



HILLINGDON
LONDON



CABINET

To all Members of the Cabinet:

Date: THURSDAY, 18
SEPTEMBER 2025

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.

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Ian Edwards, Leader of the Council
(Chair)

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

Martin Goddard, Cabinet Member for
Finance & Transformation

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

Jane Palmer, Cabinet Member for Health
& Social Care

Eddie Lavery, Cabinet Member for
Community & Environment

Steve Tuckwell, Cabinet Member for
Planning, Housing & Growth

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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*

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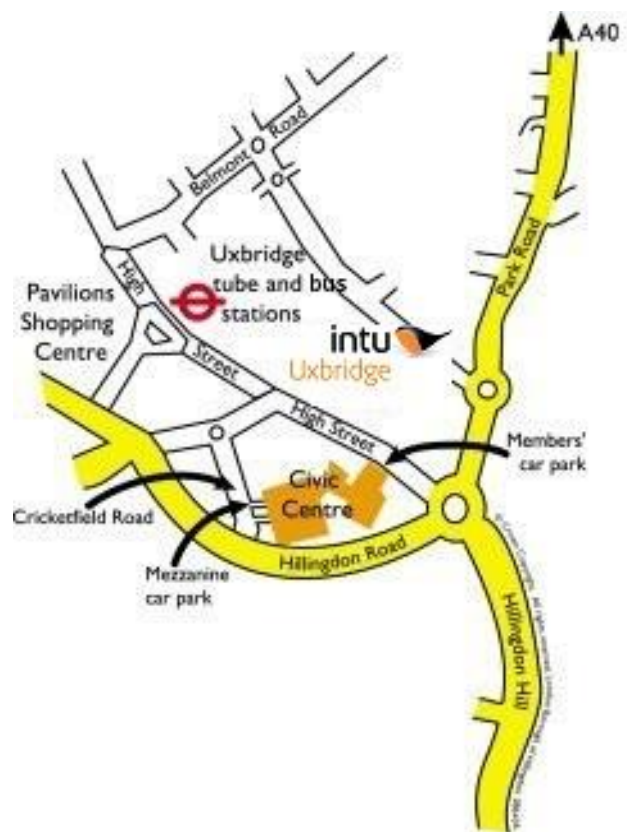


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Notice

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:

18 September 2025 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

10 September 2025
London Borough of Hillingdon

Agenda

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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	17 - 18

Cabinet Reports - Part 1 (Public)

5	Proposal to amalgamate Harefield Infant School and Harefield Junior School (Cllr Susan O'Brien)	19 - 120
6	Children, Families & Education Select Committee Review: Persistent Absenteeism: Statutory School Age Children in Hillingdon (Cllr Susan O'Brien)	121 - 178
7	Hillingdon Council's membership of the West London Economic Prosperity Board (Cllr Steve Tuckwell)	179 - 200
8	Review of Statement of Licensing Policy (Cllr Eddie Lavery)	201 - 262

POLICY FRAMEWORK

9	Outcome of Housing Inspection: Consumer Standard (Cllr Steve Tuckwell & Cllr Jonathan Bianco)	263 - 276
10	Annual Performance Report 2024-25 (Cllr Martin Goddard / All Cabinet Members)	277 - 370
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12	Minor Property Transactions: Academy Transfer of St Bernadette Catholic Primary School	399 - 406
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Cabinet Reports - Part 2 (Private and Not for Publication)

- | | | |
|-----------|--|-----------|
| 14 | Door entry, Access control, Automated doors, Barriers and Gates Service and Repair Contract (Cllr Jonathan Bianco) | 413 - 422 |
| 15 | Provision of Pest Control Services Contract (Cllr Jonathan Bianco) | 423 - 432 |
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| 17 | Disposal of the Garage site at Black Horse Yard, Uxbridge (Cllr Jonathan Bianco) | 445 - 454 |

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.

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

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Agenda Item 1

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Minutes & Decisions

CABINET

7pm, Thursday, 24 July 2025

Meeting held at Committee Room 5 - Civic Centre



Decisions published on: 25 July 2025

Decisions come into effect from: 5pm, 1 August 2025 or as stated

Cabinet Members Present:

Ian Edwards (Chair)
Jonathan Bianco (Vice-Chair)
Martin Goddard
Jane Palmer
Eddie Lavery
Steve Tuckwell

Other Members Present:

Peter Smallwood OBE
Jan Sweeting
Tony Burles
Stuart Mathers
June Nelson
Richard Mills
Scott Farley
Darran Davies

The Cabinet meeting was convened in Committee Room 5 due to power issues in the advertised room, Committee Room 6.

1. APOLOGIES FOR ABSENCE

Apologies were received from Councillor Susan O'Brien, Cabinet Member for Children, Families & Education.

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 26 June 2025 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. An additional urgent report was tabled in private.

5. UXBRIDGE VISION

RESOLVED:

That:

- 1) the importance of Uxbridge Vision, in setting out a strategic framework for the regeneration and future growth of Uxbridge town centre, be noted**
- 2) the responses from the consultation process set out in Appendix 2 be considered and the Uxbridge Vision, as set out in Appendix 1, be adopted as a framework for driving future investment in Uxbridge Town Centre;**
- 3) the intention to use the UK Shared Prosperity Fund to support the delivery of short-term actions, as approved by Cabinet in June 2025, be noted, and;**
- 4) the increase in the Council's approved capital programme budget by £315k be noted and a virement to action this increase in budget to be fully funded by grant, be approved.**

Reasons for decision

The Cabinet Member for Planning, Housing & Growth introduced a report and moved recommendations to approve a strategic framework for the regeneration and future growth of Uxbridge town centre, which Cabinet agreed.

The Cabinet Member explained that the vision was a response to significant challenges facing town centres nationally, including retail decline, changing work patterns, and reduced footfall. He warned that without action, Uxbridge risked falling behind.

It was noted that the vision centred on three priorities: building economic resilience, better serving local communities, and enhancing the environment. It had been shaped through extensive engagement, involving over 1,000 stakeholders, and received 73% public support. Adjustments had been made following the consultation, particularly around safety and active travel.

The Cabinet Member also noted that the initiative would incur no cost to the Council, as £315,000 had been secured from the UK Shared Prosperity Fund capital funding. Delivery had already begun, focusing on early public realm improvements and groundwork for longer-term regeneration.

Alternative options considered and rejected

Cabinet could have not adopted the Uxbridge Vision, but considered this would undermine the town centre's future vitality, as a clear and compelling growth strategy was essential to attract investment and remain competitive with neighbouring metropolitan centres.

Relevant Select Committee	Residents' Services
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 1 August 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Sam Robins
Directorate	Place
Classification	Public - <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. HOUSES OF MULTIPLE OCCUPATION - ADDITIONAL LICENSING CONTROLS

RESOLVED:

That:

1. the programme of works and timetable to progress collating and analysing the evidence base and drafting of a proposed Additional Licensing Policy, be noted.
2. the progress of the Housing Tenure Survey to provide robust data and evidence on a number of complex data sets which will inform policy options, be noted.
3. authority be delegated to the Corporate Director of Homes & Communities, in consultation with the Cabinet Member for Planning, Housing & Economic Growth, to agree the draft policy for consultation and public consultation approach, based on supporting evidence assessed during the first stages of the project.
4. the need for relevant fees and charges and scoping of service resources to support the implementation of any policy proposal supporting additional licensing, be noted.
5. the outcomes of any consultations relating to the formation of an additional licensing policy be reported back to Cabinet in February 2026 for consideration and determination.

Reasons for decision

The Cabinet Member for Planning, Housing & Growth introduced a report and moved recommendations, which Cabinet agreed, to progress the next steps in developing an Additional Licensing Policy for Houses in Multiple Occupation (HMOs) and to consider extending the Article 4 Direction. This initiative followed a motion passed at full Council in July of the previous year.

The Cabinet was informed that a borough-wide 10-year housing survey was underway and due for completion in August. This survey was expected to provide robust evidence to determine whether further regulation through licensing or planning controls could be justified.

The proposal was to continue this work and, if supported by the evidence, to enter into public consultation later in the year on a draft Additional Licensing Policy and a possible extension of the Article 4 Direction. The Cabinet Member emphasised that the aim was to tackle poor housing standards, anti-social behaviour, protect tenants and communities, and support responsible landlords.

The Leader of the Council acknowledged residents' concerns about the time required to implement such measures. He explained that the process involved gathering a multitude of evidence and following proper procedures to avoid legal challenges. He expressed regret over the regulatory complexity but affirmed that the cautious approach was necessary to ensure compliance.

Alternative options considered and rejected

Cabinet could have decided to do nothing, which would have failed to meet the commitments of the Council motion and not have dealt with various issues in the private rented sector; or alternatively Cabinet could have decided to use existing powers to manage HMOs, which, while viable, it considered had already proven insufficient in addressing community concerns.

Relevant Select Committee		Residents' Services
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)		Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 1 August 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action		Richard Webb / Stephanie Waterford Julia Johnson
Directorate		Homes & Communities / Place
Classification		Public - <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. COUNCIL BUDGET - OUTTURN 2024/25 & MONTH 2 MONITORING 2025/26

RESOLVED:

That the Cabinet:

- 1. Note the General Fund Overview as set out in Part A: Section 1 of the report;**
- 2. Note the 2024/25 outturn position as set out in Part A: Section 2 of the report;**
- 3. Note the budget monitoring position and treasury management update as at May 2026 (Month 2) as set out in Part A: Section 3 of the report, furthermore, noting the actions proposed by officers.**
- 4. Approve the financial recommendations as set out in Part B of the report below:**
 - a. Approve the release of the General Contingency Budget of £0.5m to support the overall position of the Council.**
 - b. Approves rephasing of £27,417k of General Fund capital programme budgets from 2024/25 into 2025/26 as set out in Appendix A1.**
 - c. Approves rephasing of £14,922k of HRA capital programme budgets from 2024/25 into 2025/26 as set out in Appendix A2.**
 - d. Approve the strategy to release capital receipts previously held to contribute to the Schools Budget deficit to fund transformation activity due to the Council's Safety Valve Agreement being suspended by the Department for Education whilst a new agreement is negotiated.**
 - e. Authorise the Director of Planning & Sustainable Growth to allocate and release s106 planning contributions totalling of £1.5m into the revenue position, predominantly to fund qualifying expenditure within homelessness support.**
 - f. Agree that a budget virement is processed within the Schools Budget to set a budgeted deficit of £12.5m for 2025/26, which will increase the High Needs budget to better reflect predicted activity for the year.**
 - g. Agree that a budget virement is processed to transfer Government Grant managed by service areas from the Corporate Funding budgets to Service Operating Budgets, with the grants to transfer being:**
 - a. Public Health - £20,882k**
 - b. Better Care Fund - £8,505k**
 - c. Housing Benefit Administration Subsidy - £524k**
 - d. Extended Producer Responsibility – £3,189k**
 - e. Children's Social Care Prevention Grant - £1,318k**
 - f. Local Voices & Community Reform - £164k**
 - g. Extended Rights to Free Travel - £24k**
 - h. Approves a budget virement of £1,356k to transfer savings that are required to be written out of service operating budgets back to the corporate centre to be funded in the 2026/27 MTFS, the breakdown for which is:**
 - a. £202k of the £2.5m Zero Based Budgeting saving from 2024/25.**
 - b. £36k of the £300k Future of Financial Systems Saving from 2024/25.**

- c. £700k of the Legal Services Review saving (100%) from 2024/25.
- d. £150k of the Human Resources saving (100% from 2024/25.
- e. £168k of the £1,559k Social Care Delivery Model saving in Children's Social Care from 2025/26.
- i. Note the proposed release of the 2025/26 General Contingency budget of £10.5m into the 2025/26 monitoring position, with the final decision on the General Contingency to be made in the Outturn 2025/26 Cabinet Report.
- j. Approve revised Fees & Charges for the Music Service for 2025/26 as set out in Appendix B1.
- k. Approved revised Fees & Charges for court costs for Council Tax and Business Rates from 1st October 2025.
- l. Approve the Council to go out to consultation on in-year (2025/26) Fees & Charges changes in August, reporting back to Cabinet for decision.
- m. Approve acceptance of gift funding in relation to a Planning Performance Agreement in accordance with the provisions of Section 93 of the Local Government Act 2003 for;
 - i. Barn Hotel, West End Road, Ruislip - £27,690 (+VAT)
 - ii. Ark Data Centre, Bulls Bridge, Hayes - £110,450 (+VAT)
 - iii. Heathrow Flight Path Car Park, Bath Road, Sipson - £33,060 (+VAT)
 - iv. Former Comag Works, Tavistock Road, West Drayton - £17,500 (+VAT)
 - v. Hayes Park West, Hayes - £ (61,900+VAT)
 - vi. Ariel Hotel, Bath Road - £24,310 (+VAT)
 - vii. Premier Inn, 3 Riverside Way, Uxbridge - £24,310 (+VAT)
 - viii. Block C, Former Nestle Factory, Nestles Avenue, Hayes - £35,000 (+VAT)
- n. Note the building safety situation at the Union Park Estate, Brindley Place, Uxbridge and authorise the Director of Operational Assets to take the necessary decisions required to ensure the safety of over 250 private sector properties and to enable residents to remain in their homes while emergency works are progressed, in consultation with the Cabinet Member for Corporate Services & Property and briefing other Members as and when required.

Reasons for decisions

The Cabinet Member for Finance introduced the budget report, which covered the Council's financial outturn for the year ending 31 March 2025 and the projected results for the 2025/26 fiscal year as of May 2025 (Month 2). The Cabinet Member apologised that the report was delivered late due to the complexity of ongoing issues within the finance function.

The Cabinet was informed that the report presented serious financial challenges but also outlined actions being taken to address them. It was noted that Hillingdon had long asserted it was materially underfunded by central government. This claim was now supported by the Fair Funding Review 2.0, which confirmed that the borough

was the most underfunded local authority in London. It was noted that if the review's proposals were implemented, Hillingdon's funding could increase by up to 40%.

The Cabinet Member highlighted additional financial pressures, including a £5 million annual shortfall in funding for asylum seeker support, rising inflation and an unexpected increase in employer National Insurance contributions from April 2025. The General Fund outturn showed reserves of £6.7 million as of 31 March 2025, a £20.5 million adverse movement from the budgeted position. This was largely due to accounting adjustments identified by the Finance Modernisation Programme, some of which dated back over 12 years and not indicated for adjustment by external auditors. Only £1.3 million of the variance related to increased service operating costs.

The Cabinet Member advised that the 2025/26 budget monitoring projected a £16.4 million overspend, mainly due to rising demand for statutory services such as adult and children's social care and homelessness. If realised, this would result in a £13.7 million deficit in General Fund reserves. The Council's £38.8 million savings programme had been reviewed, with only £1.4 million written off, reflecting a strong track record in delivering savings.

The Cabinet Member stated that discussions with central Government were underway regarding Exceptional Financial Support (EFS), a mechanism to address historic underfunding. It was noted that at least seven other London boroughs were expected to receive EFS in the coming year.

Despite financial pressures, the Cabinet Member explained that Hillingdon's service operating costs remained lower than comparable outer London boroughs, and its services continued to receive high ratings. The borough also maintained the second-lowest Council Tax and among the lowest fees and charges in outer London.

On the Dedicated Schools Grant (DSG), it was noted that this showed a projected in-year deficit of £12.5 million for 2025/26, bringing the cumulative deficit to £78.1 million. This reflected a £14.6 million reduction in annual operating costs. It was advised that the national underfunding of special educational needs had led the government to extend the statutory override on DSG deficits for two more years.

On the Housing Revenue Account (HRA), it was explained that this was projected to maintain reserves of £15 million through 2025/26, with only minor cost variances.

The Cabinet Member highlighted a number of recommendations in the report, including consultation on proposed in-year changes to fees and charges.

An additional recommendation was tabled via an addendum on an urgent fire safety matter at the Union Park Estate in Uxbridge. On this, the Cabinet Member for Corporate Services & Property explained that following a fire risk assessment commissioned by the estate's managing agents, the Council had taken interim safety measures, including implementing a 24/7 fire waking watch service. Emergency works had already been carried out on the Council-owned block, and a notice had been issued to managing agents and owners asserting the Council's authority to act

under relevant legislation. The aim was to ensure residents' safety while longer-term fire upgrades were pursued.

The Leader of the Council noted that the aforementioned fire safety situation exemplified unplanned expenditure, as the Council was acting to protect residents in properties it did not own. He also commented on the budget report, reiterating his concerns about asylum-related costs, historic underfunding, and the broken council tax system. The Leader welcomed the Fair Funding Review consultation and expressed hope that Hillingdon would receive the funding it deserved. He praised the Council's proactive identification of financial issues and anticipated further debate when the matter would no doubt be discussed at full Council in September.

Cabinet agreed the recommendations in the report.

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 decisions 4. a) to h) and j) to n) on this matter can be called in by a majority of the select committee by 5pm, Friday 1 August 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Andy Goodwin
Directorate	Finance
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

8. PUBLIC PREVIEW OF CONFIDENTIAL REPORTS

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 public preview report outlining items to be considered in private later in the meeting, with one additional private report tabled at short notice.

Alternative options considered and rejected

As set out in the public Cabinet report and also within the private report.

Relevant Select Committee	N/A
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	This matter is not for call-in, as noting only.
Officer(s) to action	Mark Braddock
Directorate	Corporate Services
Classification	Public - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge.</i>

9. ENVIRONMENTAL STREET ENFORCEMENT SERVICE CONTRACT

RESOLVED:

That:

- 1) the tender from APCOA Parking UK Limited for the provision of an Environmental On-Street Enforcement Service to the London Borough of Hillingdon for a five-year period from 16 December 2025 to 15 December 2030 at the total value of £2,907,653.63 following a procurement exercise as set out in the Tender Appendix, be approved.
- 2) this includes the provision to extend the contract for a one-year period (6 years in total), delegating approval of any extension to the Corporate Director of Homes and Communities, in consultation with the Cabinet Member for Community and Environment.

Reasons for decision

The Cabinet Member for Community and Environment introduced a report and moved recommendations, which Cabinet agreed, to accept a contract for the Environmental Enforcement Service. The Cabinet Member advised that the intention of the contract was to be self-financing.

Alternative options considered and rejected

Cabinet could have decided to terminate the enforcement scheme, but this was rejected due to its effectiveness in rapid response, deterrence, and cost recovery. Cabinet could have also decided to bring the service in-house, but this was dismissed as it would have required substantial investment and not have offered best value.

Relevant Select Committee		Residents' Services
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Officer(s) to action	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 1 August 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Directorate		Joanne Howells / Stephanie Waterford
Classification		Homes & Communities
		Private - <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>

10. ANY OTHER ITEMS THE CHAIRMAN AGREES ARE RELEVANT OR URGENT

An additional report was considered as urgent by the Chair.

11. AWARD OF CONTRACT: COMMUNITY EQUIPMENT SERVICE

RESOLVED:

That:

1. The situation with the current contract and the need to ensure continuity of the community equipment service to keep residents safe in their own homes, be noted;
2. The direct award of a contract to Medequip Assistive Technology Limited for the provision of an integrated community equipment service to the London Borough of Hillingdon for a period of two years from 1st August 2025 be agreed, subject to the financial details being finalised by the Corporate Director for Adult Social Care and Health, in consultation with the Cabinet Member for Health and Social Care;
3. Delegated authority to the Corporate Director for Adult Social Care and Health, in consultation with the Cabinet Member for Health and Social Care, be granted to make any further decisions required on this matter to safeguard residents, including authority to extend any contractual arrangements for one additional year and;
4. The waiver of the scrutiny call-in period for this matter be requested, so Cabinet's decisions can take immediate effect to enable safe continuity of service.

Reasons for decision

The Cabinet Member for Health & Social Care introduced a report and moved recommendations, which Cabinet agreed, to progress with the award of an urgent contract for community equipment following the cessation of trading of the current provider. The Cabinet Member advised that this would ensure vital service continuity and a seamless transfer for residents and that it was a matter affecting a number of other local authorities.

Alternative options considered and rejected

Cabinet considered there a lack of viable alternatives suppliers given market conditions, which the Leader of the Council agreed need to be addressed.

Relevant Select Committee	Health & Social Care
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	This decision comes into immediate effect. The Chair of the Select Committee exceptionally agreed to waive the scrutiny call-in period given that the decisions requested were reasonable and urgent.
Officer(s) to action	Jan Major / Gary Collier
Directorate	Adult Social care and Health
Classification	<p>Private - <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></p> <p>Urgency provisions – <i>The Chair agreed the report relating to this decision as an urgent item. This decision was taken under special urgency provisions in accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.</i></p>

There were no further items. The meeting closed at 7.25pm

Internal Use only*	Implementation of decisions & scrutiny call-in
<p>When can these decisions be implemented by officers?</p>	<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>5pm, Friday 1 August 2025</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>
<p>Councillor scrutiny call-in of these decisions</p>	<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: Scrutiny Call-In - Power Apps (secure)</p>
<p>Notice</p>	<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 here 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: democratic@hillingdon.gov.uk Democratic Services: 01895 250636 Media enquiries: 01895 250403</p>

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PROPOSAL TO AMALGAMATE HAREFIELD INFANT SCHOOL AND HAREFIELD JUNIOR SCHOOL

Cabinet Member & Portfolio	Cllr Susan O'Brien – Cabinet Member for Children, Families and Education
Responsible Officer	Julie Kelly – Corporate Director of Children Services
Report Author & Directorate	Abi Preston – Director of Education & SEND
Papers with report	<p>Appendix 1 – Proposal for pre-publication – Harefield Infant School & Harefield Junior School Proposal</p> <p>Appendix 2 – Pre-publication Information Session presentation</p> <p>Appendix 3 – Harefield Schools consultation Public Notice</p> <p>Appendix 4 – Harefield Schools – Statutory Proposal for Amalgamation</p> <p>Appendix 5 – Harefield Schools Amalgamation – Frequently Asked Questions</p> <p>Appendix 6 – Financial Benchmarking for Harefield Infant School</p> <p>Appendix 7 – Financial Benchmarking for Harefield Junior School</p> <p>Appendix 8 – Harefield Schools - Senior Leadership Structure 2024-2025</p> <p>Appendix 9 – Information sessions presentation – Proposal to amalgamate Harefield Infant and Junior Schools – Summer 2025</p> <p>Appendix 10 – Academic Research of the benefits of Amalgamation</p> <p>Appendix 11 - Equalities and Human Rights Impact Assessment – Proposed Amalgamation of Harefield Schools</p>

HEADLINES

Summary	<p>The London Borough of Hillingdon have consulted on a proposal for Harefield Infant School and Harefield Junior School to amalgamate to form a single two-form entry maintained primary school for children aged 3 to 11 years. This change would take effect from 7 April 2026, if approved, with a total pupil published admission number (PAN) of 420. In order to amalgamate the 2 schools and create a primary school, the Council are proposing to (technically) close Harefield Infant School and extend the age range of Harefield Junior School. No land or buildings will be affected by the proposal, and all assets would transfer to the Primary school if the amalgamation is approved.</p> <p>Following the DfE statutory process, it is being recommended to amalgamate the two schools.</p>
Putting our Residents First Delivering on the Council Strategy 2022-2026	<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: Thriving, Healthy Households</p> <p>This proposal is in line with the Council's Amalgamation Policy (Background paper 1).</p>

Financial Cost	If approved, there will be an eventual loss of the lump sum income phased over 2 years, usually available per school. However, in the long-term the two schools will benefit from economies of scale efficiency savings and will receive the same level of lump sum funding as all other Primary schools in the Borough. No other funding will be directly affected as a result of this proposal.
Select Committee	Children, Families and Education Select Committee
Ward(s)	Harefield Village

RECOMMENDATIONS

That:

- 1) the responses from the consultation based on the proposals set out, along with the Equalities Impact Assessment, be given due consideration and;**
- 2) the (technical) closure of the Harefield Infant School on 6th April 2026 and the extension of the age range of the Harefield Junior School, to amalgamate both schools to create an all-through primary school from 7th April 2026, be approved.**

Reasons for recommendation

The Council, and schools are expected to consider the long-term vision of each school, ensure the best outcomes for our children and young people, and the sustainability of schools. Part of this responsibility is to continue to:

- improve and provide the best possible education and care for every child;
- provide an excellent working environment and experience for staff; and
- support and work with their local community

Both Harefield Infant School and Harefield Junior School are community-maintained schools located in the Harefield Village ward and were both graded 'Good' at their last Ofsted Inspection. Harefield Infant School was inspected in March 2023 and maintained its grade from the full inspection in December 2012, and Harefield Junior School was inspected in October 2023 and improved its grade from 'Requires Improvement' from the full inspection in September 2019.

Both schools are located adjacent to each other and effectively share one site. As they are community-maintained schools, this means they are both maintained by Hillingdon Council and the Council owns the buildings and the land. The Local Authority is also responsible for determining the school admission arrangements for both schools. No land or buildings will be affected by the proposal, and all assets would transfer to the Primary school if the amalgamation is approved.

Harefield Infant School and Harefield Junior School have been in a federation since October 2018. This means that, although they are legally two separate schools, they operate as one school in many ways. There is one federated Governing Board that oversee both schools, one Executive Headteacher, and one Head of School for both schools along with some other shared roles across the two schools.

The Hillingdon Infant and Junior Amalgamation Policy, September 2022, (see **Background Paper 1**) states that “*The London Borough of Hillingdon will require Governing Bodies of all separate infant and junior schools to consider amalgamating their two linked schools when one or more of the following ‘trigger circumstances’ occur, unless there are compelling and overriding reasons*”

A) A headteacher vacancy arises in either or both schools.

B) Total pupil numbers in either school are 25% or more below the Published Admission Number.

C) Ofsted inspection in one of the schools identifies a ‘Requires Improvement’ judgement.

D) One or both of the schools cannot set a balanced budget or has financial problems.

E) One or both of the schools involved is judged to be a ‘School causing concern’ by the London Borough of Hillingdon.

F) One or both schools have PANs or are recruiting at below two forms of entry – making the individual schools relatively small and at risk of becoming unviable within the Hillingdon funding context.

H) Other pressures whereby the educational provision would be improved through amalgamation such as provision of SEN support, staff recruitment and retention or issues linked to the buildings.

In line with the Council’s School Amalgamation Policy, two triggers (highlighted **in bold** above) have been met by Harefield Infant school and Harefield Junior school, which warrant consideration of amalgamation for the schools:

Pupil Numbers 25% or More Below Published Admission Number (PAN):

Current enrolment data from the January 2025 census shows that total pupil numbers in Harefield Infant School are more than 25% below PAN. This under-enrolment indicates a significant surplus of places, which can lead to inefficiencies in resource allocation, reduced funding per pupil, and challenges in maintaining a broad and balanced curriculum.

Small School Size and Below Two Forms of Entry:

Both schools are either operating with PANs below two forms of entry (i.e. fewer than 60 pupils per year group) based on the census data from January 2025 or are recruiting below this level. In the context of funding, such small schools are increasingly at risk of becoming financially unviable. Smaller schools face greater difficulty in absorbing fluctuations in pupil numbers, managing fixed costs, and sustaining high-quality provision across all areas of the curriculum. Together, these two triggers highlight the growing vulnerability of the schools and the need to explore structural solutions—such as amalgamation—to ensure long-term sustainability, educational quality, and efficient use of public resources.

Over the past decade, due to a number of reasons including falling birth rate, funding pressures and an aim of improving outcomes, a total of 54 nursery and primary schools across London — comprising both maintained schools and academies—have closed as a result of a steady process of amalgamations/ mergers. This includes five cases in which separate infant and junior schools were formally closed and re-established as unified primary schools, leading to 49 Primary schools being created through amalgamation (almost 5 per year).

Total closed	Both closed	Newly created	One closed	Total amalgamated
54	10	5	44	49

Birth Rates

The birth rate in Hillingdon has been steadily declining since 2016, which has impacted primary aged pupil numbers across the Borough. The combined pupil on-roll figures at Harefield Infant and Harefield Junior Schools have decreased over the past 6 Spring census returns as noted in the tables below, and meet the triggers B & F listed above, despite the Published Admission Number (PAN) of the schools being reduced in 2023 / 24.

Harefield Infant School

Harefield Infant School						
Census	Whole School PAN	Pupils on Roll				% Vacancies
		R	Yr 1	Yr 2	Total on Roll	
Jan-20	270	75	64	71	210	22%
Jan-21	270	55	67	63	185	31%
Jan-22	270	51	57	62	170	37%
Jan-23	270	62	52	54	168	38%
Jan-24	180	36	59	45	140	22%
Jan-25	180	39	35	60	134	26%

Harefield Junior School

Harefield Junior School							
Census	Whole School PAN	Pupils on Roll					% Vacancies
		Yr 3	Yr 4	Yr 5	Yr 6	Total on Roll	
Jan-20	360	71	85	54	69	279	23%
Jan-21	360	67	66	82	53	268	26%
Jan-22	360	58	61	65	82	266	26%
Jan-23	360	63	53	55	66	237	34%
Jan-24	240	48	62	52	55	217	10%
Jan-25	240	43	47	60	51	201	16%

Previous Proposal to amalgamate

In 2009, a formal consultation was conducted on a proposal to amalgamate Harefield Infant and Harefield Junior Schools (**Background Paper 2**). The process saw considerable engagement from local stakeholders, with several objections raised. Based on these concerns, officers advised against moving forward with the proposal at that time, as outlined in the 2009 Cabinet Report (**Background Paper 3**). The paper in 2009 stated: *'Whilst the Local Authority is of the opinion the potential advantages to be gained from unified management and greater efficiency will generally outweigh any disadvantages, it is also taking into account the views of stakeholders in not proceeding with amalgamation at this time.'* However, it was also noted that the *'amalgamation be reconsidered at a later date should more suitable circumstances arise'*. Officers believe that now is the appropriate time to consider amalgamation again for the Harefield schools, due to the fact that pupil numbers are continuing to fall in Hillingdon, and the schools have met the criteria in the amalgamation policy outlined above.

Date of implementation

The proposal for the amalgamation of Harefield Infant School and Harefield Junior School is 7th April 2026, to ensure the most financially advantageous outcome for the schools. If they were amalgamated before this date (1st April) it would impact the funding the schools would receive for the financial year starting 1st April 2026. This was listed as 1st April in the original proposal, but has been updated following advice received from the DfE.

Therefore, our recommendation is for Harefield Infant School to (technically) close on 6th April 2026 and extend the age range of the Harefield Junior School, to amalgamate both schools and create a primary school from 7th April 2026.

Alternative options considered / risk management

- **Option 1:** Agree to amalgamate Harefield Infant and Harefield Junior School
 - This was considered the best option and is recommended by Officers as it would provide a range of benefits outlined above, and lead to a more sustainable and viable school in the long term.
- **Option 2:** Do not amalgamate the two schools
 - This would not support the schools to be more financially secure, especially in light of the reduction in demand for primary school places, and would not be in line with the amalgamation policy
- **Option 3:** Agree to amalgamate Harefield Infant and Harefield Junior School with an alternative implementation date set out below:
 - January 2026
 - September 2026
 - The date of April 2026 was considered to align with the financial year providing 100% lump sum payments for a full 12 months for each of the schools; Harefield Infant School and Harefield Junior School for 2026/27.
 - By requesting for this to be implemented earlier in January 2026 would mean that the schools would be going into the financial year 2026/27 with one lump sum of 100% and a second lump sum reduced to 70%.
 - With the September 2026 implementation date, the schools would benefit from only a further 2 terms at 100% lump sum at both schools, reducing to one lump sum of 100% and a second lump sum of 70% from 2027/28.

Democratic compliance / previous authority

Cabinet is the body to consider school organisational changes where there are representations/objections.

Select Committee comments

The Children, Families and Education Select Committee considered this matter at its meeting on 30th July 2025 and formal comments from the Committee are below, with the broader minutes of the meeting available as a background paper:

‘Whilst the Committee acknowledges the concerns expressed by parents and the school community around the financial impact for the school, it also recognises the financial pressures currently facing schools in Hillingdon. The Committee notes that the proposed amalgamation may present a more sustainable long-term future for Harefield School, enabling flexibility around resources to maintain efficiencies and improved continuity for the young people such as a continuous journey from Reception to Year Six.

The Committee were presented with the feedback from the informal consultation only, however, would expect that the decision-making Cabinet is presented with all the information, including feedback from both consultations.’

SUPPORTING INFORMATION

Equality Impact Assessment for both schools

An Equality Impact Assessment has been carefully considered in relation to the proposed amalgamation of Harefield Infant and Harefield Junior Schools (Appendix 11). It is not expected that this proposal will have any significant impact on pupils, staff, or the wider community, as the newly formed primary school will continue to operate in much the same way as it currently does.

Since all children currently enrolled at both schools will remain on the same site, within the same school community, and continue to be supported by the same staff, and curriculum, no adverse effects are anticipated for pupils with protected characteristics under the Equality Act 2010.

Key points include:

- No change to the school's Net Capacity;
- No change to the Published Admissions Number (PAN) for either school;
- No change to the curriculum being delivered. The assessment highlights that White boys with English as their first language, and pupils with Special Educational Needs (SEN) Support are overrepresented compared to borough-wide averages. As such, these groups may be more vulnerable to any unintended negative effects of the proposed changes. However, the EIA has demonstrated that the funding to support children with SEND (SEND Support and EHCP) and those who are disadvantaged (Pupil Premium funding) are calculated on a per-pupil basis and therefore funding for these cohorts will not be impacted by the amalgamation directly.

The amalgamation process will be managed with care and sensitivity, if approved, ensuring that the needs of all pupils, particularly those with SEND, are fully considered and supported throughout.

The impact of the proposed amalgamation will be closely monitored in collaboration with the school and its governing body, and appropriate mitigation measures will be implemented if necessary.

Financial Implications

The Dedicated Schools Grant (DSG) Schools Block Funding represents the majority of funding for schools within Hillingdon, although each school may receive additional DSG funding or grants.

If the schools amalgamate, the combined school will only be eligible for one lump sum in the future (an allocation from the Dedicated Schools Grant provided to individual schools to support fixed costs that is currently £159,662 a year – based on the budget for 2025/26).

As detailed in the [Schools operational guide: 2025 to 2026 - GOV.UK](#),, “where schools amalgamate after 1 April 2025, the new school will receive funding equivalent to the formula funding of the closing schools added together for the appropriate proportion of the year. This means that they receive the combined lump sums for the remainder of the year and 70% of the second lump sum in the following year. Local authorities can apply to provide a second year of protection. This needs to be discussed and agreed with Schools Forum.”

The financial implication of the amalgamation of the two schools will be the eventual loss of the lump sum income usually available per school. The school can, however, benefit from better

economies of scale which could mitigate the impact of this loss. The combined school (as a primary school) would receive the same lump sum payment as all other primary schools across Hillingdon if amalgamation is approved. No other funding will be affected as part of this proposal.

Both schools' combined funding is approximately £2,231k funding per year. If the proposal is approved, this would mean that following financial year (2027/28) after amalgamation the non-inflation adjusted amounts received would be estimated as £2,183k and the second financial year (2028/29) funding would be £2,075k due to the eventual loss of one lump sum payment. The figures are detailed in the table below are based on the assumption that the number of pupils remains constant and the current funding formula.

DSG Schools Block Funding	2026/27 Financial Year	2027/28 Financial Year	2028/29 Financial Year
Harefield Infant School funding	£901k	£852k	£745k
Harefield Junior School funding	£1,330k	£1,330k	£1,330k
Combined Harefield Schools funding	£2,231k	£2,183k	£2,075k

Once the school receive their budget, it is the school's leadership team and Governing Body that decide how this is allocated across the school, and what the funding is spent on, including staff, capital investment, projects, and resources.

RESIDENT BENEFIT & CONSULTATION

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

As both schools are maintained schools, Hillingdon Council can propose to (technically) close Harefield Infant School under Section 15 of the Education and Inspections Act 2006, with notice given in accordance with The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013 and propose to extend the age range of Harefield Junior School from 7–11-year-olds to 3–11-year-olds, with notice given in accordance with The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013.

The two proposals follow two separate guidance processes: [Opening and closing maintained schools](#) and [Making significant changes \('prescribed alterations'\) to maintained schools](#). This sets out an expectation that interested parties are consulted informally prior to publication of a statutory proposal and then consulted again during a formal consultation.

While there is no longer a statutory 'pre-publication' consultation period for proposed prescribed alteration changes to increase the age range of a school, there is a statutory requirement to consult any parties the proposer thinks appropriate before publishing proposals under section 15 proposals to close a maintained school. A consultation was carried out in Spring 2025 with the two Harefield schools and stakeholders related to this proposal, however, the following engagement with all 10 sets of Infant and Junior Schools in Hillingdon by Council Officers should also be noted:

- December 2020 - May 2021 – Amalgamation was discussed at several meetings with Harefield Junior School including LA Officers, Executive Headteacher, Head of School and Chair of Governors

- the consultation to reduce PAN took place in Autumn 2021 to take effect from September 2023
- July 2023 and December 2024 - Amalgamation was an item on the agenda for the Full Governing Body
- June and July 2024 -
 - A letter was sent to all Infant and Junior Headteachers reminding school about the Council's Infant and Junior Schools Amalgamation policy
 - Head Teachers Termly Meeting to go through benefits of infant and junior amalgamations
 - Amalgamation Information Session 1 for Head Teachers and Governors of Infant and Junior Schools
 - Amalgamation Information Session 2 for Head Teachers and Governors of Infant and Junior Schools Representatives from Harefield were in attendance at all of the meetings and information sessions above.
- August 2024 – Proposed timetable letter sent to Harefield Infant School and Harefield Junior School
- September 2024 - Governors meeting attended by LA Officer to discuss amalgamation

A period of pre-publication consultation was carried out between Monday 17th March 2025 and Wednesday 30th April 2025. A total of 552 responses were received during this time.

The end of the consultation was originally Thursday 17th April 2025, however, this was extended to 30th April 2025 following feedback and a request from an attendee at a consultation event with the school and other stakeholders to provide additional time as a result of the school holidays, which was supported by staff at the school. 26 responses were received during this extended period.

An informal consultation document (see **Appendix 1**) was made available in hard copy and electronic form, that outlined the proposals and relevant background information. Hard copies were made available on request from the Local Authority. This information was sent to the Executive Head and Chair of Governors to share with parents of all children attending both schools on Friday 14th April 2025 on how to access the consultation document and submit a response.

Information about the informal consultation and a survey about the proposals was included on the Hillingdon 'Have Your Say' webpage.

Three online consultation meetings were hosted by Local Authority officers that provided parents/carers, staff, governors and members of the public the opportunity to comment on and ask questions about the proposals. Officers had planned for two of these events to be held face to face at the Harefield Library, however, based on the strong interest expressed by parents, carers, and members of the local community at the start of this statutory process and in anticipation of a significant turnout, Officers concluded that hosting the event online was the most appropriate and effective means of enabling broad participation and facilitating the opportunity for attendees to ask questions. One of these events was reserved for school staff only. A summary of dates and attendees is set out in the table below:

Information Session Date	Information Session Time	Attendees	Number of Attendees
Tuesday 25 th March 2025	5:00 pm to 6:00 pm	Virtual Public Meeting	40
Wednesday 26 th March 2025	2:00 pm to 3:00 pm	Virtual Public Meeting	40
Wednesday 26 th March 2025	4:30 pm to 5:30 pm	Virtual Staff Meeting	7 (Harefield Infant and Juniors schools arranged for many of their staff to join on a single device)

Please see **Appendix 2 – Information Session Presentation** for a copy of the presentation used at the events.

Parents, carers, staff, governors and members of the public were also invited to share their views by responding to the consultation by any of the following ways;

- completing the on-line consultation form
- writing directly to the Council
- attending an online event

Following the end of the pre-publication consultation period, a report was prepared for the relevant Chief Officer to consider, which details the key themes and issues raised (**Background paper 5**). Although there was a high number of people who did not support the proposal (97%), there was confusion about the impact of the proposed amalgamation, and Officers felt that it was appropriate to hold a formal consultation, and share additional information, during a further formal consultation period.

This decision was approved on 16th May 2025, which recommended proceeding to a formal consultation process through the publication of a statutory notice for the expansion of the age range at Harefield Junior School, and the (technical) closure of Harefield Infant School, to become one school, with the change of name from Harefield Junior School and Harefield Infant school, to Harefield Primary School, to achieve the amalgamation.

- June 2025 – Virtual Meeting held between LA Officers and the Executive Headteacher and Chair of Governors to discuss the Harefield Amalgamation Consultation Proposal. This was also attended by the Head of School.
- June 2025 – Follow up call between Head of Education & SEND Commissioning and Executive Headteacher

Publication

As part of the formal consultation, the Council issued a Public Notice (**Appendix 3**) which was sent to the West London Gazette for publication on Wednesday 18th June 2025, with 6 copies put up around the school site on entrance/ exits in line with the statutory process.

As the proposal for one change is linked to another, this was made clear in any notices that were published. Where a proposal by a local authority is 'related' to a proposal by other proposers such as this, the 2 notices could be published together and cross-refer to the other.

The full proposal was published on the schools' websites and the Council website, and included information setting out (in line with the statutory process):

- how copies of the proposal may be obtained;
- that anybody can object to, or comment on, the proposal;
- the date that the representation period ends; and
- the local authority's address to which objections or comments should be submitted.

Representation

The statutory proposal (**Appendix 4**), was available from Wednesday 18th June 2025 at 9:00am to Wednesday 30th July 2025 at 5:00pm on the consultation page of the Hillingdon Council website. This included a brief outline of the proposed change, the full proposal, Frequently Asked Questions (FAQ) document (**Appendix 5**), a copy of the Public Notice, a questionnaire to obtain feedback, financial benchmarking for Harefield Infant School (**Appendix 6**), Harefield Junior School (**Appendix 7**), and Senior Leadership Structure 2024-2025 (**Appendix 8**).

Information regarding the consultation was publicised to all schools within the Borough via email. Both Harefield Infant School and Harefield Junior School shared the information on their school webpages by including the pdfs of the above documents as well as including a link to the Hillingdon Council consultation webpage.

As Hillingdon Council also receives school admissions applications from residents who live outside of the Borough, the consultation was designed to be inclusive. Therefore, officers contacted the following surrounding Councils to share details of the consultation:

- London Borough of Ealing
- London Borough of Hounslow
- London Borough of Brent
- London Borough of Harrow
- Hertfordshire County Council
- Buckinghamshire County Council
- Slough Borough Council

There were two drop-in sessions at the school site, where Officers were on hand to answer any questions in person and to explain the proposal as necessary. This was scheduled for Thursday 26th June 2025 between 2:00pm – 3:00pm (which ran over past 3.30pm), for stakeholder including parents/guardians, school staff and residents and a further session was held for school staff separately, from 4:00pm to 5:00pm. Each of these sessions were attended by approximately 30 people. It was not possible to share a presentation with stakeholders at the information sessions (**Appendix 9**) although it was referenced during the meeting and subsequently added to the Council's website. Sessions are detailed below:

Information Session Date	Information Session Time	Attendees	Number of Attendees
Thursday 26 th June 2025	2:00 pm to 3:00 pm (ran over past 3:30)	Public Meeting at Harefield Junior School	30
Thursday 26 th June 2025	4:00 pm to 5:00 pm	Staff Meeting at Harefield Junior School	30

Wednesday 2 nd July 2025	12:30 pm to 13:30 pm	Virtual Public Meeting	1* meeting had unforeseen technical issues
Wednesday 2 nd July 2025	6:00 pm to 7:00 pm	Virtual Public Meeting	8
Wednesday 16 th July 2025	1:00 pm to 2:00pm	Virtual Public Meeting	1

To provide stakeholders with an opportunity to ask questions and comment on the proposal, two virtual information sessions were scheduled for Wednesday 2nd July 2025, from 12:30pm to 1:30pm and from 6:00pm to 7:00pm to ensure broad accessibility.

Unfortunately, due to technical issues, some residents were unable to access the 12:30pm session as the link had become corrupted, therefore, the correct link was not available until 12.45pm. Only one individual successfully joined the session but left without contributing. In recognition of this disruption and to ensure all stakeholders had a fair opportunity to engage, an additional virtual session was arranged and communicated to the school and included on the Hillingdon Council 'Have your say' consultation page on 2nd July. Explaining that a further virtual event would be held on Wednesday 16th July 2025, from 1:00pm to 2:00pm. This was attended by one person in addition to Officers.

The evening session on Wednesday 2nd July 2025, from 6:00pm to 7:00pm, was attended by 8 people, in addition to Officers.

The consultation closed on Wednesday 30th July. All responses have been thoroughly considered and reflected in the report presented to Cabinet, ensuring that every voice is heard.

Consultation Responses

399 responses were submitted via the online questionnaire (which can be read in full detail in **Background paper 6**). The responses are summarised below.

Online Questionnaire responses are summarised below:

1. **11** respondents agreed with the proposal to amalgamate Harefield Infant School and Harefield Junior School to form a single two-form primary school
 - Yes – 11
 - No - 388
 - Don't know – 0
2. Of the **388** respondents that answered 'No', reasons have been summarised below in the paper.
3. **375** respondents agreed that the proposed changes would disadvantage any Hillingdon residents.
 - Yes - 375
 - No - 17
 - Don't know – 7
4. Of the **382** respondents that agreed or answered 'Don't know' that the changes will disadvantage Hillingdon residents, reasons have been summarised below in the paper.

5. **399** respondents have confirmed their interest in the proposal as:
- A parent/ Carer/guardian – 265
 - A local resident – 51
 - A staff member – 19
 - Prefer not to say – 14
 - Other – 10
 - Blank – 40
6. **338** respondents stated that they have children under the age of 18 living in their household.
7. Respondents were invited to state which school(s) their child(ren) currently attend, and the responses were as follows:
- Harefield Infant and Harefield Junior Schools – 86
 - Harefield Infant School – 81
 - Harefield Junior School – 76
 - Other secondary school – 36
 - Harefield unspecified – 13
 - Other primary school - 7
8. **171** provided additional comments on the proposals which are summarised below:

Online Questionnaire responses are summarised below:

The information below seeks to set out the themes from the consultation to the Council's proposal to (technically) close Harefield Infant School and to extend the age range of Harefield Junior School from 7-11-year-olds to 3-11-year-olds.

Consultation Themes

1. Loss of Funding and Impact on Educational Provision

A large number of respondents expressed concern that amalgamating the schools would result in a substantial budget reduction, potentially affecting the quality of education, staffing capacity, and access to enrichment activities.

If the proposal is agreed, the school will no longer received a second lump sum of funding, which will reduce the overall budget over a phased period of time outlined above. However, this change would bring the school's funding in line with other primary schools across Hillingdon, ensuring consistency in how resources are allocated. The amalgamated school is expected to achieve enhanced economies of scale which may help to alleviate the financial pressures arising from the reduction in funding, but it will ultimately be the school's decision where specific savings are made.

A review of resource allocation and deployment as part of the amalgamation will enable the school to mitigate the impact of the loss of one lump sum over time. This can be supported by using the Gov.uk Financial Benchmarking and Insights Tool to see how spending compares with similar schools across England for Harefield Infant School and for Harefield Junior School and looking for efficiencies. In addition, a review of the Senior Leadership Team (SLT) costs across the Harefield Infant and Junior schools appears to be higher in comparison to similar sized primary schools within the borough.

Analysis of leadership structures across two-form entry (2FE) primary schools in Hillingdon indicates that the average SLT size is approximately three members. This typically includes one Headteacher, one Deputy Headteacher, and one Assistant Headteacher, forming a core leadership team responsible for strategic direction, operational management, and curriculum oversight. In some schools, SLT hold a teaching commitment and other schools, they do not. However, across the infant and junior Harefield Schools, there are currently seven members of SLT. However, decisions on staffing models and leadership structures are a matter for the Governing Body, and there are a wide range of options available.

Given the example of the size of the SLT structure, it is possible that the staffing may need to be reviewed irrespective of whether the amalgamation proposal is approved, as the lower pupil numbers will lead to a reduction in funding over time and the structure needs to be appropriate for the size of the school(s).

The governing body are responsible for managing operational matters and deciding how the school budget is allocated, with the financial and operational impact subject to ongoing monitoring and review to ensure effective oversight and accountability.

2. Impact on Children with Special Educational Needs

Several respondents expressed concerns that support for students with special educational needs (SEN) could be reorganised or diminished because of amalgamation.

Schools receive notional budgets for children who are on the SEND register (SEND Support/EHCP) and the support provided to children on the register should not experience a change as a result of school becoming a primary school (if the proposal is approved). As well as the notional funding schools have, any child who has an EHCP also attracts individual funding that is paid to the school per pupil and this does not change whether the school operates as an infant and junior school compared to a primary school. We do not foresee any challenges with the school providing support to children with SEND needs as a result of the amalgamation, as the funding provided for children with SEND will not change. All schools have statutory duties in relation to SEND irrespective of whether they are separate infant and junior schools or a primary school, therefore, there should be no direct impact to children with SEND as a result of the proposal. The budget will be in line with all other primary schools in Hillingdon.

3. Loss of Infant School identity and Age-Appropriateness

Some parents have voiced concerns about the suitability and safety of placing younger and older pupils within the same school setting. They worry this could increase the risk of bullying and lead to the loss of age-appropriate facilities and tailored support for younger pupils.

The school will be required to put in place appropriate measures to safeguard all pupils and provide age-appropriate support, consistent with practices across other primary schools. This includes establishing distinct areas for younger and older children, ensuring sufficient supervision, and maintaining facilities and programmes tailored to each age group. Based on current assessments, the proposal is not expected to have any negative impact on pupil safety.

4. Community engagement and transparency

A number of respondents feel that the council has not clearly communicated the rationale behind the proposed amalgamation or its potential consequences. This has led to a lack of trust in the Council's intentions, with some perceiving the proposal as being financially motivated (particularly related to possible land sales), rather than driven by educational improvements. Other comments referred to a reduction in school places, overcrowded classrooms and increases in traffic.

The local authority confirms that there will be no sale of land or buildings on the current school sites and do not expect there will be any day-to-day impact for pupils or parents. As there will not be any changes to the school land, buildings or infrastructure, and all children will continue to remain at the newly formed primary school if the proposal is approved, there will not be any impact on school places, class sizes, or traffic in the area as a result of this proposal.

The Council have been open about the amalgamation policy and shared details of the proposed amalgamation including any financial impact, and benchmarking information. Officers also held engagement events with the school and other stakeholders to address any questions and provide additional information.

5. No educational benefit for children from amalgamation

Some respondents felt that more information was needed about the educational benefits of amalgamation.

The Council has set out a policy on amalgamation and the benefits to children and their education and wellbeing, along with the benefits to the schools. Benefits of amalgamation are set out earlier in this paper. A list of the academic research can be found in **Appendix 10**.

6. Postponing date of amalgamation to September 2026

Some respondents questioned the date of amalgamation and suggested that a more appropriate date would be September 2026

The proposed amalgamation date of April 2026 has been carefully considered to align with the start of the financial year. This timing offers the most financially advantageous scenario for both Harefield Infant and Harefield Junior Schools, ensuring that each school receives 100% of its lump sum funding allocation for the full 2026/27 financial year. This approach supports financial stability and allows for a smoother transition in terms of budget planning and resource allocation. Alternative implementation dates present less favourable financial outcomes. For example, an earlier amalgamation in January 2026 would result in the schools entering the 2026/27 financial year with only one school receiving the full 100% lump sum, while the second would receive a reduced allocation of 70%. This could create financial pressures during a critical period of transition.

Similarly, a September 2026 implementation would allow both schools to benefit from two additional terms of full funding. However, from the 2027/28 financial year onwards, the funding would revert to a single 100% lump sum and a second reduced to 70%, potentially limiting the schools' ability to plan and invest in the newly amalgamated structure.

By selecting April 2026 as the implementation date, the local authority aims to maximise financial continuity and minimise disruption, ensuring that both schools are well-positioned to manage the transition effectively and maintain high-quality provision for all pupils.

Other correspondence received relating to the proposed amalgamation

A total of 14 complaints were received, for reasons including the difficulties accessing the virtual information session held on Wednesday, 2nd July as well as the consultation process. All of these were addressed through the corporate complaints process. Additionally, four further letters were submitted to the Council via email which were not in support of the proposal to amalgamate Harefield Infant and Harefield Junior Schools.

Consultation conclusions

The proposed amalgamation aims to enhance the learning experience for children by offering a more consistent and seamless journey through their primary education. By combining resources from both schools and having one unified staff team, children will benefit from stronger relationships with familiar adults and smoother transitions between year groups. The proposed amalgamation will also provide longer term sustainability for the two schools.

Next steps

As detailed in the relevant guidance, Making significant changes to maintained schools (**Background paper 7**) and Opening and closing maintained schools (**Background paper 8**), the next steps are set out for decision makers below following the consultation process

When issuing a decision, the decision maker can:

- reject the proposal;
- approve the proposal without modification;
- approve the proposal with such modifications as they think desirable; such as an alternative implementation date set out below:
 - January 2026
 - September 2026

or

- approve the proposal, with or without modification, subject to certain conditions (such as the granting of planning permission) being met.

If approval is granted by Cabinet, the Council's Education Service will notify the Department for Education and implement the proposal following the requirements set within the [School organisation: local-authority-maintained schools - GOV.UK](#) guidance [Opening and closing maintained schools](#) and [Making significant changes \('prescribed alterations'\) to maintained schools](#).

The school will open as a Primary school on 7th April 2026 if amalgamation is approved. In order to amalgamate the 2 schools and create a primary school, the Council are proposing to (technically) close Harefield Infant School on 6th April 2026 and extend the age range of Harefield Junior School. No land or buildings will be affected by the proposal, and all assets would transfer to the Primary school if the amalgamation is approved.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concurs with the Financial Implications set out above, noting the recommendations to consider the responses from the consultations and to approve the technical closure of Harefield Infant School, to extend the age range of Harefield Junior School, to amalgamate both schools to create a Primary School from April 2026.

Furthermore, it is noted the amalgamation will result in a reduction in Dedicated Schools Grant (DSG), Schools Block Funding. While the combined school will continue to receive a single lump sum in line with other primary schools across Hillingdon, the overall funding will decrease for the new Harefield Primary School over time. Based on current pupil numbers and non-inflation adjusted projections the funding will reduce from £2,231k in 2026/27, £2,183k in 2027/28 and

further to £2,075k in 2028/29. Budgetary control will remain with the school's leadership and Governing Body, who will be responsible for the allocation of available funds.

It is also noted that the other DSG funding streams and targeted grants will remain unaffected by the amalgamation as these are determined by pupil demographics and needs.

Legal

The local authority must have regard to the statutory guidance on opening and closing maintained school. There are no legal impediments to the recommendations within the report.

BACKGROUND PAPERS

- [Background paper 1](#) – Hillingdon Infant and Junior Amalgamation Policy – September 2022
- [Background paper 2](#) - Statutory Proposal to amalgamate Harefield Infant and Junior Schools – September 2009
- [Background paper 3](#) - Decision on the proposal to amalgamate Harefield Infant and Harefield Junior Schools – 24th September 2009
- [Background paper 4](#) – Proposal to amalgamate Harefield Infant and Harefield Junior Schools – Select Committee minutes – Wednesday 30th July 2025
- [Background paper 5](#) – Chief Officer Decision Notice – Harefield Infant and Junior Schools
- [Background paper 6](#) – School Place Planning Consultation – Proposal to Amalgamate Harefield Schools (1-399)
- [Background paper 7](#) – Making significant changes ('prescribed alterations') to maintained schools
- [Background paper 8](#) – Opening and Closing maintained schools



Proposal to amalgamate Harefield Infant School and Harefield Junior School

**Consultation period:
Monday 17th March 2025 to
Thursday 17th April 2025**

Introduction

Hillingdon Council are proposing to undertake a formal consultation on the future of Harefield Infant School and Harefield Junior School to form a single Primary School. To start this process the local authority is conducting a stage one/ pre-publication consultation (referred to as the consultation) in line with statutory guidance, to gather the views of staff, families, local residents and any other stakeholders.

Why are we proposing the change?

Hillingdon Council are seeking your views on a proposal to amalgamate (also referred to as merging) Harefield Infant School and Harefield Junior School. This represents a great opportunity to bring two good schools, that currently share:

- A Federated Governing Body
- An Executive Headteacher
- A Head of School
- A Special Educational Needs & Disabilities Coordinator (SENDCo)
- A School Business Manager
- A Site Manager
- A Caretaker
- The same colour uniform
- School Policies: Anti Bullying, Attendance, Behaviour, Charging and remissions, Child Protection and Safeguarding, Complaints, Equalities Objectives and information, Personal, Social and Health Education, Special Education Needs and Disabilities and Uniform Policy

The new primary school would have a positive foundation as both schools have existing strengths, good practice and already work closely together as one school to serve their local community.

The proposal is that Harefield Infant School and Harefield Junior School are amalgamated to form a single Primary School from 1st January 2026. The newly formed Primary School would continue to use the existing buildings and site as the Infant and Junior schools. The amalgamated school would continue to provide 420 places in Reception to Year 6 (60 per year group) for children aged from 3 to 11 years old.

What would be the name of the school?

The proposed new name of the primary school would be Harefield Primary School.

What are some of the advantages of amalgamation?

The Council see significant advantages in combining the existing schools into a new primary school. Both schools have already been working closely together under a federated

governing body and many other shared resources as outlined above. There are some additional benefits to amalgamating Infant and Junior schools including:

- A consistent approach to the ways in which children are taught and supported, recognising the current strengths of both schools.
- Increased opportunities for children in all key stages to come together for pastoral, social and creative activities.
- Consistency of parental involvement throughout the primary phase of education by having the ability to foster longer-term relationships with families within one school;
- Communication between school and parents will be simplified, especially for parents with children in both schools. It would remove any duplication and ensure a joined up approach for events, training and other matters;
- Removes the need for parents to apply for a place at the Junior School as children would automatically continue their education as part of one school.
- Increased career development opportunities for staff through the sharing of a wider range of expertise and the possibility to gain experience and an understanding of all Primary Key Stages.
- Greater opportunity for cost effectiveness through economies of scale e.g. in purchasing, ensuring the best provision possible for the children

How would an amalgamation be implemented?

In order to amalgamate the two Harefield Schools it is proposed to close one school and expand the age range of the other school. It is proposed that Harefield Infant School will close and Harefield Junior School would expand its age from 3 to 11 years olds. The new school would then be one Primary School. The combined school would retain the same DfE number as the current Junior School.

What would an amalgamated school look like?

Harefield Junior School would increase the age range of children it accepts from 3- 11 years old (Year 3 - Year 6) and would then change its name to Harefield Primary School to reflect that it educates a wider age range. At the same time Harefield Infant School would formally close. Harefield Primary School would provide 60 place per year group and a total of 420 places. All children on roll at the Harefield Infant School at the point of amalgamation would continue as pupils of Harefield Primary School. The school is already operating as one school in many areas as outlined above.

Admissions

If the proposal is agreed and both schools amalgamate, the following would apply:

- Children at Harefield Infant School will automatically be enrolled at the newly amalgamated school.
- Children who have applied for Reception places at Harefield Infant School for September 2026 would be offered places through the standard admissions process, using the schools current agreed Admission's Policy.
- Children who have applied to transfer from Harefield Infant School to Harefield Junior School for September 2026 will automatically have a place at the Junior School.

Will there be any changes to the size of the school and the school buildings?

No, the size of the school and school buildings will remain exactly the same. The proposed Primary school will have a *published admission number* equal to the sum of the current Infant, Nursery and Junior schools' numbers. Therefore there would be **no change to the capacity** of the proposed amalgamated Primary school if the decision were made to proceed.

Who will be the governors of the primary school?

If amalgamation does go ahead, then the existing Federated Governing Board would remain in place. If vacancies exist for new governors, they would be recruited following the same process that is currently in place.

The consultation process

The consultation will start on Monday 17th March 2025 at 9:00am and will end on Thursday 17th April 2025 at 5:00pm. The closing date for online responses is Thursday 17th April 2025 at 5:00pm and any hard copies returned by hand or post must be submitted to The London Borough of Hillingdon office by 5:00pm Thursday 17th April 2025.

How can I make comments about the proposals?

Parents, carers, staff, governors and members of the public are invited to share their views by responding to the consultation by any of the following; completing the on-line consultation form, writing directly to the Council, attending an on-line event, and/or attending a face-to-face event during the consultation period as set out below:

- Parents, carers, staff, governors and members of the public are invited to send their comments by replying using the online survey available at www.hillingdon.gov.uk/have-your-say
- You can also use the response form (or any other written format) at the end of this document to record your views. It can be sent to:

London Borough of Hillingdon

2W - School Place Planning Team
Civic Centre, High Street,
Uxbridge,
UB8 1UW

or emailed to: schoolplaceplanning@hillingdon.gov.uk

Face to Face drop-in Sessions		
Location	Date/Time	Session
Harefield Library Park Lane Village Centre Park Lane, Harefield, UB9 6BJ	Wednesday 26 th March 2025 2:00pm – 3:00pm (public meeting) 4:30pm – 5:30pm (staff members)	Drop in – Question and Answer
On-Line drop-in session		
Location	Date/Time	Session
Microsoft Teams Join the meeting now	Tuesday 25 th March 5:00pm – 6:00pm (all stakeholders)	On-line - Question and Answer

Comments made at the meetings will be recorded in written format and will contribute to the consultation outcomes.

How will the decision about the proposed amalgamation and expansion of the schools be made?

After the consultation is complete, all the responses regardless of whether they are comments in support of the proposal, objections, or other suggestions will be collated and considered by the Council. Officers will have regard to the information and feedback and consider whether to request approval to progress to a statutory proposal being published to amalgamate the two schools. If agreed, this process will then commence with the issuing of a Public Notice and the statutory proposal. The representation period will last for four weeks during which time a formal consultation will take place.

Following this formal consultation, Officers will present the feedback from the consultation to the Children, Families and Education Select Committee for review, and then to Hillingdon Council Cabinet to make a final decision on whether the schools should amalgamate and the date of when this should happen. If Hillingdon Cabinet decides not to accept a recommendation to amalgamate, the schools will continue as separate infant and junior schools.

Guidance for the amalgamation process

The proposal would follow two separate guidance processes: [Opening and closing maintained schools](#) and [Making significant changes \('prescribed alterations'\) to maintained schools](#).



INFORMAL CONSULTATION RESPONSE FORM

Proposal to Amalgamate Harefield Infant School and Harefield Junior School

The proposal is to bring together Harefield Infant School and Harefield Junior School to form a single 2 form-entry Primary School from 1st January 2026. The newly formed Primary School would use the existing buildings and site as the current schools.

We are keen to hear your views about the proposal. and would be grateful if you would spend a few minutes to complete this questionnaire. Responses must be submitted to London Borough of Hillingdon, 2W - School Place Planning Team, Civic Centre, High Street, Uxbridge, UB8 1UW by 5pm Thursday 17th April 2025 and are anonymous.

You can also complete the form online available at www.hillingdon.gov.uk/have-your-say where responses must be received by

1. Do you agree with the proposal to amalgamate Harefield Infant School and Harefield Junior School to form a single two-form Primary School?

Please circle as appropriate

YES / NO / Don't know

2. If you agree with the proposal, please say why you think it is a good idea:

3. If you disagree with the proposal or 'don't know', please provide details why:

4. Prior to reading this proposal were you aware that Harefield Infant School and Harefield Junior School, were two separate schools?

YES / NO

5. If you have any other comments, issues or questions, or have any other suggestions, please advise them here.

The following questions are about you and are optional. Your answers will be kept in strict confidence and not shared with any third party.

6. Are you completing this questionnaire as (tick or cross next to the relevant answer):

- A parent/carer/guardian
- A staff member
- A local resident
- Prefer not to say
- Other
- Blank

7. How many children under the age of 18 live in your household?

8. Which school(s) does your child(ren) currently attend?

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Information Session – Possible proposal to amalgamate Harefield Infant and Junior Schools

Tuesday 25th March
Wednesday 26th March



Harefield schools Values

Happiness-spreading joy to those around us;

Compassion-caring and being kind to all;

Respect-treating others as we like to be treated;

Teamwork-working well with everyone.



HAREFIELD INFANT SCHOOL



HAREFIELD JUNIOR SCHOOL



Informal Consultation

“The proposal is that Harefield Infant School and Harefield Junior School are amalgamated to form a single Primary School from 1st January 2026. The newly formed Primary School would continue to use the existing buildings and site as the Infant and Junior schools.”

Why?

- **Harefield Infants and Juniors operate as 1 school already**
- **Joint Governing Body, 1 Headteacher (John Downs), 1 Executive Headteacher (Arjinder Sunner), joint staff across 2 sites**
- **Formalise arrangements**
- **In line with Amalgamation policy**

Headlines

<ul style="list-style-type: none">• No land or building will be sold• No financial saving for the Council	<ul style="list-style-type: none">• No day-to-day change for pupils or parents• Same staff, same high-quality education
<ul style="list-style-type: none">• No pupils displaced, no pupils forced to move, no pupils denied a school place• 420 school places (PAN of 60)• No need to apply for place in Year 3	<ul style="list-style-type: none">• No decision made yet• All viewpoints considered before deciding to propose amalgamation



Benefits

- | | |
|--|---|
| <ul style="list-style-type: none">• A more consistent approach to teaching and learning for children, building on the strengths of both schools | <ul style="list-style-type: none">• Easier communication with parents, less need for duplication |
| <ul style="list-style-type: none">• A seamless all through school experience | <ul style="list-style-type: none">• Greater opportunities for cost efficiencies over time |



Financial Implications

- No financial savings for the Borough

- Reduction in lump sum funding after Year 2
(Full funding Year 1, 70% funding Year 2)

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Savings over time from efficiencies will offset that funding



Financial Implications

Annual Funding	Harefield Infant school	Harefield Junior school	Total
	FY24/25	FY24/25	FY24/25
	888,735	1,309,585	2,198,320

Current Surplus	Harefield Infant school	Harefield Junior school	Total
	FY 2023 / 24	FY 2023 / 24	FY 2023 / 24
	70,871	233,343	304,214

	Harefield Infant	Harefield Junior	Total			70%	
Formula Budget	FY25/26	FY25/26	FY25/26		FY25/26	FY26/27	FY27/28
Lump Sum	£159,662	£159,662	£319,324		£319,324	£223,527	£159,662

* Please note that these figures are based on current funding model.



Amalgamation Policy

“Each infant and junior school governing body is asked to discuss this policy and plan their own route towards full amalgamation. For some this may be some years ahead, though others may be pushed by circumstances”

“The London Borough of Hillingdon will require Governing Bodies of all separate infant and junior schools to consider amalgamating their two linked schools when one or more of the following ‘trigger circumstances’ occur, unless there are compelling and overriding reasons”

“Progress towards amalgamation will be presumed unless the educational advantages set out in this policy would not be delivered by combining the two schools.”

- Policy dated September 2022
- Further engagement with all Infant and Junior schools from June 2024



Amalgamation Policy

Total pupil numbers in either school are 25% or more below the Published Admission Number (based on January census).

One or both schools have PANs or are recruiting at below two forms of entry – making the individual schools relatively small and at risk of becoming unviable within the Hillingdon funding context.

Harefield Infant School						
Census	Whole School PAN	Pupils on Roll				% Vacancies
		R	Yr 1	Yr 2	Total on Roll	
Jan-20	270	75	64	71	210	22%
Jan-21	270	55	67	63	185	31%
Jan-22	270	51	57	62	170	37%
Jan-23	270	62	52	54	168	38%
Jan-24	180	36	59	45	140	22%
Jan-25	180	39	35	60	134	26%

Harefield Junior School							
Census	Whole School PAN	Pupils on Roll					% Vacancies
		Yr 3	Yr 4	Yr 5	Yr 6	Total on Roll	
Jan-20	360	71	85	54	69	279	23%
Jan-21	360	67	66	82	53	268	26%
Jan-22	360	58	61	65	82	266	26%
Jan-23	360	63	53	55	66	237	34%
Jan-24	240	48	62	52	55	217	10%
Jan-25	240	43	47	60	51	201	16%

PAN reduction from 3 Forms of Entry (FE) to 2FE took effect September 2023



Next Steps

- **Stage One: Prepublication consultation** – Local Authority are gathering the views of local residents, following conclusion decision on whether to proceed to formal consultation will be made

If decision was made to proceed to **Stage Two: Publication consultation**

- **Stage Two: Publication**, public notice and full consultation proposal will be published
- **Stage Three: Representation**, 4 week statutory consultation with further information sessions (face to face and virtual) would be arranged during this period
- **Stage Four: Decision**, Proposal would be submitted to Cabinet to review and make a formal decision on the proposed Amalgamation
- **Stage Five: Implementation**, if proposal is agreed by Cabinet then schools will amalgamate on the date outlined in the proposal



Have your say

Parents, carers, staff, governors and members of the public are invited to share their views by responding to the pre-publication / stage one consultation by any of the following; completing the on-line consultation form, writing directly to the Council, or attending an on-line event during the consultation period as set out below:

- Parents, carers, staff, governors and members of the public are invited to send their comments by replying using the online survey available at www.hillingdon.gov.uk/have-your-say
- You can also use the response form (or any other written format) at the end of this document to record your views. It can be sent to:
London Borough of Hillingdon
2W - School Place Planning Team Civic Centre,
High Street,
Uxbridge,
UB8 1UW

or emailed to: schoolplaceplanning@hillington.gov.uk





HILLINGDON

LONDON

LONDON BOROUGH OF HILLINGDON

Statutory Notice

Amalgamation of

**Harefield Infant School, High Street, Harefield, UB9 6BT URN: 102382
and**

Harefield Junior School, Park Lane, Harefield, UB9 6BJ, URN: 102381

Part 1: Closure of Harefield Infant School (Maintained)

Notice is given in accordance with section 15 of the Education and Inspections Act 2006 and the School Organisation (Establishment and Discontinuance of Schools)

Regulations 2013 that the London Borough of Hillingdon is proposing to discontinue Harefield Infant School with effect from 31st March 2026.

Part 2: Prescribed Alteration to Harefield Junior School (Maintained)

Notice is given in accordance with section 19 of the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools)

(England) Regulations 2013 that the London Borough of Hillingdon is proposing to make prescribed alterations to Harefield Junior School with effect from 1st April 2026. The prescribed alterations proposed are:

- Extend the age range of Harefield Junior School to accommodate pupils from Nursery to Year 6.
- Increase the total pupil numbers at Harefield Junior School to 420 pupils.

This Notice is an extract from the complete proposal, copies of which may be obtained from School Place Planning Team, Hillingdon Council, Civic Centre, 2W, High Street, Uxbridge, UB8 1UW

Email: schoolplaceplanning@hillington.gov.uk.

Website: www.hillingdon.gov.uk/have-your-say

Within six weeks from the date of publication of this proposal, any person may object to, support, or make comments on the proposal to the School Place Planning Team, Hillingdon Council, Civic Centre, 2W, High Street, Uxbridge, UB8 1UW

Email: schoolplaceplanning@hillington.gov.uk

Responses must be received by 30th July 2025 at 5pm.

Signed: ABI PRESTON

Date: 18th June 2025

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Statutory Proposal to Amalgamate Harefield Infant School and Harefield Junior School

Introduction

Hillingdon Council are undertaking a formal consultation on the proposed amalgamation of Harefield Infant School and Harefield Junior School to form a single Primary School. In order to amalgamate and comply with statutory guidance, it is proposed that Harefield Infant School would technically close, with Harefield Junior School extending its age range to accommodate all Primary aged children from the two schools within the same buildings.

Public Notice

Notice is given in accordance with section 15 of the Education and Inspections Act 2006 and the School Organisation (Establishment and Discontinuance of Schools) Regulations 2013 that the London Borough of Hillingdon is proposing to discontinue (close) Harefield Infant School with effect from 31st March 2026.

Notice is given in accordance with section 19 of the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 that the London Borough of Hillingdon is proposing to make prescribed alterations to Harefield Junior School with effect from 1st April 2026. The prescribed alterations proposed are:

- Extend the age range of Harefield Junior School to accommodate pupils from Nursery to Year 6.
- Increase the total pupil numbers at Harefield Junior School to 420 pupils.

Contact Details:

Name and address of Local Authority (LA):

London Borough of Hillingdon, Civic Centre, High Street, Uxbridge, UB8 1UW

Name, address and category of schools proposed to be amalgamated:

Harefield Infant School, High Street, Harefield, UB9 6BT, URN: 102382 (Community School)

Harefield Junior School, Park Lane, Harefield, UB9 6BJ, URN: 102381 (Community School)

This proposal is published following the Department for Education (DfE) Statutory Guidance (March 2025) Making Significant Changes ('prescribed alterations') to Maintained Schools and Opening and Closing Maintained schools (October 2024).

Type of Proposal

This is the proposed closure of Harefield Infant School and the expansion of the age range of Harefield Junior School to create a primary school which will include pupils from the Infant and Junior schools.

Proposal

The London Borough of Hillingdon are consulting on a proposal for the two schools to amalgamate to form a single, two-form entry community primary school, with a total published pupil number of 420, with effect from 1st April 2026. The new primary school would continue to offer nursery provision, and therefore the age range would be from 3 to 11 year-olds, and would include existing pupils from the Infant and Junior schools.

The process of amalgamation is a technical process to join 2 schools together and in order to conduct the process in a legally compliant manner, the Council are required to use appropriate technical language. However, it is important to note that:

- **No buildings or property at the school sites will be closed, removed, developed or sold as a result of the proposed amalgamation**
- No children will be displaced as a result of the proposed amalgamation
- There will not be a change in pupil numbers as a result of the proposed amalgamation
- Children will continue to be educated at the same site
- When we refer to the closure of Harefield Infant school, it is purely a technical change, and the pupils, staff and buildings will not be affected as a result of this proposal

Proposer

The proposers for the proposed closure of Harefield Infant School and the proposed expansion of the age range of Harefield Junior School are Hillingdon Council.

Implementation Date

It is proposed that Harefield Infant School would technically close on 31st March 2026 and Harefield Junior School will expand to become a Primary school on the existing sites with effect from 1st April 2026.

Reason for amalgamation

Hillingdon Council see a range of benefits in combining the existing schools into a new primary school through the proposed statutory amalgamation process, which includes:

- A consistent approach to the ways in which children are taught and supported, recognising the current strengths of both schools.
- Increased opportunities for children in all key stages to come together for pastoral, social, and creative activities.
- Consistency of parental involvement throughout the primary phase of education by having the ability to foster longer-term relationships with families within one school.
- Communication between school and parents will be simplified, especially for parents with children in both schools. It would remove any duplication and ensure a joined-up approach for events, training and other matters.
- Removes the need for parents to apply for a place at the Junior School as children would automatically continue their education as part of one Harefield Primary school.

- Increased career development opportunities for staff through the sharing of a wider range of expertise and the possibility to gain experience and an understanding of all Primary Key Stages.
- Greater opportunity for cost effectiveness through economies of scale e.g. in purchasing, ensuring the best provision possible for the children.

Both Harefield Infant School and Harefield Junior School are community maintained schools located in the Harefield Village ward and were both graded 'Good' at their last Ofsted Inspection. Harefield Infant School was inspected in March 2023 and maintained its grade from the full inspection in December 2012, and Harefield Junior School was inspected in October 2023 and improved its grade from "Requires Improvement" from the full inspection in September 2019.

Both of these schools are located adjacent to each other and effectively share one site. As they are community maintained schools, this means they are both maintained by Hillingdon Council and the Council owns the buildings and the land.

Harefield Infant School and Harefield Junior School have been in a federation since October 2018. This means that, although they are legally two separate schools, they operate in many ways as one school. There is one federated Governing Board that oversee both schools, one Executive Headteacher, and one Head of School for both schools.

The [Hillingdon Infant and Junior Amalgamation Policy](#), September 2022, states that "The London Borough of Hillingdon will require Governing Bodies of all separate infant and junior schools to consider amalgamating their two linked schools when one or more of the following 'trigger circumstances' occur, unless there are compelling and overriding reasons"

a) A headteacher vacancy arises in either or both schools.

b) Total pupil numbers in either school are 25% or more below the Published Admission Number (PAN).

c) Ofsted inspection in one of the schools identifies a 'Requires Improvement' judgement.

d) One or both of the schools cannot set a balanced budget or has financial problems.

e) One or both of the schools involved is judged to be a 'School causing concern' by the London Borough of Hillingdon.

f) One or both schools have PANs or are recruiting at below two forms of entry – making the individual schools relatively small and at risk of becoming unviable within the Hillingdon funding context.

g) Other pressures whereby the educational provision would be improved through amalgamation such as provision of SEN support, staff recruitment and retention or issues linked to the buildings.

The birth rate in Hillingdon has been steadily declining since 2016, which has impacted primary aged pupil numbers across the Borough. The combined pupils on-roll at Harefield Infant and Harefield Junior Schools have decreased over the past 6 Spring census returns as noted in the tables below, and meet the triggers b & f listed above, despite the Published

Admission Number (PAN) of the schools being reduced by 1 form of entry (FE) (30 pupils) in 2023 / 24.

The PAN of a school is determined by their admission arrangements and, all admission authorities must set an admission number for each 'relevant age group' which would refer to the age group at which pupils are or will normally be admitted to the school e.g. reception and Year 3. This would not include pre-statutory nursery numbers.

Pupil Numbers and Admissions

Harefield Infant School

Harefield Infant School is a 2FE maintained community infant school with 134 pupils on roll, for pupils aged 3 to 7 as per the January 2025 Census.

Harefield Infant School						
Census	Whole School PAN	Pupils on Roll				% Vacancies
		R	Yr 1	Yr 2	Total on Roll	
Jan-20	270	75	64	71	210	22%
Jan-21	270	55	67	63	185	31%
Jan-22	270	51	57	62	170	37%
Jan-23	270	62	52	54	168	38%
Jan-24	180	36	59	45	140	22%
Jan-25	180	39	35	60	134	26%

Harefield Junior School

Harefield Junior School is a 2FE maintained community junior school with 201 pupils on roll, for pupils aged 7 to 11 as per the January 2025 Census.

Harefield Junior School							
Census	Whole School PAN	Pupils on Roll					% Vacancies
		Yr 3	Yr 4	Yr 5	Yr 6	Total on Roll	
Jan-20	360	71	85	54	69	279	23%
Jan-21	360	67	66	82	53	268	26%
Jan-22	360	58	61	65	82	266	26%
Jan-23	360	63	53	55	66	237	34%
Jan-24	240	48	62	52	55	217	10%
Jan-25	240	43	47	60	51	201	16%

There is no boarding provision at either school, which are both are co-educational.

Objectives (including how the proposal would increase educational standards and parental choice)

The proposal to amalgamate the schools has been put forward by the LA for the long-term benefit of children currently attending the schools, and those who will attend in the future. Academic research highlights the benefits of amalgamating infant and junior schools in relation to continuity of education and educational outcomes. The amalgamation of the Harefield Schools will support a cohesive and continuous

educational journey, underpinned by a unified curriculum, consistent teaching methodologies, and aligned pastoral support. This integrated approach promotes collaboration, and the sharing of best practices, ensuring pupils experience a smooth and confident progression from the early years through to Year 6.

Displaced pupils

This proposal is to amalgamate the two schools, and therefore no pupils would be displaced. From 1st April 2026, pupils currently at Harefield Infant School would have places at the expanded Harefield Junior School (which would become the Primary school). Current pupils in Year 2 would automatically transition to Year 3.

Impact on the community

Both Harefield Infant and Harefield Junior Schools serve the same geographical area and are located adjacent to each other and effectively share one site. The proposed amalgamation of Harefield Infant School and Harefield Junior School will not displace any pupils, or have any impact on travel, and will therefore have no impact on the community. The proposal will provide certainty of progression to the junior phase and offer an all-through primary education.

Rural primary schools

Both Harefield Infant School and Harefield Junior School are considered rural schools. There is a presumption against the closure of rural schools, however this does not apply where a rural infant and junior school on the same site are being closed to establish a new primary school (amalgamation).

Balance of denominational provision

Not applicable.

Early Years provision

It is intended that the current nursery at Harefield Infant School would continue to operate as part of the primary school, and the proposed age-range change of Harefield Junior School includes the nursery provision. There would be no change for children in the current setting, therefore, the provision would continue to be accessible and convenient for local families.

Sixth Form provision

Not applicable.

Effect on other Educational Establishments

There will be little to no impact on other educational establishments as current pupils from Harefield Infant School will automatically continue their educational journey into Key Stage 2 if the proposal for amalgamation is approved. For the last 3 years, 99% children attending the Infant school secured places at the Junior school, so it is likely that there will minimal, or no impact on surrounding schools. However, parents have the right to apply for a place at an alternative school if they wish, in line with all other schools.

Special Educational Needs

The schools do not provide a specialist resource provision (SRP), or a Designated Unit (DU) recognised by the local authority as being reserved for children with special educational needs. Children with special educational needs will continue to receive the same high levels of support in the primary school.

Travel

Both Harefield Infant School and Harefield Junior School are located adjacent to each other and effectively share one site so there will be no travel implications.

Financial implications

The Designated Schools Grant (DSG) Schools Block Funding represents the majority of funding for schools within Hillingdon, although each school may receive additional DSG funding or Grants.

Both schools combined funding is approximately £2,231k funding per year. If the proposal is approved, this would mean that following financial year (2027/28) after amalgamation the amount received would be £2,183k and the second financial year (2028/29) funding would be £2,075k. The figures above and detailed in the table below are based on the assumption that the number of pupils remains constant.

DSG Schools Block Funding	2026/27 Financial Year	2027/28 Financial Year	2028/29 Financial Year
Harefield Infant School funding	£901k	£852k	£745k
Harefield Junior School funding	£1,330k	£1,330k	£1,330k
Combined Harefield Schools funding	£2,231k	£2,183k	£2,075k

It is important to note that other DSG funding e.g. Early Years funding (EYSFF), Pupil Premium and other Grants paid to the school may be affected in future years, however these are based on pupil numbers and would not be affected by amalgamation (these would be depending upon the grant conditions, guidance and specific calculations).

If the schools amalgamate, the combined school will only be eligible for one lump sum (an allocation from the Dedicated Schools Grant provided to individual schools to support fixed costs that is currently £159,662 a year – based on the budget for 2025/26) in the future.

As detailed in the [Schools operational guide: 2025 to 2026 - GOV.UK](#), “where schools amalgamate after 1 April 2025, the new school will receive funding equivalent to the formula funding of the closing schools added together for the appropriate proportion of the year. This means that they receive the combined lump sums for the remainder of the year and 70% of the second lump sum in the following year. Local authorities can apply to provide a second year of protection. This needs to be discussed and agreed with Schools Forum.”

The financial implication of the amalgamation of the two schools will be the eventual loss of the lump sum income usually available per school. The school can however, benefit from better economies of scale which could mitigate the impact of this loss.

Once the school receive their budget, they decide how this is allocated across the school, and what the funding is spent on.

Project costs and indication of how these will be met, including how long-term value for money will be achieved

There are no direct project costs other than the costs of following the statutory process for school alterations and closures.

Process for making representations (objections and comments)

Within six weeks from the date of publication of this proposal, from Wednesday 18th June 2025 to Wednesday 30th July 2025, any person may object to, support, or make comments on the proposal. During this time, any person can send written representation to the Council directly to have their views on the proposals taken into consideration by the decision maker.

You can respond to the proposal by:

- Completing the online questionnaire by visiting the consultation page www.hillingdon.gov.uk/have-your-say
- Emailing schoolplaceplanning@hillingsdon.gov.uk.
- Submit a written response to: School Place Planning Team, London Brough of Hillingdon, Civic Centre, 2W, High Street, Uxbridge, UB8 1UW

All consultation responses must be received by 5pm on Wednesday 30th July 2025.

The consultation will involve a drop-in session for anyone affected by the proposal where Officers will be on hand to answer questions in person and to explain the proposal, as necessary. This opportunity will be also offered virtually for stakeholders to attend if that is more convenient.

Information Session Details

Date	Time	Venue	Attendees
Thursday 26 th June 2025	2:00pm – 3:00pm (parents/carers/ residents)	Harefield Junior School Hall, Park Lane, Harefield, UB9 6BJ	Drop-in session – Public meeting
Thursday 26 th June 2025	4:00pm – 5:00pm (staff members)	Harefield Junior School Hall, Park Lane, Harefield, UB9 6BJ	Drop-in session – Staff meeting
Wednesday 2 nd July 2025	12:30 to 1:30pm (parents/carers/ residents)	Virtual meeting – click here to join	Drop-in session – Public meeting

Wednesday 2 nd July 2025	6:00pm – 7:00pm (parents/carers/ residents)	Virtual meeting – click here to join	Drop-in session – Public meeting
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Decision

Hillingdon Local Authority will be the decision maker. They must satisfy themselves that an appropriate fair and open local consultation has been carried out. The Local Authority Cabinet will decide on the proposal within two months of the closure of the consultation period.

When the decision has been taken, the Local Authority will publish the outcome of the decision on their website and communicate the outcome to relevant stakeholders in writing.

A copy of this consultation is also available at:

- [Harefield Infant School website](#)
- [Harefield Junior School website](#)

Alternatively, you can make contact with the Council or the schools through email or postal addresses below to request a hard copy of the consultation documents.

Email:

- School Place Planning Team, Hillingdon Council - schoolplaceplanning@Hillingdon.gov.uk
- Harefield Infant and Harefield Junior School Federated Governing Body - office@harefieldinfant.com

Writing to:

- School Place Planning Team, London Borough of Hillingdon, Civic Centre, 2W, High Street, Uxbridge, UB8 1UW



Frequently Asked Questions

What are some of the advantages of the proposed amalgamation?

The proposal to amalgamate the schools is underpinned by the intention of the Council to further improve the quality of provision already in place at both schools by ensuring a consistent and continuous approach to teaching and learning throughout children's time at Harefield. It will also enable the Governing Body, Headteacher and staff to plan pastoral support for pupils from Nursery to Year 6. Finally, the proposal will enable the two schools to merge and strengthen their community links and to build on the extended school programmes in place in both schools.

Educational advantages for pupils

- The proposed amalgamation would remove the need to reapply and enable a smoother transition into Key Stage 2. The new school would have just one Ofsted rating, giving a clearer picture of how the whole school is doing.
- Enhanced curriculum planning which can take into account all three stages of the primary phase of education (Early Years, Key Stage 1 and Key Stage 2) so that children make the best possible progress in their learning and development during their time at Harefield;
- A consistent approach to the ways in which children are taught and supported, recognising the current strengths of both schools.
- Being able to monitor children's progress from age 3 to age 11 would enable staff to build up a comprehensive understanding of each child and build consistently on their achievements throughout their time at Harefield.
- Continuity of experience and provision, which could be especially important for vulnerable children and those with special educational needs.
- Increased opportunities for children in all key stages to come together for pastoral, social and creative activities.
- Improved consistency of safeguarding through seamless knowledge of children throughout their time at Harefield.
- Would allow consistency of policy and planning across key stages as well as the potential for cross-phase policies with a key stage specific focus.

Advantages for school families

- Consistency of parental involvement throughout the primary phase of education by having the ability to foster longer-term relationships with families within one school;
- Communication between school and parents will be simplified, especially for parents with children in both schools. It would remove any duplication and ensure a joined up approach for events, training and other matters;
- Removes the need for parents to apply for a place at the Junior School as children would automatically continue their education as part of one Harefield school.

Advantages for the leadership and governance

- A single leadership team providing vision and continuity from Nursery to Year 6;
- The opportunity to build partnerships with children, parents and families over a longer period of time.
- Working in partnership as one school within the community.
- The potential to attract from a wider pool of teaching and support staff due to greater career opportunities provided by an all through primary school.
- Greater flexibility in staffing
- A single Ofsted inspection programme rather than both schools being inspected on a regular cycle.

Advantages for the staff

- Increased career development opportunities through the sharing of a wider range of expertise and the possibility to gain experience and an understanding of all Key Stages.
- Continuous assessment, tracking and target-setting procedures for the entire primary phase of education;
- Opportunities to use the accommodation of both schools more effectively to support teaching and learning;
- Stability of staffing and increased opportunities for staff retention through improved staffing structures.

Advantages for the use of resources

- Increased sharing of resources and expertise would benefit both children and staff and avoid unnecessary duplication.
- As one school there is the potential to improve the use of school facilities e.g. specialist teaching spaces, reception areas, outdoor areas;
- Greater opportunity for cost effectiveness through economies of scale e.g. in purchasing, ensuring the best provision possible for the children;
- A larger workforce with a broader range of shared expertise.

What are the risks in amalgamating the two schools?

Hillingdon Council consider that the proposed amalgamation would bring a range of benefits and opportunities to the schools' pupils, staff and families as outlined above.

One possible risk is that the amalgamation process may distract governors and staff during the year with some uncertainty until a formal decision is taken, and then with implementation work required after the formal decision. This work includes the alignment of processes, procedures, ethos and culture. To mitigate this risk, the schools are working closely together with Hillingdon Council to minimise the impact upon pupils, governors and staff, to ensure that the process runs as smoothly as possible if the proposal is agreed.

Also, the proposed amalgamation may also be unsettling to staff and would need to be carefully managed by the school. Hillingdon Council is committed to undertaking all steps of this process in an open and transparent way, with the best interests of the schools at heart and will continue to work with the schools during this process. As Harefield Infant and Junior schools are already federated and work very closely together, we expect it to be less unsettling for staff who are already familiar with the leadership teams and shared staffing in some cases.

The timetable outlined in the proposal allows sufficient time to deliver the amalgamation. As outlined above, if the proposed amalgamation progresses, the implementation of the amalgamation will be dealt with through collaboration of the staff and leadership teams across both schools. The school leadership teams are working closely together at this time, to plan for any potential changes, and support closer working relationships.

There are a number of other possible risks that are common to all schools – such as staff recruitment and retention, pupil number changes in the local area, and school funding decisions by the Department for Education. Amalgamation is not considered to increase the risk of any of these issues and indeed may help reduce or manage the risks compared to remaining as separate infant and junior schools.

How would the new school be created?

The proposed process involves the following steps:

- Closing (technically) Harefield Infant School and transferring pupils, staff, land, buildings and equipment to Harefield Junior School on 31 March 2026

- Extending the age range of Harefield Junior School from Years 3 to 6 to Nursery to Year 6 (and changing its name to reflect the full primary age range) with effect from 1 April 2026

Will there be any changes to the size of the school and the school buildings?

No, the size of the school and building will remain exactly the same. The proposed Primary school will have a *published admission number* equal to the sum of the current Infant, Nursery and Junior Schools' numbers. Therefore, there would be **no change to the capacity** of the proposed amalgamated Primary school if the decision were made to proceed.

Does the proposed amalgamation affect school funding?

The education budget that the Council receives from central government is 'ring-fenced' and can only be spent on education – so there is no saving for the Council through the proposed amalgamation. The budget for each individual school is determined by a formula that includes an amount for every school but is mainly determined by the number of pupils in the school. There are many primary schools in the borough which are the same size as the proposed new primary school, and they are able to provide effective education within their budgets.

As detailed in the [Schools operational guide: 2025 to 2026 - GOV.UK](#), 'where schools amalgamate after 1 April 2025, the new school will receive funding equivalent to the formula funding of the closing schools added together for the appropriate proportion of the year.' As an example, if the schools amalgamated 1st April 2026 they would receive the combined lump sums for the remainder of the financial year (April 2026/27) and 70% of the second lump sum in the following financial year (April 2027/28).

'Local authorities may apply to provide a second year of protection. This needs to be discussed and agreed with schools forum'.

The financial implication of the amalgamation of the two schools will be the eventual loss of the lump sum income usually available per school. The school will however, benefit from better economies of scale which will mitigate the impact of this loss. The proposal itself is not expected to directly affect the number of teachers or teaching assistants, as staffing levels will continue to be aligned with the number of children enrolled at both schools.

A review of resource allocation and deployment as part of the amalgamation will enable the school to mitigate the impact of the loss of one lump sum over time. This can be supported by using the Gov.uk Financial Benchmarking and Insights Tool to see how spending compares with similar schools across England ([Harefield Infant School](#) and [Harefield Junior School](#)) and looking for efficiencies. In addition, a [review of the Senior](#)

[Leadership Team \(SLT\)](#) costs across the Harefield Infant and Junior schools appears to be higher in comparison to similar sized primary schools within the borough.

What will happen if the amalgamation does not proceed?

The schools would remain separate under the federated governing body of Harefield Infant and Harefield Junior School.

Will the school be renamed as Harefield Primary School if the schools amalgamate?

If the schools do progress to amalgamation then the governing body together with the Senior Leadership Team can liaise with staff, parents and carers on a possible new name for the all-through primary school.

Who would be the governors of the proposed new Primary School?

The Federated Governing Body of Harefield Infant and Harefield Junior School would become the Governing Body of the new Primary School, and can review its Instrument of Government to ensure it accurately records the term of office for each category of governor as well as the name of the school and membership of governors needed to support the school with a balanced and effective governance structure. As the governing body is already federated, there will be minimal change for governors, ensuring continuity and stability in governance.

Will there be a new uniform?

The decision on any change to uniform and when it will be introduced will be confirmed by the Governing Body of Harefield Primary School if amalgamation is progressed.

What would the school admissions arrangements be if there is an amalgamation?

The admissions process would be simplified, as there would be no need for families to submit an application for a Junior School place. Children attending the school in Year 2 would automatically move to Year 3.

There would be no changes to the admissions arrangements for Nursery and Reception.

Who will be parents' first point of contact if the schools amalgamate? Will there just be one reception team?

It is too early at this stage to know exactly how the school support team would be structured. If the schools do amalgamate, arrangements for contacting the school would be simplified, as there would likely be a single office email address and telephone number. However, this would be a decision for the school.

Will there be any job losses if amalgamation progresses?

The staffing structure would be considered in detail by the schools if the amalgamation is formally approved. Any decision to make changes to staffing would be made by the school and could involve further consultation with staff and trade unions, as appropriate.

Will staff have the opportunity to work across different key stages (EYFS, Key Stage 1 and Key Stage 2) if amalgamation progresses?

This will be a decision for the school, but in principle yes, becoming a Primary School would give staff the opportunity to gain experience in different key stages where they were interested in doing so. This would be based on individual preferences and the school's requirements, and the school would decide how this would work in practice.

Will there be any changes to the Senior Leadership Team structure if amalgamation progresses?

It is too early in the process to confirm what the Senior Leadership Team structure might look like. Staff would of course be consulted by the school on any changes. Any consultations would include a timeframe for any changes. This would be the responsibility of the school.

Will there be any changes to subject leaders – i.e. would there be a need for two subject coordinators?

It is too early in the process to confirm what a primary staffing structure might look like for the new school. Staff would of course be consulted by the school on any changes to the staffing structures. Any consultations would include a timeframe for any changes. This would be the responsibility of the school.

Will teachers be moved into different year groups or key stages?

This will be a decision for the school, in consultation with individual staff, with some people seeing this as an opportunity to gain experience of a different Key Stage.

Will the teachers and support staff stay the same?

The Governing Body of each school is the underlying employer in both the Infant School and the Junior School. As such, if the proposed amalgamation goes ahead, the place of work for employees will change to the Primary School. If the decision is made to amalgamate the two schools, then a staffing structure for the Primary and Nursery School would be drawn-up as part of the planning process and both staff and recognised trade unions would be consulted on this. This would be the responsibility of the school.

Will there be any changes to the size of the school and the school buildings?

No, the size of the school and building will remain exactly the same. The proposed Primary School will have a *published admission number* equal to the sum of the current

Infant and Junior schools' numbers. Therefore, there would be **no change to the capacity of** the proposed amalgamated Primary School if the decision were made to proceed.

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Financial Benchmarking and Insights Tool

Financial Benchmarking and Insights Summary 2023 - 2024:

Harefield Infant School

This is the financial benchmarking and insights summary for your school. It captures highlights of your school's spending compared with a number of similar schools (see below).

This summary uses financial data from the Consistent Financial Reporting return and staffing data from the School Workforce Census for 2023 - 2024.

This summary is intended for school leadership and governance teams, with the intention of stimulating discussion on where resources may be used more effectively.

It is highly recommended that you use the [Financial Benchmarking and Insights Tool \(/school/102382\)](#) to carry out more in-depth benchmarking for your school.

Key information about your school

In year balance

-£23,993

Revenue reserve

£70,871

School phase

Primary

Your spend in priority areas for all schools

Your school's spend compared against similar schools in the three areas in which schools in England spend the most money.

Find out about the schools you are compared with in [Financial Benchmarking and Insights Tool \(/school/102382/comparators\)](/school/102382/comparators).

Administrative supplies

High priority £106 per pupil; higher than **93.3%** of similar schools.



Teaching and Teaching support staff

High priority £5,298 per pupil; higher than **86.7%** of similar schools.



Non-educational support staff

High priority £889 per pupil; higher than **83.3%** of similar schools.



Other top spending priorities for your school

Your school's top three priority areas in other spend categories, based on the variance of your school's spend against similar schools.

Find out about the schools you are compared with in [Financial Benchmarking and Insights Tool \(/school/102382/comparators\)](/school/102382/comparators).

Utilities

High priority £32 per sq. metre; higher than **86.7%** of similar schools.



Premises staff and services

Medium priority £78 per sq. metre; higher than **73.3%** of similar schools.



Educational supplies

Medium priority £279 per pupil; higher than **60%** of similar schools.



Pupil and workforce metrics

Pupil-to-teacher metric

18.73

Pupils per teacher

Similar schools range from **15.06** to **25.91** pupils per teacher.

Pupil-to-senior leadership role metric

46.71

Pupils per senior leadership role

Similar schools range from **46.71** to **324** pupils per senior leadership role.

Next steps

We recommend you visit the [Financial Benchmarking and Insights Tool \(/school/102382\)](#) to further explore your benchmarking data.

In Financial Benchmarking and Insights Tool you can:

- See more in-depth charts and tables illustrating comparisons in operating models
- Choose and save a new set of schools to compare your school with, based on characteristics important to your establishment
- Model data within the tool* to assess the impact of anomalous spending in the reporting period
- Access commercial frameworks from DfE to help you find a better deal
- Create an integrated curriculum and financial plan (ICFP) to assist in creating the best curriculum for pupils with available funding.

*you can save this data on the Financial Benchmarking and Insights Tool servers, but this does not alter the official data held by DfE

You can view most of the default analysis freely, but to keep your more sensitive data safe, some features are secured behind a login. You can access these features by logging in with your existing DfE Sign-in (DSI) credentials. If you haven't registered yet or have lost your password, please visit the [DfE Sign-in page on gov.uk \(https://services.signin.education.gov.uk/\)](https://services.signin.education.gov.uk/) for guidance.

Who you are compared with

We have selected 2 sets of similar schools to benchmark your school with depending on the spend area in question.

Running cost categories i.e. those that relate to the educational operations of the school include staffing (excluding premises staff), ICT, consultancy and catering.

We choose these schools based on:

- school phase or type
- region
- number of pupils
- pupils eligible for free school meals (FSM)
- pupils with special educational needs (SEN), or proportion of various SEN provisions for special schools

Building cost categories i.e. those that relate to the upkeep of the school premises, such as utilities, cleaning and maintenance costs.

We choose these schools based on:

- school phase or type
- region
- gross internal floor area
- average age of buildings
- whether they are a Private Finance Initiative (PFI) school

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Financial Benchmarking and Insights Tool

Financial Benchmarking and Insights
Summary 2023 - 2024:

Harefield Junior School

This is the financial benchmarking and insights summary for your school. It captures highlights of your school's spending compared with a number of similar schools (see below).

This summary uses financial data from the Consistent Financial Reporting return and staffing data from the School Workforce Census for 2023 - 2024.

This summary is intended for school leadership and governance teams, with the intention of stimulating discussion on where resources may be used more effectively.

It is highly recommended that you use the [Financial Benchmarking and Insights Tool \(/school/102381\)](#) to carry out more in-depth benchmarking for your school.

Key information about your school

In year balance

£27,423

Revenue reserve

£233,349

School phase

Primary

Your spend in priority areas for all schools

Your school's spend compared against similar schools in the three areas in which schools in England spend the most money.

Find out about the schools you are compared with in [Financial Benchmarking and Insights Tool \(/school/102381/comparators\)](/school/102381/comparators).

Administrative supplies

High priority £92 per pupil; higher than **90%** of similar schools.



Non-educational support staff

High priority £805 per pupil; higher than **83.3%** of similar schools.



Teaching and Teaching support staff

Low priority £4,660 per pupil; less than **56.7%** of similar schools.



Other top spending priorities for your school

Your school's top three priority areas in other spend categories, based on the variance of your school's spend against similar schools.

Find out about the schools you are compared with in [Financial Benchmarking and Insights Tool \(/school/102381/comparators\)](/school/102381/comparators).

Educational supplies

High priority £430 per pupil; higher than **96.7%** of similar schools.



Premises staff and services

Medium priority £52 per sq. metre; higher than **53.3%** of similar schools.



Utilities

Medium priority £20 per sq. metre; higher than **50%** of similar schools.



Pupil and workforce metrics

Pupil-to-teacher metric

19.89

Pupils per teacher

Similar schools range from **14.73** to **30.59** pupils per teacher.

Pupil-to-senior leadership role metric

62

Pupils per senior leadership role

Similar schools range from **52** to **219.5** pupils per senior leadership role.

Next steps

We recommend you visit the [Financial Benchmarking and Insights Tool \(/school/102381\)](https://services.signin.education.gov.uk/school/102381) to further explore your benchmarking data.

In Financial Benchmarking and Insights Tool you can:

- See more in-depth charts and tables illustrating comparisons in operating models
- Choose and save a new set of schools to compare your school with, based on characteristics important to your establishment
- Model data within the tool* to assess the impact of anomalous spending in the reporting period
- Access commercial frameworks from DfE to help you find a better deal
- Create an integrated curriculum and financial plan (ICFP) to assist in creating the best curriculum for pupils with available funding.

*you can save this data on the Financial Benchmarking and Insights Tool servers, but this does not alter the official data held by DfE

You can view most of the default analysis freely, but to keep your more sensitive data safe, some features are secured behind a login. You can access these features by logging in with your existing DfE Sign-in (DSI) credentials. If you haven't registered yet or have lost your password, please visit the [DfE Sign-in page on gov.uk \(https://services.signin.education.gov.uk/\)](https://services.signin.education.gov.uk/) for guidance.

Who you are compared with

We have selected 2 sets of similar schools to benchmark your school with depending on the spend area in question.

Running cost categories i.e. those that relate to the educational operations of the school include staffing (excluding premises staff), ICT, consultancy and catering.

We choose these schools based on:

- school phase or type
- region
- number of pupils
- pupils eligible for free school meals (FSM)
- pupils with special educational needs (SEN), or proportion of various SEN provisions for special schools

Building cost categories i.e. those that relate to the upkeep of the school premises, such as utilities, cleaning and maintenance costs.

We choose these schools based on:

- school phase or type
- region
- gross internal floor area
- average age of buildings
- whether they are a Private Finance Initiative (PFI) school

OGI

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Senior Leadership Team Structure 2024/2025

Infant/Junior and Primary Schools	Senior Leadership Team cost
Harefield Infant and Junior Schools	£448,789.00
Average 2 Form of Entry primary schools	£216,213.13
Average 3 Form of Entry primary school	£267,909.90

It is important to note that each school will decide how to deploy their leadership team. The amount of teaching time will also vary for staff in different schools. Some members of the senior leadership team may have part-time or full-time teaching roles, while others do not have dedicated teaching time timetabled.

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Information Session – Proposal to amalgamate Harefield Infant and Junior Schools

Thursday 26th June
Wednesday 2nd July
Wednesday 16th July



Harefield schools Values

Happiness-spreading joy to those around us;

Compassion-caring and being kind to all;

Respect-treating others as we like to be treated;

Teamwork-working well with everyone.

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HAREFIELD INFANT SCHOOL



HAREFIELD JUNIOR SCHOOL



HILLINGDON
LONDON

www.hillingdon.gov.uk

Representation

“The proposal is that Harefield Infant School and Harefield Junior School are amalgamated to form a single Primary School from 1st April 2026. The newly formed Primary School would continue to use the existing buildings and site as the Infant and Junior schools.”

Why?

- **Harefield Infants and Juniors operate as 1 school already**
- **Joint Governing Body, 1 Headteacher (John Downs), 1 Executive Headteacher (Arjinder Sunner), joint staff across 2 sites**
- **Formalise arrangements**
- **In line with the Amalgamation policy**

Headlines

Page 97

<ul style="list-style-type: none">• No land or building will be sold• No financial saving for the Council	<ul style="list-style-type: none">• No day-to-day change for pupils or parents• Same staff, same high-quality education
<ul style="list-style-type: none">• No pupils displaced, no pupils forced to move, no pupils denied a school place• 420 school places (PAN of 60) with nursery provision• No need to apply for place in Year 3	<ul style="list-style-type: none">• All viewpoints will be taken into consideration and referred to in the report to Children, Families and Education Select Committee in July.• No decision has been made as yet. Recommendations will be made to Cabinet.



Headlines

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<ul style="list-style-type: none">• No impact on funding for children with EHCP's	
<ul style="list-style-type: none">• Schools will continue to use 'Notional funding' (£6,000 per pupil) to support children with additional needs	<ul style="list-style-type: none">• 'Top-up funding for children with an EHCP will continue to be provided to the school based on assessed needs for individual pupils• This funding is dependant on banding for individual children



Benefits

- **A more consistent approach to teaching and learning for children, building on the strengths of both schools**

- **Easier communication with parents, less need for duplication**

- **A seamless all through school experience**

- **Greater opportunities for cost efficiencies over time**



Financial Implications

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<ul style="list-style-type: none">• No financial savings for the Borough	<ul style="list-style-type: none">• Reduction in lump sum funding after Year 2 (Full funding Year 1, 70% funding Year 2)
<ul style="list-style-type: none">• Savings over time from efficiencies will offset that funding	

Financial Implications

Surplus / Deficit	2023 / 24 Financial Year	2024 / 25 Financial Year
Harefield Infant School Surplus	£70,871	£83,501
Harefield Junior School Surplus	£233,343	£209,664
Combined Harefield Schools Surplus	£304,214	£293,165



These figures are based on current funding model.

Financial Implications

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DSG Schools Block Funding	2025 / 26 Financial Year	2026/27 Financial Year	2027/28 Financial Year	2028/29 Financial Year
Harefield Infant School funding	£901k	£901k	£852k	£745k
Harefield Junior School funding	£1,330k	£1,330k	£1,330k	£1,330k
Combined Harefield Schools funding	£2,231k	£2,231k	£2,183k	£2,075k



Amalgamation Policy

“Each infant and junior school governing body is asked to discuss this policy and plan their own route towards full amalgamation. For some this may be some years ahead, though others may be pushed by circumstances”

“The London Borough of Hillingdon will require Governing Bodies of all separate infant and junior schools to consider amalgamating their two linked schools when one or more of the following ‘trigger circumstances’ occur, unless there are compelling and overriding reasons”

“Progress towards amalgamation will be presumed unless the educational advantages set out in this policy would not be delivered by combining the two schools.”

- Policy dated September 2022

Amalgamation Policy

Total pupil numbers in either school are 25% or more below the Published Admission Number (based on January census).

One or both schools have PANs or are recruiting at below two forms of entry – making the individual schools relatively small and at risk of becoming unviable within the Hillingdon funding context.

Harefield Infant School						
Census	Whole School PAN	Pupils on Roll				% Vacancies
		R	Yr 1	Yr 2	Total on Roll	
Jan-20	270	75	64	71	210	22%
Jan-21	270	55	67	63	185	31%
Jan-22	270	51	57	62	170	37%
Jan-23	270	62	52	54	168	38%
Jan-24	180	36	59	45	140	22%
Jan-25	180	39	35	60	134	26%

Harefield Junior School							
Census	Whole School PAN	Pupils on Roll					% Vacancies
		Yr 3	Yr 4	Yr 5	Yr 6	Total on Roll	
Jan-20	360	71	85	54	69	279	23%
Jan-21	360	67	66	82	53	268	26%
Jan-22	360	58	61	65	82	266	26%
Jan-23	360	63	53	55	66	237	34%
Jan-24	240	48	62	52	55	217	10%
Jan-25	240	43	47	60	51	201	16%

PAN reduction from 3 Forms of Entry (FE) to 2FE took effect September 2023



Next Steps

- **Stage Four: Decision**, Proposal would be submitted to Cabinet to review and make a formal decision on the proposed Amalgamation
- **Stage Five: Implementation**, if proposal is agreed by Cabinet then schools will amalgamate on the date outlined in the proposal

Have your say

Parents, carers, staff, governors and members of the public are invited to share their views by responding to during the representation period by any of the following; completing the on-line consultation form, writing directly to the Council, or attending the information sessions during the consultation period as set out below.

Parents, carers, staff, governors and members of the public are invited to:

- send their comments by replying using the online survey available at www.hillingdon.gov.uk/have-your-say
- Write into:
London Borough of Hillingdon
2W - School Place Planning Team Civic Centre,
High Street,
Uxbridge,
UB8 1UW
- Email: schoolplaceplanning@hillington.gov.uk



Academic Research of the benefits of Amalgamation

1. "The Impact of School Amalgamation: A Study of the Effects of Amalgamating Infant and Junior Schools"
 - Author(s): McGhee, D., & McNaughton, S.
 - Date: 2000
 - Summary: This study examines the effects of amalgamation on educational outcomes, demonstrating improvements in school cohesion and student performance.

2. "Moving Towards Primary School: The Benefits of Amalgamation"
 - Author(s): Siraj-Blatchford, I., & Manni, L.
 - Date: 2007
 - Summary: This research highlights the benefits of transitioning to a primary school model, focusing on continuity in education and improved social and emotional development for children.

3. "Primary School Amalgamation: The Impact on Educational Attainment and Social Development"
 - Author(s): Hargreaves, A., & Fullan, M.
 - Date: 2012
 - Summary: This paper discusses the relationship between school amalgamation and higher educational attainment, along with enhanced social skills among students.

4. "A Review of Literature on School Amalgamation: Challenges and Opportunities"
 - Author(s): McKinsey & Company
 - Date: 2010
 - Summary: This literature review synthesizes various studies on school amalgamation, concluding that merging schools can lead to better resource utilization and improved educational environments.

5. "The Effects of Amalgamation on School Performance: A Longitudinal Study"
 - Author(s): Wiggins, R. & Cummings, C.
 - Date: 2015
 - Summary: This longitudinal study investigates the long-term effects of amalgamation, finding positive trends in student achievement and school satisfaction ratings post-merger.

6. "Amalgamation of Schools: A Policy Review"
 - Author(s): Department for Education (DfE)
 - Date: 2014
 - Summary: This governmental report reviews various amalgamation policies across the

Appendix 10 – **Academy Research of the benefits of Amalgamation**

UK, showing evidence of improved educational outcomes and resource efficiency in schools that have merged.

7. "Continuity and Change: The Impact of Primary School Amalgamation"

- Author(s): Smith, D., & Brown, T.

- Date: 2016

- Summary: This research explores how amalgamation fosters continuity in children's education, leading to better integration and smoother transitions between year groups.

8. "A Study of the Educational Benefits of Amalgamating Infant and Junior Schools"

- Author(s): Ball, S. J., & Youdell, D.

- Date: 2012

- Summary: This study emphasizes the educational benefits of creating a unified primary school system, including enhanced curriculum continuity and improved student support services.

9. "The Impact of School Amalgamation on Community: A Case Study Approach"

- Author(s): Cummings, C., & Dyson, A.

- Date: 2011

- Summary: This case study highlights the positive community impacts of school amalgamation, including increased parental involvement and stronger community ties.

10. "School Amalgamation and Student Outcomes: Evidence from the UK"

- Author(s): McMahon, D. & O'Neill, R.

- Date: 2018

- Summary: This research assesses student outcomes before and after amalgamation, finding significant improvements in academic performance and social integration.

Appendix 11 - Equality and Human Rights Impact Assessment

STEP A) Description of what is to be assessed and its relevance to equality



What is being assessed? Please tick

Review of a service ☐ Staff restructure ☐ Decommissioning a service ☐

Changing a policy ☐ Tendering for a new service ☐ Other ☒

Proposal to amalgamate Harefield Infant and Harefield Junior Schools, by closing Harefield Infant School and extending the age range of Harefield Junior School to become a Primary School for children aged 4-11.

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

Abi Preston - Director of Education and SEND
Julie Kelly - Director of Children's Services

Date assessment completed and approved by accountable person

Version 1: 23rd July 2025
Version 2: 18th August 2025

Names and job titles of people carrying out the assessment

James Rogers, School Place Planning Officer
Vicky Trott, Equality and Wellbeing Manager

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

The proposal to amalgamate Harefield Infant School and Harefield Junior School would be achieved by (technically) closing the infant school, expanding the age range of the junior school to admit children from 4 years old to 11 years old and transferring on-roll children at the infant school to the primary school roll.

Harefield Infant School and Harefield Junior School have been in a federation since October 2018. This means that, although they are legally two separate schools, they operate in many ways as one school. There is one federated Governing Board that

oversee both schools, one Executive Headteacher, and one Head of School for both schools.

Both of these schools are located adjacent to each other and effectively share one site. As they are community maintained schools, this means they are both maintained by Hillingdon Council and the Council owns the buildings and the land. All the pupils attending the schools at the time of amalgamation would transfer to the combined school.

The intended benefit of the proposal, if approved, is that the two schools, which are already federated and have benefited from economies of scale but remain two legal entities, can combine to become one primary school and will operate as such in the future.

The benefits in combining the existing schools into a new primary school through the proposed statutory amalgamation process include:

- A consistent approach to the ways in which children are taught and supported, recognising the current strengths of both schools.
- Increased opportunities for children in all key stages to come together for pastoral, social, and creative activities.
- Consistency of parental involvement throughout the primary phase of education by having the ability to foster longer-term relationships with families within one school.
- Communication between school and parents will be simplified, especially for parents with children in both schools. It would remove any duplication and ensure a joined-up approach for events, training and other matters.
- Removes the need for parents to apply for a place at the Junior School as children would automatically continue their education as part of one Harefield Primary school.
- Increased career development opportunities for staff through the sharing of a wider range of expertise and the possibility to gain experience and an understanding of all Primary Key Stages.
- Greater opportunity for cost effectiveness through economies of scale e.g. in purchasing, ensuring the best provision possible for the children.

A.2) Who are the pupils potentially affected by what you are assessing? What is their equality profile?

Pupil Demographics

Data is from January 2025 Census - children of statutory school age	Borough average (Primary)		Compared with similar Pupil Planning Areas (PPA's 1 and 13)		Harefield Infant School		Harefield Junior School		Amalgamated Harefield schools (Combined)		Comparisons	
	Actual	%	Actual	%	Actual	%	Actual	%	Actual	%	Compared to average	Compared to similar PPA (1 and 13)
Total Pupils	26,301		900		134		201		335			
Male	13,463	51.2%	478	53.1%	76	56.7%	106	52.7%	182	54.3%	-3.14%	-1.22%
Female	12,838	48.8%	422	46.9%	58	43.3%	95	47.3%	153	45.7%	3.14%	1.22%
Disadvantage Pupils	5,988	22.8%	212	23.6%	19	14.2%	57	28.4%	76	22.7%	0.08%	0.87%
Eligible for Free School Meals	5,700	21.7%	209	23.2%	19	14.2%	57	28.4%	76	22.7%	-1.01%	0.54%
Service Families	243	0.9%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0.92%	0.00%
English as Additional Language	13,700	52.1%	333	37.0%	22	16.4%	31	15.4%	53	15.8%	36.27%	21.18%
Ethnicity												
Total Pupils	26301		900		134		201		335			
Asian	9116	34.7%	208	23.1%	4	3.0%	11	5.5%	15	4.5%	30.18%	18.63%
White	8380	31.9%	435	48.3%	101	75.4%	159	79.1%	260	77.6%	-45.75%	-29.28%
White (Gypsy, Roma, and Traveller people)	128	0.49%	22	2.4%	10	7.5%	12	6.0%	22	6.6%	-6.08%	-4.12%
Mixed	3664	13.9%	149	16.6%	13	9.7%	14	7.0%	27	8.1%	5.87%	8.50%
Other	2374	9.0%	52	5.8%	8	6.0%	8	4.0%	16	4.8%	4.25%	1.00%
Black	2220	8.4%	49	5.4%	8	6.0%	7	3.5%	15	4.5%	3.96%	0.97%
Refused	291	1.1%	5	0.6%			2	1.0%	2	0.6%	0.51%	-0.04%
Information not obtained	110	0.4%										
Chinese	96	0.4%										
Blank	50	0.2%	2	0.2%								
SEN Support												
Total number of Children with SEN Support	3890	14.79%	190	21.11%	23	17.16%	40	19.90%	63	18.81%	-4.02%	2.31%
SEN EHCP												
Total number of Children with SEN EHCP	909	3.46%	27	3.00%	4	2.99%	10	4.98%	14	4.18%	-0.72%	-1.18%

The data shows that:

Sex

Male pupils are slightly overrepresented in the combined roll of both Harefield Schools, representing 54.3% of the total roll, which is +3.1% above the borough average (51.2%) and +1.2% above similar Place Planning Areas (PPA).

Disadvantaged Pupils and Pupils Eligible for Free School Meals

22.7% of pupils at Harefield schools are eligible for Free School Meals (FSM), +1% above the borough average (21.7%) and –0.5% compared to similar PPAs (23.2%).

English as an additional language (EAL)

15.8% of pupils on roll at Harefield schools have EAL, which is –36.30% below the borough average (52.1%) and –21.20% below similar PPAs (37%).

Ethnicity

The top three ethnic groups of pupils attending Harefield schools are: 77.6% White, 8.1% Mixed, and 4.8% Other background, compared to the top three ethnic groups for the borough average across Primary settings of 34.7% Asian, 31.9% White, and 13.9% Mixed.

The top three ethnic groups of the similar pupil planning areas are 48.3% White, 23.1% Asian and 16.6% Mixed.

Of the 77.6% White pupil population, 6.6% are from the Gypsy, Roma and Irish Traveller background, this is proportionately more than the total borough population

of 0.5% (6.1% higher) and similar PPA population of 2.4% (4.2% higher).

SEN Support and SEN EHCP

The proportion of pupils at Harefield schools receiving SEN Support is 18.81%, +4.02% above borough average (14.79%) and –2.3% below similar PPAs (21.11%).

The proportion of pupils at Harefield schools with an EHCP is 4.18%, +0.7% above the borough average (3.46%) and +1.2% higher than similar PPAs (3%).

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

Stakeholders	Interest
Pupils currently on roll at Harefield Infant and Harefield Junior Schools	To ensure that there is continuity of education, emotional well-being, access to consistent teaching and support services, and minimal disruption during transition.
Parents and Carers of pupils currently on roll at Harefield Infant and Harefield Junior Schools	To ensure that there is continuity of education, emotional well-being, access to consistent teaching and support services, and minimal disruption during transition.
Harefield Infant and Harefield Junior Schools Staff	To ensure that there is continuity of education, emotional well-being, access to consistent teaching and support services, and minimal disruption during transition.
School Leadership and Governing Body	<p>To ensure that there is continuity of education, emotional well-being, access to consistent teaching and support services, and minimal disruption during transition.</p> <p>To ensure effective governance, maintaining educational standards, and managing the transition smoothly.</p>
Director of Children's Services & Director of Education & SEND	To ensure that there is continuity of education, emotional well-being, access to consistent teaching and support services, and minimal disruption during transition.

	To ensure strategic oversight of education provision, ensuring compliance with statutory duties and alignment with council priorities.
Cabinet Leader and Council Cabinet	<p>To ensure that there is continuity of education, emotional well-being, access to consistent teaching and support services, and minimal disruption during transition.</p> <p>To ensure strategic oversight of education provision, ensuring compliance with statutory duties and alignment with council priorities.</p>
Local Residents	To ensure the preservation of the identity and cohesion of the local community, ensuring local children have access to quality education, and maintaining the use of school facilities for community purposes.

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

Protected Characteristics	Comments
Age	All pupils enrolled at the time of amalgamation would transition to the combined school, with staffing requirements expected to remain consistent. The existing school buildings would continue to be utilised by the amalgamated school.
Disability	The schools have mainstream provision and do not have additionally resourced provision for pupils with special educational needs. The school has children with SEND needs on roll as detailed below.
Gender reassignment	This consideration is not applicable within the scope of the proposed school amalgamation.
Marriage or civil	This consideration is not applicable within the scope of the proposed school amalgamation.
Pregnancy or maternity	This consideration is not applicable within the scope of the proposed school amalgamation.
Race/ Ethnicity	The proposal does not involve any change to the schools' category. They will continue to operate as community schools, welcoming pupils of all racial and ethnic backgrounds. As these schools serve their local catchment areas, the ethnic composition of the pupil population reflects the diversity of the surrounding communities.
Religion or belief	The school category would remain unchanged following the amalgamation if it is approved. These schools continue to operate as community schools, serving pupils from their local area. Accordingly, the religious and belief profiles of the student populations reflect the characteristics of their respective communities.
Sex	The co-educational status of the school remains unchanged as a result of the proposed amalgamation. These are community schools that primarily serve their local catchment areas, and the gender composition of their pupil populations reflects the demographic of profile of those communities.
Sexual Orientation	This consideration is not applicable within the scope of the proposed school amalgamation.
Socio-economic status	This consideration is not applicable within the scope of the proposed school amalgamation.
Carers	This consideration is not applicable within the scope of the proposed school amalgamation.
Community Cohesion	This consideration is not applicable within the scope of the proposed school amalgamation.
Community Safety	This consideration is not applicable within the scope of the proposed school amalgamation.
Human Rights	This consideration is not applicable within the scope of the proposed school amalgamation.

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

engagement

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

The data in section A2 shows that there is a cohort of pupils in the proposed combined school who are proportionately more likely to be White boys, who have English as a first language, who are receiving SEN support, and who are from the Gypsy, Roma, Irish Traveller community, when compared to the borough primary school population as a whole.

Should the proposals be agreed, the impact of the changes will be monitored on an ongoing basis and any mitigation actions put in place where required.

Consultation

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

Please tick NO ☐

YES ☒

This assessment is part of a wider consultation with stakeholders regarding the proposed amalgamation of the schools.

A pre-publication consultation was held between Monday 17th March 2025 and Wednesday 30th April 2025, with 3 virtual information sessions held for stakeholders.

The end of the consultation was originally the Thursday 17th April 2025, however, this was extended to 30th April following a request during a consultation event with the school and other stakeholders, to provide additional time as a result of the school holidays.

The statutory consultation started on Wednesday 18th June and ended on Wednesday 30th July at 5pm, with 3 virtual and 2 in-person information sessions held for stakeholders.

Staff members, Parents, Carers and Local residents who may be affected by the proposal have been encouraged to take part in the consultation and virtual and in-person information sessions have been held.

A summary of themes raised from the consultation responses has been included below in section B.4.

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

Legal context

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

Local context

Harefield Infant and Harefield Junior Schools are federated and operate under the same governance and leadership, with both schools being located on adjacent sites. For children and staff members at the schools, both schools already have shared identity and uniform.

The proposed amalgamation would formally unite the children and staff members in one school whilst retaining the Harefield identity. There will be no impact on the day to day running of the school as children will continue in the same classes and be taught in the same buildings. The proposed amalgamation would not displace any pupils, or have any impact on travel, and will therefore have no impact on the community.

The proposal would result in additional certainty for parents as children would have access to an all-through primary education. If the proposal is approved and amalgamation takes place from 1st April 2026, pupils on roll at Harefield Infant School would have places at the expanded Harefield Junior School (which would become the Primary school) and pupils in Year 2 at the time would automatically transition to Year 3.

Other considerations such as proposals to change any element of the uniform as a result of the amalgamation, if approved, will be the decision of the school leadership team.

Financial context

Under the current arrangement, the infant and junior schools are funded separately, each receiving a lump sum and per-pupil funding based on their respective age ranges. While this is consistent with the National Funding Formula (NFF), it can lead to funding disparities when compared to other all-through primary schools.

By amalgamating into a single primary school, the new institution would:

- **Receive funding in line with all-through primary schools**, ensuring consistency and fairness in how resources are allocated.
- **Improve financial stability and planning**, reducing administrative duplication and allowing for more flexible deployment of staff and resources.
- **Support long-term sustainability**, particularly in the context of fluctuating pupil numbers and increasing cost pressures.

Loss of second lump sum funding

Following the proposed amalgamation, the new primary school would receive only one lump sum of funding instead of the two currently allocated to the separate infant and junior schools. This would lead to a phased reduction in funding over three years, eventually resulting in a permanent annual budget decrease of approximately £159k a year.

The amalgamated school is expected to achieve enhanced economies of scale which may help to alleviate the financial pressures arising from the reduction in

funding, but it will ultimately be the school's decision how the budget is allocated. The governing body will be responsible for managing this change, with the financial and operational impact subject to ongoing monitoring and review to ensure effective oversight and accountability.

If the proposal is approved, the Harefield primary school would receive the same level of lump sum funding as other primary schools across Hillingdon.

Other information and considerations

Impact on Staff

The proposed amalgamation of the infant and junior schools is not anticipated to have a direct impact on existing staff, as all personnel will continue to be employed within the expanded primary school following a TUPE process. The management of the school's budget will remain the responsibility of the governing body, and any future considerations regarding staffing arrangements or organisational changes will fall within their remit, which may require the school to complete a new Equalities Impact Assessment in the future. The amalgamation itself does not lead to any direct impact on staff.

Free School Meals and Pupil Premium

The proposed amalgamation of the infant and junior schools will not affect pupils' eligibility for Free School Meals (FSM) or the associated Pupil Premium funding. These entitlements are determined by individual family circumstances and are not impacted by changes to school structure or governance and is not expected to negatively impact community engagement or access to enrichment activities such as school trips, workshops, or cultural events. This is calculated on a per pupil basis, therefore, will remain consistent.

SEND context

Funding provided for children with SEND, including notional funding and top up funding, will not be impacted by any decision to amalgamate the schools. This is calculated on a per pupil or individual basis and therefore will remain consistent.

Uniform

There is no impact to uniform as the current uniform is the same in both schools except for minor changes to the logo. However, the school states that they do not expect parents to have to purchase uniform with logos, therefore there is not expected to be any impact as a result of amalgamation.

B.4. Consultation responses

Consultation responses

Some respondents to the statutory consultation raised concerns that the proposal may disproportionately impact the Gypsy, Roma and Traveller (GRT) community,

children with Special Educational Needs and Disabilities (SEND), and those eligible for Free School Meals (FSM) or Pupil Premium Funding.

Harefield Schools have established a strong and positive relationship with the Gypsy, Roma and Traveller (GRT) community, and the local authority will continue to work closely with the school to monitor the impact of any changes on attendance, engagement, and attainment for this group. We are committed to responding swiftly and effectively to any issues that may arise during the transition, following a formal decision being made by Cabinet if the proposed amalgamation is approved.

As previously outlined, funding for children with SEND, including notional funding and top up funding, will not be impacted by any decision to amalgamate the schools. Similarly, eligibility for FSM and Pupil Premium is determined by individual family circumstances and will not be impacted by the amalgamation.

The local authority remains dedicated to ensuring that all children, regardless of background or need, are supported to succeed in their education. While decisions regarding school-level changes rest with the governing body, we will continue to work in partnership with the school to ensure that, should the proposed amalgamation be approved by Cabinet, the transition is managed in an inclusive and equitable manner.

C) Conclusions

The proposal to amalgamate Harefield Infant and Harefield Junior schools is not anticipated to have any material effect; the primary school would largely operate as the two schools do currently.

The proposal cannot pre-empt the decisions that the governing body may make regarding their budget allocation, should the proposed amalgamation be approved by Cabinet, following the loss of the second lump sum. However, the local authority remains committed to supporting and working closely with the school throughout any potential transition.

The assessment shows that there is a cohort of pupils in the proposed combined school who are proportionately more likely to be White boys, who have English as a first language, who are receiving SEN support, and who are from the Gypsy, Roma, Irish Traveller community, when compared to the borough primary school population as a whole.

The amalgamation process will be carried out in a supportive way, ensuring that the needs of the pupils are taken into consideration throughout.

The outcome and potential impact of the proposed amalgamation will be monitored in conjunction with the school and governors, and any mitigating actions put in place where required.

Signed and dated:  18.08.2025

Name and position: Abi Preston, Director of Education and SEND

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REVIEW BY THE CHILDREN, FAMILIES & EDUCATION SELECT COMMITTEE: *PERSISTENT ABSENTEEISM: STATUTORY SCHOOL AGE CHILDREN IN HILLINGDON*

Cabinet Member & Portfolio	Councillor Susan O'Brien, Cabinet Member for Children, Families & Education
Responsible Officer	Julie Kelly, Corporate Director of Children's Services
Report Author & Directorate	Ryan Dell, Democratic Services
Papers with report	Persistent Absenteeism review final report

HEADLINES

Summary	To receive the final report detailing the major review conducted by the Children, Families & Education Select Committee which considered the issue of persistent absenteeism among statutory school age children in Hillingdon.
Putting our Residents First Delivering on the Council Strategy 2022-2026	<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: Safe and Strong Communities</p>
Financial Cost	There are no direct financial costs arising from the initial recommendations with potential future investment subject to development of an appropriate business case and funding strategy.
Select Committee	Children, Families & Education Select Committee.
Ward	N/A.

RECOMMENDATION

That:

- 1) the Select Committee's report and recommendations which seek to both support and provide further strategic direction on the Council's aims to assist in enabling young people to attend school regularly, be welcomed; and
- 2) their implementation be taken forward by Officers, in consultation with the Cabinet Member for Children, Families & Education, as set out in the report.

SELECT COMMITTEE RECOMMENDATIONS

Parental Engagement and Support

1. Officers to continue to work with schools, nurseries and early years centres to educate and inform parents and carers about the positive benefits of school attendance, both academic and social, as a means of early intervention.
2. Officers to investigate the use of the Learn Hillingdon service to educate and inform adult learners (who are parents) about the importance of school attendance.
3. The Council to support schools to deliver welcome programmes for families new to the borough.

Mental Health & Wellbeing

4. The Council and schools to continue to work collaboratively, supporting those families with children and young people who are persistently absent due to poor mental health, and to signpost to alternative services such as CAMHS, KOOTH, Hillingdon Autistic Care & Support (HACS) and CNWL where appropriate.

School Environment & Culture

5. Council to encourage Attendance cluster groups to share good practice among schools on a range of topics such as EBSNA, anti-bullying and trauma-informed practice.

Data & Monitoring

6. Ask schools to explore how pupil attendance at after school clubs correlates with general pupil attendance within schools. What are the patterns and trends?

Collaboration & Community Involvement

7. Council to continue to raise awareness and highlight the positive benefits of school attendance, both academic and social, within local community and local partnership groups. To include a poster campaign in schools, libraries, Council venues and Hillingdon People.

Reasons for recommendations

The recommendations arising from this major review aim to support the Council, schools, young people and their families in enabling regular school attendance, thereby supporting young people's academic and social development.

Alternative options considered/ risk management

The Cabinet could decide to reject some, or all, of the Committee's recommendations or pursue alternative routes by which to progress the objectives of the review.

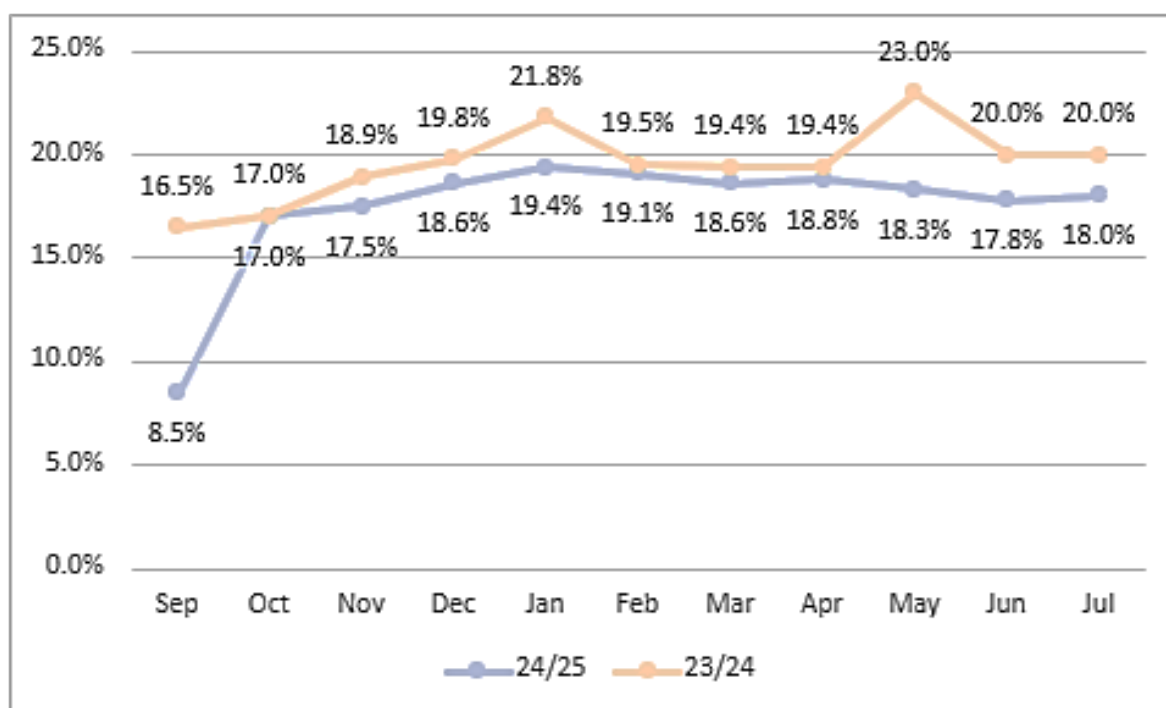
SUPPORTING INFORMATION

Context

The Committee's major review commenced in earnest in 2024 in response to rising levels of persistent absenteeism among statutory school-age children in Hillingdon, particularly following the COVID-19 pandemic. The aim was to understand the root causes, assess the effectiveness of current interventions, and recommend improvements to support attendance and educational outcomes. A child is persistently absent if they miss 10% or more of their school sessions. This can have an impact on young people's achievement, wellbeing, and wider development.

Persistent absenteeism is a national issue. Data at the start of the review from 2023 suggested that whilst Hillingdon's rate of unauthorised absence was broadly in line with national figures, the rate of persistent absence was somewhat higher, thereby validating the importance of the review. As outlined in the Committee's report, several positive actions have been taken alongside the Committee's review in schools, which has reduced the persistent absenteeism rate and in 2025 it is now below the national average.

For Cabinet's information, as the Committee's review was undertaken during a certain period of time, for broader context of the longer-term persistence absence rate trends in Hillingdon, this is set out in the graph below and demonstrates an improvement between 23/24 and 24/25 academic years:



The Committee's review, therefore, looks to build on and sustain those actions to help reduce such rates further. The report will support the work of the Attendance Support service in helping to shape its ways of working, identifying areas of weakness and how overall engagement with key stakeholders can be improved.

The review

The review uncovered a range of complex and interrelated factors contributing to persistent absenteeism:

- **Parental Influence & Engagement:** Lack of understanding of the importance of attendance, financial pressures, and negative parental experiences with education.
- **Mental Health & SEND:** Anxiety, depression, and undiagnosed conditions such as ASD and ADHD were common barriers.
- **Bullying:** Both verbal and physical bullying significantly impacted attendance.
- **Health & Illness:** Chronic conditions and long waiting times for CAMHS support.
- **COVID-19 Impact:** Shifted parental attitudes and disrupted routines.
- **Transport & Housing:** Long commutes and temporary housing created logistical challenges.
- **School Environment:** Variability in school capacity to manage absenteeism and inconsistent support structures.

The Committee engaged a wide range of important stakeholders through six themed witness sessions to gather evidence:

1. **Education officers** – setting the scene of persistent absenteeism in Hillingdon
2. **Other Local Authorities** – comparative insights from Camden, Harrow, and Buckinghamshire Councils.
3. **School Staff** – headteachers and attendance officers from primary and secondary schools, and a survey sent to schools.
4. **Young People** – sharing lived experiences of absenteeism, bullying, and mental health.
5. **Safeguarding Professionals** – discussing the protective role of schools.
6. **Parents and Carers** – highlighting challenges with SEND, mental health, and school support.

The Committee concluded that:

- **Persistent absenteeism is a complex, multi-dimensional issue** that cannot be addressed by schools alone. It requires a **coordinated, borough-wide response** involving families, schools, local authorities, and health services.
- **Parental engagement is critical.** Early and consistent communication with families can help prevent absenteeism from becoming entrenched.
- **Mental health and SEND support must be strengthened**, with better signposting and access to services.
- **School culture and environment matter.** Trauma-informed practices, anti-bullying strategies, and inclusive environments can improve attendance.
- **Data-driven approaches** are essential to identify trends, target interventions, and monitor progress.
- **Community involvement and awareness** can help shift attitudes and reinforce the value of education.

The Committee's recommendations

The Committee's final recommendations to Cabinet were shaped by:

- **Six themed witness sessions** involving council officers, school staff, young people, parents and carers, and safeguarding professionals.
- **Survey responses** from schools across the borough.
- **Comparative analysis** of practices in other local authorities.
- **Data analysis** on attendance trends and vulnerable cohorts.



- **Direct testimony** from those affected, especially young people and families.

This evidence-based approach has ensured that the seven recommendations in the report (based on five themes) were grounded in real experiences and practical insights:

Recommendation theme	Recommendations	Why proposed?
Parental Engagement and Support	<ol style="list-style-type: none"> 1. Officers to continue to work with schools, nurseries and early years centres to educate and inform parents and carers about the positive benefits of school attendance, both academic and social, as a means of early intervention. 2. Officers to investigate the use of the Learn Hillingdon service to educate and inform adult learners (who are parents) about the importance of school attendance. 3. The Council to support schools to deliver welcome programmes for families new to the borough. 	<p>Parental attitudes and awareness were repeatedly identified as key factors in absenteeism.</p> <ul style="list-style-type: none"> • Parental attitudes were repeatedly identified as a major influence on children's attendance. Some parents undervalue daily attendance or prioritise holidays and wellbeing days over school. • Disengagement often stems from parents' own negative experiences with education or challenges like housing instability and financial stress. • Early intervention through nurseries, early years centres, and adult learning (e.g., Learn Hillingdon) was seen as a way to shift attitudes before problems become entrenched. • New families to the borough may not be familiar with local expectations or support systems, so welcome programmes could help integrate them early, undertaken by schools themselves
Mental Health & Wellbeing	<ol style="list-style-type: none"> 4. The Council and schools to continue to work collaboratively, supporting those families with children and young people who are persistently absent due to poor mental health, and to signpost to alternative services such as CAMHS, KOOTH, Hillingdon Autistic Care & Support (HACS) and CNWL where appropriate. 	<p>Mental health challenges, including anxiety and depression, were major contributors to absenteeism.</p> <ul style="list-style-type: none"> • Mental health challenges such as anxiety, depression, and trauma were among the most cited reasons for persistent absenteeism. • Long CAMHS waiting lists and inconsistent school responses left many families without adequate support. • Testimonies from young people and parents & carers highlighted how mental health struggles often go unrecognised or unsupported by schools. • Signposting to services like KOOTH, HACS (if relevant) and CNWL was seen as a practical way to bridge the gap while formal support is arranged.
School Environment & Culture	<ol style="list-style-type: none"> 5. Council to encourage Attendance cluster groups to share good practice among schools on a range of topics such as EBSNA, anti-bullying and trauma-informed practice. 	<p>School climate, bullying, and trauma-informed practices influence attendance.</p> <ul style="list-style-type: none"> • A positive, inclusive school culture was shown to be a protective factor against absenteeism. • Witnesses described how bullying, unsupportive environments, and lack of trauma-informed practices led to school avoidance. • Schools that implemented emotionally based school non-attendance (EBSNA) strategies and shared best practices through attendance clusters saw improvements.

		<ul style="list-style-type: none"> Encouraging more schools to participate in these attendance hubs could help spread effective approaches borough-wide.
Data & Monitoring	6. Ask schools to explore how pupil attendance at after school clubs correlates with general pupil attendance within schools. What are the patterns and trends?	<p>Better data can help identify patterns and target interventions.</p> <ul style="list-style-type: none"> Schools and the Council need better tools to identify patterns and intervene early. One area of interest was the correlation between after-school club attendance and general attendance, which could help identify vulnerable students. Improved data analysis could help target interventions more precisely, especially for students who are at risk but not yet persistently absent.
Collaboration & Community Involvement	7. Council to continue to raise awareness and highlight the positive benefits of school attendance, both academic and social, within local community and local partnership groups. To include a poster campaign in schools, libraries, Council venues and Hillingdon People.	<p>A borough-wide culture of valuing education is essential.</p> <ul style="list-style-type: none"> Persistent absenteeism is not just a school issue – it is a community-wide challenge. Testimonies emphasised the need for shared responsibility among schools, families, local services, and the wider community. A public awareness campaign (e.g., posters in libraries, schools, and Council venues) could help reinforce the message that attendance matters for both academic and social development.

Cabinet Member and Officer comments how the Committee's recommendations can be implemented

Much of the work needed to implement these recommendations can be absorbed into the Attendance Support team's existing practice through mechanisms such as their termly attendance meetings with schools and the termly locality-based cluster groups which have been established. This will therefore come at no additional cost.

A public awareness campaign will come at a minor additional cost, however, the use some of the income generated from the issuance of penalty notices can fund this.

On recommendation 3, officers will review if any additional information or guidance that the Council can best provide to schools. Cabinet should note that schools will organise their own welcome programmes for new families.

The Cabinet Member welcomes the Committee's review which shows that practical and proactive actions can and have helped reduce persistent absenteeism in Hillingdon. The Cabinet Member will take forward the recommendations with officers and implement in the most appropriate and cost-effective way.

Financial Implications

There are no direct financial costs arising from the initial recommendations with potential future investment subject to development of an appropriate business case and funding strategy.

RESIDENT BENEFIT & CONSULTATION

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

Implementation of the recommendations will improve collaboration between the Council, schools, young people and their families, and will encourage more regular school attendance, whilst attempting to remove barriers to this.

Consultation & Engagement carried out (or required)

The Committee sought a range of internal and external witness testimony, as set out in the report.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendations arising at the time of the review commencing, in response to the rising levels of persistent absenteeism among statutory school-age children in Hillingdon, to seek both support of the recommendations and to provide further strategic direction on the Council's aims to assist in enabling young people to attend school regularly.

Furthermore, it is noted that there are no direct financial implications associated with the initial recommendations contained in this report, with any future investment will be subject to the development of a funding strategy.

Legal

There are no legal impediments to the recommendation set out within the report.

BACKGROUND PAPERS

NIL.

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Persistent Absenteeism: Statutory School Age Children in Hillingdon



A review by the Children, Families & Education Select Committee

Members of the Committee:

Councillor Heena Makwana
Councillor Becky Haggar OBE
Councillor Peter Smallwood OBE
Councillor Kishan Bhatt
Councillor Jan Sweeting
Councillor Rita Judge
Councillor Tony Gill
Mr Tony Little (Co-Opted Member)

2024/2025

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Chair's Foreword



Persistent absenteeism among statutory school-age children is a concern, both nationally and here in Hillingdon. It is a complex issue that touches on education, health, family life, and community wellbeing. Recognising the importance of this challenge, the Children, Families & Education Select Committee undertook a comprehensive review to better understand the causes, impacts, and potential solutions to persistent absence from school.

Throughout this review, we have listened carefully to the voices of young people, parents, carers, educators, and professionals. Their experiences and insights have been invaluable in shaping our understanding and informing our recommendations. We are particularly grateful to the young people who shared their personal stories with courage and honesty, and to the parents and carers who spoke candidly about the barriers they face.

The evidence we gathered paints a clear picture: persistent absenteeism is rarely the result of a single factor. It is often the outcome of overlapping factors – ranging from mental health challenges and special educational needs to housing instability, bullying, and the long-term effects of the COVID-19 pandemic. Addressing these issues requires a coordinated and compassionate response from schools, the Council, and our wider community.

This report sets out a series of practical recommendations aimed at improving attendance and supporting families. These include strengthening parental engagement, enhancing mental health support, fostering inclusive school environments, and improving data monitoring and community collaboration. We believe these actions will help ensure that every child in Hillingdon has the opportunity to thrive in education.

On behalf of the Committee, I would like to thank all those who contributed to this review. Your voices have helped shape a clearer path forward. We remain committed to working together to reduce persistent absenteeism and to ensure that every child in our borough receives the education they deserve.

Councillor Heena Makwana
Chair of the Children, Families & Education Select Committee

Acknowledgements

The Committee would like to thank all officers and witnesses for their valuable contributions to this important review:

- Alex Coman, Director for Children's Safeguarding and Care
- Ash Knight, Children's Participation Team Manager
- Donna Hugh, Safeguarding Manager
- Jayda Jones, Children's Rights & Participation Officer
- Karen Quantrell, Attendance Officer, Haydon School
- Kathryn Angelini, Assistant Director for Education
- Parents, carers and foster carers
- Sally Edwards, Attendance Officer
- Schools who took part in the survey
- Surjeet Johra, Headteacher, Wood End Primary School
- Young people & Youth Council

Terms of Reference

The following Terms of Reference were agreed by the Committee from the outset of the review:

1. To identify the prevalence and patterns of persistent absenteeism in statutory school age children in Hillingdon, including a reference to primary planning areas.
2. To explore the root causes and contributing factors of persistent absenteeism in statutory school age children in Hillingdon.
3. To consider the impact of persistent absenteeism on academic outcomes of statutory school age children in Hillingdon.
4. To understand and explore the nature of partnership working in relation to persistent absenteeism in statutory school age children in Hillingdon, including parents/ carers, young people, teachers, officers and other stakeholders.
5. To review the effectiveness of existing interventions and policies in place for children and families struggling with persistent absenteeism in Hillingdon.
6. To explore the measures in place for child protection and safeguarding in relation to attendance.
7. To review and identify the trends and patterns of persistent absenteeism when considering demographic factors such as age, race, religion, wealth and disability, as well as considering differences between the North and South of the borough.
8. To review how other Local Authorities, including statistical neighbours, are tackling persistent absenteeism.
9. Subject to the Committee's findings, to make any conclusions, propose actions, service and policy recommendations to the decision-making Cabinet.

Summary of recommendations to Cabinet

Through the witness sessions and evidence received during the detailed review, Members have agreed the following recommendations to Cabinet:

1

Parental Engagement and Support

1. Officers to continue to work with schools, nurseries and early years centres to educate and inform parents and carers about the positive benefits of school attendance, both academic and social, as a means of early intervention.
2. Officers to investigate the use of the Learn Hillingdon service to educate and inform adult learners (who are parents) about the importance of school attendance.
3. The Council to support schools to deliver welcome programmes for families new to the borough.

2

Mental Health & Wellbeing

4. The Council and schools to continue to work collaboratively, supporting those families with children and young people who are persistently absent due to poor mental health, and to signpost to alternative services such as CAMHS, KOOTH, Hillingdon Autistic Care & Support (HACS) and CNWL where appropriate.

3

School Environment & Culture

5. Council to encourage Attendance cluster groups to share good practice among schools on a range of topics such as EBSNA, anti-bullying and trauma-informed practice.

4

Data & Monitoring

6. Ask schools to explore how pupil attendance at after school clubs correlates with general pupil attendance within schools. What are the patterns and trends?

5

Collaboration & Community Involvement

7. Council to continue to raise awareness and highlight the positive benefits of school attendance, both academic and social, within local community and local partnership groups. To include a poster campaign in schools, libraries, Council venues and Hillingdon People.

Background to the review

Aim of the review

Following its meeting on 15 November 2023, the Select Committee agreed to consider the issue of persistent absence among statutory school age children in Hillingdon, including how this has been impacted by the COVID-19 pandemic.

It is intended that the review will support the work of the Attendance Support service in helping to shape its ways of working, identifying areas of weakness and how overall engagement with key stakeholders can be improved.

Context and Key Information

What is Persistent Absenteeism?

A child is persistently absent if they miss 10% or more of their school sessions. Children persistently absent play catch-up with work, miss time with friends, and miss out on clubs and extra-curricular activities (Attendance Plus, n.d.).

Attendance	Days missed
100%	0 days missed
99%	1 day missed
98%	3 days missed
97%	1 week missed
96%	1 and a half weeks missed
94%	2 weeks missed
93%	2 and a half weeks missed
92%	3 weeks missed
90%	4 weeks missed
85%	4 and a half weeks missed
82%	Half a term missed
75%	7 weeks missed

Table 1: Persistent absence, what is it?

Impact of absence

Being in school is important to every child's achievement, wellbeing, and wider development.

Research found that pupils who performed better both at the end of primary and secondary school missed fewer days than those who did not perform as well (explore-education-statistics.service.gov.uk, 2022).

Also, pupils with higher Key Stage 2 and Key Stage 4 attainment in 2019 had lower levels of

absence over the key stage compared to those with lower attainment (explore-education-statistics.service.gov.uk, 2022).

Furthermore, schools can have a social benefit of facilitating positive peer relationships, which can contribute to better mental health and wellbeing. Attendance at school is also crucial in preparing young people for successful transition to adulthood, and to support their longer term economic and social participation in society (The Education Hub, 2023).

Contributory factors

Persistent absenteeism can be impacted by a wide range of factors and challenges, including:

Health challenges

- Children with long-term or chronic illnesses may face difficulties attending school regularly
- Incontinence can have a negative impact on young people's development, quality of life, and their experience of school – it can lead to bullying, stigma and poor self-image (Richardson, Randall and Lynden, 2019)
- Poor nutrition may result in decreased immunity and greater susceptibility to illness, which in turn can lead to increased levels of absence (Sorhaindo and Feinstein, 2006)
- Mental health challenges including anxiety and depression can contribute to school avoidance

Socio-economic factors

- Poverty – families facing financial challenges may struggle to provide basic necessities, impacting children's ability to attend school consistently
- Housing instability or frequent relocations can disrupt a child's education

Family dynamics

- Lack of parental engagement can contribute to absenteeism
- Family conflicts such as divorce or domestic violence can impact a child's well-being and attendance

School environment

- Bullying at school may lead to a child avoiding attendance
- Unsupportive or unwelcoming school environments can negatively affect student engagement

Academic challenges

- Undiagnosed or unaddressed learning difficulties can lead to frustration and school avoidance
- Young people may disengage if they find the curriculum irrelevant or not challenging enough

Transportation

- Limited access to reliable transportation can hinder regular school attendance

Peer influence

- Negative peer influence or the desire to fit in may contribute to absenteeism

Communication barriers

- Language barriers, particularly among families with limited English proficiency, can hinder communication between parents and schools

COVID-19

- Learning loss: The pandemic and associated restrictions have led to learning disruptions for children and young people. School closures, remote learning, and other challenges have contributed to gaps in education
- *It is important to note that the challenge of persistent absenteeism existed prior to the onset of the pandemic*

Holidays

- Some families struggle to afford holidays outside of term time, and parents can pay over 16 times more by sticking to school holidays (The Independent, 2024)
- In 2017, a petition signed by over 200,000 people urged the government to ban travel firms from increasing prices during school holidays (The Independent, 2017)

Number of cases

Prior to the COVID-19 pandemic, persistent absence had been gradually decreasing since 2010. However, since the onset of the pandemic, the rate of persistent absence in schools in England has increased significantly. In 2018/19 the rate was 10.9%. In each year since, the rate has been higher (see table below).

It has been reported that some pupils stay home with parents on Fridays, contributing to the issue (BBC News, 2023a). Research also shows that if children miss more than a day in the first week of term, 55% of them go on to be persistently absent for the rest of the term (BBC News, 2023b).

The urgency of this crisis calls for concerted efforts to ensure that every child has access to education and support, regardless of the challenges they may be facing (Sky News, 2023).

Academic year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Overall	11.2%	10.9%	-	12.1%	22.5%	21.2%	20.0%
School type							
Primary	8.7%	8.2%	-	8.8%	17.7%	16.2%	14.6%
Secondary	13.9%	13.7%	-	14.8%	27.7%	26.5%	25.6%
Special	29.6%	28.8%	-	48.9%	40.4%	38.3%	37.2%
Free school meal (FSM)							
Eligible	23.6%	22.8%	-	24.4%	37.2%	36.5%	34.8%
Not eligible	8.8%	8.3%	-	8.3%	17.5%	15.6%	14.1%
Special Educational Need (SEN)							
EHCP	25.1%	24.6%	-	42.3%	36.9%	36.0%	35.5%
SEN support	18.3%	17.9%	-	18.9%	32.0%	31.1%	30.1%
No SEN	9.4%	9.0%	-	9.3%	20.0%	18.4%	16.8%
Gender							
Female	10.9%	10.6%	-	11.7%	22.8%	21.4%	20.1%
Male	11.4%	11.1%	-	12.4%	22.2%	21.0%	19.8%
<p><i>Table 2: Persistent absence by demographic (Note: there is no data for 2019/20)</i> <i>(Pupil absence in schools in England, academic year 2023/24, explore-education-statistics.service.gov.uk, 2025)</i> <i>Note: at the time of writing, the latest available data covered 2023/24, published 20 March 2025</i></p>							

From the above table, it can be seen that young people in Special Schools; Free School Meal recipients; and those with an EHCP have higher than average rates of persistent absenteeism.

Government response

The Government's Education Select Committee is conducting an inquiry into this issue, recognising that COVID-19 has likely had a damaging effect on school attendance. The Committee is examining why disadvantaged pupils and those with special educational needs and disabilities (SEND) are more likely to miss school than their peers (Committees.Parliament.uk, 2023).

Repercussions

Local Councils and schools in the UK have legal powers to address situations where children are missing school without a valid reason. If a child is missing school, the following actions can be taken (GOV.UK, 2011):

Parenting Order

This requires parents to attend a parenting class and to take steps to improve their child's school attendance.

Education Supervision Order

Where cooperation is lacking, the Local Authority can apply for an Education Supervision

Order – a supervisor will be appointed to assist the parent in getting their child back into education. This can be issued instead of or as well as prosecution.

School Attendance Order

If the Local Authority believes a child is not receiving an education, they issue a School Attendance Order. Parents have 15 days to provide evidence that the child is registered with the school listed in their order or is receiving home education. Failure to comply may result in prosecution or fines.

Fines (Penalty Notices)

The Local Authority can issue a fine (or penalty notice) to parents. Under the new national framework (information available [here](#)), all schools will be required to consider a fine when a child has missed 10 or more sessions (equivalent to 5 days) for unauthorised reasons.

Effective from August 2024, the fine for school absence across the country will be £80 (up from £60, BBC News, 2024) if paid within 21 days, or £160 if paid within 28 days. Fines per parent will be capped at two fines within any three-year period. This change is part of a government initiative to restore attendance levels to pre-pandemic norms. Head teachers retain discretion over which cases to refer to the Council for potential fines and where additional support is needed.

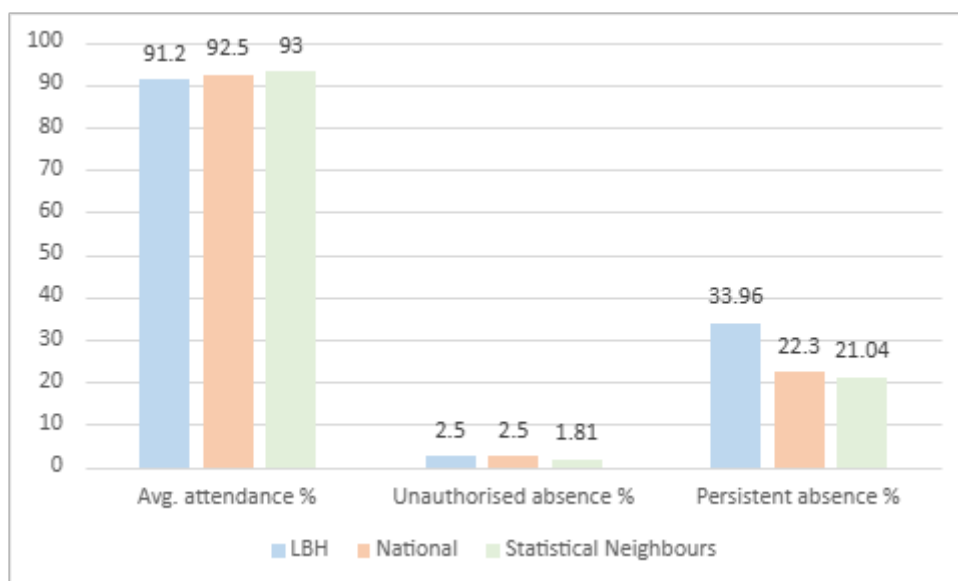
However, it has been suggested that fining parents whose child is persistently absent from school does not work and can make the problem worse, according to testimony given to MPs (BBC News, 2023c).

Prosecution

In severe cases, parents could face a fine of up to £2,500, a community order, or a jail sentence of up to 3 months.

Attendance in Hillingdon

The graph below shows Hillingdon's Statutory School Age attendance rates during 2022/23 compared to those nationally. (As the review started in November 2023, this was the latest available data at that time).



Graph 1: Data: Department for Education Aug 23

The data shows that whilst Hillingdon's overall attendance and rate of unauthorised absence was broadly in line with national figures, the rate of persistent absence was higher. (A child who only attends school for 90% or less of the time is classed as a persistent absentee).

Plan moving forward

In May 2022, the Department for Education (DfE) published new guidance for attendance in schools called 'Working together to improve school attendance' (GOV.UK, 2022) which came into effect from September 2022. Broadly speaking, it highlighted:

- Improving attendance is everyone's business. Attendance is never 'solved' and is part of a continuous process
- The law entitles every child of compulsory school age to an efficient, full-time education suitable to their age, aptitude, and any special educational need they may have. It is the legal responsibility of every parent or carer to make sure their child receives that education either by attendance at a school or by education otherwise than at a school
- Where parents decide to have their child registered at school, they have an additional legal duty to ensure their child attends that school regularly

Moving forward, the expectations of schools and local authorities have changed considerably. Under the new guidance, all schools are now expected to:

- Develop and maintain a whole school culture that promotes the benefits of high attendance
- Have a clear school attendance policy which all staff, pupils and parents understand
- Accurately complete admission and attendance registers and have effective day to day processes in place to follow-up absence
- Regularly monitor and analyse attendance and absence data to identify pupils or cohorts that require support with their attendance and put effective strategies in place
- Build strong relationships with families, listen to and understand barriers to attendance and work with families to remove them
- Share information and work collaboratively with other schools in the area, local authorities, and other partners when absence is at risk of becoming persistent or severe

Local authorities are now expected to:

- Provide all schools with a named contact in the Attendance Support Team. This includes independent and specialist settings
- Create networking opportunities to share effective practice
- Hold termly targeted support meetings with all schools
- Be part of multi-agency efforts to improve attendance borough-wide with schools and other partner agencies
- Provide formal support to schools, including parenting contracts and education supervision orders
- Initiate legal action including penalty notices, parenting orders and prosecution

In Hillingdon, we have already begun much of this work, and we have extensive plans for the academic year ahead. To date, we have:

- Rebranded our Participation service to Attendance Support
- Developed a new practice model to meet the revised guidelines from the DfE for allocated officers to use when conducting their termly meetings with schools. These meetings will focus on overall attendance and persistent and severe absence, as well as having a greater emphasis on the attendance of vulnerable cohorts and those children placed on part-time timetables or in alternative provisions
- Published revised guidance on attendance for all schools
- Published revised guidance on the use of part-time timetables
- Published revised guidance on alternative provision
- Successfully delivered a series of webinars and provided training and resources to all schools in the borough to support with the implementation of the Working Together to Improve Attendance guidance for this academic year
- Created a more robust system to track and process unauthorised exceptional leave
- Engaged with the parents and carers of pupils that had one day of absence in the first week of term in the last academic year or pupils where they have been previously recorded as persistent or severely absent to encourage parents to prepare them for the start of the new term
- Created and shared an attendance self-evaluation form for schools to utilise
- Taken part in refresher training with legal colleagues in the use of Education Supervision Orders

Over the coming year we have plans to:

- Publish a revised borough-wide protocol for the use of penalty notices
- Devise a three-year strategy for improving school attendance which utilises the support of statutory partners
- Work more closely with colleagues in the Virtual School to promote the importance of attendance of all children with a social worker
- Improve communication and advice with schools via virtual drop-in clinics for schools

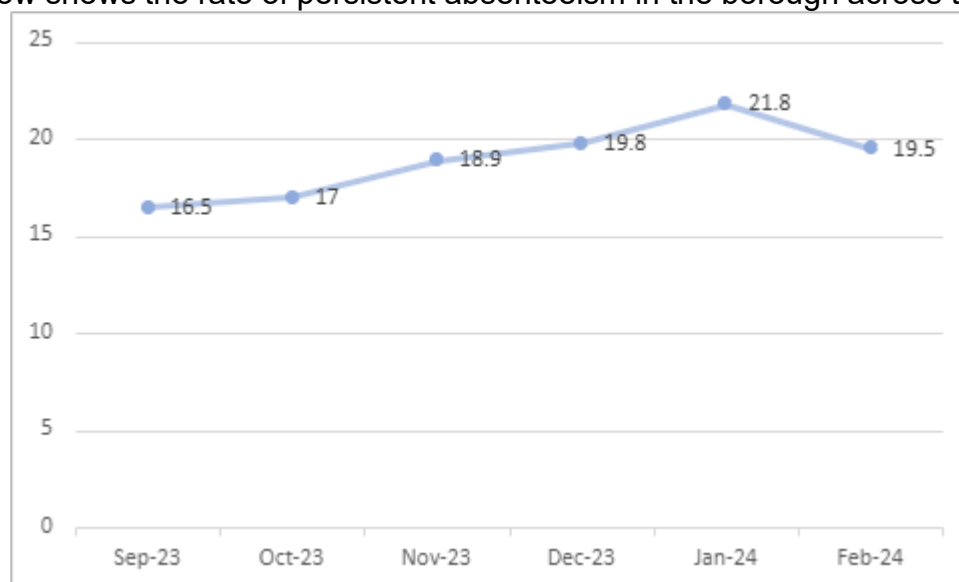
to attend to discuss any concerns regarding attendance. These clinics will be held fortnightly

- Invest in our Attendance Support service by providing increased training opportunities in key issues affecting attendance, such as Emotional Based School Non-Attendance (EBSNA), working with children who have suffered complex trauma and working with families who have had negative experiences of education
- Develop attendance hubs in parts of the borough or with clusters of schools which may be struggling with particular aspects of attendance and to promote the sharing of good practice

Update: March 2024

On 01 March 2024 the rate of persistent absenteeism in Hillingdon was 19.5% for the academic year. This compares favourably to the national average of 20.6% for the same period.

The chart below shows the rate of persistent absenteeism in the borough across the year:



Graph 2: Data: Department for Education 01 Mar 2024

With the exception of February where there has been a slight decrease, the rate of persistent absenteeism was growing by 1% on average month on month. If this trend were to continue, Hillingdon's rate of persistent absenteeism could reach 26-28% by the end of the academic year. Although this is lower than last year's rate of 33.9%, it highlights there is more work to be done to bring this number down even further.

Further preliminary data analysis has revealed:

- There is little difference in the rate of persistent absenteeism between the genders; the average rate for girls is 19.4% and boys 19.5%
- The rate of persistent absenteeism is highest in our special school settings (38%). The average rate in secondary schools is 22.5% and in primary schools is 16.2%

- The rate of persistent absenteeism in our vulnerable cohorts was:
 - All children with SEND: 28.4%
 - Children on an EHCP: 33%
 - Children in receipt of Free School Meals: 31.3%
 - Looked After Children: 27.1%
 - Children in Need: 59.6%
 - Children on a Child Protection Plan: 40%

Progress to date

Since the last update was provided to the Committee, the Attendance Support team have made progress in the following areas:

- A revised borough-wide protocol has been published on the use of penalty notices
- Training on Emotional Based School Non-Attendance (EBSNA) has been undertaken by all team members and has been offered to key colleagues in all Hillingdon schools
- Four members of the Attendance Support team are undertaking training via the Virtual School in how to work with children who have suffered complex trauma
- Three attendance hubs have so far been held involving schools in the West Drayton, Hillingdon and Ruislip areas, with a further hub planned for Hayes before the end of the Spring term
- Commissioned a deep-dive analysis into attendance and absence for all children with a social worker being undertaken by the Virtual School Project Manager
- Recruitment is underway for an Education Project Manager (12-month role) to support with accelerating progress in attendance
- Planning for fortnightly virtual clinics is underway with a plan to launch in the summer term

Update: March 2025

Context and background

At the start of the Select Committee's review into persistent absenteeism, data showed that Hillingdon's rate of persistent absence was higher than the national average. Graph 1, (page 12) above, shows data for academic year 2022/23.

Progress to date

At the start of the 2023/24 academic year, the Attendance Support team committed to a number of actions to support with changing the landscape of persistent absence in Hillingdon. The following outlines the progress made:

- **Publish a revised borough-wide protocol for the use of penalty notices:** This was revised and published following consultation with schools and partners in the police in September 2024. The policy will continue to be reviewed annually. As a result of this work, penalty notices referrals have reduced from 621 in 2023/24 to 380 in 2024/25 (figures for September to March each year).
- **Devise a three-year strategy for improving school attendance:** School attendance has been encompassed in the wider Education Strategy 2025-30 under Priority 3 (Addressing the issues of the decade). Once this strategy is published, the team will develop a more focused three-year strategy with associated action plan
- **Work more closely with colleagues in the Virtual School to promote the importance**

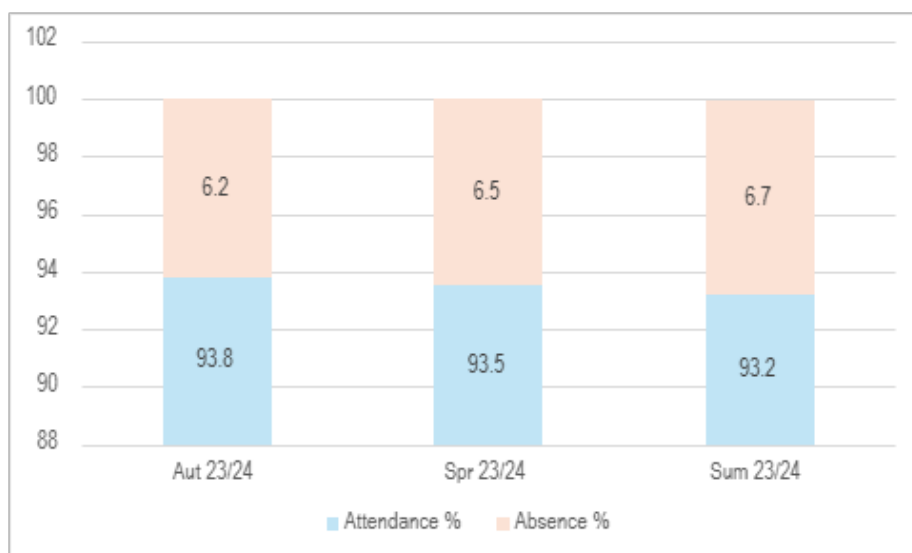
of attendance of all children with a social worker: The Attendance Support team is working in collaboration with the Virtual School on two initiatives across the borough; the Walking Bus and Breakfast Clubs. The Walking Bus initiative is aimed at supporting children to get into school in the mornings and is being piloted with Harefield Infant School, Harefield Junior School and St Martins. The Breakfast Club initiative focused on encouraging schools to offer this intervention or extend their current offer (at no extra cost) to provide a further incentive for children to attend school

- **Improve communication and advice with schools via virtual drop-in clinics:** Established in summer term 2024 for professionals such as social workers to gain advice and guidance on issues relating to school attendance. In summer term 2025, this will be broadened to include professionals across the Safeguarding Partnership
- **Training opportunities in key issues affecting attendance:** EBSNA training has been completed by all Attendance staff alongside wider Education colleagues and seven members of the team have completed Attachment Lead training alongside colleagues in schools to upskill them in working with children who struggle to build attachments and those who have suffered from trauma and loss
- **Develop attendance hubs with clusters of schools:** These were developed in spring term 2024 and have successfully run termly thereafter. Hillingdon's attendance hubs are referred to as clusters and are locality-based. The clusters are hosted by volunteer schools, and all are attended by the entire Attendance Support team. The clusters typically involve discussions about common issues affecting school attendance, are an opportunity to share good practice and provide a forum for partner agencies to promote their services to schools and encourage more collaboration

In addition to this, the team has more recently gone through a full restructure to ensure it is more fit for purpose to deliver on the new DfE expectations regarding school attendance. This has included appointing a Team Manager who has strategic oversight of the whole team, two senior officers who are responsible for leading on legal interventions, children on part-time timetable and children attending a school commissioned Alternative Provision and an additional three officers.

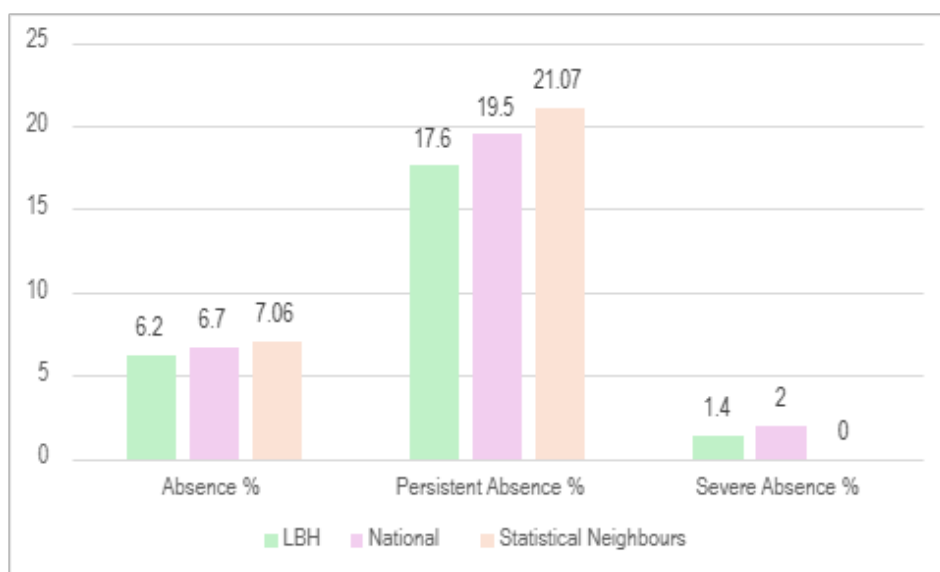
As a result of the hard work done by our schools with the support of our Attendance Support team, the attendance picture in Hillingdon is changing.

The graph below shows the rates of attendance and absence across the three terms of the last academic year (2023/24) and indicates the rates remained broadly consistent across the year:



Graph 3: Source: NCER January 2025

The graph below shows Hillingdon's Statutory School Age absence rates by the end of the last academic year (2023/24) compared to those nationally and against our statistical neighbours. Please note, the severely absent rate for our statistical neighbours is not currently available.



Graph 4: Source: NCER January 2025 & DfE March 2025

The data shows that great improvement has been made across all three metrics in Hillingdon and that the rate of absence for our children is lower than the national average in all categories.

Update: June 2025

Mental health support workers are being trained and deployed to work in schools in Hillingdon. The role of mental health support workers is to provide 1-2-1 guided self-help interventions to young people and their parents/ carers, consultations, and whole school approach events. They also offer some specialist interventions.

Relevant legislation

The relevant legislation relating to persistent absenteeism are below:

- [The Education Act 1996](#)
- [The Children Act 1989](#)
- [The Education and Inspections Act 2006](#)
- [The Education \(Pupil Registration\) \(England\) Regulations 2006](#)
- [The Education \(Parenting Contracts and Parenting Orders\) \(England\) Regulations 2007](#)
- [The Education \(Penalty Notices\) \(England\) Regulations 2007](#)

Evidence & Witness Testimony

Witness Sessions

In agreeing the review's Terms of Reference, the Committee sought to gain an in-depth understanding of persistent absenteeism. To do this, the Committee sought to structure its review with key themes. These themes allowed the Committee to hear testimonies from a range of important stakeholders. The evidence received through these witness sessions is outlined below.

Witness Session	Theme	Witnesses
Witness Session 1 – 14 March 2024	Setting the scene/ The Council's role	Assistant Director for Education Attendance Support Officer
Witness Session 2 – 18 April 2024	The Voice of Other Authorities	-
Witness Session 3 – 18 June 2024	The Voice of Schools	Principal, Wood End Park Academy Attendance Officer, Haydon School
Witness Session 4 – 14 August 2024	The Voice of Young People	Children's Participation Team Manager Children's Rights & Participation Officer Young people
Witness Session 5 – 17 July 2024	Child Protection/ Safeguarding	Director for Children's Safeguarding and Care Safeguarding Manager
Witness Session 6 – 06 November 2024	The Voice of Parents/ Carers	Parents/ carers/ foster carers
<i>Table 3: Witness sessions</i>		

For ease of reading, the detailed minutes and accounts of these witness sessions are available as background papers. They are briefly summarised below to provide a comprehensive understanding of the discussions and findings.

Witness Session 1

During the first witness session, the Assistant Director for Education and Attendance Support Officer provided an update on persistent absenteeism, noting a current rate of 19.5%, which was slightly lower than the national average of 20.6%. However, while projections indicated that the rate could rise to 26-28% by the end of the year, this would still indicate an improvement from the previous year's nearly 34%.

Several initiatives had been undertaken since November to address absenteeism, including implementing a revised borough-wide protocol for penalty notices and EBSNA training for team

members. Four members of the Attendance Support team were undergoing training to work with children experiencing complex trauma. This training aimed to help officers support families dealing with adverse childhood experiences and intergenerational trauma, which were linked to persistent absenteeism. Attendance hubs, also known as clusters, were launched in West Drayton, Hillingdon, and Ruislip, with plans for an additional hub later in the academic year. These hubs involved clusters of schools discussing common issues and tackling them together.

A newly recruited 12-month project manager in the Virtual School was focusing on children with a social worker, and another project manager was being advertised to focus on attendance.

Penalty notices could be issued for holidays or non-attendance. This was a big part of the issue of persistent absenteeism as Hillingdon issued a lot of particularly holiday penalty notices. Penalty notice money was used to pay for the penalty notice officer's work. The decision to issue a penalty rested with the school's headteacher and the penalty is issued by the Local Authority. Appeals could be heard in some instances where parents presented mitigating circumstances or additional evidence. There was no use of debt collection, though legal prosecution was possible.

It was important to ensure that penalty notices did not penalise the most vulnerable children or families experiencing difficulties, and it was also important to consider the context around the child and family situation before issuing a penalty notice. Members highlighted the issue of parents taking their children out of school for cheaper holidays. Educating parents on the importance of school attendance was part of a wider government initiative and there needed to be a focus on working with schools to reiterate the importance of daily attendance.

The size of the attendance team had remained similar, but its functions had changed. The team was previously called the Participation Team and used to have other functions such as Children Missing Education and tracking children who were Not in Education, Employment or Training (NEET). Over the past 18 months, some of these functions had been taken out of this team, which was now solely focused on attendance support.

Engagement with parents was individualised to each school and attendance panels were a supportive mechanism for addressing attendance issues. Members also discussed the need for more generalised support for vulnerable families and the importance of interrupting the intergenerational cycle of absenteeism.

Persistent absentees fell into two main cohorts: those absent for extended periods needing reintegration support, and those absent on ad hoc days that accumulate over time.

Schools can take children and their parents to the attendance panel process, where the Attendance Support Officer collaborates with the family and school to address issues and barriers, potentially involving external partners for additional support.

In summary, the key issues from this session included:

- At the time of the session, the rate of persistent absenteeism was 19.5% which was slightly lower than the national average

- Several initiatives had since been undertaken to tackle persistent absenteeism. These included implementing a revised borough-wide protocol for penalty notices, EBSNA training, and training the Attendance Support team to work with children experiencing complex trauma
- Attendance hubs had been launched in West Drayton, Hillingdon, and Ruislip, with plans for another hub later in the academic year

The full account of this session can be found in the meeting minutes [here](#).

Witness Session 2

In the second witness session, the Committee reviewed documents from other local authorities tackling persistent absenteeism. Buckinghamshire County Council and the London Borough of Camden were undertaking similar reviews. The London Borough of Harrow's School Attendance Intervention Model (AIM) was commended as a helpful document that applied borough-wide so that schools did not have to do their own thing.

The session emphasised the need for prevention and engagement with schools and young people, suggesting the involvement of the Youth Council and different methods of engaging with young people in future witness sessions. Schools were also a crucial partner in tackling absenteeism and engaging with them would also be an important part of the review.

It was important to consider cultural and geographical contexts in persistent absenteeism. It may also be useful to break down absenteeism into categories, such as those who want to attend school but cannot due to health or religious reasons and those who do not want to attend.

It was suggested that information on the Hillingdon website could be presented in a more accessible way for multi-lingual families. The Hillingdon LEAP website also contained lots of information for schools and parents.

The session highlighted the importance of a strong attendance ethos and the need for a borough-wide approach.

It was noted that this review aligned with one by Central Government, which highlighted its importance.

In summary, the key issues from this session included:

- Other Local Authorities had conducted similar reviews
- The session highlighted the need to engage schools and young people
- It was important to focus on preventative measures

The full account of this session can be found in the meeting minutes [here](#).

Witness Session 3

The third witness session was attended by representatives from Wood End Park Academy and Haydon School. Both schools have experienced issues with persistent absenteeism.

At Wood End Park Academy, absenteeism issues were evident even before children started school, with some parents not ensuring nursery attendance. Early intervention and partnership working with parents could help mitigate this. Vulnerable parents often had children more susceptible to absenteeism.

Haydon School also faced absenteeism issues, primarily due to a lack of parental engagement. Additionally, undiagnosed conditions like ASD (autism spectrum disorder) and ADHD (attention deficit hyperactivity disorder), along with mental health challenges, contributed to the problem.

Rates of Absenteeism

Wood End Park Academy had seen a reduction in persistent absenteeism from 25% to around 18%, although it had risen significantly during the COVID-19 pandemic. The Trust's collective efforts had contributed to this improvement.

Haydon School, with 1,675 students, had only one Attendance Officer, down from three. Current attendance rates were 92% in Year 7; 91% in Year 8; 89% in Years 9 and 10, with Year 11s on study leave.

Current Methods

Wood End Park Academy incentivised attendance with extra playtime for whole classes, which had improved attendance. Effective Attendance Support Officers were crucial and consistency in staff was also important, though this was a national issue. Bonding with families before school starts could be helpful as a preventative measure. Schools with family support workers should have meetings with Council Attendance Officers before attendance issues arise. Early connections can signpost mental health support or identify undiagnosed conditions. There were times where parents would respond negatively to Attendance Panel meetings, but this meant that they were engaging, which was itself a positive, because they did not want to be in a position where Panel meetings were necessary. The school used a tracking sheet to categorise children into percentage bands for targeted interventions.

Haydon School followed up on absences and had considered using a school minibus to collect students. Discussing attendance in hours rather than percentages could be more effective. Panel meetings often lead to financial penalties, which may not be effective for parents with children with mental health challenges or undiagnosed special needs. Haydon School was implementing 'team around the child' meetings to include the safeguarding team, pastoral team, and SEN team to address these issues. Home visits, although not always possible, made a difference. The school had counsellors and mental health first aiders, but they faced capacity issues. They also sent out information online and gave out contact cards for mental health support. The school had introduced a new method for parents to report absences online and sent warning letters when attendance dropped below 95%. The school had also tightened the morning register closure time,

impacting overall attendance levels.

SEND and Mental Health

From the primary school point of view, persistent absenteeism often involved parents struggling with children presenting with SEND or anxiety. Post-COVID, term-time leave had increased.

Persistent absence was time-consuming and often started with anxiety or undiagnosed SEND. The longer the child was absent, the more difficult it was to get them back into school. Haydon School's headteacher provided reports on students close to persistent absenteeism for one-to-one meetings.

The Hillingdon Safeguarding Partnership team supported young people with mental health challenges. Workshops and literature in parent-friendly language were suggested. Mental health support and guidance for parents would be helpful as sometimes parents were not equipped to deal with these types of concerns and did not want to push their children if there were mental health concerns.

Gender Differences

At Wood End Park Academy, male students with SEND tended to have lower attendance than female students with SEND. At Haydon School, the gender split was even.

Child and Adolescent Mental Health Services (CAMHS)

Alternative options to CAMHS like Right to Choose had been discussed in meetings with persistently absent students and their parents.

Specific Cohorts

Some young people who were persistently absent were new to the country. Stronger partnerships with family support leads could help. Identifying families new into the community and holding a welcome meeting could make new families feel part of Hillingdon. Additionally, having literature from the Council including a contact number would be beneficial. Informal meetings with long-term residents could also improve attendance.

Unstable housing and disengaged parents also contributed to absenteeism. It was noted that children who were disengaged tended to be the children of parents who were also disengaged. Furthermore, some young people were having to travel from near Heathrow Airport in the south of the borough, while Haydon School is located in the north.

Truancing Within School

At Haydon School, when persistent absentees returned to school, it was ensured that someone met with them to try to pre-empt any further problems arising. Discussions would be had with parents where patterns emerged, as parents may not always be aware of these specific details. Haydon School monitored CCTV to prevent truancing and had adjusted duty rotas to manage student movement.

Interventions

Support for mid-year admissions was needed as existing issues may transfer from one school to the next. Haydon School inherited persistently absent students from other schools.

Programmes targeting primary and secondary children should consider parental responsibility differences.

External Organisations

Haydon School promoted the Triple P programme, but it was families that you would like to engage who did not. A lot of parents did not take up Triple P. Those that did had good attendance and were using Triple P for other reasons.

Remote Learning

Medical evidence was required for remote learning, which often took a long time. Alternative provisions and the Skills Hub were used where appropriate. COVID had demonstrated the feasibility of remote learning, but getting children back on-site was challenging.

Attendance Hubs

Attendance Hubs allowed schools to share concerns and good practices. While Attendance Officers attended these meetings, this often meant afternoon registers would be left open, and this then relied on teachers to pick up absences.

Central Government

Central Government were updating guidance and were trying to streamline the systems that schools used. They had given guidance on the letters that parents should be getting and what should be happening at each point. They also expected data to be collected more centrally which was helpful as it could lead to picking up on attendance patterns quicker. More funding would be helpful, especially where there were occasions of one Attendance Support Officer in a large school who was also having to make home visits.

Salaries for support staff in schools were not great. Hours were long and the nature of the work meant that there were instances of staff being signed off with stress. This greatly affected the day-to-day running of schools. Guidance from Central Government had been good and there had not been any additional pressure. Attendance was everybody's business in schools, however staffing levels were challenging.

Support for Young People Returning from Long Absence

Haydon School provided pastoral support, counselling, and mentoring for returning students. Family support workers helped manage anxiety and mental health concerns.

Reduced Timetables

Generally, across primary schools, children were not on part time timetables due to not being able to cope with school. Children who were on reduced timetables often had high level special needs, but this was not to do with them being persistently absent.

In summary, the key issues from this session included:

- Early intervention and parental engagement were key to improving attendance
- There were often links to mental health challenges including undiagnosed SEND
- Medical evidence was required for remote learning, which often took a long time

The full account of this session can be found in the meeting minutes [here](#).

Following this witness session, the Committee distributed a short survey to all providers in the Borough. 23 responses were received, and a summary is outlined as Appendix E (full results are available as a background paper).

Witness Session 4

In the fourth witness session, young people shared their experiences with school attendance and absenteeism. The Committee would like to note their thanks to the young people for taking part in this review, and to officers for arranging, as it was vital for Members to hear directly from them to ensure that the voice of the child was captured.

The session aimed to understand the challenges young people face in attending school regularly. Five young people aged 16, 17, 19, 21, and 23 attended the session, sharing their personal stories and insights.

One young person discussed their experience with verbal bullying, which had led to a 10-month absence from school. They noted that no support was provided by the school, and their mother had attempted to withdraw them from school due to the bullying. When the young person returned to school, they were put back into the same classes that they were in before. There had been no support given by the school, and no support for the young person to receive an education when they were not in school.

Another young person shared their experience with physical bullying during mixed PE lessons and the lack of repercussions for the bullies. The school would hold assemblies on issues but there was no direct resolution to instances of bullying. The young person highlighted the importance of having a 'safe space' within the school and noted that if young people did not undertake work experience, they would be taught other skills such as life skills.

A third young person discussed the impact of the COVID-19 pandemic on their mental health, which led to hospitalisation. They noted that the school was not equipped to deal with mental health concerns and that earlier implementation of a reduced timetable would have been helpful for them. During exams, young people with SEND were put in a room together, which made the young people feel segregated from their peers. The young person noted that they attended before- and after-school clubs every day, which should have been a sign to the school that there were issues, however the school did not pick up on this.

Another young person shared their experience of arriving in the UK at the age of 14 without speaking English. They noted that sports played a crucial role in their integration and that schools

often managed disruption rather than resolving issues.

The final young person who had attended multiple schools discussed their experiences in having issues with respecting authority, leading to involvement in crime and drugs. Positive role models were vital, and the young person noted that they looked up to the Participation Manager and her team and now wanted to be a social worker. The young person noted that behavioural challenges in school often started in the home. More engagement with professionals was needed from a younger age, for example to learn about the risks of exploitation and gangs. The young person also commended the Walking In Our Shoes training (which is delivered by young people to professionals).

The session concluded with discussions on the importance of addressing bullying; the need for schools to pick up on changes in young people's behaviour; and the challenges of transitioning from primary to secondary school. The young people emphasised the need for relatable role models and the importance of feeling safe and supported in school. Schools were not built for people who were not 'neuro-typical', and other methods of learning needed to be implemented – school was often a one-size-fits-all.

In summary, the key issues from this session included:

- Bullying can significantly affect school attendance
- Young people's mental health challenges affected attendance
- Positive role models were important

As this was a private session, a full account is restricted to Members only.

Witness Session 5

For its fifth witness session, Members met with officers to discuss child protection and safeguarding of children who were persistently absent. In attendance were the Director for Children's Safeguarding and Care, and the Safeguarding Manager, who emphasised the importance of education as a safeguarding element, noting that school was often the safest place for young people. Sometimes there may not be an understanding among parents that school can be a safe place and can be a positive experience for their children.

Officers highlighted the importance of consistent relationships in schools and of giving young people a voice in their child protection plans. There were also mechanisms for engagement, for example if a child was non-verbal. Child protection plans were family plans in that the child and family were involved in contributing to the plan. This empowered families and children to know that their input was important.

The role of safeguarding in schools was recognised by the Safeguarding Children's Partnership Board. One of the priorities of the Board was around contextual safeguarding.

Officers discussed the collaboration with Designated Safeguarding Leads in schools and the role of the Virtual School in providing intensive support for children who are looked after. They noted

the importance of trauma-informed practice and the need for individualised plans for children. The session also highlighted the use of technology to monitor attendance and provide flexible learning options for children who are unable to attend school.

Quite often for children who are at risk of significant harm and therefore require a child protection plan, education, absence and exclusions are a factor in their lives, and this was why schools played a vital role.

There was a programme called Operation Encompass in partnership with the police. If the police were contacted overnight or at the weekend for a domestic abuse incident, they will notify the child's school. There was a domestic abuse advisor to schools within the service who would support the school with this. There were currently roughly four schools in the borough who were not part of Operation Encompass, and this was credit to the Domestic Abuse Education Officer for getting schools onboard.

In summary, the key issues from this session included:

- There was an important safeguarding aspect to school attendance
- Absence was often a factor in the lives of children who are at risk of significant harm
- Sometimes there may not be an understanding among parents that school can be a safe place for their children

The full account of this session can be found in the meeting minutes [here](#).

Witness Session 6

CAUTION: Although for publication, the witness session notes on the next page include references to sensitive topics including suicide and self-harm.

In the sixth witness session, parents and carers shared their experiences with school attendance and absenteeism. The session aimed to understand the challenges faced by families and gather their views on how to improve attendance. Forty witnesses attended the session, although not all chose to speak.

One parent shared their experience of requesting leave for their child to attend a wedding and to watch Canada qualify for the World Cup. Although the request for one week's leave was denied, the parent took the child out of school citing the cultural and life experiences that could be gained.

Another parent discussed the challenges of having a neurodivergent child with SEND, autism, ADHD, dyspraxia, and anxiety. Government guidelines failed to understand the complexities of having a neurodivergent young person attend school. They highlighted the importance of mental health and the need for flexible provisions. Parents valued education, but mental health was very important. A long commute to school was also an issue.

A further parent spoke about the long waiting list for CAMHS. They had asked the school for a flexible option but was told by the school that they were not legally obligated to do so, and that they required an EHCP. Because of this, the young person was missing out as they were approaching their GCSEs. It felt like there was a lot of going back and forward, and no accountability.

Several parents shared their experiences of bullying, school refusal, and the lack of support from schools. Several parents also talked about their young person's experience of emotional based school non-attendance.

One parent noted that their child had attempted suicide due to bullying and that no support was offered by the school, while another parent discussed their child's experience of self-harm.

Several parents discussed the challenges of having a child with medical needs and the impact on school attendance. They suggested the need for a new attendance code for children recuperating from illness or medical procedures. Several parents noted that their child's health with prioritised over school attendance.

The session also highlighted the challenges of transport and the impact of strict attendance policies on families. Parents emphasised the importance of understanding individual circumstances and providing appropriate support for families. They noted the need for better communication between schools and families and the importance of addressing the root causes of absenteeism. Temporary accommodation also had an impact on school attendance.

The session concluded with discussions on the importance of mental health support; the need for flexible provisions for neurodivergent children; and the challenges of balancing school attendance with medical needs. Parents emphasised the need for a supportive and understanding approach from schools and the Council.

In summary, the key issues from this session included:

- There were a vast array of challenges faces by families in ensuring school attendance
- More support for mental health challenges were needed
- Bullying often had a strong negative impact on school attendance

As this was a private session, the full account was restricted to Members only.

Conclusions and Recommendations

Challenges and barriers

Throughout the review, the Committee identified a number of challenges and barriers to regular attendance, including:

1. Parental influence and engagement
 - a. Some parents appeared not to understand the importance of regular school attendance
 - b. Challenges such as unstable housing, financial difficulties, and parents' own negative experiences with education can impact young people's attendance
 - c. Parents taking young people out of school for cheaper holidays is a recurring challenge
2. Mental health and SEND
 - a. Many absences were due to mental health challenges and potentially undiagnosed conditions such as ASD or ADHD
 - b. There were long waiting lists for CAMHS support
3. Illness
 - a. Young people with chronic illnesses or frequent medical appointments often missed school
4. Bullying
 - a. Bullying, both verbal and physical, was a significant barrier to attendance
 - b. Schools sometimes struggled to implement effective anti-bullying measures
5. Impact of COVID-19
 - a. The COVID-19 pandemic has had a lasting impact on school attendance, with some parents valuing education less and being more inclined to keep children at home
6. Transport
 - a. Long and difficult commutes, especially for young people in temporary housing or those who rely on public transportation, can be a barrier
7. School-specific challenges
 - a. Different schools had varying capacities to handle persistent absenteeism
 - b. There were often logistical challenges in monitoring absences, especially in larger schools

These challenges and barriers highlight the complex nature of persistent absenteeism and require a comprehensive and collaborative approach in order to address them effectively.

Conclusions

Having heard from a variety of key stakeholders and having given due consideration to the evidence presented to them, the Committee reached the following key conclusions:

1. Parental influence and engagement
 - a. There is a need for better education for parents on the importance of regular school attendance
 - b. Engaging parents early in their young people's education can help improve attendance
 - c. Effective communication and collaboration between schools, parents, and the Council are crucial in addressing persistent absenteeism
2. Mental health and SEND
 - a. Signposting to mental health support services can help in supporting young people and their families
3. School initiatives and support
 - a. The establishment of attendance clusters hubs where schools collaborate to address common issues has shown some initial positive impact
4. Data and monitoring
 - a. There is a need for more detailed analysis of data such as after school clubs to identify vulnerable cohorts

These conclusions underline the complexity of addressing persistent absenteeism and the need for a multi-faceted approach and effective communication among all stakeholders.

Recommendations

Further to the Committee's review, the Chair and Opposition Lead met with officers to work up the final recommendations detailed below.

Parental Engagement and Support

The review highlighted the crucial importance of parental engagement in addressing persistent absenteeism, and that early intervention and education for parents would help to improve attendance by highlighting the academic and social benefits. The use of the Learn Hillingdon service could provide an additional avenue for this. On that basis, it is recommended:

1

Parental Engagement and Support

1. Officers to continue to work with schools, nurseries and early years centres to educate and inform parents and carers about the positive benefits of school attendance, both academic and social, as a means of early intervention.

2. Officers to investigate the use of the Learn Hillingdon service to educate and inform adult learners (who are parents) about the importance of school attendance.
3. The Council to support schools to deliver welcome programmes for families new to the borough.

Mental Health & Wellbeing

The witness sessions also highlighted that impact that mental ill-health can have on school attendance. Therefore, signposting to mental health services could be beneficial. On that basis, it is recommended:

2

Mental Health & Wellbeing

4. The Council and schools to continue to work collaboratively, supporting those families with children and young people who are persistently absent due to poor mental health, and to signpost to alternative services such as CAMHS, KOOTH, Hillingdon Autistic Care & Support (HACS) and CNWL where appropriate.

School Environment & Culture

Creating a positive school environment and culture was identified as crucial for improving attendance. Existing attendance hubs are used to share best practise on topics including EBSNA, anti-bullying, and trauma-informed practice. More take-up of these hubs could therefore be beneficial. On that basis, it is recommended:

3

School Environment & Culture

5. Council to encourage Attendance cluster groups to share good practice among schools on a range of topics such as EBSNA, anti-bullying and trauma-informed practice.

Data & Monitoring

The review emphasised the need for effective data collection and monitoring to understand and address patterns of absenteeism. Witnesses discussed the importance of correlating pupil attendance at after-school clubs with general school attendance to identify trends and inform interventions. On that basis, it is recommended:

4

Data & Monitoring

6. Ask schools to explore how pupil attendance at after school clubs correlates with general pupil attendance within schools. What are the patterns and trends?

Collaboration & Community Involvement

The review also highlighted the importance of collaboration and community involvement in tackling persistent absenteeism and the need for raising awareness about the benefits of school

attendance within local communities. On that basis, it is recommended:

5

Collaboration & Community Involvement

7. Council to continue to raise awareness and highlight the positive benefits of school attendance, both academic and social, within local community and local partnership groups. To include a poster campaign in schools, libraries, Council venues and Hillingdon People.

Background Papers

- [The Education Act 1996](#)
- [The Children Act 1989](#)
- [The Education and Inspections Act 2006](#)
- [The Education \(Pupil Registration\) \(England\) Regulations 2006](#)
- [The Education \(Parenting Contracts and Parenting Orders\) \(England\) Regulations 2007](#)
- [The Education \(Penalty Notices\) \(England\) Regulations 2007](#)
- [Working together to improve school attendance \(from 19 August 2024\)](#)
- Minutes of the witness sessions:
 - [Witness session 1: Setting the scene](#)
 - [Witness session 2: Other authorities](#)
 - [Witness session 3: The Voice of Schools](#)
 - Witness session 4: The Voice of Young People is restricted to Members only
 - [Witness session 5: Child protection/ Safeguarding](#)
 - Witness session 6: The Voice of Parents/ Carers is restricted to Members only
- Results of the school survey

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Appendices

Appendix A – Glossary

Appendix B – Summary table of responsibilities for school attendance: Statutory guidance for maintained schools, academies, independent schools, and local authorities

Appendix C – Fines issued and paid

Appendix D – Common SEND needs and specific conditions

Appendix E – Summary of school survey results

Appendix A – Glossary

AIM	Attendance Intervention Model
DfE	Department for Education
EBSNA	Emotionally Based School Non-Attendance
EHCP	Education Health & Care Plan
EWO	Education Welfare Officer
FSM	Free School Meal
IAP	Individualised action plan
HACS	Hillingdon Autistic Care & Support
MAT	Multi-Academy Trust
MP	Member of Parliament
NEET	Not in Education, Employment or Training
Persistent absenteeism	When a child's attendance is at or below 90%
SEND	Special Educational Needs and Disabilities
Statutory school age (Education Act 1996)	<p>(2) A person begins to be of compulsory school age—</p> <p>(a) when he attains the age of five, if he attains that age on a prescribed day, and</p> <p>(b) otherwise at the beginning of the prescribed day next following his attaining that age.</p> <p>(3) A person ceases to be of compulsory school age at the end of the day which is the school leaving date for any calendar year—</p> <p>(a) if he attains the age of 16 after that day but before the beginning of the school year next following,</p> <p>(b) if he attains that age on that day, or</p> <p>(c) (unless paragraph (a) applies) if that day is the school leaving date next following his attaining that age.</p>
TAF	Team around the family
Table 4: Glossary	

Appendix B – Summary table of responsibilities for school attendance: Statutory guidance for maintained schools, academies, independent schools, and local authorities

Available [here](#)

Pupils at risk of becoming persistently absent

Parents are expected to:	Schools are expected to:	Academy trustees and governing bodies are expected to:	Local authorities are expected to:
<p>Work with the school and local authority to help them understand their child's barriers to attendance.</p> <p>Proactively engage with the support offered to prevent the need for more formal support.</p>	<p>Proactively use data to identify pupils at risk of persistent absence.</p> <p>Work with each identified pupil and their parents to understand and address the reasons for absence, including any in-school barriers to attendance.</p> <p>Where out of school barriers are identified, signpost and support access to any required services in the first instance and act as lead practitioner if attendance is the only issue and/or the local threshold for formal early help is not met.</p> <p>If the issue persists, take an active part in the multi-agency effort with the local authority and other partners. If a case meets the local threshold for formal early help/family support, this includes conducting the early help assessment and acting as the lead practitioner where all partners agree that the school is the best placed lead service. Where the lead practitioner is outside of the school, continue to work with the local authority and partners.</p>	<p>Regularly review attendance data and help school leaders focus support on the pupils who need it.</p>	<p>Hold a regular conversation with every school to identify, discuss and signpost or provide access to services for pupils who are persistently or severely absent or at risk of becoming so.</p> <p>Where there are out of school barriers, provide each identified pupil and their family with access to services they need in the first instance.</p> <p>If the issue persists, and there are multiple needs consider whether the threshold for early help is met and facilitate access where it is. Regardless, take an active part in the multi-agency effort with the school and other partners. Provide the lead practitioner in cases where threshold is met and all partners agree that a local authority service is best placed to lead. Where the lead practitioner is outside of the local authority, continue to work with the school and partners.</p>

Persistently absent pupils

Parents are expected to:	Schools are expected to:	Academy trustees and governing bodies are expected to:	Local authorities are expected to:
<p>Work with the school and local authority to help them understand their child's barriers to attendance.</p> <p>Proactively engage with the formal support offered – including any parenting contract or voluntary early help plan to prevent the need for legal intervention.</p>	<p>Continue support as for pupils at risk of becoming persistently absent and:</p> <p>Where absence becomes persistent, put additional targeted support in place to remove any barriers. Where necessary this includes working with partners.</p> <p>Where there is a lack of engagement, hold more formal conversations with parents and be clear about the potential need for legal intervention in future. Where support is not working, being engaged with or appropriate, work with the local authority on legal intervention.</p> <p>Where there are safeguarding concerns, intensify support through a referral to statutory children's social care.</p> <p>Work with other schools in the local area, such as schools previously attended and the schools of any siblings</p>	<p>Regularly review attendance data and help school leaders focus support on the pupils who need it</p>	<p>Continue support as for pupils at risk of becoming persistently absent and:</p> <p>Work jointly with the school to provide formal support options including attendance contracts and education supervision orders.</p> <p>Where there are safeguarding concerns, ensure joint working between the school, children's social care services and other statutory safeguarding partners.</p> <p>Where support is not working, being engaged with or appropriate, enforce attendance through legal intervention (including prosecution as a last resort)</p>

Appendix C – Fines issued and paid

	<i>Total fines issued</i>
2023/24	1379
2024/25 (As of May 2025)	807
<i>Table 5: Number of fines issued</i>	
<i>Note: these are fines issued for both holidays and attendance</i>	

	<i>% fines paid</i>	<i>% fines not paid</i>
2023/24	64.83% (894)	35.17% (485)
2024/25 (As of May 2025)	84.13% (679)	15.98% (129)
<i>Table 6: Fines paid versus not paid</i>		
<i>Note: these are fines issued for both holidays and attendance</i>		

Appendix D – Common SEND needs and specific conditions

Below is a list of common health and SEND conditions, with links to more information on the NHS website.

Note: this list is not exhaustive and further information can be found [here](#) and [here](#).

ADHD	ADHD (attention deficit hyperactivity disorder) is a condition where the brain works differently to most people. Children and young people with ADHD may have trouble with things like concentrating and sitting still. There are ways to help manage the symptoms of ADHD.
Asthma	Asthma is a common condition that affects your breathing. It cannot currently be cured, but if it's well treated you should not have problems with symptoms.
Autism	Autistic people may act in a different way to other people. Autistic people may: <ul style="list-style-type: none"> • find it hard to communicate and interact with other people • find it hard to understand how other people think or feel • find things like bright lights or loud noises overwhelming, stressful or uncomfortable • get anxious or upset about unfamiliar situations and social events
Cerebral Palsy	Cerebral palsy is the name for a group of lifelong conditions that affect movement and co-ordination. It's caused by a problem with the brain that develops before, during or soon after birth.
Depression	Depression is a low mood that can last a long time or keep returning, affecting your everyday life.
Diabetes	Diabetes is a condition that causes a person's blood sugar level to become too high. There are 2 main types of diabetes: <ul style="list-style-type: none"> • type 1 diabetes – a lifelong condition where the body's immune system attacks and destroys the cells that produce insulin • type 2 diabetes – where the body does not produce enough insulin, or the body's cells do not react to insulin properly Type 2 diabetes is far more common than type 1. In the UK, over 90% of all adults with diabetes have type 2.
Down's Syndrome	Down's syndrome is when you're born with an extra chromosome.
Dyslexia	Dyslexia is a common learning difficulty that mainly causes problems with reading, writing and spelling.
Dyspraxia	Developmental co-ordination disorder (DCD), also known as dyspraxia, is a condition affecting physical co-ordination. It causes a child to perform less well than expected in daily activities for their age, and appear to move clumsily.
Eating disorders	Eating disorders, like anorexia nervosa (often called anorexia), are mental health conditions where unhealthy eating behaviours are used to cope with difficult feelings and issues.
Epilepsy	Epilepsy is a condition that affects your brain and causes seizures (sometimes called fits). It cannot currently be cured, but treatment can often help manage it.
Generalised anxiety disorder (GAD)	Generalised anxiety disorder (GAD) is a common mental health condition where you often feel very anxious about lots of different things.
Health anxiety	Health anxiety is when you spend so much time worrying you're ill, or going to get ill, that it starts to take over your life. It's related to obsessive compulsive disorder (OCD).
Learning disabilities	A learning disability affects the way a person learns new things throughout their life. A learning disability is different for everyone. No two people are the same.
Obsessive Compulsive Disorder (OCD)	Obsessive compulsive disorder (OCD) is a mental health condition where a person has obsessive thoughts and compulsive behaviours.

	<p>OCD can affect men, women and children. People can start having symptoms from as early as 6 years old, but it often begins around puberty and early adulthood.</p> <p>OCD can be distressing and significantly interfere with your life, but treatment can help you keep it under control.</p>
<u>Seasonal affective disorder (SAD)</u>	<p>Seasonal affective disorder (SAD) is a type of depression that comes and goes in a seasonal pattern.</p> <p>SAD is sometimes known as "winter <u>depression</u>" because the symptoms are usually more apparent and more severe during the winter.</p> <p>Some people with SAD may have symptoms during the summer and feel better during the winter.</p>
<u>Social anxiety (social phobia)</u>	<p>Social anxiety disorder, also called social phobia, is a long-term and overwhelming fear of social situations.</p>

Appendix E – Summary of school survey results

Q: WHAT IS YOUR SCHOOL'S CURRENT RATE OF PERSISTENT ABSENTEEISM?

A: Answers varied between 3.5% and 27.47%

Q: WHAT METHODS DO YOU CURRENTLY HAVE IN PLACE TO TACKLE PERSISTENT ABSENTEEISM?

A: Answers included: *acknowledging/ congratulating improvements in attendance; attendance contracts; attendance forum; certificates; emails; health plans; home visits; letters; meetings; opportunities to represent the school (i.e. clubs); panels; pastoral support/ mentoring; penalties; phone calls; referrals to stronger families; regular communication with families; requesting medical evidence; tracking*

Q: HAVE YOU PREVIOUSLY USED ANY METHODS THAT HAVE SUCCESSFULLY REDUCED PERSISTENT ABSENTEEISM (METHODS THAT COULD HELP OTHER SCHOOLS)?

A: Answers included: *a strong family support system working with families; attendance as a topic in parent coffee mornings; attendance text messages; calling parents at 8.15am to establish the wellbeing of the child/ren and to ensure they attend school on time; close liaison with transport and supporting with therapy observations/ recommendations; engagement with parents, building relationships; home visits; HPNs; individualised targets; letters; offering breakfast club to remove stress from the home morning routine; parent meetings; talking about attendance as the amount of lesson time lost rather than as a percentage; talking to the children and getting an understanding of why they are reluctant to come into school along with open and honest conversations with parents if we have concerns.*

Q: WHAT DO YOU THINK ARE THE MAIN CAUSES OF PERSISTENT ABSENTEEISM WITHIN YOUR SCHOOL?

A: Answers included: *absence of a sibling; academic challenges; covid hangover; distance from home to school; EBSA; family circumstances; holidays; illness/ medical reasons; inadequate housing; mental health; parental apathy/ non-engagement; peer influence; relocation and awaiting school places; send; social media; some families who prioritise 'wellbeing days' above school attendance and who will have time at home to recover from tiredness; transport (including pupils that are on local authority transport are very often suspended from transport due to behaviour and miss sometimes a whole week or 2 of school)*

Q: HOW CAN THE COUNCIL HELP YOUR SCHOOL TO TACKLE PERSISTENT ABSENTEEISM?

A: Answers included: *attendance cluster meetings are helpful; better support from wider LA services including Stronger Families and SEN; clear escalation process; clear guidelines and separation of duties for fining schools from LA/ school, tightening the HPN process, and being more readily proactive in sharing HPN outcomes; earlier intervention; easier access to Key Workers; funding to enable the high levels of support currently in place to continue; improve accuracy of attendance data on Wonde; improved mental health provision; provision for EBSA*

pupils; quicker response to transport requests; run parent classes; signposting to additional support for child and families

Some responses indicated that a standard absence policy to apply borough-wide, while other responses noted that it was important not to impose a one-size-fits-all system, as each school is different.

Having Local Authority representatives meeting with families would have a greater impact, and returning to Education Welfare Officers (EWO) and having them conduct phone calls and meetings would be more impactful, as parents tend to take council officials more seriously than school staff. Implementing mandatory parent/ child groups for families with poor attendance where they agree to adhere to DfE guidelines could improve attendance.

The administrative burden on schools has increased significantly since they took over the organisation and planning of panel meetings, affecting the workload of school staff, particularly in schools where the Attendance officer has multiple responsibilities. Positive relationships with parents are harder to build when schools have to inform them of potential legal actions.

One school highlighted a number of ways in which the Council can assist:

- Policy Development and Implementation:
 - Clear Attendance Policies: Develop and enforce clear policies regarding attendance, including consequences for absenteeism and incentives for good attendance
 - Supportive Legislation: Advocate for and implement legislation that supports school attendance, such as compulsory attendance laws and truancy prevention programs
- Resource Allocation:
 - Funding for Support Programs: Provide funding for programs aimed at improving attendance, such as breakfast clubs, after-school programs, and transportation assistance
 - Access to Health Services: Ensure schools have access to mental health professionals, school nurses, and counsellors to address health-related absenteeism
- Family and Community Engagement:
 - Parent Workshops and Education: Organise workshops to educate parents about the importance of regular attendance and how they can support their children
 - Community Partnerships: Collaborate with local businesses, non-profits, and community organisations to provide resources and support for students and families
- Data and Monitoring:
 - Data Analysis Tools: Provide schools with tools and training to track and analyse attendance data effectively
 - Early Warning Systems: Implement systems to identify at-risk students early and intervene before absenteeism becomes chronic
- Intervention Programs:

- Mentorship Programs: Establish mentorship and peer support programs to engage students and provide positive role models
- Counselling and Support Services: Offer counselling services for students dealing with personal, social, or academic issues contributing to absenteeism
- Training and Professional Development:
 - Staff Training: Provide training for school staff on best practices for improving attendance, including strategies for engaging students and working with families
 - Professional Development: Offer ongoing professional development opportunities focused on addressing the root causes of absenteeism
- Legal and Social Support:
 - Legal Support: Work with local law enforcement and juvenile justice systems to address truancy issues in a supportive, non-punitive manner
 - Social Services Coordination: Coordinate with social services to support families in crisis and address barriers to attendance
- Recognition and Incentives:
 - Attendance Awards: Implement recognition programs to celebrate good attendance and progress in improving attendance
 - Incentives for Improvement: Provide incentives for students who show significant improvement in their attendance records
- A local authority attendance policy for all schools


Q: IF YOU HAVE ANY ADDITIONAL COMMENTS, PLEASE NOTE THEM BELOW

A: Answers included: *the new attendance forums are good and valuable in understand struggles other schools have what they have done to chance the attendance percentages; every school is different and if something is working at a school, it would be wrong to make schools with low persistence absence rates change; the school catchment is a huge factor, with families in and out of temporary accommodation/ homeless and many families with relatives whom they visit during term time; EWO's had far more 'deterrent factor' than school staff have.*

Additional Resources

	<p><i>Child and adolescent mental health services (CAMHS) provide community mental health services to children, young people up to the age of 18, registered with a GP in the borough, with complex mental health difficulties, and their families in a range of different ways depending on their needs</i></p>	<p>https://www.cnwl.nhs.uk/camhs/our-services/specialist-camhs/hillingdon-camhs</p>
	<p><i>HACS are committed to raising awareness, knowledge and understanding of autism. Our mission is to improve quality of life by minimising disability and maximising ability</i></p>	<p>https://www.hacs.org.uk/</p>
	<p><i>KOOTH offers free, safe, anonymous support for anyone aged 13+ who needs help with their mental health</i></p>	<p>https://www.kooth.com/</p>
	<p><i>LEAP (Local Education Area Partnership) is an information website for the education community within the London Borough of Hillingdon. It is designed to give access to wider education information to the education community and can also be used to advertise training and courses.</i></p> <p><i>LEAP is administered and managed by the Education Improvement and Partnerships Service at the London Borough of Hillingdon.</i></p> <p><i>The vision of the Service is for every child in the borough to be successful and fulfilled learners, reaching their potential and thriving within inspirational and outstanding educational settings.</i></p> <p><i>LEAP is our gateway to collaboration, improvement and opportunity for the children and young people of Hillingdon.</i></p>	<p>https://leap.hillingdon.gov.uk/</p>
	<p><i>If you are based in England under the NHS you now have a legal right to choose your mental healthcare provider and your choice of mental healthcare team. This important right means that, for instance, should you decide the waiting time for your ADHD assessment is too long, then you</i></p>	<p>https://adhduk.co.uk/right-to-choose/</p>

	<p>can choose alternative providers. The provider must supply the service to the NHS somewhere in England. The providers we are aware of are listed below and we update the list regularly.</p> <p>Right to Choose within mental health is a relatively new option (since 2018) and as such, not all patients, GPs or other clinicians are aware of it and how it works. We've got an explanation targeted for people going through the ADHD Assessment process below.</p> <p>For how Right to Choose fits into the diagnosis pathway please click here. We've also got a downloadable support letter for anyone who finds their GP has initially declined them.</p> <p>You will also find significant amounts of information via the NHS link on NHS choices below: https://www.nhs.uk/using-the-nhs/about-the-nhs/your-choices-in-the-nhs/</p>	
	<p>Hillingdon SENDIASS is a free, confidential and impartial support service for parents/ carers and children and young people (0 to 25-years-old) where the child or young person has, or may have, special educational needs.</p>	<p>https://www.hillingdonseنديass.co.uk/</p>
	<p>The Skills Hub (TSH) is a co-educational Alternative Provision (AP) that caters for students in the London Borough of Hillingdon who cannot attend mainstream school for a variety of reasons, predominantly permanent exclusion.</p>	<p>https://theskillshub.org/</p>
	<p><u>Our Services</u> We're here for people with complex disabilities, including deafblindness.</p> <p>From the first weeks of life to the major milestones of adulthood, we'll use our knowledge and expertise to deliver personalised, creative and flexible support.</p> <p>Whether it's communicating with your child for the first time, learning to live more independently or finding friendship through our sports and arts activities – these are the moments that make a difference.</p> <p><u>Who are Sense's services for?</u></p>	<p>https://www.sense.org.uk/</p>

	<p><i>Sense is here to support people with complex disabilities, including deafblindness, to feel connected and included.</i></p> <p><i>People with complex disabilities tend to have two or more of the following:</i></p> <ul style="list-style-type: none"> ▪ <i>Deafness or hearing impairment</i> ▪ <i>Blindness or vision impairment</i> ▪ <i>Learning disability</i> ▪ <i>Autism</i> <p><i><u>How much do Sense's services cost?</u></i></p> <p><i>Many of our services are free, while others require local authority funding.</i></p> <p><i>If you're not sure, get in touch with our information and advice service to learn more.</i></p>	
	<p><i><u>What is Triple P?</u></i></p> <p><i>Triple P is a parenting programme, but it doesn't tell you how to be a parent. It's more like a toolbox of ideas. You choose the strategies you need. You choose the way you want to use them. It's all about making Triple P work for you.</i></p> <p><i><u>What does Triple P do?</u></i></p> <p><i>The three Ps in 'Triple P' stand for 'Positive Parenting Program' which means your family life is going to be much more enjoyable.</i></p> <p><i>Triple P helps you:</i></p> <ul style="list-style-type: none"> • <i>Raise happy, confident kids</i> • <i>Manage misbehaviour so everyone in the family enjoys life more</i> • <i>Set rules and routines that everyone respects and follows</i> • <i>Encourage behaviour you like</i> • <i>Take care of yourself as a parent</i> • <i>Feel confident you're doing the right thing</i> 	<p>https://www.tripleparenting.uk.net/uk/triple-p/</p>

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HILLINGDON COUNCIL'S MEMBERSHIP OF THE WEST LONDON ECONOMIC PROSPERITY BOARD

Cabinet Member & Portfolio	Cllr Steve Tuckwell, Cabinet Member for Planning, Housing & Growth
Responsible Officer	Dan Kennedy, Corporate Director of Residents Services
Report Author & Directorate	Mathieu Rogers, Head of Strategic Planning and Regeneration, Planning and Sustainable Growth
Papers with report	Appendix 1 – Proposed amended Functions and Procedure Rules

HEADLINES

Summary	A report proposing that Hillingdon Council joins its West London Alliance partners in becoming a member of the West London Economic Prosperity Board to help drive economic prosperity in Hillingdon.
Putting our Residents First Delivering on the Council Strategy 2022-2026	<p>This report supports our ambition for residents / the Council of: Have opportunities to earn an income that supports their families</p> <p>This report supports our commitments to residents of: A Thriving Economy</p> <p>And if there are any other sub-strategies or policies, e.g. Joint Health & Wellbeing Strategy, Housing Policy add these here.</p>
Financial Cost	No financial cost
Select Committee	Residents' Services Select Committee
Ward(s)	All Wards

RECOMMENDATIONS

***That:**

- a) the London Borough of Hillingdon become a member of the Joint Committee of the London boroughs of Barnet, Brent, Ealing, Hammersmith & Fulham, Harrow and Hounslow (known as the “West London Economic Prosperity Board”);**
- b) the revised Functions and Procedure Rules as set out in the report, be adopted, noting that these will also need to be adopted by all other participating boroughs to take effect;**
- c) the Cabinet Member for Planning, Housing & Growth be appointed as the Council's voting member of the Joint Committee, with the Cabinet Member for Community & Environment as reserve voting Member;**
- d) authority to sign any further documentation relating to implementing the decision above, be delegated to the Director of Planning & Sustainable Growth, in consultation with the Cabinet Member for Planning, Housing & Growth.**

**Note: the above recommendations are subject to the West London Economic Prosperity Board voting on Hillingdon's membership and the revised Rules at their meeting on 16 September 2025.*

Reasons for recommendation(s)

The West London Economic Prosperity Board is a Joint Committee of West London boroughs that collaborates to drive inclusive economic growth, investment, and regeneration across the sub-region by coordinating strategic planning, infrastructure, and skills development initiatives.

The recommendation is to join the “West London Economic Prosperity Board” (WLEPB) in partnership with Barnet, Brent, Ealing, Harrow, Hammersmith and Fulham, and Hounslow as it will enable Hillingdon Council to participate in this strategic Joint Committee and drive economic growth in the borough.

Hillingdon Council has started promoting economic growth in the borough as a way of supporting residents and businesses, therefore membership of a sub-regional Board will ensure that Hillingdon has a seat at the table when it comes to strategic decision making that impacts the wider West London economy.

A key point to be noted is that no powers are being *transferred*. The Council retains all its powers and can exercise them independently – but as a member of the WLEPB, Hillingdon will *additionally* be empowered to act together with other boroughs in a number of areas of joint interest, as set out in part (3) of the proposed revised Functions and Procedure Rules (see Appendix 1). Section 1.4 states that ‘The purpose of the Joint Committee will be collaboration and mutual co-operation and the fact that some functions will be discharged jointly by way of the Joint Committee does not prohibit any of the Participating Boroughs from promoting economic wellbeing in their own areas independently from the Joint Committee.’

Hillingdon becoming a member of the WLEPB will require a unanimous decision of the Board itself first, which is scheduled to vote on 16 September 2025, prior to Hillingdon's Cabinet meeting. The Board will also, at the same meeting, decide on the updated Functions and Procedure Rules (see Appendix 1) where the changes proposed are shown for reference. Hillingdon's Cabinet is asked to agree these Rules, subject to that. Existing Member boroughs will also need to individually approve the updated Rules thereafter.

Alternative options considered / risk management

If Hillingdon Council did not take up this opportunity to join the WLEPB, it would not be able to influence strategic economic decision making in the West London region.

Democratic, constitutional and overview and scrutiny considerations

Under the Council's Constitution, Cabinet approval is required for the Council to join the WLEPB, as it is a formal joint committee. Chapter 13 of the Constitution also lists any joint committees or arrangements the Council has agreed to join, i.e. those of London Councils. Cabinet will also recall the London Housing Consortium, which was a joint committee that the Council withdrew from in 2022.

This particular Joint Committee exercises executive (Cabinet) functions and by joining, the Council will be discharging some of these in relation to the wider economic prosperity agenda to the Joint Committee, notwithstanding the fact that the Council can also discharge such functions independently.

The way that this Joint Committee is governed is through its Functions and Procedure Rules, of which the latest revised version to adopt is attached to this report (Appendix 1). Recent revisions proposed reflect the changing economic environment the Joint Committee operates in, since they were last adopted. Changes to these Rules require the approval of all participating councils.

Appointed voting members to the Joint Committee are subject to their own Council's Code of Conduct and disclosure of interests rules. Each council may use its own substitution arrangements, e.g. Cabinet may appoint a reserve Member. Appointments are for a maximum of 4 years not extending beyond the Term of Office of a Councillor or may be changed by Cabinet mid-point at any time.

As set out in the Rules, joint committee meetings will follow similar procedures to formal local authority meetings. Chief Executives of participating councils will usually agree the agenda in advance. Clerking and administration will usually be handled by the council whose representative chairs the Committee. Any key decisions to be taken, may need to appear in Hillingdon's Cabinet Forward Plan for advance resident information.

The Joint Committee is not a separate legal body. Any legal or financial commitments must be entered into by all participating boroughs individually. Any withdrawal from the Joint Committee requires six months' notice.

In respect of the Council's select committees, as a joint committee exercising executive functions, its decisions are subject to scrutiny, oversight and potentially call-in by the overview and scrutiny arrangements of each member council. It is important that such agendas and decisions are

promptly shared with Democratic Services and the relevant Select Committee, which in Hillingdon is the Residents' Services Select Committee.

Ultimately, Hillingdon's participation is dependent upon the Board's decision on 16 September and following that, all other member councils agreeing the updated rules by their own relevant decision-making bodies.

SUPPORTING INFORMATION

1. Background

- 1.1 The West London Economic Prosperity Board (WLEPB) is a formal Joint Committee of local authorities, established pursuant to powers under the Local Government Acts 1972 and 2000, and under the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012.
- 1.2 The WLEPB first met in 2015, following discussions facilitated by West London Alliance (WLA), to advance boroughs' aspirations for economic prosperity in West London. Importantly, the Functions and Procedure Rules for the WLEPB state that 'The purpose of the Joint Committee will be collaboration and mutual co-operation and the fact that some functions will be discharged jointly by way of the Joint Committee does not prohibit any of the Participating Boroughs from promoting economic wellbeing in their own areas independently from the Joint Committee.'
- 1.3 Five boroughs initially formed the Joint Committee, with Hammersmith & Fulham joining formally during 2016. The Board now consists of the Leaders of the constituent councils, currently comprising six of the seven West London Alliance member authorities (Barnet, Brent, Ealing, Hammersmith & Fulham, Harrow and Hounslow). The member authorities are referred to in the Functions and Procedure Rules for the WLEPB as the 'Participating Boroughs'.
- 1.4 Hillingdon now wishes to join the WLEPB as a Participating Borough. This would align the WLEPB membership with that of WLA as a whole. The Functions and Procedure Rules state that 'When a new borough wishes to become a Participating Borough, then this may be achieved if agreed by a unanimous vote of all the existing Participating Boroughs'.
- 1.5 Relevant governance, democratic services or monitoring officers within the West London boroughs have been consulted by WLA officers, to solicit expert input and seek to ensure that all parties have a common view of the necessary processes for admittance of new members to the WLEPB, and for agreement of any changes to the Function and Procedure Rules.

2. Purpose of the Joint Committee

- 2.1 The Joint Committee's role and purpose on behalf of the Participating Boroughs relates to ensuring appropriate, effective and formal governance is in place for the purposes of delivering the West London Vision for Growth and advancing Participating Boroughs' aspirations for greater economic prosperity in West London, including promoting "the

Economic Prosperity Agenda”, in partnership with employers, representatives from regional and central government, and education and skills providers.

- 2.2 The purpose of the Joint Committee will be collaboration and mutual co-operation and the fact that some functions will be discharged jointly by way of the Joint Committee does not prohibit any of the Participating Boroughs from promoting economic wellbeing in their own areas independently from the Joint Committee. Hillingdon joining would align the WLEPB membership with WLA as a whole – making the WLEPB a more powerful and coherent vehicle to advocate for West London boroughs’ interests and ensuring that Hillingdon has its say in the issues the Board focuses on.
- 2.3 Membership of the WLEPB may provide new opportunities to attract investment and funding to the borough. Any funding requests or joint funding applications made by the WLEPB will need to be considered by Hillingdon’s Cabinet before agreeing at the Joint Committee as detailed in section 1.5: ‘The Joint Committee is not a self-standing legal entity but is part of its constituent authorities. Any legal commitment entered into pursuant of a decision of the Joint Committee must be made by all of the Participating Boroughs.’

Financial Implications

There are no direct financial implications to the Council from the recommendations in this report. Any future commitments for expenditure by the Joint Committee would require individual Council / Cabinet prior approval.

RESIDENT BENEFIT & CONSULTATION

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

The Joint Committee’s role and purpose on behalf of the Participating Boroughs relates to ensuring appropriate, effective and formal governance is in place for the purposes of delivering the West London Vision for Growth and advancing Participating Boroughs’ aspirations for greater economic prosperity in West London, including promoting “the Economic Prosperity Agenda”, in partnership with employers, representatives from regional and central government, and education and skills providers.

Consultation & Engagement carried out (or required)

No public consultation is required to join.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concurs with the Financial Implications set out above, noting the recommendations to seek approval for the London Borough of Hillingdon to become a member of the West London Economic Prosperity Board (WLEPB) along with seeking the approval to adopt the revised functions and procedure rules as set out in the report, noting these changes require adoption by all participating boroughs to take effect.

Furthermore, it is noted that there is no direct financial impact to the General Fund resulting from the recommendations contained within this report, any future funding requests or joint funding applications made by the WLEPB will be reported to Cabinet to seek approval prior to agreement at the Joint Committee.

Legal

Section 101(1) of the Local Government Act 1972 (“LGA 1972”) sets out a general power for a local authority to discharge its functions by forming a committee, a sub-committee or by an any other local authority.

Section 101(5) of the LGA 1972 allows two or more local authorities to discharge their functions jointly by joint committees.

Section 101(5A) of the LGA 1972 sets out that arrangements formed under section 101(5) cease to have effect if a function becomes an executive function of any of the local authorities forming the joint committee.

The West London EPB is a pre-existing formal joint committee, currently comprising six local authorities (“participating boroughs”), established to ensure effective and formal governance supports the participating boroughs’ ambitions for greater economic prosperity in the West London area.

Under chapter 13 of the Council’s constitution, and by a decision of the Cabinet, the Council may make decisions with other bodies, transfer its functions to other bodies or exercise powers on behalf of other bodies. Specifically, the Council and/or the Cabinet may establish joint arrangements with one or more local authorities, and such arrangement may involve a Joint Committee.

In consideration of this report (and accompanying Appendix 1 – Functions and Procedure Rules) and the Council’s constitution, there are no legal impediments to the Council’s appointment as a participating borough, nor in relation to the adoption of the revised Functions and Procedure Rules.

With regards to the remaining recommendations, there are no further issues which legal services consider necessary to be brought to the specific attention of the Cabinet.

BACKGROUND PAPERS

NIL

Appendix 1

JOINT COMMITTEE OF THE BOROUGHES OF BARNET, BRENT, EALING, HAMMERSMITH & FULHAM, HARROW, HILLINGDON AND HOUNSLOW (KNOWN AS “WEST LONDON ECONOMIC PROSPERITY BOARD”)

Functions and Procedure Rules

1. Purpose of the Joint Committee

- 1.1 The London Boroughs of Barnet, Brent, Ealing, Hammersmith & Fulham, Harrow, Hillingdon and Hounslow (“the Participating Boroughs”) have established the Joint Committee pursuant to powers under the Local Government Acts 1972 and 2000, and under the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012.
- 1.2 The Joint Committee shall be known as ‘WEST LONDON ECONOMIC PROSPERITY BOARD’ (EPB).
- 1.3 The Joint Committee’s role and purpose on behalf of the Participating Boroughs relates to ensuring appropriate, effective and formal governance is in place for the purposes of the West London Vision for Growth advancing Participating Boroughs’ aspirations for greater economic prosperity in West London, including promoting the ‘Economic Prosperity Agenda’, in partnership with employers, business and trade bodies, representatives from regional and central government, and education and skills providers and other partners.
- 1.4 The purpose of the Joint Committee will be collaboration and mutual co-operation and the fact that some functions will be discharged jointly by way of the Joint Committee does not prohibit any of the Participating Boroughs from promoting economic wellbeing in their own areas independently from the Joint Committee.
- 1.5 The Joint Committee is not a self-standing legal entity but is part of its constituent authorities. Any legal commitment entered into pursuant of a decision of the Joint Committee must be made by all of the Participating Boroughs.
- 1.6 These Procedure Rules govern the conduct of meetings of the Joint Committee.

Commented [MN1]: Proposed change to add Hammersmith & Fulham. The Rules were last amended when they joined the EPB, but they do not appear to have been named in the title of the Rules previously, which is presumably an oversight.

Commented [MN2]: Proposed change to add Hillingdon, as prospective new members of the EPB.

Commented [MN3]: Proposed change to add Hillingdon, as prospective new members of the EPB.

Commented [MN4]: Proposed change to remove reference to the ‘Vision for Growth’ as this is no longer current. Rather than making reference to a current document, it is proposed to adopt broader language on boroughs’ economic priorities, so that the Board retains its mandate as economic strategies evolve, and to avoid the need for similar amendments in the future.

Commented [MN5]: Proposed changes to better reflect the breadth of partners with which the Board may wish to engage and collaborate.

2. Definitions

- 2.1 Any reference to “Access to Information legislation” shall mean Part V and VA of the Local Government Act 1972 (as amended) and, to the extent that they are applicable, to the Openness of Local Government Bodies Regulations 2014 (as amended) and the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 (as amended).
- 2.2 Any reference to “executive”, “executive arrangements”, “executive function” or “committee system” has the meaning given by Part 1A of the Local Government Act 2000.

3. Functions

- 3.1 The Joint Committee will discharge on behalf of the Participating Boroughs the functions listed below related to promoting economic prosperity in West London:
 - 3.1.1 Making funding applications and/or bids to external bodies, in relation to economic prosperity for the benefit of the local government areas of the participating local authorities.
 - 3.1.2 Providing direction to a nominated lead borough on the allocation of any such funding awards to appropriate projects for the benefit of the local government areas of the participating local authorities, including, where applicable, approving jointly the approach to the procurement to be undertaken by the lead borough.
 - 3.1.3 Seeking to be the recipient of devolved powers and/or funding streams for the local government areas of the participating local authorities, which relate to the economic prosperity agenda.
 - 3.1.4 Exercising any such powers and allocating any such funding.
 - 3.1.5 Representing the participating local authorities in discussions and negotiations with regional bodies, national bodies and central government on matters relating to economic prosperity for the benefit of the local government areas of the participating authorities.

3.1.6 Representing the participating authorities in connection with the Greater London Authority, London Councils and ~~the London Enterprise Panel~~ **other relevant London forums and institutions**, for the benefit of the local government areas of the participating authorities, in matters relating to the economic prosperity agenda.

Commented [MN6]: Proposed change to remove reference to the London Enterprise Panel, as this no longer exists. Rather than listing other relevant institutions, which would include the other subregional partnerships, the Growth Mission Board and others, it is proposed to adopt broader language so that the Board retains its mandate to engage with London governance structures as may be necessary, and to avoid the need for similar amendments in the future.

3.1.7 Representing the participating local authorities in discussions and negotiations in relation to pan-London matters relating to economic prosperity.

3.1.8 Seeking to influence and align ~~government~~ **public and private** investment in West London in order to boost economic growth within the local government areas of the participating authorities.

Commented [MN7]: Proposed change to reflect the variety of potential sources of investment in West London, notably including Government-backed public financial institutions such as the National Wealth Fund and GB Energy; Research Councils; the Greater London Authority; and others.

3.1.9 Agreeing and approving any additional governance structures as related to the Joint Committee, or any sub-committees formed by the Joint Committee.

3.1.10 Representing the participating local authorities in discussions and negotiations with **relevant secretaries of state, particularly** the Secretary of State for **Housing**, Communities and Local Government, to encourage legislative reform enabling **Economic Prosperity Boards, as defined by the Local Democracy, Economic Development and Construction Act 2009 Act, to be established by groups of boroughs in London.** participation and representation of local authorities and sub-regional partnerships in the governance of London, including the administration of devolved powers and funding.

Commented [MN8]: Proposed change to broaden this function beyond advocating for Economic Prosperity Boards to be permitted in London. This reflects the need for members to have greater flexibility to shape devolution and governance reform for the capital. The context has shifted considerably since the Rules were last updated in 2016, with the political parties of national Government and the Mayor of London now aligned; a Government commitment (within the English Devolution White Paper 2024) to review the Greater London Authority Act; the joint statement advocating joint governance arrangements between the boroughs and the Mayor which was endorsed by all London borough Leaders in 2025; and the evolution of London's sub-regional partnerships and their role over the past decade.

3.1.11 Inviting ~~special~~ representatives of stakeholders such as business associations, government agencies such as DWP or Jobcentre Plus, the further education sector, higher education sector, schools, voluntary sector, and health sector to ~~take an interest in, and/or seek to influence, the business of the committee including by attending meetings and commenting on proposals and documents~~ **engage with the Joint Committee and its members on issues affecting West London.**

Commented [MN9]: Proposed change to broaden this function, as there are a variety of ways in which members will want to use the Joint Committee to inform and influence stakeholders and partners.

3.2 In relation to the Participating Boroughs which operate executive arrangements, only executive functions of each borough may be exercised.

4. Membership and Quorum

- 4.1 The membership will comprise of 7 members, with each Participating Borough appointing one person to sit on the Joint Committee as a voting member.
- 4.2 Each Participating Borough will make a suitable appointment in accordance with its own constitutional requirements.
- 4.3 Where a Participating Borough operates executive arrangements, then the appointment of a voting member of the West London EPB will be by the leaders of the executive or by the executive. It is anticipated that, where practicable, the leader of each such executive will be appointed to the West London EPB.
- 4.4 Where a Participating Borough does not operate executive arrangements, the appointment of a voting member of the West London EPB will be in accordance with the Borough's own procedures. It is envisaged that this will usually be one of its senior councillors.
- 4.5 In all cases, the appointed person must be an elected member of the council of the appointing Participating Borough. Appointments will be made for a maximum period not extending beyond each member's remaining term of office as a councillor, and their membership of the Joint Committee will automatically cease if they cease to be an elected member of the appointing Participating Borough.
- 4.6 Members of the Joint Committee are governed by the provisions of their own Council's Codes and Protocols, including the Code of Conduct for Members and the rules on Disclosable Pecuniary Interests.
- 4.7 Each Participating Borough will utilise existing mechanisms for substitution as laid down in their own Standing Orders. Continuity of attendance is encouraged.
- 4.8 Where a Participating Borough wishes to withdraw from membership of the Joint Committee, this must be indicated in writing to each of the committee members. A six month notice period must be provided.

Commented [MN10]: Increasing the number of members from 6 to 7 to account for Hillingdon as a prospective new member of the EPB.

4.9 When a new borough wishes to become a Participating Borough, then this may be achieved if agreed by a unanimous vote of all the existing Participating Boroughs.

4.10 The quorum for the Joint Committee is ~~three~~ **four** members. If the Joint Committee is not quorate it cannot transact any business. If there is no quorum at the time the meeting is due to begin, the start of the meeting will be delayed until a quorum is achieved. If no quorum is achieved after 30 minutes has elapsed, the clerk will advise those present that no business can be transacted and the meeting will be cancelled.

Commented [MN11]: Proposed change in response to the prospective increase in the size of the EPB to 7 members. This change will ensure that - as is the case at present - at least half of the members are required to achieve a quorum.

5. Chair and Vice-Chair

5.1 The Chair of the Joint Committee will be appointed for 12 months, and will rotate amongst the Participating Boroughs.

5.2 Unless otherwise unanimously agreed by the Joint Committee, each Participating Borough's appointed person will serve as chair for 12 months at a time. Where the incumbent Chair ceases to be a member of the Joint Committee, the individual appointed by the relevant borough as a replacement will serve as Chair for the remainder of the 12 months ~~as chair~~ **term**.

Commented [MN12]: Proposed change to clarify language

5.3 The Joint Committee will also appoint a Vice-Chair from within its membership on an annual basis to preside in the absence of the ~~Chairman. This appointment will also rotate in a similar manner to the Chair.~~

Commented [MN13]: Proposed change for consistency, as the term 'Chair' is used elsewhere in the Rules.

5.4 ~~At its first meeting, the~~ The Committee will draw up the rotas for Chair ~~and Vice Chair respectively.~~

Commented [MN14]: Proposed change to provide members with more flexibility in the appointment of the Vice-Chair, including to ensure political balance in the leadership of the EPB, which strengthens the Board's voice with stakeholders.

5.5 Where neither the Chair nor Vice-Chair are in attendance, the Joint Committee will appoint a Chair to preside over the meeting.

Commented [MN15]: Proposed change to reflect the fact that the rotation will need to be revisited to accommodate a new member.

5.6 In the event of any disagreement as the meaning or application of these Rules, the decision of the Chair shall be final.

Commented [MN16]: Proposed change to reflect proposed change above on arrangements for appointment of the Vice-Chair.

6. Sub-Committees

- 6.1 The Joint Committee may establish sub-committees to undertake elements of its work if required.

7. Delegation to officers

- 7.1 The Joint Committee may delegate specific functions to officers of any of the Participating Boroughs.
- 7.2 Any such delegation may be subject to the requirement for the officer to consult with or obtain the prior agreement of an officer (or officers) of the other boroughs.
- 7.3 It may also be subject to the requirement for the officer with delegated authority to consult with the Chair of the Joint Committee and the Leaders of the one or more Participating Boroughs before exercising their delegated authority.

8. Administration

- 8.1 Organisational and clerking support for the Joint Committee, and accommodation for meetings, will be provided by the Participating Borough whose representative is Chair unless otherwise agreed by the Joint Committee. The costs of this will be reimbursed by contributions from the other Participating Boroughs as approved by the Joint Committee.

9. Financial matters

- 9.1 The Joint Committee will not have a pre-allocated budget.
- 9.2 When making a decision which has financial consequences, the Joint Committee will follow the relevant provisions of the Financial Procedure Rules of LB Ealing.

10. Agenda management

- 10.1 Subject to 10.2, all prospective items of business for the Joint Committee shall be agreed by a meeting of the Chief Executives of the Participating

Boroughs or their representatives.

- 10.2 It will be the responsibility of each report author to ensure that the impacts on all Participating Boroughs are fairly and accurately represented in the report. They may do this either by consulting with the monitoring officer and chief finance officer of each Participating Borough or by some other appropriate method.
- 10.3 In pursuance of their statutory duties, the monitoring officer and/or the chief financial officer of any of the Participating Boroughs may include an item for consideration on the agenda of a meeting of the Joint Committee, and may require that an extraordinary meeting be called to consider such items.
- 10.4 Each Participating Borough operating executive arrangements will be responsible for considering whether it is necessary [in order to comply with Access to Information legislation regarding the publication of agendas including Forward Plan requirements] to treat prospective decisions as 'key- decisions' and/or have them included in the Forward Plan. Each Participating Borough operating a committee system will apply its local non-statutory procedures.

11. Meetings

- 11.1 The Joint Committee will meet as required to fulfil its functions.
- 11.2 A programme of meetings at the start of each Municipal Year will be scheduled and included in the Calendar of Meetings for all Participating Boroughs.

~~The quorum for a meeting of the Joint Committee shall require at least 4 of the 5 appointed members (or their substitutes) to be present in order to transact the business as advertised on the agenda.~~

- 11.3 Access to meetings and papers of the Joint Committee by the Press and Public is subject to the Local Government Act 1972 and to the Openness of Local Government Bodies Regulations 2014. The Joint Committee will also have regard to the Local Authorities (Executive Arrangements) (Meetings and Access to information) (England) Regulations 2012, notwithstanding the fact that its provisions do not strictly apply to the Joint

Commented [MN17]: Proposed change to remove unnecessary and inconsistent text, as the quorum is covered at 4.10 above

Committee for so long as the committee has any members who are not members of an executive of a Participating Borough.

12. Notice of meetings

- 12.1 On behalf of the Joint Committee, a clerk will give notice to the public of the time and place of any meeting in accordance with the Access to Information requirements.
- 12.2 At least five clear working days in advance of a meeting a clerk to the Joint Committee will publish the agenda via the website of the clerk's authority and provide the documentation and website link to the Participating Boroughs to enable the information to be published on each Participating Borough's website. "Five clear days" does not include weekends or national holidays and excludes both the day of the meeting and the day on which the meeting is called.
- 12.3 The clerk to the Joint Committee will arrange for the copying and distribution of papers to all Members of the Committee.

13. Public participation

- 13.1 Unless considering information classified as 'exempt' or 'confidential' under Access to Information Legislation, all meetings of the Joint Committee shall be held in public.
- 13.2 Public representations and questions are permitted at meetings of the Joint Committee. Notification must be given in advance of the meeting indicating by 12 noon on the last working day before the meeting the matter to be raised and the agenda item to which it relates. Representatives will be provided with a maximum of 3 minutes to address the Joint Committee.
- 13.3 The maximum number of speakers allowed per agenda item is 6.
- 13.4 Where the number of public representations exceed the time / number allowed, a written response will be provided or the representation deferred to the next meeting of the Joint Committee if appropriate.

13.5 The Joint Committee may also invite ~~special~~ representatives of stakeholders such as business associations, government agencies such as DWP or Jobcentre Plus, the further education sector, voluntary sector, and health sector to take an interest in the business of the committee including by attending meetings and commenting on proposals and documents.

Commented [MN18]: Proposed change for consistency

13.6 The Chair shall have discretion to regulate the behaviour of all individuals present at the meeting in the interests of the efficient conduct of the meeting.

14. Member participation

14.1 Any elected member of the council of any of the Participating Boroughs who is not a member of the Joint Committee may ask a question or address the Committee with the consent of the Chair.

15. Business to be transacted

15.1 Standing items for each meeting of the Joint Committee will include the following:

- Minutes of the ~~last~~ previous meeting
- Apologies for absence
- Declarations of interest
- Provision for public participation
- Substantive items for consideration

Commented [MN19]: Proposed change for clarity of language

15.2 The Chair may vary the order of business and take urgent items as specified in the Access to Information Requirements at his / her discretion. The Chair should inform the Members of the Joint Committee prior to allowing the consideration of urgent items.

15.3 An item of business may not be considered at a meeting unless:

(i) A copy of the agenda including the item (or a copy of the item) is open to inspection by the public for at least five clear days before the meeting; or

(ii) By reason of special circumstances which shall be specified in the minutes the Chair of the meeting is of the opinion that the item should be

considered at the meeting as a matter of urgency.

- 15.4 “Special Circumstances” justifying an item being considered as a matter of urgency will relate to both why the decision could not be made at a meeting allowing the proper time for inspection by the public as well as why the item or report could not have been available for inspection for five clear days before the meeting.

16. Extraordinary meetings

- 16.1 Arrangements may be made, following consultation with the Chair of the Joint Committee, to call an extraordinary meeting of the Joint Committee. The Chair should inform the appointed Members prior to taking a decision to convene an extraordinary meeting.
- 16.2 The business of an extraordinary meeting shall be only that specified on the agenda.

17. Cancellation of meetings

- 17.1 Meetings of the Joint Committee may, after consultation with the Chairman, be cancelled if there is insufficient business to transact or for some other appropriate reason warranting cancellation. The date of meetings may be varied after consultation with the Chairman and appointed members of the Joint Committee in the event that it is necessary for the efficient transaction of business.

18. Rules of debate

- 18.1 The rules of debate in operation in the Chair’s authority shall apply.

19. Request for determination of business

- 19.1 Any member of the Joint Committee may request at any time that:
- The Joint Committee move to vote upon the current item of consideration.
 - The item be deferred to the next meeting.
 - The item be referred back to a meeting of the Chief Executives of the Participating Boroughs for further consideration.
 - The meeting be adjourned.

19.2 The Joint Committee will then vote on the request.

20. Urgency procedure

20.1 Where the Chair (following consultation with the appointed Members of the Joint Committee) is of the view that an urgent decision is required in respect of any matter within the Joint Committee's functions and that decision would not reasonably require the calling of an Extraordinary Meeting of the Joint Committee to consider it and it cannot wait until the next Ordinary Meeting of the Joint Committee, then they may request in writing the Chief Executive of each Participating Borough (in line with pre-existing delegations in each Borough's Constitution) to take urgent action as is required within each of the constituent boroughs.

21. Voting

21.1 The Joint Committee's decision making will operate on the basis of mutual cooperation and consent and will take into account the views of the special representatives. It is expected that decisions will be taken on a consensual basis wherever reasonably possible.

21.2 Where a vote is required it will be on the basis of one vote per member and unless a recorded vote is requested, the Chair will take the vote by show of hands.

21.3 Any matter (save for a decision under Rule 4.7 above) shall be decided by a simple majority of those members voting and present. Where there is an equality of votes, the Chair of the meeting shall have a second and casting vote.

21.4 Any two members can request that a recorded vote be taken, whereby, immediately after a vote is taken at a meeting, ~~if any Member so requests~~, there shall be recorded in the minutes of the proceedings of that meeting whether each member cast his / her vote for or against the matter or whether he/ she abstained from voting.

Commented [MN20]: Proposed change for consistency - the immediately preceding text states that 'any two members' can request a recorded vote, and this text contradicts that

22. Minutes

22.1 At the next suitable meeting of the Joint Committee, the Chairman will move a motion that the minutes of the previous meeting be agreed as a

correct record. The meeting may only consider the accuracy of the minutes and cannot change or vary decisions taken at a previous meeting as a matter arising out of the minutes.

22.2 Once agreed, the Chairman will sign them.

22.3 There will be no item for the approval of minutes of an ordinary Joint Committee meeting on the agenda of an extraordinary meeting.

23. Exclusion of Public and Press

23.1 Members of the public and press may only be excluded from a meeting of the Joint Committee either in accordance with the Access to Information requirements or in the event of disturbance.

23.2 A motion may be moved at any time for the exclusion of the public from the whole or any part of the proceedings. The motion shall specify by reference to Section 100(A) of the Local Government Act 1972 the reason for the exclusion in relation to each item of business for which it is proposed that the public be excluded. The public must be excluded from meetings whenever it is likely, in view of the nature of business to be transacted or the nature of the proceedings, that confidential information would be disclosed.

23.3 If there is a general disturbance making orderly business impossible, the Chairman may adjourn the meeting for as long as he/she thinks is necessary.

23.4 Background papers will be published as part of the Joint Committee agenda and be made available to the public via the website of each authority.

24. Overview and Scrutiny

24.1 Decisions of the Joint Committee which relate to the executive functions of a Participating Borough will be subject to scrutiny and 'call -in' arrangements (or such other arrangements equivalent to call-in that any Participating Borough operating a committee system may have) as would apply locally to a decision made by that Participating Borough acting

alone.

24.2 No decision should be implemented until such time as the call-in period has expired across all of the Participating Boroughs.

24.3 Where a decision is called in, arrangements will be made at the earliest opportunity within the Participating Borough where the Call-In had taken place for it to be heard.

24.4 Any decision called in for scrutiny before it has been implemented shall not be implemented until such time as the call-in procedures of the Participating Borough concerned have been concluded.

25. Access to minutes and papers after the meeting

25.1 On behalf of the Joint Committee, a clerk will make available copies of the following for six years after the meeting:

(i) the minutes of the meeting and records of decisions taken, together with reasons, for all meetings of the Joint Committee, excluding any part of the minutes of proceedings when the meeting was not open to the public or which disclose exempt or confidential information.

(ii) the agenda for the meeting; and

(iii) reports relating to items when the meeting was open to the public.

26. Amendment of these Rules

26.1 These Rules shall be agreed by the Joint Committee ~~at its first meeting~~. Any amendments shall be made by the Joint Committee following consultation with the monitoring officers of the Participating Boroughs. Note that Rule 3 (Functions) may only be amended following a formal delegation from each of the Participating Boroughs.

Commented [MN21]: Proposed change to reflect the fact that the Joint Committee is already established.

27. Background Papers

27.1 Every report shall contain a list of those documents relating to the subject matter of the report which in the opinion of the author:

(i) disclose any facts or matters on which the report or an important part of it is based;

(ii) have been relied on to a material extent in preparing the report but do not include published works or those which disclose exempt or confidential information and in respect of reports to the Joint Committee, the advice of a political assistant.

27.2 Where a copy of a report for a meeting is made available for inspection by the public, at the same time the clerk shall make available for inspection

(i) a copy of the list of background papers for the report;

(ii) at least one copy of each of the documents included in that list.

27.3 The Clerk will make available for public inspection for four years after the date of the meeting one copy of each of the documents on the list of background papers.

Special Representatives

The contract and procedure rules for the WLEPB set out that there will be a select number of 'Special Representatives' invited to attend meetings to 'influence' the work of the Board and the West London WLA Leaders, supported by the WLA Growth Directors Board, have has been leading the process to identify appropriate special representatives. Suggested Special Representatives are listed in the table below and a draft 'core narrative' to support engagement is attached as Appendix 2:

- Higher Education
 - Mark Gray, Pro Vice-Chancellor and Director of Knowledge Transfer, Imperial College
 - Middlesex University
 - University of West London
 - Brunel University
- Further Education
 - West London College Chairs and Principals nominee
- Business
 - John Holland Kaye, Chief Officer Executive of Heathrow & Heathrow Finance PLC
 - Chair of West London Business
 - Rahul Gokhale, Chair of Park Royal Business Group & Board Member of OPDC
- Voluntary & Community Sector
 - Andy Roper, Lead Officer for West London Network
- DWP/JCP
 - Jo Kerrison, District Manager West London JCP Job Centre Plus
- Health
 - Clare Parker, Accountable Officer for Central London, West London, Hammersmith & Fulham, Hounslow and Ealing (CWHHE)
 - Representatives from West London Clinical Commissioning Groups

- ~~Greater London Authority~~
 - ~~Sir Edward Lister — Deputy Mayor of London for Policy and Planning and Chief operating Officer~~
 - ~~Deputy Mayor for Planning~~
 - ~~Deputy Mayor for Housing and Residential Development~~
 - ~~Deputy Mayor for Business~~
 - ~~Deputy Mayor for Transport~~

Commented [MN22]: Proposed change, consistent with proposed change to 3.1.11 above, to ensure that the Rules do not unnecessarily become dated, and to provide members with more flexibility on which stakeholders and partners to engage with through the Board, and how to do so.

REVIEW OF STATEMENT OF LICENSING POLICY

Cabinet Member & Portfolio	Councillor Eddie Lavery, Cabinet Member for Community and Environment
Responsible Officer	Dan Kennedy, Corporate Director of Residents Services
Report Author & Directorate	Daniel Ferrer, Licensing Team Manager - Communities
Papers with report	Appendix A - Listing of proposed Policy changes Appendix B - Draft Statement of Licensing Policy

1.0 HEADLINES

Summary	<p>The Council's Statement of Licensing Policy is being reviewed in accordance with legislative requirements and the Council's objectives.</p> <p>This report seeks Cabinet approval to undertake a six-week public consultation on the updated draft of this Policy.</p> <p>The Statement of Licensing Policy is deemed as 'Policy Framework' under the Council's Constitution and so requires approval by full Council.</p>
Putting our Residents First Delivering on the Council Strategy 2022-2026	<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: Modern, Well-Run Council</p>
Financial Cost	The resources required for the consultation will be managed within existing revenue budgets.
Select Committee	Residents' Services Select Committee.
Ward(s)	All

2.0 RECOMMENDATIONS

2.1 That:

- a) a public consultation for the draft Statement of Licensing Policy be approved;
- b) a further report be submitted to Cabinet post consultation highlighting any consultation responses for Cabinet to consider for inclusion in the final policies for submission to Full Council for adoption as a policy framework document.

Reasons for recommendation

- 2.2 The review of the Statement of Licensing Policy and the accompanying consultation support effective and efficient delivery of licensing functions, is in accordance with legislation and the Council's objectives and allow for stakeholder views to be taken into account. This is a policy framework document, and as such is considered under the procedure rules set out in Chapter 4 of the Constitution.

Alternative options considered/risk management

- 2.3 To not review the Policy nor undertake a consultation. If the Policy was not reviewed and consulted on as required, then the Council would not meet its statutory obligations in this respect and legal challenges may follow.

Select Committee comments

- 2.4 None at this stage, though comments will be sought during the consultation process.

3.0 SUPPORTING INFORMATION

- 3.1 The Council is required to review its Statement of Licensing Policy at regular intervals to ensure that it is carrying out licensing functions in accordance with current legislation.
- 3.2 During this review, consideration has been given to how changes might improve the way in which services are being delivered, to make them more efficient and customer friendly.
- 3.3 An updated Statement of Licensing Policy has been produced with relatively minor changes. This Policy now needs to be consulted upon, prior to final consideration by the Cabinet for recommendation to the full Council. An overview of this Policy and the reasons behind the review are detailed below.

Statement of Licensing Policy

- 3.4 The Licensing Act 2003 regulates sales of alcohol, regulated entertainment and late-night refreshment. The Council is required by Section 5 of the Licensing Act 2003 to review the Statement of Licensing Policy every five years. Hillingdon's current policy was adopted by Full Council in January 2021 and is therefore due for review, and subsequent approval by January 2026, before it expires.

3.5 In the intervening time, there have been only minor changes to legislation and guidance and, as such, there are very few changes proposed to this policy. The changes proposed in the revised policy are mainly administrative and to aid clarity. No substantive change of Council policy is proposed. Where changes are required to reflect changes to the relevant legislation and guidance, these have been incorporated into the revised policy. The proposed changes are listed in Appendix A and within the updated Policy in Appendix B in track changes, but in summary they relate to:

- Amendments to relevant dates, Team names and original typographical errors and statistics.
- New paragraphs and sections added, such as Environmental Best Practice, Agent of Change Principle, Counter Terrorism, Spiking, 'Ask For Angela' and Pavement Licensing.
- Further details and clarity being provided in existing sections relating to Integration with other Strategies, Representations, Planning, Remote & Internet sales and Protection of Children from Harm.
- Amendments and updates to legislation, technical standards and examples of measures detailed in Appendices.

3.6 An overview document listing the proposed changes is attached at Appendix A. The draft policy can be found at Appendix B. An Equalities Impact Assessment will also be undertaken.

Financial Implications

3.7 The consultation on the draft policy has no direct financial implications. There have been no legislative changes to the set licensing fees for licence applications. The fees remain statutory and have not been amended since the Licensing Act was brought into force in 2003. Resourcing for the consultation process can be managed within existing revenue budgets.

The timetable for policy implementation

18 th September 2025	Draft Policy to Cabinet for consultation
22 nd September 2025	Consultation period started – indicative date
October 2025 (TBC)	Residents' Services Select Committee
October 2025 (TBC)	Licensing Committee
3 rd November 2025	Consultation period ended – indicative date
18 th December 2025	Final draft policy to Cabinet post-consultation to recommend
22 nd January 2026	Statement of Licensing Policy considered and, if agreed, adopted at Full Council, subject to Cabinet recommendation

4.0 RESIDENT BENEFIT & CONSULTATION

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

- 4.1 The recommendations will give residents and businesses the opportunity to provide feedback to the Council on the proposed policy through the consultation process.

Consultation & engagement carried out (or required)

- 4.2 This report requests Cabinet approval for a public consultation on the policy. Following approval by Cabinet, the policy will be considered by the Licensing Committee, sub-committees of which make licensing decisions with reference to the Policy.
- 4.3 As a policy framework document, the Residents' Services Select Committee will have the opportunity to submit comments on the Policy prior to resubmission to Cabinet for consideration of responses received.
- 4.4 The draft Policy will be sent to statutory consultees, relevant stakeholders, residents associations, neighbouring Licensing Authorities and any person on request. The draft policy will also be displayed on the Council's website. It is anticipated that Cabinet will be advised of the outcome of the consultations and presented with proposed final drafts of the policies at the scheduled meeting of 18th December 2025.

5.0 CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concurs with the Financial Implications set out above noting there are not direct financial implications associated within the recommendations within this report, the resources required for the consultation will be met from within existing approved revenue budgets.

Legal

Legal Services confirm that the main points from the relevant legal framework are already included in the body of the report. Section 5 of the Licensing Act 2003 requires the Council to determine its policy with respect to the exercise of its licensing functions and publish a statement of that policy every 5 years.

Section 5 also outlines the requirement to consult before determining its policy for a 5-year period, listing mandatory consultees. In addition to these statutory requirements, the consultation must fulfil established public law principles on consultation, namely fairness and adequacy, which are mainly defined by the 4 *Gunning* principles:

- (a) Consultations must occur while proposals are still at a formative stage
- (b) Sufficient information needs to be supplied to consultees to give the consultation 'intelligent consideration'

- (c) There needs to be an adequate time for the consultees to consider the proposal and respond
- (d) Conscientious consideration must be given to the consultation responses before decisions are made

The Council must also be mindful of its public sector equality duty under section 149 of the Equality Act 2010. To this end, this report states that an equalities impact assessment will be carried out. Furthermore, there is reference within the draft statement of policy itself (at Appendix B) to the public sector equality duty.

Following the consultation, there will be a further Cabinet report submitted. More legal comments will be provided at that stage with reference to the outcome of the consultation and the recommended action arising therefrom.

6.0 BACKGROUND PAPERS

Current Statement of Licensing Policy:

<https://www.hillingdon.gov.uk/alcohol-premises-licence>

Revised Section 182 of the Licensing Act 2003 (February 2025):

<https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003/revised-guidance-issued-under-section-182-of-the-licensing-act-2003-december-2023-accessible-version>

Fact and Statistics about Hillingdon:

[Facts and statistics about the borough of Hillingdon - Hillingdon Council](#)

Hillingdon Population stats from Total population, January 2025:

[Hillingdon Population \(2025\) - Total Population](#)

Case study from Manchester relating to use of licensing conditions (Counter Terrorism, April 2023):

<https://www.local.gov.uk/case-studies/manchester-city-council-security-and-licensing>

Home Office Guidance, Spiking Fact Sheet (December 2023):

<https://www.gov.uk/government/publications/spiking-factsheet/spiking-factsheet>

Metropolitan Police Website information – ‘Ask For Angela’:

<https://www.met.police.uk/police-forces/metropolitan-police/areas/about-us/about-the-met/campaigns/ask-for-angela/>

Safer Sounds Partnership – Welfare & Vulnerability Engagement information:

<https://www.safersounds.org.uk/a4a-resources>

APPENDIX A - OVERVIEW OF PROPOSED POLICY CHANGES

Draft Statement of Licensing Policy

The Council is required by the Licensing Act 2003 to review the Statement of Licensing Policy every five years. The current policy was last formally reviewed in January 2021 and therefore requires updating and adopting in January 2026.

In the intervening time, there have been only minor changes to legislation and as such there are very few changes proposed to this policy.

The current policy works well and acts as a valuable framework for ensuring the principles of the legislation are upheld.

Policy amendments are shown at Appendix B (the draft revised policy) in **bold**, underlined and ~~striketrough~~ text.

- Front page – Effective dates amended.
- Front page, point 5, “and avoidance of duplication” deleted to shorten.
- Front page, point 6, capital “I” for “initiatives”.
- Pages 1 & 2 – Content pages updated and renumbered.
- New para 1.1 added providing some facts and statistics about Hillingdon.
- Para 1.4, updated to read “900” premises authorisations and “5200” personal licences.
- Para 2.2, updated so that the Licensing Act 2003 will be referred to as “the 2003 Act” and the Authority to be referred to as “The Licensing Authority”. This has been amended throughout the whole draft Policy to provide consistency.
- Para 2.4, amended date of updated guidance to read, “27th February 2025”.
- List at para 3.1 – Environmental Protection Team added and Home Office put on last bullet point to correct original list
- Title of section 5.0, shortened to now read “Integration of Strategies”.
- New para 5.2 to provide more details regarding integration with other strategies
- New para 5.7, further details and clarity on Planning matters.
- New para 5.8 added regarding the ‘Agent of Change’ principle.
- New section 7 and para 7.1 detailing Environmental Best Practice.
- New para 9.5 added regarding Immigration and entitlement to work.
- New Counter Terrorism section added at new section 11 following Martyn’s Law.
- New para 12.14 added regarding Spiking.
- New para 12.15 added regarding “Ask For Angela” initiative
- Para 13.3 included to make reference to Appendix C – measures for Public Safety
- Para’s 14.2 & 14.4 amended for grammar.
- New para 15.1 added detailing types of harm to children.
- New para 15.2 added detailing measures for addressing protection of children from harm.
- New para 15.3 added to include recommended initiatives regarding children.
- Amended para 15.7 updated in relation to adult entertainment in licenced premises.

- Para 15.14 amended for grammar
- New para 15.17 added regarding collaboration with partners.
- New para 18.8 added in relation to “off” sales and pavement licences.
- Para 19.10 amended to provide clarity on representations.
- New para 19.13 added to clarify position for borderline representations.
- Para 26.1 – further detail regarding Internet & Remote sales to specify location and dispatch.
- Para 26.2 – amended to provide example of measures regarding Internet & Remote sales.
- Para 26.3 – amended to highlight robust age verification checks and staff training for Internet & Remote sales.
- New para 26.4 added to take into consideration applicants who use third party vendors such as Uber Eats, Deliveroo.
- Appendix A – Amended heading to read Table of ‘Delegations’.
- Appendix C – Out of date technical standards deleted and alternatives added.
- Appendix D – Publications list updated.
- Appendix E – “Limitations” replaced with “Restrictions” in line with Government guidance.
- Appendix F – Contact details for Responsible Authorities updated.
- Appendix H added showing a plan of the Borough and the make-up of Wards.

Page, paragraph numbers and formatting will be updated on the final policy document.

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HILLINGDON

LONDON

Statement of Licensing Policy The Licensing Act 2003

Effective – January 202~~6~~¹ to January 20~~26~~¹

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1. Introduction & Background

- 1.1. Hillingdon is the second largest of London's 33 Boroughs. More than half of Hillingdon's 42 square miles is made up of countryside, including canals, rivers, parks and woodland. It shares its borders with Hertfordshire, Buckinghamshire, Hounslow, Ealing, and Harrow. In addition to Heathrow Airport, Hillingdon is also home to the RAF airport at RAF Northolt.
- 1.2. As of 2025, the London Borough of Hillingdon has an approximate population of 304,800 residents. The Borough is made up of a total of 21 Wards which is shown in Appendix H of this Policy.
- 1.3. The London Borough of Hillingdon is the Licensing Authority under the Licensing Act 2003 and is responsible for the administration and enforcement of the provisions relating to:
 - Alcohol sales/supplies
 - Regulated Entertainment
 - Late Night Refreshment
- 1.4. The London Borough of Hillingdon currently has approximately ~~900860~~ premises authorisations in force and ~~52004400~~ personal licences held by individuals.

2. Policy Statement

- 2.1. The Licensing Authority exercises a range of responsibilities, including helping to develop a thriving food, drink and entertainment economy whilst safeguarding the local community against issues which may arise from licensed premises.
- 2.2. The London Borough of Hillingdon is required by Section 5 of the Licensing Act 2003 ("the 2003 Act"), to determine and publish a statement of licensing policy at least once every five years. The Licensing Policy will provide the Licensing Authority with the fundamental principles in respect of carrying out its licensing functions.
- 2.3. The Policy is also intended to inform applicants, residents and other stakeholders about the way in which the Licensing Authority will make decisions and the operating standards expected from licensed premises in accordance with the licensing objectives.
- 2.4. In determining its policy, the Council will take into account the Secretary of State's Guidance issued under Section 182 of the Licensing Act 2003 (last updated on 27th February 2025 ~~24th April 2018~~).
- 2.5. In respect of all licensing functions and determination of any licensing policy, the Council has a duty to promote the four licensing objectives:

- The prevention of crime and disorder;
- The protection of children from harm;
- The prevention of public nuisance; [and](#)
- Public safety.

Each objective is of equal importance.

- 2.6. Determining and publishing a statement of its policy is a licensing function and so the Licensing Authority must have regard to the Guidance issued under Section 182 of the [2003](#) Act. The Licensing Authority may depart from this policy if the individual circumstances of any case merit such a decision in the interests of the promotion of the licensing objectives. However, if this is done then the Licensing Authority shall give full reasons for departing from its policy.

3. Consultation

- 3.1. In reviewing the Council's Statement of Licensing Policy, the Council sought observations and comments from the following persons, organisations and groups and their comments have been incorporated into this policy where relevant:

- Chief Officer of Police for Hillingdon
- London Fire Brigade
- Chief Planning Officer
- Hillingdon Safeguarding Children Board
- Health and Safety Executive and Hillingdon's Health and Safety Enforcement Team
- Public Health
- Trading Standards
- Enforcing Authority for Public Nuisance [\(Environmental Protection Team\)](#)
- Bodies representing holders of current authorisations
- Resident's Associations
- Ward Members
- Hillingdon's Anti-Social Behaviour Investigations Team
- Transport for London (TfL)
- The London boroughs of Hounslow, Harrow, Ealing
- The borough councils of South Bucks, Three Rivers, Spelthorne, Slough
- Hillingdon Arts Council
- [Individuals who have requested a copy of the draft policy-](#)
- Home Office - Immigration

4. General Principles and the Role of the Licensing Authority

- 4.1. The role of the Licensing Authority is to ensure control of the licensable activities at licensed premises, qualifying clubs, temporary events and the conduct of the personnel involved with the licensable activities as required under the [2003 Act](#).
- 4.2. Conditions attached to the Premises Licences and Club Premises Certificates granted by the Licensing Authority will relate to the licensing objectives and matters over which the Premises Licence Holder or Club Management Committees have direct control.
- 4.3. The focus will be on the licensed premises and the activities in the vicinity of those premises. Those activities, on licensed premises, that have a direct impact on members of the public living, working or engaged in normal activities in the area, fall within the scope of the licensing regime.
- 4.4. Anti-social behaviour of patrons in and around a licensed premises and disturbance or nuisance which can be proved to be emanating from particular premises, will be a consideration for the Licensing Authority in its enforcement and decision-making role.

5. Integration of Strategies ~~and avoidance of duplication~~

- 5.1. Many people and organisations are involved with, or affected by, the ways in which licensed premises are operated. Most are involved, directly or indirectly, in the promotion of the licensing objectives, particularly those relating to the prevention of crime and disorder and public nuisance. Amongst the various stakeholders there will be a wide range of strategies that relate to, or are influenced by, the exercise of the Council's licensing function.
- 5.2. The Licensing Authority recognises that this Policy does not operate in isolation. The Licensing Authority will seek to integrate its approach with a range of local strategies and initiatives that support the promotion of the licensing objectives and the wider public interest.

These include, but are not limited to:

- [Uxbridge Town Centre Vision – detailing a long term plan for more opportunities for local residents and businesses and to ensure Uxbridge continues to thrive.](#)
- [Public Spaces Protection Order 2025, May 2025 \(PSPO\) – addressing anti-social behaviour in designated areas.](#)
- [Public Health Strategies – reducing alcohol-related harm and promoting community wellbeing.](#)

- Community Safety and Policing Strategies – tackling crime, disorder, and safeguarding concerns.
- Local Planning and Regeneration Frameworks – ensuring consistency between licensing and land use planning.
- Youth and Vulnerability Strategies – protecting children and vulnerable adults from harm.

The Licensing Authority will work collaboratively with responsible authorities, local partnerships, and community stakeholders to ensure that licensing decisions contribute positively to these wider aims.

- 5.3. The Licensing Authority recognises the need to avoid, so far as possible, duplication with other regulatory regimes. Some regulations, however, do not cover the unique circumstances of some licensable activities. The Licensing Authority will consider attaching conditions to Premises Licences and Club Premises Certificates where: these are appropriate, reasonable and proportionate for the promotion of the licensing objectives; these are not already provided for in any other legislation; these are not contained within the applicant's operating schedule; and if there are relevant representations
- 5.4. The Licensing Committee will be prepared to accept reports from other relevant departments of the Council regarding the state of the borough. These reports may include contributions from those responsible for the promotion of tourism, cultural development, planning, transport, reduction of crime or anti-social behaviour, community safety, social, and health and community development. This should enable the various agencies or departments with their own strategies, aims and objectives to keep the Licensing Committee aware of the wider picture in pursuance of the licensing objectives.
- 5.5. Planning and public nuisance legislation carry the highest risk of duplication with the Licensing regime. While licence conditions should not duplicate other statutory provisions, licensing authorities and licensees should be mindful of requirements and responsibilities placed on them by other legislation. Relevant legislation may include the following:
 - The Gambling Act 2005
 - The Environmental Protection Act 1990
 - The Noise Act 1996
 - The Clean Neighbourhoods and Environmental Act 2005
 - The Regulatory Reform (Fire Safety) Order 2005
 - The Health and Safety at Work etc. Act 1974
 - The Equality Act 2010
 - The Immigration Act 2016
 - Regulators' Code under the Legislative and Regulatory Reform Act 2006

Planning

5.6. The licensing function is and should remain distinct from the Planning process. It will be for the planning process to determine land/building use decisions and the marketplace to determine need for particular types of premises/activities. Licensing decisions will be made with regard to the furtherance of the Licensing Objectives with regard to the particular use sought. However, it is strongly recommended that applicants ensure that:

- The proposed licensable activities do not contravene planning legislation; [and](#)
- The hours sought are within the limits authorised by any planning permission.

5.7. Whilst licensing and planning functions are distinct and operate under separate legislative frameworks, licensing committees are not bound by decisions made by planning committees, and vice versa. Nevertheless, in accordance with Government guidance and best practice, the Licensing Authority will seek to engage in constructive dialogue with planning counterparts. This collaborative approach aims to promote consistency in decision-making, particularly in relation to the design of licensed premises and operating hours.

5.8. The Licensing Authority recognises the 'Agent of Change' principle.

This principle places the responsibility for mitigating the impact of new development on the party introducing the change. For instance, if a residential development is proposed near an existing licensed premises (such as a late-night entertainment premises), it is the responsibility of the developer — not the venue — to ensure that appropriate noise mitigation measures are in place.

The Licensing Authority will work closely with the Council's Planning, Environmental Protection and Anti-Social Behaviour Teams to ensure a joined-up approach to managing noise and other potential conflicts between new developments and existing licensed premises.

Applicants for new developments near licensed premises are encouraged to engage early with both planning and licensing authorities to address potential impacts.

The [Licensing](#) Authority recognises that this principle helps protect the cultural and economic value of established venues while ensuring that new developments are appropriately designed to coexist with their surroundings.

Enforcing Authority for Public Nuisance

- 5.9. The Environmental Protection Unit is charged with enforcing regulations relating to Public Nuisance and is also a responsible authority for Public Nuisance matters under the [2003](#) Act.
- 5.10. It is accepted that the Licensing Authority will often work hand in hand with the Environmental Protection Unit where nuisance related issues occur at licensed premises. Whilst the [Licensing](#) Authority has a duty to uphold the prevention of public nuisance, it should be recognised that this duty will not replace the [Licensing](#) Authority's responsibilities under other legislation.

6. Partnership Working and Initiatives

- 6.1. The Licensing Authority encourages work between the Licensing Authority, relevant authorities such as Police, Environmental Health, [and](#) Trading Standards, and the licence holder themselves in order to solve licensing problems and to promote the licensing objectives.
- 6.2. Groups representing licence holders are encouraged to participate in their local crime and disorder reduction partnerships, such as Pubwatch schemes.
- 6.3. The Licensing Authority has a duty to work with all partners in order to deliver the promotion of the licensing objectives.

Business Improvement Districts

- 6.4. The Licensing Authority support and encourage further developments for Business Improvement Districts (BID's) where partnership arrangements and joint responsibility are formed with local businesses and stakeholders. BID's can play an important and positive role in discussing and tackling local issues and they have the ability to put forward appropriate schemes that are of benefit to the community.

More information on BID's can be found at:

<https://www.gov.uk/government/publications/business-improvement-districts-guidance-and-best-practice>

Best Bar None

- 6.5. The Licensing Authority recognise the value of the Best Bar None Scheme in improving standards in the Evening and Night Time Economy. For example, they reduce alcohol related crime and disorder, build positive relationships between the licensed trade, police and local authorities and responsible owners are recognised and able to share good practice with others. Furthermore, they promote the town or city as a safe and vibrant city to go at night and shows a willingness to address alcohol related crime and anti-social behaviour through the promotion of good practice and education.

More information on Best Bar None can be found at:

<https://bbnuk.com>

Purple Flag

6.6. The Licensing Authority acknowledge that that Purple Flag status, an accreditation recognising a well managed night time economy, can bring real benefits which include:

- A raised profile and an improved public image for the location
- A wider patronage, increased expenditure
- Lower crime and anti-social behaviour
- A more successful mixed use economy in the longer term

More information on Purple Flag can be found at:

<https://www.atcm.org/purple-flag>

7. Environmental Best Practice

7.1. The Licensing Authority recognises the importance of promoting environmental sustainability and encourages licence holders and applicants to adopt environmentally responsible practices. These may include ~~and~~but are not limited to:

- Reducing single-use plastics, especially in drinkware and packaging**
- Managing waste responsibly such as implementing recycling and waste separation schemes**
- Minimising energy and water consumption**
- Sourcing products locally and sustainably**
- Carrying out food waste reduction measures**

8. Equality Duty

8.1. The Licensing Authority have a public sector equality duty [in relation](#) to the following protected characteristics:

- Age
- Disability
- Sex
- Gender reassignment
- Sexual orientation
- Pregnancy and maternity
- Race
- Religion or belief

Commented [AD1]: Marriage and civil partnership is not listed as a relevant protected characteristic for the purposes of [s.149 of the Equality Act](#).

- 8.2. Under [Section 149 of the Equality Act 2010](#) ~~(S.149)~~ a Public Authority must, in the exercise of its functions, have due regard to the need- to:-
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the 2010 Act
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it
- 8.3. The Licensing Authority has considered the Equality and Diversity issues that may arise from the Policy. The [Licensing Authority](#) considers that this policy does not raise any concerns with regards to equality and diversity.

9. Immigration Act

- 9.1. Following the implementation of the Immigration Act 2016, the Licensing Authority will ensure that the “Entitlement to Work” test is checked and scrutinised for Personal Licence Holders and individual Premises Licence Holders, where the Premises Licence permits the sale of alcohol or late night refreshment.
- 9.2. Where an individual holding a Premises Licence within the Borough ceases to be entitled to work in the United Kingdom on or after 6th April 2017, the Premises Licence lapses immediately, and will lapse completely unless transferred or an Interim Authority [is](#) lodged within 28 days of when the individual’s right to work ended.
- 9.3. A Personal Licence issued by the Licensing Authority -will lapse when an individual is no longer entitled to work in the United Kingdom on or after 6th April 2017.
- 9.4. The Licensing Authority will work closely with the Home Office Immigration Enforcement (HIOE) as a Responsible Authority. The Licensing Authority will advise the HIOE where applicants have committed immigration offences and furthermore provide the HIOE assistance when entering and carrying out their enforcement duties at licensed premises within the Borough.
- 9.5. From 1st July 2021, EEA citizens and their family members are required to demonstrate lawful immigration status in the UK in order to prove their right to work. An EEA passport or national identity card alone is no longer sufficient, as these documents confirm nationality but not immigration status. The Licensing Authority shall ensure that applicants provide appropriate evidence of their right to work in the UK, in line with Home Office requirements applicable to all foreign nationals.**

The Licensing Authority shall treat all applicants in the same way during the application process and shall not discriminate against anyone. The Licensing Authority shall ensure that the process will be carried out in a fair, transparent and consistent way.

10. Modern Day Slavery

- 10.1. The Licensing Authority acknowledges the implementation of the Modern Day Slavery Act 2015 and will therefore fully take on their responsibilities and statutory duties under the [2015](#) Act
- 10.2. This Licensing Authority recognises the role it can play in proactively preventing modern slavery, which includes consideration of:-
- Identification and referral of victims during inspections and visits
 - Reporting and referring for investigation via the National Crime Agency's national referral mechanism any of its licence holders or managers of premises as a cause for concern
 - Assisting partners with [Community](#) safety services and disruption activities.

11. Counter-Terrorism

- 11.1. Applicants for premises licences are encouraged to consider:
- Undertaking a terrorism threat risk assessment to ensure that any security related concerns are identified and, appropriate reasonable and proportionate steps are taken to reduce any risks from a terrorist attack, and
 - Undertaking an ACT security plan, including completion of a preparedness plan, information sharing and training.
- 11.2. More relevant information and advice regarding counter-terrorism measures can be found on the Protect UK Website:
- www.protectuk.police.uk

12. Licensing Objectives - The Prevention of Crime and Disorder

- 12.1. Licensed premises, especially those offering late night/early morning entertainment, alcohol and refreshment, can be a source of crime and disorder. The Licensing Authority will expect operating schedules to satisfactorily address these issues from the design of the premises through to the daily operation of the business. Applicants are recommended to seek advice from the Police Licensing Officer and Licensing Authority Officers prior to making any application as early advice can alleviate representations being made once an application is

- submitted. Full contact details for both are contained within the Responsible Authorities contact in [Appendix BF](#).
- 12.2. Applicants should, where appropriate, take account of local planning and transport policies, and tourism, cultural and crime prevention strategies, when preparing their operating plans and schedules.
- 12.3. Where a number of premises may be in close proximity it may be difficult to attribute the disorder to patrons of particular premises, however there is a duty on Premises Licence Holders or Club Management Committees to act responsibly to ensure their own customers do not contribute to crime and disorder whilst in their premises and in the vicinity of their premises.
- 12.4. When addressing crime and disorder, the applicant should identify any particular issues that are likely to affect adversely the promotion of the crime and disorder objective. They should then include in the operating schedule how they will deal with those matters.
- 12.5. Operating schedules should then show how they will address the issues identified. Further guidance on these measures is contained in Appendix B.
- 12.6. Applications referred to the Licensing Sub-Committee where relevant representations have been received will be determined on the individual merit of each case. The Licensing Sub-Committee has the power to impose specific conditions when considered ~~appropriate~~ in respect of the Crime and Disorder objective.
- 12.7. The Council's Licensing Officers will work closely with the Metropolitan Police Service to ensure licence conditions are met, matters relating to crime and disorder are resolved, and that licensed premises are being operated according to the requirements of the [2003](#) Act.
- 12.8. Following the grant of a premises licence, the Metropolitan Police Service, Elected Members and/or interested parties such as local residents and Ward Councillors can apply to the Licensing Authority for a review of the licence if they consider that the Prevention of Crime and Disorder objective has not been met and ~~are~~ is relevant.
- 12.9. When making decisions about an application the Licensing Sub-Committee will have regard to the Borough's Crime Prevention Strategy and any conditions attached to licences or certificates will so far as possible reflect local crime prevention strategies
- 12.10. High risk or poorly managed premises will be subject to a higher frequency of inspections than low risk and well managed premises. Some of these inspections will be unannounced and conducted whilst the premises are in use for the purpose of the licence.
- 12.11. In the interest of public order and the prevention of terrorism, the Licensing Authority would expect that for significant events, a

comprehensive risk assessment is undertaken by premises licence holders to ensure that crime and disorder and public safety matters are identified and addressed. Accordingly, for premises that wish to stage promotions, or events (see examples set out in Appendix B), the Licensing Authority recommends those applicants address the Risk Assessment and debrief processes in their operating schedule.

12.12. The Licensing Authority strongly encourages applicants to carry out a detailed and thorough risk assessment when carrying out promotions or events. Where the risk assessment identifies significant risks for an event or promotion then the Licensing Authority would normally expect the applicant to consult with the Police and the Licensing Authority.

12.13. Personal Licence applicants will have to meet specific standards with regard to their suitability. There are a number of obligations on Personal Licence Holders, including those who are named as Designated Premises Supervisors, the breach of which could mean appearing before the Magistrates Court.

12.14. Spiking — whether through the addition of drugs or alcohol to a person's drink or through other means — is a serious criminal offence and poses significant risks to public safety. The Licensing Authority expect relevant licensed premises such as late-night venues to take proactive steps to prevent and respond to incidents of spiking. These may include:

- Staff training to identify signs of spiking and respond appropriately
- Clear signage informing patrons about the risks of spiking and encouraging vigilance
- Availability of drink covers or testing kits, where appropriate
- Robust incident reporting procedures, including liaison with police and local safeguarding teams
- Safe spaces or welfare areas for individuals who may be vulnerable or affected

Where appropriate and proportionate the Licensing Authority may consider imposing specific conditions to ensure the licensing objectives are being fully promoted.

12.15. The Licensing Authority supports initiatives such as “Ask For Angela” and similar schemes as part of its commitment to promoting the licensing objectives.

“Ask for Angela” is a nationally recognised safeguarding initiative that enables individuals who feel unsafe, vulnerable, or threatened in licensed premises to discreetly seek help. By approaching staff and asking for “Angela,” trained personnel are alerted to provide assistance. This support may include: escorting the individual to a safe space, contacting venue security or emergency services,

reuniting them with friends or family and/or arranging safe transport home.

The Licensing Authority encourages relevant licences premises to:

- Display “Ask For Angela” posters prominently
- Ensure staff receive Welfare and Vulnerability Engagement (WAVE) training
- Include the scheme in their operating schedules
- Maintain clear procedures for recording and responding to safeguarding concerns
- The Licensing Authority may consider the adoption of the “Ask for Angela” scheme as a condition of licence where appropriate and proportionate, particularly for venues operating late at night.

13. Licensing Objectives - Public Safety

- 13.1. The [Licensing Act](#) 2003 Act covers a range of premises and activities, including cinemas, concert halls, theatres, nightclubs, public houses, cafes/restaurants and fast food outlets/takeaways. Each of these types of premises presents a mixture of risks to public safety, with many common to most premises and others unique to specific operations. It is essential that premises are constructed or adapted and operated so as to acknowledge and safeguard occupants against these risks.
- 13.2. The Licensing Authority will expect operating schedules to satisfactorily address these issues and applicants are advised to seek advice from the Borough’s Licensing Officers and the London Fire Brigade (contact details can be found in [Appendix F](#)), before preparing their plans and schedules. Where an applicant identifies an issue relating to public safety (including fire safety) that is not covered by existing legislation, the applicant should identify in their operating schedule the steps that they will take to ensure public safety. Where representations are received and upheld at a hearing, the Licensing Authority will consider attaching conditions to licences and permissions to promote safety.
- 13.3. [Appendix C provides a list of examples of measures to promote Public Safety.](#)
- 13.4. If relevant representations are received from a Responsible Authority, Elected Members or interested parties the application will be determined by a Licensing Sub-Committee.
- 13.5. Applications referred to the Licensing Sub-Committee will be determined on the individual merit of each case. The Licensing Sub-Committee have the power to impose specific conditions when considered necessary in respect of the Public Safety objective.

- 13.6. Following the grant of a premises licence, the London Fire and Emergency Planning Authority, Elected Members and/or the Enforcing Authority within the meaning given by section 18 of the Health and Safety at Work etc. Act 1974 and/or interested parties such as local residents and businesses can apply to the Licensing Authority for a review of the licence if they consider that the Public Safety objective has not been met.
- 13.7. The Licensing Authority's Licensing Officers will conduct inspections of licensed premises to ensure that the approved safety standards are being maintained and that licence conditions are being complied with.
- 13.8. High risk or poorly managed premises will therefore be subject to a higher frequency of inspections than low risk and well managed premises. Some of these inspections will be unannounced and conducted whilst the premises are in use for the purpose of the licence.
- 13.9. The Council's Licensing Officers, Fire Safety Officers and Health & Safety Officers will work closely together to resolve matters relating to public safety in licensed premises.

14. Licensing Objectives - The Prevention of Public Nuisance

- 14.1. Licensing Sub-Committees will be mindful that licensed premises, especially those operating late at night and in the early hours of the morning, can cause a range of nuisances impacting on people living, working or sleeping in the vicinity of the premises. When addressing public nuisance, the applicant should identify any particular issues that are likely to affect adversely the promotion of the licensing objective to prevent public nuisance. They should then include in the operating schedule how they will deal with those matters. The concerns mainly relate to noise nuisance from within the premises or from the use of any outside areas, light pollution, smoke and noxious smells. This may also include patrons outside a premises and the dispersal of customers. Due regard will be given to the impact these may have and the Licensing Authority will expect operating schedules to satisfactorily address these issues.
- 14.2. Appendix D provides a list of examples of ~~activities which could give rise to~~ relevant issues relating to public nuisance and ~~measures which can be taken~~ considerations to be taken to prevent such nuisance occurring.
- 14.3. Applicants should give particular consideration to measures to reduce the occurrence of public nuisance associated with accommodating smokers outside the premises, following the introduction of smoke free areas in enclosed or substantially enclosed places.
- 14.4. In relation to smoking outside licensed premises, it is expected that:

- Suitable receptacles for customers will be provided and maintained to dispose of cigarette litter in areas used, or likely to be used, for smoking
 - Licensees will take all reasonable steps to discourage smoking on the public highway close to residential premises, particularly after 10pm. This could include measures such as a ban on customers taking drinks outside on to the public highway, the use of door supervisors, or imposing a time after which re-admissions to the premises will not be permitted
 - Garden areas [are](#) to be cleared at a reasonable time where not doing so could cause nuisance to neighbouring residents.
 - Appropriate signage [is](#) to be displayed prominently at the premises
- 14.5. Where an application includes provision of a smoking shelter then the Licensing Authority expects the shelter to be situated as far as possible from neighbouring residential premises.
- 14.6. If relevant representations are received from a Responsible Authority, Elected Members or interested parties, the application will be determined by a Licensing Sub-Committee.
- 14.7. Applications referred to the Licensing Sub-Committee will be determined on the individual merit of each case. The Licensing Sub-Committee have the power to impose specific conditions when considered necessary in respect of the Prevention of Public Nuisance objective.
- 14.8. Following the grant of a premises licence, the Council's Environmental Protection Unit, Elected Members and/or interested parties such as local residents and businesses can apply to the Licensing Authority for review of the licence if they consider that the Prevention of Public Nuisance objective has not been met.
- 14.9. The Licensing Authority's Licensing Officers will conduct inspections of licensed premises to ensure that the conditions relating to the prevention of public nuisance are being complied with.
- 14.10. High risk or poorly managed premises will therefore be subject to a higher frequency of inspections than low risk and well managed premises. Some of these inspections will be unannounced and conducted whilst the premises are in use for the purpose of the licence.
- 14.11. The Council's Licensing Officers and Environmental Protection Officers will work closely with the Council's Anti-Social Behaviour Investigations Team, requesting monitoring visits of specific premises and receiving feedback regarding the witnessing of statutory noise and public nuisance or the breach of licence conditions.

15. Licensing Objectives - The Protection of Children from Harm

- 15.1. The Licensing Authority is committed to ensuring that licensed premises operate in a manner that safeguards children from harm. This includes physical, psychological, and moral harm, and extends to concerns such as underage drinking, exposure to adult content, and child sexual exploitation.
- 15.2. The Licensing Authority believes that it is completely unacceptable to sell alcohol to children. Applicants should demonstrate how they will promote this objective in their operating schedules. Measures may include: Challenge 25 or similar age verification policies, staff training on safeguarding and identifying vulnerable children, restrictions on access to certain areas or times and clear signage and supervision arrangements. Other considerations can be found in Appendix E of this Policy.
- 15.3. The Licensing Authority strongly encourages participation in safeguarding initiatives such as: 'Ask for Angela', WAVE (Welfare and Vulnerability Engagement) training and reporting and recording concerns to the police or Safeguarding Teams.
- 15.4. The range of 'licensed premises' under the [Licensing-2003 Act 2003](#) is very broad. It includes pubs, cinemas, theatres, restaurants, off licences etc.
- 15.5. Under the [Licensing-2003 Act-2003](#), unaccompanied children under the age of 16 are not allowed on premises such as public houses which are used exclusively or primarily for the supply of alcohol for consumption on the premises.
- 15.6. This restriction does not apply to premises such as restaurants and bowling alleys etc. where the supply of alcohol is not the principal use of the premises. However, unaccompanied children under the age of sixteen are not permitted in such premises between the hours of midnight and 5 a.m. Admission of children will always be at the discretion of those managing the premises unless specifically prohibited by way of licence conditions.
- 15.7. Where applicants are proposing adult entertainment, they must make it clear in their operating schedule about the details of the activity or event and times so [that](#) it can be determined when it is not appropriate for children to enter the premises. Applicant should consider the proximity of their premises to schools and youth clubs and ensure that any advertising is not displayed at a time where children are likely to be close by. Applicants and licence holders are encouraged to be mindful of the adult nature of licensed premises and to make adequate provision for the protection of children from harm in their operating schedules. Applicants are advised to contact the Safeguarding Children and Quality Assurance team or the

Licensing Team directly to seek advice prior to submitting their application.

- 15.8. It is recognised that the Mandatory Conditions attached to premises licences where alcohol is sold/supplied must have in place an age verification scheme. The Licensing Authority would normally expect this scheme to include a challenge for photo identification to all persons who appear to be under the age of 25 years, i.e. 'Challenge 25'.
- 15.9. If relevant representations are received from a Responsible Authority, Elected Members or interested parties the application will be determined by a Licensing Sub-Committee.
- 15.10. Applications referred to the Licensing Sub-Committee will be determined on the individual merit of each case. The Licensing Sub-Committee have the power to impose specific conditions when considered necessary in respect of the Protection of Children from Harm objective.
- 15.11. Following the grant of a premises licence, the Council's Safeguarding Children and Quality Assurance team, Elected Members and/or interested parties such as local residents and businesses can apply to the Licensing Authority for a review of the licence if they consider that the Protection of Children from Harm objective has not been met.
- 15.12. The Licensing Authority's Licensing Officers will conduct inspections of licensed premises to ensure that the conditions relating to the protection of children from harm are being complied with.
- 15.13. High risk or poorly managed premises will therefore be subject to a higher frequency of inspections than low risk and well managed premises. Some of these inspections will be unannounced and conducted whilst the premises are in use for the purpose of the licence.
- 15.14. The Licensing Authority will expect that each operator dealing in the sale and supply of alcohol implements a proof of age policy in line with the Mandatory Licence conditions. The Licensing Authority expects premises licence holders to ensure that their staff are adequately trained and in every case where there is any doubt as to whether the customer is aged eighteen or over: operate on a 'No ID, - No sale' basis.
- 15.15. It is expected that all refusals of alcohol shall be recorded by the operator in a Refusal or Incident Log. This Log should be made available for inspection to a Police Officer or authorised officer from the Local Authority when requested ~~to produce it~~.
- 15.16. Trading Standards Officers and Police Officers will carry out test purchases of alcohol using young volunteers. Where sales are made, enforcement action will be taken against all responsible persons.

- 15.17. The Licensing Authority shall maintain close contact with the police, trading standards and Youth Justice Teams concerning any unlawful sales at premises- and reports of consumption of alcohol by minors.

Children's access to cinemas

- 15.18. The Licensing Authority accepts that the British Board of Film Classification (BBFC) is the recognised authority in categorising films. It therefore accepts the BBFC classifications with respect of children's films. The Licensing Authority will expect applicants to include in their operating schedules arrangements for restricting children from viewing age-restricted films classified according to BBFC recommendations.

Children and Regulated Entertainment

- 15.19. There are many kinds of regulated entertainment which are specifically arranged for children, such as plays, concerts, and film shows, some of which may be school based. When it is proposed to present an entertainment specifically for children, then additional safety measures may need to be considered. The Council's Licensing Officers and the Safeguarding Children and Quality Assurance team are able to offer advice and guidance in respect of such presentations and organisers of such events are encouraged to seek such advice.

16. Public Health & Licensing

- 16.1. The Director of Public Health in Hillingdon is a responsible authority under the Licensing-2003 Act ~~2003~~ and may; make representations in respect of premise licence applications and club premise certificates and may also apply to review premise licences and certificates.
- 16.2. Public Health may hold useful information which may be used by them to make representations in its—their own right or to support representations by other responsible authorities. These representations can potentially be made on the grounds of all four licensing objectives.
- 16.3. A range of public health issues may relate directly to one or more of the Licensing Objectives; for example, violent assaults, cases of alcohol poisoning at licensed premises, or issues with loud noise emanating from premises.
- 16.4. Public Health may record data where intoxication of patrons at specific premises has led to accidents and injuries from violence, including those resulting in attendances at emergency departments and the use of ambulance services. Some of these incidents will be reported to the police, but many will not. This information can be ~~relevant~~ to the public safety, public nuisance and crime and disorder objectives.

16.5. The Licensing Authority recognises the potential for Public Health to participate in the licensing process in relation to the protection of children from harm. This objective concerns the physical safety of children and also their moral and psychological wellbeing. Public Health may present evidence relating to under 18's alcohol-related emergency department attendance, hospital admissions and underage sales of alcohol linked to a specific premises and their practices.

16.6. The Licensing Authority will work with the Director of Public Health and ~~his~~ their staff in order to identify and utilise relevant public health data within the licensing process. In addition, the Licensing Authority will support the NHS and alcohol charities to raise awareness of the dangers of excess consumption of alcohol."

17. Licensing Committee

17.1. A Licensing Committee consisting of at least ten, but not more than fifteen Councillors, has been appointed. The Licensing Committee will be kept informed by way of reports from officers on a wide range of matters which may impact on their role.

17.2. The ~~Licensing-2003~~ Act ~~2003~~ dictates that uncontested applications shall be granted and that such applications should be dealt with by specific officers who have been so delegated by the Licensing Authority.

17.3. Whenever relevant representations have been received from Responsible Authorities, Elected Members and/or Interested Parties in respect of an application, that application will be referred to a Licensing Sub-Committee for determination.

17.4. Although the Licensing Authority welcomes views from all members of the community, Government guidance states that the Council as the Licensing Authority should be aware that the views of vocal minorities should not be allowed to predominate over the general interests of the community that the Licensing Committee represents.

18. Authorisations and Applications

18.1. ~~There~~ There are a number of authorisations relating to:

- Sale/Supply of alcohol
- Regulated entertainment
- Late Night Refreshment

These are:

Premises Licences

- 18.2. Any person aged eighteen years or over who is carrying on, or who proposes to carry on, a business that involves the use of premises for licensable activities may apply for a premises licence either on a permanent basis or for a time-limited period. 'A person' in this context includes a business or partnership.
- 18.3. A premises licence lasts indefinitely and may be transferred or varied at any time.
- 18.4. The premises licence application form and operating schedule should be completed clearly and concisely to reflect the exact nature of the business and how the four licensing objectives will be addressed. All sections of the application form must be completed. Guidance as to what type of information should be included in the operating schedule is given in the [Appendices](#) to this Policy.
- 18.5. Applications which are incomplete or illegible will be returned to the applicant with an explanation for the return. Reasons may include incomplete or missing forms, incomplete Operating Schedule, the absence of the fee, [and/or](#) absence of required plans or insufficient information detailed on the plans, [\(as required under Section 23 of the Licensing Act 2003 \(Premises Licences and Club Premises Certificates\) Regulations 2005\), or](#) ~~for~~ for personal licences, also the absence of certificates or photographs.
- 18.6. Applicants are advised to seek advice from the Council's Licensing Officers and the Responsible Authorities concerning the licensing requirements for premises and/or licensable activities being applied for prior to completing their operating schedule. Large or unusual events need particular consideration and applicants are advised to consult the Council's Licensing Officers for guidance and to submit applications as far in advance as possible. When required, the Council's Licensing Officers will provide all applicants with advice and guidance in respect of completing their application forms and, in particular, how they should address each one of the four licensing objectives in their operating schedules.
- 18.7. Notwithstanding [138.6](#) above, it is the applicant's responsibility to complete the application to a satisfactory standard and they should seek professional legal advice as necessary.
- 18.8. **From 31st March 2025, the Licensing Authority will generally treat applications to add "off sales" to "on sales" premises licences as a minor variation application, in particular where the licence holder took advantage of the Business & Planning Act 2020 provision and there has been no adverse impact on the licensing objectives.**
- The Licensing Authority recognises the importance of outdoor hospitality in supporting local businesses and enhancing the vibrancy of public spaces. Pavement licences governed by the permanent regime introduced under the Business & Planning Act**

2020 are separate from premises licence under the [Licensing 2003 Act](#) but may interact where alcohol is served outdoors. Licence holders must ensure that the use of outdoor space does not undermine the licensing objectives. The Licensing Authority shall ensure that there is co-ordination and consistency between pavement and premises licensing where applicable.

Members Clubs

- 18.9. Some activities carried out by clubs need to be licensed under the [2003 Act](#) but generally, members clubs are treated differently to proprietary clubs and commercial premises. A club is an organisation where members have joined together for a particular reason, i.e. social, sporting or political, and have combined to buy alcohol in bulk as members of the organisation for supply to members. In order to apply for a Club Premises Certificate, the club needs to be a 'Qualifying Club'.
- 18.10. Where there is doubt about the eligibility for a club premises certificate, the Licensing Authority will seek assurances and evidence from applicants that they are a qualifying club for the purposes of the [2003 Act](#). Such evidence may include membership records, minutes of committee meetings, etc.

Temporary Event Notices

- 18.11. Anyone may give the Licensing Authority a Temporary Event Notice (TEN). This procedure allows people to hold an event involving licensable activities without having to apply for a Premises Licence or Club Premises Certificate.
- 18.12. The [2003 Act](#) provides a system for the temporary carrying on of any licensable activity outside of the terms of a premises licence or club premises certificate. Under this system no authorisation as such is required from the licensing authority. Instead, a person wishing to hold an event at which such activities are proposed to be carried on (the "premises user") gives notice to the [Licensing Authority](#) of the event.

Personal Licences

- 18.13. To sell alcohol in licensed premises at least one person needs to hold a 'Personal Licence' which has been granted by the Licensing Authority where they live. This requirement does not apply to 'qualifying clubs'.
- 18.14. In some premises there may be more than one person holding a 'Personal Licence' and it is important that one person is named as being in control, this person is called the 'Designated Premises Supervisor'. The Designated Premises Supervisor is the key person who will usually be responsible for the day-to-day management of the premises.
- 18.15. There is one exemption from the need for a personal licence holder and 'Designated Premises Supervisor' in line with the mandatory requirements of the [Licensing 2003 Act](#), [sections 19\(2\) and 19\(3\)](#). That is in the case where a community premises (church, community [halls](#), and village

halls, etc.) has applied for and been granted an application to disapply these mandatory conditions.

18.16. In determining applications for personal licences, the Licensing Authority will have regard to the guidelines issued by the Secretary of State under section 182 of the [Licensing-2003 Act 2003](#) and any secondary legislation. The promotion of the four licensing objectives applies to the consideration of applications for personal licences equally as it does to applications for premises licences.

19. Representations

19.1. This policy will not seek to exclude any rights enshrined in the [2003 Act](#) or any other legislation for applicants or those making representations against applications. Each application and representation will be treated on its merits taking into account the legislation, the Guidance issued under section 182 of the [Licensing-2003 Act 2003](#) and this policy.

19.2. Representations can be made to the Council, as Licensing Authority, by a 'Responsible Authority' or by 'Interested Parties', which include individuals such as residents or bodies such as a residents association, trade associations and other businesses operating. Representations can be made concerning:-

- Applications for new premises licences or club premises certificates
- Applications to vary premises licences or club premises certificates
- Personal licence applications on criminal grounds (only by the Police)

19.3. Responsible Authorities are the public authorities specifically designated under the [Licensing-2003 Act 2003](#) to be consulted on all licence applications and are also entitled to make representations. A full list of Responsible Authorities is [attached at](#) Appendix F.

19.4. The Licensing Authority expect other responsible authorities, where they have concerns, to raise representations that fall within their remit. For instance, where there are concerns of crime and disorder, then the police should submit a representation.

19.5. The Licensing Authority is not generally expected to act as a responsible authority on behalf of other parties such as residents. However, there may be times where the Licensing Authority may feel it is appropriate to do so. For instance, this may be where the relevant responsible authority have failed to take action and the Licensing Authority is aware of relevant grounds to make a representation.

19.6. Where the Licensing Authority does act as a responsible authority and wishes to submit a representation, they may do so by assessing the application, visiting the premises if they feel it is appropriate to do so and

looking at the potential impact the application will have on the Licensing objectives. In addition, the Licensing Authority shall check the history of the premises, assess the level of confidence it has with management and the compliance with conditions of the licence.

19.7. Each responsible authority has equal standing and may act independently without waiting for representations from any other responsible authority.

19.8. In cases where the Licensing Authority is also acting as responsible authority, the Licensing Authority will ensure a separation of responsibilities within the authority to ensure procedural fairness and eliminate conflicts of interest. For example, the Licensing Authority will distinguish between the licensing case officer with and the officer nominated to act as the responsible authority by allocating clear and distinct functions.

19.9. The Licensing-2003 Act 2003 also permits Elected Members to make representations on their own behalf as well as on behalf of their constituents. Members of the public who are making representations may also request that their Ward Councillor speaks on their behalf at public hearings to determine applications.

19.10. Representations about an application must be made in writing to the Council's Licensing Team within the statutory time limits. **The representation must be relevant to the application and not vexatious or frivolous.**

19.11. Written representations include letters and emails. Representations received after the end of the public consultation period cannot legally be accepted and will not be considered by the Licensing Authority.

19.12. Representations must contain:

- (a) The name, full address & post code, of the person making them;
- (b) The reasons for their representation;
- (c) Which of the four Licensing Objectives the representation relates to, i.e. crime and disorder; public nuisance; public safety; and/or protection of children from harm.

Representations which do not meet this requirement may be rejected as being irrelevant or frivolous or vexatious.

19.13. **For borderline cases, the Licensing Authority shall give the benefit of doubt will be given to the person making the representation.**

19.14. Representations based on 'Need' for licensed premises, concerns the commercial demand for another pub, restaurant, off licence or hotel. This is not a matter for the Licensing Authority in discharging its licensing functions. 'Need' is a matter for planning committees and for the market. Representations made on the basis of need are likely to be rejected.

19.15. All valid representations will form part of a committee report that will become a public document. It will be given to the applicant, their agent, responsible authorities, other persons making representations and any other party requesting a copy as well as the Licensing Sub-committee 10 working days prior to the hearing. Anonymous representations will not be accepted.

19.16. Petitions may be submitted as (or as part of) a representation but may not be as informative as individual correspondence and as such may be given less weight when considered by a Licensing Sub-Committee.

19.17. Petitions will only be accepted if on each sheet it clearly shows:

- The name and address of the application site,
- Reasons for the representation, and
- Which of the four Licensing Objectives are relevant.

19.18. Each petitioner must give their name, [and](#) full address including post code.

19.19. Failure to comply with any of the above requirements could lead to the petition being rejected as a representation.

19.20. The Licensing Authority follows the guidance of the Secretary of State concerning the judgments of representation as being irrelevant, vexatious and frivolous. A representation would be 'irrelevant' if it does not relate to the application or to the promotion of the licensing objectives in the context of the application.

19.21. In considering whether or not a representation is 'vexatious or frivolous' the Licensing Authority must determine whether any ordinary and reasonable person would consider the matter to be vexatious or frivolous. Vexation may arise where, for example, there is a dispute between rival businesses. Frivolous representations would be categorised by a lack of seriousness.

19.22. Where a representation is found to be irrelevant, vexatious or frivolous, the person making it will be informed and that representation will be disregarded.

20. The Role of the Ward Councillor

20.1. Ward Councillors play an important role in the local community. They can make representations in writing and speak at the hearing on behalf of an interested party such as a local resident or local business if specifically requested to do so. They can also make representations as an interested party in their own right (see [Annex A](#) with regard to Councillors making representations).

20.2. Ward Councillors may apply for a review of a licence if problems are brought to their attention which justify intervention and relate to the licensing objectives.

20.3. Ward Councillors are informed of all new applications and any application to vary a licence in their ward. Individual Councillors may publicise an application locally in addition to the statutory publication and advertising carried out by the applicant.

20.4. Local residents and businesses may wish to contact their local ward Councillors in respect of a licence application. Details on how to contact Ward Councillors may be obtained from the Council's [website](#).

20.5. Ward Councillors may attend hearings of [Licensing Sub-Committees](#) considering applications and speak on behalf of local residents and businesses, but only if:

- They have made a personal representation;
- They have made a representation on behalf of local residents or businesses as 'community advocates'; [or](#)
- They have been nominated by (an objector) who cannot attend the hearing or prefers to be represented at the hearing.

Note: Where a Ward Councillor makes representations upon an application within their ward, in writing, to the Head of Administrative, Technical and Business Services within the appropriate statutory period of consultation for the application, and this representation has been forwarded to the Licensing Authority, that application shall then be scheduled to be heard by the Licensing Sub-Committee for determination. The Ward Councillor must include in their representations the reasons why they wish the application to be determined by the Sub-Committee and how the application adversely affects the licensing objectives. [policy clarification added by full Council on 7 September 2017].

20.6. If a Councillor as a Member of the Licensing Sub-Committee has been involved in campaigning about a particular application, they should declare any such interest and not take part in any [Licensing Sub-Committee](#) hearing considering that application. This does not apply to a [Ward Councillor](#) attending a hearing in their capacity following representations, as an interested party or [an](#) advocate in support or against a particular application.

21. Decision Making and Licensing Hearings

21.1. Applications for premises licences, club premises certificates, interim authorities, provisional statements, variation of designated premises supervisors and personal licences that do not attract representations will be granted under delegated authority and any conditions, apart from

mandatory conditions, will reflect and be consistent with the applicant's operating schedule.

- 21.2. The Licensing Authority and other Responsible Authorities, where appropriate, may choose to mediate with the applicant and other parties with a view to alleviate concerns from the application and discuss potential conditions or further measures so that agreement may be reached and ~~that~~ there is no longer a need to go to a formal hearing.
- 21.3. The Licensing Authority will form Sub-Committees consisting of three elected members led by one Chairman.
- 21.4. The full Licensing Committee will sit when it is considered appropriate to comply with any requirements of the Licensing 2003 Act ~~2003~~ or accompanying Regulations.
- 21.5. A Licensing Sub-Committee will sit to hear all applications for premises licences, club premises certificates, interim authorities, provisional statements, designated premises supervisors and personal licences which have attracted relevant representations from either a 'responsible authority' or 'other person'. A full scheme of delegations can be found at Appendix A.
- 21.6. A Licensing Sub-Committee will also sit to hear cases where the police and/or the Council's Noise and Nuisance officers have opposed a Temporary Event Notice on the basis that, should the event go ahead, one or more of the licensing objectives would not be promoted.
- 21.7. Members will, at all times, comply with the eCouncil's ~~m~~Member eCode of eConduct which should set out the standards that M~~m~~embers must observe.
- 21.8. Licensing Sub-Committee hearings will be broadcasted live on Hillingdon Council's YouTube Channel. Parties attending hearings will be made aware that the Council will film and record proceedings for both official record and resident digital engagement in democracy.
- 21.9. It is important for the L~~l~~icensing a~~a~~Authority and its e~~e~~Committee to ensure that there is no unforeseen biasness in its decision-making.
- 21.10. The rules of natural justice will apply. For example, a party must know the case against them; anyone affected by a decision has a right to be heard; and no one should be a judge in his own cause.
- 21.11. All the parties will be given a full and fair hearing, that~~which~~ shall be conducted in an open, transparent and accountable manner.
- 21.12. Applications will be considered on the basis of whether they promote the four licensing objectives. Each application will be considered on its own merits and, whilst consistency is important, similar applications may be decided in different ways.

21.13. Any decisions made by the Licensing Sub-Committee will be announced verbally at the end of the hearing where possible, and a Decision Notice will be sent in writing to the applicant and any person who has made a valid representation within five working days.

22. Licence Conditions

22.1. Conditions on premises licences and club certificates are determined by:

- The measures put forward on the Operating Schedule
- Mandatory conditions within the [2003](#) Act (current list included at Appendix G)
- Measures decided at a hearing by the Licensing Sub-Committee

22.2. Conditions attached to licences by the Licensing Authority that have been proposed by the applicant in their operating schedule should be consistent with the steps set out in the operating schedule. This means that the effect of these conditions should be substantially the same as that intended by the terms of the operating schedule.

22.3. Any conditions attached to licences following relevant representations will focus on matters within the control of the Premises Licence Holder or Club Management Committees. They will address matters which have a direct impact on those living, working or engaged in normal activities in the vicinity, as well as patrons of the licensed premises.

They will not be used as a means of attempting to attach responsibility to Premises Licence Holders or Club Management Committees for matters outside their reasonable control, such as anti-social behaviour once away from the premises or licensable activity.

Conditions imposed by the Licensing Authority shall be appropriate, reasonable, and proportionate and should be determined on a case-by-case basis.

22.4. The Licensing Authority will not impose standard conditions upon every licence issued; however, it may have regard to model conditions produced by the Government and/or the Institute of Licensing and it may choose to impose these in appropriate circumstances.

23. Enforcement

23.1. The Licensing Authority expects all licence holders to adhere to conditions attached to their premises licence and to fully promote the licensing objectives. This is also expected from holders of Club Premises Certificates, users of Temporary Event Notices and Personal Licence holders of the Borough.

- 23.2. Authorised officers of the Council will carry out both proactive risk rated inspections and reactive inspections to investigate complaints and referrals to ensure compliance.
- 23.3. The Licensing Authority shall focus on agreed problem and high-risk premises which require greater attention, while providing a lighter touch for low-risk premises or those that are well run. This should ensure that the Council resources are used efficiently and effectively. Factors to be taken into account when determining whether a premises is considered high risk or not include: history of compliance from proactive licensing inspections, history of complaints, information or referrals from Responsible Authorities and confidence in management at the premises.
- 23.4. The Licensing authority reminds operators of licensed premises that it is incumbent on them to provide appropriate training for their staff to ensure the promotion of the licensing objectives. For example, this includes training in relation to age verification and the prohibition of the sale and supply to intoxicated persons.
- 23.5. It is a criminal offence under section 136 of the 2003 Act to carry on any of the licensable activities other than in accordance with a licence or other authorisation under the 2003 Act. **It is also an offence for a person to knowingly carry out this unauthorised licensable activity.** The fine for this offence is unlimited. The local authority, the Police and other authorised persons under the Act have powers to take action in relation to premises carrying on unauthorised activities.
- 23.6. Any enforcement action taken in relation to the duties of this Licensing Authority under the [Licensing-2003 Act 2003](#) will comply with the London Borough of Hillingdon Council's current 'Prosecutions and Sanctions Policy'.
- 23.7. The Council also supports the 'Hampton Principles' of avoiding duplication when carrying out inspections and will endeavour to carry out its inspections of licensed premises in accordance with those principles.
- 23.8. Enforcement Officers will also comply with 'The Code for Crown Prosecutors' published by the Crown Prosecution Service which can be accessed at:
<https://www.cps.gov.uk/publication/code-crown-prosecutors>
- 23.9. The Licensing Authority's Officers may carry out joint enforcement inspections with Metropolitan Police officers and other authorised officers of the Responsible Authorities.

24. Reviews

- 24.1. At any stage following the grant of a premises licence or a club premises certificate, an application for a review application can be submitted to the Licensing Authority by a Responsible Authority, any Elected Member or

an Interested Party in connection with any of the four licensing objectives.

24.2. The Council, as Licensing Authority, will reject an application for review where it considers that the complaint is:

- Not relevant to any of the Licensing Objectives
- Vexatious, frivolous or repetitious

24.3. The Licensing Authority will be prepared to facilitate mediation between the licensee and those who may be intending to review the licence, depending upon the severity of the individual circumstances.

24.4. It is recommended that applications for review of premises licences are not made until at least six months after the grant of a licence in order to allow time for evidence to be gathered on the grounds for review.

24.5. Premises subject to review must display a statutory notice so that it is visible to passers-by, stating the ground for review and advising those who wish to make a representation to write to the Licensing Authority.

24.6. The Licensing Authority will also publish similar notices on the Council's website.

24.7. The Violent Crime Reduction Act 2006 gives the police power to review a premises licence with immediate effect where a senior police officer considers there is the risk of serious crime or disorder at the premises. This is known as an 'expedited review'.

24.8. Where an 'expedited review' has been applied for by the Police, the Licensing Authority will convene a Licensing Sub-Committee, who will consider any interim immediate steps that may include modifying the licence conditions, suspending the licence or removing the designated premises supervisor (DPS). Interim steps will be imposed by the Licensing Sub-Committee within two working days from receipt of the application. There is no requirement for a formal hearing to be held in order to take interim steps. Therefore, the relevant sSub-eCommittee members can communicate by telephone or other remote means in order to reach a decision. A written record should always be produced as soon as possible after a decision is reached.

24.9. The Licensing Sub-Committee may impose interim steps without consulting with the licence holder; however, every effort will be made to contact the licence holder and inform him of the review. If interim steps are imposed, the Licensing Authority shall immediately notify the licence holder and the police. The licence holder is entitled to make representations at this stage and a hearing will be held to facilitate this. The Licensing Authority must hold a full review of the premises licence and determine the review within 28 days after the day of receipt of the chief officer's application.

25. Cumulative Effect

- 25.1. Whilst the London Borough of Hillingdon does not have a concentration of licensed premises as found in central London boroughs, it nevertheless has a relatively large number of pubs and restaurants in Town Centre areas. Most of these Town Centre areas are also home to many residents. However, the Council, as the Licensing Authority, does not propose, at this stage, to set quotas for particular types of licences.
- 25.2. Applications will be considered on their individual merit thus ensuring that the characteristics of the many different types of licensable activity are fully considered. If crime and disorder or general disturbance/nuisance do prove to be linked to the concentration of customers of licensed premises in any particular areas, then the Licensing Authority will consider introducing controls over the issue of new licences through a 'Special Policy' (to limit the number of licensed premises).
- 25.3. It would first be necessary to establish that, because of the number and density of licensed premises selling alcohol in a particular area, there are exceptional problems of nuisance, disturbance and or disorder outside or away from those licensed premises as a result of their combined effect. Where particular premises are identified as being responsible for the problems it may be possible to take specific measures against those individual Premises Licence Holders or Club Management Committees following relevant representations.
- 25.4. Where there is public disorder from a minority of people who display anti-social behaviour away from licensed premises, there are other measures available to the Police Authority to address such issues.
- 25.5. Before deciding whether to adopt a Special Policy (to limit the number of licensed premises), the Council as the Licensing Authority must be sure that the imposition of individual conditions to particular premises would not solve the problem. The Council as the Licensing Authority has a duty under Section 17 of the Crime and Disorder Act 1998 to do all that it reasonably can to prevent crime and disorder. It must be sure it has met its obligations under the Crime and Disorder Act 1998 and in terms of its promotion of the licensing objectives under the [Licensing 2003 Act](#) ~~2003~~.
- 25.6. If objector representations are made as to the cumulative effect of a new application and hence the need for a Special Policy (to limit the number of licensed premises), the onus will be on the objector to provide the evidence that the additional premises would produce the impact claimed.
- 25.7. If a Special Policy (to limit the number of licensed premises) is introduced it will be reviewed regularly to assess whether or not it is still needed.

26. Mobile, Remote and Internet Sales

- 26.1. The Licensing Authority may receive applications for the sale of alcohol where payment is not necessarily taken at the same place where alcohol is appropriated to the contract. This situation occurs when sales are made online, by telephone, or mail order. The sale of alcohol is to be treated as taking place where the alcohol is appropriated to the contract. It will be the premises at this location which need to be licensed. The applicant must specify the location where alcohol is stored and dispatched.
- 26.2. In these cases, the Licensing Authority will ensure that the subsequent premises licence will be subject to appropriate conditions. ~~including the times of day during which alcohol may be sold and also the mandatory licence conditions such as age verification measures. These~~ may include- but are not limited to:
- Times of day during which alcohol may be sold
 - Age verification procedures for online and remote sales
 - Secure storage and dispatch protocols
 - Restrictions on delivery times to prevent public nuisance
 - Measures to prevent proxy purchasing and underage access
- 26.3. Operators who run premises providing 'alcohol delivery services' should advise the Licensing Authority that they are operating such a service in their operating schedule. This ensures that the Licensing Authority can properly consider what conditions are appropriate to attach to the applicant's premises licence. The delivery process must include robust age verification checks at the point of delivery. Delivery personnel should be trained to refuse delivery if age verification fails.
- 26.4. Operators who use third-party platforms (e.g. Uber Eats, and Deliveroo apps) remain responsible for ensuring compliance with licensing conditions. The Licensing Authority may require evidence of contractual arrangements and compliance protocols with third-party vendors.
- 26.5. Premises with an existing premises licence, which choose to operate such a service in addition to their existing licensable activities, should contact their Licensing Authority for its view on whether this form of alcohol sale is already permitted or whether an application to vary the licence will be required.
- 26.6. The Licensing Authority may also receive applications for mobile, remote, and internet sales for late night refreshment such as fast food orders. Applicants should be mindful of the impact of such applications on the licensing objectives particularly the prevention of public nuisance. For instance, there may be concerns of vehicles or noise created by waiting vehicles or drivers outside the premises for pick up. Applicants

should put in place appropriate measures and address these issues in their operating schedule.

27. Licensing Hours

- | 27.1. Prior to the introduction of the [Licensing 2003 Act-2003](#), it was believed that fixed and artificially early closing times (established under the Licensing Act 1964) were one of the key causes of rapid binge drinking prior to closing times and one of the causes of disorder and disturbance when large number of customers were required to leave the premises simultaneously.
- 27.2. The aim through promotion of the licensing objectives should be to reduce the potential for concentrations and achieve a slower dispersal of people from licensed premises through flexible opening times.
- 27.3. Arbitrary restrictions that would undermine the principle of flexibility will therefore be avoided. The four licensing objectives will be paramount at all times and the Council will always consider the individual merits of each case.
- 27.4. In accordance with guidance there is no fixed restriction on terminal hours for any particular areas of the borough. Such a restriction could cause the migration of patrons from one area to another and create the circumstances that the legislation is attempting to avoid. Each application will be dealt with on its merits. It is for the applicants to detail in their Operating Schedule exactly what times they intend to open and close the premises and what measures they will take to ensure that they do not cause nuisance or disturbance to their neighbours in the vicinity. The later the terminal hour applied for, the greater will be the need to address the issues of disturbance and nuisance.
- 27.5. Shops, stores and supermarkets licensed to sell alcohol will normally be allowed to do so for the full duration of their trading hours. Restrictions may be applied, for example where representations are made indicating the particular premises or patrons of the premises are linked to disorder and or disturbance.

28. Exemptions

- 28.1. There are a number of circumstances where entertainment related activities are exempt from regulation. These activities are specifically addressed in detail in the Section 182 Guidance. In summary, these are:
- Live Music
 - Recorded Music
 - Plays
 - Performances of Dance

- Indoor Sport
- Any entertainment provided by a local authority, school or hospital
- Community exhibitions of film

28.2. The exemption for entertainment is subject to certain conditions relating to the timings of the entertainment and maximum audience numbers, i.e. between the hours of 08:00 and 23:00 and for audiences of no more than 500 people.

28.3. In licensed premises, where the exemptions apply, any conditions relating to entertainment would be suspended between the hours of 08:00 and 23:00. However, the Licensing Authority is empowered to lift the suspension of licence conditions upon a licence review where there are demonstrable effects on one or more of the licensing objectives.

28.4. It should be noted that any dance performances of an adult nature, involving nudity, are still regulated under the Local Government (Miscellaneous Provisions) Act 1982 and separate permission would apply.

APPENDIX A – TABLE OF LICENSING FUNCTIONS/DELEGATIONS

MATTER TO BE DEALT WITH	SUB-COMMITTEE	OFFICERS
Application for a personal licence	If a Police objection made	If no objection made
Application for personal licence, with unspent convictions	If a Police objection made	If no objection made
Application for premises licence/club premises certificate	If a relevant representation made	If no representation made
Application for provisional statement	If a relevant representation made	If no representation made
Application to vary premises licence/club premises certificate	If a relevant representation made	If no representation made
Application to vary designated premises supervisor	If a Police objection made	All other cases
Request to be removed as designated premises supervisor		All cases
Application for transfer of premises licence	If a Police objection made	All other cases
Application for Interim Authorities	If a Police objection made	All other cases
Application to review premises licence/club premises certificate	All cases	
Decision on whether a representation/objection is irrelevant, frivolous, vexatious, etc.		All cases
Decision to object when local authority is a consultee and not the lead authority	All cases	
Determination of an objection to a Temporary Event Notice	All cases	
Revocation of Personal Licence where convictions come to light after grant	All cases	
Determination of application by Community Premises to include alternative licence condition	If a Police objection made	All other cases
Decision whether to consult other responsible authorities on minor variation applications		All cases
Determination of minor variation applications		All cases

APPENDIX B – PREVENTION OF CRIME AND DISORDER

Examples of measures

Examples of measures to prevent crime and disorder which applicants are encouraged to give when completing their Operating Schedules:

- Use of crime prevention notices – For use in circumstances where it would be helpful to warn customers of prevalence of crime which may target them, for instance, to warn of pickpockets or bag snatchers
- Publicising details of the premises operation – Display details of the premises opening, closing times and permitted times for licensable activities
- Installing CCTV – The presence of CCTV cameras can be an important means of deterring crime both inside and outside of the premises. It can also help to provide valuable evidence in the event that an incident does occur. CCTV should be maintained in good working order and used at all times with a thirty-one-day library of recordings maintained at all times. In addition, a staff member who is able to operate the CCTV system shall be on the premises at all times when the premises is open. The staff member shall be able to provide the Police or authorised officer copies of recent CCTV images or data with minimum delay when requested.
- An incident log shall be kept at the premises and made available on request to a Police Officer or an authorised officer. The following ~~incident~~ should be recorded in the log:
 - (a) all crimes reported to the venue
 - (b) all ejections of patrons
 - (c) any complaints received concerning crime and disorder
 - (d) any incidents of disorder
 - (e) all seizures of drugs or offensive weapons
 - (f) any faults in the CCTV system, searching equipment or scanning equipment
 - (g) any refusal of the sale of alcohol
 - (h) any visit by a relevant authority or emergency service
- Removing low-cost high strength alcohol from offer – To help reduce street crime and violence and anti-social behaviour from public drunkenness
- Developing a drugs policy in conjunction with the police – Establish a clear written anti-drugs policy and publicise this to customers
- Preventing counterfeit products, such as alcohol, tobacco, DVDs, CDs and other goods from being offered for sale upon the premises

- Exercising control over the removal of open drink containers – To prevent the use of containers as weapons in the street
- Using plastic containers and toughened glass – Consideration should be given to the use of safer alternatives to glass which would inflict less severe injuries if used as weapons. Note: That any glass alternatives used for measuring draft beer and cider must be lawful for trade use under weights and measures legislation.
- Introducing bottle bans – Decant drinks into glasses before being handed across a bar
- Providing seating for customers – sufficient to ensure that the majority of customers do not have to stand
- Ensuring good availability of soft drinks and food
- Employing an appropriate number of SIA registered door supervisors – Valuable for maintaining orderly behaviour in queues; searching and excluding those suspected of carrying offensive weapons, or illegal drugs; keeping out banned individuals; or controlling admissions and departures
- Making personal searches by door supervisors a condition of entry – Including the provision of signage and female SIA for personal searches conducted on female customers and performers
- Providing door supervisors with search wands / search arches – Maintained in good working order and used on all occasions
- Providing a drugs and weapons box – Kept under the direct control of premises management with all seized drugs and weapons to be handed over to the police in accordance with the police code of practice
- Installing ID scanning and recording equipment – Requiring all patrons to provide ID and agree to being recorded. Provide notices to this effect in conjunction
- Establishing a last admissions policy – For both admissions and readmissions. Publicise this at the premises
- Establishing a dispersals policy – Helping to reduce the potential for disturbance to local residents
- Co-operating with the police and Council on venue hire agreements – Providing good notice (at least one month) of all internal and external promoters engaged at the premises, and also complying with requests from the police not to engage a specific promoter where this is recommended by the police for crime and disorder

- Specifying that there shall be a personal licence holder on duty on the premises at all times when the sale of alcohol can take place

Premises Licence Holders and representatives from Clubs are expected to participate in Pub Watch, Club Watch, Business Watch and Radio Link and similar schemes.

Dispersal

The Licensing Authority considers the orderly dispersal of customers from licensed premises to be an important factor in promoting the licensing objectives. In considering any application for the grant or variation of a licence, serious consideration will be given to the dispersal arrangements from the premises and the effect that granting the licence might have on the dispersal arrangements of other licensed premises in the area. The Licensing Authority will pay particular attention to an application which may delay orderly dispersal or is likely to encourage people to remain in the vicinity.

Drugs

The Licensing Authority recognises that drug misuse is not something that is relevant to all licensed premises however it is committed to the reduction and eradication where possible of drugs from licensed premises as part of its role in promoting the Crime and Disorder licensing objective.

If relevant representations are received to following an application for the grant or variation of a licence, special conditions may be imposed to support the prevention of the sale, supply and consumption of drugs.

In premises where drugs misuse is problematic and where the Police or others apply for a 'Review' of the licence, the Licensing Authority will consider this as being very serious and will give appropriate consideration to the full range of options available including the suspension and revocation of the licence. The Licensing Authority recognises that each case is individual and will be decided on the facts and its specific merits.

Nightclubs and other similar venues

Nightclubs and other similar venues should, when completing their operating schedule, consider including reference to the use of risk assessments for the different types of music and DJ's/MC's or similar that they propose to use.

In addition, if it is proposed, on occasions, to stage significant events or promotions, then applicants should also consider when completing their

operating schedule, submitting a separate risk assessment for each individual event or promotion followed by the submission of a subsequent 'de-brief' report.

APPENDIX C – PUBLIC SAFETY

Examples of measures

Examples of measures to promote Public Safety may include:

- The setting of a safe capacity limit – This is important in order to prevent overcrowding
- Escape routes to be clear, unobstructed, well maintained, immediately available and clearly identified in accordance with the plans provided
- The approved arrangements at the premises, including the means of escape provisions, emergency warning equipment, the electrical installation and mechanical equipment shall at all times be maintained in good condition and full working order
- Appropriate measures to ensure that any patrons drinking and/or smoking outside the premises do so in an orderly manner and are supervised by staff so as to ensure that there is no public nuisance or obstruction of the public highway

Publications to consider

Publications which applicants should consider when preparing their operating schedules include:-

- British Standard 9999- Code of Practice for Fire Safety in the Design, Management and Use of Buildings
- Regulatory Reform (Fire Safety) Order 2005, ~~—sections~~ 14(2)-(a)-(h)
- British Standard 7671 - Requirements for Electrical Installations (I-E-E-I Wiring Regulations)
- British Standard 5266 - Code of Practice for emergency lighting systems
- British Standard 5839 - Fire Detection and Alarm Systems for Buildings
- ~~Model National Standard Conditions for Places of Entertainment Published by LDSA Publications, PO Box 266, Bromley, Kent, BR2 9ZN~~
 - ~~Technical Standards for Places of Entertainment Published by LDSA Publications, PO Box 266, Bromley, Kent, BR2 9ZN~~
- Purple Guide - A guide to health, safety and welfare at large events: <http://www.thepurpleguide.co.uk/>

- Managing Crowds Safely: HSG154 (ISBN 0-7176-1834-X)

- ~~'Managing Risk & Risk Assessment at Work' - HSE's online guidance: www.hse.gov.uk/simple-health-safety/risk/more-detail-on-managing-risk.htm 5 Steps to Risk Assessment, Case Studies (HSE 1998) (ISBN 0-7176-1580-4)~~

- The Guide to Safety at Sports Grounds (Green Guide) published by HMSO (ISBN 0-11-341072-7)

~~Safety Guidance for Street Arts, Carnival, Processions and Large Scale Performances, www.streetartsnetwork.org/pages/publications~~

~~Home Office and London Drug Policy Forum guidance 'Safer Clubbing'~~

APPENDIX D – PREVENTION OF PUBLIC NUISANCE

Relevant issues

Relevant issues might include:

- Preventing noise and vibration escaping from the premises, including music, noise from plant and patrons
- Preventing disturbance by patrons arriving at, gathering outside of, being admitted or re-admitted to or departing from the premises, particularly, but not exclusively, between 11pm- and 7am-hours
- Preventing vehicle queues forming outside of the premises, or, where some form of queuing is necessary, the steps to prevent disturbance or obstruction
- Ensuring clear up operations conducted by staff do not cause a nuisance and that staff leave the premises quietly
- Addressing arrangements made for parking by patrons
- Considering whether there is sufficient public transport provision and where licensed taxis or private hire vehicles are likely and any arrangements made to prevent disturbance to local residents
- Controlling disturbance that may be caused by the use of gardens / terraces / external and other open-air areas including the highway, particularly in relation to smoking and the passage of patrons between internal and external areas
- Preventing nuisance from the positioning and operation of plant and machinery such as kitchen extraction systems, ventilation plant, condensers
- Restricting delivery and collection times (for waste, equipment and consumables) to between 8am -and 8pm-hours
- Limiting any nuisance or glare caused by the positioning of external lighting, including security lighting
- Preventing odour or pests from refuse storage and waste disposal and the accumulation of litter and smokers' waste in the vicinity of the premises
- The need for regular patrols of the boundary of the premises and/or at the nearest residential to ensure nuisance impacts are not being experienced by neighbours.

Management controls

Management controls should be considered for:

- The numbers of persons using any licensed external area at any one time
- The hours of operation of any licensed external area, requiring patrons to return back into the premises at a specific time. In residential areas, this is particularly important.
- The numbers of smokers allowed outside of the premises at any one time
- The taking of drinks outside of the premises when patrons step outside to smoke. This can be assisted by providing a 'drinks safe' area for patrons who temporarily leave the premises
- Queues of patrons awaiting admission and how these are arranged
- The areas within which patrons may congregate outside of the premises, restricting them, for instance, to the curtilage or footprint of the premises
- The times within which live music and/or amplified sound may be played in any external area or marquees or relayed by external speakers (where permitted under the terms of the licence)
- The times within which barbecues or other cooking facilities may be provided within any external area
- Terminal hour for last admissions and readmissions to the premises
- The supervision of patrons using any external area so as to prevent nuisance and disturbance
- Arrangements made with local cab companies calling for customers, requiring that they call within the premises for their customers without sounding their horn in the street
- The reduction of music levels within the premises 30 minutes before closing so as to reduce levels of excitement among patrons upon leaving
- The display of notices at exit points asking patrons to 'please leave quietly' and be mindful of local neighbours when leaving the premises
- The supervision of patrons outside of the premises to ensure quick dispersal from the immediate area upon closing time

- The clearance of any litter created by the operation of the premises
- The hours during which external activities such as the handling and removal of waste or musical equipment or the delivery of goods
- Restricting the use of artificial lighting outside of the premises so as to reduce the potential for light nuisance
- Applicants are advised to seek advice from the Council's Environmental Health Officers (contact details can be found in [Appendix F](#)) before preparing their plans and operating schedules. Where representations are received and upheld at a hearing the Licensing Authority will consider attaching conditions to licences and permissions to prevent public nuisance.

Publications to consider

Publications which should be considered when preparing operating schedules [include](#):

- British Standard 4142:-2014 [+A1:2019](#): - Methods for rating and assessing industrial and commercial sound
- London Borough of Hillingdon Supplementary Planning [Guidance Document on](#)- Noise
- ~~Control of 'Noise' published by the British Beer and Pubs Association~~

Commented [AD2]: I was not able to find this online.

APPENDIX E – PROTECTION OF CHILDREN FROM HARM

Possible restrictions

The Licensing Authority will consider any of the following options when dealing with a licence application where limiting the access of children is considered necessary to prevent harm to children:

- ~~Restrictions Limitations~~ on the hours when children may be present.
- ~~Restrictions Limitations~~ on the presence of children under certain ages when particular specified activities are taking place.
- ~~Restrictions Limitations~~ on the parts of premises to which children might be given access.
- ~~Restrictions Limitations~~ on ages below eighteen.
- Requirements for an accompanying adult.
- Full exclusion of people under eighteen from the premises when any licensable activities are taking place.

Examples of premises that will raise concern

The following are examples of premises that will raise concern:

- Where entertainment or services of an adult or sexual nature are commonly provided.
- Where there have been convictions of the current staff at the premises for serving alcohol to minors or with a reputation for underage drinking.
- A known association with drug taking or drug dealing.
- Where there is a strong element of gambling on the premises.
- Where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.

APPENDIX F - CONTACTS FOR RESPONSIBLE AUTHORITIES

Commented [AD3]: Ensure all the contact details are up-to-date

Responsible Authorities:

<u>Licensing Authority</u> The Licensing Service London Borough of Hillingdon Civic Centre 4W/01 High Street Uxbridge UB8 1UW licensing@hillingsdon.gov.uk	<u>Chief officer of police</u> Police Licensing Dept, Hillingdon Police Enforcement Uxbridge Police Station 1 Warwick Place Uxbridge UB8 1PG xh@met.pnn.police.uk
<u>Fire and rescue authority</u> Fire Safety Regulation: North West Area 1 London Fire Brigade 169 Union Street London SE1 0LL Attn: North West Area Team FSR-AdminSupport@london-fire.gov.uk	<u>Child protection / safeguarding body</u> Service Manager - Safeguarding Children and Quality Assurance 4S/07 Social Services London Borough of Hillingdon Civic Centre 4S/07 Uxbridge UB8 1UW safeguardingchildrenadmin@hillingsdon.gov.uk
<u>Enforcing Authority for the Health and Safety at Work Act 1974 (for premises not enforced by the Local Authority)</u> Health & Safety Executive Rose Court 2 Southwark Bridge London SE1 9HS www.hse.gov.uk	<u>Enforcing Authority for the Health and Safety at Work Act 1974 (for premises enforced by the Local Authority)</u> Food, Health & Safety Team London Borough of Hillingdon Civic Centre Uxbridge UB8 1UW environmentalhealthCP@hillingsdon.gov.uk
<u>Enforcing Authority under the Local Weights and Measures Act 1985 Authority</u> Divisional Trading Standards Officer Trading Standards Service	<u>Local Authority responsible for Environmental Pollution</u> Environmental Protection Unit London Borough of Hillingdon Civic Centre Uxbridge

<p>London Borough of Hillingdon Civic Centre Uxbridge UB8 1UW</p> <p>tradingstandards@hillington.gov.uk</p>	<p>UB8 1UW</p> <p>asbinvestigations@hillington.gov.uk</p>
<p><u>The Local Planning Authority</u></p> <p>Head of Planning London Borough of Hillingdon Civic Centre Uxbridge UB8 1UW</p> <p>planning@hillington.gov.uk</p>	<p><u>Local Public Health Authority Body</u></p> <p>Public Health London Borough of Hillingdon Civic Centre Uxbridge UB8 1UW</p> <p>publichealth@hillington.gov.uk</p>
<p><u>Canal & River Trust (in relation to a vessel)</u></p> <p>London Waterways Canal & River Trust Docklands Office 420 Manchester Road London E14 9ST</p> <p>enquiries.london@canalrivertrust.org.uk</p>	<p><u>Secretary of State</u></p> <p>Home Office (Immigration Enforcement) Alcohol Licensing Team Lunar House 40 Wellesley Road Croydon CR9 2BY</p> <p>IE.licensing.applications@homeoffice.gov.uk</p>

APPENDIX G - CURRENT MANDATORY CONDITIONS UNDER THE LICENSING ACT 2003

All Premises Licences authorising supply of alcohol

1. No supply of alcohol may be made under the Premises Licence –
 - (a) At a time when there is no Designated Premises Supervisor in respect of the Premises Licence; or
 - (b) At a time when the Designated Premises Supervisor does not hold a Personal Licence or his-their Personal Licence is suspended.
2. Every supply of alcohol under the Premises Licence must be made, or authorised by a person who holds a Personal Licence.
3. (1) The responsible person must ensure that staff on relevant premises do not carry out, arrange or participate in any irresponsible promotions in relation to the premises.
(2) In this paragraph, an irresponsible promotion means any one or more of the following activities, or substantially similar activities, carried on for the purpose of encouraging the sale or supply of alcohol for consumption on the premises —
 - (a) games or other activities which require or encourage, or are designed to require or encourage, individuals to—
 - (i) drink a quantity of alcohol within a time limit (other than to drink alcohol sold or supplied on the premises before the cessation of the period in which the responsible person is authorised to sell or supply alcohol), or
 - (ii) drink as much alcohol as possible (whether within a time limit or otherwise);
 - (b) provision of unlimited or unspecified quantities of alcohol free or for a fixed or discounted fee to the public or to a group defined by a particular characteristic in a manner which carries a significant risk of undermining a licensing objective;
 - (c) provision of free or discounted alcohol or any other thing as a prize to encourage or reward the purchase and consumption of alcohol over a period of 24 hours or less in a manner which carries a significant risk of undermining a licensing objective;
 - (d) selling or supplying alcohol in association with promotional posters or flyers on, or in the vicinity of, the premises which can reasonably be considered to condone, encourage or glamorise anti-social behaviour or to refer to the effects of drunkenness in any favourable manner;
 - (e) dispensing alcohol directly by one person into the mouth of another (other than where that other person is unable to drink without assistance by reason of disability).
4. The responsible person must ensure that free potable water is provided on request to customers where it is reasonably available.

5. (1) The premises licence holder or club premises certificate holder must ensure that an age verification policy is adopted in respect of the premises in relation to the sale or supply of alcohol.
 (2) The designated premises supervisor in relation to the premises licences must ensure that the supply of alcohol at the premises is carried on in accordance with the age verification policy.
 (3) The policy must require individuals who appear to the responsible person to be under 18 years of age (or such older age as may be specified in the policy) to produce on request, before being served alcohol, identification bearing their photograph, date of birth and either—
 (a) a holographic mark, or
 (b) an ultraviolet feature.
6. The responsible person shall ensure that—
 (a) where any of the following alcoholic drinks is sold or supplied for consumption on the premises (other than alcoholic drinks sold or supplied having been made up in advance ready for sale or supply in a securely closed container) it is available to customers in the following measures—
 (i) beer or cider: ½ pint;
 (ii) gin, rum, vodka or whisky: 25 ml or 35 ml; and
 (iii) still wine in a glass: 125 ml; and
 (b) these measures are displayed in a menu, price list or other printed material which is available to customers on the premises; and
 (c) where a customer does not in relation to a sale of alcohol specify the quantity of alcohol to be sold, the customer is made aware that these measures are available.

Minimum Drinks Pricing

1. A relevant person shall ensure that no alcohol is sold or supplied for consumption on or off the premises for a price which is less than the permitted price.
2. For the purposes of the condition set out in paragraph 1—
 (a) “duty” is to be construed in accordance with the Alcoholic Liquor Duties Act 1979(6);
 (b) “permitted price” is the price found by applying the formula—

$$P = D + (D \times V)$$

where—

- (i) P is the permitted price,
- (ii) D is the amount of duty chargeable in relation to the alcohol as if the duty were charged on the date of the sale or supply of the alcohol, and
- (iii) V is the rate of value added tax chargeable in relation to the alcohol as if the value added tax were charged on the date of the sale or supply of the alcohol;

- (c) “relevant person” means, in relation to premises in respect of which there is in force a premises licence—
 - (i) the holder of the premises licence,
 - (ii) the designated premises supervisor (if any) in respect of such a licence, or
 - (iii) the personal licence holder who makes or authorises a supply of alcohol under such a licence;
 - (d) “relevant person” means, in relation to premises in respect of which there is in force a club premises certificate, any member or officer of the club present on the premises in a capacity which enables the member or officer to prevent the supply in question; and
 - (e) “value added tax” means value added tax charged in accordance with the Value Added Tax Act 1994(7).
3. Where the permitted price given by paragraph (b) of paragraph 2 would (apart from this paragraph) not be a whole number of pennies, the price given by that sub-paragraph shall be taken to be the price actually given by that sub-paragraph rounded up to the nearest penny.
 4. (1) Sub-paragraph (2) applies where the permitted price given by paragraph (b) of paragraph 2 on a day (“the first day”) would be different from the permitted price on the next day (“the second day”) as a result of a change to the rate of duty or value added tax.
 (2) The permitted price which would apply on the first day applies to sales or supplies of alcohol which take place before the expiry of the period of 14 days beginning on the second day.

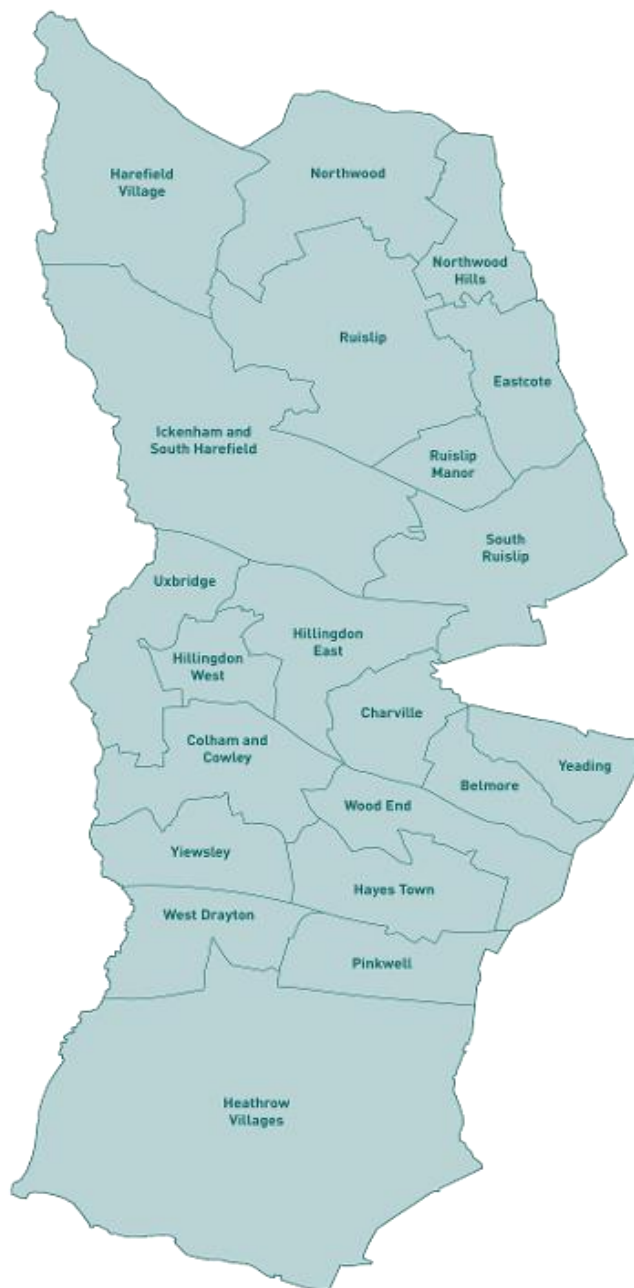
If the Premises Licence allows Exhibition of Films

1. Where a premises licence authorises the exhibition of films, the licence must include a condition requiring the admission of children to the exhibition of any film to be restricted in accordance with this section.
2. Where the film classification body is specified in the licence, unless subsection (3)(b) applies, admission of children must be restricted in accordance with any recommendation by that body.
3. Where—
 - (a) The film classification body is not specified in the licence, or
 - (b) The relevant licensing authority has notified the holder of the licence that this subsection applies to the film in question,
 admission of children must be restricted in accordance with any recommendation made by that licensing authority.
4. In this section, “children” means any person aged under 18; and “film classification body” means the person or persons designated as the authority under Section 4 of the Video Recordings Act 1984 (c.39) (authority to determine suitability of video works for classification).

**If the Premises Licence has conditions in respect of Door Supervision
(except theatres, cinemas, bingo halls and casinos)**

1. Where a premises licence includes a condition that at specified times one or more individuals must be at the premises to carry out a security activity, each such individual must:
 - (a) be authorised to carry out that activity by a licence granted under the Private Security Industry Act 2001; or
 - (b) be entitled to carry out that activity by virtue of section 4 of the Act.
2. But nothing in subsection (1) requires such a condition to be imposed:
 - (a) in respect of premises within paragraph 8(3)(a) of Schedule 2 to the Private Security Industry Act 2001 (c12) (premises with premises licences authorising plays or films); or
 - (b) in respect of premises in relation to:
 - (i) any occasion mentioned in paragraph 8(3)(b) or (c) of that Schedule (premises being used exclusively by club with club premises certificate, under a temporary event notice authorising plays or films or under a gaming licence), or
 - (ii) any occasion within paragraph 8(3)(d) of that Schedule (occasions prescribed by regulations under that Act).
3. For the purposes of this section:
 - (a) "security activity" means an activity to which paragraph 2(1)(a) of that Schedule applies, and which is licensable conduct for the purposes of that Act, (see Section 3(2) of that Act), and
 - (b) paragraph 8(5) of that Schedule (interpretation of references to an occasion) applies as it applies in relation to paragraph 8 of that Schedule.

APPENDIX H - MAP OF LONDON BOROUGH OF HILLINGDON



ANNEX A - WARD COUNCILLOR REPRESENTATIONS

Clarification added by full Council on 7 September 2017 with respect to ward councillors making representations:

Where a Ward Councillor makes representations upon an application within their ward, in writing, to the Head of Administrative, Licensing, Technical and Business Services within the appropriate statutory period of consultation for the application, **and this representation has been forwarded to the Licensing Authority** that application shall then be scheduled to be heard by the Licensing Sub-Committee for determination. The Ward Councillor must include in their representations the reasons why they wish the application to be determined by the Sub-Committee **and how the application adversely affects the licensing objectives.**

OUTCOME OF HOUSING INSPECTION (CONSUMER STANDARDS)

Cabinet Member & Portfolio	Cllr Steve Tuckwell, Cabinet Member for Planning, Housing & Growth Cllr Jonathan Bianco, Cabinet Member for Corporate Services and Property
Responsible Officer	Dan Kennedy - Corporate Director of Residents Services
Report Author & Directorate	Sam Strong, Assistant Director Homes and Neighbourhoods, Residents' Services
Papers with report	Appendix 1 - Regulator of Social Housing Regulatory Judgement

HEADLINES

Summary	This report presents to Cabinet the findings of an inspection of the Council's Social Housing landlord service by the Regulator of Social Housing. Overall, the judgement from the Regulator was a grade of C2, the second highest grade possible. The inspection found many strengths and some areas for improvement to achieve the highest grade of C1. This includes continuing to deliver the approved programme of works to council homes to achieve the decent homes standard and delivering agreed actions to strengthen tenant engagement and scrutiny of the landlord service. Actions are being actively delivered, and progress will be reported regularly to Cabinet Members and the Regulator of Social Housing.
Putting our Residents First Delivering on the Council Strategy 2022-2026	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 This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council
Financial Cost	There are no direct costs arising from the recommendations set out within this report.
Select Committee	Residents' Services Select Committee
Ward(s)	All

RECOMMENDATIONS

That:

1. the regulatory judgement from the Regulator of Social Housing (RSH) awarded to Hillingdon Council for its council housing service (consumer standards), which confirmed a consumer grading of C2, the second highest grade possible (appendix 1), be noted.
2. authority be delegated to the Corporate Director of Residents Services, in consultation with the Cabinet Member for Corporate Services and Property and the Cabinet Member for Planning, Housing & Growth, to approve (and publish) the action plan in response to the findings of the inspection, to work towards achieving the highest C1 grade, and to provide this to the Regulator of Social Housing along with regular updates on progress.
3. the work already underway to implement service changes to work towards achieving the highest grade of C1, be noted.

Reasons for recommendation(s)

The recommendations are based on the regulatory judgement by the Regulator of Social Housing following an inspection, which identified areas where some of the council's regulated housing services do not fully meet the requirements of the relevant consumer standard

Addressing these areas is crucial to ensure good quality, well-maintained, and safe homes for tenants, effective repairs, clear communication, fair and equitable outcomes for all tenants, and improved tenant engagement and complaint handling. Hillingdon Council has already engaged constructively with tenants and the Regulator and has plans in place to address these issues.

The implementation of a comprehensive service improvement programme is essential not only to prevent the risk of a future downgrade but also to ensure the council can achieve a C1 (full compliance) grade, demonstrating full adherence to regulatory standards and a commitment to good outcomes for our residents.

Alternative options considered / risk management

1. Do Nothing / Continue with the current arrangements – This would not meet the requirement from the Regulator of Social Housing to continue to improve services to achieve the highest grade of compliance possible (C1).
2. Continue to improve services and the housing offer – this option will ensure the service is fully compliant with regulatory standards and deliver the best possible outcomes and value for money, for residents.

Select Committee comments

The Residents' Services Select Committee has been kept updated on the inspection process and reviews the Landlord Service Annual Complaints annually. The Select Committee reserves its right to review the implementation of any approved action plan going forward.

SUPPORTING INFORMATION

1. The Regulator of Social Housing (RSH) published a regulatory judgement for the London Borough of Hillingdon (LB Hillingdon) on 30 July 2025, following responsive engagement that began in August 2024, and an inspection by the Regulator, which completed in July 2025.
2. This judgement confirms a consumer grading of C2, which is the first time a consumer grade has been issued for LB Hillingdon and is the second highest grade possible. The judgement was made following a performance assessment against all four consumer standards: Neighbourhood and Community, Safety and Quality, Tenancy, and Transparency, Influence and Accountability.
3. The grade of C2 indicates that there are many areas where good outcomes are being achieved for tenants delivering the consumer standards with some areas where further improvement is needed to achieve full compliance. Specifically, improvement areas were identified in the Safety and Quality Standard; the Transparency, Influence and Accountability Standard; and to a lesser extent, the Neighbourhood and Community Standard.
4. The inspection in 2025 involved the inspectors reviewing a range of documents and reviewing meetings of the Cabinet, Residents' Services Select Committee, Corporate Resources and Infrastructure Select Committee, Landlord Board, and two Special Interest Group tenant meetings were observed. Engaged tenants, officers, and councillors, including the Deputy Leader of the Council were interviewed as part of the inspection process. A wide range of documents provided by LB Hillingdon were reviewed, and the regulatory judgement is based on all information obtained during the inspection, responsive engagement, regulatory returns, and other regular engagement.
5. Safety and Quality Standard – the following summarises the findings:
 - Condition of Homes: LB Hillingdon has an understanding of the condition of 87% of its homes, based on physical assessments and other information. Plans are in place to physically survey all remaining homes by the end of 2025, followed by a rolling programme
 - Decent Homes Standard: While some homes do not meet the Decent Homes Standard, a costed improvement plan has been developed and adapted based on identified risks. The majority of required works are lower risk, and higher risk hazards have been addressed. The RSH will monitor progress in addressing this area.
 - Health and Safety: The Council is currently meeting legal health and safety requirements for tenants in homes and communal areas. Steps are being taken to improve performance reporting for robust oversight.
 - Tackling Damp and Mould: An improved approach to damp and mould has been developed, but there is a need to improve performance reporting on overdue cases and ensure consistencies in reporting to senior officers and councillors. Ongoing engagement by the Regulator will seek assurance on addressing this area.

- Repairs Service: The council was found to provide an efficient and effective repairs service in general, with recent improvements in timeliness. Improvement is needed in reporting repairs performance to senior leaders and councillors, and in providing clear and timely communication to tenants about repairs timescales and planned improvements.
 - Areas where the council's services do not currently meet the requirements were also found in communicating assistance for housing adaptations services. Improvement plans are in place to address these issues.
6. Neighbourhood and Community Standard - the following summarises the findings:
- Anti-Social Behaviour (ASB) and Hate Incidents: The council has a consistent approach to deterring and tackling ASB and hate crime and meets the Standard's requirements. However, the ASB policy is not yet formally approved, and evidence of meeting service standards in relation to ASB could not be provided. LB Hillingdon is reviewing its ASB service and planning improvements, which will be monitored.
 - Domestic Abuse: LB Hillingdon provided assurance that it is meeting expectations for working with agencies to tackle domestic abuse and enable tenants to access support.
7. Tenancy Standard – the following summarises the findings:
- LB Hillingdon offers tenancies compatible with accommodation purpose, household needs, community sustainability, and efficient housing stock use. The Tenancy Policy outlines its approach to tenancy management, with procedures and systems in place. Assurance was provided on supporting mutual exchanges for eligible tenants.
8. Transparency, Influence and Accountability Standard – the following summarises the findings:
- Fairness and Respect: the council is committed to treating tenants fairly and with respect, with examples of tailored service delivery. However, a limited understanding of tenant characteristics and needs restricts the ability to fully evidence fair and equitable outcomes for all tenants. Actions are being taken to develop this understanding, and improved outcomes will be sought.
 - Accessible Information: Performance reporting to tenants is limited, with reliance on online sharing and promotion of digital access. Improvements are needed in information provided to tenants on safety and quality standards. Developing a communications approach based on tenant needs and preferences, with more transparent reporting, will enhance accessibility and support tenant scrutiny. Improvement plans include objectives to improve service accessibility.
 - Tenant Views and Engagement: the council's tenant engagement approach is in its early stages. While tenants have influenced operational service design, assurance could not be provided that feedback is systematically heard at strategic levels. This gap was identified by LB Hillingdon, with plans for more tenant-led scrutiny, which the RSH will monitor.
 - Complaints Handling: the council has recently enhanced its complaints reporting, with assurance that most complaints are responded to promptly and performance against timescales has improved. Complaints accessibility for residents was identified as an area for improvements accessibility of the complaints approach, with information only directing tenants to online reporting. A plan is in place to further improve the complaints approach,

and assurance will be sought that changes lead to improved outcomes and sustained performance.

9. Engagement and Future Monitoring - the Regulator reported that the council has engaged constructively following its self-referral and throughout the inspection. A number of issues have been successfully addressed, and appropriate and resourced plans are in place to rectify remaining weaknesses. The RSH will continue to engage with LB Hillingdon and seek assurance of robust reporting structures for effective oversight as issues are addressed.
10. The Council is continuing to expedite a range of actions following the inspection, including planned programmes of works to deliver decent homes and strengthening tenant engagement, scrutiny and involvement of tenants in the landlord service, to ensure services offer value for money and deliver positive outcomes for residents.

Financial Implications

11. There are no direct financial implications arising from the recommendations set out in this report.
12. Indirect financial implications indicate that the plan being implemented as part of the aim to achieve C1 will also generate efficiencies in specific areas because of process reengineering and focused expenditure and investment on decent homes. This will reduce costs to tenants and enhance Value for Money of the housing delivery service. Specific areas where efficiencies are envisaged include improved repairs and maintenance alerts leading to earlier intervention, improved voids management and reletting processes, better rent collection processes improving collection rates, and reduced temporary accommodation throughput due to proactive tenants' engagement. These efficiencies will translate into financial benefits that will reduce costs for tenants over time.

RESIDENT BENEFIT & CONSULTATION

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

The recommendations set out in the report will ensure that the council addresses identified areas for further improvement in its delivery of the Regulator of Social Housing consumer standards, which directly impacts Hillingdon residents. Improvements in the Safety and Quality Standard will lead to good quality, well-maintained, and safe homes for tenants, meeting health and safety requirements, and an effective and timely repairs service, including better communication about repairs and adaptations.

Addressing improvement areas within the Transparency, Influence and Accountability Standard will ensure tenants have access to clear and timely information about services and standards, and have their views systematically taken into account in decision-making. Improved complaints handling will also directly benefit residents by ensuring concerns are addressed fairly, effectively, and promptly. These improvements will ensure the council's vision of putting our residents first is met.

Consultation & Engagement carried out (or required)

At this stage, no formal consultation has been undertaken with residents. However, the regulatory judgement itself was informed by engagement with a range of stakeholders, including engaged tenants, officers and Cabinet Members.

Tenant engagement and empowerment are now a core part of service delivery going forward. It is an objective of the service to be open and transparent and to work with residents on co-designing the improvement journey ahead. This will be followed by regular programme updates to the council and tenants on the delivery of future improvements and changes.

In 2024, Special Interest Groups (SIG's) with tenants were created as follows:

- caretaking
- grounds maintenance and green spaces
- compliments, complaints and learning
- neighbourhood management (ASB)
- repairs, planned works and maintenance
- reviewing policies and procedures
- tenancy management and welfare reform tenancy support.

These aim to foster resident engagement on key service areas and as noted by the Regulator have made rapid progress. The council is working towards securing resident involvement in decision-making panels and a full training programme will be provided to support this. As part of this new commitment to resident empowerment, a Resident Scrutiny Panel has started in July 2025 and resident-led conference, which has been designed and produced by residents themselves, is scheduled for the 26th of September 2025.

Improvement plans are in place to deliver more tenant-led scrutiny, and this will be monitored. The council will also be meeting with the RSH on a monthly basis to provide updates on progress.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendations to note the Regulator of Social Housing's C2 grading for Hillingdon Council's housing service and the work already underway to implement service changes to achieve C1 grading, alongside the recommendation to delegate authority to approve and implement the associated action plan contained in this report.

Furthermore, it is noted that the recommendations do not present any direct financial implications. Any costs or savings that arise from the implementation of the action plan to achieve a C1 grading will be monitored through the monthly monitoring cycle along with the wider MTFs and the overarching thirty-year Business Plan.

Legal

The Council has various statutory duties placed upon it by numerous pieces of legislation. More recently, the implementation of the Social Housing (Regulation) Act 2023 introduced a system of proactive regulation against the new consumer standards as set out in the body of this report. As such, there are no particular legal implications arising from this report and approval of the recommendations will facilitate the Council in addressing the requirements suggested in the Regulator of Social Housing Judgment awarded to the Council in July 2025.

BACKGROUND PAPERS

NIL

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London Borough of Hillingdon (00AS) Regulatory Judgement

30 July 2025

Our Judgement

	Grade / Judgement	Change	Date of assessment
Consumer	C2 Our judgement is that there are some weaknesses in the landlord delivering the outcomes of the consumer standards and improvement is needed.	First grading	July 2025

Reason for publication

We are publishing a regulatory judgement for the London Borough of Hillingdon (LB Hillingdon) following responsive engagement which began in August 2024, and an inspection completed in July 2025.

The judgement confirms a consumer grading of C2. This is the first time we have issued a consumer grade in relation to this landlord.

Summary of the decision

From the evidence and assurance provided during the inspection, our judgement is that there are some weaknesses in LB Hillingdon delivering the outcomes of the

consumer standards and improvement is needed, specifically in relation to the outcomes in the Safety and Quality Standard, the Transparency, Influence and Accountability Standard and, to a lesser extent, the Neighbourhood and Community Standard. Based on this assessment, we have concluded a C2 grade for LB Hillingdon.

How we reached our judgement

In August 2024 we received a self-referral from LB Hillingdon which identified concerns regarding its delivery of the outcomes of the Safety and Quality Standard, and we began responsive engagement. We then carried out a planned inspection of LB Hillingdon to assess how well it is delivering the outcomes of the consumer standards as part of our regulatory inspection programme. We considered all four consumer standards: Neighbourhood and Community Standard, Safety and Quality Standard, Tenancy Standard, and the Transparency, Influence and Accountability Standard.

During the inspection we observed meetings of the Cabinet, the Residents' Services Select Committee, the Corporate Resources and Infrastructure Select Committee, the Landlord Board, and two Special Interest Group tenant meetings. As part of the inspection, we met with engaged tenants, officers, and councillors including the deputy leader of LB Hillingdon. We also reviewed a wide range of documents provided by LB Hillingdon.

Our regulatory judgement is based on a review of all the information we obtained during the inspection as well as analysis of information received from LB Hillingdon in our responsive engagement, its regulatory returns and other regular engagement activity.

Summary of findings

Consumer – C2

July 2025

The Safety and Quality Standard requires landlords to have an accurate, up to date and evidenced understanding of the condition of their homes that reliably informs the provision of good quality, well maintained and safe homes for tenants and to ensure that tenants' homes meet the requirements of the Decent Homes Standard.

Through our responsive engagement with LB Hillingdon, and during the inspection, we saw evidence that LB Hillingdon has an accurate, up to date and evidenced understanding of the condition of 87% of its homes, based on a physical assessment at individual property level and supplemented using a range of other information sources. LB Hillingdon has plans in place to ensure that all remaining homes are

physically surveyed within appropriate timescales by the end of 2025, following which a rolling programme will be implemented. Whilst LB Hillingdon has a number of homes not meeting the Decent Homes Standard, it has developed a costed improvement plan, and we saw evidence of LB Hillingdon's ability to adapt this plan based on identified risks. The majority of works required to homes are lower risk, whilst the small proportion of higher risk hazards identified have been addressed. We will continue to engage with LB Hillingdon to monitor its progress in delivering its plan and addressing this weakness.

The Safety and Quality Standard also requires landlords to identify and meet all legal requirements that relate to the health and safety of tenants in their homes and communal areas, and ensure that all required actions arising from legally required health and safety assessments are carried out within appropriate timescales. During the inspection, LB Hillingdon provided evidence that it is currently meeting the legal requirements that relate to the health and safety of tenants in their homes and communal areas. Whilst overall compliance performance is strong, LB Hillingdon is taking steps to improve its performance reporting so that there is evidence of robust oversight to manage risks effectively. We also saw evidence that LB Hillingdon has developed its approach to damp and mould, although we observed a lack of performance reporting on overdue cases and inconsistencies in reporting to senior officers and councillors. Through our ongoing engagement, we will seek assurance that LB Hillingdon continues to develop its approach to address the weaknesses in its performance reporting.

The Safety and Quality Standard also requires landlords to provide an effective, efficient and timely repairs service for the homes and communal areas for which they are responsible. Through the inspection we saw evidence that LB Hillingdon is generally providing an efficient and effective repairs service, and we noted that the timeliness of the repairs service has recently improved. However, weaknesses remain in the reporting of repairs performance to senior leaders and councillors, and in the provision of clear and timely communication to tenants about repairs timescales and planned improvements to their homes. We also found weaknesses in how LB Hillingdon communicates how it will assist tenants seeking housing adaptations services. LB Hillingdon is aware of these issues and has improvement plans in place to address them.

The Neighbourhood and Community Standard states that landlords must work in partnership with appropriate local authority departments, the police and other relevant organisations to deter and tackle anti-social behaviour (ASB) and hate incidents in the neighbourhoods where they provide social housing. Through the inspection, we saw evidence that LB Hillingdon has a consistent approach to deterring and tackling ASB and hate crime, and that it meets the requirements of the Standard. However, whilst its process is set out on its website, LB Hillingdon's ASB policy is yet to be formally approved, and LB Hillingdon could not provide evidence

that it is meeting its service standards in relation to ASB. LB Hillingdon is reviewing its ASB service and planning improvements, and we will continue to monitor progress through our ongoing engagement and seek assurance that improvements are embedded.

The Neighbourhood and Community Standard also states that landlords must work co-operatively with other agencies tackling domestic abuse and enabling tenants to access appropriate support and advice. During the inspection, LB Hillingdon provided assurance that it is meeting these expectations.

In relation to the Tenancy Standard, we saw evidence that LB Hillingdon offers tenancies or terms of occupation that are compatible with the purpose of its accommodation, the needs of individual households, the sustainability of the community and the efficient use of its housing stock. LB Hillingdon's Tenancy Policy outlines its approach to tenancy management, and we saw evidence of procedures and systems in place to ensure the policy is applied. LB Hillingdon also provided assurance that it supports tenants living in eligible housing to mutually exchange their homes.

The Transparency, Influence and Accountability Standard states that landlords must treat tenants and prospective tenants with fairness and respect and take action to deliver fair and equitable outcomes for tenants. During the inspection LB Hillingdon provided assurance that it is committed to treating tenants with fairness and respect and we saw examples of service delivery tailored to known needs. However, we found that LB Hillingdon has a limited understanding of its tenants' characteristics and needs, and this restricts LB Hillingdon's ability to fully evidence that it is delivering fair and equitable outcomes for all tenants. During the inspection, we saw evidence of the action LB Hillingdon is taking to develop its understanding of its tenants and through our ongoing engagement we will seek assurance of improved outcomes for tenants.

The Transparency, Influence and Accountability Standard requires landlords to provide accessible information so tenants can use landlord services, understand what to expect from their landlord and hold their landlord to account. Performance reporting made available to tenants is limited and we observed a reliance on sharing information online along with communications that exclusively promote digital access to services. Improvements also need to be made in the information LB Hillingdon provides to tenants on the standards of safety and quality they can expect. Developing a communications approach based on tenants' known needs and preferences, along with more transparent reporting, will enhance LB Hillingdon's ability to ensure information is accessible and support tenants to scrutinise decision making. At the time of the inspection, we noted that LB Hillingdon's improvement plans include objectives to improve accessibility to services.

The Transparency, Influence and Accountability Standard also requires landlords to take tenants' views into account when making decisions about the delivery of landlord services. LB Hillingdon's approach to tenant engagement is in its early stages, and whilst we did see examples of tenants influencing operational service design and delivery, LB Hillingdon was unable to provide assurance that tenants' feedback and views are systematically being heard at strategic levels within the council. LB Hillingdon had identified this as a gap prior to the inspection and has plans in place to deliver more tenant-led scrutiny. We will work with LB Hillingdon to monitor its progress and to improve outcomes in this area.

The Transparency, Influence and Accountability Standard states that landlords must ensure complaints are addressed fairly, effectively, and promptly. LB Hillingdon has recently enhanced its approach to complaints reporting and we gained assurance during the inspection that the majority of complaints are responded to promptly, with performance against complaint timescales recently improving. We found weaknesses in the accessibility of the complaints approach with information only directing tenants to online reporting. LB Hillingdon has a plan in place to further improve its approach to complaints, and we will seek assurance that changes are leading to improved outcomes for tenants and performance continues to improve and be sustained.

LB Hillingdon has engaged constructively with us following its self-referral and throughout the subsequent inspection. Since identifying weaknesses in the delivery of outcomes, LB Hillingdon has successfully addressed a number of issues and is putting in place appropriate and resourced plans to rectify the remaining weaknesses. We will continue to engage with LB Hillingdon to seek assurance that it has robust reporting structures in place to enable effective oversight and challenge, as it seeks to address the issues that have led to this judgement.

Background to the judgement

About the landlord

LB Hillingdon owns 10,253 social housing homes in West London.

Our role and regulatory approach

We regulate for a viable, efficient, and well governed social housing sector able to deliver quality homes and services for current and future tenants.

We regulate at the landlord level to drive improvement in how landlords operate. By landlord we mean a registered provider of social housing. These can either be local authorities, or private registered providers (other organisations registered with us such as non-profit housing associations, co-operatives, or profit-making organisations).

We set standards which state outcomes that landlords must deliver. The outcomes of our standards include both the required outcomes and specific expectations we set. Where we find there are significant failures in landlords which we consider to be material to the landlord's delivery of those outcomes, we hold them to account. Ultimately this provides protection for tenants' homes and services and achieves better outcomes for current and future tenants. It also contributes to a sustainable sector which can attract strong investment.

We have a different role for regulating local authorities than for other landlords. This is because we have a narrower role for local authorities and the Governance and Financial Viability Standard, and Value for Money Standard do not apply. Further detail on which standards apply to different landlords can be found on our [standards page](#).

We assess the performance of landlords through inspections and by reviewing data that landlords are required to submit to us. In-Depth Assessments (IDAs) were one of our previous assessment processes, which are now replaced by our new inspections programme from 1 April 2024. We also respond where there is an issue or a potential issue that may be material to a landlord's delivery of the outcomes of our standards. We publish regulatory judgements that describe our view of landlords' performance with our standards. We also publish grades for landlords with more than 1,000 social housing homes.

The Housing Ombudsman deals with individual complaints. When individual complaints are referred to us, we investigate if we consider that the issue may be material to a landlord's delivery of the outcomes of our standards. For more information about our approach to regulation, please see [Regulating the standards](#).

ANNUAL PERFORMANCE REPORT 2024/25

Cabinet Member & Portfolio	Cllr Martin Goddard – Cabinet Member for Finance & Transformation / All Cabinet Members
Responsible Officer	Matthew Wallbridge, Chief Operating Officer
Report Author & Directorate	Ian Kavanagh, Head of Business Intelligence, Corporate Services
Papers with report	Annual Performance Report 2024/25

HEADLINES

Summary	This report presents Council's Annual Performance for 2024/25. It outlines the performance cycle and shows corporate performance for 2024/25 across all portfolios.
Putting our Residents First Delivering on the Council Strategy 2022-2026	<p>This report supports the Council's ambition of n efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents. This report supports our commitments to residents of:</p> <ul style="list-style-type: none"> • Safe and strong communities • A thriving economy • A digital-enabled, modern, well-run council • Thriving, healthy households • A green and sustainable borough
Financial Cost	None.
Select Committee	All
Ward(s)	All

RECOMMENDATION

That:

1. The Annual Performance Report for 2024/25 be noted, as attached in Appendix 1;
2. The report be presented to Select Committees in November with comments invited, and if received, those comments to be presented to full Council in November alongside the Annual Performance Report for information.

Reasons for recommendation(s)

Performance management is a critical function in local government, enabling councils to use data-driven insights to improve outcomes for residents. It supports accountability—both internally and externally—by demonstrating how public services respond to local needs and ensure value for money.

The Council's performance framework is aligned with the Hillingdon Council Strategy and incorporates a suite of reports accessible to services, senior management, the Corporate Management Team, and Cabinet. This annual report draws on key performance indicators and monitoring data to assess progress against strategic objectives. Where applicable, it includes the most recent data available, including pre-2024/25 benchmarks.

Notably, the report integrates indicators from the newly proposed introduced Local Government Outcomes Framework (LGOFF), which defines 15 priority outcomes and 115 measures—most of which are statutory and allow for regional and national comparison. Hillingdon will contribute to the development of the LGOFF ahead of its formal launch in April 2026 and will assimilate its measures into the Council's performance management framework.

Alternative options considered / risk management

None, as it is good business practice to report performance to decision-makers.

Select Committee comments

Following Cabinet's consideration of this Annual Report, all 4 select committees have scheduled consideration of this on their work programme in November to enable the monitoring of the performance of services within their respective remits. This ensures the Council can discharge its overview and scrutiny responsibilities effectively.

SUPPORTING INFORMATION

1. Performance management is about using data to drive evidence-based decision making to challenge current ways of working and service delivery models. It is an important tool for local government to take responsibility for its own performance and for the public and national governments to hold local service providers to account, ensuring they respond to local needs and that public money is being spent wisely.
2. Performance management includes a range of processes and methods to identify shared goals and various measurements of progress towards these. Closely aligned to the concept of governance it ensures arrangements are in place so an authority's objectives can be achieved.
3. Within Hillingdon performance is aligned to the Council Strategy, where a suite of performance reports is available to services, senior management teams, our Corporate Management Team, and the Leader and Cabinet. Monthly reports are presented to CMT and action logs completed.

4. This annual report uses key performance indicators and monitoring data to show performance on key services for Financial Year 2024/25 (or in some cases, the latest data available as well as pre-financial year 2024/25).
5. The Annual Performance Report for 2024/25 presents a detailed and transparent account of how Hillingdon Council is performing across its core service areas, with a clear emphasis on putting residents first. The report reflects a council that is actively responding to significant challenges—rising demand, financial pressures, and evolving community needs—while maintaining a strong commitment to service quality, accountability, and resident wellbeing.

Homes and Communities

6. As is the case across many London boroughs, Hillingdon continues to face substantial challenges due to rising demand from homeless households. Since 2022/23, the borough has experienced a more than 50% increase in homelessness presentations, with the unit cost of interim accommodation rising by over 30% annually. These pressures are driven by market conditions including high property purchase and rental costs, compounded by Hillingdon's role as a port authority, which contributes to a relatively higher level of need.
7. Social housing providers are also facing competing demands, particularly the need to improve the condition of existing stock, which is diverting resources away from expanding affordable housing supply. This lack of affordable, good-quality housing—across both public and private sectors—is placing considerable strain on the Council's finances and its ability to meet statutory responsibilities. It also risks negatively impacting residents' health, wellbeing, and educational outcomes.
8. Since April 2023, the number of residents approaching the Council due to the threat of homelessness has doubled. In response, a series of targeted actions are being implemented under the Temporary Accommodation Strategy, approved by Cabinet in February 2025, to improve outcomes during 2025/26. These include:
 - a. Increasing proactive homelessness prevention efforts with landlords to reduce presentations by 25 placements per month.
 - b. Introducing a price cap for all nightly charged temporary accommodation placements.
 - c. Securing 100 new leases for temporary accommodation use.
 - d. Expanding the supply of private rented accommodation by 25 units, bringing the total to 349 units for general fund placements.
 - e. Increasing the availability of social rented homes for homeless households, including the delivery of 245 new council properties in 2025/26.

Children Services

9. Children's Services continues to deliver safe, inclusive, and responsive support for children and families in Hillingdon, despite operating in a complex and high-demand environment shaped by national pressures and the borough's role as a port authority.
10. Safeguarding remains strong, with effective referral pathways and multi-agency collaboration ensuring timely support. The service maintains a rigorous approach to risk assessment and accountability.
11. Placement sufficiency is a growing concern, particularly around high-cost residential settings. Efforts are underway to rebalance provision, reduce reliance on external placements, and improve care stability through recruitment and innovative care models.

12. SEND demand is rising, prompting improvements in assessment efficiency and decision-making. Inclusion remains a priority, with a focus on mainstream support and school collaboration.
13. Support for unaccompanied asylum-seeking children and care leavers is being strengthened, with tailored, trauma-informed approaches to help young people transition successfully.
14. Youth justice shows positive trends in early intervention, though reoffending remains a challenge. The strategic focus on prevention and restorative practice is well placed to address this.
15. Workforce stability is critical, with ongoing investment in recruitment, development, and wellbeing to ensure consistent, high-quality service delivery.
16. Overall, the service is navigating challenges with strategic clarity and resilience. Performance data aligns with priorities, and the focus on transformation, inclusion, and sustainability positions Children's Services well for the future. Continued collaboration across the council and with partners will be key to maintaining progress.

Adult Social Care and Health (ASC&H)

17. ASC&H continues to operate in a challenging environment shaped by demographic shifts, complex care needs, and transitions from Children's Services. A growing cohort of individuals with autism-only diagnoses and co-occurring mental health needs is placing pressure on service design, workforce capability, and long-term planning.
18. Legislative changes—including the Care Act, Better Care Fund (BCF) requirements, and updates to the Deprivation of Liberty Safeguards (DoLS)—have added further complexity. Despite this, ASC&H has maintained strong performance in service user satisfaction, quality of life, and early intervention.
19. Digital tools and data analytics are improving access to information, enabling smarter care planning, and supporting independent living. The extra care model remains central to early support, with further innovations underway to enhance service delivery. Key actions taken to manage demand include:
 - a. Transformation of the front door through the Single Point of Access (SPA) and Multi-Agency Safeguarding Hub (MASH), improving triage and safeguarding outcomes.
 - b. Expansion of reablement services to promote recovery and reduce long-term dependency.
 - c. Timely submission of the BCF Assurance document to secure funding.
 - d. Collaborative work with care providers to manage inflationary pressures and maintain market stability.
20. In July 2024, the Care Quality Commission (CQC) rated ASC&H as Good overall, highlighting strong leadership, effective service delivery, and high levels of user satisfaction. The council was recognised as one of the best performing nationally and in London, with care described as person-centred, safe, and well-coordinated.

Corporate Services

21. In October 2024, the Council adopted its first Digital Strategy, setting out a vision to embrace technology for greater efficiency and improved access to services, while supporting residents who are digitally excluded. Since then, notable progress has been made across several areas.
22. In November 2024, the Local Government Association's Cyber 360 review commended Hillingdon for its strong leadership, robust governance, and proactive investment in cyber security. Currently, 97.9% of residents have access to superfast broadband, supporting digital inclusion and connectivity.
23. The strategy has led to a reduction in phone calls and increased use of self-service and the Council website. In parallel, the Counter Fraud team recovered £10.9 million—well above the £8 million target—strengthening the Council's financial position and reducing fraud.
24. Additionally, there has been a positive shift in local economic engagement. The proportion of spend with local suppliers rose to nearly 25%, and over 43% of individual transactions were placed with local businesses in the most recent quarter.

Place

25. Over the past year, the Directorate has strengthened delivery across key areas aligned to the Council's corporate plan ambitions—particularly around sustainability, affordable housing, and a thriving local economy.
26. Highways maintenance continues to outperform London averages, with well-managed street works and an expanding network of EV charging points supporting greener travel and effective traffic management.
27. Housing delivery remains a priority, with over 400 new homes completed and further developments underway, including regeneration schemes at Hayes Town Centre, the Former RAF Uxbridge site, and Grays Road, where early resident consultation has been completed. These efforts are expanding the borough's housing stock to meet growing demand.
28. Planning and Building Control services remain robust, ensuring safe and well-designed developments. The Local Plan is currently being refreshed, and the Directorate is actively engaging with local businesses to drive inward investment and economic growth. Initiatives such as the Hillingdon Takes Off conference, supported by UK Shared Prosperity Fund (SPF) resources, have brought together over 100 businesses to explore new opportunities for jobs, skills, and apprenticeships.
29. Housing repairs and maintenance have also improved, with over 3,000 repairs completed across council-owned dwellings, contributing to safer, healthier homes and earning a C2 rating in the recent housing inspection.

Financial Implications

There are no direct financial implications to the Council associated with the recommendations in this report.

RESIDENT BENEFIT & CONSULTATION

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

This report enables residents, communities, and service users to understand how well services are performing, ensuring transparency, accountability, and continuous improvement in meeting local needs.

Consultation & Engagement carried out (or required)

None required.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting there are no direct financial implications associated with the recommendation within this report.

Legal

There are no direct legal Implications that arise out of the recommendations set out in this report.

BACKGROUND PAPERS

NIL

London Borough Of Hillingdon

Performance Report 2024/25 (Appendix 1)





For councils, performance management uses data to drive evidence-based decision making, challenging current ways of working and service delivery models. Our digital transformation investment has made this report efficient. It helps local government take responsibility for its performance and allows our residents to hold us to account, ensuring we are meeting local needs and spending their money wisely.

Performance management involves setting shared goals and measuring progress towards them. It ensures governance arrangements are in place to achieve an authority's objectives. In Hillingdon, performance is aligned with the Council Strategy, providing performance reports to services, senior management teams, the Corporate Management Team, and the Leader and Cabinet.

This annual report uses key performance indicators and monitoring data to show the performance of key services for the financial year 2024/25. Where possible, we have benchmarked these against comparable authorities

Leader of the Council: Cllr Ian Edwards



Council Strategy 2022-2026

Our ambition for residents

Hillingdon is a safe, inclusive, green, more digital borough with a strong economy.

We want all our residents to:

- Live active and healthy lives
- Enjoy access to green spaces, leisure activities, culture and arts
- Live in a sustainable borough that is carbon neutral
- Be/feel safe from harm
- Live in good quality, affordable homes in connected communities
- Stay living independently for as long as they are able
- Achieve well in education, with opportunities for learning at all ages
- Have opportunities to earn an income that supports their families

Our ambition for the council

We will strive to be an efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents.

Safe and strong communities

Hillingdon is a safe place with resilient, strong communities with access to good quality, affordable housing.

We will:

- Work to keep residents safe from harm.
- Actively work in partnership with the Police, other partners and communities to prevent and tackle crime, including anti-social behaviour and drug-related crime.
- Support all residents across the Borough in their ability to have equal access to information, advice and services and to play an active role in resilient and respectful communities.
- Take enforcement action to protect residents and the environment.
- Enable more new homes to be available, in the appropriate places.
- Increase the number of affordable homes available each year.
- Work to prevent homelessness, including rough sleeping.

A thriving economy

We are actively working with local businesses and partners to create a borough where businesses grow within a strong economy and local people can improve their skills and enjoy good quality jobs.

We will:

- Work with partners and local businesses to promote investment and business growth, including attracting new companies to the borough.
- Procure services that supports local businesses and adds social value.
- Work in partnership with local employers and other stakeholders to provide opportunities for residents to learn new skills, to find local jobs and progress into better-quality jobs.
- Strengthen the digital infrastructure in the borough.
- Create opportunities for investment in sustainable local infrastructure to support economic growth.
- Work with partners to help tackle low pay.
- Support thriving multi-purpose, viable town centres, including estate regeneration, creating a new master plan for Uxbridge and exploring similar opportunities for other areas of the borough.
- Target support to help residents out of financial hardship.

Our commitments to residents



A digital-enabled, modern, well-run council

We are a well-run, sustainable council with sound financial management, achieving positive outcomes for residents.

We will:

- Be a strong leader of joined-up public services for Hillingdon residents.
- Continue to advocate on behalf of residents and businesses to promote and protect the best interests of the borough.
- Promote resident engagement across all communities.
- Embrace technology to be efficient and make it easier for residents to use council services, including supporting those who are unable to use technology.
- Continue to deliver a modern, responsive customer service.
- Make the best use of our land and buildings.
- Ensure value for money in the procurement and delivery of services.
- Continue to review and develop services to achieve the best possible outcomes for residents and communities.
- Develop a diverse, committed and skilled workforce in the borough.

Thriving, healthy households

Children, young people, their families and vulnerable adults and older people live healthy, active and independent lives.

We will:

- Work with partners, including schools and the voluntary sector, to deliver a range of innovative programmes that help improve the health of our residents and tackle differences in health outcomes.
- Support the most vulnerable residents in our communities to live independently.
- Develop housing options for vulnerable adults and older people that promotes active independent living.
- Develop innovative ways for residents to access early advice and support when they need it, to help prevent needs escalating.
- Work with the NHS and other partners to continue to develop joined-up services to meet the health, care and support needs of residents in the community, including the development of a new Hillingdon Hospital.
- Work with partners to ensure better access to healthcare in the community.
- Explore ways to work innovatively with the voluntary sector to help improve health and wellbeing outcomes for residents.
- Ensure every Hillingdon child has access to a school place, including children with additional needs.
- Improve educational outcomes with partners and work to reduce the achievement gaps for children, including those with vulnerabilities and special educational needs and/or disabilities (SEND) in a 'Good' and 'Outstanding' local education setting.
- Increasing supported employment and apprenticeships for vulnerable people.
- Develop opportunities to support children with social, emotional and mental health and wellbeing at an early stage.
- Improving digital access for all.
- Develop programmes that enrich the lives of young people and support them to move successfully into adulthood and be ready for work.

A green and sustainable borough

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.

We will:

- Work towards being a carbon-neutral organisation by delivering Hillingdon's Climate Action Plan with partners, including planting more trees and enabling investment in new sustainable infrastructure. Create opportunities to increase biodiversity across the borough.
- Protect the heritage, built environment, green belt, parks and open spaces.
- Promote sustainable transportation, including walking, cycling, the use of public transport and electric vehicles.
- Help residents and businesses to reduce waste and increase recycling.
- Help to improve the energy efficiency of homes.





Cabinet Member: Cllr Steve Tuckwell Portfolio: Planning, Housing and Growth

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Our commitments to residents

A digital-enabled, modern, well-run council

A green and sustainable borough

Thriving, healthy households

A thriving economy

Safe and strong communities



HILLINGDON
LONDON

www.hillingdon.gov.uk

Corporate Director: Dan Kennedy – Homes and Communities

As with many boroughs in London, high levels of demand from homeless households is a significant risk and challenge for the local authority.

In line with the London picture, demand from homeless households in Hillingdon remains high and has increased by more than 50% since 2022/23. The unit cost of interim accommodation is rising by more than 30% per year. The rise in homelessness is due to the changing market conditions, the high purchase cost of homes and high rental costs combined with the borough being a port authority with the associated infrastructure which leads to Hillingdon experiencing a higher relative level of need than many other boroughs.

The competing demands on social housing providers to improve the condition of their existing homes is also re-directing resources away from providing new affordable housing supply.

The lack of affordable housing is putting significant pressure on the council's finances and ability to meet its statutory responsibilities in this area. Insufficient supply of affordable good quality housing in both the private and public sector can lead to a detrimental impact on the health, wellbeing and educational attainment of residents.

The total approaches to the council from residents threatened with homelessness remains high and has doubled since April 2023. A number of actions are in place to improve the situation over the course of 2025/26 as part of the Temporary Accommodation Strategy approved by Cabinet in February 2025. This includes:

- increasing proactive, homeless prevention actions with those evicting, to reduce levels of homeless presentations (reduce by 25 placements per month)
- implementing a price cap for all temporary accommodation nightly charged placements
- securing 100 new leases for use as temporary accommodation in 2025/26
- increasing the supply of private rented accommodation by 25 units (total =349 units in 2025/26 for general fund placements)
- increasing the supply of social rented homes available to homeless households, to include delivery of 245 new council properties in 2025/26.

Corporate Director: Karrie Whelan – Place

To maintain our corporate plan ambitions for sustainability, good quality affordable homes for our residents and maintaining a strong local economy, we have improved many areas of business within the Place Directorate over the last year.

Our highways maintenance is one of the best across London with many of our roads being maintained to higher than the London average. We are also increasing the level of EV charging points across the borough as well as effectively managing our street works to ensure effective traffic management during our repairs.

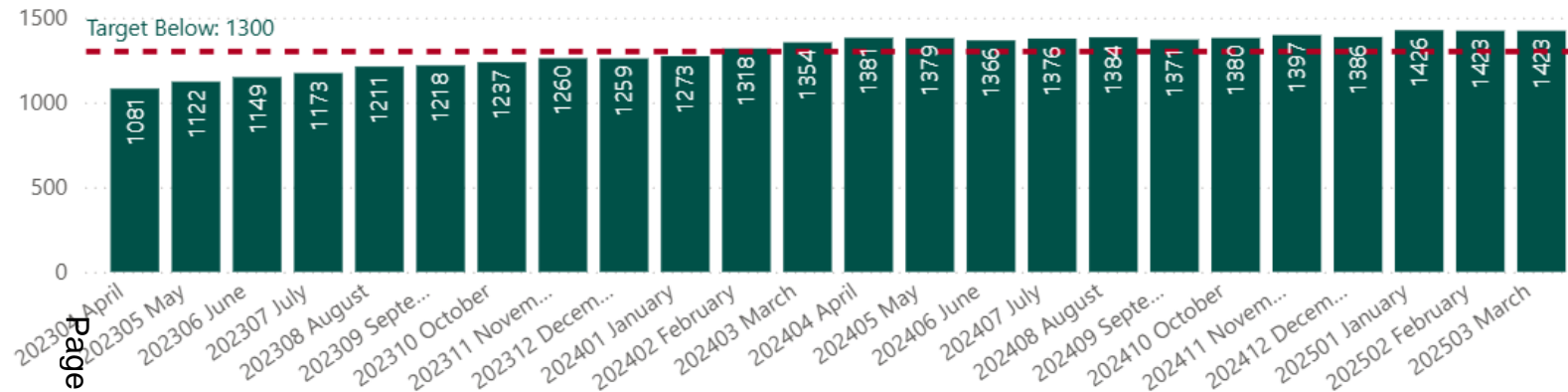
We have delivered over 400 new homes for the borough in the last year with more scheduled for delivery this year. Our regenerations schemes at Hayes Town Centre and the Former RAF Uxbridge site are progressing well with the first phases of the Hayes Regeneration scheme scheduled for completion later this year. Our Grays Road development is also progressing with first stages of consultation with local residents completed earlier this year. This level of new acquisitions and built homes ensures we are growing our housing stock to meet the demands for housing across Hillingdon.

Our Planning and Building Control teams are continuing to deliver effective services across the borough and seek to enforce planning and building control breaches across Hillingdon to ensure we live in safe and well-designed buildings. We are currently refreshing our Local Plan for Hillingdon as well as actively working with our local businesses to promote inward investment and economic growth initiatives; these will support more local jobs, provide greater opportunities for local businesses to grow and the delivery of opportunities for enhanced skills and apprenticeship opportunities through our UK SPF funding initiatives including our recent conference at the Battle of Britain Bunker, Hillingdon Takes Off where we saw over 100 local and regional businesses come together to share our local experiences of working to deliver new initiatives across Hillingdon.

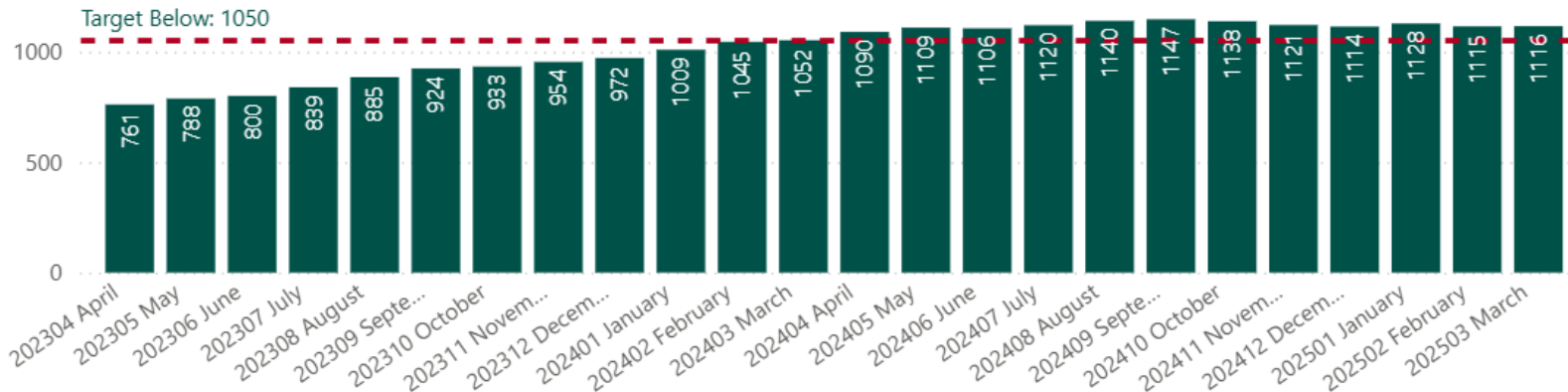
Our Housing repairs and maintenance of council stock is improving creating good quality homes which are safe and comfortable for our residents increasing their general health, safety and wellbeing within their homes. This last year completing over 3,000 repairs across our council owned dwellings culminating in a good C2 rating from our recent housing inspection.

Planning, Housing and Growth

Households in Temporary Accommodation



In Temporary Accommodation over 6 months

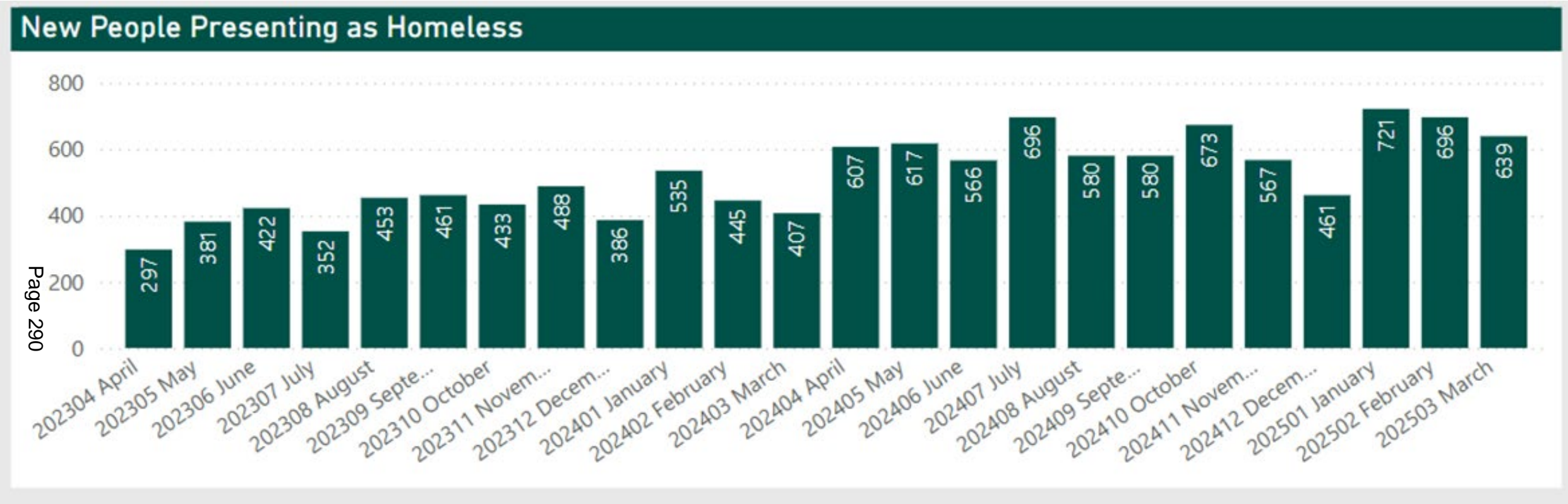


The number of households currently occupying temporary accommodation. When a household approaches us at risk of homelessness, we have a duty to help them. If attempts to prevent homelessness are unsuccessful, we place the household into temporary accommodation.

The number of households in temporary accommodation has continued to rise steadily since mid-2023, breaching the initial 1,300 target in early 2024 and peaking at 1,426 in January 2025. Figures have since plateaued, but remain significantly above target, with 1,423 recorded in March 2025.

Alongside this, the number of households staying in temporary accommodation for over six months (lower slide) has exceeded the target of 1,050 since March 2024. This group peaked at 1,147 in October 2024 and remains persistently high, indicating growing challenges in moving people on to settled housing.

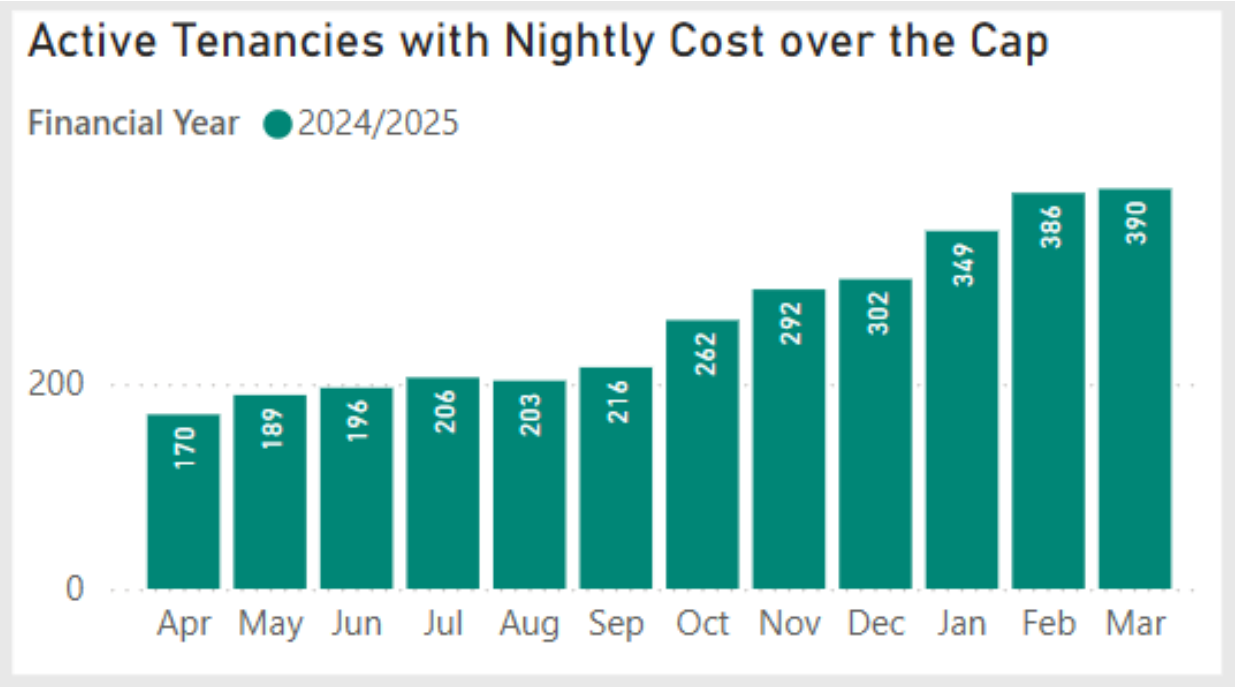
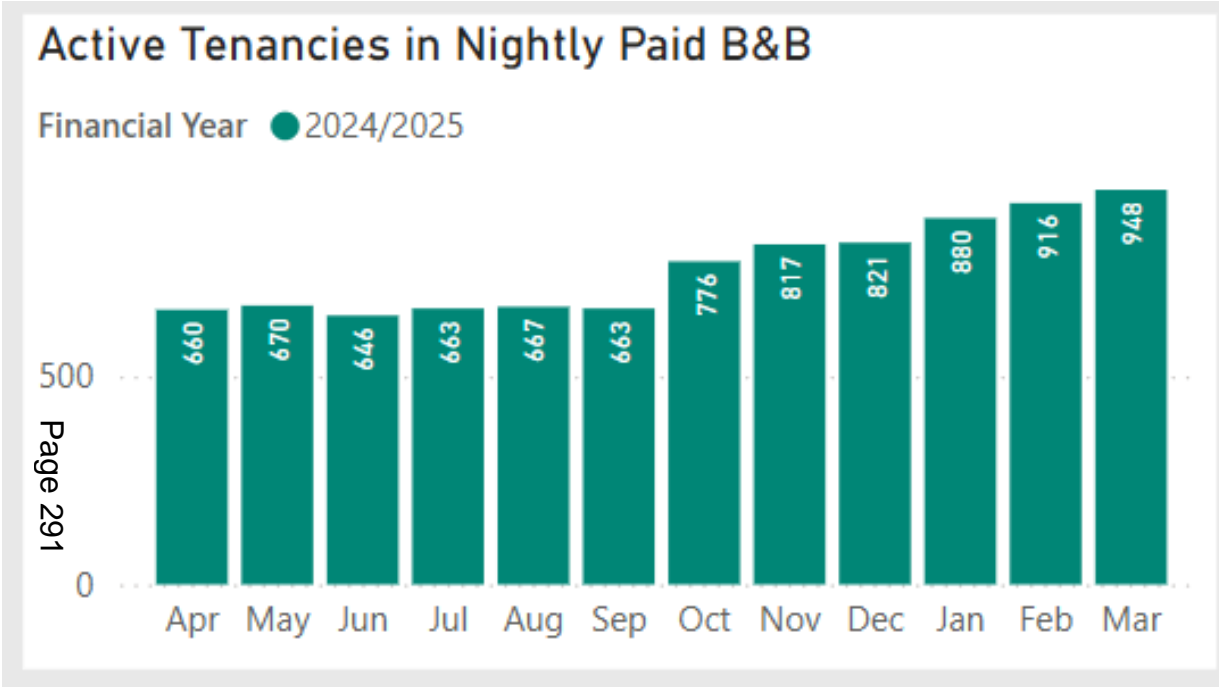
The continued rise in both overall usage and duration reflects sustained pressure on housing supply and limited exit pathways from temporary accommodation.



This is the number of new residents who are asking for support that are at risk of being homeless leading to increases in temporary accommodation spend.

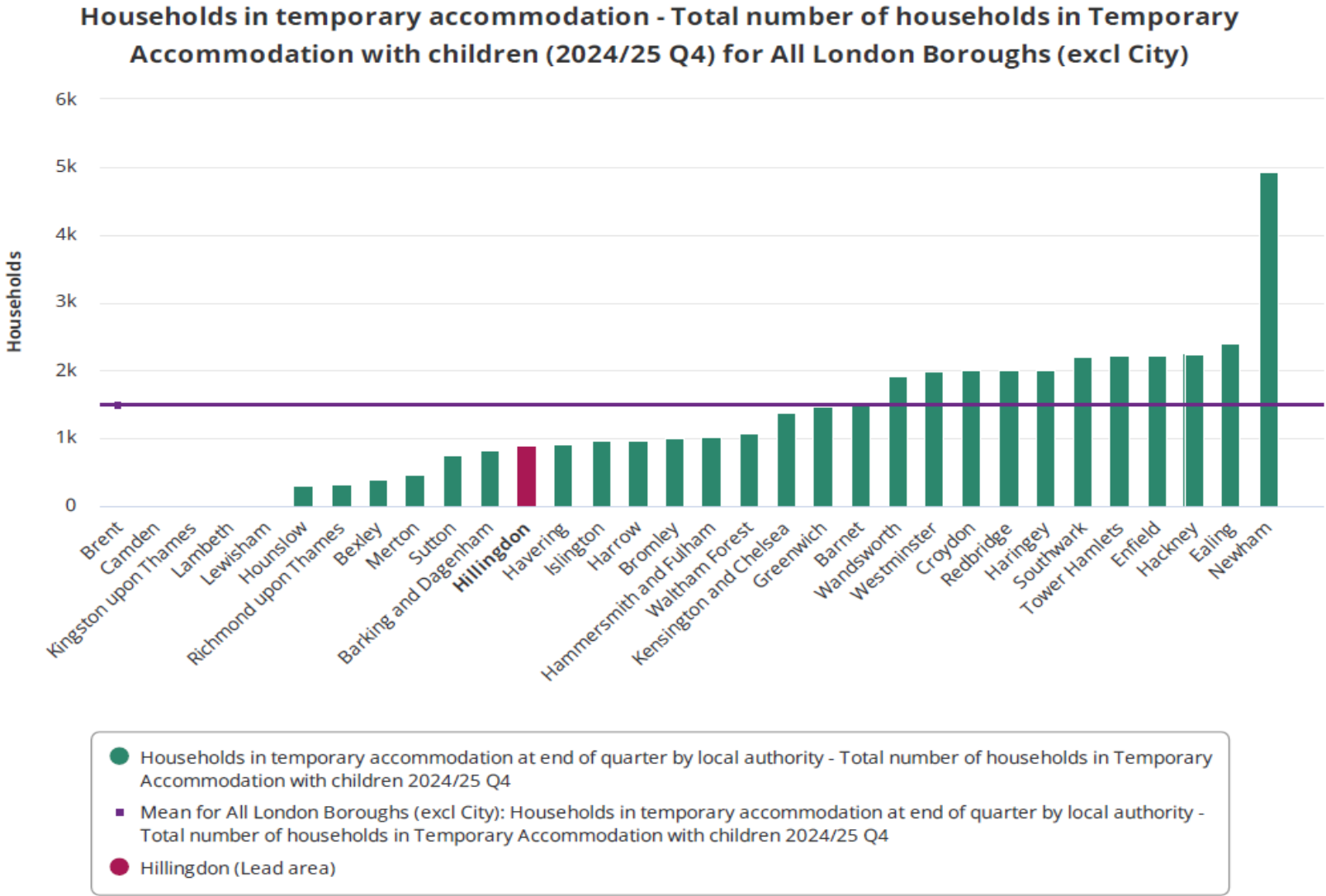
The number of new homelessness presentations has shown a significant increase over the two-year period. In **April 2023**, there were **297** new cases, rising sharply to a peak of **721** in **February 2025**. Most months in the **2024/25 financial year** recorded higher figures than the same months in the previous year, indicating a **year-on-year upward trend**. This suggests increasing pressure on housing and support services, particularly during the **winter months**, where figures were consistently above **600**.

Planning, Housing and Growth



The cost of paid accommodation and the number of high-cost tenancies continued to increase in 2024/25. This is largely due to increasing demand and the rising cost of renting accommodation from private landlords and that cost has been offset by the council using more of its own properties for temporary accommodation.

We have also introduced a new policy to cap nightly costs, and we are already seeing the benefits of both initiatives in 2025/26.



Overall, the number of children living in temporary accommodation placed by Hillingdon is below the London average.

Source: Ministry of Housing, Communities and Local Government, Statutory homelessness live tables, [Households in temporary accommodation - Total number of households in Temporary Accommodation with children](#), Data updated: 06 May 2025

Planning, Housing and Growth

Preventing people sleeping rough

People estimated to be sleeping rough who are new

76

new people sleeping rough over the month

67%

of people sleeping rough over the month are new

14

new people sleeping rough on a single night

44%

of people sleeping rough on a single night are new

People estimated to be sleeping rough who have left institutions

39

people sleeping rough over the month who have left an institution

1%

of people sleeping rough over the month had left prison in the last 85 days

0%

of people sleeping rough over the month had left other justice accommodation in the last 85 days

0%

of people sleeping rough over the month had left hospital in the last 85 days

0%

of people sleeping rough over the month had left UK armed forces in the last 85 days

34%

of people sleeping rough over the month had left asylum support in the last 85 days

0%

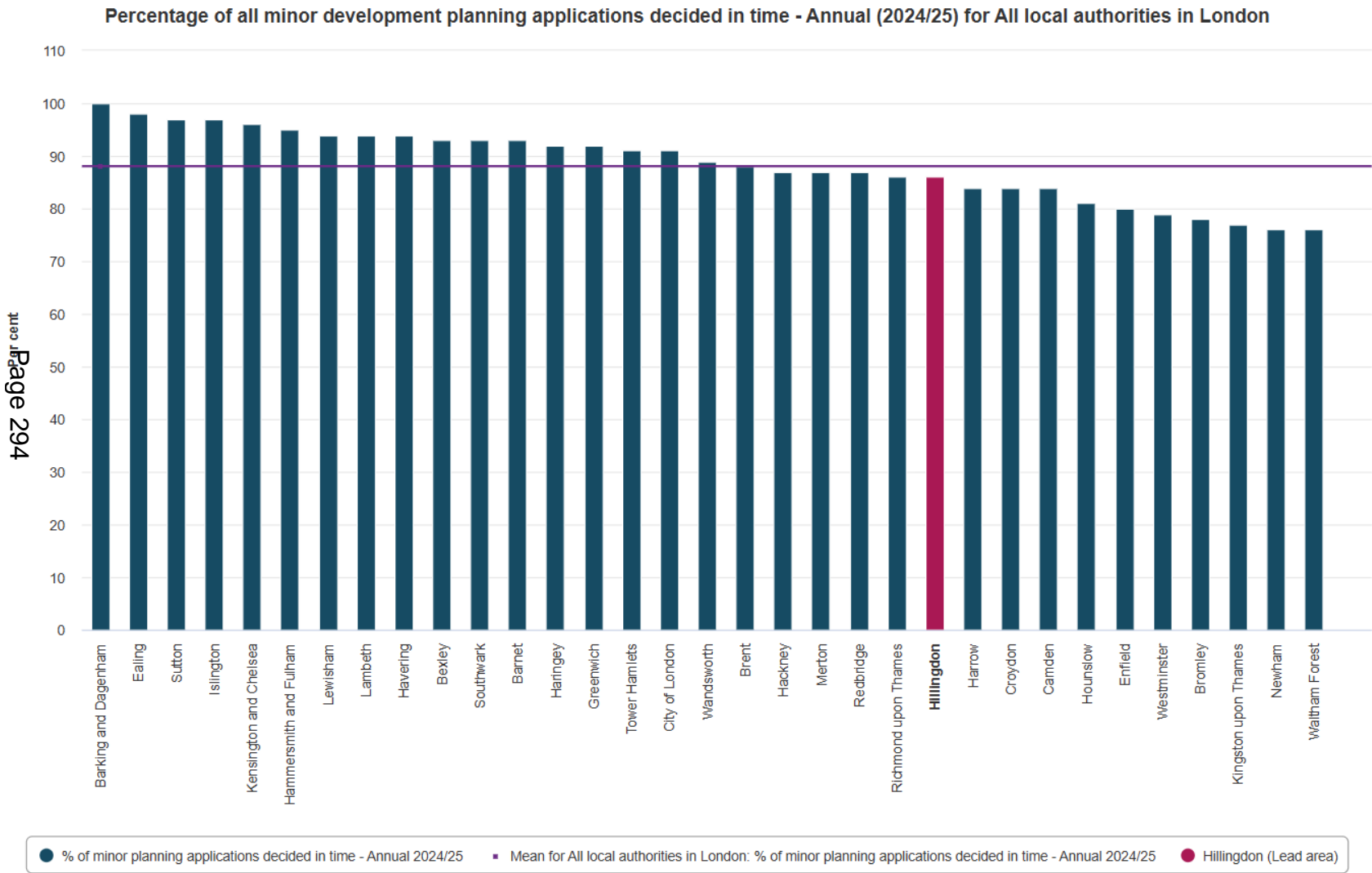
of people sleeping rough over the month are care leavers aged under 25

As of March 2025, there were 76 new people sleeping rough over the month (67%, compared to 36% in London and 32% in England).

34% of those sleeping rough had left asylum support in the last 85 days – compared to 7% in London and 4% in England; the high number of placements of asylum seekers and subsequent high eviction rates from hotels, by the Home Office in the borough, has contributed to higher levels of rough sleeping in the borough.

(source: Ministry of Housing, Communities and Local Government and Department for Levelling Up, Housing and Communities)

Building Control, Housing and Growth



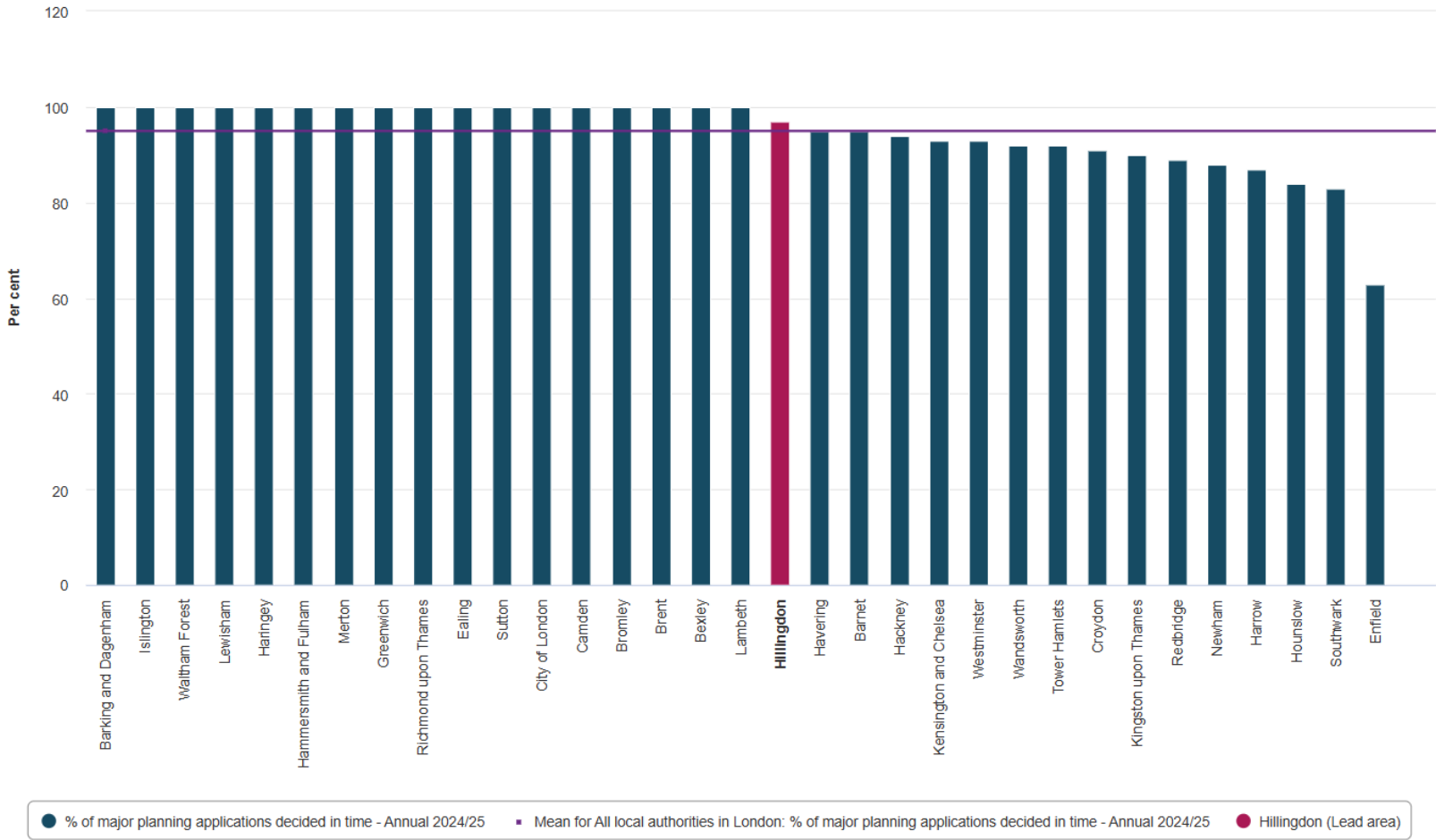
This is the percentage of all minor development planning applications (PAs) whether or not they have a Planning Performance Agreement (PPAs), Extension of Time (EoT) and/or Environmental Impact Assessment (EIA), determined in a timely manner.

A timely manner is statutory defined as within eight weeks or unless an application is subject to Environmental Impact Assessment, in which case a 16-week period applies, for all minor applications.

Minor includes: dwellings, general industry / storage and warehousing, offices, light industry, retail and services, traveller caravan pitches and other developments.

Building Control, Housing and Growth

Percentage of all major development planning applications decided within 13 weeks or agreed time - Annual (2024/25) for All local authorities in London



Source:
Ministry of Housing, Communities and Local Government

This is the percentage of all major development planning applications (PAs) whether or not they have a Planning Performance Agreement (PPAs), Extension of Time (EoT) and/or Environmental Impact Assessment (EIA), determined in a timely manner, each financial year.

A timely manner is statutory defined as within 13 weeks or unless an application is subject to Environmental Impact Assessment, in which case a 16-week period applies, for all major applications.

Major includes the same categories as Minor but also public service infrastructure developments.



Cabinet Member: Cllr Jonathan Bianco

Portfolio: Corporate Services and Property

Our commitments to residents

Thriving, healthy households

A green and sustainable borough

A digital-enabled, modern, well-run council

Safe and strong communities



Corporate Director: Karrie Whelan – Place

To maintain our corporate plan ambitions for sustainability, good quality affordable homes for our residents and maintaining a strong local economy, we have improved many areas of business within the Place Directorate over the last year.

We have delivered over 400 new homes for the borough in the last year with more scheduled for delivery this year. Our regenerations schemes at Hayes Town Centre and the Former RAF Uxbridge site are progressing well with the first phases of the Hayes Regeneration scheme scheduled for completion later this year. Our Grays Road development is also progressing with first stages of consultation with local residents completed earlier this year. This level of new acquisitions and built homes ensures we are growing our housing stock to meet the demands for housing across Hillingdon.

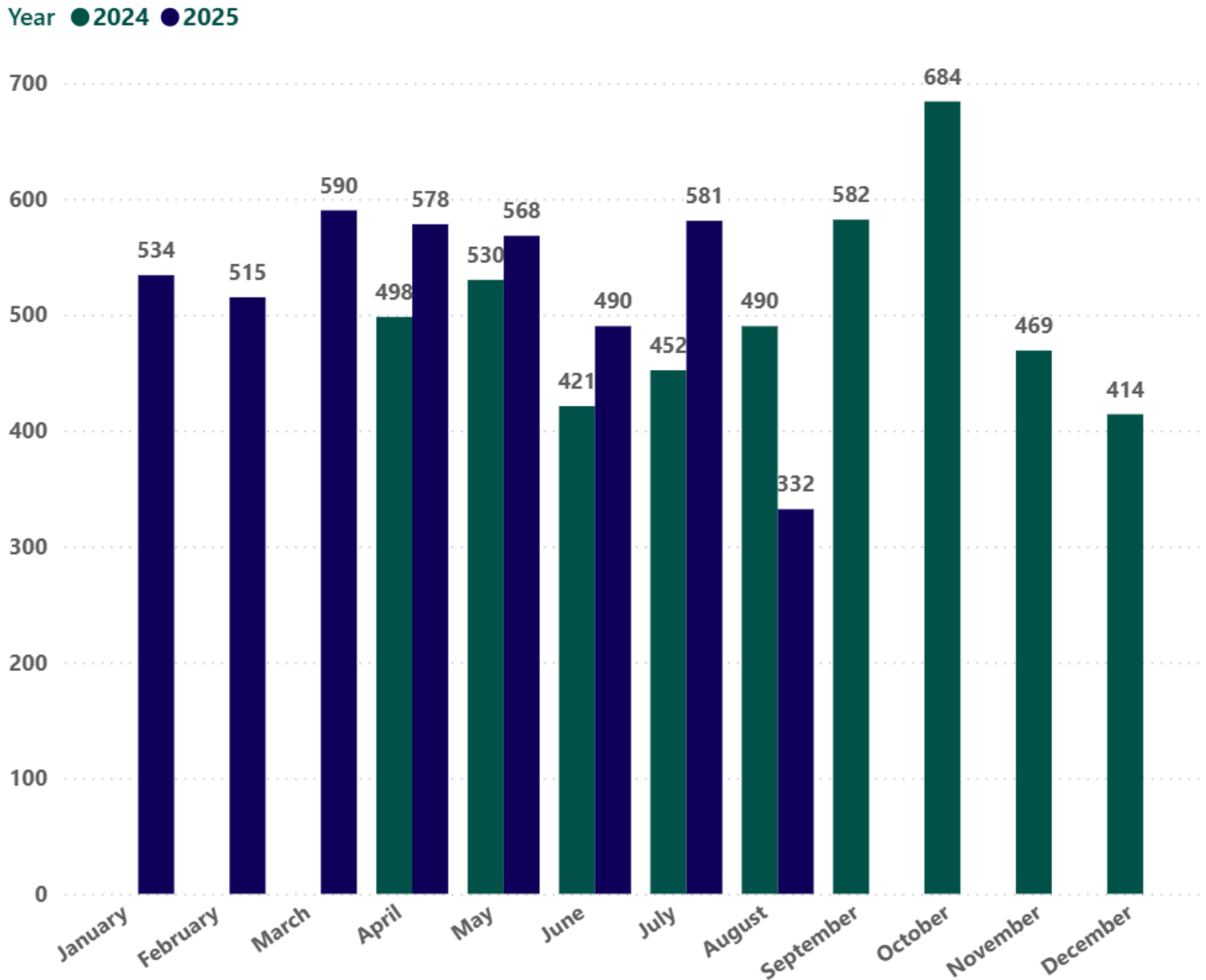
Our capital programmes across the borough are building new homes, a new leisure centre and many new facilities across Hillingdon.

Our Housing repairs and maintenance of council stock is improving creating good quality homes which are safe and comfortable for our residents increasing their general health, safety and wellbeing within their homes. This last year we completed over 3,000 repairs across our council owned dwellings culminating in a good C2 rating from our recent housing inspection. These initiatives ensure our assets are kept to a high standard of maintenance and efficiency which in turn assist our residents to control increases in energy costs.

We are currently reviewing our assets to ensure we utilise our corporate estate efficiently and have introduced decarbonisation initiatives in a number of our corporate buildings including the Civic Centre. We have also carried out extensive refurbishment works to many properties across the borough and this year have seen the new library and registrars' offices open to the public with the new Jubilee Leisure Centre opening shortly. Our capital works programme is also ensuring we are improving our schools with many new facilities.

We are also working hard to ensure our property lettings are increasing the council's ability to raise income for residents whilst also supporting community groups to continue to use our assets to support local initiatives across the borough. This year we have managed to work in partnership with other providers to keep the Beck Theatre and re-open the Uxbridge Golf course.

Member Enquiries



The chart shows the number of Member Enquiries (MEs) made each month, comparing this year and last year. MEs are questions or requests for information that residents raise with their local councillors—sometimes about problems with council services, sometimes just for more details about a situation.

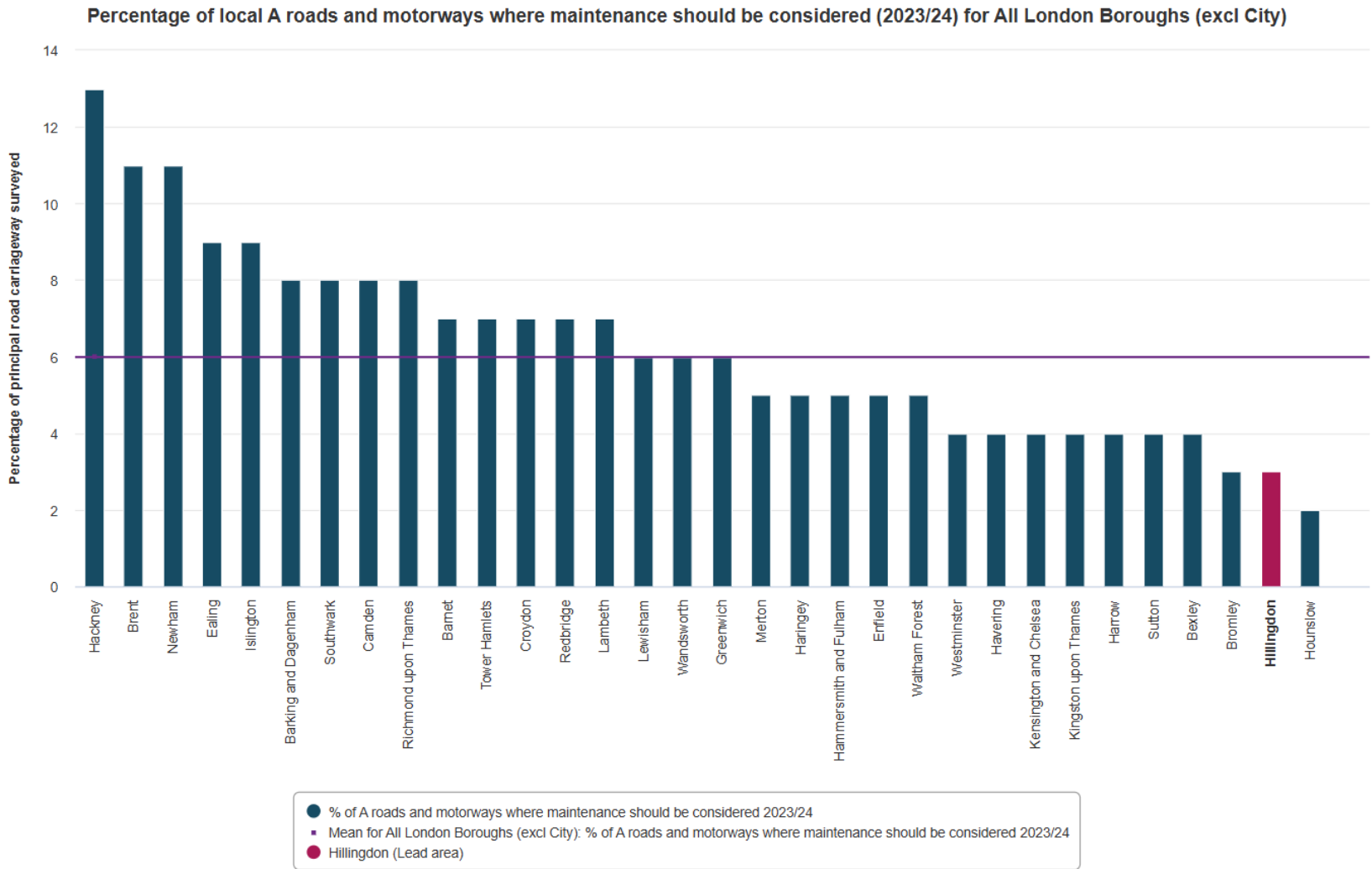
The number of enquiries that are made demonstrates how often Members are requesting assistance to resolve resident queries.

The council aims to respond to these enquiries within 10 working days, which helps make sure that any issues or questions Members raise are dealt with promptly.

Tracking these numbers over time helps the council improve services.

Highways – Classified roads

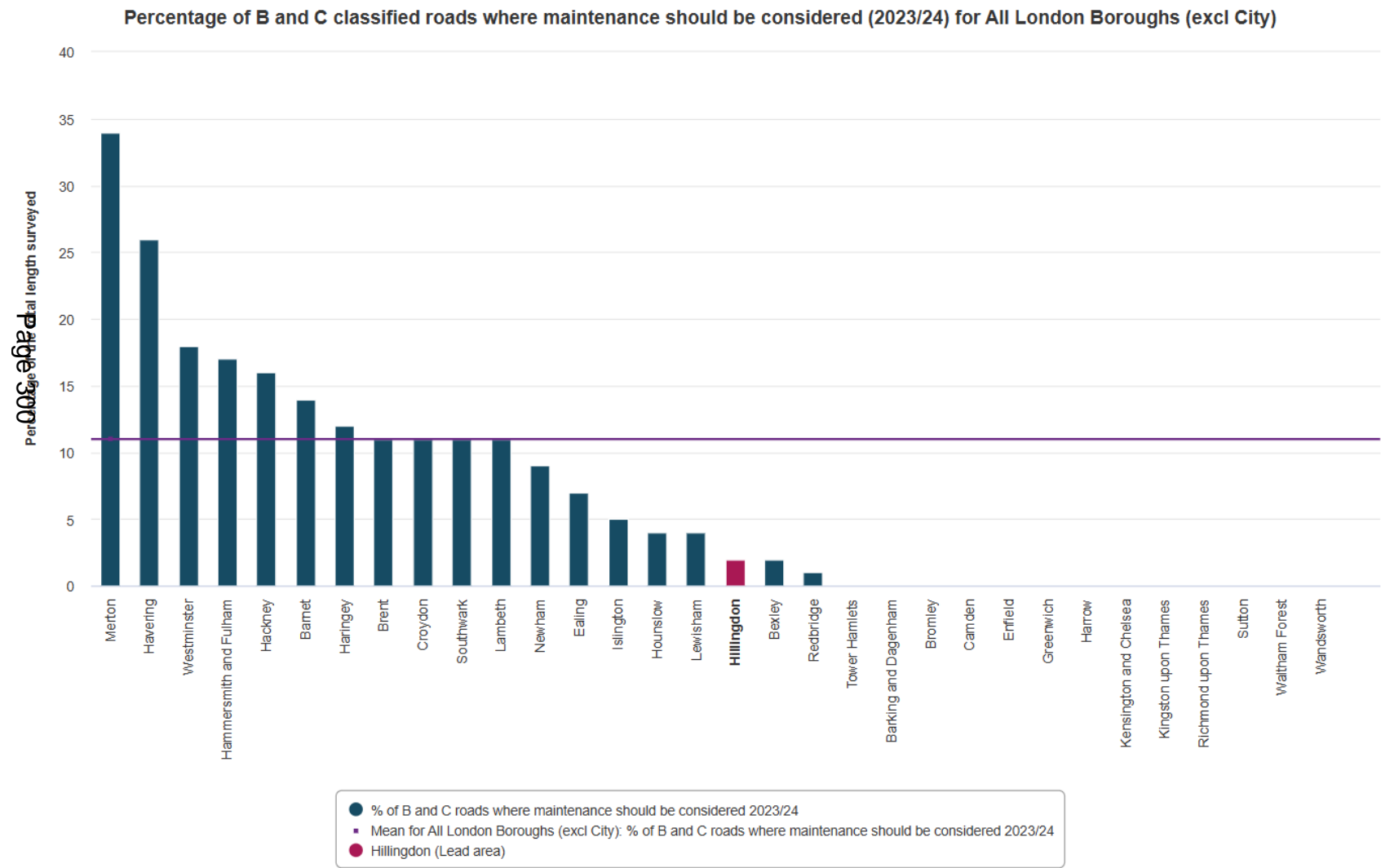
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This is the percentage of the local authority's A roads and motorways (owned principal roads) where maintenance should be considered. This represents the percentage of road that is in the worst condition measured in 10 metre sections.

In 2023/24, the percentage of Hillingdon's A roads and motorways where maintenance should be considered was 3%, which is below the London and England average (6% and 4%).

Highways – Classified roads



Source:
Department for Transport

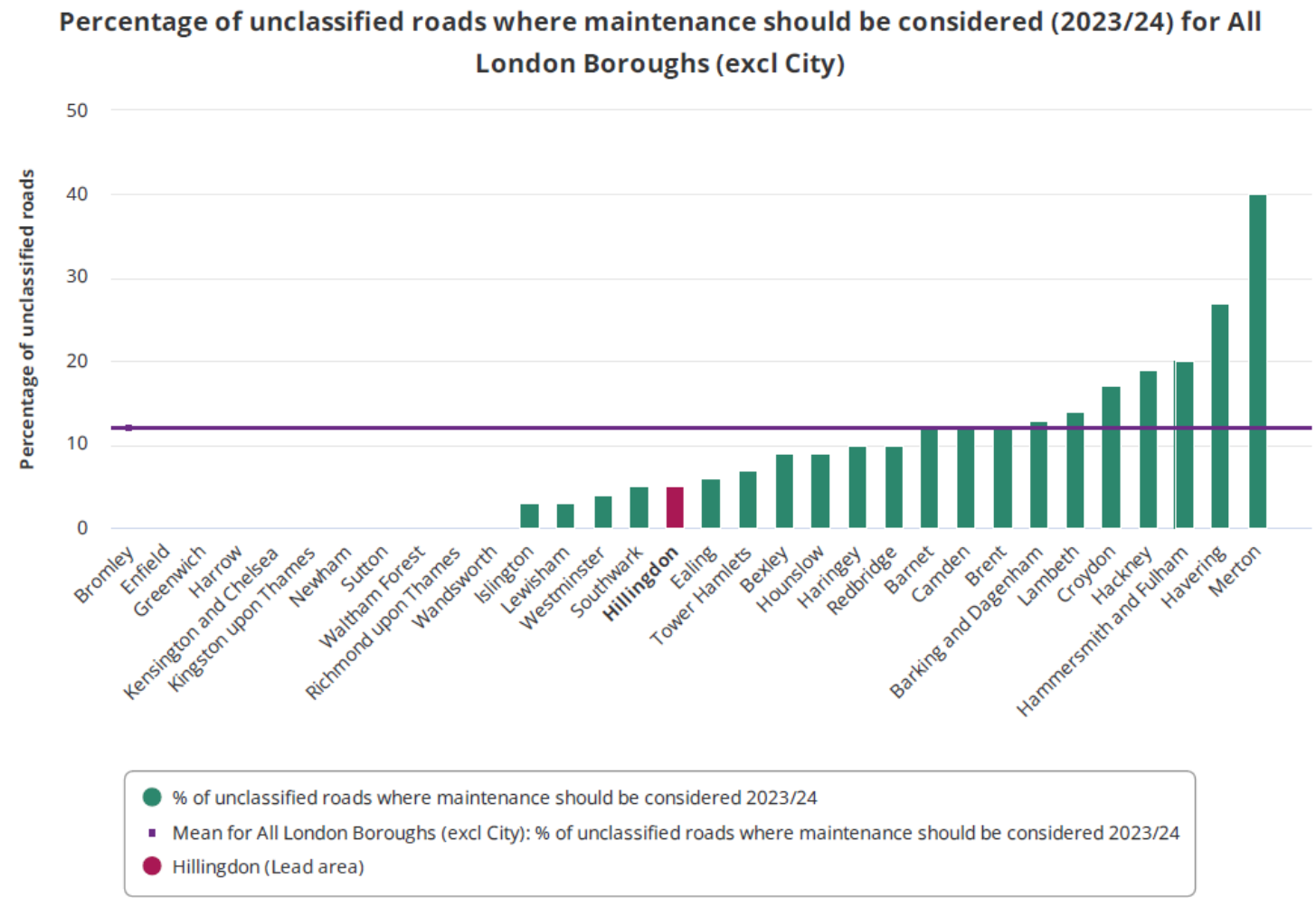
This is the percentage of the local authority’s B and C roads (non-principal roads) where maintenance should be considered. This represents the percentage of road that is in the worst condition measured in 10 metre sections.

In 2023/24, the percentage of Hillingdon’s B and C roads where maintenance should be considered was 2%, which is below the London and England average (12% and 7%).

As the Graph demonstrates some authorities have not submitted data to the Department for Transport.

Highways - Unclassified roads

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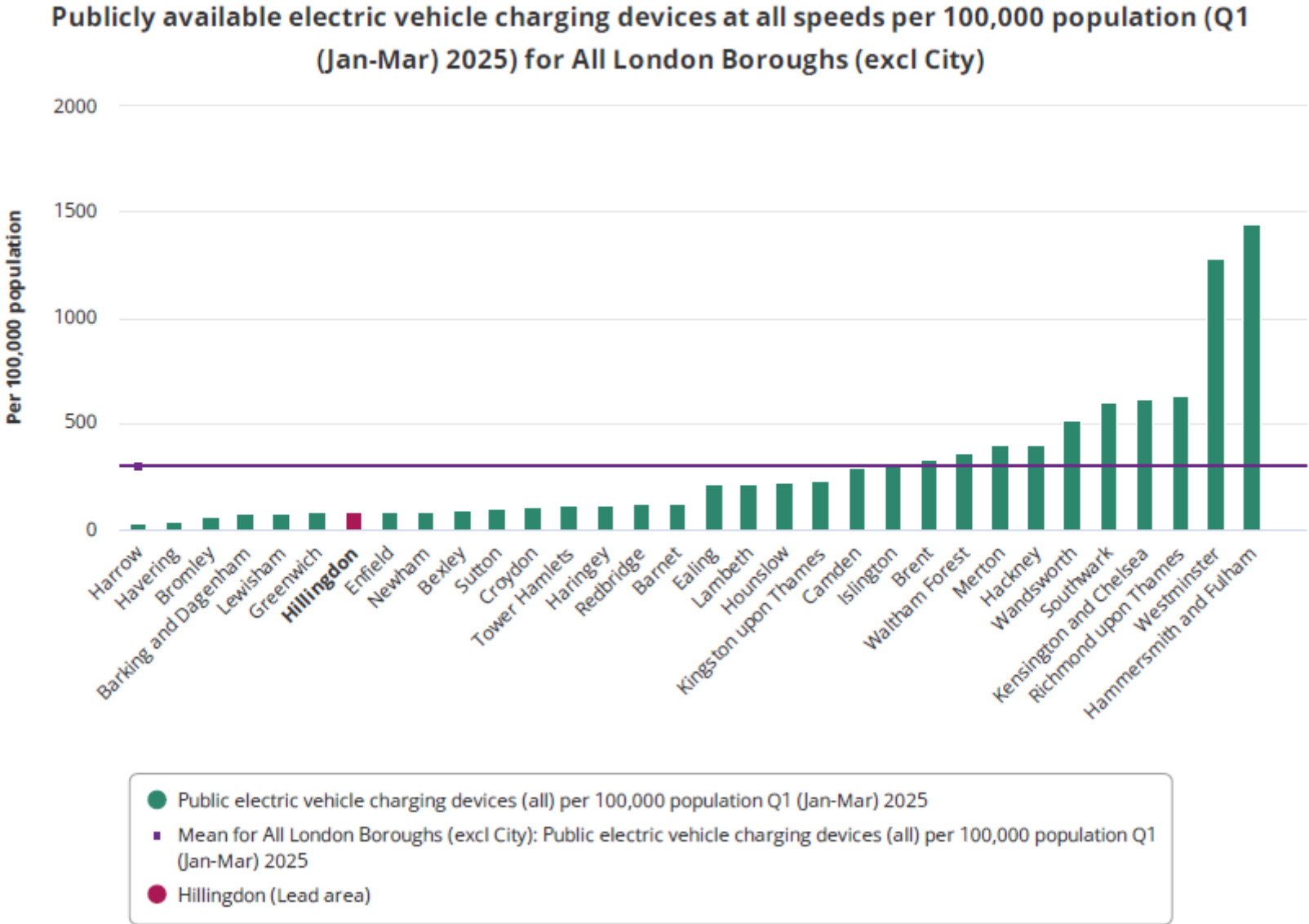


This is the percentage of the local authority's unclassified roads (U roads) where maintenance should be considered. There is no mandated method for collection of U road condition, hence a variety of road condition monitoring techniques are used by local authorities.

In 2023/24, the percentage of Hillingdon's unclassified roads where maintenance should be considered is 5%, which is below the London and England average (12% and 16%).

As the Graph demonstrates some authorities have not submitted data to the Department for Transport.

Highways – Electric Vehicle (EV) Charging



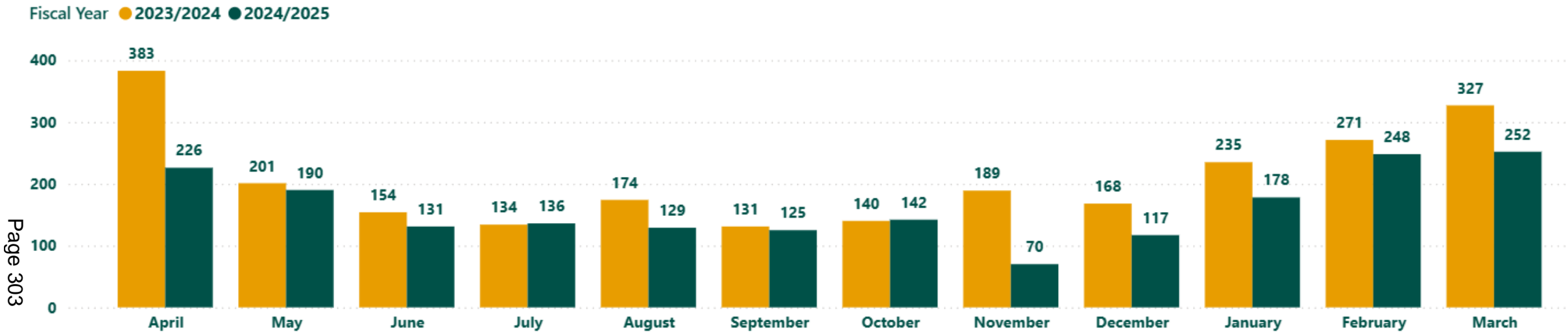
Public EV charging devices per 100,000 population

In Q1 (Jan-Mar) 2025, the number of publicly available electric vehicle charging devices per 100,000 population in Hillingdon was 78.9, which is below the London rate of 295.5 (based on charging devices at all speeds).

The council has joined forces with Brent, Ealing, Hammersmith & Fulham, Haringey and Harrow to secure £7.5 million from the government's Local Electric Vehicle Infrastructure (LEVI) fund.

The partnership is in the process of procuring a supplier to install and manage the new EV charge points across all five boroughs, with 1,673 new EV charging points set to be installed across Hillingdon.

Community and Environment - Potholes



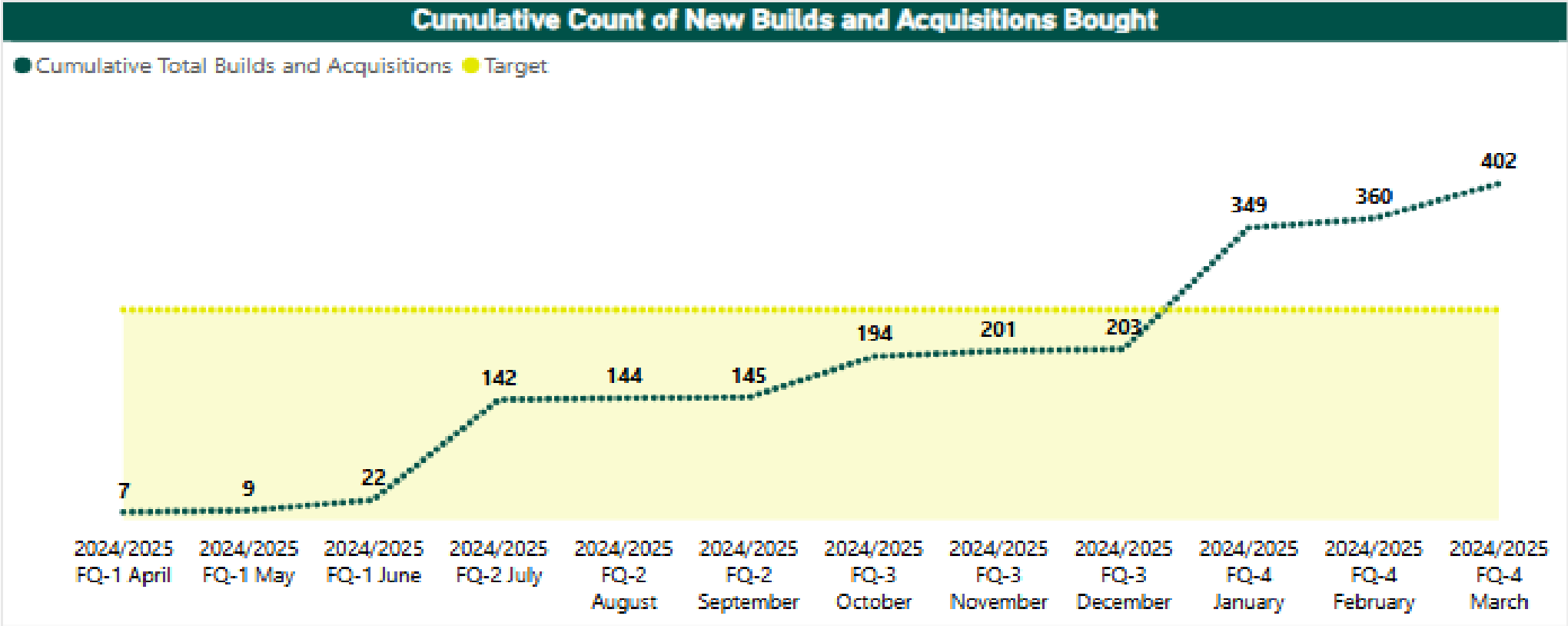
This chart shows the number of potholes reported each month over the past two financial years. Potholes are a common concern for many residents, as they affect road safety and can damage vehicles.

Looking at the data, you can see that the number of reported potholes can change a lot from month to month, often spiking in winter and early spring, when cold and wet weather causes the most damage to road surfaces. Compared to last year, this year has seen fewer reports in several months, especially in April and November, which shows improvement.

By tracking these numbers, the council can better understand when and where road repairs are needed most and focus resources to keep roads safer and smoother for everyone in Hillingdon.

Corporate Services and Property – New Builds and Acquisitions

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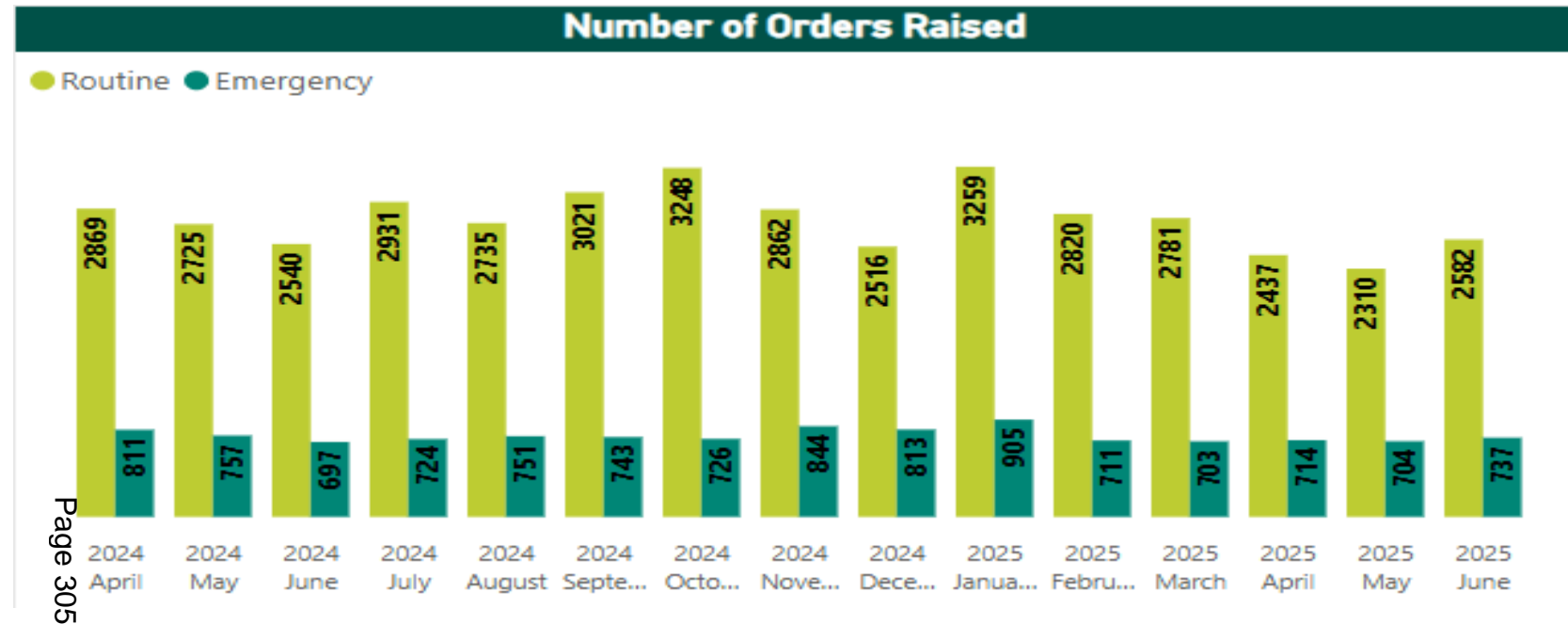


The number of properties acquired by Hillingdon Council which includes new builds and acquisitions to housing stock.

By the end of the financial year, the council significantly exceeded its target of increasing housing stock by 300 properties, contributing to a more sustainable and secure supply of homes for local residents.

This growth reflects the council’s continued investment in addressing housing need across the borough.

Homes and Communities – Repairs



The top graph looks at the number of jobs that have been logged that are either classed as emergency or routine.

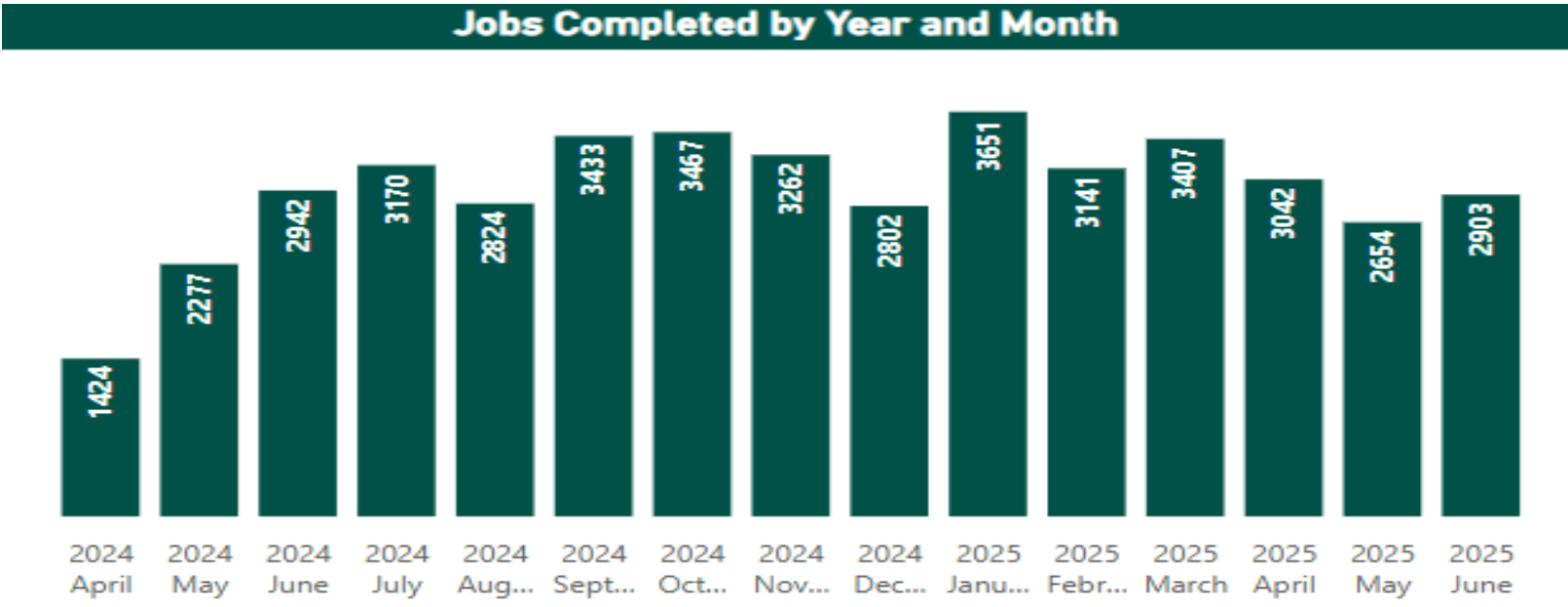
Emergency jobs require either next day or out of hours attendance.

Routine jobs are up to 90 working days depending on the severity.

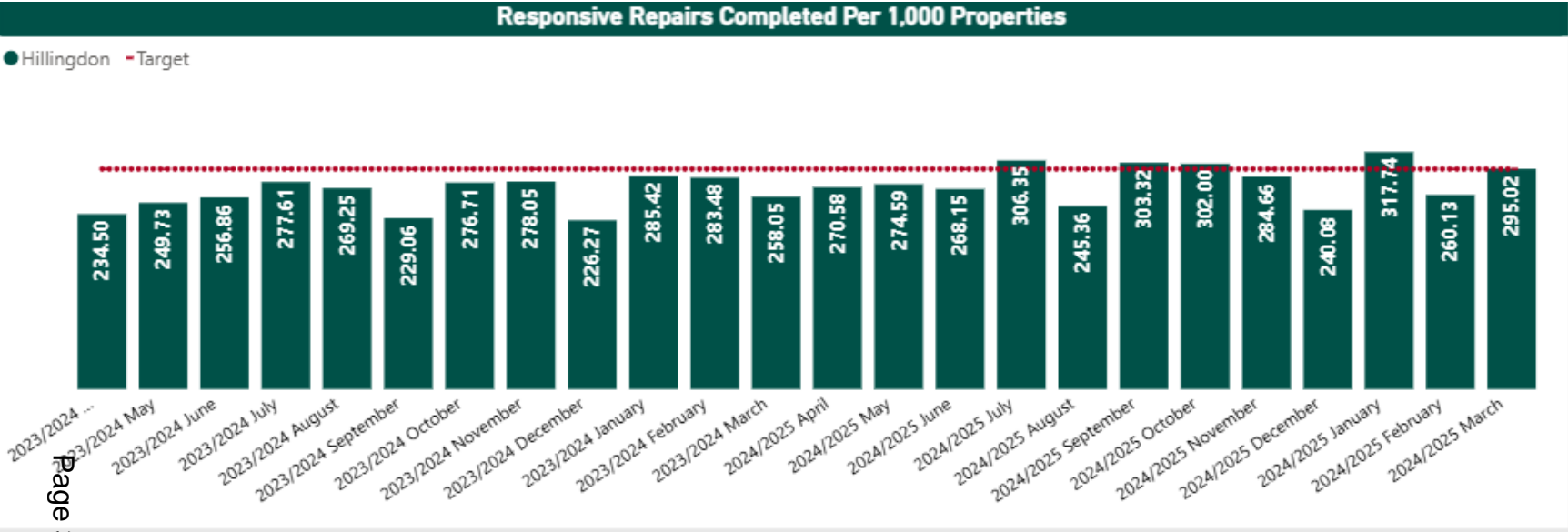
The bottom graph looks at overall jobs completed.

Each month, more than 3,000 repair requests are logged. Emergency job volumes have remained stable, while routine repairs have fluctuated slightly. Despite this, overall repair completion rates have steadily improved, meaning more issues are being resolved on time. This improvement helps ensure that homes remain safe, functional, and comfortable.

A more reliable repair service also means residents experience fewer delays and less stress, with reduced need for repeated follow-ups.

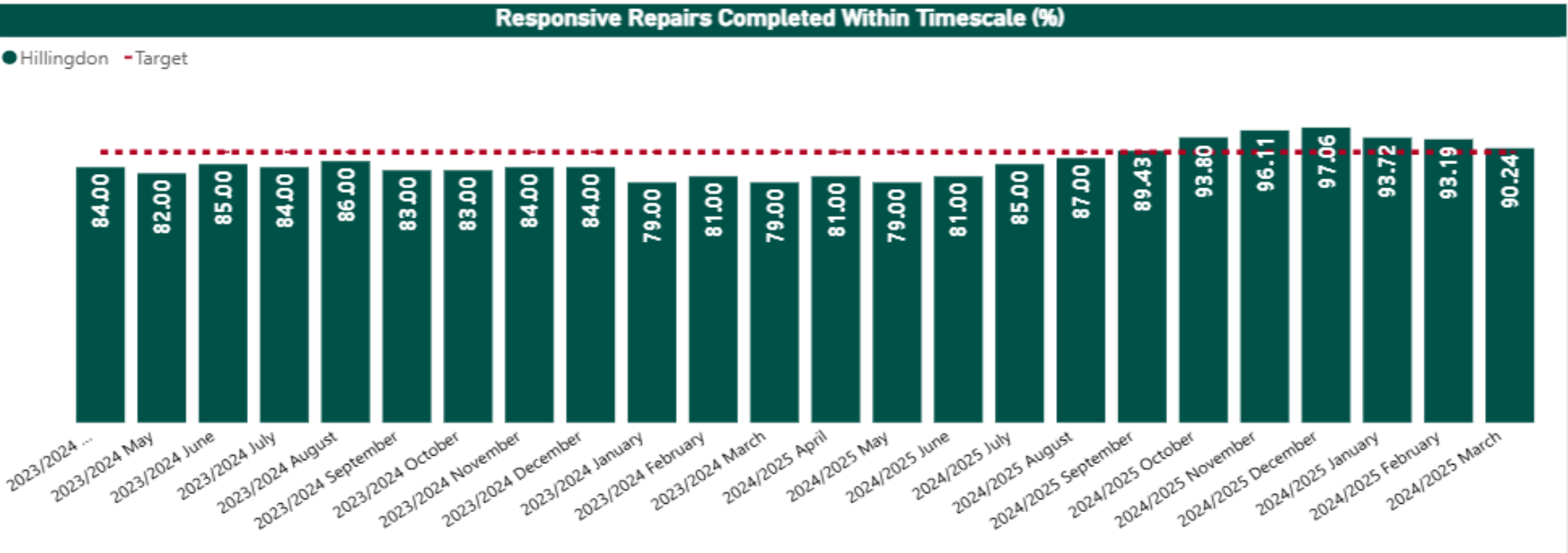


Homes and Communities - Repairs



The top graph shows the number of responsive repairs completed for every 1,000 properties. This is used to measure the average core demand (Target Line) placed on the sector. Based on this the sector's average is 295.

The bottom graph also looks at responsive repairs completed on time but as a percentage and the target for this is 89%.



Since September 2024, Hillingdon has consistently achieved the target of responsive repairs completed within the required timescales each month which means most residents can now expect a more dependable and timely repairs service.



Cabinet Member: Cllr Susan O'Brien
Portfolio: Children, Families and Education

Thriving, healthy households

Corporate Director: Julie Kelly – Children Services

Children’s Services has demonstrated a strong commitment to delivering safe, inclusive, and responsive support for children and families across Hillingdon. The service continues to operate in a complex and high-demand environment, shaped by national pressures, local demographics, and the borough’s unique role as a port authority. Despite these challenges, there is clear evidence of progress and resilience across key areas of delivery.

Safeguarding remains a central focus, with well-established referral pathways and robust multi-agency engagement. The service has maintained a consistent approach to identifying and responding to risk, ensuring that children receive timely and appropriate support. Assessment processes are embedded and continue to reflect a culture of accountability and professional rigour.

Placement sufficiency is a growing concern, particularly in relation to high-cost residential settings and the availability of local options. The service is actively working to rebalance provision, reduce reliance on external placements, and strengthen the stability of care arrangements. This includes ongoing efforts to recruit and retain foster carers and residential staff, as well as exploring innovative models of care that better meet the needs of children and young people.

SEND provision continues to evolve, with increasing demand for Education, Health and Care Plans and a rising volume of assessment activity. The service is responding with improvements in process efficiency and decision-making, while also recognising the financial and operational pressures associated with specialist provision. Inclusion remains a strategic priority, with a focus on supporting children in mainstream settings wherever possible and working closely with schools to build capacity and confidence.

The borough’s role in supporting unaccompanied asylum-seeking children and care leavers adds further complexity to the landscape. These young people often present with significant vulnerabilities and require tailored, trauma-informed support. The service is committed to strengthening its care leaver offer, ensuring that young adults are equipped with the skills, stability, and opportunities they need to thrive.

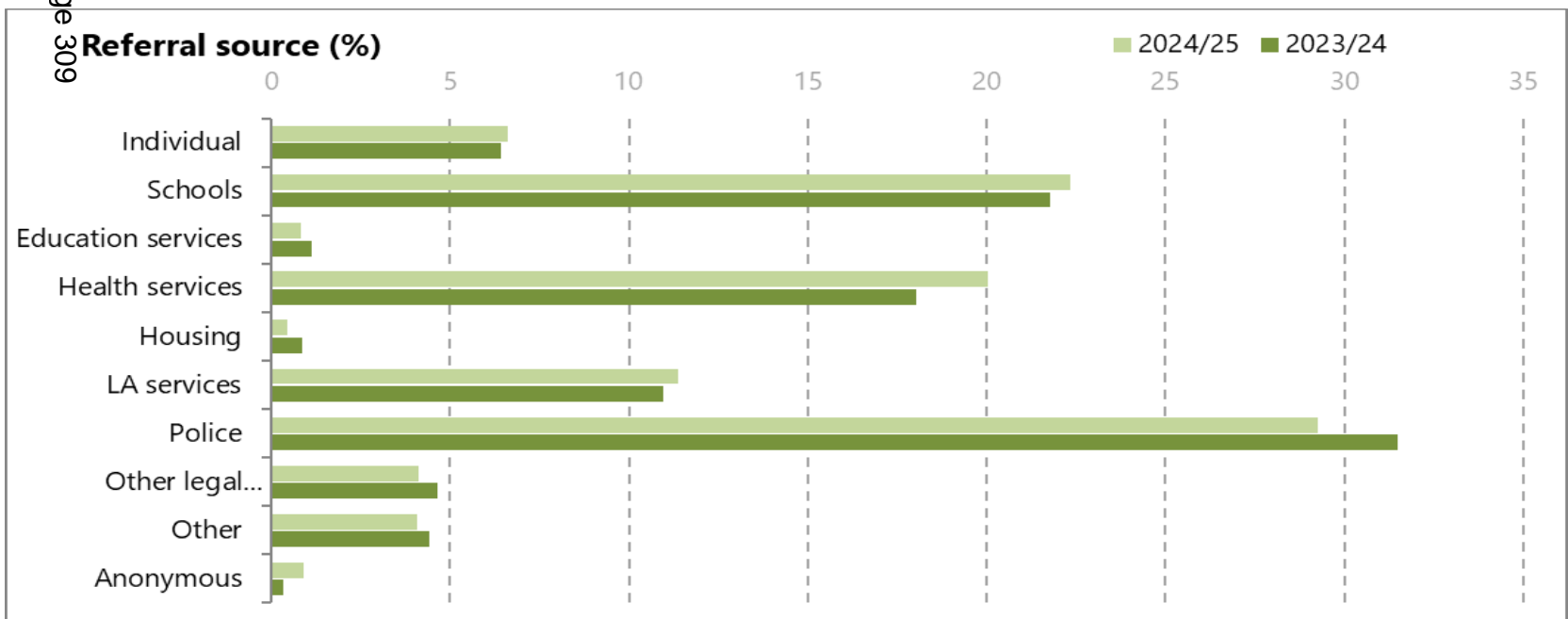
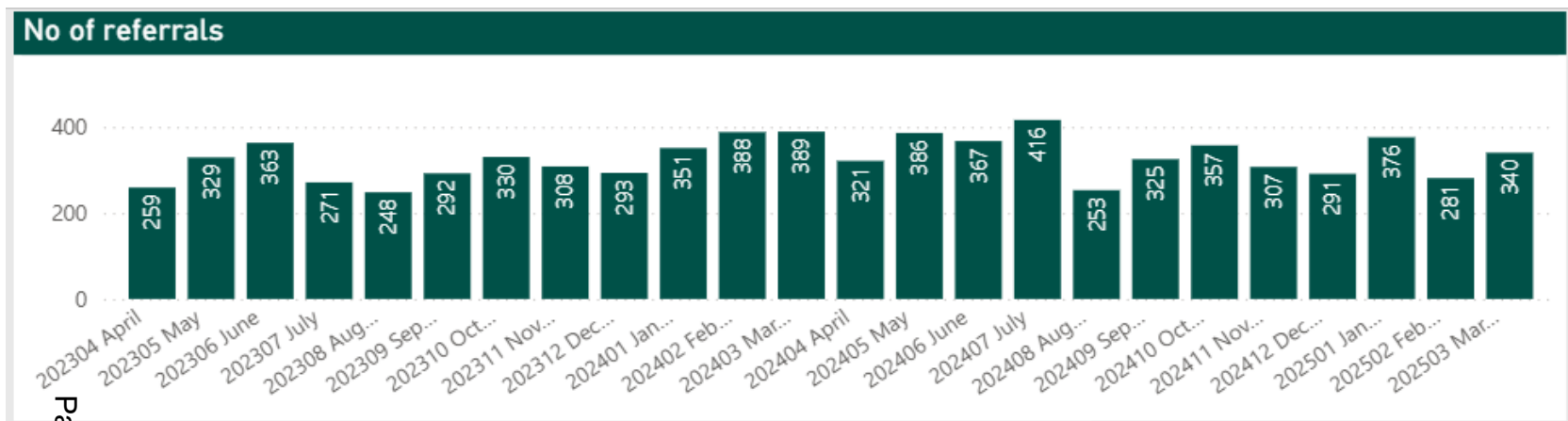
Youth justice performance reflects a positive trend in early intervention, with fewer young people entering the system for the first time. However, reoffending remains a concern, highlighting the need for more joined-up and sustained support for those already engaged with services. The strategic focus on prevention and restorative practice is well placed to address these challenges.

Workforce stability is a critical enabler of service quality. Recruitment and retention of social workers continues to be a priority, with investment in professional development, supervision, and wellbeing. The service recognises the importance of a skilled and resilient workforce in delivering consistent, high quality support to children and families.

Overall, Children’s Services is navigating a demanding operating environment with determination and strategic clarity. The alignment between performance data and service priorities is evident, and the focus on transformation, inclusion, and financial sustainability positions the service well for the future. Continued collaboration across the council and with partners will be essential to maintain momentum and deliver improved outcomes for Hillingdon’s children and young people.

Performance information within this pack that benchmarks Hillingdon will be the latest available that has been a validated and normalised data set from national statutory returns to ensure fair and consistent reporting. There is always a delay due to the nature of collection, therefore you may see 2023/24’s data as this is the most recent at time of publishing this report.

Children, Families and Education – Social Care Demand - Referrals



A referral to children’s social services happens when someone is concerned that a child may be at risk of harm. This prompts the local authority to assess whether the child or family needs support or protection. All referrals require statutory intervention.

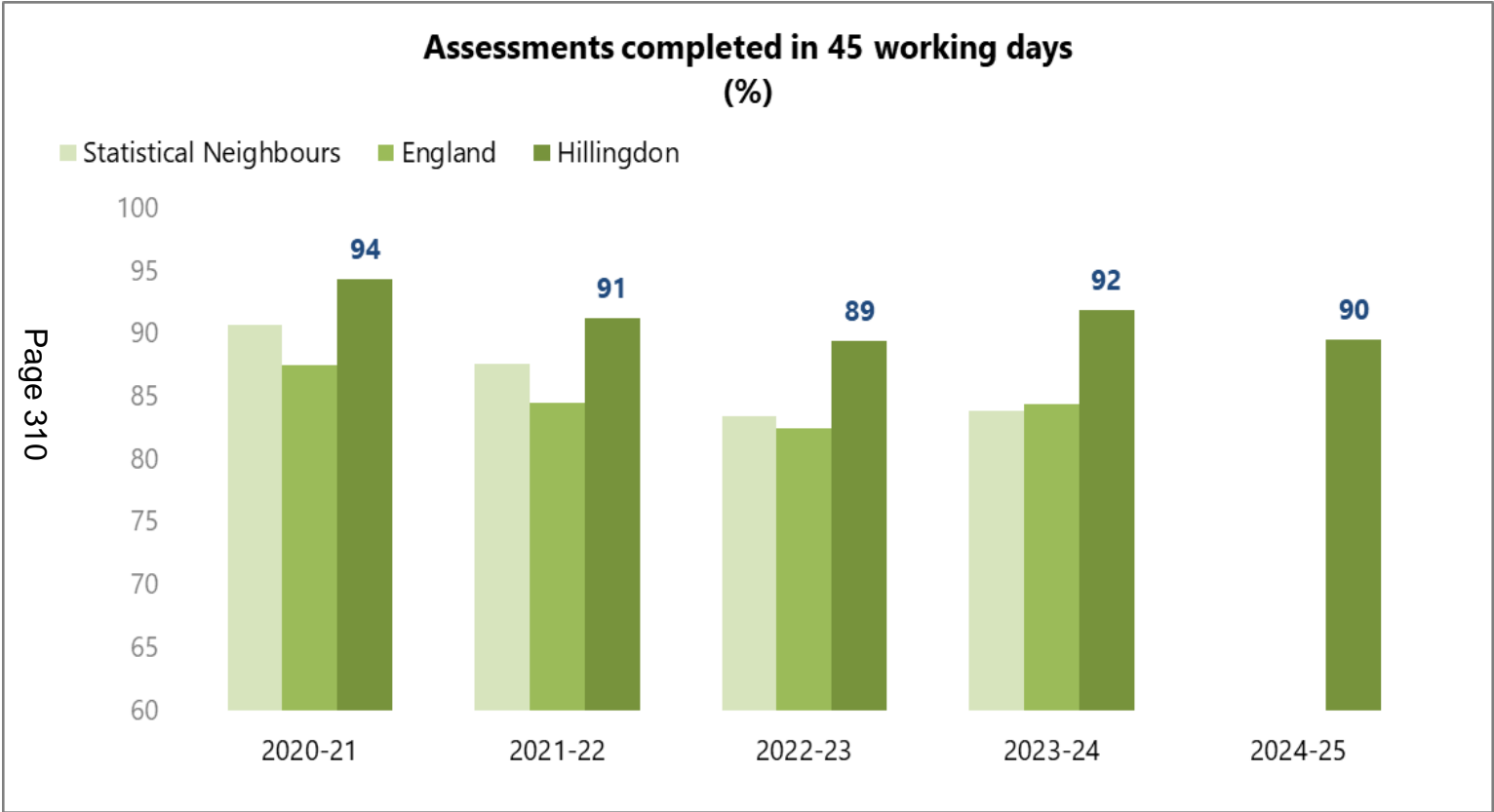
The top graph shows the number of referrals received each month during the past two financial years. This helps us understand demand for services, spot emerging concerns, and evaluate the impact of early help and prevention work.

The bottom graph shows the source of the referrals, such as residents, schools, health professionals, or the police. Tracking this helps ensure that residents and professionals are aware of safeguarding concerns. Lower referral rates compared with our statistical neighbours may indicate a need to strengthen safeguarding partnership’ training and awareness.

The highest number of referrals continue to come from the police, followed by schools and health services which is in line with statistical neighbours and local expectations.

(Statistical neighbours are local authorities with similar characteristics, used to make fair comparisons in areas such as education, health, and children’s services.)

Children, Families and Education – Social Care Demand - Assessments



Each contact received by Children’s Social Care goes through a rigorous screening process to determine the most appropriate response. Wherever possible, the service explores whether support can be provided through universal services, Early Help, or other preventative pathways to avoid unnecessary escalation. For children where concerns are more significant, a full statutory assessment is undertaken to understand the child’s needs and determine whether further support or protection is required. These assessments are subject to a national target of completion within 45 working days, ensuring that children and families receive timely and appropriate help without unnecessary delays.

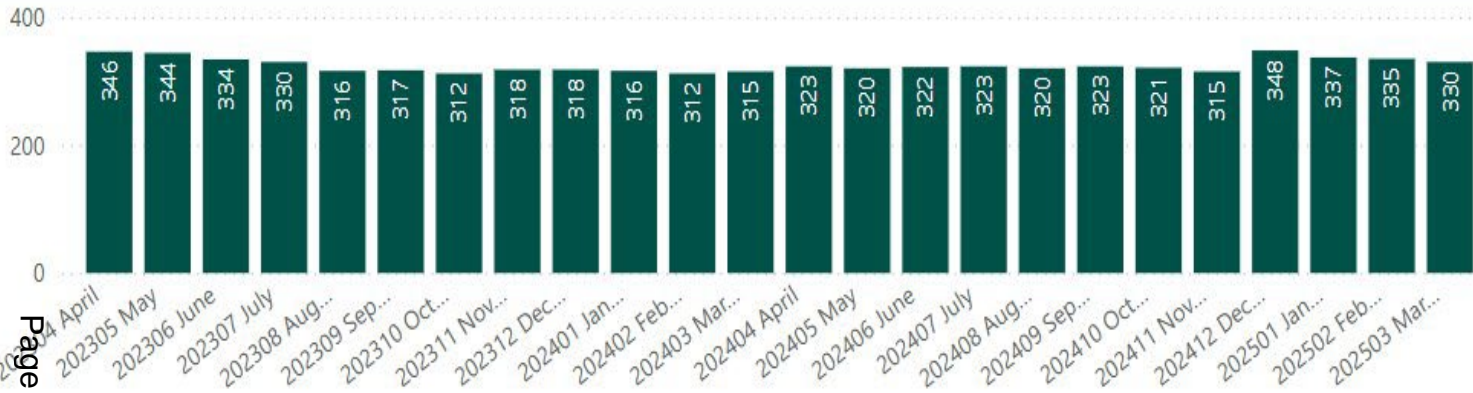
Assessment times can vary depending on complexity, and in some cases, may take slightly longer. However, we continue to complete the majority of assessments within the target timeframe. Hillingdon has consistently performed above the England average and better than our statistical neighbours for the past four years.

(Statistical neighbours are local authorities with similar characteristics, used to make fair comparisons in areas such as education, health, and children’s services.)

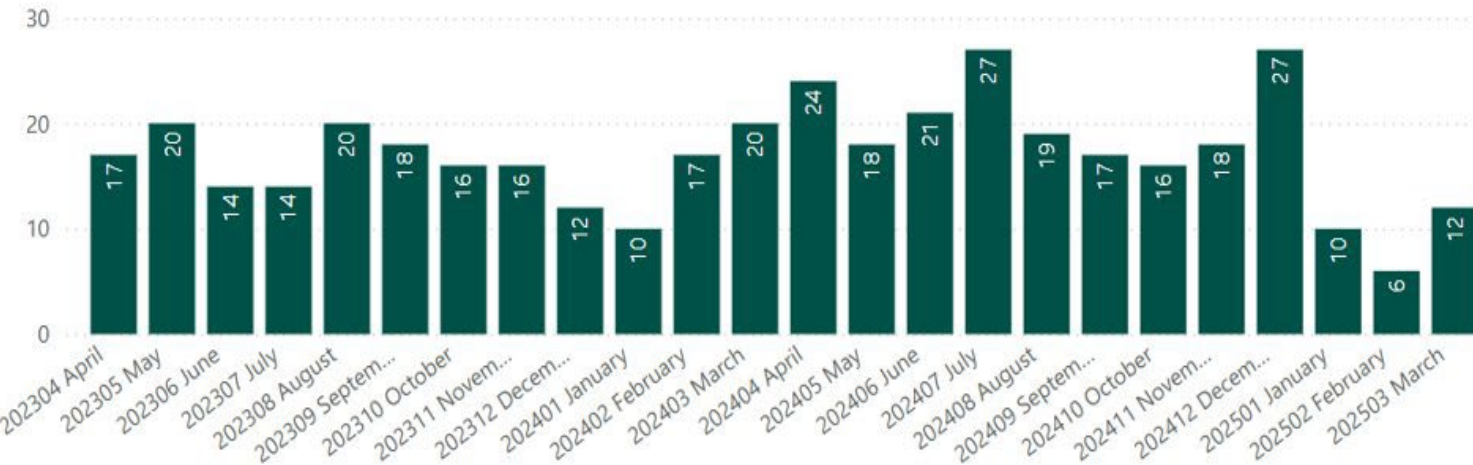
National 2024/25 data not yet available

Children, Families and Education – Looked After Children (Our Cared for Children)

Number Looked after children



Number starting to be looked after



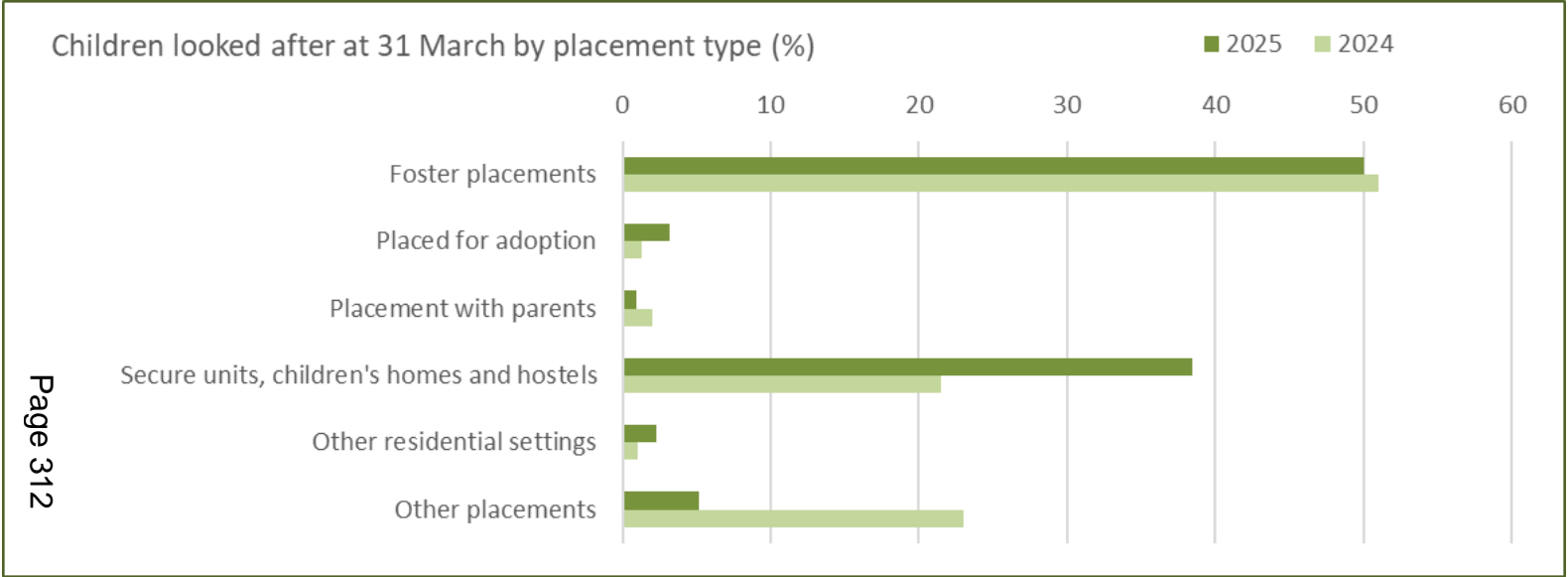
Our children are those cared for by the local authority. This includes children seeking asylum who have no parent or guardian in the UK. The council and the elected members hold parental responsibility and corporate parenting duties for most of these children.

The top graph shows the total number of our children at the end of each month. This helps us track long-term demand and plan the right level of support and resources. Higher numbers generally mean increased pressure on council services and budgets.

Hillingdon had corporate parenting duties to 330 children at the end of March 2025. The figure has remained relatively consistent throughout the year.

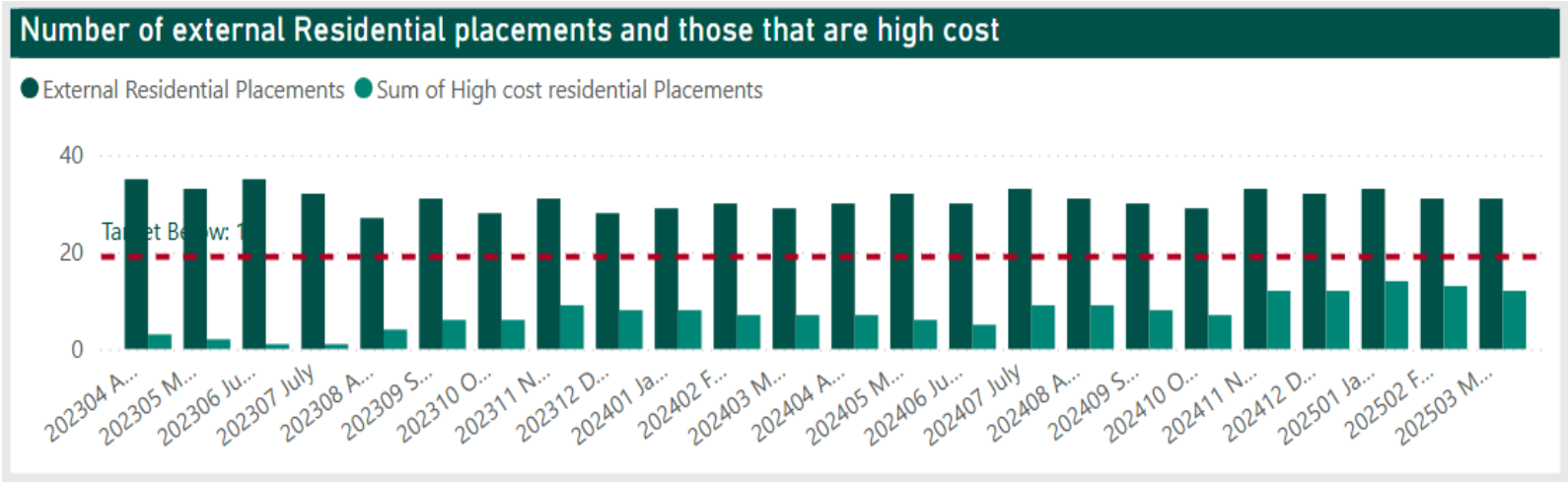
The bottom graph shows how many children came into our care each month. Spikes in this data highlight pressure points in safeguarding and a growing need for placements, especially during times of increased family breakdown or risk to children.

Children, Families and Education – Placements – Where Our Children Live



The top graph shows the types of placements for our children. Foster care remains the preferred option, as it provides a stable, family-based environment for those children who cannot live with their own families. However, alternative placement types may be required depending on a child's individual needs.

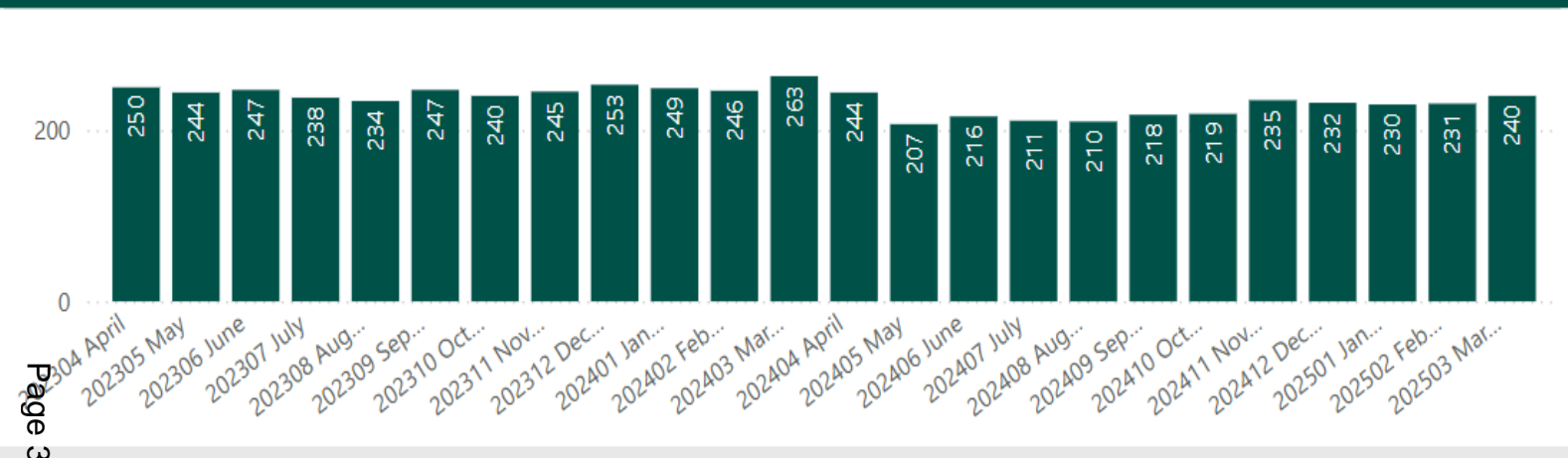
The bottom graph focuses on high-cost residential placements, which are often used in emergency situations or for children with high-risk needs. Monitoring these placements helps us plan more effectively, manage costs, and explore more local, sustainable options. It also highlights the number of children placed in external residential settings, those not managed by Hillingdon which are significantly more expensive than in-house alternatives. By tracking this data, we aim to meet children's needs while maintaining financial sustainability.



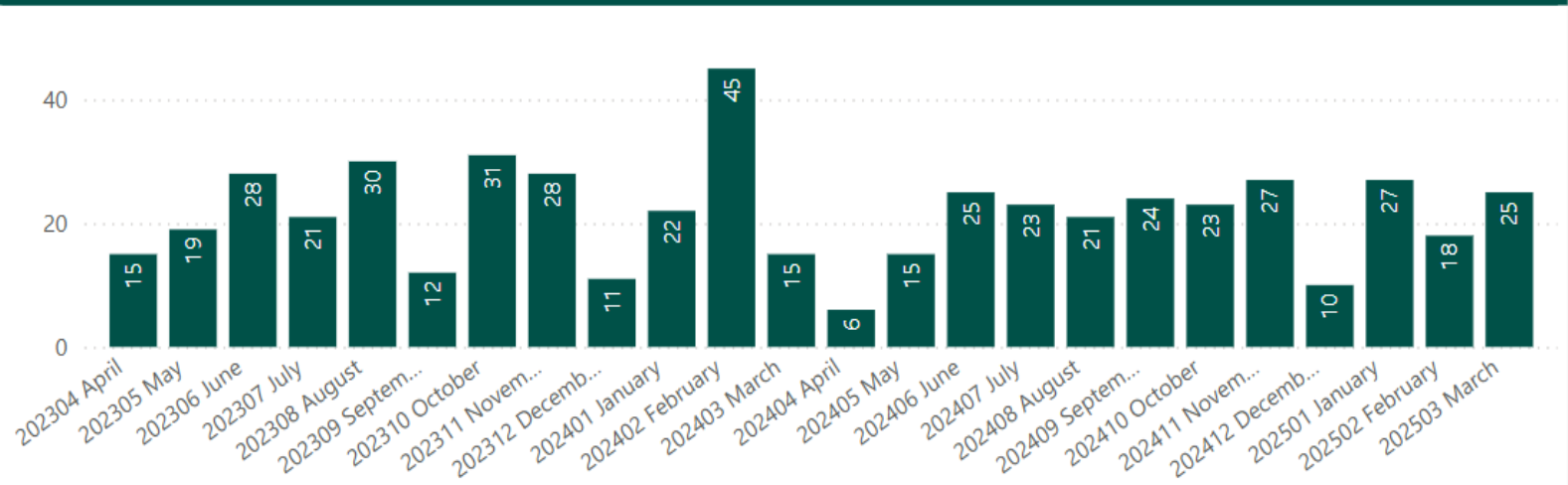
In line with the national trend, the high-cost residential placements have increased throughout the financial year and now represent a significant proportion of the Children's Social Care budget.

Children, Families and Education – Child Protection Plans

Number on CP Plans



Number starting on CP Plans



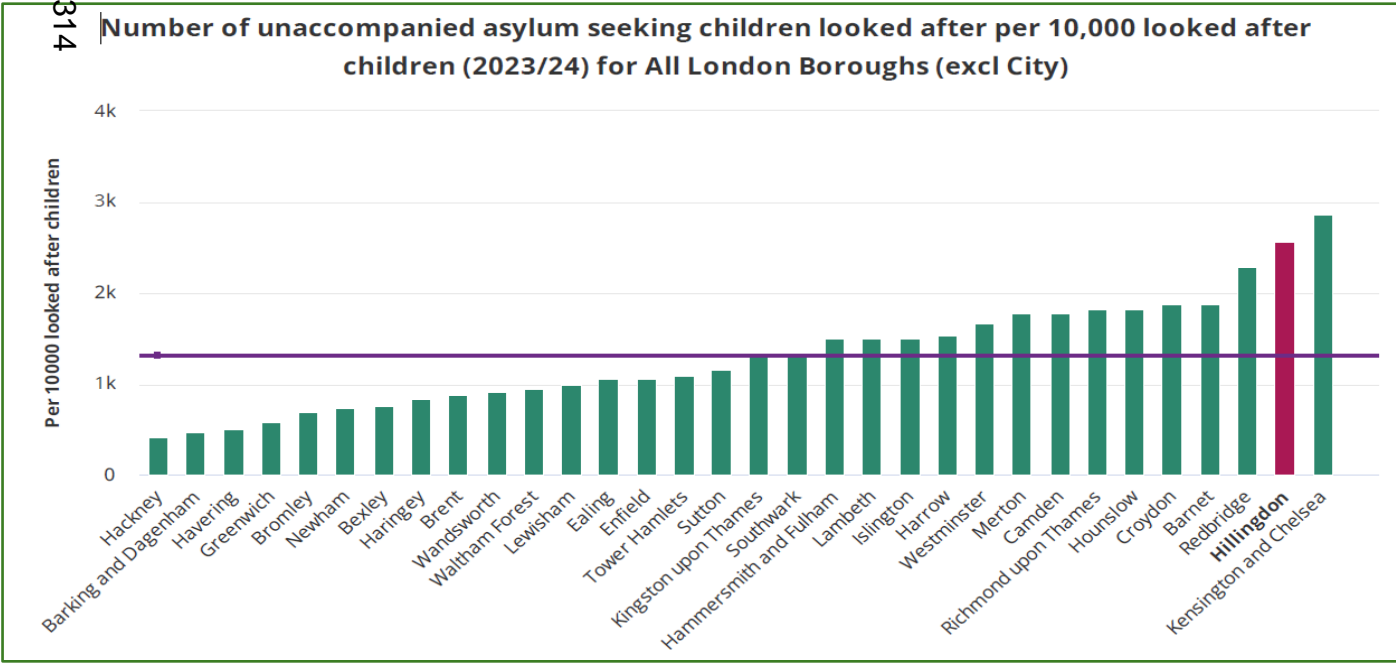
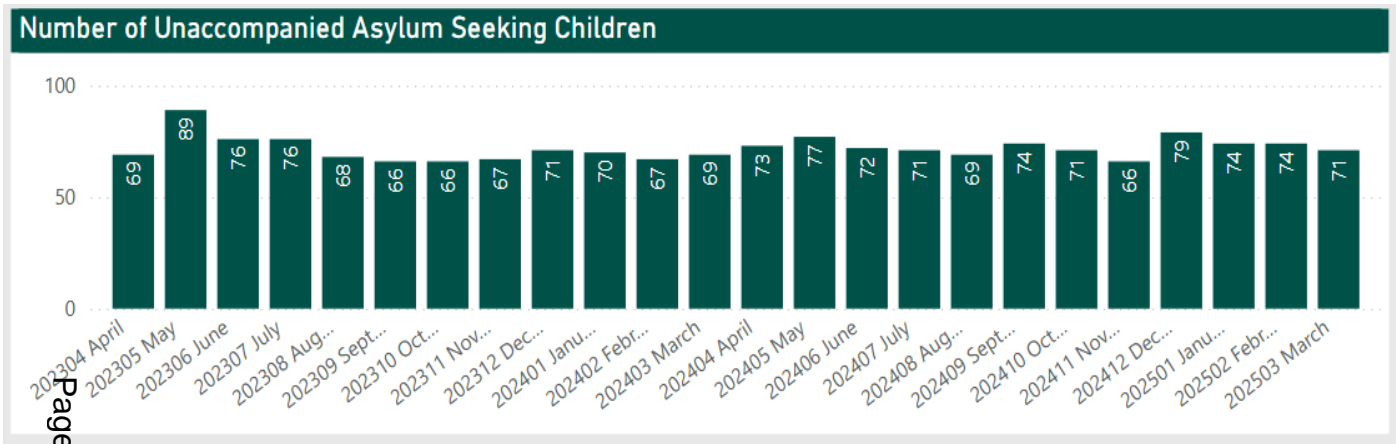
Child Protection Plans (CPPs) are implemented when there is a significant concern that a child may be at risk of harm, including abuse, neglect, or other forms of abuse. These plans are developed through multi-agency collaboration and outline specific actions to safeguard the child and promote their overall wellbeing. They are reviewed regularly to ensure that the support provided remains appropriate and effective.

The top graph illustrates the total number of children subject to an active Child Protection Plan at the end of each month. Monitoring this figure helps us understand the overall level of safeguarding demand and informs workforce and resource planning.

The bottom graph shows the number of new Child Protection Plans initiated each month. Fluctuations in this data can indicate changes in local safeguarding pressures, such as increased risks within families or improved identification of harm through professional vigilance.

As of March 2025, there were 240 children with active Child Protection Plans, an increase from a low of 207 in May 2024.

Children, Families and Education – Unaccompanied Asylum-Seeking Children



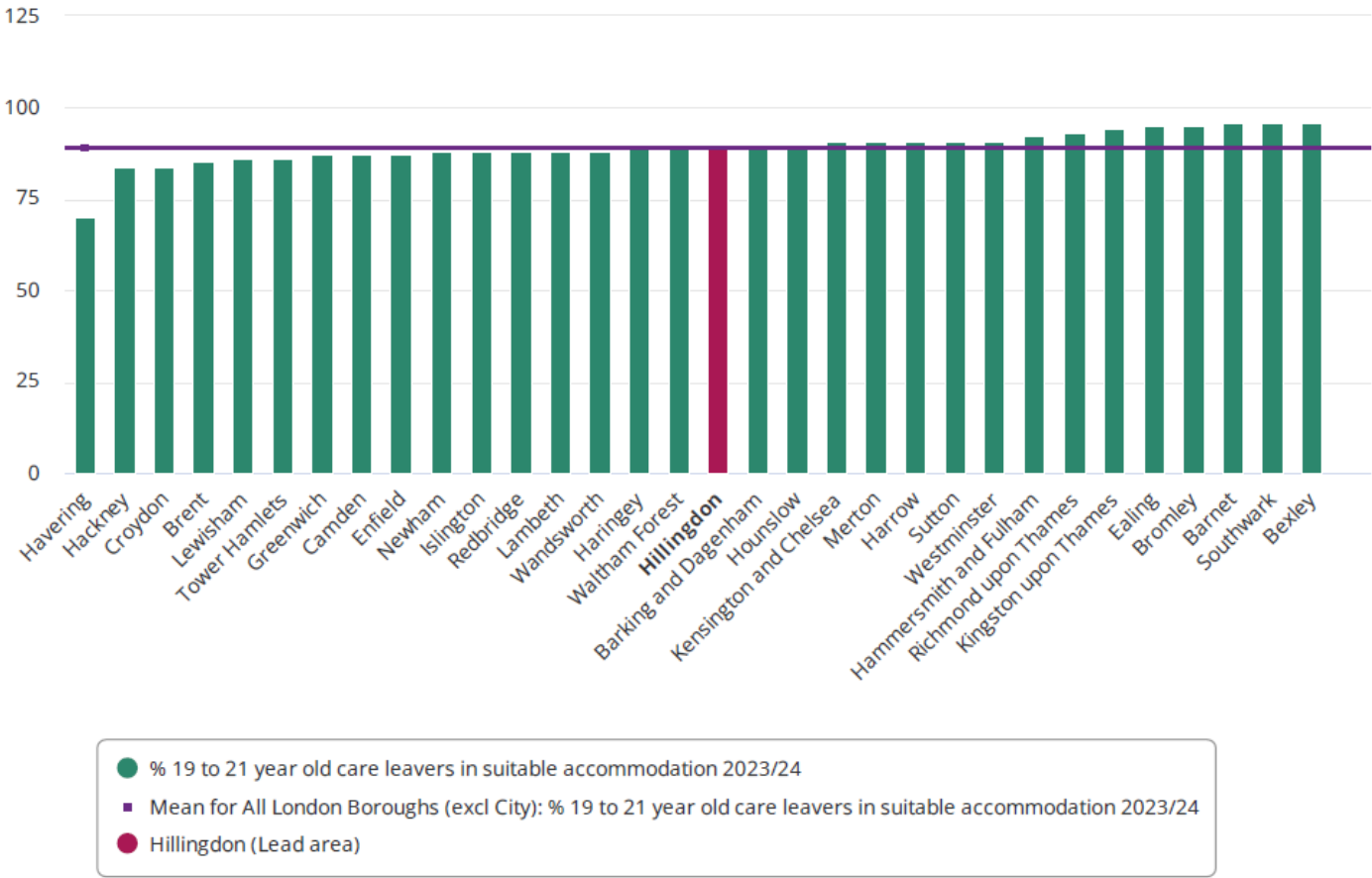
As a port authority area, due to the presence of Heathrow Airport, Hillingdon continues to play a critical role in supporting Unaccompanied Asylum-Seeking Children (UASC). These young people arrive in the UK without a parent or guardian and therefore have significant vulnerabilities. Consequently, they require tailored support to ensure their safety, wellbeing and integration.

The top graph shows the number of UASC in Hillingdon's care at the end of each month. While these figures have remained relatively stable over the past year, 71 in March 2025 compared to 73 in April 2024, this stability is in part due to the operation of the National Transfer Scheme (NTS). The NTS enables the redistribution of UASC across local authorities to ensure a more equitable sharing of responsibility and to prevent disproportionate pressure on port authority areas like Hillingdon. Throughout the year, a number of UASC have been successfully transferred to other local authorities through this scheme, helping to manage local capacity while ensuring children continue to receive appropriate care.

The bottom graph shows the number of UASC supported by each London borough in 2023/24, adjusted per 10,000 looked after children. This allows for fair comparisons between boroughs of different sizes and highlights the continued importance of national coordination in supporting this vulnerable group.

Children, Families and Education – Care Leavers

Percentage of 19 to 21 year old care leavers in suitable accommodation (2023/24) for All London Boroughs (excl City)



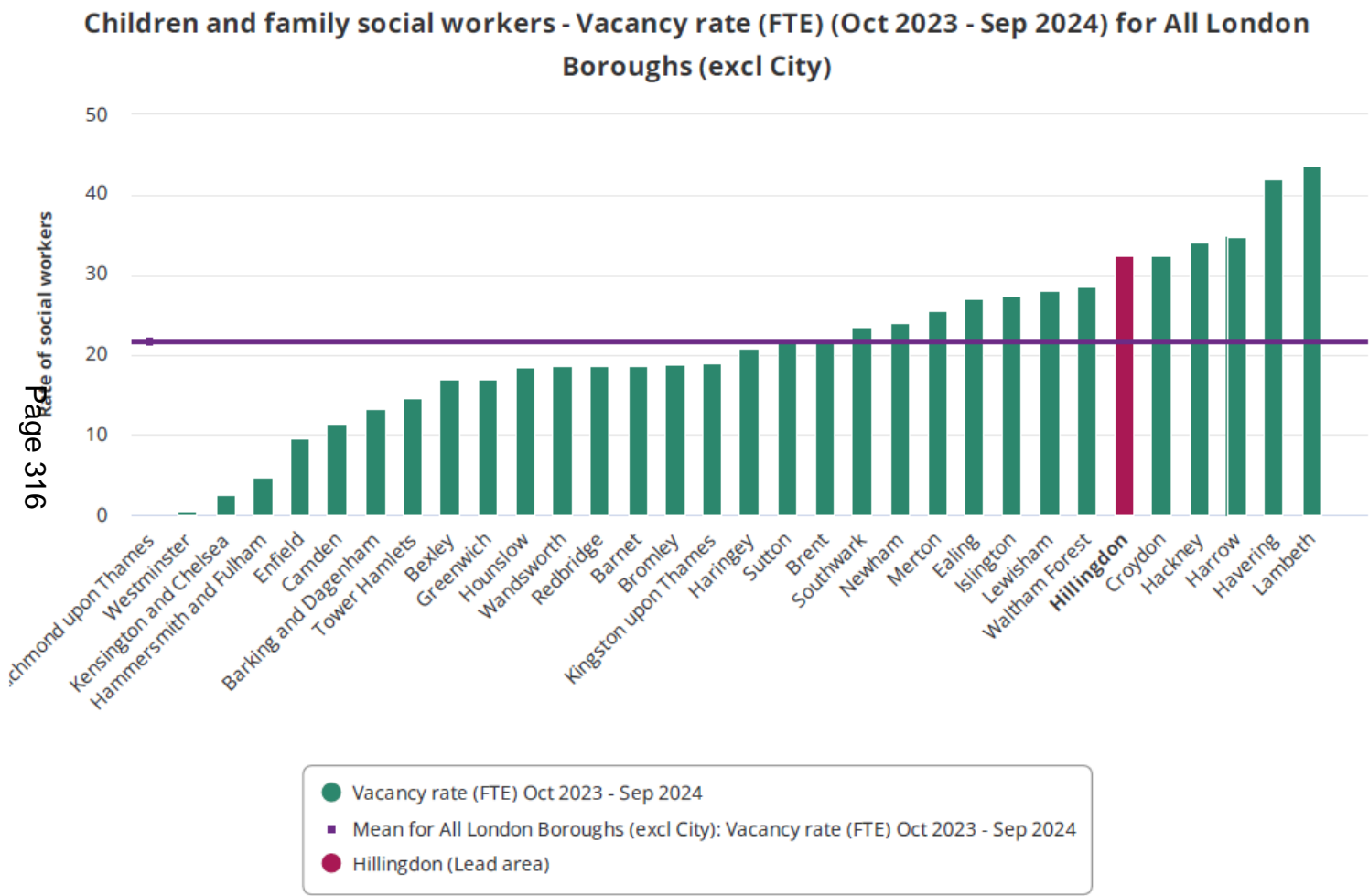
Source: Department for Education, Children Looked After by Local Authorities in England (including adoption and care leavers), [Percentage of 19 to 21 year old care leavers in suitable accommodation](#) , Data updated: 25 Nov 2024

Local authorities have a statutory duty to support care leavers, young people who have been in the care of the local authority, as they transition into adulthood. This support extends beyond the age of 18 and includes the provision of a personal adviser, pathway planning, and access to advice, emotional support, and practical assistance with housing, education, employment, training, and financial management. The duty continues until at least the age of 21, and in many cases up to age of 25, depending on the young person’s needs and level of engagement.

A key measure of this support is the suitability of accommodation provided to care leavers. Ensuring that young people have access to safe, stable, and appropriate housing is fundamental to their wellbeing and long-term outcomes. The graph on this page shows how each London borough performed on this measure in November 24, based on the latest published data (next update due late 2025).

As a port authority borough, Hillingdon supports a significantly higher number of care leavers than many other local authorities, due in part to the volume of Unaccompanied Asylum-Seeking Children (UASC) who enter care locally and later transition into care leaver status. This places additional pressure on housing, education, and support services. In response, Hillingdon continues to strengthen its care leaver offer, with a focus on increasing access to suitable accommodation, improving pathway planning, and ensuring young people are well supported to achieve independence and thrive in adulthood.

Children, Families and Education – Social Worker Recruitment and Retention



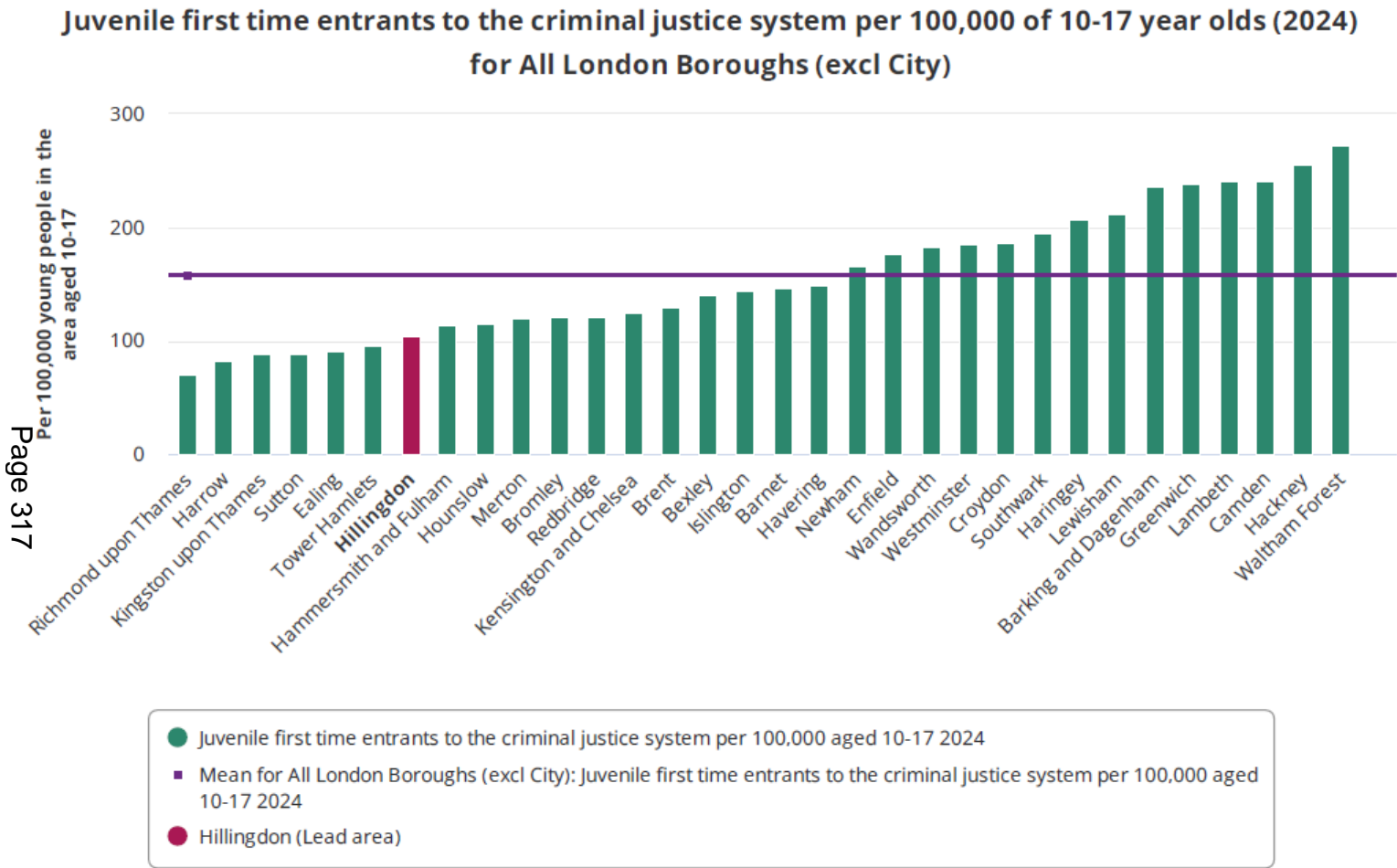
Source: Department for Education, Children's social work workforce, [Children and family social workers - Vacancy rate \(FTE\)](#) , Data updated: 03 Mar 2025

Recruiting and retaining qualified children's social workers remains a significant national challenge, driven by rising demand, high caseloads, and increasing competition across the sector. These pressures are particularly acute in areas like Hillingdon, where the complexity and volume of cases, especially linked to our role as a port authority, require a highly skilled and resilient workforce. Maintaining a stable and experienced team is essential for building trusted relationships with children and families, ensuring continuity of care, and delivering high quality, timely interventions.

The graph on this page shows the latest published vacancy rates for children's social workers across London. Monitoring these rates is critical for identifying workforce pressures and informing strategic planning. In Hillingdon, we have taken proactive steps to strengthen recruitment and retention, including the introduction of a refreshed workforce strategy, enhanced supervision and support structures, and targeted recruitment campaigns. We are also investing in professional development pathways and promoting Hillingdon as a place where social workers can thrive and make a meaningful impact.

Despite these efforts, vacancy rates remain a concern, and we continue to work closely with regional partners and national bodies to explore innovative approaches to workforce sustainability. Our aim is to ensure that every child and family receives consistent, high-quality support from a skilled and stable workforce.

Children, Families and Education – Early Contact with the Youth Justice System



In 2024, Hillingdon recorded 104 first-time entrants to the youth justice system per 100,000 young people aged 10–17, a figure notably below the London average of 158 per 100,000.

This metric is a key indicator of how many children and young people are entering the criminal justice system for the first time, either through conviction or youth caution.

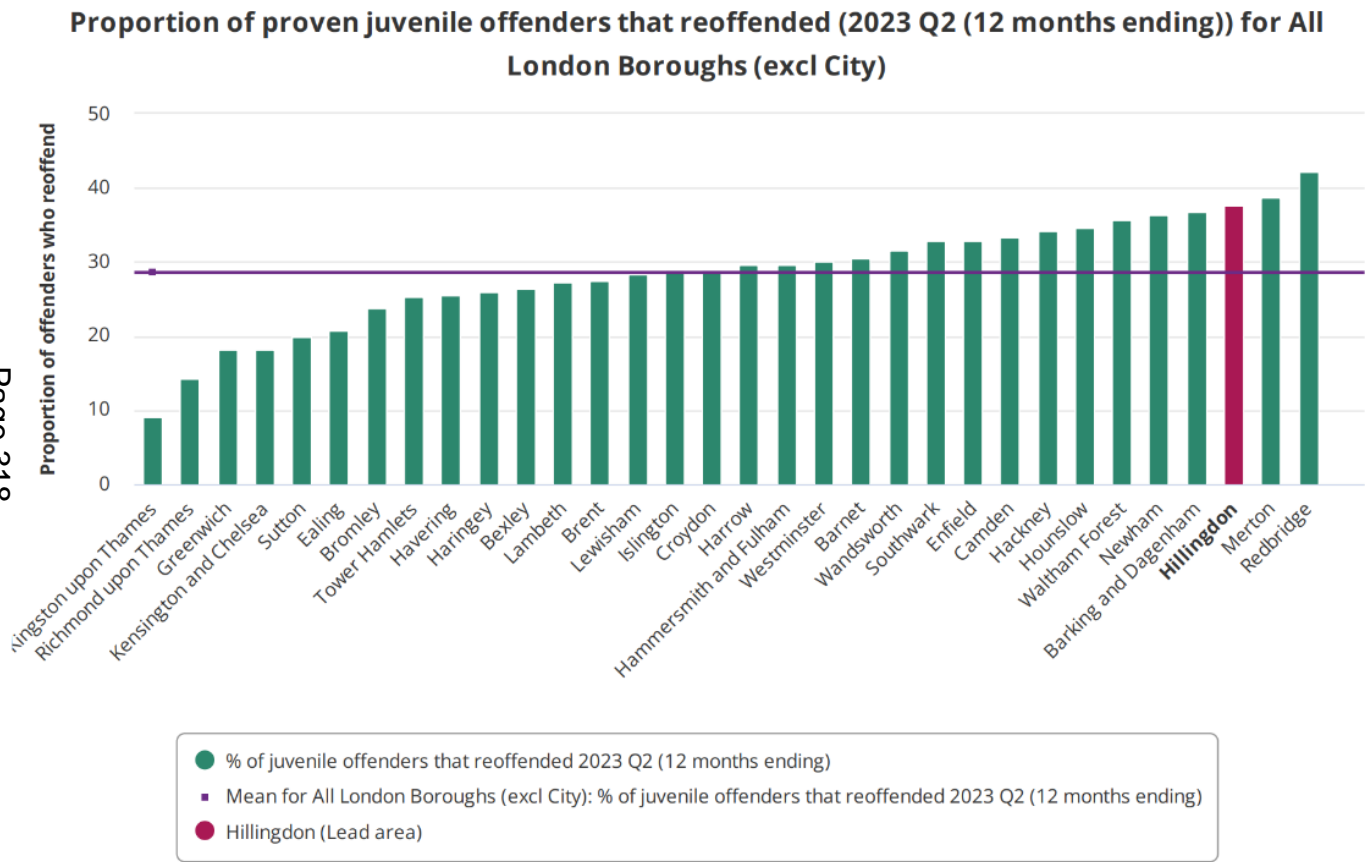
A lower rate of first-time entrants is often interpreted as a sign of effective early intervention and prevention strategies, reflecting the strength of local safeguarding partnerships and the proactive work of services across education, social care and health .

In Hillingdon, this positive trend aligns with the borough’s strategic commitment to a child first approach, which prioritises the rights, needs, and potential of children while aiming to divert them from formal justice pathways wherever possible.

Source: Ministry of Justice, First time entrants (FTE) into the Criminal Justice System, [Juvenile first time entrants to the criminal justice system per 100,000 of 10-17 year olds](#) , Data updated: 19 May 2025

Children, Families and Education – Youth Justice: Reoffending Rates

Page 318



Source:
Ministry of Justice, Proven reoffending statistics, [Proportion of proven juvenile offenders that reoffended](#) , **Data updated:** 25 Apr 2025

While the rate of first-time entrants is encouraging, it is important to note that reoffending rates remain a concern. In the 12 months to Q2 2023, 37.7% of young people known to have committed an offence in Hillingdon reoffended, which is above the London average of 28.6%.

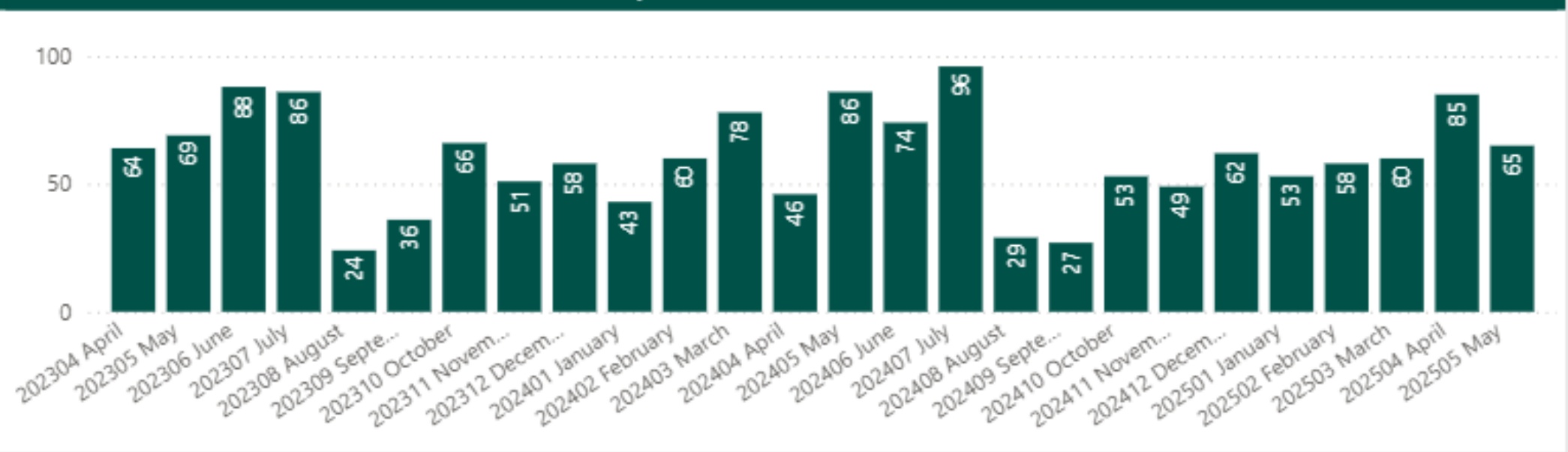
This measure tracks the proportion of young people who commit a further proven offence within a year of a previous offence. A higher rate may indicate challenges in rehabilitation, support, or community intervention. Therefore, this suggests that while initial diversion efforts are working, there is a continued need for targeted, multi-agency support to address the complex needs of young people already within the system.

Children in the youth justice system often face multiple and overlapping challenges, including social deprivation, trauma, discrimination, and unmet health needs. These factors underscore the importance of joined-up working across sectors, ensuring that interventions are not only timely but also holistic and tailored to individual circumstances.

The borough's strategic documents, including the Hillingdon Youth Justice Service Strategy 2024-2029 emphasise a commitment to early identification, inclusive practice, and continuous improvement, with a focus on reducing disproportionality and promoting restorative justice.

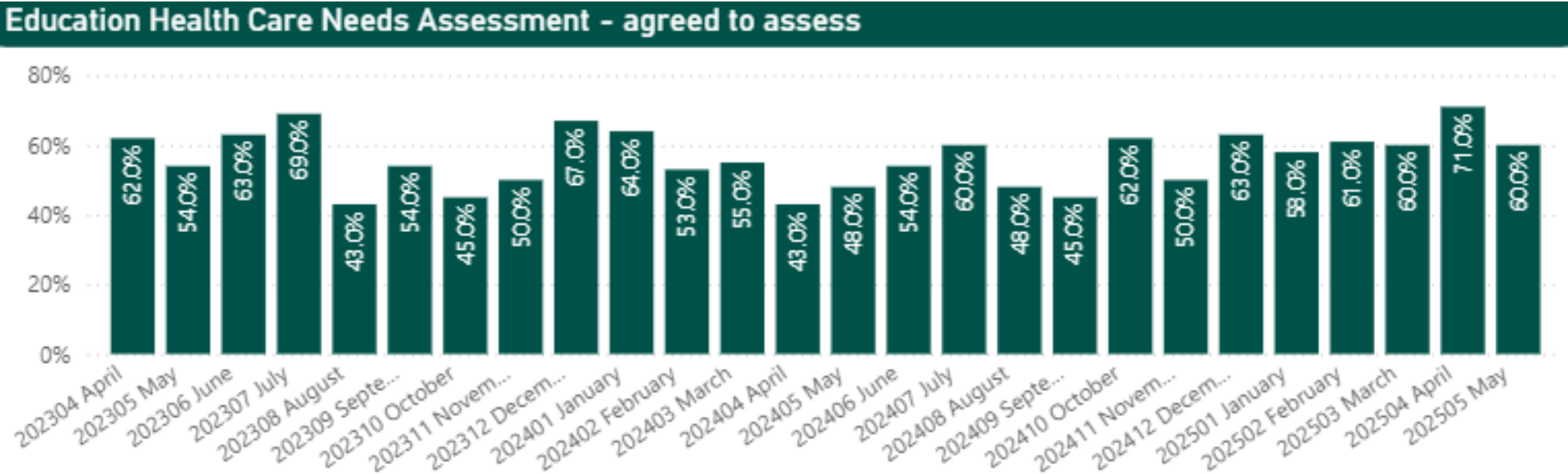
Children, Families and Education - Children with SEND – Need Assessment

Education Health Care Needs Assessment requests



Education, Health and Care Needs Assessment (EHCNA) Requests are formal applications that trigger a multi-professional review of a child's needs. Increasing numbers may indicate greater awareness, earlier identification, or growing demand for support, all contributing to timely and appropriate provision.

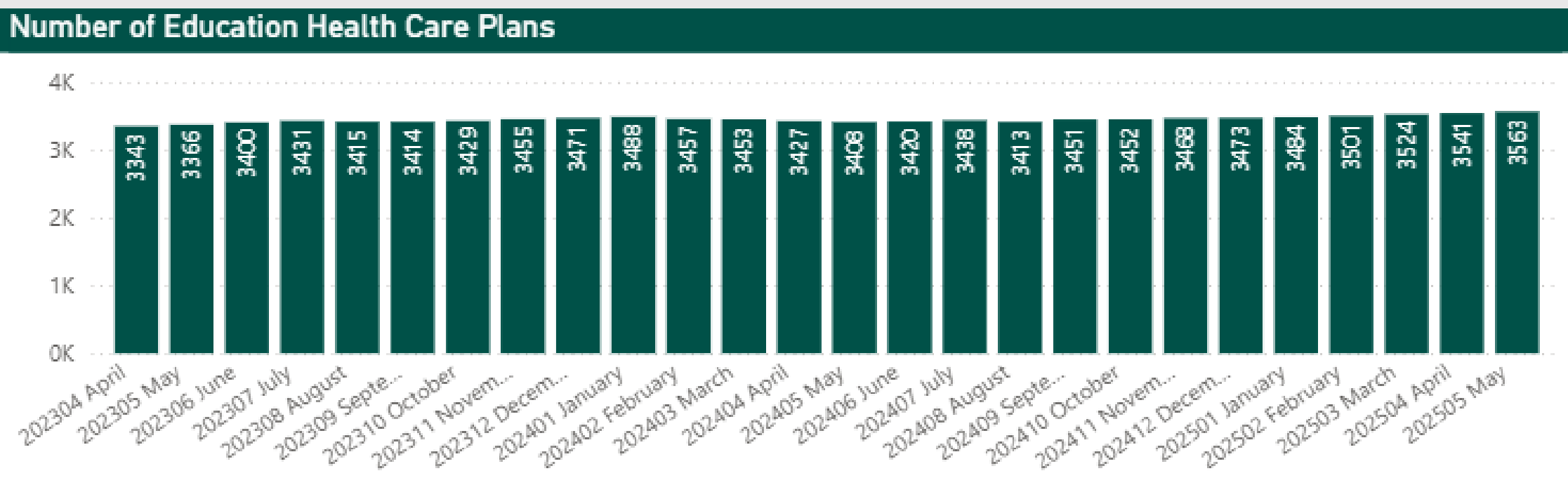
The year began with 46 requests and saw several peaks in demand, particularly in the early months. A noticeable dip occurred during the summer period, with numbers rising again in the latter part of the year. By the end of March 2025, the number of requests had increased to 60.



EHC Needs Assessments Agreed to Assess:

The EHCNA Agreed to Assess stage reflects the council’s decision to proceed with a full Education, Health and Care Needs Assessment. This represents a formal commitment of professional and administrative resources to thoroughly assess and understand the child’s needs. Rising volumes increase pressure on council services. This demand also drives higher assessment and support costs, impacting overall budget sustainability.

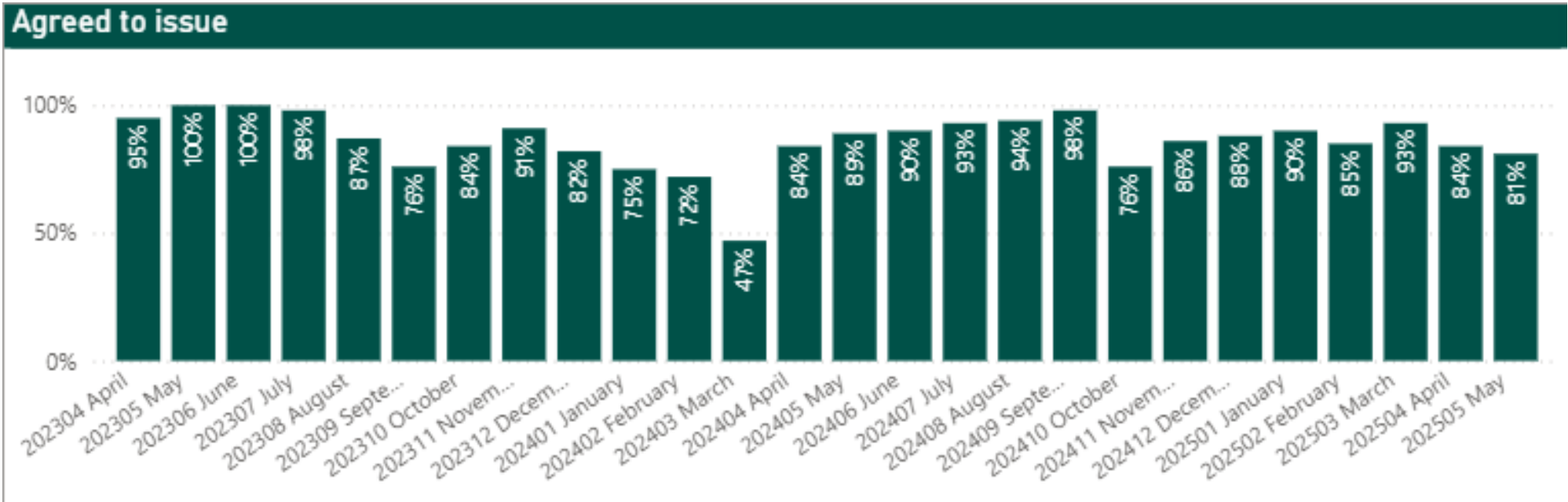
At the start of the 2024/25 financial year, 43% of EHCNA requests were agreed to proceed to assessment in April. By the end of the year, this had increased to 71% in March 2025. This represents a positive shift of 28 percentage points over the year, indicating a higher proportion of requests being progressed to formal assessment. This suggests more appropriate requests are being received for assessment.



We are tracking both the number of Education, Health and Care Plans (EHCPs) issued and the volume of Needs Assessment Requests. EHCPs define the tailored support that children and young people with SEND are entitled to, ensuring they have access to the appropriate education, health, and care services.

Number of Education Health Care Plans (EHCPs):

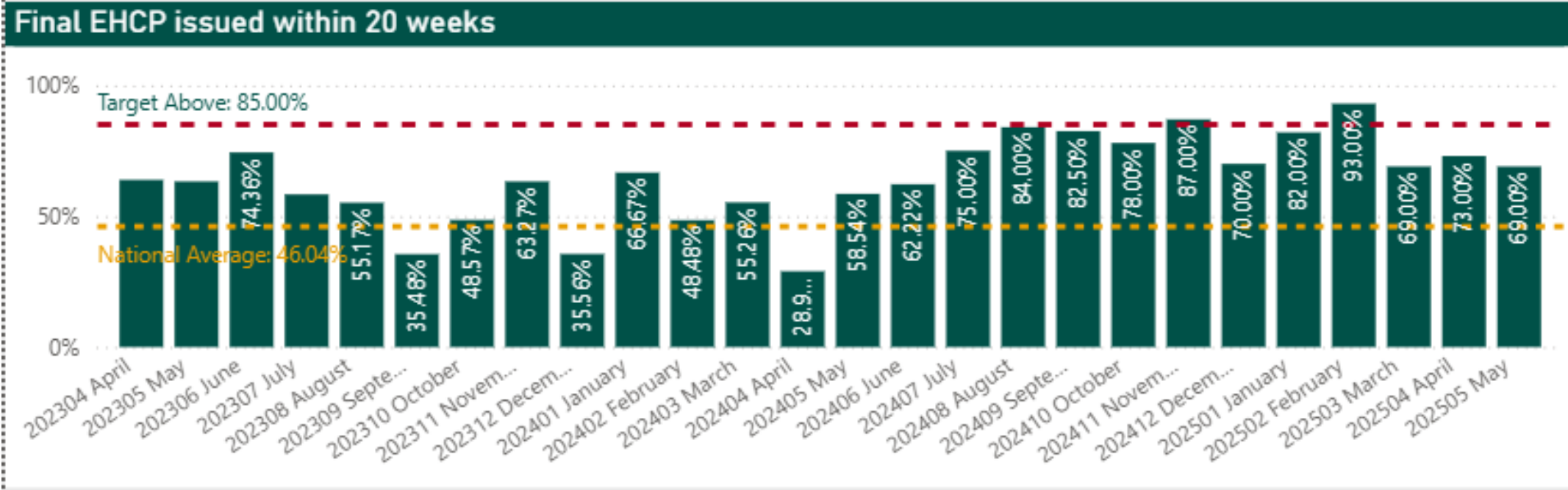
At the start of the financial year, there were 3,427 active EHCPs. Over the year, the number steadily increased, reflecting continued demand for support. As of the end of March 2025, the total stood at 3,524—representing an overall increase of approximately 2.8% compared to the start of the year. This is a lower increase to prior years.



The Agreed to Issue decision is made by week 16 of the process. This measure captures whether, following an Education, Health and Care Needs Assessment (EHCNA), the decision is to issue an EHCP. It reflects how often the council agrees that statutory support is needed and will be provided for a child or young person with SEND.

In 2024/25, the rate of agreed-to-issue decisions fluctuated over the year — starting at 84% in April 2024 and rising to 93% by March 2025. Typically, this outcome does vary throughout the year.

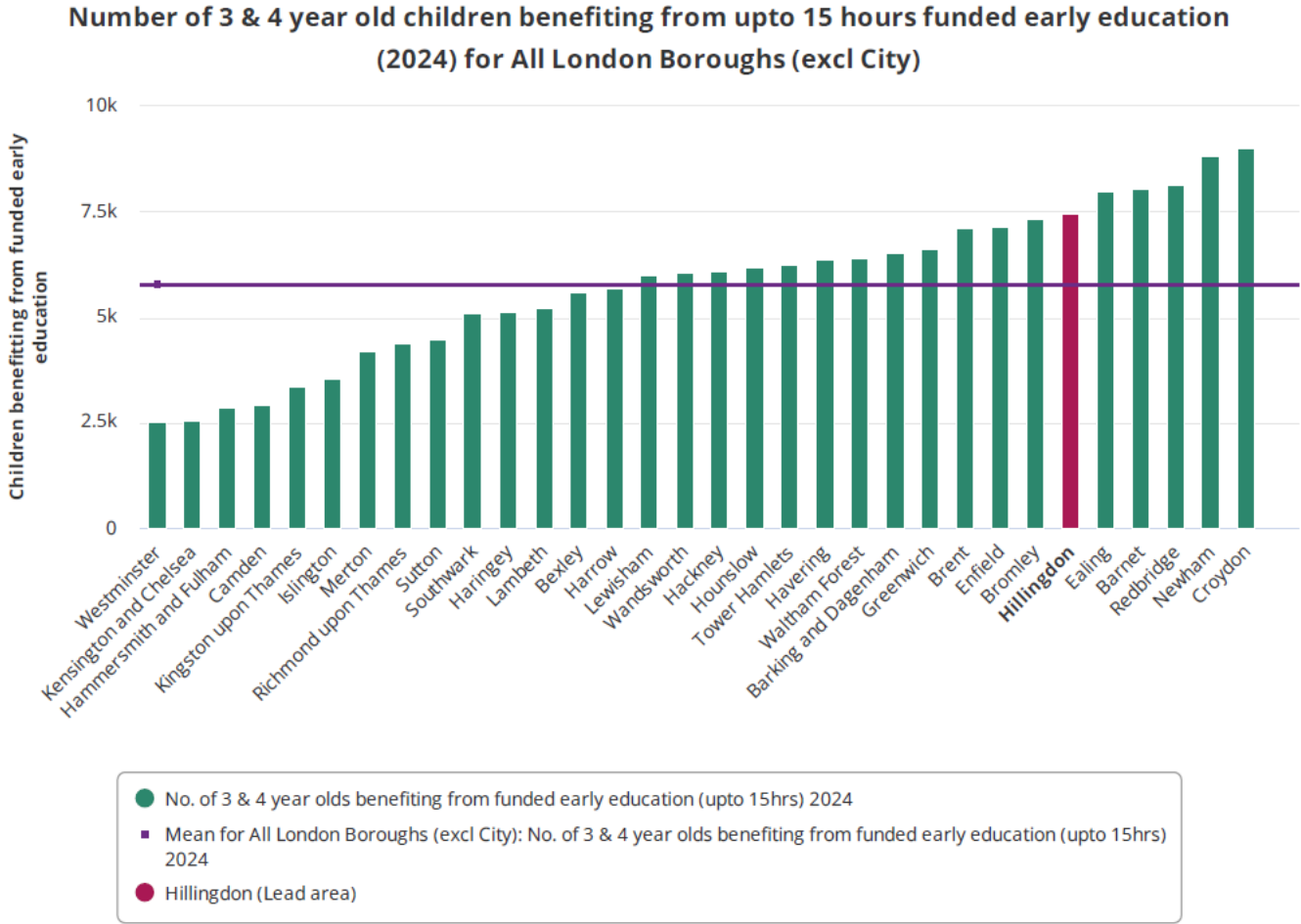
Children, Families and Education – Final EHCP 20 Week Timeliness



This indicator tracks the percentage of final Education, Health and Care Plans (EHCPs) issued within 20 weeks of the initial request, in line with the statutory timescale set out in the SEND Code of Practice. Exemptions apply in limited cases (e.g. during periods of school closures), but in most circumstances, a plan should be completed within 20 weeks. A higher percentage reflects better timeliness and system responsiveness to children and young people with special educational needs.

At the start of the financial year 2024/25, 28.95% of final EHCPs were issued within 20 weeks. The early dip in performance was as a result of the three-week local area Ofsted inspection which took place in April 2024. Timeliness increased significantly throughout the year but then faced a dip by the end of March 2025 at the time of phase transfer. However, performance in March was above national (46.4%) and significantly improved position compared to the start of the year, reflecting a clear upward trend in the timeliness of plan finalisation.

Children, Families and Education – Funded Early Education for 3 and 4-Year Olds



Take-up Rate of the 3 and 4-Year-Old 15 Hours Childcare Offer

In 2024, 7,417 children aged 3 and 4 in Hillingdon received up to 15 hours of funded early education. This is higher than the average for London (5,780 children).

This number reflects how many children in this age group are benefiting from the government's offer of free early education, helping them get a strong start to their learning and development.

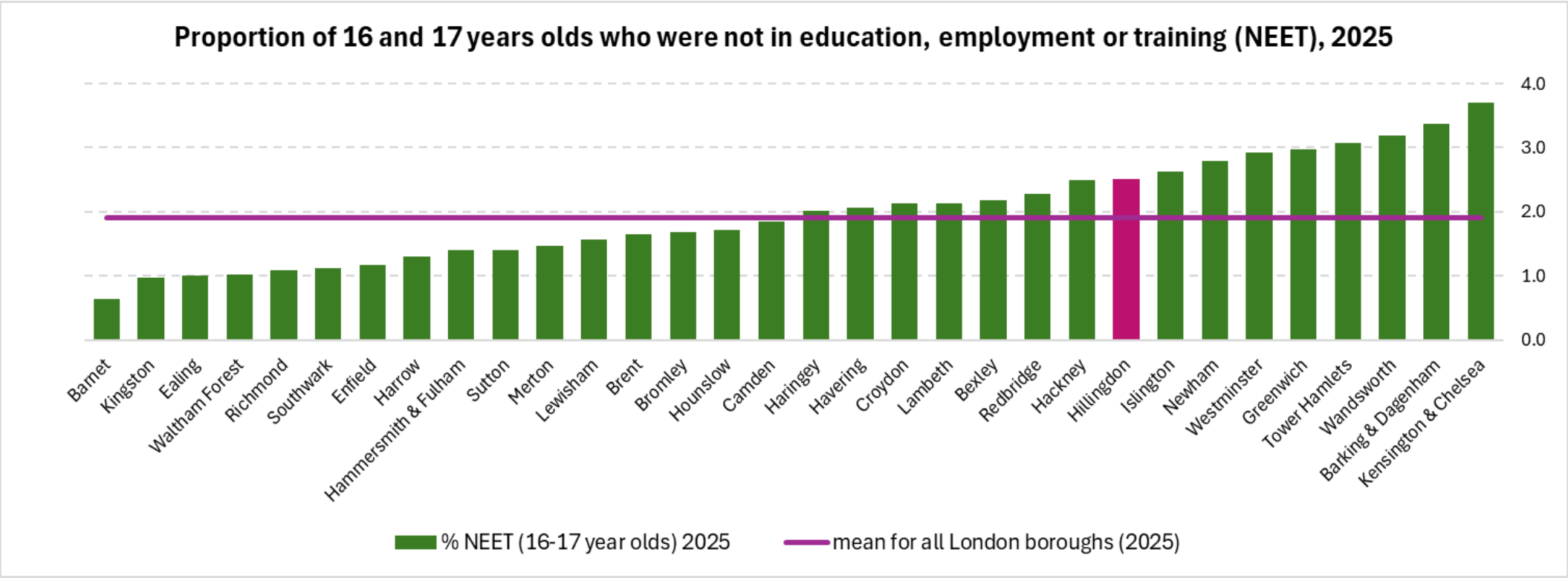
Providing funded early education supports children's social, emotional, and cognitive skills, preparing them well for starting school.

Source:

Department for Education, Education provision for children under 5 years of age in England, [Number of 3 & 4 year old children benefiting from upto 15 hours funded early education](#), **Data updated:** 20 Jul 2024

Children, Families and Education - NEET Outcomes for 16–17 Year Olds

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Source: Department for Education, NEET and participation. Data updated: 17th July 2025

Percentage of Young People (16-17) Not in Education, Employment, or Training (NEET)

In 2025, 2.5% of 16 and 17-year-olds in Hillingdon were not in education, employment, or training (NEET). This is higher than the average for London, which stands at 1.9%.

The chart compares Hillingdon’s NEET rate with other London boroughs, showing that while some areas perform better, a number of boroughs face even higher NEET rates. Monitoring and addressing NEET levels is important to help young people access opportunities and support them to achieve positive outcomes. By focusing on this indicator, the council can work with local schools, employers, and training providers to help more young people in Hillingdon stay engaged and move into successful futures.



Cabinet Member: Cllr Jane Palmer Portfolio: Health and Social Care

Our commitments to residents

Thriving, healthy households

Corporate Director: Sandra Taylor – Adult Social Care and Health

Adult Social Care is adapting to national pressures in the NHS. In Hillingdon there is a renewed focus on system-level collaboration to improve outcomes. Integrated neighbourhood models, digital care, and joint commissioning are streamlining pathways and reduce delays. Locally, timely interventions and smoother service transitions are emphasized, with a strong focus on community-based care to reduce hospital reliance. Equally, there is a strong emphasis on admission avoidance through reactive care initiatives in the community. Our urgent response teams, enhanced reablement offer, and third-sector partnerships are supporting residents to remain safely at home, reducing reliance on hospital-based care and improving recovery outcomes.

Adult Social Care and Health (ASC&H) continues to operate within a landscape of intensifying demand and evolving legislative frameworks. The 2024/25 performance narrative reflects a service under pressure but actively responding with innovation, transformation, and strategic partnerships. The year saw a marked increase in demand across ASC services, driven by:

- demographic changes, including an ageing population and increased complexity of needs
- transitions from Children's Services, particularly for young people with SEND and complex care requirements, which continue to place increasing pressure on Adult Social Care. We are seeing a growing cohort of individuals with autism-only diagnoses and co-occurring mental health needs, which do not align with traditional learning disability pathways. This presents challenges in service design, workforce capability, and long-term planning requiring tailored support and robust multi-agency coordination

These pressures are compounded by significant legislative shifts, including the implementation of the Care Act, Better Care Fund (BCF) requirements, and the evolving Deprivation of Liberty Safeguards (DoLS) framework. Despite these challenges, ASC&H has maintained strong performance in several key areas, including service user satisfaction and quality of life indicators remain high. Access to information and early intervention has improved. Digital tools are improving access to information, enabling smarter care planning, and supporting residents to live independently. The use of data analytics is helping us identify trends, target interventions, and monitor outcomes more effectively. Our extra care model is a core part of the early support offer which includes integrating digital solutions to support older adults with emerging and complex needs. We are exploring further innovations to enhance service delivery and resident experience.

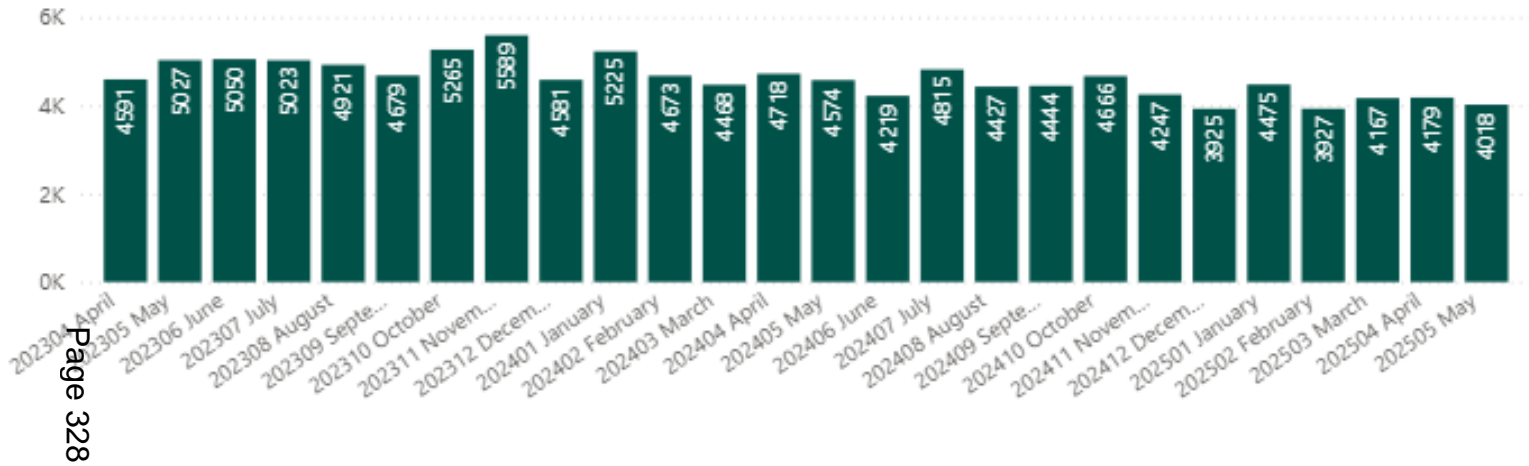
To manage demand and sustain performance, ASC&H has implemented a series of targeted actions:

- Transformation of the front door - The ASC&H Single Point of Access (SPA) and Multi-Agency Safeguarding Hub (MASH) have been instrumental in reshaping our front door. These services have strengthened early intervention, improved triage, and ensured timely safeguarding responses. The SPA has helped reduce unnecessary referrals into long-term care by connecting residents with community-based support and third-sector services. MASH continues to deliver robust safeguarding outcomes through multi-agency collaboration. Performance data shows a steady volume of referrals being managed effectively, with assessment timeliness improving and contact-to-referral ratios stabilising.
- Reablement remains our most effective intervention for supporting residents following a health or care crisis. It enables recovery, promotes independence, and reduces long-term dependency. Our expanded reablement offer is helping us intervene earlier and avoid escalation into long-term care, which is critical for sustainability.
- A fully completed BCF Assurance document has been submitted within required timelines, ensuring compliance and unlocking funding streams.
- To support a sustainable care market and manage inflationary pressures, ASC&H has worked closely with providers to maintain service quality and financial viability. The council has prioritised collaborative approaches that help providers absorb cost pressures, stabilise pricing, and continue delivering high quality care. This partnership model has proven effective in maintaining market resilience, ensuring continuity of care, and avoiding disruption to residents. Providers have responded positively, engaging in joint planning and resource alignment to support shared outcomes.

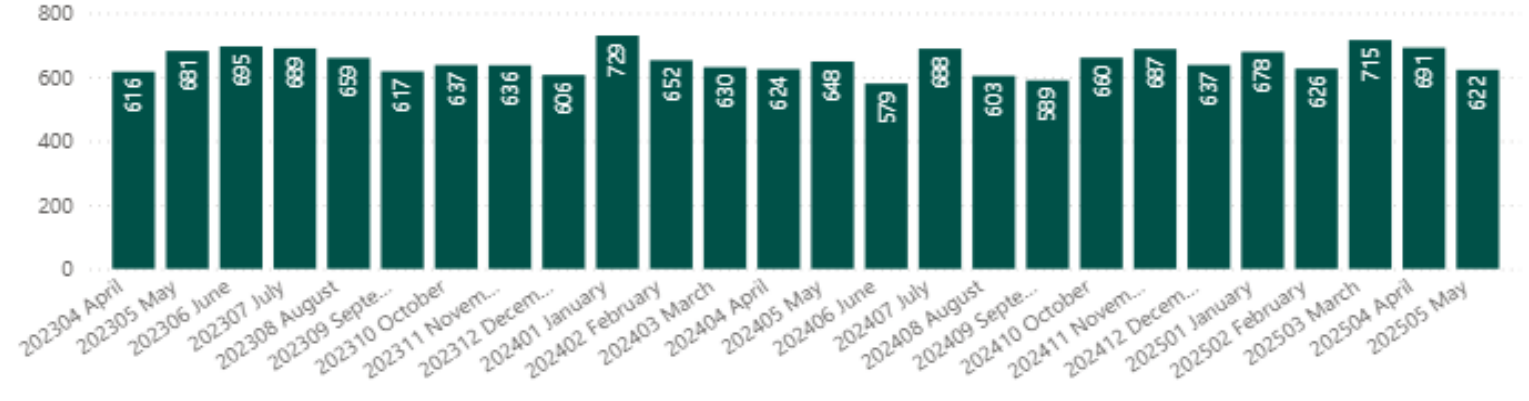
In July 2024, the Care Quality Commission (CQC) conducted a comprehensive inspection of ASC&H services rating us as Good overall. Their assessment of ASC&H evaluated how effectively the council is meeting its duties under Part 1 of the Care Act (2014). The inspection focused on the quality, accessibility, and responsiveness of adult social care services provided to residents. Key findings included outstanding performance and being rated as one of the best performing councils nationally and in London reflecting its strong leadership, effective service delivery, and commitment to continuous improvement. The report highlighted high levels of satisfaction among service users, with care described as person-centred, safe, and well-coordinated. The council demonstrated robust governance structures and clear accountability mechanisms, ensuring transparency and responsiveness in service provision.

Health and Social Care - Adult Social Care Demand

Number Of Contacts



Number Of Referrals



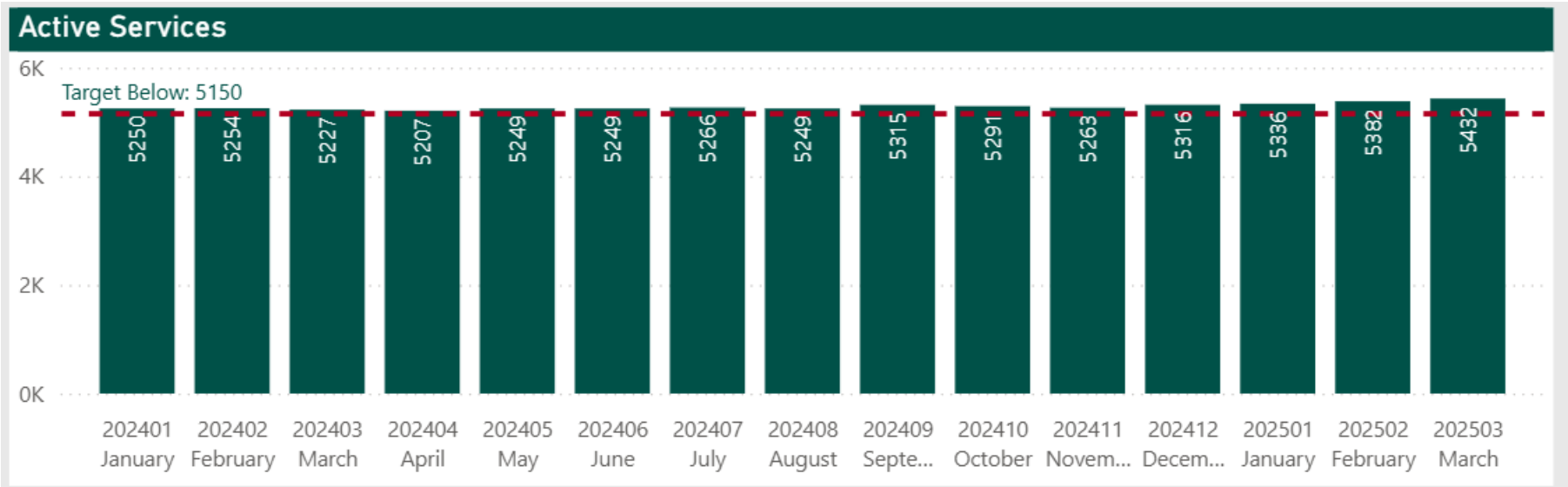
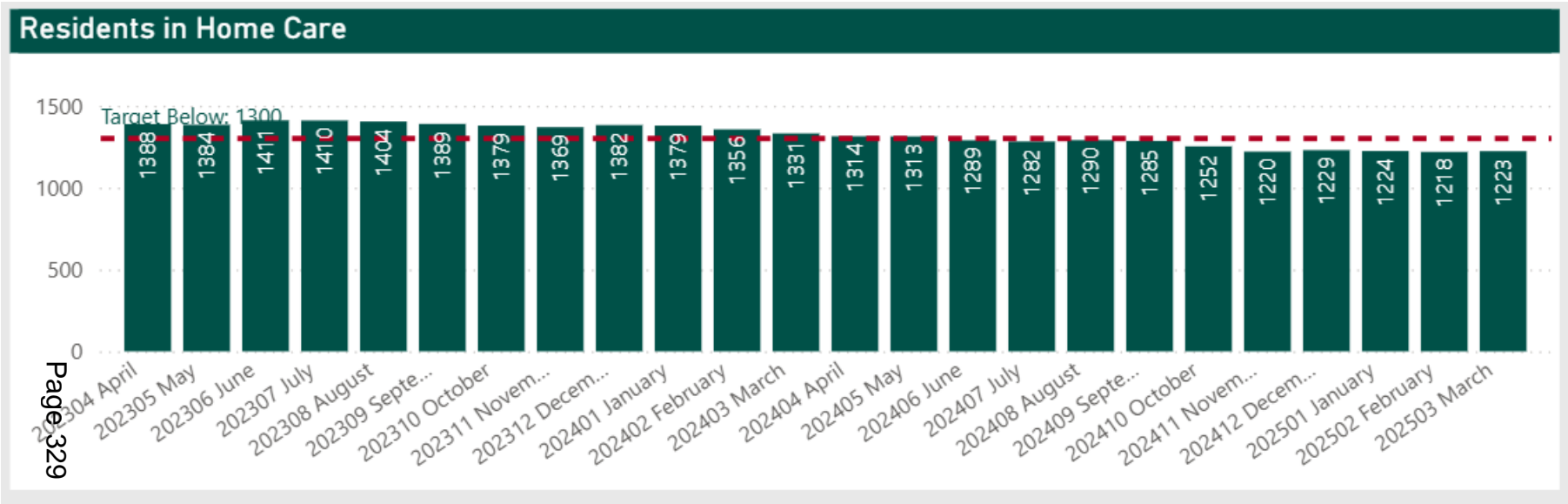
Contacts can be for any age and can be made via various methods by various persons (current clients, potential clients, care providers, police) and could be general enquiries, requests for assessments or safeguarding issues.

Contacts could lead to a referral, meaning that the person in question may receive an assessment.

This could be for adult social care, occupational therapy, sensory or property adaptations.

We have seen a slight decline in the number of contacts in the last few months. However, the number of referrals is fairly steady. This could suggest that the number of requests for support is the same, but the additional contacts are not needed as we are dealing with the needs of the resident faster than previously. This decline in contacts will lead to a lower burden on funds to support residents.

Health and Social Care - Adult Social Care Demand



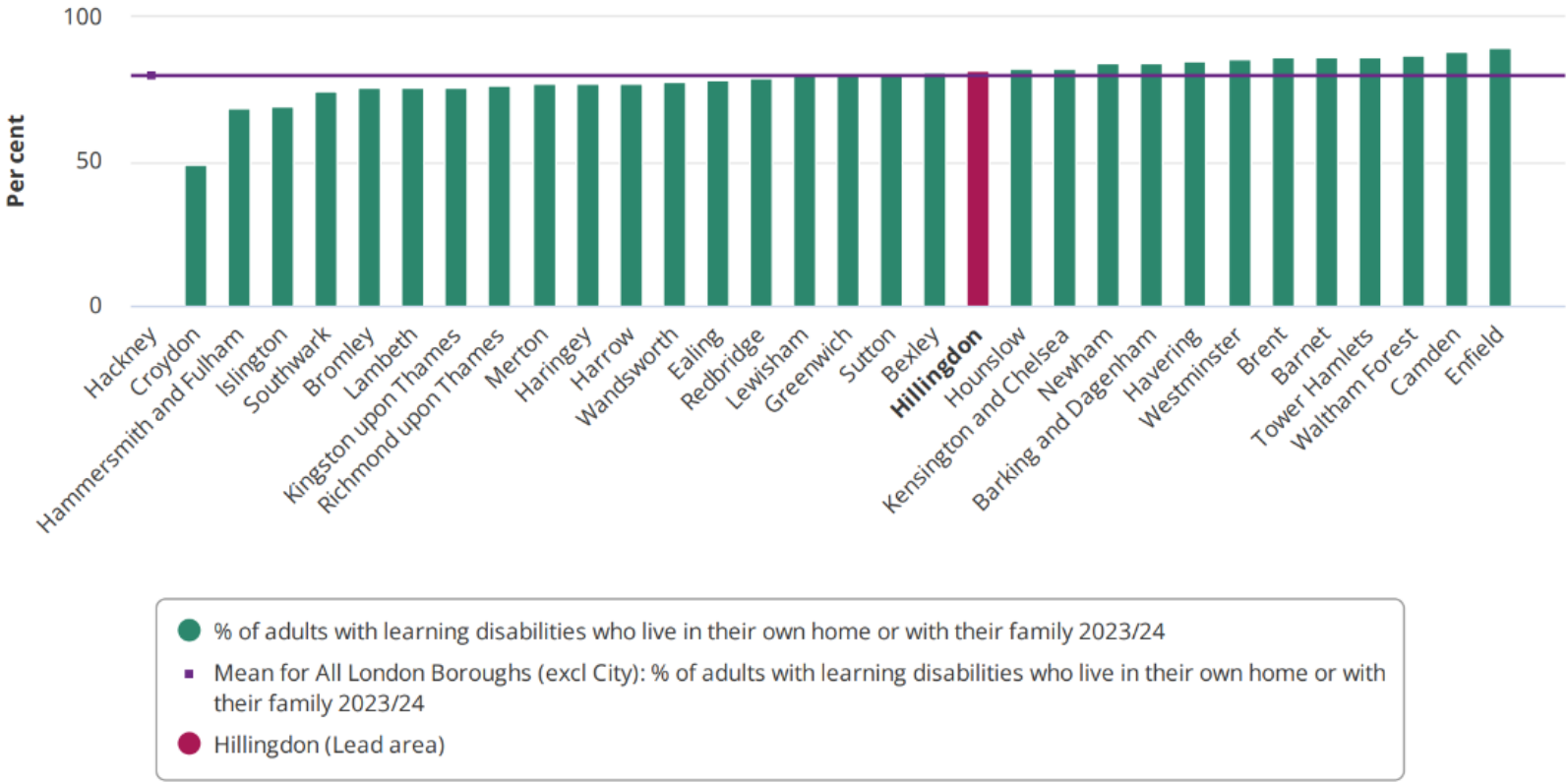
The top chart illustrates the number of unique clients receiving home care—whether in their own homes, supported living, or extra care settings—which has gradually declined during the past two years. In contrast, the bottom chart shows the total number of services provided to clients, which has steadily increased, reaching 5,432 as of March 2025. This reflects the growing complexity of need, where individuals often require multiple types of support, such as home care combined with outreach.

To respond to this increasing demand, the council has expanded its Reablement Services - short-term, targeted interventions designed to maximise independence and reduce reliance on long-term care. By offering reablement to more residents, the council is able to support individuals with complex needs earlier in their care journey, increasing the number of active services while helping to avoid unnecessary escalation into costly, long-term home care. This approach ensures that residents receive the right level of care at the right time, tailored to their evolving needs and promoting sustainable service delivery.

Health and Social Care - Adult Social Care – Learning Disability clients

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Proportion of adults with learning disabilities who live in their own home or with their family
(2023/24) for All London Boroughs (excl City)



It's important for everyone, particularly those with learning disabilities, to benefit from living independently and in stable environments.

- By doing so it:
- promotes personal growth and self-esteem
 - encourages social inclusion
 - improves mental health
 - supports customised living
 - fosters responsibility and accountability
 - leads to better long-term outcomes

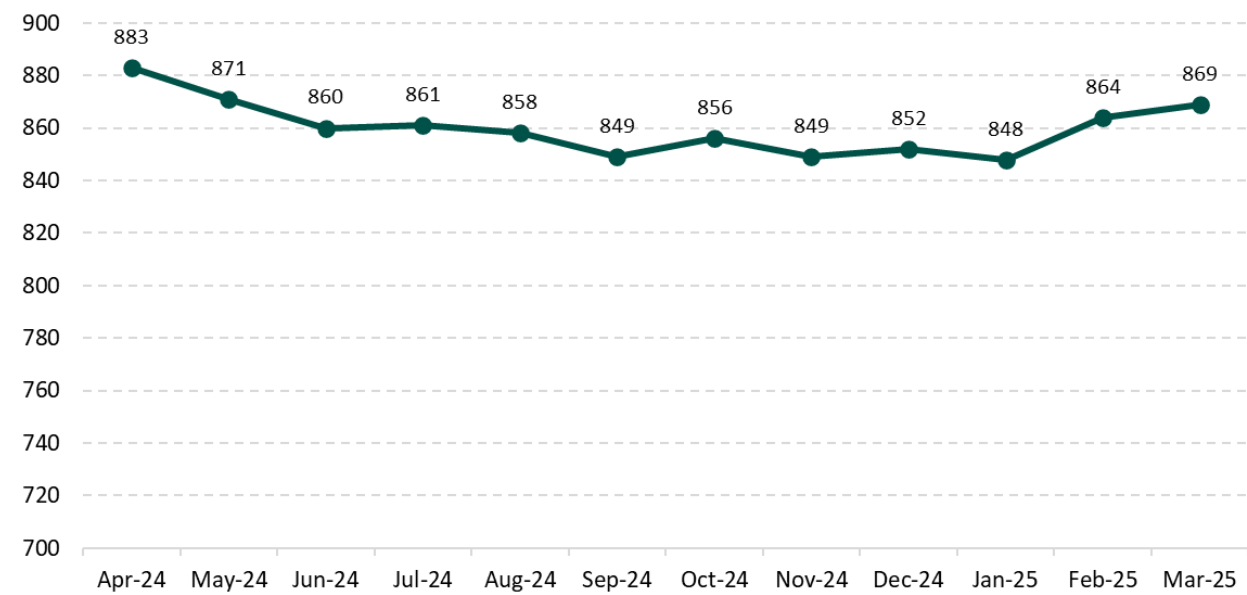
In 2023/24, the percentage of adults (aged 18-64), with a learning disability, who live in their own home or with their family in Hillingdon was 81.7%, higher than the London average (79.5%).

The higher the score, the more people living independently and in a stable environment.

Source: NHS England, Measures from the Adult Social Care Outcomes Framework, England, [Proportion of adults with learning disabilities who live in their own home or with their family](#) , Data updated: 19 Dec 2024

Health and Social Care - Adult Social Care Demand

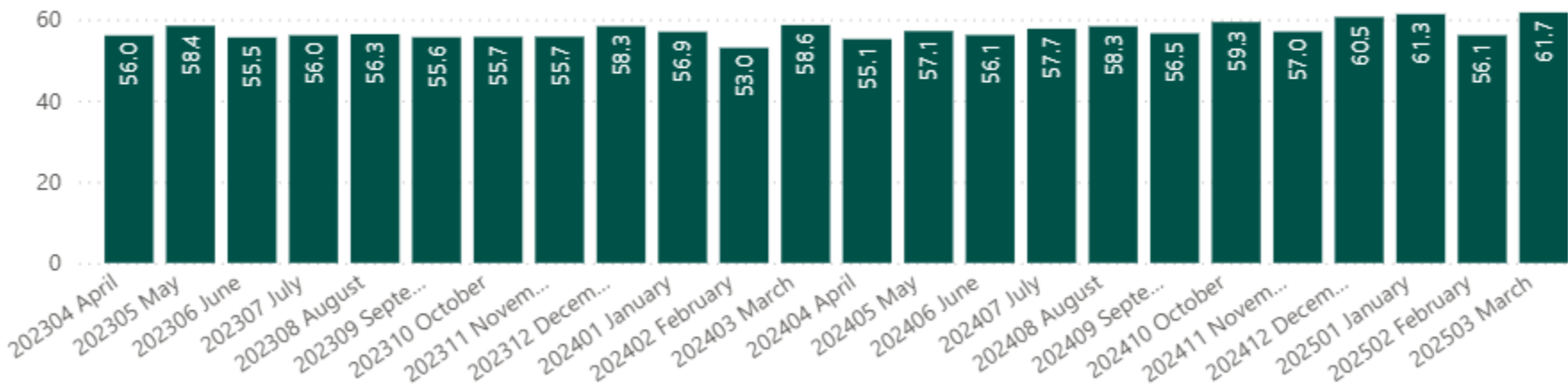
Number of residents in Residential or Nursing Placements



The top chart shows how many residents are in residential or nursing care each month. Overall, the number has slightly decreased over the year but has started to rise again in recent months. These placements are arranged or paid for by the council.

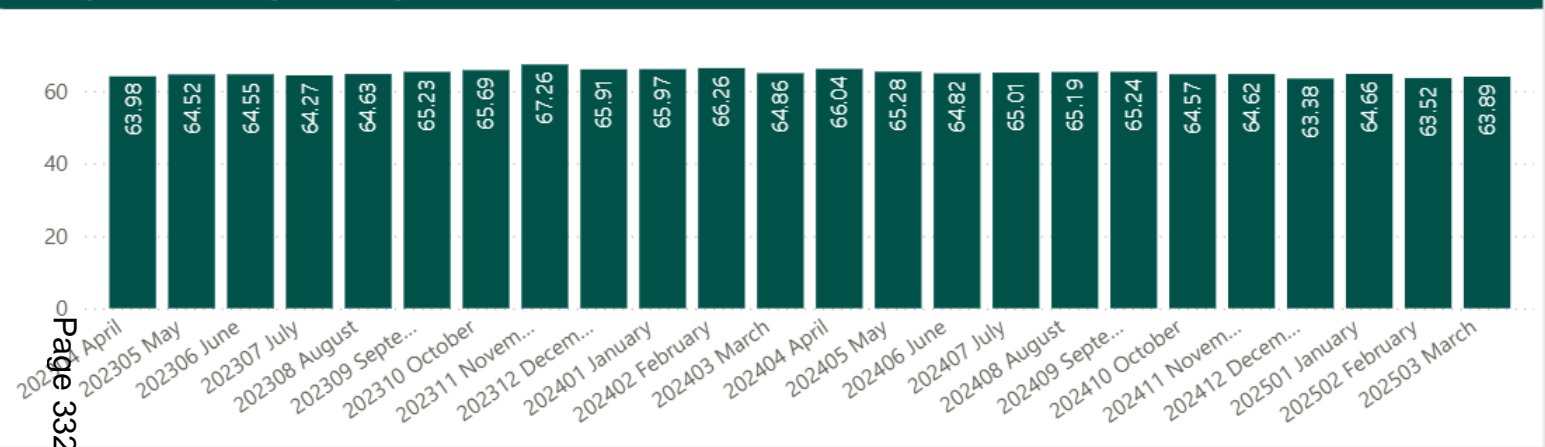
The lower chart shows the average number of support hours given to each resident with an Adult Support Plan. This has remained fairly stable, though there have been some small increases recently, suggesting a growing level of need among residents.

Number of hours support given

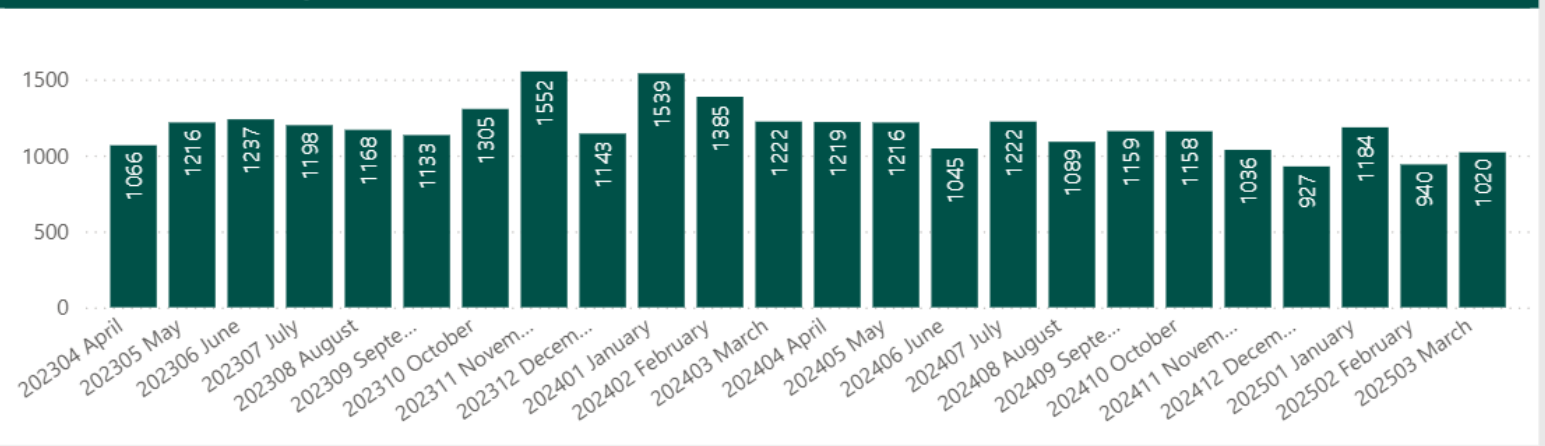


Health and Social Care - Adult Social Care Demand

Average Resident age coming into Adult Social Care



Number of Contacts aged over 85

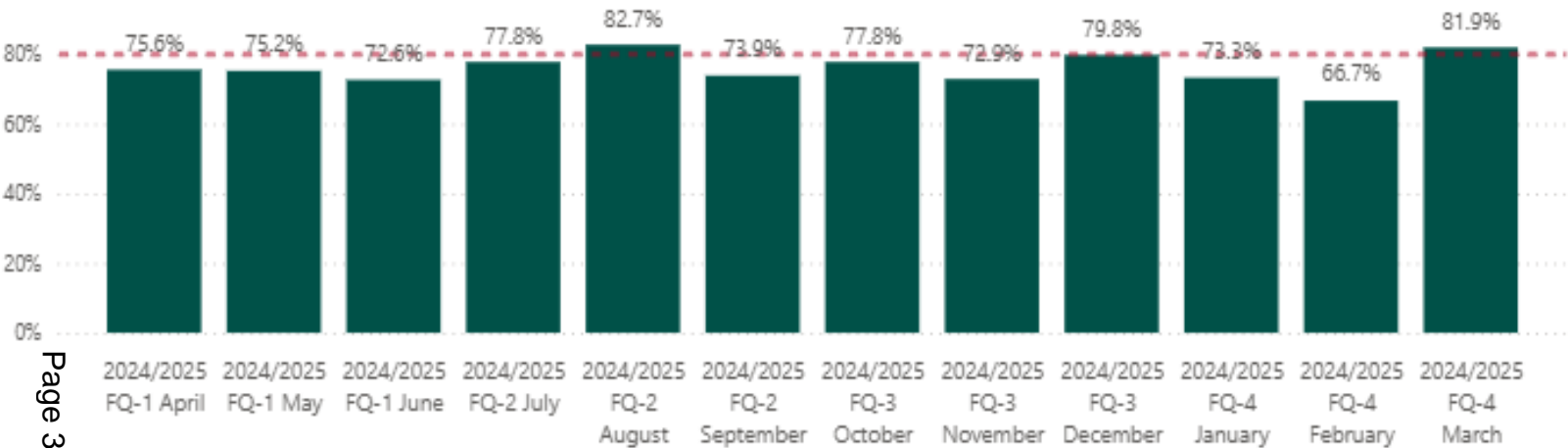


The top chart shows the average age of people starting to receive adult social care each month. This has stayed fairly steady over the year, generally between 63 and 66 years old. It helps us understand who is coming into the care system and how needs might change over time.

The bottom chart shows how many people aged over 85 have contacted adult social care services each month. These numbers go up and down, but we've seen some noticeable increases in certain months. This reflects the ongoing and often urgent needs of our older population, who are more likely to need support to stay safe and independent.

Health and Social Care - Adult Social Care Assessments

% On Time Completed Assessments

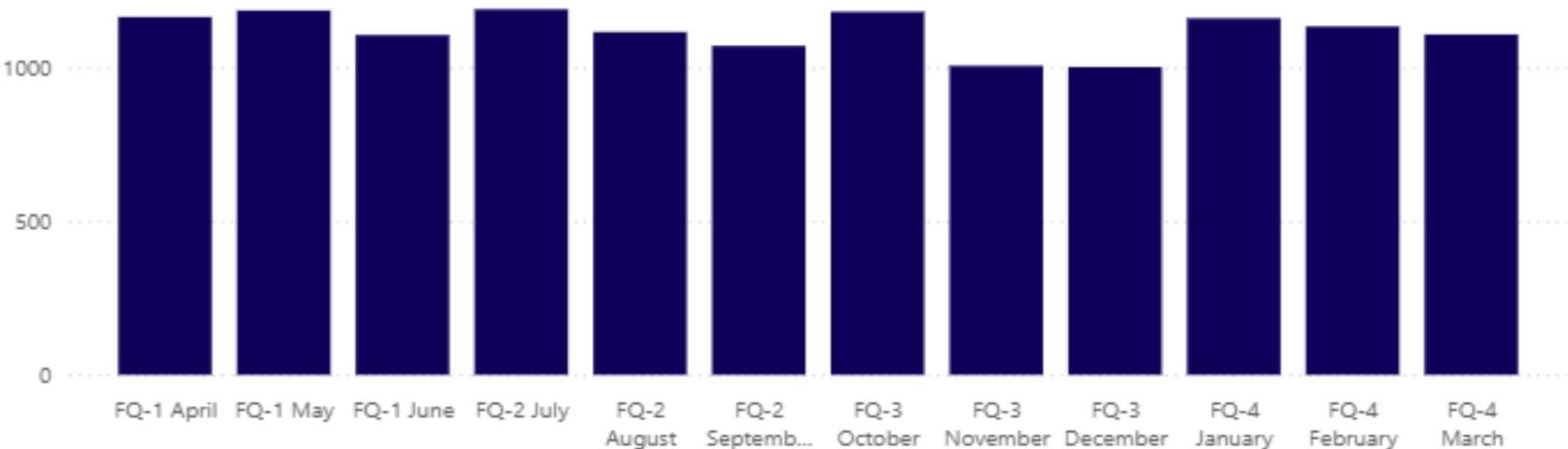


Adult Social Care has set an ambitious target of 80% to complete all new client assessments within 28 days of referral, ensuring timely engagement and reducing delays in care. This target supports early identification of needs and swift access to support, helping to minimise risk and improve outcomes for residents.

The graph indicates that whilst this has been achieved at times our work to achieve consistency is ongoing. Some assessments justifiably take longer due to complex needs, multi-agency coordination, or planned reviews. In these cases, professional judgement and triage ensure that care is prioritised appropriately, balancing performance with quality and safety. This reflects a person-centred approach that values responsiveness without compromising thoroughness.

Completed Assessments

Fiscal Year ● 2024/2025



The bottom graph shows the volume of Adult Social Care assessments completed each month, reflecting the sustained efforts of our social workers to respond to referrals and ensure residents receive the right level of support.

This activity highlights not only the scale of demand but also the dedication of teams working across complex and varied cases—balancing timeliness with quality to deliver person-centred care.

Health and Social Care - Adult Social Care Service User Survey Responses (1)



Source:
NHS England, Measures from the Adult Social Care Outcomes Framework, England, [Social care-related quality of life \(score out of 24\)](#) , Data updated: 19 Dec 2024

Every year, a survey is sent to randomly selected service users. This provides an excellent way for service users to feed back on a multitude of topics. It's also helpful for Hillingdon and the government to understand service users' views so that services can continue to be improved.

Eight of the questions within the survey are combined to give a 'Quality of life' score, relating to social care.

In 2023/24, Hillingdon scored 19.1 out of 24, based on responses to surveys sent to service users; the average for London was 18.4.

The higher the score, the better quality of life.

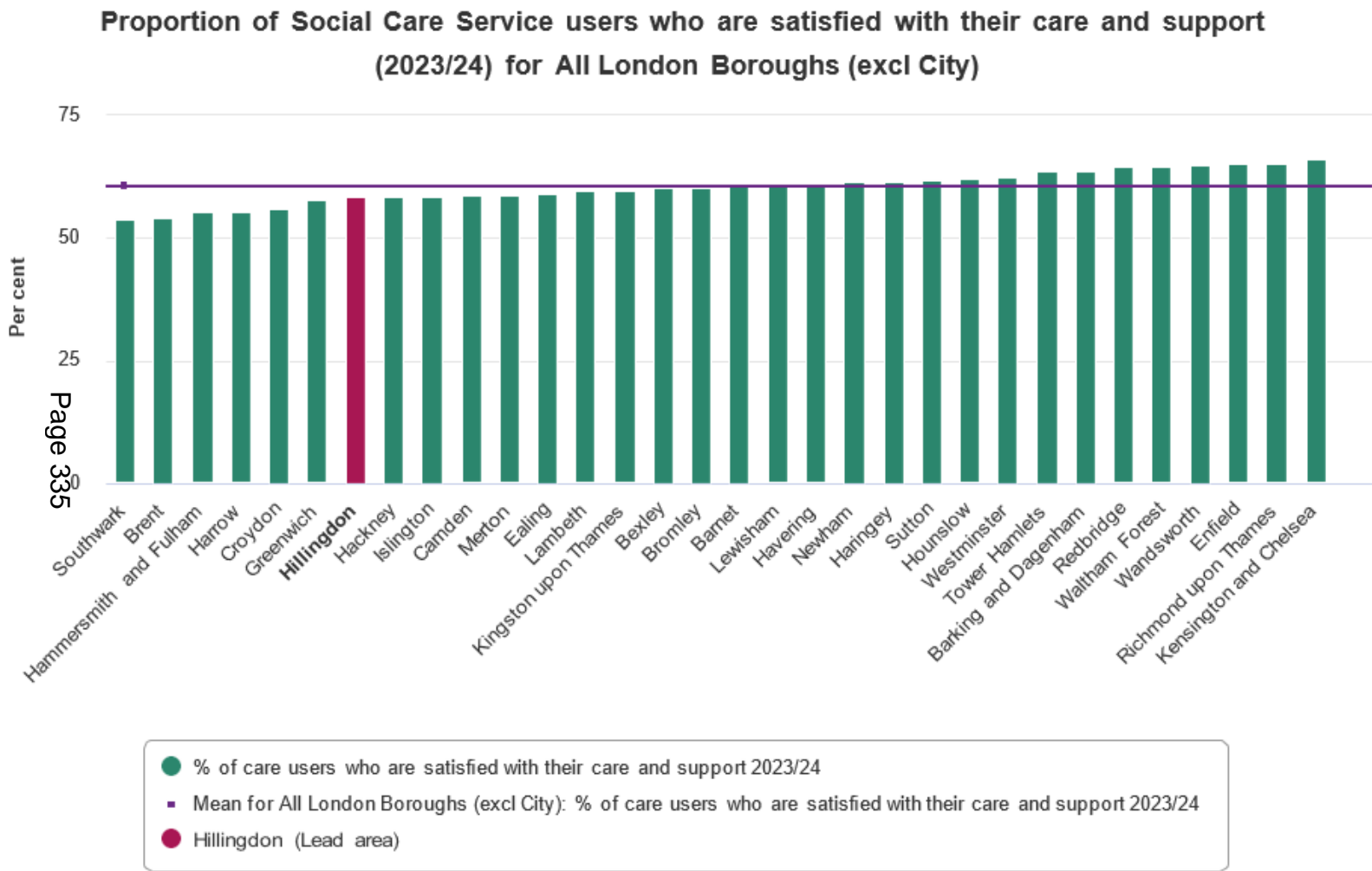
The score takes into consideration:

- control
- dignity
- personal care
- food and nutrition
- safety
- occupation
- social participation
- accommodation.

'Service users' definition:

People receiving partly or wholly supported care from their local authority and not wholly private, self-funded care.

Health and Social Care - Adult Social Care Service User Survey Responses (2)



Every year, a survey is sent to randomly selected service users. This provides an excellent way for service users to feed back on a multitude of topics. It's also helpful for Hillingdon and the government to understand service users' views so that services can continue to be improved.

It's important that service users' satisfaction with care and support is as high as possible.

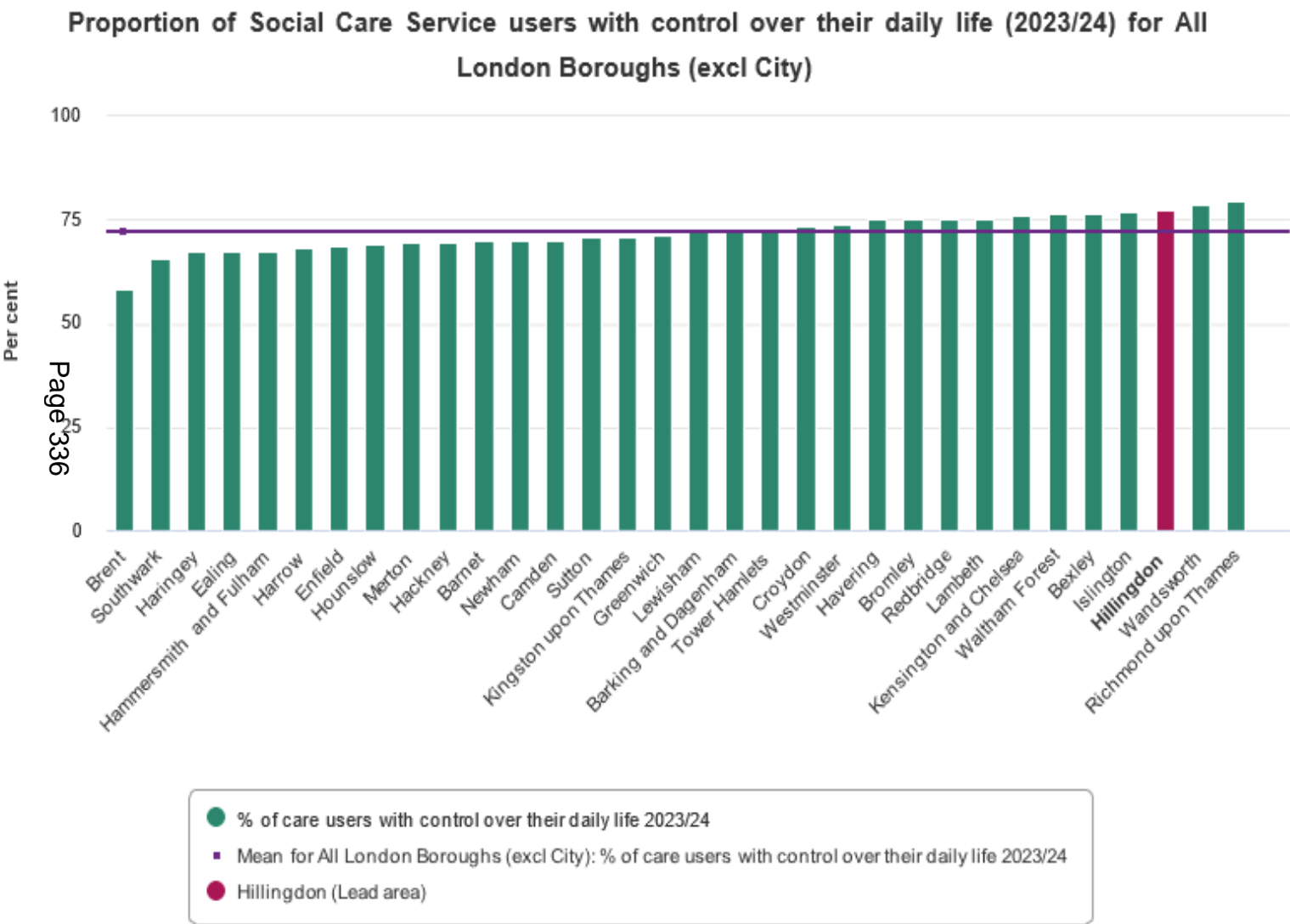
In 2023/24, Hillingdon scored 58.4%, for social care-related satisfaction with care and support, based on responses to surveys sent to service users; the average for London was 60.5%.

The higher the score, the more satisfied.

Score based on those responding:
'I am extremely satisfied' or
'I am very satisfied'
to 'Overall, how satisfied or dissatisfied are you with the care and support services you receive'
and those responding:
'I am very happy with the way staff help me, it's really good'
to 'How happy are you with the way staff help you?'

'Service users' definition:
People receiving partly or wholly supported care from their local authority and not wholly private, self-funded care.

Health and Social Care - Adult Social Care Service User Survey Responses (3)



Every year, a survey is sent to randomly selected service users. This provides an excellent way for service users to feed back on a multitude of topics. It's also helpful for Hillingdon and the government to understand service users' views so that services can continue to be improved.

It's important that service users have as much control over their daily life as possible.

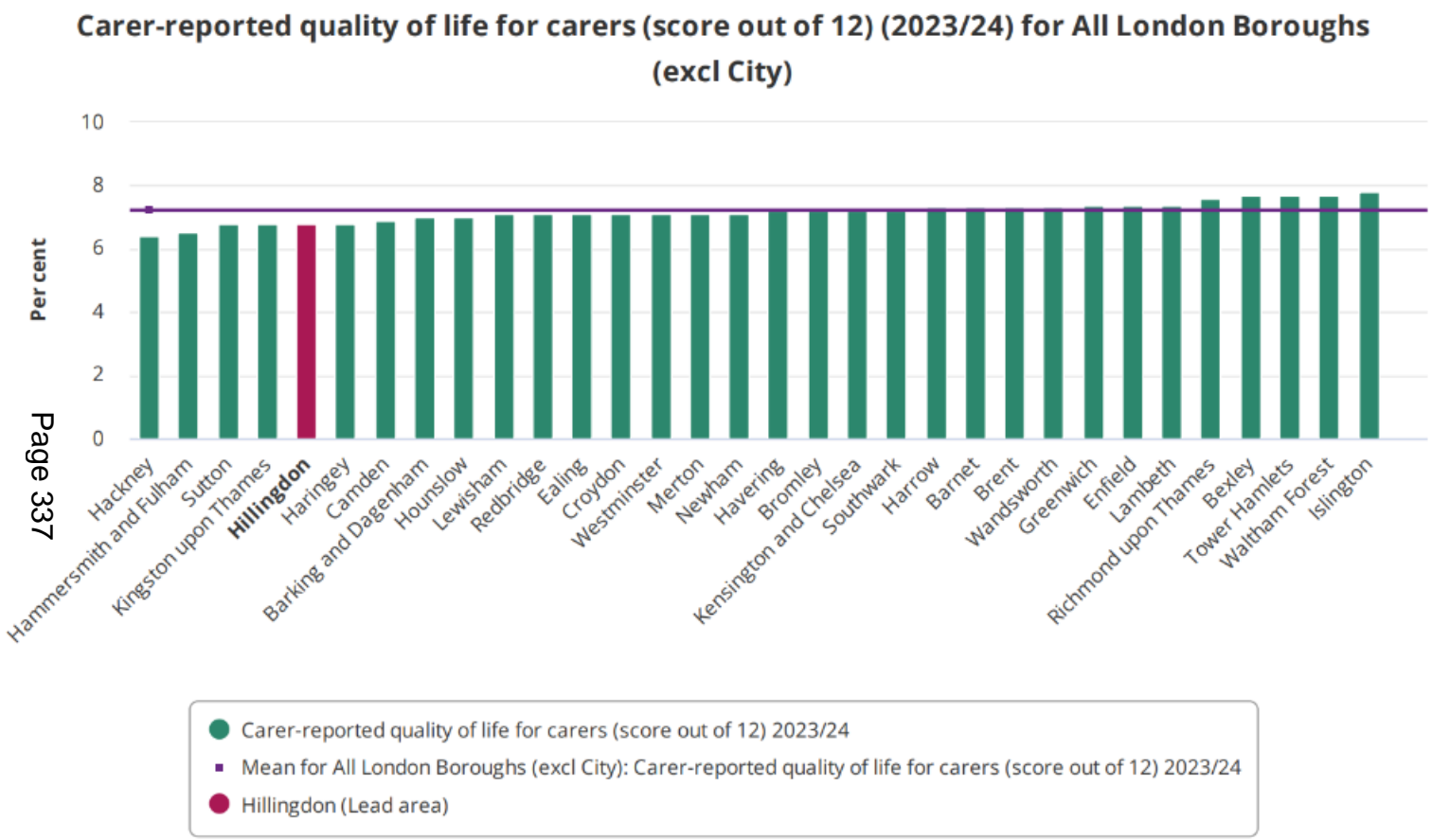
In 2023/24, Hillingdon scored 77.0%, for those service users who reported having control over their daily life, based on responses to surveys sent to service users, higher than the London average of 71.8%.

The higher the score, the more service users had control.

Score based on those responding:
'I have as much control over my daily life as I want' or
'I have adequate control over my daily life' to: 'Which of the following statements best describes how much control you have over your daily life?'

'Service users' definition:
People receiving partly or wholly supported care from their local authority and not wholly private, self-funded care.

Health and Social Care - Adult Social Care Carer Survey Responses (1)



Every two years, a survey is sent to randomly selected carers. This provides an excellent way for carers to feed back on a multitude of topics. It's also helpful for Hillingdon and the government to understand carers' views so that services can continue to be improved.

In 2023/24, Hillingdon scored 6.8 out of 12, for carer-related quality of life, based on responses to surveys sent to carers, lower than London (7.2).

The higher the score, the better quality of life.

The score takes into consideration:

- occupation
- control
- personal care
- safety
- social participation
- encouragement/support.

‘Carer’ definition:

Person providing unpaid support, where they have:

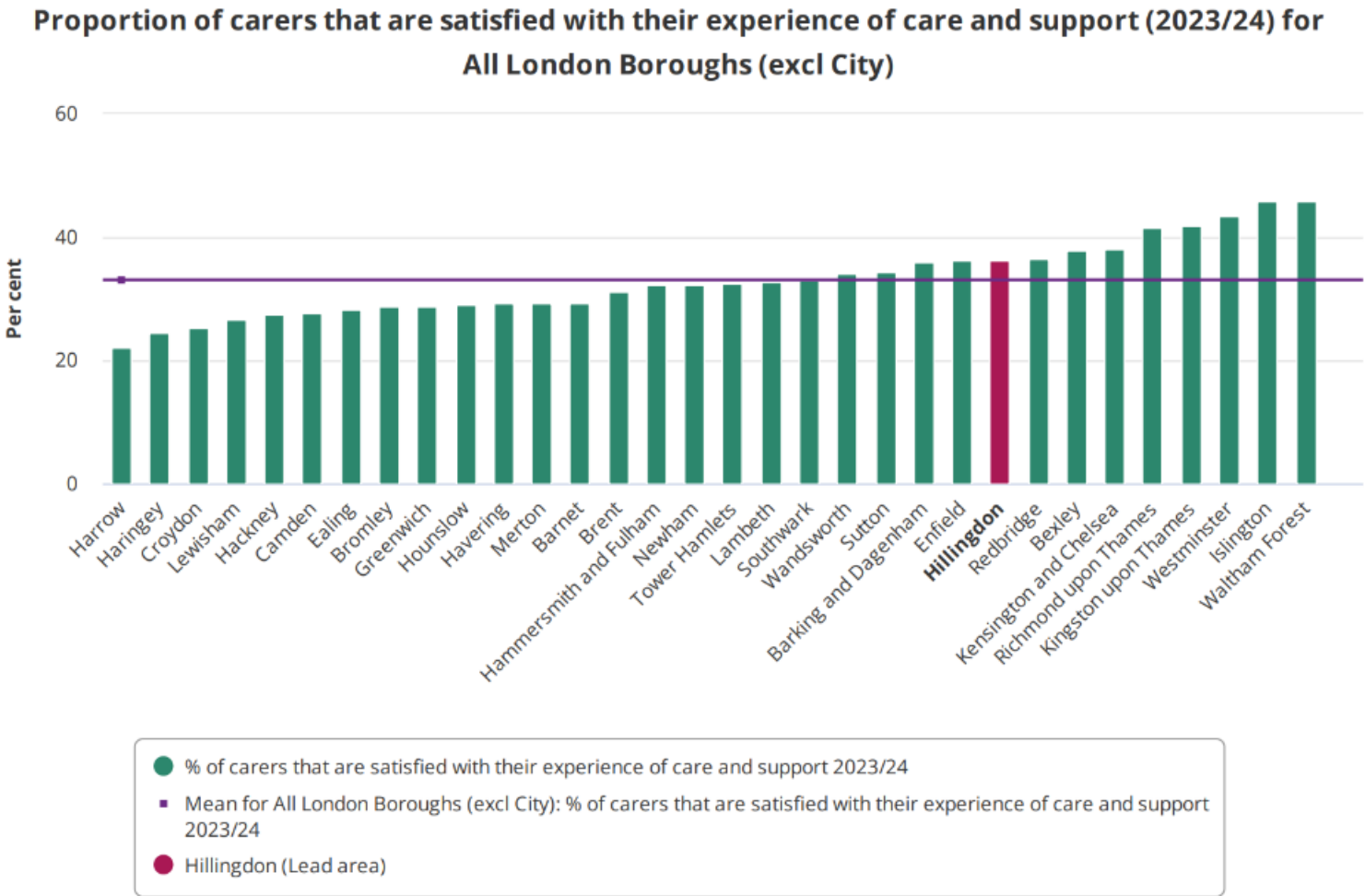
- received ongoing support during the year, even if no review of those arrangements took place

And/or

- have been assessed or reviewed for support during the year, even if no support was provided.

Health and Social Care - Adult Social Care Carer Survey Responses (2)

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In 2023/24, Hillingdon achieved a carer satisfaction score of **36.3%** for care and support services—based on survey responses from carers. This is **above the London average of 33.1%**, indicating relatively higher satisfaction among local carers.

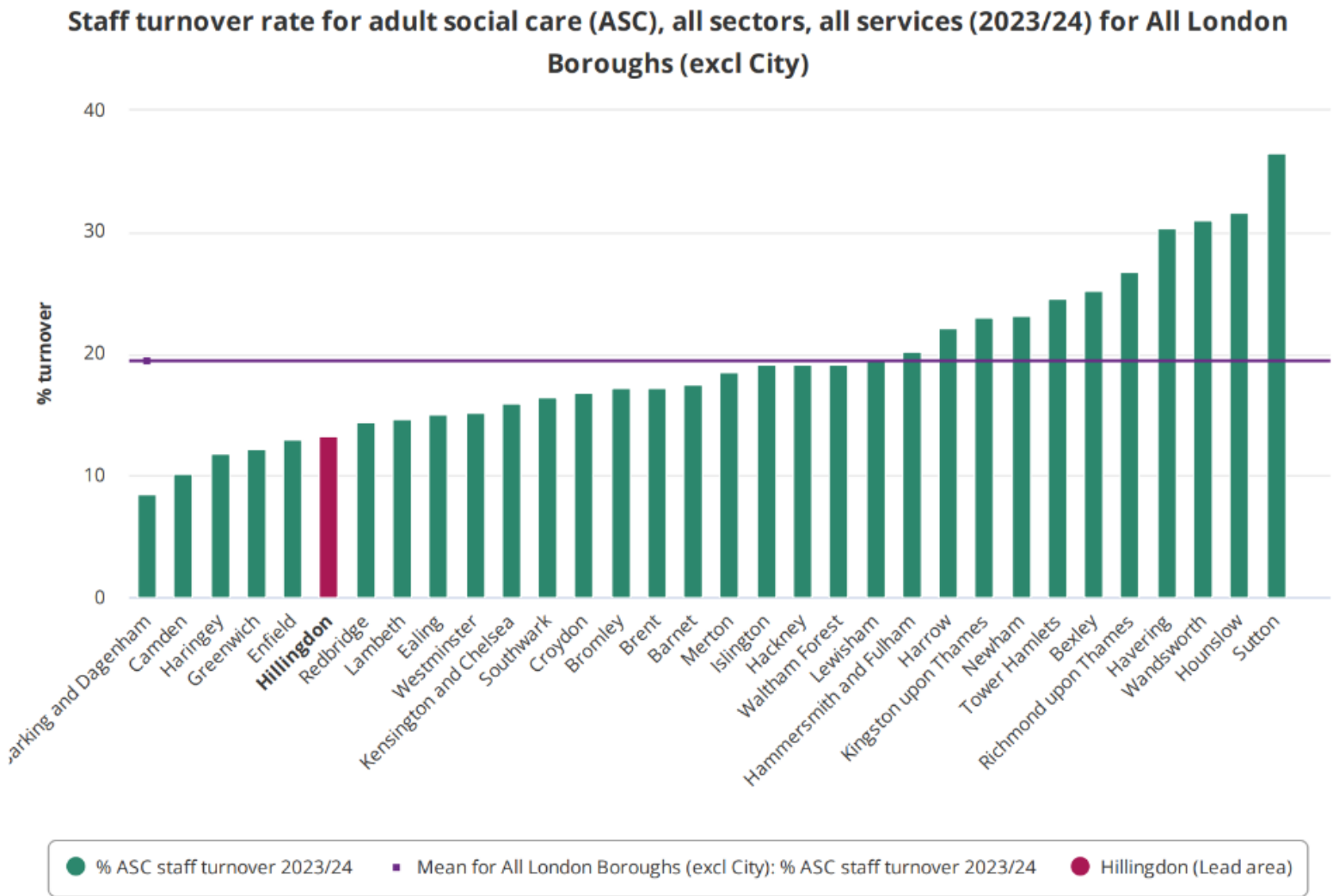
The score reflects those who responded with '**extremely satisfied**' or '**very satisfied**' to the question: *“Overall, how satisfied or dissatisfied are you with the support or services you and the person you care for have received from Social Services in the last 12 months?”*

The term '*carer*' refers to individuals providing unpaid support who either received ongoing support during the year (even without a formal review) or were assessed or reviewed for support (even if no support was ultimately provided).

Source: NHS England, Measures from the Adult Social Care Outcomes Framework, England, [Proportion of carers that are satisfied with their experience of care and support](#), **Data updated:** 19 Dec 2024

Health and Social Care - Adult Social Care Staff Turnover

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In 2023/24, Hillingdon’s Adult Social Care staff turnover rate was **13.2%**, well below the **London average of 19.4%**. This figure covers employees across both the independent and local authority sectors, spanning all service areas—community care, day care, domiciliary care, and residential care.

A lower turnover rate reflects greater workforce stability and consistency, which supports better outcomes for residents. The rate is calculated by expressing the **number of leavers during the year as a percentage of employees**, with both leavers and employees referring to **permanent and temporary staff only**.

Source: Skills for care, Adult social care workforce estimates, [Staff turnover rate for adult social care \(ASC\), all sectors, all services](#) , Data updated: 21 Jan 2025

Health and Social Care – Public Health, prevalence of overweight (including obesity) in Reception aged children

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Area	Recent Trend	Count	Value	
England	↓	123,709	22.1	
London region (statistical)	↓	17,335	20.9	
Hackney	→	520	26.3*	
Westminster	–	225	25.4	
Lambeth	–	530	25.1	
Greenwich	–	745	25.0	
Haringey	–	495	24.0	
Barking and Dagenham	–	765	24.0	
Enfield	–	810	24.0	
Southwark	–	575	23.4	
Kensington and Chelsea	–	125	23.4	
Hammersmith and Fulham	–	225	22.4	
Croydon	–	890	21.5	
Surrey	–	620	21.3	
Lewisham	–	635	21.3	
Islington	–	310	21.2	
Hounslow	–	640	21.0	
Havering	–	670	21.0	
Newham	–	880	20.6	
Tower Hamlets	–	600	20.5	
Wandsworth	–	465	20.5	
Camden	–	245	20.2	
Ealing	–	710	20.1	
Barnet	–	750	20.0	
Merton	–	380	19.1	
Waltham Forest	–	565	18.9	
Brent	–	615	18.8	
Bromley	–	635	18.8	
Hillingdon	–	675	18.7	
Redbridge	–	665	18.1	
Kingston upon Thames	–	270	17.8	
Sutton	–	355	17.7	
Harrow	–	465	17.3	
Richmond upon Thames	–	285	17.2	
City of London	–	-	*	

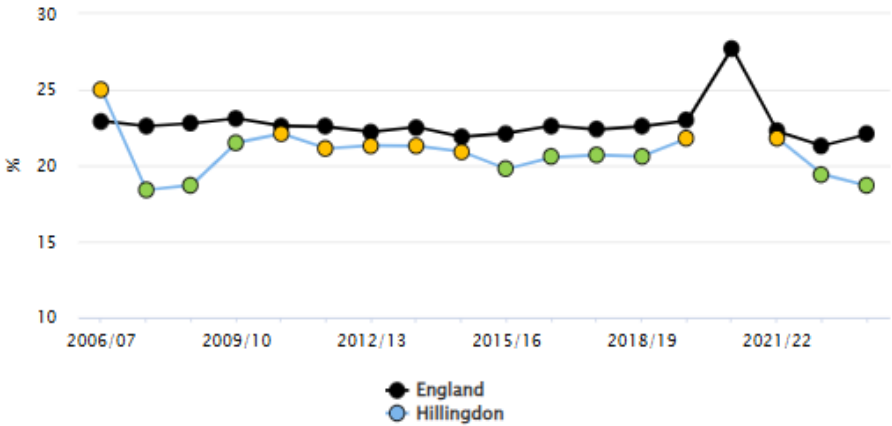
Source: NHS England, National Child Measurement Programme

There is concern about the rise of **childhood obesity** and the implications of obesity persisting into adulthood.

The risk of obesity in adulthood and risk of future obesity-related ill health are greater as children get older. Studies tracking child obesity into adulthood have found that the probability of children who are overweight or living with obesity becoming overweight or obese adults increases with age.

The health consequences of childhood obesity include Type 2 Diabetes, hypertension and the exacerbation of conditions such as asthma and psychological problems such as social isolation, low self-esteem, teasing and bullying.

18.7% of **Reception** children were overweight or living with obesity in 2023/24, lower than both London and England.



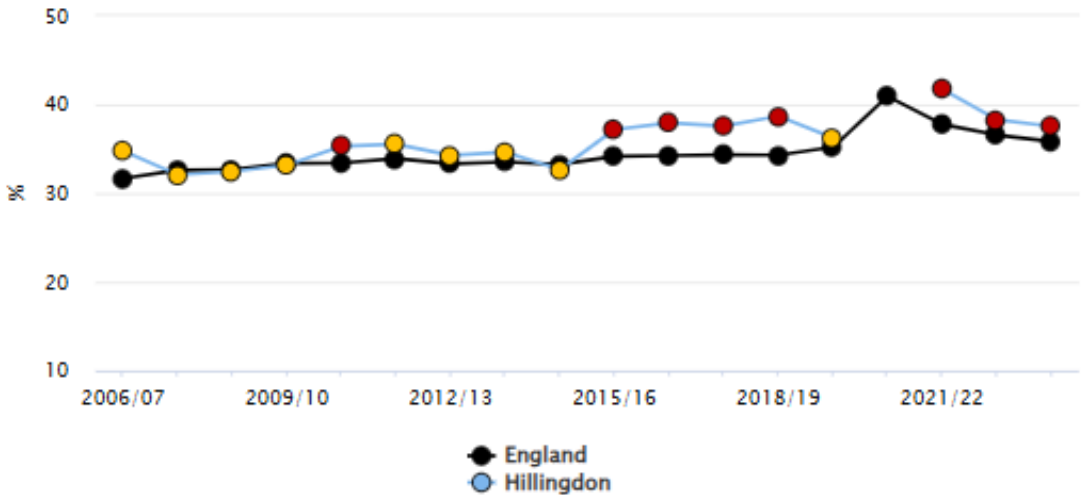
Health and Social Care – Public Health, prevalence of overweight (including obesity) in Year 6 children

Area	Recent Trend	Count	Value	
England	↗	217,532	35.8	
London region (statistical)	↘	33,550	37.8	
Barking and Dagenham	–	1,585	44.2	
Newham	↗	1,825	42.5	
Southwark	–	1,120	41.9	
Tower Hamlets	↗	1,290	41.7	
Hackney	↗	915	41.4*	
Lambeth	–	990	41.3	
Enfield	–	1,585	41.2	
Greenwich	–	1,365	40.9	
Brent	–	1,365	39.6	
Thames Valley	–	1,280	39.5	
Westminster	–	380	38.8	
Wandsworth	–	1,200	38.6	
London	–	1,655	38.6	
Enabling	–	1,255	38.4	
Redbridge	–	1,515	38.4	
Haringey	–	855	38.0	
Waltham Forest	–	1,085	37.7	
Hillingdon	–	1,370	37.5	
Harrow	–	1,095	37.5	
Ealing	–	1,375	36.7	
Bexley	–	1,135	36.5	
Islington	–	565	36.5	
Camden	–	445	36.3	
Hammersmith and Fulham	–	395	35.7	
Barnet	–	1,425	34.4	
Kensington and Chelsea	–	210	33.9	
Wandsworth	–	730	33.3	
Merton	–	655	33.1	
Bromley	–	1,125	31.9	
Sutton	–	820	31.8	
Kingston upon Thames	–	465	27.1	
Richmond upon Thames	–	480	25.5	
City of London	–	-	*	

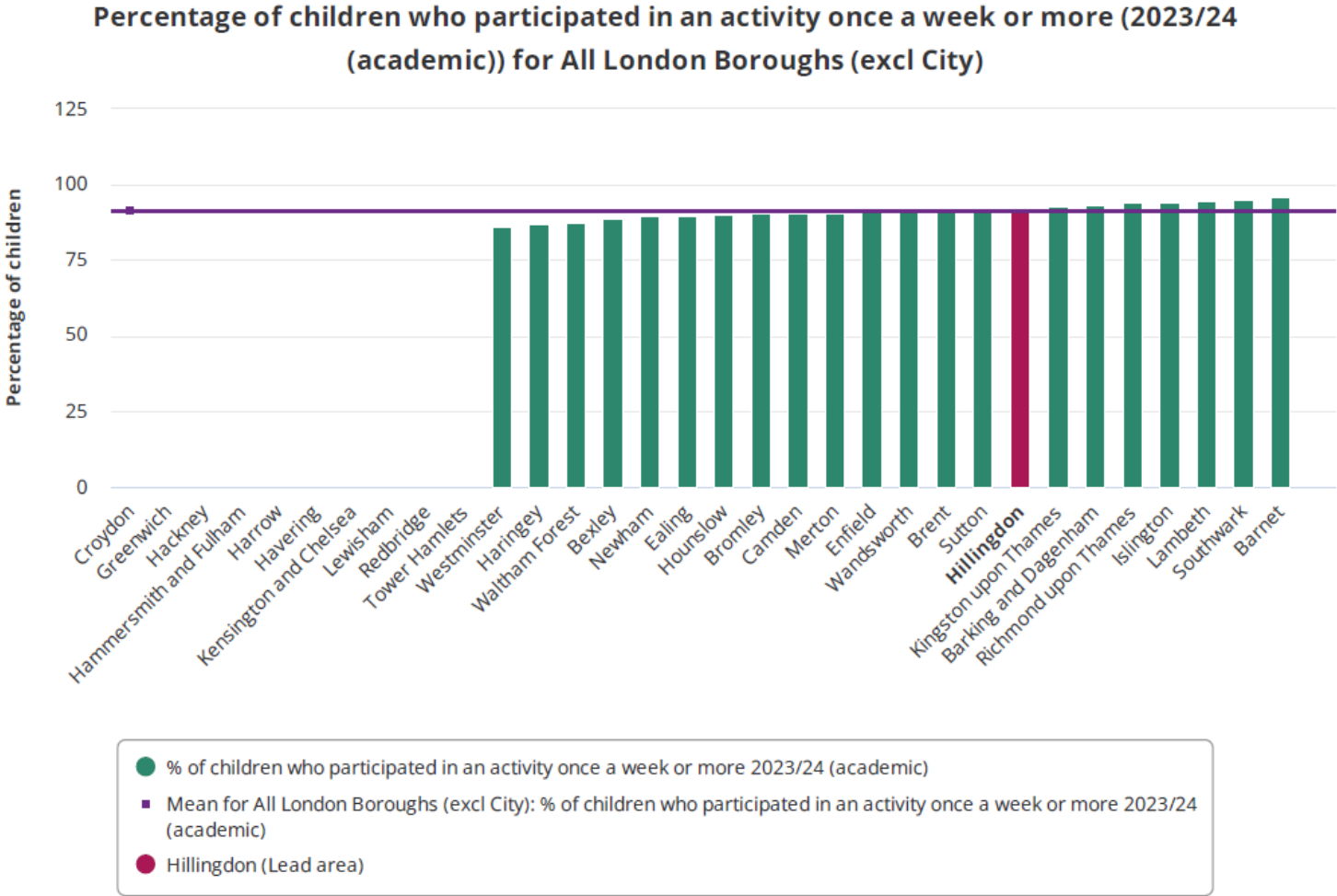
Source: NHS England, National Child Measurement Programme

Year 6 prevalence of overweight (including obesity) is 37.5% in 2023/24; this represents a difference of 18.8 percentage points from Reception to Year 6, which is higher than the London and England differences (16.9 and 13.7).

Hillingdon's trend is below England for Reception but above England for Year 6. Reducing childhood obesity is a strategic priority for Hillingdon's Health & Wellbeing Board throughout 2025-28.



Health and Social Care – Public Health, physical activity (children)



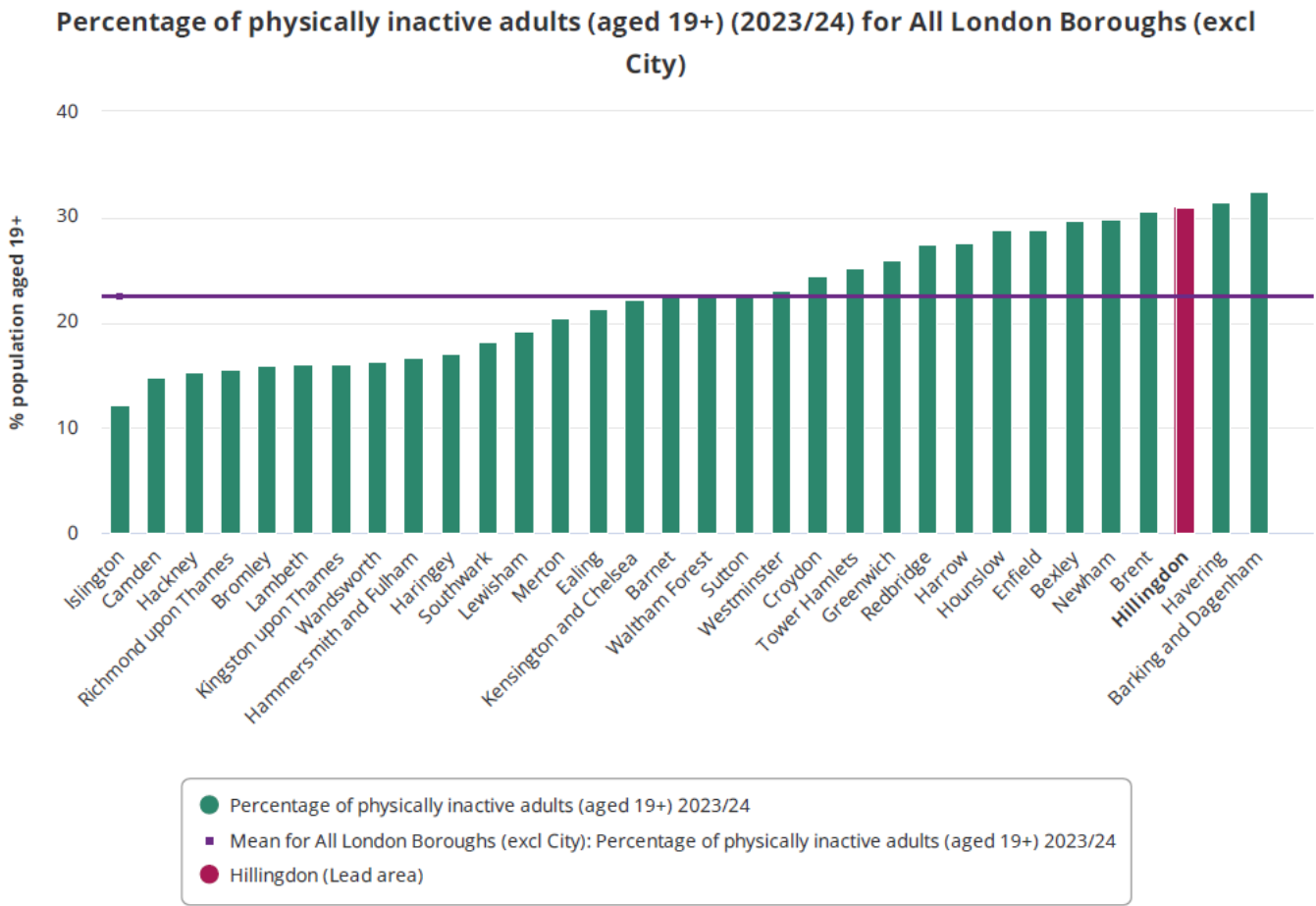
This is the estimated percentage of children aged 5 to 16 (Year 1 to 11 pupils) who participated in an activity once a week or more, in the last seven days when the survey was completed.

Only activity of at least moderate intensity is included. This is taken from one or more broad activity categories of active travel, walking, cycling, riding a scooter, active play/informal activity, fitness, dance, and sporting activities.

In 2023/24, the percentage of children who participated in an activity once a week or more in Hillingdon was 92.1%, which is slightly better than the London average of 91.2%.

Health and Social Care – Public Health, physical activity (adults)

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This is the percentage of respondents aged 19 and over, doing less than 30 moderate intensity equivalent (MIE) minutes' physical activity per week in bouts of 10 minutes or more in the previous 28 days expressed as a percentage of the total number of respondents aged 19 and over.

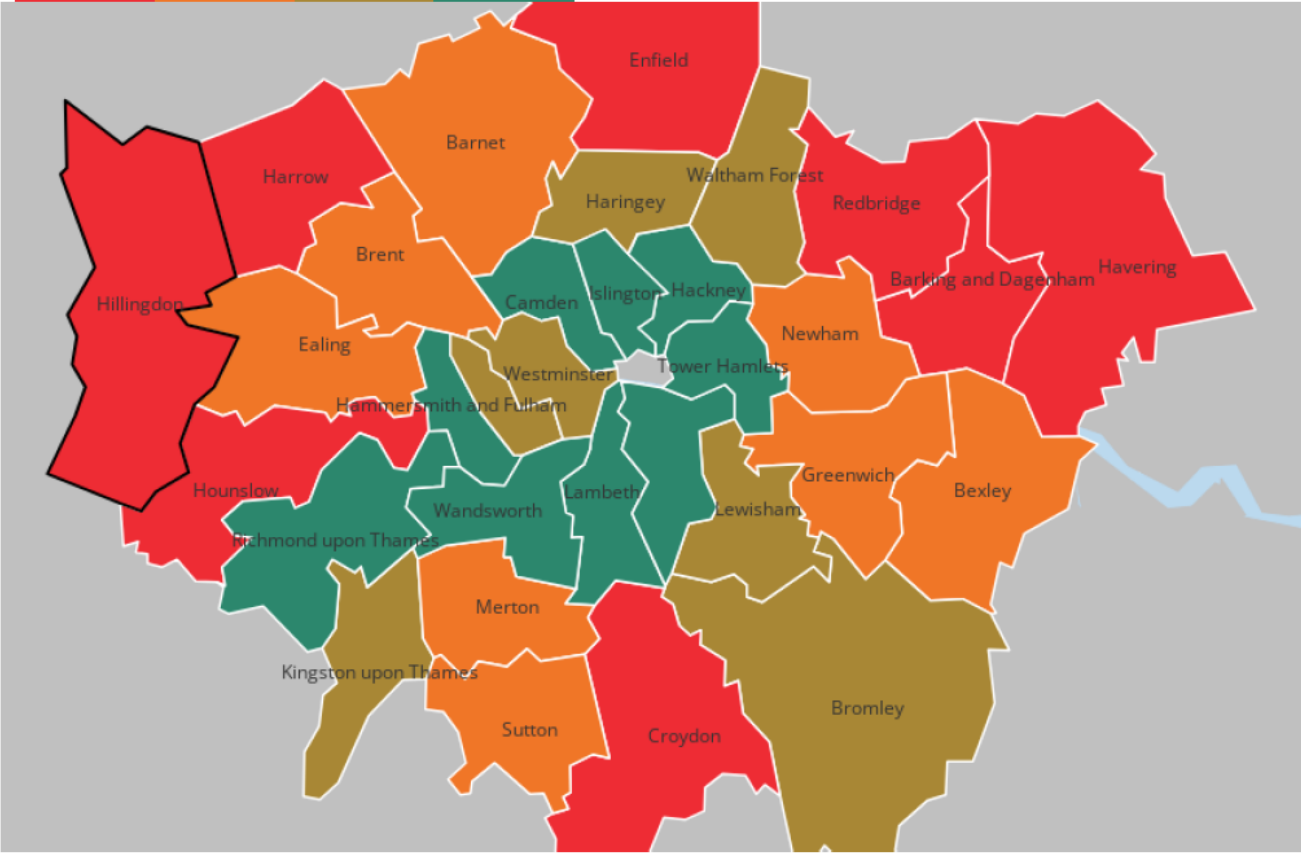
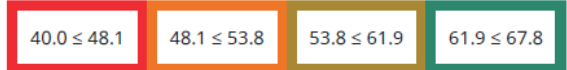
In 2023/24, the percentage of **physically inactive** adults in Hillingdon was 30.9%, above the London average of 22.5%.

Source: Office for Health Improvement and Disparities (OHID), Public Health Outcomes Framework, [Percentage of physically inactive adults \(aged 19+\)](#) . Data updated: 07 May 2025

Health and Social Care – Public Health, physical activity

Proportion of adults who do any walking or cycling, for travel purposes at least once per week (2023) for All London Boroughs (excl City)

Quartiles for All London Boroughs (excl City)



This is the proportion of adults who do any walking or cycling, for travel purposes at least once per week.

Data is gathered from two surveys - the National Travel Survey (NTS) and the Active Lives Survey (ALS); results are grouped according to the area where respondents live, which may not be the same as the area where they walk or cycle.

In 2023, the proportion of adults who do any walking or cycling for travel purposes at least one per week in Hillingdon was 40%, which is below the London mean proportion of 54.8%.



Cabinet Member: Cllr Eddie Lavery Portfolio: Community and Environment

Our commitments to residents

Thriving, healthy households

Safe and strong communities

A green and sustainable borough



Corporate Director: Karrie Whelan (Place) and Corporate Director: Dan Kennedy (Homes and Communities)

Hillingdon has a high volume of green spaces and areas of outstanding natural beauty to enjoy, and it is good to see that service requests for green spaces and parks have reduced this last year compared to previous years.

We are continuing to enhance various areas through our Chrysalis programme of improvements and also working hard to keep the many miles of parks looking good across the borough for our residents to continue to enjoy.

Weed overgrowth continues to be a high priority for residents although our service requests are down compared to last year along with request relating to tree maintenance.

Whilst we are slightly above the London average for household waste tonnage collection last year we are seeing a reduction in the levels of tonnage this year for the first half of the year. Looking at the wider waste recycling initiatives across the borough, we are one of the top performing boroughs across London for dry recycling and we are trialling new initiatives and campaigns every month to improve our overall recycling figures across the borough. These initiatives include new trials to help boost recycling rates across flats.

Our fly tipping figures across London show us to be mid-table in terms of reported fly tips. We continue to promote our trade waste services which bring invaluable income into the council to help reduce overall waste costs. New initiatives this year and next will be looking to review the way we recycling our waste in the future.

Feeling safe and secure in their homes and communities is important to our residents. With this in mind, our Safer Hillingdon Partnership brings together all key partners to set and lead the local community safety strategy to prevent crime and anti-social behaviour (ASB) in the borough.

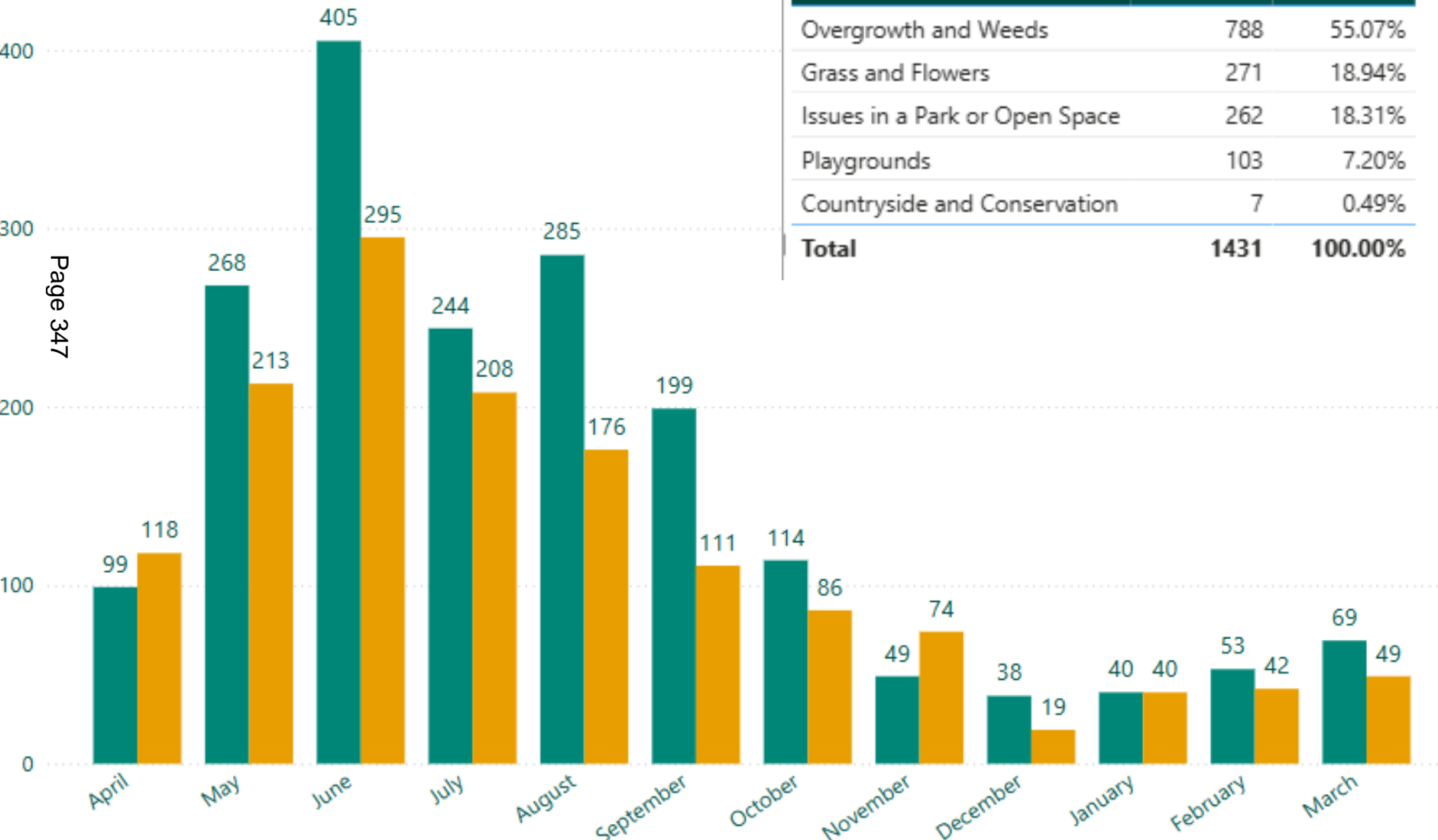
Overall, crime levels in Hillingdon are lower than average across London but confidence in policing, as measured through the Public Attitude Survey, has reduced during the last 12 to 18 months for a number of measures.

The Metropolitan Police are implementing their Local Plan to boost public confidence in policing. Across the borough, ASB rates are increasing, and are higher than average for London boroughs – targeted, joined up prevention work across the council's frontline teams and 'community action days' are being delivered this year to help reduce levels of ASB referrals.

Hillingdon's library service, including the mobile library, continues to remain a popular and valued service by residents with one in every three adults in the borough visiting a library – considerably higher than the average for London. The implementation of Hillingdon's Library Strategy continues to develop and evolve the contribution the service makes to our communities.

Community and Environment – Green spaces

Fiscal Year ● 2023/2024 ● 2024/2025



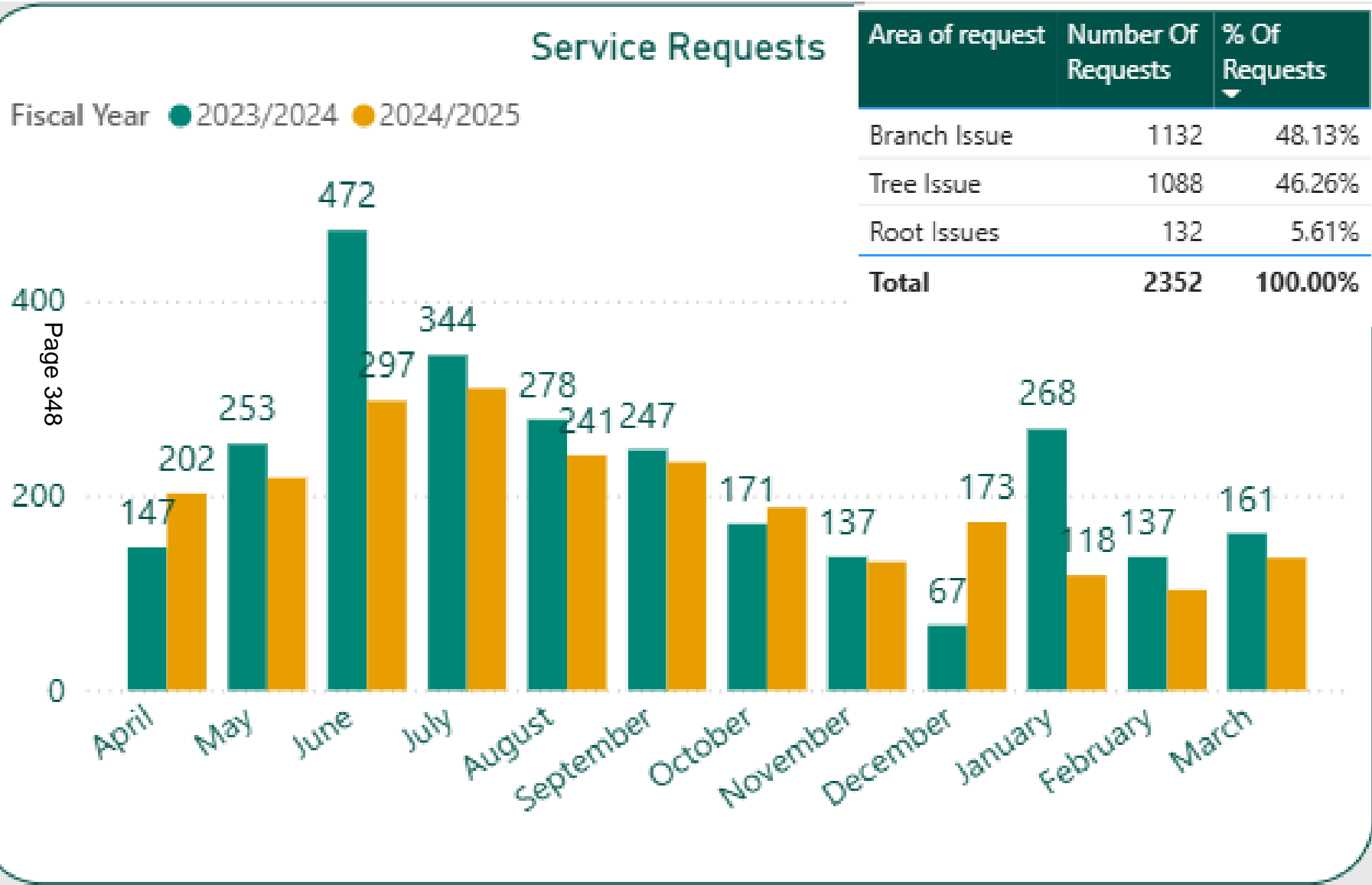
Area of request	Number Of Requests	% Of Requests
Overgrowth and Weeds	788	55.07%
Grass and Flowers	271	18.94%
Issues in a Park or Open Space	262	18.31%
Playgrounds	103	7.20%
Countryside and Conservation	7	0.49%
Total	1431	100.00%

Fewer service requests about green spaces suggest improvements are making a real impact.

This chart shows a year-on-year reduction in service requests related to green spaces—such as overgrowth, weeds, grass cutting, and parks. Most requests this year focused on overgrowth and weeds, but the overall decline points to more effective maintenance and positive outcomes for residents.

By targeting the most common issues and listening to community feedback, the council has reduced new reports and helped keep parks and green areas cleaner, better maintained, and more enjoyable for everyone.

Community and Environment – Trees



Area of request	Number Of Requests	% Of Requests
Branch Issue	1132	48.13%
Tree Issue	1088	46.26%
Root Issues	132	5.61%
Total	2352	100.00%

Fewer tree-related service requests suggest positive progress in local tree management.

This chart shows a year-on-year decline in service requests about trees—covering issues like branches, tree health, and roots. Most requests this year focused on branches and health, with fewer concerns about roots.

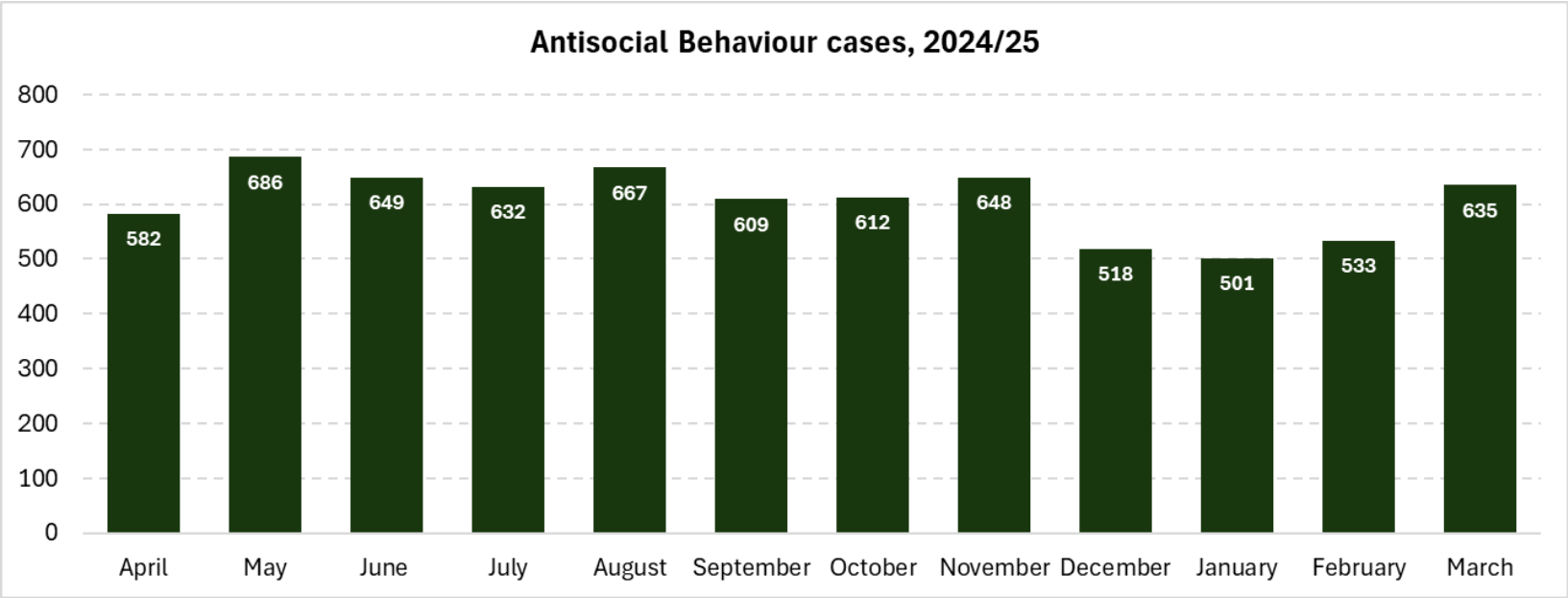
The overall reduction in reports indicates that the council’s proactive approach is working assisted by an updated tree policy. By targeting the most common issues, the council has improved response and maintenance—helping to keep Hillingdon’s trees healthy, safe, and enjoyable for all.

Community and Environment – Anti-social Behaviour

Everyone deserves to feel safe in their community.

This chart shows monthly anti-social behaviour (ASB) cases reported in 2024/25. Despite seasonal ups and downs, case numbers stayed consistently high—averaging 600 per month.

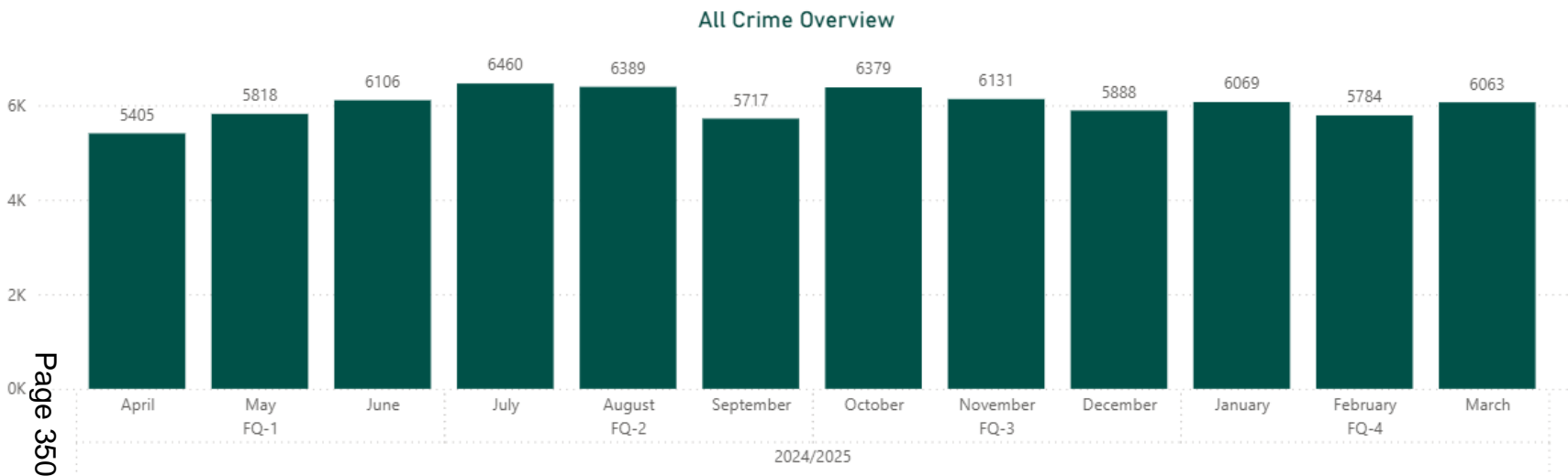
Sharing this data keeps residents informed, fosters transparency, and empowers targeted community action to tackle persistent issues.



ASB rates have steadily increased from January 2023 to March 2025.

Throughout this period, Hillingdon consistently recorded higher rates than the London average. While both areas saw fluctuations, the overall trend points to a sustained rise in incidents—with the gap between Hillingdon and London remaining stable.

Community and Environment - Crime



Everyone deserves to feel secure in their community.

This chart shows monthly recorded crime volumes for the 2024/25 financial year. While figures fluctuated month to month, overall crime levels remained high—averaging 6,000 incidents a month.

Sharing this data raises awareness, promotes accountability, and supports evidence-based crime prevention strategies.



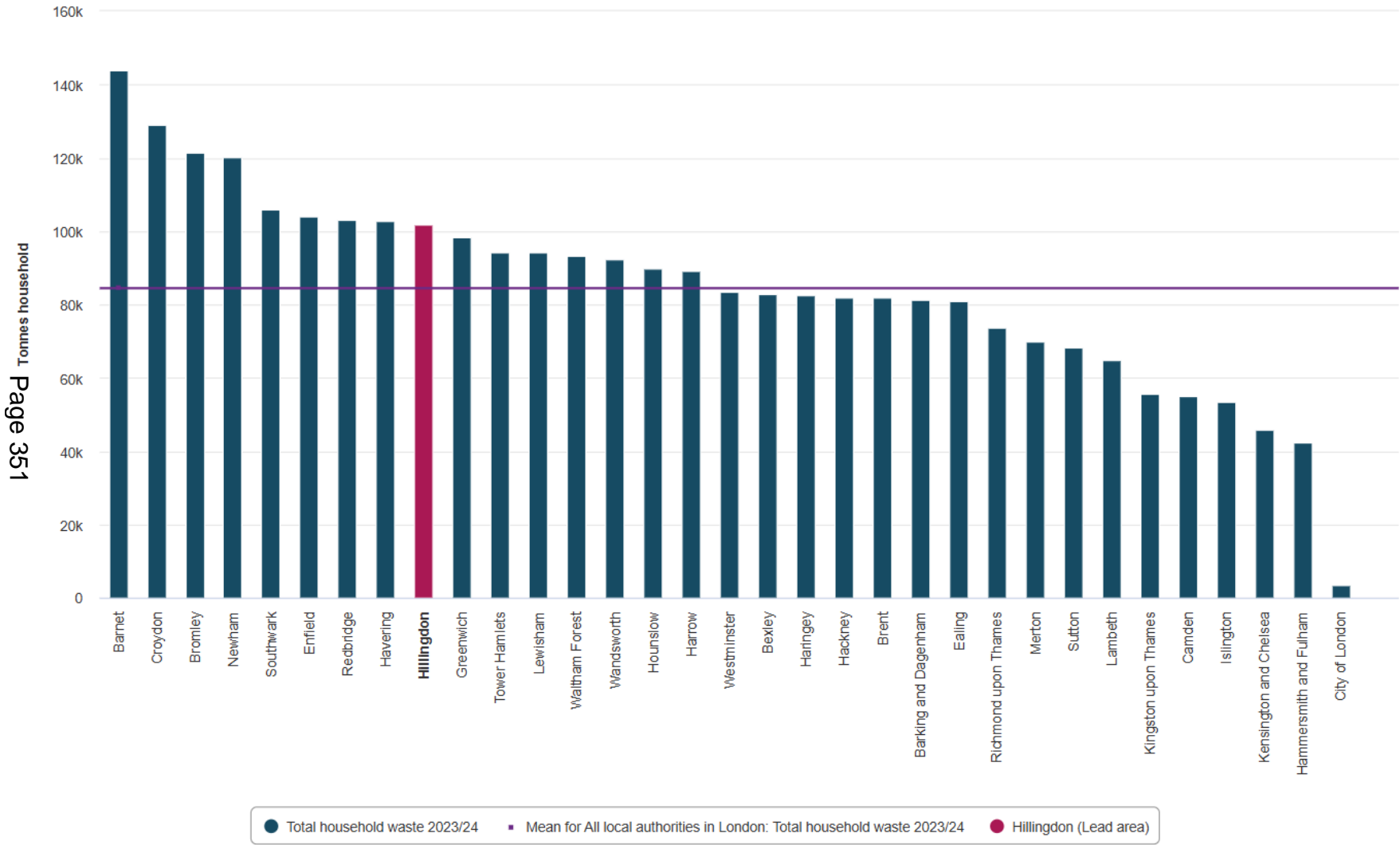
This chart compares 12-month rolling crime rates in Hillingdon and the London average since January 2023.

Hillingdon consistently reported lower crime rates than London, though both areas followed a similar, relatively stable pattern over time.

Despite minor monthly fluctuations, crime levels in both areas remained high—highlighting the ongoing need for sustained prevention efforts and active community engagement.

Community and Environment – Household waste (tonnes)

Total household waste (annual) (2023/24) for All local authorities in London



Household waste levels impact both the environment and local services.

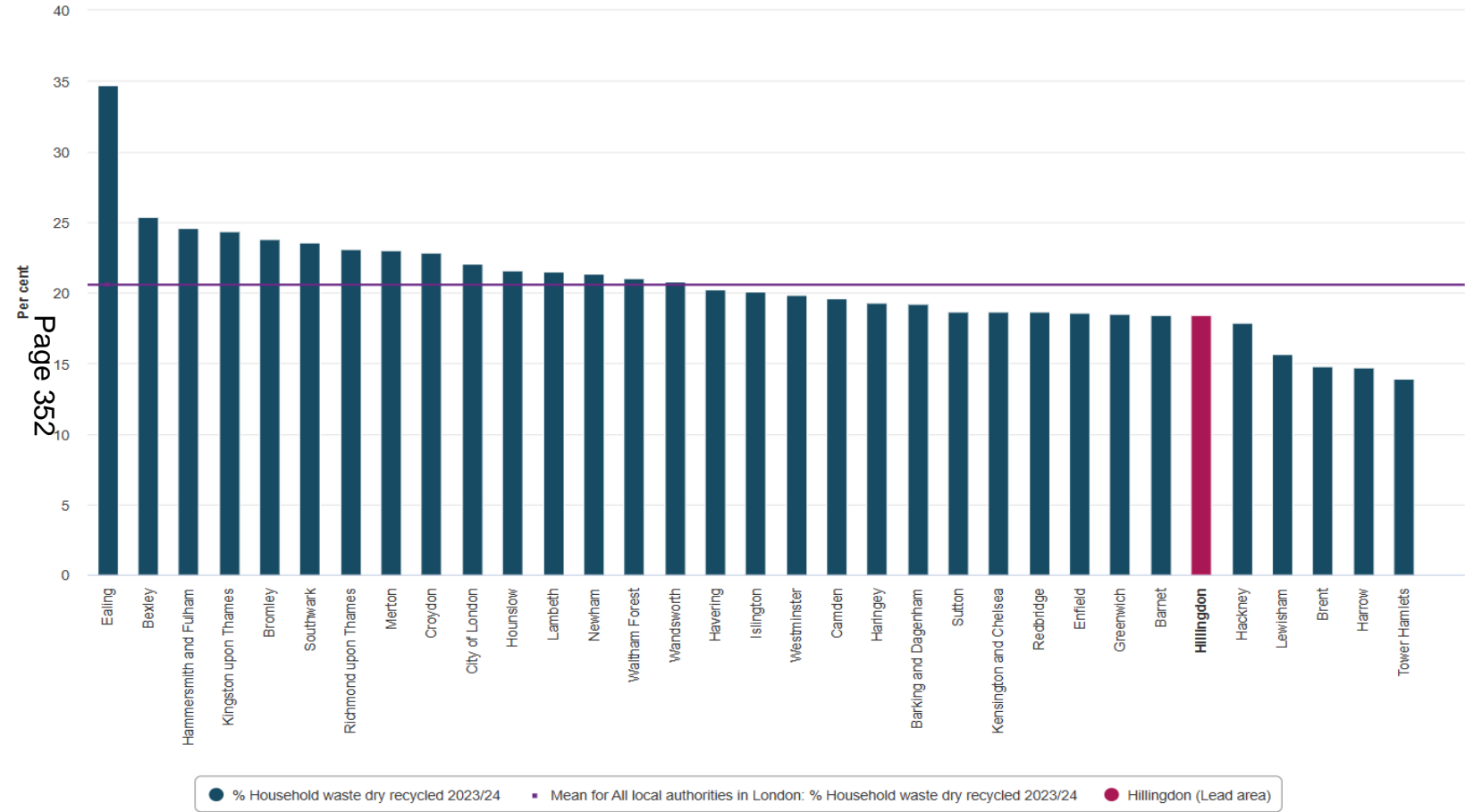
This chart shows total household waste collected by each London borough in 2023/24. Hillingdon, highlighted in red, generated just over 100,000 tonnes—placing it mid-range among boroughs but slightly above the London average.

Higher waste volumes suggest greater environmental pressure and increased demand on local infrastructure. Reducing waste through recycling, reusing, and mindful consumption is key to keeping Hillingdon cleaner, greener, and more sustainable.

Source:
Department for Environment, Food and Rural Affairs

Community and Environment – Dry recycling

Percentage of household waste sent for dry recycling (annual) (2023/24) for All local authorities in London



Recycling performance is key to reducing environmental impact and waste disposal costs.

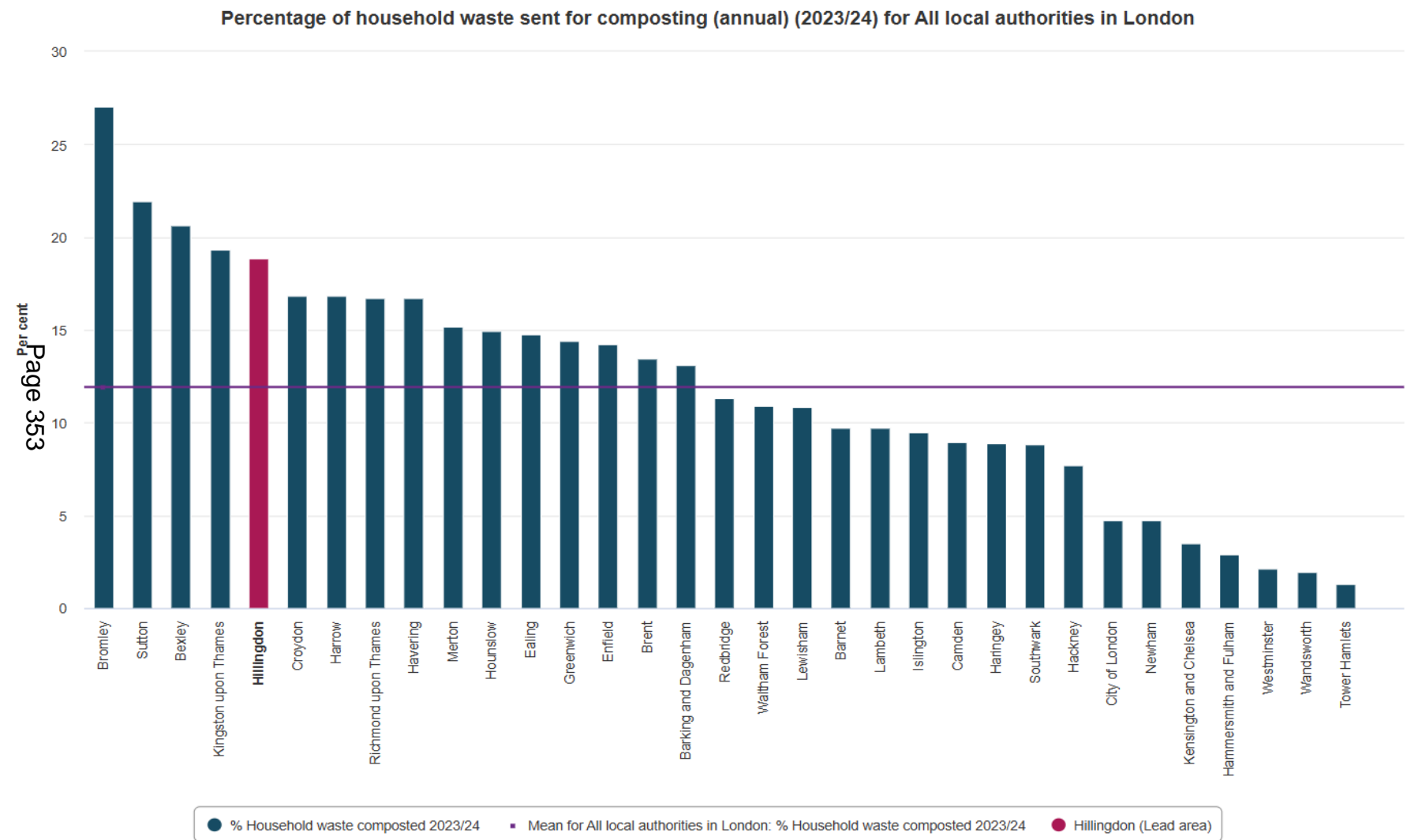
This chart shows the percentage of household waste sent for dry recycling (excluding composting) by each London borough in 2023/24. Hillingdon, marked in red, recycled just under 20%—below the London average and in the lower half of boroughs.

To improve recycling rates and reduce contamination, Hillingdon is trialling new recycling bins in selected flat blocks, supported by targeted education to encourage correct usage.

This initiative, alongside community events, features in *Hillingdon People*, marketing campaigns, and direct communications, aims to raise awareness, foster better habits, and boost both the quality and quantity of recyclable materials collected

Source:
Department for Environment, Food and Rural Affairs

Community and Environment – Composted waste



Our composting performance is helping reduce emissions and protecting natural resources.

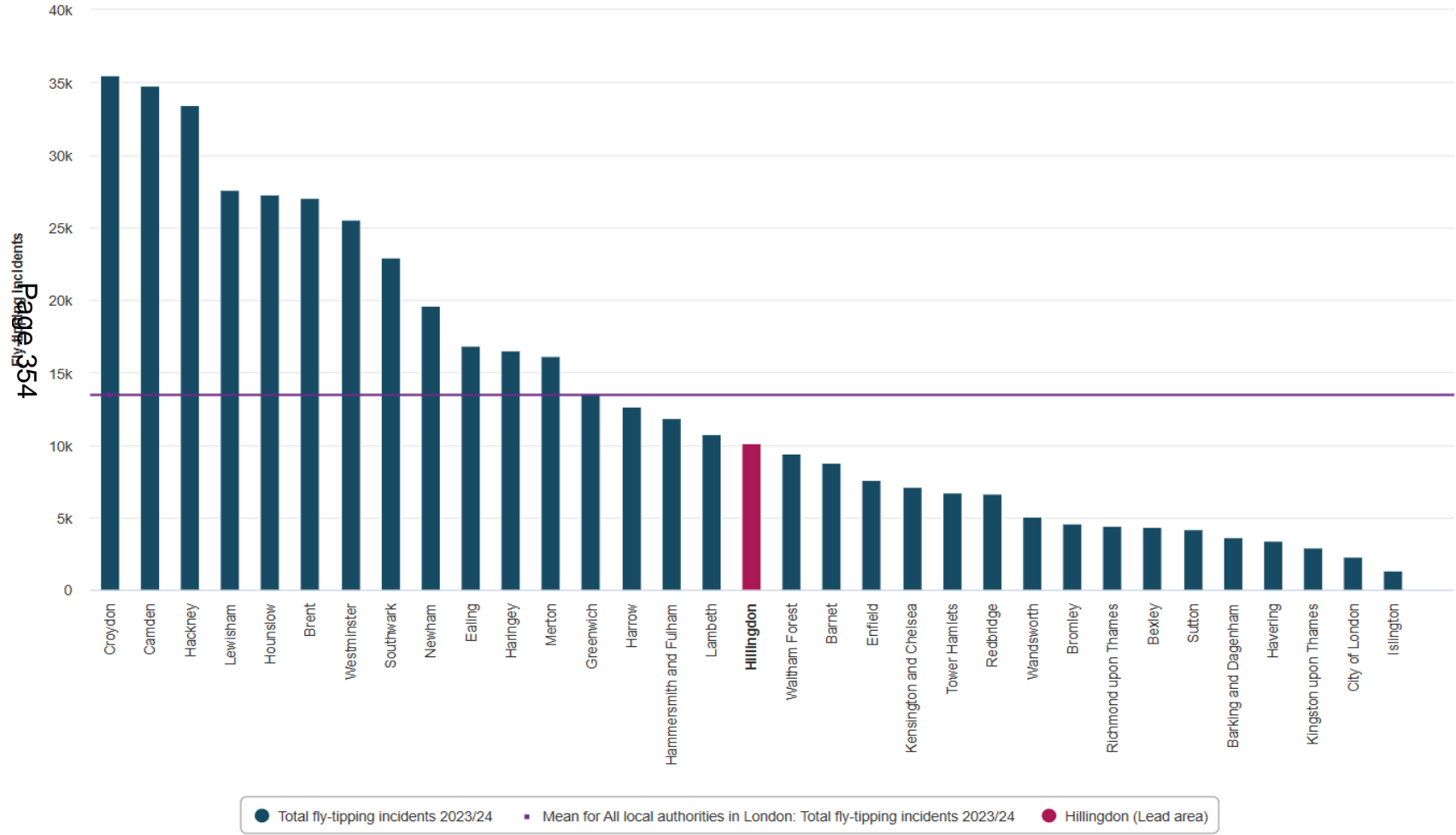
This chart shows the percentage of household waste sent for composting—such as food and garden waste—across London boroughs in 2023/24. Hillingdon, highlighted in red, composted just under 19% of its household waste, placing it among the top-performing boroughs and above the London average.

Only a few boroughs achieved higher rates, with most sending significantly less organic waste for composting.

Hillingdon’s strong performance in this area supports a cleaner, greener borough by cutting emissions and making better use of natural resources.

Community and Environment – Fly-tipping

Total fly-tipping incidents (2023/24) for All local authorities in London



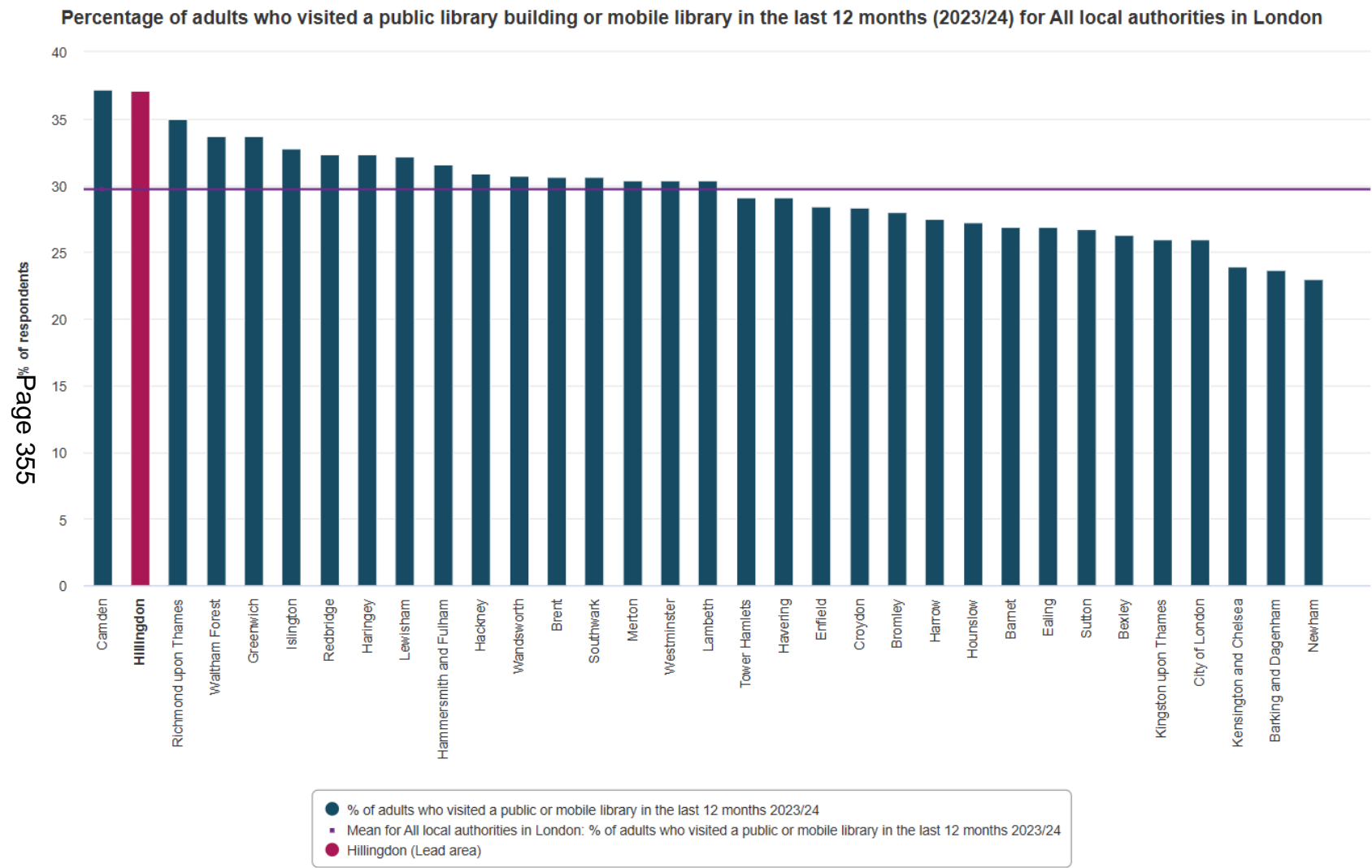
Fly-tipping is a complex issue influenced by multiple local factors.

This chart shows the total number of fly-tipping incidents reported by London boroughs in 2023/24.

Figures can be shaped by population density, housing types, commuter routes, public reporting behaviour, and how rigorously incidents are identified and recorded. Variations may also reflect differences in crew training and the use of technology to capture incidents.

For these reasons, boroughs should not be judged as ‘good’ or ‘poor’ performers based solely on incident numbers. A more nuanced understanding is essential for effective response and prevention.

Community and Environment – Library visits



Library visits reflect good community engagement and access to local services.

This chart shows the percentage of adults who visited a public library building, mobile library, or outreach service in person during leisure time over the past 12 months. Digital engagement is excluded.

Data from the Participation Survey (covering adults aged 16+ in England) shows that 37.1% of adults in Hillingdon visited a library in 2023/24—well above the averages for London (29.8%) and England (25%).

This strong performance highlights the value of accessible, in-person library services in supporting learning, wellbeing, and community connection.



Cabinet Member: Cllr Martin Goddard Portfolio: Finance and Transformation

Our commitments to residents

A thriving economy

A digital-enabled, modern, well-run
council

Corporate Director: Matthew Wallbridge, Chief Operating Officer

In October 2024, the council agreed its first Digital Strategy that set 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.

In November 2024, the council completed a Cyber 360 review by the Local Government Association with the feedback: "Hillingdon Council has made notable strides in advancing its cyber security posture, with strong leadership backing and a solid foundation of policies and processes in place. The commitment to improving security is evident through investments in digital strategy, proactive risk management, and the establishment of clear governance structures."

Currently, 97.9% of Hillingdon residents have access to superfast broadband. This wide coverage ensures that almost everyone in the borough can benefit from fast internet, helping to keep people connected and making everyday life easier.

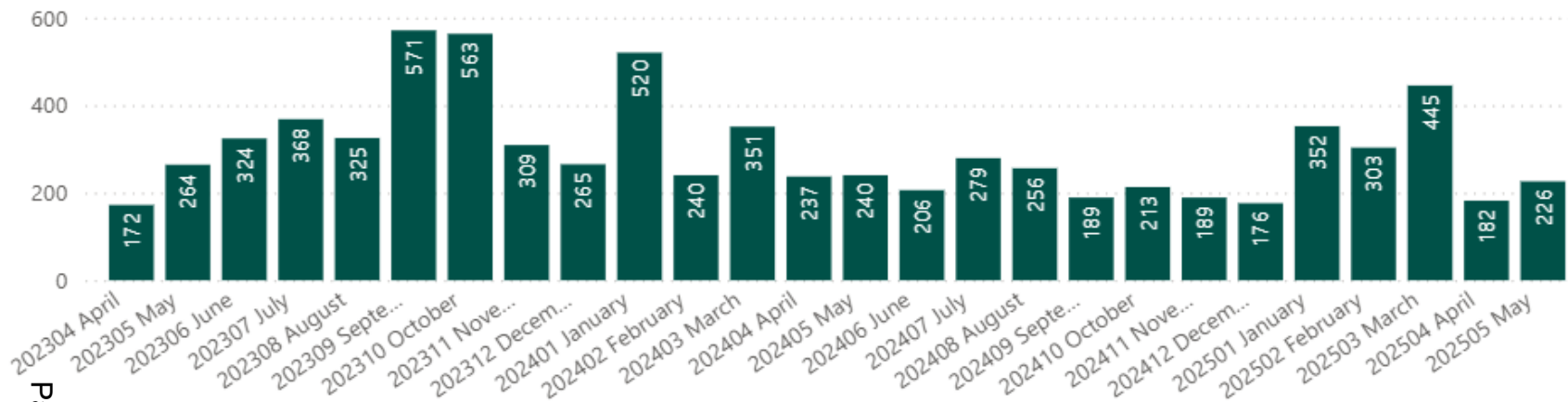
As part of the Digital Strategy the council has seen a reduction in phone calls and an increase in resident self-service, as well as an increase in the use of the council's website.

In 2024/25, through the council's counter fraud team, the council recovered a total of £10.9 million, significantly exceeding its target of £8 million. This helps to contribute to the council's financial position, as well as ensuring we reduce fraud.

Finally, there has been an increase in the percentage of money spent with local versus non-local suppliers, with the latest quarter rising to nearly 25%. In addition, the percentage of individual transactions (orders) that are placed with local businesses has also grown, reaching over 43% in the most recent quarter.

Finance and Transformation – Cyber Security

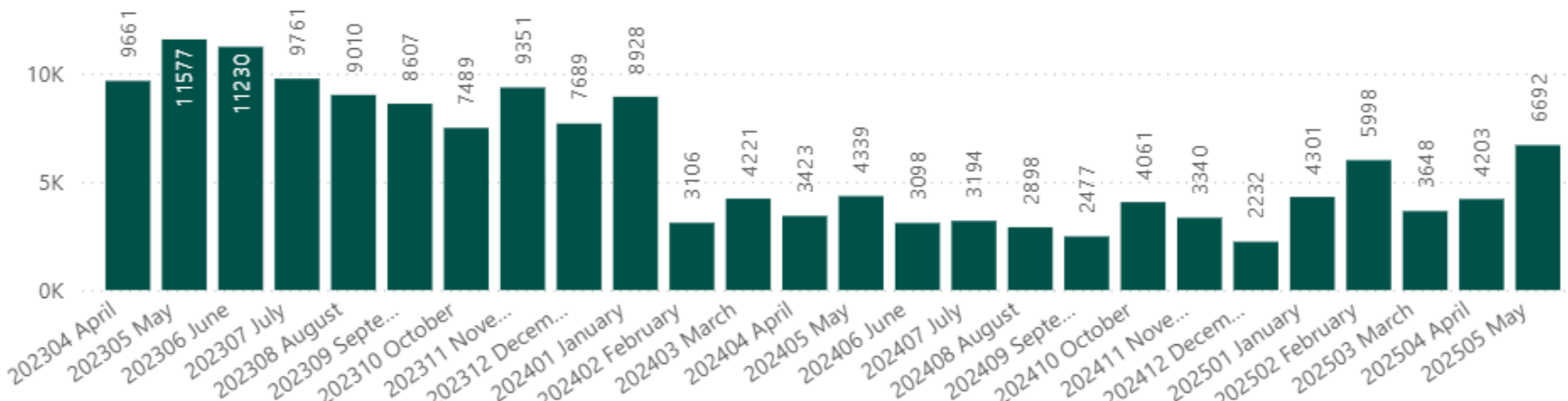
Cyber Threats



The first chart tracks **cyber threats**—these are attempts by criminals to break into council systems, steal information, or disrupt services. The numbers go up and down each month, but there are periods where attacks spike, showing that the threat is always changing and never goes away.

The second chart shows **phishing threats**, which are attempts to trick people into giving away personal details or passwords, often by email. These attempts are much more common, sometimes reaching over 10,000 a month, but they've been lower in some recent months, showing how constant and widespread these risks are.

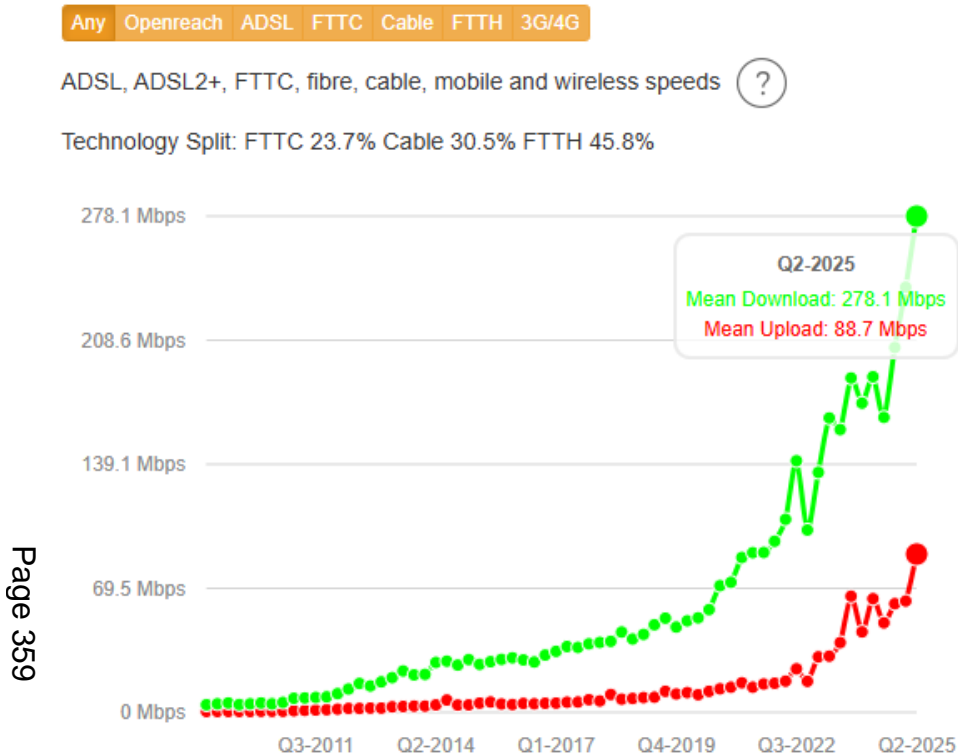
Phishing Threats



Why does this matter? Protecting against cyber and phishing attacks keeps council services running, protects sensitive information, and helps prevent fraud. The council's security teams are always working in the background to spot and block these threats, keeping both staff and residents safe from online crime.

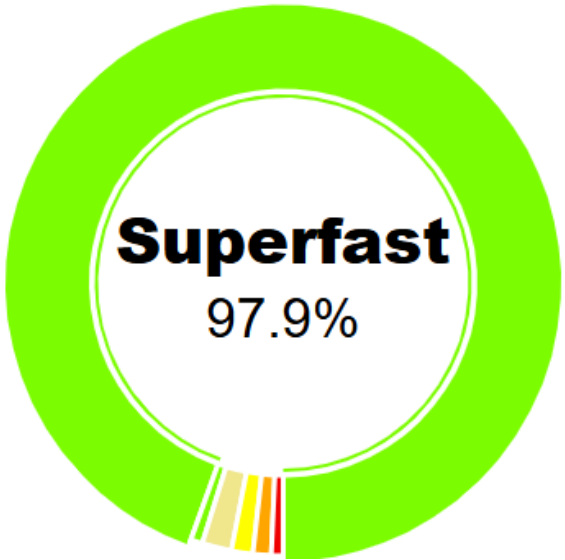
Staying alert to these dangers is important for everyone. The council's ongoing work to defend its systems helps make sure residents' data stays secure and services remain reliable.

Finance and Transformation – Resident Connectivity



Hillingdon Superfast and Fibre Coverage

Latest Figures History ?



These charts show just how much broadband speeds and coverage have improved across Hillingdon. The line chart on the left tracks internet speeds over time, showing a huge increase in both download and upload speeds in recent years. As of mid-2025, the average download speed in the borough is now over 278 Mbps, with average upload speeds at nearly 89 Mbps. This means residents and businesses can access fast, reliable internet for everything from streaming and remote work to online learning and digital services.

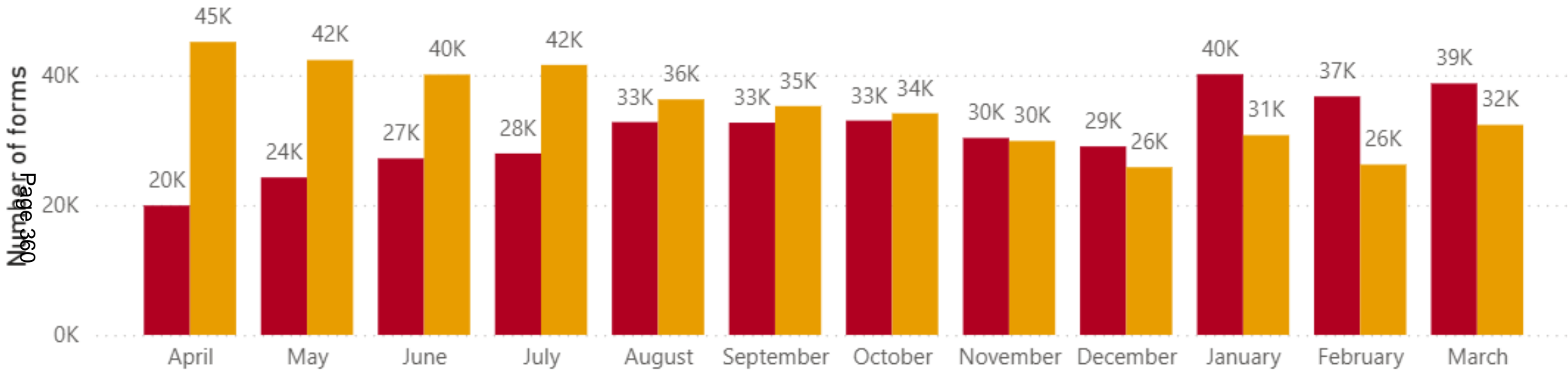
The chart on the right highlights that 97.9% of Hillingdon now has access to superfast broadband. This wide coverage ensures that almost everyone in the borough can benefit from fast internet, helping to keep people connected and making everyday life easier.

Fast and reliable broadband is more important than ever, whether for working from home, staying in touch with family, accessing council services, or supporting local businesses. While a small number of properties may still have slower speeds, the vast majority of Hillingdon is now well connected.

Finance and Transformation – Resident Self Service

Number Of Forms

Fiscal Year ● 2023/2024 ● 2024/2025

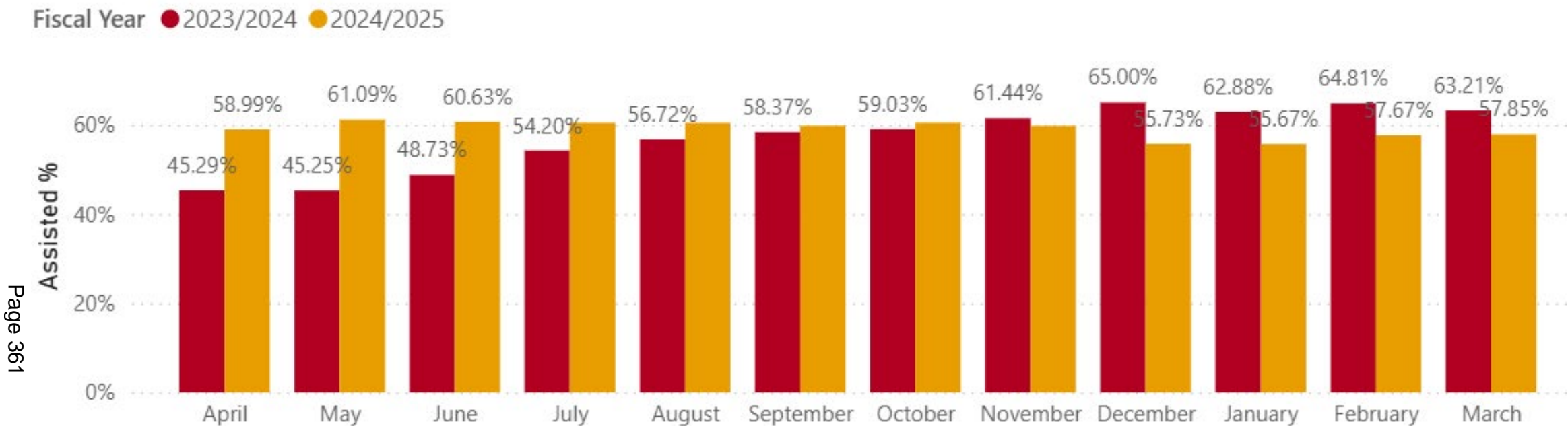


This chart shows the number of online forms completed by residents through the council’s website each month - a key measure of how people are using digital self-service to access council services.

The 2024/25 data (shown in yellow) highlights a strong start to the year, with more residents choosing to use online channels compared to the same period in 2023/24 (shown in red), particularly between April and July.

Using digital services helps residents get things done quickly and easily, without needing to call or visit the council. It also reduces pressure on frontline staff, allowing the council to focus more resources on those who need the most support.

Finance and Transformation – Resident Assisted

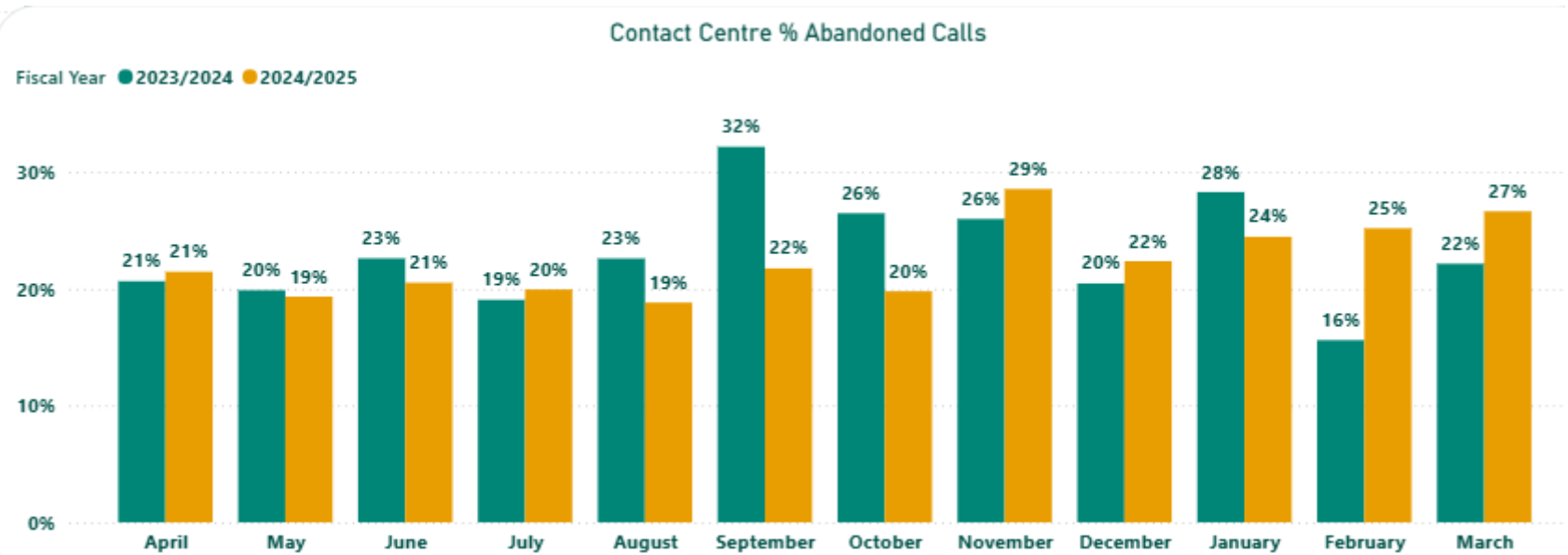
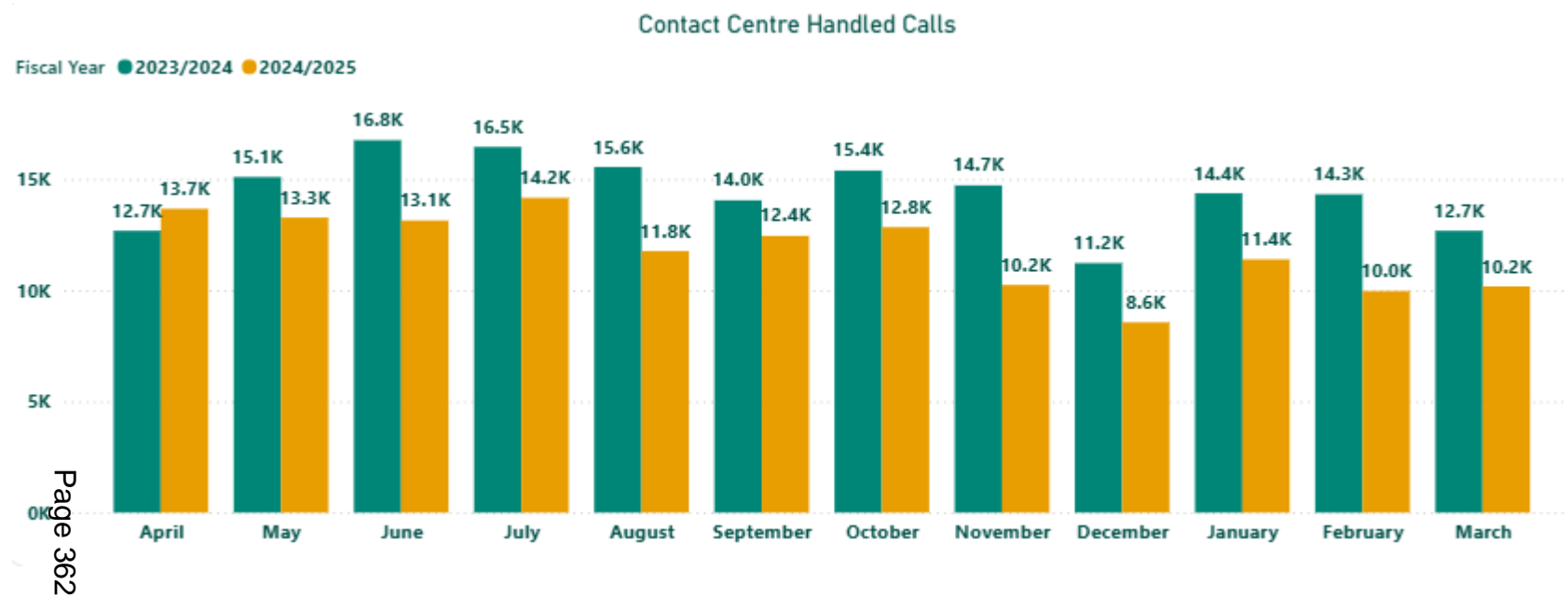


This chart shows the percentage of service requests where residents still needed support from council staff to complete their transaction - either by phone, in person, or through assisted digital channels.

While many residents are now using online self-service, a significant proportion still rely on manual help. In 2023/24 (red bars), assisted rates were consistently above 55%, peaking at 65% in December. Early 2024/25 data (yellow bars) shows encouraging signs of improvement, with fewer people needing support, especially in April, May, and June.

Reducing the need for manual support is an important part of making the council more efficient and accessible. By helping more residents confidently use digital services, we can improve convenience, lower costs, and free up staff to assist those who need extra help the most.

Finance and Transformation – Resident Calls handled



These charts show how many calls the contact centre handled from residents each month, as well as the percentage of calls that were abandoned (where callers hung up or dropped the call before getting through).

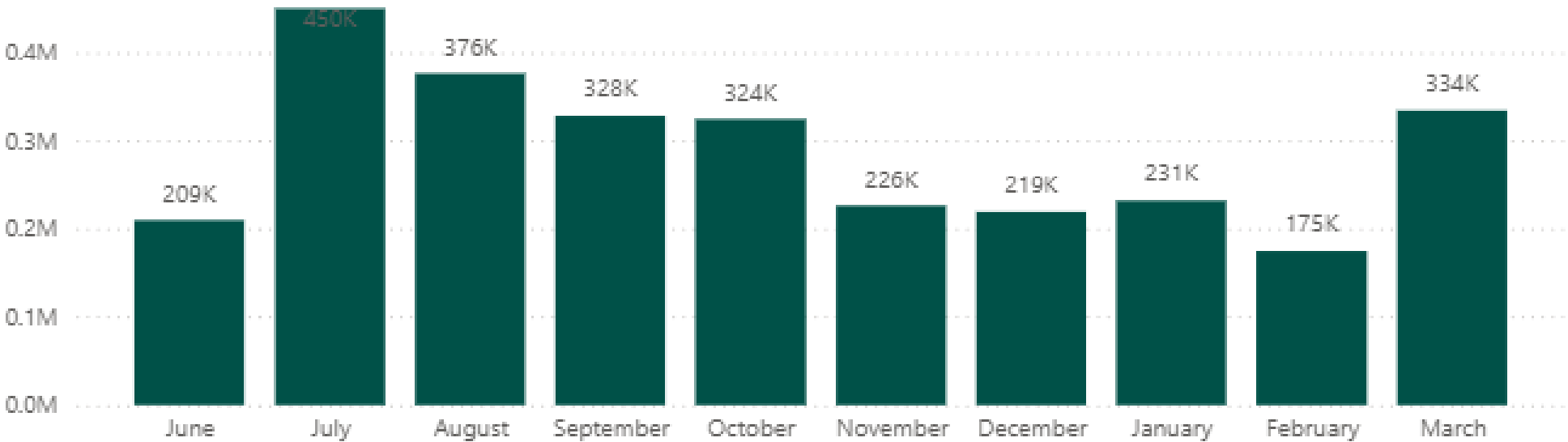
This year, we've seen fewer total calls coming into the contact centre compared to last year. This could mean that more residents are finding answers online or using other digital services, which can be quicker and more convenient for everyone.

Although the percentage of abandoned calls has been a little higher in some months this year, the council continues to work on improving the service - making it easier for residents to get through and get the help they need. Fewer total calls and the ongoing push to improve digital access both help reduce waiting times and free up staff to support residents with more complex enquiries.

Overall, these trends reflect the growing use of online services in Hillingdon, as well as the council's commitment to making it easier for everyone to contact us, whether by phone or online.

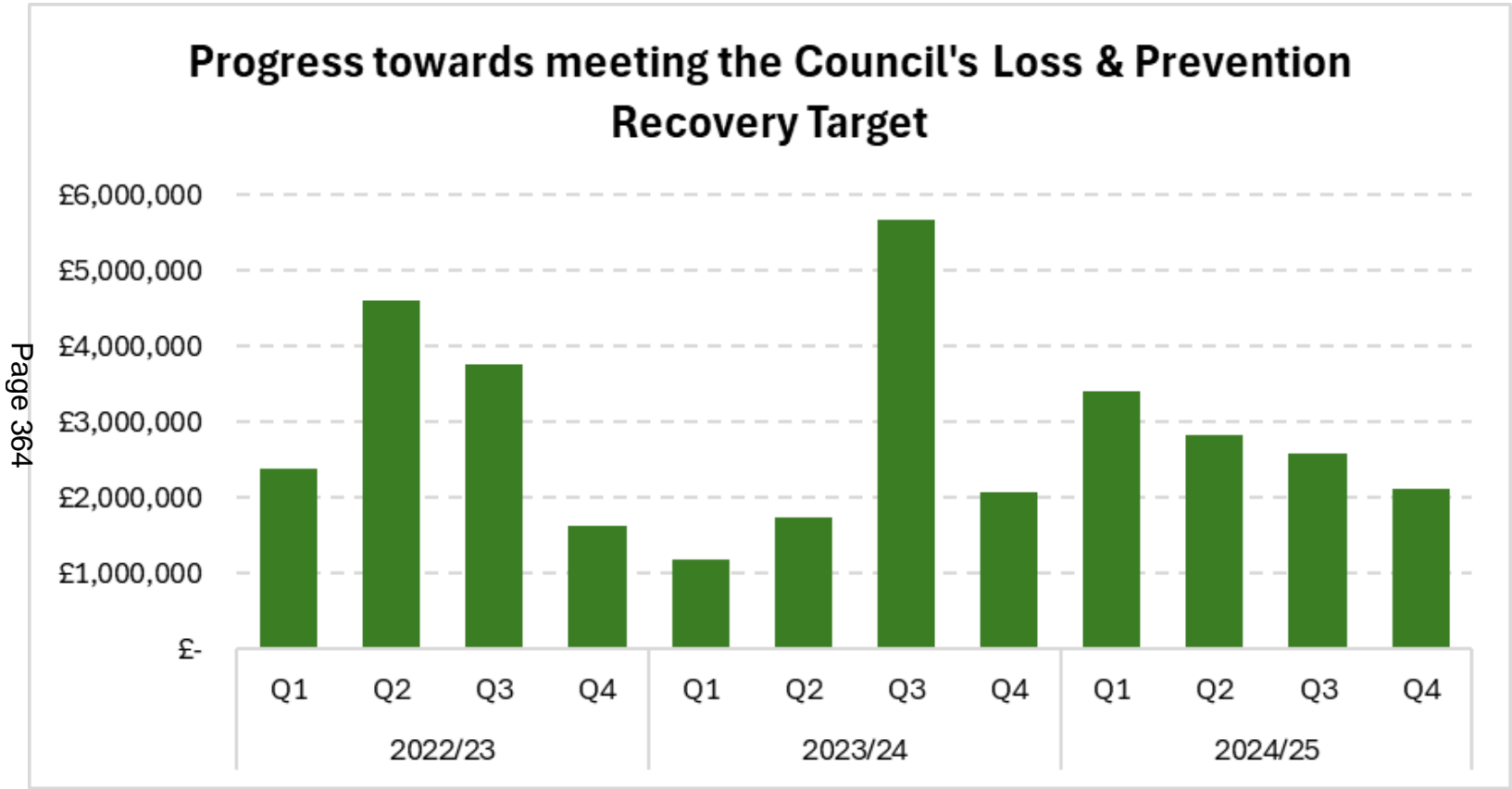
Total page views over time

Year ● 2024/2025



The number of visits to the Hillingdon Council website is a useful way to see how residents are using online services. This chart shows that website usage goes up and down throughout the year, with the busiest months usually in early spring. July had the most visits in 2024/25 with just under 450,000 page views.

Improved web usage means that more people are able to get the help they need quickly and easily, without having to phone or visit the council in person. By making sure the website is clear and easy to use, the council is helping residents find what they need, when they need it.

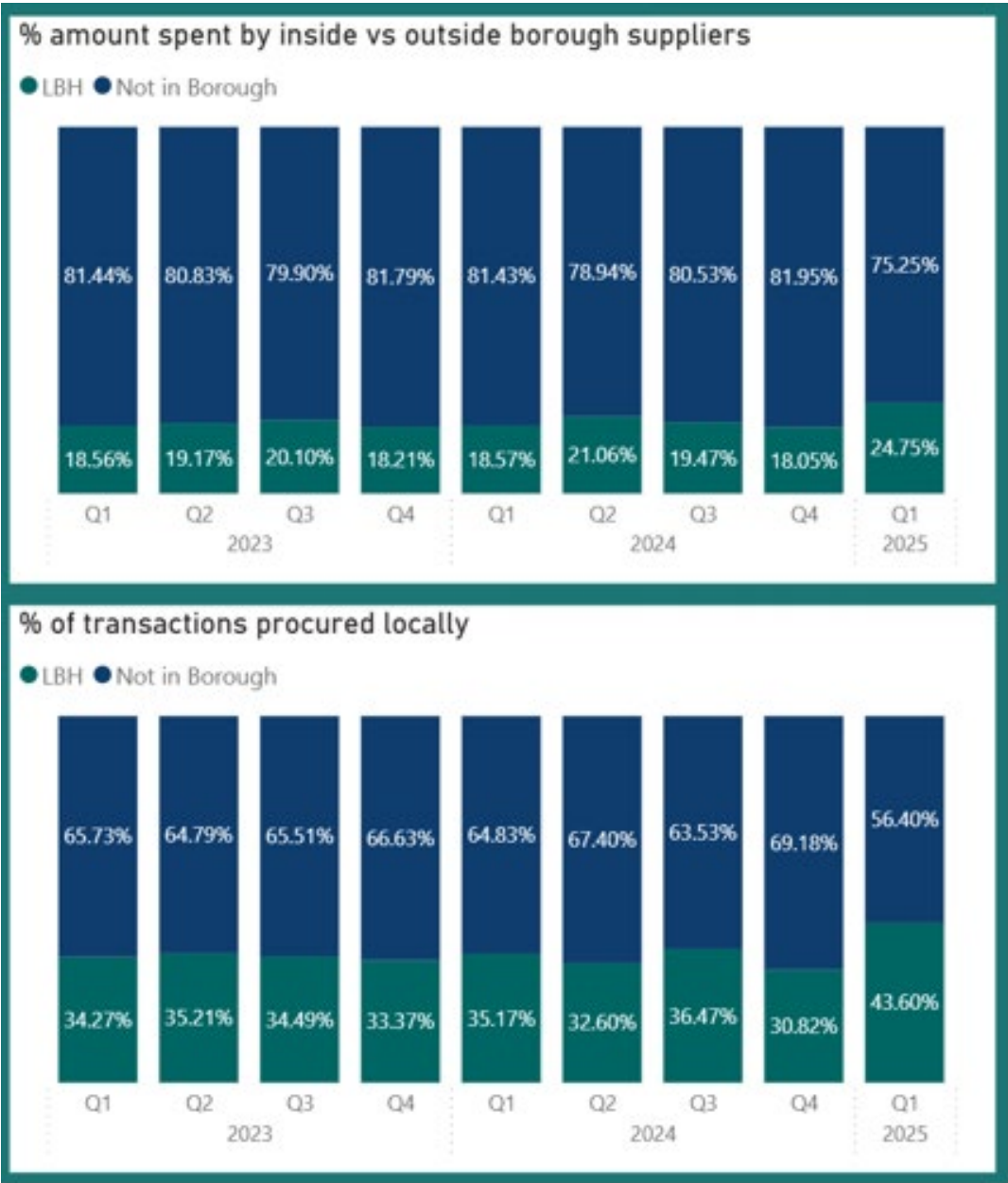


This graph highlights the council's counter-fraud activity across a range of services, including housing, business rates, and adult social care. Fraud in these areas can include false housing claims, undeclared business activity, and misuse of care funding.

In 2024/25, the council recovered a total of £10.9 million, significantly exceeding its target of £8 million. This reflects strong performance in identifying, investigating, and stopping fraudulent activity, and reclaiming funds and assets.

In 2024/2025 the counter fraud service had 112 fraud recoveries, and 42 emergency housing units closed helping to release vital homes and resources back into the system.

Counter fraud checks play a crucial role in protecting public money, ensuring fairness, and making sure support reaches those who are genuinely eligible.



The top chart looks at the **percentage of money spent** with local versus non-local suppliers. While most spending still goes to suppliers outside the borough, the amount spent locally has increased, especially in the latest quarter, rising to nearly 25%.

The bottom chart shows the **percentage of individual transactions** (orders) that are placed with local businesses. Here, the share of local transactions has also grown, reaching over 43% in the most recent quarter.

Buying from businesses within Hillingdon helps to support the local economy, protect local jobs, and keep more money circulating within the community. It's one of the ways the council can directly invest back into the borough and help local firms grow.

However, not every service or product the council needs is available locally. Some specialist goods or larger contracts have to be sourced from outside the borough, which is why there will always be a balance.

By increasing the share of local procurement wherever possible, the council is working to give local businesses more opportunities, but also making sure it gets the best value and quality for residents.

Concluding comments

The Annual Performance Report for 2024/25 provides a transparent account of Hillingdon Council's performance across core service areas, emphasizing putting residents first. The council is addressing significant challenges such as rising demand, financial pressures, and evolving community needs while maintaining a commitment to service quality, accountability, and resident wellbeing.

In housing and homelessness, the council faces unprecedented demand, with record highs in temporary accommodation usage and homelessness presentations. To address this, Hillingdon has implemented targeted interventions, including increasing housing supply, introducing cost controls, and expanding prevention efforts to reduce reliance on temporary accommodation and improve outcomes for vulnerable households.

In children's services and education, the council manages complex pressures, particularly in SEND provision and social care. Despite rising referral volumes and safeguarding concerns, performance in assessment timeliness and care planning has improved. Educational outcomes remain a priority, with efforts to support attainment, reduce absence, and improve post-16 destinations, especially for young people with additional needs.

Adult social care services are adapting to demographic shifts and higher expectations, focusing on early intervention, reablement, and resident independence. The council has maintained strong performance in service user satisfaction, quality of life, and access to information while managing increasing demand and complexity in care provision.

Community and environmental services show positive trends in green space and tree maintenance, library engagement, and waste composting. However, challenges remain in recycling rates. Crime and ASB rates are high but stable, and public confidence in policing has declined, highlighting the need for continued community engagement and transparency.

Financially, the council operates under considerable strain due to reduced central funding, inflationary pressures, and demand-led costs. Risk management processes have been strengthened, and counter fraud efforts have delivered significant recoveries. Digital transformation continues to progress, with improvements in broadband coverage and online service usage.

Overall, the report demonstrates Hillingdon's commitment to continuous improvement, resident-centred service delivery, and strategic resilience. The council's data-driven approach, investment in transformation, and focus on outcomes position it to navigate the road ahead with purpose and clear objectives.

Moving forward

The **Local Government Outcomes Framework (LGOF)** is a new national system that will help councils across the country measure and improve the way they deliver services for residents. Due to launch in April 2026, the LGOF aims to create a clearer and more consistent picture of how well councils are supporting their communities by focusing on results that matter most to local people.

What is the LGOF?

The LGOF sets out 15 priority outcomes, such as health, housing, community safety, education, and the local environment supported by 115 individual measures. The vast majority of these are statutory indicators, meaning councils already collect and report this information to government. By bringing this data together in one place, the framework allows councils to see how they compare with others regionally and nationally, helping to identify areas for improvement and share what works.

The LGOF isn't just about collecting data; it's designed to promote a culture of **data-driven self-improvement** and encourage councils to learn from each other. This should lead to better decision-making, more effective services, and improved outcomes for residents.

What does it mean for Hillingdon?

Hillingdon will contribute to the development of the LGOF as it takes shape over the next year, sharing our experience and helping to shape the final framework. Once it goes live, we will align our annual reporting and performance management to the LGOF's outcomes and measures, ensuring residents and stakeholders can see how Hillingdon is performing in all key areas.

Most of the information needed for the LGOF will come from statutory data returns that are already published. However, this also highlights the importance of having accurate and high-quality data in our systems. As part of our preparations, we will be prioritising improvements to data quality and carrying out audits in key service areas, so our reporting is reliable and reflects the real picture for our residents.

By working towards the LGOF, Hillingdon is committed to being transparent about our performance, learning from best practice, and driving continuous improvement, helping us to deliver better services and outcomes for everyone in the borough.

Headline priority outcomes

Homelessness and rough sleeping	Prevent and reduce homelessness and rough sleeping
Housing	Everyone has access to a decent, safe, secure, and affordable home
Multiple disadvantage	Improve the lives of adults experiencing multiple disadvantages
Best start in life	Improve early child health, family support and early education to give every child the best start in life
Every child achieving and thriving	Support all children and young people to achieve and thrive in school, at home and in their communities
Keeping children safe and family security (Children's Social Care)	Keep children safe in secure and loving homes and help more families to thrive together
Health and wellbeing	People live healthier lives for longer and health inequalities are reduced
Adult Social Care – Quality	Care users and carers experience high quality adult social care that is provided by a skilled workforce
Adult Social Care – Independence	Care users are supported to stay independent in their homes where possible, and have choice and control over their support
Adult Social Care - Neighbourhood health / integration	Care users are supported by joined up health and social care services at a neighbourhood level
Neighbourhoods	People feel safe and included in their local community and are satisfied with their local area as a place to live
Environment, Circular Economy and climate change	Support a healthier, more resilient natural and built environment, including responding to the risks and impacts of climate change to the benefit of communities
Transport and local infrastructure	Communities are connected with improved, healthier and greener public transport, enabled by well maintained, enhanced and delivered transport infrastructure
Contextual metrics	
Economic prosperity and regeneration	Foster local economic growth and prosperity
Child poverty	Reduce and alleviate child poverty to improve children's lives and life chances

Other Council Reports

The following performance reports are available to view on the council's website:

[Complaints](#) – annual reports

[Budget reports](#)

[Council spending over £500](#)

[Health and Wellbeing Board](#) meetings

[Audit Committee](#) meetings – Internal Audit Annual Report, Risk Management Annual Report, Counter Fraud Annual Report

[Residents' Services Select Committee](#) – Annual Parking Report

[Health and Social Care Select Committee](#)

[Children, Families and Education Select Committee](#)

[Corporate Resources & Infrastructure Select Committee](#)

Much of the data used in this report is from council systems.

External data sources have been used to allow benchmarking to London and England; these data sources include:

[LG Inform](#), Local Government Association; many graphs used in this report detail outputs from:

- Ministry of Housing, Communities and Local Government (MHCLG)
- Department for Levelling Up, Housing and Communities (DLUHC)
- Department for Transport
- Department for Digital, Culture, Media and Sport
- Department for Environment, Food and Rural Affairs (DEFRA)
- NHS England
- Office for Health Improvement and Disparities (OHID)

[Local Broadband Information](#), thinkbroadband

[Local Government Outcomes Framework](#) (LGOF)

COUNCIL BUDGET - 2025/26 BUDGET MONITORING

Cabinet Member & Portfolio	Councillor Martin Goddard Cabinet Member for Finance & Transformation
Responsible Officer	Steve Muldoon, Corporate Director of Finance
Report Author & Directorate	Andy Goodwin, Head of Strategic Finance
Papers with report	None

HEADLINES

Overview

This report sets out a summary of the Council's General Fund and Housing Revenue Account forecast positions for both revenue and capital budgets as at the end of July 2025 (Period 4) for the financial year 2025/26.

General Fund Revenue

The Council has an approved General Fund expenditure budget of £974m, matched by equivalent funding. As at the end of July 2025 (Period 4), the forecast shows an overspend of £18.3m, representing an adverse movement of £1.9m from Month 2.

The change in forecast of £1.9m represents a 0.2% change when compared to the total expenditure budgets of the General Fund. The variance is entirely driven by service operations and reflects the ongoing pressures and risks local authorities face in homelessness, children's and adults social care provision.

Dedicated Schools Grant (DSG)

The in-year forecast deficit relating to DSG remains in line with budget, i.e. a £12.5m draw on reserves. When factoring in the opening deficit position of £65.6m, this forecast position leads to a closing deficit for 2025/26 of £78.1m.

Housing Revenue Account (HRA)

The 2025/26 HRA revenue budget consists of £85.4m expenditure matched by an equivalent level of income (rents, service charges and other contributions). The Month 4 forecast reflects an unchanged position (nil variance) against this budget. This comprises a £0.6m pressure against service expenditure offset by a reduction in the revenue contribution to the capital programme.

General Fund and HRA Capital Programmes

The Council set itself ambitious targets to invest in local services, infrastructure and homes during 2025/26 – a total of £307m being budgeted across both the General Fund and HRA areas in 2025/26. 95% of that target is expected to be spent in year, with the majority of the underspend proposed to be rephased into 2026/27 at this stage, subject to Cabinet approval as part of the Draft Outturn report to be prepared in early 2026/27.

The General Fund capital programme includes a forecast of £17.0m of capital receipts to be used to fund transformation costs leading to ongoing future revenue savings or cost avoidance and is to be funded from the flexible use of capital receipts (as allowed for under government regulation).

Putting our Residents First Delivering on the Council Strategy 2022-2026	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 This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council
Financial Cost	N/A
Select Committee	Corporate Resources & Infrastructure
Ward(s)	All

RECOMMENDATIONS

That Cabinet:

1. Note the budget monitoring position and treasury management update as at July 2025 (Month 4) as set out in Part A of the report, furthermore, noting the actions proposed by officers.
2. Approve the full release of the Development and Risk Contingency.
3. Approve the financial recommendations as set out in Part B of this report.

Reasons for recommendation

1. The reason for **Recommendation 1** is to measure performance against the Council's budgetary objectives, providing Cabinet with the update on performance against budgets approved by Council on 27 February 2025 contained within **Part A** of this report. An update on the Council's Treasury Management activities is included within this.
2. **Recommendation 2** seeks approval to release the centrally held contingency in order to reduce the forecast overspend by £10.5m and reduce it to the level shown in Table 1.
3. **Recommendation 3** seeks approval for the financial recommendations set out within **Part B** of this report, which may include acceptance of grant funding, revisions to fees & charges and ratification of decisions taken under special urgency provisions.

Alternative options considered / risk management

4. There are no other options proposed for consideration.

Select Committee comments

None at this stage.

PART A: 2025/26 MONTHLY BUDGET MONITORING

SUMMARY

GENERAL FUND REVENUE

5. As at Month 4, the Council is forecasting a net overspend of £18.3m on its core operating activities. This includes overspends of £24.1m across Service Operating Budgets and £9.7m within Corporate Budgets. These pressures are partially mitigated by £5.0m of planned interventions, which are expected to deliver savings aligned with the Target Operating Model (TOM) and spend control measures, and are currently held under unallocated budget lines, pending allocation to service areas. To address the total gross pressure of £28.7m, it is proposed that the full £10.5m contingency budget be released, reducing the net overspend to £18.3m.
6. The service operating budget pressure of £24.1m, representing a £1.3m adverse movement from Month 2, is largely being driven by four pressure areas:
 - i. c£16.6m relating to further demand pressures above the budget position presented to February Cabinet and Council, with £8.6m being driven by Adult Social Care demand, £3.9m from homelessness support, £4.4m within Children's Social Care, offset by £0.3m reduction in the waste forecast.
 - ii. c£5.3m relates to a shortfall against the forecast delivery of savings in 2025/26 and the £38.6m target to be delivered this year (with a further £2.1m included in unallocated savings budgets, after factoring in the delivery of the £5.0m Target Operating Model saving), representing 19% slippage.
 - iii. £3.6m from the General Fund share of Treasury activities linked to this position and the interest costs arising from the net cash outflow resulting from the forecast
 - iv. Lastly, c£1.4m underspend relating to a number of other smaller updates, mainly driven by staffing underspends across Adults & Children's Social Care.
7. The Corporate Budgets forecast of £9.7m includes a pressure against unallocated savings of £7.1m and the 2025/26 pay award is forecast to generate a further pressure of £2.6m as a result of the current offer of 3.2% compared to the budgeted 2.0%. The forecast then includes two mitigating actions, firstly the proposed release of the £10.5m general contingency and secondly to reflect £5.0m of interventions to deliver the Council's Target Operating Model (TOM) saving held in corporate budgets.
8. As part of the Month 4 review, the Council has also carried out an analysis of exposure to risks and where further opportunities exist. This review has identified more risks than opportunities totalling £11.6m against further opportunities of £2.4m. The identified risks include demand exposure from homelessness (£1.0m), adult social care (£1.8m) and Waste Services (£0.3m) with wider corporate risks linked to the delivery of the interventions (£5.0m) Council's treasury position (£0.5m) and the possibility of the Council's financial position deteriorating from these risks, the remaining £2.0m of risks come from a number of smaller updates including funding strategies such as buyers premium and the use of Transformation Capitalisation powers.

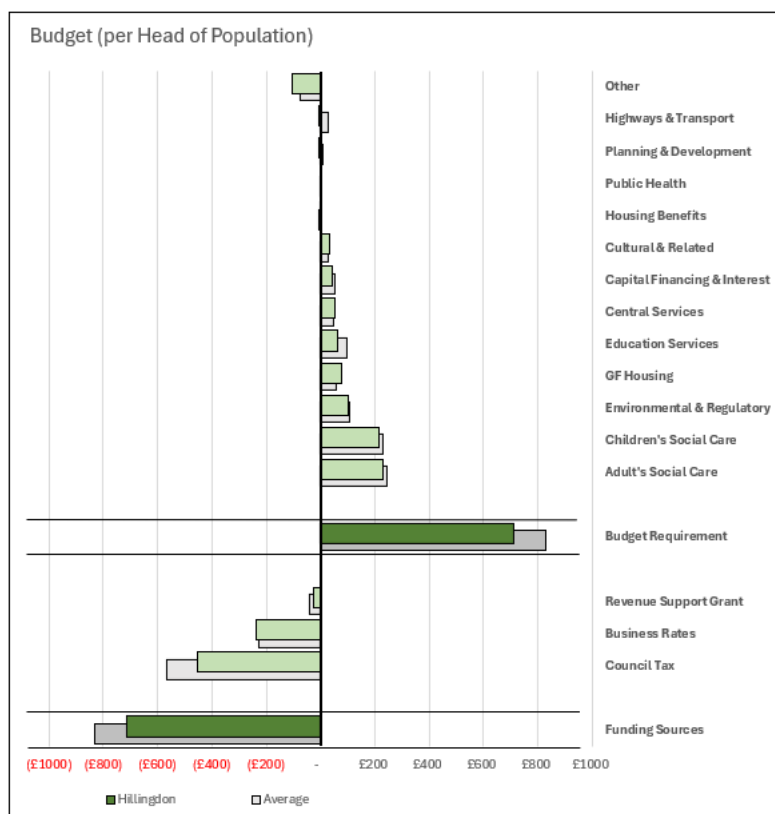
Table 1: General Fund Overview

Service	Approved Budget £m	Forecast Outturn £m	Variance £m	Forecast Variance Prior Month £m	Change in Variance £m
Service Operating Budgets	261.5	285.6	24.1	22.8	1.3
Development & Risk Contingency	10.5	0.0	(10.5)	(10.5)	0.0
Unallocated Budget Items: Pay Award Inflation	2.0	4.6	2.6	2.6	0.0
Unallocated Budget Items: Unallocated Savings	(7.1)	0.0	7.1	6.5	0.6
Budgeted Use of Reserves	(4.2)	(4.2)	0.0	0.0	0.0
Total Net Expenditure	262.7	286.0	23.3	21.4	1.9
Corporate Funding	(262.7)	(262.7)	0.0	0.0	0.0
Subtotal	0.0	23.3	23.3	21.4	1.9
Interventions	0.0	(5.0)	(5.0)	(5.0)	0.0
Net Total	0.0	18.3	18.3	16.4	1.9
Opening Reserves as at 1st April 2025			6.7		
Less: Underlying Variance			(18.3)		
Less: Budgeted Use of Reserves			(4.2)		
Add/(Less): Movement on Earmarked Reserves			(1.0)		
Closing Reserves as at 31st March 2026			(16.8)		

9. The Council's draft opening reserves position, comprising both General and Earmarked Reserves, stands at £6.7m. When combined with the £4.2m of budgeted reserve usage and the current overspend, total reserves are projected to be £15.8m overdrawn. An additional £1.0m drawdown from Earmarked Reserves, due to service-level requirements, brings the forecast usable general reserves position to £16.8m overdrawn, before any assessment of the potential further impact from other financial risks. It would clearly be untenable for the Council to leave this position unaddressed.
10. To this end, the council has begun conversations with the Ministry for Housing, Communities & Local Government (MHCLG) with a view to securing Exceptional Financial Support (EFS), and in order to progress matters swiftly has now made a formal submission to MHCLG in this regard for support in the form set out in paragraphs 9i and 9ii below only.
11. Exceptional Financial Support may be granted by the Ministry of Housing, Communities and Local Government (MHCLG) to councils facing significant financial pressures and unable to deliver a balanced budget or maintain adequate reserves. Support can be provided in one or more of the following forms:
 - i. Capitalisation Direction – This permits councils to account for specific revenue costs as capital, subject to Government approval. Without such approval, this approach would be unlawful. Once approved, this capital item can be addressed either through offsetting capital receipts or amortised as MRP over a maximum of twenty years. If the council were to have to borrow to make the cash flow balance this would also incur interest costs.

- ii. Additional Grant Funding – In certain circumstances, councils may receive direct grant support to help manage exceptional financial pressures.
 - iii. Council Tax Flexibility – Councils may be granted permission to raise Council Tax above the referendum threshold without holding a referendum. This option is only available as part of the annual Council Tax setting process and is not currently being pursued by Hillingdon.
12. The S151 Officer is not minded to issue a S114 notice at this point in time on the basis that MHCLG are engaged in discussions and actively reviewing the council's position. This position is held on the current assumption that MHCLG will support the council's application for EFS and that the level of EFS agreed will be seen through on time and to the level required by the council. The decision not to issue a S114 at this time is wholly contingent on the discussions with MHCLG and ultimately without such agreement very serious consideration would need to be given to issuing such a notice.
13. The Council is actively reviewing all available options to address the current financial pressure and the forecast negative reserves position. Central to this is the delivery of the 2025/26 savings programme, totalling £34.0m – the largest savings target the Council has ever undertaken. In addition, £4.8m of unresolved savings from previous years have been carried forward, increasing the total savings requirement for 2025/26 to £38.8m. To date, slippage of £7.4m has been identified within this savings requirement and built into the forecast position.
14. Under Government guidance, councils may fund transformation activity using capital receipts from asset disposals. Given the scale of the savings programme, it is likely that the council will need to utilise all available capital receipts to support transformation. This may include releasing receipts previously earmarked to offset the Dedicated Schools Grant (DSG) deficit. The council's current Safety Valve Agreement with the Department for Education is suspended pending ministerial review, recognising that the statutory override for DSG deficits has been extended to March 2028.
15. The Council remains firmly committed to achieving a sustainable financial position and implementing its Target Operating Model. It continues to be well-managed, with spending on frontline services per capita below that of comparable authorities – primarily Outer London boroughs. Despite the financial pressures, the Council has consistently delivered high-quality, well-regarded services in a cost-effective manner, while maintaining one of the lowest Council Tax levels in its comparator group. The chart below, based on 2023/24 data, illustrates this position:

Chart 1: Income & Spend per Head Compared to Cohort Average



16. The Council's forecast of overdrawn reserves by year-end reflects a range of national challenges, compounded by insufficient funding from central government to meet rising demand. A key pressure continues to be the delivery of temporary accommodation and homelessness support. This is particularly acute in Hillingdon, due to the presence of Heathrow Airport - a major port of entry into the UK - which places additional strain on local housing supply and demand, driving up costs. This housing pressure also affects Children's Social Care, where vulnerable young people in supported accommodation are unable to transition into independent tenancies due to a shortage of general needs housing. At the same time, demand for Adult Social Care remains consistently high following the pandemic, with funding from the Department of Health and Social Care failing to keep pace with increasing client demand volume and complexity and market pressures.
17. The Government has now closed its consultation on the Fair Funding Review 2.0 with the Council awaiting the outcome of the consultation. The fair funding review has been delayed since the pandemic, with the consultation covering the funding distribution formulae used by Government to allocate funds to each council across the country. Whilst the outcome of the review is still awaited, early modelling by both London Councils and Pixel indicate a reduction in overall funding for London, with funding migrating outwards from Inner London Boroughs to Outer London Boroughs and beyond. Both models suggest that Hillingdon should see a net growth in funding from 2026/27 and beyond. Whilst it is recognised that the borough was aware of Government funding at the time of setting the 2025/26 budget, the review indicates that Hillingdon is currently underfunded by Government and had this review taken place in line with the original timescale, Hillingdon's financial position is likely to have been more favourable.

18. Hillingdon's consultation response largely agreed with the Fair Funding Review 2.0 information and data that the Government shared, supported by the London Councils model. The council's primary response was focused on the timing of the transition period, with the Government indicating transitioning to the new funding level over a 3-year period. The council's stance is that local residents should not be required to fund transitional arrangements and that the Government should seek alternative methods to fund any such arrangements, rather than restrain the release of funding due to Hillingdon.
19. The pressures presented in this report therefore present a challenge for the Council, with the above table setting out this position against service operating budgets, corporate budgets and the use of reserves. This forecast position does not include any potential outcome from the Exceptional Financial Support conversations being held with Government.
20. The council's forecast position is therefore a highly challenging one and is highly dependent on the assumptions built into the forecast being deliverable. All of the council's centrally held contingency has been assumed to be released in the forecast set out here and so there is no capacity to offset further unforeseen costs, or savings or income shortfalls. It is of critical importance that all areas of the council aim to deliver on, and give support to, all of the savings commitments made to ensure they are delivered on time and to the value and scale planned in the budget. The forecast assumes that transformation activity will be underpinned by capital receipts and so it is also critical that the necessary level of asset disposals can be found to pay for this activity, or that the spend on such activity is otherwise restrained to fit within the level of receipts generated and available. The risks not encapsulated within the forecast will also need to be carefully reviewed and addressed in order to mitigate and prevent or limit the impact they may present. Any further impacts may have consequences for the EFS requirement and add pressure to the council's finances in repaying this over time. The council will have to redouble efforts over the coming weeks to address these risks and not assume that the increase in funding anticipated through the Fair Funding review, which may only be phased in over three years, will fully resolve the situation.

GENERAL FUND CAPITAL EXPENDITURE

21. As at Month 4 a £20.8m underspend is projected on the 2025/26 General Fund Capital Programme of £156.6m, with the forecast outturn variance over the life of the 2025/26 to 2029/30 programme estimated to breakeven. General Fund Capital Receipts of £17.0m are forecast for 2025/26, with these funds forecast to be fully utilised to fund transformation activity, with capital receipts forecast to achieve the income target of £45.5m for the five years to 2029/30. Overall, Prudential Borrowing required to support the 2025/26 to 2029/30 General Fund capital programme is forecast to be on budget.

SCHOOLS BUDGET

22. The Dedicated Schools Grant (DSG) total Block for the Maintained Schools is forecast to have an in-year deficit of £12.5m, unchanged from Month 2, representing an ongoing improvement from the draft outturn for 2024/25 of £15.0m as a result of a broad range of positive measures deployed by the Council. The in-year deficit is largely driven by High Needs placement demand and cost pressures which continue to be significantly underfunded in the

DSG settlement from the DfE. This position means that the cumulative deficit carried forward to 2026/27 is forecast at £78.1m.

23. There is currently a time-limited statutory override in place, now extended until 31 March 2028, ringfencing the Schools Budget deficit such that this does not impact upon general reserves. The Council is one of many local authorities managing a large deficit within the Schools Budget and this stood at £65.6m at 31 March 2025, exceeding the level of General Fund reserves held. It is worth noting that between outturn 2024/25 and the position presented in this report, the Council has successfully reduced the in-year spend against the Schools Budget by £2.5m and continues to make good progress in this.
24. The issue of mounting DSG deficits remains a national issue, with projections for a £6.2bn deficit across the country by 2026/27 forming a key strand to lobbying by sector bodies such as the LGA and London Councils.

HOUSING REVENUE ACCOUNT

25. The Housing Revenue Account (HRA) continues to forecast a breakeven position at Month 4. Operating costs are showing an in-year pressure of £0.6m, an adverse movement of £0.2m, primarily driven by staffing costs, emergency B&B placements and leaseholder insurance premiums. These pressures are offset by a reduction in the revenue contributions to the capital programme, ensuring the HRA remains financially viable. The 2025/26 closing HRA General Balance is forecast to be £15m, in line with the target level established for 2025/26. The HRA Capital Programme is forecast to breakeven over the five-year programme, with investment of £529.2m increasing housing supply and maintaining and improving existing stock.

FURTHER INFORMATION

General Fund Revenue Budget

26. As at Month 4, the Council's General Fund is reporting an overspend of £18.3m after allowing for the expected delivery of £5.0m in savings through the Target Operating Model and the proposed release of the full £10.5m of contingency budget. This represents an adverse movement from Month 2 of £1.8m. This position includes a £7.4m shortfall against the total £38.8m savings target, with capital receipts being used to fund the associated transformation activity.
27. The Month 4 position also includes the deployment of £1.0m from Earmarked Reserves, primarily to support insurance claims and homelessness related pressures. In addition, £0.8m is being drawn down from the Public Health ringfenced reserve, accumulated from prior year underspends against the Public Health Grant.
28. To support the delivery of the savings programme, the Council is utilising £10.1m of capital receipts to fund transformation costs, in line with Government guidance. Asset disposals in 2025/26 are expected to generate £17.0m, leaving £6.9m of headroom to support further transformation activity in the current or future financial years.

Progress on Savings

29. The savings requirement for 2025/26 is £34.0m as set out in the Council's budget strategy. This position has been supplemented by a further £4.8m of savings carried forward from 2024/25 as set out in the outturn report presented to July Cabinet, resulting in an overall programme of £38.8m savings being targeted in year:

Table 2: Savings Tracker

Cabinet Member Portfolio	Blue Banked £m	Green Delivery in progress £m	Amber I Initial stages of delivery £m	Amber II Potential problems in delivery £m	Red Serious problems in delivery £m	Savings to be Written Out £m	Total £m
Cabinet Member for Corporate Services & Property	(0.1)	(0.4)	(0.8)	(0.5)	(0.6)	0.0	(2.4)
Cabinet Member for Planning, Housing & Growth	(2.4)	(1.0)	(0.1)	(0.4)	(0.2)	0.0	(4.1)
Cabinet Member for Finance & Transformation	(0.6)	(2.4)	(1.6)	0.0	0.0	0.0	(4.6)
Cabinet Member for Community & Environment	(2.4)	(1.4)	(0.9)	(0.1)	(2.0)	0.0	(6.8)
Cabinet Member for Children, Families & Education	(2.2)	(0.1)	(2.2)	(0.3)	(0.2)	0.0	(5.0)
Cabinet Member for Health and Social Care	(0.9)	(1.1)	(3.0)	(1.9)	(0.6)	0.0	(7.5)
Cross-Cutting	(0.4)	(0.6)	(0.2)	0.0	(5.8)	(1.4)	(8.4)
Total 2025/26 Savings Programme	(9.0) 23%	(7.0) 18%	(8.8) 23%	(3.2) 8%	(9.4) 25%	(1.4) 4%	(38.8) 100%
Month 2 Change from Month 2	(4.4) 11%	(11.9) 31%	(9.7) 25%	(2.3) 6%	(8.9) 23%	(1.4) 4%	(38.6) 100%

30. As of Month 4, £16.0m (41%) of the savings and interventions are being recorded as banked or on track for delivery, with a further £8.8m (23%) being at initial stages of delivery. In addition, £12.6m (33%) are being reported as having potential challenges in delivery, with alternative delivery methods being considered in-year where appropriate, but the savings ultimately expected to be delivered in full. A further £1.4m of savings have been proposed to be written out of the Council's budget from 2026/27 and will form part of the Corporate Items in the budget strategy to be presented to Cabinet in December 2025. Of these, £1.2m relate to the brought forward balance from the prior year while £0.2m of savings budgeted for delivery in 2025/26 can no longer be delivered.
31. Where savings are at risk of not being delivered in full during 2025/26, the associated pressures have been factored into the monitoring position with compensating actions being implemented where possible to offset the impact.

Service Operating Budgets

32. Service Operating Budgets represent the majority of the Council's investment in day-to-day services for residents. With the Council continuing to operate in an environment driven by national pressures and exceptionally high demand, these budgets have been supplemented with £5.5m of funding to meet forecast inflationary pressures and £17.8m for demographic growth and other drivers impacting on demand for services.
33. Table 3.3 represents the position reported against normal activities for the Service Operating Budgets. The salient risks and variances within this position are summarised in the following paragraphs.

Table 3: Service Operating Budgets

Service		Approved Budget	Underlying Forecast	Earmarked Reserves	Provisions	Transformation Capitalisation	Forecast Outturn	Variance	Forecast Variance Prior Month	Change in Variance
		£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m
Corporate Services & Property	Expenditure	33.0	34.0	0.0	0.0	(0.7)	33.3	0.3	0.0	0.3
	Income	(12.9)	(12.3)	0.0	0.0	0.0	(12.3)	0.6	0.8	(0.2)
	Subtotal	20.1	21.7	0.0	0.0	(0.7)	21.0	0.9	0.8	0.1
Finance & Transformation	Expenditure	131.5	140.2	0.2	0.0	(5.6)	134.8	3.3	3.8	(0.5)
	Income	(80.4)	(79.4)	0.0	0.0	0.0	(79.4)	1.0	(0.4)	1.4
	Subtotal	51.1	60.8	0.2	0.0	(5.6)	55.4	4.3	3.4	0.9
Planning, Housing & Growth	Expenditure	24.6	36.4	(0.5)	0.0	(0.3)	35.6	11.0	4.7	6.3
	Income	(15.0)	(21.5)	0.1	0.0	0.0	(21.4)	(6.4)	(0.8)	(5.6)
	Subtotal	9.6	14.9	(0.4)	0.0	(0.3)	14.2	4.6	3.9	0.7
Community & Environment	Expenditure	71.0	71.9	(0.1)	0.0	(0.8)	71.0	0.0	0.6	(0.6)
	Income	(41.0)	(39.0)	0.0	0.0	0.0	(39.0)	2.0	2.3	(0.3)
	Subtotal	30.0	32.9	(0.1)	0.0	(0.8)	32.0	2.0	2.9	(0.9)
Children, Families & Education	Expenditure	98.8	105.3	0.2	0.0	(2.5)	103.0	4.2	3.5	0.7
	Income	(22.5)	(22.7)	(0.1)	0.0	0.0	(22.8)	(0.3)	0.2	(0.5)
	Subtotal	76.3	82.6	0.1	0.0	(2.5)	80.2	3.9	3.7	0.2
Health & Social Care	Expenditure	164.0	179.1	0.0	0.0	(0.2)	178.9	14.9	7.8	7.1
	Income	(89.6)	(95.5)	(0.6)	0.0	0.0	(96.1)	(6.5)	0.3	(6.8)
	Subtotal	74.4	83.6	(0.6)	0.0	(0.2)	82.8	8.4	8.1	0.3
Service Operating Budgets		261.5	296.5	(0.8)	0.0	(10.1)	285.6	24.1	22.8	1.3

34. As can be seen from the table above, Service Operating Budgets are forecasting a £24.1m overspend which is the cumulative effect of a number of variances which are briefly outlined below by Cabinet Portfolio:
- i. **Corporate Services & Property** – Are reporting a minor overspend of £0.9m at Month 4, representing an adverse movement of £0.1m, with the shortfall due to pressures in Property Services against lease income. Part of this is linked to the Civic Centre Transformation saving and compounded by assumptions made about staffing costs incurred and the associated recharge into the capital programme, and buyers premium.
 - ii. **Finance & Transformation** – As at Month 4 the service is reporting a pressure of £4.3m, which is a £0.9m adverse movement against the previous report. The variance is predominantly caused by a £3.6m pressure against the Council's Treasury budget as a result of the adverse financial position for the Council. The amount of cash forecast to be received is lower than the cash being expended, leading to increased finance costs, which also account for the adverse movement at Month 4. This position is compounded by staffing pressures within Finance from agency staffing costs and a delay in delivering the Resident's Hub saving, although this is expected to ultimately deliver in full.
 - iii. **Planning, Housing & Growth** – Are reporting a net overspend of £4.6m, representing an adverse movement of £0.7m, with the net variance driven by a gross pressure against expenditure of £11.0m offset by additional income of £6.4m. The gross pressure is largely driven by a temporary accommodation and homelessness support pressure, with this being a national pressure, but with Hillingdon particularly impacted by having Heathrow within its boundaries having a material impact on local supply and demand economics. The additional income is linked to the same driver where the additional demand for temporary accommodation attracts Housing Benefit Subsidy payments and grant funding where applicable. The movement in this area is wholly driven by this pressure.
 - iv. **Community & Environment** – Are forecasting a pressure of £2.0m by the end of the year and are reporting a favourable movement of £0.9m at Month 4. With £2.0m of this being income driven, the largest driver for which is the forecast shortfall against the Garden Waste Charging saving of £1.0m, with further pressures across other income streams including the delivery of the Trade Waste saving being rolled forward into 2025/26. The additional expenditure pressure is being driven by Community Safety & Enforcement activity, where additional costs are being incurred as a result of the Imported Food Office and payment for non-capital related equipment within enforcement. The main driver behind for the improvement relates to a number of small updates including improved income from garden waste and reductions in expenditure in relation to Community Safety & Enforcement.
 - v. **Children, Families & Education** – As at Month 4, services within this portfolio are reporting a pressure of £3.9m, representing an adverse movement of £0.2m from Month 2. The pressure in this area is driven by additional demand for care, with this

position being in part impacted by the Temporary Accommodation pressure reported above leading to a lack of General Needs properties within the Housing Revenue Account (HRA), meaning that the service are supporting vulnerable adults in supported accommodation that are ready to move on to more appropriate tenancies of their own, however, the supply is not there to enable the service to step down these individuals.

- vi. **Health & Social Care** – are reporting an overspend of £8.4m, with adult care placements forecasting a pressure of £8.6m with the service able to mitigate £0.3m of this through reductions in staff forecasts and holding vacant posts. This position is driven by the ongoing and unrelenting growing demand for the service since the pandemic, with all client groups reporting ongoing exceptional demand in 2025/26, to date, client numbers have grown by 1.5% in the first two months of the year, which on a straight-line basis would project growth to be 9% by the end of the year.

Collection Fund

- 35. At Month 4, the Council continues to report a minor deficit of £0.1m within the Collection Fund against 2025/26 activity, before the prior year deficit variance of £10.1m takes the total deficit to £10.2m. Within the Collection Fund, an adverse position is reported within Council Tax of £2.8m against in-year activity, offset by a favourable position within Business Rates of £2.7m. This position remains unchanged from Month 2 and is driven by 3 key factors:
 - i. Council Tax is presenting an in-year pressure of £2.8m against a £154.1m budget as a result of slow growth in the taxbase, with a further £9.2m being driven by the adverse movement on 2024/25.
 - ii. Business Rates is presenting an in-year surplus of £2.7m against a £72.1m budget, with this position being driven by pressures within collection, predominantly linked to empty properties being offset by a reduction in the Council's levy against retained business rates above the Government determined baseline level.
 - iii. The Business Rates position is then compounded by an adverse £0.8m against the 2024/25 outturn position.
 - iv. The Council continues to monitor the outstanding debt associated with Council Tax and Business Rates and provide cover against this debt, with this position remaining under review.
- 36. Any surpluses or deficits within the Collection Fund impact on the Council's future year budgets, with the position reported up to Month 9 impacting on the 2026/27 saving requirement, leading to £10.2m being forecast for inclusion in the Council's refresh of the budget strategy to be presented as part of the consultation budget to December Cabinet, with any further updates thereafter between Month 10 and outturn impacting on 2027/28. This position therefore will increase the Council's gross saving requirement by £10.2m for 2026/27.

General Fund Capital

37. Table 4 presents the Month 4 forecast position for the 2025/26 General Fund Capital Programme. The programme reflects schemes approved by Cabinet and Council in February 2025, updated for approved rephasing from 2024/25.
38. At Month 4, the General Fund forecasts £137.7m against an approved budget of £156.6m, reporting a net underspend of £18.8m. This comprises project rephasing of £20.8m into future years and a £1.9m cost pressure within Children, Families & Education (Programme of Works).
39. Across the five-year programme to 2029/30, the General Fund is projected to remain within the overall approved budget envelope. Variances primarily reflect timing of expenditure and do not represent permanent underspends or scope changes, with the exception of the £1.9m cost pressure in Children, Families & Education in 2025/26. Full scheme-level details are provided in Appendix A1.

Table 4: General Fund Capital Overview

	Budget 2025/26	Forecast 2025/26	Cost Variance 2025/26	Rephasing Variance 2025/26	5 Year Budget	5 Year Forecast	5 Year Variance
	£m	£m	£m	£m	£m	£m	£m
Cabinet Member Portfolio							
Corporate Services & Property	82.0	70.8	0.0	(11.2)	206.8	206.8	0.0
Finance & Transformation	25.2	25.2	0.0	0.0	73.0	73.0	0.0
Planning, Housing & Growth	1.7	1.7	0.0	0.0	8.0	8.0	0.0
Community & Environment	6.8	6.8	0.0	0.0	16.6	16.6	0.0
Children, Families & Education	28.6	20.9	1.9	(9.6)	30.1	30.1	0.0
Health & Social Care	12.3	12.3	0.0	0.0	43.7	43.7	0.0
Development & Risk Contingency	0.0	0.0	0.0	0.0	6.0	6.0	0.0
Grand Total	156.6	137.7	1.9	(20.8)	384.2	384.2	0.0
GF Major Projects	110.3	92.5	0.0	(17.8)	206.7	206.7	0.0
GF Programme of works	46.3	45.2	1.9	(3.0)	171.5	171.5	0.0
Capital GF Contingency	0.0	0.0	0.0	0.0	6.0	6.0	0.0
Grand Total	156.6	137.7	1.9	(20.8)	384.2	384.2	0.0

40. The salient risks and variances within this position are summarised below by Cabinet Portfolio:
- Corporate Services & Property** – Total £11.2m rephasing in 2025/26, reflecting updated delivery profiles across a small number of major schemes. Key items include Hillingdon Outdoor Activity Centre (HOAC), where the planning timetable (including Natural England objection), HS2 grant long-stop and renewables

specification present programme risk; Civic Centre Transformation (affordability supported by tenancy-linked savings); Crematorium Refurbishment (profiled into 2026/27). No five-year cost variance is reported.

- ii. **Finance & Transformation** – Portfolio remains on plan. The main programmes in this area include the Council's Transformation Spend and DSG Safety Valve contribution as well as investment in the Council's Technology & Innovation Programme. Within Programme of Works, Vehicles Purchase has been updated to reflect 2024/25 carry over anticipated to be spent in 2025/26.
- iii. **Children, Families & Education** – A £1.9m cost pressure within the Programme of Works alongside £9.5m rephasing, largely due to delivery scheduling around school term breaks and SRP/SEND programming. The pressure is proposed to be managed within the five-year envelope through in-portfolio reprioritisation and profiling; if required, the Development & Risk Contingency (£6.0m) may be drawn upon, but is not expected at this time.
- iv. **Community & Environment** – Portfolio remains on plan at Month 4. Green Spaces Equipment purchases are now in place and support the saving in the Council's General Fund Revenue position; Street Lighting presents potential revenue savings subject to validated delivery assumptions.
- v. **Health & Social Care** – On budget with no variances reported. The Investment in Home Care Capacity remains aligned to current delivery timetables.
- vi. **Development & Risk Contingency** – No use of the 2025/26 to 2029/30 contingency is planned at Month 4; the £6.0m provision is retained pending future change control and mitigation requirements.

General Fund Capital Financing

- 41. Table 5 sets out the financing position for the General Fund at Month 4. The lower in-year forecast spend relative to budget reflects the rephasing noted above and reduces immediate borrowing requirements. The programme continues to be financed from a mix of prudential borrowing, external grants and contributions, and capital receipts principally to fund Transformation and DSG Safety Valve in line with the MTFS.

Table 5: General Fund Capital Financing

	Budget 2025/26	Forecast 2025/26	Cost Variance 2025/26	Rephrasing Variance 2025/26	5 Year Budget	5 Year Forecast	5 Year Variance
	£m	£m	£m	£m	£m	£m	£m
Grants & Other Contributions	38.4	29.9	1.9	(10.4)	94.3	94.3	0.0
S106	0.4	0.4	0.0	0.0	0.4	0.4	0.0
Capital Receipts	17.0	17.0	0.0	0.0	45.5	45.5	0.0
CIL	3.0	3.0	0.0	0.0	21.0	21.0	0.0
Prudential Borrowing	97.8	87.4	0.0	(10.4)	223.0	223.0	0.0
Total Funding	156.6	137.7	1.9	(20.8)	384.2	384.2	0.0

42. The capital receipts programme remains a critical dependency. Disposal Board activity is being aligned to the corporate tracker to strengthen timing forecasts and reduce financing risk. The five-year financing forecast remains aligned to the overall capital programme.

Schools Budget

43. As of Month 4 (July 2025), the Dedicated Schools Grant (DSG) is forecasting a deficit of £12.5m with no change from Month 2, representing an improvement from the £15m outturn for 2024/25. This in-year shortfall is entirely driven by continued demand and cost pressures in High Needs placements, which remain significantly underfunded in the DSG allocation from the Department for Education (DfE). These pressures are not unique to the local authority; nationally, local authorities are facing similar challenges. Rising demand for specialist provision, a shortage of maintained special school places, and increasing reliance on costly independent non-maintained placements are contributing to widespread overspends in the High Needs Block. Despite efficiency targets and mitigation efforts, the structural underfunding of High Needs provision continues to place significant strain on DSG budgets across the country. The table below provides a summary of the Schools Budget and the current forecast.
44. Whilst the Safety Valve Agreement with the Department of Education (DfE) is currently suspended, work has continued and the Council are very successfully taking control of the market, managing unit costs down and beginning to see a significant reduction in the in-year deficit as a consequence.

Table 6: DSG Income and Expenditure Summary

Dedicated Schools Grant (DSG) Blocks	Budget 2025/26			Forecast	Variance	Month 4	Change
	DSG Settlement	Academy Recoupment	LBH Maintained				
	£m	£m	£m				
Schools Block	299.4	187	112.4	112.4	0	0	0
Early Years Block	48.2	0	48.2	48.2	0	0	0
Central Schools Block	2.5	0	2.5	2.4	(0.1)	(0.1)	0
High Needs Block	84.1	8.7	75.4	75.5	0.1	0.1	0
Budgeted Use of Reserves	(12.5)	0	(12.5)	(12.5)	0	0	0

Total	421.7	195.7	226	238.5	0	0	0
Balance Brought Forward 1 April 2025					65.6		
Budgeted Use of Reserves					12.5		
Pressure					0		
Total Deficit at 31 March 2026					78.1		

45. A core target for the revised High Needs Safety Valve Plan is to actively reduce unit costs by concentrating SEN support in-borough within our maintained schools and thereby reduce dependence on high cost independent and out-of-borough placements. Trend data shows clear evidence that the approach which has been in place since early 2024/25 and is now beginning to have a positive impact.
46. The mounting DSG deficits remain a significant national issue, with projections indicating a substantial funding gap for English councils. Specifically, English councils face a £2.3 billion funding gap in 2025/26, rising to £3.9 billion by 2026/27, creating a £6.2 billion shortfall over two years, according to the Local Government Association (LGA). This deficit is primarily driven by increased demand for services for children with special educational needs and disabilities (SEND).

Housing Revenue Account

47. The Housing Revenue Account (HRA) is currently forecasting a breakeven position, with ongoing market and demand risk being closely monitored throughout the year. The 2025/26 closing HRA General Balance is forecast to be £15m, in line with the target level set out in the Council's budget strategy. The table below presents key variances with a £0.8m pressure against operating costs being offset by a £0.2m favourable variance against rental income. This position is kept to breakeven by a reduction in the capital financing costs, with the Council opting to reduce the revenue contribution to capital schemes in order to maintain the target level of balances, whilst ensuring the HRA remains in a financially sustainable position, this position therefore represented a £0.2m adverse movement since Month 2 offset by a £0.2m reduction in revenue contributions to capital.

Table 7: Housing Revenue Account

Service	Budget £m	Forecast Outturn £m	Variance £m	Prior Month £m	Change £m
Rent & Other Income	(85.4)	(85.6)	(0.2)	0.0	(0.2)
Net Income	(85.4)	(85.6)	(0.2)	0.0	(0.2)
Operational Assets	15.8	15.8	0.0	(0.3)	0.3
Director of Housing	9.9	10.7	0.8	0.7	0.1
Other Service Areas	1.0	1.0	0.0	0.0	0.0
Contribution to Shared Services	17.7	17.7	0.0	0.0	0.0
HRA Operating Costs	44.4	45.2	0.8	0.4	0.4

Capital Programme Financing	18.9	22.2	3.3	(0.4)	3.7
Interest and Investment Income	22.1	18.2	(3.9)	0.0	(3.9)
Total Capital Programme Financing	41.0	40.4	(0.6)	(0.4)	(0.2)
(Surplus) / Deficit	0.0	0.0	0.0		
General Balance 01/04/2025	15.0	15.0	0.0		
General Balance 31/03/2026	15.0	15.0	0.0		

48. At Month 4, rental income and other income is forecast to overachieve by £0.2m with the Council's budget strategy to deliver a net increase of 209 new homes being anticipated to be on track to deliver at this early point of the year. The budgets are based on a void rate of 1.02%, with any material variation from this level feeding into rental projections as appropriate.
49. The HRA Operating Costs Budget is £44.4m and at Month 4 is forecasting a minor £0.8m overspend against the budget, with this adverse variance related a number of pressures reported against the Director of Housing service of £0.8m due to staffing pressures, B&B costs associated with emergency housing and leaseholder insurance premiums. These budgets are based on supporting the Council's current housing stock as at 1 April 2025, with growth added in line with the increase in stock numbers and to support the additional costs associated with this increase and ensuring regulatory compliance. This area remains under review, with growth in these budgets included in the approved budget from February 2025 being deployed as and when new homes are brought online.
50. Operational Assets are forecasting to breakeven from a number of minor pressures reported in Month 2, the most material of which is a reduction in the cost of subsidence surveys, now being covered by in-year mitigations, predominantly linked to a reduction in boiler repairs driven by the replacement programme. Inflation was also added to HRA Operating Costs budgets in the Council's budget strategy, with forecasts indicating the budgeted uplift is sufficient to meet inflationary demands on the service.
51. The detail behind the service delivery of the blocks included in table 7 are as follows:
- i. Operational Assets budget funds the services provided for repairs and maintenance, void repairs, compliance and inspections.
 - ii. The Director of Housing budget includes tenancy management and tenants' services. The budgets include utility costs, and these will continue to be monitored given the volatility of the electricity and gas markets in recent times.
 - iii. The Other Service Areas budget includes the Careline contract, HRA specific ICT costs and the revenue regeneration costs.
 - iv. The Contribution to Shared Services budget includes the development and risk contingency, overheads and corporate and democratic core charges, and the bad debt provision.

52. The Medium Term Financial Strategy (MTFS) savings target is £1.0m with this saving expected to be delivered by virtue of the Council's general fund savings against support services, leading to a reduction in the recharge to the HRA for these services.
53. As at Month 2 the capital programme financing budget of £41.0m is forecast to underspend by £0.6m. This budget forecast includes £22.2m (depreciation and revenue contributions) to fund the HRA capital programme, the position also includes £18.2m for repayments of loans and interest on borrowing, this position will be closely monitored throughout the year with clear linkages to the commissioning plan.

HRA Capital Programme

54. Table 8 presents the HRA Capital Programme position at M4. The in-year budget is £150.3m (including approved slippage). The HRA reports £32.8m of forward phasing (acceleration) within HRA Major Projects, with no cost variances in 2025/26. The movement is recommended to Cabinet for approval with the detail set out below.

Table 8: HRA Capital Overview

	Budget 2025/26	Actuals 2025/26	Cost Variance 2025/26	Rephasing Variance 2025/26	5 Year Budget	5 Year Forecast	5 Year Variance
	£m	£m	£m	£m	£m	£m	£m
HRA Major Projects	73.4	106.2	0.0	32.8	219.5	219.5	0.0
HRA Regeneration	19.6	19.6	0.0	0.0	104.1	104.1	0.0
HRA Programme of works	57.3	57.3	0.0	0.0	205.6	205.6	0.0
HRA Total	150.3	183.1	0.0	32.8	529.2	529.2	0.0

55. The acceleration is driven by the Madison Brook Purchase & Repair programme, where the 2025/26 forecast has increased from £42.2m to £75.0m, reflecting the current acquisition cadence (indicatively circa 200 units at circa £375k average per unit). This is phasing only and does not increase the total programme cost. In-year funding for Madison Brook is expected to be circa 50% GLA grant and 50% prudential borrowing.
56. Hayes Estates Regeneration remains on plan in 2025/26 with a forecast of £19.6m and no in-year variance. This phase is wholly borrowing-funded in 2025/26, with grant funding from the GLA being front loaded in the programme. The five-year budget of £104.1m remains unchanged pending decisions on later phases; longer delivery times could increase exposure to less favourable grant rates and inflationary pressures.
57. HRA Programme of Works is on budget at £57.3m for 2025/26. A net unallocated provision of £19.6m exists within the Programme of Works; a number of approved. Delivery risks include procurement timing (Green Homes, Structural Works); strong progress is evident on Kitchens & Bathrooms and the Windows programme. Full details are provided in Appendix A2.

HRA Capital Financing

58. At M4 the HRA financing profile for 2025/26 is expected to rely primarily on grants and contributions (circa 43%) and prudential borrowing (circa 36%), with the balance from revenue contributions. No use of HRA Right to Buy (RTB) or non-RTB capital receipts is assumed in-year. The Council are working to align grant receipt profiling to delivery of the capital programme in order to mitigate cashflow and funding risks.

Table 9: HRA Capital Financing

	Budget 2025/26 £m	Forecast 2025/26 £m	Cost Variance £m	Phasing Variance £m	5 Year Budget £m	5 Year Forecast £m	5 Year Variance £m
Grants & Other Contributions	62.3	78.7	0.0	16.4	177.6	177.6	0.0
Capital Receipts	0.0	0.0	0.0	0.0	20.6	20.6	0.0
Revenue Contribution	30.5	30.5	0.0	0.0	100.1	100.1	0.0
Prudential Borrowing	57.5	73.9	0.0	16.4	230.9	230.9	0.0
Total Funding	150.3	183.1	0.0	32.8	529.2	529.2	0.0

59. Over the five-year period, the HRA financing plan remains balanced, with total resources forecast to align to the approved programme value of £529.2m. The service continues to monitor grant opportunities (particularly for decarbonisation) and the affordability of the Programme of Works as the borrowing share rises across the medium term.

Treasury Management Update as at 31st July 2025

Table 10: Outstanding Deposits

Period	Actual (£m)	Actual (%)	Movement from M02 (£m)
Call Accounts and MMF's*	34.9	69.9%	(6.2)
Up to 3 Month Fixed-Term Deposits	0	0%	0
Total	34.9	69.9%	(6.2)
Strategic Pooled Funds	15.0	30.1%	0
Total	49.9	100.0%	(6.2)
Average Investment Balances Jan 2025	50.4		(5.7)

*Money Market Funds

60. Deposits are held with UK institutions, all of which hold a minimum A- Fitch (or lowest equivalent) long-term credit rating and AAA rated Money Market Funds (MMFs). UK deposits are currently held in NatWest Bank plc and the DMADF. There is also an allocation of £15m to three externally managed strategic pooled funds.
61. The average rate of return on day-to-day operational treasury balances since the beginning of the new financial year is 4.32%. As part of the Council's investment strategy for 2024/25, the Council continues to hold a total of £15m in three long-dated strategic pooled funds (£5m in each). The strategic pooled funds have a long-term investment horizon with dividends being distributed periodically. When including projected dividend income on these strategic pooled funds, the overall rate of return decreases to 4.25% based on the previous six months

income average. As the fair value of these strategic pooled funds are currently lower than the sum initially invested it is not feasible to disinvest at this time.

62. Bank of England base rate fell to 4.25% in May which will result in lower returns expected on day-to-day operational investments in money market funds and the DMADF.
63. The Council aims to minimise its exposure to bail-in risk by utilising bail-in exempt instruments and institutions whenever possible. However, due to the significant amount held in instant access facilities, which is needed to manage daily cashflow, it is not possible to fully protect Council funds from bail-in risk. At the end of July, all of the Council's day-to-day operational treasury investments had exposure to bail-in risk compared to a June benchmark average of 78% for London and metropolitan boroughs, as investments were held in money market funds which were returning a higher yield than DMADF. However, money market funds reduce the risk of bail-in compared to bank deposits as they provide wide diversification of investment risks with professional fund manager services.
64. Liquidity was maintained by placing surplus funds in instant access accounts and making short-term deposits, including overnight deposits, in the DMADF. Cash flow was managed by ensuring maturities of any short-term deposits with the DMADF were matched to outflows. Average investments over the month (including strategic pooled funds) were £50.4m, a decrease of £5.7m from Month 2 and balances at the end of July were £6.2m lower than at the end of the May.

Table 11: Outstanding Debt

	General Fund	HRA	Total	Average Interest Rate (Total)
	£m	£m	£m	%
PWLB Long Term	134.2	306.8	411.0	3.89%
Market	10.0	33.0	43.0	4.08%
Temporary Borrowing:				
Local Authorities	83.0	0.0	83.0	4.74%
PWLB	0.0	0.0	0.0	0.0%
	227.2	339.8	567.0	4.41%
Movement from M2	12.6	16.2	28.8	(0.39%)

65. During July 2025, a £30m local authority loan matured, which was replaced by new local authority loans totalling £32m. Two PWLB long term loans totalling £32m were obtained to help finance capital expenditure.
66. PWLB rates fluctuated throughout July, ending in a lower position to the beginning of the month – an overall drop of 20bps from the end of May.

Appendix A1: General Fund Capital Breakdown

	Revised Budget 2025/26	Forecast 2025/26	Cost Variance 2025/26	Rephrasing Variance 2025/26	5 Year Budget	5 Year Forecast	5 Year Variance	Total Council Resources	Grants and Contribution
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
GF Major Projects									
Corporate Services & Property									
Housing Developments	20,000	20,000			40,000	40,000	0	40,000	
Jubilee Leisure Centre, West Drayton	10,191	10,191	0		10,798	10,798	0	10,788	10
Hillingdon Water Sports Facility	8,000	1,000		(7,000)	18,000	18,000	0		18,000
Civic Centre Transformation	2,538	6,500		3,962	7,338	7,338	0	7,338	
Northwood Hills Library (New)	2,383	300		(2,084)	2,383	2,383	0	2,383	
Harefield Family Hub New Build	2,150	1,150		(1,000)	3,616	3,616	0	3,616	
Carbon Initiatives	1,853	1,853			7,853	7,853	0	5,650	2,203
Chatterfield Road library	1,381	300		(1,081)	1,865	1,865	0	1,865	
Chorville Lane - Children Specialist House	1,345	1,345			1,431	1,431	0	1,355	76
Refurbishment of Crematorium	893	550		(343)	8,993	8,993	0	5,993	3,000
New Years Green Lane Extension	873	200		(673)	873	873	0	823	50
Staying Close Project - Children's Respite	727	727			727	727	0	727	
Cranford Park Heritage	525	525			575	575	0	453	122
Battle of Britain Underground Bunker	350	350			350	350	0	350	
Flood Alleviation	345	345			695	695	0	148	547
Harlington Road Depot Fuel Pumps & Canopy	290	290			585	585	0	585	
Appropriation of Townfield to General Fund	100	100			100	100	0	100	
Yiewsley / West Drayton Community Centre	43	43			43	43	0	43	
Asha Day Centre Refurbishment	25	25			25	25	0	25	
Corporate Services & Property Total	54,012	45,794	0	(8,218)	106,250	106,250	0	82,243	24,008

	Revised Budget 2025/26 £'000	Forecast 2025/26 £'000	Cost Variance 2025/26 £'000	Rephrasing Variance 2025/26 £'000	5 Year Budget £'000	5 Year Forecast £'000	5 Year Variance £'000	Total Council Resources £'000	Grants and Contribution £'000
Finance & Transformation									
Capitalisation of Transformation Expenditure	10,000	10,000			31,000	31,000	0	31,000	
DSG Capitalisation Support	4,000	4,000			4,000	4,000	0	4,000	
Finance & Transformation Total	14,000	14,000			35,000	35,000	0	35,000	
Planning, Housing & Growth									
Shopping Parade Initiatives	385	385			385	385	0	385	
Planning, Housing & Growth Total	385	385			385	385	0	385	
Community & Environment									
Green Spaces Machinery	1,500	1,500			4,500	4,500	0	4,500	
Waste Services Improvements	498	498			648	648	0	648	
Botwell Leisure Centre Adaptations	250	250			250	250	0	250	
Parking Improvements	202	202			202	202	0	202	
Community & Environment Total	2,450	2,450			5,600	5,600	0	5,600	
Children, Families & Education									
SP / SEND	23,516	13,975		(9,541)	23,516	23,516	0	20,202	3,315
Secondary School Expansions	6,059	6,059			6,059	6,059	0	1,300	4,759
Children, Families & Education Total	29,576	20,034		(9,541)	29,576	29,576	0	21,502	8,074
Health & Social Care									
Investment in Home Care Capacity	9,868	9,868			29,868	29,868	0	29,868	
Health & Social Care Total	9,868	9,868			29,868	29,868	0	29,868	
GF Major Projects Total	110,291	92,531	0	(17,760)	206,679	206,679	0	174,598	32,082

	Revised Budget 2025/26 £'000	Forecast 2025/26 £'000	Cost Variance 2025/26 £'000	Rephrasing Variance 2025/26 £'000	5 Year Budget £'000	5 Year Forecast £'000	5 Year Variance £'000	Total Council Resources £'000	Grants and Contribution £'000
GF Programme of works									
Corporate Services & Property									
Highways Structural Works	12,669	12,669			52,669	52,669	0	47,000	5,669
School Building Condition Works	7,770	4,770		(3,000)	20,187	20,187	0	0	20,187
D.F.G. - Mandatory	5,582	5,582			14,166	14,166	0		14,166
Street Lighting Replacement	1,000	1,000			5,225	5,225	0	5,225	
Property Works Programme	675	675			6,281	6,281	0	6,253	28
Highways Bridges and Structures	400	400			1,995	1,995	0	1,995	
Corporate Services & Property Total	28,096	25,096		(3,000)	100,523	100,523	0	60,473	40,050
Finance & Transformation									
Corporate Technology and Innovation Programme	6,446	6,446			14,732	14,732	0	14,732	
Purchase of Vehicles	4,711	4,711			23,253	23,253	0	23,253	
Finance & Transformation Total	11,157	11,157			37,985	37,985	0	37,985	
Planning, Housing & Growth									
Transport for London	1,171	1,171			7,003	7,003	0	0	7,003
Road Safety	120	120			600	600	0	600	
Planning, Housing & Growth Total	1,291	1,291			7,603	7,603	0	600	7,003
Community & Environment									
Chrysalis Programme	3,000	3,000			7,000	7,000	0	7,000	
Environmental and Recreational Initiatives - Green Spaces	517	517			517	517	0	408	109
Playground Replacement Programme	300	300			1,100	1,100	0	1,100	
Older Peoples Initiative	200	200			1,000	1,000	0	1,000	
CCTV Programme	184	184			932	932	0	932	
Leisure Centre Refurbishment	100	100			500	500	0	500	
Community & Environment Total	4,301	4,301			11,049	11,049	0	10,940	109

	Revised Budget 2025/26 £'000	Forecast 2025/26 £'000	Cost Variance 2025/26 £'000	Rephrasing Variance 2025/26 £'000	5 Year Budget £'000	5 Year Forecast £'000	5 Year Variance £'000	Total Council Resources £'000	Grants and Contribution £'000
Children, Families & Education									
Youth Provision	507	507			507	507	0	(646)	1,153
Devolved Capital to Schools	(1,527)	385	1,912		13	1,925	1,912		13
Children, Families & Education Total	(1,021)	892	1,912		519	2,432	1,912	(646)	1,166
Health & Social Care									
Equipment Capitalisation - Social Care	2,450	2,450			13,850	13,850	0		13,850
Health & Social Care Total	2,450	2,450			13,850	13,850	0		13,850
GF Programme of works Total	46,274	45,186	1,912	(3,000)	171,529	173,441	1,912	109,352	62,177
Capital GF Contingency									
Development & Risk Contingency									
General Fund Capital Contingency					6,000	6,000	0	6,000	
Development & Risk Contingency Total					6,000	6,000	0	6,000	
Capital GF Contingency Total					6,000	6,000	0	6,000	
Grand Total	156,566	137,718	1,912	(20,760)	384,209	386,121	1,912	289,950	94,259

Appendix A2: HRA Capital Programme Breakdown

	Budget 2025/26	Forecast 2025/26	Cost Variance 2025/26	Rephrasing Variance 2025/26	5 Year Budget	5 Year Forecast	5 Year Variance	Total Council Resources	5 Year Grants and Contribution
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
HRA Major Projects									
Acquisitions	42,538	75,423	0	32,885	42,538	42,538	0	17,401	25,138
Development Allocated	21,960	21,960	0	0	152,106	152,106	0	59,146	92,959
HRA General Contingency	8,000	8,000	0	0	24,000	24,000	0	22,836	1,164
Acquisition and Development Unallocated	857	857	0	0	857	857	0	(1,896)	2,752
HRA Major Projects Total	73,355	106,240	0	32,885	219,501	219,501	0	97,487	122,014
HRA Programme of works									
HRA Works to Stock Programme	36,857	36,857	0	0	136,487	136,487	0	131,002	5,031
Green Homes Initiatives Programme	14,128	14,128	0	0	44,858	44,858	0	37,239	7,619
Major Adaptations	3,229	3,229	0	0	17,169	17,169	0	17,169	0
House Extension Programme	2,811	2,811	0	0	6,811	6,811	0	6,811	0
Food Waste Housing Units for Communal Properties	260	260	0	0	260	260	0	260	0
HRA Programme of works Total	57,285	57,285	0	0	205,585	205,585	0	192,481	12,650
HRA Regeneration									
Hayes Regeneration	19,605	19,605	0	0	104,085	104,085	0	61,148	42,937
HRA Regeneration Total	19,605	19,605	0	0	104,085	104,085	0	61,148	42,937
Grand Total	150,245	183,130	0	32,885	529,170	529,170	0	351,116	177,601

PART B: FINANCIAL RECOMMENDATIONS

That:

- a. the introduction of new fees and charges at three of the Council's heritage sites from Monday 29th September 2025, as set out in the report and Appendix B1, be approved;
- b. the forward phasing of the HRA Acquisitions budget related to the Madison Brook contract of £32.885m from 2026/27 into 2025/26, be approved;
- c. a grant of £198,462 from Northwest London Integrated Care Board to deliver a Serious Youth Violence counselling pilot be accepted and authorisation granted to the Corporate Director of Children's Services to sign the necessary contract and make any other decisions to deliver the service within the grant funding available.

Reasons for recommendation

67. **Recommendation 2a** seeks approval for new fees and charges as the Council now offers wedding venue packages at the Battle of Britain Bunker (BBB) and Eastcote House Gardens, following the successful application for licences. Additionally, officers wish to begin introducing a Prom package at the Great Barn, which already has a track record as a wedding venue. All these new offers will increase income for the Council and widen choice of function venues in the borough, making the most of our historic sites. The packages will go on sale from Monday 29th September with the new fees and charges as set out in Appendix B1.
68. **Recommendation 2b** seeks approval to forward phase £32.885m from 2026/27 to 2025/26 for the acceleration of the Madison Brook contract, originally structured for the purchase of 100 properties in 2025/26 and a further 100 in 2026/27, to instead allow the full 200 properties to be purchased in 2025/26. This will support the Council's temporary accommodation position by increasing available stock in the HRA sooner.
69. **Recommendation 2c** seeks approval to accept a grant to fund an 18-month pilot that is intended to enhance the support of the mental health and emotional wellbeing needs of young people, aged 10 to 25 years, who enter police custody suites because of having engaged in serious youth violence. The funding is for additional staffing that will deliver a brief intervention to each of these young people, which will help them to navigate referral pathways out of police custody and into a variety of relevant health and wellbeing services to support them with any underlying mental health issues that they have. Key objectives of the pilot include a reduction in reoffending and an improvement in overall health outcomes.

Appendix B1: Council Heritage Fees & Charges Schedule

Eastcote Stables									
Space	Capacity	Mon–Thurs	Fri – Sun & BH	Mon – Thurs	Fri – Sun & BH	Mon – Thurs	Fri – Sun & BH	Mon – Thurs	Fri – Sun & BH
*1/2 staff, PA System, Tables & Chairs		LBH	LBH	LBH	LBH	NON	NON	NON	NON
*ALL DAY 12 HRS *MINIMUM 5 HOURS		P/H	P/H	All Day	All Day	P/H	P/H	All Day	All Day
Eastcote Stables	48	£145.00	£160.00	£1,595.00	£1,760.00	£165.00	£180.00	£1,815.00	£1,980.00
Eastcote Walled Garden including the Stables	48	£180.00	£195.00	£1,980.00	£2,145.00	£200.00	£215.00	£2,200.00	£2,365.00

Battle of Britain Bunker									
Space	Capacity	Mon-Thurs	Fri-Sun & BH	Mon-Thurs	Fri-Sun & BH	Mon-Thurs	Fri-Sun & BH	Mon-Thurs	Fri-Sun & BH
*2 staff, PA System, Tables & Chairs		LBH	LBH	LBH	LBH	NON	NON	NON	NON
*ALL DAY IS 12 HRS 12 UNTIL MIDNIGHT *MINIMUM 5 HOURS		P/H	P/H	All Day	All Day	P/H	P/H	All Day	All Day
BBB Large Function Room	50	£145.00	£160.00	£1,595.00	£1,760.00	£165.00	£180.00	£1,815.00	£1,980.00
BBB Exhibition	100	£220.00	£240.00	£2,420.00	£2,640.00	£235.00	£250.00	£2,585.00	£2,750.00
BBB Mezzanine	80	£200.00	£220.00	£2,200.00	£2,420.00	£215.00	£230.00	£2,365.00	£2,530.00
BBB Auditorium	90	£200.00	£220.00	£2,200.00	£2,420.00	£215.00	£230.00	£2,365.00	£2,530.00
BBB Gardens & Large Function Room	50	£180.00	£195.00	£1,980.00	£2,145.00	£200.00	£215.00	£2,200.00	£2,365.00
Entire Site	200	£245.00	£260.00	£2,520.00	£3,000.00	£260.00	£280.00	£2,860.00	£3,080.00

Great Barn Prom/School Party Package					
	Capacity	Mon–Thurs	Fri – Sun & BH	Mon – Thurs	Fri – Sun & BH
*2 staff, PA System, Tables & Chairs, LED Lights		LBH	LBH	NON	NON
		P/P	P/P	P/P	P/P
Great Barn Prom/School Party Package	100	£20.00	£25.00	£26.00	£31.00
Great Barn Prom/School Party Package	150	£18.00	£23.00	£24.00	£29.00
Great Barn Prom/School Party Package	200	£16.00	£21.00	£22.00	£27.00

MINOR PROPERTY TRANSACTION: ACADEMY TRANSFER OF ST BERNADETTE CATHOLIC PRIMARY SCHOOL

Cabinet Member & Portfolio	Cllr Jonathan Bianco - Cabinet Member for Corporate Services & Property Cllr Susan O'Brien - Cabinet Member for Children, Families and Education
Responsible Officer	Julie Kelly – Corporate Director Children Services Dan Kennedy – Corporate Director of Residents Services
Report Author & Directorate	Gary Binstead - Education & SEND and Andrew Low - Residents Services
Papers with report	NIL

HEADLINES

Summary	<p>St Bernadette Catholic Primary School, a Voluntary Aided (VA) institution, would like to academise and join The Diocese of Westminster Academy Trust (DoWAT). In response to a formal request from the Diocese, it is proposed that the Council:</p> <ol style="list-style-type: none"> 1. Transfers the freehold of the land and building currently occupied by the nursery to the Diocese for 1st October 2025 2. Grants a 125-year lease on standard terms for the surrounding land to support the school's transition into the academy trust.
Putting our Residents First Delivering on the Council Strategy 2022-2026	<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: Thriving, Healthy Households</p>
Financial Cost	Academisation will have the effect of removing the school balance from the books of the LA thereby reducing the schools' balances on the balance sheet by an equal amount.
Select Committee	Children, Families & Education
Ward(s)	Hillingdon East

RECOMMENDATIONS

That:

- 1) the intention of St Bernadette Catholic Primary School, a Voluntary Aided (VA) school to academise and join The Diocese of Westminster Academy Trust (DoWAT), be noted.
- 2) the request from the Diocese be reviewed and a freehold transfer of the land on which the nursery is situated, together with the building, be agreed and a 125-year lease on standard terms for the surrounding land be granted, as set out in the report and site plan;

Reasons for recommendation

The Council and schools are expected to plan for the future of each school, making sure they provide the best education for children and young people, and remain sustainable over time.

The Local Authority is in support of St Bernadette Catholic Primary School joining DoWAT.

Furthermore, the provisions of the School Standards and Framework Act 1998 appear to support a statutory transfer. In particular, paragraph 4 of Schedule 3 requires the local authority to transfer to the governing body, foundation body, or trustees (as appropriate) any land—excluding playing fields—that is held or used for the purposes of the school, where the school falls within the scope of the legislation.

Options considered / rejected

- A. To agree to the requests of the Diocese and agree to a freehold transfer of the land on which the nursery sits together with the building and grant a 125-year lease on standard terms for the surrounding land. As the freehold of the land on which the building sits is transferred to the Diocese, any risks to the Council arising from the possible breach of the restrictive covenant (not to build any buildings on the land other than residential properties) are extinguished.
- B. To refuse the transfer on the basis that the land is Council owned and the school as occupier has breached restrictive covenants. To refuse to consider the application until the breach is remedied, or a satisfactory solution agreed with the council.
- C. To agree a lease of the land and buildings for 125-year lease on standard lease terms, which include nil rent, outside the 1954 act statutory protection and the requirement for the land and building is to only be used by the school for the purposes of the delivery of the school. The lease is to be non-transferrable, and alienation is prohibited. As a requirement of granting this lease, the LA will need to be named on the restrictive covenant indemnity policy as a beneficiary and will need to have an undertaking that the school will be responsible for any premium payable or rectification costs associated with remedying the breach, should a claim be made as a result of the restrictive covenant.

With option A (recommended), the Council will lose any rights to require the nursery operation in the nursery building to be run by the school, but it may be possible to restrict access across the council land for this purpose only and the Council will review this. Legal advice would need to be sought to understand if this is possible and how this restriction could be documented. Any restriction like this would need to be agreed with the school who may resist or object to it.

Under option C the Council can require the nursery building to only be used for the delivery of a school-based nursery and would reserve the right to re-consider the position if this changed in the future. This would ensure that early years education provision would remain in place for children and families.

Select Committee comments

None at this stage.

SUPPORTING INFORMATION

Background

- 1) An application was made by the governing body of St Bernadette Catholic Primary School to become an academy and join The Diocese of Westminster Academy Trust (DOWAT).
- 2) The Academy Order was agreed by the Secretary of State dated 27th February 2025.
- 3) St Bernadette Catholic Primary School is a Local Authority Maintained Voluntary Aided (VA) School which means that the school buildings and land are owned by the foundation or trust that established the school - commonly a religious body like a diocese or parish.
- 4) 1st June was the original date provided for the Academy Transfer which was supported by the LA. This was moved to 1st July by request of the Trust and now to the 1st October due to estate queries.

Land Query

- 5) Officers have been attending progress meetings with the school, the Trust, their legal representatives and the DfE.
- 6) It has since been brought to the attention of colleagues that while the main school site is owned by the school / governing body, the separate land (within the blue dotted area on the top of map below) is owned by the LA and it is on this land that the nursery building has been built potentially in breach of restrictive covenants which apply to the land. The site is designated in planning terms for educational use.
- 7) Officers have been unable to verify if the LA consented to the build, as the land owner.
- 8) The Trust would like the LA to give them the freehold of the land on which the nursery building sits (outline in green) as part of a 'statutory transfer' and arrange for a 125-year lease of the surrounding land (outlined in blue dotted line at the top of the image).
- 9) As a result, colleagues at the DfE have advised that there should be a statutory transfer but would be happy to review further evidence and information from the LA in relation to this.
- 10) The DfE have also confirmed that a decision has been taken to move the academy conversion to 1st October taking into account any internal approval the LA would need to progress with related to the land and Nursery building.



- 11) Under the School Standards and Framework Act 1998, local authorities are generally required to transfer land (excluding playing fields) used for school purposes to the appropriate body—such as the governing body, foundation body, or trustees—when a school falls within the scope of the legislation. Specifically, paragraph 4 of Schedule 3 outlines this duty, ensuring that land provided for a school is legally transferred to those responsible for its operation and oversight

Next Steps

- 12) If a decision is taken to progress with a statutory transfer, then the following actions would need to be taken:
 - instruct the legal team to proceed on instructions provided by Education and Property & Estates.
 - LBH legal team to then liaise with the Trust for 1st October transfer.

13) If not disposing of an asset under a statutory transfer, there are a number of statutory obligations that need to be met:

- To achieve best value under S123 of the Local Government Act 1972, it will be necessary to demonstrate the disposal is at best value level.
- If the asset is disposed of at less than best value as would be the case here, it will be necessary to produce a s123 valuation to show how much below best value the sale price is and if there are any mitigating community benefits which justify the disposal at less than best value.
- If the difference between disposal value and best value is greater than £2m then the Secretary of State needs to give consent. If under £2M it is the Council's decision, providing there are sufficient community benefits to support the lower price being achieved.
- In normal playing field transfers, land is usually under £2M in value so there is no requirement to obtain a valuation, but in this case where there is a building on the land a valuation may be required.

Financial Implications

St Bernadette is one of currently 50 maintained schools in the borough with a balance of £79k as at the start of the financial year. Academisation will have the effect of removing the school balance from the books of the LA thereby reducing the schools' balances on the balance sheet by an equal amount.

Academisation will also have a marginal impact on the traded services budget and the de-delegated budget for retained services as this reduces the number of maintained schools available to contribute to these budgets. Currently the combined effect of this reduction is estimated to be about £10k.

RESIDENT BENEFIT & CONSULTATION

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

As part of the school's transition to academy status through joining a multi-academy trust (MAT), a number of operational, legal, and strategic considerations arise, particularly in relation to the continued provision of nursery services on local authority-owned land. By agreeing to the statutory transfer and the lease, the continuation of nursery services under the Trust's management aligns with the Council's strategic priorities for early years education and family support. It ensures that high-quality provision remains accessible to children and families in the area, contributing to improved educational outcomes and community wellbeing.

The academisation of the school, through its conversion to academy status under DoWAT, is contingent upon the inclusion of the nursery provision within the statutory transfer. This is due to the requirement that the Department for Education's (DfE) funding agreement accurately reflects the full age range of the school, which spans from 3 to 11 years.

Excluding the nursery from the transfer would result in a misalignment between the school's operational structure and the terms of the funding agreement, thereby rendering the conversion

process non-compliant with statutory and regulatory expectations. As such, the nursery must be formally recognised as an integral part of the school's educational offer and included in the transfer arrangements to enable the academisation to proceed.

Consultation & Engagement carried out (or required)

No public consultation has been carried out or is required.

Conclusion

The recommended option is to proceed with **option A**. This appears to be the most reasonable solution as it:

- regularises the occupation of the building and the land by the school,
- enables the school (including the Nursery) to continue to operate and benefit from its investment in the building at little additional cost.
- enables the provision to continue to be used for the benefit of children and families
- removes any risk or liability for the Council related to the land owners consent to build the nursery on LA owned land.

CORPORATE CONSIDERATIONS

Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendations to note the intention of St Bernadette Catholic Primary School, a Voluntary Aided School, to academise and join The Diocese of Westminster Academy Trust, alongside the request from the Diocese to agree a freehold transfer of the land on which the nursery is situated on, together with the building for a 125-year lease on standard terms for the surrounding land.

Furthermore, it is noted that academisation will remove St Bernadette Catholic Primary School from the Local Authority books which will reduce the schools balance by an equal amount on the balance sheet. The combined reduction on the traded services budget and the delegated budget for retained services is an estimated £10k.

Legal

By approving the recommendations, the Council will;

1. effect a transfer of the freehold title in respect of the land and the building currently occupied by the nursery for the reasons set out in the body of the report and
2. grant a new lease in respect of the surrounding land to the Diocese for a term of 125 years.

The lease will set out the obligations and rights to be accepted by the Council as tenant and the obligations and rights to be accepted by the landlord. In the event of any disputes, regard will be had to the lease to determine what rights exist in respect of either party.

Legal relationships will be created by virtue of the lease and thus any future dealings with the landlord in respect of the property will be regulated by such leases.

Legal Services confirm that there are no legal impediments to the Council agreeing to the recommendations as set out in this report and will provide any assistance in respect of drafting and completing the transfer and lease as necessary.

BACKGROUND PAPERS

NIL

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PUBLIC PREVIEW:

MATTERS TO BE CONSIDERED LATER IN PRIVATE

Cabinet Member(s)	As appropriate
Cabinet Portfolio(s)	As appropriate
Officer Contact(s)	Mark Braddock – Democratic Services
Papers with report	None

HEADLINES

Summary	<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>
Putting our Residents First Delivering on the Council Strategy 2022-2026	<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>
Financial Cost	As set out in the report.
Relevant Select Committee	As set out in this report under each item – however, this item is not for scrutiny call-in as it is information only.
Ward(s)	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 - DOOR ENTRY, ACCESS CONTROL, AUTOMATED DOORS, BARRIERS AND GATES SERVICE AND REPAIR CONTRACT WITHIN HOUSING AND CORPORATE PROPERTIES

Relevant Cabinet Members	Councillor Jonathan Bianco, Cabinet Member for Corporate Services & Property
Relevant Ward(s)	N/A
Relevant Select Committee	Corporate Resources & Infrastructure

Information

This report seeks approval to award a contract, following competitive tender, for the servicing, maintenance, and repair of door entry systems, access controls, automated doors, barriers, and gates within housing and corporate properties. This contract aims to ensure the safety and security of residents and service users by maintaining these systems in good working order.

Features of this proposal include:

- **Safety and Security:** The contract will ensure that all door entry systems and automated doors are regularly serviced and maintained, providing a safe environment for residents, tenants, and staff.
- **Efficiency:** By combining two previous contract specifications into one, the Council aims to achieve cost savings and operational efficiencies.
- **Compliance:** The contract ensures that all systems comply with relevant safety standards and regulations, reducing the risk of accidents and legal issues.

ITEM 15 - PROVISION OF PEST CONTROL SERVICES

Relevant Cabinet Members	Councillor Jonathan Bianco - Cabinet Member for Corporate Services & Property
Relevant Ward(s)	N/A
Relevant Select Committee	Corporate Resources and Infrastructure

Information

This report recommends appointing a contractor, following competitive tender, for a Borough-wide reactive pest control contract. This contract will serve social housing properties, corporate sites, and targeted preventative programmes across high-risk locations, including high-rise buildings, sheltered housing schemes, and extra care schemes. The contract also includes estate-wide baiting programmes and bedbug monitoring.

Features of this proposal include:

1. **Health and Safety:** The contract ensures a rapid and professional response to pest infestations, preventing the spread of diseases and reducing property damage. This is particularly important for vulnerable residents, such as older adults and those with health conditions.
2. **Improved Living Conditions:** Proactive measures like estate-wide baiting and bedbug monitoring will help reduce the likelihood of large-scale infestations, improving the quality of life for entire communities.
3. **Consistency and Trust:** The contract supports the Council's commitment to resident satisfaction by providing a consistent, borough-wide standard of pest control. The aim of this is to reduce complaint volumes and enhance further satisfaction Council services.
4. **Cost-Efficiency:** A unified contract offers cost-efficiency through economies of scale and reduced emergency call-out expenses.

ITEM 16 - TELECARE MONITORING AND CORPORATE OUT OF HOURS CALL CENTRE CONTRACT AWARDS

Relevant Cabinet Members	Councillor Jane Palmer, Health and Social Care Councillor Martin Goddard, Finance & Transformation
Relevant Ward(s)	N/A
Relevant Select Committee	Health and Social Care

Information

This report outlines various contractual decisions required to progress and future proof telecare monitoring and out-of-hours call answering services due to the expiry of the current contractual arrangements and the imperative to transition services in light of the national digital switchover by January 2027.

Cabinet will be recommended to agree several short-term contractual extensions to enable the transition of the Alarm Response Centre as well as telecare equipment, in order to provide sufficient time for a fuller competitive tender process.

Benefits of these systems and transitional arrangements will ensure:

1. Continued Independence: The new telecare monitoring service will help residents stay living independently for as long as possible by providing 24/7 monitoring and emergency assistance.
2. Digital Transition: The proposed changes support the Council's digital strategy and ensure readiness for the national analogue-to-digital switchover by January 2027.
3. Service Continuity: transitional contract extensions ensures that there is no disruption in critical services while the new arrangements are being implemented.
4. Enhanced Support: The telecare service will evolve to include innovative solutions such as personal and environmental sensors, continuous monitoring, and immediate emergency responses, providing reassurance to users, carers, families, and friends
5. Cost-Effectiveness: Future tendering should be more cost-effective in the long term, offering savings and operational efficiencies.

ITEM 17 - DISPOSAL OF BLACK HORSE YARD GARAGES, WATERLOO ROAD, UXBRIDGE

Relevant Cabinet Members	Cllr Jonathan Bianco Cabinet Member for Corporate Services & Property
Relevant Ward(s)	Uxbridge
Relevant Select Committee	Corporate Resources & Infrastructure

Information

This report seeks approval from the Cabinet to sell the freehold interest in the garages located at Black Horse Yard, Waterloo Road, Uxbridge.

Key features from this proposal include:

1. Financially expedient: The sale is expected to generate a capital receipt which will contribute to the Council's financial targets for the year.
2. Efficiency: The disposal aligns with the Council's strategy to operate efficiently and improve the lives of residents by working with partners.
3. Addressing local issues: The garages are in poor condition, have low demand, and are associated with anti-social behaviour. Selling the property will help address these issues.
4. Supporting the Economy: The sale supports the Council's commitment to maintaining a thriving economy.

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