The team continue to ensure that children are seen for statutory health assessments, contribute to strategic planning at high-risk panels and strategy meetings. As part of responding to safeguarding needs, the team review all information forwarded from accident and emergency services and ensure follow up for those CLA attending with significant concerns.

The CLA service has noticed increased levels of children with mental health and complex needs identified in health assessments and these are shared with appropriate professionals. Where children and young people are known to CAMHS / Mental Health services the CLA team would liaise with them also. The Designated Nurse for CLA services at the ICB is also made aware of individual cases and common themes arising. Representatives from CNWL continue to be involved in ICB working groups on CLA services, where issues around mental health and complex needs are shared. It may be worth noting that the issue around increasing numbers mental health and complex needs is not just an issue for CLA services but also for other groups of Children and Young People (CYP) across the sector. The ICB has various work streams about CYP with neurodiversity, ASD and also CYP with Speech language and Communication difficulties where the needs of CLA are highlighted as well. CLA are a significantly

represented in the children discussed at the High-Risk Panel. It is apparent that numbers of children being placed in Hillingdon by other local authorities is increasing the workload.

CNWL provides **Speech Therapy, Occupational Therapy and Physiotherapy services** to children in Hillingdon. There has been increased funding from the ICB to support service provision. There has also been increased Speech Therapy resource in the Youth Justice Service.

CNWL continue to promote the importance of understanding **lived experience** within adult and child services and have a lived experience team focussed on promoting engagement. This continues to be an area of priority.

CNWL continue to support **FGM** within the SCP and participate in providing multi-agency training. There is participation and attendance at the FGM subgroup to support this area of work. This is also covered in CNWL Level 3 core training and has also been offered as stand-alone training. There has also been Trust wide work to raise awareness and empower staff to ask about FGM. This is an annual priority for the Trust.

A toolkit of resources has been developed and is available to all staff to assist in identifying and responding to **Child Sexual Abuse (CSA)**. The Safeguarding Children Team attend the SCP subgroup. Raising CSA awareness and developing a toolkit for staff was an annual priority for the Trust this year.

CNWL are fully committed to supporting victims of **Domestic Abuse (DA)**. CNWL staff refer and attend MARAC for high-risk cases of DA. We have a Domestic Abuse lead and co-ordinator who provide on-going work throughout the Trust including training, domestic abuse expertise, and develop / support domestic abuse champions. CNWL ran its yearly DA conference in December 2023 with the theme of "Windows of opportunity: A Whole Health Approach" which was open to internal and external staff and was very well attended with positive feedback provided. Addressing DA is supported via a Think Family approach in all services.

## 12.2 Local Authority's Designated Officer (LADO) and Education Safeguarding

Our team consists of three positions, the LADO, who manages the team and the LADO functions including management of all allegations against professionals & volunteers who work with children, the Deputy LADO and Lead Child Protection Advisor to Schools and the Domestic Abuse Lead for Schools. The team provides an Annual Report to the Children's Safeguarding Partnership Board that details performance across the financial year.

Following an audit of the LADO service, the process for recording LADO oversight was reviewed and updated. The LADO process now consists of one online contact form which must be completed to both



request a consultation with the LADO, as well as to make a LADO referral. All contacts are recorded in the confidential LADO space on the electronic file management system ensuring there is a clear record of all decisions and to support in early identification of patterns of behaviour. This new recording system has been in development throughout the year which has increased the level of data captured as the year has progressed. This will support more effective data capture and analysis in the next financial year (2024-25).

Training delivered by the LADO (2023-24):

- 5 half day multi-agency 'managing allegations against members of the children's workforce' training sessions aimed at senior managers with over 125 attendees.
- 3 bespoke training sessions for the faith and voluntary sector
- 1 bespoke session for primary health (GPS).
- Bespoke training to the child abuse investigation team in the MET police and the department for police professional standards.

There have been 253 LADO contacts received in 2023-2024. As per the statutory functions of the LADO all contacts relate specifically to individuals. In addition, there have been 5 concerns relating to settings which have required LADO co-ordination and oversight. This is a 25% increase compared to last year (total 202 referrals against individuals) and continues to evidence an upward trajectory of referrals to the LADO service. Information from the national LADO network indicates this is consistent with the trend on a national scale.

Education staff remained the largest cohort of staff referred to the LADO making up approximately 60% of all referrals. Following this, the most referred sectors were early years staff, children's home staff, foster carers and 'other' (usually relating to carers) with 5-6% of referrals per cohort. The least referred sector remains faith group leaders. There has been targeted awareness raising in this sector from October 2023, with a slight increase in referrals indicating a positive impact. The number of referrals received regarding police has also increased (this has also been identified nationally) and is likely due to a combination of media coverage in this area, as well as LADO training targeted specifically at the police regulator. The number of referrals relating to health professionals is the only sector that has decreased this year (1.35% of all referrals). This has already been acknowledged and targeted awareness raising in this area has begun, in conjunction with designated health safeguarding leads.

This year data has only been specifically captured on the employment of the referred individual however, for the next year the sector of the referrer will also be captured to support clearer analysis of understanding of the LADO role across organisations.

Of the 253 LADO contacts, 146 were considered not to meet the LADO harm threshold. In most cases this outcome is determined in discussion between the LADO and referrer and/or employer. In more complex cases, the outcome was determined following a multi-agency LADO evaluation meeting. In all cases the LADO ensures a clear record of decision making and outcome rationale. Where it is determined that the allegation relates to a breach of conduct the LADO will provide advice and guidance to the employer about any further investigation or action to address this.

Of the 107 referrals deemed to meet LADO harm threshold approximately 50% of referrals related to alleged physical abuse. Following this the most referred categories were alleged behaviours of concern of individuals and sexual abuse. The least referred category was alleged neglect.

107 referrals met LADO threshold with the following outcomes recorded:

- 30 substantiated
- 32 unsubstantiated
- 23 unfounded
- 12 false
- 2 malicious
- 8 cases remain open to the LADO (1 risk assessment, 4 ongoing internal investigations and 3 active police investigations)
- 7 cases remain open from the previous year (all active police investigations)

Overall, the LADO held 165 multi-agency evaluation or allegations against staff or volunteers initial and review meetings. There was a small decrease in the percentage of referrals resulting in a substantiated outcome compared to last year (11.86% compared to 12.87%). However, this is reflective of the greater number of overall contacts to the LADO.

Of the substantiated outcomes:

- 11 related to transferable risk of harm to children (10 behaviour of concern and 1 transferable risk from person life concern), 10 physical abuse, 5 sexual abuse, 3 emotional abuse and 1 neglect.
- 18 related to employed school staff, 3 agency school staff, 2 foster carers, 2 semi-independent support workers, 1 early year's worker, 1 sports coach and 3 others (2 carers and 1 Local Authority worker).
- Following the substantiated outcome 18 individuals were (or would have been) dismissed from their role and in all cases a referral was made to the DBS for consideration of barring. 1 matter resulted in a separate referral being made to the Teaching Regulation Agency.
- Of the substantiated sexual abuse allegations 3 related to education staff, 1 sports coach and 1 semi-independent worker.
- Overall, the outcomes appear reflective of the overall number of referrals and there are no specific themes relating to types of abuse identified across a particular sector.

Part of the LADO function is to consider any organisational learning in each matter as well as to draw out any thematic issues. There remains a lack of understanding around the LADO threshold and oversight role across organisations as well as an inconsistency in investigation processes. This creates a wide variety in the level of seriousness of concerns referred to the LADO as well as the quality of information shared by the referrer. LADO multi-agency training aims to promote consistency and quality of referrals and investigations however, this year the LADO will also focus on some targeted sessions with individual sectors with the aim to increase consistency and quality of referrals as well as subsequent investigations. As noted, referrals relating to health staff decreased in the last year and so targeted awareness raising will begin with designated safeguarding leads and senior managers responsible for managing allegations across the health sector including Hillingdon Hospital, CNWL and GPs. Given the largest number of referrals relates to the education sector the LADO will also target individualised awareness sessions to Headteachers and Chair of Governors.

Alleged physical abuse remains the most likely reason for an individual being referred to the LADO. Whilst this does not differ from prior years, it has been identified in learning from LADO allegations meetings that there is an increase of agency or lesser qualified staff being expected to manage complex situations without the necessary skills or training. A large majority of referrals relating to alleged physical abuse relate to poor management of behaviour or 'restraints' which have not aligned with organisational codes of conduct, and which have resulted in a child potentially being harmed. In several cases, the member of staff has had limited or no specific training or experience on how to manage complex behaviours appropriately.

Due to national difficulties in recruitment and retention, especially within the education sector, the indication is that sometimes employers are having to take on staff with lesser experience than they would otherwise accept and identify lack of funding/ resource is a barrier to providing staff with the training and support they require to establish the necessary skills. Whilst there are limitations in the LADO role this is an area that the LADO and education safeguarding team will continue to try to raise where possible, including highlighting the importance and responsibility of organisations to ensure robust safer recruitment processes, induction and training including for agency staff they take on. As well as an ongoing responsibility to fairly investigate and address any concerns recognising wider organisational learning where necessary. Specifically for school staff (employed and agency) this is something that will be reviewed via the Education Safeguarding Sub-group. The LADO has also produced a webinar for all staff that highlights the role of the LADO and expectations of organisations and staff that organisations are encouraged to use as part of their induction process with all staff.

The LADO recognises the continued complexity of organisations being able to identify behaviours of concerns specifically linked to grooming and sexual abuse. This year the LADO aims to focus on awareness raising particularly in this area to ensure that settings seek support and guidance from the LADO where they have concerns given the known barriers to children reporting this type of abuse and known understanding or manipulative and coercive behaviour of individuals who sexually abuse children.

This year the LADO will use the safeguarding partnership newsletter as a way of sharing learning identified that is relevant to wider organisations as well as the before mentioned targeted awareness raising.

#### Training and preventative work

- The domestic abuse lead for education delivered 34 training sessions across schools and multi-agency practitioners on understanding the signs and indicators of domestic abuse and the impact on children.
- 100% of maintained and academy schools in Hillingdon are signed up and supported in Operation Encompass (system for schools to be alerted when police have attended the child's home due to a domestic abuse call out)
- 7 half-termly 'cluster' meetings have been held for school designated safeguarding leads (DSL) to facilitate sharing updates and reflections on legislation, guidance, research and best practice in the area of safeguarding.
- A DSL development day was held with 67 schools represented, focused on facilitating sharing of good practice across settings as well as identifying and addressing gaps in safeguarding practice via audit action plans.
- All school safeguarding training created and delivered to DSLs with a focus on empowering them to deliver within their own settings and engage in reflective conversations with their staff around safeguarding.
- 55 reflective practice sessions held by the CP lead for schools with DSLs/headteachers to assist in individual matters but also to promote the wider use of reflective practice in school settings. 7 of these resulted in a formal escalation by the CP lead which resulted in access to a service or statutory social care input for a child/family.
- This year has seen the establishment of the Education Safeguarding subgroup with core membership and targets established and embedded. This year the actions of the group resulted in an overhaul of the 175/157 safeguarding audit for schools, creation of the DSL development day and ongoing review of attendance and safeguarding processes.

### 12.3 Children's Rights and Participation Service

The Children's Participation Team are part of the Safeguarding, Partnership and Quality Assurance Service, under the management of the Director for Safeguarding, Partnership and Quality Assurance. Our team coordinates the children in care councils and youth voice consultation groups, ensuring that the voices of children are heard within the local authority, and with external agencies.

The Participation Team are now responsible for Youth Council and have worked with the Adolescent Development Team to facilitate a smooth transition. This is a forum for young people to discuss community issues. The core group is elected annually from Hillingdon schools, but all are welcome. HYC partners with the UK Youth Parliament and London Youth Assembly, engaging in various activities led by young people, including project work and promoting cultural understanding. It provides feedback to key agencies and enables communication between local representatives and young people. HYC offers a platform for youth voices, fostering personal growth and friendships. Despite its formal appearance, HYC is inclusive, offering youth a voice in decision-making and fostering personal growth through skills development and building relationships.

#### Key Facts and Figures:

- ★ Engaged with 339 individual children through children in care councils and other enrichment and engagement activities.
- ★ Supported young people in volunteering 635 hours of their time in addition to attendance at CiCC's (200 more hours than last year!)
- ★ Completed a successful residential trip the Isle of Wight for 18 care experienced young people
- ★ Continued the development of Tuesday football sessions including monthly staff vs young people tournaments and secured coaching support from Brentford football club.
- ★ Celebrated 545 individual young people who were nominated for KICA awards.
- ★ Delivery of a high successful KICA event with 148 winners attending the event
- ★ Celebrated a young person who was a finalist in the Children and Young People Awards; Biggest Impact
- ★ Identified and supported young people to be involved in the recruitment to 39 roles within Children's Social Care, including Participation Officers, residential workers, NQSW's, apprentices, personal advisors and YJS officers.
- ★ Facilitated Walking in our shoes training to 284 multi-agency professionals.

The team continue to engage in consultation and discussion with young people who are more challenging with complex needs, behaviours, and mental health difficulties. We have adapted each session to the members needs to ensure that everyone is fully supported.

#### 12.4 The Hillingdon Hospital

The Hillingdon Hospital NHS Foundation Trust provides services from both Hillingdon Hospital and Mount Vernon Hospital. The trust has a turnover of around £222 million and employs over 3,300 staff. We deliver healthcare to the residents of the London Borough of Hillingdon, and increasingly to those living in the surrounding areas of Ealing, Harrow, Buckinghamshire and Hertfordshire, giving them a total catchment population of over 350,000 people.

Hillingdon Hospital is an acute and specialist services provider in North West London, close to Heathrow Airport for which it is the nearest hospital for those receiving emergency treatment. Providing most services from the trust, Hillingdon Hospital is the only acute hospital in Hillingdon with a busy Accident and Emergency, urgent treatment centre, inpatients, day surgery, and outpatient clinics. The trust also provides some services at Mount Vernon Hospital, in cooperation with a neighbouring NHS Trust.

In 2023 our maternity services were the subject of CQC inspection, the inspection outcome was that the service requires improvement. We have developed an action plan to support improvements within the service, including raising compliance for medical colleagues safeguarding Level 3 training.

A significant development for the trust has been the implementation of a new electronic patient record, Cerner, as part of a North West London transformation project. This system links with other hospitals in North West London, so allows a more seamless approach across borough boundaries. There are some challenges with the functionality, and links to the hospital and local authority safeguarding teams. We are working across ICT departments to resolve this where possible to do so.

In the last year there has been an increase in the frequency and complexity of safeguarding concerns for both adults and children. For children we have seen a notable increase in the number of presentations where a child has mental health difficulties, and/or is neurodiverse. This increase in need is also reflected in our contact with adults. In response we are expanding our provision for mental health support.

For adults there has been a year-on-year increase in the number of safeguarding referrals made, with 300 additional in the year 23-24. The most common concerns are in respect of neglect, self-neglect,



and mental health difficulties. The incidence of domestic abuse is increasing, the hospital has an onsite IDVA who provides advice and guidance when a domestic abuse concern is identified. We are driving the use of routine enquiry to enable patients to disclose where there is a domestic abuse concern.

The Hospital Safeguarding Team continues to play a full and active role in the Safeguarding Partnership, we contribute to subgroups, and have reported directly to the senior strategic boards. Where there is learning from practice, we incorporate this into the mandatory training programme for hospital staff, using practice briefings to guide responses to specific concerns and as a tool to promote reflective conversations. One example is increased focus on safeguarding practice for children aged 16-17, children of this age usually have their clinical needs met on adult wards. In response we have introduced specific training that highlights the vulnerability of this age group and incorporated this across the wider training offer.

### 12.5 Domestic Abuse Steering Executive, Safer Hillingdon Partnership

The DASE is a subgroup of the Safer Hillingdon Partnership. It provides strategic oversight and direction in terms of the delivery of the domestic abuse partnership strategy. In November the Partnership launched our Domestic Abuse Strategy, this sets out how we work together to promote the safety of victims, and reduce the risks posed by perpetrators, it is underpinned by a comprehensive delivery plan. In recognition of the benefits of close working with safeguarding leads we are developing closer links with the various multiagency fora that underpin the Safeguarding Partnership. This enables us to address shared areas of learning and ensure that we work together effectively to reduce risk and promote wellbeing.

On 25<sup>th</sup> November 2023 we convened a conference to mark White Ribbon Day, this was attended by a wide range of professionals and focussed on rising to the challenge of protecting victims in a technological age. As part of wider acknowledgement of the 16 days of Activism various fundraising and awareness raising activities were promoted, including a VAWG themed quiz, a charity three bridges walk and a bake sale.

In the coming year the Safer Hillingdon Partnership will be progressing with 4 Domestic Homicide Reviews. Our approach of action learning ensures that any areas of immediate needs are progressed without delay. Our Vulnerabilities Manager has worked closely with the Safeguarding Partnership team to improve communication with the DASE and wider multiagency network. Where appropriate, areas of learning identified in Domestic Homicide Reviews/Domestic Abuse Related Death Reviews

will be progressed within the child and adult learning from practice task and finish groups, with preventative intervention being streamed through the education safeguarding subgroup. This subgroup will also retain oversight of Operation Encompass, ensuring effective governance and clear communication to the senior strategic groups.

## 12.6 London Fire Brigade

In 2023-2024 London Fire Brigade has contributed significantly to the work of the Safeguarding Partnership, at both a strategic and operational level. Our Borough Commander chaired the Safeguarding Adult's Board Fire Safety Task and Finish Group, with other Officers attending various operational multiagency groups that contribute to the safeguarding of specific individuals. These forums include the Multi Agency Risk Assessment Conference (MARAC), Hoarding Panel and Multi Agency Safeguarding Hub.

In terms of prevention, we have delivered presentations to support and educate groups about fire safety. This includes Housing Officers, the voluntary sector, the Older People's Assembly and Disability Assembly. Our Borough Commander worked closely with a member of the Safeguarding Partnership Team to develop a practice resource and webinar to disseminate learning and information about fire prevention, this will launch in the next financial year.

## 12.7 The Churchill Clementine Hospital

The Churchill Clementine Hospital is a private healthcare provider operating in the London Borough of Hillingdon. Representatives of the Hospital safeguarding team attend both the Child and Adult Safeguarding Boards, ensuring that relevant information is disseminated throughout the wider workforce. This provides assurance that our workforce is informed and up to date with best practice. In the last year we have implemented safeguarding supervision for staff, supported by the Safeguarding Partnership Team.

## 12.8 The Probation Service

The Probation Service is responsible for the supervision of adults subject to court-imposed sanctions. Ealing and Hillingdon Probation Delivery Unit (PDU) currently supervises approximately 2500

individuals serving either community or custodial sentences. The Probation Service is responsible for the assessment and management of risk of serious harm and risk of re-offending.

The Probation Service is a fully engaged member of the Hillingdon Safeguarding Partnership and continue to work collaboratively with key partners to manage risk and safeguard potential victims and those deemed vulnerable. Our priorities are aligned with the priorities of the partnership and our strategic and operational policies and frameworks serve to support the outcomes of the Hillingdon partnership. Safeguarding should be a golden thread that runs throughout everything we do in the Probation service. Our staff have the skills, knowledge, and responsibility to contribute to child safeguarding, child protection and to improve outcomes for vulnerable children and adults who are at risk.

Some key frameworks are critical to this golden thread such as MAPPA (Multi-Agency Public Protection Arrangements). MAPPA is a formal mechanism through which partner agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner. MAPPA facilitates agencies to assess and manage individuals on a multi-agency basis by working together, sharing information and meeting to ensure that effective plans are put in place. The value of MAPPA comes from the active exchange and collaboration among key agencies that enables a collective view of the individual and a more informed overall picture of the context and relevant circumstances, so that the right decisions about the management of that person's risk can be made and acted upon, and those considered vulnerable are safeguarded.

The probation service recognises the significant harm caused by domestic abuse and engages in partnership working, to effectively manage individuals assessed as posing a risk of domestic abuse. The service is a key partner in Multi Agency Risk Assessment Conference (MARAC) particularly in relation to domestic abuse victims identified as at high risk of harm. The *Domestic Abuse Policy Framework* sets out the Probation Service's commitment to reducing domestic abuse-related re-offending and the risk of serious harm associated with it, to provide interventions to support rehabilitation and ensure staff at all levels understand what is expected of them, and to ensure that action is taken to safeguard adults and children at risk.

Probation work closely with the Hillingdon Justice Service (YJS) and Youth Custody Service (YCS) to ensure the transition process into adult services is carried out as smoothly as possible. The Probation Service and YJS will agree locally, to review young people who are approaching 18 and eligible to transfer to adult services, monitor case transfer preparation and manage any issues within the transition process. It's recognised that more needs to be done in the area of transition from child to

adult services, particularly around vulnerability to exploitation, and this will be a new focus area over coming months.

The National Offender Personality Disorder Pathway (OPD) is jointly commissioned by the National Health Service (NHS) and HMPPS (His Majesty's Prison and Probation Service) to deliver a pathway of psychologically informed services for those who have offended and meet the pathway criteria. The person on probation or in prison does not require a formal diagnosis of having a personality disorder to meet the criteria to be screened in to the OPD Pathway or access its services.

Nationally driven probation initiatives this year have included 'Think Child Campaign' and 16 Days of Activism Against Gender Based Violence is an annual campaign to end violence against women and girls. Each year, HMPPS works with staff to gain a deeper understanding of domestic abuse by hosting [a series of online events](#) which feature academics and subject matter experts. We have been proactive in our use of MOPAC GPS tagging for domestic abuse perpetrators as well as engaging and supporting the implementation of DRIVE.

Being an active member of the partnership means being fully engaged in achieving better outcomes and we welcome the opportunity to collaborate and work alongside partners on issues such as 'cuckooing', one example of the cross-cutting across the partnership.

We recognise the importance of continuous learning and professional development, and we have invested quite heavily in this over the past year. We hold PDU-wide practitioner learning days once a month, selecting a theme or practice area where we recognise a learning and development need e.g. one event recently was focused on domestic abuse. Professional curiosity is a theme that runs through all chosen topics. We encourage peer learning and in the last year have set up a specific peer learning group for newly recruited staff and for our newly qualified officers, which is receiving positive feedback in terms of their professional development. These events are informed by the learning from our Serious Further Offences reviews and our quality assurances processes, as well as by practitioners in areas they would like to develop their skill set.

Every practitioner in Hillingdon has attended a Trauma-informed training event, rolled out across London, and the Hillingdon teams engaged in a London Skills Improvement Programme, which featured classroom events on child and safeguarding practice. All probation staff undertake a rolling programme of safeguarding training as part of their mandatory training schedule. This is directly linked to pay progression and the civil service competency-based framework.

Quality assurance is a key element of our ongoing learning, and the introduction of a new quality assurance framework helps enhance practice around safeguarding. We also have a valuable learning

opportunity in the coming months where the quality assurance subgroup will be focusing on referrals submitted by probation – as a learning organisation, this presents a real opportunity to improve the standard of our referrals and co-ordination of the work.

We are very proud that we were recognised in London Probation’s ‘Of the Year’ awards: both Senior Probation Officer of the Year and London’s Probation Officer of the Year are both based in our Ealing & Hillingdon teams.

Resettlement panels have been established with the collaboration of Hillingdon local authority housing – this enables proactive planning in advance of a release from custody ensuring accommodation is considered, particularly where it enhances the management of risk in the community.

Hillingdon teams have also recently welcomed colleagues from the Service Delivery Safeguarding and Quality Assurance Team [Asylum Support, Resettlement and Accommodation] – this was aimed at building relationships and at identifying ways we could work more collaboratively to ensure good safeguarding practice in the management of asylum seekers in the community, between Probation and the Home Office.

### 13 Priorities for 2024-2025

Hillingdon Safeguarding Partnership continues to strive for excellence in practice, our commitment to continuous development of local services for children, adults, their families, and carers is fundamental to all aspects of our work. This necessitates a reflective and dynamic approach to strategic safeguarding; willingness to recognise our opportunities for development, and to build on what we do well. In the coming year the Partnership will focus on embedding the learning from quality assurance processes, and core practice challenges. Our underpinning principle of amplifying the voices of children and adults provides us with an impetus to understand and respond to the lived experiences of those individuals, and families, in need of support or protection.

In the coming year we will need to progress with reviewing and updating our Safeguarding Arrangements, strategies, and practice guidance in line with the changes to Working Together to Safeguard Children. This also presents an opportunity to reflect on our Safeguarding Adults Arrangements and to align more effectively with related strategic work.

The **Safeguarding Adults Board** will focus on:

- Neglect
- Cuckooing and Exploitation
- Transitional Safeguarding

The **Safeguarding Children Partnership** will focus on:

- Contextual Safeguarding
- Child Sexual Abuse
- Education Safeguarding
- Transitional Safeguarding



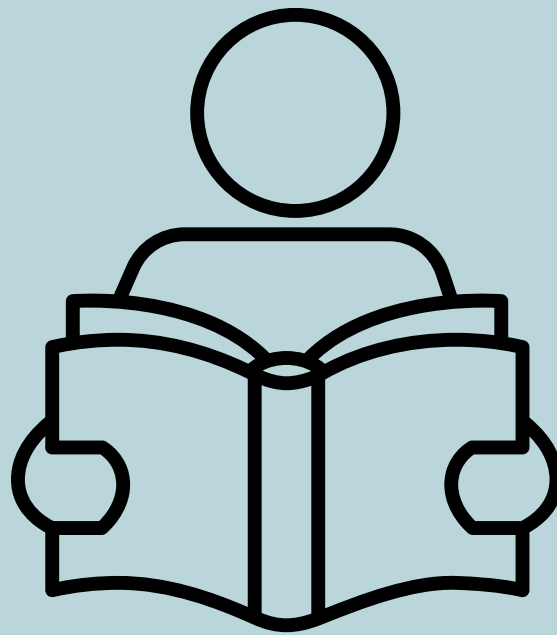


**Hillingdon Safeguarding  
Partnership**



# Annual Report

2023-2024



**Easy Read Version**

## What is the Safeguarding Partnership?



**The Safeguarding Partnership is a group of people from different organisations.**

**This includes the London Borough of Hillingdon, Police, NHS and Healthwatch.**

**We work to keep children and adults safe from abuse and neglect.**



**Our aim is for all people to live in safety with their rights protected.**

**People should not be abused, or feel scared.**



**We have a business plan that we try to follow. This says what we need to do, and when we need to do it by.**

**Every year we must write a report to say what we have done, how well we have done it, and what we plan to do next.**

**This report is about our work to keep adults safer.**



**Every year we ask a man called Alan Caton to come and check our work, and help us to do things well.**

**Alan Caton is our Independent Scrutineer.**

**This year Alan asked us questions about how we work together, and how we listen to adults and children.**

**Alan found that we work together well, and that we try hard to listen to adults and children.**

**Alan asked us to think more about how we make changes when we realise we need to do them.**



## What we have done



**We trained professionals about different types of abuse and how to help adults and children to be safe.**

**We write papers called briefings and have a newsletter to keep people informed.**

**This is sent to every organisation working with children or adults in Hillingdon.**



**We asked adults and children what professionals do well, and what could be better. Some adults who are carers came to meet with the Board to tell us what we do well, and what we can do better. Some children did the same for our child board.**

**We have kept working to make sure that all professionals know how to listen to your views and work with you to stay safe.**



**Sometimes things can go wrong. It is important to learn from this.**

**We talk about what could have been done better and write it in a report called a Safeguarding Adults Review.**

**We have started two new Safeguarding Adults Reviews**



**We checked what had changed after Safeguarding Adults Reviews we did in 2022.**

**We found out that we need to do more to make sure that professionals know about Safeguarding Adults Reviews and what we can do differently.**

**Alan agreed with us that this is important.**



**We work together in meetings called subgroups.**

**Subgroups have people with all different jobs so that we can learn and plan together. There is always police, social care and health professionals.**

**Subgroups work on one topic, and make a plan about what needs to happen.**



**The Self-Neglect subgroup worked to help professionals know how to help people who cannot help themselves.**

**Self-neglect is when someone is not able to keep themselves clean, safe and well. Sometimes people do not want help even though they need it.**



**We worked with Heathrow Airport and Border Force to make sure that adults and children get any help and support they need when they are at the airport. This subgroup finished everything on the plan**



**Some people need help to look after themselves, maybe they need help to have enough to eat, or to stay clean. Neglect is when carers don't give the person the care they need.**

**Our Neglect Subgroup has worked with care providers and carers to understand what can make Neglect happen, and to try to stop it.**



**This year we have worked with London Fire Brigade to reduce the risk of people being hurt in fires.**

**We have trained lots of professionals to know about the things that can increase risk.**



**This part of the report tells you some of the important things that have happened this year.**



**The Adult Multi Agency Safeguarding Hub has been very busy, managing 250 referrals every week. In the year Adult Social Care have completed 2077 adult safeguarding enquiries.**

**Neglect is the most common reason for an adult to need support or protection. Next is financial abuse and then physical abuse.**



**The police service is trying to reduce crime and increase safety.**

**This includes stopping domestic abuse, and to help people with mental health problems. The police have changed how they help adults with mental health problems, making sure that they have support from the best service to help them. This is called Right Care Right Person.**



**The NHS has started a new project to train GPs to better help adults affected by Domestic Abuse. This is called IRIS.**



**Hillingdon Hospital has made more safeguarding referrals than ever before. The most referrals were for neglect and then self-neglect and mental health issues. The hospital has a safeguarding team of specially trained nurses. They attend all the Safeguarding Partnership meetings.**



**Central and North West London NHS Foundation Trust organised a whole day of safeguarding training that thought about children and adults. This is the first time it has happened. Over 600 people attended.**

## What will we do next?

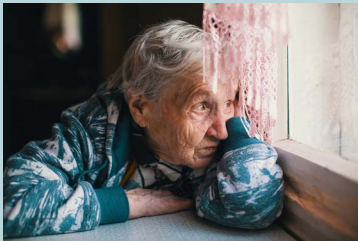


All of the organisations will keep working together to keep people as safe as possible.

We will keep learning and improving. We have some new priorities for this year. These are:



Transitional Safeguarding, working to make sure that children and young people have the support they need as they get older and become adults.



Cuckooing and adult exploitation. This is when an adult has their home taken over by a person or people who cause them harm.



We want to make sure that the views of adults, their carers and families are heard.

This is to help us understand what it feels like to have a safeguarding service, so we can get better.



If you have any ideas or questions please let us know.

Call: 01895 277855

Email: [safeguardingpartnership@hillingdon.gov.uk](mailto:safeguardingpartnership@hillingdon.gov.uk)



The Safeguarding Partnership is all the people that help and support us. Our social workers, doctors, carers, mental health workers, nurses, police officers, GPs, housing officers, mentors, support workers and many more.

## You Said !



"It helps me to know that other people have been through the same kind of things"

Listening to us and doing the things you say that you will do.

Learning about the things that matter to us!

When adults show us that they care

Having groups where there are fun activities, and where we can speak to other kids and adults that understand us.

What is going well?

- What our 6-12year olds said about beina in care:
- I feel loved
  - I feel cared for
  - I have fun
  - People are kind
  - I get the help I need



Being searched at school...

Travel costs

Being outside late at night

Worries

Changing workers

Social media

Schools aren't getting us ready for adult life

Help me understand what I'm thinking and feeling

Get to know us by listening to us and doing fun things.

Understand what it's like to be us

What Helps?



We should meet somewhere that feels homely

Make it easier to see my social worker

The Safeguarding Partnership is all the people that help and support us. Our social workers, doctors, carers, mental health workers, nurses, police officers, GPs, housing officers, mentors, support workers and many more.

# We Did !

Interview new members of staff

We come back to you and tell you what we have done

Some children choose their own social worker



listen to us more

Making sure that you know who we are

Social Media like whatsapp and TikTok



ALL children and young people can contribute by using simple and accessible words and pictures

Every child attending school in Hayes will be asked what they think will make Hayes safer.

working more closely with experts in community safety

Helping Adults understand Risk in the community

Make the community better and safer

Help me understand what I'm thinking and feeling

Set up a new group of all different professionals

Have raised awareness of what adults might see when a child or young person needs support

Have raised awareness about mental health and support that is available to children and young people

We are doing Awareness Weeks

residential homes are linked up with their local police team

You have trained police officers, nurses and other health professionals.

You will soon be training teachers and leads in schools

We are not quite there just yet, but we heard you!

Walking in Our Shoes!

Training should be valued and People now pay some money to hold the training. This money funds some of your activities - like KICA

84 professionals across lots of different agencies



What Next



The Safeguarding Partnership is all the people that help and support us. Our social workers, doctors, carers, mental health workers, nurses, police officers, GPs, housing officers, mentors, support workers and many more.

# What Next !?

"Having groups to go to with people like me"

Having people in our lives that care about us.

Work experience and spending time with friends

What is going well?

Speaking to the police about stop and searching. Supporting health and social care with interviews.



People not giving us time and being too busy.

limited mental health services

Not being heard



"Having to move placement all the time."

Worries

Not enough police to keep people safe.



Making sure everyone has a voice and it is heard

More therapy places locally

More education opportunities

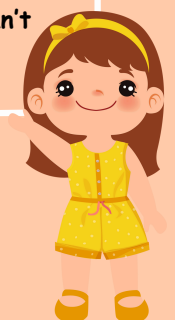
What we want to see

Better advertisement of support groups and help

Prioritising the police time to make streets safer

**What we want from adults in our lives**

- To feel loved.
- Keep me safe.
- Help us understand when we have done something wrong - Don't shout.
- Being interested in what we like.
- Listen to us and care about what we tell you
- Do not make promises you can't keep
- "I enjoy cuddles"



This page is intentionally left blank

## OPTIONS TO INCREASE CONTROLS FOR HOUSES OF MULTIPLE OCCUPATION (HMO'S)

<b>Cabinet Member &amp; Portfolio</b>	Cllr Eddie Lavery Cabinet Member for Residents' Services
<b>Responsible Officer</b>	Corporate Director of Place
<b>Report Author &amp; Directorate</b>	Richard Webb / Stephanie Waterford / Julia Johnson / Debbie Weller Michelle Greenidge – Place / Central Services Directorates
<b>Papers with report</b>	Appendix 1- Controls on HMOs in other London Boroughs

### HEADLINES

<b>Summary</b>	Following the Council motion adopted in July 2024, this report sets out the process for considering 'Additional Licensing' for Houses of Multiple Occupancy and further options to deal with emerging issues in the private rented sector.
<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 in good quality, affordable homes in connected communities  This report supports our commitments to residents of: Thriving, Healthy Households  And the Hillingdon Housing Strategy
<b>Financial Cost</b>	Costs to scope, formulate and consult on an Additional Licensing Policy – circa £50,000 Costs to administer and enforce any Additional Licensing Policy will become clearer through the policy scoping exercise
<b>Relevant Select Committee</b>	Residents' Services Select Committee
<b>Relevant Ward(s)</b>	All

## RECOMMENDATIONS

### That the Cabinet:

1. Notes the process and requirements, including the gathering of evidence and concerns, required for the consideration of an Additional Licensing Policy for Houses of Multiple Occupation (HMO) and authorises the Corporate Director of Place to gather all the necessary data and present to the Cabinet Member for Resident's Services (subject to the Cabinet Members agreement on additional expenditure).
2. Upon the advice of the Corporate Director of Place that the data collated has been gathered in accordance with the appropriate legislation, and upon review it supports the concept of an additional licensing scheme, whilst taking into account any additional resources required, then subject to the agreement of the Cabinet Member for Residents Services, authorises the necessary consultation on an additional licensing scheme, taking into full consideration any equality impact assessment and the Council's social housing allocation policy.
3. Authorises the Corporate Director of Central Services to prepare evidence to assess whether an extension to the part-borough Small HMO Article 4 Direction (non-immediate) can be justified and present to the Cabinet Member for Resident's Services.
4. Upon the advice of the Corporate Director of Central Services and Director of Planning, Regeneration & Environment that the evidence gathered supports the extensions of the HMO Article 4 Direction, then subject to the agreement of the Cabinet Member for Residents' Services authorises officers to prepare an Article 4 Direction extending the withdrawal of permitted development rights for small HMOs to cover all wards in the borough.
5. Agree that the outcomes of any consultations relating to additional licensing be reported back to Cabinet to consider any further determinations on such matters.

### Reasons for recommendation

The Full Council passed a motion on 11 July 2024, resolving to address issues outlined below:

*"That this Council recognises the problems caused by unlicensed HMOs in the borough, from anti-social behaviour to poor housing conditions. This Council is committed to ensuring good quality housing in the borough and resolves that a report be sent to Cabinet considering the sufficiency of evidence required under Part 2 Housing Act 2004 to extend licensing obligations to all properties with 3 bedrooms housing multiple unrelated occupants and to commence consultation on the implementation of this additional licensing obligation where it is justified."*

The recommendations in this report would enable Cabinet to meet the commitments made within the motion with due consideration of the relevant legal and regulatory frameworks set out below:



- The Council is required to gather information and evidence in support of any decision whether to introduce an Additional Licensing Policy. The data requirements span many services as well as drawing on Police and London Fire Brigade data. Recommendation 1 will ensure that the Council has the data required to consider whether introducing Additional Licensing in specific areas or across the entire borough is justified proportionate.
- As part of the process of considering an Additional Licensing Policy, the Council must have regard to the current housing stock within the borough so that the amount of HMO properties can be estimated. The Council has a duty to carry out a Housing Stock Survey regularly and this is now due. The results of this survey will assist the Council in considering areas and types of property to which any Additional Licensing Policy will apply. It will also be used to inform a resourcing plan for the Council's Private Sector Housing Service.
- The data and analysis required to provide supporting evidence for Additional Licensing Policies is complex and spans a range of different Council and external systems. Specialist data gathering and analysis resources will need to be utilised to complete this part of the process and therefore resources will be required to undertake this work. Funding may be available through the Transformation Capital Funds for this work should Cabinet decide that this analysis should be undertaken.
- In addition to additional licensing measures the potential exists for the council as the Local Planning Authority to withdraw permitted development rights for changes of use from dwelling houses (Use class C3) to small HMOs (Use Class C4). An assessment would be required to demonstrate the harm arising from the operation of the current permitted development rights to justify an extension of the existing part-borough Article 4 Direction for small HMOs, to cover the whole borough. This assessment could be undertaken at the same time as the Stock Condition Survey and assessment of the grounds for additional licensing requirements.

It is noted that many other authorities across London have introduced similar schemes to the one discussed in this report and set out in Appendix 1, however, until the Council concludes the data analysis, it will not know whether justification exists to introduce an Additional Licensing Policy either across the whole borough or in specific areas. Once the data is gathered and analysed an informed decision can be reached on whether Additional Licensing is required in Hillingdon to deal with emerging issues and improve standards in HMO's.

Alongside consideration of Additional Licensing, the Council must plan and prepare for the introduction of further powers under the Renters Rights Bill to regulate the private rented sector. Data analysis will assist the Council with resource planning for the introduction of expected new powers.

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

1. Do nothing/continue with the current arrangements. This would not meet the commitments made in the Council motion and would not have any impact on the issues arising within the private rented sector or future implications of the Renters Rights Bill. This option is not recommended.

2. Consider the use of other powers to deal with issues with HMO's i.e. further interventions and enforcement for housing standards breaches, use of ASB and enviro-crime powers, further education and engagement with private landlords to achieve higher standards of management within the sector. This option is viable and can be used either in isolation or alongside an Additional Licensing Policy, where justified.

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

This report ensures Cabinet duly considers the request from the Full Council in a timely manner. Any proposed Additional Licensing Policy will have to go through the required legal and democratic process and, if to be taken forward, will form a further report to Cabinet. The steps in the process are detailed below in the 'Supporting Information' section. Any decision to the extend the Article 4 Direction for small HMOs would require approval by Full Council.

### **Select Committee comments**

None at this stage. However, the Residents' Services Select Committee maintains strong oversight and scrutiny on all housing related matters, and it may decide to consider any of these proposals as part of any planned consultations on them.

## **SUPPORTING INFORMATION**

### **1. HMO Definition**

- 1.1 A House in Multiple Occupation (HMO) is a single dwelling where facilities such as bathrooms and kitchens are shared by three or more unrelated individuals. In planning terms, a small HMO (between 3-6 persons) falls within Use Class C4. Current legislation allows a family dwelling (Use Class C3) to change to a small HMO (Use Class C4) without planning permission, i.e. by using 'permitted development' rights.
- 1.2 The Housing Act 2004 and supporting regulations require that an HMO is licensed if it is occupied by five or more persons living in two or more separate households ('Mandatory Licensing').
- 1.3 Local authorities may require further categories of HMO's to be licensed ('Additional Licensing'). This part of the Housing Act 2004 is adoptive and may be introduced in areas only where there is a justification that meets the requirements in the Housing Act 2004.
- 1.4 Larger HMOs (more than 6) are classified as 'Sui Generis', and therefore do not have permitted development to change from a C3 or C4 use property into a Larger HMO. Planning permission for this type of development is still required.
- 1.5 Local Authorities also have the power to require all privately rented properties to be licensed. This is called a selective licensing scheme. Selective licensing can only be introduced where the evidence demonstrating that such as scheme is necessary meets the legal requirements.

## **2. The Private Rental Sector in Hillingdon**

- 2.1 Of the 109,000 dwellings in Hillingdon at the last census, more than a quarter (26%, 28,411) were in the private rented sector. There are approximately 900-1000 licensed or known HMO's operating in the borough.
- 2.2 Hillingdon has experienced an increase of 7.8% in private renting between the 2011 and 2021 census. This is the second-largest percentage-point rise (alongside Harrow) in London. The number of rented residences within the private rented sector is also escalating significantly.

## **3. Emerging HMO Concerns**

- 3.1 The Private Sector Housing Team currently deals with enforcement issues under the requirements of the Housing Act 2004 and the Housing Health and Safety Rating system (HHSRS) and enforce fire safety and amenity standards within all HMOs (whether required to be licensed or not) across the borough. The team works in partnership with London Fire Brigade on fire safety in HMOs.
- 3.2 HMO's are often associated with having a higher risk of fire than single family dwellings due to increased occupancy, multiple ignition sources, vulnerable occupants, poor construction and lack of fire prevention measures.
- 3.3 In Hillingdon, although the numbers are low, there has been a steady increase in fires reported in HMOs year on year up until the end of the calendar year 2023. Fire is one of the most common hazards identified by Private Sector Housing through reactive and proactive inspection and enforcement work. Mandatory licensing allows the Council to ensure that all HMOs in the scheme have working mains powered smoke alarms and that the electrical installation is checked and maintained. Additional licensing could ensure an adequate level of fire safety is provided in further HMOs.
- 3.4 The Council receives around 15 - 20 complaints per month about HMOs from residents and external agencies including London Fire Brigade and the Metropolitan Police. Complaints are also being received from Social Services colleagues. Complaints include anti-social behaviour, parking difficulties, knife crime, arson and waste management issues. Some recently created HMOs specifically target clients who have presenting needs such as mental health, drug and alcohol concerns and ex-offenders.

## **4. Legislative Process to introduce Additional Licensing**

- 4.1 The Housing Act 2004 ('the Act') provides for licensing to be extended by a local authority to include HMOs not covered by mandatory licensing. To introduce additional licensing the Council must satisfy Sections 56 and 57 of the Act.
- 4.2 Compliance with Section 56 –  
To satisfy this section, the Council must be able to evidence that HMO's which would be subject to additional licensing i.e. 3 bed spaces, are being managed

'sufficiently ineffectively' or are giving rise to particular problems for tenants and/or members of the public. The Council will need to analyse data to provide information to demonstrate additional licensing is necessary. The following are some examples of the types of data which would identify HMOs in the borough and provide information on how HMO's are being managed in the borough;

- Housing standards/disrepair complaints.
- Reports of fire risk.
- Reports of overcrowding.
- Reports of unfair trading/lease/contract issues.
- Reports of noise/disturbance.
- Complaints about ASB/drugs/crime/prostitution, etc.
- Enviro-crime data i.e. waste accumulation/pests.
- Fuel poverty data.
- Council tax/benefit fraud.

- 4.3 The consideration of any proposal for additional licensing must have regard to data specifically for HMO's which are outside of the current regulatory powers and are within the additional licensing definition. The Council will need to demonstrate that HMO's which are within the current regulatory framework produce one set of data and those that are within the proposed additional licensing framework, would produce another set of data.
- 4.4 The Council will need to consider whether there is enough data to justify additional licensing for specific areas within the borough or for the entire borough. Therefore, the data analysed must be able to mapped geographically to correlate issues in particular areas.
- 4.5 The Council's Business Intelligence Service could be utilised to support the required data collection and analysis but additional capacity will be needed to undertake this work. Alternatively, the Council could seek external consultant services to complete this process.
- 4.6 Compliance with Section 57  
In order to satisfy this section, the Council must demonstrate that it has considered the use of existing powers to deal with problems identified. This will include existing powers to deal with; housing standard and disrepair complaints specifically for all types of HMO (either Mandatory or Additional), ASB, nuisance, enviro-crime, etc.
- 4.7 Furthermore, the Council must demonstrate that it has considered how an additional licensing policy will integrate with its Housing Policy, having regard to homelessness, empty properties and ASB within the private rented sector.
- 4.8 The Council will also need to have regard to its housing stock to recognise the importance of HMO's of all sizes as part of the overall housing offer throughout the borough. This will involve the analysis of data from a recent Housing Stock Survey.

## **5. Requirements for a full consultation should Additional Licensing be proposed**

- 5.1 If the data analysis outlined above supports and justifies Additional Licensing, the Council has a duty to consult extensively with all persons likely to be affected by the policy. This will include, tenants, landlords and their associations/professional bodies, communities, partner agencies, neighbouring boroughs etc.
- 5.2 Steps the Council will need to take to ensure that the consultation is extensive and will meet the legal requirements of the Housing Act 2004;
- Full engagement with residents and residents associations.
  - Engagement with Ward Councillors.
  - Engagement with the Private Sector Landlords Forum.
  - Engagement with known Hillingdon landlords/Managing agents and Landlord Associations.
  - On-line consultation survey to seek views.
  - Notifications to all surrounding councils advising on proposal.
  - Notification to Landlords Associations for comments.
  - Engagement with organisations with a significant amount of transient tenants i.e. Brunel University, NHS, etc.
  - Engagement with the Metropolitan Police and Police Crime Commissioner.
  - Engagement with the London Fire and Emergency Planning Authority.
  - Engagement with internal Council Services i.e. Community Safety, Youth Justice, Care Leavers, Street Scene etc.

## **6. Benefits of Additional Licensing**

- 6.1 Since October 2018, all HMOs which have 5 or more occupants forming 2 or more households fall within the remit of Mandatory Licensing. In Hillingdon, many HMOs still exist where there are 3 or more occupants forming 2 or more households and which are not subject to mandatory licensing requirements. An Additional Licensing scheme covering these dwellings would help to address the challenges presented by HMOs in the borough through strengthening landlord responsibility for standards and tenant conduct.

Considering the issues that Hillingdon is experiencing in the borough with HMOs introducing an additional licensing scheme in part or in its entirety would have a positive impact on residents. This would create equality in the protections offered to HMO residents and drive improvements in conditions in HMOs more generally. The scheme would therefore become a major influence on the Council's Social Housing Allocation Policy. This policy is currently out to public consultation and will be presented to Cabinet to consider in November 2024.

- 6.2 Landlords may experience the following benefits from an Additional Licensing policy:
- Responsible landlords will receive information and support to help tackle antisocial behaviour.

- Poor performing landlords will receive support and training to help them improve.
- Improved rental income as areas are maintained and improved.
- Increase of property value.
- Improvement in the reputation of private landlords.
- Shorter void periods.
- Landlords who have voluntarily engaged with a recognised accreditation scheme can also benefit from a reduced licensing fee.
- Greater ability for the landlord and authority to deal with problematic tenants.

6.3 Tenants may experience the following benefits from an Additional Licensing Policy:

- More professional landlords providing good quality homes.
- Likelihood of improvements to their properties.
- Licence conditions will create a clear set of rules that all HMO landlords must follow.
- Reduced risk of homelessness and increased length of stay.
- Licensing would ensure private landlords are managing and maintaining their properties.
- Minimum standards for rented housing are met.

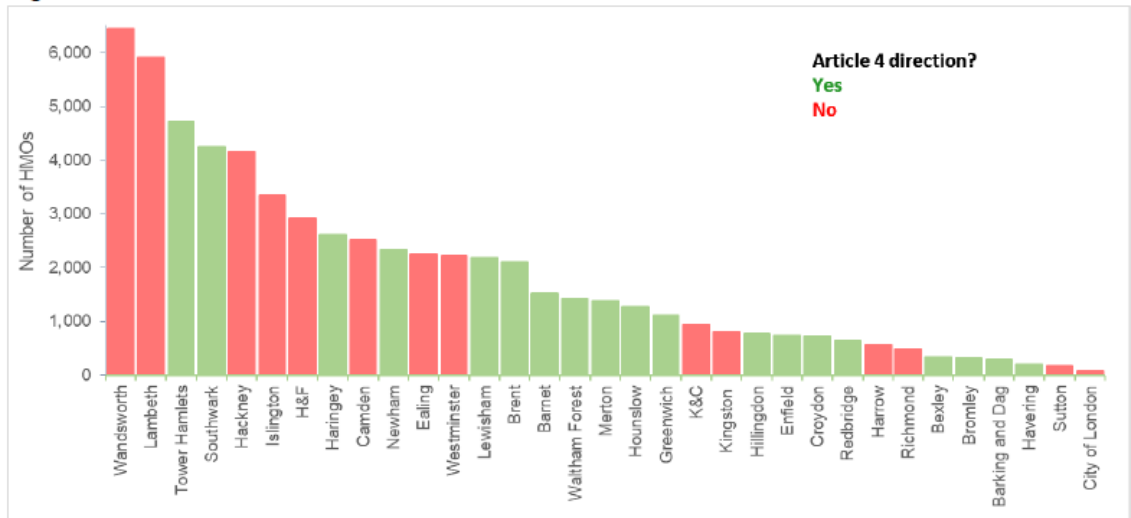
6.4 Communities may experience the following benefits from an Additional Licensing Policy:

- Increased housing demand.
- Reduced crime and ASB through new licence conditions.
- An area's image is improved and more desirable to live in.
- Improved security and more settled communities.
- Reduced number of empty properties.
- Better housing standards.
- Reduced environmental problems, such as waste accumulation, pests and fly-tipping.
- Landlords will also have to give and ask for references for their tenants.
- Protecting vulnerable people who may currently be living in poorly maintained properties.

## **7. Planning Options – Article 4**

- 7.1 Current legislation provides permitted development rights for small family homes to be converted into small HMOs for between 3 and 6 people. This eases the process by which this type of accommodation can be created but hampers the council's ability to manage the impact of such changes. As a result, a number of London boroughs have introduced Article 4 Directions to withdraw these permitted developments including Ealing, Hounslow, Barnet and Brent in west London. An Article 4 Direction does not mean that it would not be possible to carry out conversions of family houses to small HMOs, but it would allow the council to consider the impact of these conversions through the need for planning permission. It is important to note that the Article 4 Direction would only apply to HMOs created after the date it came into effect and could not be applied retrospectively to existing HMOs.

Figure 3.9: Local Authorities in London with HMO Article 4 Directions In Place



Source: Census 2021 (via Nomis <https://www.nomisweb.co.uk/>)

7.2 Hillingdon already has a part-borough Article 4 Direction which was introduced in 2013 removing permitted development rights for HMOs for the wards surrounding Brunel University where there was strong evidence of the negative impacts arising from the use of small HMOs for student accommodation. There was insufficient evidence in 2013 for making the borough wide direction. However, the situation has moved on since 2013 and the housing evidence suggests increasing issues in relation to HMOs across the borough.

## 8. Legislative Process to Introduce an Article 4 Direction

8.1 Should a decision be made that the council wishes to progress with the gathering evidence for an extension to the part-borough Article 4 Direction then the recommendation would be that a non-immediate Article 4 Direction is taken forward.

8.2 The national planning guidance on Article 4 Directions has changed since the current HMO was introduced in 2013. The National Planning Policy Framework (NPPF) now states that any proposed Directions should:

- Be limited to situations where an Article 4 direction is necessary to protect local amenity or the well-being of the area.
- Be based on robust evidence, and apply to the smallest geographical area possible.

8.3 It is also important to highlight that the Secretary of State has the power to modify or cancel Article 4 Directions where they consider these tests have not been satisfactorily met. Therefore, work needs to be undertaken to justify the extension of the HMO Article 4 Direction to become borough-wide. This would need to establish information on the following:

- The extent of small HMOs (C4) within the borough.
- Whether it is likely these will decrease or increase in the future.



- Whether this is a borough-wide issue or if it is more localised.
  - Determine the harm to the amenity and well-being of the area from this type of development.
- 8.4 If it was deemed appropriate to recommend an Article 4 Direction, this would be presented to Full Council for determination. This would include the extent and timeframes for implementing the direction. There would need to be a consultation period of at least 21 days when representations concerning the direction may be made to the local planning authority. The direction is also sent to the Secretary of State.
- 8.5 As a non-immediate Article 4 Direction, the direction would not come into force until a minimum of 12 months after it was first made and advertised, in order to remove compensation liability.

### **9. Links to Corporate Priorities**

- 9.1 Hillingdon Housing Strategy 2021/22 to 2025/26 has 'Leading on Improving Housing Standards' as one of five priorities. The strategy highlights the need to develop a more detailed understanding of the private rented sector including its condition, linked to potential concerns regarding fire precautions, inadequate heating, subdividing of properties, overcrowding, damp and mould growth and poor housing conditions for vulnerable households. The strategy includes an action to 'gather evidence regarding the prevalence of poor conditions in the different parts of the private rented sector and consider the feasibility of different discretionary licensing options.'
- 9.2 The proposed evidence assessment is highly likely to inform wider strategic and policy issues which the Council can consider. For example, conversions of sheds/garages/outbuildings, exploitation, modern slavery and trafficking, immigrants arriving through Heathrow, vulnerable tenants etc. Once issues are identified and evidenced, the Council will be in a strong position to consider measures to tackle wider policy areas.
- 9.3 There is a strong chance that many more converted dwellings will be identified through the housing stock survey, which could lead to additional Council Tax and Business Rate income streams for the Council.

### **10. HMO Controls in Neighbouring Boroughs**

- 10.1 The legal controls that are in place in our neighbouring London boroughs will have an influence on how likely it is that a developer or landlord will seek to establish a new HMO in Hillingdon. The controls in place in west London authorities are summarised below.

<b>Borough</b>	<b>Additional licensing</b>	<b>Selective Licensing</b>	<b>Article 4</b>
Barnet	✓	✓	✓
Brent	✓	✓	✓
Ealing	✓	✓	✓
Hammersmith & Fulham	✓	✓	x
Harrow	✓	✓	x
Hounslow	✓	x	✓
Kensington & Chelsea	✓	x	x

## **11. Renters Rights Bill**

11.1 On 11<sup>th</sup> September 2024 the Government introduced the Renters Rights Bill. This Bill, if implemented in full, will introduce a range of new legal requirements and controls in the private rented sector, many of which will add to the responsibilities of local authorities. No information is available currently on how local authorities will be funded to deliver these new responsibilities. Proposed changes include:

- Applying a Decent Homes Standard to the private rented sector for the first time, enforced by local authorities. Landlords who fail to address serious hazards could be fined and face prosecution for non-compliance.
- Banning rental bidding wars by prohibiting landlords forcing tenants to bid for their properties. Landlords and letting agents will be legally required to publish an asking rent for their property. They will also be banned from asking for, encouraging, or accepting any bids above this price.
- Banning in-tenancy rent increases written in to contracts to prevent landlords implementing too high rents mid-tenancy. Under these reforms, landlords will only be allowed to raise the rent once a year, and to the market rate.
- Abolishing blanket bans on tenants with children or those in receipt of benefits to ensure fair access to housing for all.
- Introducing a new Private Rented Sector Database to help landlords understand their obligations for compliance and provide tenants the information they need to make informed choices for new tenancies.
- Strengthening local authority enforcement by expanding civil penalties, introducing a package of investigatory powers.
- Bringing in a new requirement for local authorities to report on enforcement activity.

11.2 The Bill, when enacted will have a significant impact on the workload of the Private Sector Housing Service as it will introduce a Decent Homes Standard for the Private Rented Sector along with new enforcement powers providing greater sanctions. This is likely to bring additional inspection requirements and additional service demand into the Service.

- 11.3 The completion of an up-to-date Housing Stock Survey will enable the Council to better understand the implications of these new powers by providing a full property profile of the private rented sector and indicating the number of HMO's across the borough.

## **12. Conclusion**

- 12.1 This report outlines the necessary steps and considerations for the council to evaluate the implementation of an Additional Licensing Policy for Houses of Multiple Occupation (HMOs) in Hillingdon. The recommendations would enable the council to determine whether additional controls on HMOs in the borough would help to address the issues identified with unlicensed HMOs, including anti-social behaviour, poor housing conditions, and safety concerns. The process involves gathering extensive data, consulting with various stakeholders, and assessing the resource requirements for effective enforcement.
- 12.2 The workstreams mentioned in this report are currently unbudgeted however, the projects could be undertaken by utilising the capital transformation budget to fund additional resources for data collection and analysis.
- 12.3 The Council must also consider the implications of the Renters Rights Bill, which will introduce new regulatory responsibilities and enforcement powers.

## **Financial Implications**

All initial feasibility costs connected to the proposed licensing controls and private sector option changes will be contained within existing budgets. Once feasibility works have been identified resulting from HMO and Private Sector changes, costs connected to these works will be assessed for budgeting purposes to ensure operational ongoing financial impact will be fully contained within service area resources

## **RESIDENT BENEFIT & CONSULTATION**

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

Implementing the recommendations within this report will allow the Council to take full stock of the current concerns with HMO's. Data gathered will provide information on ASB, disrepairs, community impact, etc which will heavily influence the Council's HMO strategy and/or Additional Licensing Policy. Data will highlight concentrations of HMO's in the borough allowing the Council to consider specific strategies for different areas enabling a targeted approach to HMO regulation and enforcement. Once data is gathered and the recommended strategy is proposed, residents and the wider community will have an opportunity to submit their views to the Council for full consideration through a full public consultation exercise.

## Consultation carried out or required

There is no requirement for public consultation on the recommendations in this report at this stage, however, should the Council propose an Additional Licensing Policy based on the analysis that it is necessary to undertake, a full public consultation and engagement exercise will commence. As Additional Licensing would have significant impact on HMO administration and management in the borough, a long consultation period would be recommended. Councils usually consult for 10-12 weeks to ensure that appropriate time is given to full engagement exercises. If an Article 4 Direction is implemented this would require consultation in accordance with the relevant legislative requirements.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance has reviewed this report and concurs with the Financial Implications set out above, noting there are no direct financial implications associated with the recommendations in this report.

### Legal

Legal Services confirm that the report accurately sets out the legal position relating to the possible introduction of additional licensing for HMOs and/ or restricting permitted development rights through an Article 4 Direction.

Both statutory processes require a strong evidence base to show that a significant proportion of HMOs are being managed ineffectively so as to give rise to particular problems for occupants or members of the public and, in relation to Article 4, that it is necessary to restrict permitted development rights to protect local amenity or the well-being of an area.

In addition, before any further restrictions can be introduced statutory consultation is required and decisions made by the Council in relation to additional licensing may require approval from the Secretary of State. Further, the Secretary of State has power to revoke an Article 4 direction.

Further legal advice will be given as necessary as the evidence base is collated to assess whether the statutory criteria for further action by the Council are satisfied.

## BACKGROUND PAPERS

- [Housing Act 2004 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2004/10)
- [The Licensing and Management of Houses in Multiple Occupation \(Additional Provisions\) \(England\) Regulations 2007 \(legislation.gov.uk\)](https://www.legislation.gov.uk/uksi/2007/2698)
- [Houses in multiple occupation and residential property licensing reform: guidance for local housing authorities - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/houses-in-multiple-occupation-and-residential-property-licensing-reform-guidance-for-local-housing-authorities)

## Appendix 1- Controls on HMOs in other London Boroughs

Property Licensing Schemes Across London			
	Mandatory	Additional	Selective
		Consultation ended April 2024	Scheme Ended 31 August 2024
<b>Barking &amp; Dagenham</b>	✓		
<b>Barnet</b>	✓	✓	✗
<b>Bexley</b>	✓	✗	✗
<b>Brent</b>	✓	✓	✓
<b>Bromley</b>	✓	✗	✗
<b>Camden</b>	✓	✓	✗
<b>City of London</b>	✓	✗	✗
<b>Croydon</b>	✓	✗	✗
<b>Ealing</b>	✓	✓	✓
<b>Enfield</b>	✓	✓	✓
<b>Greenwich</b>	✓	✓	✓
<b>Hackney</b>	✓	✓	✓
<b>Hammersmith &amp; Fulham</b>	✓	✓	✓
<b>Haringey</b>	✓	✓	✓
<b>Havering</b>	✓	✓	✓
<b>Hillingdon</b>	✓	✗	✗
<b>Hounslow</b>	✓	✓	✗
<b>Islington</b>	✓	✓	✓
<b>Kensington &amp; Chelsea</b>	✓	✓	✓
<b>Kingston Upon Thames</b>	✓	✗	✗
<b>Lambeth</b>	✓	✓	✓
<b>Lewisham</b>	✓	✓	✓
<b>Merton</b>	✓	✓	✓
<b>Newham</b>	✓	✓	✓
<b>Redbridge</b>	✓	✓	✓
<b>Richmond Upon Thames</b>	✓	✗	✗
<b>Southwark</b>	✓	✓	✓
<b>Sutton</b>	✓	✗	✗
<b>Tower Hamlets</b>	✓	✓	✓
<b>Waltham Forest</b>	✓	✓	✓
		Consulting on additional licensing ends 14 Oct 2024	Consulting on selective licensing ends 14 Oct 2024
<b>Wandsworth</b>	✓		
<b>Westminster</b>	✓	✓	✗



This page is intentionally left blank



## LONDON BOROUGH OF HILLINGDON DIGITAL STRATEGY

<b>Cabinet Member &amp; Portfolio</b>	Councillor Douglas Mills Cabinet Member for Corporate Services
<b>Responsible Officer</b>	Chief Digital & Information Officer
<b>Report Author &amp; Directorate</b>	Darren Persaud Digital & Intelligence
<b>Papers with report</b>	Appendix - Digital Strategy

### HEADLINES

<b>Summary</b>	<p>This report presents the Council's Digital Strategy for the next three years. Building upon the full Council Strategy, approved by Cabinet in October 2022. The Digital Strategy will support our five commitments to residents, in particular our aim to be a digital-enabled, modern, well-run council.</p> <p>The strategy sets out the Council's vision for digital, which aims to improve the way the Council delivers services to residents by utilising technology. We will put residents first by enabling them to access the services they need quickly and at their own convenience, whilst also delivering more efficient and effective processes for council staff. This report to Cabinet seeks to obtain approval for the Digital Strategy.</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>	Agreeing the Digital Strategy will act as a framework for the service to deliver a £4.2m benefit for the Council, utilising £9m of approved capital programme budgets to secure this saving, with this investment leading to a payback period of just over 2 years.
<b>Relevant Select Committee</b>	Corporate Resources & Infrastructure Select Committee
<b>Relevant Ward(s)</b>	All

## RECOMMENDATIONS

That Cabinet:

1. Approves Hillingdon's Digital Strategy 2024-27 in the Appendix.
2. To deliver the Strategy:
  - a) Agrees the programmes and projects as set out in the report for the remainder of 2024/25 and 2025/26;
  - b) Authorises the release of the remaining approved capital budget for 2024/25 and 2025/26 to deliver this;
  - c) Delegates authority to the Chief Digital & Information Officer and Corporate Director of Finance (S151), in consultation with the Cabinet Member for Corporate Services, to incur expenditure within this budget and make all necessary procurement decisions on the programmes and projects set out in the report, reporting decisions for transparency as required and;
  - d) Agrees that any variations to specific projects within the programme for 2024/25 and 2025/26 be subject to i) being within the Strategy's objectives, ii) being within the approved budget and associated aggregate savings for the financial year and iii) having the agreement of the Chief Digital & Information Officer and Corporate Director of Finance (S151), in consultation with the Cabinet Member for Corporate Services.
3. Agree to receive an annual report going forward, setting out progress on the Strategy and delivery of savings targets, seeking agreement to the programmes and projects for the upcoming financial year and seeking further delegated authority to successfully implement the programme.

### Reasons for recommendation

Cabinet is requested to consider Hillingdon's Digital Strategy, which sets out a clear vision for the Borough and the Council, for the next three years. The report seeks Cabinet agreement to the programmes and projects for 2024/25 and 2025/26, along with the release of capital monies and delegated authority to the relevant Chief Officers to implement the Strategy and projects expediently. It is proposed that an annual report be presented to Cabinet to agree each year's programme of projects and to review progress on delivery of the Strategy.

### Alternative options considered / risk management

The following alternative options had been considered, but since ruled out for the reasons given below:

- 1) Option one: Do Nothing: The "do nothing" option is not recommended as it constitutes a missed opportunity and goes against our commitment to be a "digitally enabled modern, well-run Council" in the long term. Doing nothing in the short term will result in ongoing inefficiencies and a greater level of long-term costs. The "do nothing" option is cost neutral and just delivering incremental improvements. There is a risk that the costs to catch-up will increase significantly year on year.

- 2) Option 2: Only deliver projects which deliver a return on investment (ROI): This option would only focus on investment in projects which deliver a tangible cost saving or return. This option is not recommended as it limits long term benefits and there is too great a risk that we make decisions in the short term to make savings that restrict our long-term digital, data and technology capabilities and restrict medium to long term savings.

## Risk management

Risk management within the Digital Strategy will be closely monitored to ensure alignment with the Strategy's objectives. Programme and project governance boards are already in place for each of the five programmes, which meet monthly to monitor progress, spend and flag any risks to the Senior Responsible Officer. Any 'red' rated risks will then be reported back into the Chief Digital & Information Officer to own and mitigate.

Any variations to specific projects will be subject to three key conditions:

- i) They must be within the Strategy's objectives;
- ii) They must be within the approved budget for the financial year and associated aggregate savings for the financial year and;
- iii) They must have the agreement of the Chief Digital & Information Officer and Corporate Director of Finance (s151), in consultation with the Cabinet Member for Corporate Services.

Additionally, risks will be fed through the corporate risk management group, and an annual report will be received going forward, setting out progress on the Strategy. This will seek agreement to the programmes and projects for the upcoming year, and seeking further delegated authority to successfully implement the programme.

## Select Committee comments

On 17 September 2024, the draft Digital Strategy was presented to the Corporate Resources and Infrastructure Select Committee for their comments. The Committee agreed the following comments upon the Chair's suggestion:

*"The Committee welcomes the advances and positive strides made in the digital strategy and at the same time recognising the need to make resident experience with the council evermore effectively digital in addition to actively supporting those residents less able to access digital services."*

## SUPPORTING INFORMATION

1. Hillingdon Council's ambition is to strive to be an efficient, well-run, digitally enabled council, working with partners to deliver services to improve the lives of all our residents.
2. Becoming a digital council is fundamentally improving our resident, visitor, business and staff experience through simpler, better services and tools. The strategy will set out the steps to improve the way the council delivers services to residents by utilising technology. The core ambition is to put residents first by enabling them to access the services they

need quickly and at their own convenience, whilst also delivering more efficient and effective processes for council staff.

3. A prior report and presentation to the former Finance and Corporate Services Select Committee on the Council's digital journey in February 2024 referred to the Digital Strategy being key to deliver a number of proposals; being closely aligned to service transformation and focused on leveraging technology to further enhance and streamline the Council's business operations, alongside promoting self-service models internally and externally. To achieve this the Council agreed on 22 February 2024 to an investment of £14,816k for a Corporate Technology and Innovation budget to 2028/29 with this investment driving the digital savings included in the Council's saving programme.
4. This investment is to deliver the Digital Strategy and as described in the Cabinet report, it is 'closely aligned to service transformation and focused on leveraging technology to further enhance and streamline the Council's business operations, alongside promoting self-service models internally and externally'. £5,270k is earmarked in the Council's savings programme in relation to this investment for the period of this strategy, rising to £5,670k by 2028/29.
5. To ensure the Digital Strategy and the associated savings are delivered at pace, delegated authority is sought for the expenditure of the Corporate Technology and Innovation budget (including all capital expenditure and contract awards).
6. The vision for our Digital Strategy is 'We will improve the way the council delivers services to residents by utilising technology. We will put residents first by enabling them to access the services they need quickly and at their own convenience, whilst also delivering more efficient and effective processes for council staff'.
7. Our approach to guide all our digital, technology and data transformation work will be guided by four principles:
  1. Prioritising customer needs
  2. Carrying out an agile approach to delivery
  3. Delivering new business models driven by data
  4. Taking a One Council approach.
8. Over the last few years, a considerable amount of work has been undertaken to lay the foundations for the Council's digital journey and enable this strategy. Some specific examples of this are:
  - a. Hillingdon were the first UK local authority to deploy an automated voice and web chat solution at scale. This has allowed residents to better self-serve and get a quicker resolution to their enquiry.
  - b. Delivery of a modern and flexible infrastructure, as well as a reduction in the number of IT applications.
  - c. Implementation of hybrid working, allowing for quick adoption of hybrid working post the pandemic.
  - d. Ongoing delivery of a programme of connectivity improvements, increasing bandwidth across all of our sites and across the borough. When the Digital

Connectivity Project started in November 2020, the Council was at 5% Full Fibre. The Council is currently at 75.27%, and in the top half of London Boroughs.

9. Over the last few months, the Council has been accelerating its digital journey by:
  - a. Starting to roll out new devices and the learning and development to utilise them across the organisation so the workforce can be as productive as possible.
  - b. Started using Microsoft Copilot to utilise its ability to use natural language to ask it to perform tasks – with the key benefit of improved efficiency; enabling people to do more in less time.
  - c. Accelerated business intelligence across the organisation with the delivery of a single view of the household, and dashboards for our key services to understand performance and manage demand.
  - d. Improved our applications and systems in the areas like social care, HR, finance, procurement and housing.
  
10. To support the delivery of this strategy, five priorities have been developed:
  1. Building services online by default - Residents expect services to be online and available on any device. People should be able to pay online, and experience seamless services from us. In turn this will improve resident experience' on our customer access team and business areas, and improve our resident, visitor and business experience.
  2. Better data, better decisions - All local authorities have a lot of data, but often lack the insight to make good decisions both internally and for residents. Better data, and the ability to use it wisely, brings a huge amount of opportunities from better decisions by understanding resident needs across multiple systems.
  3. Modernise our infrastructure & systems – a prerequisite is modern infrastructure with systems that talk to each other, highly reliable hosting and platforms, the best of commodity technology and modern, cloud-based and application programming interface driven architecture.
  4. Build digital capability and inclusion - A highly skilled digital, data and technology resource which can be deployed to support our ongoing transformation needs. We also need to upskill our employees to be confident with technology and use this to implement the digital elements of service delivery to better meet the needs of residents and support those who do not have digital access. And in turn, ensure residents are supported to have access to and use digital devices, or supported if they can't. This will be supported by the Council's Digital Inclusion strategy.
  5. Deliver a digital place - There is also an important role for the council in facilitating the use of digital technology to bring about further improvements within the borough, and the way it functions. This is increasingly important as Hillingdon, like many other areas, faces challenges from population growth, automation, congestion and the climate crisis.

11. To deliver these priorities, five programmes have been created:

1. Automations and Integrations – a projected investment of £1.4m in the medium term to develop seamless integration of our systems and automate our officer processes to enhance efficiency. Introducing a single front door for high-cost/high-demand services like social care and housing will simplify access for users. Leveraging AI will further optimize our processes, eliminating the need for manual minute-taking in meetings and reducing the time required for handling FOIs and complaints.
2. Business Intelligence – a projected investment of £2.65m in the medium term to deliver a single view of the customer / household. This will be used to drive evidence-based decision making to challenge current ways of working and service delivery models.
3. Customer Experience – a projected investment of £1.7m in the medium term to provide residents with an end-to-end customer journey, allowing them to stay updated on the progress of their enquiries or transactions either proactively or through our website. The revamped website will enable residents to easily and quickly find what they need and complete transactions. Additionally, our digital inclusion programme will equip people with the skills, connectivity, and technology to be digital, while prioritizing contact with vulnerable and digitally excluded residents.
4. Consolidating and improving systems – a projected investment of £2m in the medium term focused on replacing systems that are nearing end of life or are not fit for purpose, consolidating and improving them to enhance efficiency. This includes reducing the number of Education systems into one.
5. Enabling – a projected investment of £1.25m in the medium term to deliver new devices across the organisation and implement a learning and development programme to enable officers and Members to be more productive and utilise the technology we have.

12. The projected spend over the medium term for these 5 programmes are:

**Table 1: Programme Spend Breakdown**

Programme	2024/25	2025/26	2026/27	Total
Automations and Integrations	162	978	260	<b>1,400</b>
Business Intelligence	1,020	1,520	110	<b>2,650</b>
Customer Experience	820	620	260	<b>1,700</b>
Consolidating and improving systems	599	735	666	<b>2,000</b>
Enabling	310	548	392	<b>1,250</b>
<b>Total</b>	<b>2,911</b>	<b>4,401</b>	<b>1,688</b>	<b>9,000</b>

In addition, there is a £1m contingency in the programme.

13. The programme and projects for the remainder of 2024/25 and 2025/26 aligned to the table above are as follows, for Cabinet to agree:

- Automations and Integrations: Transforming our back-office processes and systems to significantly reduce any manual processes.
- Business and Intelligence: Automation of key business reports
- Business and Intelligence: Single view of the resident and household
- Customer Experience: New Hillingdon Website
- Customer Experience: End to end process improvements for residents, Members and officers
- Customer Experience: Advanced phone-based AI as our digital front door
- Customer Experience: Digital inclusion
- Consolidating and improving systems: Improving infrastructure and security
- Consolidating and improving systems: New planning system, social care, housing, waste and HR systems improvements, and new redaction software
- Enabling: New learning and development programme
- Enabling: New telephony platform

14. Hillingdon Council is committed to being a ‘digital-enabled, modern, well-run council’ as demonstrated by the investment made by the council this year. This investment will ensure a better digital experience for residents and the ability to transact with the Council 24/7 365 days. The council will improve its website so residents can get the information they need more quickly, and transactions will be automated so that we can divert our resources to the people that need our help the most. And through investing in tools for staff, as the Microsoft CEO (Satya Nadella) described “we will improve the productivity of our staff by removing the drudgery of process at work and speeding up the time to human ingenuity by removing the productivity drain in what people spend their time doing”.

## Financial Implications

Approval of the digital strategy will not have any direct financial implications in itself with the other recommendations contained in this report enabling the service to move at pace to deliver against the strategy and secure benefits for the Council.

As stated in the body of the report, Cabinet and Council approved a capital programme budget for Corporate Innovation & Technology for the budget strategy period of 2024/25 to 2028/29 of £14,186k, with June cabinet agreeing to rephase unspent capital budgets from 2022/23 into 2024/25 of £1,290k, taking the total investment for the period to £16,106k, with a digital saving of £5,670k included in the budget strategy through to 2028/29, with £4,200k of this falling within the remit of the Digital Strategy, with the profiling of this activity set out in the table below:



**Table 2: Budget Breakdown**

	2024/25	2025/26	2026/27	Strategy Period	2027/28	2028/29	Total
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
February 2024 Approved Budget	2,042	6,122	3,384	11,548	1,634	1,634	14,816
2023/24 Rephasing	1,290	0	0	1,290	0	0	1,290
<b>Total Capital Programme Budget</b>	<b>3,332</b>	<b>6,122</b>	<b>3,384</b>	<b>12,838</b>	<b>1,634</b>	<b>1,634</b>	<b>16,106</b>
<b>Released to date</b>				<b>(3,914)</b>			<b>(3,914)</b>
<b>Remaining Capital Programme Budget</b>				<b>8,924</b>			<b>12,192</b>
<b>Programme Spend Breakdown (Table 1)</b>	<b>2,911</b>	<b>4,401</b>	<b>1,688</b>	<b>9,000</b>	<b>0</b>	<b>0</b>	<b>9,000</b>

Recommendation 2b in this report seeks to release the remaining capital programme budget that largely funds the activity as set out in the digital strategy, recognising that potentially £76k would need to be funded from either the capital general contingency budget or an increase to the budget via the refresh of the Council's budget strategy. The £4m Capital Releases to date include funding for the following projects:

- Refresh of the Council's devices
- Social Care & Education System Solution
- Data Analytics Platform
- HR Improvement Programme
- Microsoft Co-Pilot Implementation
- Libraries Online Booking System

Over the period of the Digital Strategy, 2024/25 to 2026/27, the payback period on the investment is approximately two and a half years.

It is worth noting that some of the investment will not generate savings and are critical in the replacement of core applications needed by the council. For example, the replacement of our planning application system which is going end of life.

**Table 3: Projected Benefits**

	2024/25 £'000	2025/26 £'000	2026/27 £'000	Strategy Period £'000
Digital Strategy	1,463	1,425	1,369	4,257

Benefits of nearly £1.5m are expected to be delivered in 2024/25 with a further £2.8m to be delivered in 2025/26 and 2026/27. Focussed on the three strategic programmes of Automation and Integration, Business Intelligence and Customer Experience, the digital road map seeks to deliver total benefits of £4.2m through leveraging digital, data and technology to deliver

transformational change in service delivery models as part of end-to-end service redesign to ensure cost effective and efficient ways of working. This will include implementation of a new data platform to enhance organisational analytic capability and strategic data driven decision making, and the utilisation of AI to drive efficiencies in council processes. The benefits delivered over the strategy period per Directorate are assumed to be:

	2024/25 £'000	2025/26 £'000	2026/27 £'000	Strategy Period £'000
Adult Services & Health	0	265	324	589
Place	0	124	151	275
Children & Young People	0	110	134	243
Finance	0	66	81	147
Central Services	0	58	71	130
Digital & Intelligence	1,463	802	608	2,873
<b>Total</b>	<b>1,463</b>	<b>1,425</b>	<b>1,369</b>	<b>4,257</b>

Each programmes benefits realisation plan will be signed off by Digital & Intelligence and the service directorates (client departments of Digital & Intelligence) to agree the targets and delivery details ahead of any expenditure being incurred.

This signed agreement will then be used by the Councils Chief Finance Officer to reduce budgets in service areas.

## RESIDENT BENEFIT & CONSULTATION

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

The three-year Digital Strategy presented in this report provides the vision and a comprehensive framework of commitments to residents which seek to continue to enhance the Borough and continuously improve Council services to be modern, represent value for money and meet residents' needs.

Residents will experience an even better experience when interacting with the council in accessing services and information. They will be able to carry out simple transactions quickly and easily, with a more joined up approach ensuring they only need to make contact once.

The council will have a better understanding of our residents, through the smarter use of joined-up data. We will be using modern technology to join data sets and get insights which allow us to continuously improve our services and make better decisions.

### 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 the recommendation to agree the new Digital Strategy for 2024/25 to 2026/27 and release the capital programme budget for the first two years of the strategy to implement the planned programme of spend.

Releasing the remaining capital programme budget for the period of the Digital Strategy will enable the service to deliver against the planned programme as set out in the report to maximise benefits from the investments with the Council's budget strategy, after rephasing of unspent 2023/24 capital programme budgets and released funds to date, this recommendation will release £9m of capital programme budgets to fund the activity identified in this report, with savings of £4.2m being reported against this investment, with this report granting delegated authority to the Chief Digital & Information Officer, in consultation with the Corporate Director of Finance (s151) and the Cabinet Member for Corporate Services to decide how this is spent. Furthermore, it is noted that an annual report will be submitted to Cabinet that sets out progress against the strategy.

### Legal

Legal Services confirm that there are no legal impediments to the Council adopting the proposed Strategy which is in accordance with the outcome of the consultation.

## BACKGROUND PAPERS

- [Council Strategy 2022-2026](#)
- [Finance & Corporate Services Select Committee – February 2024](#)
- [Corporate Resources & Infrastructure Select Committee – September 2024](#)

# Digital Strategy 2024-2027



Page 131



**HILLINGDON**  
LONDON

[www.hillingdon.gov.uk/digital](http://www.hillingdon.gov.uk/digital)



## Hillingdon Council continues to put residents first in everything it does.

The Council Strategy 2022-2026 builds on the successes of the council to date and sets a clear vision, the ambition for residents and the council, and commitments to residents over the next four years to continue to respond positively to changing demands and requirements. The strategy provides a broad, overarching framework for effective business planning and strong performance management within the council to drive the transformation of services to continue to meet the changing needs and expectations of residents.

One of our ambitions is to be a digital-enabled, modern, well-run sustainable council with sound financial management, achieving positive outcomes for residents. Our Digital Strategy sets out our vision to embrace technology to be efficient and make it easier for residents to use council services, including supporting those who are unable to use technology.

**Councillor Douglas Mills**

Cabinet Member for Corporate Services



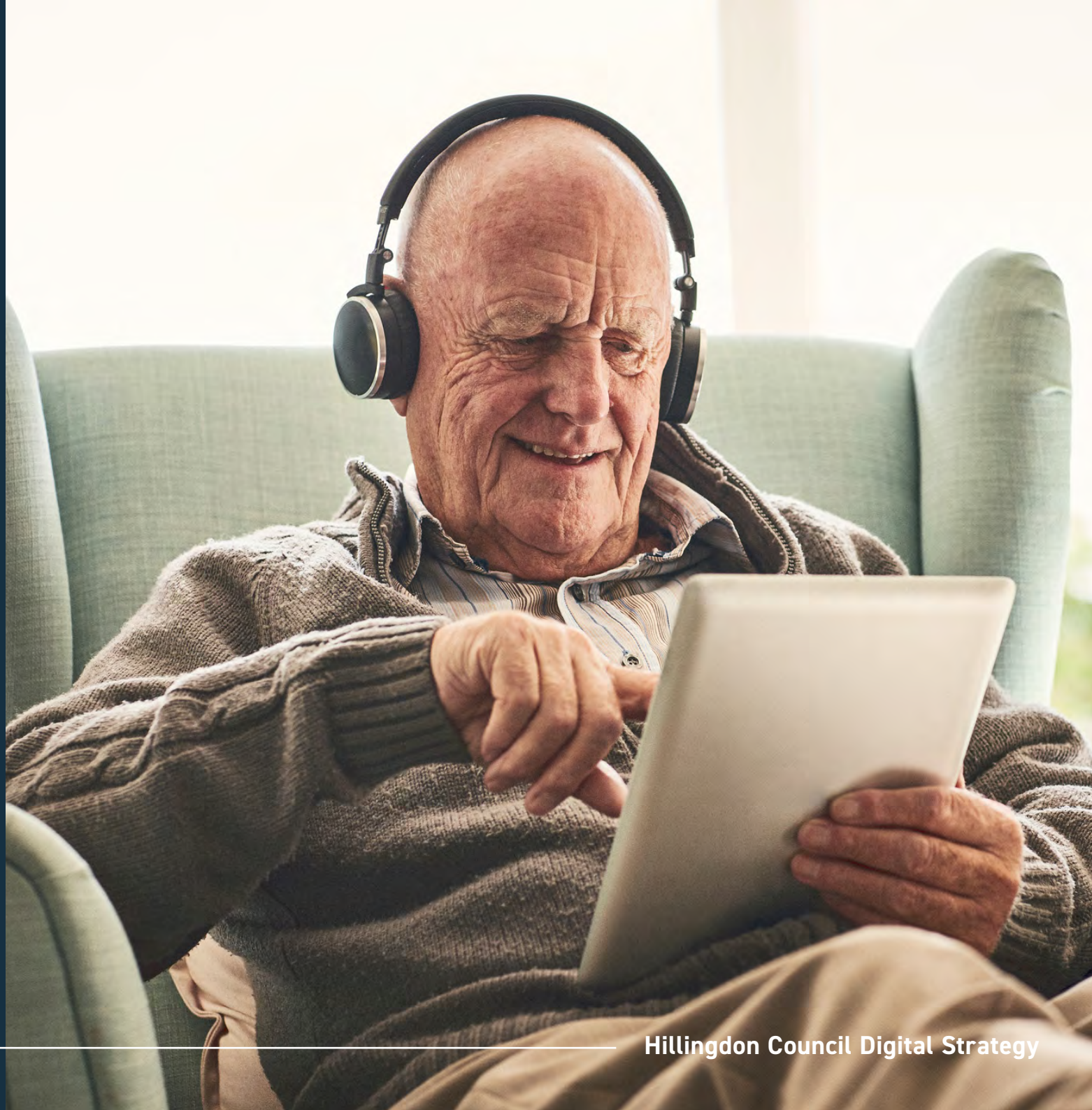
*“Our Digital Strategy sets out our vision to embrace technology to be efficient and make it easier for residents to use council services, including supporting those who are unable to use technology.”*



What is Digital?

# 'Digital'

is a mindset of being service-oriented and adaptive, and having an absolute focus on improving the lives of our residents.



# Our Vision

We will improve the way the council delivers services to residents by utilising technology. We will put residents first by enabling them to access the services they need quickly and at their own convenience, whilst also delivering more efficient and effective processes for council staff.

## Principles

### We will do this by:

- Prioritising customer needs
- Carrying out an agile approach to delivery
- Delivering new business models driven by data
- Having a 'One Council' collaborative aim, facilitating cross-council project teams and sharing goals.





# Progress so far

We have started to accelerate our digital journey by:



## Automated voice and web chat

Becoming the first UK local authority to deploy an automated voice and web chat solution at scale.

## Infrastructure

Delivering a modern and flexible infrastructure and a reduction in the number of applications.



## Hybrid working

Quickly adapting to hybrid working post the COVID-19 pandemic, which enabled us to keep services running.

## Connectivity

Delivering a programme of connectivity improvements, resulting in increased bandwidth across all our sites and the borough and giving residents better access to the internet.





# Our approach to digital, technology and data transformation

## Prioritising customer needs

Our service transformation will focus on meeting the needs of our residents, particularly those who are most vulnerable. We will use research and data to better understand this in our borough and will use this to build and develop products and services to meet those needs.

We will make our services accessible to all, working to improve digital inclusion. We will test the services to make sure they are simple and intuitive, and support those who are unable to go online.

## Agile approach to delivery

We will embrace new ways of delivering improvements to our services, with small, iterative work packages backed up by research and data. We will invest in reducing manual-based tasks and paperwork, and enable quick, data-driven decision making.

## Delivering new business models driven by data

The data we collect about resident needs will support every aspect of our digital strategy. We will engage our residents and staff, developing analytics and research which will guide what we do and when. We will invest in meeting common need, ensuring we use our time and money wisely and making sure we can measure success and continuously improve every aspect of our services.

## One council

We will become a digital council by facilitating cross-functional project teams, sharing budgets and goals, and by working in a more collaborative and innovative way. We will empower these teams to build and realise their own goals. We will give employees the space they need to deliver, share knowledge and work across the council rather than in a silo fashion to best support residents.



# Success in the next three years, will mean:



## Resident

An improved better resident experience when interacting with the council in accessing services and information. They will be able to carry out simple transactions quickly and easily, with a more joined up approach ensuring they only need to make contact once.



## Staff

A modern, digitally skilled workforce equipped with the systems and technology they need to do their work and put residents first.



## Data

A better understanding of our residents' needs, through the smarter use of joined-up data. We will be using modern technology to join data sets and get insights which allow us to continuously improve our services and make better decisions.



## Service

A more sustainable financial model, where we are able to improve service delivery while maintaining or reducing costs.



We will achieve this through five workstreams:

Page 138

1  
Build services online by default

2  
Better data, better decisions

3  
Modernise our infrastructure and systems

4  
Build digital capability and inclusion

5  
Deliver a digital place



# 1 Build services online by default

## Our aim

Residents expect services to be online and available on any device. People should be able to pay online, and experience seamless services from us. In turn, this will improve resident experience from our customer experience team and business areas, and improve our resident, visitor and business experience of us. The intended outcomes of this workstream are that:

- Most of our residents choose and prefer to interact with us online
- Residents can access their information about council services via our My Account function
- Residents will be able to carry out simple transactions quickly and easily, with a more joined up approach ensuring they only need to make contact once, whether for information or transactional services, without needing help
- Users understand our website and associated information, meaning they do not have to contact us if we have put the information online
- Our website will be user friendly and accessible with single sign-on and a maximum of two or three clicks to get what you need.

Residents expect services to be online and available on any device. People should be able to pay online, and experience seamless services from us.





# 1 Build services online by default

## To do this we will:

- Build a roadmap of digital services in a data-driven priority order, focusing on high-volume services, and highly manual processes
- Transform the work of our customer experience team and across the council by continuing to use different channels and technology, with one telephone number for those that must speak to an agent
- Carry out research with residents to understand what they need from us and create a prioritised schedule of work
- Put payments online for all payable services, making the council cashless for all but the most vulnerable
- Consolidate and redesign our website, making it clearer and more accessible. We will introduce consistent, mobile-first design patterns, iterating based on user needs.

Page 140

Consolidate and redesign our website, making it clearer and more accessible. We will introduce consistent, mobile-first design patterns, iterating based on user needs.



## 2 Better data, better decisions

### Our aim

All local authorities have a lot of data, but often lack the insight to make good decisions both internally and for our residents. Better data, and the ability to use it wisely, brings a huge amount of opportunities from better decisions by understanding resident needs across multiple systems. We want to have the right data, to make the right decisions. The intended outcomes of this workstream are that:

- We have a clear understanding of the needs to our residents, local businesses, partners and visitors, both qualitatively and quantitatively, so that we can improve outcomes for and with them
- We get insights from our data to improve services, and personalise them for their users, as well as being more efficient and effective
- We have the right infrastructure to share data and insights across our organisation, and with partner organisations in the local area and nationally
- We have better data about our employees to create a happier and more efficient workforce.

We have better data about our employees to create a happier and more efficient workforce.





## 2 Better data, better decisions

### To do this we will:

- Our business intelligence team is a key part of service transformation and has the remit of bringing insights directly to business areas
- They will build better reporting and insight on a service-by-service basis so people can truly understand their customer base
- Engineer our systems data to make it easy to combine and analyse, and work with suppliers to get better access to our own data
- Improve our data warehouse to deliver insights from the data we can collect, and a single view of the customer
- Utilise machine learning and artificial intelligence to improve customer experiences and make us more efficient
- Carry out a data cleansing and reduction programme to eliminate duplicate records and make our data extractable and accurate
- Work with partners and other stakeholders to better understand our area.

Page 142

Utilise machine learning and artificial intelligence to improve customer experiences and make us more efficient.



### 3 Modernise our infrastructure and systems

#### Our aim

We need a modern infrastructure with systems that talk to each other, highly reliable hosting and platforms, the best of commodity technology and modern, cloud-based and application programming interface driven architecture. The intended outcomes of this workstream are that:

- We have a cost efficient and reliable technology estate, centrally managed and regularly reviewed to ensure value for money
- Great connectivity for both residents and staff
- We have full control of the data in all our back-office systems, and can extract and analyse that data to improve services
- We have a clear architectural vision and roadmap
- Our infrastructure and systems are resilient against a cyber attack.

We have full control of the data in all our back-office systems, and can extract and analyse that data to improve services.



### 3 Modernise our infrastructure and systems

#### To do this we will:

- Develop a clear architectural vision and mapping for all council technology systems, working towards a small number of specialist systems supported by shared components that provide common functions that are integrated through application programming interfaces, using cloud and software as a service solutions wherever possible
- Build integration points and automation between current systems, and ensure when new systems are procured, they use open APIs and can integrate with our current systems
- Review and refresh all back-office systems helping service areas transition to modern, cloud-based technology
- Deliver an ongoing portfolio of improvements to council systems, corporate technology which is prioritised on a clear roadmap, and remove sub-optimal or paper-based council processes
- Ensure systems are secure by default and protected by multi-layered defences.

Deliver an ongoing portfolio of improvements to council systems, corporate technology which are prioritised on a clear roadmap.



## 4 Build digital capability and inclusion

### Our aim

We need highly skilled digital, data and technology resource which can be deployed to support our ongoing transformation needs. We also need to upskill our employees to be confident with technology and use this to implement the digital elements of service delivery to better meet the needs of residents and support those who do not have digital access. And in turn, ensure residents are supported to have access to and use digital devices, or supported if they can't. The intended outcomes of this workstream are that:

- Our employees feel confident in their knowledge and skills around the technology they need to do their jobs
- We can adapt quickly from project to project, using digital resources to help the council prioritise and meet its needs
- Improve our digital capability and engagement with our residents and businesses.

We need highly skilled digital, data and technology resource which can be deployed to support our ongoing transformation needs.



## 4 Build digital capability and inclusion

### To do this we will:

- Create a permanent rolling programme of digital apprenticeships, working with local higher educational institutions to build pathways for young workers and graduates who are interested in digital, technology and data
- Build digital, data, technology teams in the council consisting mainly of permanent staff with a small number of contractors or partners
- Partner with business areas across the council to co-create service transformation plans enabled by technology and then deliver on them
- Work with other boroughs, government bodies and suppliers to share learning, work together and improve
- Focus customer experience on supporting the digitally excluded and vulnerable
- Ensure residents have access to digital services to transact with the council and find council-related information.

Create a permanent rolling programme of digital apprenticeships, working with local higher educational institutions.





## 5 Deliver a digital place

### Our aim

There is also an important role for the council in facilitating the use of digital technology to bring about further improvements within the borough, and the way it functions. This is increasingly important as Hillingdon, like many other areas, faces challenges from population growth, automation, congestion and the climate crisis. The intended outcomes of this workstream are that we will:

- Improve digital connectivity across the borough
- Improve sustainability across the borough
- Improve our digital capability and engagement with our residents and businesses.

Page 147

There is also an important role for the council in facilitating the use of digital technology to bring about further improvements within the borough.



## 5 Deliver a digital place

### To do this we will:

- Continue our programme of boroughwide fibre and mobile connectivity improvements, increasing bandwidth for the council, businesses and residents
- Help Hillingdon become a Smart City by having a planning service that instils digital innovation into current and new developments
- Create a clear digital offer to businesses that defines the way in which they should engage and interact with the council
- Use of cutting edge technology to capture data to gain new insights. For example, information on the performance of assets, such as boilers in council housing, energy use and sustainable energy management systems
- Leverage social value in the digital arena when procuring major contracts i.e. housing developments/commercial builds/any other high value contracts
- Develop the digital economy in Hillingdon.

Page 148



Help Hillingdon become a Smart City by having a planning service that instils digital innovation into current and new developments.







# Key Performance Indicators



Objective: 	Measure: 
User Adoption and Engagement:	Track the number of users adopting and actively engaging with new digital services. This includes the number of registered users, frequency of logins, duration of sessions and a reduction in spend on more costly channels.
Task Completion Rates:	Monitor the rate at which residents can complete tasks using the digital services. High task completion rates suggest that the services are user-friendly and efficient. The number of vulnerable residents / those with complex needs supported.
Customer Satisfaction:	Measure customer satisfaction through surveys, feedback forms, complaints, compliments and other user forums. High satisfaction scores indicate that the digital services are meeting user needs and expectations, whilst lower scores will provide insight into areas where improvements are required.
Digital Uptake:	Compare the number of transactions completed via digital means to those through other channels, reducing paper usage, helping meet the council's climate commitments - measured through a reduction in spend on printing and postage. This helps in understanding the shift towards digital services and the reduction in manual processes.
Support Requests:	Track the number and types of support requests related to the digital services. A decrease in support requests over time indicates that the services are becoming more intuitive and user-friendly.

Page 149

continued on next page >



# Key Performance Indicators

<b>Objective:</b> 	<b>Measure:</b> 
Conversion Rates:	Measure the effectiveness of digital services in driving specific actions, such as making payments or updating personal information. High conversion rates indicate that the services are achieving their intended goals.
Operational Efficiency:	Assess the impact of digital services on operational efficiency. This includes metrics such as the time saved through automation, reduction in manual processes, and cost savings.
Accessibility and Usability:	Evaluate the accessibility and usability of the digital services. This will be done through user testing, accessibility audits, and feedback from users with disabilities.
Website Performance:	Monitor the performance of the redesigned websites, including metrics such as page load times, bounce rates, and mobile responsiveness. High performance indicates that the websites are providing a good user experience.
Research Insights:	Use insights from resident research to prioritise and schedule work. This ensures that the digital services are aligned with user needs and expectations.



This page is intentionally left blank

## CONSULTATION ON REVIEW OF STRATEGIC CLIMATE ACTION PLAN

<b>Cabinet Member &amp; Portfolio</b>	Cllr Eddie Lavery Cabinet Member for Residents' Services
<b>Responsible Officer</b>	Corporate Director of Central Services
<b>Report Author &amp; Directorate</b>	Ian Thynne Environmental Specialists, Central Services
<b>Papers with report</b>	Climate Action Plan review ( <b>circulated separately, group offices &amp; online copies</b> ) Consultation Strategy

### HEADLINES

<b>Summary</b>	<p>The Council declared a climate emergency in 2020 and followed this with the adoption of the comprehensive Strategic Climate Action Plan. 'The Plan' contains 6 corporate commitments aligned with 9 Key Themes to cover a wide range of action to address the climate emergency. A review of the plan in 2024 formed part of the commitment.</p> <p>'The Review' sets out the action to be taken over the next 3 years (identified as the short to medium term). It retains the vision, corporate commitments and key themes but sets out an amended series of actions to continue to positively tackle the climate emergency in a more focused and targeted manner.</p> <p>The Review also sets out the progress since the adoption of the Plan noting the challenging environment facing all Local Authorities. It identifies significant progress against the majority of the Key Themes and also where further development is required. It also reports on the Council's own positive progress towards its Carbon Neutral target.</p> <p>The Review is intended to be consulted upon, amended to reflect responses where necessary, returned to Cabinet, with the intention of adoption for the start of the 2025 financial year.</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 a sustainable borough that is carbon neutral</p> <p>This report supports our commitments to residents of: A Green and Sustainable Borough</p>

<p><b>Financial Cost</b></p>	<p>The production of the review has been developed using existing internal resources as well as consultancy support to review carbon footprint data. The consultancy support has been funded by Section 106 (carbon) funds.</p> <p>The Review commits to actions that are in line with business-as-usual approaches to tackle climate action, with additional funding from external sources, i.e. Section 106 funds.</p> <p>Action to reduce the carbon footprint will ultimately result in more efficient Council operations with projects prioritised that have the additional benefit of reducing exposure to energy costs or are income generators (i.e. solar panel installations, improved building efficiency, and energy saving measures).</p>
<p><b>Relevant Select Committee</b></p>	<p>Residents' Services Select Committee</p>
<p><b>Relevant Ward(s)</b></p>	<p>N/A</p>

## RECOMMENDATIONS

**That the Cabinet:**

- 1) Approves the Strategic Climate Action Plan Review to be consulted upon.**
- 2) Approves the Consultation Strategy and for the public consultation to be undertaken in accordance with it.**

### Reasons for recommendation

The Council declared a climate emergency in 2020 and responded by producing the Strategic Climate Action Plan ('the Plan') which was adopted in 2021. The Plan included a commitment to undertake a review in 2024.

This commitment was to ensure that continued action remains focused, prioritised and aligned with the Vision and Corporate Commitments set out in the Plan. It also provides the opportunity to reflect on how best to target current resources to maximise effective action.

The commitment also required the review to be subject to public consultation to allow residents, communities and other stakeholders to actively engage in the future actions to address the climate emergency.

## Alternative options considered / risk management

It is considered that a 'business as usual' approach, (i.e. retaining the current Plan and not undertaking a review) would still result in effective climate action but it would not necessarily be a targeted or efficient use of resources available. This approach would also be inconsistent with the commitments made in the original Plan.

## Select Committee comments

None at this stage. The Residents' Services Select Committee will be engaged in the consultation on the Plan at its meeting in November. Additionally, through the Terms of Reference of the Committee there is strong overview and scrutiny of the Council's climate change efforts. The select committee has previously scrutinised the Plan annually and is programmed to continue this actively into the future.

## SUPPORTING INFORMATION

1. On 16th January 2020 at full Council, the London Borough of Hillingdon declared a climate emergency. The impetus for the declaration was a petition from residents and Member recognition of the global and local issues associated with climate change. The declaration impacted council business across all departments as it looks for ways to adapt and mitigate for climate change.
2. The Adoption of the Strategic Climate Action Plan followed in 2021 and set out how the Council would respond to the climate emergency. This included a series of corporate commitments aligned with 9 key themes which would heavily influence Council wide operations. The Plan included a series of specific actions linked to the themes. These were comprehensive and ambitious.
3. The declaration and subsequent plan also heavily influenced the subsequent Council Strategy which states:

*Hillingdon will be a sustainable, carbon-neutral borough, protecting Hillingdon's heritage, built environment and valued green spaces. Residents will live in pleasant neighbourhoods with access to sustainable waste management and transport.*

4. The Plan included a commitment to undertake a review of the actions in 2024.

### *Need for Continued Action*

5. As part of the Review, it has been necessary to restate the need for continued action. Although the Plan set out a great deal of progress across a range of Council operations, it also stated why further action and progress was needed.
6. Since the Plan was adopted, more information and understanding about the impacts of climate change have emerged. The climate continues to warm at significant rates with 2022 and 2023 the warmest years on record. In 2023, the UK recorded the wettest September to December period since 2000 with a sequence of named storms.



7. More information is also now available on the impacts of climate change and how this affects all communities but particularly the most vulnerable. Risks to water supply, localised flooding, loss of biodiversity, heat stress and uncertain food security are among some of the impacts associated with a changing climate. The environmental and social impacts are considered to result in significant economic disruption.
8. The Review therefore presents the need for continued and sustained action.

*Progress*

9. The Review also presents the opportunity to set out how much progress has been made in the last 3 years against the commitments made.
10. It records positive progress against the majority of the 9 key themes with further development required against two (i.e. where progress is less than positive). The Review recognises that progress has been complicated by the challenging circumstances facing all Local Authorities but still reports very positive performance

Key Theme	Progress Recorded
Community Leadership	Moderate
The Council's Own Operations	Very Positive
Building Better Places	Very Positive
Using and Producing Clean and Green Energy	Positive
Waste Management	Very Positive
Climate Change Adaptation and Mitigation	Positive
Carbon Offsetting	Positive
Sustainable Transportation	Positive
Transparency, Communication and Reporting	Development Required

11. Progress has been particularly positive in relation to our commitment to become Carbon Neutral. It sets out a 54% reduction in our own emissions from the 2020 baseline reported in the original Plan. This is a significant achievement and reflects considerable work to improve the fleet and reduce emissions across Council assets.
12. Importantly, the most recent Public Sector Decarbonisation Scheme (PSDS) work at the Civic Centre is forecast to make a significant contribution to carbon reduction. The Civic Centre is the asset with by far the largest carbon footprint and the PSDS project will reduce this by nearly 50% once complete and operational.
13. The Review also considers wider actions committed to in the original Plan and records significant progress and where further actions should be targeted.

14. Considerable progress is particularly noted in relation to the management of waste, flood risk, green spaces and new development. Areas requiring more development include engagement with schools, biodiversity planning and in relation to the transparency, communication and reporting of progress.

*Action Plan*

15. The Review has identified that the direction of travel set out in 2021 remains broadly the correct one with many of the objectives still relevant, appropriate and sufficiently challenging. Inevitably there are some amendments in order to prioritise resources where maximum benefit can be achieved.

16. The Review therefore concludes with setting out the Actions to be taken over the next 3 years to achieve the Vision and Corporate Commitments. The table above shows where further targeted action would be required with particular attention on work with school and young people (Community Leadership Theme) which was a key part of the original plan.

17. It is recommended that there is a reduced range of actions with those remaining to be more targeted and focused to make an efficient use of the resource available. The Review is not therefore intended to report on what is not going to be taken forward, but to focus on the priority actions over the next three years.

*Review*

18. The Plan will continue to be kept under review with an annual progress report submitted every autumn in addition to scrutiny by the Residents' Services Select Committee. This allows the actions to be revised and added to as and when appropriate.

**Financial Implications**

The targeted actions over the next three years are intended to reflect current workstreams and objectives in line with the Council Strategy; all in line with current budgets. Council Resources along with external funding, for example through the Public Sector Decarbonisation Scheme and Section 106, will be accessed to deliver projects that are deemed to result in meaningful outputs. Below is a breakdown of the Investment in Carbon Initiatives to date and funding yet to be allocated.

**Investment in Carbon Initiatives to date**

Programme	Project	Total Project Budget £000	S106 Funding £000	PSDS Funding £000	Council Resources Funding £000
Carbon Initiative Programme	Carbon Initiatives Programme - Park Lodge Solar Farm	565	0	0	565

Carbon Initiative Programme	Carbon Initiatives Programme - Public Sector Decarbonisation Scheme Civic Centre Winston Churchill Hall Highgrove Leisure Centre Hillingdon Sports and Leisure Centre	19,542	2,263	13,750	3,529
Carbon Initiative Programme	Carbon Initiatives Programme - London Environment Directors Network	80			80
Corporate Property of Works	Grainges, Cedars and Blyth Road Car Parks - installation of Cummulite Emergency Lighting Systems	762	281		481
Civic Centre Transformation	Mezzanine, Basement and Members Car Parks - installation of Cummulite Emergency Lighting Systems	566			566
Civic Centre Transformation	Installation of Commulite emergency lighting system at the Civic Centre Service tunnels below the building	86			86
Carbon Offset Officer	Carbon Offset Officer	59	59		
<b>Total</b>		<b>21,660</b>	<b>2,603</b>	<b>13,750</b>	<b>5,307</b>

**Budget Allocated for Carbon Initiatives yet to be identified and developed**

Programme	Project	Total Project Budget £000	S106 Funding £000	PSDS Funding £000	Council Resources Funding £000
Section 106 carbon reduction	Programmes to be developed	4,400	4,400		
Carbon Initiative Programme	Carbon Initiatives unallocated Programmes to be developed	4,813			4,813
<b>Total</b>		<b>9,213</b>	<b>4,400</b>	<b>0</b>	<b>4,813</b>

To date £21,660k has been invested in Carbon Initiative schemes. Currently the Council holds £4,400k unallocated Section 106 carbon reduction funds along with £4,813k of Council Resources that can be drawn-down against and used towards schemes that will enable to deliver the strategic climate action plan.

The commencement of an extensive school engagement and carbon reduction project is included in the recommended actions for 2025/26 subject to funding from Section 106 resources.

Over the last three financial years, the very positive progress made (referenced in points 10. and 14. under the Supporting Information section above) relating to the Waste Management theme has delivered c.£1m of savings relating to the cost of waste disposal. This has been achieved via initiatives focused on reduction and diversion of residual material and more effective recycling (notably segregated food waste).

Efficiencies are yet to materialise in relation to the Civic Centre carbon initiative works, as they are currently ongoing and expected to complete this financial year.

## RESIDENT BENEFIT & CONSULTATION

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

The climate action strategy is the basis for borough-wide improvements in several areas. Residents and communities will benefit from a clear picture of how the Council is responding to the climate emergency. All actions are intended to respond to the climate emergency which is recognised to have major impacts on residents. In addition, targeted carbon reduction action will result in long term savings through a reduction in energy demand or through income generation from renewable energy supplies.

### **Consultation carried out or required**

The Review is intended to be subject to a full public consultation in accordance with the recommendations set out in this report. The consultation responses will inform the final iteration of the Review and the actions to be taken over the next three years.

## CORPORATE CONSIDERATIONS

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the focus on the priority actions of the Climate Action Plan over the next three-years.

Furthermore, it is noted that £21,660k has been invested to date through S106 funding, Public Sector Decarbonisation Funding, along with Council Resources. A further £9,213k of S106 Funding and Council Resources are yet to be accessed to deliver the projects that are deemed to result in meaningful outputs.

### **Legal**

The Climate Change Act 2008 (“the Act”) placed statutory requirements on the UK government to assess and report on climate change risks. Section 1 of the Act sets a legally binding UK carbon target to reduce net greenhouse gas emissions by 100% by 2050 (“net zero”). Currently there are no statutory targets for local authorities, however, following the Council’s climate emergency declaration in 2021, and in demonstrating its commitment to help achieve the government’s net zero target by 2050, it adopted its Strategic Climate Action Plan (“SCAP”). In line with the

Council's commitment, and subject to a public consultation, a review of the actions set out in the SCAP must now be undertaken in 2024. When consulting with the public, the Council must ensure the process is fair and it is conducted in accordance with the established Gunning Principles which can be summarised as follows:

- consultation should occur when proposals are at a formative stage;
- consultations should give sufficient reasons for any proposal to permit intelligent consideration;
- consultations should allow adequate time for consideration and response; and
- the product of consultation should conscientiously be taken into account by the decision maker.

## BACKGROUND PAPERS

[Climate declaration – January 2020](#)  
[Previous Strategies / reviews](#)



HILLINGDON  
LONDON

# Climate Action Plan Review

Consultation Strategy

October 2024

# Consultation Strategy

## 1. Who we will engage with

The Consultation on the Climate Action Plan Review will be public and open to anyone who wishes to respond. As a minimum, specific communication will be sent to the following groups as they have been identified as priority groups in assisting us with delivering climate action. Further groups will be added to this list for targeted engagement.

Name	Type
Hillingdon residents	Residents
Community groups such as the Crane Valley Partnership	Community Groups
Residents' Associations	Community Groups
Hillingdon Friends of the Earth	Environment Action Group
Friends of Groups	Community Groups
School, College, University	Educational Groups
Business Forums	Business Groups
Environment Agency	Strategic Stakeholder
Thames Water	Strategic Stakeholder
Affinity Water	Strategic Stakeholder
Greater London Authority	Strategic Stakeholder
Natural England	Strategic Stakeholder
Transport for London	Strategic Stakeholder
West London Waste Authority	Strategic Stakeholder
Neighbouring authorities (Buckinghamshire, Hertfordshire, London Borough of Ealing, London Borough of Harrow, and London Borough of Hounslow)	Strategic Stakeholder
Network Rail	Strategic Stakeholder
Heathrow Airport	Strategic Stakeholder
Ministry of Defence	Strategic Stakeholder
London Councils	Strategic Stakeholder

## 2. The public consultation

Stakeholders will be consulted through an online questionnaire which will be hosted on the Hillingdon Council consultations webpage. However, there will be an option for residents to complete the consultation in written format. The Hillingdon Customer Engagement Team and Communications Team will assist with publicising the consultation. The strategic stakeholders will be engaged via email.

The consultation will allow free commentary but will be guided by the following consultation questions:



Questions	Response options
1. Please select the category which best describes you.	Resident Community Group Environment Action Group Strategic Stakeholder Business Group School, College or University Other ( <i>please provide details</i> )
2. Is the need for Climate Action clearly presented?	Open response
3. Do you support the Council's Vision and Corporate Commitments?	Open response
4. Does the Vision and Corporate Commitments cover the main climate action?	Open response
5. Has the Climate Action Plan review helped you understand more about climate change?	Yes, No, Unsure
6. Has the Council progress been properly set out?	Yes, No, Unsure
7. Which areas do you think the Council should prioritise for further interventions?	Open response
8. Do you have any action plans you would like us to reflect in our Plan for 2025-28?	Open response
9. Is there any specific climate action that you would like us to promote?	Open response
<b>Theme 1 – Community Leadership</b>	
10. Is our approach in this area clear to you	Yes, No, Unsure
11. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 2 – The Council's Own Operations</b>	
12. Is our approach in this area clear to you	Yes, No, Unsure
13. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 3 – Building Better Places</b>	
14. Is our approach in this area clear to you	Yes, No, Unsure
15. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 4 – Using and Producing Clean and Green Energy</b>	
16. Is our approach in this area clear to you	Yes, No, Unsure

Questions	Response options
17. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 5 – Waste Management</b>	
18. Is our approach in this area clear to you	Yes, No, Unsure
19. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 6 – Climate Change Adaptation and Mitigation</b>	
20. Is our approach in this area clear to you	Yes, No, Unsure
21. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 7 – Carbon Offsetting</b>	
22. Is our approach in this area clear to you	Yes, No, Unsure
23. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 8 – Sustainable Transportation</b>	
24. Is our approach in this area clear to you	Yes, No, Unsure
25. Are there any areas you would like us to prioritise for 2025-28?	Open response
<b>Theme 9 – Transparency, Communication and Reporting</b>	
26. Is our approach in this area clear to you	Yes, No, Unsure
27. Are there any areas you would like us to prioritise for 2025-28?	Open response

### 3. Timeframe

The public consultation is expected to commence in early/mid-November. A consultation of 6 weeks would normally be recommended but this will be extended to bridge the festive period and allow for consultations into early January. The consultation will therefore be open for approximately 8/9 weeks and run into mid-January.

### 4. Adoption of Review and 2025-28 Action Plan

Following the public consultation, the comments and feedback received will be collated and reviewed. Amendments to the Review will be made and presented to Cabinet to allow for adoption for the start of the 2025 financial year.

An annual review will be produced every Autumn when outturns from energy usage data is available.

## TRANSPORT FOR LONDON, LOCAL IMPLEMENTATION PLAN, NEW THREE-YEAR DELIVERY PROGRAMME 2025/26 to 2027/28

<b>Cabinet Member &amp; Portfolio</b>	Councillor Jonathan Bianco Cabinet Member for Property, Highways and Transport
<b>Responsible Officer</b>	Corporate Director of Place
<b>Report Author &amp; Directorate</b>	Sophie Wilmot Place Directorate
<b>Papers with report</b>	<ul style="list-style-type: none"> <li>▪ Appendix A – Safer Corridors &amp; Neighbourhoods – Proposed 3 Year Delivery Plan</li> <li>▪ Appendix B – Bus Priority – Proposed 3 Year Delivery Plan</li> <li>▪ Appendix C – Safer Cycleways Development – Proposed 3 Year Delivery Plan</li> <li>▪ Appendix D – Cycle Parking – Proposed 3 Year Delivery Plan</li> <li>▪ Appendix E – Borough Safer Junctions – Proposed 3 Year Bid</li> </ul>

### HEADLINES

<b>Summary</b>	The purpose of this report is to brief Cabinet on the proposed bid to be set out by LBH Officers regarding the Transport for London Local Implementation Plan (LIP) funding for a new three-year programme covering the financial years 2025/26, 2026/27 and 2027/28. The report also recommends that Cabinet approve the proposed bid as set out in the report and delegate authority to the Cabinet Member for Property, Highways and Transport to agree any changes or additions prior to the submission deadline and to submit the Council's new three-year Local Implementation Plan Delivery Programme bid by the deadline.
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<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: A Green and Sustainable Borough</p>
<b>Financial Cost</b>	There are no direct financial costs to the Council.
<b>Select Committee</b>	Corporate Resources & Infrastructure
<b>Relevant Ward(s)</b>	Boroughwide

## RECOMMENDATION

**That the Cabinet approve, in principle, the proposed bid outlined in this report for funds from Transport for London (TfL) to implement the Council's Local Implementation Plan (LIP) and delegate authority to the Cabinet Member for Property, Highways and Transport to agree any changes or additions prior to the submission deadline and to submit the Council's new three-year Local Implementation Plan Delivery Programme bid by the deadline.**

### **Reasons for recommendation**

Transport for London (TfL) require the Council to prepare and submit a proposed programme of works, referred to as 'FORM A', each year which acts as a funding bid for the following financial year. At certain stages in the cycle, TfL require boroughs to submit a three-year programme of funding, often following the publication of new delivery guidance.

The schemes set out need to deliver the Council's Local Implementation Plan (LIP), which is developed to set out how Hillingdon aims to achieve the Mayor of London's Transport Strategy.

A draft 'FORM A' for the three-year programme is to be created and will be submitted in draft to Transport for London for comment by 15<sup>th</sup> November 2024. Any comments made by TfL will be reviewed by Officers and changes made to the 'FORM A' submission prior to the final submission date of 13<sup>th</sup> February 2025. An 'in principle' approval from the Cabinet is being recommended as the exact content of the formally submitted 'FORM A' could be subject to change based on feedback or suggestions from Cabinet and TfL.

The approval of the delegation of authority to the Cabinet Member for Property, Highways and Transport to agree any changes and to submit the document is recommended as there is likely to be a short amount of time to finalise the submission document.

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

An alternative option would be for full Cabinet to authorise the final Delivery Plan submission, however the deadline of submitting this bid would likely be missed, which will have a negative impact on the award of Local Implementation Plan funding.

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

To agree such external funding bids requires Cabinet authority. Cabinet may also delegate such matters to the relevant Cabinet Member.

### **Select Committee comments**

None at this stage.

## SUPPORTING INFORMATION

### Overview

1. The Greater London Authority Act 1999 requires each London borough to prepare Local Implementation Plans (LIP) containing proposals for how they will implement the Mayor of London's Transport Strategy. TfL have published new guidance on developing the latest round of three-year Delivery Plans; this Guidance will be used to help shape the Council's Delivery Plan programme as '*failure to comply with this guidance is likely to have an impact on the award of funding in due course.*'
2. The Guidance requires Delivery Plan programmes to derive from the approved LIP in line with core measures which have been identified for each of the different funding streams. The programmes should plan for the delivery of the Mayor's Transport Strategy priorities for Healthy Streets across the borough. The guidance also requires that Delivery Plan programmes be underpinned by a strong evidence base. To this end, TfL have provided the Council with data sets and maps that highlight priority corridors for a range of modes and themes. These include road safety, buses, walking and cycling. In tandem with these data sets and maps, the Council may also use locally held data, as well as taking into account stakeholder views to support its programme.
3. On 12<sup>th</sup> July 2024, Hillingdon received the final LIP guidance titled '*Guidance for boroughs preparing Delivery Plans 2025-2028*' from TfL. The guidance outlines that draft 'FORM A' submissions need to be submitted by 15<sup>th</sup> November 2024, with final versions being submitted by 13<sup>th</sup> February 2025 once revisions have been made following comments from TfL.
4. In order to create the three-year programme, TfL have advised boroughs to use funding amounts awarded in the previous financial year, 2024/25, as 'guidance'. TfL have also released details of new funding pots, against which Boroughs are able to submit scheme bids or expressions of interest, which are detailed within this report.
5. Members will appreciate that the initial proposals and associated estimates are set out in good faith as part of the process to agree a basis for funding with Transport for London, but the subsequent detailed development, capital allocation approvals and related steps will all be subject to Member guidance and the usual formal approvals. It is entirely conceivable that as the programme reaches the actual development phase, some of the proposals set out here may need to be modified, rescope or abandoned and, if so, new alternatives will be put forward for agreement by both TfL and Members. Without the progression of TfL's 'FORM A', there will be no funding arrangement at all.

### Funding Streams & Proposals

#### **Safer Corridors and Neighbourhoods – Potential funding allocation: £1,202k per year**

6. The Safer Corridors and Neighbourhoods budget is the main funding provided to boroughs to deliver their LIP, which looks to address the targets set out in the Mayor of London's Transport Strategy. This funding allows boroughs to carry out a range of projects of varying

sizes, including educational based activities, although these can be no more than 20% of the total budget.

7. The new guidance outlines that the majority of projects put forward under this budget should deliver one of the core measures identified by TfL in the guidance. The core measures identified for this fund include but are not limited to schemes which deliver the following:
  - Traffic reduction – modal filters.
  - Safer Town Centres – modal filters, bus gates, pedestrian only spaces, school streets.
  - Speed reduction – 20mph speed limits.
  - Crossings – new formal crossing, pedestrian stages to existing signals, upgrading of existing crossings, introduction.
  - Safer junctions – banning movements, cycle protection, bus gates, traffic filters.
8. The measures submitted for this fund must be underpinned by a strong evidence base as provided by TfL in the borough data sets and maps that highlight priority corridors for a range of modes and themes. These include road safety, buses, walking and cycling.
9. As all scheme details are developed, they will firstly be discussed with the Cabinet Member for Property, Highways and Transport prior to progressing to the consultation and implementation phases.
10. A note about Staffing Costs: TfL state, in their various guidance in terms of staff cost relating to LIP funding, as follows:

**Staff Costs**

*Subject to available funding TfL currently plans to fund reasonable staff salary costs associated with the delivery of projects and programmes within the LIP three-year plan. However, boroughs are reminded that staff costs can only be booked to schemes with specific deliverables. TfL will not allow a scheme to be created to simply cover the staff costs of an individual or team (headcount) working on the wider LIP programme and staff costs cannot be greater than 10% of the project cost unless agreed in advance with Transport for London.*

11. The costs of project delivery will legitimately **include appropriate and relevant staff costs** (for example, relevant work by highways engineers) within the parameters permitted by TfL (up to a maximum of 10% of the project cost).
12. Based on the criteria for this fund set out by TfL, Officers have put together a proposed draft set of schemes for the three-year programme, which are summarised in Appendix A. The tables in Appendix A outline the details of the proposed schemes and justification as to why these schemes have been suggested along with the benefits the schemes will bring should they be implemented within Hillingdon.

**Cycle Training – Potential funding allocation: £TBC**

13. Transport for London have confirmed that all boroughs will be awarded a ring-fenced grant to facilitate cycle training. The fund is to be used solely on delivery of a Council's Bikeability

and Adult Cycle Skills Training programme. TfL would like a total of 25% of the fund to be used to develop and facilitate adult cycle skills training. Officers will provide further details of the magnitude of this fund when details have been provided by TfL.

#### **Bus Priority – Potential funding allocation: £200k per year**

14. Another ring-fenced grant available from Transport for London is for Bus Priority schemes, which are schemes where improvements are proposed that reduce delays to buses and improve journey times. Again, schemes put forward for this fund should look to deliver a core measure identified by the TfL guidance as well as supporting measures, where appropriate. Core measures identified for this funding stream include the following: new bus lanes, extension to bus lanes, changes to bus lane operating times, bus gates, rationalisation of kerbside activity and bus accessibility enhancements.
15. Based on the criteria for this fund set out by TfL, Officers have put together a proposed set of schemes for the three-year programme, which are provided in Appendix B. The tables in Appendix B outline the details of the proposed schemes and justification as to why these schemes have been suggested and the benefits the schemes will bring should they be implemented within Hillingdon.

#### **Safer Cycle Network Development – Potential funding allocation: £400k per year**

16. Transport for London has a ring-fenced fund for schemes which provide new or improve existing cycleways, which align with the routes defined on the TfL Strategic Cycle Analysis. The guidance looks to direct schemes under this fund to deliver a core measure alongside supporting measures. Core measures identified for this funding stream should align with Cycleway Quality Criteria and include the following: modal filters, protected routes, new crossings, upgrade of crossings; contraflows and access barrier removal or upgrade.
17. Based on the criteria for this fund set out by TfL, Officers have put together a proposed set of schemes for the three-year programme, which are provided in Appendix C. The tables in Appendix C outline the details of the proposed schemes and justification as to why these schemes have been suggested and the benefits the schemes will bring should they be implemented within Hillingdon.

#### **Cycle Parking – Potential funding allocation: £30k per year**

18. Transport for London have made available a ring-fenced fund for provision of cycle parking in a borough. The guidance outlines that this fund can be utilised to deliver cycle parking in the following locations: residential areas, at schools, in town centres and around public transport hubs.
19. Based on the criteria for this fund set out by TfL, Officers have put together a proposed set of schemes for the three-year programme, which are provided in Appendix D. The tables in Appendix D outline the details of the proposed schemes and justification as to why these schemes have been suggested and the benefits the schemes will bring should they be implemented within Hillingdon.



### **Borough Safer Streets – Potential funding allocation: £TBC (new fund)**

20. The Borough Safer Streets fund is a new fund recently launched by TfL for larger schemes at locations / links that are shown to have high accident levels. The TfL guidance outlines some scheme types which could be considered:
- Lowering speed limits: large scale speed reduction schemes, boroughwide 20mph.
  - Modal filters: single or large modal filters to reduce traffic and enable a move to increased active travel and public transport.
  - Safer High Streets: removal of motor traffic; space reallocation; traffic calming.
  - Safer Borough Junctions: reducing traffic; reallocating road space; removing / separating movements; cyclist segregation and upgrades to pedestrian facilities.
21. Based on the criteria for this fund set out by TfL, Officers have put together a proposed set of schemes for the three-year programme, which are provided in Appendix E. The tables in Appendix E outline the details of the proposed scheme and offer justification as to why these schemes have been suggested and the benefits the scheme will bring should they be implemented within Hillingdon.

### **Better Bus Partnerships – Potential funding allocation: £TBC (new fund)**

22. TfL have announced £30 million in funding for a new programme called Better Bus Partnerships. It is proposed that £10 million will be available for three successful boroughs to deliver transformational bus infrastructure and operational improvements. This includes new bus priority measures to improve journey times, better management of road works to reduce delays to buses, improvements to stops and stations to make it easier to change between buses and other modes of transport, and improvements to streets to make it easier to walk to bus stops and stations.
23. At this stage, TfL are asking boroughs to put forward expressions of interest for this fund by detailing locations and scheme ideas. Officers suggest that the Cabinet may wish to submit an expression of interest for improvements to buses around Uxbridge Town Centre as there has been a long-standing desire to improve the conditions for users of the bus station and connection to the town centre and the London Underground services. In addition, Officers are looking at potential changes to St Andrew's roundabout which could result in changes to bus movements.

### **Next Steps**

24. The next steps are draft submission of 'FORM A' in November 2024 and final submission of the new three-year programme by the February 2025 deadline following feedback from TfL and the Cabinet.

### **Financial Implications**

This report is requesting permission for the preparation and the submission of a new three-year delivery programme, spanning from 2025/26 to 2027/28, which is in line with new guidance published by Transport for London.

The guidance published by TfL will be used to help shape the Council's Delivery Plan programme as '*failure to comply with this guidance is likely to have an impact on the award of funding in due course*'. The guidance requires the Delivery Plan programmes to derive from the approved LIP and follow the 'core measures' and data analysis set out by TfL for each funding stream, which have been detailed in the body of this report.

TfL have stipulated that they will now only fund a limited number of studies each year. Similarly, the amount of funding that may be allocated to non-infrastructure behaviour change initiatives is now capped. Taken together, studies and activation measures must now be no greater than 20 per cent of the borough's total allocation. Further to this, TfL have stated that they will fund reasonable staff salary costs associated with the delivery of projects and programmes within the LIP, however staff costs can only be booked to schemes with specific deliverables and costs cannot be greater than 10% of the project unless agreed in advance with TfL.

The final funding allocation from TfL for each year of the new three-year programme is still to be determined. Due to this, TfL have informed boroughs that submissions should be made in line with funding amounts awarded in the 2024/25 financial year for the existing funding streams. For new funds, TfL are asking for bids which will be considered on a case by case basis, with no indicated funding limits for boroughs being outlined. For the financial year 2024/25, the actual funding allocated for the schemes mentioned above total to £1,908k as at month 5. Any changes to this amount and any future additional TfL funding awards will be reported to Cabinet.

The approved capital programme submitted to Cabinet in February 2024 assumes baseline TfL LIP grant funding of £1,458k for each year from 2025/26 to 2028/29. The budget will be refreshed once TfL confirm the final funding position following the submission.

## RESIDENT BENEFIT & CONSULTATION

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

By submitting the new three-year Delivery Plan programme via 'FORM A' to TfL the Council can hope to receive funding for investment in a range of transport schemes that will make improve mobility and accessibility, air quality, personal health, reduce road danger and ease the flow of traffic.

### **Consultation carried out or required**

No consultation has been carried out at this stage.

## CORPORATE CONSIDERATIONS

### **Corporate Finance**

Corporate Finance has reviewed the report and concurs with the Financial Implications set out above, noting that the submission for the three-year delivery plan for 2025/26 to 2027/28 is based on the amount of £1,908k which has been awarded by TfL in 2024/25, along with

additional bids for the new funding streams available for 2025/26, in which TfL will review on a case-by-case basis.

The approved capital programme submitted to Cabinet and Council in February 2024 assumes a baseline TfL LIP grant funding of £1,458k for each year from 2024/25 to 2028/29, which was set at the agreement between DFT and TfL funding levels. The budget will be refreshed once TfL confirm the final funding position for 2025/26 to 2027/28.

## Legal

Legal Services confirm that the Council is responsible for carrying out this function pursuant to section 151 of the Greater London Authority Act 1999. Thus, there are no legal impediments to the Council following the recommendations set out in this report, although any contract that the Council enters into must comply with the Council's Procurement Standing Orders, which were last updated effective 11<sup>th</sup> July 2024.

## Infrastructure / Asset Management

None at this stage.

## BACKGROUND PAPERS

['Guidance for boroughs preparing Delivery Plans for 2025-2028 – Delivering Borough Local Implementation Plans'](#) – Transport for London, July 2024

## APPENDIX A: SAFER CORRIDORS & NEIGHBOURHOODS - PROPOSED 3 YEAR DELIVERY PLAN

### 2025/26 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Cycle training contribution & Cycle events	£85k	Additional funding to support the delivery of both child and adult cycle training, over & above the ring-fenced amount. Funds to allow Dr Bikes to be carried out across the Borough and to support other Council initiatives such as the 'Re-use, Repair, Recycle' days and the disability cycle hub at Pield Heath School.	The ring fenced sum is not sufficient to sustain the high demand on cycle training and events that are requested via the Council's highly regarded Cycle Instructors. Additional funds will allow more events and courses to be run and for support to be given to other Council initiatives to reach a wider audience with cycle promotion.
Pedestrian Training	£60k	Delivery of practical pedestrian training to all schools within Hillingdon via the Council's casually employed Pedestrian Trainers.	The Council initiative has been running very successfully for a number of years with a large number of primary school aged children benefiting from the training each year.
School Travel Plan & STARS related activities	£30k	Funds to support work in schools to create student travel ambassadors to promote road safety and active travel to other members of their school community. An example of the use of the funds could be providing hi-vis vests for a walking bus.	The Council's School Travel & Road Safety Team, work with a number of schools across the borough on Travel Plans via the TfL Travel for Life initiative. The works allow collaboration with schools and for schools to take ownership of travel issues associated with their school.
Active Travel Promotion	£20k	Funds to support and encourage residents, businesses and schools to consider active travel modes to travel to and from school.	This will allow campaigns to support infrastructure improvements proposed. This is particular important for the cycle infrastructure going forward and the supporting promotional measures outlined in the Hillingdon Cycle Strategy.
Road Safety Campaigns	£7k	Funds to allow road safety campaigns to be run across the Borough such as the young driver safety initiatives or drink/ drive campaigns. This will also include campaigns associated with safety improvements across the borough such as introduction of more advance stop lines or changes to junction movements.	This will allow campaigns to support infrastructure improvements proposed.
Boroughwide Accessibility – Mini Programme	£100k	Delivery of small-scale accessibility schemes across the borough such as dropped kerbs. All sites are identified and assessed by the Council's Principal Accessibility Officer and generated from the Mobility and Older Person's Forums.	A package of schemes to improve accessibility around the borough in particular for those with mobility difficulties.
Contribution to the upgrade of the Grand Union Canal towpath and access points	£100k	Funds to upgrade the towpath and access points to Quietway standard to provide a better link for cycling and walking for both commuting and leisure purposes.	There is a large amount of S106 and other grant funding currently available to support this upgrade and this funding will allow further sections to be completed. The continued upgrade of the Grand Union Canal is part of the Hillingdon Cycle Strategy and a key ambition of the Canal & Rivers Trust.
Minor Cycle Schemes – Mini Programme	£100k	Funds to progress a programme of small upgrades and improvements to the existing cycle infrastructure in Hillingdon. The current provision has been audited by consultants and a list of minor improvements have been detailed in order to create better and joined up links for cycling and fill in any 'missing gaps' in provision which have been identified.	This programme of works will allow for benefit to be realised from existing provision and easily create routes that will encourage more people to consider walking and cycling in Hillingdon.
North Hyde Road Phase 3 greening works	£160k	Funds to progress the third and final phase of the pedestrian and cycle improvements along North Hyde Road which are accompanied by the installation of green infrastructure.	This scheme completes works already undertaken on North Hyde Road to improve conditions for active travel and improvements to air quality / protecting people from areas of poor air quality.



Long Lane, Hillingdon – Healthy Street	£150k	Funds to progress measures along Long Lane to improve conditions based on the healthy streets approach. The measures could include but not be limited to: implementation of street trees, improved crossing over side / access roads and improved lighting to increase safety.	Long Lane is a busy road through the borough and provides connections to a number of schools and local services. Improving the environment along Long Lane will make a better travel experience for all in the area and look to encourage more active modes of travel. This work will compliment proposals to improve cycle provision and the reliability of bus services along the link.
Walking & cycling Links to / around Northwood Hills Town Centre	£125k	Funds to implement measures to improve walking and cycling connections to and through Northwood Hills town centre. The works could include but not limited to: dropped kerbs with tactile paving; continuous footways over side roads; waiting restrictions; tightening junctions and providing cycle lane provision.	The data from TfL shows that there is high pedestrian severance in the area, improvements to the pedestrian environment would make connections better for those wishing to access the station and the two large local secondary schools. Improvement works can also encourage more people to use the local services by active travel modes.
Colham Manor Primary School	£10k	Funds to create a 20mph zone outside Colham Manor School and improve the walking and cycle connections around the school. Consideration of an informal / formal crossing point to replace the vacant school crossing patrol post and to future proof safety at the site.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Harefield Junior School	£15k	Funds to improve road safety and support active travel outside the school. The works could include, but not be limited to: installation of new parking restrictions; extend and enhance the 10mph to reduce speeds on approach to crossings and install measures to slow down the exit from the alley to reduce the possibility children could run out of the alley into the road.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Yeading Primary School	£40k	Funds to raise the existing zebra on Yeading Lane to slow traffic and provide an at grade crossing. In addition, the existing belisha beacons will be upgrade to 'Zebrites' and illuminated poles to improve safety further.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Botwell House Primary School	£30k	Funds to improve crossing facilities and accessibility outside of the school. Considerations to be given to the possibility of providing an at grade crossing at the pelican crossing and traffic calming in the area.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Cranford Park Junior School	£10k	Funds to upgrade the guardrail to Visirail and improve accessibility to the school by providing a more comprehensive network of dropped kerbs and tactile paving.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Dr Triplett's Primary School	£15k	Funds to upgrade the belisha beacons at the zebra crossing on Church Road, with 'zebrites' and illuminated poles to improve safety.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Field End Junior School	£25k	Funds to install 'wig-wag' school warning lights and related signage on the approaches to the school entrance.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
U100 footpath – Vine Lane to Long Lane	£70k	Funds to upgrade and improve the footpath which runs between Long Lane and Vine Lane by upgrading the surface and providing a link to Angel Close to make it accessible for more people. Consideration will be given to provide protection to stop fly-tipping and anti-social behaviour.	The proposals will improve opportunities for active travel in the area. The route is close to St Andrew's Park and Uxbridge Town Centre as well as on routes to local schools.
20mph outside schools	£50k	Funds to introduce 20mph zones outside schools across Hillingdon where they do not currently exist. Measures could include but not limited to: signage, road markings, physical traffic calming and engagement with schools.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.

## 2026/27 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Cycle training contribution & Cycle events	£85k	Additional funding to support the delivery of both child and adult cycle training, over & above the ring-fenced amount. Funds to allow Dr Bikes to be carried out across the Borough and to support other Council's initiatives such as the 'Re-use, Repair, Recycle' days and the disability cycle hub at Pield Heath School.	The ring fenced is not sufficient to sustain the high demand on cycle training and events that are requested via the Council's highly regarded Cycle Instructors. Additional funds will allow more events and courses to be run and for support to be given to other Council initiatives to reach a wider audience with cycle promotion.
Pedestrian Training	£60k	Delivery of practical pedestrian training to all schools within Hillingdon via the Council's casually employed Pedestrian Trainers.	The Council initiative has been running very successfully for a number of years with a large number of primary school aged children benefiting from the training each year.
School Travel Plan & STARS related activities	£30k	Funds to support work in schools to create student travel ambassadors to promote road safety and active travel to other members of their school community. An example of the use of the funds could be providing hi-vis vests for a walking bus.	The Council's School Travel & Road Safety Team, work with a number of schools across the borough on Travel Plans via the TfL Travel for Life initiative. The works allow collaboration with schools and for schools to take ownership of travel issues associated with their school.
Active Travel Promotion	£20k	Funds to support and encourage residents, businesses and schools to consider active travel modes to travel to and from school.	This will allow campaigns to support infrastructure improvements proposed. This is particular important for the cycle infrastructure going forward and the supporting promotional measures outlined in the Hillingdon Cycle Strategy.
Road Safety Campaigns	£7k	Funds to allow road safety campaigns to be run across the borough such as the young driver safety initiatives or drink/ drive campaigns. This will also include campaigns associated with safety improvements across the borough such as introduction of more advance stop lines or changes to junction movements.	This will allow campaigns to support infrastructure improvements proposed.
Boroughwide Accessibility – Mini Programme	£100k	Delivery of small-scale accessibility schemes across the borough such as dropped kerbs. All sites are identified and assessed by the Council's Principal Accessibility Officer and generated from the Mobility and Older Person's Forums.	A package of schemes to improve accessibility around the borough in particular for those with mobility difficulties.
Contribution to the upgrade of the Grand Union Canal towpath and access points	£100k	Funds to upgrade the towpath and access points to Quietway standard to provide a better link for cycling and walking for both commuting and leisure purposes.	There is a large amount of S106 and other grant funding currently available to support this upgrade and this funding will allow further sections to be completed. The continued upgrade of the Grand Union Canal is part of the Hillingdon Cycle Strategy and a key ambition of the Canal & Rivers Trust.
Minor Cycle Schemes – Mini Programme	£100k	Funds to progress a programme of small upgrades and improvements to the existing cycle infrastructure in Hillingdon. The current provision has been audited by consultants and a list of minor improvements have been detailed in order to create better and joined up links for cycling and fill in any 'missing gaps' in provision which have been identified.	This programme of works, will allow for benefit to be realised from existing provision and easily create routes that will encourage more people to consider walking and cycling in Hillingdon.
Uxbridge Road, Healthy Streets	£350k	Funds to improve Uxbridge Road in line with the healthy streets indicators. Measures could include but not be limited to: more street trees to provide shade and to help improve air quality in the area; provision of areas where people are able to stop and rest and continuous crossings over side roads along Uxbridge Road.	The proposals will improve conditions for active travel along the Uxbridge Road as well improve the environment and encourage more people to access the local shops and services along the Uxbridge Road. The works will compliment proposed measures to improve cycle provision along the link as well as road safety at key junctions.

Cycle Links to Ruislip & Ruislip Manor	£125k	Funds to improve cycle links to Ruislip and Ruislip Manor town centres by cycle. Measures could include but not be limited to: segregated / protect cycle provision, cycle improvements at junctions and cycle parking at the town centres.	The proposals will improve active travel opportunities to local shops and services. Transport for London data suggests that there is high active travel potential in the area and in particular the route from the White Hart Roundabout to Ruislip has high cycle opportunity potential.
H26 footpath – behind Beck Theatre, Hayes	£45k	Funds to improve the quality of the H26 footpath which runs behind the Beck Theatre through the grassy meadows area and to the facilities on the Uxbridge Road.	The upgrade of the footpath will improve opportunities for active travel in an area with high active travel potential, as well as improve connections between residents and the shops / services which are located on Uxbridge Road. The works will tie into other proposals for upgrades along Uxbridge Road, itself.

## 2027/28 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Cycle training contribution & Cycle events	£85k	Additional funding to support the delivery of both child and adult cycle training, over & above the ring-fenced amount. Funds to allow Dr Bikes to be carried out across the Borough and to support other Council's initiatives such as the 'Re-use, Repair, Recycle' days and the disability cycle hub at Pield Heath School.	The ring fenced is not sufficient to sustain the high demand on cycle training and events that are requested via the Council's highly regarded Cycle Instructors. Additional funds will allow more events and courses to be run and for support to be given to other Council initiatives to reach a wider audience with cycle promotion.
Pedestrian Training	£60k	Delivery of practical pedestrian training to all schools within Hillingdon via the Council's casually employed Pedestrian Trainers.	The Council initiative has been running very successfully for a number of years with a large number of primary school aged children benefiting from the training each year.
School Travel Plan & STARS related activities	£30k	Funds to support work in schools to create student travel ambassadors to promote road safety and active travel to other members of their school community. An example of the use of the funds could be providing hi-vis vests for a walking bus.	The Council's School Travel & Road Safety Team, work with a number of schools across the borough on Travel Plans via the TfL Travel for Life initiative. The works allow collaboration with schools and for schools to take ownership of travel issues associated with their school.
Active Travel Promotion	£20k	Funds to support and encourage residents, businesses and schools to consider active travel modes to travel to and from school.	This will allow campaigns to support infrastructure improvements proposed. This is particular important for the cycle infrastructure going forward and the supporting promotional measures outlined in the Hillingdon Cycle Strategy.
Road Safety Campaigns	£7k	Funds to allow road safety campaigns to be run across the Borough such as the young driver safety initiatives or drink/ drive campaigns. This will also include campaigns associated with safety improvements across the borough such as introduction of more advance stop lines or changes to junction movements.	This will allow campaigns to support infrastructure improvements proposed.
Boroughwide Accessibility – Mini Programme	£100k	Delivery of small-scale accessibility schemes across the borough such as dropped kerbs. All sites are identified and assessed by the Council's Principal Accessibility Officer and generated from the Mobility and Older Person's Forums.	A package of schemes to improve accessibility around the borough in particular for those with mobility difficulties.
Contribution to the upgrade of the Grand Union Canal towpath and access points	£100k	Funds to upgrade the towpath and access points to Quietway standard to provide a better link for cycling and walking for both commuting and leisure purposes.	There is a large amount of S106 and other grant funding currently available to support this upgrade and this funding will allow further sections to be completed. The continued upgrade of the Grand Union Canal is part of the Hillingdon Cycle Strategy and a key ambition of the Canal & Rivers Trust.





Minor Cycle Schemes – Mini Programme	£100k	Funds to progress a programme of small upgrades and improvements to the existing cycle infrastructure in Hillingdon. The current provision has been audited by consultants and a list of minor improvements have been detailed in order to create better and joined up links for cycling and fill in any 'missing gaps' in provision which have been identified.	This programme of works, will allow for benefit to be realised from existing provision and easily create routes that will encourage more people to consider walking and cycling in Hillingdon.
Improved Crossings – illuminated belisha beacon poles	£60k	Funds to upgrade the belisha beacon poles at existing zebra crossings around the borough. The initial focus will be upgrading those near schools which have not already been completed.	This will allow safer crossing points around the borough, in particular in locations used by more vulnerable people.
Crossing between local shops and Cowley Recreation Ground	£25k	Funds to provide a formal zebra crossing between the local shops at Dellfield Parade and Cowley Recreation Ground. Consideration could be given to installing a parallel tiger crossing.	This area is identified as having a very high pedestrian severance so a formal crossing would help overcome this issue. The provision could help encourage people to use both the local shops and the park. The recreation ground is bounded on one side by the grand union canal so a crossing would improve access to this facility for local residents.
Cycle Links to Uxbridge Town Centre	£125k	Funds to upgrade and provide protected / segregated cycle provision on the links leading into Uxbridge Town Centre. The works could also include improvements and extension of the current cycle hire scheme operating between Brunel University and the town centre.	Uxbridge is on TfL's strategic cycle analysis and is Hillingdon's metropolitan town centre. This work will enhance links being created through Brunel University and connect to developments such as St Andrew's Park.
Y13 footpath – Accommodation Lane to Colnbrook By Pass	£90k	Funds to upgrade and improve safety and user experience of the route by improving the surface.	The improvements will ensure making horse riding, cycling and walking safer and more enjoyable and encourage more active travel in the area. The works will compliment proposed improvements for cycling in the area, in particular on Stanwell Moor Road.
Rosedale College	£15k	Funds to provide wig wag warning signage on the approaches to the school.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Harmondsworth Primary School	£10k	Funds to provide road safety and active travel improvements outside and on key routes to the school.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Minet infant & Junior Schools	£50k	Funds to provide road safety and active travel improvements outside and on key routes to the school.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Belmore Primary Academy	£25k	Funds to provide road safety measures and a 20mph zone outside the school. Consideration to the changing access arrangements to avoid cars parking on the footway and over residents driveways.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Guru Nanak Secondary School	£50k	Funds to improve active travel connections to the school, both through Minet Country Park and connection to the new bridge which is to be installed over the canal into the new development at the former Southall gas works site.	The proposals will improve road safety outside the school and encourage more trips by active travel modes.
Park Road, Uxbridge – cycling & road safety	£250k	Funds to provide protected / segregated cycle provision on Park Road, Uxbridge. Consideration of creating Dutch style roundabout at the junctions. The proposals would look to connect into off road provision in Hillingdon Farm park and across to Vyners secondary school.	The proposals will help encourage active travel and connect into other road safety and active travel schemes proposed in and around Uxbridge Town Centre.

## APPENDIX B: BUS PRIORITY - PROPOSED 3 YEAR DELIVERY PLAN

### 2025/26 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Long Lane – between Court Drive & Freezeland Way	£200k	Funds to allow rationalisation of the kerbside activity along Long Lane, including but not limited to implementation of waiting restrictions and possibility of creating inset parking provision at high demand locations. It is proposed that this would be supported by works to infill layby bus stops where possible and to provide improved lighting around bus stops to increase safety and security.	A large number of bus routes travel along Long Lane including school buses serving local schools which would significantly benefit from journey time improvements. The improvements proposed to the lighting will have benefits, in particular to the large secondary schools in the area where a number of young adults access bus stops and services on a daily basis. This section of Long Lane is identified in the TfL analysis as having very poor bus service underperformance as well as being an area ranked as a top priority for Vision Zero. This will also compliment proposals to look at upgrading cycle provision along Long Lane, Hillingdon.

### 2026/27 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Field End Road – between Kildare Close and Deane Croft Road.	£200k	Funds to possibly provide a bus gate / bus priority measures at the junction of Field End Road with Elm Avenue. It is proposed to support this work by to improve safety at the bus stops by reviewing and upgrading CCTV provision, particularly at those stops by Eastcote station and to improve accessibility between the bus stops and the underground station.	Providing improved journey times in this area could provide benefits to those connecting to the station and encourage more use of the bus to link trips rather than the car. This location is identified in the TfL data analysis as a key area where buses are under performing and an area where there is a top democratic need to improve transport in the area. Providing improved CCTV will the feeling of safety for those and encourage travel by public transport. Improving accessibility between the bus stops and station will support potential improvements to be made to make Eastcote Station step free.

### 2027/28 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Park Road, Uxbridge – between Belmont Road and Swakeleys Road	£200k	Proposal to investigate the potential provision of a bus lane on Park Road, to also act as improved cycle provision. Reallocation of road space, removing the wide central reservation.	The scheme will improve bus journey times and encourage more use of public transport, upgrades will support proposed cycle upgrades to Vyners School via Hillingdon Hill and the proposed improvements to St Andrew's Roundabout. TfL data shows this area is very poor in terms of bus performance and rates very high on the vision zero agenda.

## APPENDIX C: SAFER CYCLEWAYS DEVELOPMENT - PROPOSED 3 YEAR DELIVERY PLAN

### 2025/26 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
'Brunel Cycle Route' – link to Pield Heath Road.	£75k	Funds to allow completion of the proposed 'Brunel Cycle route' on Council owned land. A small section of land on the route down to Pield Heath Road, is land owned by the Green Spaces section of the Council. This link will follow the same design as the Brunel Link to ensure continuity on this section of the route.	This allows for the well supported route to be completed in this section. A new tiger crossing has already been completed on Pield Heath Road to facilitate the route. This route is one of the main eight routes outlined in the Hillingdon Cycle Strategy.
Celandine Route upgrades	£125k	Funds for the upgrade of key junctions on the celandine route, which could include but not be limited to cycle lanes, advanced cycle stop lines, measures to slow traffic, improved lighting and new cycle crossings.	The Celandine Route is a key route running along the north and south of Hillingdon providing a mainly off road route for pedestrians and cyclist. The route also aligns with TfL's Strategic Cycle Analysis. The improvement works will improve road safety for all using this route. This is also a key route identified in the Council's Cycle Strategy.
Long Lane – Cycle Lane	£200k	Funds for works to provided protected cycle provision on Long Lane, where possible. This could include but not be limited to: a segregated path, utilisation of slip roads and shared spaces.	Long Lane is a key route through the borough and to a large number of local schools and services, so improving conditions for cycling could encourage people to switch from other modes particular personal car. The route is identified in the Hillingdon Cycle Strategy and has been highlighted as a potential route for improvement by a number of local residents. The works would complement proposals for bus improvements and improvements to road safety along this stretch.

### 2026/27 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Celandine Route upgrades	£150k	Funds for the upgrade of key junctions on the celandine route, which could include but not be limited to cycle lanes, advanced cycle stop lines, measures to slow traffic, improved lighting and new cycle crossings.	The celandine route is a key route running along the north and south of Hillingdon providing a mainly off road route for pedestrians and cyclist. The route also aligns with TfL's Strategic Cycle Analysis. The improvement works will improve road safety for all using this route. This is also a key route identified in the Council's Cycle Strategy.
Stanwell Moor Road – cycle provision	£200k	Funds to provide cycle provision on Stanwell Moor Road between Colnbrook By-pass and Bath Road, to connect into Heathrow Airport at terminal 5. Provision of junction improvements at the roundabout junction with Bath Road to protect cyclists and other vulnerable road users. Connection into improvement works to the junction with Colnbrook By-pass	This route would provide improved active travel opportunities for people working at Heathrow Airport. The works would also tie in to and support works being done by Slough Borough Council to provide new cycle provision along the Colnbrook By-pass, which is potentially to be supported by works by TfL at the signalised junction.
Brunel cycle route – link to Hillingdon Hospital	£50k	Funds to provide cycle provision through quiet residential streets between the new cycle link to be provided through Brunel University and Hillingdon Hospital which is due to go through major redevelopment.	This proposed link route would allow people to safety access the new hospital by active travel to reduce the car demand on the local network and the car parks at the redeveloped hospital. It will also provide a good link to Uxbridge and West Drayton for future residents of the residential section of the hospital works.

## 2027/28 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Celandine Route upgrades	£200k	Funds for the upgrade of parts of the footways on the celandine route, to improve surfaces, reduce pinch points and ensure sufficient width for all users to use the link in a safe manner.	The celandine route is a key route running along the north and south of Hillingdon providing a mainly off road route for pedestrians and cyclist. The route also aligns with TfL's Strategic Cycle Analysis. The improvement works will improve road safety for all using this route. This is also a key route identified in the Council's Cycle Strategy.
High Street, Harlington – cycle provision	£150K	Funds for the provision of cycle lanes and improved junctions for cycling (and walking) along High Street, Harlington between Bath Road and Hayes Town Centre.	This would support a bid to National Highways by the authorities surrounding Heathrow to implement cycle improvement schemes to key commuter routes to/from Heathrow Airport. The route will connect into the provision in Hayes Town Centre and beyond into Yeading to create a significant stretch of cycle route to support active travel to and from Heathrow Airport.
Pump Lane – cycle provision	£50k	Funds to act as a contribution towards the provision of cycle improvements along Pump Lane, Hayes.	This would support S106 developer funding which has been secured to provide cycle provision along Pump Lane, connecting into Hayes Town Centre. It will also support connections by bike to Hayes and beyond from the large residential led development known as the 'Green Quarter' at the former gas works site in Southall which is located at one end of Pump Lane.

## APPENDIX D: CYCLE PARKING - PROPOSED 3 YEAR DELIVERY PLAN

### 2025/26 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
LUL Station Cycle Parking – Northwood	£7k	Funds to upgrade, expand and protect cycle parking in the vicinity of Northwood London Underground station.	Northwood Station has always been one where cycle parking provision is requested by local residents.
LUL Station Cycle Parking – Northwood Hills	£3k	Funds to upgrade, expand and protect cycle parking in the vicinity of Northwood Hills London Underground station.	This will allow work to the cycle parking to compliment proposed improvements to cycle links into Northwood Hills town centre area.
School Parking	£15k	Funds to install safe and shelter cycle and scooter parking at schools across Hillingdon.	This will allow schools to have provision for encouraging people to scoot and cycle to school.
Yiewsley & West Drayton Town Centre	£5k	Funds to upgrade, expand and protect cycle parking in the Yiewsley & West Drayton Town Centres.	The town centres are either side of the newly upgrade Elizabeth Line station with improved cycle parking encourage linked trips & use of local services. Both centres are within 400m of the TfL strategic cycling analysis.

### 2026/27 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
LUL Station Cycle Parking – Ruislip & West Ruislip	£10k	Funds to upgrade, expand and protect cycle parking in the vicinity of both West Ruislip and Ruislip London Underground station.	Both of the stations are within close proximity to the TfL Strategic Cycle Analysis and close to areas where cycle Infrastructure upgrades are proposed within the Council's Cycle Strategy.
School Parking	£15k	Funds to install safe and shelter cycle and scooter parking at schools across Hillingdon.	This will allow schools to have provision for encouraging people to scoot and cycle to school.
Ruislip Gardens – local shopping parade	£5k	Funds to upgrade, expand and protect cycle parking at the Ruislip Gardens local shopping parade.	The local shopping parade is close to Ruislip Gardens station and Ruislip High School, improved cycle parking will encourage linked trips & use of local services. This local shopping parade is within 400m of the TfL strategic cycling analysis.

### 2027/28 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
LUL Station Cycle Parking – Uxbridge	£10k	Funds to upgrade, expand and protect cycle parking in the vicinity of Uxbridge London Underground station.	The station is close to the Strategic Cycle Network and has been an ongoing programme to try and keep up with cycle parking demand in the town centre. This would also support aspirations set out in the recently completed Uxbridge Masterplan document.
School Parking	£15k	Funds to install safe and shelter cycle and scooter parking at schools across Hillingdon.	This will allow schools to have provision for encouraging people to scoot and cycle to school.
High Street, Harlington – local shopping parade	£5k	Funds to upgrade, expand and protect cycle parking at the local shopping parades along High Street, Harlington.	This local shopping parade is within 400m of the TfL strategic cycling analysis and is current subject to a bid to National Highways to allow cycle improvements to be taken forward. The implementation of cycle parking will allow for people to consider stopping to use the local services as they cycle along the route.

## APPENDIX E: BOROUGH SAFER JUNCTIONS - PROPOSED 3 YEAR BID

### 2025/26 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
North Hyde Road / Station Road, Hayes	£500k	Funds to consider and model changes to the operation of the junction of North Hyde Road / Station Road to improve road safety and movement for active travel modes and buses. It is proposed that the design and modelling could look to the possibility of have ASL on all arms of the junction, having the right turn out of North Hyde Gardens for buses only or removing the right turn out of Dawley Road to reduce conflicts in the centre of the junction.	The junction is identified as a top priority for vision zero improvements and collision harm based on TfL data, so reviewing the operation of the junction and making improvements will look to improve safety and reduce the collisions at the junction. This is also a busy junction for bus movements and measures to prioritise buses will improve journey times and allow buses to better serve Hayes & Harlington station.

### 2026/27 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
Uxbridge Road / Lees Road	£500k	Funds to improve safety and pedestrian movements at the junction of Uxbridge Road with Lees Road. It is proposed to review operation of the junction with a view of providing better and segregated provision for cyclists and pedestrians. Other works which could also been considered at the junction, include but are not limited to: working with TfL to ensure the best signal timings, review issues coming out of the service road; providing antiskid on all of the approaches; upgrading the guard railing provision and installing ASL on all arms.	The junction has been identified as having a very high vision zero need and high Collision harm risk. It is also the site a high collision risk link. The works would also compliment other proposals being considered along the Uxbridge Road. Lees Road is also a key link from this area of Hillingdon to Hillingdon Hospital.

### 2027/28 FINANCIAL YEAR

Scheme Title	Funding requested	Scheme Details	Justification
St Andrew's Roundabout & High Street, Uxbridge	£1m	Funds to support proposed changes to St Andrew's roundabout to reduce traffic and provide better provision for those walking and cycling, especially between St Andrew's development and the town centre. Currently, consultants are looking at options for improvements which in particular aims to remove the unsafe subways under the roundabout and reduce traffic, particular on the link outside of the Civic Centre.	The roundabout is identified as having very high collision risk. There is S106 available to expand the scheme further and make more comprehensive improvements to the area. The works will complement the other proposed works in and around Uxbridge Town Centre.

## YOUTH JUSTICE PLAN 2024-2029

<b>Cabinet Member &amp; Portfolio</b>	Councillor Susan O'Brien Cabinet Member for Children, Families & Education
<b>Responsible Officer</b>	Corporate Director of Children's Services
<b>Report Author &amp; Directorate</b>	Nuzhat Ilyas – Youth Justice Service and AXIS Children's Services Directorate
<b>Papers with report</b>	Appendix A - Hillingdon Youth Justice Strategy consultation responses Appendix B - Hillingdon Youth Justice Service Draft Strategy 2024-2029

## HEADLINES

<b>Summary</b>	<p>The Hillingdon Youth Justice Service Strategy 2024-2029 seeks to set out a clear vision and priorities for how youth justice services are delivered in the next five years.</p> <p>At the Cabinet meeting in June 2024, it was agreed to commence a public consultation on the proposed Youth Justice Strategy. The consultation took place from 1 July 2024 to 11 August 2024, including feedback from the Select Committee on 17 July 2024.</p> <p>This report to Cabinet presents the findings of the consultation. Cabinet is asked to note and consider the consultation responses, the recommended changes and recommend the adoption of the Youth Justice Strategy.</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: Thriving, Healthy Households, Safe and Strong Communities</p>
<b>Financial Cost</b>	This strategy will come at no additional cost to the Council and is delivered within existing youth justice resources.
<b>Relevant Select Committee</b>	Children, Families and Education Select Committee
<b>Relevant Ward(s)</b>	N/A



## RECOMMENDATIONS

### That Cabinet:

1. **Considers the findings and overall positive response from the consultation which has informed the final proposed Hillingdon Youth Justice Service Strategy 2024-2029.**
2. **Recommends to the Full Council the adoption of the five-year strategy, as a policy framework document.**

### Reasons for recommendation

The Youth Justice Service Strategy sets out a clear vision and priorities for how youth justice services are delivered in the next five years and forms a key element of the policy framework. During consultation process, residents and partners have had the opportunity to consider and comment on the priorities for service delivery which are outlined in Appendix A.

### Alternative options considered / risk management

Without a Strategy, the Council would not be able to make clear its priorities in relation to youth justice and assist in the development and performance management of work streams and provide a framework for our work with partner organisations. An alternative would be to have youth justice plans signed by Cabinet annually, however, this would not be conducive for the efficiency of the democratic process.

### Democratic compliance / previous authority

Along with the recent guidance from the Youth Justice Board, Democratic Services note that the Youth Justice Plan is one of the Council's policy framework documents as set out in Chapter 4 of the Council's Constitution. Consideration of this Plan has therefore been undertaken in accordance with the Budget and Policy Framework Procedure Rules and these require the Cabinet to set out a timetable for the Strategy's adoption, to include a minimum 6-week consultation period, consideration by the relevant select committee, and therefore, also not subject to scrutiny call-in. The following timetable has been followed:

Draft strategy to Cabinet	27 June 2024 (not subject to call-in)
Consultation (six weeks)	Commence from 1 July 2024
Children, Families & Education Select Committee consultation	17 July 2024
Cabinet final draft	10 October 2024 (not subject to call-in)
Full Council adoption	28 November 2024

### Select Committee comments

The Children, Families & Education Select Committee considered the draft Strategy at its meeting on 17 July and has made the following comments:

*“Placing the child at the heart of the Youth Justice Strategy and having a strong focus on early help and prevention is a real strength of this strategy. The voice of the child is not only crucial in enabling young people to feel empowered, but also in shaping and developing long-term positive outcomes for them.*

*It is important that this strategy is regularly monitored to ensure that the Council continues to deliver positive change for our young people and their families.”*

## SUPPORTING INFORMATION

1. Local authorities have a statutory duty to submit an annual youth justice plan relating to their provision of youth justice services as per Section 40 of the Crime and Disorder Act 1998, which stipulates that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement an annual youth justice plan. The plan sets out how youth justice services in their area are to be provided and funded, how they will operate, and what functions will be carried out.
2. Following updated guidance from the Youth Justice Board (YJB) in 2023, all youth justice plans must be signed off by the full council in accordance with Regulation 4 of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000. To align with other council strategies, we propose the completion of a 5-year plan with annual updates to the Select Committee and Cabinet Member for Children, Families and Education.
3. The Youth Justice Service Strategy builds on the success of the Youth Justice Service and sets a clear vision of how services are delivered to our residents, and key priorities over the next five years to continue to be responsive and meet changing demands and requirements.
4. The vision for the Youth Justice Service is:

*“We are committed to taking a child first approach to understanding the challenges faced by children and families including social deprivation, discrimination, trauma, unmet health needs, and will actively empower children and families to improve outcomes by providing opportunities for every child to succeed. We take a “justice for all” approach by supporting victims, protecting the public and engaging our communities to divert children from entering the criminal justice system.”*

5. Hillingdon Council is committed to putting residents first and reflects this commitment across the council’s plans and services. Our youth justice priorities are directly aligned with this commitment, which are set out in further detail within the strategy. The five priorities are:
  1. Prevention and Early Intervention - Addressing the root causes of offending behaviour and intervene at the earliest possible stage to prevent escalation and reduce the risk of future harm, ensuring the safety and security of our communities.
  2. Over-representation and disproportionality – Addressing disproportionality in youth justice is crucial for ensuring fairness, equity, and justice within our

society to reduce the barriers that prevent children from accessing support, thereby promoting trust in the system.

3. Child-centred practice - Recognising children as active participants in their own lives and advocates for their rights, well-being, and development, creating nurturing environments where every child can thrive.
4. Reducing re-offending - Providing rehabilitation, support, and positive development opportunities, we can break the cycle of offending and promote the reintegration of children into society.
5. Victims and restorative justice - Giving victims a voice and an active role in the justice process, empowering them and helping them to regain a sense of control over their lives, providing them with an opportunity to heal and recover from the harm they have experienced.

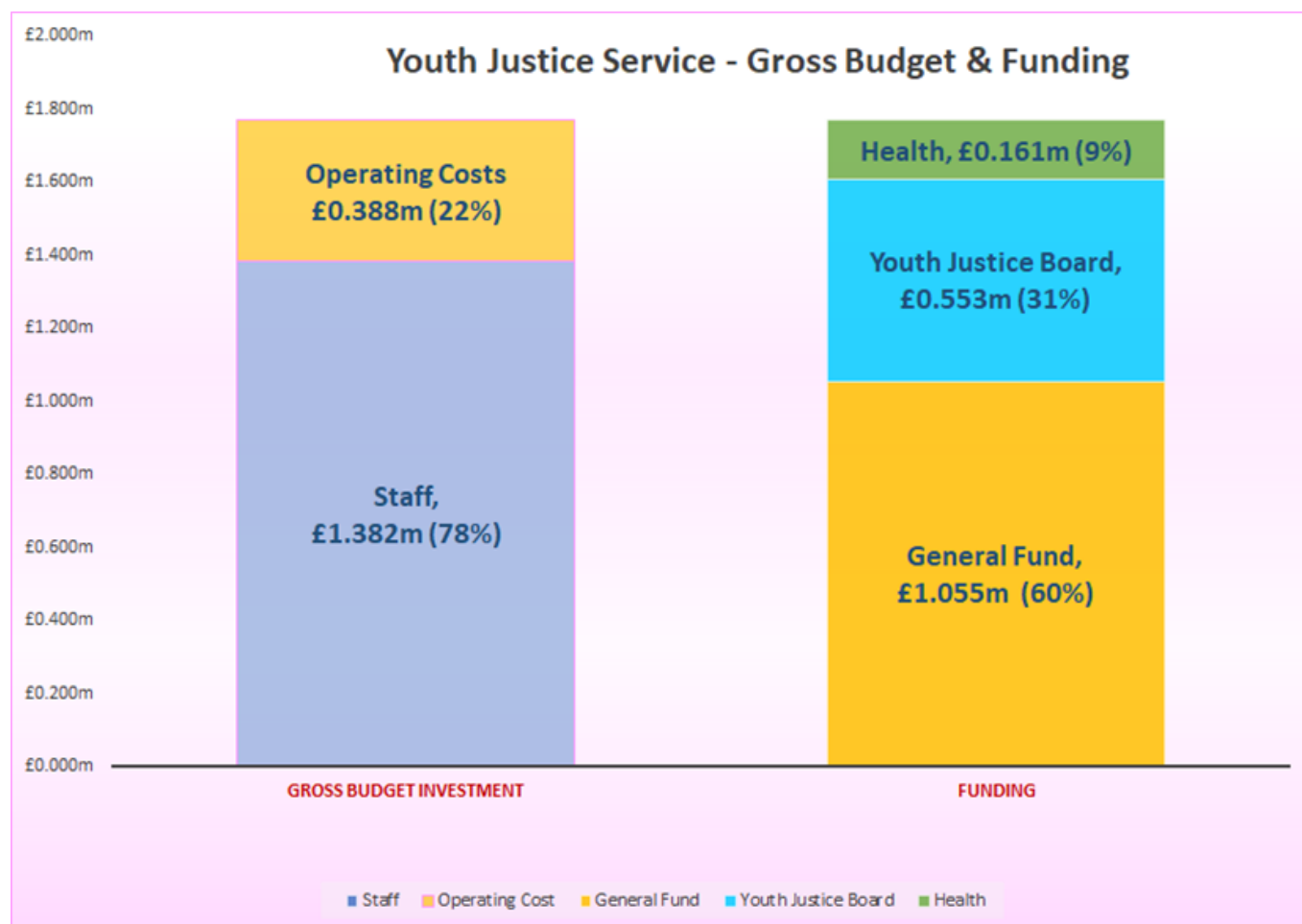
6. The strategy is attached at Appendix B. Following consultation, it is recommended Cabinet approve the new Youth Offer which is informed by the resident consultation, as set out in Appendix A.

### **Financial Implications**

The Youth Justice Service currently employs 20 Staff (18.75 FTE) and spends £1.770m per annum which is funded by a combination of:

- General Fund – 1.055m (60%)
- YJ Board - £0.553m (31%)
- Health - £0.161m (9%)

The service had a small underspend of £0.128m in the Outturn for 2023/24 primarily on staff, accommodation and shortfall on grant which has been addressed in this financial year. The chart below highlights the breakdown of investment and funding. As highlighted in the Strategy paper the service is very successfully managing demand despite the challenges post COVID and the current Cost of Living and financial instability.



There is a duty to provide the service, and it is clear in the current climate that the demands on the service will intensify over the next 5 years of the Strategy. While, at this stage there is no additional risk of financial pressure, there are a few potential risks going forward which the service will need to monitor including:

- Increase in Youth Offending particularly during the ongoing financial instability
- Potential pressure on remand accommodation costs
- Any reduction in funding, particularly grant funding which could critically undermine the effectiveness of the service and result in growth in offending and unintended rise in greater / more acute costs.

While these risks will be closely monitored, the performance of the service over recent years including robust and effective management of its budget, provides a lot of assurance that the Strategy can be delivered effectively within the current budget.

## RESIDENT BENEFIT & CONSULTATION

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

The Youth Justice Service Strategy sets out identifies key challenges and sets out priorities for the coming five years and has a direct bearing on the Council's vision of 'putting residents first.'

The Council will need to ensure that any policies or decisions in relation to youth justice take account of requirements under equalities and human rights legislation, including ensuring that policies and decisions do not discriminate against those with protected characteristics, and complying with the public sector equality duty.

### **Consultation carried out or required.**

Following approval at the June 2024 Cabinet meeting, a public consultation was undertaken with the wider strategic partnership that contribute to the prevention of offending behaviour, as well as residents, including those who access youth justice services in Hillingdon to seek views on the proposed five-year youth justice strategy to inform the final strategy to be presented to Cabinet. Due to democratic process timeline and adherence to the YJB grant conditions the consultation was conducted during a prescribed period.

The consultation involved a structured survey available to all residents which was available continuously for the period 1 July 2024 to 11 August 2024 inclusive.

The consultation was publicly available and actively promoted through a wide range of communication channels during the consultation period, including;

#### **Website**

The on-line survey was publicly available on the Council website for the duration of the consultation period [Have your say on Hillingdon Council's youth justice plans - Hillingdon Council](#). This included publication of a child friendly Youth Justice Service Strategy to maximise consultation engagement from Hillingdon children.

#### **Press Release**

The press release was published on 1 July - Residents encouraged to have say on draft youth justice strategy

#### **Social Media**

Social media was actively used to promote social media posts as per the link below which was shared five times across Twitter and Facebook, 2, 8, 15, 22, and 29 July 2024. This linked back to the above press release. <https://twitter.com/Hillingdon/status/1817877891352330672>

#### **Hillingdon People**

The strategy was also publicised to residents in the July/August edition of Hillingdon People which was delivered to residents between 8 July and 19 July 2024, and available online.

### **Schools**

The strategy was shared with all Headteachers, Governing Board and Education internals in the Education Weekly Update on 16 July 2024 to encourage staff and pupils to complete the survey and was also uploaded onto the LEAP website.

### **Proactive Promotion to Strategic Partnership and children accessing youth justice services.**

The survey was pro-actively promoted to all strategic partners organisations and children and families, inviting comments. This included focus groups held with children and families.

### **Internal Staff**

The strategy was publicised to staff via the Intranet, and through the all-staff email.

### **Select Committees**

A presentation and discussion on the draft strategy at the Children Families and Education Select Committee on 17 July 2024 to invite comments.

### **Consultation key findings**

There were 104 survey responses, 19 of which were completed by children open to the youth justice service. There were also 4 focus groups held with a total of 18 children open to youth justice service, as well as the Children's Participation team.

The five priorities outlined in the strategy have been overwhelmingly supported by the community. This strong endorsement reflects a shared vision for our future and a collective commitment to these key areas.

Valuable feedback from surveys and focus groups, particularly those involving children highlighted a need for more detailed data regarding disproportionality. Addressing this issue is crucial to ensuring fairness and equity in service planning and delivery therefore this has been amended within the strategy itself, particularly to include how the youth justice service will address the over-representation of looked after children and children with speech and language needs.

Appendix A sets out the consultation findings in more detail.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting there are no additional risks of financial pressures associated with the recommendation contained in this report, the Strategy can be delivered effectively within the current approved 2024/25 budget. The below table shows the service has been delivered over the last two financial years with favourable variances at Outturn, with this current financial year it is forecasted to deliver the service with a favourable variance of £57k.

Financial Year	Budget	Actuals / Forecast	Variance
2022-23	889,100	760,604	-128,496
2023-24	941,900	869,531	-72,369
2024-25	829,000	771,971	-57,029

Furthermore, it is noted the future potential risks highlighted in the financial implications will be monitored as part of regular monthly budget monitoring process and reviewed as part of the wider MTFF budget setting process.

### Legal

The local authority must, in consultation with the relevant persons, formulate and implement for each year a Youth Justice Plan setting out how youth justice services in their area are to be provided and funded; and how the youth offending teams are to be composed and funded, how they are to operate, and what functions they are to carry out. The Youth Justice Plan must be submitted by the local authority to the Youth Justice Board for England and Wales. The formulation and preparation of the Youth Justice Plan is a function which may not be taken solely by the local authority's executive. Youth Justice Plans must be formulated having regard to Youth justice plans: guidance for youth justice services.

The guidance provides that local authorities may if they choose, produce a plan over multiple years; in this case an annual update will be required, covering progress against priorities, a summary of performance, any changes in demographics and legislation, and any additional reporting requirements. There are no legal impediments to the recommendation set out at the beginning of report.

## BACKGROUND PAPERS

1. [Hillingdon Family Hub Strategy 2023-2025](#)
2. [Youth Justice Board for England and Wales Strategic Plan 2024-27.odt \(live.com\)](#)
3. [Reducing criminalisation of looked-after children and care leavers | London City Hall](#)
4. [Code of Practice for Victims of Crime in England and Wales \(Victims' Code\) - GOV.UK \(www.gov.uk\)](#)
5. [Youth justice plans: guidance for youth justice services - GOV.UK \(www.gov.uk\)](#)



## Youth Justice Strategy Consultation – 2024-2029

104 Responses

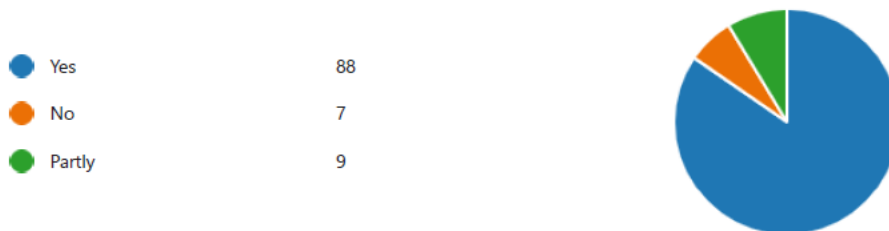
05:32 Average time to complete

1. Please tick the box that best describes you:



■ I am a child open to the youth justice service	19
■ I am a parent/carer of a child open to the youth justice service	2
■ I am a professional that works in the youth justice service	34
■ I am a partner/other stakeholder to the youth justice service	18
■ I am a member of the Hillingdon community	31

2. Do you understand the strategy and five priorities outlined?



3. If you have answered no or partly to question 2, Please tell us why below.

16  
Responses

2 respondents (13%) answered **detail** for this question.

NOT GET TIME young people current practice priorities  
 service levels lot of reading **detail** fully understand TIME TODAY  
 kinda understand high levels of the YOS strategy understand it better Idk  
 SITE No reason experiences poster

Latest responses:

*"I kinda understand"*

*"I don't really get it. But it's about helping us I suppose"*

*"It's too much to take in and fully understand"*

4. Priority 1 'Prevention and Early Intervention' aims to address the root causes of offending behaviour and provide the right help at the earliest possible stage to prevent escalation and reduce the risk of future harm. Hillingdon Youth Justice Service will continue to work closely with colleagues across the partnership to identify children most at risk. Do you agree with this priority?

● 😊 Strongly agree	79
● 😊 Agree	22
● 😐 Unsure	3
● 😞 Disagree	0
● 😡 Strongly disagree	0



5. Priority 2 "Over-representation and dis proportionality" is about making sure everyone is treated fairly, regardless of their background. This means looking at how some groups, especially those from Black, Asian, and other global majority backgrounds, are more likely to be involved in the youth justice system than others. It's important to understand and fix these imbalances to ensure that every child is treated equally. By addressing these issues, we can remove barriers that prevent some children from getting the help they need and build trust in the system. Do you agree with this priority?

● 😊 Strongly agree	75
● 😊 Agree	23
● 😐 Unsure	5
● 😞 Disagree	0
● 😡 Strongly disagree	1



6. Priority 3 'Child-centred practice' focuses on the overall needs of children and their families to promote their health, well-being, and growth. By putting children at the centre, we aim to create healthy, supportive households where every child can reach their full potential. This approach treats children as active participants in their own lives, ensuring their rights and well-being are prioritised, and creating caring environments where they can thrive. Hillingdon Youth Justice Service commits to listen and involve children in decisions that affect their lives. This helps us provide the right support to children and families. Do you agree with this priority?

● 😄 Strongly agree	71
● 😊 Agree	27
● 😐 Unsure	6
● 😞 Disagree	0
● 😡 Strongly disagree	0



7. Priority 4 ‘Reducing Re-offending’ aims to provide support and positive opportunities to break the cycle of offending. Hillingdon Youth Justice Service puts children's best interests first and focuses on understanding their backgrounds and using caring, trauma-informed practices to help prevent them from offending or re-offending. By providing rehabilitation, support, and positive opportunities, we can help children break the cycle of offending and successfully reintegrate into society. Do you agree with this priority?

● 😄 Strongly agree	76
● 😊 Agree	21
● 😐 Unsure	6
● 😞 Disagree	0
● 😡 Strongly disagree	0



8. Priority 5 ‘Victims and restorative justice’ focuses on the needs of victims of crime, providing them with an opportunity to heal and recover from the harm they have experienced. It gives victims a voice and an active role in the justice process, empowering them and helping them to regain a sense of control over their lives. Restorative justice holds children accountable for their actions in a meaningful way, promoting a deeper understanding of the impact of their behaviour. Do you agree with this priority?

● 😄 Strongly agree	71
● 😊 Agree	25
● 😐 Unsure	7
● 😞 Disagree	1
● 😡 Strongly disagree	0

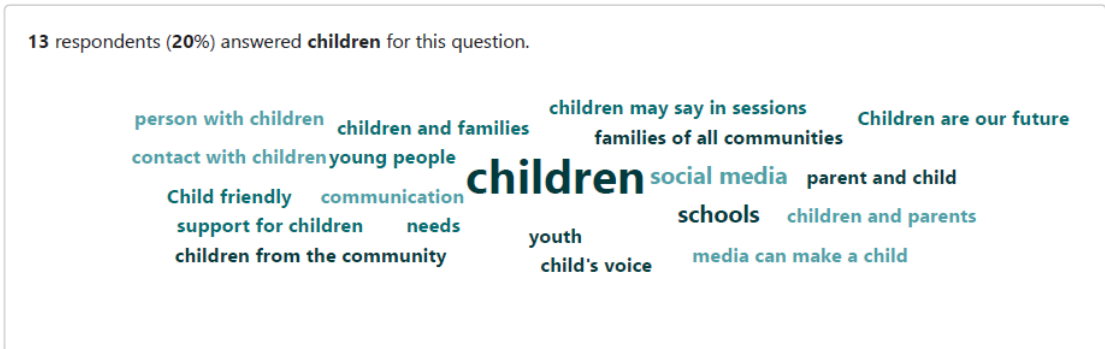


9. Please rate the priorities in order of importance. Use the ↑↓ arrows on your right to move the priorities about.



10. We value open communication with children, young people, and families about how services are provided within the youth justice system. Please share your thoughts on how we can improve this communication.

65  
Responses



Latest responses:

*“Hold a consultation in person with children from the community so they can take ownership of outputs of this work and engage with it.”*

*“I've had good communication with everyone here and not come across anything that needs improvement at the minute”*

*“I work as a teacher and youth coach and my experience of communicating with young people is to be upfront, honest and transparent with them. They know when people are paying them lip service, and they really value being genuinely seen and heard, and seeing action being taken based on their thoughts and feelings.”*

*“Social media, meeting children and families out in the community”*

11. What is the best way to engage with you as a child and family member?

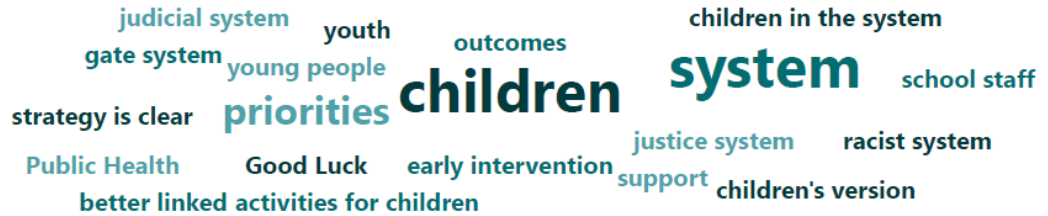
● Social media platform	32
● Online surveys	9
● Being part of a focus group	9
● Face to face meetings	37
● Other	7



12. Are there any additional comments you would like to make regarding the priorities or the overall strategy?

47  
Responses

6 respondents (13%) answered **children** for this question.



Latest responses:

*“It’s important that school staff are trained in implementing these strategies- this should come from children’s directory. I find that quite often the child’s life is adversely impacted by their interaction with school staff which may result in them encountering with the justice system. Also keeping the child at the heart of everything should be the first priority as this would naturally lead to early intervention as their wellbeing and family’s wellbeing is prioritised”*

*“My child has been supported by the YJS team, I feel that there should be more opportunities for feedback and involvement e.g. discussions on the work the whole team is doing around the 5 priorities”*

*“Great priorities that all link”*

*“I think the priorities are solid, I think the children's version the intro should be updated so there is more context about what the YJS does and therefore who it aimed at. Also the what you are doing (actions) and how you know that you've been successful (outcomes) being separated”*

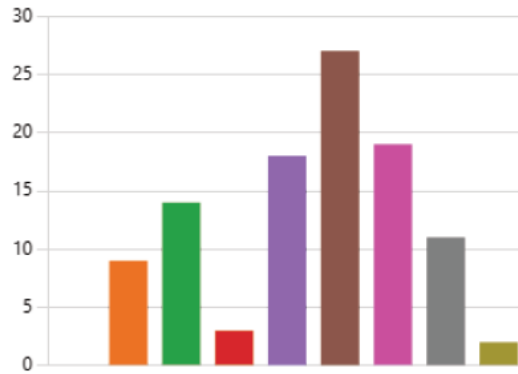
13. Are you?

<span style="color: blue;">●</span> Male	36
<span style="color: orange;">●</span> Female	64
<span style="color: green;">●</span> Prefer not to say	3
<span style="color: red;">●</span> Other	0



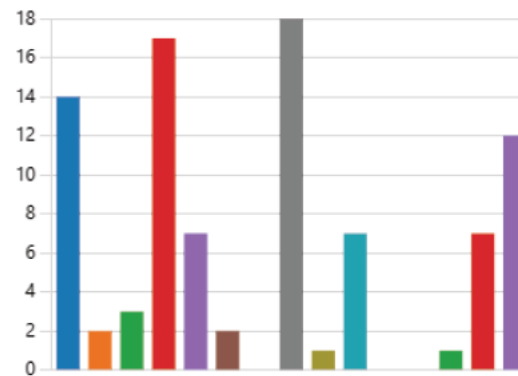
14. Which age range do you belong to?

Under 10	0
10-15	9
16-19	14
20-25	3
26-34	18
35-44	27
45-54	19
55-64	11
65+	2



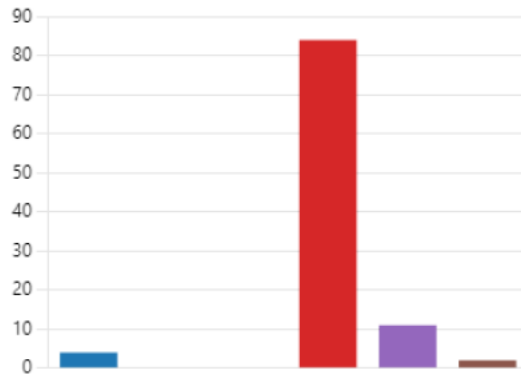
15. To help us understand your experience based on where you live, please tell us your postcode.

HA4	14
HA5	2
HA6	3
UB3	17
UB4	7
UB5	2
UB6	0
UB8	18
UB9	1
UB10	7
TW6	0
TW19	0
WD3	1
UB7	7



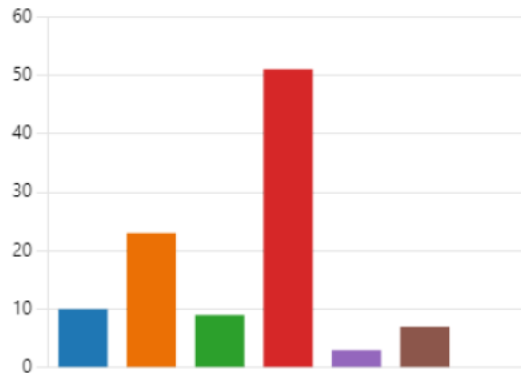
16. Which of the following best describes your sexual orientation?

Bisexual	4
Gay	0
Lesbian	0
Straight/Heterosexual	84
Prefer not to say	11
Other	2



17. Which group best describes your ethnicity?

Asian or Asian British Asian or A...	10
Black, Black British, Caribbean, o...	23
Mixed Heritage (White and Blac...	9
White or White British (English, ...	51
Other ethnic group or backgrou...	3
Prefer not to say	7
Other	0



18. 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	13
No	83
Prefer not to say	7



19. Do you have any special educational needs?

Yes	9
No	88
Prefer not to say	6





20. If you have and wish to share, please provide details below.

6

4 respondents (67%) answered ADHD for this question

Responses

21. The council continuously looks for ways to work in partnership with residents to improve services. Would you like to get involved in helping the council improve its Youth Justice Service provision?

● Yes	21
● No	61
● Maybe	20





## **Draft Hillingdon Youth Justice Service 5-year Strategy**

	Contents	Page
1	Introduction and context	3
2	Governance, Leadership and Partnerships	5
3	Performance data overview: 2019-2024	7
4	Priority 1: Prevention and Early Intervention	11
5	Priority 2: Over-representation and Disproportionality	14
6	Priority 3: Child-Centred Practice	19
7	Priority 4: Re-offending	22
8	Priority 5: Victims and Restorative Justice	25
9	Conclusion	28

## Foreword

As we embark on this journey of shaping the future of youth justice services in Hillingdon over the next five years, it is with great enthusiasm and dedication that I present this strategy document. Our mission is clear: to create a safer, fairer, and more inclusive society for all children, where their rights, needs, and potential are recognised and respected. Over the years, our understanding of youth justice has evolved, driven by research, evidence, and the voices of children themselves. We have learned that effective youth justice services require a holistic, multi-disciplinary approach that addresses the underlying causes of offending behaviour and promotes positive development and rehabilitation through a Child First approach.

This strategy builds upon our achievements and experiences, while also charting a course for innovation, collaboration, and continuous improvement. It reflects our commitment to embracing diversity, equity, and inclusion in all aspects of our work, ensuring that every child has access to the support and opportunities they need to thrive.

Central to our strategy is the principle of early intervention and prevention, recognising that addressing issues at the earliest possible stage can prevent escalation and reduce the risk of future harm. We will work closely with partners across sectors to identify and respond to the needs of children and their families and carers, providing tailored support and interventions that address the root causes of offending and children's safety and wellbeing.

Equally important is our commitment to restorative justice principles, which prioritise accountability, healing, and the repair of harm. We continue to involve children, victims, and communities in the resolution of conflicts and the restoration of relationships, promoting understanding, empathy, and reconciliation.

As we embark on this journey, we do so with humility and a recognition of the challenges that lie ahead as we continue to deliver services post the Covid-19 pandemic. We know that transforming youth justice services requires courage, perseverance, and a willingness to challenge the status quo. But we also know that the rewards are great – safer communities, brighter futures, and a more just society for all.

I would like to express my gratitude to all those who have contributed to the development of this strategy – our dedicated staff, partner agencies, children, families, and communities. Your insights, expertise, and commitment have been invaluable, and I am confident that together, we can achieve our shared vision of a youth justice system that works for everyone.

Together, let us build a future where every child has the opportunity to fulfil their potential, where second chances are not just offered but embraced, and where justice is not just served but served with compassion, dignity, and fairness.

[signed]

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

## Introduction

Hillingdon council has a duty under S.38 of the Crime and Disorder Act 1998 to provide youth justice services to children 10-18 years of age. The principle aim of the Youth Justice Service is to prevent offending by children, through early intervention, prevention, intervention, and rehabilitation. The draft Hillingdon Youth Justice Service (HYJS) strategy sets out its approach to work with children and families accessing youth justice services through early help and prevention and statutory intervention. This 5-year strategy will be developed in consultation with children, parents/carers and colleagues across the partnership and communities reflecting on and reviewing its performance over the last 5 years and considering a range of local and national drivers informing our youth justice work in Hillingdon.

*“We are committed to taking a child first approach to understanding the challenges faced by children and families including social deprivation, discrimination, trauma, unmet health needs, and will actively empower children and families to improve outcomes by providing opportunities for every child to succeed. We take a “justice for all” approach by supporting victims, protecting the public and engaging our communities to divert children from entering the criminal justice system.”*

The Youth Justice Board (YJB) Strategic Plan 2024-2027 states that “the YJB’s vision is for a youth justice system that treats children as children” and sets out its requirements for a Child First approach:

- Prioritising the best interests of children and recognising their needs and potential.
- Promoting children’s individual strengths and their capacities to develop pro-social identities.
- Encouraging children’s active participation, engagement, and wider social inclusion.
- Promoting a childhood removed from the justice system.

Across the youth justice partnership in Hillingdon the use of the word “child” has been widely adopted when discussing children who encounter the criminal justice system. Previous language such as young people or adolescents diluted the focus that those who come into contact with the youth justice system are children and should be supported as such. The work of HYJS and the partnership seeks to support engagement with children in multiple spheres from diversion through the delivery of school-based programmes such as Your Life You Choose, early intervention through active use of Triage interventions and in statutory interventions. Taking a locality, placed based approach by delivering services and interventions to children within their context. Wider work across the local authority, with the development of locality-based family hubs and spoke buildings provides well-resourced and safe places to meet children within the community. Children told us that they are more likely to engage with interventions in familiar surroundings and co ordinating locality delivery supports engagement with wider services. The model works on supporting children to access the right services, at the right time in the right place.

Our plan continues to be set within the context of ongoing public service reform, associated organisational change, financial restraints and responding to the challenges which continue post the Covid 19 pandemic. These circumstances present additional challenges to

organisations as they seek to deliver their core business whilst also contributing to strategic partnerships. However, the partnership approach to developing and implementing this Youth Justice Plan has been informed by a commitment not only to maintain our investment in the youth justice agenda but to enhance it through continued effective collaboration.

### Our Priorities

Hillingdon Council is committed to putting residents first and reflects this commitment across the council's plans and services. Our youth justice priorities are directly aligned with this commitment, which will be set out in further detail in this document. The five priorities are:

1. Prevention and Early Intervention
2. Over-representation and disproportionality
3. Child-centred practice
4. Reducing re-offending
5. Victims and restorative justice

### Context

Hillingdon is the second largest London borough, covering an area of 42 square miles over half of which is a mosaic of countryside including canals, rivers, parks and woodland, interspersed with historic towns and villages. It shares borders with Hertfordshire, Buckinghamshire, Surrey, Hounslow, Ealing, and Harrow. Hillingdon is home to Heathrow airport, which is one of the main local employers, but also a significant entry point for children and young people being trafficked into the country.

- Hillingdon has a higher proportion of 0–19-year-olds than the London average with 26% and this proportion is expected to grow.
- There are approximately 120,700 children aged 0-17 residing in the borough which make up 39.69 % of population.
- 30,965 (25.65%) of these children are aged 10-17
- According to data from the End Child Poverty Coalition, which combines data from the HM Revenue & Customs (HMRC) and the Office for National Statistics (ONS), there are approximately 25,347 children in Hillingdon living in poverty, which is approximately 21%.
- At the 31<sup>st</sup> March 2024 there were approximately 329 children looked after to Hillingdon.
- 35% of all residents that are from a black and global majority background. Hillingdon is an ethnically diverse borough with most black and global majority communities residing in the south of the borough.
- 62% of Hillingdon children aged 10-17 are from a black and global majority background (2021 Census)
- Our residents (aged 3+) speak at least 85 different languages - this is similar to most other London boroughs and other large cities in England & Wales.

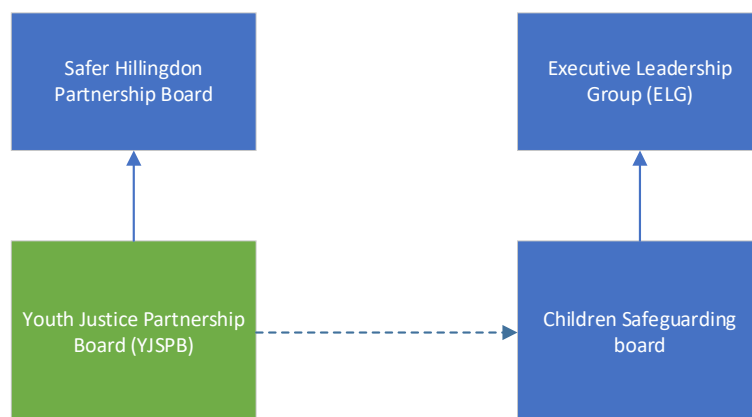
- The 2021 Census tells us that 77.9% of our residents (aged 3+) have English as their main language, followed by Punjabi (4.6%), Romanian (1.8%), Polish (1.7%) and Tamil (1.6%).
- In 2023-2024 3,503 children had an active Education Healthcare plan. This number has steadily increased at an average rate of approximately 11.6% over the last five years.

The YJS is located within the Children, Families and Education Directorate and as such the Assistant Director of Prevention and Youth Justice is part of the senior management team in Children's Services. The effectiveness of the YJS collaborative work has been recognised in both our ILACS and SEND inspection outcomes. We have aligned the YJS with our Youth Offer and Early Help under one Assistant Director which supports our holistic planning for vulnerable adolescents. The full staffing structure and budget costs and contributions will be included within annual youth justice plans.

Governance, Leadership and partnerships

HYJS is funded centrally and through the grant contributions from the Youth Justice Board and statutory partner agencies, in accordance with the Crime and Disorder Act 1998. All funds are used to deliver Youth Justice Services in Hillingdon.

The work of our HYJS is located within the broader context of our Safer Hillingdon Partnership (SHP) and the Safeguarding Children's Partnership Board (SCPB). Both boards have operational and strategic representation from all partner agencies. HYJS is represented at the SHP and SCPB by the Corporate Director for Children, Families and Education. In achieving our ambitions and vision for our children, we continue to receive full political and corporate support and a level of financial investment which ensures that each year's budget setting considers both the needs of the service and the contingencies based on demographic growth and increasing levels of complexity. Our elected member for Children, Families and Education and the Chief Executive have an active interest and understanding of the youth justice agenda. They scrutinise children's services performance and practice updates in quarterly meetings with the Senior Management Team. Complex and high-risk issues have oversight at this level to ensure political, financial and strategic investment to keep children safe.



The YJSPB is co-chaired by the Corporate Director for Children, Families and Education and the Detective Chief Inspector for the West Area Borough Command Unit which demonstrates committed leadership. The YJSPB includes representatives from all of the key partner agencies and operates in line with the YJB Governance and Leadership guidance. The Corporate Director for Children, Families and Education is a member of every senior governance board in the borough and can exert influence and leverage support and resources to further the work of the YJSPB. Similarly, there is a direct understanding of other policy and strategy landscapes to inform the YJSPB plan and to inform others' strategies and plans to be observant of YJS concerns. These include all Council Political meetings, health governance which covers the borough, new ICB, all London DSC Group, West London DCS steering groups, West London Commissioning Alliance whilst maintaining instantaneous direct access to the most senior leadership across the borough and region.

From His Majesty's Inspectorate of Probation (HMIP) inspection in 2021, it was noted by the inspectorate panel that we have a strong management board attendance, this has continued since with an average of 73% of senior partners attending. New Board members have an induction to understand the role of the service and explore the expectations and contributions they will be making to the service. Our governance and leadership arrangements are maturing and whilst we believe we have a clear local vision and strategy for the delivery of a high-quality, personalised, and responsive service for all children, we recognise the need to ensure that vision is promoted and understood by all stakeholders. Our partnership relationships are strong at both strategic and operational levels. Local resourcing levels have been retained despite significant financial challenges for all the partners and the partnership arrangements actively support effective service delivery. Our Board members are active, own the youth justice agenda and recognise the contributions their own agency makes to the it. For example, the ICB rep on the Board initiated a review of the health need of the YJS cohort which resulted in the commissioning of dedicated SALT provision; whilst the Community Safety rep has advocated YJS work and secured MOPAC funding to support early identification and intervention of young people at risk of exploitation.

HMIP inspect youth justice services across England and Wales and form part of HYJS' governance arrangements. This is completed through independent inspection, thematic inspections and reports, recommendations, research and effective practice guidance.

The Youth Justice Board (YJB) for England and Wales is responsible for monitoring and measuring our performance through the submission of national KPIs. The YJB undertakes oversight activity to meet its statutory duty to monitor the operation of the youth justice system. This function is undertaken in line with its independence from national and local government and all named statutory partners.

The oversight process follows an ongoing cycle of:

- monitoring YJS performance against the oversight fields outlined and assigning services to performance quadrants.
- identifying the scale and nature of support needs and/or areas of effective performance and evidence-based practice
- co-ordinating improvement (and where necessary formal intervention).



## Performance data 2019-2024

Together with its partners Hillingdon YJS continues to realign resources to meet service demand and the requirements of the wider public sector reform agenda, which supports transformation of essential services in an evidenced based way to promote best practice.

The YJS informs and supports the Children's 'High Fives'; Contextual Safeguarding, Neglect, where our children live, Targeted Help, Our people. These 5 key strands of operational and strategic activity drive improved outcomes for children in Hillingdon.

The Youth Justice Board (YJB) is responsible for monitoring a number of key performance indicators and each local authority and youth justice partnership must submit quarterly data against each. It is a condition of the YJB Grant that it is used to achieve a positive reduction across all performance indicators with data being published by the Ministry of Justice on a quarterly basis.

The following three performance indicators have been embedded within services and so data has been captured over the years, so we have been able to measure our performance over a longer period.

- 1. Reduction in First Time Entrants (FTE):** children entering the criminal justice system for the first time receiving a disposal at court or a caution.
- 2. Reduction in Re-offending:** monitoring of children who receive a substantiated outcome (not Triage) for a period of 12 months for any further offending and associated frequency.
- 3. Reduction in the use of custody:** reduce the number of children who receive a custodial sentence.

Our HYJS and the partner agencies and professionals, who work with them, have an impressive track record of contributing to the realisation of our vision through effective preventative work, as well as out-of-court and post-court case work. Our performance against the first-time entrants' national performance indicator is consistently strong with the rate below both national and London averages. A focus on early intervention and prevention services across the partnership has contributed to this, including an effective working relationship between the police and the HYJS with regards to decision making and the delivery of robust assessments and interventions. Our custody rates have shown a gradual reduction over recent years but with complex cohorts of children and a national rise in knife crime this remains an area of priority focus. Performance with respect to re-offending should be considered within the context of a much smaller cohort, due to our success at reducing FTEs, containing individuals that often have more complex needs, higher levels of vulnerability and pose a greater risk to others. These young people have a range of challenges and unmet needs, which take longer to address and effect permanent changes in lifestyles and outcomes. As with the national picture we have an over-representation of Black and mixed raced boys in custody which is a priority of activity in this Youth Justice Strategy.

Since April 2023 it has been a requirement of youth justice services to report on the following new key performance indicators, with the first nationally published data expected in Spring 2025.

1. Suitable Accommodation
2. Education, training, and employment
3. Special educational needs and disabilities
4. Mental health care and emotional wellbeing
5. Substance misuse
6. Out of court disposals
7. Links to wider services
8. Management board attendance
9. Serious violence
10. Victims

Youth justice services have access to the youth justice application framework (YJAF) to view data submitted and compare to national data. Data from quarters 1-3 for 2023-2024 on YJAF tells us that Hillingdon is performing above national indicators in the proportion of children in suitable accommodation (an average of 96% in Hillingdon compared to 86% nationally).

The proportion of children in suitable education, training, and employment at the end of their order. Q1-3 showed 87% of school age children were in full time education at the end of their intervention, like the 86% seen at the end of 2022/23. For the non-school age children, 67% were in full-time education up from the 56% seen at the end of 2022/23. We also have a higher than the national average number of children identified special educational needs and disabilities (SEND) and additional learning needs (ALN) with a formal plan. This is reflective of the links we have built with our partners in Education and SEND and continue to ensure that we collaborate with partners to ensure that it is child focused. It is a real strength of HYJS to have a Speech and Language therapist embedded within the service to ensure all children open to the YJS, AXIS and other prevention services such as Turnaround are offered speech and language assessment at the earliest opportunity, to ensure there us an understanding of the needs, collaboration with partners and interventions are personalised to maximise positive outcomes for each child.

HYJS have reported an average of 39% of children open to the YJS with a screened or identified need for an intervention to improve mental health or emotional wellbeing compared to 25.6% of the national average for quarters 1-3 for 23-24. The well-resourced Health Hub within the YJS combines the skills of a Liaison and Diversion worker, full time dedicated Speech and Language Therapist and Child and Adolescent Mental Health practitioner to ensure a coordinated approach to meeting the health needs of children entering the youth justice system to promote positive outcomes.

The total number of outcomes have decreased over the five years, from 246 in 2019-2020 to 100 in 2023-2024. It is positive that the number of court outcomes have decreased by 54% over the 5 years. We have also seen a 65% decrease of out of court disposals and a 77.5% decrease in Triage outcomes in the same period. The main cause of this is due to the increase

in Community Resolutions being given for low-level offences. It is positive that in the last year we have seen an increase in the rate of engagement as compared to the previous year.

The most common offence in 2023-2024 was Violence against the person related, with 60 offences (29.13%). In 2021-22, Drugs had been the most common offence, but this has continued to decrease from 52 offences (28.42%) in 2021/22 to 12 offences (5.83%) in 2023/24. This is due to the continued decrease in triage offences, with drug possession offences being dealt with via Community Resolutions. Burglary, Robbery, and Theft and Handling offences accounted for 33.98% of all offences up from 25.23% in the previous year and 11.48% in 2021/22. For the second year in a row, “Burglary other than dwelling” was the single most common offence, representing 9.22% of all offences. It is important to note that all 19 of these offences were committed by 2 children. However, the next most common offence was “Possess knife blade / sharp pointed article in a public place” with 14 offences, committed by 14 different children. HYJS continues to work with its partners, and this remains a priority for the Safer Hillingdon Partnership.

Hillingdon monitors Serious Violence rates with the assistance of the YJB’s “Serious Youth Violence Tool”. The rate of serious violence increased in 2023 to 7.5, up from 5.3 in 2022 which has put us in line with our YJS Family. This is still lower than historic figures as outlined in the table below. The rate of serious violence offences has fallen in since its peak of 10.7 in 2021. Hillingdon’s rate of serious violence offences has remained below the London rate. Robbery continues to be the most common SYV offence, accounting for 79% of offences in Q1-3 2023/24.

<b>Rate of Serious Violence offences - Year ending December</b>					
	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
<b>Hillingdon</b>	4.5	10.5	10.7	5.3	7.5
<b>London</b>	17.5	13.8	12.4	10.4	10.5

--- Hillingdon YJS Priorities ---

## Priority 1: Prevention and Early Intervention

**Link to Council Priorities:** A thriving economy, Safe and strong communities, Thriving healthy households.

This priority seeks to address the root causes of offending behaviour and explore the wider determinates of social inequalities, intervene at the earliest possible stage to prevent escalation and reduce the risk of future harm, ensuring the safety and security of our communities.

HYJS is situated within the Children directorate and falls under the umbrella of Prevention and Youth Justice. HYJS, and its partners has an impressive track record of contributing to the realisation of our vision through effective preventative work. This continues to be an area of focus over the next 5 years to further develop our prevention offer. Over the last 5 years, we have seen our First-time entrants (FTE) figures decrease during the COVID pandemic and rise again, however we remain below pre-pandemic levels.

	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024
Number of first-time entrants	64	48	38	46	46

As mentioned previously and outlined in the table below, the total number of outcomes have decreased over the five years, from 246 in 2019-2020 to 100 in 2023-2024. It is positive that the number of court outcomes have decreased by 54% over the 5 years. We have also seen a 65% decrease of out of court disposals and a 77.5% decrease in Triage outcomes in the same period. The main cause of this is due to the increase in Community Resolutions being given for low-level offences.

Outcomes	2019-2020	2020 - 2021	2021 - 2022	2022 – 2023	2023 – 2024
Court	124	76	47	57	57
Pre-Court	122	94	87	56	43
<i>Of Which Triage</i>	98	73	65	33	22
<b>Total</b>	<b>246</b>	<b>170</b>	<b>134</b>	<b>113</b>	<b>100</b>

In the year 2023-2024 we have seen a varied rate of engagement for children receiving a community resolution (CR) with an average rate of 31% of children consenting to receiving intervention with HYJS. This is an increase from the previous year where we had an average of 9% of children receiving an intervention.

Our AXIS service, unique to Hillingdon, continues to offer understanding of the complexity, risk and safety and wellbeing concerns of local children in 'real time'. AXIS is instrumental in identifying children on the periphery of involvement in Child Sexual Exploitation, Child Criminal Exploitation, children arrested for Possession with intent to supply, or those that are linked to suspected 'gang' involvement and serious youth violence. AXIS work with children

referred on a voluntary basis or will refer them to Children's Social Care where appropriate. AXIS also supports the wider partnership and local services' engagement with children and will provide headline data to inform how and where services are delivered in Hillingdon.

In December 2022, Hillingdon was provided funding (ending March 2025) from the Ministry of Justice (MoJ) to mobilise Project Turnaround, to intervene at an earlier stage to prevent children entering the criminal justice system under the Early Help framework. Turnaround has been a success in Hillingdon, and the data shows we have exceeded the MoJ quota of children who have voluntarily engaged with this project and have seen positive outcomes for this cohort for children.

	2022-2023	2023-2024	2024-2025
MoJ Quota	9	26	27
Number of children engaged with Turnaround	9	32	XXX

The Metropolitan Police's Pan-London Project Engage, funded by the VRU (Violence Reduction Unit) was set up in January 2024 to engage with children in police custody, capturing the teachable, reachable moment to build a positive relationship to understand the causes of their offending and identify bespoke interventions and services best placed to divert children from the criminal justice system. The Engage team fosters good relationships with partners, including community and voluntary groups to support children in their own communities and provide opportunities through social inclusion to divert them from criminality.

Our focus under this priority is to embed long term early help systems to enable multi-agency intervention at the earliest opportunity, to divert children from the criminal justice system, build resilience, and promote positive outcomes. This means effective intervention to be targeted towards children and families at risk of experiencing adversity through a myriad of issues including poverty, social exclusion, familial violence, mental health, disability, substance misuse and school exclusions. We believe residents should be able to access the right help at the right time. The Family hub strategy<sup>1</sup> will support this through having integrated 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, situated within their own communities, 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 children.

**Success measures:**

- Ensure assessments support early identification of risks and vulnerabilities.

---

<sup>1</sup> [Hillingdon Family Hub Strategy 2023-2025](#)

- Continued prevention service to support children at risk of entering the criminal justice system after MoJ Turnaround funding ceases.
- Stronger partnerships with colleagues across the partnership to identify children most at risk at the earliest opportunity.
- Reduced FTE rates.
- A reduction in suspensions and permanent exclusions in schools

## Priority 2: Over-representation and Disproportionality

Linked to Hillingdon Council Priority: Safe and strong communities, Thriving healthy households.

Addressing disproportionality in youth justice is crucial for ensuring fairness, equity, and justice within our society. Disproportionality refers to the overrepresentation of certain groups, particularly from Black, Asian, and other global majority backgrounds, within the youth justice system. It is imperative to recognise and rectify these disparities to create a system that treats all children equally, regardless of their background. By addressing disproportionality, we can reduce the barriers that prevent children from accessing support, thereby promoting trust in the system.

The Youth Justice Board states:

*The Youth Justice Board is committed to recognising and addressing inequality and the children who are involved with the youth justice system reflect a range of social inequalities. There is over-representation of children in care, children living in poverty, those with neurodivergent conditions or speech and language difficulties, and those who have experienced trauma. However, the most persistent and significant overrepresentation is children from minoritised racial communities.<sup>2</sup>*

The population of Hillingdon has changed significantly over the last decade as outlined in the 2021 census data:

- White British made up 50% of the 10-17yr old population in Hillingdon in 2011, this dropped to 31% in 2021.
- Asian children made up 24% of the pop. in 2011, this increased to 34% in 2021.
- Black African children made up 6% of the pop. in 2011, this is increased to 9% in 2021.
- Any other ethnic group saw the largest % increase of 174%.

In Hillingdon, black children accounted for 27% of stop and searches compared to 13% of the population in the year 2023-2024. However, 81% of these stop and searches had an outcome of NFA (no further action). There has been a large decrease in the number of children on Bail and those released under investigation in November 2023 (76) compared to February 2024 (19). Black children made up 42% of children bailed/released under investigation in November 2023 but now account for 21% due to an increased focus in this area to reduce the number of children subject to a release under investigation. Our data tells us that Black and Mixed children are less likely to plead guilty; in 2023-2024 8% of black and mixed heritage children were found guilty compared to 3% of White children.

In Hillingdon, black and mixed children are more likely to experience adverse childhood experiences, such as poverty, neglect, and parental conflict, in the early years of their lives.

---

<sup>2</sup> [Youth Justice Board for England and Wales Strategic Plan 2024-27.odt \(live.com\)](#)



Black and mixed heritage children account for 18% of children on a CP plan in Hillingdon, whilst making up 6% of the population of children in Hillingdon.

Black children in Hillingdon are 1.4x more likely to be severely obese compared to other ethnicities. 33% of Hillingdon’s current looked after children are of Black or Mixed ethnicity. Black looked after children were less likely to have their health assessment up to date, 72% compared to 95% for White children. They were less likely to have immunisations up to date, 66% compared to 83% for White children. White children had the lowest amount of tooth decay in 5-year-olds.

In terms of education outcomes, 29% of exclusions and 33% of suspensions were from Black & Mixed Ethnicities in the 22/23 Academic Year. Boys (52%) were significantly more likely to not have achieved at least the expected standard in Early Learning Goals by age 5 compared to Girls (70%), with Other ethnic boys (48%) and Black Boys (50%) with the lowest %.

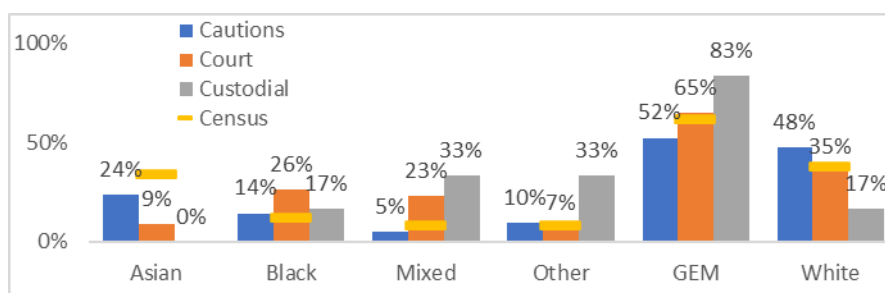
Illustrated below is the Hillingdon YJS data regarding outcomes for children in the youth justice system.

Ethnicity	2019-2020	2020 – 2021	2021 – 2022	2022 – 2023	2023 – 2024
White	44.83%	50.36%	55.56%	49.45%	45.05%
Black	24.71%	17.53%	14.81%	18.68%	19.78%
Asian	15.52%	16.06%	12.04%	6.59%	13.19%
Mixed	13.79%	10.95%	12.96%	16.48%	14.29%
Other	1.15%	5.11%	4.63%	8.79%	7.69%

Black and Asian ethnic children saw an increase in both the number and proportion of children compared to the previous year. White and Mixed Ethnicities decreased in both the number and proportion of clients compared to the previous year. The data pre and post pandemic tells us that fewer Black and Asian children received an outcome during the COVID period compared to their white counterparts that received a higher proportion of outcomes however we see an opposite trend for both sets of children coming out of the pandemic.

### Outcomes

Black children have consistently been over-represented in Court and Custodial outcomes, although this has been decreasing in recent years. However, the disproportionality in court and custodial outcomes for mixed race children has been increasing in the last 5 years. Asian children are under-represented at every stage of the Youth Justice service.



\*GEM, Global Ethnic Majority

## Children Looked after

Looked after children are over-represented in the criminal justice system in England and Wales. Looked after children and those with care experience are particularly vulnerable and often the victims of trauma and exploitation.

The table below shows the numbers of children open to HYJS that are on a Child in need (CIN) plan, Child Protection (CP) plan and Children looked After (CLA). In 23-24 20.9% of children open to HYJS were looked after, compared with 0.88% of Hillingdon's 10-17 population

		2020-2021	2021-2022	2022-2023	2023-2024
CIN/CP	#	49	38	31	31
	%	35.8%	35.2%	34.1%	34.1%
CLA	#	19	9	18	19
	%	13.9%	8.3%	19.8%	20.9%

The London Reducing Criminalisation of looked after children and care leavers protocol<sup>3</sup> was published in March 2021 and sets out the roles and responsibilities of all agencies involved in the care of looked after children and care leavers, in reducing unnecessary criminalisation. HYJS continue to develop its response to this, supporting care homes in managing conflict and behaviour using trauma informed approaches, and advocating for children looked after to reduce them from being criminalised.

## Speech and Language

Children in the youth justice system are significantly more likely to have underlying speech and language needs compared to their peers. Research shows that a large proportion of these children have unmet and undiagnosed speech, language, and communication needs (SLCN), which often remain unrecognised throughout their lives. These challenges can manifest in various ways, including difficulties in understanding and using language, which in turn affects their ability to communicate effectively, understand legal proceedings, and engage with services.

Many of these children come from backgrounds where early intervention for speech and language issues may have been limited or non-existent. Factors such as socio-economic disadvantage, lack of access to specialist services, and environments that do not support language development contribute to the underdiagnosis of these needs. Additionally, behavioural issues and academic struggles often associated with language difficulties may be misinterpreted as intentional defiance, rather than being recognised as symptoms of underlying SLCN.

---

<sup>3</sup> [Reducing criminalisation of looked-after children and care leavers | London City Hall](#)

As a result, these children may struggle to articulate their thoughts, understand instructions, or engage in verbal problem-solving, making them more vulnerable to misunderstandings and conflicts with people in authority. In the context of the youth justice system, this can lead to a cycle where communication breakdowns exacerbate behavioural issues, leading to an increased vulnerability to being exploited by others, or engaging in offending behaviour.

Addressing these unmet needs is crucial for breaking this cycle. Early identification and intervention can improve outcomes for these children and reduce the likelihood of children entering the criminal justice system.

Since March 2018, HYJS have commissioned Speech and Language Therapy input. This input was initially commissioned to investigate the level of speech, language and communication needs (SLCN) of children known to HYJS. The service has now evolved so that all children known to HYJS, AXIS and Turnaround are offered an assessment of their speech, language and communication skills. Between March 2018 and March 2024, **480** children received a speech and language assessment whilst allocated to HYJS or the AXIS service.

The table below shows the percentage of children that have presented with an underlying speech, language or communication need (SLCN), and those with moderate-severe speech language or communication needs (MS-SLCN) over the past five years:

	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024
Number of children assessed	108	64	79	84	79
% of children presented with SLCN	66%	72%	71%	58%	71%
% of children presented with MS-SLCN	69%	61%	61%	67%	55%

The data shows there is an over-representation of children with speech and language needs as compared to the general population; 15% of the general population present with SLCN and 6% of the general population present with moderate-severe SLCN.

Speech and Language training has been delivered to police colleagues at Polar Park custody suite which has resulted in an increase of children being refused detention and being invited to attend a Caution +3 interview at a later date. Children in custody are provided with distraction kits which are also used in interviews with children. A session has been held with Magistrates where guidance was offered to consider how they communicate with children in the court room and are guided by HYJS staff attending court to ensure that children understand the process and are supported in the right way. Refresher training has also been provided to HYJS volunteer community panel members who have reported back to state that they have found it extremely useful when chairing panel meetings and communicating with children.

HYJS staff are provided with communication packs that support them in their work with children. The packs contain resources for professionals to use during sessions to support

children's attention and listening, social communication and language. For example: fidget toys/objects, pens and whiteboards.

The strategic partnership is actively working on developing a disproportionality plan and has asked *"How do we, as a partnership address disproportionality experienced by children in Hillingdon within a Youth Justice context?"*. This plan will focus on identifying the root causes of disproportionality and implementing targeted interventions to address them effectively. By working together to tackle this issue, we can create a youth justice system that is fair, equitable, and supportive for all children.

Success measures:

- The production of a disproportionality action plan by the strategic management board in consultation with children, families, community groups and other stakeholders.
- Increased training across partnerships to recognise and address bias and discrimination and develop an understanding of cultural humility.
- Increased provisions and interventions for children with protected characteristics.
- Reduction of overrepresentation of certain groups, particularly from Black, and mixed heritage children within the youth justice system.
- Increased trust in the justice system among children, families and communities affected by disproportionality.
- Collaborate with community organisations, stakeholders, and affected communities to address disproportionality effectively.
- Develop and implement targeted initiatives and approaches to address the root causes effectively.
- Monitor the progress and evaluate the effectiveness of interventions regularly.

### Priority 3: Child-Centred Practice

Linked to Hillingdon Council Priority: Safe and strong communities, Thriving healthy households.

Child-centred practice focuses on the holistic needs of children and their families, promoting their health, well-being, and positive development. By placing children at the centre, we aim to create thriving, healthy households where every child can reach their full potential. It recognises children as active participants in their own lives and advocates for their rights, well-being, and development, creating nurturing environments where every child can thrive.

HYJS recognises the importance of listening to the voice of the child and using it to inform service delivery. Children actively participate in staff interviews and have had the opportunity to pose their own questions to candidates and have supported the successful recruitment of three YJS Officers in the past year.

In 2023-2024 HYJS board members received training from children open to the youth justice system called Walking in Our Shoes: YJS Edition whereby children shared their experiences of the criminal justice system, facilitated activities to provide an insight to board members on the service they receive from professionals in Hillingdon and wider partners, and presented the voices of other children open to HYJS. As a result, board members were able to consider the approaches used in HYJS, considering 'what works' in terms of the impact service delivery has on children. They also reflected on the importance of early intervention and prevention across the wider partnership, and considered how they would embed in their respective services. Following this it has been a commitment to have the voice of the child as a standing agenda item at all board meetings. This has allowed children's experiences to be brought to the board to develop understanding of the child's journey through the criminal justice system and where any challenges/barriers are addressed to ensure there is a child first approach across the partnership.

HYJS prides itself on the collaboration with partners and has recently been awarded the Special Educational Needs and Disabilities (SEND) Lead Quality Mark with Child First Commendation by Microlink PC. This quality mark highlights the strong partnership working across local authority and health services in Hillingdon. In 2023-2024 HYJS provided bespoke speech, language, and communication training to colleagues in the Metropolitan police working in our local police custody suite, Polar Park. As a result, we have found reduced numbers of children being detained in custody, and increased use of Caution plus 3 interviews. As a result of ongoing work with the custody suite, they have embedded a child-centred approach to custody. Children have access to distraction kits, custody video-books as well as access to child-friendly leaflets outlining the custody process, and possible outcomes. Custody staff have also received speech and language training which has supported custody staff to ensure that they are meeting the speech and language needs of children in police custody.

The well-resourced health hub within the YJS combines the skills of a Liaison and Diversion worker, Speech and Language therapist and Child and Adolescent Mental Health practitioner

to ensure a co-ordinated approach to meeting the health needs of children entering the youth justice system to promote positive outcomes.

The YJS Education and Employment Officer ensures all children open to HYJS have their education, training and employment (ETE) needs adequately assessed and the appropriate provision is provided both in the community and in custody with the support of partner agencies. This includes Under 16 education and post 16 provision. In the last five years we have experienced a reduction of ETE providers and face barriers in achieving ETE places for children. However, there are good partnerships with colleagues with Education and SEND which supports a collaborative approach in keeping children in education, and re-engaging those children who are NEET or missing from education. HYJS is an accredited centre with AQA and provides children with the opportunity to acquire AQA qualifications as a stepping stone to further ETE pathways.

HYJS have developed the intervention 'My Support Plan' which is utilised to support practitioners get to know the children they are working with, understand their life experiences and how it forms part of their identity. The support plan focusses on diversity to understand the child beyond their offence. This is designed as the initial piece of work in the intervention to begin to build rapport, get to know the child and create SMART targets, which has been evidenced in case file audits and has received positive feedback from children and families.

HYJS believe children have the right to be heard and participate in decisions that affect them. Capturing feedback from children and families provides valuable insights into their experiences, perspectives and understanding of the criminal justice process. One of the ambitions of the YJB strategic plan 2024-2027<sup>4</sup> is to influence and develop policy and practice of child first across the youth justice system, which includes improving the court experience and outcomes for children. We capture children's experience of court proceedings to ensure that they are fair, transparent, and based on accurate information. It allows for a more balanced and comprehensive understanding of the situation, reducing the risk of misinterpretation or bias.

Children and families are also involved in every step of their involvement with HYJS. Their participation in agreeing interventions and reviewing their progress leads to better outcomes in terms of their well-being, behaviour, and compliance with court orders. When children feel listened to and respected, they are more likely to engage positively with interventions and take responsibility for their actions. Co-production and participation from children and families also helps professionals identify risks or protective factors and inform decisions aimed at addressing their needs and preventing further harm.

Our focus under this priority is to further develop our child first approach and support active participation and engagement of children and families to encourage co-production of intervention plans and resources.

Success measures:

---

<sup>4</sup> [Youth Justice Board for England and Wales Strategic Plan 2024-27.odt \(live.com\)](#)

- A commitment to continue to commission training/deliver tailored workshops to further develop practitioner's understanding of child centred practice.
- Speech and language training to be delivered to wider partnerships such as magistrates, and refresher training to be delivered to local police custody suite and YJS staff.
- Increased evidence of participation with children to inform service delivery.
- Achieving strengthened relationships with colleges and mainstream schools in Hillingdon.
- Improved pre-emptive action across the partnership to prevent suspensions and exclusions and widen opportunities for vulnerable learners.
- An increase in the availability of ETE providers for our children.
- Better collation of children's feedback regarding their experiences in police custody, court and HYJS.

#### Priority 4: Reducing Re-offending.

Linked to Hillingdon Council Priority: Safe and strong communities, Thriving healthy households.

Hillingdon Youth Justice Service prioritises the best interest of children and focuses on understanding children's identity, using trauma informed relationship-based practice when working with children to divert and prevent children from offending and re-offending. This includes addressing our re-offending rates and ensuring we have the right process in place to support children's desistance against further offending. Our commitment to reducing re-offending is key to creating safe and strong communities. By providing rehabilitation, support, and positive development opportunities, we can break the cycle of offending and promote the reintegration of children into society.

The **Proven rate of reoffending** data for the period 2021/22, published by the Ministry of Justice, demonstrated a decrease in reoffending (40.5% to 37.5%) when compared to the previous financial year. However, when we compared this to our local data, we saw a large discrepancy. Our local data showed a reoffending rate of 26.6%, however due to the limitations in both the local and published data sets, we estimate our true reoffending rate to be 32.8% which is slightly above the National (32.1%) and below the London average (33.4%). The published data indicates an increase in the **frequency of reoffending** with an average of 2.93 further offences compared to 2.13 for the previous year. This increase was also shown in our local data. It is important to note that the 2020/21 cohort was partly tracked through the COVID lockdown periods of 2020, and this is likely to affect the 2020/21 reoffending data.

The result of having a small cohort of children entering the youth justice system is that it only takes a small increase in offending to significantly impact the percentage change. The reduction of the cohorts demonstrates the positive impact of early intervention programmes, effective triage and diversion. Those children who do re-offend, although reduced in number, are often those with the most complex needs. The YJS continues to use the YJB re-offending tracker tool, deep dive audits, quality assurance frameworks and a focus on the whole family approach to better understand this cohort and support improved outcomes.

In 2023/24, 22 children were triaged out of the criminal justice system in comparison to the 46 cases entering the system and receiving a formal disposal for the first time. In the previous year, of the 43 triages received, 6 (14%) went on to reoffend within the next 12 months. Additionally, 24 children received a community resolution in 2023/24, with 14 of these proceeding to an intervention. In the previous year, of the 37 clients who received a community resolution, 6 (16.2%) reoffended within 12 months. 0 of the 2 children who engaged with the community resolution reoffended.

HYJS acknowledge the following factors that have contributed to the reduction of re-offending in Hillingdon:

- Stable accommodation including care placements.
- Early resettlement planning
- Access to education, training, and employment



- Collaboration between the partnership

HYJS are committed to a strengths-based, constructive resettlement approach and ensure that our resettlement work is based on the "5 C's" – Constructive, Co-created, Customised, Consistent and Co-ordinated. HYJS has a dedicated experienced champion who leads on resettlement to ensure practice and delivery continues to evolve. Continuous partnerships with health and education services supports the transition from custody to the community. The review of all custody cases at the Hillingdon Access to Resource Panel ensures joint strategic oversight in planning and resource allocation.

The latest data on the Use of Custody shows that the number of children in Hillingdon receiving a custodial sentence in 2022/23 decreased to 7, compared to 8 for the previous year. The rate per 1,000 of the 10-17 population use of custody data for Hillingdon in this period was 0.22. Children sentenced to custody often represent the highest risk, and the imposition of a custodial sentence by the court are in response to the offences committed. Data analysis indicates that children in Hillingdon from the Global Ethnic Majority are 3 times more likely to receive a custodial sentence. However, please note due to their being such a small cohort of custodial outcomes, small changes in the data will have large impacts in these figures. The Hillingdon YJSPB are committed to understand and taking action to address overrepresentation with a robust Disproportionality action plan and associated partnership activity.

At the end of 2023/24 there was 1 child remanded into Youth Detention Accommodation (YDA), compared to 3 children at the end of 2022/23. There were 10 remands started in 2023/24, with an average time open of 36 days. This is both a decline in the number of remands and length open when compared to the previous year, which had 14 remands starting for an average length of 63 days. Like our custody data, Black and Mixed-Race children are disproportionately over-represented, accounting for 69% of the remands starting in 2023/24.

HYJS recognised a need for improved transitions work with Probation, which has been a priority for 2023-2024. We continue to deliver our transitions work without a seconded probation officer which could have significantly impacted on transitions; however, we have worked to ensure alternative interim arrangements have been established whilst a longer-term solution is secured. At HYJS we aim to ensure all transition plan are personalised and have had the added benefit of welcoming a pilot project in AXIS focusing on the transition ages (18-24) where other support services will drop, leaving young people at risk of gang affiliation and risk of further serious violence. We recognise that transitioning to adulthood is a journey not an event, and every young person will experience this journey differently. Having this focus requires practitioners to think beyond child/adult silos and consider the needs of each individual, and how they can be protected. We aim to build on the support and resources already available across the partnership to ensure all children are effectively supported into adulthood.

Success measures:

- A continued reduction of our re-offending rates.
- Increased resources to address critical transition periods e.g. leaving custody, transition to adulthood.
- HYJS to continue to strengthen relationships with the youth custody service and custodial establishments to ensure children are receiving the right services in custody.
- HYJS to continue to review the effectiveness of interventions.

## Priority 5: Victims and Restorative Justice

Linked to Hillingdon Council Priority: Safe and strong communities, Thriving healthy households.

Victim and restorative justice focus on the needs of the victim, providing them with an opportunity to heal and recover from the harm they have experienced. It gives victims a voice and an active role in the justice process, empowering them and helping them to regain a sense of control over their lives. Restorative justice holds children accountable for their actions in a meaningful way, promoting a deeper understanding of the impact of their behaviour. Hillingdon Youth Justice Service (HYJS) strives to provide high quality services to victims in line with The Victim's Code<sup>5</sup>. The Victim's Code sets out the 12 minimum standards that must be provided to victims of crime by organisations in England and Wales.

	2021/2022	2022/2023	2023-2024
Number of victims reached/contacted	33	20	21
% of victims consenting to RJ	33%	50%	90%

In the year 2023-2024 HYJS successfully contacted 21 victims, a slight increase from 20 the previous year. Of the victims that wanted to engage with restorative justice, 71% (15) requested a letter of apology and 29% (4) agreed to a face-to-face restorative justice conference. Whilst the number of victims reached has reduced, we have increased our engagement rates with victims which is positive.

49 children completed a Restorative Justice screening in 2023-2024. A health screening and Speech and Language assessment is completed with all children prior to their Restorative Justice screening to ensure that the process is delivered in a bespoke and meaningful way (e.g., the delivery of RJ and victim awareness work with autistic children is carefully considered). As a result, 30 children agreed to engage in restorative justice and feedback from children and families regarding this process, and the victim empathy sessions has been positive.

All victims are offered home visits unless they are corporate victims or reside out of the Hillingdon borough. The home visits consist of victims speaking about the impact of the crime, discussing RJ and choosing the reparation project/s the child will complete to help repair the harm caused. HYJS have an extensive reparation leaflet which includes fifteen projects that cater to children's diversity and communication needs. All victims are asked if they require additional support and if so, a referral is made to Victim Support who provide practical, emotional and advocacy support.

---

<sup>5</sup> [Code of Practice for Victims of Crime in England and Wales \(Victims' Code\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/672222/victims-code-2022.pdf)

If a victim does not want to receive further support from Victim Support, the RJ team will complete a victim safety plan with them to address any risk posed. This plan can also be shared with police if the victim agrees.

The victim safety plan includes:

- Scenarios/places where the victim feels safe and unsafe.
- Safe Words.
- Trusted adults and services they can contact.
- Emergency contacts.
- External services that can provide support.

Victims are provided with an effective and inclusive approach to addressing harm and resolving conflicts within our communities. They promote healing, accountability, and reconciliation, leading to safer, more resilient, and more cohesive communities. Feedback received from victims illustrates how powerful restorative justice is, and the impact it has had on them:

*“You’re very helpful. I was nervous and anxious before the conference, but the conference went well. I came out feeling better in myself because it had been spoken about.”* Victim

*“From a parent’s perspective, you included my daughter and gave her a voice. You could have just listened to what I said, because she’s a child and I’m the parent but you didn’t, you gave her a voice in the process. Going into that conference, I didn’t realise how much it affected me. By sitting in the conference, I could let it go; it felt done and dusted. It felt like there was justice within the conference. You are in a vulnerable situation and once you walk out of the conference, they are left with the thoughts and feelings that you have shared. You are no longer the only one walking around with those thoughts and feelings.”* Victim’s parent.

In addition to the direct work with victims, our Victims and Restorative Justice offer extends to supporting our partners address conflict and harm in a more positive way. In the year 2023-2024 we have provided restorative justice training to all secondary schools across Hillingdon and have received positive feedback for those that attended.

The London Reducing Criminalisation of looked after children and care leavers protocol<sup>6</sup> was published in March 2021 and sets out the roles and responsibilities of all agencies involved in the care of looked after children and care leavers, in reducing unnecessary criminalisation. The joint working with the Corporate Parenting team has led to increased restorative justice (RJ) support to social workers and residential care homes/semi-independent placements. In addition to delivering RJ training in schools, HYJS has also delivered RJ training to our care homes which is aimed to support front line staff in managing behaviours and incidents in a positive way and helps to reduce incidents in the home. Following the training HYJS has begun facilitating quarterly forums for staff to reflect and share their experiences of RJ approaches.

Success measures:

- HYJS to maintain a high engagement rate for victims.
- HYJS to streamline the collation of data, including qualitative data on the impact and effectiveness of restorative justice practices.
- HYJS to continue to provide restorative justice support to wider services in the partnership.
- Reparation activity to evidence a clear link to offences, where children are making amends to victims.
- HYJS to review existing victim awareness and victim empathy interventions to improve confidence amongst YJS Officers and utilise the support of the RJ Co-Ordinator if needed.
- HYJS to promote best practice to build on the knowledge of YJS Officers understanding of victim safety.

---

<sup>6</sup> [Reducing criminalisation of looked-after children and care leavers | London City Hall](#)

## Conclusion

This youth justice strategy is firmly anchored in a "child-first" approach, placing the well-being and development of Hillingdon children and victims at the heart of all initiatives. Through a strategic focus on Prevention and Early Intervention, we aim to identify and mitigate the root causes of child involvement in the justice system, intervening proactively to divert them from offending. Central to our approach is the commitment to equity and fairness, striving to eliminate systemic biases that unfairly impact certain groups within our community, ensuring every child receives equitable treatment and opportunities.

By implementing child-centred practices, we ensure that the needs and rights of children are at the forefront of our approach, fostering the right environments conducive to their holistic development and empower children to make positive choices. Additionally, our focus on victims and restorative justice reflects our recognition of the importance of accountability, empathy, and healing for all parties affected by crime, promoting reconciliation and resolution within our communities.

This strategy seeks to foster long-term positive outcomes for our residents, cultivating safer, more inclusive environments where children can thrive and contribute meaningfully to society. By staying true to these principles and remaining adaptive to evolving needs, we are confident in our ability to effect positive change and build a brighter future for generations to come.

## 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

### ITEM 14 - CIVIC CENTRE TRANSFORMATION:

#### *NHS LICENCE TO OCCUPY AT THE CIVIC CENTRE, UXBRIDGE*

Relevant Cabinet Portfolio(s)	Property, Highways and Transport
Relevant Ward(s)	Uxbridge
Relevant Select Committee	Corporate Resources & Infrastructure

#### **Information**

This report progresses the Civic Centre Transformation and a proposal to grant the NHS a Licence to Occupy at the Civic Centre in Uxbridge and utilise floor space not required for Council service delivery. This will deliver more joined-up local public services at the Civic Centre to better meet residents' needs, generate an annual income for the Council and enable the NHS to move towards a new operating model locally.

### ITEM 15 - DISPOSAL OF FOUNTAINS MILL, 81 HIGH STREET, UXBRIDGE

Relevant Cabinet Portfolio(s)	Property, Highways and Transport
Relevant Ward(s)	Uxbridge
Relevant Select Committee	Corporate Resources & Infrastructure

#### **Information**

This report considers the disposal of Fountains Mill, 81 High Street, Uxbridge, following its closure as a Young People's Centre and Cabinet's decision to implement a new delivery model for youth services.

### ITEM 16 - DISPOSAL OF GARAGE SITE, HILTON CLOSE, UXBRIDGE

Relevant Cabinet Portfolio(s)	Property, Highways and Transport
Relevant Ward(s)	Uxbridge
Relevant Select Committee	Corporate Resources & Infrastructure

#### **Information**

This report considers the disposal of a garage site at Hilton Close, Uxbridge for residential development. The site is currently under-utilised, with garages that need repair and prone to occurrences of anti-social behaviour and fly-tipping.

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 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

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 16

Document is Restricted

This page is intentionally left blank