



HILLINGDON  
LONDON



# CABINET

## To all Members of the Cabinet:

**Date:** THURSDAY, 23 OCTOBER 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.

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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

## Published:

Wednesday, 15 October 2025

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**Putting our residents first**

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

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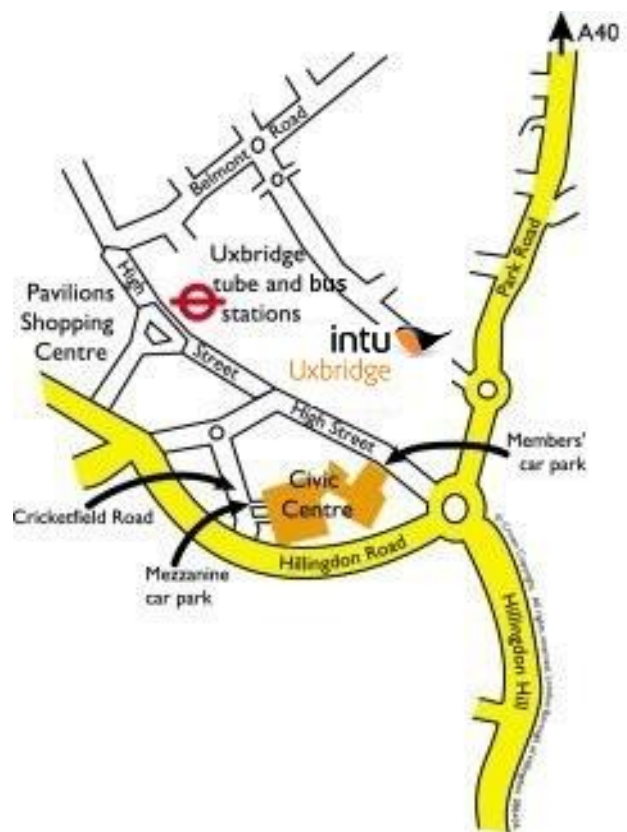


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# Notice

## **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:

*23 October 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**

15 October 2025  
London Borough of Hillingdon

# Agenda

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*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.*

**23** Any other items the Chairman agrees are relevant or urgent

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## **Minutes & Decisions**

### **CABINET**

**Thursday, 18 September 2025**

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



**Decisions published on:** 19 September 2025

**Decisions come into effect, where stated, from:** 5pm, 26 September 2025 subject to scrutiny call-in

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

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

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

Heena Makwana  
Stuart Mathers  
Sital Punja  
Jan Sweeting

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

All Cabinet Members were present.

#### **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**

Before moving to the minutes to be agreed, the Leader of the Council made a statement of clarification relating to the July meeting's financial monitoring report, stating that the Council's financial position had arisen as a consequence of long-standing underfunding and demand for statutory services, exceeding the funding available. The Leader stated that the previous section 151 officer had instigated a financial review and an internal balance sheet review which had led to the identification of some of the accounting issues and that auditors had been raising concerns of their own relating to the Council's financial position.

The minutes and decisions of the Cabinet meeting held on 24 July 2025, as set out on the agenda, were then 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.

**5. PROPOSAL TO AMALGAMATE HAREFIELD INFANT SCHOOL AND HAREFIELD JUNIOR SCHOOL**

**RESOLVED:**

**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 6<sup>th</sup> 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 7<sup>th</sup> April 2026, be approved.**

**Reasons for decision**

The Cabinet Member for Children, Families & Education advised Cabinet on the proposal to amalgamate Harefield Infant School and Harefield Junior School into a single two-form entry maintained primary school for children aged three to eleven.

The Cabinet Member clarified that the legal requirement to “close” a school was a technical term and did not affect land or buildings, as all assets would transfer to the new primary school. It was noted that some residents had misunderstood this during the summer and believed the Infant School site would be redeveloped for housing, which was not the case.

The change was proposed to take effect from 7 April 2026, following discussions with the Department for Education to ensure that the transition would not financially disadvantage the schools. It was explained that the funding arrangements would provide the full lump sum in 2026/27, reduce to 70% in 2027/28 and move to a single primary school allocation from 2028/29.

The amalgamation reflected the Council’s policy triggers, as both schools had falling pupil numbers and were operating below published admission numbers.

The Cabinet Member noted that the two schools already worked closely together, sharing curriculum, staff, assemblies, training, events, newsletters and uniforms, and were effectively operating as one school in all but name.

Concerns raised by governors and parents regarding future funding were acknowledged, but it was confirmed that the change would not affect allocations for special educational needs or pupil premium.

The Cabinet Member stressed that the Council did not proactively seek to amalgamate schools, but falling rolls across London had created financial pressures, and the proposal aimed to ensure long-term sustainability and avoid schools becoming unviable. It was noted that previous amalgamations in the borough, including Grange Park, Lady Bankes and Oak Farm, had been successful. The Cabinet Member also advised Cabinet for full information, that an online petition opposing the merger existed but had not been submitted under the Council's petition scheme.

The Leader of the Council recognised that changes to school infrastructure were understandably emotive but highlighted the need to secure the sustainability of schools considering declining pupil numbers. The recommendation, in his view, were based on this strategic approach and reflected similar changes elsewhere in the borough.

In duly considering all the information presented, the consultation outcomes and equalities impact assessment, along with the rationale set out, Cabinet therefore decided to proceed with the amalgamation of the two schools.

### Alternative Options Considered and Rejected

As part of Cabinet's consideration of this matter, it could have decided to not proceed with the merger proposed.

Relevant Select Committee	Children, Families & Education
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action</b>	Abi Preston – Director of Education & SEND
<b>Directorate</b>	Children's Services
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

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

*The Chairman of the Children, Families & Education Select Committee introduced the Committee's review report into persistent absenteeism, which was warmly welcomed by the Cabinet.*

**RESOLVED:**

**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 decision**

The Cabinet Member for Children, Families & Education responded to the report, noting that the Committee's major review had commenced in 2024 in response to rising levels of persistent absenteeism and non-statutory school-aged children in Hillingdon, particularly following the COVID pandemic. Persistent absenteeism was described as a national issue that had been on the agenda for some time, and the Cabinet Member had welcomed this as a review topic. While Hillingdon's rate of unauthorised absences was broadly in line with national figures, the rate of persistent absence was somewhat higher, which validated the importance of the review.

The Cabinet Member drew attention to recommendation three, clarifying that while officers would review whether any additional guidance could be provided by the Council to schools, that schools already organised their own welcome programmes for new families. The Council would assist where possible but could not direct schools to adopt their approach. The Cabinet Member also highlighted that the report reflected the challenges faced by families in the current climate and expressed thanks to the Select Committee for its thorough and in-depth work, as well as to the services who had adapted their working models in response to this.

The Leader of the Council commended the report as being of an excellent standard and highly comprehensive. Thanks were extended to the Chair of the Select Committee and all those involved in producing the report. The Leader remarked that the Committee had provided clear direction and that the next challenge would be for others to implement the recommendations. The Council would do everything possible to support this work and deliver improvements to help raise school attendance and outcomes for young people.

Cabinet, therefore, welcomed the recommendations from the committee and agreed to delegate their implementation appropriately.

## Alternative options considered/ risk management

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

Relevant Select Committee Children, Families & Education	
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Whilst the select committee has approved this review, technically Cabinet's decisions on this matter can still be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Julie Kelly, Corporate Director of Children's Services
Directorate	Children's Services
Classification	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

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

### RESOLVED:

#### 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.

### Reasons for decision

The Cabinet Member for Planning, Housing & Growth asked Cabinet to approve Hillingdon joining the West London Economic Prosperity Board alongside six West London Alliance partners, including Barnet, Brent, Ealing, Hammersmith & Fulham, Harrow and Hounslow. The Board was described as a joint committee focused on

driving economic growth, investment and regeneration across West London. Membership would enable Hillingdon to contribute to regional strategic decisions on planning, infrastructure and skills, ensuring the borough could influence outcomes that directly benefit residents and businesses.

The Cabinet Member explained that Hillingdon would retain all its existing powers and that no decision-making authority would be transferred. Joining the Board would allow the Council to collaborate on shared priorities while continuing to act independently for the borough. It was confirmed that there would be no direct cost to joining, and any future funding or investment decisions would return to Cabinet for approval. There was also a need to consider the adoption of revised Functions and Procedural Rules for the Board, which would be considered by all participating boroughs.

Cabinet, therefore, decided to join the West London Economic Prosperity Board and agreed its revised Functions and Procedure Rules.

### **Alternative options considered and rejected**

Cabinet could have decided not to join the Board, but considered that it would not be in the Council's interests being unable to influence strategic economic outcomes in the West London region.

<b>Relevant Select Committee</b>	<b>Residents' Services</b>
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action</b>	Mathieu Rogers, Head of Strategic Planning and Regeneration, Planning and Sustainable Growth
<b>Directorate</b>	Residents Services
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

## **8. REVIEW OF STATEMENT OF LICENSING POLICY**

### **RESOLVED:**

**That:**

- 1) a public consultation for the draft Statement of Licensing Policy be approved;**
- 2) 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 decision

The Cabinet Member for Community & Environment introduced the Statement of Licensing Policy, which was being reviewed in accordance with legislative requirements. Cabinet was asked to approve a six-week public consultation on the updated draft policy. It was noted that the policy formed part of the Council's policy framework and would, therefore, require approval by full Council in due course.

By way of background, the Cabinet Member explained that the policy reflected national guidance and that there had been few national policy changes since the last review. The proposed updates were largely minor amendments and tidying up, with no significant changes required as there had been no major developments in national policy.

Cabinet, therefore, agreed to consult on the policy.

## Alternative options considered and rejected

None, as there is a statutory requirement to review the Policy periodically.

Relevant Select Committee	Residents' Services
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter come into immediate effect, as this is deemed a policy framework document in the Constitution and the ultimate decision on this is reserved to the full Council.
<b>Officer(s) to action</b>	Daniel Ferrer, Licensing Team Manager
<b>Directorate</b>	Residents' Services
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

## 9. OUTCOME OF HOUSING INSPECTION: CONSUMER STANDARDS

### RESOLVED:

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 decision**

The Cabinet Member for Planning, Housing & Growth updated Cabinet on the outcome of the Regulator of Social Housing inspection of the Council's housing services. Hillingdon Council had received a C2 grading, the second highest possible, in its first ever consumer inspection. This reflected many strengths in the delivery of housing services, including repairs, safety, tenancy management and community engagement.

The Cabinet Member advised that the inspection had also identified areas for improvement to achieve the highest grade, C1. These included completing the programme to ensure all homes meet the Decent Homes Standard, strengthening tenant engagement and scrutiny, improving reporting and oversight of repairs, damp and mould, and adaptations, and ensuring tenants had clear and accessible information on complaint processes. The Cabinet Member confirmed that active steps were already being taken to address these issues and that a full action plan would be approved and published, with progress reported regularly to both Cabinet and the regulator.

The Cabinet Member explained there were no direct financial costs associated with the recommendations, and the improvements were expected to deliver efficiencies and better value for money over time. The Cabinet Member placed on record his thanks to the officers who had worked tirelessly to support the inspection process and lay the foundations for further improvement.

The Leader of the Council congratulated the team, noting the pressures faced by local authorities in balancing the need to expand housing stock with the need to maintain existing homes to a good standard. Securing a C2 grading at the first attempt was described as a significant achievement and a credit to the officers involved.

Cabinet, therefore, agreed to note the inspection report and authorise officers to proceed with the action plan in response to the findings.

**Alternative options considered and rejected**

None, as the Council is obliged to meet requirements from the Regulator of Social Housing and meet regulatory standards in service provision.

<b>Relevant Select Committee Residents' Services</b>	
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action</b>	Sam Strong, Assistant Director Homes and Neighbourhoods

## **10. ANNUAL PERFORMANCE REPORT 2024-25**

### **RESOLVED:**

#### **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 decisions**

The Cabinet Member for Finance and Transformation presented the Annual Performance Report for 2024/25, noting that the Council was beginning to realise the benefits of its investment in digital technology. This investment had generated a powerful set of data to measure, monitor and analyse performance across a wide range of services, with Cabinet Members having access to up-to-date information through user-friendly dashboards.

The Cabinet Member advised that the report provided a clear and comprehensive overview of the Council's performance over the past year, reflecting its continued commitment to putting residents first despite rising demand, financial pressures and evolving community needs. It highlighted progress in areas such as digital transformation, housing provision, safeguarding, adult social care and environmental sustainability, supported by a performance management framework that enabled evidence-based decision-making.

The Cabinet Member drew attention to several achievements, including the delivery of over 400 new homes, major regeneration projects at Hayes Town Centre and Grange Road, and strong performance in youth justice early intervention. Highways maintenance continued to outperform London averages, over 3,000 housing repairs were completed, and adult social care was rated 'Good' by the Care Quality Commission, placing Hillingdon among the best performing councils nationally. Library engagement led London and in the Cabinet Member's own portfolio, £10.9 million was recovered by the Council's counter-fraud team, and 43% of Council transactions in the last quarter were placed with borough-based businesses, supporting the local economy. The Cabinet Member thanked colleagues and officers for their efforts in delivering high-performing services and driving innovation.

The Leader of the Council welcomed the report as a valuable reminder of the breadth of services provided and the achievements of Council staff. The Leader supported the recommendation for the report to go to full Council to demonstrate transparency and service standards. The Leader requested that future reports include more information on value for money, comparing costs with other authorities, and expressed confidence that this would be addressed by the Chief Executive as the report progressed forward.

Cabinet agreed to note the report, invited commentary from the select committees and referred the report to the full Council for wider review.

### Alternative options considered and rejected

None, as it was good business practice to report performance to decision-makers.

Relevant Select Committee	All Select Committees
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action</b>	Ian Kavanagh, Head of Business Intelligence
<b>Directorate</b>	Corporate Services
<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>

## 11. MONTHLY COUNCIL BUDGET MONITORING REPORT: MONTH 4

### RESOLVED:

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 below:
  - a. the introduction of new fees and charges at three of the Council's heritage sites from Monday 29<sup>th</sup> 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 decision**

The Cabinet Member for Finance and Transformation reported on the budget monitoring position for months three and four, noting that monitoring procedures had been carried out for both months despite there being no Cabinet meeting in August.

It was advised that within the General Fund, a further overspend of £1.9 million since month two had occurred, taking the projected overspend for the full 2025/26 financial year to £18.3 million. In the absence of a capitalisation direction from the Government department, this would result in an overdrawn reserves position of £16.8 million. The main elements of the overspend included increased interest costs, higher agency staffing costs and increased demand in services. These pressures were partly offset by reductions in projected spend in Adult Services and Health and in the Place Directorate.

The Cabinet Member further reported that £24.8 million (64%) of the £38.6 million General Fund savings target had been delivered or was on track. General Fund capital expenditure was projected at £137.7 million, with a £1.9 million adverse variance and a £20.8 million underspend, most of which expected to be rephased. The Housing Revenue Account remained on budget, with capital spend forecast at £183.1 million, £32.8 million above budget due to successful additional housing acquisitions delivering 200 extra units through the Madison Brook contract. The Dedicated Schools Grant was projected to break even at £12.5 million for 2025/26, an improvement of £2.5 million on the previous year, with a cumulative deficit of £78.1 million.

The Cabinet Member referred to the recommendations set out in the report, including other financial related matters, such as the approval of new fees and charges at three of the Council's heritage sites, approval to forward phase the Housing Revenue Account capital overspend and acceptance of a Children's Services grant from the North West London Integrated Care Board.

Cabinet, therefore agreed to note the latest financial position, agreed the full release of the Development and Risk Contingency and made the other financial decisions as set out in the report.

### **Alternative options considered and rejected**

None

<b>Relevant Select Committee   Corporate Resources &amp; Infrastructure</b>	
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action Directorate</b>	Steve Muldoon, Corporate Director of Finance Finance

**Classification**

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

## 12. MINOR PROPERTY TRANSACTIONS: ACADEMY TRANSFER OF ST BERNADETTE CATHOLIC PRIMARY SCHOOL

**RESOLVED:****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 decision**

The Cabinet Member for Corporate Services and Property introduced a report regarding the St Bernadette Catholic Primary School, which was currently a voluntary aided school but wished to convert to academy status by joining the Diocese of Westminster Academy Trust. It was explained that this required the Council to transfer the freehold of the land and buildings to the Trust, with the surrounding land to be granted under a 125-year lease. These arrangements were described as standard practice for such transfers. The Cabinet Member noted that the long lease on the surrounding grounds would allow the Council to retain an interest should future changes occur.

The Cabinet Member for Children, Families & Education advised that since the publication of the report, the date for the academy conversion had been revised to 1 November 2025.

**Alternative options considered and rejected**

Cabinet considered other property options as set out in the report but considered that agreeing to the request from the Diocese and freehold transfer would be the most reasonable solution to support the school.

Relevant Select Committee	Children, Families & Education
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action</b>	Gary Binstead / Andrew Low
<b>Directorate</b>	Children's Services / Residents Services

<b>Classification</b>	<b>Public</b> - <i>The report and any background papers relating to this decision by the Cabinet are available to view on the Council's website or by visiting the Civic Centre, Uxbridge</i>
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### 13. 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.

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

**14. DOOR ENTRY, ACCESS CONTROL, AUTOMATED DOORS, BARRIERS AND GATES SERVICE AND REPAIR CONTRACT**

**RESOLVED:**

**That:**

- a) the tender from DSSL Group Ltd for the provision of the Door Entry, Access Control, Automated Doors, Barriers and Gates Service and Repair Contract to the London Borough of Hillingdon for a period of 3 years at a value of £166k per annum be accepted and;
- b) It be agreed that this includes the provision to extend the contract for a 2-year period (5 years in total), delegating approval of any extension to the Leader of the Council, in consultation with the Cabinet Member for Corporate Services & Property.

**Reasons for decision**

The Cabinet Member for Corporate Services & Property introduced a report and recommendations, which Cabinet agreed, to accept a tender for the provision of Door Entry, Access Control, Automated Doors, Barriers and Gates Services for the Council, noting how this was all about ensuring safety for residents.

**Alternative options considered/ risk management**

None, due to the requirement to maintain door entry systems within all the Council's assets for security of residents, visitors and staff.

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 on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	John Phillips
Directorate	Residents Services Directorate
Classification	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

## 15. PROVISION OF PEST CONTROL SERVICES CONTRACT

### RESOLVED:

#### That:

- a) John O'Conner (Grounds Maintenance) Ltd be appointed for the provision of Pest Control services to the London Borough of Hillingdon for a 4+2+1 period from 1st November 2025 to 31st October 2032 and at an annual cost of £301k (£216k to the HRA and a cost of £85k to the General Fund) for the period.
- b) decisions to extend beyond the initial 4 years be delegated to the Cabinet Member for Corporate Services & Property, in consultation with the Corporate Director of Residents Services.

#### Reasons for decision

The Cabinet Member for Corporate Services and Property introduced a report and recommendations, which Cabinet agreed, to award a pest control contract following competitive tender to maintain safe, habitable conditions across all residential and corporate properties. The Leader of the Council remarked how this showed the breadth of council service provision supporting residents.

#### Alternative options considered / risk management

Cabinet could have considered alternative options such as operating the service in-house or case by case contracting but discounted these options due to the investment required and higher costs.

Relevant Select Committee Corporate Resources and Infrastructure	
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 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Liam Bentley – Head of Repairs, Voids and Caretaking Services
Directorate	Residents Services
Classification	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

**16. TELECARE MONITORING AND CORPORATE OUT OF HOURS CALL CENTRE CONTRACT AWARDS AND TRANSITION TO DIGITAL SWITCHOVER**

**RESOLVED:**

**That:**

**Telecare Transition**

1. the need to update the Council's telecare and out-of-hours contracts to prepare for the national analogue-to-digital switchover by January 2027, be noted;

**New Telecare Contract Award (Telecare Alarm Response Centre)**

2. the award of a 12-month contract (from 1 January to 31 December 2026) to Appello Smart Living Solutions Ltd via a framework, valued at £235,364, be agreed, furthermore that this includes a one-off £34,500 setup fee funded by the Disabled Facilities Grant (DFG) as follows:
  - £19,500 to Appello for ~6,500 connections (£3 each)
  - £15,000 to BT for transferring phone line responsibilities from Anchor to the Councilan optional 1-year extension, with authority delegated to the Corporate Director of Adult Social Care & Health, allowing time for a full tender process, be approved.

**Out-of-Hours Contact Centre**

3. The Chief Operating Officer, in consultation with the Cabinet Member for Finance and Transformation, be given delegated authority to approve a new contract following market engagement and final proposals.

**Extension of Current Anchor Contract**

4. a single tender extension of the current contract with Anchor Hanover Group Ltd for both telecare and out-of-hours services from 4 September to 31 December 2025, with monthly extensions possible up to 31 March 2026, be approved, noting the estimated value: £91,620 to £160,545, depending on end date. Furthermore, delegate authority to the Corporate Director of Adult Social Care & Health, be approved, for any extensions as needed during the transition.

**Equipment Purchasing Extensions**

5. the current contracts for purchasing Technology Enabled Care (TEC) equipment be extended via framework until 31 December 2026, funded by DFG at £360,000 per year as follows:
  - LEGRAND ELECTRIC LTD – up to £50,000
  - CHIPTECH INTERNATIONAL – up to £270,000
  - APPELLO SMART LIVING SOLUTIONS LTD – up to £15,000

- TUNSTALL HEALTHCARE (UK) LTD – up to £25,000

Furthermore, it should be noted that these extensions support the transition of the Alarm Response Centre, provide sufficient time for a competitive tender process, and reflect current operational requirements. They will be closely monitored to ensure they remain within budget, and that to ensure full transition takes place, authority be delegated for a further one-year extension, up to 31 December 2027, to the Corporate Director of Adult Social Care & Health, if needed, to complete the full tender process.

### Reasons for decision

The Cabinet Member for Health and Social Care introduced a report and recommendations, which Cabinet agreed, on the 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.

The Leader of the Council remarked how this would lead to exciting opportunities in supporting residents to live independent lives.

### Alternative options considered and rejected

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

Relevant Select Committee Health & Social Care	
<b>Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)</b>	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
<b>Officer(s) to action</b>	Sarah Baker - Programme Manager Adult Social Care and Health
<b>Directorate</b>	Adult Social Care and Health Corporate Services
<b>Classification</b>	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it in accordance with Section 100(A) and paragraph 3 of Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended).</i>

## 17. DISPOSAL OF THE GARAGE SITE AT BLACK HORSE YARD, UXBRIDGE

### RESOLVED:

That:

- 1) Black Horse Yard Waterloo Road Uxbridge UB8 2QX be declared surplus to requirements (the property as shown edged red on the plan at Appendix 1).
- 2) the sale of the freehold interest of Black Horse Yard to the proposed purchaser on the terms and conditions as detailed in this report be approved.
- 3) if the proposed purchaser does not complete on the purchase of the property within the agreed time, the Corporate Director of Residents Services be authorised to proceed to dispose of the property on the open market, in consultation with the Cabinet Member for Corporate Services and Property.
- 4) all other necessary decisions regarding the disposal and sale be delegated to the Corporate Director of Residents Services, in consultation with the Cabinet Member for Corporate Services and Property.

### Reasons for decision

The Cabinet Member for Corporate Services & Property introduced a report and recommendations, which Cabinet agreed, to proceed with the sale of the freehold interest of Black Horse Yard in Waterloo Road, Uxbridge comprising of 13 vacant garages in a poor condition to support the Council's disposals target for 25/26. The Cabinet Member noted how the site was unsuitable for redevelopment on its own.

### Alternative options considered /and rejected

Cabinet considered other options, such as renting or redeveloping the site, but discounted these for the reasons set out in the confidential report.

Relevant Select Committee	Corporate Resources & Infrastructure
Expiry date for any scrutiny call-in / date decision can be implemented (if no call-in)	Cabinet's decisions on this matter can be called in by a majority of the select committee by 5pm, Friday 26 September 2025. If not called-in by then, Cabinet's decisions can then be implemented.
Officer(s) to action	Julia Thompson, Property Services
Directorate	Residents Services
Classification	<b>Private</b> - <i>Whilst the Cabinet's decisions above are always made public, the officer report relating to this matter is not because it was considered in the private part of the meeting and contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing</i>

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

There were no further items. The meeting closed at 7.39pm

Internal Use only*	Implementation of decisions & scrutiny call-in
<p><b>When can these decisions be implemented by officers?</b></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><b>5pm, Friday 26 September 2025</b></p> <p>However, this is subject to the decision not being called in by Councillors on the relevant Select Committee. Upon receipt of a valid call-in request, Democratic Services will immediately advise the relevant officer(s) and the Cabinet decision must then be put on hold.</p>
<p><b>Councillor scrutiny call-in of these decisions</b></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: <a href="#">Scrutiny Call-In - Power Apps</a> (secure)</p>
<p><b>Notice</b></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 <a href="#">here</a> for wider resident engagement.</p> <p>Please note that these minutes and decisions are the definitive record of proceedings by the Council of this meeting.</p> <p>If you would like further information about the decisions of the Cabinet, please contact the Council below:  <a href="mailto:democratic@hillingsdon.gov.uk">democratic@hillingsdon.gov.uk</a>            Democratic Services: 01895 250636            Media enquiries: 01895 250403</p>

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## HOUSES OF MULTIPLE OCCUPATION - ADDITIONAL LICENSING CONTROLS: CONSULTATION

<b>Cabinet Member &amp; Portfolio</b>	Councillor Steve Tuckwell, Cabinet Member for Planning, Housing & Growth
<b>Responsible Officer</b>	Daniel Kennedy, Corporate Director of Residents Services
<b>Report Author &amp; Directorate</b>	Stephanie Waterford, Residents Services Michelle Greenidge, Residents Services
<b>Papers with report</b>	Appendix 1 – Proposed Additional Licensing Policy Appendix 1a – Proposed Additional Licensing Conditions Appendix 2 – Proposed Table of Fees and Charges Appendix 3 – Draft Consultation and Engagement Plan

### HEADLINES

#### Executive Summary

This report outlines Hillingdon Council's progress in exploring an Additional Licensing Policy for Houses in Multiple Occupation (HMOs). The aim is to address concerns such as poor housing conditions, anti-social behaviour, and safety risks associated with unlicensed HMOs, while supporting the Council's broader goals.

To support this, Metastreet were commissioned by the London Borough of Hillingdon to undertake a Housing Tenure Survey to review dwellings in the Private Rental Sector (including Houses of Multiple Occupation) in the region and assess stressors related to the private rented sub-tenure. The evidence from the survey indicates support for additional regulatory controls in this sector to drive higher standards and compliance.

The Additional Licensing Policy has been formulated and is proposed to apply to the whole borough. Proposed licence conditions have been included within the policy, and a table of proposed licence fees has been formed.

The aim of the Additional Licensing Policy is to address concerns such as poor housing conditions, anti-social behaviour, and safety risks associated with unlicensed HMOs, while supporting the Council's broader goals to improve living conditions and communities.

To implement a policy of this type, the Council must undertake a public consultation on the proposed borough wide Additional Licensing scheme, associated conditions and proposed fees. Subject to consultation, the scheme would apply to all HMOs except those that require a mandatory licence. Property licensing serves as a mechanism to promote safer living conditions and improved standards in privately rented homes.

Subject to Cabinet approval, a full public consultation will commence at 5pm 31<sup>st</sup> October 2025 and end at midnight on 11<sup>th</sup> January 2026.

The consultation will seek views on the proposals prior to making any final decisions regarding the future of property licensing in Hillingdon. The Council will want to hear from individuals and

organisations likely to be affected by the proposals, including local tenants, landlords, managing agents, and members of the community who reside, operate businesses, or deliver services within the proposed designated areas or their surrounding neighbourhoods.

The final policy proposals, outcome of consultation and any associated fees or resource implications will be brought to Cabinet for consideration in February 2026, with implementation planned from Spring 2026.

The proposed policy can be viewed in Appendix 1, alongside Appendix 1a Proposed Additional Licensing Conditions. Also, the Proposed Table of Fees and Charges (Appendix 2) and the Draft Consultation and Engagement Plan (Appendix 3).

<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>This report supports our ambition for residents / the Council of: Live in good quality, affordable homes in connected communities</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p> <p>And the Hillingdon Housing Strategy.</p>
<p><b>Financial Cost</b></p>	<p>The costs of the consultation will be met through existing resources. Should an Additional Licensing Policy be implemented, the fees and charges linked to the scheme will cover the costs of the licensing and enforcement process.</p>
<p><b>Select Committee</b></p>	<p>Residents' Services Select Committee</p>
<p><b>Ward(s)</b></p>	<p>All</p>

## RECOMMENDATIONS

That:

- 1) the draft Additional HMO Licensing Policy Appendix 1 and associated proposed licence conditions in Appendix 1a, be agreed for consultation;
- 2) the draft Fees and Charges Schedule in Appendix 2 be agreed for consultation;
- 3) it be noted the consultation period will start at 5pm on 31<sup>st</sup> October 2025 and end at midnight on 11<sup>th</sup> January 2026;
- 4) the Consultation and Engagement Plan for the consultation in Appendix 3, also be noted.

### Reasons for recommendation(s)

The Council is committed to ensuring that homes in the private rented sector are safe, well managed and well maintained. Houses of Multiple Occupation (HMOs) provide an important source of affordable housing in the borough, and it is acknowledged that they fulfil a need within the overall housing stock of Hillingdon.

It is recognised that poor housing conditions and poorly managed HMOs can lead to adverse impacts on local neighbourhoods ranging from poor appearance and waste issues to more serious instances of anti-social behaviour and nuisance.

The Council recognises that poor standards in the private rented sector can have a detrimental impact on the wellbeing of residents and communities and is assessing whether there is a greater need for further regulation.

Hillingdon has made commitments to residents to scope and consider additional local regulation, through an Additional Licensing scheme and / or planning controls, to control the standards and numbers of HMOs in certain areas of the borough.

These aims support our overall Council ambitions for residents:

- Safe and Strong Communities
- Thriving Healthy Households
- A Thriving Economy

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

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

The Council has made a commitment to residents to consider and evidence the viability of an Additional Licensing Policy. Upon completion of the Housing Tenure Survey and consideration of the full evidence, the Council is now recommending Additional Licensing Policy controls and will carry out a full public consultation to gain views and feedback on the scheme.

The Housing Tenure Survey in Hillingdon presents compelling evidence in support of introducing an Additional Licensing Scheme for Houses in Multiple Occupation (HMOs). The survey explored the characteristics of the Private Rented Sector (PRS), the extent and condition of HMOs, and the impact of housing-related issues such as serious hazards and antisocial behaviour.

It found widespread concerns around poor property management, under-regulation, and tenant safety, particularly in HMOs where serious hazards were 3 times the national average. Many properties are not currently licensed, and there are indications of significant non-compliance among landlords.

The findings highlight the need for stronger oversight and enforcement to address poor housing conditions and recurring issues such as noise disturbances, waste problems, and repeat ASB incidents.

The proposed licensing scheme aims to improve housing standards, protect tenants, reduce community disruption, and promote responsible landlord practices. It would apply to all HMOs not already covered by mandatory licensing and is intended to run for up to five years, helping to create safer, more stable neighbourhoods across the borough.

Full analysis of the Housing Tenure Survey data can be found in Appendix 1 of the Proposed Additional Licensing Policy.

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

1. Do nothing/continue with the current arrangements. This would not meet the commitments made in the Council motion and would not have any impact on the issues arising within the private rented sector leading to that Council motion, or future implications of the Renters Rights Bill. This option is not recommended.
2. Consider the use of other powers to deal with issues with HMOs, i.e. further interventions and enforcement for housing standards breaches, use of ASB and environmental crime powers, further education and engagement with private landlords to achieve higher standards of management within the sector. This option is viable and can be used either in isolation or alongside an Additional Licensing Policy, where justified. However, the Council motion recognises that the use of existing powers has not effectively controlled the impact of HMOs on local communities.
3. The Council could consider a partial Additional Licensing Policy which applies only to certain Wards, however, the evidence demonstrates that concerns across every data set is present in all Wards.

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

Cabinet may consider and determine matters in relation to additional licensing. Any decision to extend the Article 4 Direction for small HMOs would require approval by Full Council.

### **Select Committee comments**

None at this stage.

## SUPPORTING INFORMATION

### 1.0 Proposed Project Timeline

The project timeline to consider additional licensing is set out below and is currently on schedule:

Project stage	Date/Deadline
Provision of full Housing Tenure Survey report	August 2025
Data Analysis and drafting options for Additional Licensing Policy and potential Article 4 Direction.	September 2025
Financial analysis on potential fees and charges.	September 2025
Consultation plan developed.	September 2025
Cabinet consider draft policy for full public consultation.	23 <sup>rd</sup> October 2025
Consultation starts – <i>statutory minimum of 10 weeks</i> .	31 <sup>st</sup> October 2025
Consultation ends.	11 <sup>th</sup> January 2026
Consultation analysis and formulation of final policy.	January 2026
Implementation planning for Private Sector Housing Team.	February 2026
Cabinet Decision on final policy and fees/charges/ Full Council Decision on Article 4 Direction.	February 2026
Implementation on policy begins.	Spring 2026

### 2.0 Requirements for a full consultation for Additional Licensing

Steps the Council will need to take to ensure that the consultation is extensive and will meet the legal requirements of the Housing Act 2004;

- Full engagement with residents and resident's associations
- Engagement with Ward Councillors
- Engagement with the Private Sector Landlords Forum
- Engagement with known Hillingdon landlords/managing agents and Landlord Associations
- On-line consultation survey to seek views
- Notifications to all surrounding councils advising on proposal
- Notification to Landlord's Associations for comments
- Engagement with organisations with a significant number of transient tenants i.e. Brunel University, NHS, etc
- Engagement with the Metropolitan Police and Police Crime Commissioner
- Engagement with the London Fire and Emergency Planning Authority
- Engagement with internal Council Services i.e. Community Safety, Youth Justice, Care Leavers, Anti-Social Behaviour etc.

The Draft Consultation and Engagement Plan can be viewed in Appendix 3.

### **3.0 Links to Corporate Priorities**

- 3.1 The Hillingdon Housing Strategy highlights the need to develop a more detailed understanding of the private rented sector including its condition, linked to potential concerns regarding fire precautions, inadequate heating, sub-dividing of properties, overcrowding, damp and mould growth and poor housing conditions for vulnerable households. This included an action to 'gather evidence regarding the prevalence of poor conditions in the different parts of the private rented sector and consider the feasibility of different discretionary licensing options.'
- 3.2 The evidence will inform wider strategic and policy issues which the Council can consider. For example, conversions of sheds/garages/outbuildings, exploitation, modern slavery and trafficking, those arriving to the UK through Heathrow, vulnerable tenants etc.
- 3.3 The evidence has indicated 1,871 hidden HMOs, which could lead to additional Council Tax and Business Rate income streams for the Council.

### **4.0 Conclusion**

- 4.1 The analysis of Housing Tenure and borough profile data results in a recommendation for a borough wide Additional Licensing Policy for Houses of Multiple Occupation (HMOs).
- 4.2 The project is on track and commits to deliver a 10-week consultation and engage with residents and various stakeholders.
- 4.3 The proposed policy enables additional regulatory controls on HMOs in the borough which would help to address the issues identified, including anti-social behaviour, poor housing conditions, and safety concerns.
- 4.3 The workstreams mentioned in this report are currently unbudgeted with the exception of the Housing Tenure Report. However, they utilise in-house resources where possible to keep cost to a minimum.
- 4.4 The Council must also consider the implications of the Renters Rights Bill, which will introduce new regulatory responsibilities and enforcement powers.

### **Financial Implications**

Additional licensing for Houses of Multiple Occupancy is currently at a formative stage and being managed within the existing resource and as such will not require any immediate financial budget.

Approval of this new policy will be decided in February 2026 by Cabinet and upon this decision costs connected to these works will be assessed for budgeting purposes to ensure any operational ongoing financial impact will be fully contained within the service area. To that end relevant Fees and Charges will be factored in to ensure full cost recovery.

## RESIDENT BENEFIT & CONSULTATION

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

Evidence shows that a significant proportion of HMOs in the borough are being managed ineffectively, proven by the cumulative presence of serious housing hazards and/or significant and persistent ASB.

For residents, the proposed measures aim to improve housing standards, reduce anti-social behaviour, and enhance neighbourhood quality. Benefits would include better landlord accountability, safer living conditions, and more consistent enforcement.

Residents and the wider community will have an opportunity to submit their views to the Council for full consideration through a full public consultation exercise.

The Human Rights and Equalities Impact Assessment will be updated upon close of the consultation period to take into account the full range of information available.

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

As the Council proposes an Additional Licensing Policy based on the analysis of need to date, it is necessary to undertake a full public consultation and engagement exercise.

As Additional Licensing would have a significant impact on HMO administration and management in the borough, a longer consultation period is needed for a minimum of 10 weeks to ensure that appropriate time is given to full engagement exercises.

The consultation will start on 31<sup>st</sup> October 2025 and end on 11<sup>th</sup> January 2026. During this consultation period, the Council will engage extensively with residents and landlords.

## CORPORATE CONSIDERATIONS

### **Corporate Finance**

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting approval is sought for the draft Additional HMO Licensing Policy and associated proposed licence conditions, along with the draft Fee Schedule, can proceed to public consultation.

Furthermore, it is noted, the programme to develop the Additional Licensing Policy including the consultation will utilise existing resources to contain the costs associated within existing budgets, which will be monitored through the regular monthly monitoring cycle.

Additionally, it is noted that if in February Cabinet approve the new Additional Licensing Policy, the scoping of service resources and the relevant fees and charges will be assessed to ensure full cost recovery of the service and included within the MTFS.

## Legal

Legal Services notes the proposed implementation of an Additional Licensing Policy together with Table of Fees and Consultation and Engagement Plan. The main provisions from the relevant legal framework under the Housing Act 2004 are already included within the body of the report and referenced under the 'background papers' section of this report.

The scheme is proposed under Part 2 of the Housing Act 2004 and will permit Hillingdon Council to designate areas for additional licensing of HMOs not covered by mandatory licensing. The proposal is to implement a borough-wide additional licensing scheme.

Sections 56 and 57 outline specific requirements that must be carried out before adopting the proposed policy.

### *Ineffective management of a significant number of HMOs*

Hillingdon Council must demonstrate that a significant proportion of HMOs in the area are being managed ineffectively, resulting in problems such as anti-social behaviour or poor housing conditions ensuring consistency with Hillingdon's housing strategy and coordinated approach to homelessness and empty homes.

Extensive research has been carried out and evidence gathered to justify a borough-wide approach as outlined in the commissioned Housing Tenure Survey. Key features of the survey have identified:

- An estimated 2,537 HMOs exist in Hillingdon, of which only 666 are licensed indicating 1,871 hidden HMOs.
- 30% of HMOs in Hillingdon are predicted to have serious housing hazards, three times the national average.
- 3,850 ASB incidents linked to HMOs over five years, with repeat ASB indicating poor management.
- HMOs are dispersed across all wards, not concentrated in specific areas
- Existing enforcement powers under the Housing Act 2004 are reactive and slow, and voluntary schemes lack reach and enforceability.

### *Statutory Public Consultation*

Section 56(3) outlines that Hillingdon must conduct "*take reasonable steps to consult persons who are likely to be affected by the designation and consider any representations made in accordance with the consultation...*" Statutory consultation must be inclusive and transparent. A minimum of 10 weeks is proposed, which is in line with precedent, best practice and judicial fairness.

The consultation must fulfil established public law principles on consultation, namely fairness and adequacy, which are mainly defined by the 4 Gunning principles:

- 1) Consultations must occur while proposals are still at a formative stage
- 2) Sufficient information needs to be supplied to consultees to give the consultation 'intelligent consideration'

- 3) There needs to be an adequate time for the consultees to consider the proposal and respond
- 4) Conscientious consideration must be given to the consultation responses before decisions are made

### *Other Public Law Considerations*

Hillingdon Council must also consider that its decision to implement a borough-wide additional licensing scheme is Wednesbury Reasonable, the decision must therefore;

- Be based on relevant considerations (e.g. housing conditions, ASB data).
- Not influenced by irrelevant factors.
- Not irrational or perverse.
- Supported by evidence and consultation outcomes.
- Proportionate and within the powers granted by legislation.

The additional licensing scheme must also be mindful of its public sector equality duty (PSED) under section 149 of the Equality Act 2010. To this end, a comprehensive an Equality and Human Rights Impact Assessment (EHRIA) evaluating the potential impact of the proposed policy on different groups within the borough has been carried out as part of the proposal. It is recommended that the EHRIA is revisited and updated post consultation.

### *Fee Structure and Cost Recovery*

Section 63 of the Housing Act 2004 permits Hillingdon to require any application for a licence under Part 2 to be accompanied by a licence fee. This fee may properly cover all costs incurred by the Council in carrying out its licensing functions.

Having developed a two-part fee structure (see Table of Fees), Hillingdon has had regard to the legal precedents established in *R (Hemming) v Westminster City Council* and *R (Gaskin) v LB Richmond Upon Thames* [2018] EWHC 1996 (Admin). These cases confirmed that the EU's Provision of Services Directive enshrined in UK law as the Provision of Services Regulations 2009 applies to licensing fees and the processes involved in implementing and delivering such schemes.

The Directive and case law require that fees must be split into two distinct stages:

Stage 1 (Part A): Covers the costs of administering and processing the application. This fee is payable upon submission and is non-refundable if the application is unsuccessful.

Stage 2 (Part B): Covers the costs of managing and enforcing the scheme. This fee is payable only if the licence is granted.

Local authorities are not permitted to demand fees in advance for anything other than the costs of administering the application. However, they may legitimately recover wider costs once a licence is approved. This two-stage approach ensures transparency, fairness, and compliance with legal standards. It is recommended that Hillingdon review fees and charges annually to ensure they remain proportionate and cost neutral.

## *Conclusions*

The proposed borough-wide additional licensing scheme is legally justified under the framework and supported by robust evidence. It aims to improve housing conditions, reduce ASB, and enhance tenant safety. Implementation is subject to statutory consultation and Cabinet approval.

Following the consultation, there will be a further Cabinet report submitted. Further legal commentary will be provided at the appropriate stage, informed by the outcomes of the public consultation and the recommended course of action arising from it.

## **BACKGROUND PAPERS**

- [Housing Act 2004 \(legislation.gov.uk\)](https://www.legislation.gov.uk)
- [The Licensing and Management of Houses in Multiple Occupation \(Additional Provisions\) \(England\) Regulations 2007 \(legislation.gov.uk\)](https://www.legislation.gov.uk)
- [Houses in multiple occupation and residential property licensing reform: guidance for local housing authorities - GOV.UK \(www.gov.uk\)](https://www.gov.uk)
- [Cabinet update report – July 2025](#)

**DRAFT**

# **Putting Our Residents First**

## **Additional HMO Licensing Consultation - Evidence Pack**



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## Glossary

<b>Term</b>	<b>Meaning</b>
Private Rented Sector (PRS)	The portion of housing in the borough that is rented from private landlords. Privately Rented Homes rented from a private landlord.
Privately rented	Homes rented from a private landlord.
Socially rented	Homes rented from the council or a Housing Association.
Selective licensing	A discretionary licensing scheme which requires landlords to have a licence to legally let their property to a family or no more than two unrelated sharers.
Additional Houses in Multiple Occupation (HMO) Licensing	A discretionary licensing scheme which requires landlords to have a licence to legally let eligible HMOs occupied by three or four unrelated persons living in two or more separate households sharing one or more basic amenity, which fall outside the scope of Mandatory HMO licensing.
Mandatory Houses in Multiple Occupation (HMO) Licensing	A national scheme which requires landlords to have a licence to legally let eligible HMOs occupied by five or more unrelated persons living in two or more separate households sharing one or more basic amenity.
Designation	The formal process by which a local authority declares an area subject to selective licensing under section 80 of the Housing Act 2004, based on criteria such as low housing demand or ASB.
Housing Health and Safety Rating System (HHSRS)	A government prescribed system that rates housing hazards based on their risk to occupiers' health, safety, and welfare.
Category 1	The most serious hazards under the HHSRS, which include immediate risk to a person's health, safety and welfare.
Category 2	Less serious hazards under the HHSRS. Whilst considered less serious they can still be regarded as placing the occupiers' health, safety and welfare at risk.
Statutory notice	A legal document issued by the council that requires the recipient to complete specified actions within a specified timeframe.
Antisocial behaviour (ASB)	Behaviour related to the occupiers of, and/or visitors to, a rented property that causes nuisance, annoyance and irritation to neighbours and the community. Most commonly noise, litter and waste
Deprivation	A condition measured by the Indices of Multiple Deprivation, reflecting lack of access to resources and services. Used by local authorities to justify selective licensing designations.

Indices of Multiple Deprivation	A dataset produced by the government to give a relative value to how deprived an area is, compared to the rest of the country.
Barriers to housing and services	One of the government's measures of deprivation. It combines measures relating to housing affordability, overcrowding and homelessness.
Fuel Poverty	Fuel poverty is when a household cannot afford to heat their home to a safe and comfortable level due to low-income, high-energy costs, or poor energy efficiency.
Minimum Energy Efficiency Standard (MEES)	Regulations that set a minimum energy efficiency standard (EPC rating of E) that applies to privately rented properties.
Energy Performance Certificate (EPC)	EPCs rate how energy efficient properties are using grades from A to G (with 'A' the most efficient grade).
Accreditation	Schemes overseen by various organisations, including local authorities and landlord associations, to provide training and encourage good practice by private landlords.

## EXECUTIVE SUMMARY

Hillingdon, in line with the wider London region, faces a significant shortage of affordable housing, with property prices remaining prohibitively high for many residents. The demand for social housing considerably exceeds the available supply and consequently, private renting is increasingly becoming the only feasible housing option for a growing number of Hillingdon residents, including those who are vulnerable and on low incomes. At present, there are a total of 113,124 residential properties in Hillingdon and 26% (29,099) of this is within the private rented sector (PRS), representing one of the highest proportions in London. This figure is anticipated to continue rising in the future.

Hillingdon Council is dedicated to fostering a fairer Private Rented Sector (PRS). Our objective is to enhance the condition and quality of rental properties, establish an equitable environment for both tenants and responsible landlords, and take firm action against rogue landlords and those who let substandard accommodation. Through these measures, we aim to raise standards across the sector for the benefit of all parties.

Private renting continues to be a necessity rather than a choice for many tenants, due to factors such as lack of rent controls and security of tenure. While the Council has improved a large number of privately rented homes, the worst housing conditions are still likely to be experienced by tenants who rent privately, and communities are more likely to be adversely impacted by issues arising from poorly managed privately rented properties.

The council recognises that houses of multiple occupation (HMO) are an important, much needed source of accommodation in our PRS. We want our HMO accommodation to be good quality, safe and well managed. However, the Council also recognises that HMOs are dispersed across the whole borough and in all wards, HMOs have been identified to have serious housing hazards, and a high proportion are also directly associated with persistent antisocial behaviour (ASB), such as noise, waste and other environmental ASB issues.

To support our ambition, we are undertaking a public consultation on a proposed new borough wide Additional Licensing Scheme. Subject to consultation the scheme would apply to all HMOs except those that require a mandatory licence. Property licensing serves as a mechanism to promote safer living conditions and improved standards in privately rented homes.

Although many properties within the PRS are well maintained and safe, there is an increasing number that fall below acceptable standards and may pose significant risks. One of our aims is to ensure that landlords are fully informed of the latest legal obligations and safety regulations as such properties can endanger the health, safety, and wellbeing of tenants, contribute to neighbourhood disruption, and place considerable strain on council services that are already under pressure.

It is therefore imperative that the Council uses all available options to enhance conditions for tenants residing in this sector and property licensing is a vital component of this approach.

The Renters' Rights Bill, introduced to Parliament in September 2024 and expected to be enacted later this year, is intended to provide private tenants with enhanced security and stability. However, it does not supersede private sector licensing; rather, it is designed to complement it, with the shared objective of improving conditions within the sector. While the Act will confer greater investigatory and enforcement powers upon the Council, it does not establish the proactive framework for maintaining housing standards that licensing facilitates. Consequently, in the absence of an Additional Licensing Scheme, the Council would remain dependent on tenant complaints and the voluntary disclosure of issues by landlords.

Subject to approval by the Council's Cabinet, this scheme could be implemented in 2026.

## Introduction

Hillingdon Council recognises that Houses in Multiple Occupation (HMOs) constitute a significant source of affordable housing. Nevertheless, such properties often need enhanced regulatory oversight, as they are frequently among the most complex to manage within the housing sector and pose distinct and unique challenges. In response to this, local authorities can implement an additional HMO licensing scheme with the aim of improving both the management and overall standards of HMOs within their boroughs.

Hillingdon Council is proposing, subject to consultation, to implement a borough-wide Additional HMO Licensing Scheme that would apply to all HMOs except those that require a mandatory HMO licence and will last five years.

The document demonstrates that Houses in Multiple Occupation (HMOs) are dispersed throughout the borough and have been found to exhibit serious housing hazards and elevated levels of anti-social behaviour, including noise disturbances, improper waste disposal, and other environmental concerns. It further explains how the proposed Additional Licensing Scheme for HMOs is intended to address and mitigate these challenges.

This consultation document outlines the scale and nature of issues associated with substandard housing conditions, anti-social behaviour (ASB), and poor property management within Hillingdon's private rented sector. It presents and provides the evidence base to support the Council's proposal to introduce a new Additional Licensing Scheme and also provides a comprehensive overview of the proposed licensing scheme, including licence conditions, associated fees, and the objectives of the scheme.

We are seeking your views on these proposals prior to making any final decisions regarding the future of property licensing in Hillingdon. We are particularly interested in hearing from individuals and organisations likely to be affected by the proposals, including local tenants, landlords, managing agents, and members of the community who reside, operate businesses, or deliver services within the proposed designated areas or their surrounding neighbourhoods.

We encourage you to share your views by completing our online survey, available at: [www.hillingdon.gov.uk/hmo-additional-licensing](http://www.hillingdon.gov.uk/hmo-additional-licensing)

In addition, a series of forums will be held throughout the consultation period. If you wish to share your experiences and perspectives, please contact us via email at: **[additionallicensing.consultation@Hillingdon.gov.uk](mailto:additionallicensing.consultation@Hillingdon.gov.uk)**

The consultation will run for 10 weeks from 31<sup>st</sup> October 2025 until 11<sup>th</sup> January 2026. For further information about the proposed new licensing scheme, assistance with completing the survey or to request a paper copy of the consultation please contact:

Email: **[additionallicensing.consultation@Hillingdon.gov.uk](mailto:additionallicensing.consultation@Hillingdon.gov.uk)**

Once the consultation has closed the council will review the replies. A full consultation report, including the council's response to any alternatives suggested, will be published on the property licensing pages of the website at [www.hillingdon.gov.uk/hmo-additional-licensing](http://www.hillingdon.gov.uk/hmo-additional-licensing).

## **The Private Rented Sector in Hillingdon**

In order to obtain a greater understanding of the PRS in Hillingdon, the Council worked with internal and external agencies to review multiple intelligence sources relating to the housing stock in the borough, undertaking analysis to provide estimates of:

- Current levels and breakdown of PRS properties and tenure change over time.
- Levels of serious hazards that might amount to a category 1 or high-scoring category 2 hazard under the Housing Health and Safety Rating System (HHSRS).
- Other housing related stressors, including ASB, service demand, population and deprivation linked to the PRS. The full results are presented within the Housing Stock Conditions Report (HSCR), which is attached as Appendix 1; however, some key findings from the report are detailed below.

### **Housing tenure**

There is a total of 113,124 residential properties within the London Borough of Hillingdon. Of this number, 29,099 properties, are within the private rented sector (PRS). This number is distributed across all 21 wards and the number of PRS per ward ranges from 283 – 2,231 with the highest number of PRS properties in Uxbridge (2,231), and Heathrow Villages (2,197). The lowest are in Harefield Village (283).

Hillingdon saw London's joint second largest percentage point rise in the proportion of privately rented homes from 19.1% in 2011 to 25.9 in 2021. This is consistent with long term nationwide and regional trends.

The distribution of PRS dwellings across the London Borough of Hillingdon shows concentrations in the southern and central wards (e.g. Uxbridge, Hayes Town, Heathrow Villages, and Colham & Cowley, Figure 1).

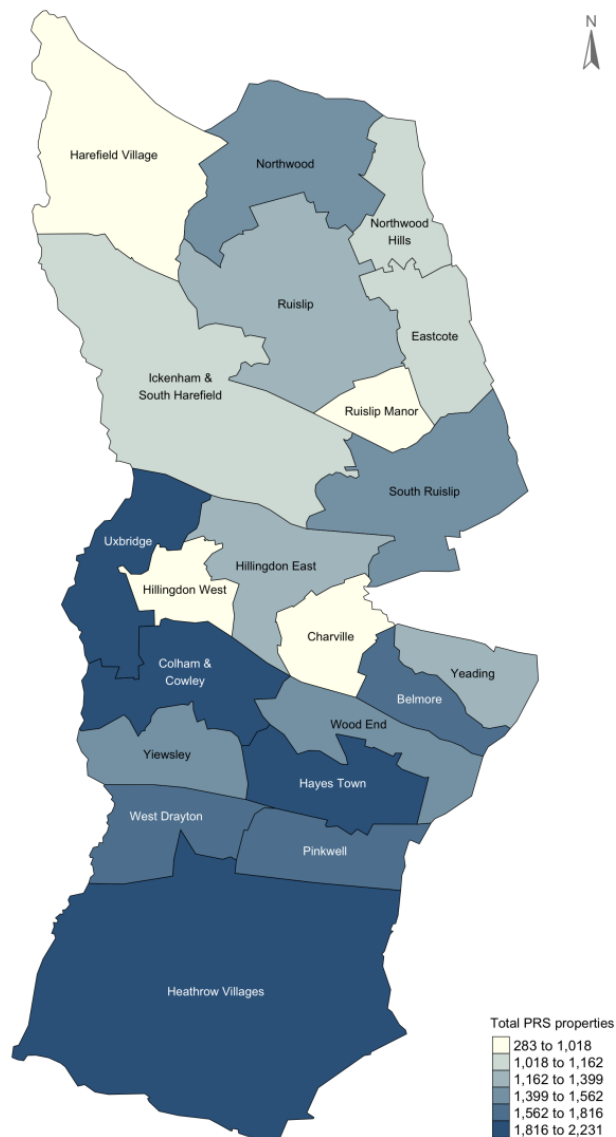


Figure 1 – Distribution of PRS dwellings in Hillingdon by ward, 2025 (source: Ti)

Flats (44%) and Houses (46%) make up the majority of PRS property types while bungalows represent the smallest percentage (2.4%) of PRS dwellings in Hillingdon.

### Hillingdon's Population

According to the 2021 Census, the estimated population of Hillingdon was 305,900, representing an increase of 11.7% compared to the 2011 figure of 273,936. This rate of growth exceeded the average across London. The most recent available data from 2024 indicates a population of 329,185, signifying a total increase of 16.9% between 2011 and 2023.

The median age of the population has seen a shift upwards since 2012, with the latest estimate being 36.3 (2024), this compares to previous ages of 37.1 (2021) and 35.0 (2012).

The 2021 Census data show that in Hillingdon there were 109,229 separate households. These varied from 1-person households to households with 8 or more persons.

In 2021 there were 40,245 households (37% of all households) with dependent children.

## Rent and affordability

One of the major changes to the PRS across London over the last 20 years has been the increase in rents. Private rents vary by area. As this report is concerned with housing conditions and other housing stressors, the average (median) rents for different dwelling types were examined. Overall, Hillingdon average rents are £1,533 (Figure 2).

The overall average in Hillingdon is £1,533, which is lower than the (overall) London average (£2,250), and higher than the (overall) average for England (£1,398). Hillingdon overall rent ranks 29th (of 32) London Boroughs.



Figure 2 - Median monthly rent (£), July 2025 (source: ONS)

## Deprivation

The Indices of Multiple Deprivation (IMD) is a measure of relative deprivation for small areas (Lower Super Output Areas (LSOAs)), based on seven domains of deprivation, including income, crime, living environment and barriers to housing and services.

Overall, the London Borough of Hillingdon is less deprived in comparison to other London Boroughs:

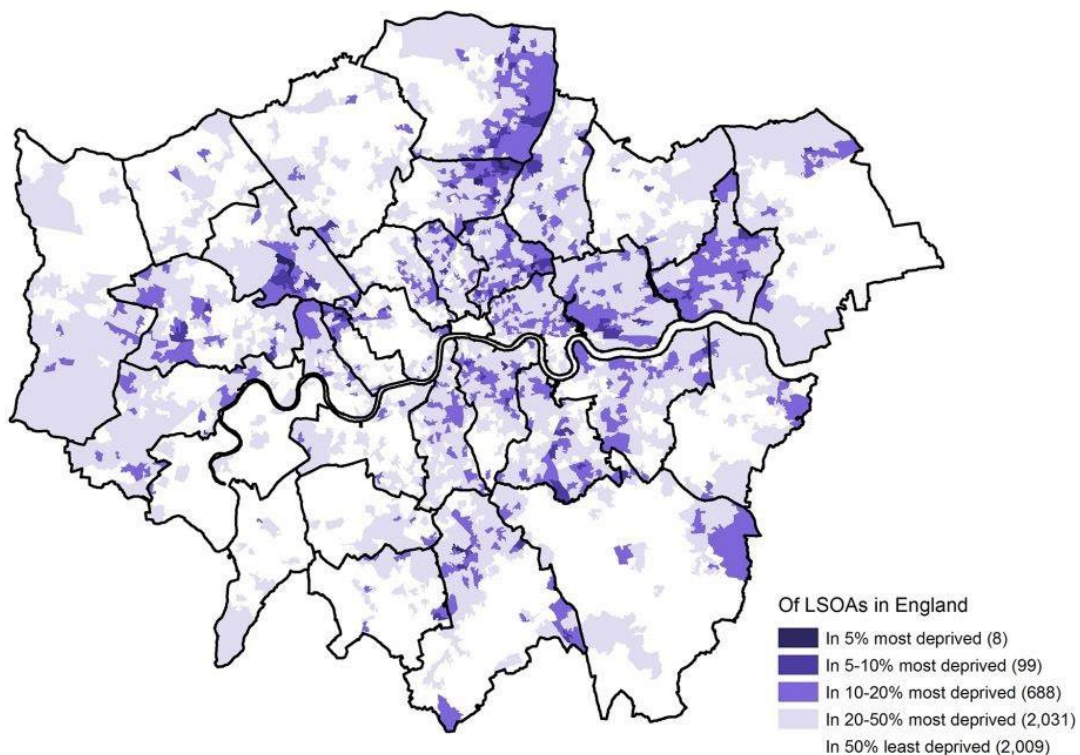


Figure 3 – Deprivation quintiles, London (2019)

The darker shades highlight the most deprived areas. Hillingdon is the 13th least deprived London borough (out of 33). Hillingdon has no LSOAs in the most deprived decile on the overall indices.

## Fuel poverty

Fuel poverty in England is measured using the Low-Income Low Energy Efficiency (LILEE) indicator. Under this indicator, a household is considered to be fuel poor if they are living in a property with a fuel poverty energy efficiency rating of band D or below and when they spend the required amount to heat their home, their disposable income

is below the official poverty line. In general, fuel poverty relates to households that must spend a high proportion of their household income to keep their home at a reasonable temperature. Fuel poverty is affected by three key factors:

- a household's income;
- fuel costs;
- energy consumption (which in turn is affected by the energy efficiency of the property). The fuel poverty score was produced by the Department for Energy Security & Net Zero using 2023 data and published in 2025. Over the coming years these figures are likely to change significantly because of acute fuel price increases during much of 2023/24.

Notwithstanding this, Hillingdon has a lower proportion in fuel poverty (9.1%) than the national average (11.4%), and lower than the London average (9.3%).

Five of the wards in Hillingdon have values above the national average (Table 1).

Table 1 – Percentage of households in fuel poverty (after housing costs) 2023, by ward:

<b>Ward</b>	<b>Fuel Poverty Percent</b>
Hayes Town	13.6
Belmore	13.2
Pinkwell	12.7
Wood End	12.2
Yiewsley	12.1
Charville	10.9
Heathrow Villages	10.1
Colham & Cowley	9.7
Yeading	9.3
Hillingdon East	9.1
West Drayton	9.1
Hillingdon West	8.9
Uxbridge	8.8
Northwood Hills	8.2
South Ruislip	8.2
Ruislip Manor	7.4
Eastcote	7.2
Northwood	7.1
Harefield Villages	6.7
Ruislip	6.6
Ickenham & South Harefield	6.4
Borough Average	9.1

(source: Department for Energy Security & Net Zero)

## Child Poverty

Increasingly in Britain, families with young children are living in HMOs, with whole families sometimes renting a single room in an unlicensed property in what is very likely to be substandard conditions. In Hillingdon 33% of children experience child poverty after housing costs. This is higher than the England rate of 29% and slightly higher than the London rate of 32%. As the cost-of-living crisis continues, it is likely that many households with children will be unable to afford to put the heating on- or incur debts in doing so-, making homes more susceptible to damp, mould and cold. Children aged 14 years or under are at the greatest risk of ill health caused by damp and mould in their homes.

The percentage of children living under the poverty line in each London Borough in the period 2023 – 2024 show that Hillingdon has slightly above average child poverty (33%):

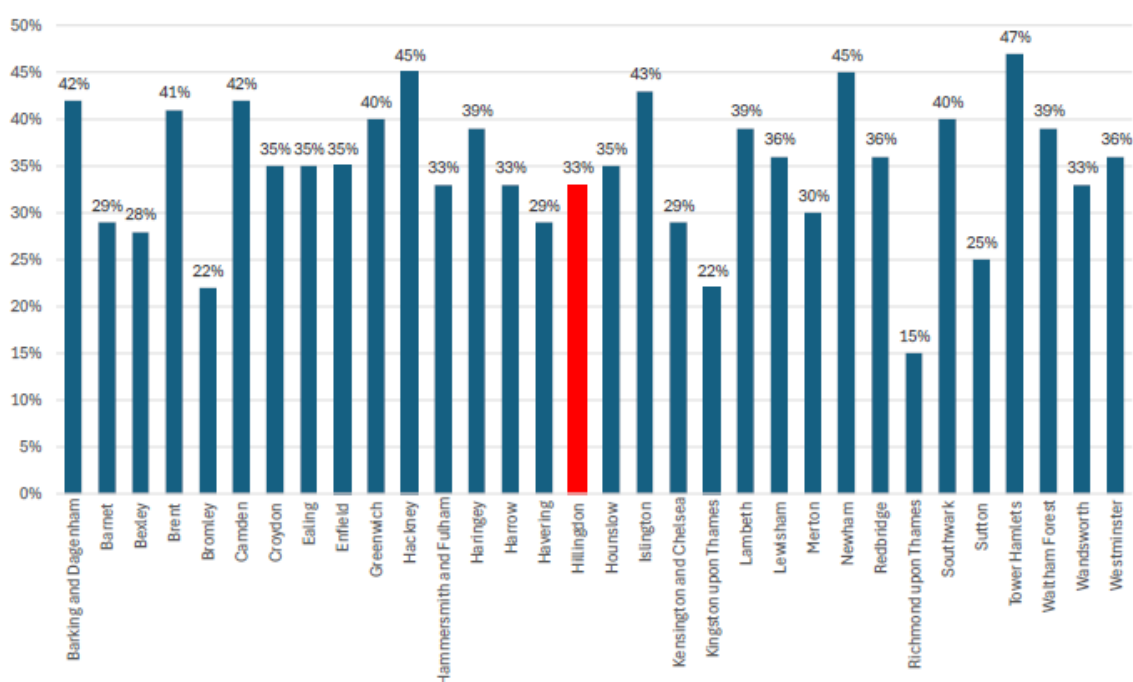


Figure 4 - Percentage of children living in poverty (after housing costs) across London Boroughs 2022-2023 (Source: Trust for London 2025).

Hillingdon ranks 20th (out of 32) in terms of child poverty across the London Boroughs.

## **Poor energy efficiency**

Hillingdon has 2,667 PRS properties with EPC records that are E, F, & G rated. This represents 9.69% of PRS properties for which there are EPC ratings in Hillingdon. EPC ratings E, F, & G represent properties with the least energy efficiency.

The Minimum Energy Efficiency Standard (MEES) came into force in England and Wales on 1 April 2018. The regulation applies to PRS properties and mandates that all dwellings must have an EPC rating of E and above to be compliant. It has been calculated using the matched addresses that 0.79% (217) of PRS properties in Hillingdon have F and G rating. It is possible that these properties have been excluded from the MEES regulation requirements on technical grounds.

## **Housing conditions**

Hillingdon Council uses a range of interventions to improve standards in the HMO sector, including regulation and enforcement. These include using the Housing Act 2004, the Housing and Planning Act 2016, and other public protection legislation to serve statutory notices, impose civil penalties and, in the most serious cases, take prosecution action. Interventions can be a result of a complaint being made by a tenant about their accommodation or as a result of a proactive inspection by the council.

Under the HHSRS, category 1 hazards are the most serious housing hazards and may result in the immediate risk to a person's health and safety. A significant category 2 hazard, although less serious or less urgent, can still be regarded as placing the occupiers' health, safety and welfare at risk. Following a formal HHSRS inspection, if a local authority identifies a category 1 hazard, they are required to serve a statutory notice compelling landlords to improve property conditions.

The recent review of Hillingdon's housing stock has provided insights about the presence and distribution of a range of housing factors in the borough. This was developed independently by Metastreet Ltd who implemented a stock-modelling approach based on metadata and machine learning to provide insights about the prevalence and distribution of a range of housing factors. This approach has been used by several councils to understand their housing stock and relationships with key social, environmental, and economic stressors.

In 2024, 10% of private rented dwellings in England had at least one Category 1 hazard; this was a higher proportion than the average for the total housing stock (7%), and significantly higher than owner occupied dwellings (8%) or social rented dwellings (4%). Furthermore, the private rented sector had the highest proportion of non-decent homes (21%).

Our evidence indicates that there are 4,157 PRS properties (including HMOs) with at least one serious home hazard in Hillingdon (figure 5) and these are distributed across

the whole borough. This represents 14.3% of the PRS stock, which is higher than the national average (10%).

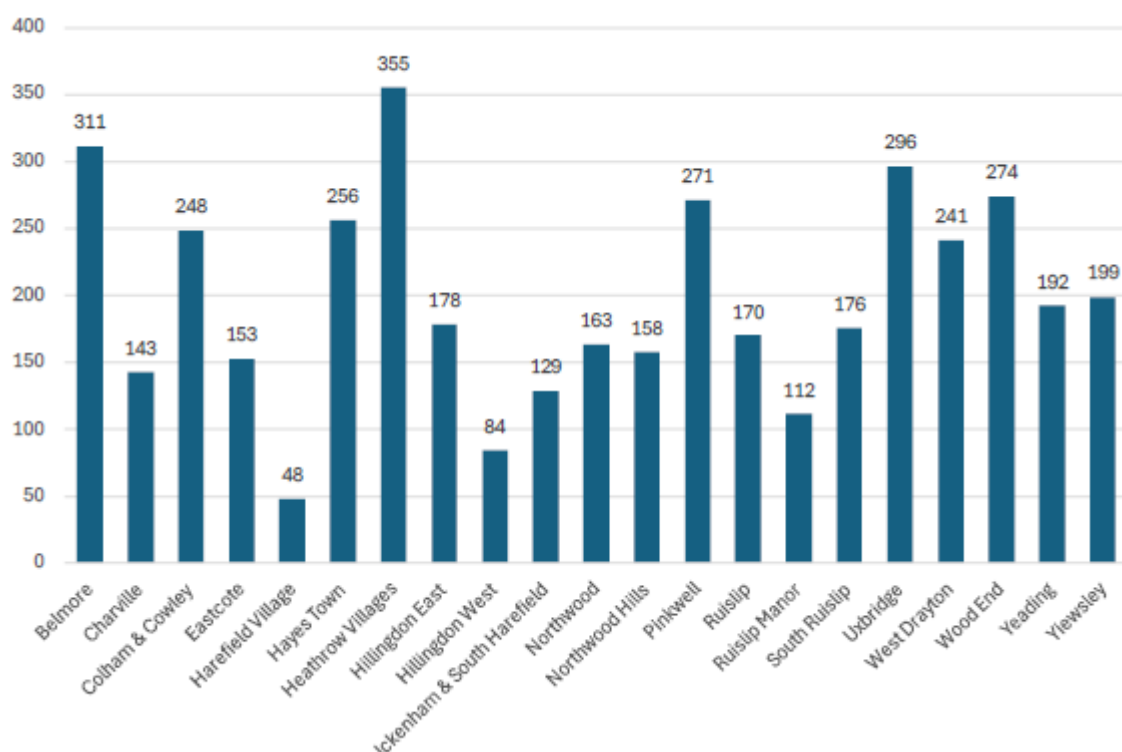


Figure 5 - PRS properties with serious hazards (HHSRS A-D) across Hillingdon 2025 (source: Ti).

The highest number (355) of PRS properties with serious hazards are in Heathrow Villages, whilst the lowest number (48) are in Harefield Village.

## Antisocial Behaviour

ASB incidents (noise & waste) linked to PRS properties include domestic noise (music, alarms and parties) and waste (e.g. accumulation of household waste in gardens, pavements or communal areas, fly-tipping by tenants or failure to dispose of bins properly). ASB (noise and waste) is linked to private rented properties across wards in Hillingdon. Over a five-year period from April 2020 to March 2025 7,240 incidents of ASB were recorded, a rate of 24.9 per 100 PRS dwellings. Belmore (688) had the highest numbers of recorded ASB incidents at PRS, whilst Harefield Village (70) had the lowest.

Wards in the south of the borough reported higher number of incidents:

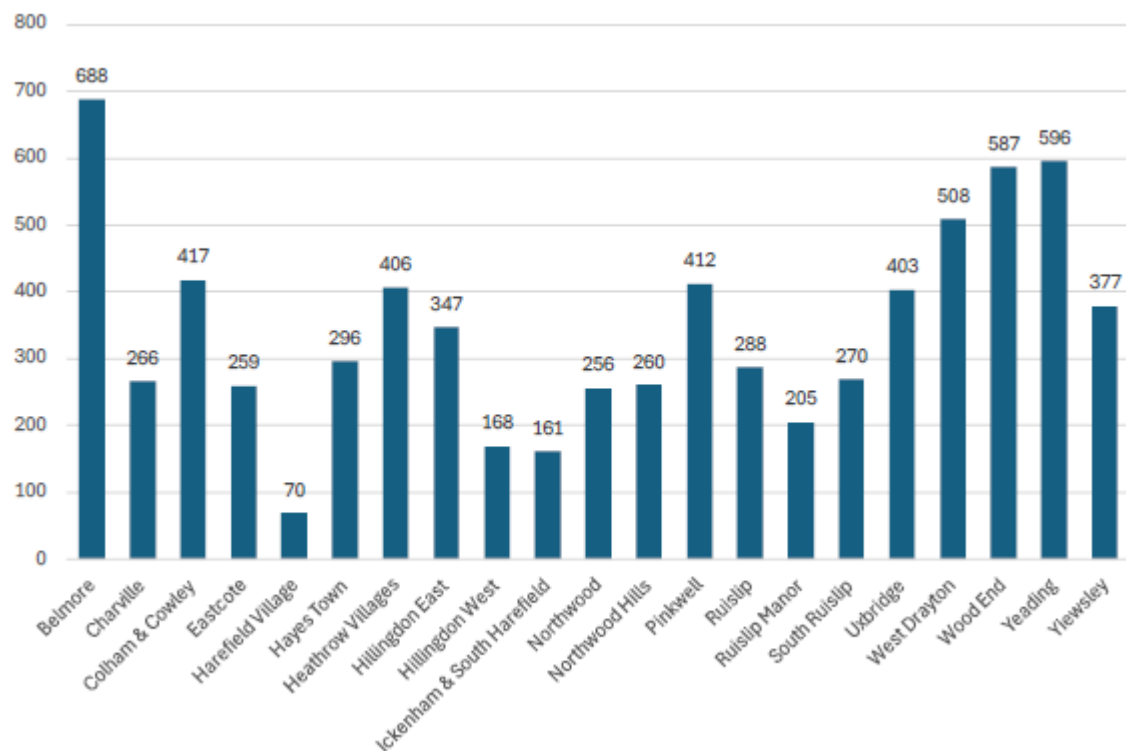


Figure 6 – Anti-Social Behaviour incidents at PRS dwellings, by ward April 2020 to March 2025 (source: Ti)

Fly-tipping was the most prevalent category during the period April 2020 – March 2025 (34%). Other notable categories include Graffiti (12.2%), Abandoned Vehicle (11.7%), and Music noise (7.1%). The various noise categories combine to account for 15% of incidents.

## DISTRIBUTION OF HMOS IN HILLINGDON

At the time of modelling there were 666 licensed HMOs across Hillingdon however the predictive modelling indicates that there is likely to be a high proportion of unlicensed HMOs across the borough with variation between wards with Uxbridge ward recording the highest number of HMOs. The figures indicate a total estimated HMO population of 2,537 properties representing 8% of properties. This represents 26% of the potential number of HMO licences across Hillingdon, implying that there are 1,871 hidden HMOs in Hillingdon.

Uxbridge (98) had the most licensed properties whilst the lowest number was in Northwood (0). Northwood has the highest percentage of hidden HMO (100%), whilst the lowest is in Heathrow Villages (49%).

When considering compliance rates, most wards have high proportions of HMOs that are likely to be unlicensed (over 50%), with wards in the north of the borough showing higher non-compliance rates:

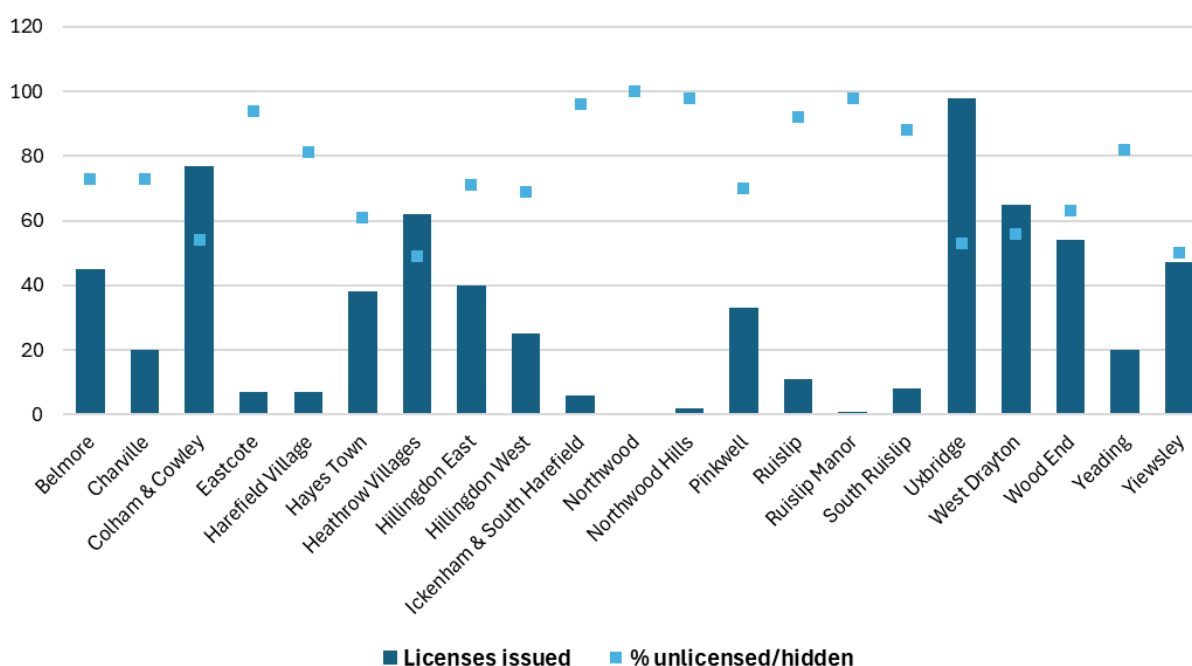


Figure 7 – HMO licences issued, and percentage unlicensed/hidden by ward, 2025 (source: Ti).

HMO properties in Hillingdon can be divided into two main categories:

- Licensed HMOs – where occupants share basic amenities such as kitchens and bathrooms. There are currently 666 licensed properties in this category.
- Predicted or unlicensed (“hidden”) HMOs. These properties also share basic amenities (Housing Act 2004, Section 254) but are not currently licensed.

These hidden HMO share basic amenities but have not been licensed under either Mandatory or Additional licensing powers. It is assumed that this group of properties is inhabited by three or more occupiers, residing in two or more distinct households, and sharing common amenities like a kitchen or bathroom.

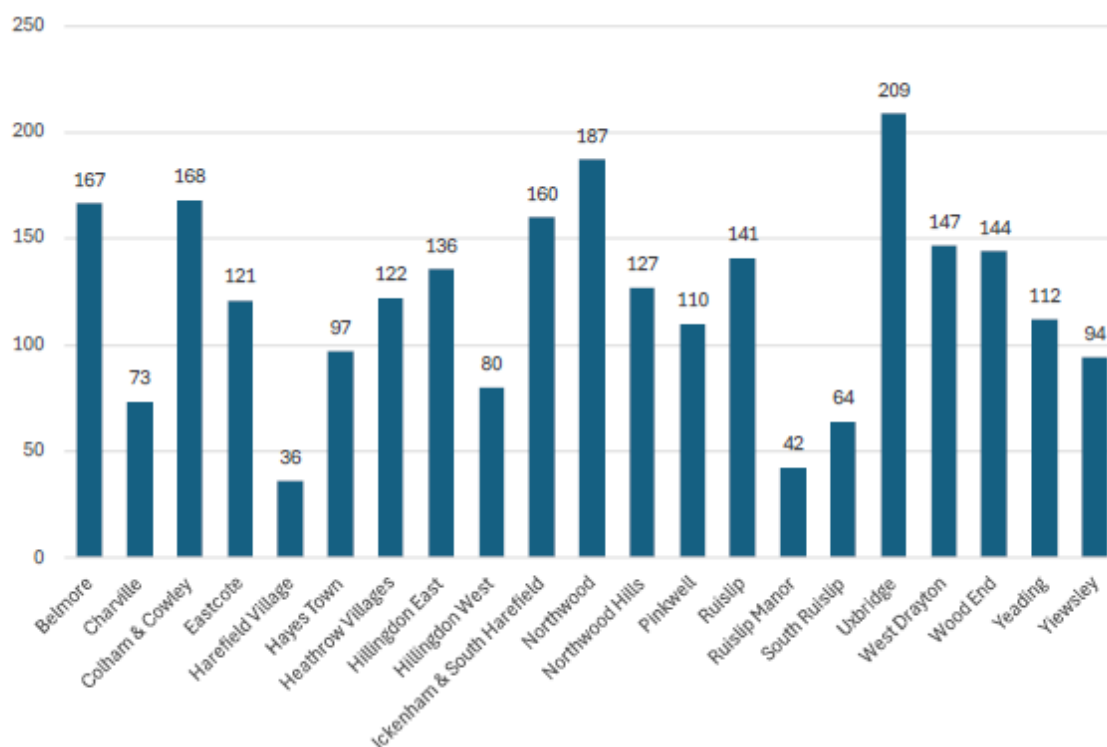


Figure 8 – number of all HMO properties (known and predicted/hidden), by ward 2025 (source: Ti).

## PROPERTY LICENSING SCHEMES

### What is property licensing?

Where the relevant legal test is met, property licensing allows the Council to regulate private rented properties in their area by issuing a licence to the person responsible for the property, usually the landlord. The aim of such schemes is to improve the private rented market by ensuring that the licence holder is a 'fit and proper' person to hold the licence and that the property is of a decent standard for a landlord to rent out. Licences come with conditions that relate to the use and management of the property. Some of these conditions are mandated by Government; however, the Council has scope to add its own conditions that are tailored to dealing with specific problems in the designation relating to the private rented sector. The Housing Act 2004 sets out

three types of property licensing schemes and prescribes how the Council can implement them.

### **Mandatory HMO licensing**

Under Part 2 of the 2004 Act, HMOs falling within a prescribed, statutory description must be licensed in order that they can legally be let. Most HMOs occupied by five or more persons living in two or more households, and where those persons share (or lack) facilities, such as kitchens/bathrooms/WCs, fall within the scope of mandatory HMO licensing. All local authorities in England must operate a mandatory HMO licensing scheme.

### **Additional HMO licensing (discretionary)**

Part 2 of the Housing Act 2004 also allows local authorities to designate areas as being subject to an additional licensing scheme. A licence is required for most HMOs, in that area, which are not already subject to mandatory HMO licensing, and are occupied by three or four persons living in two or more households, and where those persons share (or lack) facilities, such as kitchens/bathrooms/WCs. Additional licensing can also include properties converted into flats known as section 257 HMOs. These are buildings which have been converted into and consist entirely of self-contained flats where less than two thirds of the flats are owner-occupied, and the conversion into flats did not comply with the appropriate building regulations. In order to make an additional licensing scheme, the local authority must consider that a significant proportion of the HMOs in the area are being managed ineffectively, so as to give rise to one or more particular problems, either for those occupying the HMOs or for the public. A proposed additional licensing scheme forms part of this consultation and the Council welcomes feedback regarding the proposals.

### **Selective licensing (discretionary)**

Under Part 3 of the Housing Act 2004, local authorities may also designate an area as subject to selective licensing, requiring those managing or having control of other privately rented accommodation that does not have to be licensed under other licensing schemes, to obtain a licence to let their property. This includes, but is not necessarily limited to, properties rented to either an individual, a single family or two unrelated sharers. In order to designate an area as a selective licensing area, the local authority must be satisfied that certain, prescribed conditions are met. In summary, the designated area must be experiencing one or more of the following:

- a) low housing demand (or likely low housing demand in the future);
- b) a significant and persistent problem caused by ASB;

- c) poor housing conditions;
- d) high levels of migration;
- e) high levels of deprivation; and/or f) high levels of crime.

In addition, with regard to criteria c) to f) above, the designated area must have a high proportion of property in the private rented sector (PRS).

### **What are the benefits of property licensing schemes?**

<b>Benefit</b>	<b>Description</b>
Improved Housing Standards	Ensures properties meet minimum safety, repair, and amenity standards.
Tenant Protection	Helps safeguard tenants from exploitation and poor living conditions.
Accountability of Landlords	Encourages responsible management and maintenance of rental properties.
Better Regulation & Oversight	Enables local authorities to monitor and enforce housing regulations.
Reduction in Anti-social Behaviour	Licensing can include conditions to reduce noise, waste, and nuisance issues.
Data Collection & Planning	Helps councils gather data for housing strategy and resource allocation.
Revenue for Enforcement	Licensing fees fund inspections and enforcement activities.
Community Improvement	Promotes safer, cleaner, and more stable neighbourhoods.

### **Working with and supporting good landlords and agents**

We recognise that the majority of landlords in the borough are both responsible and cooperative. We have taken a more educational approach seeking to work with landlords and bring about compliance through informal means. We have particularly encouraged landlords to become accredited to increase their professionalism in managing their properties. Through accreditation, landlords are able to achieve a level of knowledge and competence before letting a home, which is key to raising standards in the PRS. As of April 2025, Hillingdon had 1,968 landlords accredited to the London Landlords Accreditation Scheme (LLAS). Detailed guidance for landlords on their legal obligations and responsibilities has been produced and made available online. Through the licensing schemes, a database of more than 10,000 landlords and agents operating in Hillingdon has been compiled, supporting better communication and engagement with the sector.

## **Supporting private rented sector tenants**

In promoting tenants' rights and responsibilities, tenants' awareness of the minimum standards to be expected in rented accommodation can dramatically be increased. Tenants have been encouraged to report landlords who have not licensed their properties or who do not comply with licensing conditions. In the 5-year period, October 2019 to September 2024, the Council has received approximately 1,900 service requests from tenants in PRS dwellings across Hillingdon, resulting in significant interventions and property improvements. It is clear from running the mandatory HMO and the discretionary licensing schemes, that licensing allows the Council to work proactively with landlords and tenants. Licensing provides clear conditions for landlords to comply with, promotes an improvement in property conditions and enables ASB to be minimised through better, more effective management. Licence conditions can be enforced against much more effectively and quickly than using other powers available to the Council, such as Part 1 of the Housing Act (2004). Formal action under Part 1 is generally a slow process, with appeals allowed for most types of notices, which can significantly delay the time period for compliance. Whilst the mandatory HMO and discretionary licence schemes have enabled the Council to begin to make some progress in raising standards in the PRS, there is still much more to do.

## **WORKING IN PARTNERSHIP TO IMPROVE THE PRS**

### **Landlord Incentive Programme**

Hillingdon Council launched the Landlord Incentive Programme to increase the supply of safe, affordable housing by partnering with private landlords. Through this scheme, landlords receive generous financial incentives based on property type and condition. All participating properties must meet strict safety and quality standards, including valid certificates and Council inspections. Landlords retain flexibility to manage tenancies while benefiting from reduced void periods and reliable income. The Council supports landlords with training opportunities via the London Landlord Accreditation Scheme (LLAS). Grants are also available for property improvements in exchange for nomination rights. This partnership model has helped improve housing conditions and reduce homelessness across the borough. It demonstrates how collaborative working can raise standards in the PRS while supporting both landlords and vulnerable tenants.

## **PROPOSALS FOR AN ADDITIONAL HMO LICENSING SCHEME**

### **Criteria that must be considered before designating an additional HMO licensing scheme**

To introduce an additional HMO licensing scheme the council must be satisfied that:

- a significant proportion of the HMOs are being poorly managed and are giving rise, or likely to give rise, to problems affecting the occupiers or members of the public
- a decision to implement an additional HMO licensing scheme must be consistent with the council's housing strategy
- it is part of a coordinated approach for dealing with homelessness, empty homes and other related policies
- there are no other courses of action that might provide an effective remedy and that introduction of a licensing scheme will significantly assist in dealing with the problem.

Local authorities can designate an Additional HMO Licensing Scheme in their area, provided there is a minimum 10-week consultation period. Consultation should be with those likely to be affected by any designation, and any representations made must be given due consideration.

### **What the Council is proposing**

In order to obtain a greater understanding of the HMO tenure in Hillingdon, the council worked with internal and external agencies to review multiple intelligence sources relating to the housing stock in the borough, with a focus on the following key areas:

- Distribution of HMO properties
- Housing conditions of HMOs
- HMO related stressors, including ASB and service demand
- Quality of management of HMOs, including regulation and enforcement.

The evidence base demonstrates that the criteria for a borough-wide additional licensing scheme is met in that a significant proportion of the borough's HMOs are being poorly managed and are giving rise, or are likely to give rise, to problems affecting their occupiers or members of the public. The HMO sector in Hillingdon is affected by poor housing conditions and incidences of repeat ASB, which are worsened by other issues such as overcrowding and poverty.

Whilst we have made good progress in identifying and improving mandatory HMOs, there is more to be done as our evidence shows that a significant proportion of HMOs in the borough are being managed ineffectively, proven by the cumulative presence of serious housing hazards and/or significant and persistent ASB.

We are therefore proposing to introduce an additional HMO licensing scheme that will apply to all wards in the borough. The evidence clearly demonstrates that HMOs with poor housing conditions, inadequate management, and repeat ASB incidents are not confined to a single ward or cluster but are distributed across all 21 wards in Hillingdon. Predictive modelling shows that approximately 74% of HMOs are likely to be unlicensed, with high non-compliance rates even in wards with lower concentrations of PRS properties. Applying the scheme borough-wide ensures consistency, fairness, and avoids displacement of rogue landlords to unregulated areas. A targeted or ward-specific scheme would fail to capture the full scale of the problem and undermine the Council's ability to deliver strategic improvements across the sector. The borough-wide approach is therefore essential to achieving the scheme's objectives and aligns with the Council's housing strategy and wider priorities.

Subject to consultation and approval, the scheme will come into force in early 2026 and last for five years.

An additional HMO licence will be required for properties that are:

- HMOs rented to three or more occupiers in two or more households that share (or lack) toilet, washing and cooking facilities.
- This excludes HMOs that require a mandatory HMO licence.
- This includes multiple-occupied flats in purpose-built blocks (with over two flats) where more than three people live in the flat. The proposed additional HMO scheme will not apply to certain converted flats or blocks, known as Section 257 HMOs.

### **What is the evidence to support the Council's proposals to implement an additional HMO scheme?**

- Numbers and type of HMO as a subset of the private rented sector
- Hillingdon has HMOs (known and predicted) distributed across all 21 wards

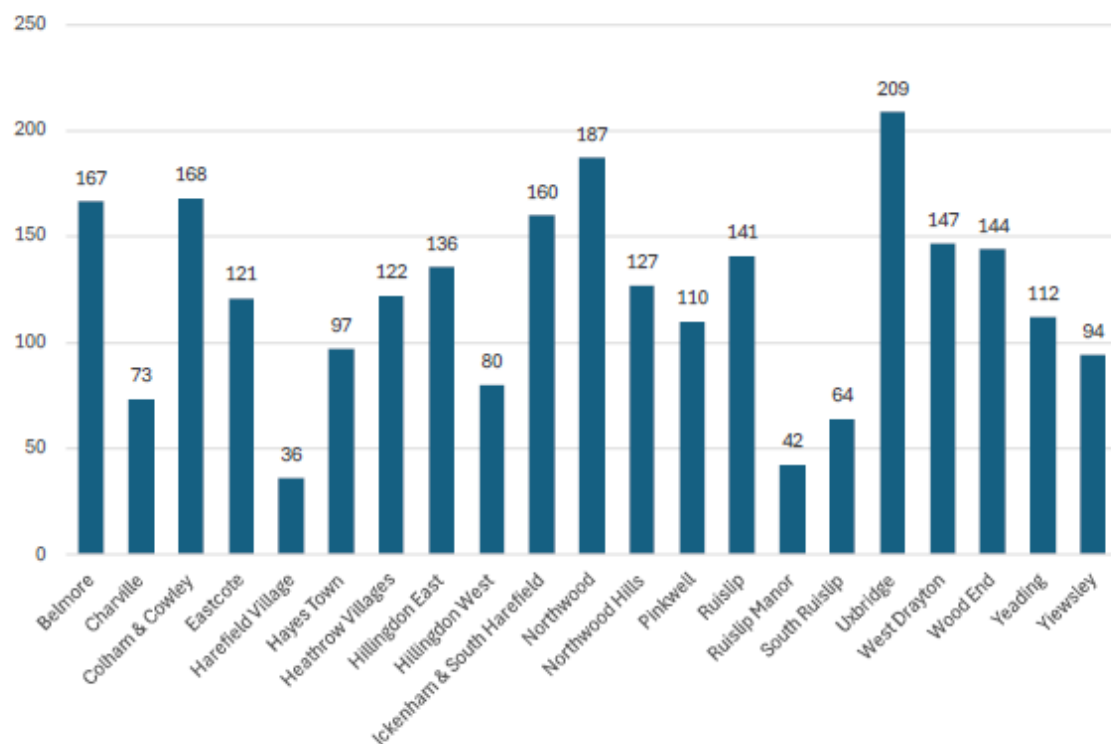


Figure 9 – Number of all HMO properties (known and predicted/hidden) by ward, 2025 (source: Ti)

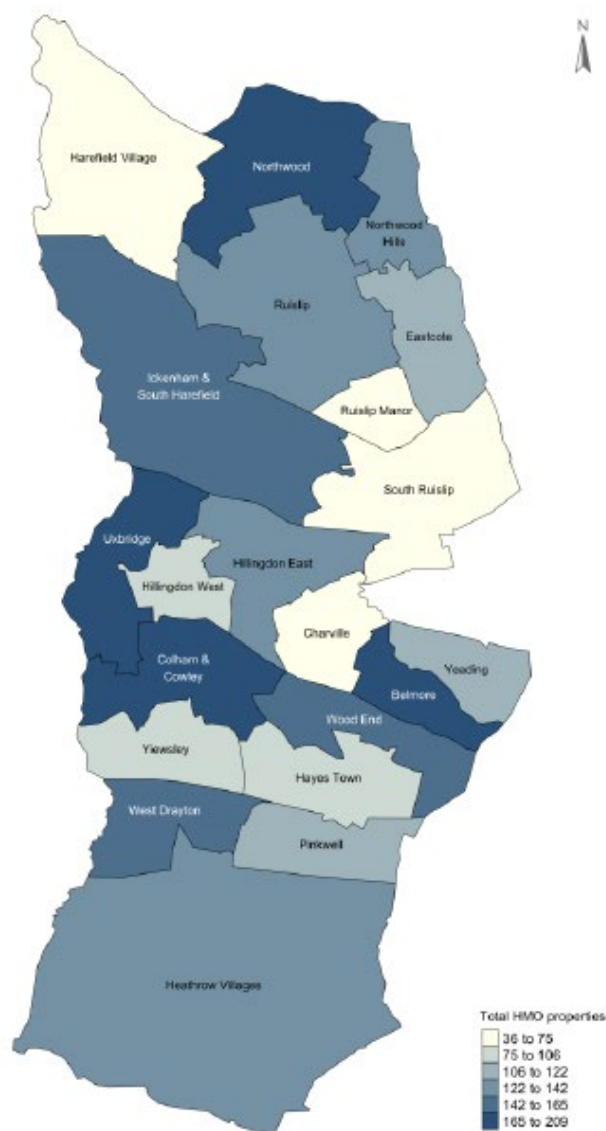


Figure 10 – distribution of all HMO properties (known and predicted/hidden) by ward, 2025 (source: Metastreet)

## HMOs & Housing Conditions

Poor housing conditions are prevalent in Hillingdon's HMOs.

The recent review of Hillingdon's HMO stock has provided insights about the predicted presence and distribution of a range of housing factors in HMOs in the borough. HMOs can exhibit some of the worst housing conditions of any tenure if poorly managed. The main finding is that poor housing conditions are likely to be widespread in HMOs across the borough and the evidence shows that 762 HMOs in Hillingdon are predicted to have serious hazards. This represents 30.1% of all HMOs in Hillingdon and is three times the national average of 10%.

Under the HHSRS, category 1 hazards are the most serious housing hazards and may result in the immediate risk to a person's health and safety. A significant category 2 hazard, although less serious or less urgent, can still be regarded as placing the occupiers' health, safety and welfare at risk.

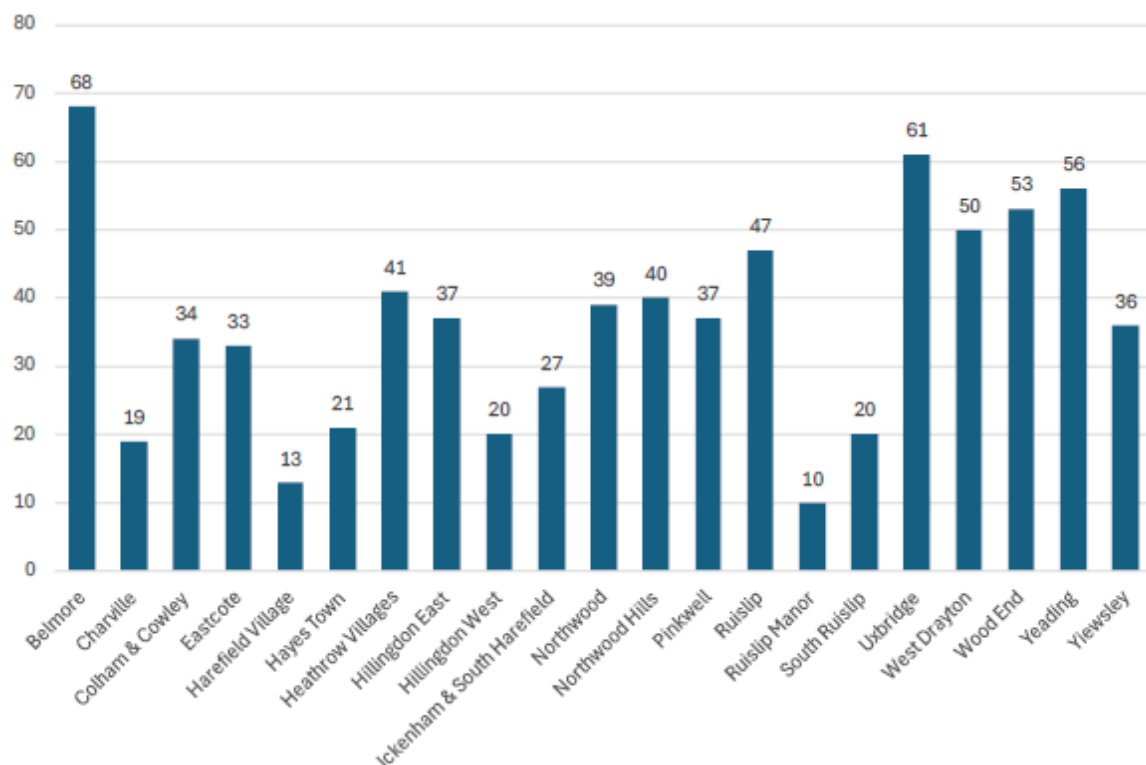


Figure 11 – HMO properties (known and predicted/hidden) with serious hazards (HHSRS A-D) by ward, 2025 (source: Ti).

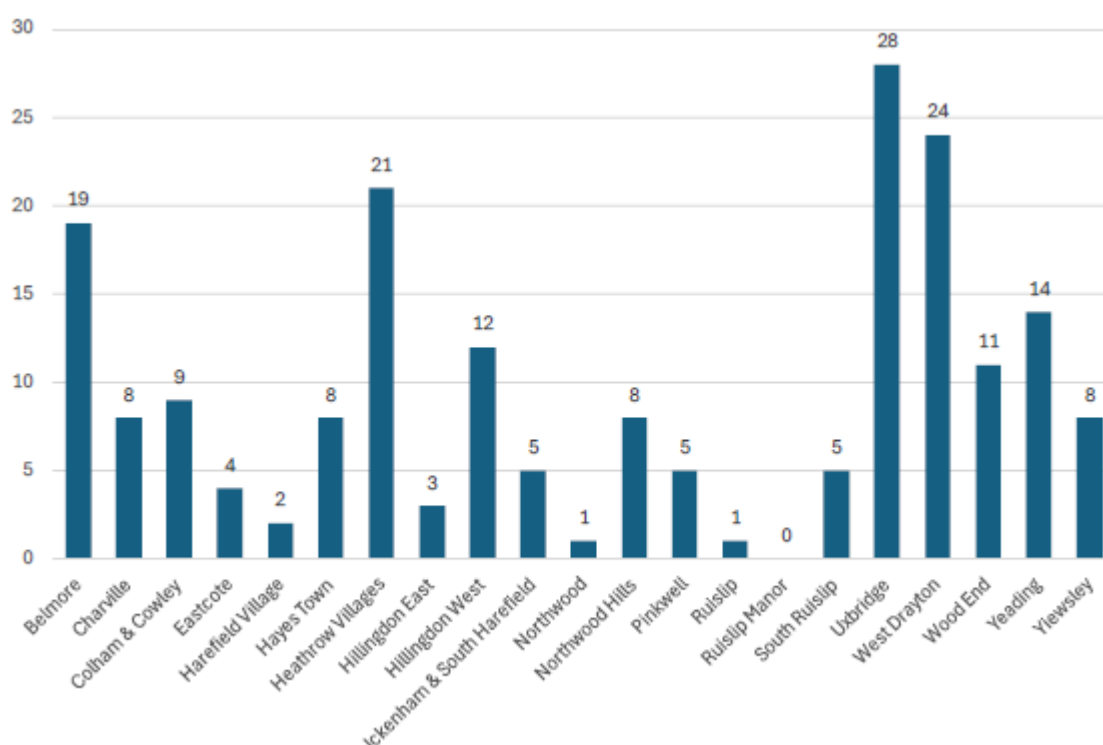


Figure 12 – complaints at HMOs (known and predicted/hidden) by ward, April 2020 – March 2025 (source: Ti).

## HMOs and ASB

Complaints made by tenants and others to Hillingdon Council about poor property conditions and inadequate property management are a direct indicator of low quality and poorly managed HMOs. HMOs with complaints linked to them are distributed across all wards, with Belmore and Yeading having the highest levels.

The evidence shows that there is a connection between HMOs and poor waste management. Over a five-year period, 3,396 ASB incidents (noise and waste) have been linked to HMOs in Hillingdon. Repeat incidences of ASB (two or more ASB investigations linked to one dwelling) in HMOs indicate that some landlords are failing to take appropriate action to address issues of ASB when it first occurs and is a direct indicator of poor management.

While the Council already deploys a range of enforcement tools to tackle anti-social behaviour (ASB) and waste-related issues — including statutory notices, civil penalties, and partnership working with police and environmental services — these methods are largely reactive and dependent on tenant complaints. Licensing provides a proactive framework that places a legal duty on landlords to manage ASB and waste effectively. Through licence conditions, landlords are required to provide adequate waste facilities, respond promptly to noise complaints, and take reasonable steps to prevent repeat ASB incidents. This shifts responsibility from enforcement alone to

prevention and accountability, ensuring that poor management practices are addressed before they escalate. The licensing regime therefore complements existing enforcement powers by enabling earlier intervention, clearer expectations, and faster resolution of issues that impact tenants and the wider community. All property licences contain a condition that the holder must provide adequately sized bins and sufficient recycling containers for the occupiers.

### HMOs with at least one ASB incident by ward (HSCR 2024)

Repeat incidences of ASB (two or more ASB investigations linked to one dwelling) in HMOs indicate that some landlords are failing to take appropriate action to address issues of ASB when it first occurs and is a direct indicator of poor management. Repeat ASB in HMOs is evident within the majority of wards in Hillingdon.

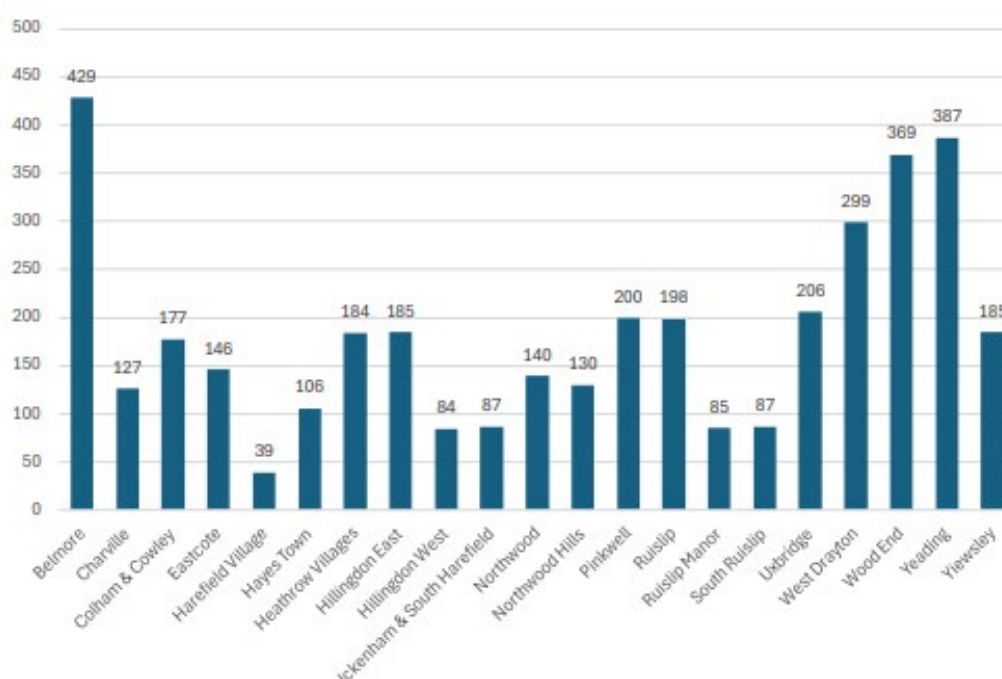


Figure 13 – Total ASB incidents linked to HMOs (known and hidden/predicted) by ward, April 2020 – March 2025 (source: Ti).

The evidence demonstrates a link between HMOs and poor housing conditions, poor management and ASB. As the PRS continues to grow, with an increasing use of multi-occupied properties, more residents are negatively impacted by these conditions. Poorly managed HMOs not only place extra demands on the Council, but they also create problems for their tenants and the surrounding community. It is vital that all HMOs meet an adequate standard, are effectively managed and offer a safe home to their occupants. By introducing an additional HMO licensing scheme, the Council will be able to regulate HMOs that do not already require a mandatory licence. This will

enable us to continue improving conditions in this important sector and tackle the identified problems.

### **Addressing poor conditions and management standards through licensing**

The proposed additional HMO licensing designations would allow the Council to bring about a significant improvement to property conditions and property management in the area during the life of the scheme, reducing incidences of serious housing hazards within the borough.

As demonstrated, our evidence shows that a high proportion of PRS properties in the proposed additional licensing designation area are predicted to have unacceptably high levels of serious hazards. The Council believes it is necessary to inspect a large number of these properties to accurately identify the type and severity of hazards present. If any hazards are found, the Council will take the required enforcement actions to rectify them.

Our evidence also shows that a high proportion of additional HMOs in the borough are being managed ineffectively, proven by the cumulative presence of serious housing hazards and significant and persistent ASB. Through these licensing regimes and the granting of licences, standard licence conditions would be imposed that require licence holders to manage their properties proactively and to take reasonable action to address any identified problems.

We will ensure that properties identified as 'high risk' are prioritised for inspection by officers to check for hazards and compliance with the licence conditions. This will allow the Council to take enforcement action (under Part 1 of the Housing Act), where necessary, to improve conditions. The licensing inspection regime will also enable us to identify tenants on low incomes who are living in homes with an E, F or G EPC rating and those who may be affected by fuel poverty. Tenants will be referred to the appropriate services to ensure they receive the available support, and landlords will be advised accordingly. For those whose properties fall below the legal requirement and who ignore the advice and support of the Council, the Private Sector Housing team will work to bring them into compliance. Licensing also gives the Council further powers to reduce ASB in the PRS.

Without licensing the Council is only able to take action against tenants for ASB, as opposed to licensing, which places a duty on landlords to manage ASB in their properties as well. Landlords will receive guidance and advice on managing tenants involved in ASB, particularly in cases of serious ASB requiring formal court action. The Council will expect property management issues identified during an inspection to be resolved within a reasonable period, depending on the severity of the issue. Improvement notices, overcrowding notices and prohibition orders are formal notices that may be issued to bring about improvements in properties.

Landlords who fail to license their properties could also receive a civil penalty or may be prosecuted. We will also continue to collaborate with the local Police, the London Fire Brigade and other Council departments to identify properties that need improvement. The Council will proactively work with landlords to address poor housing conditions and poor property management and help them to comply with the licence conditions in the borough. We will provide information and guidance on managing properties via the Council's web site and through forums (either in person or online). We will use licensing to empower tenants by educating them on the standards that they should expect from their rented accommodation, their rights and how to access Council services that can support them if needed.

## **Exemptions**

While the proposed scheme would extend regulation to a wider range of Houses in Multiple Occupation (HMOs), certain exemptions mean that some properties would not require an additional HMO licence, even if they meet the general occupancy and shared-amenity criteria.

Key exemptions include:

- Buildings managed by public sector bodies, such as local authorities, police forces, or health services.
- Properties managed by housing associations registered with the Regulator of Social Housing.
- Buildings occupied entirely by students, where the accommodation is owned or managed by an educational institution and subject to an approved code of practice.
- Properties occupied by an owner and up to two lodgers (which are not classified as HMOs under the Housing Act 2004).
- Buildings already subject to mandatory HMO licensing (i.e. those with five or more occupiers forming two or more households).
- Certain converted buildings (Section 257 HMOs),

Schedule 14 of the Housing Act 2004 sets out the full list of building categories that are exempt from HMO licensing requirements. A full list of exemptions can be found on the Housing Act 2004 on the link below.

<https://www.legislation.gov.uk/ukpga/2004/34/schedule/14>

## **Proposed licensing scheme conditions**

There are two types of conditions that can be applied to an additional licensing scheme: mandatory and discretionary. The mandatory conditions are required by law (Schedule 4 of the Housing Act 2004) and must be included in a licence.

The conditions that the Council proposes to include in licences granted under the additional HMO schemes can be seen in Appendix 2 and the documents downloadable from the consultation web page. Each set of proposed licence conditions includes, for ease of reference, both mandatory conditions that the Council is obliged to include under statute, and discretionary conditions that we propose to include in licences granted in Hillingdon. As part of the consultation process, respondents are able to give us their views about the proposed discretionary conditions for the additional licensing schemes. Please note, the proposed licence conditions represent the conditions that the Council would normally impose in respect of a licence granted on application for an additional licence. However, the Council may impose alternative (bespoke) conditions, where necessary and appropriate, on an individual case basis.

## **Proposed licensing scheme fees**

### **Fee proposal**

Licence applicants will be required to pay a fee for each property that needs a licence. The HMO licensing fees are set to cover the cost of administering the licensing scheme functions (administration and enforcement). The proposed additional HMO licence fee is £1,401 per property. Licences will be granted for the duration of the scheme (up to 5 years) unless we have concerns about the management, use, condition or occupation of the property, in which case we may decide it is necessary to issue a licence for a reduced duration in certain circumstances, including:

- Where there is a history of non-compliance
- The property has been identified as a result of a complaint, and is unlicensed
- Where conditions are attached to the licence requiring its regular review
- The applicant is not able to demonstrate they will maintain full control over the property for five years
- Where the licence holder and/or agent presents a cause for concern.
- The property's planning status is under question

Where we take enforcement action, the licence may be revoked or varied to a shorter term. Licences are not transferable. If a person wants to become the new licence holder for a property, they must apply for a new licence and pay a new licence fee. Full payment must be received and cleared before a licence is issued. Further information is available in the proposed schedule of fees, charges and discounts, attached as Appendix 3. These fees form part of the consultation, and the Council welcomes any views on them.

## Fee split

By law, the fee must be levied in two parts. Part A will be payable on submission of the application and will cover the cost of processing and the administration in determining the eligibility of the application. Should the application be refused or rejected by the council or withdrawn by the applicant this first Part A payment will not be refunded. Part B will be payable once the application has been assessed and the decision is made to grant the licence. This will cover the administration, management, and enforcement of the licensing functions for the scheme. In the event that we decide to refuse a licence application, only the Part A fee will be payable.

## How the fees are calculated

The proposed fees have been calculated on the basis that the schemes will be cost-neutral to the Council and will not generate a profit. Licence fees cover our costs of administering the schemes and meeting the scheme objectives that are set out below. A significant proportion of the licence fee income will meet the necessary staffing costs to deliver the scheme outcomes, but the fees will also meet other running costs, such as IT expenditure, with appropriate allowances made for inflationary increases during the life of the scheme. The proposed fees are underpinned by assumptions about the level of income the fees will generate, based upon the number of properties that we expect to be licensed during the life of the schemes and the numbers of those properties that we expect to be eligible for discounts.

## Fee comparisons

The table below shows how the proposed fee compares with the published fee structures for some other London Boroughs with similar schemes.

Local Authority	Additional Licence Fee
LB Hillingdon (Proposed fee)	£1401
LB Ealing	£1300 plus £50 per habitable room
LB Hounslow	£1550
LB Westminster	£1450
LB Brent	£1040
LB Enfield	£1450
LB Lambeth	£1518
LB Redbridge	£1698 - £1800
LB Newham	£1250
LB Wandsworth	£1450

## Other Options Analysis

We have considered other courses of action, or alternatives to the licensing proposals. But we do not believe that they provide an effective means of tackling poor housing conditions and repeat ASB in the borough.

Option	Description	Council's Assessment	Legal Risks if Not Implemented
Do Nothing	Maintain current arrangements without introducing additional licensing.	Not effective. Would leave the Council reliant on tenant complaints and reactive action.	Failure to meet duties under Housing Act 2004 to proactively address Category 1 hazards, risk of breaching duty to inspect within 5 years.
Rely on Existing Enforcement Powers	Use existing powers under Part 1 of the Housing Act 2004 to address issues.	Considered slow and less proactive. Enforcement is delayed due to appeals and legal processes. The powers do not place any obligation on landlords to be proactive in improving conditions. Formal action is generally slow, with appeal provisions against most types of notices served, which can significantly delay the time period for compliance. Work in default can be effective, but it is expensive and time-consuming to the council, with the risk that not all costs are recovered. Successful prosecutions and civil penalties do not in themselves secure improvements in property conditions and the council's costs in pursuing legal action are often not met in full.	Enforcement under Part 1 must be separate from licensing; delays may breach statutory timelines.

Voluntary Accreditation Schemes	Encourage landlords to join schemes like LLAS to improve standards.	Helpful but limited reach. Many landlords do not participate, and it lacks enforcement power.	No legal enforcement mechanism; cannot compel landlords to meet minimum standards.
Targeted Education and Support	Provide guidance and training to landlords and tenants.	Useful but insufficient alone to tackle widespread poor conditions and ASB.	No statutory authority to enforce compliance; relies on voluntary uptake.
Not a Borough-Wide Policy	Implement licensing only in selected wards or areas with high ASB or poor housing conditions.	Would miss many problematic HMOs spread across the borough. Less effective in addressing borough-wide issues.	May not meet Housing Act 2004 requirements for borough-wide issues; limited scope of enforcement.

### Proposed scheme objectives

Licensing is part of a broader, co-ordinated approach to help improve privately rented properties in Hillingdon. In general terms, we propose to use selective and additional licensing to continue to improve property conditions within the borough, tackle ASB and keep our residents safe. It is the Council's intention to carry out inspections within the proposed designations with a view to enforcing against category 1 and category 2 hazards. Properties identified as 'high risk' will be prioritised for inspection by officers. We are committed to improving property conditions and management standards in the PRS, so that it contains good quality accommodation, helps us to achieve sustainable communities and continues to contribute positively to the local economy. The objectives of our proposed schemes are outlined below:

NO	OBJECTIVE	OUTCOME
1	Improve property conditions in HMO properties	<p>Licensed HMO properties are inspected, monitored, and licence conditions robustly enforced and complied with</p> <ul style="list-style-type: none"> <li>• Poor housing conditions in HMOs are improved with category 1 &amp; 2 hazards resolved (including issues such as damp and mould)</li> </ul>

		<ul style="list-style-type: none"> <li>• HMO properties meet a minimum band E EPC rating (unless an exemption applies) • Improved health, safety and welfare of tenants in HMOs</li> <li>• The council will gain increased knowledge of the PRS in the borough. This will enable targeted enforcement and support for landlords.</li> </ul>
2	Improve management standards in HMO properties	<p>Landlords actively manage their HMO properties or be enforced against</p> <ul style="list-style-type: none"> <li>• Absentee landlords, or landlords who are not 'fit and proper', employ an agent to actively manage their properties to ensure compliance</li> <li>• Prevention of overcrowding in HMOs through better management of property occupancy</li> <li>• Greater number of landlords become accredited improving the professionalism of landlords in the PRS</li> <li>• Engagement with landlords improved</li> <li>• Landlords are kept informed of latest legislation and good practice • Responsible landlords will become more involved in council licensing schemes and receive information and support</li> <li>• Irresponsible landlords will be forced to improve their properties or be enforced against.</li> </ul>
3	Reduction in ASB and repeat ASB incidents in HMO properties	<p>Reduction of ASB incidents through better management of HMO properties</p> <ul style="list-style-type: none"> <li>• Reduction in ASB will improve neighbourhoods making these areas safer and more desirable places to live.</li> </ul>
4	Promote initiatives and provide support to maintain a clean and safe environment	<p>Reduction in repeated waste related incidences (such as fly tipping) linked to HMOs</p> <ul style="list-style-type: none"> <li>• Improvements to the overall environment, creating better living places.</li> </ul>
5	Increased awareness for tenants on the minimum standards to be expected in rented accommodation and of their rights and responsibilities when renting in the PRS	<p>Information for tenants on the local licensing scheme advertised and third-party support for tenants made available</p> <ul style="list-style-type: none"> <li>• Officers will support the most vulnerable tenants with their housing and wider needs e.g., benefits assessments, homelessness support</li> </ul>

		<ul style="list-style-type: none"> <li>• Improved tenants' support through work with third parties</li> <li>• Renters know their rights and responsibilities and have greater awareness of and access to council services that can support them</li> <li>• Tenants will see economic benefits such as reduced heating costs, bringing them out of fuel poverty.</li> </ul>
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## Licensing and wider council strategies

Property licensing is an effective tool in improving conditions for private renters and forms an integral part of the council's overarching housing strategy. In addition, licensing can support the delivery of several broader council priorities that recognise the impact of poor-quality housing and anti-social behaviour in residents' lives. The proposed licensing designations are consistent with the overall aims of the following strategies, plans and policies.

Hillingdon Council's Strategy 2022–2026 sets out a clear vision of Putting our Residents first and outlines five key commitments to ensure the borough remains a safe, inclusive, green, and economically strong place to live and work.

### The Council's priorities are to develop, sustain and facilitate:

- **Safe and Strong Communities:** Hillingdon is committed to creating resilient communities where residents feel safe and supported. This includes access to good quality, affordable housing and services that protect residents from harm.
- **Thriving, Healthy Households:** The Council supports children, young people, families, vulnerable adults, and older residents to live healthy, active, and independent lives. This includes access to high-quality health, care, leisure, and cultural services.
- **A Green and Sustainable Borough:** Hillingdon aims to be a carbon-neutral borough, protecting its heritage and green spaces while promoting sustainable waste management, low-carbon transport, and environmentally responsible development.
- **A Thriving Economy:** The Council works with local businesses and partners to foster economic growth, improve skills, and create good-quality jobs. It also supports vibrant town centres and inclusive economic opportunities for all residents.
- **A Digital-Enabled, Modern, Well-Run Council:** Hillingdon strives to be efficient, financially sustainable, and digitally advanced, delivering high-quality services and positive outcomes for residents.

Property licensing schemes are instrumental in achieving Hillingdon's priorities. By ensuring private rented properties meet safety and quality standards, these schemes directly contribute to improving housing conditions and protecting vulnerable residents from poor housing and evictions. By enhancing living conditions, property licensing schemes foster safer and more cohesive neighbourhoods, contributing to the broader goals of fairness, safety, and health in Hillingdon, making these schemes a crucial element in the successful implementation of the Hillingdon Strategic Plan.

### **Private Sector Housing Strategy**

The Private Sector Housing Strategy 2025 - 2030 sets out how the Council, along with its partners, will support the improvement of housing and management standards in the private sector. The priorities and actions in this strategy are arranged into four key themes:

1. Improving property and management standards in the PRS.
2. Increasing the supply and access to good quality, well managed, affordable homes in the PRS.
3. Ensuring that housing standards and living conditions in the sector contribute towards better health outcomes for all.

Private property licensing schemes are instrumental in regulating property conditions, management, and occupancy in the private rented sector. Licensing schemes also provide essential tools for tackling anti-social behaviour and overcrowding, thereby improving housing conditions and reducing inequalities. Additionally, the licensing schemes will support proactive management and inspection to address issues with non-compliant landlords, ensuring a safer and more well-managed private rented sector in Hillingdon.

### **Homelessness and Rough Sleeping Strategy**

The Homelessness and Rough Sleeping Strategy 2023-2026 aims to increase affordable housing, tackle rough sleeping, support residents with complex needs, address youth homelessness, and mitigate inequality impacts. The strategy identifies the important role that the private rented sector can play in providing settled homes for people who are homeless or at risk of homelessness. Increasing access to the number of private sector homes which the Council can use to do this is critical if we are to reduce our reliance on temporary accommodation and provide stable and secure homes for people. By regulating the PRS through licensing schemes, it provides an opportunity to work with local landlords to improve standards and drive-up conditions in the PRS and increase the supply of much needed stable family homes. Licensing schemes will also enable the Council to offer greater protection to tenants in the PRS, by reducing the prospect of unlawful evictions, which in turn helps

to both avoid and reduce homelessness in the borough. The current Homelessness and Rough Sleeping Strategy is currently being reviewed, and the Additional Licensing of HMOs Proposal document will be updated to reflect the revised strategy.

## **Empty Properties**

The council recognises that empty properties are a wasted resource for both the community and the owner and can cause a variety of issues such as reducing the supply of housing and attracting ASB, other criminality and community tension. The Private Sector Housing Strategy outlines the Council's commitment to reducing the number of empty homes in the borough. Bringing empty properties back into use is a priority for the council and clamping down on those landlords that keep homes empty for years on end is a key step to increasing the supply and availability of affordable homes in the borough. Bringing empty properties up to standard and back into use as decent liveable homes is complementary to the objectives of the proposed licensing schemes.

## **Regeneration**

Hillingdon Council's Regeneration ambition is centred on creating fairer, safer, and more sustainable communities by balancing inclusive growth with the preservation of the borough's unique character. This involves major initiatives such as the redevelopment of public spaces, improvements to transport infrastructure, and support for local businesses. As part of this approach, private property licensing schemes serve as a key regulatory tool to ensure that landlords in regenerating areas uphold high standards of property management, supporting Hillingdon's broader regeneration goals - fostering sustainable, inclusive neighbourhoods where all residents can benefit from local development.

## **Anti-Social Behaviour**

The Private Sector Housing Strategy recognises that as well as physical housing conditions, environmental blight and anti-social behaviour can all influence the way people feel about where they live. To tackle ASB problems, we have made it conditional on all private landlords who hold licences under our HMO scheme to prevent and combat ASB associated with properties they manage. Section 57(5) of the Housing Act 2004 gives a definition of ASB for the purposes of licensing under Parts 2 and 3 of the Act. Additional Licensing will enable the Council to encourage landlords to work with their tenants to reduce ASB. Information and support will be available both online and through forums.

### **Further Information – Public Sector Equality Duty**

The Public Sector Equality Duty (PSED), Section 149 of the Equality Act 2010 requires the Council to have “due regard” to its equality aims when exercising its public functions. An Equality Impact Needs Assessment was carried out as part of these proposals. ***(The results will be provided after the consultation).***

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Minimum Energy Efficiency Standard (MEES), Department for Energy Security and Net Zero

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## **Data Sources**

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Median Monthly Rent, Office for National Statistics

Population Estimates mid-2023, Office for National Statistics

Private Rental Sector and Houses in Multiple Occupation: Housing Stock Conditions and Stressors Report 2025, MetaStreet

Tenure Intelligence (Ti), Metastreet

## Appendices

Appendix 1	<a href="#"><u>Full Housing Tenure Survey Data - Housing Stock Conditions Report (HSCR)</u></a>
Appendix 2	Proposed Licensing Conditions for inclusion
Appendix 3	Proposed schedule of fees, charges and discounts
Appendix 4	Equality Impact Needs Assessment ( <i>Will be provided after consultation</i> )

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# **PROPOSED HMO LICENSING CONDITIONS**

## **APPENDIX 1a**



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### NOTES

1. In these licence conditions:
  - “*HMO*” refers to the building or such part of it as is licensed under Part 2 of the Housing Act 2004 (The Act).
  - “*Authority*” refers to the local housing authority, namely the London Borough of Hillingdon.
  - “*Licence Holder*” refers to: (a) the person to whom the Authority has granted this licence; and (b) from the date of their consent, any other person who agrees to comply with the licence restrictions and obligations that follow;
2. The following are standard conditions that will be attached to each HMO licence issued by the London Borough of Hillingdon under Part 2 of the Housing Act 2004. In some circumstances, where the Council believes there are specific issues not covered in the standard conditions for a particular property, additional or more specific conditions will be added.
3. It is the licence holder’s responsibility to ensure that the licensed property complies with all the conditions set out in this booklet. Failure to do so may lead to prosecution for a breach of the licence conditions, a loss of the licence, and an unlimited fine per offence, or the imposition of a civil penalty charge with a maximum of £30,000 per offence.
4. The licence holder is responsible for ensuring that all licence conditions are complied with at all times whether or not a manager or another person is bound by the conditions.
5. The property licence must be displayed within a communal area of the property and a copy of the conditions should be made available to all the occupying tenants.

## Appendix 1a

In accordance with the Housing Act 2004, section 67 and Schedule 4 there are two types of conditions that a licence can include:

- 1 **Mandatory conditions** are required by law and must be included in a licence. These **mandatory conditions are in bold** and do not form part of the consultation.
- 2 **Discretionary conditions** are those which the council can apply for regulating the management, use and occupation of the property and its condition and contents. The proposed discretionary conditions do form part of the consultation and respondents are able to give us their views on these.

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## CONDITIONS OF THE LICENCE

### Permitted Occupation

#### 1. Number of occupiers and households

The licence holder must ensure that the number of persons occupying the property and the maximum number of persons who may occupy each room does not exceed the maximum numbers stated on the licence.

##### 1.1 The Licence Holder must ensure that the following minimum space standards are complied with:

- a. the floor area of any room in the HMO used as sleeping accommodation by one person aged over 10 years is not less than 6.51 square metres;
- b. the floor area of any room in the HMO used as sleeping accommodation by two persons aged over 10 years is not less than 10.22 square metres;
- c. the floor area of any room in the HMO used as sleeping accommodation by one person aged under 10 years is not less than 4.64 square metres;
- d. any room in the HMO with a floor area of less than 4.64 square metres is not used as sleeping accommodation.

##### 1.2 The Licence Holder must ensure that:

- a. Where any room in the HMO is used as sleeping accommodation by persons aged over 10 years only, it is not used as such by more than the maximum number of persons aged over 10 years specified in the licence;
- b. Where any room in the HMO is used as sleeping accommodation by persons aged under 10 years only, it is not used as such by more than the maximum number of persons aged under 10 years specified in the licence;
- c. Where any room in the HMO is used as sleeping accommodation by persons aged over 10 years and persons aged under 10 years, it is not used as such by more than the maximum number of persons aged over 10 years specified in the licence and the maximum number of persons aged under 10 years so specified.

- 1.3 The licence holder must take the necessary steps to rectify the breach within the specified period\*, where:**
- a. any of the Licence conditions imposed above have been breached in relation to the HMO,**
  - b. the licence holder has not knowingly permitted the breach, and**
  - c. the local housing authority have notified the licence holder of the breach,**

**\*The specified period means the period, of not more than 18 months beginning with the date of the notification, which is specified in the notification.**

In this section above;

- a. A reference to a number of persons using a room in an HMO as sleeping accommodation does not include a person doing so as a visitor of an occupier of the HMO.
- b. A room is used as sleeping accommodation if it is normally used as a bedroom, whether or not it is also used for other purposes.
- c. Any part of the floor area of a room in relation to which the height of the ceiling is less than 1.5 metres is not to be taken into account in determining the floor area of that room for the purposes of this paragraph.

### **2. Amenity and space (size of rooms) standards**

The licence holder must ensure that the number of occupiers and households allowed to occupy the property will relate to the amenities that are provided within the property and the size and layout of the rooms available as decided by the Council at the time of licence approval.

[For further information on Hillingdon Councils Amenity and Space Standards see Appendix 1 below, pages 23-27].

### **Tenancy Management**

#### **3. Terms of occupation**

**The licence holder must supply to the occupiers of the HMO a written statement of the terms on which they occupy the property (this is usually a tenancy or licence agreement).**

The licence holder must provide a copy to the Council within 14 days on demand.

#### **4. Tenant references**

The licence holder must demand references from persons who wish to occupy the HMO.

No new occupiers should be allowed to occupy the property if they are unable to provide a suitable reference. When referencing consideration must be given to the tenant's history, credit and right to rent checks.

The licence holder must provide evidence of such reference and checks carried out when requested by the Council within 14 days on demand.

#### **5. Deposits**

The licence holder must protect any deposits taken from the occupiers under an assured short hold tenancy agreement by placing them in a statutory tenancy deposit scheme.

Information about the scheme being used must be given to the occupier within 30 days of the time the deposit is taken. When requested this information must be provided to the Council within 14 days on demand.

### **6. Complaints**

The Licence Holder must ensure that all tenants are given a suitable written complaints procedure at the start of their tenancy.

The procedure must include how complaints about the property conditions will be handled.

### **7. Anti-social behaviour (ASB)**

The licence holder must take reasonable and practical action to prevent or reduce anti-social behaviour by the occupiers of the property or their visitors.

The licence holder must ensure that the occupiers of the property receive written confirmation detailing the procedure in place to deal with anti-social behaviour at the start of their tenancy. Please refer to 7a and 7b below.

[For further information on what the Council considers to be anti-social behaviour see useful information below].

#### **7a. Prevention**

To help prevent anti-social behaviour occurring the licence holder must:

- i. Obtain tenant references prior to granting a tenancy as to their previous conduct and be satisfied that they are not likely to cause any anti- social behaviour.
- ii. Ask anyone wishing to occupy the property to disclose unspent criminal convictions. If unspent criminal convictions are disclosed the licence holder must consider if those convictions indicate a risk that the person is likely to commit acts of anti-social behaviour, before granting a tenancy.
- iii. Respond to any reference requests received for a current or former tenant from another licence holder in writing within 21 days.
- iv. When giving a reference state whether or not they are aware of any allegations of anti-social behaviour made against the tenant. If allegations have been made, they must give details, to the best of their knowledge, of whether the allegations have been admitted or have been found proven in any court or tribunal.
- v. Make, a minimum of quarterly inspections of the property to ensure that it is in a decent state of repair and that the occupiers are not in breach of tenancy terms and conditions.
- vi. Ensure that all tenants are aware that if they or their visitors behave in a

way that the licence holder, manager or Council considers to be anti-social they may face eviction.

### 7b. Action

*This is a procedure to be followed if or when a landlord has been made aware of the occurrence of anti-social behaviour. For transparency, this process should be made available to tenants at the start of their tenancy agreement.*

The licence holder must cooperate with the Council, the Police Service and any other agencies in resolving complaints of anti-social behaviour.

The licence holder should address problems of anti-social behaviour resulting from the occupiers or their visitors by following the procedure set out below:

- i. If a complaint is received, or anti-social behaviour is discovered, the licence holder must contact the tenant within 14 days. The tenant must be informed in writing of the allegations made against them and of the consequences of their continuation.
- ii. The licence holder shall monitor any allegations of anti-social behaviour for a period of 28 days, from the date the complaint was received.
- iii. If after 28 days it is found that the anti-social behaviour is still continuing, the licence holder must visit the premises within 7 days and provide the tenant with a warning letter advising them of the possibility of eviction if their behaviour continues.
- iv. If after 14 days of giving a warning letter the tenant has not taken steps to address the anti-social behaviour and it is still continuing, the licence holder shall take action which may include legal eviction proceedings.
- v. The licence holder must ensure that written notes are kept of any meetings, telephone conversations or investigations regarding anti-social behaviour for 3 years and if requested by the Council, provide this information within 28 days on demand.
- vi. Any letters, relating to antisocial behaviour sent or received by the licence holder, must be kept for 3 years by the licence holder and if requested by the Council, provide copies of them within 28 days on demand.
- vii. Where the licence holder or his agent has reason to believe that the anti-social behaviour involves criminal activity, the licence holder shall inform the appropriate authorities.

## Property Management

### 8. Gas

**If gas is supplied to the HMO, the Licence Holder must produce to the local housing authority annually for their inspection a gas safety certificate obtained in respect of the HMO within the last 12 months.**

If gas is supplied to the property, the licence holder must ensure that the gas installation and appliances are tested annually by an approved Gas Safe

engineer. Within 14 days of the licence holder being notified by the Council of any safety risk, a new Gas Safe certificate must be submitted to the Council.

The licence holder must provide the Council, a current Gas Safe Certificate within 14 days on demand.

### **9. Electrical Appliances**

**The licence holder is responsible for the maintenance and safety of all supplied electrical appliances and must ensure:**

- a. Electrical appliances are safe and in good working order. A declaration as to their condition must be provided at the point of application.**
- b. Test reports on the condition of the electrical appliances in the property must be provided to the Council within 14 days on demand.
- c. All electrical equipment supplied by the landlord must be safe to use. Portable Appliance Test (PAT) report must be provided to the Council within 14 days on demand.

### **10. Furniture and Furnishings**

**The Licence holder must keep furniture made available in the HMO in a safe condition and comply with the Furniture and Furnishings (Fire) (Safety) Regulations 1988.**

**The Licence Holder must supply the authority, within 14 days on demand, with a declaration as to the safety of such furniture.**

### **11. Heating and Insulation**

The Licence Holder must provide an adequate and efficient fixed heating system with adjustable controls, which is capable of maintaining an indoor temperature of at least 21°C in habitable rooms.

### **12. Security**

The Licence holder is responsible for the security of the property and must ensure:

- a. The access to the property such as locks, latches and entry systems are maintained and in good working order at all times.
- b. The front door of the property is fitted with a mortice lock (thumb turn) or equivalent, to a five-lever security level.
- c. Where window locks are fitted, the keys are provided to the relevant

occupants.

- d. Where a burglar alarm is fitted to the property, the occupiers are informed in writing about the circumstances under which the code for the alarm can be changed and are given details on how this can be arranged.
- e. Where previous occupants have not returned keys, the relevant locks will be changed prior to new occupants moving in.

### **13. Common Parts (shared areas)**

The Licence holder must ensure that:

- a. The common parts in the premises are kept free from obstruction, in a clean condition and in good order and repair.
- b. Common areas, including shared living rooms, kitchens, and hallways are not used for sleeping by tenants or their guests.
- c. Smoking is not permitted in any common area and 'no smoking' signs are clearly displayed (Health Act 2006).

For the purposes of this condition "common parts" means—

- (i) the entrance door to the HMO and the entrance doors leading to each unit of living accommodation within the HMO; and
- (ii) all such parts of the HMO as comprised staircases, lifts, passageways, corridors, halls, lobbies, entrances, balconies, porches and steps that are used by the occupiers of the units of living accommodation within the HMO to gain access to the entrance doors of their respective unit of living accommodation.

### **14. External areas**

The licence holder must ensure that:

- a. The exterior of the property, including the roof, walls, drainage, window and door elements are maintained in a reasonable decorative order and state of repair.
- b. Gardens, fencing, paths, etc., and other external elements are kept in a clean, clear and/or sound condition.
- c. Outbuildings such as garages and sheds are properly maintained and are not used for sleeping purposes

### 15. Refuse and waste

**The Licence Holder must comply with the Council's policy on the storage and disposal of waste at the HMO pending collection. In addition, the Licence holder must;**

- a. Ensure that there are adequate arrangements for the storage and disposal of waste.**
- b. Ensure that the occupiers of the HMO are given the information in writing about waste and recycling within 7 days of the start of their occupation:
- c. Ensure that a sufficient number of suitable external rubbish bins for the occupiers to dispose and recycle waste.**
- d. Ensure that any kind of refuse which the Council will not ordinarily collect (e.g. large items of bedding, furniture, hazardous waste etc.) are disposed of responsibly and appropriately.
- e. Actively respond to complaints of poor waste practices associated with the property. The Licence holder must keep a record of the action taken and provide this to the Council within 14 days on demand.

Information on Recycling and waste can be found at:

<http://www.hillingdon.gov.uk/rubbishandrecycling>

### 16. Repairs

The Licence Holder must ensure that:

- a. All occupants of the HMO receive written confirmation detailing arrangements in place to deal with repairs. If requested, this must be provided to the Council within 14 days on demand.
- b. Disrepair and/or defects identified to the landlord by the Council are investigated and adequately addressed within the specified timeframes as may be stipulated by the Council.
- c. All repairs to the property or any installations, facilities or equipment within it are carried out by competent and reputable persons.
- d. They respond positively and within the specified time period given to any mandatory housing related enforcement notices, issued by the Council.
- e. Whilst any works are in progress, the work is carried out to ensure the safety of all persons occupying or visiting the premises.
- f. On completion of any works, the property is left in a clean and tidy condition.

### 17. Compliance Works

The Licence holder must ensure that any works found to be necessary by the Council to ensure that the property complies with the Council's standards for HMOs, are carried out within the specified time period given.

### 18. Pest Control

The Licence holder is responsible for ensuring that the property, including external areas such as gardens, are free from pest infestation e.g. rodents. Any pest infestations must be managed effectively and within a period of 7 days of being reported. Records of treatment and management must be kept and copies of these must be provided to the Council within 14 days on demand.

### Fire Safety

#### 19. Smoke Alarms and Carbon Monoxide Alarms

##### 21(1) Smoke alarms

The licence holder must ensure that:

- a. A smoke alarm is installed on each storey of the HMO on which there is a room used wholly or partly as living accommodation; and that,
- b. Each alarm is kept in proper working order; and that,
- c. On demand, the Authority is supplied with a declaration as to the condition and positioning of any such alarms.

When considering the appropriate level of fire detection coverage, consideration should be given to the latest fire safety guidance and BS5839. Alarms should be interlinked by either hard-wiring or wireless connection to ensure audibility throughout the property.

For the purpose of Condition 21(1), a bathroom or lavatory is to be treated as a room used as living accommodation.

##### 21(2) Carbon Monoxide Alarms

The Licence Holder must ensure that:

**A carbon monoxide alarm is installed in any room in the HMO which is used wholly or partly as living accommodation and contains a fixed combustion appliance other than a gas cooker; and that,**

**Any such alarm is kept in proper working order; and that**

**The Authority is, on demand, supplied with a declaration as to the condition and positioning of any such alarm or alarms.**

For the purpose of Condition 21(2) “room” includes a hall or landing, and a bathroom or lavatory is to be treated as a room used as living accommodation.

### **20. Fire precautions**

The licence holder must ensure that all fire precautions provided to the property, e.g. fire doors, automatic fire alarm and emergency lighting system(s), etc. are maintained in full working order at all times.

Where the HMO is of a type which falls under the remit of the Fire Safety Order, the licence holder must ensure that a fire risk assessment as required under The Regulatory Reform (Fire Safety) Order 2005 is carried out by a competent person.

### **21. Servicing and testing of systems and equipment**

The licence holder must ensure that all fire detection systems, means of escape and fire-fighting equipment installed in the property must be annually serviced by a registered qualified person and be maintained and tested in accordance with the manufacturer’s instructions. A new test/servicing report must be provided to the Council on demand within 14 days of any identified damage or Disrepair being notified to the landlord by the Council.

### **22. Electricity supplies and fire safety**

The licence holder must ensure that electricity supplies to fire detection and emergency lighting systems are not disconnected, or threatened with disconnection, due to non-payment of monies owed to the relevant provider.

### **23. Doors**

The licence holder must ensure that the main entrance/exit doors and all unit doors leading to common areas are openable from the inside without the use of a key.

### **24. Fire routine**

The licence holder should ensure that all residents are fully aware of the procedures to be followed in the event of a fire.

They should also ensure that the fire routine notice detailing action to be taken in the event of fire, is clearly worded and displayed in a central location e.g. next to the main entrance/exits.

### **25. Fire blankets**

The licence holder must ensure that a fire blanket conforming to current British standards is provided in each kitchen.

### **26. Means of escape**

The licence holder must ensure that all means of escape from fire are free from obstruction and fire precautions are maintained.

### **27. Compliance with fire safety guidance**

The licence holder must ensure that all means of escape from fire are free from obstruction and that adequate fire precautions are maintained.

In determining adequate fire precautions reference should be made to the LACoRS guidance: *HOUSING – FIRE SAFETY, Guidance on fire safety provisions for certain types of existing housing*

N.B. where the fire safety provisions in place are below the LACoRS recommended standard, the Council must be notified of any amendments/alterations.

### **28. Electrical Installations**

**The licence holder must ensure that:**

**Every electrical installation in the house is in proper working order and safe for continued use; and that**

**The Authority is, on demand, supplied with a declaration as to the safety of such installations;**

The Licence Holder must supply a current (i.e. within the previous 5 years) Domestic Electrical Installation Periodic Report for the whole of the electrical installations to the Council within 28 days of demand.

All recommendations for urgent attention and improvement (Codes 1 and 2) must be carried out within 28 days of the report.

For the purposes of condition 30 “electrical installation” has the meaning given in regulation 2(1) of the Building Regulations 2010.

## **General**

### **29. Consultation of Changes**

The licence holder must consult with the Council before making changes to the

layout of the property, amenity provisions (such as adding or removing bathroom or kitchen facilities), fire precautions or occupation of the accommodation.

### **30. Notification of changes of circumstances**

The licence holder must inform the Council of:

- a. Details of any unspent convictions not previously disclosed to the Local Authority involving fraud or dishonesty, violence or drugs, any offence listed in Schedule 3 to the Sexual Offences Act 2003 or any other conviction relevant to the licence holder and/or the property managers fit and proper person status.
- b. Details of any finding by a court or tribunal against the licence holder and/or the manager that they have practiced unlawful discrimination on the grounds of sex, colour, race, ethnic or national origin or disability.
- c. Details of any civil or criminal proceedings against the licence holder or manager, relating to housing, public health, environmental health or landlord and tenant law, resulting in a judgment or finding being made against them.
- d. Information about any property the licence holder or manager owns or manages or has owned or managed, that has been refused a licence by a local housing authority or has had a licence revoked due to the breaching of the licence conditions.
- e. Information about any property the licence holder or manager owns or manages or has owned or managed that has been the subject of an interim or final management order under the Housing Act 2004.
- f. The property becoming empty for more than 3 months.
- g. Notification of repossession/foreclosure.
- h. Successful claims against the licence holder for default of tenancy deposits.
- i. A change in managing agent or the instruction of a managing agent.
- j. The undertaking of substantial works to the property, including conversions and modernisation or emergency problems relating to fire, flood or disaster.

### **31. Absence of the Licence Holder**

The licence holder is required to have in place suitable emergency management arrangements in the event of their absence. These details must be given to the occupiers and displayed in a prominent place in a common area, preferably

near to the entrance door.

Should the Licence Holder be unable to fulfil the licence conditions they should appoint a person to manage the HMO during the period of the licence, they must:

- a. Obtain from the manager a signed declaration identifying the licence conditions by which they agree to be bound, and that the manager understands the consequences of failing to comply with the licence conditions;
- b. Provide the Council with a copy of the signed declaration within 14 days of the said change of circumstance.

### **32. Compliance inspections**

The licence holder must arrange for access to be granted when requested by the Council at any reasonable time.

The Licence Holder must ensure that council officers are not obstructed from carrying out their statutory duties including inspecting and the surveying of the property to ensure compliance with licence conditions and relevant legislation.

### **33. Training**

The licence holder and/or manager may be required by the Council to attend an accredited management training course, in the event of significant and/or continuous deficiencies in the supervision and/or maintenance of a licensed HMO being identified by the Council.

## **Documents to be displayed**

### **34. Within the property**

The following documents should be displayed in a prominent position in a common area, preferably near the entrance door:

- a. A copy of the licence (incorporating where the licence conditions can be viewed).
- b. A Copy of the current Gas Safety Certificate.
- c. The name, address and telephone number (including an emergency contact number, if different) of the Licensee and/or Manager of the premises.
- d. Energy Performance Certificate(s) (EPC) carried out for new tenancies.

### 35. Licensing and Management Regulations

All licensing conditions shall be read in conjunction with the relevant provisions of the:

- a. Management of Houses in Multiple Occupation (England) Regulations 2006
- b. Licensing and Management of Houses in Multiple Occupation and other houses (Miscellaneous Provisions) (England) Regulations 2006
- c. The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007.

### **[END OF CONDITIONS]**

### USEFUL INFORMATION

#### 1. Definition of terms

- a) "*HMO or house*" refers to the building or such part of it as is licensed under Part 2 of the Housing Act 2004;
- b) "*Licence Holder*" refers to: (a) the person to whom the Authority has granted this licence; and (b) from the date of their consent, any other person who agrees to comply with the licence restrictions and obligations that follow.
- c) "*Mandatory Licence Conditions*" refers to conditions that the Authority is obliged to impose under any licence granted under Part 2 or Part 3 Housing Act 2004 by virtue of Schedule 4 of Housing Act 2004.
- d) "common parts" means:
  - (i) the entrance door to the HMO and the entrance doors leading to each unit of living accommodation within the HMO; and
  - (ii) all such parts of the HMO as comprise staircases, lifts, passageways, corridors, halls, lobbies, entrances, balconies, porches and steps that are used by the occupiers of the units of living accommodation within the HMO to gain access to the entrance doors of their respective unit of living accommodation.

#### 2. Anti-social behaviour

For the purposes of the Housing Act 2004, antisocial behaviour means conduct on the part of occupiers of, or visitors to, residential premises.

(a) Which or is likely to cause a nuisance or annoyance to persons residing, visiting or otherwise engaged in lawful activities in the vicinity of such premises, or

(b) Which involves or is likely to involve the use of such premises for illegal purposes.

*Examples of include:*

*Crime:* tenants engaging in vandalism, criminal damage, burglary, robbery/ theft and car crime

*Nuisance neighbours:* Intimidation and harassment; noise, rowdy and nuisance behaviour; animal related problems; vehicle related nuisance. Tenants engaged in begging; antisocial drinking; street prostitution and kerb-crawling; street drugs market within the curtilage of the property.

*Enviro-crime:* tenants engaged in graffiti and fly-posting; fly-tipping; litter and waste; drugs paraphernalia; fireworks misuse in and around the curtilage of the property.

Call 01895 556000 or email [asbriskmanagement@hillingdon.gov.uk](mailto:asbriskmanagement@hillingdon.gov.uk)

### 3. The London Landlord Accreditation Scheme (LLAS)

A partnership of landlord organisations, London Councils and university accommodation units who have worked together to set up a development programme which will provide you with the information necessary to improve your business.

[www.londonlandlords.org.uk/accreditation](http://www.londonlandlords.org.uk/accreditation)

Tel: 020 7974 1970

### 4. The Electrical Safety Council

The Electrical Safety Council is an independent charity committed to reducing deaths and injuries through electrical accidents at home and at work. They are supported by all sectors of the electrical industry as well as local and central government and work to promote safety and good practice.

<http://www.esc.org.uk>

Tel: 0870 040 0561

### 5. Gas safety

The Health and Safety Executive website provides guidance in relation to gas safety. By law you must repair and maintain gas pipework, flues and appliances

in safe condition, ensure an annual gas safety check on each appliance and flue, and keep a record of each safety check.

[www.hse.gov.uk/gas/landlords/index.htm](http://www.hse.gov.uk/gas/landlords/index.htm)

### 6. Tenants Deposit Protection

The Tenancy deposit must be placed in a government-backed tenancy deposit scheme (TDP) if you rent on an assured short hold tenancy that started after 6 April 2007. In England and Wales your deposits can be registered with:

- Deposit Protection Service
- MyDeposits, or
- Tenancy Deposit Scheme

<https://www.gov.uk/tenancy-deposit-protection>

Tel: 020 702 0003

### 7. MHCLG – The Ministry of Housing, Communities and Local Government.

<https://www.gov.uk/government/organisations/department-for-communities-and-local-government>

### 8. LACoRS (Local Authorities Coordinators of Regulatory Services) Fire Safety Guidance.

[www.lacors.gov.uk](http://www.lacors.gov.uk)

### Appendix 1 – SPACE STANDARDS

**The Council HMO amenities and space standards are provided as guidance. These standards will be applied in deciding the suitability of the HMO at the time of the licence approval and its compliance.**

#### Bedroom sizes

- i. Single occupancy; minimum of 6.51m<sup>2</sup> where provided with separate shared kitchen, minimum of 10.22m<sup>2</sup> where a room contains kitchen facilities.
- ii. Two persons' occupancy; minimum of 10.22m<sup>2</sup> where provided with separate shared kitchen, minimum of 13.9m<sup>2</sup> where a room contains kitchen facilities.
- iii. The standard is to be applied irrespective of the age of the occupants.
- iv. The floor area taken up by a solid chimney breast should be discounted.
- v. All floor space taken up by en-suite bathroom/shower facilities should be discounted.
- vi. No persons of the opposite sex who are aged 12 years or over shall share a room unless they are living together as partners.
- vii. Irrespective of the floor area, consideration shall be given to the shape and useable living space within the room to determine whether it is suitable for occupation and to what occupancy level.
- viii. All rooms must have a minimum floor to ceiling height of at least 2.14 metres over not less than 75% of the room area.
- ix. Any floor area where the ceiling height is less than 1.53 metres shall be disregarded.
- x. No staircase or landing nor any room which has been appointed as a kitchen or bathroom shall be deemed suitable for sleeping accommodation.

### Advice regarding kitchen facilities in HMOs

#### Kitchens for Communal Use

Where the Local Authority is satisfied that the provision of kitchen facilities for exclusive use is not practicable or appropriate, facilities may be provided on a ratio of one set of facilities for every three households or every five persons, normally whichever is the smaller and being irrespective of age.

The kitchen should be not more than one floor distance from any individual letting unless a suitable communal dining area is also provided (adjacent to kitchen).

There shall be no more than two sets of facilities in any one room.

EACH SET of facilities shall meet the following minimum standards:

Cooking Gas or electric cooker with four burners/hobs, oven and grill.

Sink: Stainless steel sink and integral drainer (minimum size 1000mm x 600mm), set on a base unit.

The sink is to be provided with a constant supply of hot and (potable) cold water and properly connected to the drainage system via a suitable trap.

A tiled splash back (minimum 300mm high) shall be provided to the sink and drainer.

[A wash hand basin is not a suitable alternative to a sink.]

Storage: Lockable storage cupboards, minimum capacity 0.3m<sup>3</sup>  
e.g. 600mm wide x 720mm high x 600mm deep for each single bedroom and 0.4m<sup>3</sup> e.g. 1000mm wide x 720mm high x 600mm deep for a two-person household whose occupants use the kitchen.

[In calculating the required provision of storage cupboards, base unit cupboards below sinks/drainers should be discounted.]

Preparation A suitable worktop or table of smooth and impervious material of minimum size 1000mm x 600mm.

Minimum of two double outlet 13-amp electrical power sockets to be situated above the work surface at a convenient height and in a safe position. These are in addition to any power outlets serving major appliances.

Other general requirements for kitchen facilities

All kitchens and kitchen areas are to be provided with adequate provision for artificial lighting.

All kitchens and kitchen areas are to be provided with adequate ventilation.

This may be obtained by being ventilated directly to the external air by a window with an openable area of at least 1/20<sup>th</sup> of the floor area. However, where this is not practicable mechanical ventilation providing a minimum of one air change per hour shall be provided.

Such an installation shall be fitted with an over run device for a minimum of 20 minutes and be connected to the lighting circuit of the room.

A kitchen containing one set of facilities should be a minimum floor area of 5.5m<sup>2</sup> and a kitchen containing two sets of kitchen facilities should be a minimum of 11m<sup>2</sup>.

Where two sets of cooking facilities are provided in a kitchen, the two sets of facilities (i.e. cooker, sink & worktop) shall be reasonably separate from each other to allow their safe and simultaneous use by two or more households.

Cookers should be located remote from doorways, and there should be enough floor space for items to be retrieved from the oven and for the safe circulation of occupants generally.

Sinks, worktops and immediately adjacent walls and floors should be non-porous and reasonably smooth so as to facilitate cleaning.

[Kitchens must NOT be installed in any hallway, corridor or lobby and no bedroom should be accessed via a kitchen unless a suitable alternative means of escape (in case of fire) can be provided from that occupancy.]

### **Advice regarding sanitary facilities**

One water closet (WC) shall be provided and maintained for (a maximum of) every five persons or lesser number irrespective of age.

Each such water closet (WC) shall be in a separate room within the building and when shared by two or more households, be entered from a common passageway or hallway and shall not be more than one floor distance from any individual letting.

Each W.C. compartment shall also be provided with a suitable wash hand basin supplied with a constant supply of hot and cold water and a splash back.

Any bathroom, shower room or compartment containing a W.C. should be separated from any space used for the preparation of food.

Although an intervening lobby is not essential, the W.C. compartment should not open directly onto the area of a kitchen immediately adjacent to where food is prepared, especially in the case of shared amenities.

Not less than fifty percent of water closet (WC)s shall be provided in separate compartments from the bath/shower facilities. These compartments should have minimum dimensions of 1300 mm x 800mm.

All bath/shower rooms are to be provided with an adequate provision for artificial lighting.

All bath/shower rooms are to be provided with adequate ventilation. This may be obtained by being ventilated directly to the external air by a window with an openable area of at least 1/20<sup>th</sup> of the floor area.

However, where this is not practicable mechanical ventilation, providing a minimum of three air changes per hour shall be provided. Such an installation should be fitted with an over run device for a minimum of 20 minutes and be connected to the lighting circuit of the room.

The surface of any water closet (WC) compartment should be reasonably smooth, non- absorbent and capable of being readily cleansed.

The water closet (WC) compartment shall be constructed to afford privacy to the user

External water closets (WC) are not acceptable.

The HMO shall be provided with an effective system, both above and below ground for the drainage of foul, waste and surface water.

### **Personal washing facilities**

Each occupancy shall be provided where practicable with a separate bath or shower. Where this is not practicable one bath or shower shall be provided and maintained for (maximum of) every five persons or lesser number irrespective of age.

Each washing facility shall be provided not more than one floor distance from any user.

Each bath shall be of minimum dimensions 1700mm x 700mm and each shower

shall have minimum dimensions of 800mm x 800mm.

Each separate bath/shower room shall be provided with a suitable wash hand basin (minimum dimensions 500mm x 400mm), together with constant supplies of hot and cold running water. A tiled splash back (minimum 300mm high) is to be provided to each wash hand basin.

Each bath and shower shall be provided with a constant, freely available supply of hot and cold water. A tiled splash back (minimum 300mm high) shall be provided to all baths.

Any shower cubicles should have fully tiled walls or be complete self- standing cubicles.

Showers shall be provided with a suitable water resistant shower curtain or door to the cubicle.

The hot and cold water supplies to all washing facilities shall be adequate, constant and available.

The bath/shower shall be accessible at all times.

The surfaces of any bathroom or shower room should be reasonably smooth, non-absorbent and capable of being readily cleansed. In addition, flooring should be non-slip.

Shared amenities are to be accessible from a common area.

All bath/shower rooms are to be provided with an adequate provision for artificial lighting.

All bath/shower rooms are to be provided with adequate ventilation. This may be obtained by being ventilated directly to the external air by a window with an openable area of at least 1/20<sup>th</sup> of the floor area.

However, where this is not practicable mechanical ventilation providing a minimum of three air change per hour shall be provided.

Such an installation shall be fitted with an over run device for a minimum of 20 minutes and be connected to the lighting circuit of the room.

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# Appendix 2

## Proposed Fees and Charges



## **Introduction**

Section 63 of the Housing Act 2004 allows the Council to require that the licence application be accompanied by a fee fixed by the authority.

The HMO licensing fees are set to cover the cost of administering the licensing schemes functions (administration and enforcement) under the Housing Act 2004.

The legal requirement is that fees are split in two parts, however, applicants have the option of making the full payment at the time of making the application. The grant of a licence will be subject to the payment of the full fee.

The proposed licence fee has been set using assumptions about the level of income the fees will generate, based on the number of properties that we expect to be licensed during the life of the schemes, the activities involved. Staffing and other resources necessary to administer, run and enforce the scheme been included to calculate the overall cost of licensing. Our fees will be kept under review.

Licences will normally be granted for the duration of the scheme (up to 5 years). Where we have concerns about the management and use or occupation of the property, we may grant a licence for a shorter period, usually for 1 year. The reason for a shorter period will always be given with the Housing Act 2004, schedule 5 notices proposing to grant, and granting the licence.

We propose a HMO Additional Licensing fee of £1401 as set out in the schedule proposed fees and associated charges below:

## 1. Proposed HMO licence application fee

### Payment of Licence Fees

1.1 The application and granting of a licence will be subject to the payment of a fee. The proposed licence fee is payable in two parts.

1.2 Part 1 of the fee will be payable on submission of the licence application and will cover the costs of processing and determining the application. Should the application be refused or rejected by the Council, or withdrawn by the applicant, this Part 1 payment will not be refunded.

1.3 Part 2 of the fee is payable when the Council has determined to grant a licence and will cover the administration, management, and enforcement of the licensing functions for the scheme.

## 2. PROPOSED FEES

Application Type	Total Fee	Administrative Fee (Part A)	Enforcement Fee (Part B)
ADDITIONAL HMO NEW APPLICATION – SECTION 254 HMO (HMO WITH SHARED FACILITIES)	£1401	£934	£467
<b>Other Fees</b>			
Revocation of licence	NO REFUND		
Application to license following revocation of licence	FULL FEE		
Application refused by the Council	FULL ADMINISTRATION FEE WITH NO REFUND		
Application withdrawn by the applicant	FULL ADMINISTRATION FEE WITH NO REFUND		
Application made in error	FULL REFUND		
Properties where licence revoked, at request of landlord before expiry of licence period	NO REFUND for unspent period of licence		

### 3 PROPOSED DISCOUNTS

Category	Description	Discount	
Accredited landlord	Landlords accredited by or members of specified schemes (refer to 3.1 below)	£50	

#### 3.1 Accredited Landlords

If you are accredited under one of the following schemes, you may be entitled to a £50 discount (from Part 2 payment):

- London Landlord Accreditation Scheme (LLAS)
- National Residential Landlords Association (NRLA)
- UK Association of Letting Agents (UKALA)
- British Landlords Association (BLA)

3.2 Managing and Letting Agents who are accredited but are not the licence holder are not eligible for the Accredited Landlords' Discount when making an application on the licence holder's behalf.

3.3 Discounts will be determined on receipt of a complete application and provided that up-to-date certification is submitted. The discount applies to the total fee. In all cases, a fee of £934 is payable on submission of the application (Part 1) and any discount will be deducted from the balance due when paying Part 2.

3.4 Discounts will not be applicable where the Council has:

- made two requests for additional supporting documents, or
- served a warning letter for failure to licence the property.

3.5 Discounts cannot be considered once a licence application has been determined and a licence granted.

# Appendix 3

## Draft Consultation and Engagement Plan



## **Draft Consultation and Engagement Plan Activity**

### **Launch 10 week consultation after 31<sup>st</sup> October 2025**

- Publish all related documents and survey on Consultation page of the website
- Ensure that printed documents are available on request
- Notify Private Landlords of the consultation and email consultation materials to landlord distribution list.

### **Maximise residents contributions**

- Email consultation materials to customer engagement database
- Email consultation materials to residents associations and community groups
- Engage with residents who have complained about HMO's

### **Promote the consultation**

- Regular social media posts
- Hillingdon People feature
- Website promotion
- Tenant/Leaseholder E-Newsletter

### **Stakeholder events**

- A hybrid event to be arranged for residents
- A hybrid event to be arranged for Landlords and other Stakeholders

### **Close consultation 11<sup>th</sup> January 2026**

## SAFEGUARDING CHILDREN PARTNERSHIP ANNUAL REPORT 2024-2025

<b>Cabinet Member &amp; Portfolio</b>	Cllr Susan O'Brien – Cabinet Member for Children, Families and Education
<b>Responsible Officer</b>	Julie Kelly – Corporate Director Children Services
<b>Report Author &amp; Directorate</b>	Senay Nidai, Children's Services
<b>Papers with report</b>	Safeguarding Children Partnership Annual Report

### HEADLINES

<b>Summary</b>	<p>The Safeguarding Annual Report summarises the work undertaken by Hillingdon Safeguarding Partnership to support and safeguard Hillingdon's residents: vulnerable children and their families.</p> <p>The report summarises the work of the strategic partnership in 2024-2025, providing an overview of progress against the agreed priorities, the impact of learning from practice, and the findings of quality assurance activity.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Be / feel safe from harm</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
<b>Financial Cost</b>	There are no additional financial implications arising from this report.
<b>Select Committee</b>	Children, Families and Education Select Committee
<b>Ward(s)</b>	N/A

## RECOMMENDATIONS

That:

1. the Annual Report 2024-25 and the assurance that the partnership continues to provide leadership and scrutiny of the safeguarding arrangements for Hillingdon residents, be noted;
2. the way in which the partnership has responded to the challenges posed by changing local, national and international contexts, be noted and;
3. the strategic priorities for safeguarding for 2025-26, be noted.

### Reasons for recommendation(s)

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

### Alternative options considered / risk management

None.

### Select Committee comments

None at this stage.

## SUPPORTING INFORMATION

1. In September 2019 the Hillingdon Safeguarding Partnership arrangements were launched in line with the statutory requirements set out in the Children and Social Work Act 2017 and Working Together to Safeguard Children 2018. In December 2023 an update to Working Together to Safeguard Children was issued. The local authority shares equal responsibility with our statutory partners, the NWL NHS Integrated Care Partnership Group and Metropolitan Police, to safeguard children and young people across Hillingdon.
2. The report provides an overview of the actions taken across the Children's Safeguarding Partnerships in response to the key priorities set the previous year and sets out how the safeguarding partnership have discharged its duties to ensure learning from practice and provide strategic leadership that strives to continuously develop safeguarding practice in the Borough.
3. There is shared and equal responsibility for safeguarding between the three statutory partners, the Local Authority, Metropolitan Police Service and NHS Northwest London Integrated Care Board. This approach is reinforced by the rotation of chairing responsibility across the three senior strategic Boards, the Executive Leadership Group, Safeguarding Adults Board and Safeguarding Children Partnership Board.

4. The 2024–2025 reporting year reflects a period of significant progress, scrutiny, and innovation across the safeguarding system. The Partnership has continued to respond to increasing complexity of need, financial pressures, and the evolving national safeguarding landscape.
5. Children and young people have played a central role in shaping safeguarding arrangements. The “Walking in Our Shoes” programme, co-designed and delivered by care-experienced young people, trained over 1,000 professionals across health, education, and policing. Their contributions have informed strategic planning, enhanced professional understanding, and strengthened the voice of the child within safeguarding systems.
6. Strategic priorities for the year included Child Sexual Abuse, Contextual Safeguarding, Education Safeguarding, and Transitional Safeguarding. The NSPCC Talk PANTS campaign reached over 12,000 children and parents, resulting in direct safeguarding referrals. The Safer Hayes Project engaged 279 young people in community-led safety initiatives. The Education Safeguarding Subgroup strengthened links between schools and safeguarding partners, contributing to a reduction in permanent exclusions and supporting the development of a borough-wide approach to educational neglect.
7. Transitional Safeguarding work has progressed through a cross-partnership framework, supporting young people aged 14–25 through key service transitions. This work is aligned with national best practice and reflects the borough’s commitment to safeguarding adolescents and young adults who may fall outside statutory thresholds.
8. Quality assurance activity included a comprehensive Section 11 audit, with 93% of agencies demonstrating compliance with statutory safeguarding duties. Reflective learning reviews were undertaken in response to serious incidents, and a suicide prevention strategy was developed to address national and local concerns. The Partnership has also reviewed its escalation policy and refreshed its Learning from Practice Framework to ensure that learning is embedded and informs system development.
9. The Independent Scrutineer, Alan Caton OBE, concluded that the safeguarding arrangements across Hillingdon are strong, transparent, and open to challenge, with a clear culture of high support and high challenge. The Partnership continues to demonstrate shared leadership and accountability across statutory partners.
10. The Safeguarding Partnership has embedded a hybrid training model to support accessibility and reach and continues to promote an anti-racist and anti-discriminatory approach across all functions. Equality, Diversity and Inclusion audits showed positive engagement and commitment across agencies, with a continued focus on addressing structural inequalities and amplifying the voices of underrepresented groups.

11. Looking ahead to 2025/26, the Partnership's forward plan includes:

- To ensure continued assurance and strategic focus, the Safeguarding Children Partnership will prioritise the following areas in 2025–2026:
- Strengthening the multi-agency response to Child Sexual Abuse, including audit activity and targeted training.
- Embedding the borough's approach to Transitional Safeguarding, with a focus on service integration and risk mitigation.
- Enhancing the safeguarding response to harm outside the home, through the development of the Multi-Agency Risk Outside the Home (MAROTH) framework.
- Improving the consistency and quality of multi-agency data, to support strategic decision-making and assurance.
- Continuing to amplify the voice of children and young people, ensuring their lived experience informs service design and delivery.
- Aligning partnership activity with the anticipated outcomes of the Joint Targeted Area Inspection (JTAI), ensuring readiness and responsiveness to inspection findings.
- The Partnership remains committed to delivering safeguarding arrangements that are responsive, inclusive, and informed by both local need and national developments.

## **Financial Implications**

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

## **RESIDENT BENEFIT & CONSULTATION**

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

To continue to provide effective safeguarding arrangements for vulnerable children and their families and ensure that the safeguarding partnership continues to respond effectively and efficiently to the needs of residents. This will support residents and children living in Hillingdon to feel safe and supported within the community.

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

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

## CORPORATE CONSIDERATIONS

### Corporate Finance

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

### Legal

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

### Comments from other relevant service areas

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

## BACKGROUND PAPERS

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

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

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# Hillingdon Safeguarding Children Partnership Annual Report 2024-2025

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# 1. Living in Hillingdon



Hillingdon is the most westerly London borough and the third-least densely populated of all London boroughs. Home to Heathrow Airport and RAF Northolt, the borough has large areas of green space with 67 Green Flag Awards – the most held by any local authority. Hillingdon is the second largest of London's 32 boroughs covering an area of 42 square miles, over half of which is countryside including canals, rivers, parks and woodland, interspersed with historic towns and villages.

The borough includes more affluent areas (within the top 20 per cent nationally) as well as areas of deprivation (within the lowest 20 per cent nationally). Our overall population is diverse and growing, and people are living longer.

Between the last two censuses (held in 2011 and 2021), the population in Hillingdon increased by 11.7 per cent, to around 305,900. The population in the borough increased by a greater percentage than the overall population of London (7.7 per cent), and by a greater percentage than the overall population of England (up 6.6 per cent).

The ethnicity profile of the borough has also changed, and the data reveals a reduction of eight per cent in the number of residents born in England to just over 60 per cent. Meanwhile, there has been an increase of nine per cent in residents born in India, and two per cent those born in Pakistan.

We are a single local authority with 109 schools, one acute hospital trust (that has two sites in the borough), a GP confederation that includes 43 of the borough's 45 practices, a single community health and community mental health provider and an established consortium of the five larger third sector organisations in the borough.

## 2. The Child's Journey



23,413 Contacts

Source:

- 25% Police
- 21% Education
- 21% Health Providers

Main reason recorded:

- Socially Unacceptable Behaviour
- Domestic Incident
- Child Mental Health
- Neglect
- Early Help Notification

364 Stronger Families Plans\*\*

4,432 Child and Family Assessments

132 Age Assessments

558 Child in Need Plans\*

1777 Strategy Discussions

1447 Child Protection Enquiries

164 Initial Child Protection Conferences

242 Child Protection Plans\*

Categories:

- 112 Neglect
- 10 Physical Abuse
- 0 Sexual Abuse
- 120 Emotional Abuse\*

37 uses of Police Powers of Protection

23 families (33 children) where Public Law Outline initiated.

2 Emergency Protection Orders

50 Care Proceedings Initiated

1 Secure Accommodation Order

331 Children in Care\*

79 of whom are Unaccompanied Asylum Seeking Children

88% of children eligible for a Health Assessment have one recorded within the year

65% of eligible children have had an SDQ completed during the year

4 children adopted into families

68 fostering households

9 new fostering households approved, 9 more currently in assessment

4 Residential Homes

766 Care Experienced Young People, 407 of whom were UASC\*

8 Stay Put arrangements in place\*

\*As at 31.03.25

\*\*Due to changes in reporting systems there may be some slight variation in figures

# The Child's Journey: Family Help & Support

## Family Help and Support

23,413 Contacts

Source:

- 25% Police
- 21% Education
- 21% Health Providers

Main reason recorded:

- Socially Unacceptable Behaviour
- Domestic Incident
- Child Mental Health
- Neglect
- Early Help Notification

364 Stronger Families Plans\*\*

4,432 Child and Family Assessments

132 Age Assessments

558 Child in Need Plans\*

Early intervention in Hillingdon is offered through the Stronger Families Service. Central to this initiative is the Stronger Families Hub (SFH), where a 24/7 service is available throughout the year. To streamline access to support services, the local authority has established a single point of entry for various resources such as social care, SEND, and the Attendance Support Team, accessible via one email, phone number, and online portal.

The Stronger Families Hub considers all requests for family help and support, identifying where early help can be provided through a Stronger Families Plan to prevent escalation in need, and to ensure that children and their families receive support at the earliest possible stage. The local authority currently operates two Family Hubs and plan to integrate eight children's centres into the Family Hubs Network. The centrally located Uxbridge Family Hub offers co-located services for children and families, including contact services, the Youth Justice Service, Multi Agency Psychology Service, Children's Centre services, and various health services. The introduction of Open Youth Work Sessions in 2023 has further solidified the hub's role in supporting young children and their families to reduce inequalities in child development and school readiness.

The most common reason for a 'contact' or concern being raised for a child is 'socially unacceptable behaviour' this is a broad category that encompasses the need to consider support arising from both the behaviour of a child, and where that behaviour might present for family members. Contact between a child and/or family member with the Metropolitan Police Service is the most common reason for a contact to be raised, this reflects the significance of domestic incidents, including domestic abuse, for children's welfare.

As a port authority Hillingdon continues to provide support to unaccompanied asylum seeking children, undertaking age assessments to inform decisions about ongoing support need.

# The Child's Journey: Child Protection

1777 Strategy Discussions

1447 Child Protection Enquiries

164 Initial Child Protection Conferences

242 Child Protection Plans\*  
Categories:

- 112 Neglect
- 10 Physical Abuse
- 0 Sexual Abuse
- 120 Emotional Abuse\*

37 uses of Police Powers of Protection

2 Emergency Protection Orders

23 families (33 children) where Public Law Outline initiated. 10 children were progressed to Care Proceedings.

50 Care Proceedings Initiated

1 Secure Accommodation Order

Where it is considered that a child is at risk of, or has suffered, significant harm a multiagency strategy discussion is convened to share information and decide next steps. A strategy discussion can be convened at any stage during the child and family's journey. In the year 1777 individual children were considered at a Strategy Discussion, with 1447 progressing to a child protection enquiry. Where child protection enquiries evidence a continued risk an Initial Child Protection Conference is convened, this would usually consider the needs of all children in a family. The Conference is a multiagency meeting, chaired by an independent social work manager. The primary functions are to share information, to make a plan to support and/or protect the child and to establish if the threshold is met for a child protection plan.

The most common reason for a child protection plan to be made in Hillingdon is due to concern about Emotional Abuse. This category includes where a child is a victim of domestic abuse.

Police powers of protection are implemented under s46 of the Children Act, 1989, where it is assessed by an attending police officer that a child is at imminent risk of significant harm, it is enacted for up to 72 hours. Where police protection is implemented this triggers consideration of the child's ongoing need for support, accommodation and protection. In the next year the Metropolitan Police Service will be undertaking London wide quality assurance to inform understanding of the lived experience of those children that are safeguarded using this measure. Hillingdon figures include 8 children who have been safeguarded at Heathrow Airport, so are travelling through, to, or from the UK, and 4 children who were visiting the borough, but have another area as their home authority.

\*As at 31.03.25

\*\*Due to changes in reporting systems there may be some slight variation in figures

# The Child's Journey: Stable Homes

## Stable Homes

331 Children in Care\*  
79 of whom are Unaccompanied  
Asylum Seeking Children

88% of children eligible for a Health  
Assessment have one recorded  
within the year

65% of eligible children have had an  
SDQ completed during the year.

4 children adopted into families

68 fostering households

9 new fostering households  
approved, 9 more currently in  
assessment

4 Residential Homes

766 Care Experienced\* Young  
People, 407 of whom were UASC

8 Stay Put arrangements in place\*

Hillingdon partners provide safety, support and accommodation to a high number of asylum seeking children, including those who are eligible for support as care experienced young people. These children and young people are amongst the most vulnerable in society, separated from their parents and families, with many experiencing significant trauma in their earlier lives.

The emotional and physical health of children in care is considered through the completion of an initial health assessment, with reviews within 6 months for under 5s, and annually for children over 5. The Strengths and Difficulties Questionnaire is an evidence based tool to help identify where a child might need additional support with their emotional wellbeing.

The local authority remains committed to ensuring that all children in care receive high quality care, within their family networks wherever possible, and from skilled and experienced foster carers, and residential care workers.

To support timely assessment of proposed kinship carers the Metropolitan Police Service participated in a local pilot to deliver police checks locally. This means that assessing social workers are able to access relevant information quickly to progress with assessment of proposed carers, and decisions about children's accommodation are informed by detailed information.

The development of a new offer for foster carers seeks to deliver an increase in carers available in the borough, with a 15% increase in capacity in the last year.

In 2024 the local authority opened the first new residential provision that enables children who have been cared for out of area to return to their home borough, and to receive services and support that will enable them to return to family type care in a foster home.

# 3. Local Authority Designated Officer

281 contacts

Most common sector:

- Education
- Other
- Transport staff

Category of harm:

- Behaviour of concern
- Physical Harm
- Sexual Harm

114 contacts met the harm threshold

LADO Outcomes:

- 31 Substantiated
- 30 Unsubstantiated
- 21 Unfounded
- 9 False
- 1 Malicious
- 6 Risk Assessment
- 16 Ongoing

The Local Authority Designated Officer (LADO) oversees allegations against people in positions of trust with children, including both professionals and volunteers. Referrals to the LADO are made when it is alleged that a person has behaved in a way that has harmed, or may pose a risk of harm, to a child in their personal or professional life.

The majority of LADO referrals stem from the education sector, this is in common with the national picture and reflects the fact that school is where most of our children spend most of their time. The remaining referral sources are evenly spread across core services, indicating a good understanding of LADO processes across the partnership.

In 24-25 the LADO worked closely with safeguarding leads across the health sector to increase the number of referrals. This included updates to internal processes within CAMHS, CNWL and Hillingdon Hospital with amendments to staff training. This approach was successful with an increase in referrals across the year. There is a plan for increased engagement with the faith and voluntary sectors in 25-26.

Where it is necessary for police to lead a criminal investigation against a person in a position of trust these are often complex in nature, and take time to progress. In the last year the LADO has provided training to the local Child Abuse Investigation Team, developing a shared understanding of the process, and implementing effective strategies to minimise delay. This has helped to develop stronger links across the partnership, with improved response to escalation and progression of LADO casework.

## 4. Our Safeguarding Arrangements

Hillingdon Safeguarding Partnership is a joint arrangement across the adult and child safeguarding networks. In September 2019 the Hillingdon Safeguarding Children Partnership was launched in line with the statutory requirements set out in the Children and Social Work Act 2017 and Working Together to Safeguard Children 2023.

Under these arrangements The Local Authority shares responsibility with, the North West London NHS Hillingdon Integrated Care Partnership and Metropolitan Police Service, to safeguard children and young people. In 2024 we published an update to our Multi Agency Safeguarding Arrangements, naming our Lead and Delegated Safeguarding Partners.

The **Safeguarding Adult Board's vision** is for Hillingdon citizens, irrespective of age, race, gender, culture, religion, disability or sexual orientation to be able to live with their rights protected, in safety, free from abuse and the fear of abuse.

The **Safeguarding Children Partnership' vision** is for every child and young person to be and feel safe, enjoy good physical, emotional and mental health, have pride in their unique identities, feel that they belong and have opportunities to thrive. The three statutory partners work alongside other relevant agencies in achieving this goal.

Safeguarding Partner	London Borough of Hillingdon	Metropolitan Police Service	Integrated Care Partnership	Education
Lead	Tony Zaman, Chief Executive	Matthew Twist, Assistant Commissioner	Rob Hurd, Chief Executive Officer	Surjeet Johra, Primary Head
Delegated	Julie Kelly, Director of Children's Services	Jill Horsfall, Chief Superintendent	Jennifer Roye, Chief Nurse	

# Safeguarding Arrangements



**Hillingdon Safeguarding  
Partnership**



Hillingdon Safeguarding Partnership is committed to ensuring that all our activities are underpinned by equality of opportunity, celebrating, and valuing diversity, eliminating unlawful discrimination, harassment, and victimisation, and promoting good relations. The Safeguarding Partnership Equality and Diversity Statement sets out how we will achieve this.

Our Communication and Engagement Strategy sets out how the Safeguarding Partnership interacts with individuals in receipt of services, the wider community, and professionals. One of the cornerstones of our local arrangements is an emphasis on understanding the lived experience of children, adults, their families, and carers.

The Safeguarding Partnership works directly with children and adults with lived experience, coproducing where appropriate and consulting on the development of strategies and policies. This ensures that we understand the impact of our work and provides a steer for future areas of priority and focus.

Safeguarding children and adults is a complex process requiring collaborative working across a range of professions and disciplines. At times there may be disagreement about the best course of action to take, and the need to resolve professional differences through proportionate use of escalation.

The purpose of our Escalation: Resolving Professional Differences policy is to provide a framework for escalation suitable for all practitioners and managers across agencies within Hillingdon Safeguarding Partnership, including statutory and non-statutory partners. This can include private and voluntary providers of any type of health or social care or education.

In addition to the core strategic documents there are a range of published partnership policies and strategies to inform specific areas of practice. In the last financial year all partnership policies and documents have been reviewed and updated to reflect the development of our arrangements, and those in national guidance.

# 5. Our Budget

In line with our arrangements the budget for the Safeguarding Partnership consists of contributions from the three statutory partners, and is shared across the child and adult safeguarding partnership.

These contributions fund the salaries of the Safeguarding Partnership Team, our multiagency training, and the delivery of the functions of the Safeguarding Adults Board and Safeguarding Children Partnership.

Where commissioned training is attended by employees of the local authority, the NHS, or the police then there is no charge. Other delegates pay a nominal fee towards the cost of the training. All agencies are subject to the Late Cancellation Policy, this aims to reduce non-attendance at training that has been booked to enable places to be offered to other practitioners.

Detail	Contribution	Expenditure
London Borough of Hillingdon	£332,800	
Metropolitan Police Service	£10,000	
North West London ICB	£67,200	
Salaries		£341,423
Training		£26,018
Independent Scrutiny		£5,058
Commissioned Reviews		£9,092
Preventing CSA Conference		£500
Websites and Graphic Design		£830

## 6. Voice of the Child



**Kids In Care Awards 2024**

This section of our Annual Report is based on feedback from the children in care councils, youth council and consultation across the wider network.

Amplifying the voice of children and young people with lived experience continues to be at the heart of the work of the Safeguarding Partnership. This is facilitated with the support of the local authority's Participation Team and relies upon the generosity of our children and young people.

In January 2025 Dillon, Catherine and Charlie attended the Partnership Board to provide direct feedback on the impact of the Partnership work in the last year, highlighting direct engagement with Partner Agencies with their 'We Said, You Did' presentation.

As a Partnership we seek to hear from children with a range of experiences, including those who have been supported through child in need, and child protection plans, those who are in our care, those known to our youth justice services, and those who are simply members of our community.

In 24-25 our children trained 1072 professionals through delivery of the Walking in Our Shoes Training



# Attending the Partnership Board



## WELCOME AND PURPOSE:

The aim of this presentation is to highlight the collaborative efforts between young people and various organisations in Hillingdon, working together to enhance safety and well-being across the community.

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By fostering open dialogue, sharing experiences, and actively involving young voices in decision-making processes, these initiatives empower young people to play a central role in shaping a safer and more inclusive environment.

This approach demonstrates the power of partnership in addressing key issues and creating lasting, positive change.



On an annual basis the Partnership Board is attended by representatives of our children and young people to provide direct feedback based on lived experience. This year the Partnership Board was joined by Dillon, Catherine and Charlie.

# The Voice of the Child: Impact



## Working with Education

Our Children Said:

*'WIOS is something we've been taking into colleges, and have provided to schools to help staff understand what it's really like to be in care. During training sessions, like on DSL days we share our own stories and experiences so teachers and staff can see things from our point of view. It's about helping them understand the challenges we face and showing them how they can support us better. By hearing from us directly, they can create a more caring and supportive environment for young people like us.'*

Feedback from a DSL:

*'Getting to know a student instead of asking the normal 'tick box' questions This will help try and build a relationship and allow the student to trust me... I'd love for the session to given to all staff in my school'*

## Working with Health Services

Our Children Said:

*'We brought Walking in Our Shoes to Central and North West London NHS Foundation Trust. This gives health professionals a chance to hear directly from us. By sharing our stories, we're helping them understand the challenges we face and how they can better support young people like us.'*

Feedback from a CAMHS Professional:

*'Training that is co-developed and co-delivered is so powerful. Within my role, I have given consideration to something similar, however haven't been able to get this off the ground. Following attending this training it is definitely something I will pursue.'*

## Working with the Police

Our Children Said:

*'The police panel sessions gave us young people a chance to talk openly with the police. It's a safe space to share concerns, ask questions, share and discuss issues that matter to us. These sessions help build trust and understanding, making it easier for young people and the police to work together for a safer community'.*

Feedback from a Police Officer:

*'It was so insightful, definitely gave me a better insight into how police could do better when coming into contact with youths'*

# The Voice of the Child: Looking Ahead



*'We want to take police panels to more places across Hillingdon so more young people can have their say'*

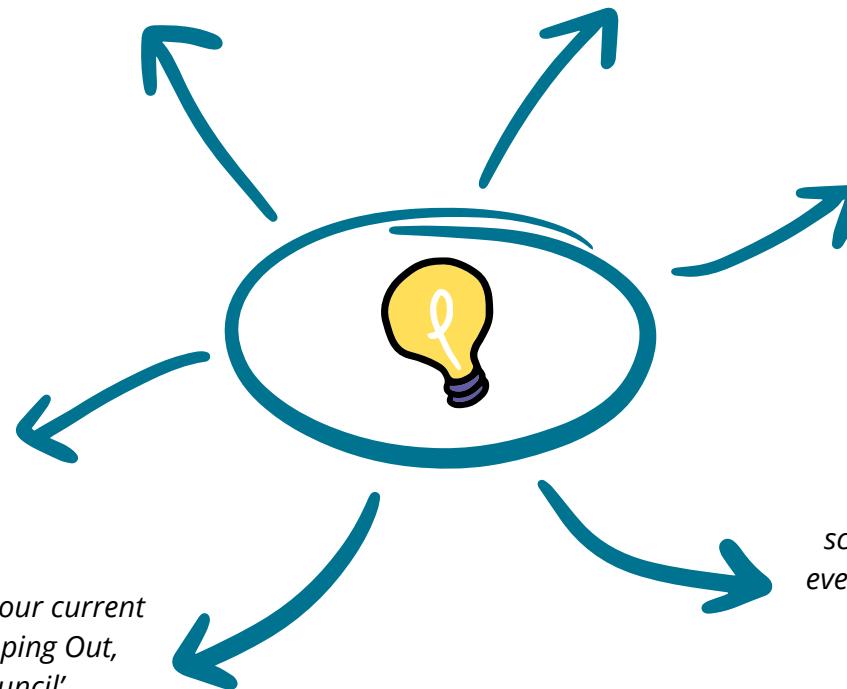
*'Walking in our shoes could include mental health as a training topic, or provide this training to mental health professionals. This would align closely with the 'You Said:We Did document'*

*'Reaching more online: Not everyone can come to in-person sessions so setting up an online space where young people can share ideas or raise concerns would help us include more voices. It could also be a way to share updates about all the cool work we're doing'*

*'The Safer Hayes Project has been a great start and we would like to continue... nominating young people from different schools to work on the Project too, We can tackle local issues with young people leading the way'*

*'We want to continue to expand our current groups - Talkers, Step Up, Stepping Out, Youth Voice and Youth Council'*

*'We'd love to bring WIOS to more schools, colleges and organisations so even more professionals can understand what it's really like to be in care.'*



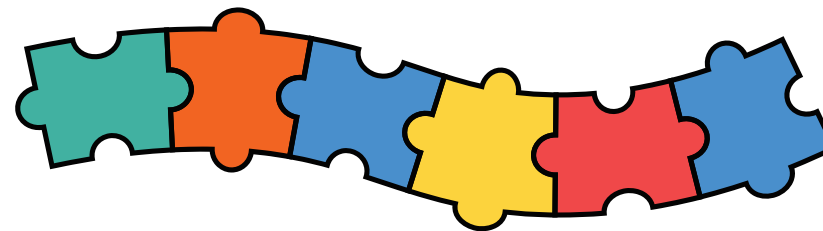
**Children and Young People's Priorities  
2025-2026**

# 7. Independent Scrutiny

The Independent Scrutineer for Hillingdon is Alan Caton OBE. Alan is an experienced safeguarding professional and has worked as an independent chair and scrutineer for Local Safeguarding Children Boards and Safeguarding Adults Boards for the past 12 years. Prior to this Alan served as a police officer for Suffolk Constabulary for over 30 years, retiring as the senior officer in charge of the Public Protection Directorate.

Each year the scrutineer is commissioned to focus on a specific area of practice by the Executive Leadership Group. The scrutiny process includes revisiting progress against the areas of consideration previously made.

*'It is very reassuring to see that the 'Areas for Consideration' following last year's scrutiny have been considered by the partnership along with being actioned and progressed where necessary'*



The terms of reference for scrutiny were developed in line with the 'Six Steps to Independent Scrutiny' model, developed by the University of Bedfordshire, and focussed on the effectiveness and impact of:

- Child Protection Enquiries pursuant to s47 of The Children Act, 1989,
- Adult Safeguarding Enquiries pursuant to s42 of The Care Act, 2014.

This year scrutiny took the form of a multiagency audit, scrutinising a representative sample of child and adult protection enquiries. A comprehensive audit tool was developed, with a roundtable discussion chaired by the Scrutineer.

# Children's Section 47 Enquiries

Child protection enquiries for eighteen children were subject to analysis and audit using an agreed standardised tool by the Safeguarding Partnership Team. The Scrutineer was provided with access to the entire sample, to assure the robustness of the audit. Following this, six representative children were selected for a multi-agency round table discussion led by the Independent Scrutineer.

There was good representation from the partnership involving senior safeguarding leads from the police, local authority children's services and education, Central and North West London NHS Foundation Trust, the Hillingdon Hospital and North West London NHS Integrated Care Partnership.

The Safeguarding Children Partnership Board has a dedicated plan in response to the areas for consideration. This includes developing and commissioning additional training around domestic abuse, working in conjunction with Central and North West London NHS Foundation Trust there needs to be clear and consistent arrangements, processes and guidelines for child protection medicals and seeking assurance around the protection of children at risk of extrafamilial harm.

To be assured that processes are in place to enable school attendance at strategy discussions during school holiday periods

To regularly review and monitor strategy discussions to ensure appropriate attendance from safeguarding partners.

To be assured there are clear and consistent arrangements, processes and guidelines to address any barriers to child protection medicals.

To be assured that frontline practitioners understand the impact of coercive control and that there is wide recognition of children as victims in their own right.

To be assured that all cases where children are experiencing extrafamilial harm and are deemed to be at risk of suffering or likely to suffer significant harm, are subject to enquiries under s47 of The Children Act, 1989

**Areas for Consideration**

# Independent Scrutiny - Outcome



*...there continues to be many strengths to the safeguarding arrangements for both children and adults across Hillingdon. I have found a strong partnership that is open to scrutiny and challenge and one that strives to continually learn and improve practice. As last year, I have not come across any areas of poor practice or weaknesses in service provision. The areas I have outlined for the partnership to further consider, are there to help the partnership on its journey to improve collaboration and coordination and therefore consequently, to improve outcomes for children, families and adults in Hillingdon.*

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

*Alan Caton, OBE, 2025*

## 8. The Children's Partnership Board

In 2024-2025 the Safeguarding Children Partnership Board was chaired by Detective Superintendent Rebecca Reeves. This responsibility will transfer to the Integrated Care Board in the next year.

The Partnership Board is made up of senior safeguarding leads across the borough including:

- The London Borough of Hillingdon Children and Young Peoples Services
- North West London Integrated Care Partnership
- Metropolitan Police Service
- Central and North West London NHS Foundation Trust
- The Hillingdon Hospital
- Education (Primary, Secondary, and Further Education)
- The Safer Hillingdon Partnership
- Prevent and Stronger Communities Lead
- The Probation Service
- Voluntary and Community Sector Organisations
- Border Force

The Partnership Board meets four times per year and is generally well attended, with proactive engagement in the event of non attendance to identify and remove any barriers where necessary.

In October 2024 the Partnership Board held a reflective session focussing on the impact of various strands of strategic work on safeguarding practice. This included the effectiveness of awareness raising activity as a preventative tool, the impact of practice development activity and the value added by subgroups and multiagency Task & Finish Groups.

Feedback from members has been used to inform plans for the coming year, with a reduction in those areas deemed not to have the most impact (awareness raising activity, newsletters and webinars) and focus on those deemed as making the most difference (commissioned training, audits).

The chair of the Children's Partnership Board attends the Executive Leadership Group to provide a quarterly update of progress made.

In the coming year the Partnership will be developing some guidance around the roles and responsibilities of Chairs and members. It is anticipated that this will support the increased impact of strategic work.

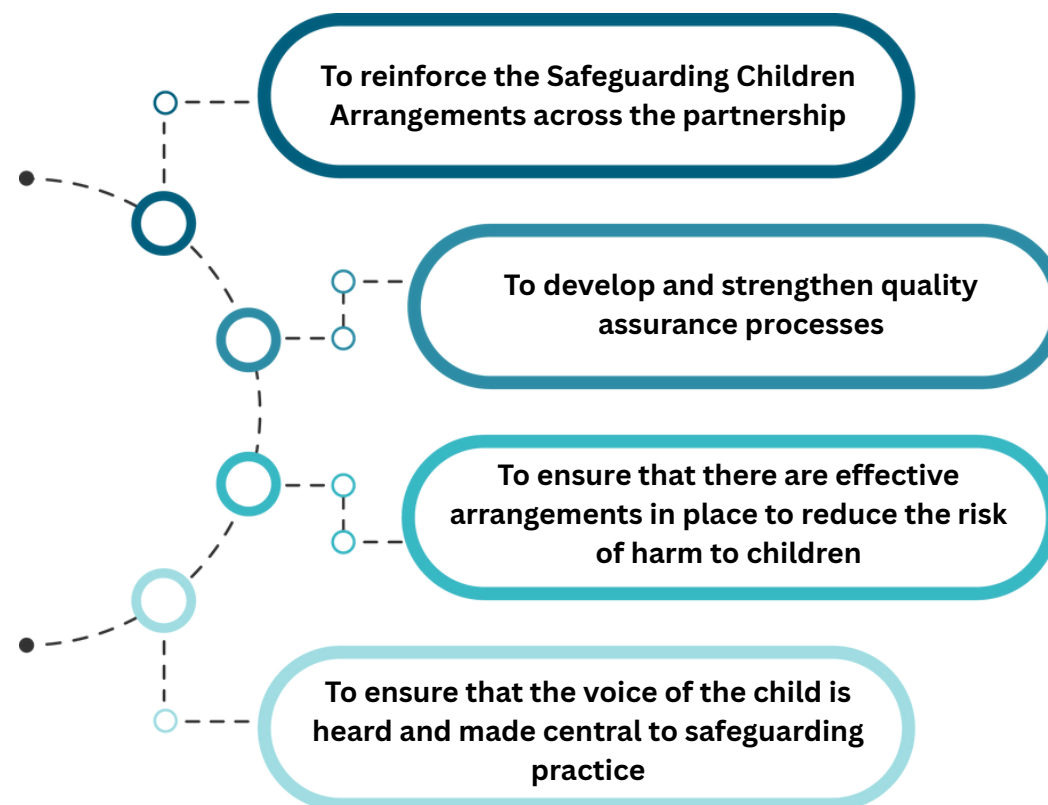
## 9. Our Business Plan 2024-2027

The strategic direction of the Safeguarding Children Partnership Board is informed by our three year business plan. Each priority is supported by underpinning actions, with progressed monitored against measurable outcomes.

In common with safeguarding partnerships across the region there is an ongoing challenge with securing a consistent and reliable multiagency dataset to inform strategic decision making. In the last year the local authority has made considerable progress with the implementation of a Power BI Dashboard, however the capacity to include data from health, and police is reduced due to incompatibility between recording systems and functionality. This continues to be an area of focus in Hillingdon, and more widely across London.

In addition to the overarching priorities the Board sets areas of focus, in 2024-2025 these were:

- 1.Contextual Safeguarding
- 2.The Response to Child Sexual Abuse
- 3.Education Safeguarding
- 4.Transitional Safeguarding



# Progress Against Priorities

## **Priority 1: To reinforce the Safeguarding Children Arrangements across the Partnership**

Our Multi Agency Safeguarding Arrangements were updated and published in December 2024

All partnership strategies and practice guidance have been updated to reflect the changes in Working Together to Safeguard Children 2024

We have worked closely with related strategic boards to ensure that our work is collaborative and complementary, this reduces duplication and increases the effectiveness of strategic leadership. In respect of domestic abuse we have one delivery group led by the Domestic Abuse Steering Executive, with cross representation of senior safeguarding leads in adult and child services

We are continuing to build links with the community and voluntary sector, with representatives attending the Partnership Board and contributing to the work of subgroups

Through the year our Partnership Board forward plan ensured that every agency participates actively, with themed and focused discussions of specific issues as they arise.

## **Priority 2: To develop and strengthen quality assurance processes**

In line with other Partnerships, we acknowledge that the development of a shared dataset continues to be a challenge for Hillingdon. The local authority has successfully implemented Power BI, a data analysis tool that allows for live identification of themes and patterns

Our Risk Register is updated and reviewed by the Executive Leadership Group, with actions assigned to reduce risk wherever possible to do so.

We have implemented a multiagency quality assurance schedule to provide a breadth of information about local safeguarding practice. In the last year we have audited compliance with s11 of the Children Act, 2004, undertaken the Education Safeguarding Audit, and reflected on compliance and engagement with our Equality, Diversity and Inclusion Statement. Independent Scrutiny focussed on the impact and effectiveness of Child Protection Enquiries.

# Progress Against Priorities

## **Priority 3: To ensure that there are effective arrangements in place that reduce the risk of harm to children**

This year our areas of priority focus were harm outside of the home, safeguarding in education, preventing and responding to child sexual abuse and the introduction of our local approach to transitional safeguarding

Our Multiagency Training programme provides a range of opportunities for practitioners from all disciplines, and is closely linked to learning from local audits and practice, and the progression of national priorities

We have continued to reinforce our 'think family' approach, so that child and adult practitioners both understand, and are equipped to respond to, the needs of all family members

Our awareness raising campaigns are designed to be accessible to frontline practitioners, with some resources suitable to be displayed in publicly accessible spaces, for example libraries, hospitals, schools and GP surgeries

## **Priority 4: To ensure that the voice of the child is heard and made central to safeguarding practice**

In the last year the wider partnership engagement with children and young people has continued to gain strength and momentum

Our children and young people have delivered Walking in Our Shoes training to police officers, health professionals and at the Designated Safeguarding Lead Development Day, this is in addition to the regular provision of multiagency training

Where Children and Young People deliver Walking in Our Shoes Training to agencies external to the council they now receive payment in reflection of their status as experts by experience.

Young people have also participated in the Metropolitan Police Service' Young People Panels and engaged in focussed work as part of the Safer Hayes Project

# 10. Harm Outside the Home

The Strategic High-Risk Panel is mandated to develop a collaborative strategic response to children at risk of contextual risk factors. The group collates information from safeguarding partners and community intelligence, to understand the risk factors children and young people face outside of the family home. The overarching objectives are to prevent, intervene and disrupt child exploitation.

This subgroup is intended to be co-chaired by the local authority and Metropolitan Police Service. Due to a restructure and changes in responsibilities there have been some challenges in securing consistent representation from the police. This is now assured for the coming year.

In March 2025 Partners agreed to be part of a police led North West London pilot to develop consistency in the strategic response to harm outside the home. There is no substantive change to the focus of the subgroup, which will be renamed: Multi Agency Risk Outside the Home (MAROTH).

1

Supporting and scrutinising the Community Safety led Safer Hayes Project

2

Analysing the findings and local implications of the Jay Report, and the Children's Society Report about lived experience

3

Reviewing the local multiagency response to Child Sexual Exploitation

4

Contributing to the development of the Multi Agency Risk Outside the Home Pilot

In HMICRFS revisited the findings of the inspection of their 2023 Inspection of the Metropolitan Police Service response to sexual and criminal exploitation. Inspectors found evidence of positive progress, and have closed the three areas of concern identified. In Hillingdon MPS will be introducing a Local Missing Hub that will provide 24 hour coverage for missing person enquiries. In partnership with the London DCS network the Child Exploitation Protocol will also be updated in the coming year.

# Child Exploitation - Impact

## SAFER HAYES PROJECT

### YOUTH INVOLVEMENT

The Safer Hayes Project is a community initiative focused on making Hayes a safer place for everyone. It brings together young people, from local schools to work on ideas and solutions that improve safety and well-being in the area. By working together, the project helps create positive changes in the community.

The vision of the Making Hayes Safe Project is to eliminate violence and exploitation in the Hayes area, and make communities feel safe. The project is underpinned by a comprehensive delivery plan, that seeks to tackle serious youth violence and exploitation through a lens of contextual safeguarding by empowering

the community to develop sustainable solutions. Anticipated outcomes include a reduction in volume and risk associated with exploitation and increased feelings of safety for children and young people.

279 children and young people have participated in the Youth Engagement aspect of the Safer Hayes Project.

Safe Hubs are being introduced into the Hayes area to provide support and a place of sanctuary.



In November 2024 the Partnership undertook a benchmarking exercise to establish shared understanding around the provision locally in respect of Child Sexual Exploitation (CSE). It served to provide a snapshot of current prevalence, awareness raising activity, professional development and resources for the assurance of safeguarding partners.

The exercise concluded with a range of recommendations to reinforce our prevention, identification and response to child sexual exploitation. A CSE specific action plan has been developed, and will be progressed within the subgroup.

# 11. Child Sexual Abuse

The remit of the Child Sexual Abuse (CSA) subgroup, was to consider multi-agency work on all forms of child sexual abuse (CSA), including within the family environment and outside the family home. The work of the subgroup was structured within the following three domains:

- Prevention: Children, young people, their families, and the community are appropriately informed about child sexual abuse.
- Identification: Professionals can recognize the signs and indicators of child sexual abuse
- Response: Children who are known, or strongly suspected, to have suffered abuse are well protected.

1

Multi Agency Quality Assurance

2

Prevention through the PANTS Campaign

3

Building capacity of practitioners to identify signs and indicators through resources and training

4

Increasing knowledge of perpetrator behaviour and disruption

Whilst our focussed Subgroup has concluded we will continue to raise awareness of child sexual abuse and drive practice improvements in this area. This will include a focussed audit in 25-26.

Hillingdon Children and Young People's Services now has three trained Child Sexual Abuse Leads.

Local partners have contributed to the development of the North West London CSA Hub project over the last four years. Unfortunately this is now on hold. Children impacted by sexual abuse continue to access specialist services through the Haven and Tigerlight project.

# Preventing Child Sexual Abuse



The NSPCC Talk PANTS campaign is an initiative to empower children to understand their rights to safety and to recognise the potential risks of abuse. Talk PANTS aims to teach children how they can speak up if anything doesn't feel right. This campaign is a preventive campaign in efforts to stop children experiencing Child Sexual Abuse.

Talk PANTS is aimed at parents of children between ages 3-11, giving adults advice on how to talk to children in an age-appropriate way about sexual abuse, without using any scary words or even mentioning sex. We know that simple conversations can make a big difference, and that's what the Talk PANTS campaign is all about.

There was excellent engagement across the week with 56 schools participating, 28 of which achieved Gold Standard requirements. 55 Early Years settings also participated - this meant we engaged directly with 68% of all education settings for children aged 3-11 years.

The message was also reinforced through coordinated awareness raising in libraries, GP surgeries, and the hospital.

In total 329 practitioners in Hillingdon are now trained as Talk PANTS Champions, ensuring a sustainable and impactful project for years to come.



# Preventing Child Sexual Abuse Conference

Our October conference was effective in reaching a broad audience across the Safeguarding Partnership, with 126 delegates from early years settings, primary schools, libraries, children's centres, community and acute health services, midwifery, the voluntary and community sector, integrated care board and children and young people's services.

The learning outcomes were:

- To improve understanding of perpetrators of child sexual abuse
- To learn about child sexual abuse by people in positions of trust, and organisational safeguarding
- To understand the impact of language choices on victims, and in the assessment of risk
- To share the NSPCC PANTS message

Feedback from attendees was overwhelmingly positive with delegates reporting an increase in their knowledge and understanding.



## 'What one thing will you take away with you following the conference?'

*'To be much more aware of observing relationships in positions of trust. Understanding perpetrator behaviour and having an update on Talk Pants'*

*'The importance of language, very interesting presentation regarding understanding perpetrators and Talk Pants sounds like a fantastic way to start those conversations as young as possible in an accessible way'*

*'Thinking about the perpetrator and understanding their behaviours ....never thought of it like that before and found it interesting informative and thought provoking'*

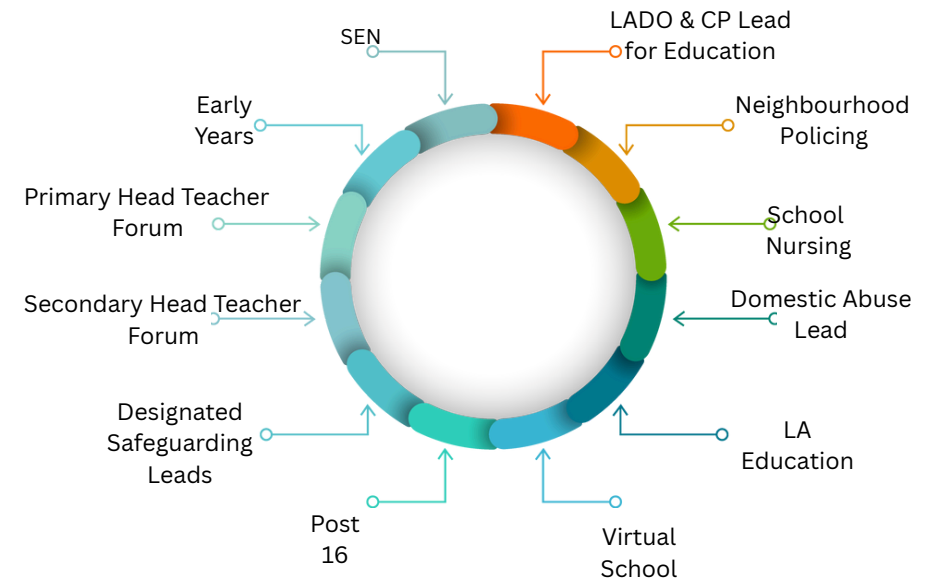
*'We should not be afraid to speak out when we have concerns about Child Sexual Abuse and we should not blame children for any sexual abuse that they suffer'*

# 12. Education Safeguarding

Our Education Safeguarding Subgroup was implemented in May 2023. The publication of Working Together to Safeguard Children 2023 prompted some reconsideration of the format of the subgroup with a refocus on the importance of a 'pure education voice' in our safeguarding arrangements.

In response we have worked with the Primary and Secondary Head Teachers Forums to identify representative head teachers to lead the subgroup, and ensure that the education perspective is represented fully at the Safeguarding Children Partnership Board and Executive Leadership Group.

The primary focus of the subgroup this year has been to embed the voice of education in the strategic arrangements.



The subgroup has links into all other education networks and fora, along with key representation from health, police and the local authority education service.

Our subgroup is chaired by Surjeet Johra, Primary School Head Teacher representative, and we have recently secured representation from the Secondary Head Teacher Forum, Antonio D'Onofrio

The two chairs also attend the Safeguarding Partnership Board, along with representatives of early years and further education. Surjeet Johra is a member of the Executive Leadership Group.

# Education Safeguarding - Impact

The Education Safeguarding Audit is now scheduled for conclusion in the first quarter of 2025-2026. Early analysis shows variation in take up of the audit across schools, with some preferring to use their own, or their Multi Academy Trust, tools. A thematic analysis will be presented to the subgroup to inform ongoing development.

Operation Encompass, a direct information sharing process between police and schools is well embedded in the borough. There are ongoing discussions about how to broaden this to include our independent schools. The Domestic Abuse Lead for Education is a core member of the subgroup, providing a conduit between school leads, and domestic abuse specialist services. In the coming year there will be specialist domestic abuse support for children who are impacted by domestic abuse in their own relationships.

In the 2024-25 academic year to date 23 children have been permanently excluded from school, this is a 20% year-to-date reduction in comparison to last year. The most common causes recorded are Persistent Disruptive Behaviour and Physical Assault.

In the summer of 2025 we will be completing an exploratory analysis to understand what can be learnt about the lived experience of these children and how we can work together to reduce the risk of exclusion in future.

1

Embedding education in the strategic network

2

Improving links between MARAC and schools.

3

Reviewing education specific guidance and resources

4

Leading the Education Safeguarding Audit

The Safeguarding Partnership Neglect Policy is being updated to include specific guidance around Educational Neglect. This aims to provide schools and Children's Services with greater understanding of school attendance as a safety factor for children, as well as guidance around identification and multiagency response.

# Strengthening Safeguarding Conference



The Education Safeguarding Team hosted a conference Strengthening Safeguarding: Best Practice for School Leaders. The aim was to provide an opportunity for safeguarding leads to come together, review the findings of the safeguarding audit, and think about creative and impactful ways to ensure comprehensive safeguarding practice in their settings.

The conference was attended by fifty of our schools. With delegates hearing directly from children and young people about their lived experience of safeguarding in education, and a guest speaker on the topic of harm outside the home.

*"I have heard such great feedback about Friday already. I personally feel that it has been the most meaningful and impactful CPD that I have attended in a very long time. There was great networking, excellent discussions and meaningful reflections. The day in my opinion was a huge success!! Andrew Fuller (Hood Lessons – Guest Speaker) was inspirational!!!"*

# 13. Transitional Safeguarding

In recognition of the need for cross partnership working our Transitional Safeguarding Task & Finish Group was developed collaboratively by the Safeguarding Children Partnership, the Safeguarding Adults Board and the Safer Hillingdon (Community Safety Partnership). This has ensured the availability and input of a broad range of expertise to support the evolution of transitional safeguarding in the borough.

The Transitional Safeguarding Task and Finish Group will develop a comprehensive framework to ensure effective safeguarding for individuals transitioning from adolescence (14–25 years) to adulthood, addressing risks, gaps, and service integration.

This group aims to:

1. identify key transitional risks, including violence, exploitation, mental health, and criminal justice involvement.
2. Build capacity within services to support young people during their transition from youth services to adult services, such as YJS to probation, CAMHS to adult mental health, children's social care to adult social care, and education to employment.
3. Ensure that individuals falling outside statutory eligibility are not left unsupported and that there are adequate community resources for this group.
4. Establish a clear, coordinated protocol for supporting young people during transitions and mitigating risks, including crime, victimisation, and exploitation.

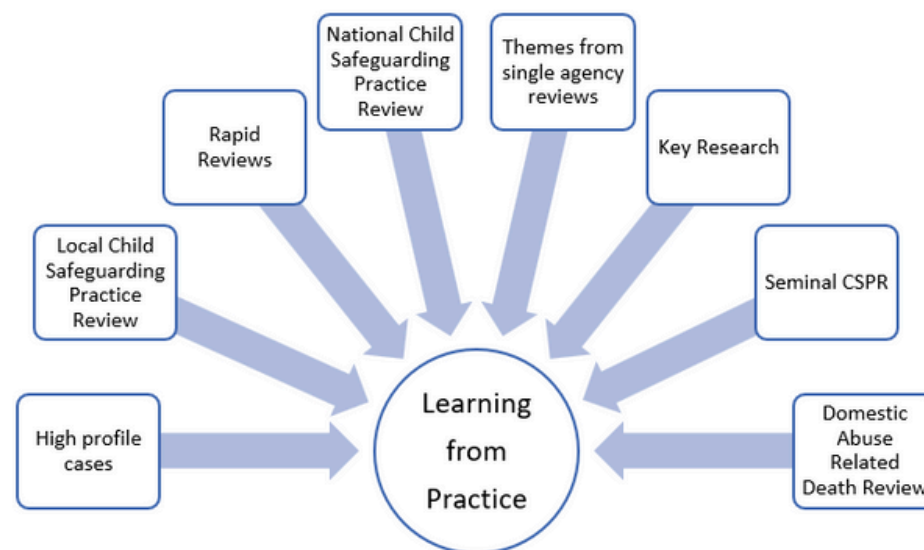
The work of the subgroup is informed by knowledge of local needs and services, and through the application of learning and recommendations within relevant reviews, inspection reports and knowledge of best practice. This group met for the first time in January 2025, therefore it is in infancy and will continue into the new year.



# 14. Learning from Practice

The Children's Learning from Practice Task and Finish Group coordinates the identification, consideration, and dissemination of learning from practice with children and families. The Task and Finish Group considers learning from a range of sources. This is used to inform our multiagency training offer, the focus of practice development activities, including briefings, newsletters and the content of the Safeguarding Partnership Information Webinar that is held regularly through the year. This webinar serves a dual purpose of providing an introduction and overview of the local Safeguarding Arrangements.

Discussion at Learning from Practice is not an alternative route for escalation, the focus is on practice development and wider system learning. In 2024-25 we undertook two reflective learning reviews, one in response to an incident of serious youth violence where there were no known, or suspected, issues of abuse and neglect and one to explore learning from the experience of supporting a child with highly complex needs to return to local residential care.

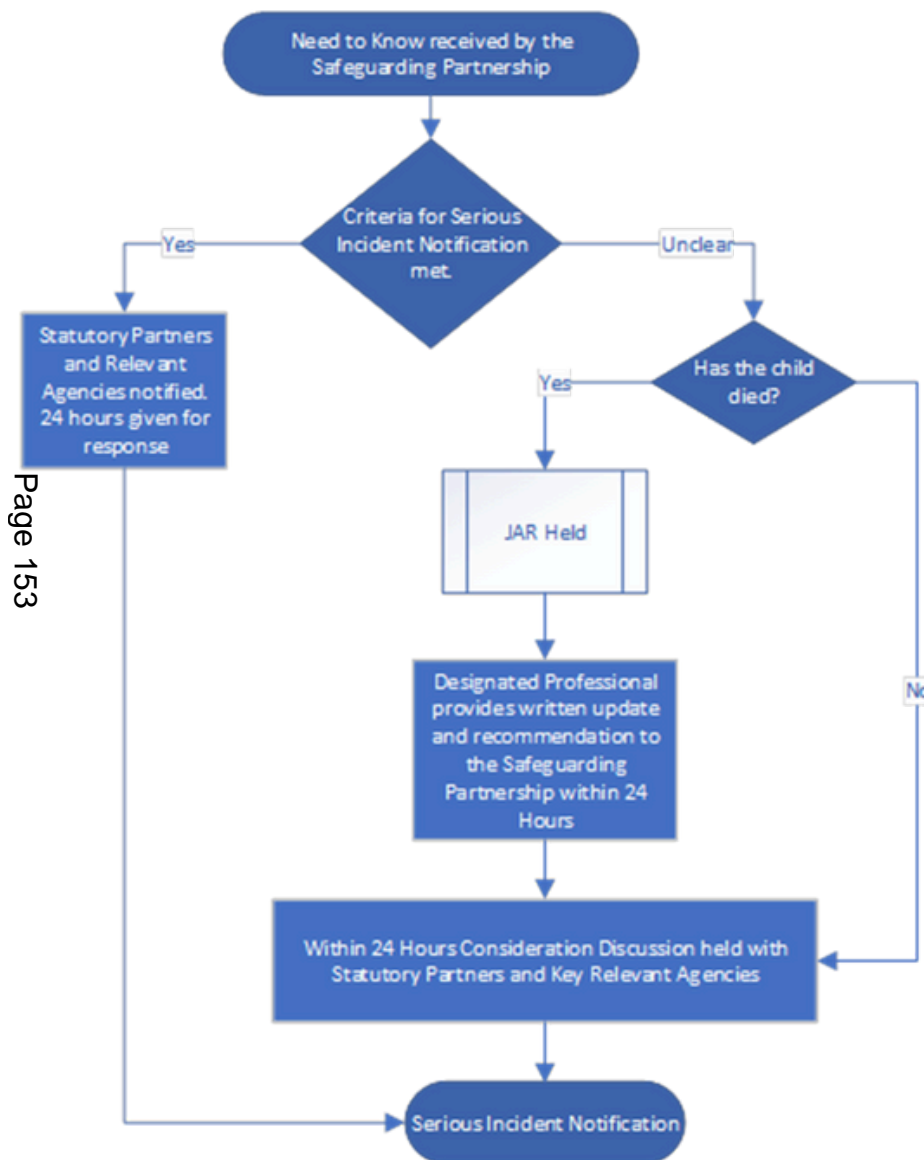


**Learning from Practice Framework**

**Key Area of Learning:** A trauma informed approach is fundamental to understanding the impact of a child's experiences, the context of current presentation, and the development of multiagency plans to support and protect children and young people.

**Key Area of Learning:** The application of professional curiosity across all disciplines and services enables practitioners to have an accurate understanding of lived experience. In the next year the Safeguarding Partnership will focus on this area of practice.

# Learning from Practice



In response to the changes within Working Together to Safeguard Children we have updated our serious incident consideration process. Where there is a concern that child has died, or suffered serious harm, and abuse or neglect is known or suspected then a 'Need to Know' (NTK) proforma is completed. Any agency can complete a NTK, but in practice it is usually the local authority social work team.

The NTK is reviewed by the Directors of Children's Social Care, Education, and Safeguarding & Care and a decision made about sharing with Safeguarding Partners. Where the criteria are clearly met for a serious incident notification, partners are informed of this. Where there is a need for additional information a Consideration Discussion is held with attendance from the Metropolitan Police Service, Central and North West London NHS Trust, and the North West London Integrated Care Partnership. Where appropriate the child's head teacher will also be invited. If partners are unable to reach consensus then the decision is escalated to the Chair of the Safeguarding Partnership Board.

The Partnership has convened two consideration meetings in the last year, with neither resulting in a serious incident notification. As this is a new process we will continue to refine it in the coming months.

# Learning from Practice

We convened a Mental Health Strategic Task and Finish Group following a local, and national, increase in child deaths by suspected suicide. There were no issues of abuse or neglect known, or suspected, to have impacted on the children affected, however in recognition of the significance of the loss of their lives and the impact this has on their families, friends and wider community it was agreed to establish any thematic learning and to identify any local or national resources to promote emotional wellbeing in adolescence.

A key area of learning was that there was a need to increase practitioner awareness of suicide prevention strategies. In May 2024 we held a focussed week of awareness raising activity. This included the development of practice resources, and webinars delivered in conjunction with Papyrus, sector leaders in suicide prevention, CAMHS services and referral pathways, and Youth Services around the relationship between movement and emotional wellbeing. 125 practitioners and managers across the partnership attended the webinars.

Suicide prevention now forms part of the core offer of multiagency training to support the sustainability of this work.





## Mental Health Awareness 2024 Child and Adolescent Briefing



Mental Health Awareness Week is from 13 – 19th May. The Mental Health Foundation's theme for this year is movement. Movement is important for our mental health. But so many of us struggle to move enough. We know there are many different reasons for this, so this Mental Health Awareness Week there is a focus to help people find moments for movement in their daily routines.

**In this briefing:**

- Hillingdon's Focus
- Let's get talking about mental health
- Conversation tips and exam stress
- Responding to mental health concerns.
- Local support in Hillingdon
- 24 Hour Hopeline
- Resources.
- Further reading for professionals.



### Hillingdon's Focus

In Hillingdon, this year, we're focussing on child and adolescent mental health. Why? Because it's time to shatter the stigma surrounding mental well-being. Let's engage in open conversations with children, normalising the topic and empowering everyone to seek support when needed. Remember, mental health is a conversation for all of us!

**Free online lunch and learn - Book now!**

- **Monday 13th May:** LINK - Children and young people's mental health and the relationship between movement and emotional well-being. [Book here](#).
- **Tuesday 14th May:** Papyrus - Spark Suicide Prevention Awareness, Resources, and Knowledge Presentation. [Book here](#).
- **Wednesday 15th May:** CAMHS and Eating Disorders Service Lunch and Learn. [Book here](#)

**Wear it Green Day, Thursday 16th May. Wear green to show people you are available and welcome conversations around mental health.**



# I wanted them all to notice



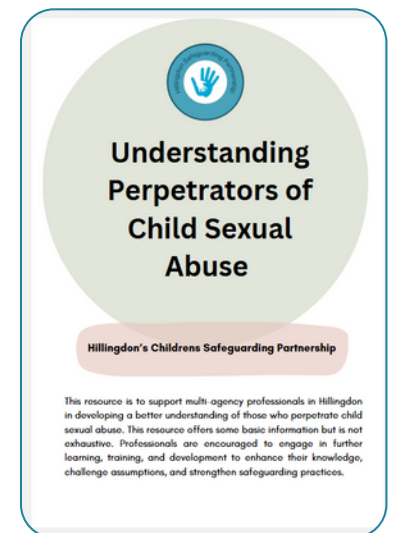
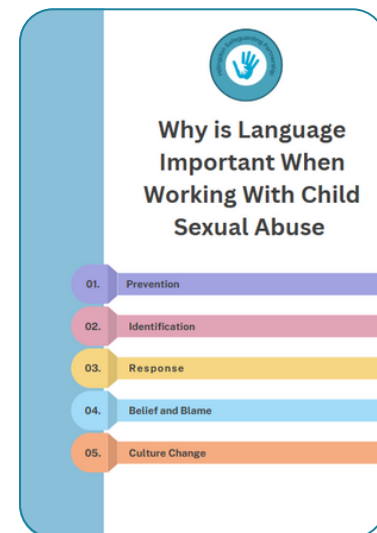
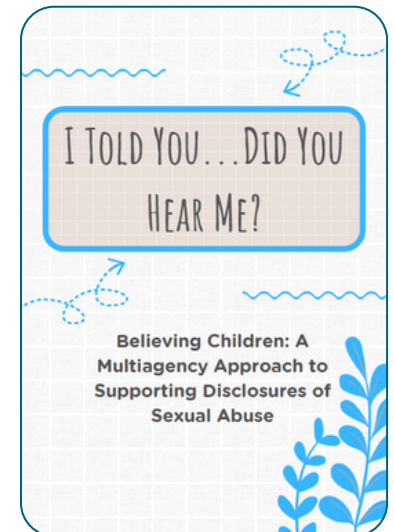
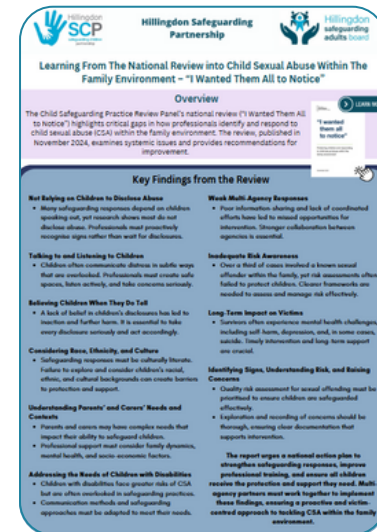
We reviewed the findings and recommendations of the National Child Safeguarding Practice Review against the work undertaken within our Child Sexual Abuse subgroup.

The Review highlights key areas of learning for safeguarding practice across all disciplines.

As a local partnership we have developed a multiagency action plan with focus on those areas most relevant for Hillingdon. To disseminate the learning in an accessible way to practitioners and managers we have circulated a summary, with resource guides in respect of listening to children, the impact of language and understanding perpetrators. A webinar summarising the review has also been delivered, with a recording available to support a range of learning styles.

Our Probation leads have helpfully agreed to provide a workshop for practitioners across all agencies, explaining their role, and the methods used to assess risk when working with perpetrators.

As a partnership we acknowledge that embedding learning, and changing practice, is an incremental process, and not one which is achieved through a tick box approach. We will continue to work through our plan over the coming year. This will include concluding our training needs assessment, and an audit of the multiagency safeguarding response to child sexual abuse.



# 15. Quality Assurance - s11 Self Assessment

Section 11 of the Children Act 2004 places duties on a range of organisations and individuals to ensure their functions, and those of any services that they contract out to others or license, are discharged having regard to the need to safeguard and promote the welfare of children. The application of this duty will vary according to the nature of each agency and its functions.

The Safeguarding Partnership has undertaken an audit of compliance with section 11 across relevant partnership member organisations for the period 2024-25. The last audit of section 11 compliance was undertaken in 2022-23. A number of recommendations were made and acted upon.

The findings from this year's audit have provided assurance the organisations that completed the self-assessments are, in the vast majority, discharging their duties with regards to the welfare of children and are therefore compliant with the duties set out in Section 11 Children Act 2004 and Working Together to Safeguard Children 2023.

93% of all organisations approached responded with completed audits. 53 out of 57 responding organisations met 80% or more of the standards required for compliance with section 11.

Primary care was the largest group of respondents, making up 44 of the 57 completed audits. This equated to 100% of the GP surgeries in the borough. 42 of 44 fully met 80+% of the required standards.

The local authority's responses were much more thorough this year than in 2022-23, which has produced valuable information. However, there remains a gap in assurance of compliance in sexual health services.

There has been an improvement in the robustness of the licensing process with regard to the welfare of children, however, there are still improvements that can be made through further dialogue between local authority departments.

Agencies should proactively share examples of good practice in respect of ensuring the voice of the child is heard and acted upon

There is a need to increase direct engagement with primary care in strategy discussions

There is a need to reinforce understanding of the role and function of the LADO

# Quality Assurance - Equality Diversity & Inclusion

The purpose of this review was to explore the impact and application of Hillingdon Safeguarding Partnership's Equality, Diversity, and Inclusion Statement.

Hillingdon Safeguarding Partnership will:

- Work in partnership with children, young people, adults, and carers who have protected characteristics to ensure that their views are represented.
- Acknowledge, promote, and celebrate the value of diversity.
- Ensure that issues of equality and diversity are considered across all functions of the Safeguarding Partnership, including Boards, subgroups, and Reviews.
- Foster a culture of high support/high challenge to counteract any discrimination and/or oppression.
- Be honest about areas/incidents we need challenge and develop to ensure that we are proactively counteracting discrimination and oppression and promoting equality.
- Ensure that equality and diversity is considered in quality assurance frameworks to identify strengths and areas for development.
- Ensure that we have impactful training in place to educate and inform professionals around their responsibilities and duties in relation to issues of equality and diversity.

The review achieved a response rate of 66%, with 8 out of 12 agencies completing the self-assessment.

The self-assessments indicate multi-agency partners are actively considering EDI in their operations, highlighting several strengths, including a strong commitment to EDI and the integration of EDI considerations into agency practices.

Partners also identified areas for development:

*"To work collaboratively as a partnership to meet the needs and celebrate diversity. Ensuring we are included in all religious and cultural celebrations. The organisation's approach to acknowledging and valuing diversity in the workforce. Ensuring we are including all celebrations."*

*"Review and refine existing policies and practices to ensure they are inclusive and responsive to diverse needs, enhance the representations of children's views and how these are obtained, and have better transitions for YP especially those with additional needs."*

Participation in Self-Assessments: The self-assessment process is a valuable tool for understanding practice. However, its effectiveness depends on the level of participation. It is therefore vital that moving forward, all partners engage in these processes to enable a comprehensive review.

# 16. Practice Development Activity



The focus of the Practice Development Forum (PDF) is to ensure that learning from practice, is disseminated across the safeguarding partnership as required. The Practice Development Forum also considers learning from audits and other statutory reviews, including Domestic Abuse Related Death Reviews. The group has a core membership across both the child and adult partnerships, in recognition that learning usually has applicability across both sectors.

During the year, to help disseminate and share information in different ways, we published the Safeguarding Partnership Newsletter which continues to provide practitioners with an accessible overview of key practice developments, resources and learning from practice. The Newsletter is sent to members of the Safeguarding Boards to cascade through their organisations, and to those individuals who sign up to a dedicated distribution list. It is also used by partners and relevant agencies to disseminate key information about services

Due to the complexity of the organisational structures that make up the Safeguarding Partnership it is difficult to measure the impact of practice briefings and newsletters. In the coming year we will be developing a mechanism that allows us to do this effectively and minimises any additional administrative burden on busy frontline practitioners and managers.



# Equality Diversity & Inclusion



## Hillingdon Safeguarding Partnership

### Cultural Literacy in Safeguarding

Cultural literacy in safeguarding practice with adults and children enables individuals and systems to intervene respectfully and effectively to safeguard people of all cultures, classes, races, ethnic backgrounds, religions, and other diversity factors in a manner that recognises the relevance of identity, culture and lived experience, and values all individuals, families and communities. It requires curiosity, openness, and humility.



**In the Briefing:**

- Safeguarding Through a Rights-Based Lens
- Intersectionality
- Diverse Community
- Adultification
- Learning from Practice
- Race and Culture in Mental Health
- Resources

### Safeguarding Through a Rights-Based Lens

Cultural literacy includes the confidence to intervene to safeguard children and adults where it is needed. Sometimes practitioners find it difficult to challenge practices that are seen as cultural, or based on faith or belief.

Human Rights Act 1998



Approaching safeguarding decisions through a rights-based lens, with reference to the United Nations Convention on the Rights of the Child and the Human Rights Act can help to focus the mind on when 'cultural' practices, or those based on faith and belief, pose a risk to children and vulnerable adults and require a safeguarding response.

### Intersectionality

This concept extends our understanding of cultural literacy to include an understanding and awareness of how one aspect of identity, such as ethnicity, can interact with other aspects of identity such as gender, disability, sexual orientation or class. For example, a black man with serious mental illness may face discrimination due to both his ethnicity and disability. Being curious and open to the realities of people's lived experience is hugely important to identifying and addressing intersectional disadvantages people face and how this affects their safeguarding needs.

**LISTEN UP**

Listen Up are committed to embedding intersectionality and systemic thinking into child safeguarding practice through research and making knowledge and best practice guidance available to practitioners

We recognise that an Anti Racist and Anti-Discriminatory approach is fundamental to safeguarding practice. This is threaded through our practice development activity, the work of our Boards, Subgroups and in our practice with individual adults and children.

As a partnership we have marked Show Racism the Red Card since 2022, producing resources that highlight the critical importance of an active stance of anti-racism.

We know that our global majority children and adults are impacted by structural inequalities, and strive to proactively challenge this. We recognise that our global majority colleagues are also impacted by societal inequalities.



## FRIDAY 18TH OCTOBER 2024

#WRD24 [THEREDCARD.ORG/WEARREDDAY](https://theredcard.org/wearredday)

CELEBRATING 24 YEARS OF WEAR RED DAY

*'There's a big difference between being not-racist and being anti-racist. I know it doesn't seem like it. I know that both of these things seem equally good, but they're not.'*

**John Amaechi, Psychologist**



# Awareness Raising & Prevention

Our Safeguarding Awareness Raising activity is designed to be suitable for practitioners working with both adults and children. This is to reinforce the principal of 'Think Family' and our endeavour to ensure that the needs of the entire family are considered, with any risks recognised, and action taken to mitigate these.

In the last year the Partnership has marked the following national and international awareness campaigns.

- Mental Health Awareness Week
- Child Exploitation Awareness Day
- International Day of the Girl Child
- Show Racism the Red Card
- Safeguarding Adults Week
- Internet Safety Day
- ICON Week
- World Suicide Prevention Day
- London Fire Brigade's ChargeSafe campaign

Each campaign is directly linked to one of our priorities, or to learning from local practice.

**THINK TWICE ABUSE**

National Child Exploitation Awareness Day is a time for organisations to raise awareness about all forms of exploitation. This includes modern slavery, criminal exploitation, sexual exploitation, and trafficking. The aim is to highlight and share good safeguarding practice and key areas for practice development linked to exploitation.

**#ChargeSafe**

**ICON WEEK**  
23-27 September 2024  
Let's make children safer, together

**internet matters.org**

**NATIONAL FGM CENTRE**

**CHANGING THE NARRATIVE ON SUICIDE**  
World Suicide Prevention Day  
10 September  
Start the conversation

**National Safeguarding Adults Week**  
18th-22nd November 2024

Here is a programme of free events and downloadable resources available to professionals across Hillingdon to mark National Safeguarding Adults Week

# 17. Training Offer

The purpose of the Safeguarding Partnership training programme is to ensure that practitioners have the most relevant and up to date opportunities for ongoing professional development. To promote accessibility training is delivered through a range of methods, including online, face to face and via webinar. Training by our children and young people is delivered in person.

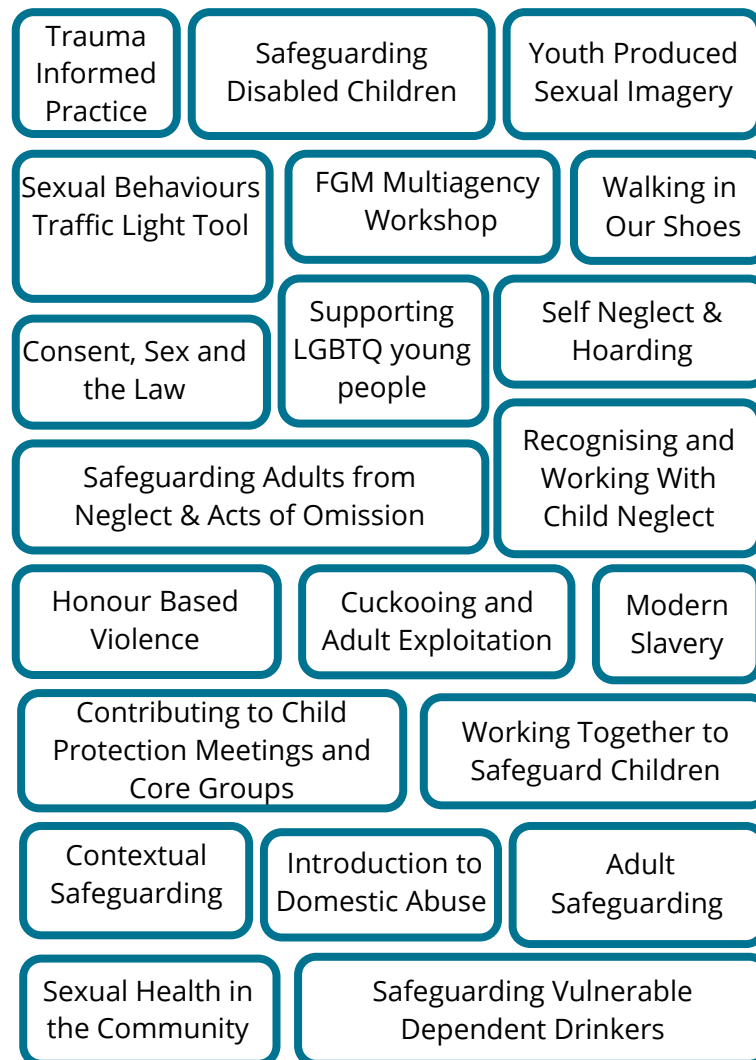
Our training programme is accessed by a range of professionals

In total, 2047 sessions of professional development activity have been facilitated by the Safeguarding Partnership in 2024-2025. This includes commissioned training, conferences, and that delivered via the webinar programme.

In 2021-2022 the partnership delivered 1191 sessions of professional development activity. This is an increase of around 70% in the last 4 years and reflects the success of the webinar programme, and increased focus on commissioned training in response to specific learning or need.

## Webinar Programme:

- Suicide Prevention
- An Introduction to CAMHS
- Fire Safety
- Safeguarding & Pressure Sores
- Learning from the Carol SAR
- Cuckooing & Adult Exploitation
- ICON
- The NSPCC PANTS Programme



# Training: Reach & Feedback

Multiagency training is accessed by a range of practitioners across the partnership, representing the breadth and scope of the partnership arrangements. Each attendee is asked to complete a feedback form, designed to provoke thought about how they will apply the learning to their practice. In the year 24-25 we received 771 completed feedback forms.

The most responses were received from the following agencies:

- 239 Children and Young People's Services
- 181 Schools and Colleges
- 119 Adult Social Care
- 62 Central and North West London NHS Children's Health
- 52 Early Years Services

Safeguarding Partnership training is delivered using a hybrid approach, where possible ensuring that commissioned professional development activity is available in a range of approaches to try to meet individual learning styles.

We know that practitioners value the focus and accessibility of webinars, with attendance across services varying according to the topic being addressed. All webinars are subsequently made available to access online.

## Training Feedback

98% of respondents rated the quality of training as 'Very Good or 'Excellent

99% of respondents rated the extent at which they had gained new skills and/or useful tools applicable to their practice as 'Good to Excellent'.

97% of attendees stated that they thought the training would be beneficial to colleagues

Thematic areas for development included where IT issues had disrupted the planned session, and where delegates would have preferred the particular session to be held online, or in person.

# Training: Examples of Impact

**Introduction to Domestic Abuse:** 'I work with young people of age of 16 - 25 years old. Therefore, the training will help me to deal with situation of DV that young people might experience. the training was very informative and broaden my knowledge'.

**Cuckooing & Adult Exploitation Workshop** 'I work in compliance and our team manages the electrical and gas contractors along with others. We have issues where tenants will not allow our contractors access to properties to carry out the safety checks. This could be for a number of reasons but we ask that our contractors look out for safeguarding concerns, hoarding issues, mental health etc and I will be sharing my knowledge from today's session to them to look out for any potential cuckooing cases. We will work in partnership with Housing and Social Care colleagues to bring any potential issues to their attention to investigate'.

**Adult LADO Webinar:** 'The webinar was very informative, giving clear instructions on how to address issues relating to persons in positions of trust and some challenging situations that they can find themselves as well as the support that can be provided'.

**Adult Safeguarding** 'Understand how other agencies view safeguarding and have a better understanding of aspects of how a social care model of supporting an individual which are very important and contributes to holistic care planning' .

**Child LADO:** 'This has given me a greater understanding of the LADO process and of broader safeguarding issues. As a new Chair of Governors and Safeguarding Link Governor the greater familiarity I have with this area the more confident I feel. This was extremely useful in explaining some of the terms and processes that I have heard about'

**FGM Workshop:** 'Able to understand the context behind FGM in greater detail. Be able to consider how to manage and hold conversations and follow relevant protocol/legislation'.

**Safeguarding Disabled Children:** 'I will be more proactive and vigilant when there are concerns around any of the children that I work with' .

**Traffic Light Tool:** 'Will help me to identify appropriate and inappropriate behaviour and what actions to take.'

**WTTSC:** 'The next day I had a disclosure from a child, and was able to apply some of what I learnt...and getting in contact with the parents'.

**Honour Based Violence:** 'Sharing key messages with our family services and DSL team. Underline the impact of the one-chance rule. Better understanding of potential family power dynamics - to be shared with staff.'

# 18. Smarter Targets 25-26

To ensure that children and families are receiving the right support, at the right time by reducing the rate of re-referrals to children's social care from 24% to under 20%.

To raise awareness of community-based emotional and mental health services for children and young people.

To engage in the North West London Integrated Care Partnership led children in crisis project.

To continue to reduce the number of children who are excluded from school through provision of early help and support.

To ensure parity of access to family help, support and protection for children from all communities through the analysis of demographic data and challenging disproportionality.

To address delays in children being provided with appropriate accommodation where police powers of protection are enacted. This will happen through engagement with police led pan-London reform.

To ensure that children who need a child protection medical assessment have timely access through dip sampling compliance with agreed timeframes across the year.

To monitor the effectiveness of disruption activity for perpetrators of child exploitation through the development, maintenance and analysis of a police led dataset as part of the MAROTH pilot.

To increase the number of children identified as at risk of child sexual abuse and child sexual exploitation.

To ensure that the emotional and mental health needs of children in care are understood and met, through increasing the percentage completion rate of SDQs from 65% to 85%.

To ensure that the lived experience of children is understood, that it is recorded appropriately, and that their wishes and feelings inform the support and protection they receive, and the development of services and systems.

To drive, promote and develop improved information sharing practices across the Safeguarding Partnership through monitoring engagement with primary care and multiagency collaboration in children's assessments and plans.

## SAFEGUARDING ADULT BOARD ANNUAL REPORT 2024-25

<b>Cabinet Member &amp; Portfolio</b>	Cllr Jane Palmer Cabinet Member for Health and Social Care
<b>Responsible Officer</b>	Sandra Taylor - Corporate Director of Adult Social Care & Health
<b>Report Author &amp; Directorate</b>	Suzi Gladish / Senay Nidai
<b>Papers with report</b>	Safeguarding Adult Board Annual Report

### HEADLINES

<b>Summary</b>	<p>The Safeguarding Adult Board (SAB) Annual Report summarises the work undertaken by Hillingdon SAB, which forms part of Hillingdon Safeguarding Partnership, and works to continually evaluate and improve safeguarding practice with adults.</p> <p>The report provides an overview of strategic work undertaken in relation to safeguarding adults 2024-25, and summarises progress against agreed priorities, the impact of learning from practice, and the findings of quality assurance activity, as well as setting out targets for the SAB for 2025-26.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Be / feel safe from harm</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
<b>Financial Cost</b>	There are no additional financial implications arising from this report.
<b>Select Committee</b>	Health and Social Care Select Committee
<b>Ward(s)</b>	All

## RECOMMENDATIONS

**That:**

1. the Annual Report 2024-25 and the assurance that the partnership continues to provide leadership and scrutiny of the safeguarding arrangements for Hillingdon residents, be noted;
2. the way in which the partnership has responded to the challenges posed by changing local, national and international contexts, be noted and;
3. the strategic priorities for safeguarding for 2025-26, be noted.

### Reasons for recommendation(s)

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

### Alternative options considered / risk management

None.

### Select Committee comments

None at this stage.

## SUPPORTING INFORMATION

1. The Care Act 2014 placed a statutory duty on Safeguarding Adults Boards to produce an Annual Report, outlining the work undertaken to achieve its strategic objectives, the work of each member to implement the Safeguarding Adults Boards' strategy and detailing the findings of any Safeguarding Adult Reviews and subsequent required actions.
2. In accordance with Schedule 2 of the Care Act 2014 the local authority shares responsibility within the SAB with statutory partners the NWL NHS Integrated Care Partnership Group and Metropolitan Police Service, to safeguard adults with care and support needs who are or might be at risk of abuse or neglect.
3. Hillingdon Safeguarding Partnership brings together the SAB with the Local Safeguarding Children's Partnership Board. In promoting this joint approach, both boards are scrutinised and held to account through the multiagency Executive Leadership Group, comprised of senior leaders from the NHS Northwest London Integrated Care Board, the Metropolitan Police Service and the Local Authority.
4. The joint approach to safeguarding children and adults has been reinforced by the implementation of shared chairing arrangements across the three senior strategic Boards, with responsibility rotating through the three statutory partners. During 2024-25 the SAB was chaired by an Assistant Director from the local authority's Adult Social Care department.

5. This annual report provides an overview of the strategic work undertaken by the SAB to prevent and respond to abuse and neglect of adults at risk in 2024-25. It sets out how we have discharged our duties to ensure that we learn from practice and provide strategic leadership that strives to continuously develop safeguarding practice in the borough.
6. 2024-25 marked another busy year for the Hillingdon SAB. The local authority received 13333 Safeguarding Adult Contacts; 370 people were the subject of Safeguarding Enquiries completed under s42 of the Care Act 2014. Some individuals were the subject of more than one enquiry with a total of 394 enquiries completed during the year.
7. Data provided to the SAB by the local authority shows neglect and acts of omission remains the most common concern to trigger a safeguarding enquiry, followed by Financial and Material Abuse, then Psychological Abuse. There have been no enquiries in respect of Sexual Exploitation, with 4 considering risk of Discriminatory Abuse and 8 in respect of Modern Slavery. The most common outcome of s42 enquiries is that allegations of abuse or neglect are substantiated, with risk reduced for 92% of the subject adults. Where risk is unsubstantiated, the enquiry resulted in some form of action to support over 45% of subject adults.
8. The SAB published three Safeguarding Adult Reviews in 2024-25: Rachel, Mairead, and Ms. Stitch, all in quarter 4. Early learning from these SARs was woven into relevant workstreams, specifically work to improve prevention and response to neglect of adults and cuckooing & exploitation, and dedicated action plans were developed and monitored through our Adult Learning from Practice task and finish group. Learning was also disseminated through practice briefings, published simultaneously, and woven into the partnership training offer. The action plan for Carol SAR, published in 2023-24, was concluded in 2024-25 with an impact report agreed by the SAB.
9. The SAB has progressed work throughout 2024-25 in relation to the priorities agreed for the year: to reinforce safeguarding arrangements; develop and strengthen quality assurance processes; ensure the voice of the adult is heard, and is central to safeguarding practice; ensure effective arrangements to prevent and respond effectively to risks of harm to adults from neglect, fire, cuckooing & exploitation and safeguarding people as they transition from child to adults services. Transitional safeguarding is a priority shared between adult and child safeguarding boards.
10. To continue to strengthen safeguarding arrangements our Multi Agency Safeguarding Arrangements document was reviewed, updated and published in 2024, as was the SAB Learning from Practice Framework, the partnership's Escalation Policy and the Community Engagement Strategy. The updates to these key documents were informed by learning from SARs and quality assurance audits and have been agreed through robust partnership discussions. The awareness and understanding of these key documents across the safeguarding network, including senior leaders and frontline staff, has been promoted through partnership publications.
11. Our multiagency training programme provides opportunities for practitioners from all disciplines, and is closely linked to learning from local audits, SARs and areas of priority. The programme comprises a range of mechanisms for developing practice: webinars, face to face

and online training sessions, practice briefings and newsletters, the last of which both disseminate key practice messages and raise awareness of learning opportunities for all practitioners. There is a mixture of training delivered by external expert trainers in particular topics and internally by members of the partnership with relevant expertise. In total, 2047 sessions of professional development activity have been facilitated by the Safeguarding Partnership in 2024-2025.

12. To develop and strengthen quality assurance processes there have been robust discussions around the challenges of establishing a shared dataset for the SAB and work is ongoing. However, the local authority has successfully implemented Power BI, a data analysis tool that allows for live identification of themes and patterns and this has enhanced the value of the SAB data dashboard. Our risk register has been updated and reviewed by the Executive Leadership Group, with actions assigned to reduce risk wherever possible. A multiagency quality assurance schedule was agreed for 2024-25 and we completed planned audits of adult safeguarding enquiries in tandem with independent scrutiny, compliance and engagement with our Equality and Diversity Statement, which was reviewed and updated in 2024. We also used the updated Safeguarding Adult Partnership Audit Tool (SAPAT) and were actively involved in the review and improvement of this regional tool.
13. Independent Scrutineer, Alan Caton OBE, focused on the effectiveness and impact of Adult Safeguarding Enquiries pursuant to s42 of The Care Act, 2014. This year scrutiny took the form of a multiagency audit chaired by the scrutineer, who in his report to the SAB suggested the SAB consider seeking assurance that multi-agency planning meetings are held at an early stage in s42 enquiries to enable better protections and outcomes, that mental capacity assessments are considered and used appropriately, that where required, adults at risk have appropriate representation under s68 of The Care Act, 2014.
14. To fulfil its duty to seek and listen to the voices of people with lived experience, the Safeguarding Voices Group was established as a subgroup of the SAB and has contributed significantly to the development of the Community Engagement Strategy 2024-27, and the Adult Neglect Strategy. We have also championed the involvement of adults, and their families within our learning from serious incidents.
15. To effectively evaluate and improve prevention of and response to neglect, fire risk, cuckooing & exploitation, and transitional safeguarding, multiagency subgroups have been convened with agreed plans of action that broadly follow a framework of prevention, identification and response to risks. Some highlights of work undertaken are: an Adult Neglect Strategy was published; a Cuckooing Protocol was developed in conjunction with the Safer Hillingdon Partnership; a webinar and practice briefing was delivered jointly with the London Fire Brigade to reduce the risks of fatal fires amongst vulnerable adults; contributions were made by the partnership to the early stages of development of a Hoarding Panel led by Safer Hillingdon Partnership; and a webinar to disseminate best practice in safeguarding adults from pressure ulcers was delivered.
16. In response to a letter in May 2024 from the Minister for Housing, Communities and local Government, we convened an additional and ongoing task and finish group to ensure robust processes are in place to safeguard people affected by rough sleeping. A SAB member for rough sleeping and homelessness was also identified.

17. Strategic priorities for safeguarding adults identified by the SAB for 2025-26:

- Safeguarding Adults with Complex Needs (specifically rough sleeping and/or high risk substance misuse)
- Cuckooing and Exploitation
- Engagement with adults and carers with lived experience of services
- Effective use of the Mental Capacity Act 2005
- Develop collaboration across strategic partnerships, with a particular focus on safeguarding adults affected by domestic abuse

18. Shared strategic priorities for the joint partnership:

- Practice Development Forum – including ongoing learning from practice and continuous evaluation and improvement of safeguarding practice with children and adults
- Transitional Safeguarding

### **Financial Implications**

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

## **RESIDENT BENEFIT & CONSULTATION**

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

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

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

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

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

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

### **Legal**

There are no legal impediments to the recommendations in the report.

## Comments from other relevant service areas

All SAB members have had the opportunity to contribute to, and quality assure the Annual Report.

## BACKGROUND PAPERS

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

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

# Hillingdon Safeguarding Adults Board Annual Report 2024-2025



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# 1. Living in Hillingdon



Hillingdon is the most westerly London borough and the third-least densely populated of all London boroughs. Home to Heathrow Airport and RAF Northolt, the borough has large areas of green space with 67 Green Flag Awards – the most held by any local authority. Hillingdon is the second largest of London's 32 boroughs covering an area of 42 square miles, over half of which is countryside including canals, rivers, parks and woodland, interspersed with historic towns and villages.

The borough includes more affluent areas (within the top 20 per cent nationally) as well as areas of deprivation (within the lowest 20 per cent nationally). Our overall population is diverse and growing, and people are living longer.

Between the last two censuses (held in 2011 and 2021), the population in Hillingdon increased by 11.7 per cent, to around 305,900. The population in the borough increased by a greater percentage than the overall population of London (7.7 per cent), and by a greater percentage than the overall population of England (up 6.6 per cent).

The ethnicity profile of the borough has also changed, and the data reveals a reduction of eight per cent in the number of residents born in England to just over 60 per cent. Meanwhile, there has been an increase of nine per cent in residents born in India, and two per cent those born in Pakistan.

We are a single local authority with 109 schools, one acute hospital trust (that has two sites in the borough), a GP confederation that includes 43 of the borough's 45 practices, a single community health and community mental health provider and an established consortium of the five larger third sector organisations in the borough.

## 2. Key Facts and Figures

Individuals by Gender	Male	Female
Safeguarding Concerns	516	713
S42 Enquiries	160	210

Individuals by Age	18-64	65-74	65-74	75-84	95+
Safeguarding Concerns	714	145	173	169	28
S42 Enquiries	203	49	51	60	7

Individuals by Ethnicity	White	Mixed	Asian, Asian British	Black African, Caribbean, Black British	Other	declined	not known
Safeguarding Concerns	541	27	149	76	419	16	1
S42 Enquiries	196	9	51	27	81	6	0

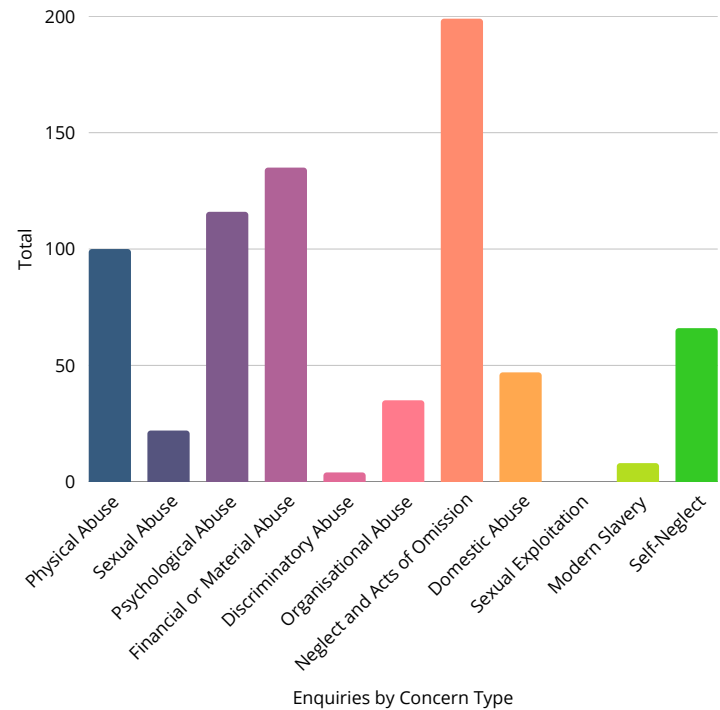
In 2024-2025 the local authority received 13333 Safeguarding Adult Contacts, of these 1229 individuals progressed to a concern. Of these individual adults, 370 were the subject of Safeguarding Enquiries completed under s42 of the Care Act 2014. Some individuals were the subject of more than one enquiry with a total of 394 enquiries completed during the year.

Around a third of safeguarding concerns progress to a formal enquiry, there is no significant difference between genders or ages. In respect of ethnicity 36% of concerns about people of White British ethnicity progressed to a s42 Enquiry, whereas for those of Global Majority ethnicity the figure is 25%.

Making Safeguarding Personal: 80 % of adults were asked their desired outcome, with 91% of desired outcomes fully or partially achieved.

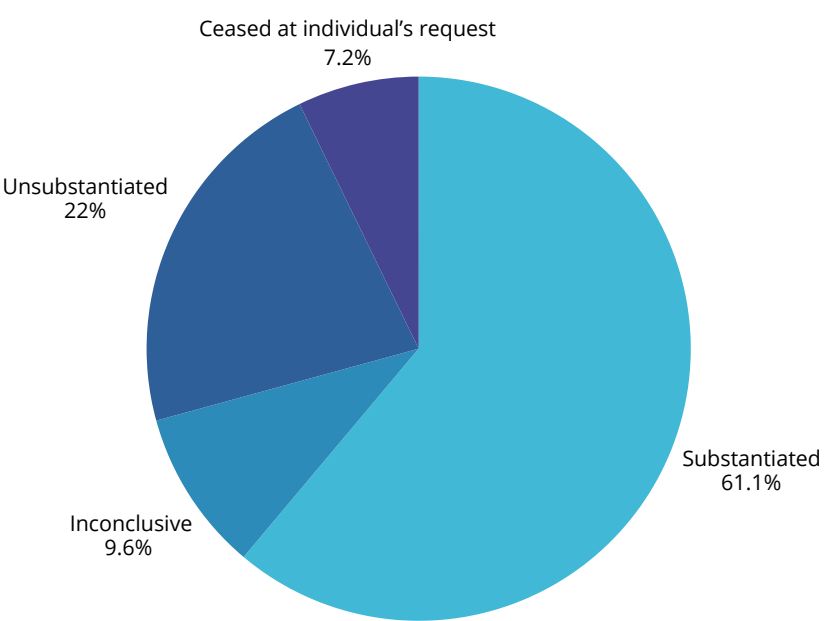
# Key Facts and Figures

Concern Type



Neglect and Acts of Omission remains the most common factor within a safeguarding enquiry, this is followed by Financial and Material Abuse, then Psychological Abuse. There have been no enquiries in respect of Sexual Exploitation, with 4 considering risk of Discriminatory Abuse and 8 in respect of Modern Slavery.

Enquiry Outcomes



The most common type of s42 Enquiry outcome is for the risk to be substantiated, with risk reduced for 92% of the adults concerned. Where risk is unsubstantiated, the enquiry resulted in some form of action for over 45% of the adults concerned.

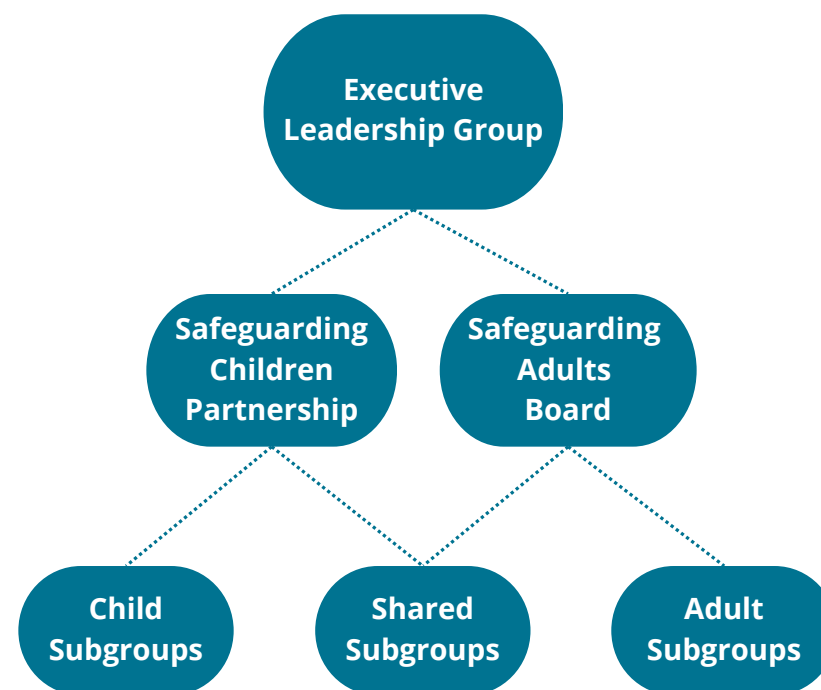
# 3. Our Safeguarding Arrangements

Hillingdon Safeguarding Partnership is a joint arrangement across the adult and child safeguarding networks. In September 2019 the Hillingdon Safeguarding Children Partnership was launched in line with the statutory requirements set out in the Children and Social Work Act 2017 and Working Together to Safeguard Children 2023.

Under these arrangements The Local Authority shares responsibility with, the North West London NHS Hillingdon Integrated Care Partnership and Metropolitan Police Service, to safeguard children and young people. In 2024 we published an update to our Multi Agency Safeguarding Arrangements, naming our Lead and Delegated Safeguarding Partners.

The **Safeguarding Children Partnership' vision** is for every child and young person to be and feel safe, enjoy good physical, emotional and mental health, have pride in their unique identities, feel that they belong and have opportunities to thrive. The three statutory partners work alongside other relevant agencies in achieving this goal.

The **Safeguarding Adult Board's vision** is for Hillingdon citizens, irrespective of age, race, gender, culture, religion, disability or sexual orientation to be able to live with their rights protected, in safety, free from abuse and the fear of abuse.



# Our Safeguarding Arrangements

Hillingdon Safeguarding Partnership is committed to ensuring that all our activities are underpinned by equality of opportunity, celebrating, and valuing diversity, eliminating unlawful discrimination, harassment, and victimisation, and promoting good relations. The Safeguarding Partnership Equality and Diversity Statement sets out how we will achieve this.

Our Communication and Engagement Strategy sets out how the Safeguarding Partnership interacts with individuals in receipt of services, the wider community, and professionals. One of the cornerstones of our local arrangements is an emphasis on understanding the lived experience of children, adults, their families, and carers.

The Safeguarding Partnership works directly with children and adults with lived experience, coproducing where appropriate and consulting on the development of strategies and policies. This ensures that we understand the impact of our work and provides a steer for future areas of priority and focus.

Safeguarding children and adults is a complex process requiring collaborative working across a range of professions and disciplines. At times there may be disagreement about the best course of action to take, and the need to resolve professional differences through proportionate use of escalation.

The purpose of our Escalation: Resolving Professional Differences policy is to provide a framework for escalation suitable for all practitioners and managers across agencies within Hillingdon Safeguarding Partnership, including statutory and non-statutory partners. This can include private and voluntary providers of any type of health or social care or education.

In addition to the core strategic documents there are a range of published partnership policies and strategies to inform specific areas of practice. In the last financial year all partnership policies and documents have been reviewed and updated to reflect the development of our arrangements, and those in national guidance.

## 4. Our Budget

In line with our arrangements the budget for the Safeguarding Partnership consists of contributions from the three statutory partners, and is shared across the child and adult safeguarding partnership.

These contributions fund the salaries of the Safeguarding Partnership Team, our multiagency training, and the delivery of the functions of the Safeguarding Adults Board and Safeguarding Children Partnership.

Where commissioned training is attended by employees of the local authority, the NHS, or the police then there is no charge. Other delegates pay a nominal fee towards the cost of the training. All agencies are subject to the Late Cancellation Policy, this aims to reduce non-attendance at training that has been booked to enable places to be offered to other practitioners.

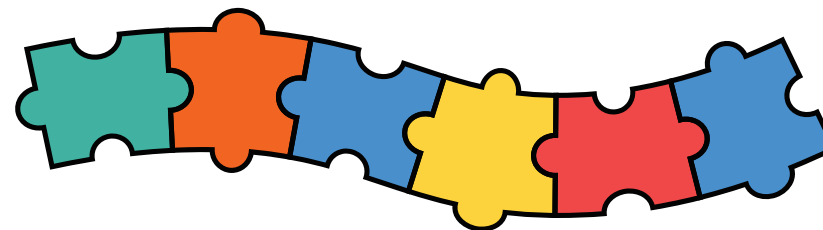
Detail	Contribution	Expenditure
London Borough of Hillingdon	£332,800	
Metropolitan Police Service	£10,000	
North West London ICB	£67,200	
Salaries		£341,423
Training		£26,018
Independent Scrutiny		£5,058
Commissioned Reviews		£9,092
Preventing CSA Conference		£500
Websites and Graphic Design		£830

## 5. Independent Scrutiny

The Independent Scrutineer for Hillingdon is Alan Caton OBE. Alan is an experienced safeguarding professional and has worked as an independent chair and scrutineer for Local Safeguarding Children Boards and Safeguarding Adults Boards for the past 12 years. Prior to this Alan served as a police officer for Suffolk Constabulary for over 30 years, retiring as the senior officer in charge of the Public Protection Directorate.

Each year the scrutineer is commissioned to focus on a specific area of practice by the Executive Leadership Group. The scrutiny process includes revisiting progress against the areas of consideration previously made.

*'It is very reassuring to see that the 'Areas for Consideration' following last year's scrutiny have been considered by the partnership along with being actioned and progressed where necessary'*



The terms of reference for scrutiny were developed in line with the 'Six Steps to Independent Scrutiny' model, developed by the University of Bedfordshire, and focussed on the effectiveness and impact of:

- Child Protection Enquiries pursuant to s47 of The Children Act, 1989,
- Adult Safeguarding Enquiries pursuant to s42 of The Care Act, 2014.

This year scrutiny took the form of a multiagency audit, scrutinising a representative sample of child and adult protection enquiries. A comprehensive audit tool was developed, with a roundtable discussion chaired by the Scrutineer.

# Adults' Section 42 Enquiries

Safeguarding enquiries for eighteen adults were subject to analysis and audit using an agreed standardised tool by the Safeguarding Partnership Team. The Scrutineer was provided with access to the entire sample, to assure the robustness of the audit. Following this, six representative adults were selected for a multi-agency round table discussion led by the Independent Scrutineer.

There was good representation from the partnership involving senior safeguarding leads from the police, local authority adult's services, Central and North West London NHS Foundation Trust, the Hillingdon Hospital and North West London NHS Integrated Care Partnership.

The audit concluded with a thematic analysis of learning across all eighteen adults, with the Scrutineer highlighting key recommendations as Areas of Consideration for the Executive Leadership Group and local partners.

In response to the areas of consideration identified, the SAB has developed a comprehensive plan comprised of assurance activity and proactive development of training, and multiagency strategies. Progress against the areas of consideration will be monitored within the Safeguarding Adults Board, with the oversight and scrutiny of the Executive Leadership Group.

To seek assurance that multi-agency planning meetings are held at an early stage in s42 enquiries to ensure all relevant information is gathered and shared to enable better protections and outcomes

To seek assurance that mental capacity assessments are considered and used appropriately and to be assured that all professionals are thoroughly trained in the MCA Act principles and assessment process

To seek assurance that adults at risk, who have difficulties participating in enquiries have appropriate representation under s68 of The Care Act, 2014. Also, that there is adequate training on the role and importance of advocacy in safeguarding

## Areas for Consideration

# Independent Scrutiny - Outcome

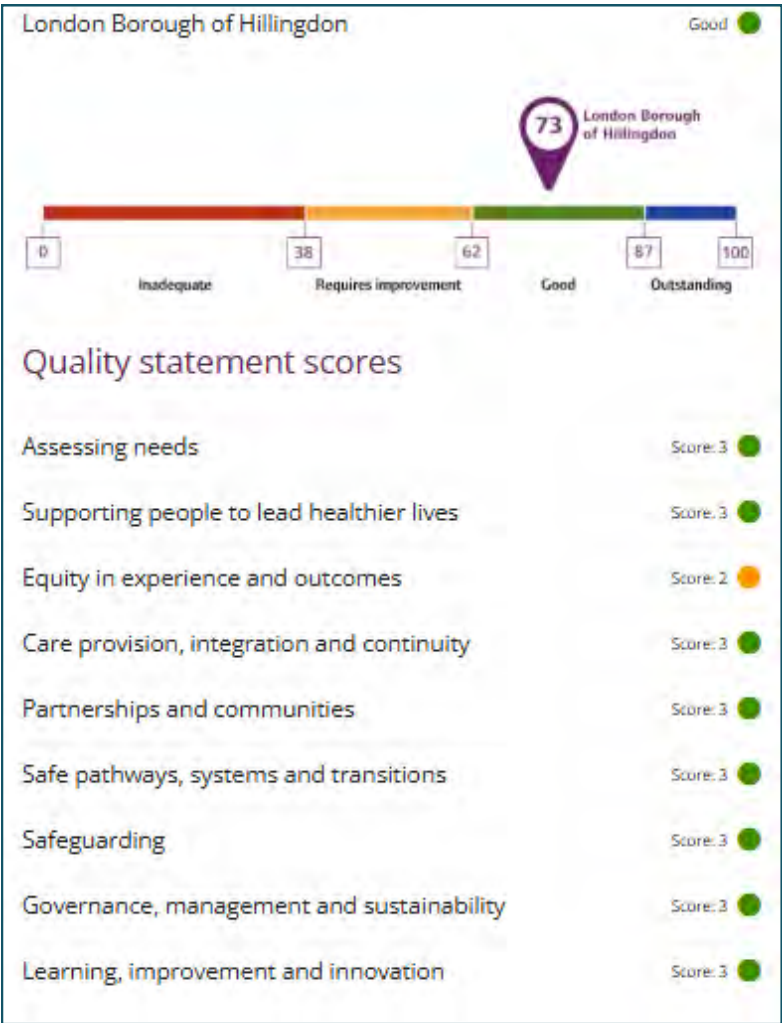


*...there continues to be many strengths to the safeguarding arrangements for both children and adults across Hillingdon. I have found a strong partnership that is open to scrutiny and challenge and one that strives to continually learn and improve practice. As last year, I have not come across any areas of poor practice or weaknesses in service provision. The areas I have outlined for the partnership to further consider, are there to help the partnership on its journey to improve collaboration and coordination and therefore consequently, to improve outcomes for children, families and adults in Hillingdon.*

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

*Alan Caton, OBE, 2025*

# 6. Adult Social Care CQC Inspection



During the course of the year the London Borough of Hillingdon Adult Social Care Services were inspected by the Care Quality Commission. Inspectors judged the service to be 'good' with an overall score of 73%.

Key areas of focus included partnerships, inequalities, unpaid carers, technology enabled care, and coproduction and engagement.

Inspectors found effective systems, processes, practices to make sure people were protected from abuse and neglect. These included person-centred assessment and care planning with people, effective quality assurance and support of registered care providers, whether commissioned by the local authority or not, and robust safeguarding arrangements. Some partners however, said there could be more information around who to contact in the local authority when they have issues or wanted to support people, including for safeguarding.

In respect of the role and function of the Safeguarding Adults Board Inspectors noted a coordinated approach to safeguarding adults in Hillingdon. Highlighting the impact of the multiagency Safeguarding Partnership, the clarity of the business plan and annual report and role of the Independent Scrutineer. There was also consideration of the impact of subgroups, learning from practice and professional development activity led by the SAB, with positive evidence of impact on frontline practice.

# 7. The Safeguarding Adults Board

In 2024-2025 the Safeguarding Adults Board was chaired by Graham Puckering, Assistant Director, Adult Social Care and Health. This responsibility will transfer to the Metropolitan Police Service in the next year.

The Safeguarding Adults Board is made up of senior safeguarding leads across the borough including:

- The London Borough of Hillingdon Adults Services
- North West London Integrated Care Partnership
- Metropolitan Police Service
- Central and North West London NHS Foundation Trust
- The Hillingdon Hospital
- The Safer Hillingdon Partnership
- Prevent and Stronger Communities Lead
- The Probation Service
- Voluntary and Community Sector Organisations
- Border Force

The Partnership Board meets four times per year and is generally well attended, with proactive engagement in the event of non attendance to identify and remove any barriers where necessary.

In October 2024 the Board held a reflective session focussing on the impact of various strands of strategic work on safeguarding practice. This included the effectiveness of awareness raising activity as a preventative tool, the impact of practice development activity and the value added by subgroups and multiagency Task & Finish Groups.

Feedback from members has been used to inform plans for the coming year, with a reduction in those areas deemed not to have the most impact (awareness raising activity, newsletters and webinars) and focus on those deemed as making the most difference (commissioned training, audits).

The chair of the Safeguarding Adults Board attends the Executive Leadership Group to provide a quarterly update of progress made.

In the coming year the Safeguarding Partnership will be developing some guidance around the roles and responsibilities of Chairs and members. It is anticipated that this will support increased impact of strategic work.

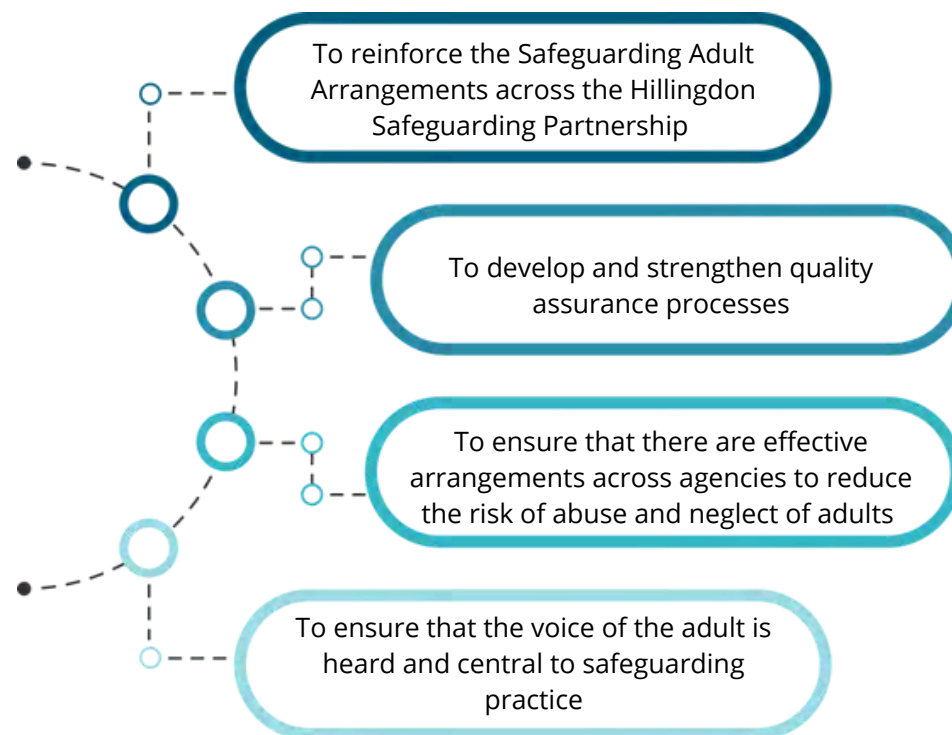
## 8. Our Business Plan 2024-2027

The strategic direction of the Safeguarding Adults Board is informed by our three year business plan. Each priority is supported by underpinning actions, with progress monitored against measurable outcomes.

In common with SABs across the region there is an ongoing challenge with securing a consistent and reliable multiagency dataset to inform strategic decision making. In the last year the local authority has made considerable progress with the implementation of a Power BI Dashboard, however the capacity to include data from health services and police is reduced due to incompatibility between recording systems and functionality. This continues to be an area of focus in Hillingdon, and more widely across London.

In addition to the overarching priorities the Board sets areas of focus, in 2024-2025 these were:

1. Neglect
2. Preventing Fatal Fires
3. Cuckooing & Exploitation
4. Transitional Safeguarding



# Progress Against Priorities

## Priority 1: Reinforce Safeguarding Arrangements

Our Multi Agency Safeguarding Arrangements were updated and published in December 2024

The SAB Learning from Practice Framework, Escalation Policy and Communication & Engagement Strategy have been updated.

We have worked closely with related strategic boards to ensure that our work is collaborative and complementary, this reduces duplication and increases the effectiveness of strategic leadership

We are continuing to build new links with the community and voluntary sector, with representatives attending the SAB and contributing to the work of subgroups

Through the year our SAB forward plan ensured that every agency participates actively, with themed and focused discussions of specific issues as they arise.

## Priority 2: Develop and Strengthen Quality Assurance Processes

We acknowledge that the development of a shared dataset continues to be a challenge for Hillingdon. The local authority has successfully implemented Power BI, a data analysis tool that allows for live identification of themes and patterns

Our Risk Register is updated and reviewed by the Executive Leadership Group, with actions assigned to reduce risk wherever possible to do so.

We have implemented a multiagency quality assurance schedule to provide a breadth of information about local safeguarding practice. In the last year we have audited Adult Safeguarding Enquiries, and reflected on compliance and engagement with our Equality, Diversity and Inclusion Statement. We have also used the Safeguarding Adult Partnership Audit Tool (SAPAT).

# Progress Against Priorities

## **Priority 3: Effective arrangements to reduce the risk of abuse and neglect of adults**

This year our areas of priority focus were Neglect, Fire Safety, Cuckooing & Exploitation and Transitional Safeguarding

Our Multiagency Training programme provides a range of opportunities for practitioners from all disciplines, and is closely linked to learning from local audits and practice, and the progression of national priorities

We have continued to reinforce our 'think family' approach, so that child and adult practitioners both understand, and are equipped to respond to, the needs of all family members

Our awareness raising campaigns are designed to be accessible to frontline practitioners, with some resources suitable to be displayed in publicly accessible spaces, for example libraries, hospitals, schools and GP surgeries

## **Priority 4: Ensure that the voice of the adult is heard, and is central to safeguarding practice**

We have built on our 'Voice of the Person' work to develop a subgroup focussed on engaging with adults with lived experience of safeguarding services.

This subgroup operates 'virtually' to enable adults and carers to participate fully, there is a reporting line directly to the SAB.

To date the Safeguarding Voices Group has contributed to the development of our SAB Neglect Strategy

We have also championed the involvement of adults, and their families within our learning from serious incidents. With contributions made to our training and development programmes.

# 9. Safeguarding Voices

The purpose of this subgroup is to ensure that the work of the Board is informed by the voices of those with lived experience. Members are people with lived experience of safeguarding support, care and support, or as unpaid carers. The subgroup operates 'virtually' according to the needs and preferences of members. Members are supported by the Safeguarding Partnership Team to contribute when, and as much as, they would like to.

Aims:

- To ensure that the voices and experiences of adults, their carers and representatives are amplified
- To provide insight that informs the direction and focus of strategic safeguarding work in Hillingdon
- To identify opportunities for development, and to highlight good practice
- To make recommendations to the SAB about key areas of safeguarding practice
- To act as a conduit for feedback from the diverse consultation, and co-production groups, that already exist across the multi-agency partnership

Members maintain confidentiality regarding any personal experiences shared within the group. Any advice, or feedback, collated for the SAB is delivered on behalf of the subgroup, and not by individual members. This ensures a safe and supportive environment for all who contribute.

Decisions are made collaboratively, with the aim of reaching a consensus. When necessary, a simple majority vote is used. A summary of the subgroup's activity is shared with the SAB on a quarterly basis.

1 Coproduction of the Safeguarding Partnership's Community Engagement Strategy 2024-27

2 Coproduction of audit plan to explore informal carers' experiences of support and safeguarding

3 Development of members through access to training a range of safeguarding related topics, including Care Act, DOLS and mental capacity

4 Consultation with group to inform development of the partnership's Adult Neglect Strategy

Group members have planned and delivered an engagement session with the Learning Disabilities Partnership Board's Expert Reference Group, to broaden our reach and understanding of different experiences.

# 10. Safeguarding Adults from Neglect

The Neglect Subgroup set out to develop, and seek assurance about, systemwide activity to prevent, identify and respond effectively to neglect of adults with care and support needs. This included neglect by family and friends, professionals, including providers of direct care, healthcare and social care, and anyone else who owes a duty of care to adults with care and support needs. The group met 7 times from 2023-2025.

Areas of focus were:

- Training needs
- Improving awareness of and response to criminal neglect
- Awareness raising of the difference between neglect and poor care
- Ensuring carers are identified and supported effectively
- Developing and quality assuring safeguarding interventions for people experiencing neglect
- Risk associated with points of transition.

1

The development and publication of our Partnership Adult Neglect Strategy

2

The introduction of Neglect practice resources and commissioned training

3

The Metropolitan Police Service delivered a professional development day focussed on criminal neglect concerns.

4

The Adult Social Care Single Point of Access now includes a specific reminder of the risk of neglect when care packages are cancelled.

We facilitated discussions between the Care Provider Forum and the hospital's discharge team and hospital safeguarding team to establish clearer pathways for addressing issues in communication at points of transition.

Communication and escalation pathways are now established between Adult Social Care and Police.

We liaised with London Ambulance Service around the interface with care home providers, and support to residents at points of transition to hospital.

# 11. Cuckooing & Adult Exploitation

The Adult Exploitation and Cuckooing Subgroup sets out to develop, and seek assurance about, systemwide activity to prevent, identify and respond effectively to the exploitation and cuckooing of adults with care and support needs. Strategic objectives sit under the overarching aims of preventing, identifying and responding effectively to exploitation and cuckooing, and have been collectively developed and agreed by relevant partners.

Areas of focus include:

- Mapping prevalence where possible to do so
- Awareness raising activity, including of Community Multi-Agency Risk Assessment Conference (CMARAC)
- Reducing risk and vulnerability
- Training and professional development resources
- Launch of the Adult Exploitation Risk Assessment Checklist
- Embedding the Cuckooing Protocol






There is a direct link with CMARAC, ensuring that patterns, themes and learning from practice continue to inform strategic direction

We have contributed to a national analysis of themes, and recurring recommendations, in serious safeguarding incidents involving cuckooing. This has informed the development of our local response.

This subgroup is chaired by Kirstine Brown, Deputy Head of Service for Hillingdon & Ealing Probation Service. This ensures that the SAB considers how to work with perpetrators to reduce the risk of harm to adults.

# Cuckooing & Adult Exploitation



## Cuckooing & Adult Exploitation

### What is Cuckooing?

Exploitation is typified by a power imbalance which perpetrators use to force, coerce, entice, and/or manipulate victims for material, social or other gain. This offence can be committed by individuals and/or groups.

The perpetrator usually, but not always, provides something a victim 'needs' as part of a grooming process. This need can include money, clothes, food or be relationship-based including assertions of affection, friendship, and support. The victim is then 'indebted' to the perpetrator and forced, coerced and/or manipulated into harmful situations. Victims often do not realise that they are being exploited and can feel responsible for what is happening.

**Cuckooing is a form of exploitation.** It is the term used to describe a situation where a person's home is taken over by another individual or a group of individuals through coercion and/or force. It is sometimes referred to as 'home takeover'.


The aim of this briefing is to provide an introduction to the topic of cuckooing as a safeguarding concern.

Content:

- Definitions
- Learning from Practice
- Prevention: Understanding Vulnerability
- Identification and Response
- Resources

### The Crime and Policing Bill

In February 2025 the Home Office and Ministry of Justice announced a plan to create a new criminal offence of cuckooing. The Crime and Policing Bill will make it an offence to exercise control over another person's dwelling without their consent for the purpose of enabling the dwelling to be used in connection with the commission of specified criminal activity. This will include drugs offences, sexual offences and those associated with offensive weapons, with the provision to add other relevant crime types in the future.



To support implementation of the offence and strengthen the wider response to cuckooing, the government will publish guidance for police and other operational partners. The guidance will help improve identification of cuckooing and support professionals to take effective action against perpetrators and identify the best pathways to support and safeguard victims.

A key area of focus for the SAB this year has been to develop our response to cuckooing and adult exploitation. We have started this through developing an assessment tool that supports frontline practitioners and managers to identify signs and indicators that an adult is suffering this form of harm. In parallel to this, the Safer Hillingdon (Community Safety) Partnership has implemented the London Borough of Hillingdon Cuckooing Protocol.

Where there is known, or suspected, cuckooing a referral is made to the Community Multi Agency Risk Assessment Conference (CMARAC). Depending upon the specific circumstances this can lead to a formal multiagency discussion or, where risks are managed, the concern is recorded to enable accurate understanding of the prevalence of cuckooing in the borough.

We acknowledge that this is a developing area of practice in Hillingdon, and will be an area of focus as we move into the new year. In particular there is a need to build our capacity to disrupt perpetrators. It is anticipated that cuckooing will become a criminal offence in it's own right, and that there will be increasing national attention to this area of practice.

In 2025-2026 the SAB will undertake an audit to understand the impact of the protocol in practice, and to make use of recommendations to refine and further develop safeguarding practice.

# 12. Preventing Fatal Fires

Adults with care and support needs are more likely than the wider population to die in fires. The main contributory factors of a fire fatality are:

- how able the person was to respond to the fire (i.e. were they mobile; were they awake; were they impaired by drugs or alcohol);
- how early the fire is discovered, how quickly fire service is called and the arrival time/ response of the fire service;
- the materials involved in the fire (smoking, non-retardant bedding and pressure relieving mattresses, clothing or hoist materials, emollient creams all increase risk);
- the size and construction of the room/building;
- the proximity of the victim to the fire.

In Hillingdon there have been no fire death related Safeguarding Adult Reviews since 2012. However, regional learning prompted the SAB to seek quality assurance of arrangements locally in terms of the preventative measures taken, the awareness of fire risks for adults with care and support needs, and clear pathways for professionals to follow when they are concerned about fire risk.

The task and finish group met 4 times. It had good representation from across safeguarding partners and was chaired by the London Fire Brigade Borough Commander. The group met for the final time in October 2024.

1

Development of local resources

2

Webinar delivered to a large multiagency audience, which was recorded and is available on the partnership websites

3

Fire safety awareness has been fed into strategic planning for the proposed Hoarding Panel

4

The council's Quality Assurance Team have enhanced their provider monitoring tool to include learning from fire related SARs

# 13. Complex Needs & Homelessness

In response to the May 2024 ministerial letter to SABs about safeguarding adults facing multiple exclusion homelessness, and against the background of learning from relevant national analyses of SARs, this group seeks to enhance local partnership arrangements for safeguarding people with complex needs and high risks, with a particular focus on people affected by rough sleeping, multiple exclusion homelessness and/or high risk substance use.

Aims of the group:

- Ensure there are robust and clear pathways to support safeguarding responses to people misusing substances, and/or multiple exclusion homelessness, who are facing high risks.
- Develop strategies for sustainable dissemination of relevant knowledge and expertise across the professional network.
- Support sustainable resilience of the professional network to manage high risk, loss and secondary trauma associated with working with people facing very high risks.

We have reinforced links with related groups to ensure consistency and impact through sharing information. This includes the Combatting Drugs and Alcohol Board and Hillingdon Homelessness Strategy Delivery Single Homeless and Rough Sleepers Group

**1** Reviewed local pathways and practices against findings from the Alcohol Change UK analysis of alcohol related SARs

**2** Identified need for social care to secure clinical consultation to inform safeguarding plans for dependent drinkers at risk of self-neglect - pathway to be established

**3** Reviewed local pathways and practices against findings of NIHR and KCL analysis of SARs related to rough sleeping and homelessness

**4** Identified local training needs relating to Alcohol Related Brain Damage, dementia and alcohol withdrawal

We commissioned training from Alcohol Change UK on use of the law to support effective safeguarding of highly vulnerable dependent drinkers.

# 14. Transitional Safeguarding

In recognition of the need for cross partnership working our Transitional Safeguarding Task & Finish Group was developed collaboratively by the Safeguarding Children Partnership, the Safeguarding Adults Board and the Safer Hillingdon (Community Safety Partnership). This has ensured the availability and input of a broad range of expertise to support the evolution of transitional safeguarding in the borough.

The Transitional Safeguarding Task and Finish Group will develop a comprehensive framework to ensure effective safeguarding for individuals transitioning from adolescence (14–25 years) to adulthood, addressing risks, gaps, and service integration.

This group aims to:

1. identify key transitional risks, including violence, exploitation, mental health, and criminal justice involvement.
2. Build capacity within services to support young people during their transition from youth services to adult services, such as YJS to probation, CAMHS to adult mental health, children's social care to adult social care, and education to employment.
3. Ensure that individuals falling outside statutory eligibility are not left unsupported and that there are adequate community resources for this group.
4. Establish a clear, coordinated pathway for supporting young people during transitions and mitigating risks, including crime, victimisation, and exploitation.

The work of the subgroup is informed by knowledge of local needs and services, and through the application of learning and recommendations within relevant reviews, inspection reports and knowledge of best practice.

This group met for the first time in January 2025, therefore it is in infancy and will continue into the new year.



# 15. Learning from Practice

## Learning from Practice Framework

The SAB Learning from Practice Task and Finish Group coordinates the identification, consideration, and dissemination of learning from practice with adults, their families and carers. The Task and Finish Group considers learning from a range of sources as outlined below:



Discussion at Learning from Practice is not an alternative route for escalation, the focus is on practice development and wider system learning. In 2024-2025 the Task & Finish Group concluded one reflective learning review, and progressed with actions arising from multiagency quality assurance.

## SAR Panel

The Safeguarding Adults Review (SAR) Panel is a multi-agency senior officer group with delegated responsibility from the Hillingdon SAB. The SAR Panel reviews serious incidents notified to the Safeguarding Partnership where there is a belief that the criteria of section 44 of the Care Act may be met. The core membership of the SAR Panel is made up of representatives of the Metropolitan Police Service, Adult Social Care, Housing, The Hillingdon Hospital, North West London Integrated Care Partnership and Central and North West London NHS Foundation Trust.

In 2024-2025 the SAR Panel reviewed and refreshed the SAB Learning from Practice Framework. The purpose of this was to increase efficiency and effectiveness.

The Panel considered the circumstances of 5 adults, with one meeting the criteria for a Safeguarding Adults Review. The findings of this SAR, along with two others concluded in the reporting period are discussed in detail in the next section.

# Learning from Practice - Safeguarding Adults Reviews

We have concluded three Safeguarding Adults Reviews (SARs) in 2024-2025 all meeting the criteria for a mandatory SAR under of the s.44 Care Act 2014.

As a Partnership we offer our sincere condolences to the families of Rachel and Mairead, and thank them for their participation in the SAR processes. We also acknowledge the bravery and generosity of Ms Stitch in engaging directly with the SAR, and in the development of training and resources for frontline practitioners. Each of the SARs has been assigned a pseudonym, where possible in conjunction with the adult or their family.

The purpose of SARs is to identify learning to improve how well services work together in the future to safeguard adults with care and support needs. These SARs have been conducted in a way consistent with our commitment to a learning culture that is; open and honest; proportionate and avoids hindsight bias; identifies and addresses systemic issues; and supports and challenges safeguarding partners to make continuous improvements to practice.

Each SAR has it's own action plan developed and monitored within the SAB Learning from Practice task and Finish Group.

In 2023-24 the Carol SAR was published. The dedicated action plan for Carol was concluded in 2024-25 and an impact report submitted to the SAB.

## Dissemination of Learning






A SAR focused newsletter was published to to disseminate learning from SARs and bring practice briefings, other learning resources and thematic learning to the attention of practitioners across the partnership.

A SAR focused webinar was delivered to an audience of over 140 practitioners sharing thematic learning from the three SARs published 2024-25. This received excellent feedback. It was recorded and is available to watch online.

# Rachel SAR

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## 'Rachel' Safeguarding Adults Review: Practice Briefing

A Safeguarding Adults Review was completed following Rachel's death to identify any learning for the safeguarding network in Hillingdon.

Rachel passed away, at 85 years old, from sepsis secondary to an infected pressure ulcer. During a two month period, while living at home with a care package and community health care, she developed a pressure ulcer, which continued to deteriorate until she became acutely unwell. She suffered considerable pain and distress during this time.

Safeguarding enquiries found that she had been neglected by the health and social care organisations involved with her.


The SAR found that organisations were working in isolation from each other, family concerns were not acted upon, assessments were insufficiently thorough, and she was left to make decisions she was not able to make. These factors resulted in risks to her life that were not managed.

### Key Lessons for Practice

#### Mental Capacity

When someone lacks capacity to make specific decisions, they might make decisions they do not really understand, causing potential harm or an increase in risk. Timely and thorough assessments of capacity are an important intervention to safeguard people. SARs often find that professionals do not recognise when they need to assess capacity and this increases risk.

Rachel lacked mental capacity to make decisions about her care arrangements. This was determined by a social worker shortly after her discharge from hospital. Unfortunately, no one else in the professional network knew this, and no other professionals recognised the need to doubt and assess her mental capacity, despite her family repeatedly raising concerns and professionals documenting her confusion and difficulties following instructions. She made decisions that placed her at serious risk.



The Mental Capacity Act Code of Practice clearly states the grounds for doubting capacity:

- the person's behaviour or circumstances cause doubt as to whether they have the capacity to make a decision; or
- if somebody else says they are concerned about the person's capacity; or
- the person has previously been diagnosed with an impairment or disturbance that affects the way their mind or brain works, and it has already been shown they lack capacity to make other decisions in their life.

Paragraph 4.35

A diagnosis of a mental disorder is not a precondition to doubt nor assess capacity

#### Best Interests Decisions Making

Once someone has been found to lack mental capacity about something for which a decision needs to be made, that decision must follow the best interests decision making process set out in [Section 4 Mental Capacity Act](#). The decision maker must take into account the views, wishes and feelings of the adult, and anyone caring for, or interested in, their welfare. This includes clinicians, paid carers and family members involved with someone, where it is practicable to consult them. You must evidence efforts to consult. It is unlawful for a professional to make best interests decisions in isolation.

If there is a difference of opinion about what is in someone's best interest this must be resolved and cannot be ignored by the decision maker. The disagreement may need to be resolved by the Court of Protection.

Rachel sadly died, at 85 years old, from sepsis secondary to an infected pressure ulcer. During a two month period, while living at home with a care package and community health care, she developed a pressure ulcer, which continued to deteriorate until she became acutely unwell. She suffered considerable pain and distress during this time. Thematic learning was identified across the following areas:

- Skin integrity preservation and management of skin integrity risks
- Partnership working and information sharing
- Lived experience and the voice of the person and their representatives
- Legal Literacy - Care Act 2014 and Mental Capacity Act 2005

The findings from this SAR have influenced a number of activities across the partnership:

- The North West London ICB have changed hospital transport commissioning arrangements to reduce risk to others.
- A webinar *Safeguarding Adults from Pressure Ulcers* was delivered to the multiagency network to increase awareness and understanding of best practice around skin integrity risk management.
- Community health and adult social care services have reviewed and improved their Mental Capacity Act training offer.
- Best practice in information seeking and sharing between health and social care services has been promoted through a published briefing and clearer communication pathways established.
- There has also been improved communications between hospital and community health staff related to tissue viability issues.

# Mairead SAR

**'Mairead' Safeguarding Adults Review: Practice Briefing**

A Safeguarding Adults Review was completed following Mairead's death to identify any learning for the safeguarding network in Hillingdon.

Mairead was a 70-year-old white female open to secondary mental health services with a diagnosis of schizophrenia. Mairead saw a psychiatrist periodically and attended a psychiatric medication clinic regularly. She was in supported accommodation with a low level of floating support attached.

In June 2021 she was taken to hospital by ambulance very mentally unwell and physically frail. She sadly died in hospital.

Throughout May and June 2021 professionals who saw her documented recurrent concerns about deteriorating mental state and difficulties engaging her in face-to-face contact. She was described on multiple occasions as appearing "unwell". However, opportunities to intervene in response to these concerns were missed until she was in crisis.

**Key Lessons for Practice**

**Good Assessment is Holistic, Proportionate and Supported by Partnership Working**

Multiple professionals had responsibilities for assessing and reviewing Mairead's care, support and mental health needs. However, they were largely working in isolation from each other. Family members and paid support providers were not consulted in assessments of mental health needs nor social care needs. This impaired the quality of all agencies' assessments and interventions.

**What can you learn from this?**

- Find out who else is involved in supporting someone and speak to them.
- All professionals working with adults with care and support needs have an obligation to co-operate with each other, which includes asking for and sharing information.
- Assessments need to be holistic - consider mental health, physical health, the implications of any financial difficulties, overall wellbeing, the views and concerns of family members, and anyone providing support or closely involved. Consider mental capacity as well.

**Responding to Disengagement from Services**

Mairead had very little face to face engagement with any professionals throughout 2020 and 2021. There were frequent non-attendances and cancellations of appointments, and refusal to allow access to her home, including for necessary repairs. The reasons for her disengagement and the potential risks associated with it were not explored.

**What can you learn from this?**

- Make sure you know your organisation's policy about how to respond to someone disengaging from your service or declining to engage.
- If someone is disengaging from care or support commissioned by the local authority, this should prompt a review by the local authority under s.27 Care Act 2014.
- Assess risks by speaking to other people involved in the person's care and support - this should include informal carers, family members, and any other professionals involved. If you are not sure who is involved, find out and contact them.
- Sometimes disengagement from care or support can indicate self-neglect or an increase in other risks. It is important to understand the reasons for the disengagement.
- Be curious, ask questions, think about the implications of information you and other organisations have on record.

Mairead was a 70-year-old white female open to secondary mental health services with a diagnosis of schizophrenia. Mairead saw a psychiatrist periodically and attended a psychiatric medication clinic regularly. She was in supported accommodation with a low level of floating support attached.

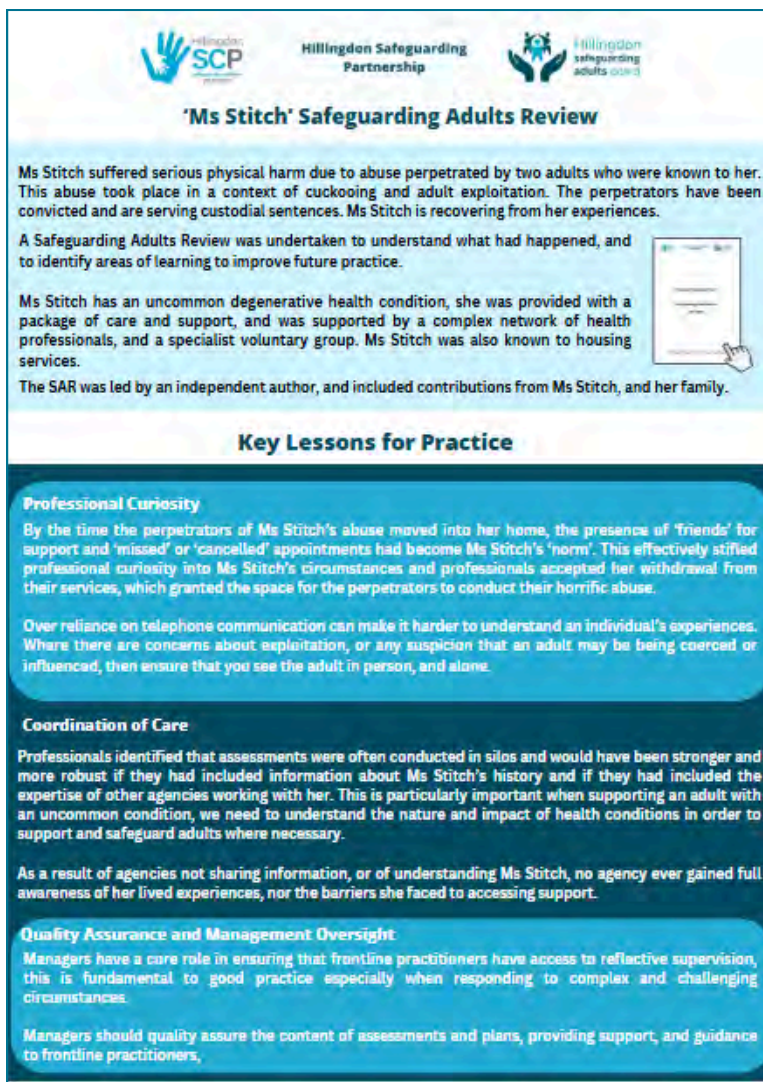
In June 2021 she was taken to hospital by ambulance very mentally unwell and physically frail. She sadly died in hospital. Thematic learning was identified across the following areas:

- Legal literacy - discharge of Care Act duties
- Quality of assessment - holistic, proportionate and supported by partnership working
- Responding to disengagement from services
- Application of section 42 Care Act 2014 when an adult at risk has died
- Impact of shared supported living arrangements

The findings from this SAR have influenced a number of activities across the partnership:

- CNWL has reviewed and updated their policy on patients who disengage from treatment; introduced a new care planning system Dialogue+, are implementing the Triangle of Care, and have launched an informal carer dashboard to support recognition and engagement with informal carers.
- Adult social care have provided assurance that all people in supported accommodation by the LA now have their care and support needs assessed and support reviewed.

# Ms Stitch SAR



**'Ms Stitch' Safeguarding Adults Review**

Ms Stitch suffered serious physical harm due to abuse perpetrated by two adults who were known to her. This abuse took place in a context of cuckooing and adult exploitation. The perpetrators have been convicted and are serving custodial sentences. Ms Stitch is recovering from her experiences.

A Safeguarding Adults Review was undertaken to understand what had happened, and to identify areas of learning to improve future practice.

Ms Stitch has an uncommon degenerative health condition, she was provided with a package of care and support, and was supported by a complex network of health professionals, and a specialist voluntary group. Ms Stitch was also known to housing services.

The SAR was led by an independent author, and included contributions from Ms Stitch, and her family.

**Key Lessons for Practice**

**Professional Curiosity**

By the time the perpetrators of Ms Stitch's abuse moved into her home, the presence of 'friends' for support and 'missed' or 'cancelled' appointments had become Ms Stitch's 'norm'. This effectively stifled professional curiosity into Ms Stitch's circumstances and professionals accepted her withdrawal from their services, which granted the space for the perpetrators to conduct their horrific abuse.

Over reliance on telephone communication can make it harder to understand an individual's experiences. Where there are concerns about exploitation, or any suspicion that an adult may be being coerced or influenced, then ensure that you see the adult in person, and alone.

**Coordination of Care**

Professionals identified that assessments were often conducted in silos and would have been stronger and more robust if they had included information about Ms Stitch's history and if they had included the expertise of other agencies working with her. This is particularly important when supporting an adult with an uncommon condition, we need to understand the nature and impact of health conditions in order to support and safeguard adults where necessary.

As a result of agencies not sharing information, or of understanding Ms Stitch, no agency ever gained full awareness of her lived experiences, nor the barriers she faced to accessing support.

**Quality Assurance and Management Oversight**

Managers have a core role in ensuring that frontline practitioners have access to reflective supervision, this is fundamental to good practice especially when responding to complex and challenging circumstances.

Managers should quality assure the content of assessments and plans, providing support and guidance to frontline practitioners.

Ms Stitch has a rare neurodegenerative health condition, she was provided with a package of care and support, and was supported by a complex network of health professionals, and a specialist voluntary group. Ms Stitch was also known to housing services.

Ms Stitch suffered serious physical abuse perpetrated by two adults who moved into her home. This abuse took place over several months in the context of cuckooing and exploitation. Thematic learning was identified across the following areas:

- application of professional curiosity
- coordination of an individual's care
- quality assurance of assessment
- consideration of Executive Function in Mental Capacity Assessment
- choice of language in case notes/records
- a professional's understanding of exploitation

The findings from this SAR have influenced a number of activities across the partnership:

- the development and implementation of a cuckooing and adult exploitation assessment tool, adopted by Adult Social Care, Central and North West London NHS Foundation Trust and the Probation Service
- The refresh and redevelopment of Adult Social Care Mental Capacity Act Training
- The development of a practice resource on Language in Adult Safeguarding Practice
- The development and delivery of adult exploitation and cuckooing training

# 16. Practice Development Activity

The focus of the Practice Development Forum (PDF) is to ensure that learning from practice is disseminated across the safeguarding partnership as required. The Practice Development Forum also considers learning from quality assurance audits and other statutory reviews, including Domestic Abuse Related Death Reviews. The group has a core membership across both the child and adult partnerships, in recognition that learning usually has applicability across both sectors.

During the year, to help disseminate and share information in different ways, we published the Safeguarding Partnership Newsletter which continues to provide practitioners with an accessible overview of key practice developments, resources and learning from practice. The Newsletter is sent to members of the Safeguarding Boards to cascade through their organisations, and to those individuals who sign up to a dedicated distribution list. It is also used by partners and relevant agencies to disseminate key information about services

Due to the complexity of the organisational structures that make up the Safeguarding Partnership it is difficult to measure the impact of practice briefings and newsletters. In the coming year we will be developing a mechanism that allows us to do this effectively and minimises any additional administrative burden on busy frontline practitioners and managers.



# Quality Assurance - SAPAT

The Safeguarding Adult Partnership Audit Tool is regionally developed, and was amended slightly for local application to avoid duplication with other local audits.

The SAPAT aimed to gather information from local safeguarding partners on the effectiveness of local safeguarding adults arrangements, perceived achievements and challenges in the past year of both the SAB and individual safeguarding partners, and to identify barriers to effective adult safeguarding and effective partnership working within the Hillingdon SAB. This was intended to help identify risks for the partnership going forward and help to focus strategic priorities and business planning for the next financial year.

Participation in Self-Assessments: The self-assessment process is a valuable tool for understanding practice. However, its effectiveness depends on the level of participation. This year's engagement demonstrated a significant improvement against the 2022 SAPAT. This is a positive development.

A number of positives were identified by partners completing the SAPAT:

- Ongoing active work within and between safeguarding partners to develop and improve safeguarding practice.
- Benefits of the partnership's multiagency quality assurance schedule and independent scrutiny was acknowledged.
- Learning materials and events organised by the SAB recognised as valuable to support effective safeguarding practice.
- Positive feedback on the multiagency training offer.
- The SAB was described as having a spirit of collaboration, a lack of defensiveness and good internal rigour.
- Subgroup activity was well received and described as producing "effective outcomes", with "efficient management...including the necessary administrative processes".
- Voluntary sector partners acknowledge SAB achievements in community engagement including promoting safeguarding in the wider community, participation in National Adult Safeguarding Week, and World Suicide Prevention Day.

# Quality Assurance - Equality Diversity & Inclusion

The purpose of this review was to explore the impact and application of Hillingdon Safeguarding Partnership's Equality, Diversity, and Inclusion Statement. The Statement was introduced in 2020, with renewed commitment to the values agreed in 2022.

Hillingdon Safeguarding Partnership will:

- Work in partnership with children, young people, adults, and carers who have protected characteristics to ensure that their views are represented.
- Acknowledge, promote, and celebrate the value of diversity.
- Ensure that issues of equality and diversity are considered across all functions of the Safeguarding Partnership, including Boards, subgroups, and Reviews.
- Foster a culture of high support/high challenge to counteract any discrimination and/or oppression.
- Be honest about areas/incidents we need challenge and develop to ensure that we are proactively counteracting discrimination and oppression and promoting equality.
- Ensure that equality and diversity is considered in quality assurance frameworks to identify strengths and areas for development.
- Ensure that we have impactful training in place to educate and inform professionals around their responsibilities and duties in relation to issues of equality and diversity.

The review achieved a response rate of 66%, with 8 out of 12 agencies completing the self-assessment.

The self-assessments indicate multi-agency partners are actively considering EDI in their operations, highlighting several strengths, including a strong commitment to EDI and the integration of EDI considerations into agency practices.

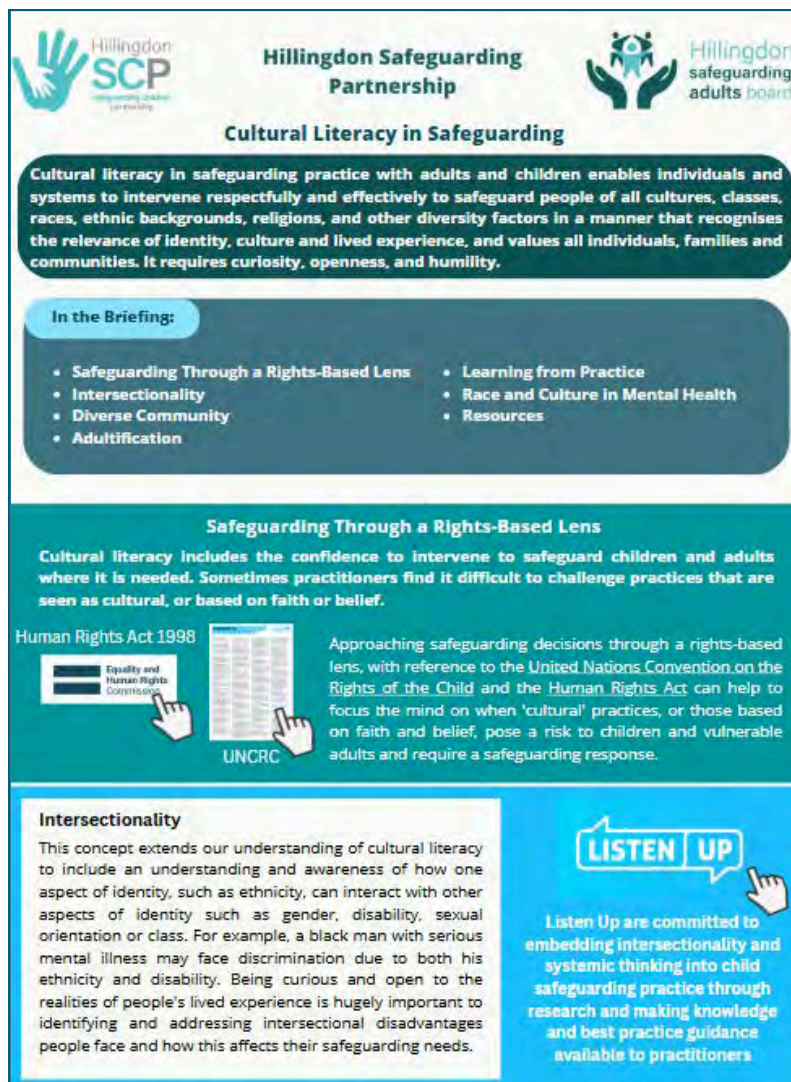
Partners also identified areas for development:

*"To work collaboratively as a partnership to meet the needs and celebrate diversity. Ensuring we are included in all religious and cultural celebrations. The organisation's approach to acknowledging and valuing diversity in the workforce. Ensuring we are including all celebrations."*

*"Review and refine existing policies and practices to ensure they are inclusive and responsive to diverse needs, enhance the representations of children's views and how these are obtained, and have better transitions for YP especially those with additional needs."*

Participation in Self-Assessments: The self-assessment process is a valuable tool for understanding practice. However, its effectiveness depends on the level of participation. It is therefore vital that moving forward, all partners engage in these processes to enable a comprehensive review.

# Equality Diversity & Inclusion



**Hillingdon SCP**  
Safeguarding Children Partnership

**Hillingdon Safeguarding Partnership**

**Hillingdon safeguarding adults board**

### Cultural Literacy in Safeguarding

Cultural literacy in safeguarding practice with adults and children enables individuals and systems to intervene respectfully and effectively to safeguard people of all cultures, classes, races, ethnic backgrounds, religions, and other diversity factors in a manner that recognises the relevance of identity, culture and lived experience, and values all individuals, families and communities. It requires curiosity, openness, and humility.

**In the Briefing:**

- Safeguarding Through a Rights-Based Lens
- Intersectionality
- Diverse Community
- Adultification
- Learning from Practice
- Race and Culture in Mental Health
- Resources

### Safeguarding Through a Rights-Based Lens

Cultural literacy includes the confidence to intervene to safeguard children and adults where it is needed. Sometimes practitioners find it difficult to challenge practices that are seen as cultural, or based on faith or belief.

Human Rights Act 1998

Equality and Human Rights Commission

UNCRC

Approaching safeguarding decisions through a rights-based lens, with reference to the United Nations Convention on the Rights of the Child and the Human Rights Act can help to focus the mind on when 'cultural' practices, or those based on faith and belief, pose a risk to children and vulnerable adults and require a safeguarding response.

### Intersectionality

This concept extends our understanding of cultural literacy to include an understanding and awareness of how one aspect of identity, such as ethnicity, can interact with other aspects of identity such as gender, disability, sexual orientation or class. For example, a black man with serious mental illness may face discrimination due to both his ethnicity and disability. Being curious and open to the realities of people's lived experience is hugely important to identifying and addressing intersectional disadvantages people face and how this affects their safeguarding needs.

**LISTEN UP**

Listen Up are committed to embedding intersectionality and systemic thinking into child safeguarding practice through research and making knowledge and best practice guidance available to practitioners

We recognise that an Anti Racist and Anti-Discriminatory approach is fundamental to safeguarding practice. This is threaded through our practice development activity, the work of our Boards, Subgroups and in our practice with individual adults and children.

As a partnership we have marked Show Racism the Red Card since 2022, producing resources that highlight the critical importance of an active stance of anti-racism.

We know that our global majority children and adults are impacted by structural inequalities, and strive to proactively challenge this. We recognise that our global majority colleagues are also impacted by societal inequalities.



**WEAR RED DAY**

**FRIDAY 18TH OCTOBER 2024**

**#WRD24** [THEREDCARD.ORG/WEARREDDAY](https://theredcard.org/wearredday)

**CELEBRATING 10 YEARS OF WEAR RED DAY**

**CHANGE HEARTS CHANGE MINDS CHANGE LIVES**

*'There's a big difference between being not-racist and being anti-racist. I know it doesn't seem like it. I know that both of these things seem equally good, but they're not.'*

**John Amaechi, Psychologist**

# Awareness Raising & Prevention

Our Safeguarding Awareness Raising activity is designed to be suitable for practitioners working with both adults and children. This is to reinforce the principal of 'Think Family' and our endeavour to ensure that the needs of the entire family are considered, with any risks recognised, and action taken to mitigate these.

In the last year the Partnership has marked the following national and international awareness campaigns.

- Mental Health Awareness Week
- Child Exploitation Awareness Day
- International Day of the Girl Child
- Show Racism the Red Card
- Safeguarding Adults Week
- Internet Safety Day
- ICON Week
- World Suicide Prevention Day
- London Fire Brigade's ChargeSafe campaign

Each campaign is directly linked to one of our priorities, or to learning from local practice.

**THINK TWICE ABUSE**

National Child Exploitation Awareness Day is a time for organisations to raise awareness about all forms of exploitation. This includes modern slavery, criminal exploitation, sexual exploitation, and trafficking. The aim is to highlight and share good safeguarding practice and key areas for practice development linked to exploitation.

**#ChargeSafe**

**ICON WEEK**  
23-27 September 2024  
Let's make children safer, together

**internet matters.org**

**NATIONAL FGM CENTRE**

**CHANGING THE NARRATIVE ON SUICIDE**  
World Suicide Prevention Day  
10 September  
Start the conversation

**National Safeguarding Adults Week**  
18th-22nd November 2024

Here is a programme of free events and downloadable resources available to professionals across Hillingdon to mark National Safeguarding Adults Week

# 17. Training Offer

The purpose of the Safeguarding Partnership training programme is to ensure that practitioners have the most relevant and up to date opportunities for ongoing professional development. To promote accessibility training is delivered through a range of methods, including online, face to face and via webinar. Training by our children and young people is delivered in person.

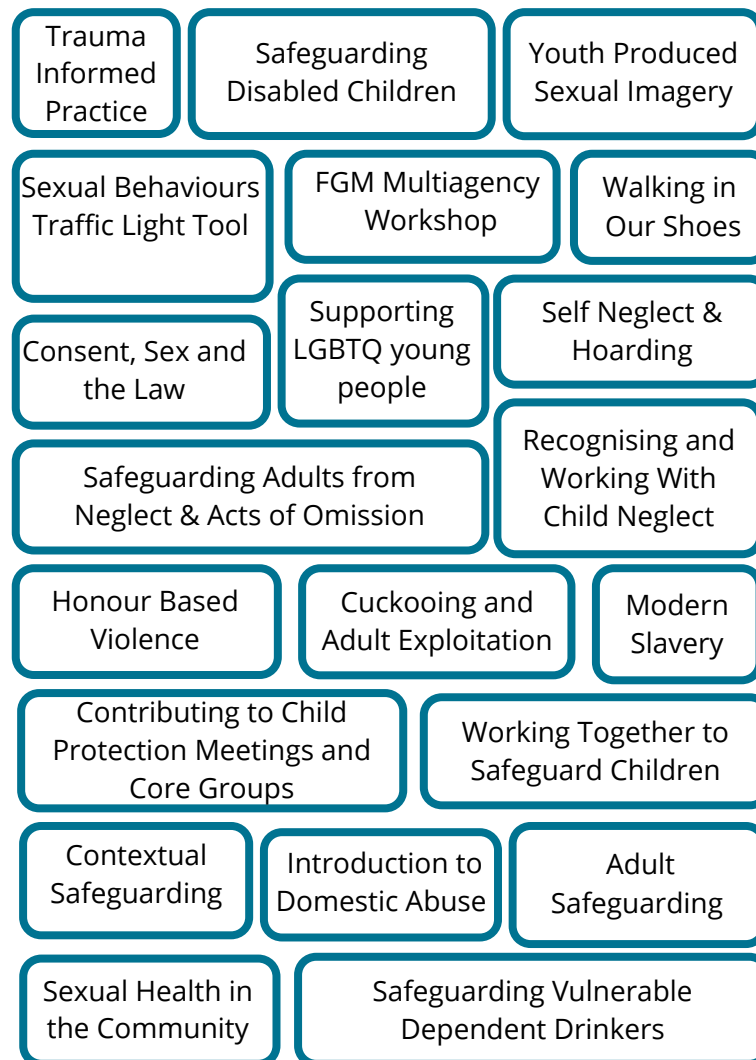
Our training programme is accessed by a range of professionals

In total, 2047 sessions of professional development activity have been facilitated by the Safeguarding Partnership in 2024-2025. This includes commissioned training, conferences, and that delivered via the webinar programme.

In 2021-2022 the partnership delivered 1191 sessions of professional development activity. This is an increase of around 70% in the last 4 years and reflects the success of the webinar programme, and increased focus on commissioned training in response to specific learning or need.

## Webinar Programme:

- Suicide Prevention
- An Introduction to CAMHS
- Fire Safety
- Safeguarding & Pressure Sores
- Learning from the Carol SAR
- Cuckooing & Adult Exploitation
- ICON
- The NSPCC PANTS Programme



# 17. Training: Reach & Feedback

Multiagency training is accessed by a range of practitioners across the partnership, representing the breadth and scope of the partnership arrangements. Each attendee is asked to complete a feedback form, designed to provoke thought about how they will apply the learning to their practice. In the year 24-25 we received 771 completed feedback forms.

The most responses were received from the following agencies:

- 239 Children and Young People's Services
- 181 Schools and Colleges
- 119 Adult Social Care
- 62 Central and North West London NHS Children's Health
- 52 Early Years Services

Safeguarding Partnership training is delivered using a hybrid approach, where possible ensuring that commissioned professional development activity is available in a range of approaches to try to meet individual learning styles.

We know that practitioners value the focus and accessibility of webinars, with attendance across services varying according to the topic being addressed. All webinars are subsequently made available to access online.

## Training Feedback

98% of respondents rated the quality of training as 'Very Good' or 'Excellent'

99% of respondents rated the extent at which they had gained new skills and/or useful tools applicable to their practice as 'Good to Excellent'.

97% of attendees stated that they thought the training would be beneficial to colleagues

Thematic areas for development included where IT issues had disrupted the planned session, and where delegates would have preferred the particular session to be held online, or in person.

# 17. Training: Examples of Impact

**Introduction to Domestic Abuse:** 'I work with young people of age of 16 - 25 years old. Therefore, the training will help me to deal with situation of DV that young people might experience. the training was very informative and broaden my knowledge'.

**Cuckooing & Adult Exploitation Workshop** 'I work in compliance and our team manages the electrical and gas contractors along with others. We have issues where tenants will not allow our contractors access to properties to carry out the safety checks. This could be for a number of reasons but we ask that our contractors look out for safeguarding concerns, hoarding issues, mental health etc and I will be sharing my knowledge from today's session to them to look out for any potential cuckooing cases. We will work in partnership with Housing and Social Care colleagues to bring any potential issues to their attention to investigate'.

**Adult LADO Webinar:** 'The webinar was very informative, giving clear instructions on how to address issues relating to persons in positions of trust and some challenging situations that they can find themselves as well as the support that can be provided'.

**Adult Safeguarding** 'Understand how other agencies view safeguarding and have a better understanding of aspects of how a social care model of supporting an individual which are very important and contributes to holistic care planning' .

**Child LADO:** 'This has given me a greater understanding of the LADO process and of broader safeguarding issues. As a new Chair of Governors and Safeguarding Link Governor the greater familiarity I have with this area the more confident I feel. This was extremely useful in explaining some of the terms and processes that I have heard about'

**FGM Workshop:** 'Able to understand the context behind FGM in greater detail. Be able to consider how to manage and hold conversations and follow relevant protocol/legislation'.

**Safeguarding Disabled Children:** 'I will be more proactive and vigilant when there are concerns around any of the children that I work with' .

**Traffic Light Tool:** 'Will help me to identify appropriate and inappropriate behaviour and what actions to take.'

**WTTSC:** 'The next day I had a disclosure from a child, and was able to apply some of what I learnt...and getting in contact with the parents'.

**Honour Based Violence:** 'Sharing key messages with our family services and DSL team. Underline the impact of the one-chance rule. Better understanding of potential family power dynamics - to be shared with staff.'

# 18. Smarter Targets

To develop collaboration across strategic partnerships, with a particular focus on safeguarding adults affected by domestic abuse.

To ensure strategic focus is informed by the input and engagement of agencies across the breadth of the partnership through implementation of the SAB forward plan.

To continue to engage the Safeguarding Voices Group in active co-production in audits, strategies, and practice development intervention, with engagement across existing consultation and coproduction groups.

To consider learning from lived experience shared by carers to improve identification and partnership working with carers.

To assure ourselves that practitioners have effective training and support to effectively apply the Mental Capacity Act to prevent and respond to abuse and neglect.

To assure ourselves that partners are working together effectively to meet the needs of and manage risks to people affected by homelessness and rough sleeping, with a particular focus on the Target Priority Group.

To continue to develop, and seek assurance about, systemwide activity to prevent, identify and respond effectively to the exploitation and cuckooing of adults with care and support needs.

To develop a comprehensive framework to ensure effective safeguarding for individuals transitioning from adolescence (14–25 years) to adulthood, addressing risks, gaps, and service integration.

To continuously strive to improve and develop our collaborative multiagency response to prevent harm, to identify it where it occurs and to respond effectively to safeguard and support affected adults.

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## TEMPORARY ACCOMMODATION ACTION PLAN MONITORING

<b>Cabinet Member &amp; Portfolio</b>	Cllr Steve Tuckwell – Cabinet Member for Planning, Housing and Growth
<b>Responsible Officer</b>	Dan Kennedy, Corporate Director, Residents Services
<b>Report Author &amp; Directorate</b>	Debbie Weller, Residents Services
<b>Papers with report</b>	Appendix 1: Temporary Accommodation Action Plan Update

### HEADLINES

#### Executive Summary

This report provides the second quarterly update on progress against the delivery of the Temporary Accommodation Strategy and Action Plan presented to Cabinet in February 2025.

Good progress is being made to increase the supply of new housing to either prevent or resolve homelessness, in line with the strategy. This includes delivering an ambitious programme to acquire and build new social rented housing. The actions to secure price negotiations to reduce the nightly cost of temporary accommodation have been delivered at pace in line with agreed targets with an additional stage of price negotiations on track to deliver further cost reductions from quarter 3.

It should be noted that like many London boroughs, demand from homeless households remains high given the significant challenges in securing suitable, affordable accommodation. The situation is particularly challenging in Hillingdon given the presence of Heathrow Airport, with high demand from the arrival of UK nationals, the cost of which is not fully funded by the Government. There is a growing number of homeless households, many placed in temporary accommodation, whose only realistic housing solution is to access the private rented sector.

Access to a sufficient supply of private rented sector accommodation at an acceptable price to meet the growing need of homelessness is proving challenging. Therefore, more families are staying in temporary accommodation for longer, placing the homelessness budget under significant pressure contributing to a forecast overspend by year end. New actions are underway to access more private rented sector accommodation over the next 6 months and secure more leased accommodation, where this proves to be a financially viable option for the Council.

<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Live in good quality, affordable homes in connected communities</p> <p>This report supports our commitments to residents of: Safe and Strong Communities This report supports the Hillingdon Housing Strategy.</p>
<b>Financial Cost</b>	The Temporary Accommodation Strategy and Action Plan aligns with and supports the delivery of the Medium Term Financial Strategy (MTFS).
<b>Select Committee</b>	Residents' Services Select Committee
<b>Ward(s)</b>	N/A

## RECOMMENDATION

**That the content of the quarterly update report be noted.**

### Reasons for recommendation

The Temporary Accommodation (TA) Strategy and Action Plan was approved by Cabinet in February 2025 and it was agreed that quarterly updates would be provided to Cabinet, or less frequent as required, and that these would include the impact on the Medium-Term Financial Strategy (MTFS). This is the second update.

### Alternative options considered / risk management

No other options were considered as the report is required by Cabinet. Risks associated with the delivery of the TA Strategy and Action Plan are covered in the body of the report.

### Democratic compliance / previous authority

In February 2025, Cabinet noted the homelessness pressures in Hillingdon and the increasing cost and use of temporary accommodation: noted the TA Strategy and Action Plan; and resolved to receive quarterly or less frequent updates regarding delivery of the Strategy and Action Plan.

### Select Committee comments

None at this stage.

## SUPPORTING INFORMATION

### Background

1. In February 2025 Cabinet noted the Temporary Accommodation (TA) Strategy and agreed to receive a quarterly update or at a frequency as determined by the Cabinet Member. This is the second of those updates. The TA Strategy contains the following four objectives:
  - Manage homelessness demand and increase rates of successful homelessness prevention;
  - Increase rates of move-on from temporary to settled accommodation;
  - Reduce total expenditure on temporary accommodation;
  - Increase the supply of additional social rented housing and temporary accommodation through acquisition and new build programmes.
2. The update on progress against the actions identified under these objectives is included at Appendix 1.

### Key elements of Progress

3. In March 2025, a MTFS action plan was put in place to operationalise the TA strategy and aims to eliminate the use of the highest cost, nightly paid accommodation. The MTFS action plan has four workstreams to take forward the objectives in the strategy, each with an identified lead officer:
  - Workstream 1: Increase prevention and reduce new temporary accommodation placements
  - Workstream 2: Increase access to alternative housing options
  - Workstream 3: Reduce the cost of temporary accommodation
  - Workstream 4: Increase move-on into social housing
4. Governance arrangements for the MTFS action plan include a monthly review of progress involving the Cabinet Member for Planning, Housing and Growth and the Corporate Director, Residents Services and the four workstream leads and Assistant Director, Housing Needs & Homelessness. At an officer level weekly meetings are held to track progress and keep delivery on target. Key indicator dashboards have been established for the MTFS action plan and further development of the dashboards continues to improve the richness and integrity of the data.
5. Whilst good progress in delivering the action plan has been made in a number of areas to date, it should be noted that managing demand from homeless households continues to be challenging. The risk of further overspend against homelessness costs remains high, like many London boroughs, given the rising levels of homeless presentations and the challenges in securing suitable alternative accommodation to prevent homelessness, particularly in the private rented sector. The Council is also seeing exceptional costs as a result of being a port authority. This includes the arrival of a high number of UK nationals, which remains an unknown quantum at this time, given the costs incurred by the Council are not fully funded by the Government. It should further be noted that a review commissioned by London Councils has identified a “Funding Gap” of £740m for London

Councils between homelessness costs incurred and funding provided by Central Government in 2024/25.

### **Workstream 1: Increase prevention and reduce new temporary accommodation placements**

6. The key target for workstream 1 is to achieve less than 50 new placements per month into temporary accommodation. The monthly target has been met in three out of the first six months of the year, with an average of 55 placements into temporary accommodation in this period. This is lower than the rate of new placements into temporary accommodation during 2024/25, but above the target set in the strategy. As reported previously, there has been success in reducing temporary accommodation placements following evictions by family and friends in the period, but there continues to be a sustained level of evictions by private sector landlords combined with episodic presentations of UK nationals requiring accommodation. Targeted work is underway with landlords and the Courts to increase prevention rates from private sector housing evictions.
7. The main drivers of homelessness during this period include tenants being asked to leave accommodation by their private landlord, domestic abuse and family exclusions. For example, of the 36 placements into temporary accommodation during September 2025, 19 (53%) were due to the loss of private rented sector accommodation.
8. The high and sustained levels of homelessness demand represent a risk to achieving the prevention targets for this workstream. This is being managed through weekly performance management reviews and targeted interventions.

### **Workstream 2: Increase access to alternative housing options**

9. A key aim of workstream 2 is to increase residents access to the private rented sector. The target for 2025/26 is to secure access to 350 private sector tenancies for General Fund homeless households. At the end of September 2025, the target is on track to be met with performance to the end of quarter 2 having secured 175 placements in private rented accommodation.
10. However, new homeless demand presenting to the council remains high and a growing number of households presenting to the council and placed into temporary accommodation increasingly require private rented housing to meet their need, either to prevent homelessness or move-on from temporary accommodation. Additional action is being taken to increase the supply of private rented accommodation over the next six months and into 2026/27.
11. The additional demand for private rented accommodation includes needing to move homeless households on to settled accommodation from short-term temporary accommodation which will need to be vacated over the next six months. Hillingdon has also been required to accommodate over 100 UK national households in temporary accommodation which need to be made an offer of suitable, alternative accommodation.
12. The delivery of the action plan has included strengthening partnership working with landlords, listening to their business needs and revising our offer to encourage more

landlords to offer more private rented properties to the council, to prevent homelessness. A new Landlord Forum was launched in July to promote partnership working with the Council. There continues to be strong performance management of service delivery, with weekly reviews of progress.

### **Workstream 3: Reduce cost of temporary accommodation**

13. The priority for workstream 3 is to reduce the unit cost and therefore overall expenditure on the highest cost temporary accommodation. A price cap has been applied to all spot purchased temporary accommodation and providers of these properties have been subject to negotiation to reduce costs to or below the cap. Overall, this workstream has been delivered at pace, with most negotiations completed and applied by the end of quarter 1. There were 326 active tenancies above the price cap at the start of the workstream. As of the end of September, this has been reduced to 8 tenancies. A new, additional phase of the workstream has been applied with 393 active tenancies above a revised, lower rent cap (a reduction by £5 per night). By the end of September, this number has decreased to 236 tenancies, a reduction of 157 tenancies (40%). Further work is underway to achieve the full delivery of the price cap programme.
14. Linked to this workstream is a consistent enforcement process for temporary accommodation with regular review meetings having been established with the Counter Fraud and Private Sector Housing teams.
15. A key plank of workstream 3 is to transition from an expensive nightly charged portfolio of temporary accommodation to a more cost-effective leased portfolio. This workstream had an initial target to secure an additional 100 leased properties for use as temporary accommodation by March 2026. Most of the original target has been met by 87 units secured at Frayswater Place and negotiations are underway to secure a further 17 units from an existing supplier. Work is being finalised on acquiring these properties. Additional options to increase the leasing portfolio continue to be considered where these meet the requirements of the Council and offer value for money to residents.

### **Workstream 4: Increase move-on into social housing**

16. The key indicator for this workstream is for a minimum of 50 social housing lettings to be made to homeless households per month. As at the end of September the total number of social housing lettings to homeless households was 123, representing approximately 61.5% of all social housing lettings in this period. The supply of relet social rented homes in the first six months has included smaller properties not suitable to meet the needs of larger bedsize homeless households, which in turn has meant fewer households moving on from temporary accommodation.
17. To ensure new housing supply meets needs, the Council is on track to deliver an ambitious programme of new additional social rented housing to meet the needs of local families. This includes working with a partner to purchase 200 properties by the end of March 2026. This programme is proceeding to target, and it is estimated that all 200 will be bought by the Autumn, this year. There were 13 completions at the end of 2024/25 and there have been a further 100 so far in 2025/26. A successful bid for grant funding to support the purchases (subject to the individual properties meeting their criteria) has been approved

by the Greater London Authority. Additional acquisitions are being made by our in-house teams and total 31 individual properties. In total there are 201 acquisitions and new build for low-cost rent to date including those provided by housing associations.

## Empty Homes

18. In relation to empty homes in the private sector the council is actively reviewing and following up on the priority empty homes across the Borough. This includes engaging with landlords, property owners and solicitors where properties are subject to the outcome of probate with a view to bringing these back into use, including the option for the council to lease these properties.

## Priorities over the next quarter

19. As set out above a priority over the next quarter is to reduce the cost and usage of temporary accommodation by increasing the supply of private rented sector homes available to prevent homelessness and move-on families from temporary accommodation. Work to secure additional leased properties is ongoing and will help to reduce overall expenditure. In addition, officers are expediting actions to complete an additional phase of price reductions with landlords for the cost of temporary accommodation per night. The acquisition of new homes by the Council remains a firm priority and is on track to achieve fully delivery by the end of March 2026.

## Measures of success

20. The table below provides an update on the measures of success. Overall, the measures indicate positive progress, including increasing rates of homeless prevention, maintaining high performance in avoiding the use of shared accommodation for homeless families with children and positive progress in reducing the overall nightly cost of temporary accommodation.

Measure	Target	Baseline	Apr 25	May 25	Jun 25	Jul 25	Aug 25	Sep 25
1. Higher % of households whose homelessness is prevented	London Average 54% (Oct-Dec 2024)	31%*	17%	32%	27%	37%	40%	64%
2. No families with children/pregnant women in non-self-contained B&B for more than 6 weeks	0	0**	0	0	0	0	0	0
3. Fewer households becoming homeless and needing temporary accommodation	50 max (per month)	62***	64	43	66	72	28	36

4. Fewer households in nightly charged (high cost) temporary accommodation	Zero by 31/03/2026	736**	760	770	789	819	810	809
5. Lower overall cost of temporary accommodation (Gross)	Balanced budget by year end	£1,987,313**	£1,990,430	£2,097,636	£1,903,942	£1,955,478	£1,976,746	£1,920,104
6. Lower cost per temporary accommodation unit (Gross monthly and per night)	Zero over caps set by bedsize	£2,330**	£2,249	£2,354	£2,404	£2,376	£2,428	£2,272
		£75.15**	£74.97	£75.94	£80.13	£76.65	£78.34	£73.30
7. Implementation of acquisition and new build development programme (LBH)	300 acquisition 100 new build	19*** 15***	10 0	13 4	25 2	25	25	33 64

\* Average 2024/25

\*\* @ 31/3/2025

\*\*\* Monthly average 2024/25

\*\*\*\* March 2025

21. In February 2025 Cabinet requested that officers continue to refine and develop the Action Plan, where the measures needed to be more specific to determine whether targets were being met, with tighter target setting and monitoring, acknowledging that some estimates would be broad. Targets against the measures have been included and the following additional success measures are being used to track progress.

Measure	Target (monthly)	Baseline	Apr 25	May 25	Jun 25	Jul 25	Aug 25	Sep 25
Fewer households threatened with homelessness (approaches)	600	609***	557	563	604	616	514	568
Private rented sector placements	42	19***	27	33	22	33	22	38
Lettings to homeless households in TA	36 updated target	32***	9	15	14	29	23	33

## Financial Implications

The Temporary Accommodation Strategy and Action Plan outlines initiatives to reduce homelessness spend on temporary accommodation. A wide range of measures are detailed in the plan including preventative measures, more efficient service delivery and new ways of working, as well as supply measures such as procuring properties at lower cost, acquisitions and new build.

Some of these measures will have initial cost implications which have been factored in the budget setting process as part of the MTFS and ultimately aim to drive the total cost of homelessness down.

The report outlines progress that has been made in taking forward actions in the strategy. The impact of these actions has begun to show some positive results especially with procuring properties at lower cost through the rent cap initiative. Changes in rates between April and August are as shown.

Category	April Rates/Unit/day (£)	August Rates/unit/Day (£)	Difference (£)
1 Bed NSC	61.33	43.87	(17.46)
1 Bed	64.49	60.34	(4.15)
2 Bed	86.73	80.46	(6.27)
3 Bed	99.86	90.71	(9.15)
4 Bed	108.04	101.64	(6.40)
5+ Bed	126.44	115.21	(11.23)

Weighted average rates show a reduction of £6.44 per unit per day from April to August. This will generate an estimated full year effect of £1.74m cost reduction based on estimated average annual volumes in August.

## RESIDENT BENEFIT & CONSULTATION

Those residents affected by homelessness will benefit from the increased focus on fast and effective case handling and on securing sustainable accommodation solutions. All residents of the borough will benefit from the concerted effort to address the budgetary risk related to temporary accommodation expenditure. Sound financial management is a fundamental part of “putting residents first”.

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

This report has not been subject to consultation. The report provides an update on a previously agreed action plan that covers a range of management actions that are necessary to bring high risk expenditure in line with budgetary constraints. Rapid implementation is critical. The strategy covers a wide range of actions, some of which will or have already been subject to consultation, i.e. the recent amendments to the Social Housing Allocation Policy being an example.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and note the Financial Implications set out above and the progress on taking forward the Temporary Accommodation and Action Plan, which includes a range of measures to reduce the significant financial pressure to the Council on Temporary Accommodation, noting that these actions are beginning to yield positive outcomes, notably through the rent cap initiative, which is expected to deliver a full year cost reduction of £1.74m based on average annual volumes in August.

The Council's budget strategy approved in February 2025, contains an increase in the budget strategy effectively aiming to fund the additional growth that is in the system, which proposed saving measures included within the Strategy and Action Plan to mitigate the rising Homelessness Support, totalling £3.63m for 2025/26 rising to £5.1m by 2027/28. These measures will be monitored through the demand led financial and activity-based model as part of the wider MTFS refresh for 2026/27 and beyond.

As at Month 5, the Housing Service were reporting a pressure of £6.5m largely driven by Temporary Accommodation and Homelessness Support, with this being a national pressure, but with Hillingdon particularly impacted by having Heathrow within its boundaries having a material impact on supply and demand.

### Legal

This report provides an update to Cabinet and outlines the progress made in respect of the Temporary Accommodation Strategy and Action Plan approved by them in February 2025. The recommendation is for Cabinet to note the contents of this report and as such Legal Services confirms there are no legal impediments.

## BACKGROUND PAPERS

- [Cabinet report 13 February 2025: Temporary Accommodation Strategy & Action Plan](#)
- [Appendix - Hillingdon Temporary Accommodation Strategy and Action Plan](#)
- [Cabinet report 26th June 2025: Temporary Accommodation Action Plan Monitoring](#)

# Appendix 1

## Temporary Accommodation Action Plan Update – October 2025

Action	Timeframe	Measures of Success	Progress
<b>Objective 1: Manage homelessness demand and increase rates of successful homeless preventions</b>			
<ul style="list-style-type: none"> <li>Deliver a communications campaign to promote self-service and 'find your own' housing options to residents. Implement changes to the on-line self-referral portal.</li> </ul>	From Q3 2024/25	<ul style="list-style-type: none"> <li>Increase in proportion of households whose homelessness is prevented.</li> <li>Achieve a target prevention rate of 40% (% prevention cases closed during period with accommodation secured) – this target is now revised to 54% in line with the London average.</li> <li>No. families with children/pregnant women in non-self-contained B&amp;B for more than 6 weeks. Target zero.</li> </ul>	<p>Communication has included an article in Hillingdon People regarding measures to address homelessness and providing advice on taking control and finding affordable housing. A link was also provided to a video on homelessness assistance.</p> <p>The homelessness sections of the council's website have been completely redesigned. This is to provide advice on actions people can take to help address their homelessness and to ensure that those who most need to be assisted by council employees are able to access help through a more streamlined process.</p> <p>There continue to be zero households with children/pregnant women in non-self-contained B&amp;B for more than 6 weeks.</p>
<ul style="list-style-type: none"> <li>Deliver proactive and quality case work to increase 'no' and 'low' cost preventions – to include;               <ul style="list-style-type: none"> <li>the option of a new mediation and</li> </ul> </li> </ul>		<ul style="list-style-type: none"> <li>Fewer households being placed into nightly paid temporary accommodation than during 2024/25 (62 per month). Target &lt;50.</li> </ul>	<p>Case management targets have been implemented and a PowerBI dashboard developed for monitoring purposes. 'Assessment of Suitability' training has been delivered and customer journey mapping has been undertaken.</p>

Action	Timeframe	Measures of Success	Progress
<p>accommodation finding service, for residents;</p> <ul style="list-style-type: none"> <li>embed new case work practice and support, to include weekly reviews of case work preventions.</li> </ul>	<p>Q4 2024/25</p> <p>Q3 2024/25</p>		<p>Customer service is improved by a new direct phone line having been introduced into Housing Needs with a duty rota to manage calls.</p> <p>The number of households being placed in nightly paid accommodation dropped considerably in August and numbers for September were also well below target.</p>
<ul style="list-style-type: none"> <li>Develop our prevention 'tool kit', focusing particularly on the most frequent reasons for loss of accommodation, to include; <ul style="list-style-type: none"> <li>proactive engagement with private sector landlords at scale and working with the Courts, to reduce evictions;</li> <li>launch a new offer for private sector landlords to sustain tenancies to avoid eviction, including the option of a Rent Guarantee Scheme, if the right option for Hillingdon; and improvement grants;</li> </ul> </li> </ul>	<p>Q3 2024/25</p> <p>Q1 2025/26</p> <p>Q4 2024/25</p>	<ul style="list-style-type: none"> <li>Increased accommodation available and used to prevent homelessness measured against 2024/25 delivery of: <ul style="list-style-type: none"> <li>334 Private rented sector placements (including single homeless supported)</li> <li>383 Lettings to homeless households (relets and first lettings)</li> </ul> </li> </ul>	<p>We have engaged with the majority of our main temporary accommodation providers. Discussions have been held about how we can work more collaboratively and deliver future procurement opportunities. A Landlord Forum was held in July.</p> <p>A review of incentives has been completed.</p> <p>Team Leader's casework management includes checking for fast and effective responses to friends and family evictions. The triage team are assigning case officers as soon as possible, for early prevention.</p> <p>New case management processes and procedures are being implemented.</p>

Action	Timeframe	Measures of Success	Progress
<ul style="list-style-type: none"> <li>○ a proactive, fast track approach for evictions by 'friends and family members'.</li> </ul>			
<ul style="list-style-type: none"> <li>• Work with Government departments to ensure effective planned arrangements for leaving accommodation to avoid homelessness.</li> </ul>	From Q3 2024/25	Positive engagement and influence of Home Office and other Government Departments practice and policy.	Continued efforts are made with the Home Office and MHCLG to raise awareness of issues faced by the borough. This is particularly in relation to additional pressures from the move on of former asylum seekers from initial accommodation. A media campaign has also been initiated with regards to this for fair funding from the Home Office.
<ul style="list-style-type: none"> <li>• Deliver additional rented housing supply to support prevention of homelessness, to include: <ul style="list-style-type: none"> <li>○ increasing the supply of private rented sector accommodation (see objective 2)</li> <li>○ enabling an increase in the move-on supply of accommodation to support the single homeless pathway, including the supply accessed by voluntary sector partners</li> </ul> </li> </ul>	From Q1 2025/26	See objective 2.	Arrangements are in place to regularly review delivery of housing supply with voluntary sector accommodation providers and Housing Association partners to see what more can be done to increase private sector provision through their leasing arrangements.

Action	Timeframe	Measures of Success	Progress
<b>Objective 2: Increase rates of move-on from temporary to settled accommodation</b>			
<ul style="list-style-type: none"> <li>Implement policy and processes to maximise the number of lettings to priority homeless households in social rented housing across all registered social housing providers to include: <ul style="list-style-type: none"> <li>implement changes to the Social Housing Allocation Policy;</li> <li>apply a local lettings plan;</li> <li>review every quarter the supply of lettings from all Registered Providers to ensure these are being maximised, for the benefit of residents (nominations).</li> </ul> </li> </ul>	<p>Q4 2024/25</p> <p>Q2 2025/26</p> <p>Q2 2025/26</p>	<ul style="list-style-type: none"> <li>Number of social sector lettings to homeless households</li> <li>Number of social sector lettings via registered providers</li> <li>Reduced average period housed in temporary accommodation.</li> </ul>	<p>A number of changes to the Social Housing Allocation Policy were agreed in November 2024 and implementation was completed by April 2025.</p> <p>Lettings of social housing are monitored against priority housing needs, including homelessness.</p>
<ul style="list-style-type: none"> <li>Expand the supply of private rented sector accommodation to accelerate move-on from temporary accommodation into long-term sustainable solutions, to include: <ul style="list-style-type: none"> <li>an updated Private Sector Rented Policy offer</li> <li>a new package of offers for landlords to sustain</li> </ul> </li> </ul>	<p>Q1 2025/26</p> <p>Q1 2025/26</p>	<ul style="list-style-type: none"> <li>Increased supply of PRS for settled accommodation at all duty stages.</li> <li>Increase the supply of private rented sector properties by 50%</li> </ul>	<p>Landlord incentives have been reviewed and will be kept under review given the challenging market.</p> <p>This will include reviewing and updating policies and procedures related to working arrangements with landlords (including payments, compliance etc).</p> <p>Negotiations with nightly providers includes considering converting to</p>

Action	Timeframe	Measures of Success	Progress
tenancies, grant funding to improve properties and options to work with the council on a medium-term basis.			Assured Shorthold Tenancies but this is not proving successful currently.  The Hillingdon Landlord Forum was re-launched in July with the next Forum scheduled for the Autumn.
<ul style="list-style-type: none"> <li>Embed a 'one-reasonable-offer' approach to prevent or relieve homelessness.</li> </ul>	Q4 2024/25	<ul style="list-style-type: none"> <li>Increase in duties discharged particularly on one offer only.</li> </ul>	A 'one-reasonable' offer approach is in place. A focus is being placed on ensuring that implementation of this is applied consistently, supporting case workers.
<ul style="list-style-type: none"> <li>Increase recovery of properties through tackling fraud, including unannounced visits and a 'key amnesty' for tenants who wish to relinquish their social housing tenancy.</li> </ul>	From Q1 2024/25 and ongoing thereafter	<ul style="list-style-type: none"> <li>Number of properties recovered by the Counter Fraud Team.</li> <li>Increase in duties discharged as a result of proactive casework e.g. intentionality, fraud, within timescales.</li> </ul>	The Counter Fraud Team are continuing to carry out checks that temporary accommodation is being occupied as it should be through unannounced visits.
<ul style="list-style-type: none"> <li>Complete a rapid review and update of Personal Housing Plans (PHPs) for all tenants of temporary accommodation, identifying suitable housing pathways and options for all residents currently in temporary accommodation. Complete a</li> </ul>	Q4 2024/25 and ongoing thereafter	<ul style="list-style-type: none"> <li>No families with children/pregnant women in non-self-contained B&amp;B for more than 6 weeks.</li> <li>Increase in PHPs developed and delivered across all entering and currently living in temporary accommodation</li> </ul>	<p>Staff are aware of the need to prepare PHPs for all homeless cases and to review them regularly. Casework supervision is in place to check that this is implemented and support case workers.</p> <p>Two members of staff have been identified to concentrate specifically on high cost and long term temporary</p>

Action	Timeframe	Measures of Success	Progress
quarterly review and update thereafter.			accommodation placements and identify suitable pathways to move them on.
<b>Objective 3: Reduce total expenditure on temporary accommodation</b>			
<ul style="list-style-type: none"> <li>Negotiate reduced nightly rates with all temporary accommodation providers.</li> </ul>	From Q3 2024/25	<ul style="list-style-type: none"> <li>Fewer households in nightly charged temporary accommodation.</li> <li>Lower overall cost of temporary accommodation (after subsidy).</li> </ul>	<p>A second phase of the rent cap initiative was launched in August. This reduced the caps by a further £5 per night.</p> <p>At the start of Phase 1, there were 326 active tenancies above the rent cap. As of September, this has been reduced to 8 tenancies. Phase 2 began with 393 active tenancies above the rent cap. By September, this number has decreased to 236 tenancies, a reduction of 157 tenancies (40%).</p> <p>Where it has not been possible to negotiate with those breaching the cap to sufficiently reduce the cost, the cases are presented to a weekly panel to prioritise move on to alternative accommodation as soon as possible.</p>
<ul style="list-style-type: none"> <li>Review and implement a new procurement approach for the use of temporary accommodation.</li> <li>Deliver increased supply of lower cost temporary accommodation, to support prevention of</li> </ul>	<p>From Q4 2024/25</p> <p>From Q3 2024/25</p>	<ul style="list-style-type: none"> <li>Fewer households in nightly charged temporary accommodation</li> <li>Lower overall cost of temporary accommodation (after subsidy)</li> </ul>	A new approach to procurement of temporary accommodation seeks to scale up and secure deals for larger buildings / portfolios and to secure them over a medium-term time frame.

Action	Timeframe	Measures of Success	Progress
homelessness including use of leased accommodation and lower cost council owned options.		<ul style="list-style-type: none"> <li>Lower cost per temporary accommodation unit (after subsidy) in all bed sizes</li> <li>Increase the use of existing council relets for use as temporary accommodation</li> </ul>	<p>We have a pipeline supply of newly signed up leased properties for use as temporary accommodation. The original target of 100 will be exceeded.</p> <p>An agreement to lease Frayswater Place (87 units) for 10 years was approved by Cabinet in May and a number of further deals are under consideration and will be subject to review / approval by Members. It is anticipated that the blocks will be in use from the Autumn 2025. Pre-allocations are underway.</p> <p>An additional 17 properties are subject to due diligence.</p>
<b>Objective 4: Increase the supply of additional social rented housing and new temporary accommodation through acquisition and new build programmes</b>			
<ul style="list-style-type: none"> <li>Agree and deliver a pipeline supply programme to increase the volume of council owned properties for use as temporary accommodation.</li> </ul>	From Q4 2024/25	<ul style="list-style-type: none"> <li>Increased number of temporary accommodation homes managed by the council to control cost and quality.</li> </ul>	<p>There is an ongoing programme to convert some larger council properties to shortlife temporary accommodation to reduce costs for housing larger families. Options for additional low-cost temporary accommodation are under consideration and proposals continue to be developed for consideration.</p>

Action	Timeframe	Measures of Success	Progress
<ul style="list-style-type: none"> <li>Deliver an acquisitions programme to increase the supply of social rented properties (minimum 500 homes).</li> </ul>	From Q1 2024/25	<ul style="list-style-type: none"> <li>Implementation of acquisition and new build development programme; <ul style="list-style-type: none"> <li>Increased new acquisitions supply to March 2028.</li> </ul> </li> </ul>	<p>The outturn figures for 2024/25 were 228 acquisitions.</p> <p>A contract has been agreed to acquire and make lettable 200 homes. The contract runs for 2025/26 and 2026/27 but is being frontloaded with an expectation for all homes to be delivered during 2025/26.</p> <p>Further acquisitions will be completed inhouse.</p>
<ul style="list-style-type: none"> <li>Deliver a 5-year programme of new build social and affordable rented housing (minimum 1,000 homes)</li> </ul>	From Q1 2024/25	<ul style="list-style-type: none"> <li>Increased new build properties supply to March 2028.</li> </ul>	<p>The outturn figures for 2024/25 were 176 new dwellings. Of these 131 were provided by Housing Associations and the remainder by the Council</p> <p>During 2025/26 there is a supply pipeline of 269 new build dwellings to be provided by the Council and Housing Association partners.</p> <p>Proposals for sites in the ownership of the Council are being developed alongside options to work with private landowners for residential developments with planning permission in place.</p>

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## DRAFT SAFER HILLINGDON PARTNERSHIP COMMUNITY SAFETY STRATEGY

<b>Cabinet Member &amp; Portfolio</b>	Cllr Eddie Lavery, Cabinet Member for Community and Environment
<b>Responsible Officer</b>	Dan Kennedy, Corporate Director of Residents Services
<b>Report Author &amp; Directorate</b>	Richard Webb, Director of Community Safety and Enforcement Residents Services Directorate
<b>Papers with report</b>	Appendix 1 – Draft Community Safety Strategy

### HEADLINES

<b>Summary</b>	<p>The Council facilitates the Safer Hillingdon Partnership, the Community Safety Partnership for Hillingdon. Community Safety Partnerships have a statutory duty to produce a Community Safety Plan which formulates and implements a strategy to reduce crime and disorder, combat substance misuse, and reduce re-offending in the local area.</p> <p>A draft Community Safety Plan has been agreed by the Safer Hillingdon Partnership. This report provides information on the proposed plan, which forms part of the Council's Policy Framework, to cover the period from 2025 to 2029. As a policy document within the Council's Policy framework, the Council needs to consult on this plan before it can be adopted. This paper provides Cabinet with the draft plan and seeks Cabinet approval to consult on the draft plan as part of the process for preparing it for adoption.</p>
<b>Putting our Residents First Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Be / feel safe from harm</p> <p>This report supports our commitments to residents of: Safe and Strong Communities</p>
<b>Financial Cost</b>	Consultation on the draft plan has no direct financial cost to the Council. The delivery of the Council elements of the final strategy and supporting plans will be managed within existing Council resources.
<b>Select Committee</b>	Residents' Services Select Committee
<b>Ward(s)</b>	N/A

## RECOMMENDATION

**That the draft Hillingdon Community Safety Strategy 2025-2029 in Appendix 1 be agreed for consultation.**

### Reasons for recommendation(s)

Adoption of a Community Safety Strategy for the borough discharges the Council's statutory duty under the Crime and Disorder Act 1998. The Council shares this duty with other responsible authorities, as defined by the Act, and therefore needs to work with those other authorities to adopt a shared strategy. The Council fulfils this function through the Safer Hillingdon Partnership and therefore adopting the Safer Hillingdon Partnership strategy is the most appropriate way to ensure there is a single, shared strategy for the area.

### Alternative options considered / risk management

- 1) Do nothing. Failing to develop and adopt a Community Safety Strategy for the area would mean the Council would not meet its legal duties under the Crime and Disorder Act 1998. It would also mean that partnership activity seeking to prevent and reduce crime and disorder may be less effective than it could be due to a lack of agreed priorities and focus. Therefore, this option is not recommended.
- 2) Adopting a different strategy to the Safer Hillingdon Partnership strategy. This would risk the Council needing to support two different strategies, with the potential that available resources may be insufficient to effectively support the plans that need to support the strategy. Therefore, this option is not recommended.

### Democratic compliance / previous authority

The Community Safety Strategy is a policy framework document – one of the Council's key strategies - thereby its adoption follows a specified process as set out in the Council's Constitution. The indicative timetable for this is set out below:

Cabinet consideration of consultation draft	23 October 2025
Consultation period	6 weeks
Select Committee consideration	6 November 2025
Final draft to Cabinet post-consultation	15 January 2026
Full Council consideration / adoption	26 February 2026

Policy framework documents agreed by Full Council set out the overall strategic framework in which the Cabinet then operates and makes decisions consistent with it.

### Select Committee comments

None at this stage, though these may be submitted to Cabinet at a later date.

## SUPPORTING INFORMATION

1. Community Safety Partnerships (CSPs) were established under Sections 5 to 7 of the Crime and Disorder Act 1998 and comprise representatives from the specified 'responsible authorities'. For London, the responsible authorities are the local authority, Metropolitan Police Service; London Fire Brigade, the Integrated Care Board and National Probation Service. CSPs are able to work in partnership with any other agencies or bodies that they may feel would contribute to community safety in the area.
2. In Hillingdon, the Community Safety Partnership is the Safer Hillingdon Partnership, chaired by the Cabinet Member for Community and Environment.
3. Regulation 5 of the Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 requires the CSP to carry out an annual strategic assessment of crime and disorder. This strategic assessment should include an analysis of the levels and patterns of crime and disorder and substance misuse in the area and how and why those levels and patterns are changing. It should enable the partnership to determine its' priorities for the year.
4. Regulation 10 requires CSPs to prepare a partnership plan and to revise it annually in consideration of the strategic assessment. This plan should set out a strategy for the reduction of crime and disorder and for combating substance misuse in the area. Legislation outlines what the partnership plan should contain including the priorities agreed by the partnership and the steps the partnership considers necessary for the responsible authorities to take to implement that strategy and meet those priorities.
5. Whilst the Safer Hillingdon Partnership carries out an annual strategic assessment and agrees its priorities each year, the last formal partnership plan was agreed in 2019.
6. Legislation also states that in developing the partnership plan the partnership should consider "the matters which the persons living and working in the area consider the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in the area." On behalf of the Safer Hillingdon Partnership, the Council facilitated a public survey during April 2025 to seek views on the matters which residents and businesses in the borough believe should be prioritised by the partnership. There were 779 responses to this survey.
7. At its meeting in July 2025 the Safer Hillingdon Partnership considered a draft Community Safety Strategy for the borough. This strategy had been prepared following consideration of the responses to the community safety survey undertaken in April, the outcomes of the annual strategic community safety assessment, and the partnership's statutory duties. The Safer Hillingdon Partnership agreed its priorities to be-
  - a. Safer Neighbourhoods and Perceptions of Crime.
  - b. Violence Against Women and Girls (including domestic abuse and sexual offending).
  - c. Reducing the Number of Violent Incidents in the Borough.
  - d. Preventing Harm and Safeguarding Communities.

8. The Safer Hillingdon Partnership adopted the draft strategy. This draft strategy is included at appendix 1 of this report. The strategy will be formatted for publication once public consultation on it has been concluded.
9. The Community Safety Strategy for the borough forms part of the Council's Policy Framework under the Council's constitution. As such, Full Council is required to approve and adopt this strategy. The constitution states that public consultation for a 6-week period is normally undertaken before the strategy can be finalised for presentation to Full Council. Consulting on the draft strategy enables the final strategy to reflect the matters which residents and businesses in the borough would like the partnership to prioritise.

## **Financial Implications**

There are no direct financial impacts arising from this recommendation. The Council already works in partnership with other local organisations through the Safer Hillingdon Partnership to seek to reduce crime and disorder in the borough. The strategy provides a clear statement of the partnership's priorities and enables the partnership to develop a plan and set of performance indicators which ensure the partnership is focussed on actions which will contribute to the priorities for residents. Therefore, adopting a community safety strategy does not in itself add costs to the Council but will enable existing resources to be allocated to agreed priorities.

## **RESIDENT BENEFIT & CONSULTATION**

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

Community Safety Strategies are intended to deliver wide-ranging benefits that support safer, stronger, and more resilient communities. Adopting a community safety strategy for Hillingdon will improve coordination between organisations with a role in preventing and reducing crime and anti-social behaviour. It also provides greater transparency and accountability through a published statement of priorities and enables the partnership to agree a set of performance measures relating to those priorities which can be used to track progress and outcomes.

The Council is also able to access external funding for initiatives to prevent and reduce crime and disorder and it is often necessary to show how the funding will contribute to agreed priorities. Adopting a community safety strategy enables the Council to demonstrate how funding will contribute to local priorities.

An Equality Impact Assessment will be undertaken on the final strategy after consultation on the draft strategy and before it is presented to Full Council for adoption.

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

A public consultation was undertaken in April 2025 to gather information on the matters which should be reflected as priorities in this draft community safety strategy. This report recommends a further public consultation be undertaken on the draft strategy itself, as required by the Council's constitution. As part of this consultation, the draft strategy will be taken to the Residents Services Select Committee for comment.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting that there are no direct financial implications associated with the recommendations withing this report.

### Legal

Legal Services confirm that the legal framework around Community Safety Partnerships and strategy / planning requirements associated with them is already set out in the main body of this report. Under section 5 of the Crime and Disorder Act 1998, the Council has a joint responsibility for preventing and reducing crime and disorder within Hillingdon. It must collaborate with other responsible authorities through a Community Safety Partnership to achieve this. Under section 6, the Community Safety Partnership must formulate and implement a strategy, called 'Community Safety Strategy' in this report. The Council also has various other statutory duties around the reduction of crime and disorder, anti-social behaviour, and other issues, which the strategy also addresses.

The Community Safety Partnership must follow any relevant regulations regarding formulation and implementation of the strategy. Pursuant to Chapter 4 of the Council's Constitution, the Community Safety Strategy is part of the Council's budget and policy framework and is therefore subject to the Council's Budget and Policy Framework Procedure Rules, which set out consultation requirements. Thus, Legal Services confirm that the recommendation set out in this report to consult on the proposed Community Safety Strategy for 2025 to 2029 is further to the statutory and legal duties and there are no implications to approving the recommendation.

The Council, in conducting 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 after the consultation.

## BACKGROUND PAPERS

NIL.

**APPENDIX 1 - DRAFT COMMUNITY SAFETY STRATEGY**

**Front Cover**

**HILLINGDON COMMUNITY SAFETY STRATEGY  
2025-2029**

## Contents

1. Foreword by Portfolio Holder
2. Introduction to the Community Safety Strategy
3. Hillingdon Borough (*Crime and Disorder highlights and what the communities say*)
4. Priority 1 – Safer Neighbourhoods
5. Priority 2 – Violence against Women and Girls
6. Priority 3 – Serious Violence
7. Priority 4 - Preventing Harm and Safeguarding Communities
8. Glossary

## Foreword

We are pleased to introduce the Safer Hillingdon Partnership strategy that sets out the priorities for 2025-2029. This strategy forms part of a suite of strategies that ensures Hillingdon residents can enjoy life and fulfil their potential.

The Safer Hillingdon Partnership brings together the London Borough of Hillingdon, the Metropolitan Police, National Probation Service, London Fire Brigade, the Integrated Care Board, the Safer Neighbourhood Board, and other stakeholders to collectively work together on local Crime and Disorder challenges.

This strategy is based upon the findings of a Strategic Needs Assessment and consultation with the public by means of a Crime and Disorder survey. This survey will be repeated annually to ensure we keep track of public opinion and their views of crime and disorder.

We know that community safety issues are changing and becoming more complex, influenced by regional, national, and international developments. We also recognise the emerging challenges of social media that influences all of us, with a need for community safety to adapt in respect of such challenges as well as the opportunities presented by technological developments such as Artificial Intelligence (AI).

This strategy sets a direction but is designed to be agile and responsive. Its success is dependent upon the commitment and partnership that will maintain Hillingdon as one of London's safest boroughs.

Cllr Eddie Lavery

Cabinet Member for Community and Environment

## **Introduction to the Hillingdon Community Safety Strategy**

Under The Crime and Disorder Act 1998 each statutory Community Safety Partnership is required to produce a Community Safety Strategy. This strategy outlines Safer Hillingdon Partnership's (the Community Safety Partnership for Hillingdon) three-year plan on how we will work to ensuring Hillingdon remains one of the safest boroughs in London.

The Safer Hillingdon Partnership is responsible for this strategy through a multi-agency approach and is accountable for its effective implementation. To ensure that the priorities in this strategy are implemented, several workstreams will be established which will report back to the main group.

The strategy will be supported by a Community Safety Delivery Plan and there will be workstreams in the plan for each priority. Progress will be monitored through quarterly reporting at the Safer Hillingdon Partnership to deliver the best possible outcomes for our residents. Our partnership model cuts across all our community safety priorities and activity will range from working together on targeted initiatives, to information sharing between partners.

Working with our residents, communities, local businesses and all our stakeholders will be instrumental in keeping the people of Hillingdon safe from crime and repeat victimisation.

In addition, the Safer Hillingdon Partnership has a duty to reduce Serious Violence which was introduced by the Police Crime Sentencing and Courts Act 2022. The Duty requires specified authorities to work together to prevent and reduce serious violence, including identifying the kinds of serious violence that occur in the area and the causes of that violence. Work to deliver against this duty will encompass several other key priorities such as tackling Violence against Women and Girls (VAWG).

The strategy will be reviewed on a yearly basis by the Safer Hillingdon Partnership in line with our governance processes.

## Our priorities

The priorities identified by the Partnership are subject to annual review and are listed below. There are inter-relationships between these priorities and all community safety challenges. We will work closely with our Local Safeguarding Partnerships to address not only these priorities, but also to tackle the factors that lead to children and adults being risk and to protect the most vulnerable.

### Safer Neighbourhoods

This priority looks at the types of crime and anti-social behaviour that are most concerning to residents. We will tackle neighbourhood crime issues across the borough as well as focusing on areas of greatest need including localities with elevated levels of crime. We will problem solve long standing issues and be agile to local crime demands, seeking to reduce crime, ASB and improve people's confidence and feelings of safety.



### Violence Against Women and Girls

VAWG is having a huge impact on victims, their children, the economy, health services and the criminal justice system. We recognise VAWG is a complex issue with multiple underlying causes including gender inequality, power imbalances and entrenched cultural expectations. The Safer Hillingdon Partnership will work collaboratively to pursue perpetrators of VAWG, support victims and survivors, raise public awareness of available services, and build confidence in accessing them. We will address the environmental and situational factors that contribute to women and girls not feeling safe in our borough. We will work to achieve the necessary cultural changes, as well as ensuring support to those at risk or who survive and seeking to change harmful attitudes of men and hold perpetrators to account. Our definition includes domestic abuse, acknowledging that men can also be victims and recognising its complex and varied forms.



### Serious Violence

Serious violence, including knife crime, is complex in nature, with multiple linked drivers that include social media, county lines and gangs.

We recognise there is not a 'quick fix' to the challenge, but a necessity to drive long term change through engagement with young people, securing changes in attitudes and views, whilst also robustly tackling those who perpetrate such acts. We will collaborate with communities, places of education and partners to reduce serious violence and its damaging impact on community confidence and cohesion.



### Preventing Harm and Safeguarding Communities

Self-Initiated Terrorism (S-IT) remains the primary terrorist threat in London, driven by both Islamist and extreme right-wing ideologies. Much of this activity involves online dissemination of extremist content, with a growing number of young people self-radicalising. We will strengthen early intervention, disrupt extremist

activity, and provide tailored support for vulnerable individuals, including those with mental health conditions or neurodiverse needs.

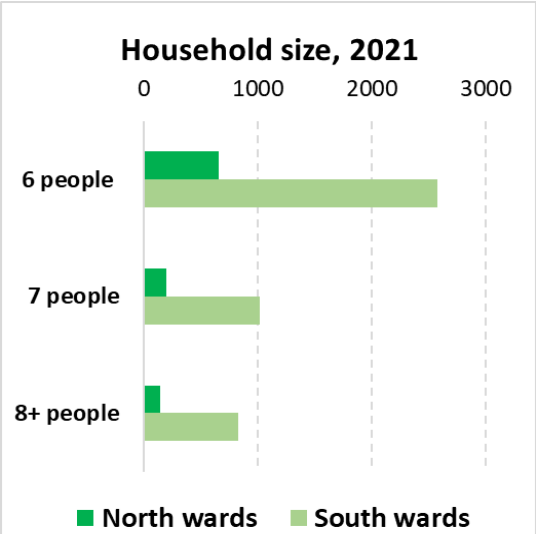
A hate crime is defined as 'Any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice based on a person's race or perceived race; religion or perceived religion; sexual orientation or perceived sexual orientation; disability or perceived disability and any crime motivated by hostility or prejudice against a person who is transgender or perceived to be transgender'.

Hate crime can have a profound impact on victims' physical and mental well-being and instil fear across entire communities. Targeted individuals may feel unsafe, unwelcome, and vulnerable to further harm, while affected groups often face broader social and economic disadvantages. We are committed to preventing hate crime, supporting victims, and fostering safer, more inclusive communities.

Modern Slavery is a hidden challenge in Hillingdon, taking forms such as sexual exploitation, domestic servitude, forced labour, and criminal exploitation. While not unique to the borough, local concerns include anti-social behaviour linked to the sex industry, exploitation of young people in gangs and serious violence, and the use of properties for criminal purposes, including cuckooing. We are committed to identifying and disrupting all forms of exploitation, protecting victims, and working in partnership to reduce associated harms.

## Hillingdon Borough

To determine priority areas of focus, the partnership considers information from a variety of sources that are brought together in a strategic needs assessment. This information includes the legislative framework within which we currently operate, and forthcoming legislation proposed by the government together with statistical information including demographic information on the population and crime data from the police. Below summarises some of the statistical information that has informed this strategy.

Population Information	Crime Levels																																												
<p>The current population of Hillingdon is 319,018, an increase of 2.6% since 2022. Hillingdon has a younger population (aged 0-18) than London and England.</p> <p>There are <b>higher levels of diversity in the south of the borough</b> with wards in the south seeing higher levels of residents from Asian, Black, and mixed heritage.</p> <p>Wards in the south of the borough <b>have higher levels of residents aged under 25</b> (Uxbridge and Colham &amp; Cowley wards have higher rates due to university accommodation), and higher proportions of females aged under 25 years.</p> <p>Whilst there are differences between the north and south of the borough there are also noticeable differences within the wards in these areas.</p> <p>Wards in the south have higher levels of overcrowding, with up to 20% of households having fewer bedrooms than required (1 or 2 or more, less than needed). Wards in the south have higher proportions of households with six or more residents.</p>	<p>A Strategic Needs Assessment reports changes in reported crime levels that have been affected by boundary changes and crime recording systems changes. Below shows the direction of reported crime in the year 2024 versus 2023, with the highest crime by volume at the top and lowest volume at the bottom of the table.</p>																																												
 <p><b>Household size, 2021</b></p> <p>0 1000 2000 3000</p> <p>6 people</p> <p>7 people</p> <p>8+ people</p> <p>■ North wards ■ South wards</p>	<table border="0"> <tr><td>All victim- based crime</td><td>▲</td></tr> <tr><td>Violence without injury</td><td>▲</td></tr> <tr><td>Domestic Abuse</td><td>▼</td></tr> <tr><td>Other Theft</td><td>▲</td></tr> <tr><td>Shoplifting</td><td>▲</td></tr> <tr><td>Violence with injury</td><td>▼</td></tr> <tr><td>All crime Non victim based</td><td>▲</td></tr> <tr><td>Theft from a vehicle</td><td>▼</td></tr> <tr><td>Criminal Damage</td><td>▲</td></tr> <tr><td>Theft of / or unauthorised taking of a vehicle</td><td>▲</td></tr> <tr><td>Theft from the person</td><td>▲</td></tr> <tr><td>Burglary residential</td><td>▼</td></tr> <tr><td>Public Alarm or Distress</td><td>▼</td></tr> <tr><td>Domestic Abuse – Violence with injury</td><td>▼</td></tr> <tr><td>Possession of Drugs</td><td>▲</td></tr> <tr><td>Theft Person – mobile phone</td><td>▲</td></tr> <tr><td>Robbery of Personal Property</td><td>▲</td></tr> <tr><td>Sexual Offences</td><td>▲</td></tr> <tr><td>Hate Crime</td><td>▼</td></tr> <tr><td>Racist and Religious Crime</td><td>▼</td></tr> <tr><td>Trafficking of Drugs</td><td>▲</td></tr> <tr><td>Racist Crime</td><td>▼</td></tr> </table>	All victim- based crime	▲	Violence without injury	▲	Domestic Abuse	▼	Other Theft	▲	Shoplifting	▲	Violence with injury	▼	All crime Non victim based	▲	Theft from a vehicle	▼	Criminal Damage	▲	Theft of / or unauthorised taking of a vehicle	▲	Theft from the person	▲	Burglary residential	▼	Public Alarm or Distress	▼	Domestic Abuse – Violence with injury	▼	Possession of Drugs	▲	Theft Person – mobile phone	▲	Robbery of Personal Property	▲	Sexual Offences	▲	Hate Crime	▼	Racist and Religious Crime	▼	Trafficking of Drugs	▲	Racist Crime	▼
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<p>The top concerns from the <b>Hillingdon 2025 Crime and Disorder Survey</b> are:</p> <ul style="list-style-type: none"> <li>• ASB</li> <li>• Domestic Burglary</li> <li>• Drug Dealing</li> <li>• Knife Crime</li> <li>• Theft - shoplifting</li> </ul>	<p><b>The voice of Children and Young People (CYP)</b></p> <p>CYP through a variety of workshops and survey work expressed concern about knife crime, gangs, and social media. They spoke openly about areas they feel unsafe which also included public transport. They spoke about the need for cleaner environments, more CCTV, knife bins. They expressed a desire to improve trust with the police, social care, and teachers</p>
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## Priority 1: Safer Neighbourhoods and Perception of Crime

Safer Neighbourhoods includes crimes that include acquisitive crimes such as theft-shoplifting and burglary as well as anti-social behaviour. These crimes tend to be high volume and may affect whole communities, but also negatively impact on individuals.

### 1. What we will achieve:

- Reduced incidents of anti-social behaviour and acquisitive crime.
- Communities that feel safer, through use of CCTV and partnership alliances.
- A balanced, tiered approach to preventing neighbourhood crime by:
  - Delivering universal prevention advice and awareness to the wider community.
  - Implementing targeted interventions for individuals at risk of becoming victims or perpetrators.
  - Providing intensive support for those at the highest risk

### 2. To action this priority, we will:

<b>Whole-Population Prevention</b>	<ul style="list-style-type: none"> <li>○ Carry out public facing prevention and awareness activities.</li> <li>○ Implement community-led safety initiatives to empower residents to take a more active role.</li> <li>○ Build upon the active Neighbourhood Watch scheme and develop alternative means of communication where NHW is not a preferred medium.</li> <li>○ Address environmental factors contributing to crime, such as poor street lighting.</li> <li>○ Make effective use of public space and mobile CCTV to prevent, deter and detect crime.</li> <li>○ Address environmental factors such as poor lighting, environmental crime such as fly-tipping and littering.</li> <li>○ Identified crime hotspots will be managed through the Hillingdon Enforcement and Safety Panel (HESP) and monthly precision crime fighting meeting with police partners.</li> <li>○ Collaborate with partners and planning to develop long term aspirations and Visions for Hayes and Uxbridge Town Centre.</li> </ul>
<b>Targeted Early Intervention</b>	<ul style="list-style-type: none"> <li>○ Pilot innovative technology solutions, such as AI-enhanced CCTV, for crime prevention and detection.</li> <li>○ Make effective use of the borough Public Spaces Protection Order</li> </ul>

	<ul style="list-style-type: none"> <li>○ Adopt problem solving approaches to counterterrorism in terms of focusing on victims, offenders, location and time.</li> <li>○ Address the emerging challenges confronting business of theft-shoplifting through partnership prevention initiatives and tackling identified repeat offenders.</li> </ul>
<b>Intensive Support and Risk Management</b>	<ul style="list-style-type: none"> <li>○ Ensure clear pathways and support for the most vulnerable to crime and disorder.</li> <li>○ Develop the success of the CMARAC to address the vulnerability and risk associated with complex/high demand ASB and crime problems.</li> <li>○ Make use of injunctions and the powers conferred through legislation to partially and fully close individual premises and tower blocks.</li> <li>○ Ensure the judicious use of legislation in relation to individuals such as CBOs.</li> </ul>
<b>Perpetrators</b>	<ul style="list-style-type: none"> <li>○ Identify, deter, and disrupt prolific offenders, ensuring there is an effective approach to Integrated Offender Management (IOM) via introduction of a Reduction of Re-offending Board.</li> <li>○ Ensure that vulnerabilities and risk factors of offenders are understood (E.g. substance misuse), and that appropriate support is available/signposted.</li> </ul>
<b>Continuous Improvement</b>	<ul style="list-style-type: none"> <li>○ Improve data-driven approaches to identify and address crime hotspots proactively.</li> <li>○ Ensure the voice of the community is captured and informs priorities and activities.</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>○ Collaborate with police and partners to deliver an effective Precision Crime Fighting meeting to robustly address emerging crime and ASB challenges.</li> </ul>

### 3. Outputs/Outcomes:

- Increase feelings of safety and reduce fear of crime among residents in relation burglary.
- Strengthened trust and collaboration between communities, the police and partners.
- Reduction in crime rates and anti-social behaviour.
- Reduction in repeat victimisation.

## Priority 2: Violence Against Women and Girls (including Domestic Abuse and Sexual Offending)

VAWG can be broken down into different strands that includes, Domestic Abuse (DA), Sexual Violence, Stalking, Harmful Practices of Female Genital Mutilation (FGM), so-called 'honour'-based abuse, Femicide, Sexual Exploitation and Abuse.

### 1. What we will achieve:

- Empower the local community and public to understand and respond to VAWG.
- Provide safe environments and spaces where women and girls feel supported and protected.
- Ensure services can recognise, risk assess and respond to early signs of abuse.
- Provision of accessible support for everyone experiencing abuse.
- Identification and disruption of repeat offenders.

### 2. To action this priority, we will:

<b>Whole-Population Prevention</b>	<ul style="list-style-type: none"> <li>○ Carry out public facing awareness activities, provide training to businesses and faith groups around all aspects of VAWG, to inform and challenge outdated and old-fashioned beliefs.</li> <li>○ Work with all education providers, from primary schools through to higher education, to deliver training on healthy relationships, VAWG including Domestic Abuse (DA).</li> <li>○ Create and promote 'Safe Spaces' where women can discretely seek help.</li> <li>○ Ensure that parks and open spaces remain safe spaces for all to use.</li> <li>○ Raise awareness of harmful practices (FGM, HBV), ensuring the partnership has a comprehensive understanding of its nature and impact.</li> </ul>
<b>Targeted Early Intervention</b>	<ul style="list-style-type: none"> <li>○ Develop early intervention services to offer support prior to when crisis intervention support is needed.</li> <li>○ Work with all education providers, from primary schools through to higher education to develop training and support for staff and students to identify all VAWG and how to access support.</li> <li>○ Providing active bystander training to ensure residents are confident in intervening in situations to prevent situations worsening.</li> </ul>
<b>Intensive Support and Risk Management</b>	<ul style="list-style-type: none"> <li>○ Provide accessible support services for survivors of VAWG including Independent Domestic Abuse Advisors.</li> <li>○ Seek to increase support locally for sexual violence victim survivors.</li> <li>○ Achieving DAHA accreditation.</li> <li>○ Ensure that the DA Multi-Agency Risk Assessment Conference arrangement is an effective forum to reduce the risk for those experiencing domestic abuse.</li> </ul>
<b>Perpetrators</b>	<ul style="list-style-type: none"> <li>○ Identify repeat perpetrators, hold them to account and disrupt their behaviour.</li> <li>○ Ensure that there is an effective approach to Multi Agency Public Protection Arrangements (MAPPA) via a Reduction of Re-offending Board.</li> <li>○ Provide support for perpetrators who want to change their behaviours and evaluation of this support to identify what works.</li> </ul>
<b>Continuous Improvement</b>	<ul style="list-style-type: none"> <li>○ Ensure that Domestic Homicide Reviews/ Domestic Abuse Related Death Reviews are completed, and learning informs service development.</li> <li>○ Seek to ensure the voice of 'survivors' informs strategy and delivery in the future.</li> </ul>

	<ul style="list-style-type: none"> <li>○ Deliver effective training to professionals across the partnership regarding VAWG and seeking to ensure DA training is mandatory.</li> <li>○ Collaborate with communities and the voluntary sector to develop a co-ordinated community response to DA that would see locally based community-based support networks such as one stop shops, assistance groups and more.</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>○ Develop a survivor forum.</li> <li>○ Ensure that all VAWG is subject to oversight and governance of the Domestic Abuse Steering Executive.</li> </ul>

### 3. Outcomes

- Prevention and early intervention with identification of responding to VAWG and DA
- Provision for survivors of domestic abuse and VAWG
- Pursuing Perpetrators by delivering targeted interventions to reduce reoffending of the most prolific and high-risk offenders of DA.
- Partnership Working to develop a co-ordinated community response and a culture of zero tolerance to gender-based violence.

### Priority 3: Reducing the number of violent incidents on the borough

This includes any form of violence or exploitation, including domestic abuse and sexual violence. It encompasses offences such as homicide, grievous bodily harm (GBH), actual bodily harm (ABH), rape, assault by penetration, sexual assault, personal robbery, threats to kill, and damage to property committed during these offences.

#### 1. What we will achieve:

- Reduce the number of victims of exploitation and violence.
- Children and young people safeguarded from harm, exploitation, and violence.
- Enhanced protective environments to support growth and development.

#### 2. To action this priority, we will:

<b>Whole-Population Prevention</b>	<ul style="list-style-type: none"> <li>○ Seek to change societal attitudes and behaviours towards violence by ensuring communities and young people inform and support our plans and activity.</li> <li>○ Collaborate with schools to deliver evidence-based approaches at primary and secondary schools.</li> <li>○ Take problem solving approaches to higher risk locations and seek to make public spaces feel safer through effective partnership, CCTV and environmental design.</li> <li>○ Ensure professionals and communities have appropriate knowledge to enable them to respond to vulnerabilities (e.g. trauma informed practice, bystander training, stalking and harassment awareness, etc.)</li> </ul>
<b>Targeted Early Intervention</b>	<ul style="list-style-type: none"> <li>○ Ensure effective early identification and intervention for those at risk of involvement in violence and ensuring risk management plans in place.</li> <li>○ Work to keep young people in education and employment.</li> <li>○ Deliver an effective 'outreach' programme that works with those at risk of violence and exploitation.</li> <li>○ Ensure clear pathways to intervention are in place that inform professionals of how to 'recognise and respond' to risk.</li> <li>○ Making changes to the local environment to make public spaces safer, utilising CCTV where able.</li> </ul>
<b>Intensive Support and Risk Management</b>	<ul style="list-style-type: none"> <li>○ The systemised identification of high-risk cohorts and those who are repeat offenders:</li> <li>○ Identification of needs and vulnerabilities of those cohorts.</li> <li>○ Planning appropriate interventions for those cohorts.</li> <li>○ Working as a partnership to reduce the risk of reoffending.</li> <li>○ To reduce the incidence of violence through proactive tackling of the street drugs markets, cuckooing of vulnerable people's properties, and by disrupting 'gangs'/criminal networks.</li> </ul>
<b>Perpetrators</b>	<ul style="list-style-type: none"> <li>○ Identify repeat perpetrators and those who present the highest risk, seek to understand their vulnerabilities to provide appropriate support, but disrupt their behaviour and hold them to account.</li> <li>○ Provide support for perpetrators who want to change their behaviours and evaluation of this support to identify what works.</li> <li>○ Where required in response to identified risks, ensure whole systems partnership approach through 'serious harm prevention' meetings.</li> <li>○ Identify, deter, and disrupt prolific offenders, ensuring there is an effective approach to Integrated Offender Management (IOM) via introduction of a Reduction of Re-offending Board.</li> </ul>

<b>Continuous Improvement</b>	<ul style="list-style-type: none"> <li>○ Ensure that all homicides and near misses are subject to swift learning exercises focusing on the commission of violent acts.</li> <li>○ Seek to ensure the voice of 'young people' informs strategy and delivery in the future, supporting the development of forums such as the Hayes Youth Forum (HYF).</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>○ Implement a serious violence forum to oversee progress in respect of the serious violence strategy.</li> <li>○ Collaborate with police and partners to deliver an effective Precision Crime Fighting meeting to robustly address emerging crime and ASB challenges</li> </ul>

### 3. Outputs/Outcomes:

- Reduction in violent incidents and exploitation in the borough.
- To create a robust response to prevent and deter the involvement in violence.
- Target and rehabilitate the perpetrators of violence.
- Reducing the number of people being drawn into drug activity on the borough.

## Priority 4: Preventing Harm and Safeguarding Communities

The main terrorist threat to the UK and London is Self-Initiated Terrorism (S-IT), which is unpredictable and often ideologically driven, especially by Islamist extremism. Right-wing extremism also contributes, fuelled by grievances like racism and anti-establishment views. Online radicalisation is rising, especially among youth with increasing CT cases involving individuals with ASD or mental health issues.

Hate crime harms victims' well-being, spreads fear in communities, and makes targeted groups feel unsafe and unwelcome. It can also lead to wider social and economic impacts.

Modern Slavery (MS) is a hidden challenge in Hillingdon taking many forms such as sexual exploitation, domestic servitude, forced labour and criminal exploitation. It links to local issues like gang-related youth exploitation, sex industry ASB, and cuckooed addresses.

### 1. What we will achieve:

- Raise awareness, educate and inform to increase awareness of these issues.
- Raise the confidence of targeted groups to report hate crime.
- Ensure professionals can recognise and respond to warning signs to ensure early intervention is taken.

### 2. To action this priority, we will:

- Work through the Hillingdon Prevent Partnership who will ensure we are delivering against the Prevent duty and identify priorities to address local risks and trends
- Form a Hate Crime Forum for Hillingdon to help shape the partnership response.
- Ensure that allegations of crime or ASB which are motivated and/or aggravated by 'Hate' are prioritised.

<b>Whole-Population Prevention</b>	<ul style="list-style-type: none"> <li>• Raise awareness of Self-Initiated Terrorism and its unpredictable nature.</li> <li>• Promote digital literacy to help the public recognise and report extremist content online and Cyber bullying.</li> <li>• Encourage community resilience against extremist ideologies.</li> <li>• Raise awareness of the physical, mental, and emotional harm caused by hate crime.</li> <li>• Promote inclusivity and respect to reduce prejudice and discrimination.</li> <li>• Encourage community reporting and support for victims.</li> <li>• Raise awareness of the various forms of Modern Slavery (MS): sexual exploitation, domestic servitude, forced labour, and criminal exploitation.</li> <li>• Educate the public on how to spot signs of Modern Slavery and report concerns.</li> <li>• Promote community vigilance and zero tolerance for exploitation.</li> </ul>
<b>Targeted Early Intervention</b>	<ul style="list-style-type: none"> <li>• Identify individuals at risk of radicalisation, especially youth engaging with extremist content online.</li> <li>• Provide support for those with vulnerabilities such as neurodiversity or mental health conditions.</li> </ul>

	<ul style="list-style-type: none"> <li>• Monitor and respond to early signs of ideological influence or grievance-based narratives.</li> <li>• Identify individuals and communities at heightened risk of hate crime.</li> <li>• Provide early support to those showing signs of vulnerability or distress.</li> <li>• Address local tensions that may escalate into hate incidents.</li> <li>• Identify individuals at risk, especially young people vulnerable to gang involvement and serious violence.</li> <li>• Address anti-social behaviour (ASB) linked to the sex industry and exploitation.</li> <li>• Intervene early in cases involving properties at risk of being cuckooed.</li> </ul>
<b>Intensive Support and Risk Management</b>	<ul style="list-style-type: none"> <li>• Offer tailored interventions for individuals showing signs of radicalisation.</li> <li>• Coordinate multi-agency case management for high-risk individuals.</li> <li>• Ensure mental health and social care services are integrated into counterterrorism efforts.</li> <li>• Offer trauma-informed care and mental health support to victims of Hate Crimes.</li> <li>• Ensure safety planning and protection for repeatedly targeted individuals or groups.</li> <li>• Coordinate multi-agency responses to high-risk cases.</li> <li>• Provide victim-centred support, including safe accommodation and trauma-informed care.</li> <li>• Disrupt exploitative networks and safeguard those affected.</li> </ul>
<b>Perpetrators</b>	<ul style="list-style-type: none"> <li>• Investigate and disrupt individuals involved in disseminating extremist propaganda.</li> <li>• Address both Islamist and extreme right-wing inspired threats.</li> <li>• Use legal tools to manage and prosecute those engaged in terrorist activity.</li> <li>• Investigate and prosecute hate crime offenders.</li> <li>• Challenge and disrupt hate-motivated behaviours early.</li> <li>• Use restorative approaches where appropriate to address harm and prevent reoffending.</li> <li>• Investigate and prosecute individuals and groups involved in Modern Slavery.</li> <li>• Disrupt criminal operations linked to forced labour, sexual exploitation, and cuckooing.</li> <li>• Use enforcement powers to deter and manage repeat offenders.</li> <li>• Identify, deter, and disrupt prolific offenders, ensuring there is an effective approach to Integrated Offender Management (IOM) via introduction of a Reduction of Re-offending Board.</li> </ul>
<b>Continuous Improvement</b>	<ul style="list-style-type: none"> <li>• Analyse trends in CT casework to refine early intervention strategies.</li> <li>• Share learning across agencies to improve detection and response.</li> </ul>

	<ul style="list-style-type: none"> <li>• Invest in training for professionals on identifying and managing radicalisation risks.</li> <li>• Monitor hate crime trends and community impact.</li> <li>• Evaluate the effectiveness of interventions and victim support.</li> <li>• Share learning and best practices across agencies and communities.</li> <li>• Monitor trends and adapt strategies based on local intelligence and case data.</li> <li>• Provide ongoing training for frontline professionals.</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>• Embed counterterrorism priorities in local safety and safeguarding strategies.</li> <li>• Ensure oversight through multi-agency panels and strategic boards.</li> <li>• Monitor outcomes and adapt approaches based on evidence and intelligence</li> <li>• Embed hate crime as a priority in local safety and equality strategies.</li> <li>• Ensure oversight through multi-agency boards, community partnerships and strategic partnerships.</li> <li>• Track performance and outcomes to inform policy and practice.</li> <li>• Embed Modern Slavery as a priority in local safeguarding and community safety strategies.</li> <li>• Track outcomes and performance to inform policy and practice.</li> </ul>

### 3. Outputs/Outcomes:

- Raise awareness of radicalisation and emerging risks and how to raise concerns.
- Increased awareness of hate crime and increase public confidence to report hate crimes.
- Increased awareness and understanding of the issues of modern slavery and response to support those affected by modern slavery.
- Continued engagement and to hear the “voices” of faith and community-based groups.

## Glossary of Abbreviations

<b>ASB</b>	Anti-Social Behaviour
<b>AI</b>	Artificial Intelligence
<b>CCTV</b>	Close Circuit Television
<b>CSE</b>	Child Sexual Exploitation
<b>DA</b>	Domestic Abuse
<b>DAHA</b>	Domestic Abuse Housing Accreditation
<b>DASE</b>	Domestic Abuse Strategic Executive
<b>DARDR</b>	Domestic Abuse Related Death Review
<b>DHR</b>	Domestic Homicide Review
<b>FGM</b>	Female Genital Mutilation
<b>HBV</b>	Honour Based Violence
<b>IDVA</b>	Independent Domestic Abuse Advisor
<b>IOM</b>	Integrated Offender Management
<b>MAPPA</b>	Multi-Agency Public Protection Arrangements
<b>MARAC</b>	Multi-Agency Risk Assessment Conference
<b>MOPAC</b>	Mayor's Office for Policing and Crime
<b>NHW</b>	Neighbourhood Watch
<b>SARA</b>	Scan, Analyse, Respond, Assess
<b>VAWG</b>	Violence Against Women and Girls
<b>VOLT</b>	Victim, Offender, Location, Time

## TRANSPORT FOR LONDON, LOCAL IMPLEMENTATION PLAN, 2026/27 FUNDING SUBMISSION

<b>Cabinet Member &amp; Portfolio</b>	Councillor Steve Tuckwell Cabinet Member for Planning, Housing and Growth
<b>Responsible Officer</b>	Corporate Director of Residents Services
<b>Report Author &amp; Directorate</b>	Sophie Wilmot Residents Services
<b>Papers with report</b>	<ul style="list-style-type: none"> <li>• Appendix A – Safer Corridors &amp; Neighbourhoods – Proposed 2026/27 Delivery Plan</li> <li>• Appendix B – Bus Priority – Proposed 2026/27 Delivery Plan</li> <li>• Appendix C – Safer Cycleways Development – Proposed 2026/27 Delivery Plan</li> <li>• Appendix D – Cycle Parking – Proposed 2026/27 Delivery Plan</li> <li>• Appendix E – Borough Safer Junctions – Proposed 2027/26 Bid</li> </ul>

### HEADLINES

<b>Summary</b>	The purpose of this report is to brief Cabinet on the proposed bid to be set out by LBH Officers regarding the Transport for London Local Implementation Plan (LIP) funding for the 2026/27 financial year. The report also recommends that Cabinet approve the proposed bid as set out in the report and delegate authority to the Cabinet Member for Planning, Housing and Transport to agree any changes or additions prior to the submission deadline and to submit the Council's 2026/27 Local Implementation Plan Delivery Programme bid by the deadline.
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Live active and healthy lives</p> <p>This report supports our commitments to residents of: A Green and Sustainable Borough</p>
<b>Financial Cost</b>	There are no direct financial costs to the Council other than the officer time taken to prepare the bid.
<b>Select Committee</b>	Corporate Resources & Infrastructure
<b>Relevant Ward(s)</b>	Borough wide

## RECOMMENDATIONS

That;

1. the proposed bid outlined in this report for funds from Transport for London (TfL) to implement the Council's Local Implementation Plan (LIP) for 2026/27, be approved in principle;
2. authority be delegated to the Corporate Director of Residents Services, in consultation with the Cabinet Member for Planning, Housing and Growth, to agree any changes or additions prior to the submission deadline and to submit the Council's new three-year Local Implementation Plan Delivery Programme bid by the deadline.

### Reasons for recommendation

Transport for London (TfL) require the Council to prepare and submit a proposed programme of works, referred to as 'FORM A', each year which acts as a funding bid for the following financial year. At certain stages in the cycle, TfL require boroughs to submit a three-year programme of funding, often following the publication of new delivery guidance. The schemes set out the need to deliver the Council's Local Implementation Plan (LIP), which is developed to set out how Hillingdon aims to achieve the Mayor of London's Transport Strategy.

A 'FORM A' for the three-year programme, covering 2025/26 to 2027/28 was submitted to and approved in principle by TfL in March 2025. This included full approval for the 2025/26 delivery plan. Transport for London, now require Council's to submit the 2026/27 'FORM A' by 31<sup>st</sup> October 2025. The submission can include schemes that were approved 'in principle' as part of the three-year spending programme or they can submit new schemes, as long as these comply with the guidance for LIP scheme submissions.

The approval of the delegation of authority to the Cabinet Member for Planning, Housing and Growth to agree any changes and to submit the document is recommended due to the tight timescales that will be required to address any comments by Transport for London (TfL).

### Alternative options considered / risk management

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

### Democratic compliance / previous authority

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

### Select Committee comments

None at this stage.

## SUPPORTING INFORMATION

### Overview

1. The Greater London Authority Act 1999 requires each London borough to prepare Local Implementation Plans (LIPs) containing proposals for how they will implement the Mayor of London's Transport Strategy. TfL have published new guidance on developing the latest round of three-year Delivery Plans; this Guidance will be used to help shape the Council's Delivery Plan programme as '*failure to comply with this guidance is likely to have an impact on the award of funding in due course*'.
2. The Guidance requires Delivery Plan programmes to derive from the approved LIP in line with core measures which have been identified for each of the different funding streams. The programmes should plan for the delivery of the Mayor's Transport Strategy priorities for Healthy Streets across the borough. The guidance also requires that Delivery Plan programmes be underpinned by a strong evidence base. To this end, TfL have provided the Council with data sets and maps that highlight priority corridors for a range of modes and themes. These include road safety, buses, walking and cycling. In tandem with these data sets and maps, the Council may also use locally held data, as well as taking into account stakeholder views to support its programme.
3. A 'FORM A' for the three-year programme covering 2025/26 to 2027/28 was submitted to and approved in principle by TfL in March 2025. This included full approval for the 2025/26 delivery plan. Transport for London now require Council's to submit the 2026/27 'FORM A' by 31<sup>st</sup> October 2025. The submission can include schemes that were approved 'in principle' as part of the three-year spending programme or they can submit new schemes as long as these comply with the guidance for LIP scheme submissions.

### Funding Streams & Proposals

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

4. The Safer Corridors and Neighbourhoods budget is the main funding provided to boroughs to deliver their LIP, which looks to address the targets set out in the Mayor of London's Transport Strategy. This funding allows boroughs to carry out a range of projects of varying sizes, including educational based activities, although these can be no more than 20% of the total budget.
5. The new guidance outlines that the majority of projects put forward under this budget should deliver one of the core measures identified by TfL in the guidance. The core measures identified for this fund include but are not limited to schemes which deliver the following:
  - Traffic reduction – modal filters.
  - Safer Town Centres – modal filters, bus gates, pedestrian only spaces, school streets.
  - Speed reduction – 20mph speed limits.
  - Crossings – new formal crossing, pedestrian stages to existing signals, upgrading of existing crossings, introduction.
  - Safer junctions – banning movements, cycle protection, bus gates, traffic filters.

6. The measures submitted for this fund must be underpinned by a strong evidence base as provided by TfL in the borough data sets and maps that highlight priority corridors for a range of modes and themes. These include road safety, buses, walking and cycling.
7. As all scheme details are developed, they will firstly be discussed with the Cabinet Member for Planning, Housing and Growth prior to progressing to the consultation and implementation phases.
8. A note about Staffing Costs: TfL state, in their various guidance in terms of staff cost relating to LIP funding, as follows:

**Staff Costs**

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

9. The costs of project delivery will legitimately **include appropriate and relevant staff costs** (for example, relevant work by highways engineers) within the parameters permitted by TfL (up to a maximum of 10% of the project cost).
10. Based on the criteria for this fund set out by TfL, Officers have put together a proposed draft set of schemes for 2026/27 programme, which are summarised in Appendix A. The table in Appendix A outlines the details of the proposed schemes and justification as to why these schemes have been suggested along with the benefits the schemes will bring should they be implemented within Hillingdon.

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

11. Transport for London have confirmed that all boroughs will be awarded a ring-fenced grant to facilitate cycle training. The fund is to be used solely on delivery of a Council's Bikeability and Adult Cycle Skills Training programme. TfL would like a total of 25% of the fund to be used to develop and facilitate adult cycle skills training. Officers will provide further details of the magnitude of this fund when details have been provided by TfL.

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

12. Another ring-fenced grant available from Transport for London is for Bus Priority schemes, which are schemes where improvements are proposed that reduce delays to buses and improve journey times. Again, schemes put forward for this fund should look to deliver a core measure identified by the TfL guidance as well as supporting measures, where appropriate. Core measures identified for this funding stream include the following: new bus lanes, extension to bus lanes, changes to bus lane operating times, bus gates, rationalisation of kerbside activity and bus accessibility enhancements.

13. Based on the criteria for this fund set out by TfL, Officers have put together a proposed scheme for 2026/27, which is provided in Appendix B. The table in Appendix B outlines the details of the proposed scheme and justification on this scheme has been suggested and the benefits the scheme will bring should it be implemented within Hillingdon.

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

14. Transport for London has a ring-fenced fund for schemes which provide new or improve existing cycleways, which align with the routes defined on the TfL Strategic Cycle Analysis. The guidance looks to direct schemes under this fund to deliver a core measure alongside supporting measures. Core measures identified for this funding stream should align with Cycleway Quality Criteria and include the following: modal filters, protected routes, new crossings, upgrade of crossings; contraflows and access barrier removal or upgrade.
15. Based on the criteria for this fund set out by TfL, Officers have put together a proposed set of schemes for 2026/27, which are provided in Appendix C. The table in Appendix C outlines the details of the proposed schemes and justification as to why these schemes have been suggested and the benefits the schemes will bring should they be implemented within Hillingdon.

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

16. Transport for London have made available a ring-fenced fund for provision of cycle parking in a borough. The guidance outlines that this fund can be utilised to deliver cycle parking in the following locations: residential areas, at schools, in town centres and around public transport hubs.
17. Based on the criteria for this fund set out by TfL, Officers have put together a proposed set of schemes for 2026/27, which are provided in Appendix D. The tables in Appendix D outline the details of the proposed schemes and justification as to why these schemes have been suggested and the benefits the schemes will bring should they be implemented within Hillingdon.

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

18. The Borough Safer Streets fund is a new fund recently launched by TfL for larger schemes at locations / links that are shown to have high accident levels. The TfL guidance outlines some scheme types which could be considered:
  - Lowering speed limits: large scale speed reduction schemes, boroughwide 20mph.
  - Modal filters: single or large modal filters to reduce traffic and enable a move to increased active travel and public transport.
  - Safer High Streets: removal of motor traffic; space reallocation; traffic calming.
  - Safer Borough Junctions: reducing traffic; reallocating road space; removing / separating movements; cyclist segregation and upgrades to pedestrian facilities.
19. Based on the criteria for this fund set out by TfL, Officers have put together a proposed scheme for 2026/27, which is provided in Appendix E. The table in Appendix E outlines the details of the proposed scheme and offers justification as to why these schemes have been

suggested and the benefits the scheme will bring should they be implemented within Hillingdon.

## Next Steps

20. The next step is to submit the 'FORM A' submission for the 2026/27 to Transport for London, prior to the deadline of 31<sup>st</sup> October 2025.

## Financial Implications

This report is requesting permission for the preparation and the submission of the 2026/27 'FORM A' funding application to Transport for London.

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

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

The final funding allocation from TfL for the 2026/27 financial year will be determined following the TfL review of the 'FORM A' submissions from all greater London authorities. Due to this, TfL have informed boroughs that submissions should be made in line with funding amounts agreed in the three-year delivery plan. For new funds, TfL are asking for bids which will be considered on a case-by-case basis, with no indicated funding limits for boroughs being outlined.

## RESIDENT BENEFIT & CONSULTATION

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

By submitting the 2026/27 programme via 'FORM A' to TfL, the Council can hope to receive funding for investment in a range of transport schemes that will make improve mobility and accessibility, air quality, personal health, reduce road danger and ease the flow of traffic.

### Consultation carried out or required

No consultation has been carried out at this stage.

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendation to approve in principle the proposed bid outlined above for funds from the Transport for London to implement the Council's Local Implementation Plan.

Furthermore, it is noted that there are no direct financial implications to the general fund resulting from this recommendation. The Capital Programme approved at Cabinet and Council in February 2025 assumed a baseline TFL LIP grant funding of £1,458k for 2026/27, which was estimated at previous TfL funding levels. The budget will be refreshed as part of the wider MTFS once TfL confirm the final position.

### Legal

Legal Services confirm that the Council is responsible for carrying out this function pursuant to section 151 of the Greater London Authority Act 1999. Thus, there are no legal impediments to the Council following the recommendation set out in this report, although any contract that the Council enters into must comply with the Council's Procurement Standing Orders.

### Infrastructure / Asset Management

None at this stage.

## BACKGROUND PAPERS

['Guidance for boroughs preparing Delivery Plans for 2025-2028 – Delivering Borough Local Implementation Plans'](#) – Transport for London, July 2024

## APPENDIX A: SAFER CORRIDORS & NEIGHBOURHOODS - PROPOSED 2026/27 DELIVERY PLAN

Scheme Title	Funding requested	Scheme Details	Justification
Cycle training contribution & Cycle events	£85k	Additional funding to support the delivery of both child and adult cycle training, over & above the ring-fenced amount. Funds to allow Dr Bikes to be carried out across the Borough and to support other Council's initiatives such as the 'Re-use, Repair, Recycle' days and the disability cycle hub at Pield Heath School.	The ring fence is not sufficient to sustain the high demand on cycle training and events that are requested via the Council's highly regarded Cycle Instructors. Additional funds will allow more events and courses to be run and for support to be given to other Council initiatives to reach a wider audience with cycle promotion.
Pedestrian Training	£60k	Delivery of practical pedestrian training to all schools within Hillingdon via the Council's casually employed Pedestrian Trainers.	The Council initiative has been running very successfully for a number of years with a large number of primary school aged children benefiting from the training each year.
School Travel Plan & STARS related activities	£30k	Funds to support work in schools to create student travel ambassadors to promote road safety and active travel to other members of their school community. An example of the use of the funds could be providing hi-vis vests for a walking bus.	The Council's School Travel & Road Safety Team, work with a number of schools across the borough on Travel Plans via the TfL Travel for Life initiative. The works allow collaboration with schools and for schools to take ownership of travel issues associated with their school.
Active Travel Promotion	£20k	Funds to support and encourage residents, businesses and schools to consider active travel modes to travel to and from school.	This will allow campaigns to support infrastructure improvements proposed. This is particularly important for the cycle infrastructure going forward and the supporting promotional measures outlined in the Hillingdon Cycle Strategy.
Road Safety Campaigns	£7k	Funds to allow road safety campaigns to be run across the borough such as the young driver safety initiatives or drink/ drive campaigns. This will also include campaigns associated with safety improvements across the borough such as introduction of more advance stop lines or changes to junction movements.	This will allow campaigns to support infrastructure improvements proposed.
Boroughwide Accessibility – Mini Programme	£100k	Delivery of small-scale accessibility schemes across the borough such as dropped kerbs. All sites are identified and assessed by the Council's Principal Accessibility Officer and generated from the Mobility and Older Person's Forums.	A package of schemes to improve accessibility around the borough in particular for those with mobility difficulties.
Contribution to the upgrade of the Grand Union Canal towpath and access points	£100k	Funds to upgrade the towpath and access points to Quietway standard to provide a better link for cycling and walking for both commuting and leisure purposes.	There is a large amount of S106 and other grant funding currently available to support this upgrade and this funding will allow further sections to be completed. The continued upgrade of the Grand Union Canal is part of the Hillingdon Cycle Strategy and a key ambition of the Canal & Rivers Trust.
Minor Cycle Schemes – Mini Programme	£100k	Funds to progress a programme of small upgrades and improvements to the existing cycle infrastructure in Hillingdon. The current provision has been audited by consultants and a list of minor improvements have been detailed in order to create better and joined up links for cycling and fill in any 'missing gaps' in provision which have been identified.	This programme of works, will allow for benefit to be realised from existing provision and easily create routes that will encourage more people to consider walking and cycling in Hillingdon.
Uxbridge Road, Healthy Streets	£350k	Funds to improve Uxbridge Road in line with the healthy streets indicators. Measures could include but not be limited to: more street trees to provide shade and to help improve air quality in the area; provision of areas where people are able to stop and rest and continuous crossings over side roads along Uxbridge Road.	The proposals will improve conditions for active travel along the Uxbridge Road as well improve the environment and encourage more people to access the local shops and services along the Uxbridge Road. The works will complement proposed measures to improve cycle provision along the link as well as road safety at key junctions.

Cycle Links to Ruislip & Ruislip Manor	£125k	Funds to improve cycle links to Ruislip and Ruislip Manor town centres by cycle. Measures could include but not be limited to: segregated / protect cycle provision, cycle improvements at junctions and cycle parking at the town centres.	The proposals will improve active travel opportunities to local shops and services. Transport for London data suggests that there is high active travel potential in the area and in particular the route from the White Hart Roundabout to Ruislip has high cycle opportunity potential.
H26 footpath – behind Beck Theatre, Hayes	£45k	Funds to improve the quality of the H26 footpath which runs behind the Beck Theatre through the grassy meadows area and to the facilities on the Uxbridge Road.	The upgrade of the footpath will improve opportunities for active travel in an area with high active travel potential, as well as improve connections between residents and the shops / services which are located on Uxbridge Road. The works will tie into other proposals for upgrades along Uxbridge Road, itself.

## **APPENDIX B: BUS PRIORITY - PROPOSED 2026/27 DELIVERY PLAN**

<b>Scheme Title</b>	<b>Funding requested</b>	<b>Scheme Details</b>	<b>Justification</b>
Field End Road – between Kildare Close and Deane Croft Road.	£200k	Funds to possibly provide a bus gate / bus priority measures at the junction of Field End Road with Elm Avenue. It is proposed to support this work to improve safety at the bus stops by reviewing and upgrading CCTV provision, particularly at those stops by Eastcote station and to improve accessibility between the bus stops and the underground station.	Providing improved journey times in this area could provide benefits to those connecting to the station and encourage more use of the bus to link trips rather than the car. This location is identified in the TfL data analysis as a key area where buses are under performing and an area where there is a top democratic need to improve transport in the area. Providing improved CCTV will improve the feeling of safety and encourage travel by public transport. Improving accessibility between the bus stops and station will support potential improvements to be made to make Eastcote Station step free.

## **APPENDIX C: SAFER CYCLEWAYS DEVELOPMENT - PROPOSED 2026/27 DELIVERY PLAN**

<b>Scheme Title</b>	<b>Funding requested</b>	<b>Scheme Details</b>	<b>Justification</b>
Celandine Route upgrades	£150k	Funds for the upgrade of key junctions on the celandine route, which could include but not be limited to cycle lanes, advanced cycle stop lines, measures to slow traffic, improved lighting and new cycle crossings.	The celandine route is a key route running along the north and south of Hillingdon providing a mainly off-road route for pedestrians and cyclists. The route also aligns with TfL's Strategic Cycle Analysis. The improvement works will improve road safety for all using this route. This is also a key route identified in the Council's Cycle Strategy.
Stanwell Moor Road – cycle provision	£200k	Funds to provide cycle provision on Stanwell Moor Road between Colnbrook By-pass and Bath Road, to connect into Heathrow Airport at terminal 5. Provision of junction improvements at the roundabout junction with Bath Road to protect cyclists and other vulnerable road users. Connection into improvement works to the junction with Colnbrook By-pass	This route would provide improved active travel opportunities for people working at Heathrow Airport. The works would also tie in to and support works being done by Slough Borough Council to provide new cycle provision along the Colnbrook By-pass, which is potentially to be supported by works by TfL at the signalised junction.
Brunel cycle route – link to Hillingdon Hospital	£50k	Funds to provide cycle provision through quiet residential streets between the new cycle link to be provided through Brunel University and Hillingdon Hospital which is due to go through major redevelopment.	This proposed link route would allow people to safely access the new hospital by active travel to reduce the car demand on the local network and the car parks at the redeveloped hospital. It will also provide a good link to Uxbridge and West Drayton for future residents of the residential section of the hospital works.

## APPENDIX D: CYCLE PARKING - PROPOSED 2026/27 DELIVERY PLAN

Scheme Title	Funding requested	Scheme Details	Justification
LUL Station Cycle Parking – Ruislip & West Ruislip	£10k	Funds to upgrade, expand and protect cycle parking in the vicinity of both West Ruislip and Ruislip London Underground station.	Both of the stations are within close proximity to the TfL Strategic Cycle Analysis and close to areas where cycle Infrastructure upgrades are proposed within the Council's Cycle Strategy.
School Parking	£15k	Funds to install safe and shelter cycle and scooter parking at schools across Hillingdon.	This will allow schools to have provision for encouraging people to scoot and cycle to school.
Ruislip Gardens – local shopping parade	£5k	Funds to upgrade, expand and protect cycle parking at the Ruislip Gardens local shopping parade.	The local shopping parade is close to Ruislip Gardens station and Ruislip High School, improved cycle parking will encourage linked trips & use of local services. This local shopping parade is within 400m of the TfL strategic cycling analysis.

## APPENDIX E: BOROUGH SAFER JUNCTIONS - PROPOSED 2026/27 BID

Scheme Title	Funding requested	Scheme Details	Justification
St Andrew's Roundabout & High Street, Uxbridge	£1m	Funds to support proposed changes to St Andrew's roundabout to reduce traffic and provide better provision for those walking and cycling, especially between St Andrew's development and the town centre. Currently, consultants are looking at options for improvements which aims to remove the unsafe subways under the roundabout and reduce traffic, particular on the link outside of the Civic Centre.	The roundabout is identified as having very high collision risk. There is S106 funding available to expand the scheme further and make more comprehensive improvements to the area. The works will complement the other proposed works in and around Uxbridge Town Centre.

## STRATEGIC CLIMATE ACTION PLAN PROGRESS REPORT 2024-2025

<b>Cabinet Member &amp; Portfolio</b>	Cllr Eddie Lavery Cabinet Member for the Community and Environment
<b>Responsible Officer</b>	Dan Kennedy Corporate Director – Residents Services
<b>Report Author &amp; Directorate</b>	Ian Thynne Environmental Planning Specialists, Planning and Sustainable Growth
<b>Papers with report</b>	Strategic Climate Action Plan – Progress Report 2024-25  A Report into Hillingdon Council's Tree Canopy Cover and relative Carbon Values (Hillingdon Carbon Sequestration Report) - Treeconomics

### HEADLINES

<b>Summary</b>	<p>The Council declared a climate emergency in 2020 and followed this with the adoption of the comprehensive Strategic Climate Action Plan. 'The Plan' contains six corporate commitments aligned with nine Key Themes to cover a wide range of action to address the climate emergency.</p> <p>This Report sets out the progress over the period of 2024 – 25 with carbon footprint data now available.</p> <p>This report follows the review of the Strategic Climate Action Plan which was adopted earlier in 2025 and sets out actions for the current financial year through to 2028.</p> <p>The Progress Report focusses on the newly released energy usage data (gas and electricity) and provides an update on the key actions. Further work is being commissioned for 2026 in line with the updated Strategic Climate Action Plan.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: Live in a sustainable borough that is carbon neutral</p> <p>This report supports our commitments to residents of: A Green and Sustainable Borough</p> <p>The Strategic Climate Action Plan sits as a parent strategy and is supported by:</p> <ul style="list-style-type: none"> <li>Transport Strategies including the Local Implementation Plan</li> </ul>

	<ul style="list-style-type: none"> <li>• The Local Plan</li> <li>• Electric Vehicle Charging Strategy</li> <li>• Air Quality Action Plan</li> <li>• Flood Risk Management Plan</li> <li>• Tree Strategy</li> <li>• Green Space Management Plans</li> <li>• Procurement Strategies</li> </ul>
<b>Financial Cost</b>	<p>The production of the Progress Report has been developed using existing internal resources with expert consultancy assistance to produce the Carbon Sequestration Report as well as consultancy expertise to review carbon footprint data. The consultancy support has been funded by Section 106 (carbon) funds.</p> <p>The Progress Report does not commit new activity and reflects on work undertaken to date and upcoming workstreams that are being developed in line with the adopted Strategic Climate Action Plan.</p>
<b>Select Committee</b>	Residents' Services Select Committee
<b>Ward(s)</b>	All

## RECOMMENDATION

**That the progress made in the Strategic Climate Action Plan Progress Report 2024-25, be noted.**

### Reasons for recommendation

The Council declared a climate emergency in 2020 and responded by producing the strategic climate action plan ('the Plan') which was adopted in 2021. The plan included a commitment to produce an annual report to track progress and ensure action remains focussed and targeted. The Report is produced to ensure transparency and accountability.

### Alternative options considered / risk management

The Council has committed to producing an annual progress report on the Strategic Climate Action Plan. Alternative options were therefore not considered.

### Select Committee comments

Past and present Overview and Scrutiny Committees have regularly reviewed implementation of the Council's Climate Action Plan, since inception. This report will be subject to further scrutiny in Autumn 2025.

## SUPPORTING INFORMATION

1. The Council declared a climate emergency in 2020 and adopted its Strategic Climate Action Plan in 2021. The Plan provides the roadmap to securing the ambitious target of achieving carbon neutrality across council operations by 2030.
2. The Plan also commits to various other objectives and action plans that require outcomes beyond just reducing carbon emissions. It sets out aspirations to be a leader for businesses, communities, and educational facilities to reduce their own carbon footprint.
3. The Plan identifies six corporate commitments and a suite of objectives across nine key themes. Importantly, the intent of the Plan was to ensure that all of the Council's operations are set within the context of the declared climate emergency rather than creating additional workstreams.

### *Purpose of the Report*

4. The annual Progress Report provides a method of monitoring attainment of the Council's goal of becoming carbon neutral by 2030. It provides updated carbon footprint data, including emissions from buildings, fleet, and offsetting efforts. It also reinforces transparency, ensuring residents and stakeholders can see how the Council is performing against its climate objectives
5. Importantly, it identifies areas for improvement, helping to refocus priorities and guide future actions as well as provide detail of the imminent workstreams.

### **Summary of Progress**

#### *Carbon Neutrality Target*

6. Hillingdon aims to achieve carbon neutrality across its operations by 2030, following its climate emergency declaration in 2020. The Progress Report identifies the three main sectors that make up the Council's operational carbon footprint:
  - a. Emissions from static sources (i.e. buildings and streetlighting)
  - b. Emissions from Fleet
  - c. Emissions offset through tree planting or other initiatives.

#### *Emissions from static sources*

7. Further progress was made in 24/25 with a c400tCO<sub>2</sub> saving across all static sources. This does not fully account for current improvements to the Civic Centre which constitutes a quarter of the carbon footprint in this sector.

#### *Civic Centre Emissions*

8. Emissions at Uxbridge Civic Centre have been reduced by 34% over five years, thanks to energy efficiency upgrades and operational improvements. The recent Public Sector Decarbonisation Scheme will bring this down further.

### *Streetlighting*

9. Raw energy usage associated with streetlighting remains consistent. A new streetlighting contract is due to be implemented in April 2026 with consideration of the energy usage and carbon footprint embedded within the procurement processes.

### *Fleet Emissions*

10. Fleet operations lack a centralised emissions monitoring system. Work is underway to implement reliable tracking tools to support strategic decision-making. Previous reporting years have attributed c1500tCO<sub>2</sub> in this sector. These figures have been retained to allow for consistency.

### *Carbon Offsetting*

11. Investments in non-operational Council buildings and leisure centres are helping offset emissions. These efforts are delivered through the Public Sector Decarbonisation Scheme (PSDS) for schemes at Hillingdon Sports and Leisure Centre and Highgrove Leisure Centre. This equates to c800tCO<sub>2</sub>.

### *Tree Canopy and Sequestration*

12. Hillingdon has the second highest tree canopy coverage in London. Annual carbon sequestration from trees is 7,342 tCO<sub>2</sub>, exceeding the Council's operational footprint of 4,618 tCO<sub>2</sub>. Trees on Council owned land sequester 3108tCO<sub>2</sub> per annum. Data is collated within the separate *Carbon Figures for Hillingdon's Trees* report produced by Treeconomics on behalf of the Council.

### *New Tree Planting*

13. Over 56,000 trees have been planted since 2020. Proposed planting for 2025/26 is 4,045 trees, contributing to long-term carbon offsetting and biodiversity.

### *Flood Risk and Climate Resilience*

14. Multiple flood mitigation projects have been completed or are underway, including rain gardens and natural flood management schemes.

### *Total*

15. The Council's operational carbon footprint is c3000tCO<sub>2</sub> from static sources which includes the reduction from carbon offsetting; and c1500tCO<sub>2</sub> from Fleet. Further data analysis is required to ensure full accountability.

## **Financial Implications**

16. There are no direct financial implications arising from this strategic progress update.

## RESIDENT BENEFIT & CONSULTATION

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

17. The Strategic Climate Action Plan Progress Report sets out the measures the Council has taken to date to significantly reduce its own carbon emissions and the outline actions needed to be fully carbon neutral across the Borough by 2030. Taking action to continue to further reduce carbon emissions and adapt to the impact of climate change will help residents, businesses and communities to avoid disruption to day to day lives, and ensure the Borough is a cleaner and healthier place to live.

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

18. Internal engagement was carried out to produce data across the various themes. Significant previous public consultation has taken place on the Action Plan.

## 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 in this report.

### Legal

The Climate Change Act 2008 (“the Act”) provides the legal framework to reduce greenhouse gas emissions and thereby enable the UK to adapt to climate change. The Council plays a pivotal role in meeting the government’s net zero strategy to achieve net zero greenhouse gas emissions through its strategic climate action plan (“the Plan”) that was adopted in 2021.

In order to ensure that the Council is on track to achieving its goal of becoming carbon neutral by 2030, the Annual Progress Report provides evidence of how the Council remains aligned with its corporate commitments and objectives, as well as demonstrate its continued compliance with the Act.

## BACKGROUND PAPERS

- [Strategic Climate Action Plan approved in July 2021](#) (as per review in this report)
- [Strategic Climate Action Plan 2025-2028](#) (strategy approved going forward)

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# London Borough of Hillingdon

Strategic Climate Action Plan

Progress Report

2024 – 2025

September 2025

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# 1 Introduction

## 1.1 Hillingdon's Climate Action: 2025 Update

- 1.1.1 In response to the climate emergency declared in 2020, the London Borough of Hillingdon committed to achieving carbon neutrality from its own operations by 2030. This aligns with a growing national movement—over 300 local authorities across the UK have now declared climate emergencies, each setting locally determined targets for carbon neutrality.
- 1.1.2 Following extensive consultation with residents, businesses, and climate action groups, the Council adopted its Strategic Climate Action Plan in July 2021. The Plan outlines the Council's corporate commitments and objectives, all underpinned by an ambitious vision.

**To become the greenest London borough, to protect and enhance the environment, and to provide a brighter prospect for future generations.**

## 1.2 The Plan Structure

### Corporate Climate Commitments

To lead and inspire our residents, businesses and schools to reduce their own carbon emissions.

To become 'Carbon-Neutral' by 2030.

To achieve 100% clean electricity across the Council's services by 2030.

To raise awareness and develop the potential of young people to respond to the challenge of the climate emergency.

To enhance opportunities for biodiversity across the borough and particularly in urban areas.

To remain open to the opportunity to go further, to be innovative and creative to exceed the stated goals wherever possible.

Climate Action Themes	
Objective	Theme
C1	Community Leadership
C2	The Council's Own Operations
C3	Building better places
C4	Using and Producing Clean and Green Energy
C5	Waste Management
C6	Climate Change Adaptation and Mitigation
C7	Carbon Offsetting
C8	Sustainable Transportation
C9	Transparency, Communication and Reporting

## 1.3 2025 Reconciliation and Refocus

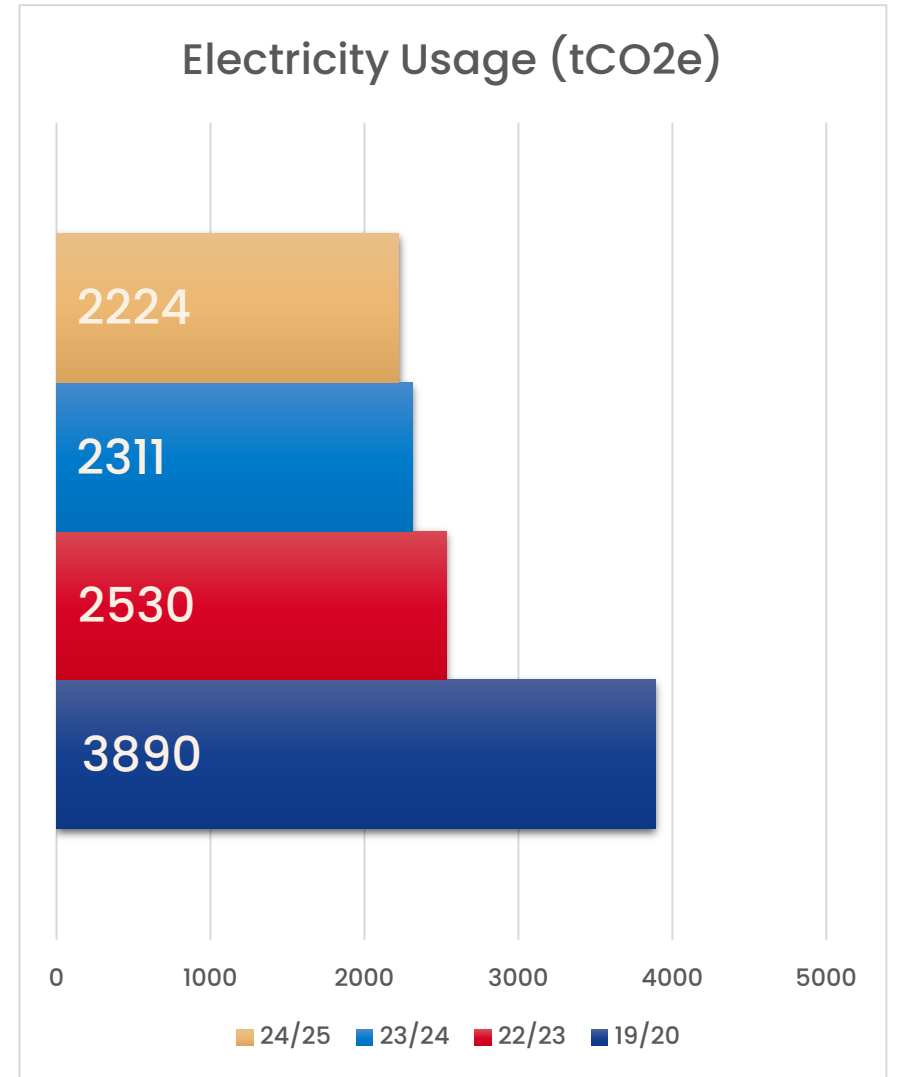
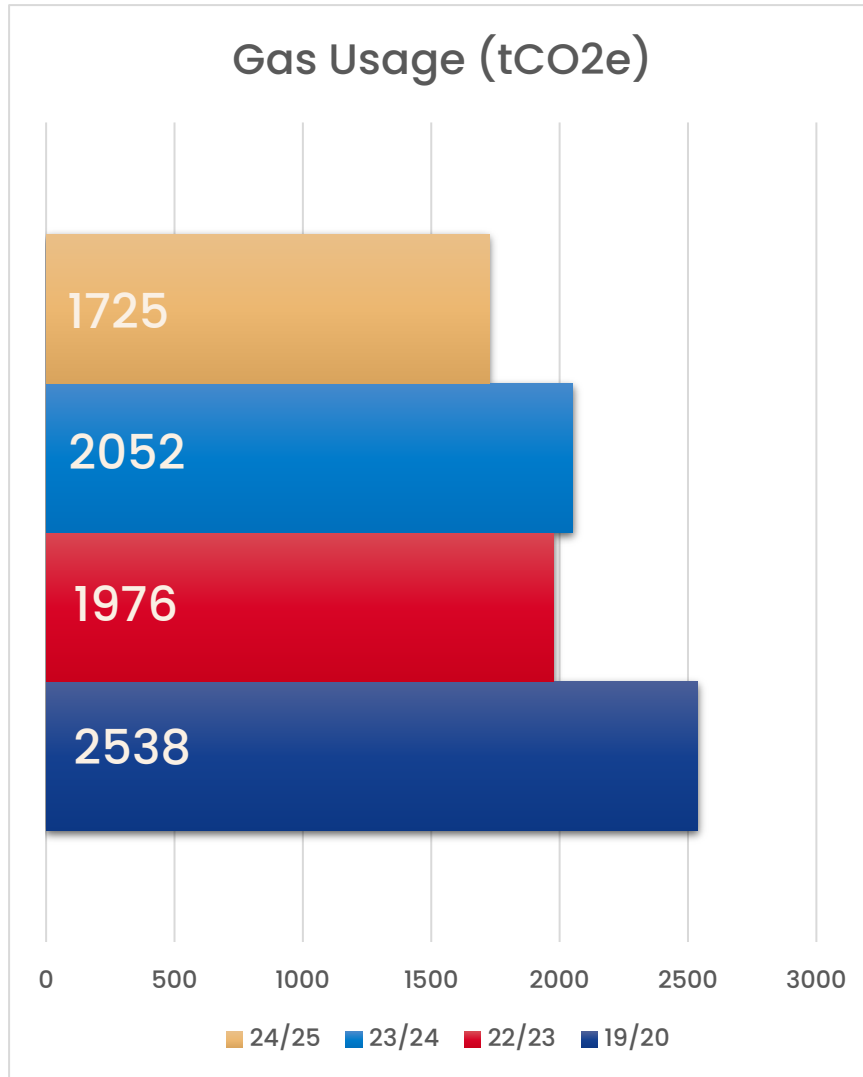
- 1.3.1 In 2025, the Council undertook a full review of the Strategic Climate Action Plan. This reconciliation process assessed progress to date and identified areas where attention and action are most needed. Priorities were refined with greater focus on a more targeted series of actions.
- 1.3.2 The review was adopted in Spring 2025 and work is underway to progress actions through the appropriate governance and procurement processes.

## 1.4 What is the Progress Report?

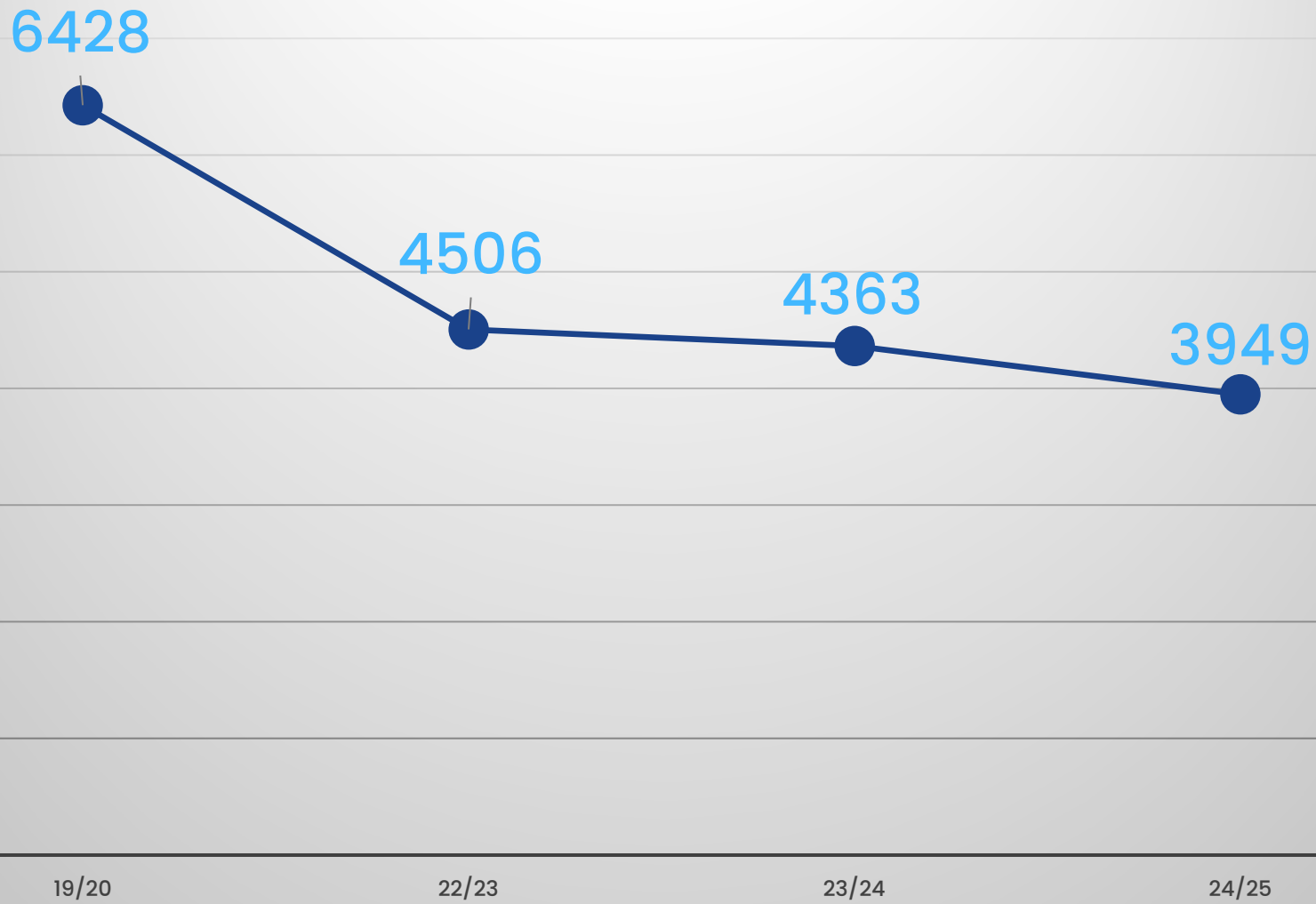
- 1.4.1 This Progress Report provides an outline of the work. Included within the report is updated carbon footprint data for the Council, which directly supports the commitment to becoming carbon neutral by 2030.
- 1.4.2 Importantly, the report reinforces the Council's commitment to transparency. By openly sharing performance data and priorities, it ensures accountability and helps maintain public trust in the delivery of climate objectives.

## 2 Carbon Footprint – Static Sources

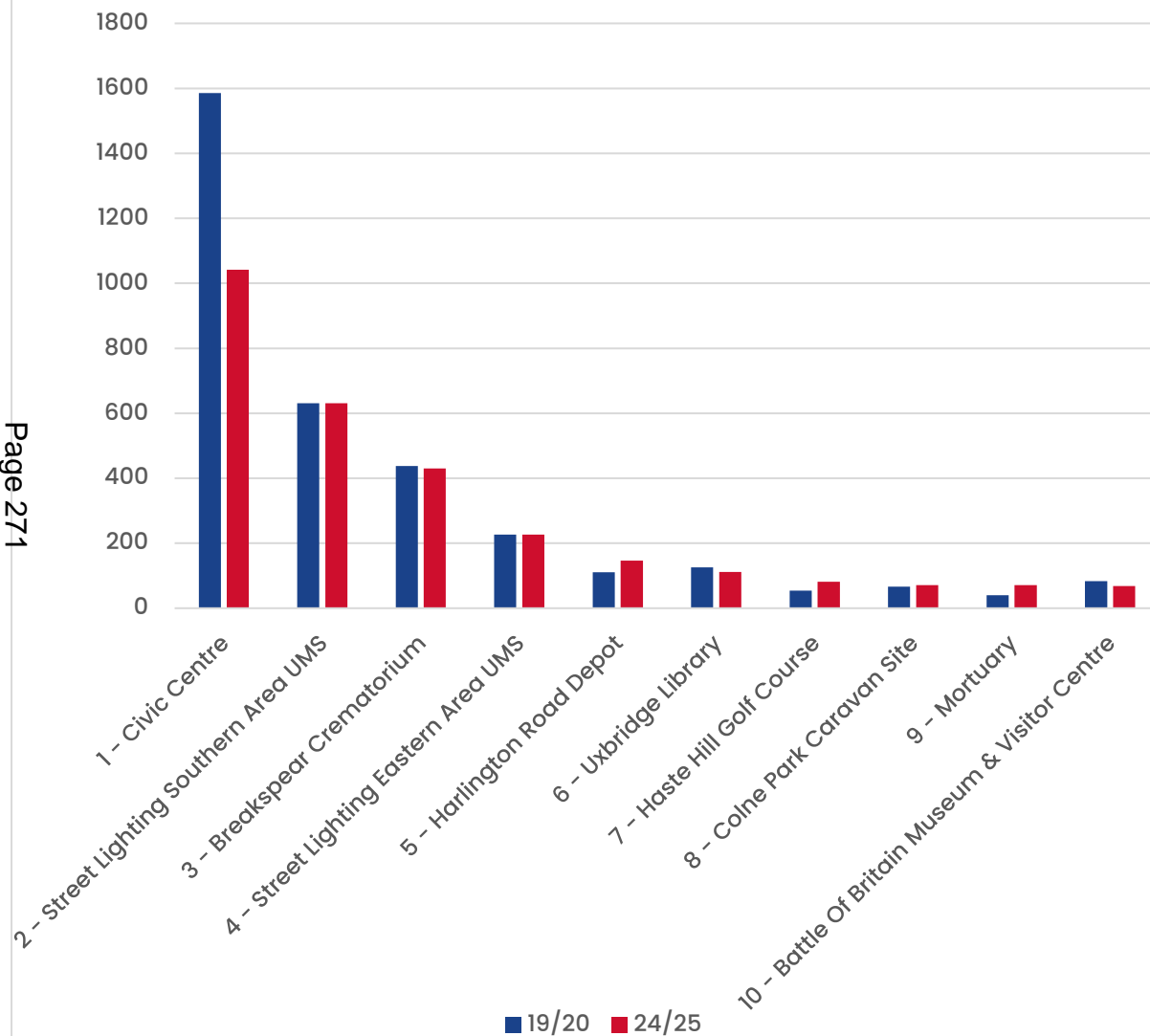
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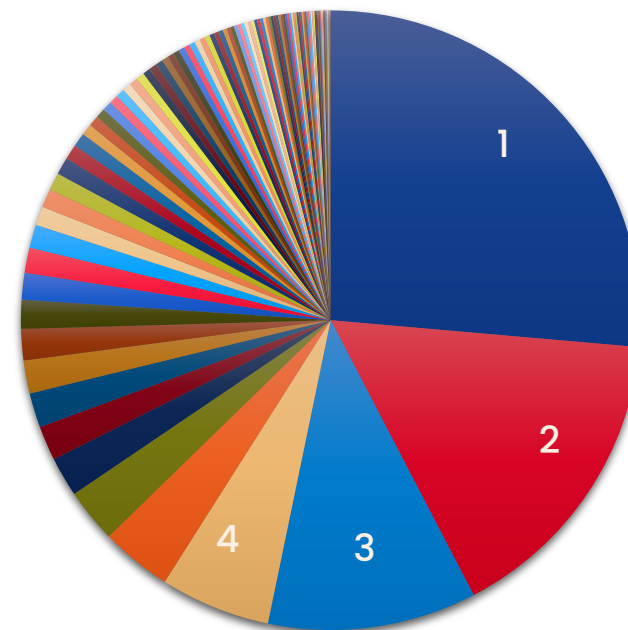
## Operational Emissions from Statitc Sources (tCO<sub>2</sub>e)



### Top 10 Static Operation Carbon Producers (tCO<sub>2</sub>e)



Each segment represents a contributor to the carbon footprint with the civic centre (no.1) the largest. (nos relate to sites in the graph to the left)

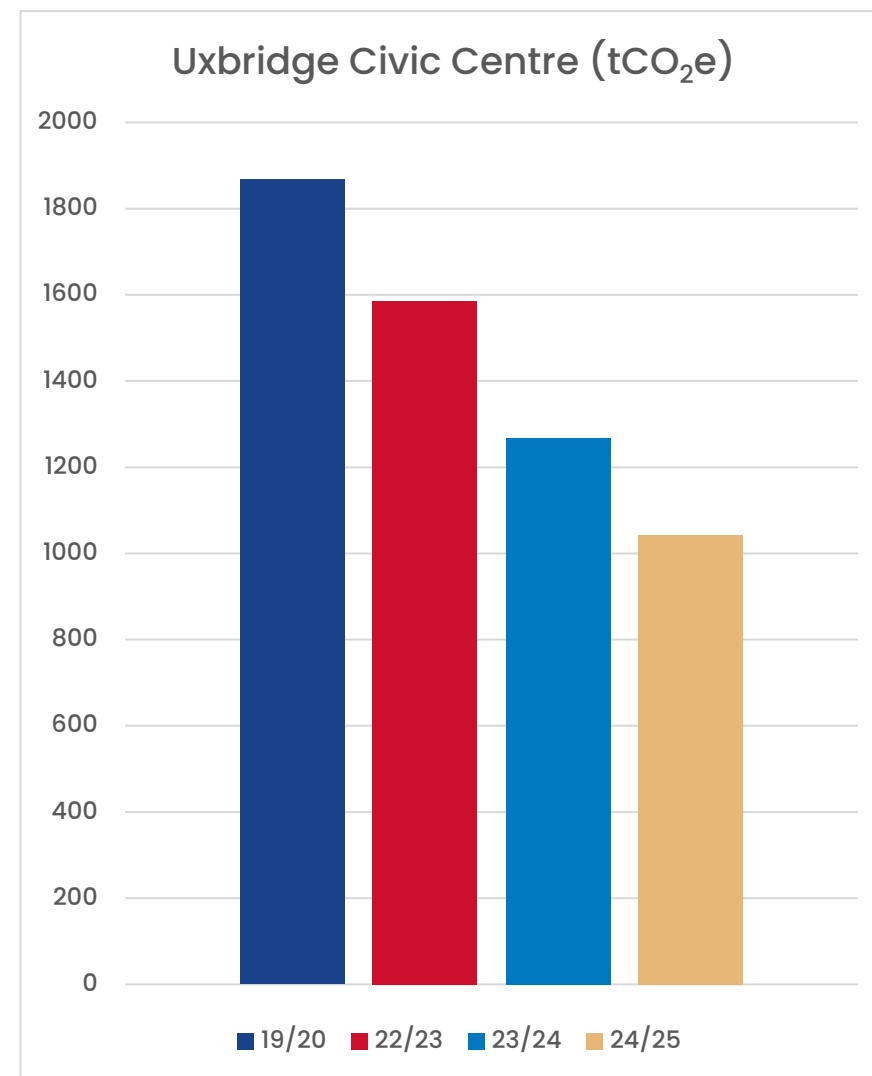


2.1.1 The top 10 emitters make up more than half of the entire carbon footprint from the static operations. (i.e. not including fleet). The Civic Centre remains the largest contributor at over approximately 25% of the total carbon footprint.

2.1.2 This data informs priority action for interventions for improvements.

## 2.2 Carbon Reduction at Uxbridge Civic Centre

- 2.2.1 Over the past five years, the Council has made significant strides in reducing the carbon footprint of Uxbridge Civic Centre. Emissions have decreased from 1,586 tCO<sub>2</sub> to 1,042 tCO<sub>2</sub>, representing a 34% reduction. This achievement reflects the Council's ongoing commitment to improving energy efficiency, reducing demand on public funding and optimising building operations.
- 2.2.2 This reduction is the result of targeted interventions, including upgrades to heating systems, improved insulation, and behavioural changes in energy use across the site. These efforts have not only contributed to the Council's carbon neutrality target but also delivered operational benefits such as cost savings and improved comfort for building users.
- 2.2.3 Looking ahead, further reductions are anticipated through the ongoing Public Sector Decarbonisation Scheme (PSDS) works. Planned works under this programme will introduce low-carbon technologies, such as heat pumps, improve thermal performance and enhance building controls. These upgrades will accelerate progress toward net zero, reinforce the Civic Centre's role as a flagship site for climate action, and demonstrate leadership in public sector operations.



### 3 Carbon Footprint – Fleet

#### 3.1 Fleet Emissions Monitoring and Reporting

- 3.1.1 Monitoring carbon emissions from fleet operations is a vital aspect of understanding the Council's overall environmental impact. Fleet vehicles, used for services such as waste collection, grounds maintenance, and community support, represent a significant source of operational emissions.
- 3.1.2 Currently, the Council does not have a comprehensive or centralised system for monitoring and recording fleet emissions. This presents a challenge in accurately quantifying the carbon footprint associated with vehicle usage and limits the ability to track progress against the Council's carbon neutrality target.
- 3.1.3 Work is underway during the 2025/26 period to establish robust and reliable recording systems. These systems will enable the Council to capture detailed emissions data across its fleet, providing a clearer picture of its environmental performance. This will support more strategic decision-making and enhance transparency in reporting. The development of these systems marks an important step toward embedding sustainability into operational practices and ensuring accountability in the journey to net zero.

Description	Miles
Refuse Collection	376,000
Large Sweepers	60,000
Small Sweepers	400,000
Grab Lorries	36,000
Caged Tippers	363,000
Tippers	365,500
Highways Tippers	52,500
Large Vans	112,000
Medium Vans	416,000
Small Vans	400,000
Pool Cars	90,000
Mini Buses	301,780
<b>Total Mileage</b>	<b>2,972,780</b>

## 4 Carbon Offsetting

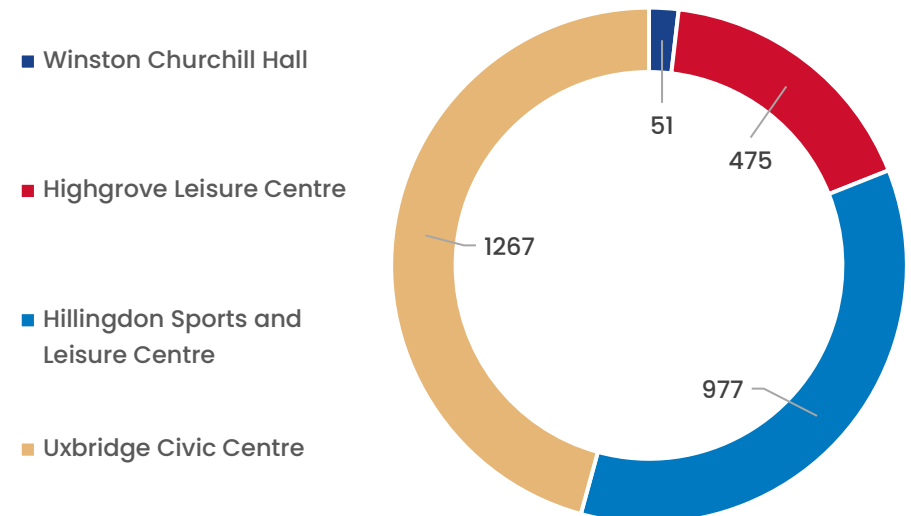
### 4.1 Background

- 4.1.1 Carbon offsetting refers to the process of compensating for emissions produced in one area by reducing or removing an equivalent amount of carbon elsewhere.
- 4.1.2 In the context of the Council's climate strategy, offsetting is particularly relevant for buildings that fall outside the Council's direct operational estate.
- 4.1.3 While these buildings may not be under the Council's operational control, they still contribute to the borough's overall carbon footprint. By investing in carbon reduction measures, such as energy efficiency upgrades, renewable energy installations, or low-carbon heating systems, in these sites, the Council can offset emissions that cannot be eliminated within its own estate.
- 4.1.4 This approach supports borough-wide climate goals and also ensures that energy efficiency can contribute to cost savings and reduce exposure to volatile energy markets.
- 4.1.5 The Public Sector Decarbonisation Scheme (PSDS) is a UK government initiative designed to help public sector organisations reduce carbon emissions from their buildings. Managed by Salix Finance on behalf of the Department for Energy Security and Net Zero, the scheme provides grant funding to support heat

decarbonisation and energy efficiency measures across public estates such as schools, hospitals, and council buildings.

- 4.1.6 Launched in 2020, the scheme aims to reduce emissions from public sector buildings by 75% by 2037, compared to a 2017 baseline. It encourages a whole-building approach, combining upgrades to heating systems (e.g., replacing gas boilers with heat pumps) with improvements like insulation, LED lighting, and solar PV installations
- 4.1.7 The Council successfully applied for funding for the assets set out below.

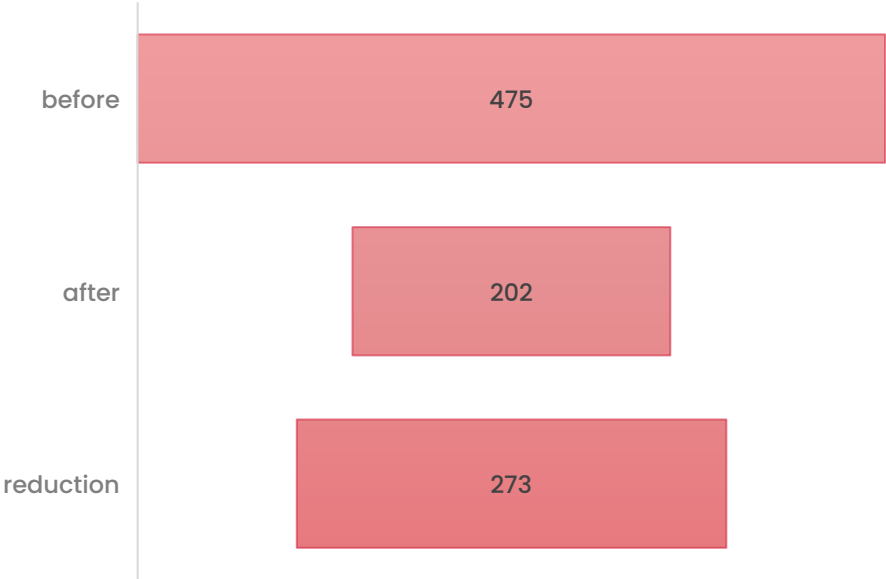
### Baseline carbon footprint of assets identified for PSDS works (tCO<sub>2</sub>e)



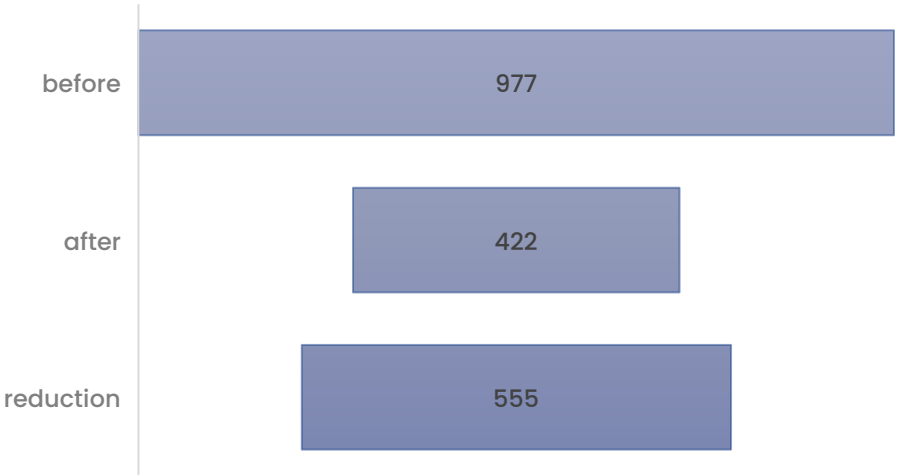
4.2 Works in Non-Operational Assets

- 4.2.1 The Council’s leisure centres are classified as non-operational assets, meaning they are managed by external operators and not directly controlled by the Council on a day-to-day basis. For example, the Council does not have authority over key systems such as temperature regulation within swimming pools, which are among the most energy-intensive components of these facilities.
- 4.2.2 Nonetheless, these buildings remain part of the corporate asset portfolio and are publicly accessible, making them important contributors to the borough’s overall carbon footprint. Recognising their potential for improvement, the Council has identified Highgrove and Hillingdon Leisure Centres as priority sites for energy and carbon reduction. Both facilities were included within the scope of the Public Sector Decarbonisation Scheme (PSDS), enabling investment in energy efficiency and cost saving measures.
- 4.2.3 Importantly, while the Council may not have full operational control, the carbon savings achieved within these buildings are still eligible for inclusion in the borough’s overall carbon accounting. These savings can be used to offset emissions elsewhere within the Council’s estate, supporting progress toward the 2030 carbon neutrality target.

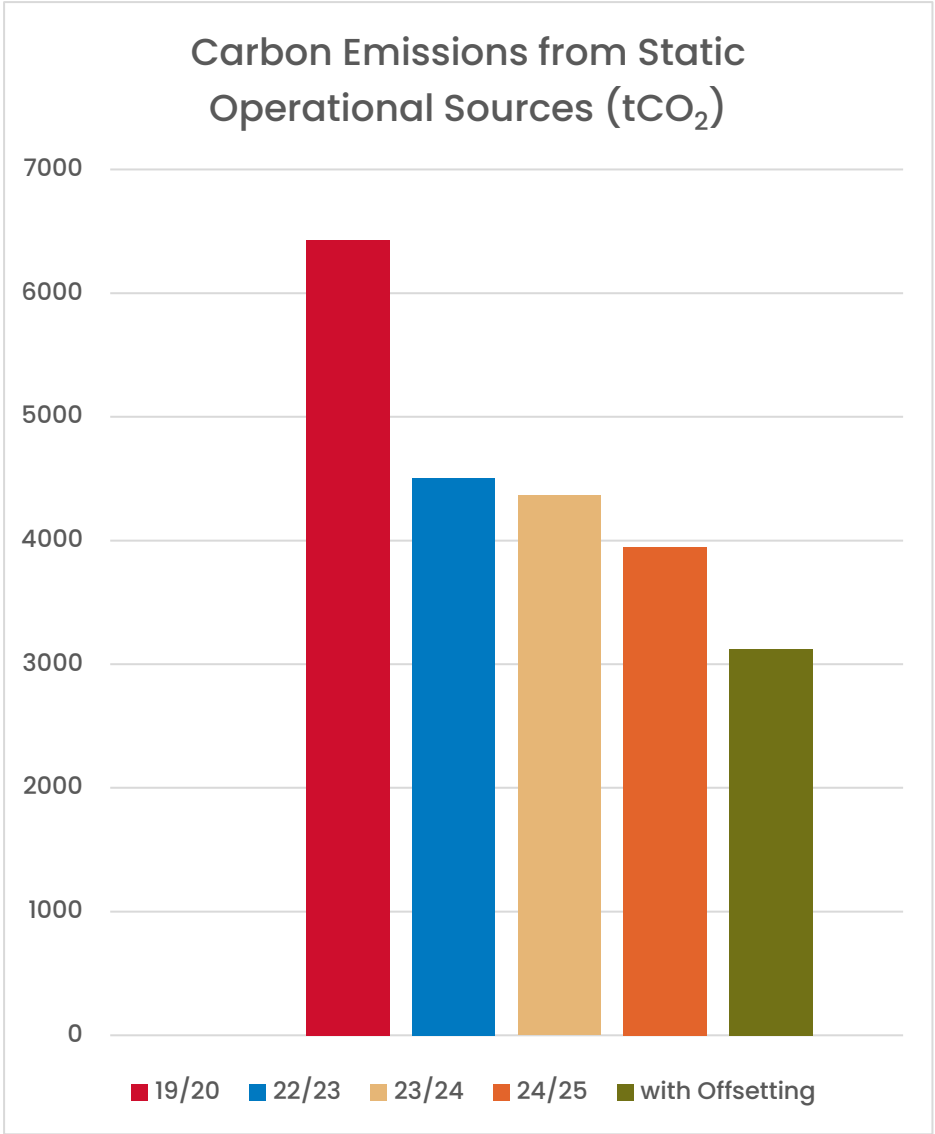
Highgrove Leisure Centre Improvement Works (tCO2)



Hillingdon Sports and Leisure Centre Improvement Works (tCO2)



## 5 Carbon Footprint



### 5.1 Limitations

- 5.1.1 The Carbon footprint data remains complex, influenced by multiple factors. Work is ongoing to streamline and standardise reporting across the board.
- 5.1.2 Fleet usage data is still uncertain, with improvements in tracking and reporting underway. Similarly, updates to the Council’s building stock may lead to revisions in both current and historical data.
- 5.1.3 Efforts continue to capture the full scope of the Council’s operational carbon footprint. However, in some areas, the absence of reliable recording tools limits accuracy.
- 5.1.4 As such, all data—past and present—is based on the best available information at the time of collection.



*The total carbon footprint based on all sources with fleet emissions included as previously reported*

## 6 Carbon Sequestration

### 6.1 Introduction

- 6.1.1 Carbon sequestration in the context of trees refers to the natural process by which trees absorb carbon dioxide (CO<sub>2</sub>) from the atmosphere and store it in their biomass, i.e. trunks, branches, leaves, and roots, as well as in the surrounding soil.
- 6.1.2 Through photosynthesis, trees convert CO<sub>2</sub> into organic matter, effectively removing it from the atmosphere and helping to mitigate climate change. This makes forests and woodlands one of the most effective and scalable nature-based solutions for carbon removal.

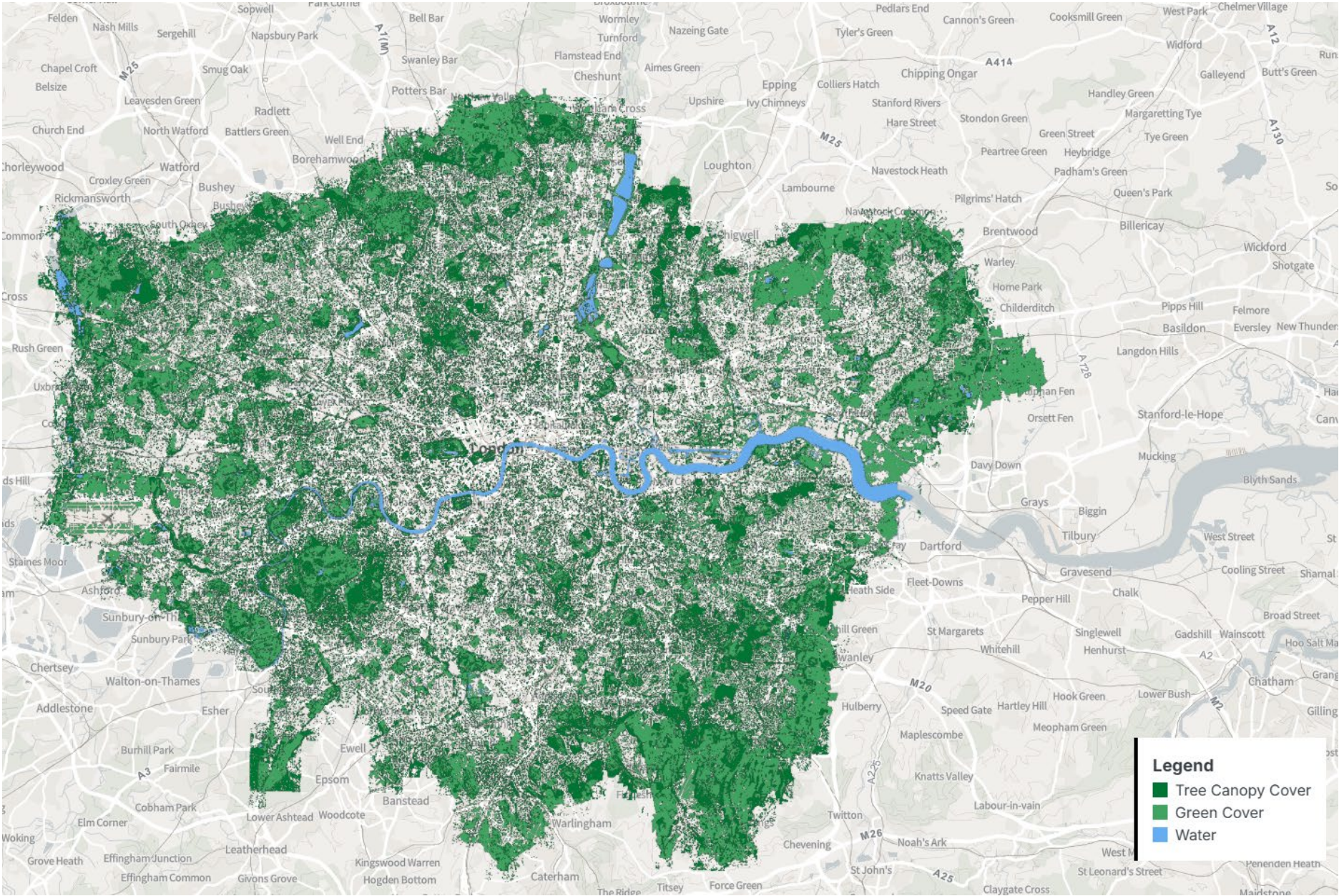
### 6.2 Woodland Sequestration

- 6.2.1 A well-established, mixed broadleaf woodland in the UK can sequester approximately 4 to 8 tonnes of CO<sub>2</sub> per hectare per year. Coniferous woodlands may sequester slightly more, up to 10 tonnes per hectare per year, due to faster growth rates.
- 6.2.2 Over a 50-year period, a hectare of woodland could sequester 200 to 400 tonnes of CO<sub>2</sub>, assuming consistent growth and maintenance. Newly planted woodlands sequester less in early years but increase as trees mature. The amount of carbon sequestered by a tree depends on

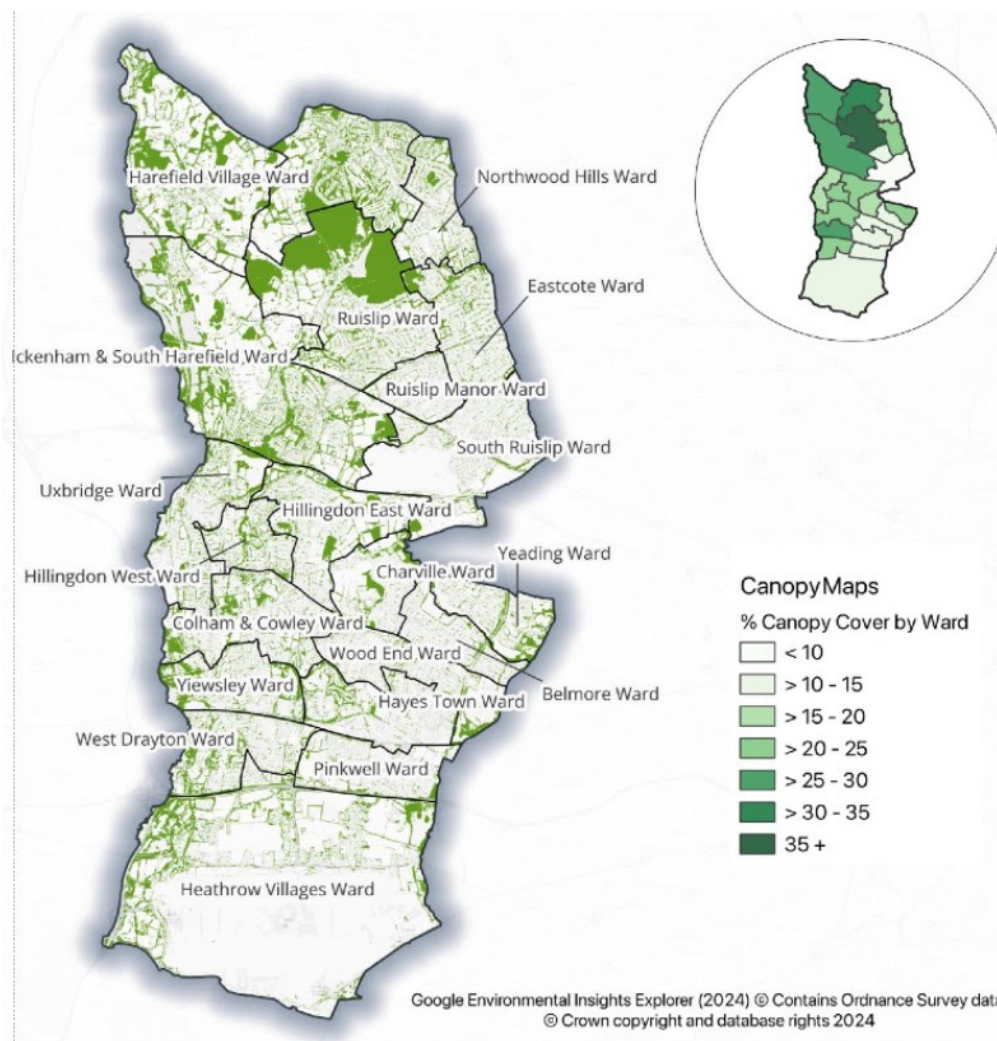
its species, age, size, and growing conditions. Mature trees typically store more carbon than younger ones, and fast-growing species can accumulate carbon more quickly. Forest ecosystems also play a long-term role in carbon storage, as dead plant material and leaf litter contribute to soil carbon over time. Well-managed woodlands can continue to sequester carbon for decades or even centuries, especially when combined with sustainable forestry practices.

### 6.3 Tree Canopy Coverage in Hillingdon

- 6.3.1 Hillingdon stands out as one of London's greenest boroughs, with a strong commitment to tree management and expansion. Compared to other London boroughs, Hillingdon performs impressively in terms of tree canopy coverage.
- 6.3.2 Hillingdon is consistently recognised for its expansive green spaces and woodland areas. Its canopy cover is bolstered by a mix of mature trees and ongoing planting efforts, placing it well above many boroughs in northeast London, which tend to have lower coverage. The borough has the second highest tree canopy coverage in London behind only Bromley.

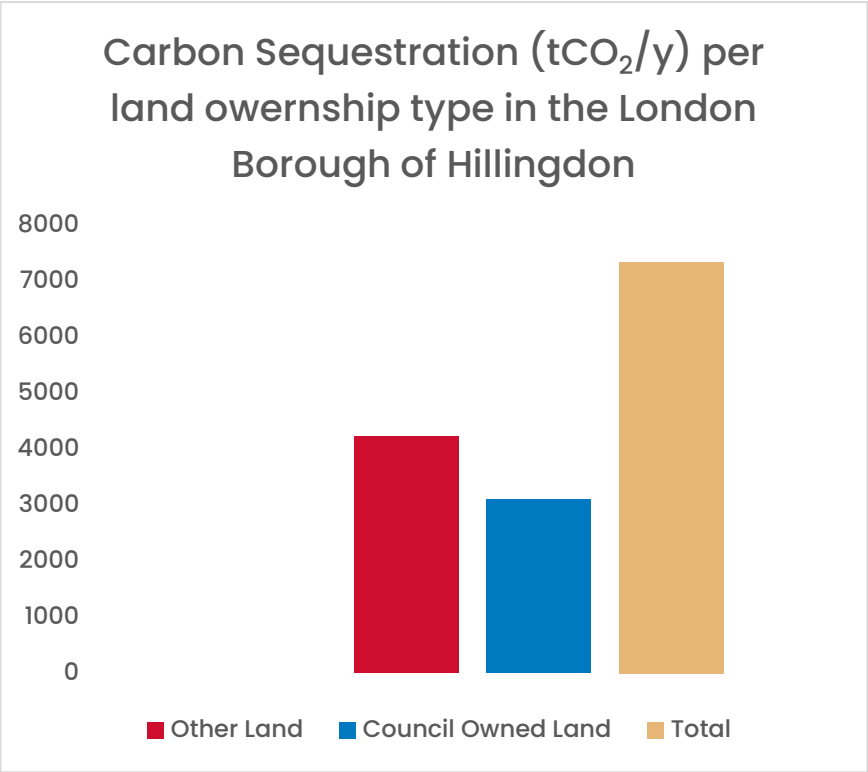


- 6.3.3 Woodlands are vital ecosystems that deliver a wide range of environmental, social, and economic benefits. They support biodiversity by providing habitat for countless species of plants, birds, mammals, and insects, many of which are rare or threatened. Woodlands also play a crucial role in improving air and water quality, regulating local climates, reducing flood risk through natural water absorption, and preventing soil erosion.
- 6.3.4 Beyond their ecological value, woodlands contribute to human wellbeing by offering spaces for recreation, education, and mental health support, making them essential assets in both rural and urban landscapes.
- 6.3.5 The Council commissioned a study by Treeconomics in 2025 to determine the extent of carbon sequestration across its own tree canopy coverage including that within in the Council owned land. This reveals that the tree canopy coverage across the borough provides an enormous role in climate change action.
- 6.3.6 The map to the left and chart overleaf outlines the role trees play within the borough in absorbing carbon.



Ward	Total Size (Ha)	Canopy cover (%)	Carbon storage (t)	Carbon sequestration (t/yr)
Belmore	225	11.1%	1,921	76
Charville	266	17.7%	3,620	144
Colham & Cowley	460	21.1%	7,454	297
Eastcote	362	21.6%	6,001	239
Harefield Village	871	27.6%	18,490	736
Hayes Town	384	13.9%	4,106	164
Heathrow Villages	2,352	10.1%	18,187	724
Hillingdon East	459	21.8%	7,679	306
Hillingdon West	200	21.6%	3,315	132
Ickenham & South Harefield	1,322	27.2%	27,614	1,100
Northwood	644	31.3%	15,480	616
Northwood Hills	287	20.0%	4,423	176
Pinkwell	320	11.9%	2,925	116
Ruislip	865	46.5%	30,915	1,231
Ruislip Manor	176	10.5%	1,426	57
South Ruislip	674	8.5%	4,414	176
Uxbridge	425	19.6%	6,415	255
West Drayton	350	21.7%	5,820	232
Wood End	356	14.2%	3,898	155
Yeading	251	20.2%	3,894	155
Yiewsley	323	25.9%	6,415	255
Total	11,571	20.7%	184,412	7,342

- 6.3.7 The data clearly demonstrates that the borough’s annual carbon sequestration from canopy cover (7,342 tCO<sub>2</sub>) significantly exceeds the Council’s own operational carbon footprint (4,618 tCO<sub>2</sub>). This is a powerful indicator of the borough’s natural capital and demonstrates a substantial environmental asset that positions Hillingdon as a net-positive contributor in the fight against climate change.
- 6.3.8 Furthermore, 42% of the borough’s total tree canopy sits on Council-owned land. The data shows that 3108 tCO<sub>2</sub> is sequestered annually from Council owned land.
- 6.3.9 The Council’s tree estate is therefore not just a passive landscape feature; it’s an active climate tool. Maintaining and enhancing this canopy coverage is essential to reducing carbon emissions.



Land Category	Total Size (Ha)	Canopy Cover (Ha)	Canopy Cover (%)	Carbon Storage (t)	Carbon Sequestration (t/yr)
Green Spaces	1245	662	53.2	50874	2026
Corporate	791	90	11.4	8345	332
Housing	348	55	15.8	6918	275
Highways & Transport	281	50	17.7	4241	169
Culture	262	109	41.5	3822	152
Education	181	44	24.4	3386	135
Cemeteries	26	6	23.4	472	19
Total	3134	1016	32.4	78058	3108

## 6.4 New Planting

- 6.4.1 New tree planting plays a critical role in enhancing carbon sequestration, especially over the long term. In the early years, young trees absorb relatively small amounts of carbon, typically just a few kilograms of CO<sub>2</sub> annually.
- 6.4.2 However, as trees mature, their sequestration capacity increases significantly. By around 10–20 years of age, many species begin to sequester tens of kilograms of CO<sub>2</sub> per year, and large, mature trees can absorb over 20–30 kg annually, depending on species and growing conditions.
- 6.4.3 Over time, the cumulative impact becomes substantial. A well-managed woodland planted today could sequester 200 to 400 tonnes of CO<sub>2</sub> per hectare over a 50-year period. This long-term benefit is amplified when planting is done at scale, with mixed species and in areas where trees can thrive. Additionally, trees contribute to soil carbon storage through leaf litter and root systems, further increasing the total sequestration potential.
- 6.4.4 Beyond carbon, new tree planting also improves biodiversity, reduces urban heat, enhances flood resilience, and contributes to public health and wellbeing. When integrated into strategic land use planning, tree planting becomes a powerful, multi-benefit climate solution.

Year	Trees Planted
2020/21	14,288
2021/22	11,655
2022/23	17,295
2023/24	8,378
2024/25	5,247
2025/26	4,045 (proposed)

- 6.4.5 Work is now underway to quantify the direct impact of new tree planting on the Council's carbon footprint. Tree planting will be targeted and considered in the context of multiple benefits.
- 6.4.6 As the new trees grow, their carbon sequestration capacity will increase year-on-year, contributing to a steadily rising offset against Council emissions.

## 7 Theme 1 Community Leadership

Ref	Action	Progress	Expeceted Output
R1.1	To provide a dedicated online resource to provide information on how to record your carbon footprint alongside actions that can help reduce it. The resource will also outline options for external funding and how to improve an individual's environmental footprint.	Procurement processes underway for carbon and energy reduction campaign	2026
R1.2	To promote and support volunteer groups with dedicated climate and environmental objectives.	Ongoing support of Hillingdon Friends of the Earth. More groups to be identified through the '2026 Campaign'	Ongoing
R1.3	To bring together community and business groups, along with other interested parties as part of a 'people's assembly' to discuss and shape revisions to the review of the Climate Action Plan in 2 years time.	Procurement processes underway	2026
R1.4	To use our unique access to communities through, for example, residents' associations, to support and promote climate action.	Engagement with groups relating to waste, flood risk, planning, transport, green spaces are routinely engaged on actions required by the plan. These are addressed in the relevant sections.	Ongoing
R1.5	During 25/26, the Council will engage all schools within the borough and support them in the publication of a climate action plan reflecting the objectives of this Strategy, with annual progress reports to be provided thereafter.	Procurement processes underway for carbon and energy reduction campaign	2026
R1.6	We will prioritise actions for vulnerable residents when considering climate adaptation and resilience	Future action	26/27

<b>R1.7</b>	During 25/26, the Council will undertake a ‘Cleaner Greener’ public engagement campaign, which raises awareness and promotes climate action.	Hillingdon Friends of the Earth to be supported with a Cleaner Greener festival in September 2025. This will inform a wider body of work planned through the 2026 Campaign	25/26
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- 7.1.1 This theme was identified as requiring development in the previous annual review. Consequently, work identified in the previous report is being actively progressed this year, with several key initiatives to be wrapped into a campaign for 2026.
- 7.1.2 Procurement activities are ongoing to support the campaign which aims to raise awareness and drive action to reduce carbon and energy as well as informing of wider climate action. Community engagement efforts will be strengthened, including preparations for a Climate Assembly to ensure inclusive participation and informed decision-making.
- 7.1.3 Schools will be at the heart of the campaign with workstreams to help identify existing carbon footprints and action to make year on year improvements. Importantly, the identified actions will also prioritise reduction on energy bill.

## 2026 Community Leadership Workstreams

1. Website Improvements
2. Improved information for communities
3. Increased community group engagement
4. ‘Cleaner greener’ festival
5. Increased support for climate action groups

## 8 Theme 2 The Council's Own Operations

Ref	Action	Commentary	Timeframe
R2.1	All our operational assets under our direct operational control and financial management will be accredited as carbon neutral by 2030. Other assets we own but not under our control will be decarbonised in line with prevailing legislation and, with the availability of additional funding, go even further.	Further progress made as set out in this report. Trend analysis to be undertaken following compilation of 24./25 data	Ongoing
R2.2	By 2030, our fleet will be powered by the cleanest available technology available within budget constraints and suitable for the operational requirement.	Work underway to better capture and report on fleet emissions with priority action to then be identified	Ongoing
R2.3	Ensure all corporate plans and strategies, particularly regarding estate management and property disposal, evaluate and mitigate for climate impacts.	Ongoing	Ongoing
R2.4	Undertake feasibility studies and act to install small-scale low and zero carbon technologies in our own building stock.	Ongoing. Civic centre and other assets prioritised through the public sector decarbonisation scheme. Further work underway to identify solar generation projects.	Ongoing
R2.5	To ensure procurement practices align with the objectives of this Plan	Ongoing. A climate action brief was provided as part of the large scale highways tendering contract.	Ongoing
R2.6	To ensure our streetlighting assets are targeted for further carbon reductions, using new low energy and renewable technologies.	Ongoing and to be considered further as part of the new highways contract commencing in April 2026.	Ongoing

## 9 Theme 3 Building better places

Ref	Action	Commentary	Timeframe
C3.1	To use the development plan system to ensure all new major developments will be zero carbon.	Ongoing	Ongoing
C3.2	Consider new planning policies to ensure all non-major new development is also zero carbon.	Policies are currently under development ahead of a review of the Local Plan in 2026. These are intended to better reflect the current aspirations within the Strategic Climate Action Plan	Ongoing
C3.3	To ensure no new development is built in high-and medium-risk flood risk areas unless absolutely necessary and only when flood risk management is properly understood and mitigated in accordance with council flood policy.	Ongoing	Ongoing
C3.4	To ensure all new development is environmentally responsible, including protecting existing designations and sites of interest.	Ongoing	Ongoing
C3.5	To ensure that all new major development contributes to and supports the goal of sustainable transportation, such as the promotion of public transport, cycling, or EV charging.	Ongoing	Ongoing
C3.6	To ensure that wherever possible during development, existing trees are retained. Where they cannot be retained, new trees should be planted to facilitate carbon gain.	Ongoing	Ongoing

## 10 Theme 4 Using and Producing Clean and Green Energy

Ref	Action	Commentary	Timeframe
R4.1	To ensure and certify that the Council secures energy supplies from low or clean forms of generation by 2030 where feasible.	Ongoing	Ongoing
R4.2	To investigate opportunities for large scale electricity generation from Council owned land (e.g. solar farms).	Ongoing	Ongoing

- 10.1.1 By 2030, the Council is expected to carry a residual carbon footprint that will require offsetting to meet net-zero targets. One of the most viable and scalable solutions is the deployment of renewable energy generation, particularly solar photovoltaic (PV) systems. Solar PV offers a clean, reliable source of electricity that directly displaces fossil fuel use.
- 10.1.2 The benefits of solar PV are substantial. Each megawatt (MW) of solar installed can power hundreds of homes and save approximately 400tCO<sub>2</sub> annually.
- 10.1.3 Solar farms can be integrated with biodiversity initiatives, such as wildflower meadows or grazing land, making them environmentally multifunctional.
- 10.1.4 Offsetting through solar PV works by generating clean electricity that replaces grid power derived from fossil fuels. This reduces the Council's Scope 2. Economically, solar farms offer long-term savings on energy bills, reduce exposure to volatile energy markets, and can generate revenue through feed-in tariffs or power purchase agreements.

**New Solar Farm Somerset:**  
*Once built and energised, the 25MW site will generate enough electricity to power 6,420 homes in the local area per year, whilst saving 5,300 tonnes of CO<sub>2</sub> emissions annually.*

## 11 Theme 5 Waste Management

Ref	Action	Commentary	Timeframe
R5.1	Lead by example with a clear waste collection and sorting strategy for the Council's own operations with year on year targets for improvements.	Awaiting data for 24/25	Ongoing
R5.2	Support the West London Waste Authority on waste reduction campaigns.	Ongoing	Ongoing
R5.3	Work with businesses to reduce waste productivity and to provide more opportunities to customers to reduce and recycle their waste.	<p><b>Commercial Food Waste Service Expansion</b></p> <ul style="list-style-type: none"> <li>Food waste collections introduced to 100+ commercial sites following legislative changes in April 2025.</li> <li>There is a waiting list of businesses for food waste service, pending fleet expansion.</li> <li>Survey indicates that by 2027, over 800 commercial sites serviced for refuse/DMR will also require food waste collections; about 100 eligible customers have not yet signed up.</li> </ul> <p><b>Business Engagement &amp; Service Improvements</b></p> <ul style="list-style-type: none"> <li>Targeted email campaign to businesses about new recycling requirements led to 70+ sign-ups in April 2025.</li> <li>Switched commercial food waste bins from 240L to 140L for better handling and customer convenience.</li> </ul>	Ongoing
R5.4	Encourage and support residents and communities to avoid, reduce, reuse, and	<ul style="list-style-type: none"> <li>The Council holds two annual reuse and repair events: one in March (Repair Week) and one in September/October</li> </ul>	Ongoing

	recycle waste in that order.	<p>(Recycle Week), with one event in the South and one in the North of the borough.</p> <ul style="list-style-type: none"> <li>• Events are hosted by the LBH recycling team in partnership with reuse and repair partners and Adult Learning, who promote sustainable living courses.</li> <li>• In 2025, an additional cross-departmental event was held at the Battle of Britain Bunker.</li> <li>• The Council holds two annual reuse and repair events: one in March (Repair Week) and one in September/October (Recycle Week), with one event in the South and one in the North of the borough.</li> </ul>	
<b>R5.5</b>	To ensure all waste is managed sustainably and there is transparency and information on processes the Council utilises data on the destination of waste.	Ongoing. Data reported through the West London Waste Authority	Ongoing

## 12 Theme 6 Climate Change Adaptation and Mitigation

Ref	Action	Commentary	Timeframe
R6.1	To develop a climate change adaptation and mitigation action plan.	2026/27 action	2026/27
R6.2	To review the Council's water consumption for its operations (such as green space watering, depot operations and corporate buildings) and put in place measures to reduce consumption	Analysis underway	Ongoing
R6.3	To ensure the Council's flood resilience and management work incorporates a changing climate and that the Council's own land and property decisions consider the need to make space for water.	See table below	Project dependent

12.1.1 Climate-resilient spaces are environments that are designed or adapted to withstand and recover from the impacts of climate change. These spaces aim to protect people, ecosystems, and infrastructure from climate-related hazards like extreme heat, flooding and drought.

12.1.2 The Council has completed a number of flood risk related project with several more underway and at various stages. These aim to use Council land to protect residents from flooding as well as contributing to more climate resilient spaces and improving opportunities for

No.	Name of Flood Risk Project	Stage
1	Park Wood SSSI NFM* Phase 1 and 2	Commencement due
2	Pinn Meadows NFM	Commencement due
3	Kings College Road Rain Gardens	Completed
4	Property Level Protection (50+ properties) (Environment Agency Project)	Completed
5	Eastcote Rain Gardens	Completed
6	Bessingby Park Flood Attenuation	Completed
7	A40 Infrastructure Flood Alleviation	Feasibility Stage underway
8	Elephant Park Flood Attenuation	Completed
9	Court Park Flood Attenuation	Completed
10	Kingshill Flood Alleviation	Feasibility Stage underway
11	Colham Green Flood Alleviation	Feasibility Stage underway
12	West Drayton	Feasibility Stage underway
13	Frogs Ditch Catchment	Commencement due
14	Croyde Avenue Estate	Completed

\*NFM: Natural Flood Management

## 13 Theme 7 Carbon Offsetting

R7	Action	Commentary	Timeframe
R7.1	To develop an offset strategy to develop local solutions to any remaining residual carbon emissions from council operations.	2026/27 Objective	26/27
R7.2	To develop a tree and green space management strategy that supports and accounts for the offsetting objectives and commitments.	Underway for 2025/26 with a particular focus on Ruislip Woods management and rewilding collaboration with the GLA	25/26
R7.3	Understand and increase current carbon sequestration through increased planting and changes to green space management.		25/26
R7.4	Increase the number of trees, particularly in urban areas to complement objectives to improve air quality and promote urban wildlife.	<b>Ongoing – see carbon offsetting chapter</b>	Ongoing
R7.5	To exploit opportunities to increase carbon sequestration to maximise opportunities for biodiversity and flood risk management	Ongoing and embedded within projects where feasible	Ongoing

## 14 Theme 8 Sustainable Transportation

Ref	Action	Commentary	Resources
R8.1	Produce a sustainable transportation strategy that reflects the objectives and commitments in this strategy.	2026/27 Objective	26/27
R8.2	Work with TFL to improve bus connectivity and services.	Ongoing	Ongoing
R8.3	Identify opportunities for improved cycleways, cycle paths and public rights of way.	Ongoing	Ongoing
R8.4	To promote cycling opportunities through campaigns and awareness events.	Ongoing	Ongoing
R8.5	To secure improved cycling facilities across the borough.	Ongoing	Ongoing
R8.6	Review the electric charging vehicle action plan in line with changing demand and data.	We have adopted an EV charging strategy that needs to be reviewed to ensure it aligns with demands.	26/27
R8.7	To ensure the Council's Air Quality Action Plan aligns with the objectives in this plan to ensure a safe transition to increased levels of cycling and walking in urban areas.	Air Quality action plan due for consultation in 2025/26 (Oct/Nov)	25/26

### Council joins partnership to procure new on-street charging points

Friday 22 August 2025: Hillingdon Council has joined a partnership of London boroughs for the collaborative procurement of new electric vehicle (EV) charging points, as part of its drive to improve air quality and increase sustainable travel.

*"The council has joined forces with Brent, Ealing, Hammersmith & Fulham, Haringey, and Harrow to successfully 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. Most of the new charge points will be standard speed (3.7 to 8 kW), ideal for overnight charging. These will be installed on existing lampposts where possible, helping to reduce street clutter and make walking and cycling easier and safer for residents."*

## 15 Theme 9 Transparency, Communication and Reporting

Ref	Action	Commentary	Timeframe
R9.1	To ensure transparency in the Council's measuring of carbon footprints with clear details on methodologies as well as the outputs. All details will be available online.	Work underway to improve website and reporting transparency	25/26
R9.2	To publish an annual progress report of the objectives of this plan	This report	Annual (Sept/Oct)
R9.3	To establish a People's Assembly to consider review of the Actions necessary to meet the Corporate Climate Commitments.	End of 2026 Objective. Procurement processes underway to secure support to deliver the People's Assembly	2026 (Oct/Nov)

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**HILLINGDON**  
LONDON

# Carbon Figures for Hillingdon's Trees

A Report into Hillingdon Council's Tree  
Canopy Cover and relative Carbon Values

Prepared by Treeconomics

March 2025





## Contents

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Street Canopy Cover by Ward	5
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## Authors

John Rose - Treeconomics

Katie Screech - Treeconomics

## Canopy Cover

Canopy cover is a basic metric for measuring the extent to which we share our space with trees. Canopy cover can be defined as the area of leaves, branches, and stems of trees covering the ground when viewed from above. It is a two-dimensional metric indicating the spread of tree canopy across an area, and it can be used to gain a basic understanding of the ecosystem services provided by the urban forest.

### Using this report

Canopy cover is a simple way to compare the distribution of trees and woodland across a geographical area. Understanding existing levels sets a benchmark against which future gains/losses can be measured.

This exercise should capture the extent of the majority of trees, but would exclude the vast majority of hedgerows.

In urban areas, the canopy is built up of three main elements: trees in private gardens, trees in parks, and street trees. These match approximately to recognisable land use designations giving a good indication of which policy options offer the greatest opportunity for canopy growth.

Headline Figures		
<b>Total tree Canopy Cover</b>	20.7%	
<b>Council Land tree Canopy Cover</b>	32.4%	
<b>Annual Carbon Storage (t)</b>	184,000	£182 million
<b>Annual Carbon Sequestration (t/yr)</b>	7,300	£7.24 million

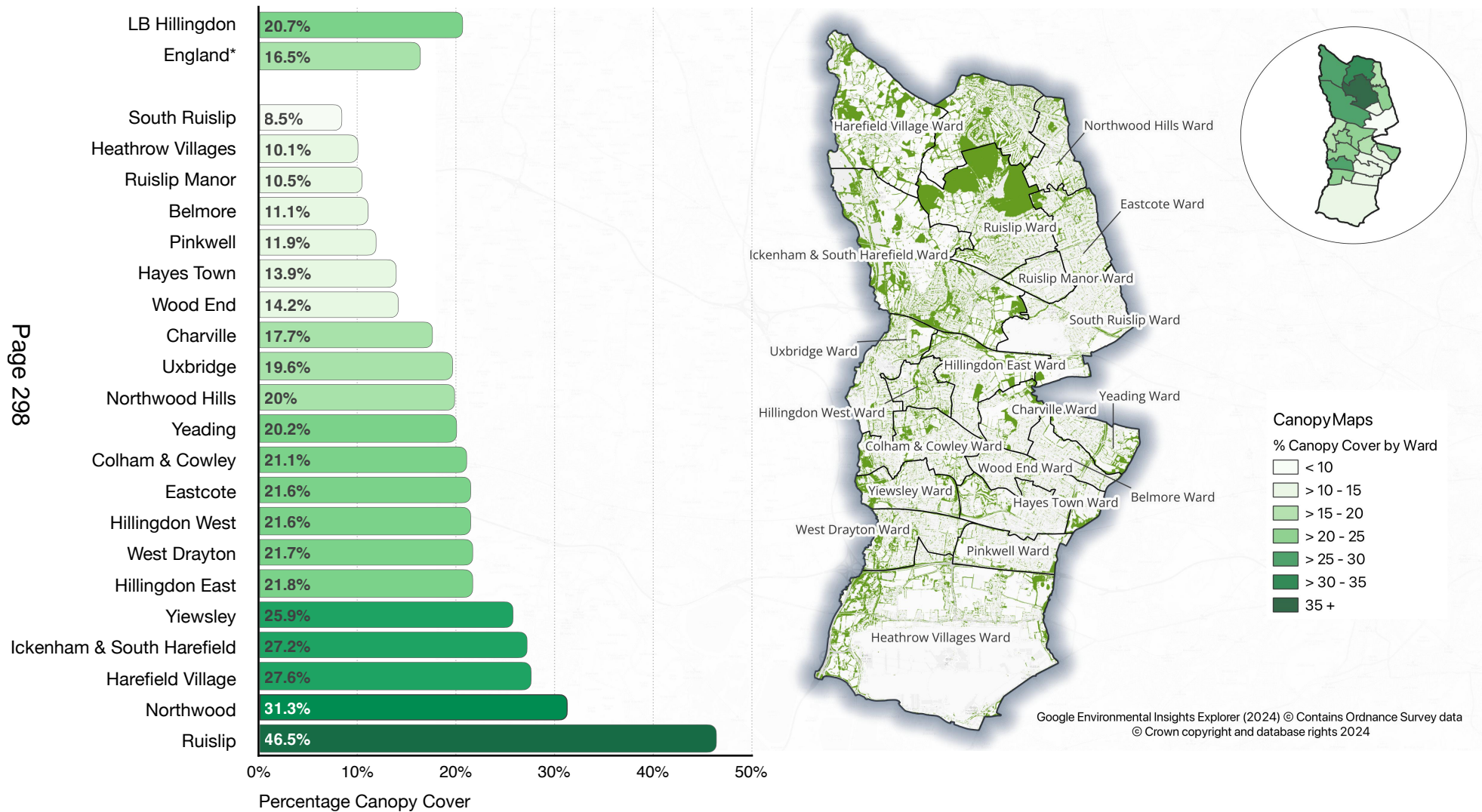
**Table 1. Headline Figures for Hillingdon's Urban Forest**  
Ecosystem Services are high level estimates based on national averages linked to local valuation bands.

**Carbon storage:** The total amount of carbon bound up in the above ground and below-ground parts of woody vegetation.

**Carbon sequestration:** The annual removal of carbon from the air by trees in the form of carbon dioxide. This amount is sequestered annually, and adds to the amount of carbon stored.

# Tree Canopy Cover by Ward

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**Figure 1. Canopy cover by ward**

\*Doick et al, 2017. England Canopy cover measured over 283 towns and cities by Forest Research

# Street Canopy Cover by Ward

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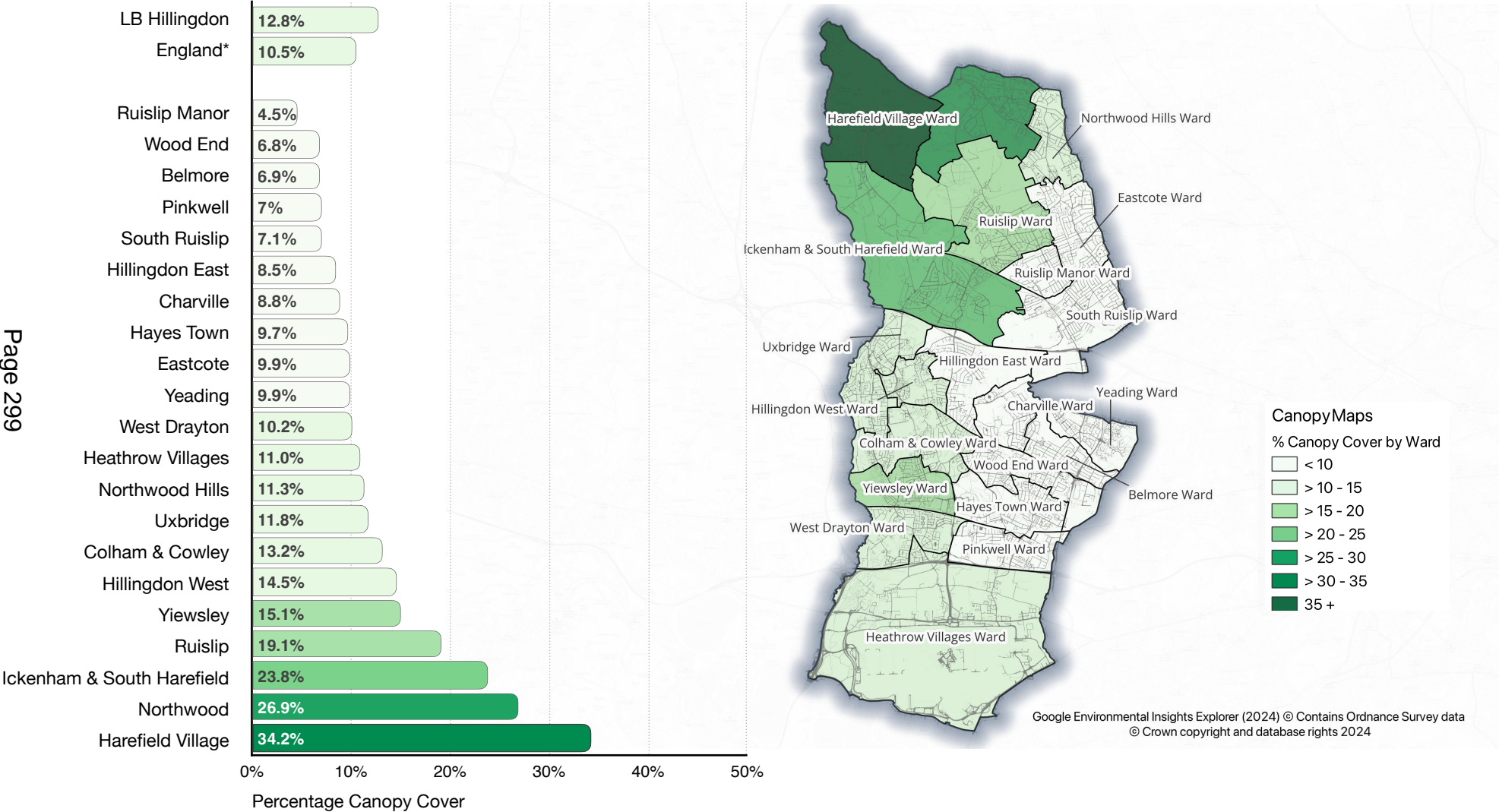


Figure 2. Street Canopy Cover by Ward.

NB. Canopy cover measures tree presence but may not reflect street-level reality for residents. Ward boundaries, influenced by large woodlands, can skew figures. To address this, Street Canopy Cover focuses on trees overlapping roads and pavements, offering a more accurate tool for street tree decisions.

Ward	Total Size (Ha)	Canopy cover (%)	Carbon storage (t)	Carbon sequestration (t/yr)
Belmore	225	11.1%	1,921	76
Charville	266	17.7%	3,620	144
Colham & Cowley	460	21.1%	7,454	297
Eastcote	362	21.6%	6,001	239
Harefield Village	871	27.6%	18,490	736
Hayes Town	384	13.9%	4,106	164
Heathrow Villages	2,352	10.1%	18,187	724
Hillingdon East	459	21.8%	7,679	306
Hillingdon West	200	21.6%	3,315	132
Ickenham & South Harefield	1,322	27.2%	27,614	1,100
Northwood	644	31.3%	15,480	616
Northwood Hills	287	20.0%	4,423	176
Pinkwell	320	11.9%	2,925	116
Ruislip	865	46.5%	30,915	1,231
Ruislip Manor	176	10.5%	1,426	57
South Ruislip	674	8.5%	4,414	176
Uxbridge	425	19.6%	6,415	255
West Drayton	350	21.7%	5,820	232
Wood End	356	14.2%	3,898	155
Yeading	251	20.2%	3,894	155
Yiewsley	323	25.9%	6,415	255
<b>Total</b>	<b>11,571</b>	<b>20.7%</b>	<b>184,412</b>	<b>7,342</b>

Table 2: Ecosystem service benefits nominally provided by the urban forest in each ward

# Tree Canopy Cover of Council Land

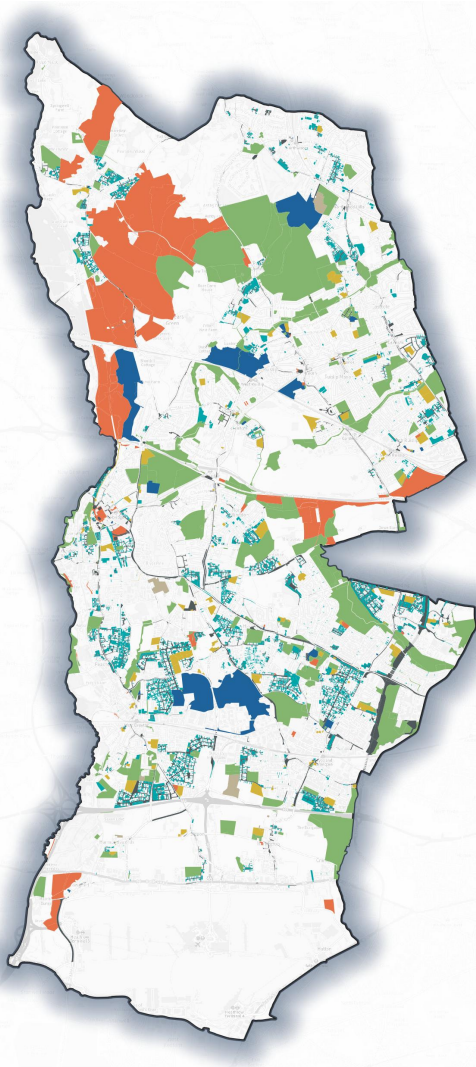
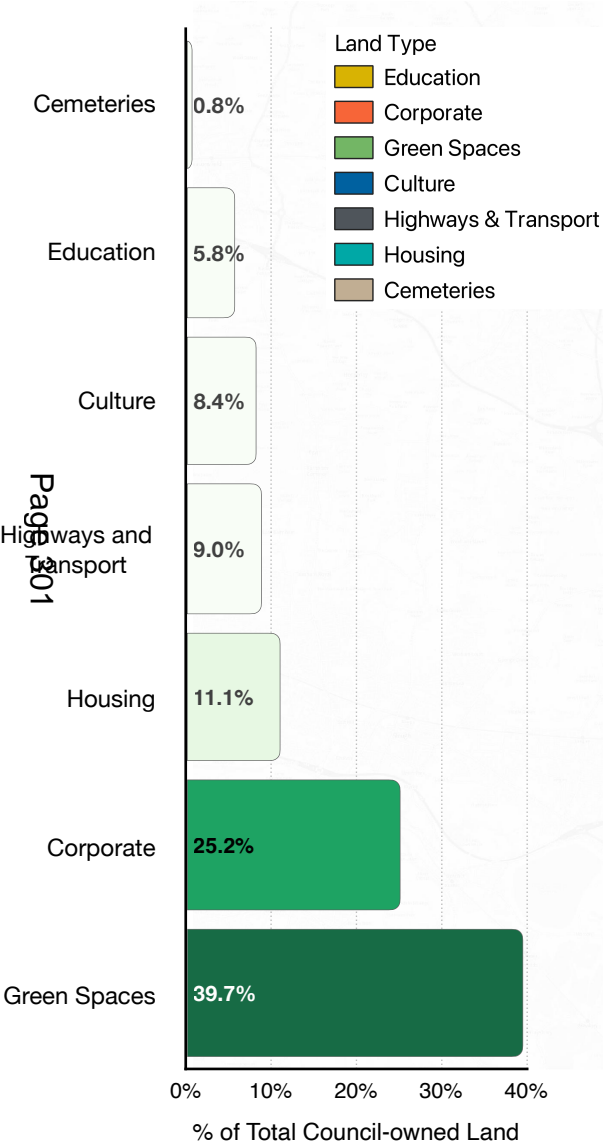


Figure 3. Council Land Types

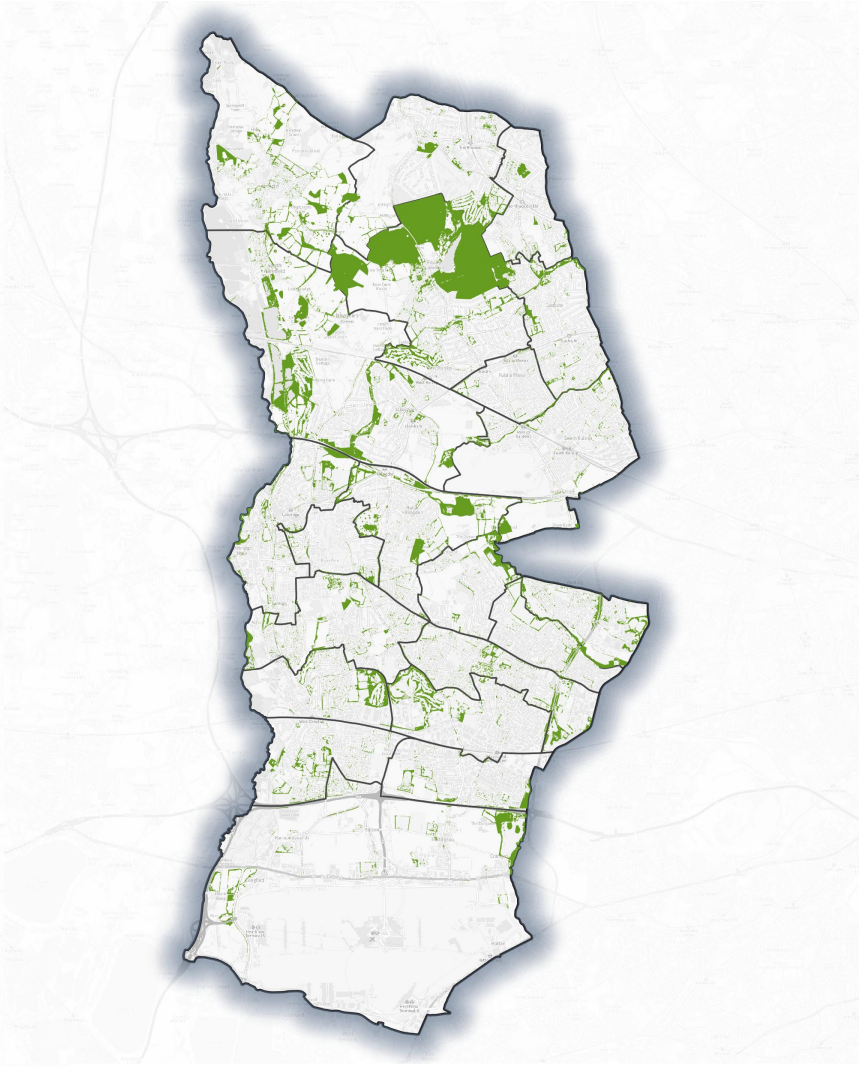


Figure 4. Canopy Cover within Hillingdon’s Council Owned Land\*  
 \*Council land excludes TfL land along the A40 corridor, as well as locations within Heathrow Airport’s boundary

Land categories	Total Size (Ha)	Canopy Cover (Ha)	Canopy Cover (% of land type)	Carbon storage (t)	Carbon sequestration (t/yr)	Carbon storage (£)	Carbon sequestration (£/yr)
Cemeteries	26	6	23.4	472	19	£465,289	£18,527
Corporate	791	90	11.4	6,918	275	£6,824,312	£271,736
Culture	262	109	41.5	8,345	332	£8,231,322	£327,762
Education	181	44	24.4	3,386	135	£3,339,725	£132,984
Green Spaces	1,245	662	53.2	50,874	2,026	£50,183,047	£1,998,232
Highways & Transport	281	50	17.7	3,822	152	£3,770,144	£150,123
Housing	348	55	15.8	4,241	169	£4,183,809	£166,595
<b>Total</b>	<b>3,134</b>	<b>1,016</b>	<b>32.4</b>	<b>78,058</b>	<b>3,108</b>	<b>£76,997,648</b>	<b>£3,065,959</b>

**Table 3: Ecosystem service benefits nominally provided by the urban forest in Hillingdon LB Council Owned Land**

# Methodology

## Data Sources

In the production of this report, Google Environmental Insights Explorer (EIE) was used to collect information on the canopy cover for Hillingdon LB. Google EIE uses high resolution aerial imaging in combination with human driven machine learning to map tree canopy cover present. This is the most accurate data available and is updated regularly although the the data presented in this report will be reliant on the most up to date images at the time.

Council land boundaries were supplied by Hillingdon Council. The original land types were grouped into broader categories (e.g., Housing combines dwelling and non-dwelling housing). This approach was applied consistently across all land types.

## Valuation Method

This information was then used in conjunction with data derived from i-Tree Canopy<sup>1</sup> to ascertain values for carbon storage and carbon sequestration per hectare of tree canopy cover. Once canopy cover and ecosystem services were estimated the monetary value was calculated based upon prices provided by the UK government.

Carbon storage and carbon sequestration values are calculated based on CO<sub>2</sub>e and the Department for Energy Security and Net Zero<sup>2</sup> figures of £269 per metric ton for 2024.

Area tonnage and value allocations are a simple reflection of share of canopy.

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<sup>1</sup> I-Tree Eco (2024)

<sup>2</sup> DESNZ (2024)

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## 2025/26 BETTER CARE FUND SECTION 75 AGREEMENT

<b>Cabinet Member &amp; Portfolio</b>	Cllr Jane Palmer Cabinet Member for Health & Social Care
<b>Responsible Officer</b>	Sandra Taylor – Adult Social Care and Health
<b>Report Author &amp; Directorate</b>	Gary Collier – Adult Social Care and Health.
<b>Papers with report</b>	<b>Appendix 1</b> – Draft 2025/26 Better Care Fund Section 75 Agreement.

## HEADLINES

<b>Summary</b>	<p>This report seeks authority to enter into an agreement with the Northwest London Integrated Care Board (ICB) under section 75 of the National Health Service Act, 2006, to give legal effect to the financial and partnership arrangements within the 2025/26 Better Care Fund (BCF) plan.</p> <p>The Better Care Fund (BCF) is a national initiative that has been in place since 2015 through which Council and Northwest London Integrated Care Board (ICB) budgets are pooled and then reallocated based on an approved plan intended to support the national policy objectives of supporting the shift from sickness to prevention and supporting people to live independently and the shift from hospital to home. The BCF is also a route through which the Government targets funding to support the local health and care systems.</p> <p>The focus of Hillingdon's 2025/26 BCF plan is improving care outcomes for older people, adults living with long-term conditions and people with learning disabilities and/or autism.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of:</p> <ul style="list-style-type: none"> <li>• Live active and healthy lives</li> <li>• Staying independent for as long as they are able.</li> </ul> <p>This report supports our commitments to residents of:</p> <ul style="list-style-type: none"> <li>• Thriving, Healthy Households</li> </ul>
<b>Financial Cost</b>	The value of the BCF for 2025/26 is £74,160,938 comprising of a Council contribution of £44,729,879 and an ICB contribution of £29,431,059.

<b>Select Committee</b>	Health and Social Care
<b>Ward(s)</b>	All

## RECOMMENDATIONS

That:

1. the London Borough of Hillingdon enter into an agreement with Northwest London Integrated Care Board (ICB) under section 75 of the National Health Service Act 2006 for the delivery of the Better Care Fund plan as described in the report from the 1<sup>st</sup> April 2025 to 31<sup>st</sup> March 2026 at a value of £74,160,937.
2. Authority be delegated to the Corporate Director, Adult Social Care and Health, to amend the terms of the agreement with Northwest London Integrated Care Board during 2025/26, in consultation with the Leader of the Council and the Cabinet Member for Health and Social Care.

### Reasons for recommendation(s)

1. **Entering Section 75 agreement:** Using powers under the 2006 National Health Service Act, NHS England makes the release of the £27,145k element of Hillingdon's Better Care Fund (BCF) that is under its control conditional on a pooled budget being established between the Council and North West London Integrated Care Board (ICB) through an agreement established under section 75 (s75) of the National Health Service Act 2006 (NHS Act). Local authorities and ICBs can enter s75 agreements once written notification has been received from NHS England that plans have 'assured' status. Confirmation of assured status was received on 18 June 2025.
2. Multiple factors have contributed to the delay in Cabinet being asked to consider this report. These include the impact on ICB capacity resulting from the NHS reorganisation. This has delayed decisions about ICB requirements. Securing partner agreement on use of discharge funding has also been subject to delays.
3. **Delegated authority to amend s75 agreement in-year:** The recommendation will enable the Council and ICB to respond quickly to any opportunities presented by evolving national policy, such as additional funding.

### Alternative options considered / risk management

4. **Not entering into the s75 agreement:** Cabinet could decide not to enter the agreement with the ICB for 2025/26, but this is not recommended as it would impact on the availability of £27,145k in 2025/26 NHS funding to support the local health and care system, including £9,157k to support adult social care. It could also impact on the £6,341k Disabled Facilities Grant that is paid directly to the Council by the Ministry of Housing, Communities and Local Government (MHCLG) and the £9,212k Local Authority Better Care Grant that is also paid directly to the Council by the MHCLG.

In each case, grant conditions require that the Council has an agreed BCF plan in place that meets national conditions.

5. **Not delegated authority to amend s75 agreement in-year:** Cabinet could decide not to approve delegation arrangements or to add some additional requirements. This option is not recommended as the recommendation is intended create agility within the health and care system to respond to evolving circumstances, including new funding opportunities.

### Select Committee comments

6. None at this stage.

## SUPPORTING INFORMATION

### Background

7. The Better Care Fund (BCF) is a national initiative that has been in place since 2015 through which Council and Northwest London Integrated Care Board (ICB) budgets are pooled and then reallocated based on an approved plan intended to support the national policy objectives of supporting the shift from sickness to prevention and supporting people to live independently and the shift from hospital to home. The BCF is also a route through which the Government targets funding to support the local health and care systems.
8. The policy framework that set out broad principles to be followed for the 2025/26 Better Care Fund (BCF) plan was published on the 30 January 2025. The detailed planning requirements for 2025/26 were also published on the same date.
9. The submission date for the 2025/26 plan set out in the January 2025 planning requirements was 31 March 2025. An in-year reduction to NHS additional contribution funding arrangements announced by the Northwest London Integrated Care Board (ICB) on 20<sup>th</sup> March 2025 meant that it was not possible for Hillingdon Place to be compliant with the national requirement and our local plan was submitted on the 6 May 2025. The planning documents were submitted as drafts pending Health and Wellbeing Board (HWB) formal approval. HWB approval of the plan is a national condition and was granted under delegated arrangements on 5 June 2025.
10. Cabinet may wish to note that the decision to reduce the NHS additional contribution to the BCF in-year followed the national announcement of the requirement for ICBs to reduce their overheads by 50% by December 2025.
11. The 2025/26 BCF plan submission comprises of the following documents:

- Narrative plan
- Planning template
- Intermediate care demand and capacity template

12. The narrative plan and key aspects of the planning template, i.e., income and expenditure, targets for metrics and supporting rationale, and the intermediate care demand and capacity template can be accessed using the following link [Better Care Fund - Hillingdon Council](#).

### **Funding Stream Changes**

13. Cabinet is advised that in 2024/25 there were two discharge funding grants, one of which came directly to local authorities and the other via ICBs. These were ring-fenced grants that could only be used to the support discharge. The ring-fence has been removed in 2025/26 and the ICB Discharge Fund has been included within the NHS minimum contribution to health. The local authority discharge fund has been included within the Local Authority Better Care Grant, which is paid directly to councils. The latter also includes the Improved Better Care Fund (iBCF) grant also previously received by councils as a separate grant. The value of this funding remains at the 2024/25 level. To avoid confusion, in this report funding previously identified as discharge funding will continue to be referred to as such, although it is important to emphasise that the removal of the ring-fence increases flexibility as to how this income can be deployed.

### **ICB Review of BCF Schemes**

14. As a result of the ICB instigated review of BCF schemes undertaken during 2024/25, Hillingdon has amalgamated schemes using common definitions agreed across the sector. BCF funded services have been aligned to four schemes that have aims linked to the national BCF objectives. There has also been an attempt to simplify funding arrangements by reducing the number of different BCF income streams supporting services included in the plan.
15. The schemes and related aims are shown below:
- **Scheme 1: Living Well.** Aim: Maximising independence and preventing unnecessary admission to hospital and residential care - Adults of working age.
  - **Scheme 2: Ageing Well.** Aim: Maximising independence and preventing unnecessary admission to hospital and residential care - People aged 65 +.
  - **Scheme 3: Active Recovery.** Aim: Promoting recovery and independence after acute illness.
  - **Scheme 4: Infrastructure Enablers.** Aim: Providing effective foundations for operational service delivery.

## Key Changes from 2024/25 Plan

16. The ICB's decision to reduce its additional contribution to the BCF in 2025/26 by 50% has resulted in savings of £796,619. The expectation is that the NHS additional contribution to the BCF will reduce by a further £718,608 from 2026/27 making a full year saving for 2026/27 of £1,515,227. Within this changed financial context the approach taken has included:
  - Deletion of posts that have not been recruited to or where functions can be delivered outside of the BCF, e.g. P2/3 Bed Coordinator and Online Services Coordinator posts.
  - Moving things out of the BCF that could be funded elsewhere, e.g., Marketplace online directory software licence.
  - Not continuing contracts due to expire in-year or where it is difficult to demonstrate impact.
  - Reducing capacity of services following an eligibility review, e.g. Bridging Care.
17. As part of the process of streamlining the BCF to focus on mandated funded streams and additional that is aligned to them, £26,210k of additional local authority contribution has been removed from the 2025/26 plan. This mainly applies to community services for people with learning disabilities, e.g., supported living, outreach, direct payments, etc. It is important to emphasise that these services continue to be funded but outside of the BCF.
18. Linked to the outcome of the NWL BCF are changes to the risk share arrangements for the community equipment service. In 2024/25 this was 76% NHS and 24% local authority. This will change to 71% NHS and 29% local authority in 2025/26 as part of a transition to a uniform 65% NHS and 35% local authority, which it is proposed to fully implement in 2026/27.

## S75 Agreement Key Features

19. The s75 agreement is largely a roll forward from 2023/24; however, this section of the report summarises the main features.
20. **Agreement duration:** Subject to Cabinet approving recommendation 1, the term would be 1st April 2025 until 31<sup>st</sup> March 2026. No option to extend further has been requested due to uncertainty about the Government's plans for the BCF from April 2026. Cabinet, however, is advised that some schemes include provision for them to continue unless terminated in accordance with the terms of the section 75 Agreement or superseded by a new section 75 Agreement. For example, services supporting hospital discharge reflected in Schedule 1D (Hospital Discharge Funding Arrangements) of **Appendix 1**.
21. **Hosting:** The practice since the inception of the BCF has been for the Council to host the pooled budget, which is the equivalent of a joint bank account.

22. **Hospital discharge arrangements:** Schedule 1D (Hospital Discharge Funding Arrangements) of the s75 agreement in **Appendix 1** sets out financial arrangements supporting hospital discharge. This includes funding for short-term bed-based block contracts as well as financial arrangements for out-of-hospital services that are not bed-based. It sets out services funded from the Discharge Fund as well as other funding streams within the BCF.
23. Agreed use of ICB Discharge Fund rolled forward from 2025/26 is also reflected Schedule 1D of **Appendix 1** to ensure transparency.
24. **Risk share:** It is proposed that the established practice of both partners managing their own risks is extended to the 2025/26 plan. The exception to this is with community equipment as identified in paragraph 12 above and Schedule 3 (Risk Share, Overspends and Underspends) of **Appendix 1**.
25. **Dispute resolution:** The dispute provisions of the agreement have been rolled over from the agreement supporting the 2024/25 BCF plan.
26. **Governance:** The delivery of the successive iterations of Hillingdon's plans has been overseen by the Core Officer Group comprising of the ICB's Joint Borough Directors for Hillingdon, the Council's Corporate Director for Adult Social Care and Health, HHCP's Managing Director, and the BCF Programme Manager. The governance schedule (Schedule 2) within the s75 agreement demonstrates the interrelationship between the Core Officer Group and the Hillingdon Place governance arrangements.

## Financial Implications

### **BCF Value 2025/26**

27. The value of the BCF for 2025/26 as shown in table 2 below decreases from **£100,025k** in 2024/25 to **£74,160k** in 2025/26. The expenditure tab from the template submitted to NHSE can be accessed via this link [Better Care Fund - Hillingdon Council](#). This provides Cabinet with a detailed breakdown of investment for 2025/26 that is within the scope of the 2024/25 section 75 agreement.
28. Table 1 below provides a comparison of NHS and Council contributions in 2025/26 compared with 2024/25.

<b>Table 1: Financial Contributions by Organisation 2024/25 and 2025/26</b>		
<b>Organisation</b>	<b>2024/25</b>	<b>2025/26</b>
NHS	29,851,857	29,431,059
LBH	70,173,307	44,729,879
<b>TOTAL</b>	<b>100,025,164</b>	<b>74,160,938</b>

29. Table 2 below provides a comparison of NHS and Council contributions by funding stream in 2025/26 compared with 2024/25. The decrease in the Council's additional contribution is explained in paragraph 11.

<b>Table 2: Financial Contributions by Funding Stream 2024/26</b>		
<b>FUNDING SOURCE</b>	<b>FUNDING</b>	
	<b>2024/25</b>	<b>2025/26</b>
Minimum NHS Contribution	26,754,890	27,145,109
Additional NHS Contribution	3,096,967	2,285,950
<b>NHS TOTAL</b>	<b>29,851,857</b>	<b>29,431,059</b>
Minimum LBH Contribution	14,787,649	15,554,753
Additional LBH Contribution	55,385,658	29,175,125
<b>LBH TOTAL</b>	<b>70,173,307</b>	<b>44,729,878</b>
<b>TOTAL BCF VALUE</b>	<b>100,025,164</b>	<b>74,160,938</b>

30. Table 3 below provides a comparison in value of the mandated BCF income streams in 2024/25 and 2025/26.

<b>Table 3: BCF Minimum Contributions Summary 2024/26</b>		
<b>Funding Breakdown</b>	<b>2024/25</b>	<b>2025/26</b>
<b>NHS MINIMUM CONTRIBUTION BREAKDOWN</b>		
➤ Minimum to Adult Social Care	8,811,589	9,157,453
➤ Minimum to Health	15,352,420	15,396,775
➤ ICB Discharge Fund	2,590,881	2,590,881
<b>TOTAL</b>	<b>26,754,890</b>	<b>27,145,109</b>
<b>LBH MINIMUM CONTRIBUTION BREAKDOWN</b>		
➤ Disabled Facilities Grant (DFG)	5,574,889	6,341,993
➤ Improved Better Care Fund (iBCF)	7,467,803	7,467,803
➤ LA Discharge Fund	1,744,957	1,744,957
<b>TOTAL</b>	<b>14,787,649</b>	<b>15,554,753</b>
<b>MINIMUM BCF VALUE</b>	<b>41,787,649</b>	<b>42,699,862</b>

31. Table 4 below summarises the Council and NHS funding contributions for the 2025/26 plan by scheme.

<b>Table 4: Funding Breakdown by Scheme</b>			
<b>Scheme</b>	<b>NHS</b>	<b>LBH</b>	<b>TOTAL</b>
1: Living Well	2,720,577	11,973,563	14,694,140
2: Ageing Well	11,166,206	30,872,950	42,039,156

3: Active Recovery	15,013,481	1,744,957	16,758,438
4: Infrastructure Enablers	530,795	138,409	669,204
<b>TOTAL</b>	<b>29,431,059</b>	<b>44,729,879</b>	<b>74,160,938</b>

## **Summary of Financial Changes**

32. In summary, the main financial changes from the 2024/25 plan are:

### **32.1 Additional LBH Contribution:**

- £26,210k of additional local authority contribution has been removed from the 2025/26 plan. This concerns community services for people with learning disabilities, such as supported living, outreach and direct payments services and reflects part of the process of simplifying the BCF and ensuring that additional funding aligns directly to the mandated funding streams.

### **32.2 NHS Minimum Contribution to Adult Social Care:**

- *Support for carers.* There has been a simplification of funding arrangements by bringing together separate carer-related services. This means that in 2025/26 there is a single carer support service activity within this income stream instead of three, which was the case in 2024/25.
- *Reablement.* The contribution of this income stream to funding Reablement has increased from £407.6k in 2024/25 to £957k. This reflects Government guidance that national funding for reablement is included within the NHS minimum contribution to Adult Social Care and links to the national policy objectives.

### **32.3 NHS Additional Contribution to Adult Social Care (Capitalisation):**

- *Long-term residential/nursing care home provision 18 +.* The NHS funding contribution to this area of provision, i.e., £787k, has been consolidated into this funding stream. It was spread across the NHS minimum and NHS Additional Contributions to Adult Social Care in 2024/25.
- *Reablement.* The contribution of this income stream (£449k) to the funding of this service has reduced to reflect the increase in the contribution from the NHS minimum contribution.
- *Continuing Healthcare Social Work post.* The funding for this post, i.e., £69k, was split across the NHS minimum and NHS Additional Contributions to Adult Social Care in 2024/25. It is now in one place.

### **32.4 Local Authority Better Care Grant (Discharge Component):**

- *Discharge-related placements.* Funding provision, i.e., £1,040k, allows short-term placements to be made and assessments of long-term care needs to be undertaken in an out of hospital setting. Funding covers the first six weeks

after placement and aligns with intermediate care regulations.

- *Discharge-related homecare*. Funding provision, i.e., £435k, covers the first four weeks after the start of the service.
- *Reablement*. This funding stream makes a £96k contribution to the cost of this service. This ensures that there is sufficient funding for the service to support admission prevention, hospital discharge and the out of hours response service for the telecare service, i.e., in circumstances where there is an alert, but the person concerned either does not have a responder or has a responder who cannot be contacted.

### **Local Authority Better Care Grant**

33. Cabinet is advised that the above grant combines what were two separate grants in 2024/25, i.e., Local Authority Discharge Grant and the Improved Better Care Grant. The funding received in 2025/26 reflects the combined value of the two grants in 2024/25, which was £9,212,760. The grant conditions for the Local Authority Better Care Grant are that it must be used to:
- Meet adult social care needs.
  - Reduce pressures on the NHS, including supporting more people to be discharged from hospital when they are ready (including supporting the principles of '*Discharge to Assess*'); and/or
  - Ensure that the local social care provider market is supported.
34. Under the agreed BCF plan the total £7,467,803 of this grant that in 2024/25 was the Improved Better Care Grant has been identified to support the provider market. This includes funding commissioning capacity to ensure greater effectiveness in delivering the Council's responsibilities under section 5 of the Care Act, 2014, which was identified as an area for development during the assurance process undertaken by the Care Quality Commission in 2024.

### **ICB Discharge Fund Roll Forward**

35. The hospital discharge funding arrangements schedule in **Appendix 1** also describes the use in 2025/26 of ICB Discharge Funding that was rolled forward into 2025/26, and this is shown in table 5 below. Cabinet is reminded that this funding was subject to a ring-fence, which meant that it could only be used to support hospital discharge. The REST service referred to in the table supports people with mental health needs and addictions.

**Table 5: 2024/25 ICB Discharge Fund Carry Forward**

<b>Service</b>	<b>Provider</b>	<b>Cost (£s)</b>
Extra care step-down extension	LBH/Comfort Care Services	24,685
Block beds 1-2-1 Support	London Quality Care	43,554
Rapid Engagement Support Team (REST) Service	CNWL	53,532
Additional hospice capacity support	Harlington Hospice	19,000
Self-funder Information Advice & Guidance Service	Age UK	48,872
Housing Needs Officer (Discharge)	LBH	37,128
<b>TOTAL</b>		<b>226,771</b>

## RESIDENT BENEFIT & CONSULTATION

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

36. The Council and ICB will be able to comply with the national BCF requirements for 2025/26.

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

37. The ICB has been consulted in the drafting of this report. The HHCP Finance and Performance Committee considered the provisions of the section 75 agreement at its meeting on 2<sup>nd</sup> October 2025.

## CORPORATE CONSIDERATIONS

### Corporate Finance

38. Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting the recommendation to enter into an agreement with North West London Integrated Care Coard, under Section 75 of the National Health Service Act 2006 for the delivery of the Better Care Fund Plan as described in the main body of the report covering the 1<sup>st</sup> April 2025 to 31<sup>st</sup> March 2026.
39. Furthermore, it is noted, the total amount for the Better Care Fund Plan for 2025/26 is £74,161k, made up of Council contribution of £44,730k and an Integrated Care Board contribution of £29,431k.
40. Additionally, it is noted that the 2025/26 Council contribution of £44,730k represents a reduction of £25,443k compared to the 2024/25 contribution. The reduction is in relation to the refocussing of the Better Care Fund on the mandated funding streams, this adjustment primarily affects community services, which will continue to be funded, but outside the scope of the Better Care Fund.

## Legal

41. Section 75 of the NHS Act 2006 permits NHS bodies and councils to contribute to a common fund which can be used to commission health or social care related services. This power allows a local authority to commission health services and NHS commissioners to commission social care. It enables joint commissioning, including of integrated services. When considering entering into a s75 agreement regard must be given to the NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000 which set out what a s75 Agreement must specify. There are no legal impediments to the recommendations set out within the report.

## BACKGROUND PAPERS

[Better Care Fund policy framework 2025 to 2026 - GOV.UK](#)  
[NHS England » Better Care Fund planning requirements 2025-26](#)

Dated: \_\_\_\_\_ day of \_\_\_\_\_ 2025



**London Borough of Hillingdon**  
  
**and**  
  
**NHS Northwest London Integrated  
Care Board**



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**FRAMEWORK PARTNERSHIP AGREEMENT  
PURSUANT TO SECTION 75 NHS ACT 2006  
RELATING TO THE COMMISSIONING OF  
HEALTH AND SOCIAL CARE SERVICES UNDER  
THE BETTER CARE FUND AND OTHER  
PARTNERSHIP ARRANGEMENTS**

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## **PARTIES**

- (1) **London Borough of Hillingdon** of Civic Centre, High Street, Uxbridge UB8 1UW (the "**Council**")
  - (2) **NHS Northwest London** (the "**ICB**") of 15 Marylebone Rd, London NW1 5JD
- each a "**Partner**" and together the "**Partners**".

## **BACKGROUND**

- (A) The Council has responsibility for commissioning and/or providing social care services on behalf of the population of the borough of Hillingdon.
- (B) The ICB has the responsibility for commissioning health services pursuant to the 2006 Act in the borough of Hillingdon.
- (C) The Better Care Fund has been established by the Government to provide funds to local areas to support the integration of health and social care and to seek to achieve the National Conditions. It is a requirement of the Better Care Fund that the ICB and the Council establish a pooled fund for this purpose.
- (D) Section 75 of the 2006 Act gives powers to local authorities and integrated care boards to establish and maintain pooled funds out of which payment may be made towards expenditure incurred in the exercise of prescribed local authority functions and prescribed NHS functions.
- (E) The purpose of this Agreement is to set out the terms on which the Partners have agreed to collaborate and to establish a framework through which the Partners can secure the future position of health and social care services which are the subject of this Agreement through lead or joint commissioning arrangements and through which the Partners will pool funds and/or align budgets as set out in this Agreement.
- (F) The aims and benefits of the Partners in entering into this Agreement are to:
  - a) improve the quality and efficiency of the Services.
  - b) meet the National Conditions.
  - c) make more effective use of resources through the establishment and maintenance of a pooled fund for revenue expenditure on the Services; and
  - d) ensure that by 2026/27 improvement in the health and wellbeing of all residents can be demonstrated as well as a reduction in disparities in health and care across Hillingdon's communities.
- (G) The Partners are entering into this Agreement in exercise of the powers referred to in Section 75 of the 2006 Act and/or Section 65Z5 of the 2006 Act as applicable, to the extent that exercise of these powers is required for the Partners to comply with their obligations under this Agreement.

## 1 DEFINED TERMS AND INTERPRETATION

- 1.1 In this Agreement, save where the context requires otherwise, the following words, terms and expressions shall have the following meanings:

**2000 Act** means the Freedom of Information Act 2000.

**2004 Regulations** means the Environmental Information Regulations 2004.

**2006 Act** means the National Health Service Act 2006.

**2014 Act** means the Care Act, 2014 unless otherwise stated.

**2018 Act** means the Data Protection Act, 2018.

**Affected Partner** means, in the context of Clause 24, the Partner whose obligations under the Agreement have been affected by the occurrence of a Force Majeure Event

**Agreement** means this agreement including its Schedules and Appendices.

**Annual Report** means the annual report produced by the Partners in accordance with Clause 20 (Review).

**Approved Expenditure** means any expenditure approved by the Partners in writing or as set out in the Scheme Specification in relation to an Individual Scheme over and above any Contract Price, Permitted Expenditure or agreed Third Party Costs.

**Authorised Officers** means an officer of each Partner appointed to be that Partner's representative for the purpose of this Agreement.

**BCF Quarterly Report** means the quarterly report produced by the Partners and provided to the Health and Wellbeing Board.

**Better Care Fund** means the Better Care Fund as described at [NHS England » Better Care Fund](#) as relevant to the Partners.

**Better Care Fund Plan** means the plan agreed by the Partners for the relevant Financial Year setting out the Partners' plan for the use of the Better Care Fund as attached as Schedule 6.

**Better Care Fund Requirements** means any and all requirements on the ICB and the Council in relation to the Better Care Fund set out in Law and guidance published by the Department of Health and Social Care and NHS England.

**Change in Law** means the coming into effect or repeal (without re-enactment or consolidation) in England of any Law, or any amendment or variation to any Law, or any judgment of a relevant court of law which changes binding precedent in England after the Commencement Date.

**Commencement Date** means 00:01 hrs on 1<sup>st</sup> April 2025.

**Confidential Information** means information, data and/or material of any nature which any Partner may receive or obtain in connection with the operation of this Agreement and the Services and:

- (a) which comprises Personal Data or Sensitive Personal Data or which relates to any patient or his treatment or medical history.
- (b) the release of which is likely to prejudice the commercial interests of a Partner or the interests of a Service User respectively; or
- (c) which is a trade secret.

**Contract Price** means any sum payable under a Service Contract as consideration for the provision of goods, equipment or services as required as part of the Services and which, for the avoidance of doubt, does not include any Default Liability.

**Controller** has the meaning given to it in the Data Protection Legislation.

**Data Protection Legislation** means all applicable data protection and privacy legislation in force from time to time in the UK including the UK GDPR, the 2018 Act and the Privacy and Electronic Communications (EC Directive) Regulations 2003 and any guidance and codes of practice issues by any Regulatory or Supervisory Body from time to time.

**Data Subject** has the meaning given to it in the Data Protection Legislation.

**Default Liability** means any sum which is agreed or determined by Law or in accordance with the terms of a Service Contract to be payable by any Partner(s) as a consequence of (i) breach by any or all of the Partners of an obligation(s) in whole or in part) under a Service Contract or (ii) any act or omission of a third party for which any or all of the Partners are, under the terms of the relevant Service Contract, liable to the Provider.

**Financial Contributions** means the financial contributions made by each Partner to a Pooled Fund or Non-Pooled Fund in any Financial Year.

**Financial Year** means each financial year running from 1 April in any year to 31 March in the following calendar year.

**Force Majeure Event** means one or more of the following:

- (a) war, civil war (whether declared or undeclared), riot or armed conflict.
- (b) acts of terrorism.
- (c) acts of God.
- (d) fire or flood.
- (e) industrial action.
- (f) prevention from or hindrance in obtaining raw materials, energy or other supplies; or

(g) any form of contamination or virus outbreak,

in each case where such event is beyond the reasonable control of the Partner claiming relief.

**Functions** means the NHS Functions and the Health-Related Functions.

**Health-Related Functions** means those of the health-related functions of the Council, specified in Regulation 6 of the Regulations as relevant to the commissioning of the Services and which may be further described in the relevant Scheme Specification.

**Host Partner** means for each Pooled Fund the Partner that will host the Pooled Fund and for any Non-Pooled Fund the Partner that will host the Non-Pooled Fund.

**Health and Wellbeing Board** means the Health and Wellbeing Board established by the Council pursuant to Section 194 of the Health and Social Care Act 2012.

**ICB Statutory Duties** means the duties of the ICB pursuant to Sections 14Z32 to 14Z44 of the 2006 Act.

**Indirect Losses** means loss of profits, loss of use, loss of production, increased operating costs, loss of business, loss of business opportunity, loss of reputation or goodwill or any other consequential or indirect loss of any nature, whether arising in tort or on any other basis.

**Individual Scheme** means one of the schemes which has been agreed by the Partners to be included within this Agreement using the powers under Section 75 of the 2006 Act as documented in a Scheme Specification.

**Information Commissioner** has the meaning given to it in the Data Protection Legislation.

**Integrated Commissioning** means arrangements by which both Partners commission Services in relation to an Individual Scheme on behalf of each other in exercise of both the NHS Functions and Health-Related Functions through integrated structures.

**Joint (Aligned) Commissioning** means a mechanism by which the Partners jointly commission a Service. For the avoidance of doubt, a joint (aligned) commissioning arrangement does not involve the delegation of any functions pursuant to Section 75 of the 2006 Act.

**Law** means:

- (a) any statute or proclamation or any delegated or subordinate legislation.
- (b) any enforceable community right within the meaning of Section 2(1) European Communities Act 1972.

- (c) any guidance, direction or determination with which the Partner(s) or relevant third party (as applicable) are bound to comply to the extent that the same are published and publicly available or the existence or contents of them have been notified to the Partner(s) or relevant third party (as applicable); and
- (d) any judgment of a relevant court of law which is a binding precedent in England.

**Lead Commissioning Arrangements** means the arrangements by which one Partner commissions Services in relation to an Individual Scheme on behalf of the other Partner in exercise of both the NHS Functions and the Health-Related Functions.

**Lead Partner** means the Partner responsible for commissioning an Individual Service under a Scheme Specification.

**Losses** means all damage, loss, liabilities, claims, actions, costs, expenses (including the cost of legal and/or professional services), proceedings, demands and charges whether arising under statute, contract or at common law but excluding Indirect Losses and "Loss" shall be interpreted accordingly.

**Month** means a calendar month.

**National Conditions** mean the national conditions as set out in the National Guidance as are amended or replaced from time to time.

**National Guidance** means any and all guidance in relation to the Better Care Fund as issued from time to time by NHS England, the Ministry of Housing, Communities and Local Government, the Department of Health and Social Care, and the Local Government Association either collectively or separately.

**NHS Functions** means those of the NHS functions listed in Regulation 5 of the Regulations as are exercisable by the ICB as are relevant to the commissioning of the Services and which may be further described in each Scheme Specification.

**NHS Standard Contract** means the contract published by NHS England which must be used by the ICB when commissioning clinical services.

**Non-Pooled Fund** means the budget detailing the financial contributions of the Partners which are not included in a Pooled Fund in respect of a particular Service as set out in the relevant Scheme Specification.

**Non-Recurrent Payments** means funding provided by a Partner to a Pooled Fund in addition to the Financial Contributions pursuant to arrangements agreed in accordance with Clause 8.4.

**Overspend** means any expenditure from a Pooled Fund or Non-Pooled Fund in a Financial Year which exceeds the Financial Contributions for that Financial Year.

**Partner** means each of the ICB and the Council, and references to "**Partners**" shall be construed accordingly.

**Partnership Board** means the partnership board responsible for review of performance and oversight of this Agreement as set out in Clause 19.2 and **Schedule 2**, where it is described as the '*Core Officer Group*'.

**Partnership Board Quarterly Reports** means the reports that the Pooled Fund Manager shall produce and provide to the Partnership Board on a Quarterly basis.

**Permitted Budget** means in relation to a Service where the Council is the Provider, the budget that the Partners have set in relation to the particular Service.

**Permitted Expenditure** has the meaning given in Clause 7.4.

**Personal Data** has the meaning given to it in the Data Protection Legislation.

**Personal Data Breach** has the meaning given to it in the Data Protection Legislation.

**Pooled Fund** means any pooled fund established and maintained by the Partners as a pooled fund in accordance with the Regulations.

**Pooled Fund Manager** means such officer of the Host Partner which includes a Section 113 Officer for the relevant Pooled Fund as nominated by the Host Partner from time to time to manage the Pooled Fund in accordance with Clause 8.

**Processing** has the meaning given to it in the Data Protection Legislation, and the terms "Process" and "Processed" shall be construed accordingly.

**Processor** has the meaning given to it in the Data Protection Legislation.

**Provider** means a provider of any Services commissioned under the arrangements set out in this Agreement, including the Council where the Council is a provider of any Services.

**Quarter** means each of the following periods in a Financial Year:

1 April to 30 June

1 July to 30 September

1 October to 31 December

1 January to 31 March

and "**Quarterly**" shall be interpreted accordingly.

**Regulations** means the means the NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000 No 617 (as amended from time to time).

**Regulatory or Supervisory Body** means any statutory or other body having authority to issue guidance, standards or recommendations with which the relevant Partner must comply or to which it must have regard and includes the Information Commissioner.

**Residents** mean people who live within the geographical boundaries of the London Borough of Hillingdon.

**Scheme** means Individual Scheme.

**Scheme Specification (or description)** means a specification setting out the arrangements for an Individual Scheme agreed by the Partners to be commissioned under this Agreement.

**Section 117 (s117)** refers to the duties on local authorities and ICBs to provide aftercare to people previously detained under section 3 of the 1983 Act.

**Services** means such health and social care services as agreed from time to time by the Partners as commissioned under the arrangements set out in this Agreement and more specifically defined in each Scheme Specification.

**Service Contract** means an agreement entered into by one or more of the Partners in exercise of its obligations under this Agreement to secure the provision of the Services in accordance with the relevant Individual Scheme.

**Service Provider** means a provider of Services under a Service Contract with one or both Partners.

**Service Users** means those individuals for whom the Partners have a responsibility to commission the Services.

**Special Category Personal Data** means Personal Data that falls within the scope of special categories of Personal Data specified in Article 9 of the UK GDPR.

**Third Party Costs** means all such third-party costs (including legal and other professional fees) in respect of each Individual Scheme as a Partner reasonably and properly incurs in the proper performance of its obligations under this Agreement and as agreed by the Partnership Board.

**UK GDPR** has the meaning given to it in section 3(10) (as supplemented by section 205(4)) of the Data Protection Act 2018.

**Underspend** means any expenditure from the Pooled Fund in a Financial Year which is less than the aggregate value of the Financial Contributions for that Financial Year.

**Working Day** means 8.00am to 6.00pm on any day except Saturday, Sunday, Christmas Day, Good Friday or a day which is a bank holiday (in England) under the Banking & Financial Dealings Act 1971.

- 1.2 In this Agreement, all references to any statute or statutory provision shall be deemed to include references to any statute or statutory provision which amends, extends, consolidates or replaces the same and shall include any orders, regulations, codes of practice, instruments or other subordinate legislation made thereunder and any conditions attaching thereto. Where relevant, references to English statutes and statutory provisions shall be construed as references also to equivalent statutes, statutory provisions and rules of law in other jurisdictions.
- 1.3 Any headings to Clauses, together with the front cover and the index are for convenience only and shall not affect the meaning of this Agreement. Unless the contrary is stated, references to Clauses and Schedules shall mean the clauses and schedules of this Agreement.
- 1.4 Any reference to the Partners shall include their respective statutory successors, employees and agents.
- 1.5 In the event of a conflict, the conditions set out in the Clauses to this Agreement shall take priority over the Schedules.
- 1.6 Where a term of this Agreement provides for a list of items following the word "*including*" or "*includes*", then such list is not to be interpreted as being an exhaustive list.
- 1.7 In this Agreement, words importing any particular gender include all other genders, and the term "person" includes any individual, partnership, firm, trust, body corporate, government, governmental body, trust, agency, unincorporated body of persons or association and a reference to a person includes a reference to that person's successors and permitted assigns.
- 1.8 In this Agreement, words importing the singular only shall include the plural and vice versa.
- 1.9 In this Agreement, "staff" and "employees" shall have the same meaning and shall include reference to any full or part time employee or officer, director, manager and agent.
- 1.10 Subject to the contrary being stated expressly or implied from the context in these terms and conditions, all communication between the Partners shall be in writing.
- 1.11 Unless expressly stated otherwise, all monetary amounts are expressed in pounds sterling but if pounds sterling is replaced as legal tender in the United Kingdom by a different currency, then all monetary amounts shall be converted into such other currency at the rate prevailing on the date such other currency first became legal tender in the United Kingdom.
- 1.12 All references to the Agreement include (subject to all relevant approvals) a reference to the Agreement as amended, supplemented, substituted, novated or assigned from time to time.

## **2 TERM**

- 2.1 This Agreement shall come into force on the Commencement Date.
- 2.2 This Agreement shall continue until it is terminated in accordance with Clause 22.
- 2.3 The duration of the arrangements for each Individual Scheme shall be as set out in the relevant Scheme Specification or if not set out, for the duration of this Agreement unless terminated earlier by the Partners in accordance with Clause 22.3.

## **3 GENERAL PRINCIPLES**

- 3.1 Nothing in this Agreement shall affect:
  - 3.1.1 the liabilities of the Partners to each other or to any third parties for the exercise of their respective functions and obligations (including the Functions); or
  - 3.1.2 any power or duty to recover charges for the provision of any services (including the Services) in the exercise of any local authority function.
- 3.2 The Partners agree to:
  - 3.2.1 treat each other with respect and an equality of esteem.
  - 3.2.2 be open with information about the performance and financial status of each; and
  - 3.2.3 provide early information and notice about relevant problems.
- 3.3 For the avoidance of doubt, the aims and outcomes relating to an Individual Scheme may be set out in the relevant Scheme Specification.

## **4 PARTNERSHIP FLEXIBILITIES**

- 4.1 This Agreement sets out the mechanism through which the Partners will work together to commission the Services. This may include one or more of the following commissioning mechanisms:
  - 4.1.1 Lead Commissioning Arrangements.
  - 4.1.2 Integrated Commissioning.
  - 4.1.3 Joint (Aligned) Commissioning; and/or
  - 4.1.4 the establishment of one or more Pooled Funds,in relation to Individual Schemes (the "**Flexibilities**").
- 4.2 Where there are Lead Commissioning Arrangements and the ICB is Lead Partner the Council delegates to the ICB and the ICB agrees to exercise, on the Council's

behalf, the Health-related Functions to the extent necessary for the purpose of performing its obligations under this Agreement in conjunction with the NHS Functions.

- 4.3 Where there are Lead Commissioning Arrangements and the Council is Lead Partner, the ICB delegates to the Council and the Council agrees to exercise on the ICB's behalf the NHS Functions to the extent necessary for the purpose of performing its obligations under this Agreement in conjunction with the Health-related Functions.
- 4.4 Where the powers of a Partner to delegate any of its statutory powers or functions are restricted, such limitations will automatically be deemed to apply to the relevant Scheme Specification, and the Partners shall agree arrangements designed to achieve the greatest degree of delegation to the other Partner necessary for the purposes of this Agreement which is consistent with the statutory constraints.

## **5 FUNCTIONS**

- 5.1 The purpose of this Agreement is to establish a framework through which the Partners can secure the provision of health and social care services in accordance with the terms of this Agreement.
- 5.2 This Agreement shall include such Functions as shall be agreed from time to time by the Partners as are necessary to commission the Services in accordance with their obligations under this Agreement.
- 5.3 The Scheme Specifications for the Individual Schemes included as part of this Agreement at the Commencement Date are set out in **Schedule 1** Part 2.
- 5.4 Where the Partners wish to add a new Individual Scheme to this Agreement a Scheme Specification for each Individual Scheme shall be completed and approved by each Partner in accordance with the variation procedure set out in Clause 30 (Variations). Each new Scheme Specification shall be substantially in the form set out in **Schedule 1** Part 1.
- 5.5 The Partners shall not enter into a Scheme Specification in respect of an Individual Scheme unless they are satisfied that the Individual Scheme in question will improve health and well-being in accordance with this Agreement.
- 5.6 For the purposes of implementing schemes in Schedule 1, the ICB delegates to the Council its functions below:
  - 5.6.1 section 3 (1)(b) of the 2006 Act of arranging for the provision of other accommodation for the purpose of any service provided under the 2006 Act.
  - 5.6.2 section 3 (1)(e) of the 2006 Act of arranging for the provision of such other services or facilities for the prevention of illness, the care of persons suffering from illness, and the aftercare of persons who have suffered from illness as are appropriate as part of the health service.

- 5.7 Table 1 below shall describe the form that the delegation provided for in Clause 5.6 above shall take.

<b>Table 1: Summary of Form of Delegated Functions: ICB to Council</b>	
<b>Scheme</b>	<b>Functions Delegated</b>
Schemes 1 and 2	Delegation by the ICB to the Council to enter contractual arrangements with homecare providers on behalf of the ICB.
	Delegation by the ICB to the Council to manage the process for people registered with Hillingdon GPs to access Personal Health Budgets as described in <b>Schedule 1C</b> of this Agreement.
	Delegation by the ICB to the Council to commission hospital admission prevention services on behalf of the ICB, subject to the Council's duties under section 22 of the 2014 Act.
Scheme 1	Delegation to the Council by the ICB the case management function for people with a learning disability and/or autism assessed as being eligible for NHS Continuing Healthcare (CHC) funding as described in <b>Schedule 1E</b> of this Agreement.
	Delegation to the Council by the ICB to act as lead commissioner in securing care and support services to meet the assessed needs of people with a learning disability and/or autism eligible for CHC funding.
Scheme 2	Delegation by the ICB to the Council to act as lead commissioner on behalf of the ICB for the community equipment service as described in <b>Schedule 1B</b> .
	Delegation by the ICB to the Council authority to undertake assessments

	and prescriptions for community equipment to meet health needs.
Scheme 3	Delegation by the ICB to the Council to procure the provision of beds for use as intermediate care or short-term placements on behalf of the ICB as described in <b>Schedule 1D</b> of this Agreement.
	Delegation by the ICB to the Council authority to act as lead commissioner on behalf of the ICB for the Bridging Care Service described in <b>Schedule 1D</b> .
Scheme 4	None

5.8 For the purposes of implementing the Schemes as described in **Schedule 1** the Council delegates its functions under section 2 (1) of the Care Act, 2014, to the ICB as follows:

5.8.1 Arrangements for the provision of services, facilities or resources, or take other steps that will:

- a) Contribute towards preventing or delaying the development by adults in its area of needs for care and support.
- b) Contribute towards preventing or delaying the development by carers in its area of needs for support.
- c) Reduce the needs for care and support of adults in its area.
- d) Reduce the needs for support of carers in its area.

5.9 Table 2 below shall describe the form that the delegation provided for in Clause 5.8 shall take.

Table 2: Summary of Form of Delegated Functions: Council to ICB	
Scheme	Functions Delegated
Scheme 1	None
Scheme 2	Delegation to the ICB by the Council authority to undertake assessment and prescription of community equipment to meet social care needs.
Scheme 3	None

Scheme 4	None
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5.10 The Partners agree that the delegation of functions under this Clause 5 will:

5.10.1 Likely lead to an improvement in the way in which these functions are discharged; and

5.10.2 Will improve health and wellbeing.

## 6 COMMISSIONING ARRANGEMENTS

6.1 For the duration of the Term each Partner shall retain Lead Commissioner responsibility for the Services within the Schemes described in **Schedule 1** for which they had Lead Commissioner responsibility prior to the Commencement Date. This shall include performance management and contract monitoring of all relevant Service Contracts and payment of the Provider of a Services Contract.

6.2 Both Partners shall be responsible for compliance with and making payments of all sums due to a Provider pursuant to the terms of each Service Contract.

6.3 Both Partners shall work in cooperation and endeavour to ensure that the relevant Services as set out in each Scheme Description and Specification are commissioned within each Partners Financial Contribution in respect of that Service in each Financial Year.

6.4 Each Partner shall keep the other Partner, and the Partnership Board regularly informed of the effectiveness of the arrangements including the Better Care Fund and any Overspend or Underspend in the Pooled Fund.

6.5 The Partnership Board will report back to the Health and Wellbeing Board as required by its Terms of Reference.

6.6 Commissioning arrangements in respect of **Schedule 1A** of this Agreement shall be as described in that Schedule.

## 7 ESTABLISHMENT OF A POOLED FUND

7.1 In exercise of their respective powers under Section 75 of the 2006 Act, the Partners have agreed to establish and maintain a Pooled Fund for revenue and capital expenditure as set out in **Schedules 1A to 1E** inclusive.

7.2 At the Commencement Date there shall be a single Pooled Fund in respect of this Agreement. Financial provisions outside of the Pooled Fund shall be as described in **Schedule 1A**.

7.3 The Pooled Fund shall be managed and maintained in accordance with the terms of this Agreement.

7.4 Subject to Clause 7.5, it is agreed that the monies held in the Pooled Fund may only be expended on the following:

- 7.4.1 the Contract Price.
  - 7.4.2 where the Council is to be the Provider, the Permitted Budget.
  - 7.4.3 Third Party Costs where these are set out in the relevant Scheme Specification or as otherwise agreed in advance in writing by the Partnership Board; and
  - 7.4.4 Approved Expenditure as set out in the relevant Scheme Specification or as otherwise agreed in advance in writing by the Partnership Board, ("Permitted Expenditure").
- 7.5 The Partners may only depart from the definition of Permitted Expenditure to include or exclude other revenue expenditure with the express written agreement of the Partnership Board.
- 7.6 For the avoidance of doubt, monies held in the Pooled Fund may not be expended on Default Liabilities unless this is agreed by all Partners in accordance with Clause 7.5.
- 7.7 Pursuant to this Agreement, the Partners agree to appoint a Host Partner for each of the Pooled Funds set out in the Scheme Specifications. The Host Partner shall be the Partner responsible for:
- 7.7.1 holding all monies contributed to the Pooled Fund on behalf of itself and the other Partners.
  - 7.7.2 providing the financial administrative systems for the Pooled Fund.
  - 7.7.3 appointing the Pooled Fund Manager; and
  - 7.7.4 ensuring that the Pooled Fund Manager complies with their obligations under this Agreement.

## **8 POOLED FUND MANAGEMENT**

- 8.1 When introducing a Pooled Fund, the Partners shall agree which officer of the Host Partner shall act as the Pooled Fund Manager for the purposes of Regulation 7(4) of the Regulations.
- 8.2 The Pooled Fund Manager for each Pooled Fund shall have the following duties and responsibilities:
- 8.2.1 the day-to-day operation and management of the Pooled Fund.
  - 8.2.2 ensuring that all expenditure from the Pooled Fund is in accordance with the provisions of this Agreement and the relevant Scheme Specification.
  - 8.2.3 maintaining an overview of all joint financial issues affecting the Partners in relation to the Services and the Pooled Fund.

- 8.2.4 ensuring that full and proper records for accounting purposes are kept in respect of the Pooled Fund.
  - 8.2.5 reporting to the Partnership Board as required by this Agreement and by the Partnership Board.
  - 8.2.6 ensuring action is taken to manage any projected under or overspends relating to the Pooled Fund in accordance with this Agreement.
  - 8.2.7 preparing and submitting to the Partnership Board Quarterly Reports (or more frequent reports if required by the Partnership Board) and an annual return about the income and expenditure from the Pooled Fund together with such other information as may be required by the Partners and the Partnership Board to monitor the effectiveness of the Pooled Fund and to enable the Partners to complete their own financial accounts and returns. The Partners agree to provide all necessary information to the Pooled Fund Manager in time for the reporting requirements to be met including (without limitation) comply with any reporting requirements as may be required by relevant National Guidance; and
  - 8.2.8 preparing and submitting reports to the Health and Wellbeing Board as may be required by it and any relevant National Guidance including (without limitation) supplying Quarterly Reports referred to in Clause 8.2.7 above to the Health and Wellbeing Board.
- 8.3 In carrying out their responsibilities as provided under Clause 8.2 the Pooled Fund Manager shall:
- 8.3.1 have regard to National Guidance and the recommendations of the Partnership Board; and
  - 8.3.2 be accountable to the Partners for delivery of those responsibilities.

## **9 NON-POOLED FUNDS**

- 9.1 Any Financial Contributions agreed to be held within a Non-Pooled Fund will be notionally held in a fund established solely for the purposes agreed by the Partners. For the avoidance of doubt, a Non-Pooled Fund does not constitute a pooled fund for the purposes of Regulation 7 of the Partnership Regulations.
- 9.2 When introducing a Non-Pooled Fund in respect of an Individual Scheme, the Partners shall agree:
- 9.2.1 which Partner if any shall host the Non-Pooled Fund; and
  - 9.2.2 how and when Financial Contributions shall be made to the Non-Pooled Fund.
- 9.3 The Host Partner of the relevant Non-Pooled Fund will be responsible for establishing the financial and administrative support necessary to enable the

effective and efficient management of the Non-Pooled Fund, meeting all required accounting and auditing obligations.

- 9.4 Both Partners shall ensure that any Services commissioned using a Non-Pooled Fund are commissioned solely in accordance with the relevant Scheme Specification.
- 9.5 Where there are Joint (Aligned) Commissioning arrangements, both Partners shall work in cooperation and shall endeavour to ensure that:
- 9.5.1 the NHS Functions funded from a Non-Pooled Fund are carried out within the ICB Financial Contribution to the Non-Pooled Fund for the relevant Service in each Financial Year; and
- 9.5.2 the Health-related Functions funded from a Non-Pooled Fund are carried out within the Council's Financial Contribution to the Non-Pooled Fund for the relevant Service in each Financial Year.

## **10 FINANCIAL CONTRIBUTIONS**

- 10.1 The Financial Contribution of the ICB and the Council to the Pooled Fund for each Financial Year of operation of each Individual Scheme will be as set out in the **Schedule 1A** to **1E** inclusive.
- 10.2 With the exception of Clause 13, no provision of this Agreement shall preclude the Partners from making additional contributions of Non-Recurrent Payments to the Pooled Fund from time to time by mutual agreement. Any such additional contributions of Non-Recurrent Payments shall be explicitly recorded in Partnership Board minutes and recorded in the budget statement as a separate item.
- 10.3 Financial arrangements in respect of **Schedule 1A** of this Agreement shall be as described in that Schedule.

## **11 NON-FINANCIAL CONTRIBUTIONS**

- 11.1 Each Scheme Specification shall set out non-financial contributions of each Partner including staff (including the Pooled Fund Manager), premises, IT support and other non-financial resources necessary to perform its obligations pursuant to this Agreement (including, but not limited to, management of Service Contracts and the Pooled Fund(s)).

## **12 RISK SHARE ARRANGMENTS, OVERSPENDS AND UNDERSPENDS**

### **Risk share arrangements**

- 12.1 The Partners have agreed risk share arrangements as set out in **Schedule 3**, which provide for risk share arrangements arising within the commissioning of services from the Pooled Funds as set out in National Guidance.

### **Overspends in Pooled Fund**

- 12.2 Overspends in the Pooled fund shall be managed as set out in **Schedule 3** for the Term of the Agreement.

#### **Underspend in Pooled Fund**

- 12.3 Underspends in the Pooled Fund shall be managed as set out in **Schedule 3** for the Term of the Agreement.

#### **Benefits**

- 12.4 In the event that cash savings are delivered in respect of services in the Pooled Fund, these will be retained by the Partner generating the said saving.

#### **Underspends and Overspends of Non-Pooled Funding**

- 12.5 Underspends and overspends of non-pooled funding shall be managed as set out in **Schedule 3**.

### **13 CAPITAL EXPENDITURE**

- 13.1 The Pooled Fund shall not be applied towards any one-off expenditure on goods and/or services outside of the remit of Schemes 1 and 4 of **Schedule 1**, specifically the use of Disabled Facilities Grants, without prior approval of the Partnership Board.

### **14 VAT**

The Partners shall agree the treatment of each Pooled Fund for VAT purposes in accordance with any relevant guidance from HM Revenue and Customs.

### **15 AUDIT AND RIGHT OF ACCESS**

- 15.1 The Partners shall promote a culture of probity and sound financial discipline and control. The Host Partner shall arrange for the audit of the accounts of the relevant Pooled Fund in accordance with the Regulations and the Local Audit and Accountability Act 2014.
- 15.2 All internal and external auditors and all other persons authorised by the Partners will be given the right of access by them to any document, information or explanation they require from any employee, member of the relevant Partner to carry out their duties. This right is not limited to financial information or accounting records and applies equally to premises or equipment used in connection with this Agreement. Access may be at any time without notice, provided there is good cause for access without notice.
- 15.3 The Partners shall comply with relevant NHS finance and accounting obligations as required by relevant Law and/or National Guidance.

### **16 LIABILITIES AND INSURANCE AND INDEMNITY**

- 16.1 Nothing in this Agreement shall affect:

- 16.1.1 the liability of the Council to the Service Users in respect of the Health-Related Functions; or
- 16.1.2 the liability of the ICB to the Service Users in respect of the NHS Functions.
- 16.2 Subject to Clause 16.3, and 16.4, if a Partner (the “Indemnified Partner”) incurs a Loss arising out of or in connection with this Agreement (including a Loss arising under an Individual Scheme) as a consequence of any act or omission of another Partner (the “Indemnifying Partner”) which constitutes negligence, fraud or a breach of contract in relation to this Agreement or any Service Contract then the Indemnifying Partner shall be liable to the Indemnified Partner for that Loss and shall indemnify the First Partner accordingly.
- 16.3 Clause 16.2 shall only apply to the extent that the acts or omissions of the Indemnifying Partner contributed to the relevant Loss. Furthermore, it shall not apply if such act or omission occurred as a consequence of the Indemnifying Partner acting in accordance with the instructions or requests of the Indemnified Partner or the Partnership Board.
- 16.4 If any third party makes a claim or intimates an intention to make a claim against either Partner which may reasonably be considered as likely to give rise to liability under this Clause 16, the Indemnified Partner will:
  - 16.4.1 as soon as reasonably practicable give written notice of that matter to the Indemnifying Partner specifying in reasonable detail the nature of the relevant claim.
  - 16.4.2 not make any admission of liability, agreement or compromise in relation to the relevant claim without the prior written consent of the Indemnifying Partner (such consent not to be unreasonably conditioned, withheld or delayed); and
  - 16.4.3 give the Indemnifying Partner and its professional advisers reasonable access to its premises and personnel and to any relevant assets, accounts, documents and records within its power or control so as to enable the Indemnifying Partner and its professional advisers to examine such premises, assets, accounts, documents and records and to take copies at their own expense for the purpose of assessing the merits of, and if necessary defending, the relevant claim.
- 16.5 Each Partner shall ensure that they maintain policies of insurance (or equivalent arrangements through schemes operated by the National Health Service Litigation Authority) in respect of all potential liabilities arising from this Agreement and in the event of Losses shall seek to recover such Loss through the relevant policy of insurance (or equivalent arrangement).
- 16.6 Each Partner shall at all times take all reasonable steps to minimise and mitigate any loss for which one Partner is entitled to bring a claim against the other Partner pursuant to this Agreement.

### **Conduct of Claims**

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16.7 In respect of the indemnities given in this Clause 16:

- 16.7.1 the Indemnified Partner shall give written notice to the Indemnifying Partner as soon as is practicable of the details of any claim or proceedings brought or threatened against it in respect of which a claim will or may be made under the relevant indemnity.
- 16.7.2 the Indemnifying Partner shall at its own expense have the exclusive right to defend conduct and/or settle all claims and proceedings to the extent that such claims or proceedings may be covered by the relevant indemnity provided that where there is an impact upon the Indemnified Partner, the Indemnifying Partner shall consult with the Indemnified Partner about the conduct and/or settlement of such claims and proceedings and shall at all times keep the Indemnified Partner informed of all material matters; and
- 16.7.3 the Partners shall each give to the other all such cooperation as may reasonably be required in connection with any threatened or actual claim or proceedings which are or may be covered by a relevant indemnity.

## 17 STANDARDS OF CONDUCT AND SERVICE

- 17.1 The Partners will at all times comply with Law and ensure good corporate governance in respect of each Partner (including the Partners respective standing orders and standing financial instructions).
- 17.2 The Council is subject to the duty of Best Value under the Local Government Act 1999. This Agreement and the operation of the Pooled Fund is therefore subject to the Council's obligations for Best Value and the other Partners will co-operate with all reasonable requests from the Council which the Council considers necessary to fulfil its Best Value obligations.
- 17.3 The ICB is subject to the ICB Statutory Duties and these incorporate a duty of clinical governance, which is a framework through which they are accountable for continuously improving the quality of its services and safeguarding high standards of care by creating an environment in which excellence in clinical care will flourish. This Agreement and the operation of the Pooled Funds are therefore subject to ensuring compliance with the ICB Statutory Duties and clinical governance obligations.
- 17.4 The Partners are committed to an approach to equality and equal opportunities as represented in their respective policies. The Partners will maintain and develop these policies as applied to service provision, with the aim of developing a joint strategy for all elements of the Services.

## 18 CONFLICTS OF INTEREST

- 18.1 The Partners shall comply with the agreed policy for identifying and managing conflicts of interest as set out in Schedule 5.

## 19 GOVERNANCE

- 19.1 Overall strategic oversight of partnership working between the partners is vested in the Health and Well Being Board, which for these purposes shall make recommendations to the Partners as to any action it considers necessary.
- 19.2 The Partners have established a Partnership Board to undertake responsibility for management of the pooled fund.
- 19.3 The Partnership Board is based on a joint working group structure. Each member of the Partnership Board shall be an officer of one of the Partners and will have individual delegated responsibility from the Partner employing them to make decisions which enable the Partnership Board to carry out its objects, roles, duties and functions as set out in this Clause 18 and **Schedule 2**.
- 19.4 The terms of reference of the Partnership Board will be as set out in **Schedule 2**.
- 19.5 Each Partner has secured internal reporting arrangements to ensure the standards of accountability and probity required by each Partner's own statutory duties and organisation are complied with.

The Health and Wellbeing Board will be responsible for the overall approval of the Individual Schemes, ensuring compliance with the Better Care Fund Plan and the strategic direction of the Better Care Fund, in accordance with the process set out in **Schedule 2**.

## 20 REVIEW

- 20.1 Save where the Partnership Board agree alternative arrangements (including alternative frequencies) the Partners must undertake an annual review ("**Annual Review**") of the operation of this Agreement, any Pooled Fund and the provision of the Services within 3 Months of the end of each Financial Year.
- 20.2 The Partners shall within 20 Working Days of the annual review prepare a joint annual report documenting the matters referred to in this Clause 20. The annual report shall be subject to approval by the Health and Wellbeing Board.
- 20.3 If the Partners fail to meet the requirements of the Better Care Fund Plan and NHS England, the Partners shall co-operate with NHS England to agree a recovery plan.
- 20.4 Any review undertaken in accordance with this Clause 19 must reflect an intention to deliver the aims and benefits identified in Clause (F) of this Agreement.

## 21 COMPLAINTS

- 21.1 During the term of the Agreement, the Partners will explore establishing a joint complaints system. The application of a joint complaints system will be without prejudice to a complainant's right to use either of the Partners' statutory complaints procedures where applicable.

- 21.2 Prior to the development of a joint complaints system or after the failure or suspension of any such joint complaints system the following will apply:
- 21.2.1 where a complaint wholly relates to one or more of the Council's Health Related Functions it will be dealt with in accordance with the statutory complaints procedure of the Council.
  - 21.2.2 where a complaint wholly relates to one or more of the ICB's NHS Functions, it will be dealt with in accordance with the statutory complaints procedure of the ICB.
  - 21.2.3 where a complaint relates partly to one or more of the Council's Health Related Functions and partly to one or more of the ICB's NHS Functions then a joint response will be made to the complaint by the Council and the relevant NHS organisation, in line with local joint protocol.
  - 21.2.4 where a complaint cannot be handled in any way described above or relates to the operation of the arrangements made pursuant to this Agreement or the content of this Agreement, then the Partnership Board will set up a complaints subgroup to examine the complaint and recommend remedies. All complaints must be reported to the Partnership Board.
- 22 TERMINATION & DEFAULT**
- 22.1 The termination and default provisions as set out in Clauses 22.2 to 22.8 of this Agreement will apply.
- 22.2 Each Individual Scheme may be terminated in accordance with the terms set out in the relevant Scheme Description and Specification (where applicable) provided that the Partners ensure that the Better Care Fund requirements continue to be met.
- 22.3 If any Partner ("*Relevant Partner*") fails to meet any of its obligations under this Agreement, the other Partner may by notice require the Relevant Partner to take such reasonable action within a reasonable timescale as the other Partners may specify to rectify such failure. Should the Relevant Partner fail to rectify such failure within such reasonable timescale, the matter shall be referred for resolution in accordance with this Clause 22.
- 22.4 Termination of this Agreement (whether by effluxion of time or otherwise) shall be without prejudice to the Partners' rights in respect of any antecedent breach.
- 22.5 In the event of termination of this Agreement, the Partners agree to cooperate to ensure an orderly wind down of their joint activities and to use their best endeavours to minimise disruption to the health and social care which is provided to the Service Users.
- 22.6 Upon termination of this Agreement (or any part thereof) for any reason whatsoever the following will apply:

- 22.6.1 the Partners agree that they will work together and co-operate to ensure that the winding down and disaggregation of the integrated and joint activities to the separate responsibilities of the Partners is carried out smoothly and with as little disruption as possible to service users, employees, the Partners and third parties, so as to minimise costs and liabilities of each Partner in doing so;
- 22.6.2 where either Partner has entered into a Service Contract which continues after the termination of this Agreement, both Partners shall continue to contribute to the Contract Price in accordance with the agreed contribution for that Service prior to termination and will enter into all appropriate legal documentation required in respect of this.
- 22.6.3 the Lead Commissioner will make reasonable endeavours to amend or terminate a Service Contract (which shall for the avoidance of doubt not include any act or omission that would place the Lead Commissioner in breach of the Service Contract) where the other Partner requests the same in writing Provided that the Lead Commissioner will not be required to make any payments to the Provider for such amendment or termination unless the Partners will have agreed in advance who shall be responsible for any such payment.
- 22.6.4 where a Service Contract held by a Lead Commissioner relates all or partially to services which relate to the other Partner's Functions then provided that the Service Contract allows the other Partner may request that the Lead Commissioner assigns the Service Contract in whole or part upon the same terms mutatis mutandis as the original contract.
- 22.6.5 the Partnership Board will continue to operate for the purposes of functions associated with this Agreement for the remainder of any contracts and commitments relating to this Agreement; and
- 22.6.6 Termination of this Agreement shall have no effect on the liability of any rights or remedies of either Partner already accrued, prior to the date upon which such termination takes effect.
- 22.7 In the event of termination in relation to an Individual Scheme the provisions of Clause 22.6 will apply mutatis mutandis in relation to the Individual Scheme (as though references as to this Agreement were to that Individual Scheme).

## **23 DISPUTE RESOLUTION**

- 23.1 In the event of a dispute between the Partners arising out of this Agreement, either Partner may serve written notice of the dispute on the other Partner, setting out full details of the dispute.
- 23.2 The Authorised Officer shall meet in good faith as soon as possible and in any event within seven (7) days of notice of the dispute being served pursuant to Clause 23.1, at a meeting convened for the purpose of resolving the dispute.
- 23.3 If the dispute remains after the meeting detailed in Clause 23.2 has taken place, the matter shall be referred in writing to the ICB Clinical Lead for Hillingdon and

the Co-chairmen of the Health and Wellbeing Board. The ICB Clinical Lead for Hillingdon and the Co-chairmen of the Health and Wellbeing Board will meet within fourteen (14) days of the date of the referral for the purpose of resolving the dispute.

23.4 The decision of the ICB Clinical Lead for Hillingdon and the Co-chairmen of the Health and Wellbeing Board as described in Clause 23.3 will be final and binding on both Partners.

23.5 Nothing in the procedure set out in this Clause 23 will in any way affect either Partner's right to terminate this Agreement in accordance with any of its terms or take immediate legal action.

## **24 FORCE MAJEURE**

24.1 Neither Partner shall be entitled to bring a claim for a breach of obligations under this Agreement by the other Partner or incur any liability to the other Partner for any losses or damages incurred by that Partner to the extent that a Force Majeure Event occurs and it is prevented from carrying out its obligations by that Force Majeure Event.

24.2 On the occurrence of a Force Majeure Event, the Affected Partner shall notify the other Partner as soon as practicable. Such notification shall include details of the Force Majeure Event, including evidence of its effect on the obligations of the Affected Partner and any action proposed to mitigate its effect.

24.3 As soon as practicable, following notification as detailed in Clause 24.2, the Partners shall consult with each other in good faith and use all best endeavours to agree appropriate terms to mitigate the effects of the Force Majeure Event and, subject to Clause 24.4, facilitate the continued performance of the Agreement.

24.1 If the Force Majeure Event continues for a period of more than sixty (60) days, either Partner will have the right to terminate the Agreement by giving fourteen (14) days written notice of termination to the other Partner. For the avoidance of doubt, no compensation will be payable by either Partner as a direct consequence of this Agreement being terminated in accordance with this Clause 24.

## **25 CONFIDENTIALITY**

25.1 In respect of any Confidential Information a Partner receives from another Partner (the "**Discloser**") and subject always to the remainder of this Clause 25, each Partner (the "**Recipient**") undertakes to keep secret and strictly confidential and shall not disclose any such Confidential Information to any third party, without the Discloser's prior written consent provided that:

25.1.1 the Recipient shall not be prevented from using any general knowledge, experience or skills which were in its possession prior to the Commencement Date; and

- 25.1.2 the provisions of this Clause 25 shall not apply to any Confidential Information which:
- (a) is in or enters the public domain other than by breach of the Agreement or other act or omission of the Recipient; or
  - (b) is obtained by a third party who is lawfully authorised to disclose such information.
- 25.2 Nothing in this Clause 25 shall prevent the Recipient from disclosing Confidential Information where it is required to do so in fulfilment of statutory obligations or by judicial, administrative, governmental or regulatory process in connection with any action, suit, proceedings or claim or otherwise by applicable Law.
- 25.3 Each Partner:
- 25.3.1 may only disclose Confidential Information to its employees and professional advisors to the extent strictly necessary for such employees to carry out their duties under the Agreement.
  - 25.3.2 will ensure that, where Confidential Information is disclosed in accordance with Clause 25.3.1, the recipient(s) of that information is made subject to a duty of confidentiality equivalent to that contained in this Clause 25; and
  - 25.3.3 shall not use Confidential Information other than strictly for the performance of its obligations under this Agreement.

## **26 FREEDOM OF INFORMATION AND ENVIRONMENTAL INFORMATION REGULATIONS**

- 26.1 The Partners agree that they will each cooperate with each other to enable any Partner receiving a request for information under the 2000 Act or the 2004 Regulations to respond to a request promptly and within the statutory timescales. This cooperation shall include but not be limited to finding, retrieving and supplying information held, directing requests to other Partners as appropriate and responding to any requests by the Partner receiving a request for comments or other assistance.
- 26.2 Any and all agreements between the Partners as to confidentiality shall be subject to their duties under the 2000 Act and 2004 Regulations. No Partner shall be in breach of Clause 26 if it makes disclosures of information in accordance with the 2000 Act and/or 2004 Regulations.

## **27 OMBUDSMEN AND INVESTIGATIONS BY REGULATORY BODIES**

- 27.1 The Partners will co-operate with any investigation undertaken by the Health Service Commissioner for England or the Local Government Commissioner for England (or both) in connection with this Agreement.

## 28 DATA PROTECTION AND INFORMATION SHARING

- 28.1 The Partners must comply with the provisions of the Data Protection Laws and any other relevant data protection law in force so far as applicable to this Agreement and the Services and must indemnify each other against all actions, costs, expenses, claims, proceedings and demands which may be brought against the other Party for breach of statutory duty under these statutes which arises from the use, disclosure or transfer of Personal Data by the other Party or its servants or agents..
- 28.2 For the purposes of this Clause 28, the terms “*Data Controller*”, “*Data Processor*”, “*Data Subject*”, “*Data*” and “*Processing*” will have the meaning prescribed under the Data Protection Laws

## 29 NOTICES

- 29.1 Any notice to be given under this Agreement shall either be delivered personally or sent by first class post or electronic mail. The address for service of each Partner shall be as set out in Clause 29.3 or such other address as each Partner may previously have notified to the other Partner in writing. A notice shall be deemed to have been served if:
- 29.1.1 personally delivered, at the time of delivery.
  - 29.1.2 posted, at the expiration of forty-eight (48) hours after the envelope containing the same was delivered into the custody of the postal authorities; or
  - 29.1.3 if sent by electronic mail, at the time of transmission and a telephone call must be made to the recipient warning the recipient that an electronic mail message has been sent to him (as evidenced by a contemporaneous note of the Partner sending the notice) and a hard copy of such notice is also sent by first class recorded delivery post (airmail if overseas) on the same day as that on which the electronic mail is sent.
- 29.2 In proving such service, it shall be sufficient to prove that personal delivery was made, or that the envelope containing such notice was properly addressed and delivered into the custody of the postal authority as prepaid first class or airmail letter (as appropriate), or that the electronic mail was properly addressed and no message was received informing the sender that it had not been received by the recipient (as the case may be).
- 29.3 The address for service of notices as referred to in Clause 29.1 shall be as follows unless otherwise notified to the other Partner in writing:
- 29.4 The address for service of notices as referred to in Clause 28.1 shall be as follows unless otherwise notified to the other Partner in writing:
- 29.4.1 if to the Council, addressed to the **Corporate Director for Adult Social Care and Health**.

Tel: 01895 250506  
Email: [staylor@hillingdon.gov.uk](mailto:staylor@hillingdon.gov.uk)

and

29.4.2 if to the ICB, addressed to the **Borough Director**.

Tel: 01895 203005  
Email: [sean.bidewell@nhs.net/sue.jeffers@nhs.net](mailto:sean.bidewell@nhs.net/sue.jeffers@nhs.net)

### **30 VARIATION**

- 30.1 No variations to this Agreement will be valid unless they are recorded in writing and signed for and on behalf of each of the Partners.

### **31 CHANGE IN LAW**

- 31.1 The Partners shall ascertain, observe, perform and comply with all relevant Laws, and shall do and execute or cause to be done and executed all acts required to be done under or by virtue of any Laws.
- 31.2 On the occurrence of any Change in Law, the Partners shall agree in good faith any amendment required to this Agreement as a result of the Change in Law subject to the Partners using all reasonable endeavours to mitigate the adverse effects of such Change in Law and taking all reasonable steps to minimise any increase in costs arising from such Change in Law.
- 31.3 In the event of failure by the Partners to agree the relevant amendments to the Agreement (as appropriate), the Clause 23 (Dispute Resolution) shall apply.

### **32 WAIVER**

- 32.1 No failure or delay by any Partner to exercise any right, power or remedy will operate as a waiver of it nor will any partial exercise preclude any further exercise of the same or of some other right to remedy.

### **33 SEVERANCE**

- 33.1 If any provision of this Agreement, not being of a fundamental nature, shall be held to be illegal or unenforceable, the enforceability of the remainder of this Agreement shall not thereby be affected.

### **34 ASSIGNMENT AND SUBCONTRACTING**

- 34.1 The Partners shall not sub-contract, assign or transfer the whole or any part of this Agreement, without the prior written consent of the other Partners, which shall not be unreasonably withheld or delayed. This shall not apply to any transfer to a statutory successor of all or part of a Partner's statutory functions.

## **35 EXCLUSION OF PARTNERSHIP AND AGENCY**

- 35.1 Nothing in this Agreement shall create or be deemed to create a partnership under the Partnership Act 1890 or the Limited Partnership Act 1907, a joint venture or the relationship of employer and employee between the Partners or render either Partner directly liable to any third party for the debts, liabilities or obligations of the other.
- 35.2 Except as expressly provided otherwise in this Agreement or where the context or any statutory provision otherwise necessarily requires, neither Partner will have authority to, or hold itself out as having authority to:
- 35.2.1 act as an agent of the other.
  - 35.2.2 make any representations or give any warranties to third parties on behalf of or in respect of the other; or
  - 35.2.3 bind the other in any way.

## **36 THIRD PARTY RIGHTS**

Unless the right of enforcement is expressly provided, no third party shall have the right to pursue any right under this Agreement pursuant to the Contracts (Rights of Third Parties) Act 1999 or otherwise.

## **37 ENTIRE AGREEMENT**

- 37.1 The terms herein contained together with the contents of the Schedules constitute the complete agreement between the Partners with respect to the subject matter hereof and supersede all previous communications representations understandings and agreement and any representation promise or condition not incorporated herein shall not be binding on any Partner.
- 37.2 No agreement or understanding varying or extending or pursuant to any of the terms or provisions hereof shall be binding upon any Partner unless in writing and signed by a duly authorised officer or representative of the parties.

## **38 COUNTERPARTS**

- 38.1 This Agreement may be executed in one or more counterparts. Any single counterpart or a set of counterparts executed, in either case, by all Partners shall constitute a full original of this Agreement for all purposes.

## **39 GOVERNING LAW AND JURISDICTION**

- 39.1 This Agreement and any dispute or claim arising out of or in connection with it or its subject matter or formation (including non-contractual disputes or claims) shall be governed by and construed in accordance with the laws of England and Wales.
- 39.2 Subject to Clause 23 (Dispute Resolution), the Partners irrevocably agree that the courts of England and Wales shall have exclusive jurisdiction to hear and settle any action, suit, proceedings, dispute or claim, which may arise out of, or

in connection with, this Agreement, its subject matter or formation (including non-contractual disputes or claims).

## **EXECUTION OF AGREEMENTS BY THE COUNCIL**

CORPORATE SEAL OF THE  
LONDON BOROUGH OF  
HILLINGDON

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## **EXECUTION OF AGREEMENTS BY NHS NORTHWEST LONDON**

NAME:

POSITION:

SIGNATURE:

DATE:

## SCHEDULE 1 – SCHEME DESCRIPTIONS

<b>Scheme 1: Living Well</b>
<b>Aim:</b> Maximising independence and preventing unnecessary admission to hospital and residential care - Adults of working age.
<b>Priorities:</b> <ul style="list-style-type: none"> <li>Continuing to embed a Population Health Management (PHM) approach across the health and care system.</li> <li>Strengthen early intervention to prevent or delay long-term conditions.</li> <li>Develop support for unpaid carers.</li> <li>Implementing the outcomes of competitive tenders for third sector provided preventative services, e.g., information, advice and guidance, support for carers, and early intervention support for adults with mental health needs.</li> </ul>
<b>Metrics:</b> <ul style="list-style-type: none"> <li><i>Proportion of unpaid carers on the carers register as a proportion of carers identified by the 2021 census.</i></li> <li><i>Long-term admissions to residential care homes for people aged 18 to 64 per 100,000 population.</i></li> </ul>

<b>Scheme 2: Ageing Well</b>
<b>Aim:</b> Maximising independence and preventing unnecessary admission to hospital and residential care - People aged 65 +.
<b>Priorities:</b> <ul style="list-style-type: none"> <li>Further developing three Integrated Neighbourhood Teams (INTs) and the neighbourhood working approach to deliver care and support closer to home.</li> <li>Establishing fewer, larger integrated teams aligned to the INTs that cover seven days and have a single leader.</li> <li>Expanding a targeted care coordination programme within the INTs that utilises digital innovation and focuses on risk stratification and early intervention, particularly for the 4,400 people who are high users of health services.</li> </ul>
<b>Metrics:</b> <ul style="list-style-type: none"> <li><i>Emergency admissions to hospital for people aged 65+ per 100,000 population.</i></li> <li><i>Emergency admissions to hospital related to falls for people aged 65+ per 100,000 population</i></li> <li><i>Long-term admissions to residential care homes for people aged 65 + per 100,000 population.</i></li> </ul>

<b>Scheme 3: Active Recovery</b>
<b>Aim:</b> Promoting recovery and independence after acute illness.
<b>Priorities:</b> <ul style="list-style-type: none"> <li>• Implementation of a Community Urgent and Emergency Care Service linked to the three super Neighbourhood Hubs previously mentioned.</li> <li>• Implementation of an Integrated Active Recovery Service.</li> <li>• Expansion of the Palliative Integrated Care Hub.</li> <li>• Full implementation of an acute to hospice pathway.</li> </ul>
<b>Metrics:</b> <ul style="list-style-type: none"> <li>• <i>Average length of discharge delay for all acute adult patients</i></li> <li>• <i>Reduction in number of people in an acute hospital not meeting the Criteria to Reside (CTR).</i></li> </ul>

<b>Scheme 4:</b>
<b>Aim:</b> Providing effective foundations for operational service delivery.
<b>Priorities:</b> <ul style="list-style-type: none"> <li>• Implementation of an Adult Social Care commissioning model.</li> </ul>
<b>Metrics:</b> <ul style="list-style-type: none"> <li>• <i>Increase in the percentage of regulated providers assessed by the Care Quality Commission as 'good' and above.</i></li> </ul>

## SCHEDULE 1A – FINANCIAL CONTRIBUTIONS SUMMARY AND BREAKDOWN

### FINANCIAL CONTRIBUTIONS SUMMARY

1.1 Table 1 summarises the total contribution by organisations in 2025/26.

<b>Table 1: Financial Contributions by Organisation 2025/26</b>	
<b>Organisation</b>	<b>2025/26</b>
NHS	29,431,059
LBH	44,729,879
<b>TOTAL</b>	<b>74,160,938</b>

1.2 Table 2 below provides a breakdown by BCF funding stream for 2025/26.

<b>Table 2: Financial Breakdown by BCF Funding Stream, 2025/26</b>			
<b>Running Balances</b>	<b>Income</b>	<b>Expenditure</b>	<b>Balance</b>
DFG	£6,341,993	£6,341,993	0
NHS Minimum Contribution	£27,145,109	£27,145,109	0
Local Authority Better Care Grant	£9,212,761	£9,212,761	0
Additional LA Contribution	£29,175,125	£29,175,125	0
Additional NHS Contribution	£2,285,950	£2,285,950	0
<b>TOTAL</b>	<b>£74,160,938</b>	<b>£74,160,938</b>	<b>0</b>

1.3 Table 3 below shows the allocation to Adult Social Care spend from the NHS minimum contribution.

<b>Table 3: Adult Social Care Spend from NHS Minimum 2025/26</b>		
<b>Required Spend</b>	<b>Planned Spend</b>	<b>Balance</b>
<b>£9,157,453</b>	<b>£9,157,453</b>	<b>0</b>

1.4 Table 4 below summarises the Council and NHS contributions for 2025/26 by scheme.

<b>Table 4: Council and NHS Contributions by Scheme, 2025/26</b>			
<b>Scheme</b>	<b>NHS</b>	<b>LBH</b>	<b>TOTAL</b>
Living Well	2,720,577	11,973,563	14,694,140
Ageing Well	11,166,206	30,872,950	42,039,156
Active Recovery	15,013,481	1,744,957	16,758,438
Infrastructure Enablers	530,795	138,409	669,204
<b>TOTAL</b>	<b>29,431,059</b>	<b>44,729,879</b>	<b>74,160,938</b>

1.5 **Annex A** to this **Schedule 1A** of the Agreement provides a detailed breakdown of services, related funding and funding source reflected within the 2025/26 BCF plan.

1.6 **Annex B** to this **Schedule 1A** of the Agreement summarises the funding to be paid by the NHS to the Council for its retention.

## **ANNEX A: FUNDING BREAKDOWN, 2025/26**



Annex%20A%20Schedule%201A%202022

## **ANNEX B: SUMMARY OF NHS FUNDING TO BE RETAINED BY THE COUNCIL 2025/26**



Annex%20B%20Schedule%201A%202022

## SCHEDULE 1B – OPERATION OF THE COMMUNITY EQUIPMENT SERVICE

### 1. BACKGROUND

- 1.1 The subject of this **Schedule 1B** of the Agreement is the operation of the Community Equipment Service (CES), which will be referred to in this Schedule as the Service.
- 1.2 The Community Equipment Service includes:
- 1.2.1 The Equipment Loans Service (ELS) which provides daily living equipment to people who meet the eligibility criteria described in **Annex A** of this Schedule.
  - 1.2.2 Standard and non-standard minor adaptations and door entry systems as defined in Clause 1.3 below and provided to people who meet the eligibility criteria described in **Annex A** of this Schedule.
- 1.3 Defined terms and interpretation for this **Schedule 1B** will be as described in Clause 1.1 of the Agreement unless otherwise stated below:
- 1.3.1 **Contract Operations Officer** means the person appointed by the Council to oversee the day-to-day operation of the Contract.
  - 1.3.2 **Contract** means the contract with the Service Provider.
  - 1.3.3 **Door entry systems** refer to systems that facilitate authorised access to the homes of Hillingdon residents where the resident is unable to directly open their front door because of a disability.
  - 1.3.4 **Eligibility criteria** mean the criteria agreed between the Partners to determine access to the Service as described in **Annex A** of this Schedule.
  - 1.3.5 **Minor adaptations** refer to adaptations costing under £1k.
  - 1.3.6 **Standard minor adaptations** refer to minor adaptations available through the Service Provider's equipment catalogue.
  - 1.3.7 **NHS NWL** means the Northwest London Integrated Care Board.
  - 1.3.8 **Non-standard minor adaptations** refer to minor adaptations that are not available through the Service Provider's equipment catalogue and for which a procurement process is required to be undertaken. These are adaptations that require the services of a building.
  - 1.3.9 **Prescribers** refer to qualified staff from all Prescriber Teams who are authorised to prescribe equipment.
  - 1.3.10 **Prescribing Teams** refer to teams across Social Care and the NHS who have prescribers authorised to prescribe equipment to people who are residents of the borough or who are registered with an NHS NWL GP who is located in the London Borough of Hillingdon.

1.3.11 **Service Provider** means Medequip Assistive Technology Limited.

## **2. SERVICE AIM**

- 2.1 The aim of the Community Equipment Service is to maximise the independence of Hillingdon's residents and other people who meet the eligibility criteria shown in **Annex A** thereby reducing the pressure on the borough's health and care system. This will be achieved by enabling people to carry out day-to-day tasks and activities of daily living that they would otherwise be unable to do without support.

## **3. MONITORING ARRANGEMENTS**

- 3.1 The Council will employ a Contract Operations Officer who will manage the relationships between Prescribing Teams, the Service Provider, and the Partners.
- 3.2 Activity, expenditure and quality of service delivery of the Services under this **Schedule 1B** will be overseen by the Operational Advisory Group, the role and responsibility of which is set out in **Annex B**.
- 3.3 The Contract Operations Officer will provide monthly updates of activity information, expenditure and projected year-end expenditure as directed by the Budget Monitoring Group or the Partnership Board.
- 3.4 Prescribing teams will be given notional budgets against which they will prescribe and their activity will be monitored.
- 3.5 The Council will secure provision of quarterly financial monitoring reports and year-end accounts showing funds received, funds spent, funds committed and any unspent resources, to the Partnership Board. The Council will also provide such other reports as deemed necessary to ensure compliance with Audit requirements.
- 3.6 The pooled budget will not pay the Service Provider for any expenditure above (or different from) that previously agreed unless so authorised in advance by the Partners.

## **4. PRESCRIBING AUTHORITY**

- 4.1 The Contract Operations Officer will enable Prescribers to prescribe equipment under this **Schedule 1B** up to a value as directed by the appropriate team manager or service leads from the Partners. Team managers and service leads will have authority to remove prescribing authority or alter the value to which a Prescriber can prescribe equipment under this **Schedule 1B**.
- 4.2 The Contract Operations Officer may, in consultation with the Chair of the Partnership Board (or delegated representative), remove the authority of any prescribing team to prescribe equipment under this **Schedule 1B**. This may only take place where there has been persistent and demonstrable failure to comply with the Eligibility Criteria and that has not been remedied following written notice.

## **5. CONTRACT**

- 5.1 The Council will hold the Contract with the Service Provider for the delivery of the Services.
- 5.2 The Service Provider will carry out the day-to-day requirements of the Services as outlined in the Contract. As Host Authority the Council will have the responsibility for managing the Contract.
- 5.3 Ownership of equipment loaned to Service Users for use in their homes rests jointly with the Partners. At the point of termination of the Agreement, separate negotiations will be undertaken regarding the distribution of ownership of loaned equipment provided.

## 6. FINANCIAL ARRANGEMENTS

### Financial Contributions

- 6.1 The contributions of the Partners to the CES will be based on the following risk share arrangement for 2025/26:
- NHS: 71%
  - LBH: 29%
- 6.2 The Partners acknowledge an intention to move to the following risk share arrangement for 2026/27:
- NHS: 65%
  - LBH: 35%

### 2025/26 Budget

- 6.3 The breakdown of the 2025/26 budget for the Service is shown in table 1 below

<b>Table 1: Community Equipment Budget 2025/26</b>				
<b>Commissioner</b>	<b>Equipment Cost 2025/26</b>	<b>Staffing Cost</b>	<b>TOTAL</b>	<b>% Contribution</b>
ICB	1,516,575	50,767	<b>1,567,342</b>	71%
LA	619,446	20,736	<b>640,182</b>	29%
<b>TOTAL</b>	<b>2,136,021</b>	<b>71,503</b>	<b>2,207,524</b>	<b>100%</b>

- 6.4 In 2025/26 the Council will capitalise the NHS community equipment contribution shown in table 1 above using Disabled Facilities Grant funding. The ICB agrees to pay to the Council a sum of equivalent value to support Adult Social Care provision. The use of this funding shall be as shown in table 2 below.

Table 2: NHS Additional (Capitalisation) 2025/26		
BCF Scheme Reference	Spend Item	2025/26 ICB Minimum Contribution (£'s)
		2025/26 Allocation
		1,567,342
Living Well	Continuing Healthcare Social Work post	69,010
Living Well	Mental Health Service Manager post	103,000
Living Well	Long-term residential or nursing care: 18+	787,444
Active Recovery	Additional discharge AMHP capacity	72,258
Active Recovery	MH Discharge Social Worker post	52,403
Active Recovery	Reablement	449,276
Active Recovery	MH Discharge Floating Support Service	33,951
	<b>TOTAL</b>	<b>1,567,342</b>
	<b>Balance</b>	<b>0</b>

## Budget Setting

- 6.5 The Council will propose a base CES budget for consideration by the Partners by end of Q3 2025/26 and a proposed base budget for 2026/27 will be determined by the end of February 2026. The budget for 2026/27 will be determined by the outcome of an open book analysis. Prescribing Teams funded from the Pooled Budget will be notified of their allocation.
- 6.6 The VAT regime of the Council will apply as laid out in the CIPFA guidance on Pooled Funds.
- 6.7 Definition of management costs and any shared overheads will be as agreed between the Partners.

## Over and Underspends

- 6.8 Provisions concerning over and under-spends are addressed in **Schedule 3** of this Agreement. Underspend of funds provided as shown in table 2 may be used to support Adult Social Care provision.

## 7. AUDIT ARRANGEMENTS

- 7.1 In addition to the provisions in Clause 15 (*Audit and Right of Access*) of this Agreement, the Council may in respect of this **Schedule 1B** arrange for an audit of assessments for equipment and the application of the Eligibility Criteria. The costs arising from this audit will be shared equally by the Partners.

## 8. TERMINATION

- 8.1 The arrangements under this Schedule may be terminated by either Partner giving **six calendar months'** notice to the other.

#### **ANNEX A - ELIGIBILITY CRITERIA FOR ACCESS TO SERVICES UNDER THE EQUIPMENT LOANS SERVICE**

1. The person must be deemed to be ordinarily resident in the London Borough of Hillingdon to which they have applied for assistance, or they are registered with a NHS NWL GP practice that is in the London Borough of Hillingdon.

And

2. The adult's needs arise from or are related to a physical or mental impairment or illness.

And

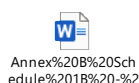
3. The person is eligible under the Care Act 2014 (adults), the Chronically Sick and Disabled Persons Act 1970 (children and young people), National Health Service Act 2006 with consideration as needed to the Human Rights Act 1998, Equalities Act 2010, Moving and Handling Operations Regulations 1992 and Lifting Operations and Lifting Equipment Regulations 1998.

#### **GENERAL CONSIDERATIONS**

4. A therapist, nurse or trained member of staff, as agreed by the NHS NWL or the London Borough of Hillingdon, may supply equipment following a proportionate and appropriate assessment.
5. Where appropriate the first choice is for the person is to receive rehabilitation or training in alternative techniques to carry out a daily living activity rather than rely on equipment/minor adaptation.
6. Equipment/minor adaptation provision needs to follow the process mapping as for that equipment type detailed below. In addition, equipment and minor adaptations must be considered to prevent, delay or reduce the needs of adults for care and support as outlined in the Care Act 2014.
7. Identified equipment/minor adaptation must focus on minimising risk to and maximising independence of the Service User.
8. The Prescriber must undertake a follow up telephone call and/or visit to ensure that the Service User and/or their Carer are able to use the equipment or minor adaptation safely.
9. Staff must be aware which pieces of equipment require an annual review, e.g. specialist seating for children and some manual handling equipment and make arrangements for this.

10. The Service User must be informed at the time of assessment that the equipment provided through the Loan Model (excluding Minor Adaptations), is on loan for their and their Carer's exclusive use. All equipment should be looked after and used as instructed by the practitioners and information contained in manufacturers publications as provided at the time of issue. The Conditions of Loan document must be issued to each service user (family member) and a record of this made against the service user's file/case notes.
11. Managers should ensure that the equipment and services prescribed do not exceed the annual budget allocation and work within their budget limits.
12. Carer's needs should be assessed at the same time as the person. Equipment may be issued with the primary aim of meeting the carer's needs e.g., transfer belt to prevent back injury.
13. It is expected that nursing and residential care homes will provide their residents with a range of equipment to meet the variety of care needs that is appropriate to their registration status with the Care Quality Commission, including variations in height, weight and size. The Council and NHS NWL are not responsible for the general provision of equipment unless there is an emergency whereby a temporary item can be supplied for a short period time, for example, to facilitate an urgent hospital discharge or where there is a safeguarding concern. Standard equipment should not be supplied to residential or nursing care homes; however, standard special and bespoke special equipment will be considered on a case-by-case basis following the special equipment request process.
14. A hospital bed for a Service User in residential care homes will be allowed where their needs have escalated to the extent that they require nursing care and the provision of this type of bed will allow them to remain in their current care setting.
15. Each Prescribing Team must make service appropriate arrangements to ensure that equipment no longer needed is collected.

## **ANNEX B – OPERATIONAL ADVISORY GROUP TERMS OF REFERENCE**



## **SCHEDULE 1C – OPERATIONAL OF THE PERSONAL HEALTH BUDGETS SERVICE**

### **1. BACKGROUND**

- 1.1 The Service that is the subject of this **Schedule 1C** is the Personal Health Budgets Service for Adults and Children.
- 1.2 A Personal Health Budget (PHB) is an amount of money spent to meet the health and well-being needs of Hillingdon people eligible for NHS CHC or those with a defined long-term condition. PHBs centre on a care plan, which sets out the service user's health outcomes, the amount of money in the budget, and how the money will be used. The support plan will be developed by the individual with support from a support worker additional to the Continuing Healthcare Team, employed by the ICB.
- 1.3 Personal health budgets can take three forms:
- 1.3.1 A notional budget: This is the identification of the amount of money that the NHS will contribute to meeting a person's assessed healthcare needs.
- 1.3.2 A budget held by a third party: Where the sum of money determined by the NHS to fund service provision to meet assessed health need is paid to another person at the direction of the Service User. This may be the Carer, another family member or another individual. In Hillingdon our preferred option is to administer Direct Payments via a prepaid card, however other options can be explored on a case-by-case basis; or
- 1.3.3 A Direct Payment (DP): Where the sum of money determined by the NHS to fund service provision to meet assessed health need is paid to the individual. As described in Clause 1.2.2 above, the preferred method of payment in Hillingdon is through a pre-paid card.
- 1.4 Budgets will be approved by the Continuing Healthcare Commissioning Lead for the ICB. PHBs may be used for the purchase of care in a person's own home or in a nursing care home setting.

### **2. COMMISSIONING ARRANGEMENTS**

- 2.1 The Council is being commissioned by the ICB to provide the administration, financial monitoring and on-going direct payment support for service users of all ages entitled to be offered a PHB and request a direct payment, a notional budget, a budget held by a third party, or a mixed budget (e.g., notional and direct payment).

2.2 Funding the full cost of care packages for the people eligible for PHBs remains the statutory responsibility of the ICB. The funding of an integrated PHB will be a joint responsibility between the Council and the ICB.

### **3. KEY SERVICE ELEMENTS, PHILOSOPHY AND BUDGET**

3.1 The Service to be provided by the Council to people eligible for a PHB shall:

3.1.1 Access to creative support planning.

3.1.2 Access to the Approved Provider List of Personal Budget Support Services for managing a PHB DP, payroll services, recruitment services for Personal Assistants (PAs) and ongoing support and advice on DPs.

3.1.3 Support to case managers to aid creative care planning.

3.1.4 Support to case managers and/or service users and/or Carers once budgets and care plans are agreed by the ICB and the CHC Case Managers to explain prepaid cards.

3.1.5 Arrangement and implementation of prepaid cards for service users/carers.

3.1.6 Financial monitoring of Service User/Carer spending

3.1.7 Reporting to the ICB of Service User/Carer spending

3.2 The Service provided by the Council shall not include the following functions:

3.2.1 Assessment of financial contributions, as the NHS will fully fund the services required to meet health needs following a CHC assessment or Children's Continuing Care assessment or review of an individual with a long-term condition.

3.2.2 Clinical case management and reviews.

3.2.3 Support to people receiving a PHB through an ICB notional budget; and

3.2.3 Assessment of the continued eligibility for NHS CHC.

3.3 The Service shall be offered and delivered based on an 'enabling' model and philosophy, the emphasis will be on facilitation to encourage confidence and creativity in choice of support. Service Users shall be assisted to access services and community networks through the online resident portal Connect to Support or other such similar system.

3.4 The Council shall support case managers to encourage take up of PHBs by eligible adults and children.

### **4. SERVICE PROCESS AND RESPONSE TIMES**

4.1 The referral process is summarised in **Annex A** to this **Schedule 1C**. Referrals will come via the CHC Commissioning Lead for the ICB and can be either a new or existing Service User.

- 4.2 If the Service User is known to the Council and in receipt of Direct Payments from the Council:
- 4.2.1. Referral from CHC Commissioning Lead to Direct Payments Team via secure email including a care plan and indicative budget signed off through ICB Expenditure Control Procedures.
  - 4.2.2 Referral reviewed by LBH Direct Payments team - Target time: 2 days.
  - 4.2.3 Budget adjusted and documented by the Council - Target time: 2 days.
  - 4.2.4 The Council shall provide on-going financial monitoring and reporting.
- 4.3 If a Service User is not known to the Council and has never received Direct Payments:
- 4.3.1 Referral from CHC Commissioning Lead to the Direct Payments Team via email including a care plan and indicative budget signed off through ICB Expenditure Control Procedures.
  - 4.3.2 Referral to be reviewed by the Council's Direct Payment's Team Leader - Target time: 2 working days).
  - 4.3.3 Service User details documented by the Council on Protocol - Target time: 10 working days.
  - 4.3.4 The Council's Direct Payments Team Leader will allocate the case to a Direct Payments Worker, and they will contact the Service User confirming referral. They will initiate the discussion about creating a support plan and explain direct payment financial monitoring and employment set up and on-going support.
  - 4.3.5 The Council will make a referral through the Council's Direct Payments Support Framework Agreement where the Service User requires employment support, for example with employing a personal assistance - Target time: 1 working day.
  - 4.3.6 The Council's Direct Payments Team will set up a pre-paid care for the Service User/Carer.
- 4.4 Where during financial monitoring processes the Council identifies any anomalies such as no spend or evidence to suggest misuse of funds, the ICB will be notified immediately, and all relevant information will be provided to the ICB to undertake further investigations as to NHS Fraud guidance. In such circumstances the ICB will advise the Council on what action to take regarding the continued payment and administration of the Direct Payment
- 4.5 The CHC Commissioning Lead shall notify the Direct Payments Team via secure email where there are changes to NHS CHC funding or long-term conditions funding or where this eligibility ends, which may result from a reduction in the Service User's health needs or their death.

## **5. SERVICE QUALITY AND OUTCOMES**

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- 5.1 Quality assurance and monitoring will be built into individual service delivery, monitored and tracked through existing ICB systems and technology. This will include:
  - 5.1.1 Identifying the number of service users receiving a personal health budget through direct payments.
  - 5.1.2 Identifying the number of service users using a pre-paid card; and
  - 5.1.3 Equality and diversity profiling
- 5.2 The ICB will retain responsibility for clinical care, through its Continuing Care Case management team or as notified to the Council by the ICB.

## **6. FUNDING**

- 6.1 The ICB will pay a fixed rate per case to the Council for the administration of PHBs for the duration of the Agreement. The fixed rate per new case for 2025/26 will be £1,229 with an annual support cost charge of £525 per case thereafter. These rates will be subject to review for 2026/27.
- 6.2 Service Users will be set up on the Council's case management database called Protocol and an estimate of the value of business for ICB commissioned packages that will be paid directly by the Council, as well as the related support charges, will be made at the beginning of each year. This estimate will be incorporated into the amount the ICB pays to the Council as part of the quarterly billing for the whole BCF. This value will be regularly reviewed and adjusted as necessary.
- 6.3 Monthly reports of actual spend on NHS commissioned packages will be provided to the ICB to enable the ICB to monitor the costs of the Service.

## ANNEX A - PERSONAL HEALTH BUDGET PATHWAY TO DIRECT PAYMENTS



## SCHEDULE 1D – HOSPITAL DISCHARGE FUNDING ARRANGEMENTS

### 1. BACKGROUND AND OVERVIEW

- 1.1 The subject of this **Schedule** of the Agreement is the operation of hospital discharge funding arrangements for 2025/26. The Schedule links into Scheme 3: *Active Recovery*.
- 1.2 Unless the context otherwise requires, the defined terms used in this **Schedule 1D** will have the meanings set out in the Partnership Agreement.

### 2. FUNDING WITHIN THE POOLED BUDGET

#### Intermediate Tier Services: Step-down Nursing Care Home Beds

- 2.1 Table 1 below describes the annual funding breakdown from the 1<sup>st</sup> April 2024. The total cost of block step-down provision in 2024/25 will be **£1,014,000** as described in table 1. The funding reflected in table 1 below will be contained within the Pooled Budget.

### 2. FUNDING WITHIN THE POOLED BUDGET

#### Intermediate Tier Services: Step-down Nursing Care Home Beds

- 2.1 Table 1 below describes the annual funding breakdown from the 1<sup>st</sup> April 2025. The total cost of block step-down provision in 2025/26 will be **£949,000** as described in table 1. The funding reflected in table 1 below will be contained within the Pooled Budget.

Table 1: Nursing Step-down Beds Breakdown 2025/26			
NHS Minimum Contribution to Adult Social Care	NHS Minimum Contribution to Health (Discharge)	Local Authority Better Care Grant (Discharge)	TOTAL
498,089	406,597	44,314	<b>949,000</b>

- 2.2 The Council has led a procurement process to identify suitable providers to deliver step-down nursing bed provision. Contractual arrangements are summarised in table 2 below. The need addressed from the provision shown in table 2 is general nursing, nursing dementia and non-weight bearing (primarily Parkfield House and Drayton Village as the secondary option).

Table 2: Step-down Nursing Beds Contractual Arrangements Summary						
Setting	Provider	Bed Number	Contract Start Date	Contract End Date	Minimum Annual Cost (£)	Minimum Contractual Period Cost
Parkfield House	Canford Healthcare Ltd	10	01/04/24	01/05/25	676,000	728,000

Parkfield House	Canford Healthcare Ltd	5	02/05/25	31/03/27	338,000	640,900
Drayton Village Care Centre	GCH North London Ltd	5	03/06/24	01/06/27	338,000	1,014,000
Ashwood Care Centre	Bondcare Ltd	4	17/03/25	04/07/27	260,000	565,527
<b>TOTAL</b>						<b>2,948,427</b>

- 2.3 Contracts with Providers contain a three (3) calendar month break clause that is operable nine (9) months from commencement date. This means that the minimum duration of the contracts will be one calendar year.
- 2.4 The management of inflationary uplifts will be as set out in the terms of the Council's standard contract, i.e., subject to the provider (s) evidencing increased costs.

#### **Intermediate Tier Services: Other**

- 2.5 Table 3 below provides a summary breakdown of other intermediate tier services in 2025/26 where the Council is the commissioner.

<b>Table 3: Summary of Other Intermediate Tier Funded Services 2025/26</b>						
<b>Service</b>	<b>Provider</b>	<b>Start Date</b>	<b>End Date</b>	<b>NHS Contribution (£)</b>	<b>LBH Contribution (£)</b>	<b>Total Cost 2025/26 (£)</b>
<b>A. Bridging Care</b>	Comfort Care Services	01/04/25	31/03/26	858,343	0	<b>858,343</b>
<b>B. Reablement</b>	Comfort Care Services	03/04/20	02/04/26	1,406,316	96,000	<b>1,502,316</b>
<b>C. Additional Brokerage capacity</b>	LBH	01/04/25	31/03/26	0	55,500	<b>55,500</b>
<b>D. Social work manager 7-day capacity</b>	LBH	01/04/25	31/03/26	0	57,658	<b>57,658</b>
<b>E. PATH (Home from Hospital) Service</b>	Age UK	01/04/25	30/09/25	17,104	0	<b>17,104</b>
<b>F. Deep clean &amp; house clearance contract.</b>	Telfords Cleaners Ltd/Other independent sector	01/04/24	31/03/26	0	16,000	<b>16,000</b>
<b>G. Hospital Discharge AMHP</b>	LBH	01/04/24	31/03/26	72,258	0	<b>72,258</b>
<b>H. Mental Health hospital discharge social worker</b>	LBH	01/04/24	31/03/26	52,403	0	<b>52,403</b>
<b>I. Mental Health floating support service</b>	Ability Housing and Care	16/01/24	30/11/25	33,951	0	<b>33,951</b>
<b>J. Discharge-related care home placements</b>	Independent sector	03/04/25	31/03/26	0	1,040,000	<b>1,040,000</b>
<b>K. Discharge-related homecare</b>	Independent sector	03/04/23	31/03/26	0	435,485	<b>435,485</b>
<b>TOTAL</b>				<b>2,440,375</b>	<b>1,700,643</b>	<b>4,141,018</b>

### **Intermediate Tier Services: Exit Arrangements**

- 2.6 Funding arrangements in respect of services in Clause 2.2 shall continue beyond the term of this Agreement, subject to the terms of any successor agreement or the ICB giving three calendar months' written notice to the Council.
- 2.7 The ICB may decommission or reduce capacity of the Bridging Care Service shown in table 3 pertaining to Clause 2.5 above by issuing to the Council three calendar months' notice. Should notice not be given three months prior to the end date shown in table 3 above the service will continue until such time as notice is issued under this Clause 2.7.

### **Discharge Funding**

2.8 There have been changes to discharge funding in 2025/26. The local authority allocation has been incorporated into the Local Authority Better Care Grant and the ICB Discharge Fund has been included in the NHS minimum contribution to Health. **Annex A** to this **Schedule 1D** summarises the spending plan for 2025/26.

2.8 There have been changes to discharge funding in 2025/26. The local authority allocation has been incorporated into the Local Authority Better Care Grant and the ICB Discharge Fund has been included in the NHS minimum contribution to Health. **Annex A** to this **Schedule 1D** summarises the spending plan for 2025/26. No ring-fence applies to this funding in 2025/26.

### **ICB Discharge Fund Schemes: ICB Directed Schemes**

2.9 **Bridging Service – Pathway 1:** The Bridging Service provides short-term support for Pathway 1 patients moving from hospital to home. Patients are assessed promptly, discharged safely, and supported for up to five days to help them transition smoothly into longer-term care if needed.

2.9.1 Reporting requirements: *referrals, assessment and discharge times, and patient outcomes.*

2.9.2 Target: *average Pathway 1 discharge delays under 2 days; discharge within 12 hours of readiness.*

2.10 **Strategic Oversight and Programme Management:** Funding is provided for strategic oversight, programme management, and system leadership to improve discharge processes across Northwest London. This includes rolling out OPTICA, supporting weekend discharges, managing the Discharge Grant Fund, and addressing Pathway gaps.

2.10.1 Reporting requirements: *number of WTEs in post.*

2.10.2 Target: *ensure adequate senior leadership and programme management capacity to support effective discharge and system flow.*

2.11 **Gap Commissioning:** Funding for gap / unclear commissioning patients supports those who fall between health and social care responsibilities—typically patients with health needs who do not meet the criteria for Continuing Healthcare. It enables patients to be discharged safely, recover at home, and regain independence. Services are flexible and include care not routinely available in the borough

2.11.1 Reporting requirements: *number of referrals accepted, and type of care provided.*

2.11.2 Target: *reduce hospital delays for unclear commissioning patients; ensure safe discharge and access to necessary community care.*

### 3. INTERMEDIATE TIER SERVICES FUNDED FROM 2024/25 CARRY FORWARD

3.1 Table 4 below details the funding carried forward from 2024/25 to support services in 2025/26.

Table 4: 2024/25 ICB Discharge Fund Carry Forward		
Service	Provider	Cost (£s)
Extra care step-down extension	LBH/Comfort Care Services	24,685
Block beds 1-2-1 Support	London Quality Care	43,554
Rapid Engagement Support Team (REST) Service	CNWL	53,532
Additional hospice capacity support	Harlington Hospice	19,000
Self-funder Information Advice & Guidance Service	Age UK	48,872
Housing Needs Officer (Discharge)	LBH	37,128
TOTAL		226,771

## ANNEX A: DISCHARGE FUNDING SPENDING PLAN 2025/26

<b>Table 1: 2025/26 Discharge Fund Allocation</b>	
Local Authority Better Care Grant (Discharge) Allocation	1,744,957
NHS Minimum to Health (Discharge) Allocation	2,590,881
<b>TOTAL PROVISIONAL HILLINGDON HWB DF ALLOCATION 2024/25</b>	<b>4,335,838</b>

<b>Table 2: Spending Plan</b>	
<b>1. Local Authority Better Care Grant (Discharge) Allocation</b>	<b>Allocation</b>
1.1 Reablement Service	96,000
1.2 Block step-down beds	44,314
1.3 Discharge-related placements	1,040,000
1.4 Discharge-related homecare	435,485
1.5 Deep clean & house clearance contract	16,000
1.6 Social work 7-day discharge capacity	57,658
1.7 Additional Brokerage Team capacity	55,500
<b>LBH DIRECT FUNDING TOTAL:</b>	<b>1,744,957</b>

<b>2. NHS Minimum to Health (Discharge) Allocation</b>	<b>Allocation</b>
2.1 Bridging Care Service	256,380
2.2 Reablement Physio	39,250
2.3 Block step-down beds	406,597
2.4 Home-based Active Recovery Service	785,213
2.5 Home-based Active Recovery Service – Additional weekend capacity	37,642
<b>2.6 Gap commissioning</b>	<b>139,834</b>
<b>2.7 Additional admission prevention schemes</b>	<b>360,631</b>
<b>2.8 Additional discharge support</b>	<b>313,510</b>
2.9 Central ICB support for borough-based teams	33,750
2.10 Mildmay HIV Rehab Unit	87,500
2.11 Personal Health Budget (PHB) purchase cards	10,000
2.12 Rehab beds, Furness Ward, Willesden	120,574
<b>ICB ALLOCATION TOTAL</b>	<b>2,590,881</b>
<b>TOTAL HILLINGDON 2025/26 DISCHARGE FUND ALLOCATION</b>	<b>4,335,838</b>

- Table 3 below provides an update on the use of funding against the generic schemes (highlighted) in table 2 above.

Table 3: 2025/26 NHS Minimum (Discharge) Use and Provider Summary					
Original Scheme (Table 2 reference)	Funding Allocation	Scheme	Spend	Provider	TOTAL ADDITIONAL FUNDING BY PROVIDER
Gap commissioning (2.6)	139,834	Community IV Antibiotics	139,834	Confed	430,000
Additional admission prevention schemes (2.7)	360,631	Community IV Antibiotics	90,166	Confed	
		Same Day Urgent Care Capacity	200,000	Confed	
		UCR Capacity	70,465	CNWL	271,000
Additional discharge support schemes (2.8)	313,510	UCR Capacity	65,035	CNWL	
		Homefirst Capacity	135,500	CNWL	112,975
		Housing Officer (Discharge)	24,650	LBH	
		Winter Demand Surge Capacity	88,325	Independent Sector	88,325
<b>TOTAL</b>	<b>813,975</b>		<b>813,975</b>	<b>TOTAL</b>	<b>813,975</b>

## SCHEDULE 1E – INTEGRATED CARE AND SUPPORT FOR PEOPLE WITH LEARNING DISABILITIES

### 1. BACKGROUND

- 1.1 The subject of this **Schedule 1E** of the Agreement is the delivery of a case management and placement function by the Council on behalf of the ICB for people described in Clause 2 of this Schedule and summarised in Scheme 5 of **Schedule 1** of this Agreement.
- 1.2 During the period of the Agreement the Partners will review the model of integration for the provision of care and support for people with learning disabilities and associated commissioning arrangements. The objective of the review will be to secure better outcomes for people with learning disabilities and ensure value for money for the Partners.
- 1.3 The definition of terms used in this Schedule will be as described in Clause 1 of the Agreement unless otherwise stated. For the purposes of this Schedule the following terms will have the meaning described:
- 1.3.1 **CNWL** means the Central and Northwest London NHS Foundation Trust.
- 1.3.2 **Dowry cases** mean payments made by the NHS to local authorities for people leaving hospital after continuous spells in inpatient care of five years or more at the point of discharge. NHS England pays for dowries when the inpatient is being discharged from NHS England-commissioned care, and ICBs will pay for dowries when the individual is being discharged from ICB-commissioned care. Dowries only apply to those people discharged on or after 1 April 2016, and only to people who have been in inpatient care for five years or more on 1 April 2016.
- 1.3.2 **The Service** means a case management and placement service provided by the Council to the ICB.
- 1.3.3 **In-house services** mean services directly provided by the Council.
- 1.3.4 **Placements** include care home, supported living (including extra care), domiciliary care (also known as homecare) and day opportunity services. Identification to which of these is referred to at any given time will be determined by context.
- 1.3.5 **1983 Act** means the Mental Health Act, 1983.
- 1.3.6 **Independent sector providers** include providers that are for profit organisations as well not-for-profit voluntary and community sector organisations.
- 1.3.7 **Preparing for Adulthood Team** (PfA) means the team within the Council responsible to managing the transition from children to adult social care and/or health services. This was formerly known as the '*Transition Team*'.

## **2. SERVICE SCOPE**

### **NHSE Transforming Care Case Management and Placements**

- 2.1 The Service will be delivered by the Council to people aged 18 and over:
- 2.1.1 Who are included within the Transforming Care Programme, which applies to people who have a diagnosis of a learning disability and/or autism who are in an inpatient hospital setting as well as those who could be at risk of inpatient admission unless support is commissioned to meet their assessed needs; and
  - 2.1.2 Who have been assessed as meeting the eligibility criteria for NHS Continuing Healthcare (CHC) funding and are people with a diagnosed learning disability; or
  - 2.1.3 Are entitled to after care services under s117 of the 1983 Act and are jointly funded by the Partners.
- 2.2 The following are excluded from the scope of the Service:
- 2.2.1 People with a learning disability and/or autism aged under 18.
  - 2.2.2 Any actions on behalf of the ICB that are required to be undertaken by a qualified solicitor in accordance with the Solicitors Act, 1974.

## **3. SERVICE AIMS AND OBJECTIVES**

- 3.1 The intended aims of the Partners are:
- 3.1.1 To improve the quality of care for people with a learning disability and/or autism.
  - 3.1.2 To improve quality of life for people with a learning disability and/or autism.
  - 3.1.3 To support people with a learning disability and/or autism down pathways of care to the least restrictive setting.
  - 40 3.1.4 To ensure that services are user focused and responsive to identified needs.
  - 3.1.5 To ensure Value for Money and efficient use of resources, maximising income where at all possible and avoiding duplication.
- 3.2 The objectives of the Partners in meeting the aims described in Clause 3.1 above are that integrated working will:

- 3.2.1 Maximise the opportunities for people with a learning disability and/or autism to lead happy and fulfilling lives as independently as possible in the least restrictive environment feasible:
- 3.2.2 Ensure that people with a learning disability and/or autism have a positive experience of care and support.

#### **4. SERVICE DESCRIPTION**

##### **NHSE Transforming Care Case Management and Placements**

- 4.1 The Service provided to the ICB will include:
    - 4.1.1 Liaising with and providing updates to organisations including NWL ICB, NHS England and the Department of Health and Social Care. Following are examples (and not an exhaustive list) of the updates that will be required:
      - 4.1.1.1 Information regarding the delivery of social care support services to individuals and groups of people with learning disabilities and/or autism.
      - 4.1.1.2 Responding to data requests and national information requirements.
      - 4.1.1.3 Contributing to audits and reviews in respect of monitoring and improving the care provided to people with learning disabilities and/or autism in Hillingdon, such as the National Autism Statutory Assurance Framework.
    - 4.1.2 The updates referred to in Clause 4.1.1 may be provided to the ICB for onward transmission or provided directly and copied to the ICB. The route chosen will be dependent on the update required and will be determined in consultation with the ICB.
    - 4.1.3 Providing access to the Council's brokerage team to identify suitable placements.
    - 4.1.4 Providing access to the Council's social work team in order to complete risk assessments and support plans.
  - 4.2 The Council will make placements on behalf of the ICB for eligible Service Users as described in Clause 2.1 of this Schedule. The Council will broker these placements and pay the providers.
  - 4.4 Both Partners will work to ensure there is no undue delay when processing reviews and/or CHC Criteria Assessments.
  - 4.5 The timescales to which the CHC Team will be working are:
-

- Fast-track applications-decisions made: - 2 working days.
  - Eligibility for CHC against Decision Support Tool (DST): - 28 working days.
  - Length of time from Panel decision to letter sent to individual advising outcome: - within 10 working days.
- 4.6 Health funding reviews will be managed by the CHC Team according to the following timescales:
- Initial review following allocation of funding: - 3 months.
  - Review frequency thereafter: - Annually.
  - Time frame from completion of the review assessment to decision: - 28 working days.
- 4.7 In circumstances where a Service User who is jointly funded under section 117 is placed outside of Hillingdon and then re-sectioned under the 1983 Act, the Council will manage the transfer of care to the host local authority. However, it must be noted that a different set of rules apply with regards the ICB's responsibility in such a situation as set out in the guidance document '*Who Pays? Determining responsibility for payments to providers*' (NHSE August 2013).
- 4.8 Where the CHC team has not completed an assessment within the 28 days and the Service User either:
- 4.8.1 *Goes into hospital* - if awarded CHC will be backdated to the 1st referral date (Day 29 from completion of initial checklist) irrespective of hospitalisation; or
- 4.8.2 *Dies* - ICB will review the case to determine eligibility for CHC where representations are made by the Service User's family. ICB will also undertake a review in circumstances where either the Service User does not have a family or where they have a family who do not wish to request a review and the Council makes representations on the basis that there has been an undue delay.
- 4.9 An annual confirmation of dowry-qualifying individuals will be undertaken by the Council and the ICB. Responsibility for the Council will be with the Assistant Director for Learning Disabilities, Autism and Mental Health Social Work and for the ICB it will be the Head of Joint Commissioning.
- 4.10 The Partners acknowledge that the number of dowry cases as of 30<sup>th</sup> September 2025 was five (5).
-

### **Referrals to the Service**

4.11 Referrals to the Service will come from the following sources:

4.11.1 The Council's Preparing for Adulthood (PfA) Team.

4.11.2 The ICB's CHC Team; and

4.11.3 The CHLDT.

4.12 The Council's Social Work Team may make referrals to the CHLDT and this process will be guided by a Memorandum of Understanding (MoU) between the Council and CNWL.

### **Legal Support**

4.13 Where a Service User's circumstances require the intervention of a solicitor the Council will make a referral to the ICB's CHC lead and Head of Joint Commissioning for non CHC cases, who will make the required arrangements as set out in the ICB's protocol for accessing Legal Advice. This would apply where, for example, a Community Deprivation of Liberty Standards (DOLS) application to the Court of Protection is required.

## **5. LEGAL LIABILITY**

5.1 The ICB acknowledges and accepts that the Council will act appropriately in delivering the Service on its behalf. Accordingly, and for the avoidance of doubt, in the event of legal proceedings being undertaken by a third party regarding any aspect of the Service then Clause 15 (*Liabilities and Insurance and Indemnity*) of the Agreement will apply.

## **6. CONTRACT**

6.1 For avoidance of doubt, the contract for the provision of the CHLDT will be held by the ICB for the duration of the Agreement. The ICB will be the lead commissioner for this service during the term of the Agreement.

6.2 Subject to Clause 29 (*Variations*) of the Agreement, the provider for the CHLDT will be CNWL.

## **7. MONITORING**

7.1 Arrangements for monitoring delivery of the Service will be as described in **Schedule 2 (Governance)** of the Agreement.

## **8. FINANCIAL ARRANGEMENTS**

### **General**

- 8.1 This Clause 8 should be read in conjunction with **Annex A** of this Schedule and **Schedule 1A** of the Agreement.
- 8.2 The North West London (NWL) Continuing Healthcare Team will be responsible for the budgets of CHC case and Head of Joint Commissioning will be responsible for S117 and Dowry Budgets during the period of the Agreement in respect of the eligible Service Users described in Clause 2.1 of this Schedule and must be involved in any decision concerning the provision of care and support to eligible Service Users.
- 8.2 The ICB will be responsible for meeting 100% of the cost of meeting the care needs of a Service User in the following circumstances:
- 8.2.1 The Service User has been assessed as being entitled to NHS Continuing Healthcare funding.
- 8.2.2 The Service User is placed in a hospital setting for assessment and/or treatment.
- 8.3 For Service Users assessed under s117 of the 1983 Act the ICB will be responsible for contributing a percentage agreed between the Partners. The remaining difference in cost will be paid by the Council. The formal mechanism for agreeing the respective contributions of the Partners will be as described in Schedule 5 of the Agreement.

### **Process for Agreeing New Placement Costs**

- 8.4 Prior to entering a contract with a provider the Council must secure written approval from the ICB's CHC lead for CHC cases and Head of joint Commissioning for s117 cases to enter into an agreement at the proposed price.

### **Process for Agreeing Changes in Placement Costs**

- 8.5 Any additional charges arising from changes to care costs associated with an escalation of need must be authorised by an authorised signatory. The process is outlined below as follows:
- 8.5.1 Any increase to a care package within an existing placement must be authorised by the CHC lead or Head of Joint Commissioning for the ICB, who will work within their agreed authorisation limits covered by ICB standing financial instructions.

- 8.5.2 Any change in placement for a Service User who is not a CHC patient and not a recipient of s117 aftercare will be authorised by the Council's Head of Mental Health and Learning Disability Services within the parameters of their authorisation limits. Costs above this will be authorised in accordance with the Council's scheme of delegations.
- 8.5.3 Any change in a placement for a Service User who is eligible for CHC will be approved by the ICB's CHC lead, who will be working within agreed authorisation limits covered by ICB standing financial instructions.
- 8.5.4 Any requirement to place a Service User in an inpatient care setting, including mental health hospital inpatient care, must be escalated to the ICB Head of Joint Commissioning Team and referred to the LD clinical psychiatry services (CNWL). The consultant psychiatrist will review the clinical need for in-patient treatment and the care manager will act accordingly. The expectation is that there will be a Local Area Emergency protocol (LAEP) meeting (either face to face or via a MS Teams) to discuss alternatives to admission to a specialist LD or MH inpatient setting, which would possibly be followed up by a Care and Treatment Review (CTR) under Transforming Care CTR protocols to ensure the Service User's holistic needs are discussed. A robust plan for care and support must also be agreed between all parties, including the Service User's representative and family members. The Service User's details must be added to the Dynamic Support Register (DSR) if not already included.
- 8.5.5 The membership of any MDT necessitated by circumstances in which a Service User is at risk of admission to a specialist LD or MH inpatient setting must include a manager with delegated decision-making authority, the ICB's responsible commissioner. Any additional professional representation will be determined by the manager with delegated decision-making authority.
- 8.5.6 Should specialist hospital admission be required funding will need to be approved by the ICB's Head of Joint Commissioning.
- 8.5.7 Service Users requiring low secure provision following clinical assessment will be discussed with the NWL provider collaborative and ICB Head of Joint Commissioning Team at an early stage to support and agree the placement.

### **Inflationary Uplifts**

- 8.6 The Council's process for agreeing inflationary uplifts will apply to services commissioned by the Council on behalf of the ICB.

## **Cessation of Service**

- 8.7 In the event of the death of a ICB funded patient the ICB will continue to be liable for the cost of that care package as follows:

### ***Residential Placements***

- 8.7.1 For Service Users in placements with independent sector providers the ICB will be liable in accordance with the terms of the contract that the Council has with that provider. This will ordinarily entail 100% of the placement costs for the 24-hour period following the death of the Service User.
- 8.7.3 Where the placement is an in-house provided service, the ICB will remain liable until the earlier of:
- 8.7.3.1 The date the relevant vacancy has been filled following the date when the vacancy became available; or
- 8.7.3.2 Seven days following the date that the vacancy became available.

### ***Day Opportunity Services***

- 8.7.4 For Service Users in placements with independent sector providers the ICB will be liable in accordance with the terms of the contract that the Council has with that provider.
- 8.7.5 Where the placement is in an in-house service, the ICB will be liable until such time that the relevant vacancy is filled up to a maximum of seven days following last day of service provision to the Service User.

### ***Domiciliary Care***

- 8.7.6 The ICB's liability will cease immediately following the death of the Service User.

## **Hospital Placements**

- 8.8 Where care is required and commissioned in a non-acute hospital setting for a Service User in order to address physical and mental health needs (including detention under a relevant section of the 1983 Act for assessment/treatment) and/or the Service User has been identified as a ICB funding responsibility prior to admission, then the full cost of that placement for the duration of the Agreement will be the responsibility of the ICB.
- 8.9 For as long as the Service User's previous residential placement remains open continued funding will be the responsibility of either the ICB or the Council depending on the Service User's status on the date of admission. In such circumstances, there will be an assessment undertaken prior to a planned discharge from the non-acute NHS setting to determine on-going funding responsibility.
- 8.10 Admission for NHS care in an acute setting will not change the on-going funding status of the Service User unless determined by an assessment in accordance with the Agreement or the 1983 Act.

### **Change of Supplier**

- 8.11 In the event that a change of supplier should be determined by either Partner because of a review of care required in relation to a Service User's needs then the ICB will be liable in accordance with the terms of the contract that the Council has with the relevant provider.

### **People Aged under 18**

- 8.12 A review (or an assessment) will be undertaken by the CHC Team of people known to the PfA Team prior to them attaining their 18<sup>th</sup> birthday to determine eligibility under the adult CHC criteria. Where it is determined that an individual qualifies for CHC funding then the effective date for this funding will either be the individual's 18<sup>th</sup> birthday or the date of referral by the PfA Team, whichever is the later.

### **Out of Borough Placements**

- 8.13 In the case of dispute with another ICB, NWL ICB will be responsible for funding the Service User until a transfer date has been agreed with the other ICB. In these circumstances NWL ICB will recover any back dated costs direct from the other ICB if the dispute is settled in favour of NWL ICB.

### **Reporting Requirements**

- 8.14 The Council must send a financial schedule to the ICB's Finance Lead on a monthly basis setting out the expenditure for the previous month and future commitment.

### **Monthly Review**

- 8.15 There will be monthly meetings to review expenditure and commitments. These meetings will include:

8.15.1 The Finance Leads from both the Council and the ICB.

8.15.2 The ICB's Complex Care Lead; and

8.15.3 The Council's Head of Service with responsibility for services for people with learning disabilities and/or autism.

## **9. ESCALATION PROCESS**

- 9.1 The ICB's CHC lead (CHC cases) and Head of Joint Commissioning team (Non CHC case) will be the initial contact point for the Council to secure approval of placement costs in accordance with Clauses 8.4 and 8.5 of this Schedule and also to request that appropriate legal advice be sought in accordance with 4.11. If a response has not been received within a reasonable time period the escalation route shown in table 1 below should be followed. The nature of the decision request and the circumstances of the Service User/Patient will determine what constitutes a '*reasonable time period*'.

Contact Details	Courtesy Copy Destination Details
1. Ian Robinson Associate Director Continuing Healthcare & Complex Care Northwest London Integrated Care Board Tele: 0203 114 7157 Email: <a href="mailto:ian.robinson6@nhs.net">ian.robinson6@nhs.net</a>	Sean Bidewell/Sue Jeffers Joint Borough Directors NWL ICB (Hillingdon) Tele: 01895 203000 Email: <a href="mailto:sean.bidewell@nhs.net">sean.bidewell@nhs.net</a> / <a href="mailto:sue.jeffers@nhs.net">sue.jeffers@nhs.net</a>
2. Chief Nursing Officer Northwest London Integrated Care Board  Tele: 0203 114 7168	

## 10. FUNDING DISPUTE RESOLUTION

10.1 This Clause 10 will only apply to disputes between the Partners regarding:

10.1.1 Funding responsibility for services provided to any Service User who is the responsibility of either or both of the parties under the “*ordinary residence*” rules or equivalent rules on funding responsibility as they apply to the NHS; or

10.1.2 The outcome of an assessment of needs or eligibility for services to be provided by the ICB under the National Framework for CHC or by the Council; or

10.1.3 The package of services to be offered to a Service User following an assessment.

10.2 The procedure will also cover disagreements between partners over jointly funded care packages.

10.3 There are three stages to this funding dispute resolution process, and these are:

10.3.1 **Stage 1:** Escalation to lead Commissioner

10.3.2 **Stage 2:** Escalation to Chief Nurse/ Borough Director for the ICB.

10.3.3 **Stage 3:** Referral to arbitration.

10.4 **Stage 1: Escalation to Clinical/Lead Commissioner:** Where any dispute cannot be resolved by the decision-making practitioners, either party may request that the Service Managers (or equivalents) in the Partners' respective decision-making teams meet within 14 days of being notified of the existence of a dispute to review the decision and/or the process by which the decision was made. The purpose of this meeting is to explore the possibility reaching a consensus decision as to the correct outcome of the decision-making process.

- 10.5 In the case of disputed eligibility for NHS Continuing Healthcare, either Partner may request that the ICB refers the case, if it has not already been considered by that panel, for consideration at the next meeting of its Continuing Healthcare Panel ("CHC panel"). If the case has already been considered by the CHC panel then a request can be made for reconsideration at the next meeting of the ICB's Continuing Healthcare Review Panel. The Council will always be invited to represent when the case is discussed at the Continuing Care Panel.
- 10.6 **Stage 2: Escalation to Chief Nurse/Borough Director:** Where the procedures set out in Stage 1 do not result in a consensus decision being reached as to the correct outcome of the decision-making process, the matter will be referred to the Chief Nurse and Director of Quality for the ICB and the Council's Assistant Director for Learning Disabilities, Autism and Mental Health Social Work or officers of equivalent seniority within each body responsible for the decision-making teams referred to in Stage 1.
- 10.7 Within 14 days of being notified by either party of a dispute which has not been resolved at Stage 1 of this procedure, the Chief Nurse and Assistant Director for Learning Disabilities, Autism and Mental Health Social Work, or officers of equivalent seniority of the Partners, will hold a meeting to try and resolve the dispute by reaching a consensus decision.
- 10.8 The relevant officers referred to in Clause 10.7 above may involve other professionals in the meeting to provide guidance and/or advice in specialist areas as they deem to be appropriate.
- 10.9 **Stage 3: Referral to arbitration:** If any dispute is not resolved through the procedures outlined in Stages 1 and 2 above, or there is any failure by either party to acknowledge the existence of a dispute or to deal with it in accordance with the procedures outlined above, the Partners will refer the matter to the Corporate Director, Adult Social Care and Health and the Hillingdon Borough Director of the ICB or the Accountable Officer for the ICB for arbitration. The outcome of stage 3 will end the local stage of the dispute resolution process.
- 10.10 The Corporate Director, Adult Social Care and Health and the ICB's Borough Director or Accountable Officer, as appropriate, will hold a meeting within 14 days of being notified by either party of a dispute which has not been resolved at Stage 2 of this procedure.
- 10.11 Other professionals may be invited to the meeting described in paragraph 10.10 above to provide guidance and/or advice in specialist areas as is deemed appropriate and necessary.
- 10.12 Where the local resolution procedure has not resulted in an outcome that the Service User finds satisfactory, they have the right to apply to NHSE to establish an independent review of the decision through an Independent Review Panel (IRP).

## 11. TERMINATION

- 11.1 Either Partner may terminate the arrangements under this Schedule by issuing six months' written notice to the other.

### ANNEX A - FINANCIAL ARRANGEMENTS

#### 1. CALCULATION OF CHARGES

- 1.1 The Charges are split between Fixed and Variable costs as set out in paragraphs 2 and 3 respectively of this **Annex A**.

#### 2. CHARGES BASED ON A FIXED PRICE

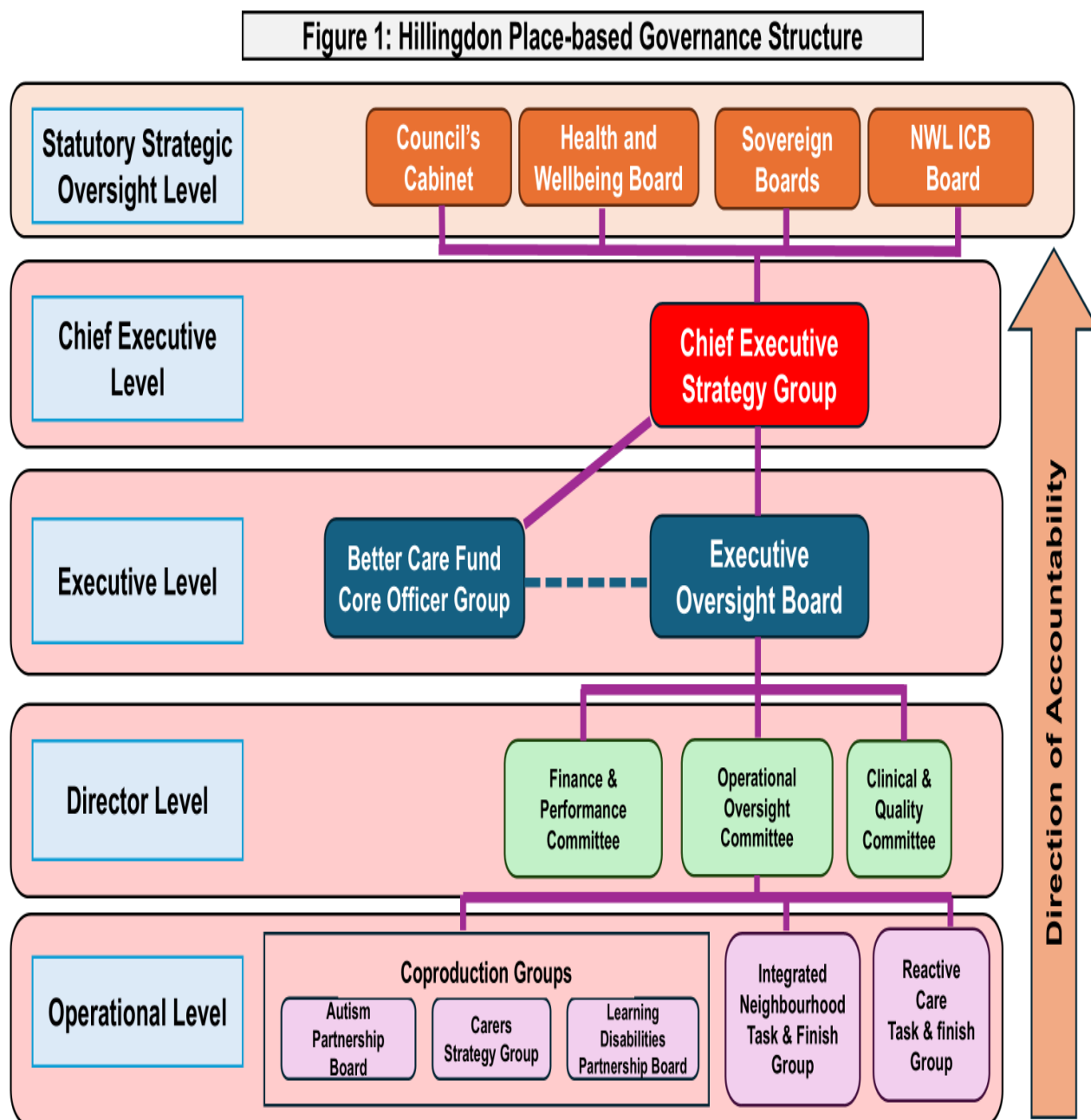
- 2.1 Charges for 2025/27 based on a fixed cost are as described in table 1 below.

Table 1: LD Case Management Service Costings 2025/26			
Type	FTE/Service Users	Rate	2025/26 Cost
1. Staffing			
• Social Worker (POB grade)	1.5	73,545	<b>110,318</b>
2. Accommodation & ICT	1.5	4,500	<b>6,750</b>
3. Additional staff support costs, e.g., travel, training, admin, etc.	N/A	7,444	<b>7,444</b>
4. Finance cost: payment of providers & recharging ICB	30	320	<b>9,600</b>
<b>TOTAL LD CASE MANAGEMENT SERVICE COST</b>			<b>134,112</b>
	<b>2025/26 COSTS X 50%</b>		<b>67,056</b>

## SCHEDULE 2 – GOVERNANCE ARRANGEMENTS

### 1. BETTER CARE FUND GOVERNANCE STRUCTURE SUMMARY

- 1.1 Figure 1 below summarises how the governance of the BCF fits within the broader placed-based governance arrangements for the health and care system in Hillingdon.



## **2. BETTER CARE FUND GOVERNANCE STRUCTURES TERMS OF REFERENCE**

### **a) Health and Wellbeing Board**

- 2.1 The key purpose of the Health and Wellbeing Board is to fulfil statutory requirements under the 2012 Health and Social Care Act to improve the health and wellbeing of the local population.
- 2.2 The Board is also responsible for:
- 2.2.1 Providing place-based leadership in developing a strategic approach for health and wellbeing in Hillingdon.
  - 2.2.2 Developing the statutory Health and Wellbeing Strategy.
  - 2.2.3 Ensuring that the Health and Wellbeing Strategy is informed and underpinned by the Joint Strategic Needs Assessment (JSNA) and is focused upon:
    - Improving the health and wellbeing of the residents of Hillingdon.
    - The continuous improvement of health and social care services.
    - The reduction of health inequalities.
    - The involvement of service users and patients in service design and monitoring; and
    - Integrated working across health and social care where this would improve quality.
  - 2.2.4 Reviewing performance on delivering the Health and Wellbeing Strategy and other key strategic targets.
  - 2.2.5 Holding partner agencies to account for performance on agreed priorities in conjunction with the Health and Social care Select Committee of the Council.
  - 2.2.6 Influencing and approving the Northwest London Integrated Care Board (ICB)'s commissioning plan and annual update.
  - 2.2.7 Collaborative working to develop social care and health related commissioning plans to improve the health and wellbeing of residents of the Borough and monitor implementation and performance.
  - 2.2.8 Agreeing and monitoring delivery of the BCF plan (as shown in governance structure summary); and
  - 2.2.9 Monitoring the performance of Public Health and reviewing services in conjunction with the External Services Scrutiny Committee.

## **Board Membership**

- 2.3 The Board is co-chaired by Cabinet Member for Health and Social Care and the Managing Director of Hillingdon Health and Care Partners, Hillingdon's borough-based partnership.
- 2.4 Statutory members of the Board include:
- Cabinet Members from the London Borough of Hillingdon
  - A representative from Northwest London Integrated Care Board
  - A representative from Healthwatch Hillingdon
  - The statutory Director of Adult Social Services
  - The statutory Director of Children's Services
  - The statutory Director of Public Health
- 2.5 Membership also includes the Council's Chief Executive and representatives from local NHS provider trusts, and these are:
- The Confederation, which represents 43 out of 45 local GP practices.
  - The Hillingdon Hospitals Foundation Trust
  - Central and Northwest London Foundation Trust
  - The Royal Brompton and Harefield Foundation Trust

## **Frequency of Meetings**

- 2.6 The Board meets in public every two months and its agenda and reports are published on the Council's website a week before its meetings. Dates of meetings are also published on the Council's website and can be found by following this link  
<http://modgov.hillingdon.gov.uk/ieListMeetings.aspx?CId=322&Year=0>
- 2.7 Although the public can attend meetings, there is no public right to speak.

### **b) Chief Executive Strategy Group**

- 2.8 The key purpose of the Chief Executive Strategy Group is to:
- 2.8.1 Set strategic development of the Place Based Partnership and ensure implementation of integrated care acting under delegated authority from sovereign organisations.
  - 2.8.2 Improve population health outcomes for Hillingdon through collaboration of providers and commissioners.
  - 2.8.3 Ensure alignment of all organisations to the agreed vision and objectives for an integrated care partnership in Hillingdon.
  - 2.8.4 Hold senior responsible officers (SROs) and the Executive Oversight Board to account within their terms of reference.

## **Group Membership**

2.9 The Chief Executive Strategy Group is chaired from among its members on a rotating basis.

2.10 Membership includes chief executive officers of the following organisations:

- The Council
- Hillingdon Hospitals NHS Foundation Trust
- Central and Northwest London NHS Foundation Trust
- H4All
- NHS Northwest London

2.11 The Managing Director for Hillingdon Health and Care Partners is also a member.

2.12 In attendance are also representatives of:

- Healthwatch Hillingdon
- Brunel Partners

## **Accountability**

2.13 The Group is accountable to the Health and Wellbeing Board and their constituent sovereign boards.

## **Frequency of Meetings**

2.14 The Group meets quarterly. Its meetings are not open to the public due to the confidential and sensitive nature of the information discussed.

## **Commitment of Resources**

2.15 The Group may commit resources to the extent of the scheme of delegations within the constituent organisations represented.

## **c) Executive Oversight Board**

2.16 The key purpose of the Executive Oversight Board is to:

2.16.1 Be the overarching decision-making body for the development and implementation of integrated care within delegated authority from sovereign organisations.

2.16.2 Ensure alignment of all organisations to the agreed vision and objectives for an integrated care partnership in Hillingdon.

2.16.3 Lead work at a borough level on delegated primary care co-commissioning.

2.16.4 Coordinate agreed change programmes in line with the NHS Northwest London Integrated Care Strategy and programme of work.

2.16.5 Lead work with the Council on joint commissioning.

2.16.6 Hold committees (see figure 1 to clause 1.1 above) to account.

### **Membership**

2.17 The Board will be chaired on a rotation basis from among its members.

2.18 Membership of the Board will include the following:

- HHCP Managing Director
- Chair (Finance & Performance Ctte)
- Chair (Operational Oversight Ctte)
- Chair (Clinical & Quality Ctte)
- Medical Director, Hillingdon
- Corporate Director, Adult Social Care & Health, LBH
- Director of Public Health, LBH
- Executive Director, Hillingdon Hospitals
- CEO, The Confed
- CEO, H4All
- Chief Strategy & Digital Officer (CNWL)
- Managing Director, CNWL

2.19 In attendance will be a representative from Healthwatch Hillingdon.

### **Accountability**

2.20 The Board will be accountable to the Chief Executive Strategy Group.

### **Frequency of Meetings**

2.21 The Board meets monthly, and its meetings are not open to the public due to the confidential and sensitive nature of the information discussed.

### **Commitment of Resources**

2.22 The Board has authority to commit resources in accordance with delegation arrangements between NHS partners within the borough-based care partnership. It has no authority to commit Council resources without the approval of the Council's Cabinet.

## **d) Better Care Fund Core Officer Group**

2.23 The key purpose of the Core Group is to:

2.23.1 Provide day to day management of the BCF pooled budget established under Section 75 of the National Health Service Act, 2006, in accordance with delegated authority provided by the Council's Cabinet and the ICB's Governing Body.

2.23.2 Undertake the role of '*Partnership Board*' as described in the Section 75 Agreement.

2.24 The Core Officer Group will be responsible for:

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2.24.1 Considering the development of the BCF within the context of the priorities of the democratically elected administration of the Council and of the statutory ICB Board.

2.24.2 Making decisions on financial expenditure in accordance with the agreed BCF Plan and agreement of both Partners.

2.24.3 Considering the strategic issues arising from the delivery of the Plan and consulting with the Executive Oversight Board (see clause 2.16) accordingly.

2.24.4 Taking directions from the elected administration of the Council and the statutory ICB Board where required to make informed recommendations to the Executive Oversight Board.

2.24.5 Translating recommendations from the Executive Oversight Board into action.

2.25 The Core Officer Group will also:

2.25.1 Be the escalation point for performance issues requiring urgent remedial intervention.

2.25.2 Report on issues arising from the management of the pooled budget to the Health and Wellbeing Board.

2.25.3 Consider opportunities for joint commissioning that may be reflected in the future scope of the BCF and section 75 agreement, subject to approval by the Health and Wellbeing Board, the Council's Cabinet and the ICB.

### **Group Membership**

2.26 The BCF Core Group is chaired by the BCF Programme Manager.

2.27 Other members include:

- Joint Borough Directors – ICB
- Corporate Director, Adult Social Care and Health – LBH
- Managing Director – Hillingdon Health and Care Partners

### **Accountability**

2.28 The BCF Core Group is accountable to the Chief Executive Strategy Group and informs the Executive Oversight Board.

2.29 Council officers who are members of the Core Group will be accountable to the Council's Cabinet and ICB officers will be accountable to the Board of the ICB.

### **Frequency of Meetings**

2.30 The BCF Core Group meets monthly. Its meetings are not open to the public due to the confidential and sensitive nature of the information discussed.

### **Commitment of Resources**

2.31 The Core Group has no authority to commit resources to the BCF other than those approved by either the Council's Cabinet or the ICB Board.

## **SCHEDULE 3 – RISK SHARE, OVERSPENDS AND UNDERSPENDS**

### **1. RISK SHARE**

- 1.1 The Partners have agreed that they will each manage their own risks under this Agreement unless otherwise stated in this **Schedule 3**.

### **2. OVERSPENDS**

- 2.1 The Partners in their capacity as Lead Commissioners for the Service Contracts at the Commencement Date will be responsible for managing any overspends in those Service Contracts that may occur during the Term.

- 2.2 Liability for any overspends during the period of the Agreement for the Service described in **Schedule 1B** (Community Equipment Service) will be on the following basis:

2.2.1 Where an overspend is incurred because of budget maladministration, the liability for this will rest with the Council. Maladministration is defined as expenditure outside the terms of this Agreement and without proper authorisation.

2.2.2 Where over expenditure occurs because of failure of one or more of the Partners to abide by the terms of the Agreement, for example, through inappropriate prescribing practice, the relevant Partner shall bear full responsibility for that overspend.

2.2.3 Where overspends occur due to unforeseen circumstances that are not due to maladministration, or as a result of failure of one or more of the Partners to abide by the terms of this Agreement, or an action by one or more of the Partners which is prohibited or against the terms of this Agreement, liability will be with the Partner whose Prescribing Team incurred the overspend. For avoidance of doubt, for Social Care Teams this will be the Council and NHS Teams this will be the ICB.

- 2.3 The Partners will inform the Partnership Board in accordance with Clause 8 of the Agreement where the remedial actions to address any overspend may impact on one or more of the Individual Schemes set out in Schedule 1.

- 2.4 The Partnership Board will use its best endeavours to preserve the integrity of Individual Schemes.

- 2.5 Where remedial action is proposed to address over performance that may jeopardise the integrity of an Individual Scheme, a report shall be provided to the Health and Wellbeing Board before any such action is implemented.

### **3. UNDERSPENDS**

- 3.1 Each Partner will have regard to the aims of this Agreement as set out in Clause F of this Agreement in determining how any such underspend on their contribution to the Pooled Fund shall be spent.



## SCHEDULE 4 – CONFLICTS OF INTEREST

### 1. DEFINITION OF A CONFLICT OF INTEREST

- 1.1 A conflict of interest occurs where an individual's ability to exercise judgement or act in one role is or could be impaired or otherwise influenced by his or her involvement in another role or relationship. The individual does not need to exploit his or her position or obtain an actual benefit, financial or otherwise. A potential for competing interests and/or a perception of impaired judgement or undue influence can also be a conflict of interest.

### 2. PRINCIPLES FOR MANAGING CONFLICTS OF INTEREST

- 2.1 Conflicts of interest can be managed by:

2.1.1 **Doing business properly.** If commissioners get their needs assessments, consultation mechanisms, commissioning strategies and procurement procedures right from the outset, then conflicts of interest become much easier to identify, avoid or deal with, because the rationale for all decision-making will be clear and transparent and should withstand scrutiny.

2.1.2 **Being proactive not reactive.** Commissioners should seek to identify and minimise the risk of conflicts of interest at the earliest possible stage, for instance by considering potential conflicts of interest when electing or selecting individuals to join the governing body or other decision-making roles, and by ensuring individuals receive proper induction and understand their obligations to declare conflicts of interest. They should establish and maintain registers of interests and agree in advance how a range of different situations and scenarios will be handled, rather than waiting until they arise.

2.1.3 **Assuming that individuals will seek to act ethically and professionally but may not always be sensitive to all conflicts of interest.** Most individuals involved in commissioning will seek to do the right thing for the right reasons. However, they may not always do it the right way because of lack of awareness of rules and procedures, insufficient information about a particular situation, or lack of insight into the nature of a conflict. Rules should assume people will volunteer information about conflicts and, where necessary, exclude themselves from decision-making, but there should also be prompts and checks to reinforce this.

2.1.4 **Being balanced and proportionate.** Rules should be clear and robust but not overly prescriptive or restrictive. They should protect and empower people by ensuring decision making is efficient as well as transparent and fair, not constrain people by making it overly complex or slow.

- 2.2 The Partners will manage conflicts of interest as follows:

2.2.1 **ICB:** as set out in the *ICB Conflict of Interest Policy* (July 2022)

2.2.2 **LBH:** as set out in the *Code of Conduct for Council Employees* (LBH March 2010).

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## COUNCIL BUDGET - 2025/26 BUDGET MONITORING

<b>Cabinet Member &amp; Portfolio</b>	Councillor Martin Goddard Cabinet Member for Finance & Transformation
<b>Responsible Officer</b>	Steve Muldoon, Corporate Director of Finance
<b>Report Author &amp; Directorate</b>	Andy Goodwin, Head of Strategic Finance
<b>Papers with report</b>	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 August 2025 (Period 5) for the financial year 2025/26.

#### General Fund Revenue

The Council has an approved expenditure budget of £974m, comprised of £552m within the General Fund and £422m within the Dedicated Schools Grant. As at the end of August 2025 (Period 5), the General Fund forecast shows an overspend of £30.2m, leading to an adverse movement of £8.1m from Month 4 against the reserves position.

The change in forecast of £8.1m represents a variance predominantly driven by service operations and reflects the ongoing pressures and risks local authorities face in homelessness, children's and adults social care provision. There remain significant inherent risks which continue to be reviewed and may impact the forecast at a future point.

#### Dedicated Schools Grant (DSG)

The in-year forecast deficit relating to DSG remains in line with budget, i.e. a £12.5m in-year increase in the deficit reserve position. It should be noted that the in-year deficit for 2025/26 represents an improvement of £2.5m on the in-year deficit reported for 2024/25. When factoring in the opening deficit position of £65.9m, this forecast position leads to a closing cumulative deficit for 2025/26 of £78.4m. The statutory override is in place until March 2028 while the Council continues with its deficit management plan.

#### 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 5 forecast reflects an unchanged position (nil variance) against this budget. This comprises a £0.9m 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 budget 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). The level of available capital receipts and how this will be applied to qualifying expenditure in this year is under review and it is possible that this may reduce in future months.

As the capital programme is reported quarterly to Cabinet, the next update will be for Month 6 to be presented to Cabinet in November.

<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents</p> <p>This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council</p>
<b>Financial Cost</b>	N/A
<b>Select Committee</b>	Corporate Resources & Infrastructure
<b>Ward(s)</b>	All

## RECOMMENDATIONS

That the Cabinet:

1. **Note the budget monitoring position and treasury management update as at August 2025 (Month 5) as set out in Part A of the report, furthermore, noting the actions proposed by officers.**
2. **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 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

3. 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

4. As at Month 5, the Council is forecasting a net overspend of £30.2m on its core operating activities. This includes overspends of £28.0m across Service Operating Budgets, a £4.2m pressure against the planned use of reserves and a breakeven position across centralised and Corporate Budgets including Corporate Funding. These pressures are partially mitigated by £2.0m 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 £40.7m, which includes further pressures of £2.7m relating to pay inflation and £7.1m on cross-cutting savings no longer viewed as deliverable in-year, the full £10.5m contingency budget has been released, reducing the net overspend to £30.2m. Overall, this represents a £8.1m increase in the overspend compared to the Month 4 position.
5. The service operating budget pressure of £28.0m, representing a £3.9m adverse movement from Month 4, is largely being driven by four pressure areas:
  - i. c£19.5m relating to further demand pressures above the budget position presented to February Cabinet and Council, with £8.2m being driven by Adult Social Care demand, £6.5m from homelessness support, £5.1m within Children's Social Care, offset by a £0.3m reduction in the waste forecast.
  - ii. c£8.0m relates to a shortfall against the savings budgeted in 2025/26 and the £38.8m target to be delivered this year (with a further £7.1m included in unallocated savings budgets), representing 39% slippage.
  - iii. £3.0m from the General Fund share of Treasury activities and the interest costs arising from the increase in borrowing resulting from the forecast
  - iv. Lastly, c£2.5m net underspend relating to a number of other smaller updates, mainly driven by staffing underspends across Adult Social Care & Health (c£2m) and Children's Social Care (c£1m) with some other minor movements.
6. Whilst centralised and Corporate Budgets are presenting a breakeven position, this includes a forecast pressure of £9.8m comprising an under-delivery against unallocated savings of £7.1m and £2.7m as a result of the final 2025/26 pay award offer of 3.2% compared to the budgeted 2.0%. A further pressure of £0.7m is reported against Corporate Funding due to an element of the Children's Prevention Grant that was announced as part of Core Spending Power being required to be spent on new initiatives leading to that element of the grant being transferred to the Children's Social Care service. The forecast then includes two mitigating actions, firstly the approved release of the £10.5m general contingency and secondly to reflect £2.0m of interventions to incorporate an anticipated reduction in expenditure which will arise as a consequence of introducing more stringent spend controls.
7. Within the position, the Planned use of Reserves of £4.2m is reported as a pressure due to the Council's low opening reserves position and therefore there is no scope to draw any

reserves down. Should the Government approve the Council's EFS submission, this position may change to reinstate this planned use of reserves.

8. As part of the Month 5 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, with risks totalling £10.7m against further opportunities of £2.9m. 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 (£1.0m). An estimated £5m of the above reflects the level of capital receipts yet to crystallise to fund transformation activity as set out in the Council's budget; a pipeline for this is in place with some assets now being marketed and so this risk is anticipated to reduce through the year. The remaining £1.6m of risks come from a number of smaller updates including funding strategies such as buyers premium and potential environmental costs associated with compliance related activities. It should be noted that risks not able to be quantified include the cost of any redundancies that may arise from any TOM savings implementation (redundancies would precede any savings that ensue), and also the financial impact relating to the amortisation of any EFS that may get agreed in respect of the 2024/25 financial year.
9. Opportunities in this position include £0.9m associated with various waste workstreams including the release of regional benefits from the West London Waste Authority (WLWA) and £1.4m related to the Council's ability to positively impact the homelessness support pressure through demand and market management, with £0.6m from smaller opportunities.
10. It should be noted that the risk of further overspend against homelessness costs remains high, like many London boroughs, given the rising levels of homeless presentations and the challenges in securing suitable alternative accommodation to prevent homelessness, particularly in the private rented sector. This position is being reviewed in detail and updates will be provided in future budget monitoring reports.
11. Within the £1.0m homelessness demand risk, it is worth noting that the Council is seeing exceptional costs as a result of being a port authority. This includes the arrival of UK nationals, which remains an unknown quantum at this time, given the costs incurred by the Council are not fully funded by the Government. The Council's forecast is based on the current run rate to date. It should be noted that a review commissioned by London Councils has identified a "Funding Gap" of £740m for London Councils between homelessness costs incurred and funding provided by Central Government in 2024/25.

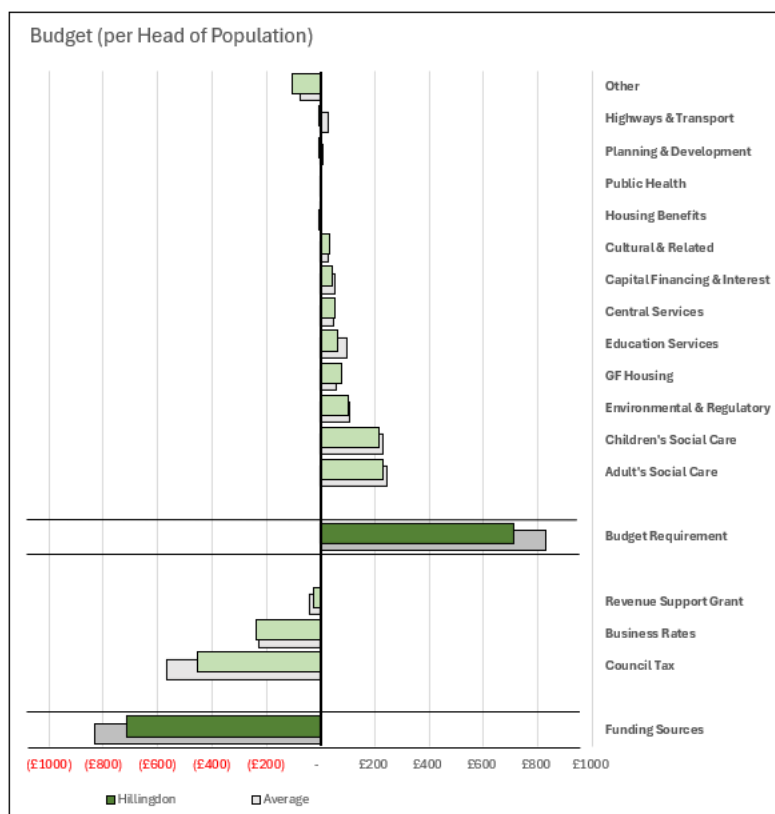
**Table 1: General Fund Overview**

Service	Approved Budget £m	Forecast Outturn £m	Variance £m	Forecast Variance Prior Month £m	Change in Variance £m
Service Operating Budgets	266.1	294.1	28.0	24.1	3.9
Development & Risk Contingency	10.5	0.0	(10.5)	(10.5)	0.0
Unallocated Budget Items: Pay Award Inflation	(2.7)	0.0	2.7	2.6	0.1
Unallocated Budget Items: Unallocated Savings	(7.1)	0.0	7.1	7.1	0.0
Budgeted Use of Reserves	(4.2)	0.0	4.2	0.0	4.2
<b>Total Net Expenditure</b>	<b>262.6</b>	<b>294.1</b>	<b>31.5</b>	<b>23.3</b>	<b>8.2</b>
Corporate Funding	(262.6)	(261.9)	0.7	0.0	0.7
<b>Subtotal</b>	<b>0.0</b>	<b>32.2</b>	<b>32.2</b>	<b>23.3</b>	<b>8.9</b>
Interventions	0.0	(2.0)	(2.0)	(5.0)	3.0
<b>Net Total</b>	<b>0.0</b>	<b>30.2</b>	<b>30.2</b>	<b>18.3</b>	<b>11.9</b>
<b>Opening Reserves as at 1<sup>st</sup> April 2025</b>			<b>6.7</b>	<b>6.7</b>	<b>0.0</b>
Less: Underlying Variance			(30.2)	(18.3)	(11.9)
Less: Budgeted Use of Reserves			0.0	(4.2)	4.2
Add/(Less): Movement on Earmarked Reserves			(1.4)	(1.0)	(0.4)
<b>Closing Reserves as at 31<sup>st</sup> March 2026</b>			<b>(24.9)</b>	<b>(16.8)</b>	<b>(8.1)</b>

12. The Council's unaudited opening reserves position, comprising both General and Earmarked Reserves, stands at £6.7m. In arriving at the net £30.2m overspend projected above, the forecast assumes a £1.4m drawdown from Earmarked Reserves to support service-level requirements, bringing the forecast usable general reserves position to £24.9m overdrawn. This is stated before any potential impact from other financial risks which are not currently built into the forecast. It is clearly untenable for the Council to leave this position unaddressed.
13. To this end, the Council is engaged in 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 has already made a formal submission to MHCLG for support in the form of a capitalisation direction and additional grant funding.
14. 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 a council to account for its revenue overspend 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 a 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, a council may receive direct grant support to help manage exceptional financial pressures.
  - iii. Council Tax Flexibility – A council 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.
15. The S151 Officer remains of the view that he is not minded to issue a S114 notice at this point in time on the basis that MHCLG are engaged in discussions and reviewing the council's position. There remains a reasonable likelihood that EFS can be approved within an appropriate timeline. 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 reassurance and progress of substance in these discussions very serious consideration would need to be given to issuing such a notice.
16. 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 £13.6m has been identified within this savings requirement and built into the forecast position.
17. 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. The Council is currently reviewing the pipeline of assets which can be targeted with a view to delivering capital receipts in this financial year. Any receipts will need to be verified to assure that they qualify under the regulations pertaining to flexible capital receipts. This work has not yet completed and the proposed opportunities will need to receive the necessary governance clearance before being progressed through to conclusion so as to bring in the receipts. The Council does have a level of capital receipts brought forward from previous years which can contribute to the requirement, but this will need to be supplemented by in-year disposals.
18. The Council remains firmly committed to achieving a sustainable financial position. It continues to be run efficiently, with spend per capita on frontline services 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**



19. 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.
20. The Council is taking steps to address the rising cost of temporary accommodation by seeking to make acquisitions which could then be used to address the issue and mitigate the impact of high rental costs in the private sector. For this reason, it is proposed that revisions in the capital programme are made to effectively transfer the planned spend of £20m for housing developments in the General Fund to the HRA, allocating the full in-year £8m HRA contingency to acquisitions as well as bringing forward the future HRA capital contingencies of a further £24m for similar purposes. While it could transpire that this full amount may not be fully spent in year, the intention is to ensure that if the right opportunities arise, the funds will be there to enable the Council to proceed. Any unused balance will be carried into 2026/27.

21. 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 the current level of Government funding at the time of setting the 2025/26 budget, the review indicates that Hillingdon is significantly underfunded by Government and had this review taken place in line with the original timescale, Hillingdon's financial position is likely to have been far more favourable.
22. 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 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.
23. 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, likewise it does not reflect the revenue impact of any EFS which may be agreed in respect of 2024/25 and would begin to be amortised from 2025/26.
24. 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 released in the forecast 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. Equally, it is important that any savings falling short are still pursued so that they can be delivered in full and on time in order to deliver the maximum benefit to 2026/27 and the MTFS. 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 and upsides 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.

25. The Leader and his Cabinet have asked officers to do everything they can to address and mitigate the overspend and financial pressures faced. To this end, officers will be introducing strict spend controls across all areas of the Council, extending the existing controls over staffing costs to non-staff costs. This will bring with it a burden of administration but is essential to demonstrate that the Council is taking its fiduciary duties seriously. These measures are expected to bring a reduction in the level of non-essential expenditure as well as challenge to the scope of spend which is currently deemed to be statutory in nature, and consequently an assumption has been made that this intervention could lead to a cost reduction of circa £2m in this financial year. Clearly this will need close monitoring through the year.
26. Alongside this, officers have been asked to review the capital expenditure programme to identify any schemes which can be deferred, reduced or stopped, in particular any which require council borrowing in order to fund, or will be a drain on council cash. This will in turn lead to a reduction in the level of borrowing required and hence the interest cost of such borrowing. In future years this would lead to a reduction in the level of MRP arising from capital schemes and so help to mitigate the impact of MRP arising from Exceptional Financial Support.
27. Finally, it should be remembered that not all of the potential risks facing the Council this financial year have been quantified and built into the forecast. All efforts will be undertaken to minimise the impacts of these risks on the Council both in this and into future years.

## **GENERAL FUND CAPITAL EXPENDITURE**

28. The Council updates its capital forecasts on a quarterly basis, and so the position remains the same 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 currently projected to breakeven. General Fund Capital Receipts of £17.0m were budgeted for 2025/26, with these funds planned to fund transformation activity, while capital receipts were projected to achieve an 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 remains on budget. These projections will be revisited as part of the Month 6 forecast.

## **SCHOOLS BUDGET**

29. 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 4, 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 £78.4m.
30. 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 £65.9m 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.

31. 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. Were the Council faced with having to absorb the deficit into its own reserves from 1 April 2028, it would have no option other than to request a further increase in EFS. Given the national cumulative position indicated above, it is hard to see how this can be managed and so the proposed way forward from Government is keenly awaited by councils across the country.

## **HOUSING REVENUE ACCOUNT**

32. The Housing Revenue Account (HRA) continues to forecast a breakeven position at Month 4. Operating costs are showing an in-year pressure of £0.9m, an adverse movement of £0.3m, primarily driven by staffing costs, emergency B&B placements and leaseholder insurance premiums, with the adverse movement related to a shortfall in the forecast rental income. 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**

33. As at Month 5, the Council's General Fund is reporting an overspend of £30.2m after allowing for the anticipated delivery of £2.0m in savings through interventions including tighter spend controls, and the approved release of the full £10.5m of contingency budget. This leads to an adverse movement in reserves from Month 4 of £8.1m. This position includes a £13.2m shortfall against the total £38.8m savings target, with capital receipts being used to fund the associated transformation activity.
34. The Month 5 position also includes the deployment of £1.4m 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.
35. To support the delivery of the savings programme, the Council is utilising £8.9m of capital receipts to fund transformation costs, in line with Government guidance. Asset disposals in 2025/26 plus previously unspent capital receipts are expected to support this transformation activity in the current financial year. However, it should be noted that there is a risk associated with the generation of eligible capital receipts, which could lead to transformation costs falling back on the General Fund revenue position.
36. As at Month 5, the Council has chosen to change reporting of the financial position from Cabinet Portfolios to Directorates as overseen by the Corporate Directors to better reflect management accountability lines, which is also more in keeping with other London Boroughs.

### **Progress on Savings**

37. 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**

Directorate	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
Finance	(0.7)	(0.2)	0.0	(0.2)	0.0	0.0	<b>(1.1)</b>
Adult Services & Health	(2.8)	(1.0)	(0.6)	(0.1)	(3.8)	0.0	<b>(8.3)</b>
Children & Young People's Services	(2.9)	(1.4)	0.0	(0.3)	0.0	0.0	<b>(4.6)</b>
Place	(2.5)	(1.5)	(0.6)	(1.0)	(1.0)	(0.1)	<b>(6.7)</b>
Homes & Communities	(1.5)	(1.3)	(1.8)	(0.8)	(1.3)	(0.3)	<b>(7.0)</b>
Corporate Services	(2.0)	(1.0)	(0.4)	(0.1)	(0.4)	(0.1)	<b>(4.0)</b>
Cross-Cutting	0.0	0.0	0.0	0.0	(5.7)	(1.4)	<b>(7.1)</b>
<b>Total 2025/26 Savings Programme</b>	<b>(12.4)</b> 33%	<b>(6.4)</b> 16%	<b>(3.4)</b> 9%	<b>(2.5)</b> 6%	<b>(12.2)</b> 31%	<b>(1.9)</b> 5%	<b>(38.8)</b> 100%
<b>Month 4 Change from Month 4</b>	<b>(9.0)</b> 23%	<b>(7.0)</b> 18%	<b>(8.8)</b> 23%	<b>(3.2)</b> 8%	<b>(9.4)</b> 24%	<b>(1.4)</b> 4%	<b>(38.8)</b> 100%

38. As of Month 5, £18.8m (49%) of the savings and interventions are being recorded as banked or on track for delivery. A further £5.9m (15%), being tracked above as amber, are in delivery but may not deliver in full this financial year. Of this, £1.2m is currently anticipated to slip but fully deliver in 2026/27. There are £12.2m (31%) of savings reported as red and having challenges in delivery, with mitigations being sought in-year where feasible. Of these, £12.0m are forecast to slip into 2026/27 but are ultimately expected to be delivered. A further £1.9m of savings are now considered to be undeliverable and will need to be written out of the Council's budget from 2026/27. Of these, £1.7m 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.
39. 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

40. 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.
41. Table 3.3 represents the position reported against normal activities for the Service Operating Budgets now being presented at Corporate Director level. The salient risks and variances within this position are summarised in the following paragraphs.

**Table 3: Service Operating Budgets**

Directorate		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
Finance	Expenditure	113.2	118.4	0.3	0.0	(2.9)	115.8	2.6	2.5	0.1
	Income	(79.7)	(78.4)	0.0	0.0	0.0	(78.4)	1.3	1.6	(0.3)
	<b>Subtotal</b>	<b>33.5</b>	<b>40.0</b>	<b>0.3</b>	<b>0.0</b>	<b>(2.9)</b>	<b>37.4</b>	<b>3.9</b>	<b>4.2</b>	<b>(0.3)</b>
Adult Social Care & Health	Expenditure	183.5	195.1	0.0	0.0	(0.2)	194.9	11.4	9.1	2.3
	Income	(84.3)	(85.1)	(0.8)	0.0	0.0	(85.9)	(1.6)	(1.0)	(0.6)
	<b>Subtotal</b>	<b>99.2</b>	<b>110.0</b>	<b>(0.8)</b>	<b>0.0</b>	<b>(0.2)</b>	<b>109.0</b>	<b>9.8</b>	<b>8.1</b>	<b>1.7</b>
Children & Young People Services	Expenditure	75.6	82.2	(0.4)	0.0	(2.7)	79.1	3.5	3.9	(0.4)
	Income	(22.1)	(21.5)	0.0	0.0	0.0	(21.5)	0.6	0.0	0.6
	<b>Subtotal</b>	<b>53.5</b>	<b>60.7</b>	<b>(0.4)</b>	<b>0.0</b>	<b>(2.7)</b>	<b>57.6</b>	<b>4.1</b>	<b>3.9</b>	<b>0.2</b>
Place	Expenditure	78.8	79.3	(0.4)	0.0	(0.4)	78.5	(0.3)	0.1	(0.4)
	Income	(34.3)	(32.2)	0.1	0.0	0.0	(32.1)	2.2	1.9	0.3
	<b>Subtotal</b>	<b>44.5</b>	<b>47.1</b>	<b>(0.3)</b>	<b>0.0</b>	<b>(0.4)</b>	<b>46.4</b>	<b>1.9</b>	<b>2.0</b>	<b>(0.1)</b>
Homes & Communities	Expenditure	46.6	69.8	(0.2)	0.0	(0.6)	69.0	22.4	17.0	5.4
	Income	(38.9)	(53.4)	0.0	0.0	0.0	(53.4)	(14.5)	(11.5)	(3.0)
	<b>Subtotal</b>	<b>7.7</b>	<b>16.4</b>	<b>(0.2)</b>	<b>0.0</b>	<b>(0.6)</b>	<b>15.6</b>	<b>7.9</b>	<b>5.5</b>	<b>2.4</b>
Corporate Services	Expenditure	30.0	35.7	0.0	0.0	(4.5)	31.2	1.2	1.1	0.1
	Income	(2.3)	(3.1)	0.0	0.0	0.0	(3.1)	(0.8)	(0.7)	(0.1)
	<b>Subtotal</b>	<b>27.7</b>	<b>32.6</b>	<b>0.0</b>	<b>0.0</b>	<b>(4.5)</b>	<b>28.1</b>	<b>0.4</b>	<b>0.4</b>	<b>0.0</b>
<b>Total Service Operating Budgets</b>		<b>266.1</b>	<b>306.8</b>	<b>(1.4)</b>	<b>0.0</b>	<b>(11.3)</b>	<b>294.1</b>	<b>28.0</b>	<b>24.1</b>	<b>3.9</b>

42. As can be seen from the table above, Service Operating Budgets are forecasting a £28.0m overspend which is the cumulative effect of a number of variances which are briefly outlined below by Cabinet Portfolio:
- i. **Finance** – As at Month 5 the service is reporting a pressure of £3.9m, which is a £0.3m favourable movement against the previous report. The variance is predominantly caused by a £2.9m 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, however, the forecast borrowing costs have reduced at Month 5 leading to the favourable movement in this area. This position is compounded by staffing pressures within Finance from agency staffing costs and the associated premium above the Council's own workforce budget.
  - ii. **Adult Social Care & Health** – are reporting an overspend of £9.8m, with adult care placements forecasting a pressure of £12.4m offset by mitigations of £2.4m 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 continue to grow above the budgeted position, particularly in Learning Disabilities and Mental Health services.
  - iii. **Children & Young People's Services** – As at Month 5, services within this directorate are reporting a pressure of £4.1m, representing an adverse movement of £0.2m from Month 4. The pressure in this area is driven by additional demand for care, with this position being in part impacted by the Temporary Accommodation pressure leading to a lack of General Needs properties within the Housing Revenue Account (HRA) that is available for move-on.
  - iv. **Place** – Are reporting an overspend of £1.9m at Month 5, representing a favourable movement of £0.1m. £2.2m of this relates to income, the largest driver for which is the forecast shortfall against the Garden Waste subscription fee of £0.8m, with further pressures across other income streams including the delivery of the Trade Waste income target rolled forward into 2025/26. Further shortfalls against the income budget include 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. The underspend against expenditure is largely driven by staff vacancies being held to support the position where possible.
  - v. **Homes & Communities** – Are reporting a net overspend of £7.9m, representing an adverse movement of £2.4m, driven by a gross expenditure pressure of £17.0m offset by additional income of £11.5m. The gross pressure is largely driven by temporary accommodation and homelessness support pressures. This reflects a national pressure, but with Hillingdon particularly impacted by Heathrow having a material impact on local supply and demand economics. The additional income is linked to the same driver whereby 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, with further risks reported in the summary of this report, particularly relating to those arriving from the Chagos Islands.

### **Collection Fund**

43. At Month 5, 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 4 and is driven by the following 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, 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.
44. 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. This leads to an adverse impact of £10.2m set to be incorporated in the Council's refresh of the budget strategy for 2026/27, with any further updates thereafter between Month 10 and outturn impacting on 2027/28. This position therefore will increase the Council's 2026/27 budget gap by £10.2m.
45. The Council will be carrying out a deep dive review for Month 6 on the current debt position within the Collection Fund and reviewing Check, Challenge & Appeal data to assess the adequacy of the Business Rates appeals provision.

## Schools Budget

46. As of Month 5 (August 2025), the Dedicated Schools Grant (DSG) is forecasting a deficit of £12.5m with no change from Month 4, 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.
47. Whilst the Safety Valve funding with the Department of Education (DfE) is currently suspended, work has continued and the Council is 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 £m	Variance £m	Month 4 £m	Change £m
	DSG Settlement	Academy Recoupment	LBH Maintained				
	£m	£m	£m				
Schools Block	297.9	(187)	110.9	110.9	0	0	0
Early Years Block	48.3	0	48.3	48.3	0	0	0
Central Schools Block	2.5	0	2.5	2.5	0	(0.1)	0.1
High Needs Block	86.8	(13.1)	73.7	73.7	0	0.1	(0.1)
Budgeted Use of Reserves	(12.5)	0	(12.5)	(12.5)	0	0	0
<b>Total</b>	<b>423.0</b>	<b>-200.1</b>	<b>222.9</b>	<b>222.9</b>	<b>0</b>	<b>0</b>	<b>0</b>
Balance Brought Forward 1 April 2025					<b>65.9</b>		
Budgeted Use of Reserves					<b>12.5</b>		
Pressure					<b>0</b>		
<b>Total Deficit at 31 March 2026</b>					<b>78.4</b>		

48. 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 is now beginning to have a positive impact.

49. 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

50. 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 £15.0m, in line with the target level set out in the Council's budget strategy. The table below presents key variances with a £0.5m pressure against operating costs being compounded by a £0.4m 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 represents a £0.5m adverse movement since Month 4 offset by a £0.5m 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	(85.7)	(85.3)	0.4	0.0	0.4
<b>Net Income</b>	<b>(85.7)</b>	<b>(85.3)</b>	<b>0.4</b>	<b>0.0</b>	<b>0.4</b>
Operational Assets	16.0	16.0	0.0	(0.3)	0.3
Director of Housing	10.3	10.8	0.5	0.7	(0.2)
Other Service Areas	1.0	1.0	0.0	0.0	0.0
Contribution to Shared Services	17.4	17.4	0.0	0.0	0.0
<b>HRA Operating Costs</b>	<b>44.7</b>	<b>45.2</b>	<b>0.5</b>	<b>0.4</b>	<b>0.1</b>
Capital Programme Financing	18.9	21.9	3.0	(0.4)	3.4
Interest and Investment Income	22.1	18.2	(3.9)	0.0	(3.9)
<b>Total Capital Programme Financing</b>	<b>41.0</b>	<b>40.1</b>	<b>(0.9)</b>	<b>(0.4)</b>	<b>(0.5)</b>
<b>(Surplus) / Deficit</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>		
General Balance 01/04/2025	15.0	15.0	0.0		
<b>General Balance 31/03/2026</b>	<b>15.0</b>	<b>15.0</b>	<b>0.0</b>		

51. At Month 5, rental income and other income is forecasting a pressure of £0.4m. The Council's budget strategy to deliver a net increase of 209 new homes is anticipated to be on track to deliver but weighted towards the latter part 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.
52. The HRA Operating Costs budget is £44.7m and at Month 5 is forecasting a minor £0.5m overspend against the budget, due to staffing pressures, B&B costs associated with emergency housing and leaseholder insurance premiums. These budgets are based on supporting the Council's 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.

53. Operational Assets are forecast to breakeven. This incorporates a number of minor pressures, the most material of which is a reduction in the cost of subsidence surveys, offset by in-year mitigations, predominantly linked to a reduction in boiler repairs driven by the replacement programme. Inflation was added to HRA Operating Costs in the Council's budget strategy, with forecasts indicating the uplift is sufficient to meet inflationary demands on the service.
54. 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.
55. The Medium Term Financial Strategy (MTFS) savings target is £1.0m which is 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.
56. As at Month 5 the capital programme financing budget of £41.0m was forecast to underspend by £0.9m. This budget forecast includes £21.9m (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.

**Table 10: Outstanding Deposits**

Period	Actual (£m)	Actual (%)	Movement from M4 (£m)
Call Accounts and MMF's*	21.5	45.9%	(13.4)
Up to 3 Month Fixed-Term Deposits	10.3	22.0%	10.3
<b>Total</b>	<b>31.8</b>	<b>67.9%</b>	<b>(3.1)</b>
Strategic Pooled Funds	15.0	32.1%	0
<b>Total</b>	<b>46.8</b>	<b>100.0%</b>	<b>(3.1)</b>
Average Investment Balances Jan 2025	<b>59.5</b>		<b>9.1</b>

\*Money Market Funds

57. 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.
58. The average rate of return on day-to-day operational treasury balances since the beginning of the new financial year is 4.27%. 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 4.23% based on the previous six months income average. As the fair value of these strategic pooled funds is currently lower than the sum initially invested it is not proposed to disinvest at this time.
59. The 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.
60. 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. As at the end of August, 68% 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 partly 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.
61. 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 £59.5m, an increase of £9.1m from Month 4 and balances at the end of August were £3.1m lower than at the end of July.

**Table 11: Outstanding Debt**

	<b>General Fund</b>	<b>HRA</b>	<b>Total</b>	<b>Average Interest Rate (Total)</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>%</b>
PWLB Long Term	134.2	306.6	440.8	3.89%
Market	10.0	28.0	38.0	4.11%
Temporary Borrowing:				
Local Authorities	93.0	0.0	93.0	4.66%
PWLB	0.0	0.0	0.0	0.0%
	<b>237.2</b>	<b>334.6</b>	<b>571.8</b>	<b>4.03%</b>
Movement from Prior Month	10.0	(5.25)	4.75	(0.38%)

62. During August 2025, a HRA £5m market loan was called, which was replaced by a GF new local authority loan totalling £10m.
63. PWLB rates fluctuated throughout August, ending in a higher position to the beginning of the month – an overall increase of 5bps from the end of July.

## PART B: FINANCIAL RECOMMENDATIONS

That the Cabinet:

- a. Approve the forward phasing of £24m of HRA Capital Programme General Contingency into 2025/26 and to vire this budget to the HRA Acquisitions Programme Budget.
- b. Approve the transfer of £20m of capital budget relating to Housing Developments from the General Fund Capital Programme to the Acquisitions Programme within the HRA Capital Programme.
- c. Approve the transfer of £8.0m from the 2025/26 HRA Capital Contingency budget to the HRA Capital Acquisitions budget.
- d. Note and endorse the implementation of enhanced revenue spend controls across all service areas in order to reinforce financial discipline, ensure alignment with the Council's MTFS and mitigate further deterioration of the Council's financial position.
- e. Note and endorse a comprehensive review of the General Fund Capital Programme to identify schemes where expenditure is not critical and may be delayed, reduced, or discontinued.
- f. Agree to increase the Council's No Recourse to Public Funds (NRPF) policy rates to match the Home Office asylum support rates, ensuring compliance with legal standards and safeguarding the welfare of families supported under Section 17 of the Children Act 1989.

### Reasons for recommendation

64. **Recommendation a** – The purpose of this is to ensure that the Council is able to take advantage of opportunities to acquire accommodation for use in mitigating the Council's Temporary Accommodation pressures in the General Fund. This will help to reduce the financial burden in comparison to paying private sector landlords expensive nightly rates to house homeless households.
65. **Recommendation b** - As resolved by the full Council on 25 February 2021, Cabinet may utilise the general reserves or balances or approve virements between the General Fund budget, Housing Revenue Account budget or Capital budgets during the MTFF financial years 2021/22 to 2025/26 in respect of those functions which have been reserved to the Cabinet. It has been determined that it would be more efficient for the Council to undertake the acquisitions via the HRA in the first instance, therefore the budget is required in the HRA rather than the General Fund.
66. **Recommendation c** – Seeks approval from Cabinet for the transfer of £8.0m from the HRA Contingency Capital Contingency budget to the HRA Capital Acquisitions budget to allow the Council to acquire additional units for the HRA that generate positive Net Present Value (NPV) results and offer a pay back period within agreed parameters (35 years for flats and 50 years for houses), whilst also supporting the Council's homelessness support pressure.

67. **Recommendation d** - These measures are intended to reinforce financial discipline, ensure alignment with the Medium Term Financial Strategy, and mitigate further deterioration of the Council's financial position. It is anticipated that the projected mitigation through interventions will largely need to come from this approach to avoiding unnecessary spend.
68. **Recommendation e** - The outcome of this review will inform the Medium Term Financial Strategy and support the Council's commitment to financial resilience and value for money. The focus will in particular be on those schemes which are funded by General Fund borrowing or S106/CIL monies already held by the Council and thereby reduce cash outflows while EFS is sought from Government.
69. **Recommendation 2f** - The Council's current NRPF rates fall below the minimum standard established by the Home Office for asylum support. For example, the Council currently provides £44 per week for a single person, whereas the Home Office asylum support rate is £49.18 per week. In the case of *R (BCD) v Birmingham Children's Trust [2023] EWHC 137 (Admin)*, the High Court clarified that the absolute minimum level of financial support payable to families with NRPF status must be equivalent to the Home Office asylum support rates, plus the cost of utilities and council tax. Providing less than this amount is deemed unlawful. Failure to align our policy rates with this legal benchmark exposes the Council to legal risk and undermines our statutory duty to meet the essential living needs of vulnerable families

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## PUBLIC PREVIEW:

### *MATTERS TO BE CONSIDERED LATER IN PRIVATE*

<b>Cabinet Member(s)</b>	As appropriate
<b>Cabinet Portfolio(s)</b>	As appropriate
<b>Officer Contact(s)</b>	Mark Braddock – Democratic Services
<b>Papers with report</b>	None

## HEADLINES

<b>Summary</b>	<p>A report to Cabinet to provide maximum transparency to residents on the private matters to be considered later in Part 2 of the Cabinet meeting and agenda.</p> <p>This will enable Cabinet Members to openly discuss such matters generally in public, and via the Council's live broadcast of the meeting, without prejudicing their later consideration in private.</p>
<b>Putting our Residents First</b>  <b>Delivering on the Council Strategy 2022-2026</b>	<p>This report supports our ambition for residents / the Council of: An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents</p> <p>This report supports our commitments to residents of: A Digital-Enabled, Modern, Well-Run Council</p>
<b>Financial Cost</b>	As set out in the report.
<b>Relevant Select Committee</b>	As set out in this report under each item – however, this item is not for scrutiny call-in as it is information only.
<b>Ward(s)</b>	As set out in the report

## RECOMMENDATION

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

## Reasons for recommendation

### Why are certain reports considered in private?

As a transparent, democratic organisation, the Council's Cabinet will consider matters in public on Part 1 of this Cabinet agenda. However, there will inevitably be some reports that will need to be considered in private. These would generally relate to contracts, property transactions or commercially sensitive information, for example, tender bids from commercial organisations, which if made public, could prejudice the Council's ability secure value-for-money for resident taxpayers.

This information is also called 'exempt' information and is considered in Part 2 of any Cabinet agenda by applying the relevant section of the Part 1 of Schedule 12 (A) to the Local Government Act 1972 (as amended), in that the report contains certain information and that the public interest in withholding that information outweighs the public interest in disclosing it.

### How can the public find out more about the private reports?

To ensure maximum transparency when the Cabinet considers such private reports:

- 1) They are first given advance notice on the Cabinet's Forward Plan in summary form setting out the reason why they will be considered in private. The [Forward Plan](#) is a public document setting out all the expected decisions the Cabinet will make over the coming year, except those that are urgent, and is available on the Council's website to view;
- 2) This report provides a fuller public preview of the matters to be discussed in Part 2 of this Cabinet meeting and gives an opportunity for Cabinet Members to highlight issues of significance within and for public information purposes, without prejudicing their later fuller consideration in private. It also sets out the recommendations in general terms that are being proposed for a decision on.
- 3) Consideration of this report will also be broadcast live on the Council's YouTube channel: Hillingdon London, and available for viewing afterwards, for wider democratic engagement.
- 4) After these private reports are considered in Part 2 of this Cabinet meeting, Cabinet's full decisions on them will then be published on the Council's website the day after the Cabinet meeting, along with the decisions on the other matters already considered in public.

## Alternative options considered

Cabinet could resolve to release any private report into the public domain in extraordinary or highly exceptional cases, where it considers the public interest in disclosing the information outweighs the public interest in withholding it. However, to ensure greater transparency on all private matters considered, this public preview item is advised as the most suitable way forward.

## Legal comments

Such private matters are considered in accordance with Local Government Act 1972 (as amended) Access to Information provisions and also The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. This report enables such matters to be discussed in public as far as is possible under the relevant legislation.

## SUPPORTING INFORMATION

### ITEM 15 - WINDOWS RENEWALS (MULTI LOT AGREEMENT)

Relevant Cabinet Members	Councillor Jonathan Bianco, Cabinet Member for Corporate Services & Property
Relevant Ward(s)	N/A
Relevant Select Committee	Corporate Resources & Infrastructure

#### Information

The report seeks approval to accept tenders and award contracts for a multi-lot framework to replace PVCu double-glazed windows in the Council's housing stock over a five-year programme. The aim is to deliver a planned, borough-wide upgrade of windows to improve housing quality, energy efficiency, and resident wellbeing.

Resident Benefits include:

- **Improved Energy Efficiency:** Modern windows will help retain heat, reduce energy bills, and maintain comfortable indoor temperatures.
- **Enhanced Security:** New fittings come with updated locking mechanisms and stronger materials for increased home protection.
- **Noise Reduction:** Upgraded windows will significantly reduce external noise, creating a quieter living environment.
- **Better Ventilation and Comfort:** Improved airflow and insulation contribute to a healthier indoor atmosphere.
- **Increased Property Value and Aesthetics:** New windows enhance the appearance and value of homes.
- **Compliance with Safety and Environmental Standards:** All installations will meet current building regulations and sustainability goals.
- **Addressing Damp and Mould:** The programme is designed to improve thermal performance, helping to prevent damp and mould—especially important with the introduction of Awaab's Law from October 2025, which requires social landlords to address these issues promptly.

Programme Details:

- **Scope:** The works will cover various postcodes across the borough, targeting properties in need based on asset data and ongoing stock condition surveys.
- **Consultation:** Tenants will be consulted on the installation programme.
- **Financial Efficiency:** The framework is expected to deliver significant efficiencies in officer time and resources.
- **Regulatory Compliance:** The programme supports the Council's obligations under the Housing Act 1985, Landlord and Tenant Act 1985, and the Social Housing (Regulation) Act 2023, helping to meet Decent Homes recovery targets and avoid regulatory enforcement.

## ITEM 16 - VETERINARY SERVICES AT THE IMPORTED FOOD OFFICE, HEATHROW

Relevant Cabinet Members	Cllr Eddie Lavery, Cabinet Member for Community & Environment
Relevant Ward(s)	The Imported Food Office is located in Heathrow Villages
Relevant Select Committee	Residents' Services

### Information

The report details the outcome of the tendering process for providing veterinary services at the Imported Food Office, Heathrow, on behalf of the London Borough of Hillingdon. It is required by law to have suitably qualified Official Veterinarians present at UK Border Control Posts to undertake checks on imported Products of Animal Origin (POAO). The report recommends awarding a contract following a competitive procurement process.

A contract for this underpins the Council's statutory and public health responsibilities, and ensures the safety of food products entering the UK through Heathrow, directly benefiting Hillingdon residents and businesses and beyond.

#### Resident & Business Benefits:

- The contract ensures the Council meets its statutory obligations for inspecting imported POAO at Heathrow, helping to protect public and animal health by ensuring only safe products enter the UK.
- The contract supports local businesses by enabling importers to use Heathrow as a point of entry and UK exporters to obtain necessary export certification.
- Products inspected at Heathrow are destined for supermarkets, local stores, and market traders in Hillingdon and across the UK, ensuring food safety for residents.
- The contract is monitored for compliance with all relevant UK and EU legislation, and the supplier must keep up to date with any legislative changes.
- The cost of the contract is recovered through fees and charges from importers.

ITEM 17 - REACTIVE DRAINAGE AND WATER MAIN REPAIRS SERVICE	
Relevant Cabinet Members	Councillor Jonathan Bianco, Cabinet Member for Corporate Services & Property
Relevant Ward(s)	N/A
Relevant Select Committee	Corporate Resources & Infrastructure
Information	
<p>The report seeks Cabinet approval for an extension of the existing contract to provide reactive drainage and water main repairs across the borough's social housing properties.</p> <p>Key resident benefits include:</p> <ul style="list-style-type: none"> <li>• Resident Safety &amp; Wellbeing - The service ensures homes remain safe, habitable, and compliant with health and safety standards. It provides rapid response to drainage blockages, sewer overflows, and water main bursts—including emergency out-of-hours cover.</li> <li>• Environmental Protection - Timely repairs help prevent environmental hazards such as sewage overflows and water leaks, minimizing disruption and potential legal liabilities.</li> <li>• Contractual – The extension ensures continuity of essential services for social housing, including emergency response and the company employs local residents and offers work experience placements.</li> </ul>	

## ITEM 18 - SUPPORTED LIVING AND CARE & WELLBEING SERVICES FOR PEOPLE WITH LEARNING DISABILITIES AND/OR AUTISM AND/OR PEOPLE WITH MENTAL HEALTH NEEDS

Relevant Cabinet Members	Cllr Jane Palmer, Cabinet Member for Health & Social Care
Relevant Ward(s)	N/A
Relevant Select Committee	Health and Social Care

### Information

This report seeks Cabinet approval to extend four existing contracts with three providers for care and wellbeing services for people with learning disabilities, autism, and/or mental health needs. The extensions will run until 2027, allowing the Council to continue meeting its statutory responsibilities under the Care Act 2014 and the Mental Health Act 1983, but also for a full review of the service and to meet new legislative changes coming in, relating to improve standards, accountability, and value in supported housing.

Benefits for service users:

- Continuity and Security: Residents in supported living schemes will experience continuity and security, with services judged as providing good care and support.
- Local Community Living: Schemes are distributed across the Borough, enabling residents to live within their local communities and maintain independence.
- Quality Assurance: Providers have consistently met contractual KPIs and maintained high occupancy levels. Feedback from the Council's Quality Assurance Team is positive, indicating good standards of care.
- Support Services: One contract provides additional floating support and 24-hour telephone support for people with mental health needs, helping prevent crises and hospital admissions.

## ITEM 19 - RECRUITMENT AGENCY SERVICES REVIEW

Relevant Cabinet Members	Councillor Jonathan Bianco, Cabinet Member for Corporate Services & Property
Relevant Ward(s)	N/A
Relevant Select Committee	Corporate Resources & Infrastructure

### Information

The report seeks approval for awarding a contract for a Managed Services Provider for Contingent Labour to the London Borough of Hillingdon. It aims to ensure continuity of service and deliver cost efficiencies in the use of agency staff, as part of the Council's ongoing cost-saving programme. The recommendations to Cabinet supports a more cost-effective and sustainable resourcing model for the Council going forward.

## ITEM 20 - SOCIAL CARE CATERING SERVICES

Relevant Cabinet Members	Councillor Jane Palmer, Cabinet Member for Health and Social Care
Relevant Ward(s)	N/A
Relevant Select Committee	Health and Social Care

### Information

The report seeks Cabinet approval to award a contract for catering services at two of Hillingdon's Extra Care schemes - Grassy Meadow Court and Park View Court. The contract recommended followed a competitive tender. Residents' feedback, compliments, and complaints were reviewed to shape the new service specification. Consultations were held at other schemes before changes, and similar engagement is planned at Grassy Meadow Court and Park View Court. Resident focus groups will be established to ensure ongoing engagement and service improvement.

Benefits for service users:

- Continues weekly hot meals as part of the service charge, with additional options for breakfast and Saturday lunch available on a pay-as-you-go basis, depending on demand.
- Ensures regular resident feedback and more frequent menu updates, ensuring the service is responsive to dietary, cultural, and religious needs.
- Will support residents' health and wellbeing by providing nutritious meals and encouraging social engagement through communal dining and special events (e.g., Christmas and summer parties).
- Encourages residents to organise their own social events, fostering greater independence and community spirit.
- Shifts away from traditional catering to a more targeted, flexible model, supporting independence and offering a variety of meal options.

## ITEM 21 - MINOR PROPERTY TRANSACTION - ELECTRICITY SUBSTATION LEASE FOR OTTERFIELD ROAD HOUSING DEVELOPMENT, YIEWSLEY

Relevant Cabinet Members	Councillor Jonathan Bianco, Cabinet Member for Corporate Services & Property
Relevant Ward(s)	Yiewsley
Relevant Select Committee	Corporate Resources & Infrastructure

### Information

The report seeks Cabinet approval to grant a long lease for an electricity substation at Otterfield Road, Yiewsley. The Council is the landowner. This substation is essential for the completion of the Otterfield Road Housing Development, which includes a new library and 95 housing units on the site of the former Yiewsley Swimming Pool and Falling Lane. The recommendation to Cabinet ensures a robust power supply for future residents and users of the development, supporting reliable services and infrastructure.

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