



HILLINGDON
LONDON



Cabinet

Councillors in the Cabinet:

Date: THURSDAY, 26 MAY 2011

Time: 7.00 PM

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

**Meeting
Details:** Members of the Public and
Press are welcome to attend
this meeting

Ray Puddifoot (Chairman)
Leader of the Council

David Simmonds (Vice-Chairman)
Deputy Leader / Education & Children's Services

Jonathan Bianco
Finance, Property & Business Services

Keith Burrows
Planning, Transportation & Recycling

Philip Corthorne
Social Services, Health & Housing

Henry Higgins
Culture, Sport & Leisure

Douglas Mills
Improvement, Partnerships & Community Safety

Scott Seaman-Digby
Co-ordination & Central Services

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Published: Wednesday, 18 May 2011

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www.hillingdon.gov.uk

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Agenda

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

Cabinet Reports - Part 1 (Public)

- 5 Review of Support for Music Tuition in Hillingdon: Interim Report of the Working Group (Cllr Simmonds) 17 - 22
SEPARATE APPENDICIES
- 6 Residents' & Environmental Services Policy Overview Committee - Major Review of problems posed to Hillingdon, and beyond, by Khat and how to tackle them (Cllr Mills) 23 - 26
SEPARATE APPENDICIES
- 7 Draft Street Trading Policy (Cllr Bianco) 27 - 62
- 8 Preliminary Flood Risk Assessment for Hillingdon (Cllr Bianco) 63 - 124
- 9 Ofsted Inspection Report on the Council's provision of Adult and Community Learning (Cllrs Higgins and Simmonds) 125 - 150

Cabinet Reports - Part 2 (Private and Not for Publication)

10	Primary School Capital Programme - Construction Contract Decisions (Cllrs Bianco and Simmonds)	151 - 160
11	Tender for the supply of Tyres and associated repair services (Cllr Bianco)	161 - 164
12	Aggregation and extension of payment card contract (Cllrs Bianco and Seaman-Digby)	165 - 168
13	Contract extension - Structural Inspection and Testing of Lighting Columns (Cllr Burrows)	169 - 174
14	Authority to apply to Government for consent for change of use of Green Belt Land (Cllr Bianco)	175 - 182
15	Relocation of the Hayes One Stop Shop and Citizen's Advice Bureau into the Botwell Library Site (Cllr Bianco)	183 - 192
16	Voluntary Sector Leasing Policy - follow up report (Cllr Bianco)	193 - 198

The reports listed above in Part 2 are not made public because they contains exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it.

17 Any other items the Chairman agrees are relevant or urgent

Minutes

Cabinet

Thursday, 14 April 2011

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



HILLINGDON
LONDON

Published on: 15 April 2011

Decisions come into effect on: Tuesday 26th April 2011

Cabinet Members Present:

Ray Puddifoot (Chairman)
David Simmonds (Vice-Chairman)
Jonathan Bianco
Keith Burrows
Philip Corthorne
Henry Higgins
Scott Seaman-Digby

Members also Present:

John Riley
George Cooper
Brian Crowe
Dominic Gilham
Judy Kelly
Mo Khursheed
Edward Lavery
Anita MacDonald
Mary O'Connor
Andrew Retter
Brian Stead

298. APOLOGIES FOR ABSENCE

Councillor Douglas Mills

299. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING

None

300. TO APPROVE THE MINUTES OF THE LAST MEETING HELD ON 17 MARCH 2011

The decisions and minutes of the meeting held on the 17th March 2011 were agreed as a correct record.

301. 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

This was confirmed.

302. EXTERNAL SERVICES SCRUTINY COMMITTEE - WORKING GROUP REVIEW ON CHILDREN'S SELF-HARM

Councillor Mary O'Connor, Chairman of the External Services Scrutiny Committee, presented a Working Group report on Children's Self-Harm, which Cabinet praised as an exceptional report and the first of its kind.

RESOLVED:

That Cabinet:

- 1. Welcomes the report of the Children's Self Harm Working Group; and**
- 2. Accepts the recommendations of the Working Group report as reflected below:**
 - i. endorses the Working Group's view that children's self harm is an issue of great concern and that failure to tackle this will have a significant impact on many families in the Borough. As such, Cabinet agrees that further work needs to be undertaken to establish and collate the support that is currently available in the Borough for children and young people.**
 - ii. supports the proposal that the Corporate Director of Social Care, Health and Housing be asked to ensure that Social Services front line staff are trained on the signs of self harm and mental health issues for children. Cabinet also agrees that best practice drawn from the Well Being Project should be incorporated into this training and that progress on training be reported back to the Cabinet Member.**
 - iii. agrees that there is a need for a more joined up approach when dealing with issues of self harm and asks the Chief Executive to progress the issue with the Local Strategic Partnership.**
 - iv. agrees that clinical coding used in hospitals and A&E departments for self harm needs to be improved and asks the Director of Public Health to progress the matter with The Hillingdon Hospital NHS Trust and report back to the Cabinet Member for Social Services, Health and Housing within 6 months.**
 - v. supports the proposal that the Local Safeguarding Children Board (LSCB) be asked to create a webpage regarding self harm on the Council's website with links to the Samaritans, ChildLine, NSPCC**

and CFACS/CAMHS. That Cabinet also agrees the LSCB develop together with external agencies an early intervention strategy.

- vi. agrees that the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services be asked to ensure that all junior and secondary schools within the Borough are advised of the training that is provided by CFACS/CAMHS with regard to self harm.

Reasons for decision

Cabinet praised the report from a Working Group, chaired by Councillor Shirley Harper-O'Neil, on the problem of children's self-harm. Cabinet approved the recommendations which sought to build upon the work currently undertaken by the Council and partner agencies.

Alternative options considered and rejected.

The Cabinet could have decided to reject or amend one or more of the Working Group's recommendations.

Officers to action:

Nikki Stubbs/Nav Johal, Central Services

303. THE GOVERNMENT'S CONSULTATION ON HIGH SPEED RAIL

RESOLVED:

That the Cabinet:

1. **Notes the contents of the report.**
2. **Endorses the position statement of opposition as set out in paragraph 27 below.**
3. **Agrees that the Council should join a consortium of local authorities (the '51m' group) to oppose the Government's proposals for High Speed 2.**
4. **Agrees to delegate authority to the Deputy Chief Executive and Corporate Director of Planning and Environment, Education and Community Services in consultation with the Leader of the Council to make the necessary decisions relating to the use of funds including commissioning expert advice, legal challenge and assisting local campaign groups.**

Reasons for decision

Cabinet agreed that the proposed High Speed 2 Rail Line would likely be the most significant development proposal in Hillingdon since the 3rd Runway at Heathrow. Cabinet noted that its adverse impacts would be far in excess of any benefits. Cabinet endorsed the need to work with a consortium of local authorities and also local resident campaign groups to fight the proposal.

Alternative options considered and rejected

None. Cabinet considered that this was the most appropriate way forward considering the adverse impacts upon residents of the Borough.

Officer to action:

Jales Tippell, Planning, Environment, Education and Community Services

304. TOWARDS A COMMUNITY INFRASTRUCTURE LEVY FOR HILLINGDON

RESOLVED:

That Cabinet:

- 1. instructs officers to prepare draft proposals for a Community Infrastructure Levy for Hillingdon as the principal means by which developer contributions towards infrastructure should be collected;**
- 2. agrees to grant delegated authority to the Deputy Chief Executive and Director of Planning, Environment, Education and Community Services, in consultation with the Cabinet Member for Planning, Transportation and Recycling to appoint a consultant(s) to a value of £80,000 to undertake the relevant technical work, including the preparation of a Preliminary Draft Charging Schedule and the accompanying economic viability assessment to inform and progress matters;**
- 3. instructs officers to report back to Cabinet on the findings of the work as appropriate, to agree a Preliminary Draft Charging Schedule for consultation and an appropriate means of collecting, spending and monitoring the proposed CIL.**

Reasons for decision

Cabinet gave its approval for officers to prepare draft proposals for a Community Infrastructure Levy for Hillingdon. The levy on development could be used to fund a wide range of infrastructure in support of new development and growth, including transport schemes, flood defences, schools, hospitals and other health and social care facilities, parks, green spaces and leisure centres.

Alternative options considered and rejected.

Cabinet could have decided not to progress work towards the implementation of the levy.

Officers to action:

James Gleave/Jales Tippell
Planning, Environment, Education and Community Services

305. STREET TRADING LICENSING DELEGATIONS AND POLICY

RESOLVED:

That Cabinet:

- 1) Recommends that the Licensing Committee consider re-delegating its licensing functions as set out in the attached Appendix 1 and;**
- 2) Instructs officers to prepare a Street Trading Licensing Policy.**

Reasons for decision

Cabinet agreed recommendations arising from the wider improvement review of licensing to provide a clearer framework for those involved in the street trading licensing process, including residents, businesses and the voluntary sector.

Alternative options considered and rejected

Cabinet could have recommended continuing with the existing system of determining applications whereby there would be different procedures for different licences.

Officers to action:

Beejal Soni / Central Services - Stephanie Waterford, Planning, Environment, Education and Community Services

306. ANTI-FRAUD & CORRUPTION POLICY AND STRATEGY

RESOLVED:

That Cabinet approve the Anti-Fraud and corruption Policy and the Anti-Fraud and Corruption strategy.

Reasons for decision

Cabinet approved the updated policy and strategy to accommodate the requirements of the Bribery Act 2010 and demonstrate its zero tolerance approach to fraud.

Alternative options considered and rejected

Cabinet could have decided not to approve the policy and strategy which would have left the council exposed when the Bribery Act comes into force.

Officer to action:

Helen Taylor, Central Services

307. BIDDING FOR THE HOMES AND COMMUNITIES AGENCY AFFORDABLE HOUSING PROGRAMME 2011-15

RESOLVED:

That Cabinet:

- 1. Approve that officers prepare and submit an offer to the Homes and Communities Agency (HCA) to join their Affordable Housing Programme Framework 2011-15, to supply affordable homes in line with Option 1 at paragraph 5 (below).**
- 2. Delegate authority to the Leader of the Council and Cabinet Member for Finance, Property and Business Services to approve any particular identified sites to be included in the bid to the HCA on the basis of an individual business case.**

Reasons for decision

Cabinet gave its approval to submit an offer to the Homes and Communities Agency to join the Affordable Housing Programme Framework 2011 – 2015. This would enable the Council to deliver 225 units of affordable, mostly supported, housing over that period. Cabinet noted that considerable savings would be made as a result through a reduction in the use of residential care.

Alternative options considered and rejected

Cabinet considered, but rejected, a number of options including bidding for a different number of units or to not submit a bid.

Officer to action:

Paul Feven, Social Care, Health and Housing

308. COUNCIL BUDGET - MONTH 11 2010/11 REVENUE AND CAPITAL MONITORING

RESOLVED:

That Cabinet:

- 1. Note the current forecast budget position for revenue and capital as at Month 11.**
- 2. Note the treasury update at Appendix B.**
- 3. That Cabinet approves the retaining of agency staff in Appendix C for Planning, Environment, Education and Community Services, Central Services and Adult Social Care. Furthermore, Cabinet delegates authority to the Corporate Director of Social Care, Health and Housing, in consultation with the Cabinet Member for Education and Children's Services, to approve the children's social work agency staff.**
- 4. Approves the concessionary fees and charges for Pest Control for the 2011/12 financial year as detailed in Appendix D.**
- 5. Accepts the proposed contribution towards the costs associated with planning and associated environmental functions associated with Heathrow Airport for 2010/11 set out in paragraph 3.**
- 6. Agrees the Schedule of Fees in Appendix E and that the negotiation of any further adjustment to these fees for the 2011/12 financial year, as well as the negotiation of any additional payments and associated planning agreements, be delegated to the Leader of the Council in consultation with the Deputy Chief Executive and Corporate Director for Planning, Environment, Education and Community Services.**
- 7. That Cabinet approves a new 'Educational Initiative Fund' of £500,000 to enhance learning and achievement in Hillingdon and delegates authority to the Deputy Director of Education, in consultation with the Leader of the Council and Cabinet Member for Education and Children's Services, to authorise any projects that may benefit from this fund and any necessary expenditure.**

Reasons for decision

Cabinet noted the Council's latest forecast revenue, capital and treasury position for the current year 2010/11. Cabinet also made some financial decisions in relation to appointing agency staff, fees and charges for Pest Control and funding via developers. Cabinet also approved a new Education Fund aimed at enhancing learning and achievement in the Borough.

Alternative options considered and rejected

None.

Officer to action:

Paul Whaymand, Central Services

309. HILLINGDON MUSIC SERVICE UPDATE

RESOLVED:

That Cabinet:

- 1. Notes that an interim proposal to provide for the continuity of music tuition will be presented to Cabinet in May following the Working Group's review;**
- 2. Agrees to delegate authority to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council, to amend fees and agree music tuition courses in order to give adequate notice and information to families and pupils for September 2011 onwards;**
- 3. Notwithstanding the outcome of the Working Group's review, notes the initial structure and efficiency actions being recommended by officers in relation to the operation of the Music Service and authorises the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with Leader of the Council, to implement the necessary changes.**

Reasons for decision

Cabinet received an update on the Hillingdon Music Service and Working Group review and endorsed some initial changes to the structure and efficiency of the Music Service to put it on a firmer financial footing

Cabinet was mindful of the fact that whilst the Working Group review was underway, a level of certainty for pupils and their families on tuition courses and fees from September 2011 was required. Cabinet therefore made the necessary decisions in this respect.

Alternative options considered and rejected

Cabinet could have made decisions not to intervene early to improve the Music Service's finances and not to give advance notice to pupils and their families regarding fees and courses, however these options were rejected.

Officer to action:

Mark Braddock, Democratic Services

Special Urgency Provisions

This report had been circulated less than 5 working days before the Cabinet meeting and was agreed by the Chairman to be considered as urgent.

310. EXTENSION OF HIGHWAYS WORKS TERM CONTRACT

RESOLVED:

That Cabinet:

- 1) Approves that the existing Highways Works Term Contract with EnterpriseMouchel Limited be extended from April 2012 to March 2013.**
- 2) Approves the proposal to revise the existing contractual clause which guarantees EnterpriseMouchel to further extensions based on performance to a clause that allows further extensions to be granted only if both the Council and EnterpriseMouchel are in agreement.**

Reasons for decision

Cabinet agreed to extend the existing Highways Works Term Contract based upon a cost benchmarking exercise, performance considerations and value for money.

Alternative options considered and rejected

Cabinet could have decided not to extend the existing contract and re-tender the service, which was rejected on various grounds.

Officer to action:

James Birch, Planning, Environment, Education and Community Services

Exempt Information

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311. THE SUPPLY OF MATERIALS TO HILLINGDON HOUSING REPAIRS SERVICE

RESOLVED:

That Cabinet approve the extension of the contract with Jewson Ltd for a period of 12 months in accordance with the original tender documents.

Reasons for decision

Cabinet approved the extension of the contract for the supply of building materials for day to day repair and maintenance of the housing stock enabling the provision of a responsive and quality service to tenants and leaseholders.

Alternative options considered and rejected

Cabinet noted that the only realistic alternative at this time would be to let the current contract lapse and negotiate short term contracts for the supply of materials from a range of suppliers.

Officer to action:

Grant Walker, Social Care, Health and Housing

Exempt Information

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312. TENDER FOR THE PROVISION OF WATER QUALITY SERVICES

RESOLVED:

That Cabinet accepts the tender submitted by Rentokil Initial UK trading as Rentokil Specialist Hygiene in the sum of £303,636 for a period of 3 years commencing May 2011.

Reasons for decision

Following a procurement exercise, Cabinet agreed to accept a tender for the provision of water quality services in various Council & housing properties. Cabinet noted that the Council had a statutory duty to undertake this work.

Alternative options considered and rejected

Cabinet could have decided not to accept the most economically advantageous tender and thereby incur additional costs for such services or not meet statutory obligations.

Officer to action:

Geoff Eldridge, Planning, Environment, Education & Community Services

Exempt Information

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313. AWARD OF CONTRACTS: HOUSING SUPPORT FOR YOUNG PEOPLE AND CARE LEAVERS

RESOLVED:

That Cabinet approves the award of:

- 1. A three year contract to WLYMCA for a total of £2,713,179 comprising the following services:**
 - a) a new floating support service for young people and care leavers for the sum of £148,548 (£49,516 in each of three financial years)**
 - b) a new support service based in Ventura House for young people and care leavers for the sum of £885,705 (£295,235 in each of three financial years)**
 - c) a new support service based in St Andrews for young people and care leavers for the sum of £695,346 (£231,782 in each of three financial years)**
 - d) a new support service based in Jupiter House for young people, care leavers and homeless families for the sum of £983,580 (£327,860 in each of three financial years).**

- 2. A three year contract to P3 for a new support service based in three properties owned by Central and Cecil for young people and care leavers for the sum of £825,882 (£275,294 in each of three financial years).**

Reasons for decision

Cabinet agreed to the award of contracts for five housing support services to young people and care leavers as opposed to institutional forms of care. Cabinet noted that this would support them to live independently in their own accommodation and help prevent the need for unnecessary and expensive statutory services.

Alternative options considered and rejected

Cabinet could have decided to decommissioned the services, but this would have left vulnerable residents without support.

Officer to action:

Paul Feven, Social Care, Health and Housing

Exempt Information

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314. AWARD OF CONTRACT: HOUSING SUPPORT SERVICES FOR PEOPLE WITH COMPLEX NEEDS

RECOMMENDATION

That Cabinet agrees the award of the contract to Look Ahead Housing and Care for a new housing support service for people with complex needs for the sum of £443,655 (£147,885 in each of three financial years).

Reasons for decision

Cabinet agreed to the award of contracts for housing support services to people with low level complex needs, such as offenders or people with addiction problems. Cabinet noted that this would support them to live independently in their own accommodation and help prevent the need for unnecessary and expensive statutory services.

Alternative options considered and rejected

Cabinet could have decided to decommissioned the services, but this would have left vulnerable residents without support.

Officer to action:

Paul Feven, Social Care, Health and Housing

Exempt Information

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315. FORMER HAYES LIBRARY, GOLDEN CRESCENT, HAYES

RESOLVED:

That Cabinet:-

- 1. Declares the former Hayes Library surplus to requirements.**
- 2. Decides to proceed with the option to sell the former Hayes Library on a long lease at a peppercorn rent with planning permission for conversion to flats by a method to be decided by the Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director, Planning, Environment, Education and Community Services.**

Reasons for decision

Cabinet considered a last minute petition that had been received on this matter by the local Member of Parliament against the disposal of the former Hayes Library. In doing so, Cabinet welcomed the significant increase in use by residents and local organisations of the new Hayes library at Botwell Green. Cabinet agreed that there was no service requirement for the former Library site and that the option to sell would generate a capital receipt that would contribute to the Council's capital programme, in particular to fund the need for additional school places in the south of the Borough, which it felt was a priority.

Alternatives considered and rejected

Cabinet considered other options for the site but felt that by declaring it surplus it would best achieve the community's wider needs.

Officer to action:

Mayur Patel, Planning, Environment, Education and Community Services

Exempt Information

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316. 19, 20, 21 AND 22 CHIPPENDALE WAYE, UXBRIDGE

RESOLVED:

The Cabinet:

- 3. Declares 19, 20, 21 and 22 Chippendale Waye, Uxbridge, surplus to requirements.**
- 4. Authorises officers to submit a planning application for the development of the properties to provide twelve one bedroom flats to be used for supported housing.**
- 5. Authorises officers to develop the properties into twelve one bedroom flats to provide supported housing with funding from the Council's Housing Revenue Account, all in accordance with planning permission.**

Reasons for decision

Cabinet agreed to declare 19, 20, 21 and 22 Chippendale Waye surplus to requirements and agreed to put forward a planning application for development of the properties for supported housing and thereby meet the decent homes standard.

Reasons for decision

Cabinet could have decided to retain the properties in Council ownership and use them to meet other housing needs or it could have disposed of them differently on the open market.

Officer to action:

Mayur Patel, Planning, Environment, Education and Community Services

Exempt Information

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317. 6 CHURCH ROAD, COWLEY; 5 HORNBEAM ROAD, HAYES AND; 1&2 MERRIMANS, HILLINGDON

RESOLVED:

That Cabinet:

- 1. Do not accept offers in respect of each property made by the Registered Social Landlord.**
- 2. Authorises officers to consider the options for 6 Church Road and report to a future meeting.**
- 3. Agrees to proceed with the conversion of 5 Hornbeam Road to provide supported housing as set out in the main body of the report.**
- 4. Agrees to proceed with the conversion of 1 & 2 Merrimans to provide supported housing as set out in the main body of the report, subject to it being appropriated from General Fund to Housing purposes.**
- 5. Approves the appropriation of 1 & 2 Merrimans from General Fund to Housing purposes.**
- 6. Delegates final authority to proceed with all the above properties and decisions taken above jointly to the Deputy Chief Executive and Corporate Director of Planning, Environment and Community Services and the Corporate Director of Social Care, Health and Housing, in consultation with the Leader of the Council and Cabinet Member for Finance, Property and Business Services.**

Reasons for decision

Cabinet considered the tender received for the purchase of the long leasehold interests in a number of properties and delegated the final decisions on them to Officers in consultation with Members.

Alternative options considered and rejected

Cabinet considered a number of options.

Officer to action:

Mayur Patel, Planning, Environment, Education and Community Services

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The meeting closed at 7.40pm

IMPORTANT INFORMATION

DECISION AUTHORITY

The Cabinet's decisions were not called-in by the Executive Scrutiny Committee and therefore come into effect from Tuesday 26th April 2011 after the call-in period expires.

Changes to proposed decisions:

Officers should note that the Cabinet amended recommendations and thereby agreed revised decisions on the following items:

- Item 6 (minute 303)
 - Item 11 (minute 309)
 - Item 19 (minute 317)
-

REVIEW OF SUPPORT FOR MUSIC TUITION IN HILLINGDON:

INTERIM REPORT OF THE WORKING GROUP

Cabinet Member	Councillor David Simmonds
Cabinet Portfolio	Education and Children's Services
Report Authors	Cross-Council working – Working Group Members, Mark Braddock, Ben Lea, Alison Moore, Tricia Collis, Aileen Carlisle, Karen Wardlaw, Charles Frances and other officers.
Papers with report	Circulated separately from the main agenda - Interim Report of the Working Group (including appendices 1-4)

HEADLINE INFORMATION

Purpose of report	To receive the interim report of the Working Group set up to review the delivery of music tuition in Hillingdon and agree the necessary recommendations to provide for the continuity of music tuition and put the service on a firmer financial footing.
Contribution to our plans and strategies	Putting our residents and their children first Value for Money
Financial Cost	Phase 1 of the review of support for music tuition in Hillingdon has been supported by an internal officer team at no external cost to the Council.
Relevant Policy Overview Committee	Education and Children's Services
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:

1. Thanks all those involved in the review for their efforts;
2. Endorses and approves all 12 recommendations in the Interim Report from the Working Group;
3. Gives all necessary authority to implement the Working Group's recommendations to the Deputy Chief Executive and Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council and;
4. Notes that the Working Group will undertake a further review with additional proposals for music tuition and report back to Cabinet in due course.

INFORMATION

On 24th February 2011, the Council established a Working Group to be led by Councillor Judy Kelly, to review support for music tuition in Hillingdon in two distinct phases. Firstly, to review the operation and value for money of the Hillingdon Music Service bringing forward interim proposals to Cabinet in May 2011. Secondly, the Working Group was tasked to develop longer-term proposals, which it will undertake in earnest over the summer and autumn of 2011.

The Working Group is now in a position to report to Cabinet and their interim report and appendices are attached for information.

Members of the Working Group concluded that:

1. The Hillingdon Music Service is of a high quality and well regarded by everyone. The level of commitment by the 'Friends' in supporting the Service is greatly valued.
2. There is a substantial need for improvements to the way Hillingdon Music Service operates and provides value for money, as clearly evidenced by this Working Group and leading people involved in the Hillingdon Music Service.
3. A longer-term, more sustainable vision for music tuition in Hillingdon is an essential next step that is shared by both the Council and those involved in the Hillingdon Music Service.

The Working Group met on four occasions where it tasked officers from across the Council to provide it with a forensic overview of the Music Service, received information reports, sought valuable evidence from external witnesses involved in the music service and reviewed in detail interim proposals. Members understood the uncertainty caused by their review and sought to ensure that it would be remembered positively as having been a milestone in both shaping the future direction of the Music Service and putting it on a firmer financial footing.

Members agreed to put forward the following 12 recommendations to Cabinet:

Operation

1. **The Working Group endorses the decision made to move the Music Service to Adult and Community Learning, within Education Services, and the synergies that can be made therein;**
2. **The Working Group endorses actions to implement a more flexible service structure and staff contracts for the benefit of service users, in particular a high rate of pay for advanced practitioners;**
3. **Whilst the Working Group endorses bringing the Hillingdon Music Service properly back into the council structure making it more accountable and corporate, it recommends that the service maintains its unique identity, in particular through any marketing and promotional activities;**

Value for Money

4. The Working Group endorses an increase in music tuition fees by 20% from September 2011 and recommends that both this, and the clarify of the fee structure, be reviewed as part of Phase 2 of the Working Group's activity;
5. The Working Group recommends that Cabinet consider a higher rate of fees for non-residents in line with the Council's 'Hillingdon First' Policy and recommends that reduced fees for disadvantaged pupils remain unchanged;
6. The Working Group recommends that an interim financial model is implemented consisting of the new Music Grant, with all other activities not funded from this grant being provided on a self-funding basis. Furthermore, that the Working Group is consulted on the priorities and balance of music tuition / services making use of the external grant;
7. Linked to recommendation 6, the Working Group recommends that the Management Committee be consulted on what enrichment activities should be prioritised;
8. The Working Group recognises the importance of continuity of provision for those pupils currently undertaking examinations;
9. The Working Group recommends that Cabinet modernise the payment and income collection processes, making it easier for parents to pay, specifically by introducing a 24/7 self service facility;
10. The Working Group recommends that Officers review the way in which user feedback is sought to improve the quality of provision;

Marketing

11. The Working Group recommends that in conjunction with Corporate Communications, officers be asked to undertake intensive marketing activities immediately to maintain and increase interest in music tuition following the recent uncertainty about the future of the Service;

Governance

12. The Working Group recommends that officers review the Terms of Reference of the Management Committee to ensure its powers and responsibilities are consistent with the Council's Constitution, consulting the Working Group and Management Committee and that delegated approval be given to the Deputy Chief Executive and Director of Planning, Environment, Education and Community Service in consultation with the Leader of the Council, to approve any changes.

In formulating their recommendations, Members of the Working Group appreciated the need for continuity and certainty for pupils and their families in relation to music courses and tuition fees from September 2011.

The Working Group also accepted the need for early actions by the relevant decision-making body and endorsed a number of decisions made by Cabinet on 14th April 2011 and

subsequently by Officers in consultation with the Leader to: (a) uplift fees for music tuition (b) implement a new structure for the Service within the Council and (c) to introduce new flexible staff contracts, benefiting users.

The interim financial model recommended by the Working Group has been worked up in close consultation with the Council's finance officers and is self-financing in nature, based upon an increase in fees and use of the external grant from the Federation of Music Services, where most appropriate, to subsidise various forms of tuition or music activity.

Officers in the Planning, Environment, Education and Community Services will be charged with implementing the Working Group's recommendations swiftly upon Cabinet approval.

The Leader of the Council will hold a meeting for those involved in the Music Service to present the findings in this report at 5:30pm on Tuesday 24th May, before Cabinet meets.

Financial Implications

The recommendations in this report present interim proposals to put the Music Service on a firmer financial footing. Actions already taken under delegated authority on the structure and efficiency of the service during Phase 1 of the review have made substantial progress towards the savings targets set for the service in the Council's budget, as set out in the corporate finance section below. For example, the increase in fee levels from September 2011 will deliver additional income of £63k in a full year, assuming no reduction in take-up of the service. Further opportunities for savings and efficiencies will continue to be identified during the next phase of the review.

The Working Group recommend that self-service on-line payment is made available to customers of the Music Service. This will be subject to the internal investment appraisal and prioritisation processes of the Customer Focus Board, before any timetable can be set for implementation.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

To provide for interim arrangements for the Hillingdon Music Service, providing greater assurances to pupils, parents and families that currently receive music tuition.

Consultation Carried Out or Required

Before the time any decision is taken, the Council will have held two public meetings with those involved in the Music Service, including parents and young people.

A Petition Hearing was held on 12th April 2011 by the Cabinet Member for Education and Children's Services. The Council's petition process allows residents to consult directly with decision-makers.

The Working Group received oral and written evidence from a variety of people involved in the Music Service, including young people and parents.

CORPORATE IMPLICATIONS

Corporate Finance

At the Council Tax setting meeting in February 2011 the 2011/12 music budget was reduced by £323k and the budgets for 2012/13 onwards by £449k. This related to the removal of the base budget subsidy for this service from the end of the 2011 summer term. The initial proposals of the working Group have resulted in a proposal to increase fees from September 2011 which will increase fee income by around £63k in a full year. The effect of this fee increase combined with savings from the new service structure, flexible staff contracts, process improvements and the careful utilisation of the external grant will place the Music Service on a much firmer footing. The final financial implications of the revised proposals will be clear once the final report and proposals are agreed.

Legal

This report makes recommendations for the future interim management and development of the Hillingdon Music Service and to increase the charge for extra-curricular music tuition.

Section 455 of the Education Act 1996 enables the Council to charge for the provision of extra-curricular music tuition, provided that the charges levied do not exceed the cost to the Council of providing the service. There is, however, no obligation on the Council to provide such music tuition or to subsidise the cost of the Service.

The Borough Solicitor therefore confirms that there are no legal impediments to Cabinet agreeing the recommendations set out in the report. Further legal advice will be provided, as necessary, when the future development of the Hillingdon Music Service is considered.

BACKGROUND PAPERS

A significant amount of oral and written evidence, including background papers, is set out in Appendix 2 of the Interim Report.

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RESIDENTS' AND ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE:

MAJOR REVIEW OF PROBLEMS POSED TO HILLINGDON, AND BEYOND, BY KHAT AND HOW TO TACKLE THEM

Cabinet Member	Councillor Douglas Mills
Cabinet Portfolio	Improvements, Partnerships & Community Safety
Officer Contact	Natasha Dogra, Central Services
Papers with report	Residents' & Environmental Services Policy Overview Committee's review of problems posed to Hillingdon, and beyond, by khat and how to tackle them.

HEADLINE INFORMATION

Purpose of report	To receive the Residents' and Environmental Services Policy Overview Committee's report providing recommendations which seek to help Hillingdon deal with the problems associated with the legal high khat.
Contribution to our plans and strategies	This report contributes to the Council's priorities for safe borough.
Financial Cost	No direct costs are associated with the recommendations of this report.
Relevant Policy Overview Committee	Residents' and Environmental Services Policy Overview Committee
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet welcome the report from the Residents' and Environmental Services Policy Overview Committee and agree the local and national recommendations to tackle problems posed by khat to Hillingdon and beyond.

INFORMATION

Reasons for recommendations

The recommendations are aimed at allowing Cabinet to take forward the POC's recommendations made in the khat report.

Alternative options considered / risk management

The Cabinet could decide to reject or amend the Committee's recommendations.

Supporting Information

The Committee decided to review issues posed by khat to Hillingdon and beyond in June 2010. The review provided an opportunity to examine the social, health, national and local aspects of khat and how users and others were affected by khat use. Members thought it would be timely to discuss khat, with the recent closure of khat houses in areas in the South of the borough. Members were aware of some women's associations located within the borough who were facing difficulties at home due to problems related to khat use.

Khat had been associated solely with the Somali community; however the recent spread of use to various communities has made the issue of khat very prominent. With the age range of users lowering in recent years the Committee believed this major review has enabled the London Borough of Hillingdon to thoroughly analyse the current situation and what can be done to tackle the problem while working together with external agencies and residents of Hillingdon.

Recommendations

The review proposed the following three recommendations. Comments from officers regarding the recommendations are provided for Cabinet's information.

Recommendation 1

That the London Borough of Hillingdon present this report to Home Secretary Theresa May, the Minister for Crime Prevention James Brokenshire, and the Mayor of London Boris Johnson requesting that consideration be given to implementing national recommendations which follow:

- i. That khat is not banned but that it continues to be an offence to isolate cathonine and cathine from the plant
- ii. That the Minister for Crime Prevention requests the Kenyan authorities to check all khat consignments exported via its airports to ensure they do not contain pesticides or other harmful substances
- iii. That the Home Secretary requests the UK Border Agency to identify the levels of cathonine and cathine in khat products and, if at dangerous levels that such imports be destroyed
- iv. That the Mayor of London instigates a pro-active public information programme that highlights the dangers of overuse of khat complete with information on help and support services available
- v. That a national information programme be introduced by Government targeted at GPs, A&E departments, police and ambulance services to highlight the dangers of khat overuse in relation to mental health
- vi. That the sale of khat in unlicensed properties is prohibited and that police or trading standards officers undertake spot-checks of outlets in which khat is sold to ensure it is as safe as possible; if caught to be breaching rules fines should ensue

Recommendation 2

That Cabinet ask officers to feed Hillingdon's Khat Report into the Advisory Council on the Misuse of Drug's consultation regarding khat. In the event that the Advisory Council on the Misuse of Drug find that there is a need to regulate Khat, Public Health Regulations may be introduced to enable Port Health Authorities carry out a range of health controls at border entry points.

Recommendation 3

That Cabinet ask officers and Hillingdon Council partners to progress the following local recommendations:

- i. That Cabinet agrees that there is a need for a more joined up approach when dealing with issues of khat and asks the Chief Executive to progress the issue with the Local Strategic Partnership.
- ii. That the Council and Safer Neighbourhood Teams take a zero tolerance approach to khat related anti-social behaviour
- iii. That the Committee present an update report is presented to Cabinet in six months time to monitor the progress made with tackling the issues posed by khat.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendations?

The Committee's recommendations will provide a springboard for the Council to take those steps necessary to tackle anti-social behaviour and health issues posed by using khat.

Consultation Carried Out or Required

The Committee took evidence from residents, officers and experts as described in the attached report.

Financial Implications

CORPORATE IMPLICATIONS

Corporate Financial Implication

There are no direct financial implications arising from the recommendations of this report. It is anticipated that any enforcement or monitoring implications can be managed within existing resources.

Legal Implications

The report has been prepared following input from Legal Services. It is confirmed that the recommendations comply with legal advice provided to the author of this report. Cabinet is advised that in the event that a zero tolerance approach is taken to khat related anti-social behaviour, a test case will need to be litigated to determine whether the Courts will permit injunctive action against specified offenders for Khat related anti-social behaviour.

BACKGROUND PAPERS

Residents' & Environmental Services Policy Overview Committee's review of problems posed to Hillingdon, and beyond, by khat and how to tackle them

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STREET TRADING POLICY

Cabinet Member	Cllr Jonathan Bianco.
Cabinet Portfolio	Finance, Property and Business Services.
Officer Contact	Stephanie Waterford/David Frost Planning, Environment, Education & Community Services – Beejal Soni, Central Services
Papers with report	Appendix A - Draft street trading policy.

HEADLINE INFORMATION

Purpose of report	This report seeks approval to begin a public consultation on the attached draft street trading policy
Contribution to our plans and strategies	Part of the Council's Business Improvement Delivery programme.
Financial Cost	The costs of the consultation and introduction of the policy can be met from existing budgets.
Relevant Policy Overview Committee	Residents' and Environmental Service
Ward(s) affected	All

RECOMMENDATION

That Cabinet authorises The Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services to begin a 28 day statutory public consultation on the draft street trading policy to be found in Appendix A;

INFORMATION

Reasons for recommendation

In compliance with a decision taken by Cabinet in April 2011, officers from Licensing and Legal Services have drafted a street trading policy which outlines the Council's approach to street trading and markets in the Borough.

Alternative options considered / risk management

Not to undertake a public consultation on the policy. This would mean that a street trading policy cannot be introduced in a manner which complies with the London Local Authorities Act 1990.

Comments of Policy Overview Committee(s)

None at this stage.

Supporting Information

On 21st April 2011, the Licensing Committee delegated to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services the power to determine unopposed street trading applications. This was pursuant to a Cabinet decision in April 2011 to recommend such a delegation and to instruct officers to prepare a street trading policy.

The draft street trading policy, in Appendix A, contains the following key features or proposals for street trading activity in the borough:

1. A set of terms and conditions worded so that traders can understand what is expected of them;
2. The Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, acting in consultation with the Leader, may make minor changes to the policy;
3. Street trading in the form of occasional street markets and charity / community events will be licensed under the Food Act 1984, so reducing administrative burdens on applicants and giving the Licensing Service and applicants greater flexibility in coordinating such events;
4. All applications will be subject to a 21 day consultation period. If objections to an application are received, the application will be determined by a Licensing Sub-Committee;
5. The criteria for accepting and refusing street trading applications is clarified.

The draft policy also incorporates key requirements of the EU Services Directive with regard to application processing times. It is confirmed that the issue of street trading licences under the Food Act 1984 does not require adoption or delegation of powers because the licences continue to relate to street trading activities as previously authorised by Cabinet and full Council.

The London Local Authorities Act 1990 (as amended) requires a public consultation be held for a minimum of 28 days before a decision is made on the final policy and licence conditions. Officers therefore propose to use the policy attached at Appendix A as the basis for the 28 day consultation with internal and external stakeholders. The proposed policy will be advertised on the Council's website, the Street Champions e-mail bulletin and will take the form of a legal notice in the Uxbridge Gazette and London Gazette.

The draft policy will also be distributed to various partners and internal stakeholders including the Metropolitan Police Services, Food Safety Team, Highways Team and Waste Management, for comment.

Officers also propose to offer meetings to discuss the draft policy with various applicants and concerned traders, so as to address any concerns and to encourage a positive dialogue, setting this as the approach to the regulation of street trading.

Once consultation has been carried out and any representations made are analysed, officers will report back to Cabinet with any proposals for amendment.

Full Council will also need to amend the terms of reference of the Licensing Committee to take into account the licensing of markets.

Financial Implications

The introduction of a street trading policy has no direct financial implications for the Council. Delivery of the consultation process and the implementation of the street trading policy can be met from existing resources.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

The clarity provided by the policy and its simpler approach will help towards reducing the administrative burdens and delays for those applying and make for better regulation of street trading.

Consultation Carried Out or Required

This report requests permission for a public consultation to be carried out. It is anticipated that Cabinet will be advised of the outcome of this consultation in July 2011, and will be presented with a proposed final policy to consider and determine at this time.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and is satisfied that any costs associated with the consultation and introduction of the street trading policy will be contained within existing budgets and that there are no wider financial implications resulting from the recommendations of this report.

Legal

Legal comments have been included in the report where relevant. It is confirmed that the London Local Authorities Act 1990 (as amended) places a mandatory requirement on the Council to consult on the policy prior to the introduction of the street trading policy.

BACKGROUND PAPERS

NIL

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HILLINGDON

LONDON

London Borough of Hillingdon
Draft Street Trading & Markets Policy

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1.0 Introduction

This draft document sets out a proposal for a Council policy on the regulation of street trading, and a procedure for applications for street trading licences. The policy proposes a simplified process for licensing of street markets and community events and offers a simple prior approval process to support applicants so that their proposals have the greatest chance of success when a final application is made.

Cabinet will be asked to approve this general approach to regulation and the principles and procedures within, before the policy is made available for a statutory 28 day consultation period. After this period has elapsed, any significant responses can be reported to Cabinet prior to the policy becoming adopted Council policy.

2.0 Intention of this policy

The development of a street trading policy presents an opportunity to encourage small independent businesses and traders and increase employment opportunities, by minimising bureaucratic licensing burdens, but at the same time maintaining sensible levels of public protection and complimenting trading from permanent businesses.

The policy will be reviewed in light of developing practice, guidance and changing legislation as necessary and covers the regulation of:

- Street trading pitches
- Tables & chairs
- Shop fronts
- Markets
- Community trading events

The policy sets out the Council's approach and requirements clearly, to help applicants and operators. It also aims to guide and re-assure the public, and other public authorities, ensuring transparency and consistency in decision making. This policy is meant as a guide to the Council's decision making process; all relevant factors will be taken into consideration in determining any application.

The grant of a licence for street trading does not override the need for licensees to comply with planning, building control, environmental, consumer protection, health and safety and other legislation. If necessary, the policy will be amended to prevent conflict with other legislation.

3.0 Street Trading Licences

Unless in respect of a market (see para 12.0), street trading licences will be determined under Part III of the London Local Authorities Act 1990 (as amended), referred to as “the Act” in this policy.

- Applications can be for permanent or temporary licences.
- The term “street trading” covers “pitches” (a defined or licensed area where a stall may be set up), “tables and chairs” – for example serving a café, and shop fronts – where there may be a display of goods outside a shop, directly concerned with that shop.
- The legislation says that “street trading” means the sale, and exposing or offering for sale of any article (including a living thing) in a street. A display of goods or services within seven metres of the Highway will require a street trading licence.

Street trading without a licence is an offence under licensing and possibly highways legislation. Through this policy, and by working with traders, the Council wishes to avoid using enforcement, but the may do so if circumstances demand this.

4.0 Eligibility criteria & suitability of applicants

- Applicants must be aged 17 years or older.
- Suitability will be assessed on a case by case basis and information about an applicant’s enforcement history with the Council may be referred to.

5.0 Making an application – the documentation needed

Applications for street trading licences must be in writing, using the Council’s application form, and must include the following;

- Two standard full face passport photographs;
- Evidence of public liability insurance for a minimum of £2 million cover;
- Proof of address;
- National Insurance number;
- Identification that includes a photograph of the applicant; (such as a new style photo driving licence)

Sometimes, the Council may be able to accept alternative supporting documents, but by individual agreement.

6.0 Fees

Fees may be reviewed on an annual basis, and will be advertised in accordance with the legislation. Fees must be paid in full when the application for the grant, renewal, variation or transfer of a street trading licence is made. There will be no refund of licence fees should a licence for any reason become revoked or surrendered.

A list of current street trading fees can be found on the Council’s website www.hillingdon.gov.uk or by contacting the Licensing Service on xxxxxxxx.

7.0 Temporary applications - pitches

All applicants licensed as temporary traders under the London Local Authorities Act 1990 will have the same conditions as those for permanent street trading licences. However, the legislation does not give temporary licence holders the right of appeal to the Council or the relevant committee against a decision not to grant a licence, or to revoke or vary a licence.

The issue of a temporary licence is without prejudice to the Council's application process for a permanent licences – this means that if a trader is issued with a temporary licence, it does not guarantee that permanent licence will be issued.

The Council reserves the right to issue licences to traders who offer things for sale or goods (“commodities”) which will enhance a shopping area or locale, before any other trader or applicant offering other commodities.

The Council reserves the right, *but only when appropriate*, to suspend the licence of any trader holding a temporary licence, without notice and without any reason having been given in writing. A trader who holds a temporary street trading licence must therefore stop trading straight away, when asked to do so by the Council, or a police officer.

8.0 Permanent applications - pitches

A pitch trader must have traded continuously under a temporary licence for a minimum of three years within the London Borough of Hillingdon prior to applying for a permanent licence.

Permanent licences must be renewed annually. Officers will advise licensees on the period of renewals and applications for permanent licences. However, responsibility for ensuring that a renewal occurs before the expiry of permanent licence lies with the licensee.

9.0 Succession of licences

“Succession” means when a permanent licence is transferred or “passed on” to a relation. There are rules about this in the legislation.

Succession of the street trading licence may only be granted by the Licensing Committee to a relation of the licence holder specified in the legislation and under the following circumstances, listed in the legislation:

- a) When the licensee dies; or
- b) When licensee retires, having reached the normal age for retirement; or
- c) When licensee advises the Council that owing to ill-health, he is unable to continue to operate the licence, and submits evidence to satisfy the Council as to his ill-health.

Licensing officers can provide more detail on the subject of succession and it is always best to clarify what may be involved before any assumptions about any entitlement are made.

10.0 Renewals

The licensee must apply to the Council for a renewal, at least 28 days before the current licence's expiry. If an application for renewal is not granted by the expiry date, then licence lapses, and the trader will have to cease trading.

The licensing service will aim to send renewal reminder notices to licensees up to 8 weeks before the date of expiry. No renewals should be accepted after the expiry date and in such cases any application should be treated as a new application, undergoing the full application process. No trading will be permitted unless a renewed licence has been issued.

11.0 Variation

Licensees may apply to the Council to vary their licence at any time during the licence period. Applications may be made to vary the commodities traded, the pitch size and any assistants.

12.0 Licensing of Markets and Occasional Street Markets - a Simplified Procedure

To simplify application processes and reduce administrative burdens on businesses and residents, the Council is now "invoking its market rights" under the Food Act 1984 (as amended) in the Borough.

The Food Act 1984 allows a local authority to establish a market within its area, and may designate a market place within its area and the days and hours during which markets may be held.

13.0 A Single Licence for Markets

With this approach, all events in Uxbridge, Hayes, Ruislip, Ruislip Manor, Eastcote, Northwood and Northwood Hills town centres to which there is a free public access, and which may have multiple stalls or pitches to sell commodities, will now only require a single licence from the Council, as per Schedule 3 of The Food Act 1984. All areas not listed above where markets or street trading take place will still be regulated under the London Local Authorities Act 1990. Markets held in the following locations are also exempt from the market provisions of the Food Act 1984

- Any Council park or green space
- Any private building
- Enclosed shopping centres
- Any enclosed school / community hall or similar

Before, when using the London Local Authorities Act approach, every single trader or stall holder was required to provide full personal and business details to the Council.

Under the new approach, the licence issued will authorise a number of traders in a particular area, on predetermined days or dates (a market), or where trading takes place from a stall, a series of stalls or pitches, on an occasional basis.

The market licences may be granted to private market operators, resident's associations or similar, or community / charitable groups. The Council does need to

enforce its market rights in the interests of public safety, and so will decide on the area, size of stalls etc and their layout as well as relevant timings for trading to take place. Efforts will always be made to work with operators or groups, to agree and explain matters.

14.0 Occasional Street Markets

Occasional street markets can encourage economic activity and enhance shopping areas by offering variety and by increasing visitor numbers.

A market operator or a group of traders may apply to the market authority for a licence to hold an occasional street market, for commercial trading purposes. This is a market which takes place on specified dates or days.

15.0 Charity & Community Markets

It is recognised that regulation can sometimes have unwanted impacts on residents, businesses and community groups based in the borough. To minimise these burdens, specific arrangements for local community and charitable group events are outlined below.

- A charity or community group may apply for a licence to hold a market for the purpose of supporting a community event e.g. a fun day, or Christmas event.
- Applicants for a charity or community market must supply a statement to demonstrate community benefit, or evidence of charitable status and intention, when the application is made.
- Charity or community applicants may also ask the Council for a reduction or waiver of market application fees. The Council will consider any applications for waivers or reductions on a case by case basis, and in light of the paragraph immediately above.
- Where a charity or community event market includes trading by large commercial enterprises, other than small sole traders (whose presence at event brings community benefit) then the Council reserves the right to charge the standard fee to these commercial traders.
- Licensees must ensure that the terms and conditions that come with the overall market licence are kept to by the individual traders, that they have adequate insurances, and where it makes sense to do so, that they have the required food hygiene training and registration certificates.
- Charity or community market operators will be required to make their market applications at least two months prior to the market event taking place.
- Where road closures are required, approval must be obtained from the Highway Authority before the market application is made. Evidence of the approval will be required as part of the market application.

16.0 “Approval in Principle”

The Council wants good markets or events to go ahead, rather than fall at administrative or bureaucratic hurdles, or for community organisers to be dissuaded by paper work. To save wasted effort, increase convenience and to ensure that applications have the smoothest possible journey to approval, the Licensing Service will give support in the form of “approval in principle”.

- Where early applications are submitted, and do not include full details of traders and their commodities, the Council may approve the application in principle, pending full details of the traders and their commodities being submitted by the market operator, at least two weeks prior to the market event.
- Operators or organisers will be able to hold early meetings with licensing officers to encourage general dialogue, discuss proposals and the Council’s requirements, and agree layouts etc, before a full application is made. No fee is to be charged for these meetings. However, it is anticipated that most events will need one, or perhaps two meetings to agree matters.

Clearly, there will be times when community organisers cannot be available for daytime meetings within short time scales, or when circumstances prevent meetings taking place. The Council will be flexible around deadlines so far as is reasonably practicable and officers will be proactive in anticipating problems and positive about applications.

17.0 Applications and supporting information

Market operators must make applications using the Council’s own form and should provide the following information and documents as part of the application;

- Two standard full face passport photographs;
- Evidence of public liability insurance for a minimum of £2 million cover;
- Proof of address;
- National Insurance number;
- Identification that includes a photograph of the applicant; (such as a new style photo driving licence)
- Plan of the proposed market showing location, sizes and layout of stalls/pitches;
- Evidence of a trade waste disposal agreement or similar;
- Photos showing the appearance and style of stall / pitch;
- A list of stall / pitch traders and what they want to sell - the commodities – this may be given a minimum of two weeks before the event in the “approval in principle” process.

Sometimes the Council may be able to accept alternative supporting documents, by agreement.

18.0 Fees

Market operators for occasional street markets are required to pay a fee for each stall / pitch in line with the current fee schedule.

As already stated, applicants for charity / community markets may apply to the market authority for a reduction or waiver of market licence fees. Information on current street trading fees is on www.hillingdon.gov.uk or can be obtained from the Licensing Service.

19.0 Consultation and advertisement

On receipt and acceptance of any application for a new street trading licence or application for a variation to an existing one, the Licensing Service will carry out consultation with residents in the area, relevant ward members, town centre management, traders or businesses in the area, and any other body in the area that the Council sees as appropriate. The consultation period will be 21 days starting the working day after the fully completed application is received.

In addition to the above, for applications for shop front and / or tables and chairs licences, consultation and advertisement will take the form of a “Notice of Application” which must be placed in the window of the relevant premises – so that it can be easily seen from outside. The notice will be at least A4 in size and must be in place and easily visible from the outside throughout the consultation period.

Where market applications are received, the Licensing Service will carry out consultation with ward members, town centre management, traders / businesses in the area and any other body in the area that the Council sees as appropriate. The consultation period will be 21 days, starting the working day after the fully completed application is received.

20.0 Objections

Objections must be made in writing and made by those persons, bodies, or their representatives, who are likely to be affected (in the “vicinity”, or area) by the operation of the licence. Frivolous, vexatious, repetitious and competition based representations will not be accepted.

Officers will help explain these terms to objectors, but essentially:

“Vicinity” has the common sense meaning of the word and is taken to mean the area in which objectors who are likely to be affected by the operation of the licence are located.

“Frivolous” objections may be based on a one off issue concerning a licence that has previously been managed well.

“Repetitious” means the objection is identical or substantially similar to an objection already discounted or a ground for review already made;

“Vexatious” means the objection is not genuine – ie. It could have been made as a result of a dispute between neighbouring residents or businesses.

21.0 Consideration of Applications

Applications that have not been objected to in the above way will be considered by the Deputy Chief Executive and Corporate Director of Planning, Environment and Education Services or by officers authorised for the purpose of determining street trading applications.

If relevant objections are received during the consultation period for a licence application, a Licensing Sub-Committee will determine the outcome of the application. Where relevant objections are received outside of the consultation period, a Licensing Sub-Committee may exercise its discretion on accepting late representations.

22.0 Hearings

Where the Licensing Sub Committee is to determine an application for the grant, variation or revocation of a street trading licence, the hearing will be held as soon as is reasonably practicable.

Where a permanent trader wishes to appeal a decision to grant/vary or revoke his/her licence, an appeal, and the reasons for the appeal, must be made in writing to the Licensing Service within 21 days of the decision being made. The appeal will be heard by a Licensing Sub-Committee as soon as reasonably practicable.

23.0 Decision-Making & Grounds for Refusal

All applications will be considered by the Deputy Chief Executive and Corporate Director of Planning, Environment and Education Services or by officers authorised for the purpose of determining street trading applications. Where objections are received to an application, a Licensing Sub-Committee will determine the application.

The complete application process may take up to three months and this is to take into account the 21 day consultation period, and also, if required, the arrangement of hearings of the relevant Licensing Sub-Committee.

Where there are no objections to an application, the Council aims to determine applications within one month of receipt of a fully completed application.

Standard conditions will be attached to every street trading licence and these may be varied by the Council at any time. Where relevant, specific trading conditions may be attached to a street trading licence by a Licensing Sub-Committee.

In considering applications for the grant or renewal of a street trading licence the following factors will be considered, and may be grounds for refusal, when the authority may refuse a street trading licence application.

- (a) Public safety - Whether the street trading activity represents, or is likely to represent, a substantial risk to the public from the point of view of obstruction of the highway to emergency vehicles, or otherwise, a fire hazard, unhygienic conditions or other danger that may occur when a trader is using the site.
- (b) Prevention of crime and disorder - whether the street trading activity represents, or is likely to represent, a substantial risk to public order. This is potentially more of a problem for licences operating late in the evening.

- (c) Prevention of public nuisance or environmental damage - whether the street trading activity represents, or is likely to represent, a substantial risk of problems from damage to street surfaces, or from noise, litter, refuse, vermin, fumes, odours or antisocial behaviour, particularly in residential areas.
- (d) For markets licensed under the Food Act 1984, appearance and suitability of the stall or vehicle from which trading takes place - the stall or vehicle must be of a good quality design, of good appearance and meet the criteria, including size, laid down in the standard licence conditions. It is advised that applicants provide photographs or sketches including dimensions of the stall with all new applications.
- (e) Needs of the area – amongst other things, the Council will consider the demand for the articles for sale, and the geographical location of the proposed site.
- (f) History of the applicant - the suitability of the applicant must be considered. Previous failures, without reasonable excuse, to comply with licence conditions or failure or neglect in paying licence fees may result in a licence being refused, revoked or not renewed.
- (g) Pedestrian or vehicular access – whether there is sufficient space for pedestrians and vehicles (including pedestrians using mobility aids and parents with pushchairs/buggies) to continue to use the public highway safely and unhindered.

Occasionally, if some grounds for refusal do exist, the Council may still decide to award a licence – but this could be for fewer days than required, or to allow trading only in certain items, for example.

24.0 Appeals

A Licensing Sub-Committee will determine appeals from permanent licence holders unhappy with a decision to grant / revoke / vary their street trading licence. In the event that a permanent licence holder is unhappy with the decision of the Licensing Sub-Committee, an appeal may be lodged with the Magistrates Court within 21 days of the date of the decision of the Licensing Sub Committee.

In the case of temporary licences, the legislation gives no right of appeal. Temporary licence holders may apply for a judicial review of decisions, though.

25.0 Duration of licences

Permanent licences will last for one year. Temporary licence holders may apply for permanent licences after 3 years of continuous trading within the London Borough of Hillingdon.

Temporary licences are issued for six months, or a shorter period if the Licensing Committee / Applicant specifies otherwise. A shop front licence shall be a temporary licence, and a permanent licence may not be issued to a trader who applies for a shop front licence. Market licences will be issued for a period in accordance with the application and / or any Sub-Committee decision made to alter the licence period.

26.0 Enforcement Action

The decision to use enforcement action will be taken on a case by case basis and, to ensure consistency of approach, in accordance with this and any other more specific policies which may be applicable. The action taken, which may be immediate, will be proportionate to the seriousness and nature of the non-compliance.

Factors that will be taken into consideration include, but are not limited to:

1. The risk that the non-compliance poses to the safety, health or economic welfare of the public at large or to individuals;
2. Evidence suggests that there was pre-meditation in the commission of an alleged offence;
3. The alleged offence involved a failure to comply in full or in part with the requirements of this policy and / or the terms of the street trading licence;
4. There is a history of previous warnings or the commission of similar offences;
5. Aggravated circumstances such as obstruction of an officer or aggressive behaviour towards the public;
6. If the alleged offence, though not serious itself, is widespread in the area where it is committed;
7. The gravity of an alleged offence, taken together with the seriousness of any actual or potential harm;
8. There has been a repetition of a breach that was subject to a formal caution or issue of a Fixed Penalty Notice;
9. False information has deliberately been supplied.

The Council may take the following types of enforcement action:

1. Verbal warnings – e.g. where contraventions are easily resolved;
2. Written warnings – a more serious contravention and / or where the verbal warning has not resolved the contravention;

3. Simple cautions;
4. Licence review or application for licence revocation e.g. when fees go unpaid, a breach of a licence condition;
5. Fixed Penalty Notices;
6. Prosecution.

Any decision to prosecute will be taken as a last resort and such a decision will be made in accordance with the Code for Crown Prosecutors. Council enforcement services will carry out their enforcement-related work with due regard to the Enforcement Concordat. Information concerning non-compliance may be shared with other enforcement agencies. Any such action will only be undertaken in the public interest and in compliance with the Data Protection Act 1998.

Officers will regularly inspect street trading areas to ensure compliance with the licence terms and conditions i.e. the trader is only trading in the licensed pitch area. In addition, all complaints of unlicensed street trading will be investigated.

The Licensing Committee will hear all applications for the revocation, variation, or suspension of a street trading licence in the event that a trader significantly or persistently breaches such a licence.

Any trader who is convicted of an offence that is contrary to the Act or regulations made in pursuance of it may be requested to appear before the Licensing Committee or a Licensing Sub committee, when the determination of the recommendation to revoke the licence will be made.

Any contravention of licence terms and conditions by an assistant to the licensee will be viewed as a contravention by the licensee whether present or not.

27.0 Designation of Licence Streets

If the Council considers that street trading should be allowed or licensed in any area, it may pass a resolution designating any street or part of a street as a licence street under Section 24 of the Act. In deciding if a street or site should be designated for street trading, the following may be considered;

1. The presence of any existing or planned street furniture;
2. The proximity and nature of any road junctions and pedestrian crossing points;
3. The number of street trading sites already licensed in the vicinity;
4. Whether the proposed site for designation would impact on accessibility for members of the public i.e. pedestrians, pushchairs, wheelchairs etc.
5. If the safety of the public will be put at increased risk;
6. Whether the proposed site will leave the recommended clearance of 2 metres clear passage between the trading area and the edge of the kerb or footway;
7. If there will be a negative impact on the character or appearance of the area.

For designation, there is a consultation period of 28 days, when the Council consults with the Police and Highways Authority, and any other relevant body. The Council may also pass a resolution to rescind or vary the designation of a licence street, and must consult on any intentions to do so in a notice published in a local paper. After publishing the consultation notice, the Council will consider any representations received, before making a decision.

A street does not have to be designated as a licence street for street trading purposes where a temporary street trading licence is issued.

A list of current licence streets found in **Appendix 1**

28.0 Other legislative considerations

Apart from the legislative requirements of the London Government Act 1990 (as amended) and the Food Act 1984, the Council will take into account its duties under other legislation including, but not limited to;

- Section 17 of the Crime & Disorder Act 1998, which places the Council under a duty to exercise its functions with due regard to the likely effect on, and the need to do all it reasonably can to prevent crime and/or disorder in the Borough.
- The Regulator's Compliance Code (set out in the Regulatory Reform Act 2006) which requires the Council not to impede economic progress by its regulations, and particularly to consider the impact on small businesses.
- The Provision of Services Regulations 2009 which requires the Council to ensure that its requirements are non-discriminatory; proportionate to the public interest; objective; clear and unambiguous; made public in advance; transparent and accessible.
- The Disability Discrimination Act 1995 which makes it unlawful to treat disabled persons less favourably than other people, for a reason related to their disability.

EU Services Directive

Tacit consent will apply to street trading licence applications if no objections are received and the applicant is not notified within 28 days after receipt of a valid application.

29.0 Policy review

This Policy may be reviewed by Cabinet. Minor changes to this Policy may be made by the Deputy Chief Executive and Corporate Director of Planning, Environment and Education Services, acting in consultation with the Leader of Council.

30.0 Exemptions

TO FOLLOW

31.0 Commodities

Applications for street trading licences must be made in accordance with the Council's approved list of commodities and banned commodities (Included as Appendix 2). The Licensing Service will consider commodities that are not on the approved list at its own discretion.

The Council may amend this list in order to ensure fair trading opportunities to all traders in the relevant area. The Council may, from time to time, ban certain commodities in certain areas where there is a need to do so. If the Authority amends the list of banned commodities, a 21 day consultation with traders will be held in the affected area prior to a decision being made.

32.0 Ice Cream Traders

Ice cream trading means the selling, exposing or offering for sale of goods consisting wholly or mainly of ice cream, frozen confectionery or other similar commodities from a vehicle.

Itinerant ice cream trading means ice cream trading from a vehicle which goes from place to place remaining in any one location in the course of trading for periods of 15 minutes or less and not returning to the same location or any other location in the same street on the same day.

The Council may, from time to time, ban ice cream traders in certain areas where there is a need to do so. The Council will carry out the statutory consultation and advertisement before any decision is made. A full list of areas where a ban on ice cream traders is in force can be found in **Appendix 3**.

33.0 Licence Conditions

The various licences in this policy are issued under the terms and conditions below. These are effectively the rules by which licensees must operate. They are meant to allow trading to be carried out safely, responsibly and in harmony with the surroundings, other traders and residents.

Definitions

The definitions used in the conditions and elsewhere are from the legislation that the Council is given to manage licensing in the borough. Some of the meanings may not be clear – Licensing officers will try to answer any queries from residents, organisers or licence holders.

- a. "The Act" means Part III of the London Local Authorities Act 1990 as amended by the London Local Authorities Acts 1994, 1999, 2004 & 2007";
- b. "Assistant" means a named person, or persons, under the direction of the licensee, who is in control of the trading activities when the licensee is not present. Details of this person(s) must be formally notified in writing to the Council;
- c. "Licensed Street Trader" means any person who is licensed for a street trading under Part III of the Act;
- d. "Licensed Street Trading Pitch" means an area in any authorised street or place at which street trading may be conducted in by a licensed street trader, and includes any temporary alternative place approved by the Council.

- e. "Premises" means any land, building or part of a building and includes any commercial premises adjacent to a licensed street trading pitch.
- f. "Shop Front Trading" refers to a licence which permits the display of shop goods on a street in a manner permitted by the Act.
- g. "Street trading" shall have the meaning described in Section 21 (1) of the Act.
- h. "Tables and Chairs Licence" refers to a licence authorising the placement of tables and chairs on a street.
- i. "Trader" means a person or that person's assistant in whose name a current street trading licence is held, authorising street trading from a licensed street trading pitch. The street trading licence may be a permanent or temporary licence.

34.0 Terms and Conditions for Street Trading Licences

1. FEES

A fee is payable to the Council for consideration of the grant, renewal or variation of a street trading licence. The prevailing fees can be found on the Council's website. Fees must be paid at the time of application for the application to be accepted as "duly made".

2. SURRENDER OF LICENCES

A street trading licence shall cease to have effect when it is returned to the Council by the licence holder. A receipt shall be provided by the Council confirming this. All fees and charges are due, up to and including the day accepted as the day of surrender of the street trading licence.

3. TRADING LOCATION OR POSITION

The trader shall trade only from the position indicated on the licence, unless otherwise directed by an authorised officer. The Council reserves the right to suspend any licensed street pitch if the highway is obstructed or if health and safety concerns emerge. If this happens, another street trading pitch may be allocated by the Licensing Committee, if one is available.

4. PITCH SIZE

The street trading area must be within the dimensions shown on the licence, or any relevant pitch limits marked out on the ground by the Council. An awning may be permitted to extend 30 cm (12 inches) at the front of the trading pitch, but no articles are to be suspended from the awning beyond the permitted pitch area.

5. COMMODITIES / ITEMS TO BE TRADED OR SOLD

Only those commodities or groups of specified on the street trading licence may be sold from the licensed street trading pitch.

6. ADVERTISEMENTS

No advertisement shall be displayed on the licensed pitch for goods, commodities or services other than those licensed for sale or provided on that pitch.

7. DAYS AND TIMES OF TRADING OR BUSINESS

Trading may only take place on the days and during the times specified on the licence. The Council shall advise traders of any extension of trading times for specified trading periods when and as relevant.

8. TRADING ALONGSIDE PERMANENT BUSINESSES

Street trading times shall be the same as trading times applicable to shops in the vicinity of the licensed street trading pitch. However, traders may trade only during the times stated on the street trading licence.

9. REFUSE OR WASTE

It is the trader's responsibility to ensure that all litter and waste generated by their street trading activity is collected for recycling or disposal, in ways that are compliant with legislation. This can mean storage in suitable bins or containers within the trading pitch until collection can take place by a registered carrier of waste.

To prevent blockages, odours or nuisance to others, road gullies or surface water drains may not be used for the disposal of food based liquid wastes or other noxious substances.

10. PORTABLE GENERATORS

A portable generator can sometimes cause nuisance if not carefully sited or if it is in poor condition. To help control nuisance from noise or fumes, the use of and positioning of generators must be agreed with the Council. Sometimes it may be that it is not possible to agree the use of a generator, but each pitch will be different.

Generators will always be positioned so that they do not present problems for other street users or traders. Flammable fuel must be used safely and stored in suitable containers.

11. STREET CLEANLINESS

The trader must keep the immediate pitch area, and the area within 5 metres in any direction from the pitch, free of any wastes or spillages resulting from the trading activity, throughout the trading day. When trading is finished or upon leaving the site the trader must leave it in a clean condition.

12. DISPLAY OF LICENCE

The licence must be shown at all times, in a prominent position, so that it can be easily read.

13. SAFETY OF EQUIPMENT

Electrical equipment must be approved by the Council before being used on a trading pitch. Regular testing may be required.

14. USING A MAINS VOLTAGE ELECTRICAL SUPPLY

Traders using a mains electrical supply must have consent from the Council before seeking installation from an electricity supplier. Where relevant, the trader and the electricity supplier will be required to provide the Council with certification for the safety of the electricity supply.

15. INTERFERENCE WITH ELECTRICAL SUPPLIES

A trader will be subject to suspension of a street trading licence if they tamper with, or use an electricity supply belonging to the Council without a prior arrangement to do so. A trader causing damage to any Council installation or equipment will be required to pay the full cost of any repair or replacement.

16. PITCH EQUIPMENT, OR TRADING STALLS

Licensing law refers to these as "*Receptacles*". To the Council, this really means tables, stalls, coverings for stalls, framework for displays, boxes to hold goods etc. Basically, these are the items a trader would use to trade from, or perhaps to provide cover for goods.

Pitch equipment or stalls should be easily and quickly assembled and removed. The Council reserves the right to inspect for stability and safety and to ensure that they are fit for purpose. Any obviously dangerous item must be made safe or immediately removed on request. It is the trader's responsibility to ensure that items and structures are put up and taken down safely, are properly designed, well sited and in a good, clean condition.

17. GENERAL CONDUCT

A trader and any assistants employed by them shall conduct themselves in a decent manner and ensure that all members of the community are fairly treated and shown courtesy and respect. Trading activities should not give rise to noise inappropriate to the area, or cause other nuisance.

18. PRODUCTION OF LICENCES ON REQUEST

All licensed street traders shall produce their licence when requested to do so by an authorised officer the Council or a police officer.

19. NOTIFICATION OF LOCATION FOR STORAGE OF FOOD COMMODITIES, PITCH EQUIPMENT, OR TRADING STALLS etc.

Traders in foodstuffs must notify the Council in writing of any change of address or addresses at which the pitch equipment stalls etc (the "receptacles") and any

commodities are stored. Such notice must be given within 7 days of the change. Checks may be made to confirm details and suitability.

20. EMPLOYED ASSISTANTS

Traders shall notify the Council in writing of the name, address and national insurance number of every assistant who may be given responsibility for the pitch in the absence of the trader. Details of any subsequent change of assistant or any other relevant information regarding assistants should be given in writing to the Council.

21. EMPLOYMENT OF CHILDREN

A licensed street trader shall not employ any person under the age of 17 years in any capacity in the course of his trade or business.

22. ASSISTANCE TO COUNCIL OFFICERS

A trader shall give immediate assistance to Council officers when requested to do so. In dealing with an emergency, this might mean moving a stall or equipment away from the area, quickly.

23. CHANGE OF ADDRESS AND CIRCUMSTANCES

A trader shall give notice in writing to the Council of the change of any of the addresses and circumstances. Unless a trader is unable to do so for good reason, notice of a change of address should be given within seven days of any change. Proof of new address will need to be submitted to the Council, and a home visit may be carried out to confirm occupancy.

24. FOOD RELATED TRADING

Food traders shall comply with the necessary food hygiene, food hygiene training and food registration requirements as required by the Councils Food, Health & Safety Team.

35.0 Conditions Specific to Tables & Chairs Licences

These conditions apply to “Tables and Chairs” licences.

1. The grant of a tables and chairs trading licence does not give any approval or consent which may be needed under any other legislation other than under the Act(s).
2. A tables and chairs licence is a temporary licence. A permanent licence may not be issued to a trader who applies for a tables and chairs licence.
3. A copy of the tables and chairs licence must to be displayed in the window of the licensed premises. The copy licence is to be displayed so as to be clearly visible and legible from the street.
4. Only those commodities sold in the relevant shop premises can be served under the tables and chairs licence.
5. Only those services provided within the relevant shop premises can be provided in the licensed area where a licence permits tables and chairs to be placed on the street.
6. A tables and chairs licence is not transferable.

36.0 Conditions Specific To Shop Front Licences

The conditions below apply to “Shop Front” licences only

1. Any display or part of a display of goods or services sold or offered within a shop and that is located on a public forecourt adjacent to the shop shall require a shop front licence, if the display is placed within 7 metres of the boundary at the rear of the footway delineating between the private property and the public Highway, as may be evidenced by Deeds of the property and / or the Highway register.
2. A copy of the shop front trading licence must to be displayed in the window of the premises outside which trading is permitted. The copy licence is to be displayed so as to be clearly visible and legible from the street.
3. Food Traders shall comply with the necessary food hygiene and food registration requirements as required by the Councils Food, Health & Safety Team.
4. Monetary exchange or payment cannot be made in the licensed street trading pitch.
5. The dimensions of a licensed street trading pitch shall be such that a minimum of 2m clear of any obstruction shall be maintained on the Public Highway for the safe pass, re-pass and free flow of pedestrian and vehicular traffic.
6. No equipment, stall, container, or display or tables(s) or chair(s) shall at any time be permitted to obstruct an entrance or exit to any adjacent premises or to any part of the building to which the licence applies that is under separate occupation.
7. Temporary barriers of an approved type must be in place during licensed hours and the same must be removed outside of the hours permitted by the licence
8. A shop front trading licence is not transferable.
9. Only those commodities sold in shop premises can be displayed outside premises provided they are not excluded items as defined in these regulations.
10. A separate street trading licence shall be required in the event that a commodity that is not sold in the shop is displayed or offered for sale on the licensed street trading pitch.
11. Only that equipment, stall, container, or display or tables(s) or chair(s) and containers which is suitable and fit for purpose and approved by the Council shall be used by the licence holder and assistants for shop front trading or ancillary to shop front trading.

12. The following items may not form part of the commodities displayed under a shop front licence:
- a. Alcoholic beverages, tobacco and tobacco products;
 - b. Lottery tickets, phone cards, raffles, tombola and/or other games of chance;
 - c. Medicines, drugs and other prescribed substances
 - d. Uncooked meat or fish
 - e. New and used cars and motorcycles
 - f. Pets and livestock
 - g. Containers of Liquid Petroleum Gas (LPG) including any which are fully or partly discharged or emptied;
 - h. Explosives, including fireworks;
 - i. Goods considered by the Council to pose a Health and Safety risk to the public.
13. The dimensions of a licensed street trading pitch shall be such that a minimum of 2m clear of any obstruction shall be maintained on the public highway for the safe pass, re-pass and free flow of pedestrian and vehicular traffic.
14. Items that are likely to cause damage the street or street furniture may not be used.
15. An awning may be permitted to extend up to a maximum of 30 cm (12 inches) at the front of the licensed shop front pitch but no articles are to be suspended from the awning beyond the permitted area. Additionally, the placement of the awning must permit safe pass and re-pass by pedestrian traffic.

37.0 Standard licence conditions for markets:

- 1) No person shall sell in a market place any goods other than during market hours;
- 2) No person shall bring a vehicle into the market place during market hours unless in case of emergency;
- 3) No person in charge of a vehicle shall, during market hours allow it be halted in the market place, or in its immediate approaches, for longer than is reasonably necessary for the loading or unloading of goods;
- 4) No person shall bring any goods into the market place more than one hour before the market hours begin or allow them to remain there more than one hour after the market hours end;
- 5) No person shall erect, occupy or deposit any goods on any stall or pitch without the permission of the licensed market operator.
- 6) Every tenant or occupier of a stall / pitch shall;
 - a. Ensure that the stall/pitch is properly cleansed before and after market hours as often as may be necessary during those hours;
 - b. Ensure that all refuse accumulated in connection with the stall is placed in a bin or container provided or approved by the Council for that purpose;
 - c. As often as is necessary, ensure that the contents of the bin or receptacle are removed to an area designated by the Council for that purpose.
- 7) No person shall light a fire in the market place;
- 8) No person shall keep or sell any explosive or highly flammable substance in the market place;
- 9) No person shall post or display any bill, placard or poster, other than a description of goods advertised for sale, in any part of the market place except with the prior permission of the market authority;
- 10) No person in the market place or in its immediate approaches shall, except by way of sale, distribute or attempt to distribute to the public any printed matter unless prior consent has been obtained from the market authority;
- 11) No person shall bring into or allow to remain in the market place any animal;
- 12) Food traders shall comply with the necessary food hygiene and food registration requirements as required by the Council's Food, Health & Safety Team.

Appendix 1

SCHEDULE OF LICENCE STREETS

Pursuant to Section 24(10) of the London Local Authorities Act 1990 (as amended) the following streets are designated as “licence streets” for the purposes of street trading.

Bakers Road, Uxbridge
Barra Hall Circus, Hayes
Belmont Road, Uxbridge
Betam Road
Botwell Lane, Hayes
Bourne Avenue, Gloucester Parade, Hayes
Byron Way, West Drayton
Cocks Yard, Uxbridge
Coldharbour Lane, Hayes
Coleridge Way, West Drayton
Cowley Road 100-118, Uxbridge
Cowley Road 18-20, Uxbridge
Dawley Road 1-19, Hayes
Dawley Road, Dawley Parade, Hayes
East Lane, Hayes
Eastcote High Road, Black Horse Parade, Eastcote
Falling Lane, Yiewsley
Field End Road, Eastcote
Field End Road 702-724, South Ruislip
Green Lane, Northwood
Harlington Road 305-315, Hillingdon
Harmondsworth Road, West Drayton
Harlington Road 305-315, Hayes
Harvil Road, Harefield
Hayes By-Pass (The Parkway)
Hercies Road, Hillingdon
High Road 28-34, Cowley
High Road 81-97, Ickenham
High Road, Ickenham
High Street, Cowley
High Street, Dellfield Parade, Cowley
High Street, Harefield
High Street, Harlington
High Street, The Parade, Cowley
High Street, Uxbridge
High Street, Uxbridge – pedestrianised area between Vine Street and Belmont Road.
High Street, Ruislip
High Street, Yiewsley
High Street 110-118, Northwood
High Street 2-88, Northwood
Hillingdon Hill, Hillingdon
Horton Road, Yiewsley
Howletts Lane, Ruislip
Ickenham Road, Station Parade, West Ruislip

Appendix 1 (Cont)

Ickenham Road, Ruislip
Joel Street, Northwood Hills
Kingshill Avenue, Hayes
Lansbury Drive, Hayes
Laurel Lane, West Drayton
Long Lane 1-12, Ickenham
Long Lane 305-321, Hillingdon
Long Lane 370-396, Hillingdon
Long Lane, Crescent Parade, Hillingdon
Long Drive, South Ruislip
Manor Way, Ruislip Manor
Maxwell Road, Northwood
Moorfield Road, Cowley
Moorhall Road, Harefield
Mulberry Crescent, West Drayton
North Hyde Road 141-171, Hayes
Old Stockley Road
Park Way, Ruislip Manor
Park Lane, Harefield
Pasadena Close
Pembroke Road, Ruislip Manor
Pield Heath Road, Cowley
Pinner Road, Northwood
Pinner Road, Northwood Hills
Pump Lane, Hayes
Pump Lane (Eastern end)
Redmead Road, Hayes
Rickmansworth Road, Harefield
Romney Road, Romney Parade, Hayes
Royal Lane, Yiewsley
Ryefield Avenue, Hillingdon
Salisbury Road, Eastcote
Silverdale Road
Sipson Road, West Drayton
Skyport Drive
Springfield Road
Station Approach, South Ruislip
Station Road, West Drayton
Station Road, Cowley
Station Road, Hayes (NOT pedestrianised)
Station Road Hayes, pedestrianised area between Pump Lane and Crown Close;
St Dunstons Road, Hayes
Sutton Court Road, Hillingdon
Swakeleys Road 1-31, Ickenham
Swallowfield Way
Swan Road 58-66 and 81, West Drayton
The Green 1-16, West Drayton
Victoria Road, South Ruislip
Victoria Road, Ruislip Manor

Appendix 1 (Cont)

Victoria Road 439-445 and 490, South Ruislip
Violet Avenue 53-65, Yiewsley
West Drayton Road 177-183, Yiewsley
West End Road, Ruislip Gardens
Whitby Road 143-163 and 208-218, South Ruislip
Windmill Hill, Ruislip Manor
Uxbridge Road 1172-1380, Hayes End
Uxbridge Road 124-152, Hayes
Uxbridge Road 641-693, Hayes
Uxbridge Road 759-849, Hayes End
Uxbridge Road, Blenheim Parade, Hillingdon
Uxbridge Road, Byron Parade, Hillingdon
Uxbridge Road, Crescent Parade, Hillingdon
Uxbridge Road, Heathside Parade, Hillingdon
Uxbridge Road, Marlborough Parade, Hillingdon
Uxbridge Road, Westbourne Parade, Hillingdon
Uxbridge Road, Whiteleys Parade, Hillingdon
Vine Street, Uxbridge
Welbeck Avenue, Yeading
Willow Tree Lane, Hayes
Windsor Street, Uxbridge
Yeading Lane, Yeading

Appendix 2

Commodities

Category	Commodity
Clothing	<ul style="list-style-type: none"> • Womens clothing • Gents clothing • Childrens clothing • Babywear • Sportswear • Clothing accessories i.e. hats scarves, ties, belts etc • Underwear/Nightwear • Footwear/slippers • Other items (must be specified)
Flowers	<ul style="list-style-type: none"> • Cut flowers and plants • Uncut flowers and plants • Artificial flowers • Flower accessories i.e. pots, food, hanging baskets etc. • Seasonal i.e. Christmas Trees, Holly, Mistletoe etc • Other items (must be specified)
Fruit & Vegetables	<ul style="list-style-type: none"> • Raw fruit/vegetables • Other items (must be specified)
Food	<ul style="list-style-type: none"> • Pre-packed groceries • Dried fruit, seeds, pulses, beans etc • Cheese and dairy • Meat/fish • Bread/cakes • Deli food i.e olives, pickles, nuts etc • Confectionary • Other items (must be specified)
Household goods	<ul style="list-style-type: none"> • Cleaning products • Laundry products • Cleaning utensils • Plastic storage and accessories e.g. crates, boxes etc • Lightbulbs • Other items (must be specified)
Toiletries & Cosmetics	<ul style="list-style-type: none"> • Toiletries • Hair products • Make-up • Perfume • Other items (must be specified)

Appendix 2 (Cont)

Soft furnishings	<ul style="list-style-type: none"> • Cushions & throws
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	<ul style="list-style-type: none"> • Bedding • Curtains & blinds • Rugs & mats • Dining linen • Other items (must be specified)
Kitchen/Dining	<ul style="list-style-type: none"> • Cookware • Serveware • Glassware • Tablewear • Other items (must be specified)
Electrical & Audio/Visual	<ul style="list-style-type: none"> • Audio/amplification equipment • Visual/display equipment • Computer hardware and accessories • Games consoles • Musical Instruments • Cameras • Electrical accessories • Other items (must be specified)
Travel Accessories	<ul style="list-style-type: none"> • Luggage • Sports bags • Handbags • Other items (must be specified)
Jewellery and accessories	<ul style="list-style-type: none"> • Costume jewellery • Precious jewellery • Hair accessories • Sunglasses • Watches • Other items (must be specified)
Stationery	<ul style="list-style-type: none"> • Office supplies • Paper • Greetings cards • Wrapping supplies/giftbags • Other items (must be specified)
Toys	<ul style="list-style-type: none"> • Childrens toys • Outdoor games and toys • Baby/nursery equipment • Other items (must be specified)
Textiles	<ul style="list-style-type: none"> • Fabric • Haberdashery • Yarn/Wool • Knitting/Sewing supplies • Other items (must be specified)

Appendix 2 (Cont)

Tools, DIY & Gardening	<ul style="list-style-type: none"> • Tools • Garden tools • DIY supplies
------------------------	-----------------------------------------------------------------------------------------------------------

	<ul style="list-style-type: none"> • Other items (must be specified)
Furniture	<ul style="list-style-type: none"> • Furniture including antiques • Other items (must be specified)
Sports equipment	<ul style="list-style-type: none"> • Exercise equipment • Track & Field • Golf • Sports equipment • Other items (must be specified)
Pet supplies	<ul style="list-style-type: none"> • Pet food • Pet beds • Pet cages/hutches/tanks/carriers • Grooming and care supplies • Other items (must be specified)
Arts & Crafts (original handmade goods)	<ul style="list-style-type: none"> • Art • Sculpture • Craft items • Handmade textiles • Other items (must be specified)
Miscellaneous	<ul style="list-style-type: none"> • Other items not in any category above (must be specified by the applicant)

Banned Commodities

Commodity	Ward/Area of ban
Continuous or regular street trading of food (e.g. Mobile food traders)	Uxbridge Town Centre (<i>as agreed by Cabinet 17th March 2011</i>)

Appendix 3

Prohibition of mobile or “itinerant” ice cream trading.

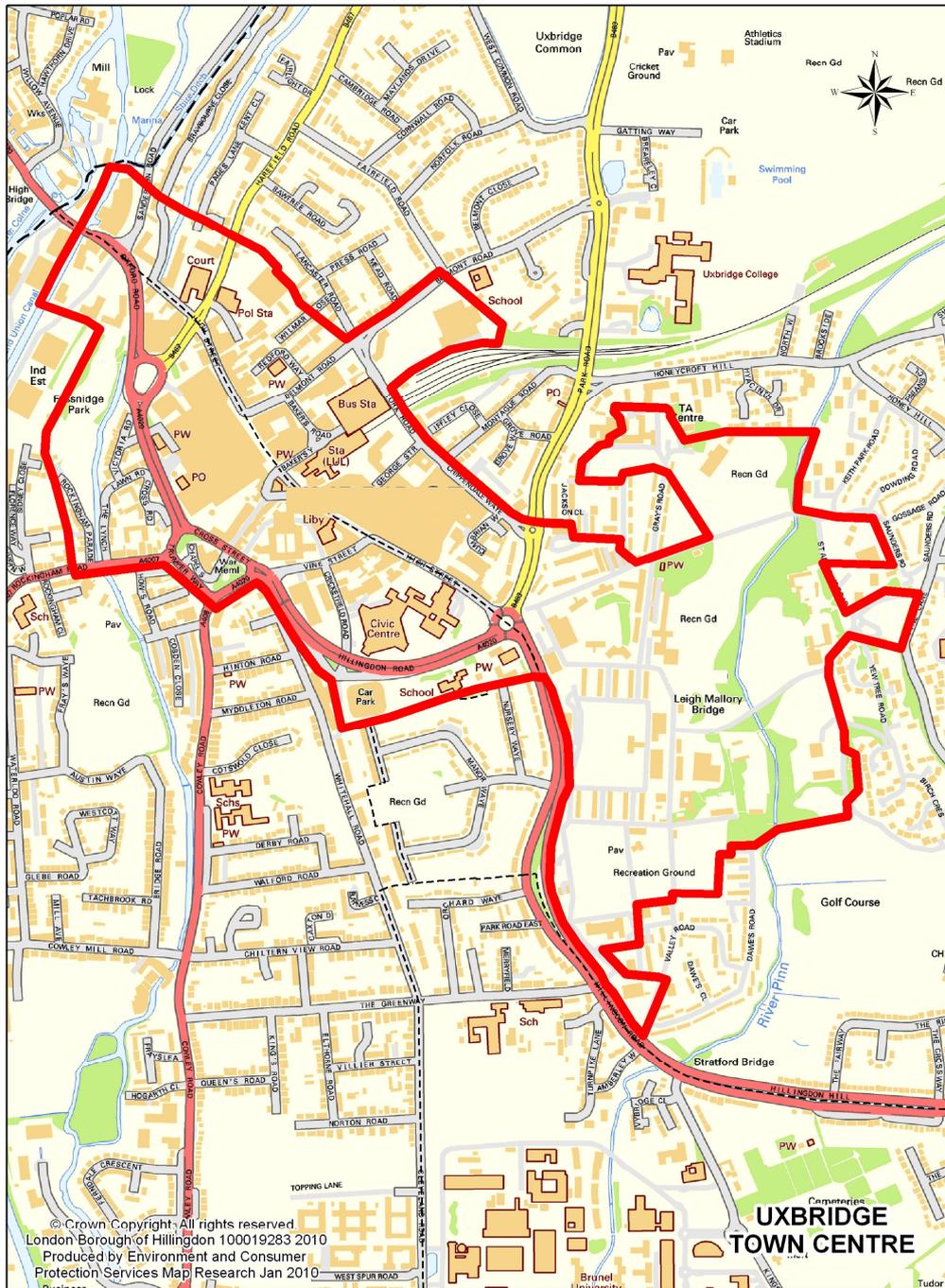
1. Any street or part of streets or side streets within 65 metres of any exit used by children from the following premises:
 - (i) Primary schools
 - (ii) Under 5 centres
 - (iii) Day nurseries
 - (iv) Secondary schools
 - (v) Special schools

2. Any street or side street falling within the Uxbridge Town Centre. The Uxbridge Town centre falls within the area bordered in red on the map below.

3. All streets, part of streets and side streets falling within major retail areas in
 - (i) Eastcote
 - (ii) Harefield
 - (iii) Harlington
 - (iv) Hayes
 - (v) Hillingdon Circus Area
 - (vi) Ickenham
 - (vii) Northwood
 - (viii) Northwood Hills
 - (ix) Ruislip
 - (x) Ruislip Manor
 - (xi) South Ruislip
 - (xii) Uxbridge
 - (xiii) Uxbridge Road Hayes
 - (xiv) Yiewsley and West Drayton

Appendix 3 (Cont)

Area of Uxbridge town centre.



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PRELIMINARY FLOOD RISK ASSESSMENT FOR HILLINGDON

Cabinet Member	Cllr Jonathan Bianco
Cabinet Portfolio	Finance, Property and Business Services
Officer Contact	Ian Thynne - Planning, Environment, Education and Community Services
Papers with report	Appendix 1 - Preliminary Flood Risk Assessment for Hillingdon

HEADLINE INFORMATION

Purpose of the report	This report seeks approval of Hillingdon's Preliminary Flood Risk Assessment, and agreement for it to be sent to the Environment Agency as part of the national review.
Contribution to our plans and strategies	Sustainable Communities Strategy Council Plan
Financial Cost	Nil.
Relevant Policy Overview Committee	Residents & Community Services Policy Overview Committee
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:

- 1). Approves the Preliminary Flood Risk Assessment as part of the local review process.**
- 2). Agrees that the Preliminary Flood Risk Assessment be submitted to the Environment Agency as part of the national review process.**

INFORMATION

Reasons for recommendation

The Council is required to produce a Preliminary Flood Risk Assessment (PFRA) as part of the 2009 Flood Risk Regulations. The Environment Agency provides the national lead on flood risk management and requires all PFRAs to be locally 'signed off' prior to their national review.

Alternative options considered / risk management

The Council is statutorily required to produce a PFRA and therefore must approve a PFRA and submit it to the Environment Agency for review. However amendments could be made to the PFRA.

Comments of Policy Overview Committee(s)

None at this stage.

Supporting Information

Introduction to Changes in Flood Risk Management Legislation

1 In November 2007 the European Union published the Floods Directive which requires Member States to assess areas at risk from flooding. It also requires Member States to map the possible flood extents and register assets that play an important role in flood risk management, either positively or negatively. Ultimately, this will help provide a consistent approach to managing flood risk across Europe.

2 The 2009 Flood Risk Regulations implement the European Floods Directive within the UK. The Regulations set out a six year planning cycle to ensure the management of flooding is properly considered. This is based on a four stage process of:

- Stage 1 Undertaking a Preliminary Flood Risk Assessment (PFRA)
- Stage 2 Identifying Flood Risk Areas
- Stage 3 Preparing flood hazard and risk maps
- Stage 4 Preparing flood risk management plans

3 In addition to the Regulations, the Flood and Water Management Act came into force in June 2010. This Act was in response to Sir Michael Pitt's review of the 2007 floods which affected large parts of the country. This review stated that "the role of local authorities should be enhanced so that they take on responsibility for leading the co-ordination of flood risk management in their areas".

4 The Flood and Water Management Act provides the legislation to implement the findings of the review. In particular, the Act defines unitary authorities and county councils as Lead Local Flood Authorities (LLFA) and requires Councils to provide much greater input into the management and understanding of flood risk within their areas.

Background to the PFRA

5 Under the Regulations, and in line with responsibilities under the Flood and Water Management Act, LLFAs are responsible for undertaking a PFRA for local sources of flood risk, primarily from surface runoff, groundwater and ordinary watercourses. The PFRA is a high level screening exercise which involves collecting information on past (historic) and future (potential) floods, assembling it into a preliminary assessment report, and using it to identify Flood Risk Areas which are areas where the risk of flooding is significant.

Development of PFRA

6 Hillingdon's PFRA has been commissioned as part of a coordinated programme of work across greater London facilitated by the Drain London Forum and the GLA.

This is a London wide project which seeks to maintain consistencies in approach. As a consequence the PFRA is funded by the GLA as part of the Drain London project. There are no funding implications for Hillingdon Council for this piece of work. The PFRA has been completed by Capita Symonds who has also been commissioned to complete the PFRA for some of the neighbouring boroughs. Due to the consistent approach in the development of the project, there has been a close working relationship between the consultants working for all the west London authorities.

Review Process of PFRA

7 There is a two stage review process for the PFRA. The first stage is for a Local review to be carried out by the LLFA: The Environment Agency recommends that the PFRA is signed off by the LLFA as they will be required to implement it. The local review process needs to ensure that the PFRA is fit for purpose and will be adopted into the LLFA's strategic plans and policies. The second stage is for a national review to be carried out by the Environment Agency: The Environment Agency has a duty under the Regulations to review PFRAs. The primary role of the national review will be to check the Flood Risk Areas to ensure they are nationally consistent and that the Ministers' criteria have been correctly applied. The Council is required to submit their PFRA to the Environment Agency for review by 22nd June 2011.

Summary of PFRA

8 The PFRA process is aimed at providing a high level overview of flood risk from all sources within a local area, including consideration of surface water, groundwater, ordinary watercourses and canals. The methodology for producing this PFRA is consistent with other London Boroughs and has been based on the Environment Agency's Final PFRA Guidance and Defra's Guidance on selecting Flood Risk Areas, both published in December 2010.

9 The PFRA is a strategic assessment that provides information on areas not previously covered. The Council has a strategic flood risk assessment which provides a more accurate interpretation of the Environment Agency's flood zone maps; however, this does not cover issues relating to surface water, drainage, or groundwater flooding. This PFRA therefore provides a new level of strategic information that will help inform a number of Council areas, e.g. emergency planning and development planning. The PFRA will ultimately be part of a suite of flood risk management documents that give a clear overview across the Borough covering the broad range of sources of flooding.

10 In order to develop a clear overall understanding of the flood risk across the London Borough of Hillingdon, flood risk data and information relating to past flood events, caused by flooding from local sources, were collected and analysed from local and national sources including within the Borough, the Environment Agency, Thames Water, emergency services and other risk management authorities such as TfL. However, comprehensive details on flood extents and consequences of these events were largely unavailable.

11 Prior to the Flood and Water Management Act, there was little coordination of data gathering on flood events. Furthermore there were a number of different organisations with water management responsibilities leading to uncertain accountabilities and inconsistencies in data gathering and flood management. As a consequence there was no requirement for the Council to collect significant amounts of data on flooding events. Instead water authorities (Thames Water) and the Environment Agency collected various pieces of information but not necessarily in a consistent format. Based on the evidence that was collected and gathered from all parties who held data, no past flood events could be determined with any certainty to have

had 'significant harmful consequences'. Therefore, the decision was made to not include any records of past flooding in the Preliminary Assessment.

12 Whilst information on past flooding does not suggest there has been any flood events with significant harmful consequences, there is a high risk of flooding from local sources in parts of Hillingdon, particularly from surface water.

13. In addition to the PFRA, the Drain London project is delivering surface water management plans for each London borough, including hydraulic modelling of surface water runoff. These maps have been integrated into the PFRA and show a precautionary assessment of possible surface water flooding. Based on the Drain London outputs it is estimated that 38,302 properties (residential, business and commercial) are at risk of surface water flooding (at least 3cm of water) in a 1:200 year event (0.5% chance of flooding in a year). The methodology used for the modelling is required to be precautionary to allow for worst case scenarios to be considered. A number of assumptions are made to deliver outputs like these, in the same way as those used to produce the Environment Agency flood zone maps. In reality, there are a number of detailed factors that cannot be included in a high level strategy such as this PFRA, for example, receiving watercourses may have more capacity than allowed for in the model, or large areas of open space or roads may also have more capacity than allowed for.

14 Ultimately, the PFRA provides the Council with helpful information on flood risk. As a LLFA it is important to have more knowledge about where and when places might flood. The PFRA, along with other flooding strategies and maps (e.g. Environment Agency Floodmaps) provide the Council with the tools to assess how to carry out its new function as LLFA more clearly.

15 The PFRA is separate from more detailed studies that would be required for specific proposals with regard to planning applications, to address the potential impacts of development on flood risk. This PFRA is a much more strategic document and addresses the broad flood risks associated with surface water, drainage and groundwater flooding. It would therefore inform where further specific studies would be required for development proposals.

Next Steps

16 The PFRA is the first stage in a 4 stage process for developing an effective approach to flood risk management within the borough. In the interim there are a number of steps to be carried out to fulfil the obligations of the Flood and Water Management Act and to act on some of the findings of the PFRA. Notably to:

- Work in partnership with flood risk management organisations (e.g. Thames Water and the Environment Agency) to refine and share information on groundwater flooding and sewer flooding;
- Implement a system for recording local flood incidents across the borough. Where notification is given by the public, or other body, regarding flooding these will be recorded in a database provided through the Drain London project to supplement existing records of past flooding in the London Borough of Hillingdon.
- Integrate the PFRA into the determination of planning permissions to ensure new development does not exasperate existing problems and where possible, seek contributions to help deliver solutions.

17 Following on from approval of this PFRA, the Flood Risk Regulations require the borough to carry out two subsequent key stages:

- Flood hazard maps and flood risk maps by June 2013; and
- Flood risk management plans by June 2015.

FINANCIAL IMPLICATIONS

There are no Council funding implications arising from the approval of the PFRA.

The PFRA has been commissioned as part of the Drain London project. This is a London Wide project which seeks to maintain consistencies in approach. As a consequence the PFRA is funded by the GLA as part of the Drain London project.

Further work resulting from the stages outlined in the 'Next Steps' are likely to be funded from recent committed Government funds to fulfil the obligations of the Flood and Water Management Act.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

This recommendation will satisfy the Council's obligation to provide a local sign off of the PFRA prior to submission for national review with the Environment Agency. There is further work to be undertaken to ensure that there is an effective communications strategy across London and the UK for all PFRAs. These reports will become public documents, and some residents may find themselves at 'risk of flooding' for the first time. The Council officers will continue to work with the Drain London Forum, the Environment Agency and neighbouring Boroughs to ensure the communication of the PFRAs is appropriate and consistent. Drain London will lead on the communications with input from the London Boroughs.

The PFRA has used as much historic information as possible. However, not all of this has been available at a specific local level and therefore may not have been included within the development of the report. Consequently, some residents may have reported flood events previously, but this may not have been captured at the detailed postcode level and therefore may not be presented within the final report.

Solving the reporting problems is one of the next steps. There maybe an opportunity to seek information from the public in more detail in the future to ensure more historic data is captured.

Consultation Carried Out or Required

The report has been completed in consultation with Thames Water and the Environment Agency. The primary aim of this consultation was to gather historic information on flooding and flood events, and to seek validation of technical assessment of predicted flood events.

CORPORATE IMPLICATIONS

Corporate Finance

The production of the Preliminary Flood Risk Assessment (PFRA) is funded by the GLA. Corporate Finance has reviewed this report and is satisfied that there are no direct financial implications to the Council. It should be noted that any further work outlined in the "Next Steps"

in the report, is likely to be funded from recently committed Government funds as the Government has an obligation to fulfil its obligations of the Flood and Water Management Act.

Legal

The Flood Risk Regulations 2009 (“the Regulations”) implement the European Floods Directive (2007/60/EC). The Directive provides a consistent approach to managing flood risk across Europe, through a six year planning cycle based on a four stage process of undertaking a Preliminary Flood Risk Assessment (PFRA), identifying Flood Risk Areas, preparing flood hazard and risk maps and preparing flood risk management plans.

Under the Regulations, and in line with responsibilities under the Flood and Water Management Act 2010 (the Act), the London Borough of Hillingdon are now preparing a PFRA for local sources of flood risk. The European Commission’s reporting process sets out minimum requirements to be met by Member states when producing a PFRA and therefore the PFRA that this Council produces must adhere to the published criteria. Local Authorities need to submit their preliminary assessment report to the Environment Agency no later than 22 June 2011.

Corporate Landlord

There are no impacts on the Corporate Landlord or Council estates. The Corporate Landlord is in support of the recommendations made in this report.

Relevant Service Groups

The report has been produced in consultation with the relevant service groups, including Highways, Transportation and the Civil Protection Service.

BACKGROUND PAPERS

Preliminary Flood Risk Assessment – Final Guidance (Environment Agency, December 2010)
Flood Risk Regulations 2009 (DEFRA)

Preliminary Flood Risk Assessment for the London Borough of Hillingdon



HILLINGDON
LONDON

GREATER**LONDON**AUTHORITY



LONDON
COUNCILS



Environment
Agency

Revision Schedule

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Summary of Changes	Completed By	Date of Issue	Version
Addition of Potential Elevated Groundwater Information Amendments following initial EA review	Paul Hlinovsky	11/04/2011	1.1

AUTHOR

Name	Organisation and Role
Paul Hlinovsky	Senior Engineer, Capita Symonds

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Name	Title	Signature	Date
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Paul Hlinovsky	Senior Engineer, Capita Symonds		
Michael Arthur	Principal Consultant, Capita Symonds		
Kevin Reid	Programme Manager		

DISTRIBUTION

Name	Organisation and Role
Ian Thynne	Principal Sustainability Officer, LB Hillingdon
Kevin Reid	Programme Manager, GLA

RELATED DOCUMENTS

Doc Ref	Document Title	Author	Date of Issue	Version

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A number of people and organisations outside Hillingdon Council have contributed to this Preliminary Flood Risk Assessment. Their assistance is greatly appreciated, and in particular inputs and information provided by:

- The British Geological Survey;
- British Waterways;
- Drain London Group 1 Boroughs:
 - London Borough of Hounslow;
 - London Borough of Hillingdon; and
 - London Borough of Ealing.
- The Environment Agency;
- The Greater London Authority;
- London Councils;
- The London Fire Brigade;
- Network Rail;
- The Highways Agency;
- Thames Water;
- Transport for London; and
- London Underground

Executive Summary

Background

This report has been prepared for the London Borough of Hillingdon primarily to deliver the first step of the Flood Risk Regulations (2009). The London Borough of Hillingdon is defined as a Lead Local Flood Authority (LLFA) under the Floods and Water Management Act (the Act). The first step of the Flood Risk Regulations is for LLFAs to produce a Preliminary Flood Risk Assessment (PFRA), comprising this document, the supporting spreadsheet and GIS layer. PFRAs were already required prior to the implementation of the Act by the EU Flood Risk Management Regulations ('Floods Directive') and are therefore not a new requirement. The timetable for production of PFRAs and subsequent documents and strategies is defined by the Floods Directive. Some of the information within this report will also assist the London Borough of Hillingdon to manage local flood risk, in accordance with their duties under the Flood and Water Management Act 2010 (the Act).

The PFRA process is aimed at providing a high level overview of flood risk from all sources within a local area, including consideration of surface water, groundwater, ordinary watercourses and canals. As a LLFA, the London Borough of Hillingdon is required to submit their PFRA to the Environment Agency for review by 22nd June 2011. This PFRA has been produced as part of a coordinated programme of work across greater London facilitated by the Drain London Forum and the GLA. The methodology for producing this PFRA is consistent with other London Boroughs and has been based on the Environment Agency's Final PFRA Guidance and Defra's Guidance on selecting Flood Risk Areas, both published in December 2010.

Indicative Flood Risk Areas

Prior to the development of PFRAs the Environment Agency has used a national methodology, which has been set out by Defra, to identify broad indicative Flood Risk Areas across England where flooding could result in 'significant harmful consequences'. Of the ten indicative Flood Risk Areas that have been identified nationally, one is the Greater London administrative area. The majority of the London Borough of Hillingdon is within this Flood Risk Area, with the main exception being the area of relatively rural land in the north east of the borough.

To date significant harmful consequences have been assessed at a national scale based on a set of National Indicators developed by Defra:

- Human health – 30,000 people or 150 critical services (e.g. schools, hospitals, etc);
- Economic activity – 3,000 non-residential businesses; and
- Impact on environmental designations, heritage and pollution.

Hillingdon is only one part of the Greater London Indicative Flood Risk Area that met this threshold. Currently there is little guidance available on how national indicators should be applied at the local level and it is expected LLFAs develop their own relevant thresholds based on these indicators.

Review of Indicative Flood Risk Areas

Information relating to past flood events, caused by flooding from local sources, was collected and analysed. However, comprehensive details on flood extents and consequences of these events were largely unavailable. Based on the evidence that was collected, no past flood events could be determined with any certainty to have had 'significant harmful consequences'. Therefore, the decision was made to not include any records of past flooding in Annex 1 of the Preliminary Assessment Spreadsheet.

Following consultation with the Environment Agency, it is recommended that the Flood Risk Area boundary originally identified by the EA in this area is amended slightly to reflect the relevant administrative boundaries and communities in West Drayton, Harefield, Heathrow Airport, Uxbridge, Northwood and Ickenham.

In order to develop a clear overall understanding of the flood risk across the London Borough of Hillingdon, flood risk data and records of historic flooding were collected from local and national sources including

within the Borough, the Environment Agency, Thames Water, emergency services and other risk management authorities such as TfL.

However, there is a high future risk of flooding from local sources in parts of Hillingdon, particularly from surface water. The Drain London project is delivering surface water management plans for each London borough, including hydraulic modelling of surface water runoff. Based on Drain London outputs it is estimated that 38302 properties are potentially at risk from surface water flooding in a rainfall event with a 1 in 200 annual chance of occurring. The number of properties and businesses at risk for a future flood event is estimated to have 'significant harmful consequences' at a local scale as has been included in Annex 2 of the Preliminary Assessment Spreadsheet for collation and review by the Greater London Authority and Environment Agency for the Greater London Flood Risk Area.

Following on from approval of this PFRA, the Flood Risk Regulations require the borough to carry out two subsequent key stages:

- Flood hazard maps and flood risk maps (by June 2013); and
- Flood risk management plans (by June 2015).

The next cycle of the Flood Risk Regulations will begin in 2016 with review and update of this PFRA.

Glossary

Term	Definition
Aquifer	A water bearing rock, sand or gravel capable of yielding significant quantities of water.
Asset Management Plan (AMP)	In the context of water services, a plan for managing water and sewerage company (WaSC) infrastructure and other assets in order to deliver an agreed standard of service.
AStSWF	Areas Susceptible to Surface Water Flooding – The first generation broadscale national mapping of surface water flooding prepared for the Environment Agency.
Catchment Flood Management Plan (CFMP)	A high-level planning strategy through which the Environment Agency works with their key decision makers within a river catchment to identify and agree policies to secure the long-term sustainable management of flood risk.
CIRIA	Construction Industry Research and Information Association
Civil Contingencies Act 2004	This Act delivers a single framework for civil protection in the UK. As part of the Act, Local Resilience Forums must put into place emergency plans for a range of circumstances including flooding.
CLG	Government Department for Communities and Local Government
Climate Change	Long term variations in global temperature and weather patterns caused by natural and human actions.
Critical Drainage Area (CDA)	Areas of significant flood risk, characterised by the amount of surface runoff that drains into the area, the topography and hydraulic conditions of the pathway (e.g. sewer, river system), and the receptors (people, properties and infrastructure) that may be affected.
Culvert	A buried or underground channel or pipe that carries a watercourse below the level of the ground.
Defra	Department for Environment, Food and Rural Affairs
DEM	Digital Elevation Model – three dimensional digital representation of unfiltered topography surface of an area.
DG5 Register	A water-company held register of properties which have experienced sewer flooding due to hydraulic overload, or properties which are 'at risk' of sewer flooding more frequently than once in 10 years.
DTM	Digital Terrain Model – three-dimensional digital representation of a bare earth surface (i.e. with buildings, trees removed)
EA	Environment Agency – Who's play a central role in delivering the environmental priorities of central government and the Welsh Assembly Government through functions and roles
Indicative Flood Risk Areas	Areas determined by the Environment Agency as potentially having a significant level of flood risk, based on guidance published by Defra and WAG and the use of certain national datasets. These indicative areas are intended to provide a starting point for the determination of Flood Risk Areas by LLFAs.
FMfSW	Flood Map for Surface Water – second generation mapping prepared for the Environment Agency on the risk of surface water flooding
Flood defence	Infrastructure used to protect an area against floods. For example, floodwalls and embankments; they are designed to a specific standard of protection (design standard).
Flood Risk Area	An area determined as having a significant risk of flooding in accordance with guidance published by Defra and WAG.
Flood Risk Regulations (FRR)	Transposition of the EU Floods Directive into UK law. The EU Floods Directive is a piece of European Community (EC) legislation to specifically address flood risk by prescribing a common framework for its measurement and management.
Flood and Water Management Act	An Act of Parliament passed into law in 2010 which forms part of the UK Government's response to Sir Michael Pitt's Report on the Summer 2007 floods, a major recommendation of which is to clarify the legislative framework for managing surface water flood risk in England.

Term	Definition
Fluvial Flooding	Flooding resulting from water levels exceeding the bank level of a river or stream.
IDB	Internal Drainage Board - Internal Drainage Boards (IDBs) are independent bodies responsible for land drainage in areas of special drainage
IUD	Integrated Urban Drainage
LB	London Borough
LDF	Local Development Framework
Lead Local Flood Authority	Local Authority responsible for taking the lead on local flood risk management
LiDAR	Light Detection and Ranging
LLFA	Lead Local Flood Authority
Local Resilience Forum	A multi-agency forum, bringing together all the organisations that have a duty to cooperate under the Civil Contingencies Act, and those involved in responding to emergencies. They prepare emergency plans in a co-ordinated manner.
LPA	Local Planning Authority
LRF	Local Resilience Forum
Main River	A watercourse shown as such on the Main River Map, and for which the Environment Agency has responsibilities and powers
NGR	National Grid Reference - a system of geographic grid references used in Great Britain
NRD	National Receptor Dataset – a collection of risk receptors produced by the Environment Agency
Ordinary Watercourse	All watercourses that are not designated Main River, and which are the responsibility of Local Authorities or, where they exist, IDBs
Partner	A person or organisation with responsibility for the decision or actions that need to be taken.
PFRA	Preliminary Flood Risk Assessment
Pitt Review	Comprehensive independent review of the 2007 summer floods by Sir Michael Pitt, which provided recommendations to improve flood risk management in England.
Pluvial Flooding	Flooding from water flowing over the surface of the ground; often occurs when the soil is saturated and natural drainage channels or artificial drainage systems have insufficient capacity to cope with additional flow.
PPS25	Planning and Policy Statement 25: Development and Flood Risk
Resilience Measures	Measures designed to reduce the impact of water that enters property and businesses; could include measures such as raising electrical appliances.
Resistance Measures	Measures designed to keep flood water out of properties and businesses; could include flood guards for example.
Risk	In flood risk management, risk is defined as a product of the probability or likelihood of a flood occurring, and the consequence of the flood.
Risk Management Authority (RMA)	As defined by the Floods and Water Management Act
River Basin District (RBD)	A River Basin or Basins used for both strategic planning and reporting to the European Commission for the Water Framework Directive. There are eleven RBDs in England and Wales.
Sewer Flooding	Flooding caused by a blockage or overflowing in a sewer or urban drainage system.
SFRA	Strategic Flood Risk Assessment
Stakeholder	A person or organisation affected by the problem or solution, or interested in the problem or solution. They can be individuals or organisations, includes the public and communities.
SuDS	Sustainable Drainage Systems
Sustainable Drainage Systems	Methods of management practices and control structures that are designed to drain surface water in a more sustainable manner than some conventional techniques.

Term	Definition
Surface Water	Rainwater (including snow and other precipitation) which is on the surface of the ground (whether or not it is moving), and has not entered a watercourse, drainage system or public sewer.
SWMP	Surface Water Management Plan
TfL	Transport for London
TWUL	Thames Water Utilities Ltd
WaSC	Water and Sewerage Company

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1 Introduction

1.1 What is a Preliminary Flood Risk Assessment?

- 1.1.1 A Preliminary Flood Risk Assessment is a high level screening **exercise** to identify areas of significant flood risk within a given study area. The PFRA involves collecting information on past and future (potential) floods, assembling the information into a Preliminary Flood Risk Assessment report, and identifying Flood Risk Areas.
- 1.1.2 This preliminary flood assessment **report** for London Borough of Hillingdon provides a high level summary of significant flood risk, based on available and readily derivable information, describing both the probability and harmful consequences of past and future flooding. The development of new information is not required by the process, but new analysis of existing information may be needed.
- 1.1.3 This PFRA has been based on existing and readily available information and brings together information from a number of available sources such as the Environment Agency's national information (for example Flood Map for Surface Water) and existing local products such as Strategic Flood Risk Assessments (SFRAs) and Surface Water Management Plans (SWMPs).

1.2 Background

- 1.2.1 The primary driver behind the Preliminary Flood Risk Assessment is the Flood Risk Regulations 2009, which came into force on the 10th December 2009 and transpose the EU Floods Directive (Directive 2007/60/EC on the assessment and management of flood risks) into domestic law in England and Wales and to implement its provisions.
- 1.2.2 In particular the Regulations place duties on the Environment Agency and Local Lead Flood Authorities to prepare a number of documents across an ongoing 6-year cycle including:
- Preliminary Flood Risk Assessments – deadline 22/06/2011
 - Flood hazard and flood risk maps – deadline 22/06/2013
 - Flood Risk Management Plans – deadline 22/06/2015
- 1.2.3 The purpose of the Preliminary Flood Risk Assessment under the Regulations is to provide the evidence for identifying Flood Risk Areas. The report will also provide a useful reference point for all local flood risk management and inform local flood risk strategies.
- 1.2.4 The scope of the PFRA is to consider past flooding and potential future flooding from the sources of flooding other than main rivers, the sea and reservoirs. In particular this includes surface runoff, groundwater and ordinary watercourses and any interaction these have with drainage systems other sources

1.3 Objectives

- 1.3.1 The key objectives of the PFRA are summarised as follows:
- Collect information on past (historic) and future (potential) floods within the study area and record it within the Preliminary Flood Risk Assessment spreadsheet;

-
- Assemble the information into a Preliminary Flood Risk Assessment report;
 - Review the Indicative Flood Risk Areas delineating by the Environment Agency and where necessary provide explanation and justification for any amendments required to the Indicative Flood Risk Areas;
 - Provide a summary of the systems used for data sharing and storing and the provision for quality assurance, security and data licensing arrangements;
 - Describe arrangements for partnership and collaboration for ongoing collection, assessment and storage of flood risk data and information;
 - Identify relevant partner organisations involved in future assessment of flood risk; and summarise means for future and ongoing stakeholder engagement;
 - Provide a useful reference point for all local flood risk management and inform future local strategies.

1.4 Study Area

1.4.1 The London Borough of Hillingdon is located in north west London bordering the London boroughs of Harrow, Ealing and Hounslow to the east, Richmond upon Thames to the south.

1.4.2 The following watercourse are located within the boundaries of the Borough:

- River Colne (including the tributaries of the Frays River and New Years Greene Bourne);
- River Crane (including the Yeading Brook);
- River Pinn;
- Duke of Northumberland River & Longford River;
- Grand Union Canal;

River Colne

1.4.3 The River Colne is one of the major rivers in the Borough. The River Colne forms the western boundary in the north of the Borough. The Colne is often referred to in two sections; the Upper Colne and the Lower Colne system differentiated by Denham Weir. The Upper Colne is predominantly rural land use and the Lower Colne can be considered urban. The Colne is a very complex river system with large reservoirs used to store potable supply water for Greater London. The Frays River and the River Pinn form some of the major tributaries into the River Colne.

1.4.4 Yeading Brook

The Yeading brook flows into the Borough of Hillingdon from the east through two principle branches the east and west arm.

1.4.5 The Yeading Brook East arm enters Hillingdon through a long culvert at Field End Road (National Grid Reference 512340, 185690) before surfacing again to the southwest of Victoria Retail Park (National Grid Reference 511721, 185382). The Eastern arm flows in a south-westerly direction for 3.6km through South Ruislip and then west along the southern boundary of Northolt Aerodrome before its confluence with the West arm (at National Grid Reference 549950, 184190).

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- 1.4.6 The Yeading Brook West arm enters Hillingdon through Ruislip recreation ground and flows in parallel with the East arm in a south-westerly direction for 5km, until its confluence with the Ickenham Stream to the south. The West arm then flows for 1.7km through rural pasture before its confluence with the East arm at National Grid Reference 509950, 184190. The Yeading Brook main branch then flows south for 7.6km passing through green open space to the southeast of Yeading and the easterly edge of Hayes. Of this 7.6km length the Yeading Brook travels in parallel with the Grand Union Canal for 2.5km before flowing under an Aqueduct becoming the River Crane at Craneford Park.

River Crane

- 1.4.7 The Yeading Brook changes its name to River Crane at Hayes, north of the M4 to the south of the Grand Union Canal and before flowing under the M4 into Cranford Park. The River Crane continues to flow through green open space in a southerly direction for 2km before it is joined by the small tributary Frog's Ditch. The Crane then flows for 1.7km into the Heathrow Airport grounds before flowing out into the neighbouring Borough of Hounslow.

Duke of Northumberland River & Longford River

- 1.4.8 The Duke of Northumberland River and Longford River are two channels that split from the River Colne at Harmondsworth (National Grid Reference 505350, 178160). The Duke of Northumberland is an artificial channel and is one of the main tributaries of the River Crane. It consists of two sections; the Harmondsworth or Western Section and the Mogden or Eastern Section. The Duke of Northumberland River flows in a southerly direction before turning in an easterly direction to form the southern border of the Borough along the perimeter of Heathrow airport before flowing into the Borough of Hounslow, running in parallel to the Longford River. As part of the Terminal 5 development this watercourse has been slightly diverted.

The Grand Union Canal

- 1.4.9 The Grand Union Canal enters the Borough near (NGR 515940, 178720) and travels in a southerly direction through the Borough before connecting to the River Thames at Brentford via the Thames Lock and Brentford Dock (NGR 517840, 177290). The Grand Union Canal has two branches within the Borough of Hillingdon to the east and west. The westerly branch of the Grand Union Canal runs from the north of the Borough in parallel with the Upper Colne, through the Borough to Yiewsley, before turning east and travelling across the Borough through Hayes and on to Bull's Bridge. Here it joins with the easterly branch, known as the Paddington Branch.

2 LLFA Responsibilities

2.1 Legislative Background

- 2.1.1 The key drivers behind the Preliminary Flood Risk Assessment are two pieces of new legislation, the Flood Risk Regulations 2009 which came into force on the 10th December 2009, and the Flood & Water Management Act (FWMA) which gained Royal Assent on the 8th April 2010.
- 2.1.2 The Flood Risk Regulations 2009 was created to transpose the EU Floods Directive (Directive 2007/60/EC) into domestic law in England and Wales. The Floods Directive provides a framework to assess and manage flood risks in order to reduce adverse consequences for human health, the environment (including cultural heritage) and economic activity.
- 2.1.3 The Flood and Water Management Act 2010 makes specific provision for the recommendations provided by Sir Michael Pitt in his independent review of the flooding experienced across much of England and Wales in 2007.
- 2.1.4 Under these pieces of legislation, all Unitary Authorities are designated 'Local Lead Flood Authorities' (LLFA) and have formally been allocated a number of key responsibilities with respect to local flood risk management.

2.2 Leadership & Partnership

- 2.2.1 The Flood and Water Management Act 2010 defines the Lead Local Flood Authority (LLFA) for an area as the unitary authority for the area, in this case London Borough of Hillingdon. As such, the London Borough of Hillingdon is responsible for leading local flood risk management including establishing effective partnerships with stakeholders such as the Environment Agency, Thames Water Utilities Ltd, Transport for London, Network Rail and London Underground as well as others. Ideally these working arrangements should be formalised to ensure clear lines of communication, mutual co-operation and management through the provision of Level of Service Agreements (LoSA) or Memorandums of Understanding (MoU).
- 2.2.2 The London Borough of Hillingdon forms part of the 'Group 1' group of boroughs, established as part of the Drain London programme, formed to assist delivery of Drain London, but also to establish an ongoing working partnership for managing local flood risk in the area. Drain London Group 1 includes the London boroughs of:
- Hounslow;
 - Hillingdon; and
 - Ealing
- 2.2.3 Group 1 are represented on the Thames Regional Flood Defence Committee (RFDC) by the councillor from the London Borough of Hounslow.
- 2.2.4 At a borough level, Hillingdon have set up a Flood Working Group in response to the Flood and Water Management Act, which includes departmental representatives from strategic planning, emergency planning, drainage and highways, in recognition of the cross-department input require on managing local flood risk.

2.3 Stakeholder Engagement

2.3.1 As part of the PFRA and parallel preparation of the SWMP for the area, London Borough of Hillingdon has sought to engage stakeholders representing the following organisations and authorities.

- Environment Agency
- Thames Water Utilities Ltd
- Neighbouring London Boroughs
- British Waterways
- London Fire Brigade
- Network Rail
- London Underground
- Transport for London
- Highways Agency
- Natural England

2.3.2 Of these organisations, the Environment Agency and London Borough of Hillingdon representatives were actively engaged and assisted in the preparation of this document.

2.3.3 Within London Borough of Hillingdon, representatives from a number of departments and sectors have been engaged in the PFRA process including Emergency Planning, Strategic Planning, Parks, Highways and Drainage.

2.4 Public Engagement

2.4.1 Members of the public may also have valuable information to contribute to the PFRA and to an improved understanding and management of local flood risk within the study area. Public engagement can afford significant benefits to local flood risk management including building trust, gaining access to additional local knowledge and increasing the chances of stakeholder acceptance of options and decisions proposed in future flood risk management plans.

2.4.2 However it is also recognised that it is crucial to plan the level and timing of engagement with communities predicted to be at risk of flooding from surface water, groundwater and ordinary watercourses. This is to ensure that the potential for future management options and actions is adequately understood and costed without raising expectations before solutions can reasonably be implemented.

2.4.3 It is important to undertake some public engagement when formulating local flood risk management plans, following the designation of Flood Risk Areas within the study area as this will help to inform future levels of public engagement. As part of the Drain London project, the Greater London Authority are reviewing how the project outputs generated could be communicated to the public and will provide advice to boroughs.

2.4.4 It is recommended that the London Borough of Hillingdon follow the guidelines outlined in the Environment Agency's "Building Trust with Communities" which provides a useful process of how to communicate risk including the causes, probability and consequences to the general public and professional forums such as local resilience forums.

2.5 Other Responsibilities

2.5.1 Aside from forging partnerships and coordinating and leading on local flood management, there are a number of other key responsibilities that have arisen for Local Lead Flood Authorities

from the Flood & Water Management Act 2010, and the Flood Risk Regulations 2009. These responsibilities include:

- **Investigating flood incidents** – LLFAs have a duty to investigate and record details of significant flood events within their area. This duty includes identifying which authorities have flood risk management functions and what they have done or intend to do with respect to the incident, notifying risk management authorities where necessary and publishing the results of any investigations carried out.
- **Asset Register** – LLFAs also have a duty to maintain a register of structures or features which are considered to have an effect on flood risk, including details on ownership and condition as a minimum. The register must be available for inspection and the Secretary of State will be able to make regulations about the content of the register and records.
- **SuDS Approving Body** – LLFAs are designated the SuDS Approving Body (SAB) for any new drainage system, and therefore must approve, adopt and maintain any new sustainable drainage systems (SuDS) within their area. This responsibility is anticipated to commence from April 2012.
- **Flood risk management strategies** – LLFAs are required to develop, maintain, apply and monitor a strategy for local flood risk management in its area. The local strategy will build upon information such as national risk assessments and will use consistent risk based approaches across different local authority areas and catchments.
- **Works powers** – LLFAs have powers to undertake works to manage flood risk from surface runoff and groundwater, consistent with the local flood risk management strategy for the area.
- **Designation powers** – LLFAs, as well as district councils and the Environment Agency have powers to designate structures and features that affect flooding in order to safeguard assets that are relied upon for flood risk management.

3 Methodology & Data Review

3.1 Data Sources & Availability

3.1.1 Table 3-1 provides a summary of the data sources held by partner organisations and provides a description of the dataset and its availability at the time the PFRA was produced. This data was collated centrally by the Greater London Authority through the Drain London project, including centralising relevant data sharing agreements and licensing. This data was then disseminated to consultants Capita Symonds with Scott Wilson for the preparation of the London Borough of Hillingdon PFRA.

Table 3-1 Data Sources

	Dataset	Description
Environment Agency	Environment Agency Flood Map (Flood Zones)	Shows extent of flooding from rivers with a catchment during 1 in 100yr flood and 1 in 1000yr flood. Shows extent of flooding from the sea during 1 in 200yr and 1 in 1000yr flood events. Ignores the presence of defences.
	Areas Susceptible to Surface Water Flooding	A national outline of surface water flooding held by the EA and developed in response to Pitt recommendations.
	Flood Map for Surface Water	A second generation of surface water flood mapping which was released at the end of 2010.
	Areas Susceptible to Groundwater Flooding	Mapping showing areas susceptible to groundwater flooding.
	Groundwater Flooding Incidents	Records of historic incidents of groundwater flooding as recorded by the Environment Agency.
	National Receptors Dataset	A nationally consistent dataset of social, economic, environmental and cultural receptors including residential properties, schools, hospitals, transport infrastructure and electricity substations.
	Indicative Flood Risk Areas	National mapping highlighting key flood risk areas, based on the definition of 'significant' flood risk agreed with the Defra and WAG.
	Historic Flood Outline	Attributed spatial flood extent data for flooding from all sources.
	Rainfall Data	15 minute and daily rainfall gauge records from approximately 1990 – 2010 for gauge sites across London.
	Source protection zones	Show the risk of contamination that might cause pollution in the area. The maps show three main zones (inner, outer and total catchment).
London Borough	Asset data	Details on the location and extent of flood defences across Group 1 as well as a system asset management plans.
	Strategic Flood Risk Assessments (SFRA)	SFRAs may contain useful information on historic flooding, including local sources of flooding from surface water, groundwater and flooding from canals.
	Historical flooding records	Historical records of flooding from surface water, groundwater and ordinary watercourses.

Thames Water	Anecdotal information relating to local flood history and flood risk areas	Anecdotal information from authority members regarding areas known to be susceptible to flooding from excessive surface water, groundwater or flooding from ordinary watercourses.
	Highways Flooding Reports	Highways Flooding Reports for a number of locations within Essex, including analysis of the flood risk at each location.
	DG5 Register for Thames Water Utilities areas	DG5 Register logs and records of sewer flooding incidents in each area.
	Sewer pipe network	GIS dataset providing the georeferenced location of surface water, foul and combined sewers across Group 1. Includes pipe size and some information on invert levels.
British Waterways	British Waterway's canal network	Detailed GIS information on the British Waterway's canal network, including the location of canal centrelines, sluices, locks, culverts, etc.
	Records of canal breaches and overtopping events	Records of historical canal overtopping and drainage misconnections.
British Geological Society	Geological datasets	Licensed GIS datasets including: <ul style="list-style-type: none"> • Geological indicators of flooding; • Susceptibility to groundwater flooding; • Permeability; • Bedrock and superficial geology.
GLA	Deprived Areas	Index of Multiple Deprivation, ranking all London Ward's.
London Fire Brigade	Historic flooding records	London Fire Brigade call outs to incidents of flooding between January 2000-December 2009. Does not specify the source of flooding.
London Underground and Network Rail	Historic flooding records	Recorded incidents of flooding to London Underground and National Rail infrastructure

3.2 Limitations

Records of Past Floods

- 3.2.1 The most significant data gap across the London Borough of Hillingdon relates to records of past 'local' flooding incidents. This is a common issue across the UK as record keeping of past floods has historically focussed on flooding from rivers or the sea. Records of past incidents of surface water, sewer, groundwater or ordinary watercourse flooding has been inconsistent.
- 3.2.2 Thames Water have provided post code-linked data (DG5 register) on records of sewer flooding, however more detailed data on the location and cause of sewer flooding is not currently available.

3.2.3 Some incidents have been digitised into GIS from hard copy maps by London Borough of Hillingdon, however there is very little information on the probability, hazard or consequence of flooding.

3.2.4 Similarly, the London Fire Brigade have recorded incidents of call outs relates to flooding, however there is no information on the source of flooding (e.g. many may be burst pipes), or probability, hazard or consequence of the flooding.

Future Groundwater Flooding Groundwater flooding is dependent on local variations in topography, geology and soils. The causes of groundwater flooding are generally understood however it is difficult to predict the actual location, timing and extent of groundwater flooding without comprehensive datasets.

3.2.5 There is a lack of reliable measured datasets to undertake flood frequency analysis and even with datasets this analysis is complicated due to the non-independence of groundwater level data. Surface water flooding incidents are sometimes mistaken for groundwater flooding incidents, e.g. where runoff via infiltration seeps from an embankment, rather than locally high groundwater levels.

Future Surface Water Flooding

3.2.6 The Environment Agency data sets 'Areas Susceptible to Surface Water Flooding' and second generation 'Flood Map for Surface Water' are national scale assessments suitable for broadly identifying surface water flood risk. The datasets are of a resolution suitable for the PFRA, however are limited in their use in addressing the next stages of the Flood Risk Regulations (2009), e.g. Hazard Maps. The outputs from Drain London will assist in addressing this data limitation.

Flooding Consequences

3.2.7 The analyses to prepare the indicative Flood Risk Areas issued to accompany the final PFRA Guidance were based on the National Receptors Database (NRD) version 1.0 (for the counts of properties and other receptors). Receptor information was prepared for all London Boroughs in December 2010 in order to undertake property counts required for the SWMPs, also using NRD version 1.0. Version 1.1 of the NRD has subsequently been issued and contains modifications and corrections since version 1.0. However, in order to avoid repetition of work, and ensure consistency between the SWMP and the PFRA, it was decided to complete the PFRA using NRD version 1.0.

3.3 Security, Licensing and Use Restrictions

3.3.1 A number of datasets used in the preparation of this PFRA are subject to licensing agreements and use restrictions.

3.3.2 The following national datasets provided by the Environment Agency are available to lead local flood authorities for local decision making:

- EA Flood Zone Map
- Areas Susceptible to Surface Water Flooding
- Flood Map for Surface Water
- National Receptor Database

3.3.3 A number of the data sources used are publically available documents, such as:

- Strategic Flood Risk Assessment
- Catchment Flood Management Plan
- Surface Water Management Plan

3.3.4 The use of some of the datasets made available for this PFRA has been restricted. These include:

- Records of property flooding held by the Council and by Thames Water Utilities Ltd;
- British Geological Society geology datasets;
- London Fire Brigade call outs for flooding;
- Index of Multiple Deprivation

3.3.5 Necessary precautions must be taken to ensure that all information given to third parties is treated as confidential. The information must not be used for anything other than the purpose stated in the agreement. No information may be copied, reproduced or reduced to writing, other than what is necessary for the purpose stated in the agreement.

3.4 Quality Assurance

3.4.1 The datasets used to inform this PFRA were collected centrally for all London Boroughs as part of the Tier 1 Drain London work package. All data received was subject to quality assurance measures to monitor and record the quality and accuracy of the data and information. A data quality score was given to all the data which is a qualitative assessment based on the Data Quality System provided in the SWMP Technical Guidance (March 2010). This system is explained in Table 3-2.

Table 3-2 Data Quality System (SWMP Technical Guidance March 2010)

Data Quality Score	Description	Explanations	Example
1	Best available	No better available; not possible to improve in the near future	2D Pluvial Modelling Outputs
2	Data with known deficiencies	Best replaced as soon as new data is available	Historic Flood Records
3	Gross assumptions	Not invented but based on experience and judgement	Location, extent and depth of surface water flooding
4	Heroic assumptions	An educated guess	Impact of a historic flood event

3.4.2 The use of this system provides a basis for analysing and monitoring the quality of data that is being collected and used in the preparation of the PFRA. As mentioned in Section 3.2, some of the datasets collected for this PFRA were of poor quality, and this has been identified and recorded using this system.

4 Past Flood Risk

4.1 Summary of Past Floods

4.1.1 Table 4-1 provides a summary of the past flooding recorded in more than one location in London Borough of Hillingdon, and known to be from surface water, sewer or groundwater sources. Records in Table 4.1 are based on more than one reported incidence of flooding on a particular day, however as identified in Section 3.2, it does not necessarily represent every flooding incident in the London Borough of Hillingdon.

Table 4-1 Past Floods & Consequences

Main source of flooding	Description/Location	Data Source	Significant harmful consequences
Groundwater	Cricket Ground on Rickmansworth Road (507994 191845).	Environment Agency	No
Groundwater	Property on Links Road, Northwood.	Environment Agency	No
Pluvial	West Ruislip station (508427 508427). Heavy roads resulted in standing water in roads in Eastcote and Ruislip. Some water affected nearby properties.	London Borough of Hillingdon	No
Pluvial	Ruislip Tube Station (509500 187026) —Flooding to station during intense rainfall events	London Underground	No
Pluvial	Ruislip Manor Tube Station (510100 187240) — Flooding to station during intense rainfall events	London Underground	No
Groundwater	Property on Crossier Way —Standing water	Environment Agency	No
Unknown	Civic Centre (505720 183827) Civic centre canteen and underground car park flooded; cars left with water levels up to window sills	London Borough of Hillingdon	No
Unknown	Hillingdon underground station (507559 184984) — flooding throughout flood warning areas	London Borough of Hillingdon	No
Groundwater	Standing water at property on Windsor Avenue	Environment Agency	No
Groundwater	Standing Water at property on Hoppner Road	Environment Agency	No
Pluvial	Heathrow Airport (507064 175275) Caused disruption to transport affecting Heathrow. Heathrow Airport can be affected by heavy rain and flights have been cancelled as a consequence.	London Borough of Hillingdon	No
TBC	Bedford Road, Clyfford Road and Lea Crescent affected by flooding. Key vulnerable structure – GP surgery.	TBC	No
TBC	Brunel University affected, some properties on Church Road, and Business Park.	TBC	No
TBC	Church Road, Hillingdon. Church Road properties affected.	TBC	No
TBC	Bridge Road - Back gardens affected	TBC	No

4.1.2 The complete record of known and recorded flooding incidents in the London Borough of Hillingdon are shown on the following figures in Annex A:

- A-1 Surface Water Flooding Incidents
- A-2 Main River / Fluvial / Tidal Flooding Incidents
- A-3 Groundwater Flooding Incidents
- A-4 Sewer Flooding Incidents

4.2 Significant Harmful Consequences

4.2.1 There is very little reliable information available on the consequences of each of the flood events in Table 4.1; therefore there is no certainty in being able to classify them as having “significant harmful consequences”, as required by the Flood Risk Regulations. In the absence of any reliable data, the London Borough of Hillingdon believes none of these events meet the criteria to be included in Annex 1 of the PFRA.

4.2.2 Available data on historic flooding in the London Borough of Hillingdon has been assembled into a standardised GIS data record as part of the Drain London project to assist with consistent and suitably detailed recording of future flooding incidents for the next cycle of the Flood Risk Regulations.

4.3 Interactions with Other Flooding Sources

4.3.1 Flooding is often the result of water from more than one source, or water building up because another source (such as a river, or the sea) has prevented it from discharging normally. Information about past flooding can often be from an unknown source (i.e. it is not clear where the water came from), or flooding as a result of interactions between sources (in which case more than one source may be recorded).

4.3.2 An example of multiple sources contributing to flooding would be where water levels in a river (or watercourse) exacerbate surface water flooding within a catchment. This can occur when flows within a river exceed the channels capacity causing flooding of the local floodplain (i.e. fluvial flooding). As a result, these high water levels, within the river, will restrict the ability of surface water sewers to drain adequately. This can then lead to areas located outside of the floodplain to experience flooding (surface water flooding) due to the reduced capacity within the drainage network as a result of the outfall being submerged by fluvial flooding.

4.3.3 Where flood records within the study area are known to be from more than one flood source, this has been recorded in the Preliminary Flood Risk Assessment spreadsheet. Where the source of flooding is not known this has also been recorded.

5 Future Flood Risk

5.1 Summary of Future Flood Risk

5.1.1 Information about future flood risk, or potential flooding, is usually produced by computer models. The Environment Agency has several national datasets showing risk of flooding from surface water, groundwater and main rivers and ordinary watercourses that are available to LLFAs:

- Areas Susceptible to Surface Water Flooding (AStSWF);
- EA Flood Map for Surface Water (FMfSW);
- Areas Susceptible to Groundwater Flooding; and
- EA Flood Zone Map

5.2 Locally Agreed Information on Future Flood Risk

Surface Water and Ordinary Watercourses

5.2.1 In addition to these national datasets more locally specific surface water information is available for the study area. The London Borough of Hillingdon is in the process of completing a Surface Water Management Plan (SWMP) as part of the Drain London project. As part of this study, direct rainfall modelling has been undertaken to simulate surface water flooding in the study area and is presented as mapping in the SWMP. In accordance with the PFRA guidance (2010), this mapping represents the locally agreed surface water information for Hillingdon.

5.2.2 Figures B-1 and B-2 included in Annex B show the results from this modelling for the 1 in 100 year return period rainfall event. Figure B-1 shows the Maximum Flood Depth and Figure B-2 shows the Flood Hazard Rating and general Flow Direction. Figures B-3 and B-4 show the same outputs for the 1 in 200 year return period rainfall event.

5.2.3 For a full methodology, the reader is referred to the Surface Water Management Plan for London Borough of Hillingdon. For details on the significant consequences of the identified flooding refer to Annex 2.

5.2.4 The direct rainfall modelling undertaken for Drain London represents an improvement on the existing national data sets (e.g. Flood Map for Surface Water) and has therefore been used as the primary dataset to determine the significance of flooding from surface water and ordinary watercourses

Groundwater - Increased Potential for Elevated Groundwater (iPEG) Mapping

Background

5.2.5 Large areas within the Drain London area are underlain by permeable substrate and thereby have the potential to store groundwater. Under some circumstances groundwater levels can rise and cause flooding problems in subsurface structures or at the ground surface. The mapping technique described below aims to identify only those areas in which there is the greatest potential for this to happen and in which there is the highest possible confidence in the assessment.

5.2.6 The following four data sources have been utilised to produce the increased Potential for Elevated Groundwater map:

- British Geological Survey (BGS) Groundwater Flood Susceptibility Map;
- Jacobs Groundwater Emergence Maps (GEMs);
- Jeremy Benn Associates (JBA) Groundwater Flood Map; and
- Environment Agency/Jacobs Thames Estuary 2100 (TE2100) groundwater hazard maps.

5.2.7 To produce the iPEG map for consolidated aquifers, an area was defined as having increased potential for elevated groundwater levels if at least two of the three mapping techniques listed above produced a corresponding area. For the permeable superficial deposits, only Band 1 Very High of the BGS and the TE2100 data were used as this was judged to best represent the hazard.

5.2.8 The techniques used to generate the iPEG map produced some small areas of increased potential and some dry islands within increased potential areas. These have not been cleaned in order to best represent the original data.

How to Use and Interpret the Map

5.2.9 The increased Potential for Elevated Groundwater map shows those areas within the Borough where there is an increased potential for groundwater to rise sufficiently to interact with the ground surface or be within 2 m of the ground surface.

5.2.10 Groundwater may become elevated by a number of means:

- Above average rainfall for a number of months in Chalk outcrop areas;
- Shorter period of above average rainfall in permeable superficial deposits;
- Permeable superficial deposits in hydraulic continuity with high water levels in the river;
- Interruption of groundwater flow paths; and
- Cessation of groundwater abstraction causing groundwater rebound.

5.2.11 With the exception of groundwater rebound which is not covered, the iPEG map will identify those areas most prone to the mechanisms described above. The map shows those areas considered to have the greatest potential for elevated groundwater. Additional areas within the London Boroughs have permeable geology and therefore could also produce elevated groundwater levels. However, to produce a realistic map, only where there is the highest degree of confidence in the assessment are the areas delineated. This ensures resources are focused on the most susceptible areas. In all areas underlain by permeable substrate, groundwater should still be considered in planning developments.

5.2.12 Within the areas delineated, the local rise of groundwater will be heavily controlled by local geological features and artificial influences (e.g. structures or conduits) which cannot currently be represented. This localised nature of groundwater flooding compared with, say, fluvial flooding suggests that interpretation of the map should similarly be different. The map shows the area within which groundwater has the potential to emerge but it is unlikely to emerge uniformly or in sufficient volume to fill the topography to the implied level. Instead, groundwater emerging at the surface may simply runoff to pond in lower areas. The localised nature of groundwater flooding and the different interpretation of the maps required is illustrated in the cartoon in Figure 5-1.

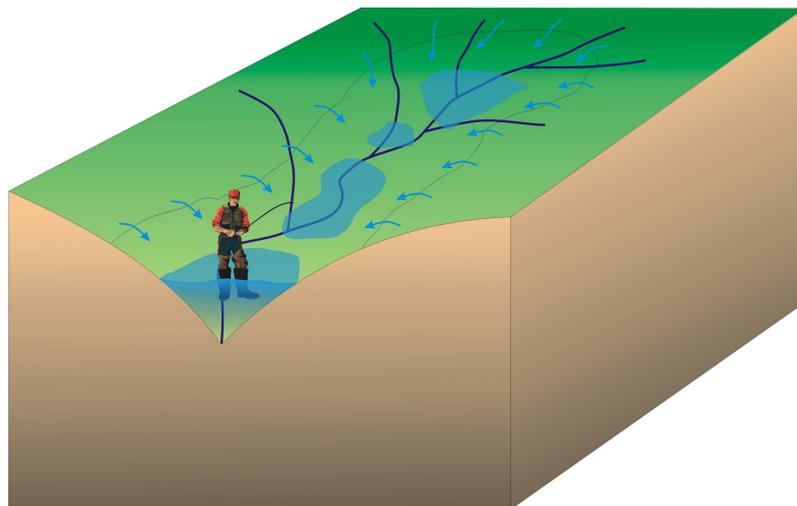
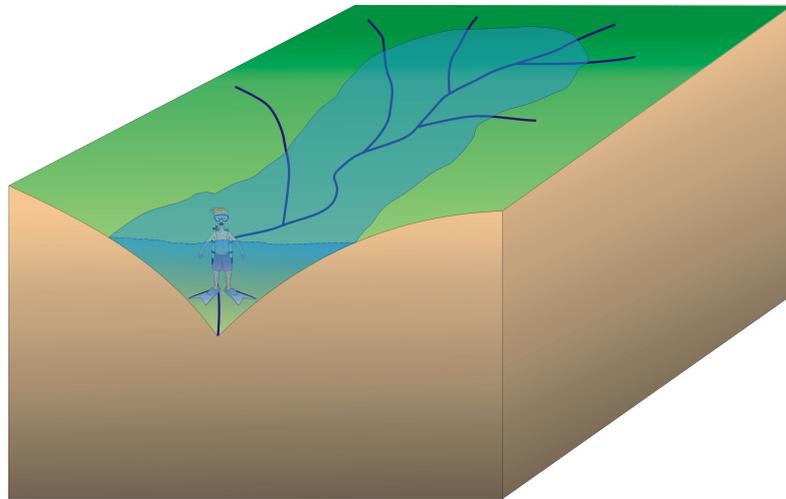


Figure 5-1 Cartoon illustrating the difference between fluvial (top image) and groundwater (bottom image) flood mapping.

5.2.13 For this reason within iPEG areas, locations shown to be at risk of surface water flooding are also likely to be most at risk of runoff/ponding caused by groundwater flooding. Therefore the iPEG map should not be used as a “flood outline” within which properties at risk can be counted. Rather it is provided, in conjunction with the surface water mapping, to identify those areas where groundwater may emerge and if so what would be the major flow pathways that water would take.

Results

5.2.14 The iPEG mapping is presented in Figure A-5.

Table 5-1 Summary of Potential Future Flood Risk

Main source of flooding	Probability	Description	Data Source	Significant consequences
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Pluvial/ ordinary watercourses	1 in 30	<ul style="list-style-type: none"> • 'Intermediate Assessment' in accordance with Defra Guidance. Topography is derived from LIDAR (in larger urban areas, on 1m, 2m grids; original accuracy $\pm 0.15\text{m}$), processed to remove buildings and vegetation, then degraded to a composite 5m DTM. Manual edits applied where flow paths clearly omitted e.g. below bridges. 100mm upstand created for all buildings (above average ground level) to represent floor levels and preferential flow around buildings. • Flow routes dictated by topography; 6.5mm/hr of the rainfall applied to the model is removed to account for drainage (Thames Water guidance), however the drainage has not been explicitly modelled. • Areas that may flood are defined by dynamically routing a 3 hour duration storm with 1 in 30 chance of occurring in any year, over the DTM using Tuflow 2D hydrodynamic modelling software. Model run for double duration to enable assessment of runoff through catchments. • Varying Manning's n applied to landuse based on OS Mastermap data to represent variable 'roughness' of different landuses. Varying runoff coefficients to represent variable runoff from different landuses (e.g. parkland vs buildings) • River flood defences and other key structures that will significantly affect local flood mechanisms are included (e.g. transportation tunnels). • Flood depth less than 100mm filtered from results so areas of most significant flooding are clear. 	Drain London direct rainfall modelling	
	1 in 75			
	1 in 100			
	1 in 100 (plus climate change)			
	1 in 200			
Groundwater	N/A	As detailed in Section 5.2.5.	iPEG Mapping	

5.2.15 Information on the probability and consequences of future sewer flooding, based on detailed modelling of the sewer network, is not available for this PFRA.

5.3 Impact of Climate Change

5.3.1 There is clear scientific evidence that global climate change is happening now. It cannot be ignored.

5.3.2 Over the past century around the UK we have seen sea level rise and more of our winter rain falling in intense wet spells. Seasonal rainfall is highly variable. It seems to have decreased in summer and increased in winter, although winter amounts changed little in the last 50 years. Some of the changes might reflect natural variation, however the broad trends are in line with projections from climate models.

5.3.3 Greenhouse gas (GHG) levels in the atmosphere are likely to cause higher winter rainfall in future. Past GHG emissions mean some climate change is inevitable in the next 20-30 years.

Lower emissions could reduce the amount of climate change further into the future, but changes are still projected at least as far ahead as the 2080s.

5.3.4 We have enough confidence in large scale climate models to say that we must plan for change. There is more uncertainty at a local scale but model results can still help us plan to adapt. For example we understand rain storms may become more intense, even if we can't be sure about exactly where or when. By the 2080s, the latest UK climate projections (UKCP09) are that there could be around three times as many days in winter with heavy rainfall (defined as more than 25mm in a day). It is plausible that the amount of rain in extreme storms (with a 1 in 5 annual chance, or rarer) could increase locally by 40%.

5.3.5 If emissions follow a medium future scenario, UKCP09 projected changes by the 2050s relative to the recent past are

- Winter precipitation increases of around 15% (very likely to be between 2 and 32%)
- Precipitation on the wettest day in winter up by around 15% (very unlikely to be more than 31%)
- Relative sea level at Sheerness very likely to be up between 10 and 40cm from 1990 levels (not including extra potential rises from polar ice sheet loss)
- Peak river flows in a typical catchment likely to increase between 8 and 18%

Implications for Flood Risk

5.3.6 Climate changes can affect local flood risk in several ways. Impacts will depend on local conditions and vulnerability.

5.3.7 Wetter winters and more of this rain falling in wet spells may increase river flooding in both rural and heavily urbanised catchments. More intense rainfall causes more surface runoff, increasing localised flooding and erosion. In turn, this may increase pressure on drains, sewers and water quality. Storm intensity in summer could increase even in drier summers, so we need to be prepared for the unexpected.

5.3.8 Rising sea or river levels may increase local flood risk inland or away from major rivers because of interactions with drains, sewers and smaller watercourses.

5.3.9 There is a risk of flooding from groundwater-bearing chalk and limestone aquifers across the district. Recharge may increase in wetter winters, or decrease in drier summers.

5.3.10 Where appropriate, we need local studies to understand climate impacts in detail, including effects from other factors like land use. Sustainable development and drainage will help us adapt to climate change and manage the risk of damaging floods in future.

5.3.11 The pluvial modelling completed for the Surface Water Management Plan for London Borough of Hillingdon included a model scenario with an allowance for climate change over the next 100 years by increasing rainfall intensity by 30%.

5.4 Major Developments

5.4.1 The Local Development Framework (LDF) for the London Borough of Hillingdon identifies growth areas in: Uxbridge, West Drayton, Heathrow Opportunity Areas, Ruislip, Yiewsley and Hayes.

5.5 Long Term Developments

Adapting to Change

- 5.5.1 Past emission means some climate change is inevitable. It is essential we respond by planning ahead. We can prepare by understanding our current and future vulnerability to flooding, developing plans for increased resilience and building the capacity to adapt. Regular review and adherence to these plans is key to achieving long-term, sustainable benefits.
- 5.5.2 Although the broad climate change picture is clear, we have to make local decisions uncertainty. We will therefore consider a range of measures and retain flexibility to adapt. This approach, embodied within flood risk appraisal guidance, will help to ensure that we do not increase our vulnerability to flooding.

Long Term Developments

- 5.5.3 It is possible that long term developments might affect the occurrence and significance of flooding. However current planning policy aims to prevent new development from increasing flood risk.
- 5.5.4 In England, Planning Policy Statement 25 (PPS25) on development and flood risk aims to "ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk. Where new development is, exceptionally, necessary in such areas, policy aims to make it safe without increasing flood risk elsewhere and where possible, reducing flood risk overall."
- 5.5.5 In Wales, Technical Advice Note 15 (TAN15) on development and flood risk sets out a precautionary framework to guide planning decisions. The overarching aim of the precautionary framework is "to direct new development away from those areas which are at high risk of flooding."
- 5.5.6 Adherence to Government policy ensures that new development does not increase local flood risk. However, in exceptional circumstances the Local Planning Authority may accept that flood risk can be increased contrary to Government policy, usually because of the wider benefits of a new or proposed major development. Any exceptions would not be expected to increase risk to levels which are "significant" (in terms of the Government's criteria).

6 Review of Indicative Flood Risk Areas

6.1 Extent of Flood Risk Areas

6.1.1 Figure C-1, included in Annex C, shows the Indicative Flood Risk Areas that have been identified by the Environment Agency. Greater London, and the majority of the London Borough of Hillingdon is shown to be included in an Indicative Flood Risk Area.

6.1.2 The North West and South of the London Borough of Hillingdon, which includes communities at Harefield, Ickenham, Uxbridge, Northwood, West Drayton and Heathrow Airport are currently excluded from the Indicative Flood Risk Area.

6.2 Review Comments

6.2.1 Recognising that some communities within the London Borough of Hillingdon are currently excluded from the Indicative Flood Risk Areas a review has been undertaken based on the guidance in Table 5 in the Preliminary Flood Risk Assessment Final Guidance (December 2010, Environment Agency).

6.2.2 The Indicative Flood Risk Areas have been reviewed in the context of the locally agreed surface water information – in this case the Drain London SWMP mapped outputs. Overall this more detailed information supports the current extent of the Indicative Flood Risk Areas in Hillingdon from a flood risk perspective. However, a number of minor amendments to the Indicative Flood Risk Area boundary are recommended for administrative purposes (refer to Section 7.1).

7 Identification of Flood Risk Areas

7.1 Amendments to Flood Risk Areas

7.1.1 Three communities outside of the Indicative Flood Risk Areas were reviewed to assess the suitability of changing the boundary. Four minor changes to the boundary of the Indicative Flood Risk Area are recommended to avoid partial exclusion of communities.

Ickenham, Uxbridge,

7.1.2 The existing boundary of the Indicative Flood Risk Area excludes Ickenham and Uxbridge. This flooding in isolation is unlikely to result in “significant harmful consequences”, however it is recommended this areas of Ickenham and Uxbridge are assessed with the remainder of the community.

Harefield

7.1.3 This community in the North West is isolated from the remainder of the communities in the London Borough of Hillingdon. The predicted risk of future flooding is limited and is very unlikely to result in “significant harmful consequences”. It is recommended that this area is included within the revised Indicative Flood Risk Area in order to capture any further flood risks identified within Harefield.

West Drayton and Heathrow Airport

7.1.4 The existing boundary of the Indicative Flood Risk Area excludes West Drayton and Heathrow airport. It is recommended that these areas are included

7.1.5 This flooding in isolation is unlikely to result in “significant harmful consequences”, however it is recommended the communities near West Drayton and Heathrow airport are assessed with the remainder of Hillingdon (to the north).

Northwood

7.1.6 The existing boundary of the Indicative Flood Risk Area excludes a portion of Nothwood. It is recommended that this community is included and assessed with the remainder of Hillingdon.

7.1.7 This flooding in isolation is unlikely to result in “significant harmful consequences”, however it is recommended this area is assessed with the remainder of the Hillingdon community to the south.

7.2 Amended Flood Risk Area

7.2.1 Figure C in Annex C sets out the suggested minor amendments to the geographic boundary of the Indicative Flood Risk Area.

7.2.2 The local Environment Agency office have reviewed these areas and confirmed their agreement with the amendments. It is expected the Environment Agency will update the Indicative Flood Risk Area following national review.

8 Next Steps

8.1 Scrutiny & Review

8.1.1 As the Lead Local Flood Authority, London Borough of Hillingdon is required to review and approve this PFRA in accordance with their own internal processes, such as consideration by Cabinet, Council or an overview and scrutiny committee. Table 8.1 sets out the scrutiny process for the London Borough of Hillingdon.

Table 8-1 LB Hillingdon Scrutiny Process

Stage	Requirements
1	Preparation of the PFRA by Capita Symonds with Scott Wilson
2	Review by LB Hillingdon representative on the Drain London Forum
3	Preparation of Summary Cabinet Report by LB Hillingdon representative
4	Submission of Summary Cabinet Report and PFRA to Cabinet
5	Review by Cabinet and approval or amendments proposed
6	Finalise PFRA and final Cabinet Approval
7	Issue of PFRA to the Environment Agency for Review

8.2 Data Collection & Management

8.2.1 As identified in Section 3.2, a number of data gaps have been identified that limit the capacity to accurately summarise the risk of flooding in the London Borough of Hillingdon from 'local' sources.

8.2.2 Key activities that could assist with addressing these gaps prior to the next round of PFRA's (expected in 2016):

- Investigation and recording of significant past flooding incidents (as discussed below);
- Refining of the Drain London direct rainfall modelling in critical drainage areas to improve the understanding of flood mechanisms and flood hazard, and therefore whether the consequences of future flooding in these areas should be classified as significant;
- Work in partnership with flood risk management organisations (e.g. Thames Water and the Environment Agency) to refine and share information on groundwater flooding and sewer flooding;

8.3 Incident Recording

8.3.1 The London Borough of Hillingdon propose to implement a system for recording local flood incidents across the borough. Where notification is given by the public, or other body, regarding

flooding these will be recorded in a database provided through the Drain London project and containing existing records of past flooding in the London Borough of Hillingdon.

8.4 Other FRR Requirements

- 8.4.1 In accordance with the Flood Risk Regulations, the London Borough of Hillingdon will prepare Flood Hazard and Flood Risk Maps for Flood Risk Areas, followed by a Flood Management Plan. The Surface Water Management Plan currently being prepared for the London Borough of Hillingdon is expected to deliver many of the other requirements in the first cycle of the Flood Risk Regulations.
- 8.4.2 Once guidance on Flood Hazard Mapping and Flood Risk Management Plans is issued, the London Borough of Hillingdon will review its Surface Water Management Plan to determine compliance and any further work required.
- 8.4.3 The next cycle of preparing PFRAs will begin in 2017.

9 References

Environment Agency, December 2010, Preliminary Flood Risk Assessment (PFRA) Final Guidance, Report GEHO1210BTGH-E-E

Environment Agency, December 2010, Preliminary Flood Risk Assessment (PFRA) Annexes to the Final Guidance, Report GEHO1210BTHF-E-E

Defra (2006) Flood and Coastal Defence Appraisal Guidance, FCDPAG3 Economic Appraisal, Supplementary Note to Operating Authorities – Climate Change Impacts October 2006. <http://www.defra.gov.uk/environment/flooding/documents/policy/guidance/fcdpag/fcd3climate.pdf>

Capita Symonds Ltd, 2011, Surface Water Management Plan (Draft) for London Borough of Hillingdon

LB Hillingdon, July 2007, London Borough of Hillingdon Strategic Flood Risk Assessment. www.Hillingdon.gov.uk/strategic_flood_risk_assessment.pdf

Appendix A Past Floods

Figure A1.1 – Past Surface Water Floods (north)

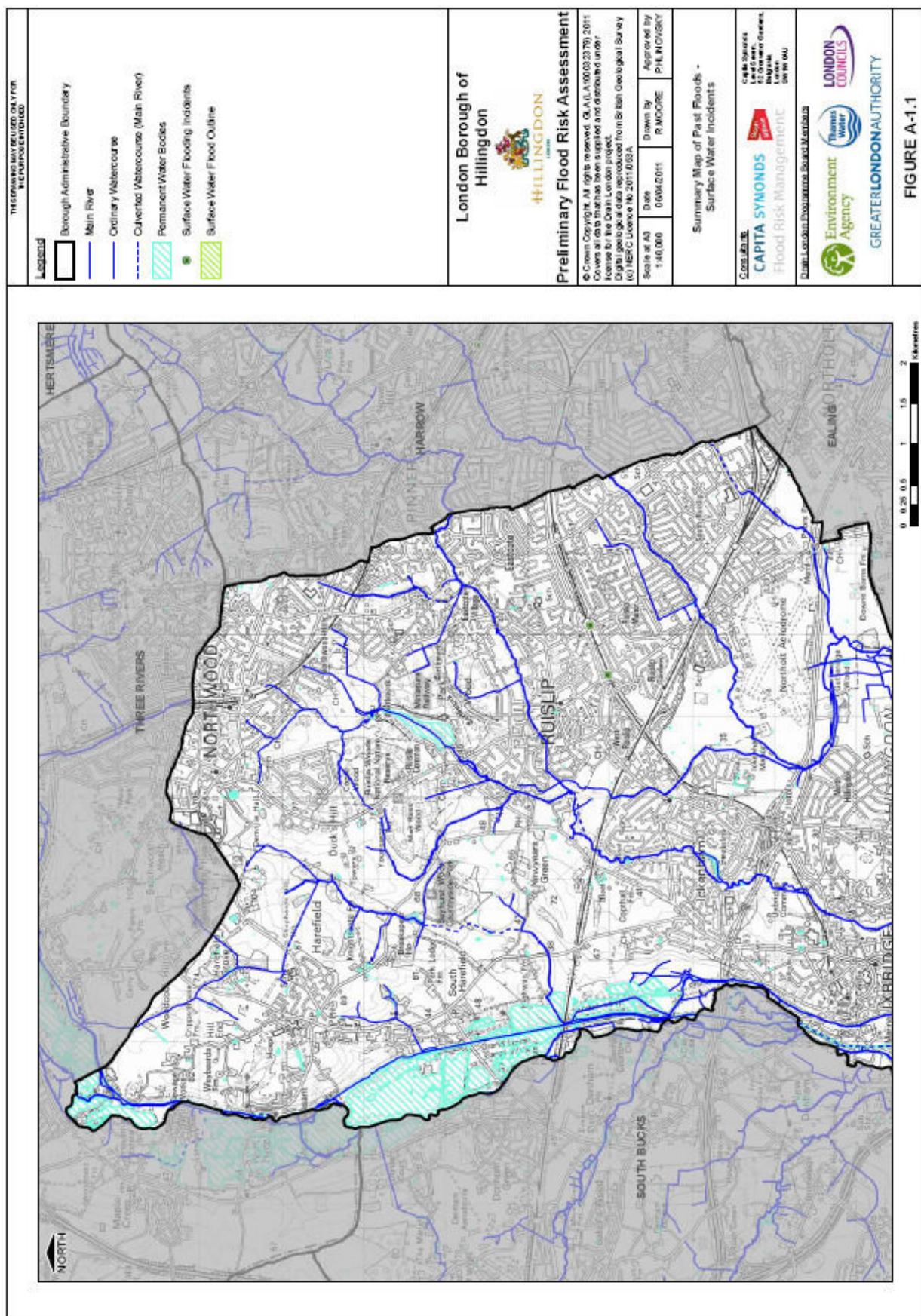


Figure A1.2 – Past Surface Water Floods (south)

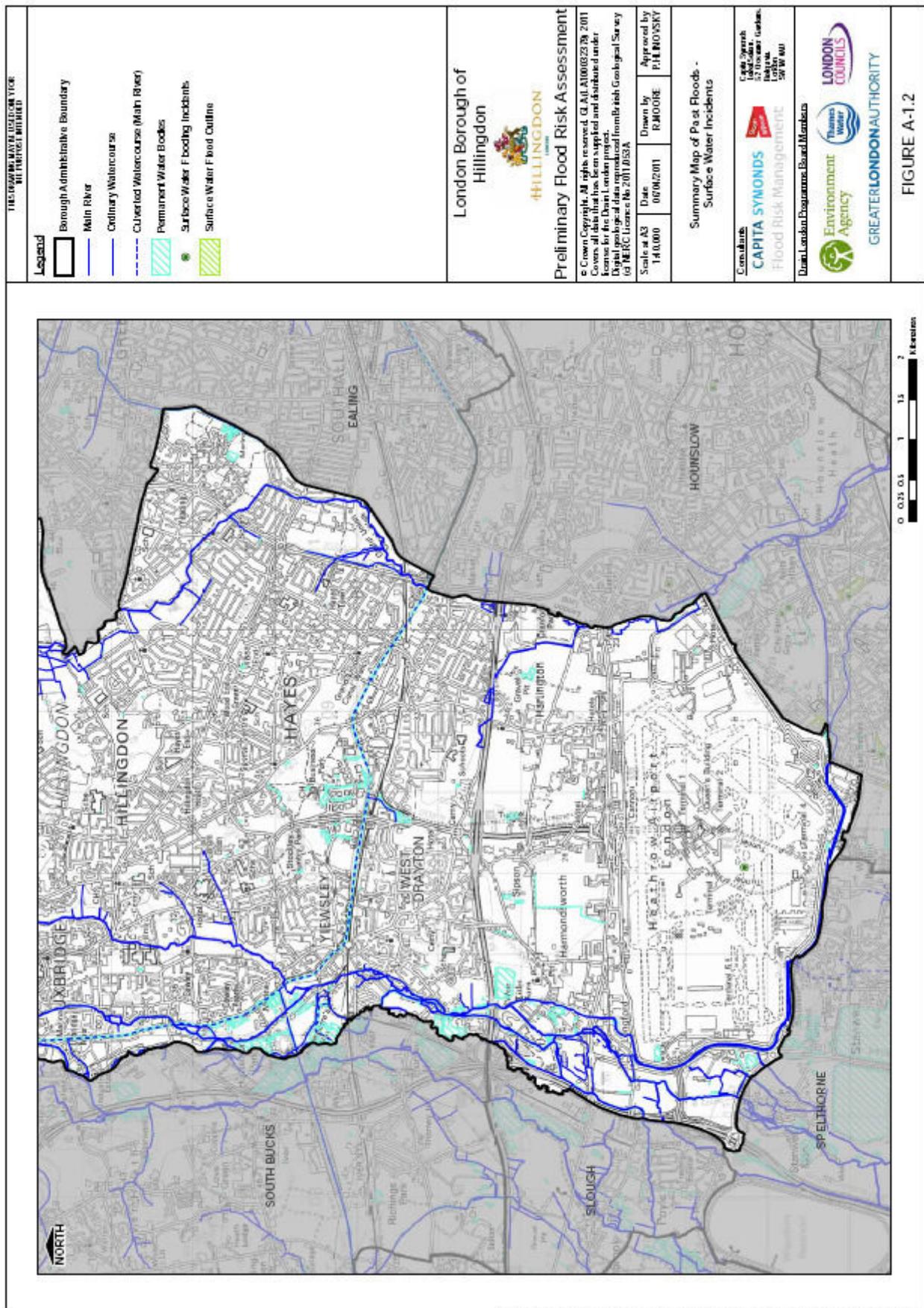


Figure A2.1 – Past River and Fluvial Floods (north)

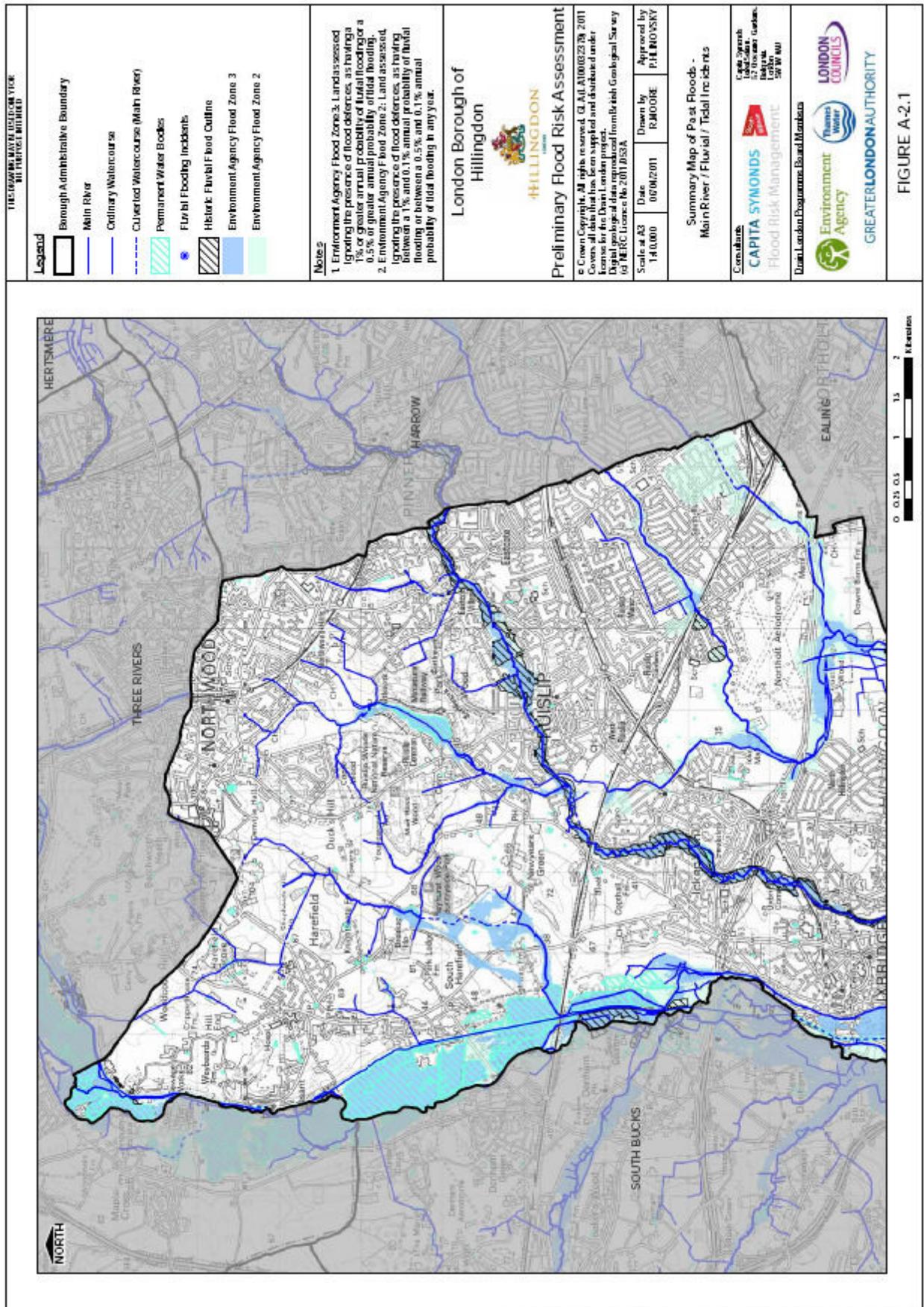


Figure A2.2 – Past River and Fluvial Floods (south)

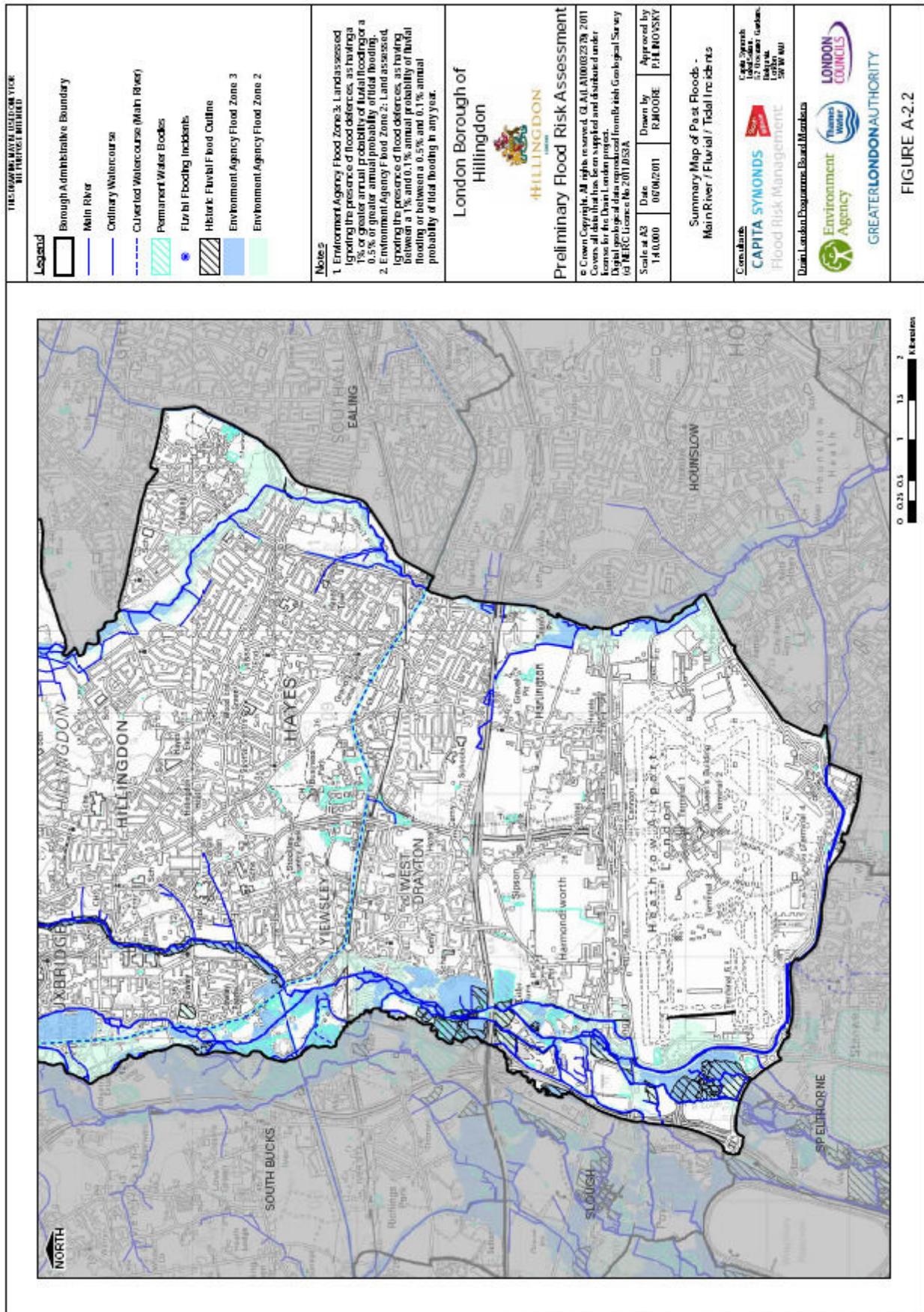


Figure A3.1 Groundwater Flooding Incidents (north)

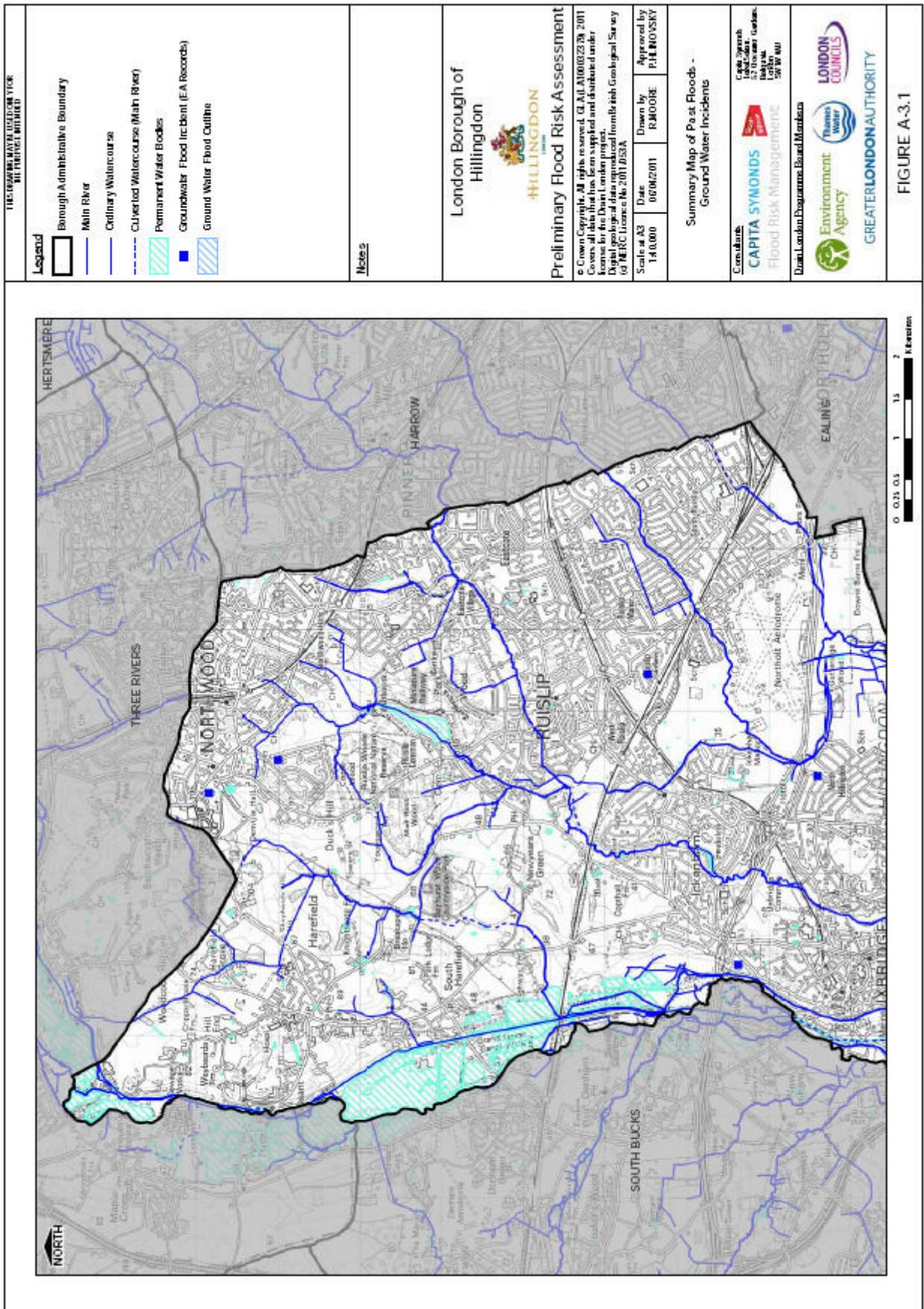


Figure A3.2 Groundwater Flooding Incidents (south)

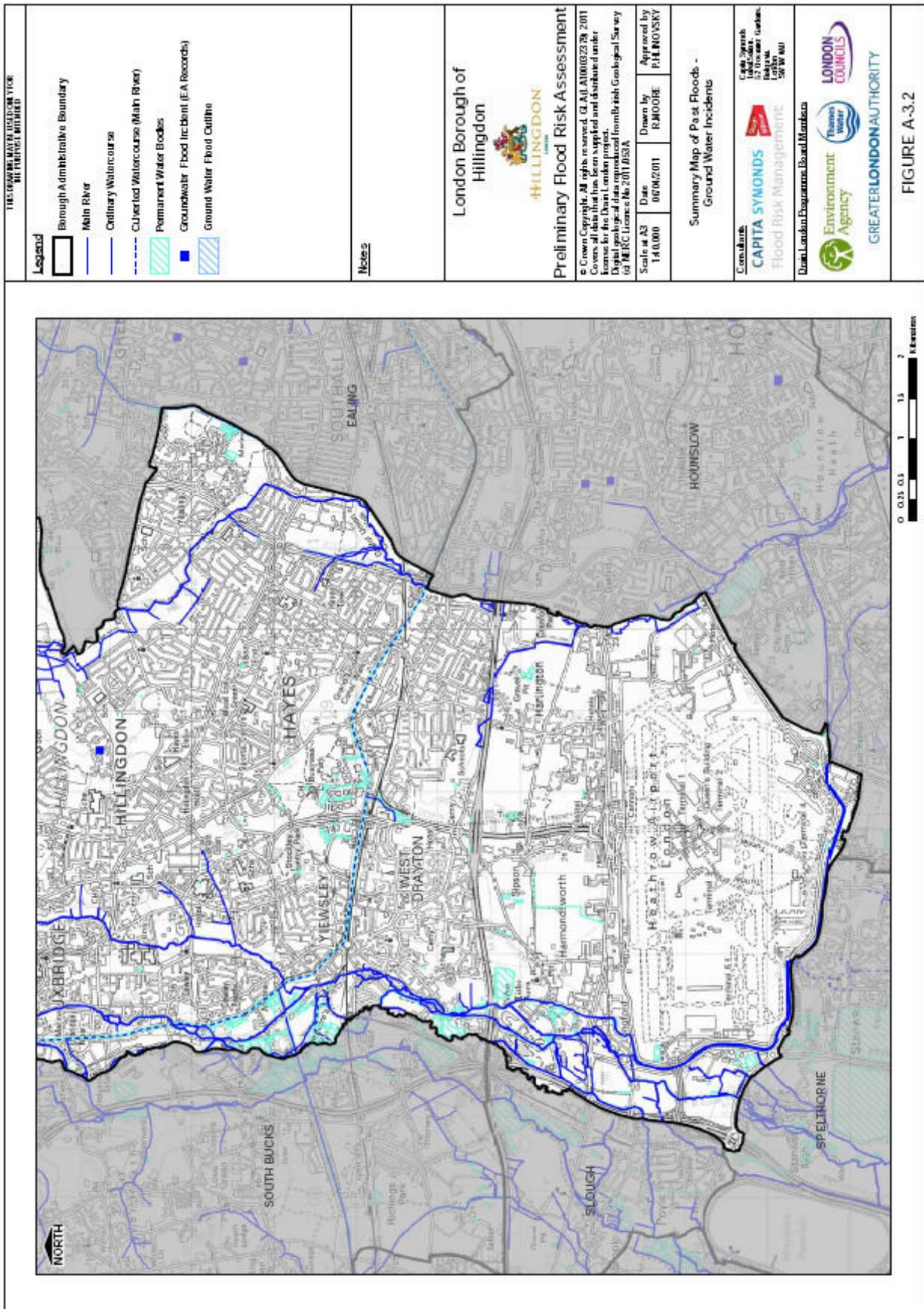


Figure A4.2 Sewer Flooding Incidents (south)

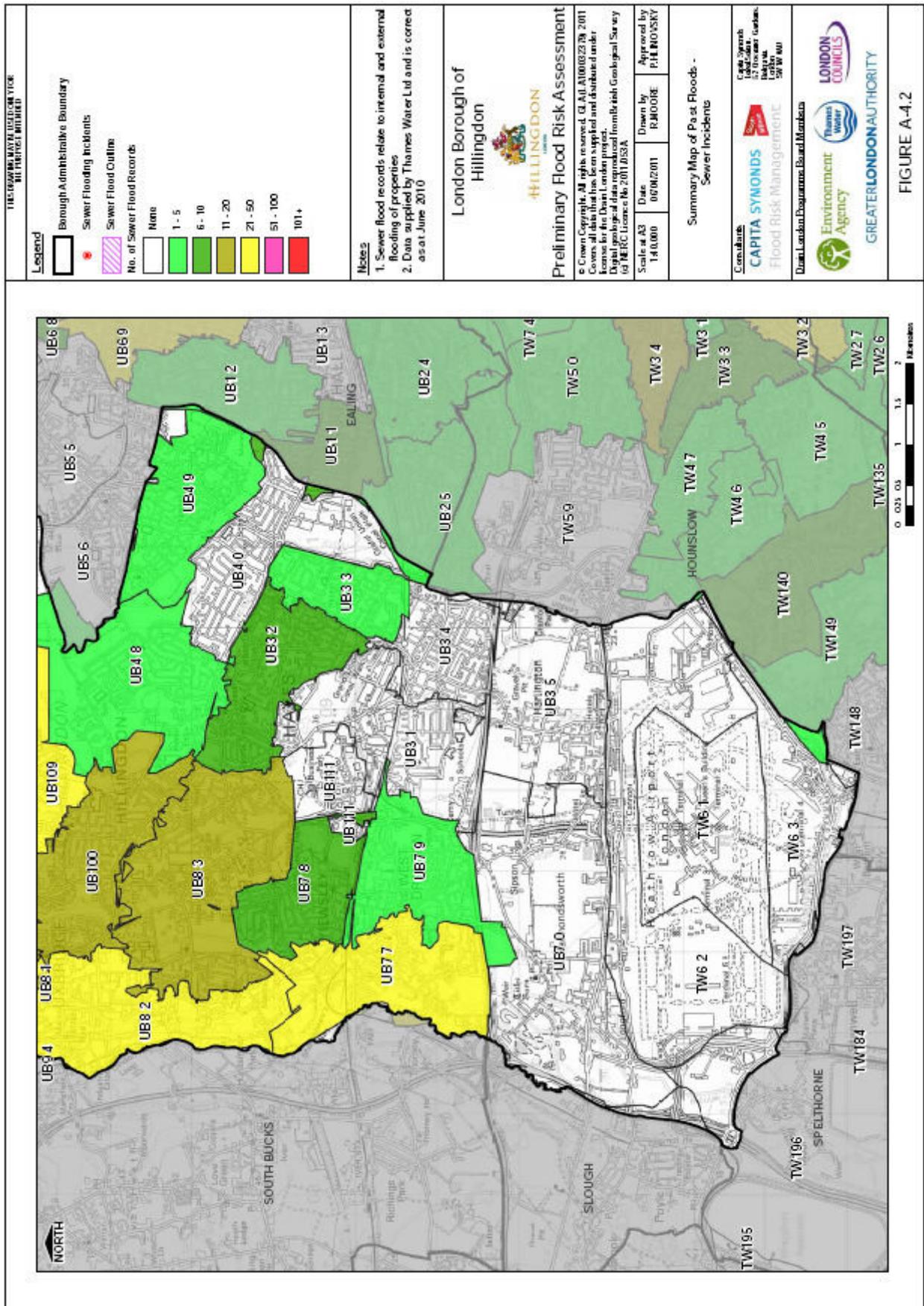


Figure A5.1 Increased Potential for Elevated Groundwater Flooding (north)

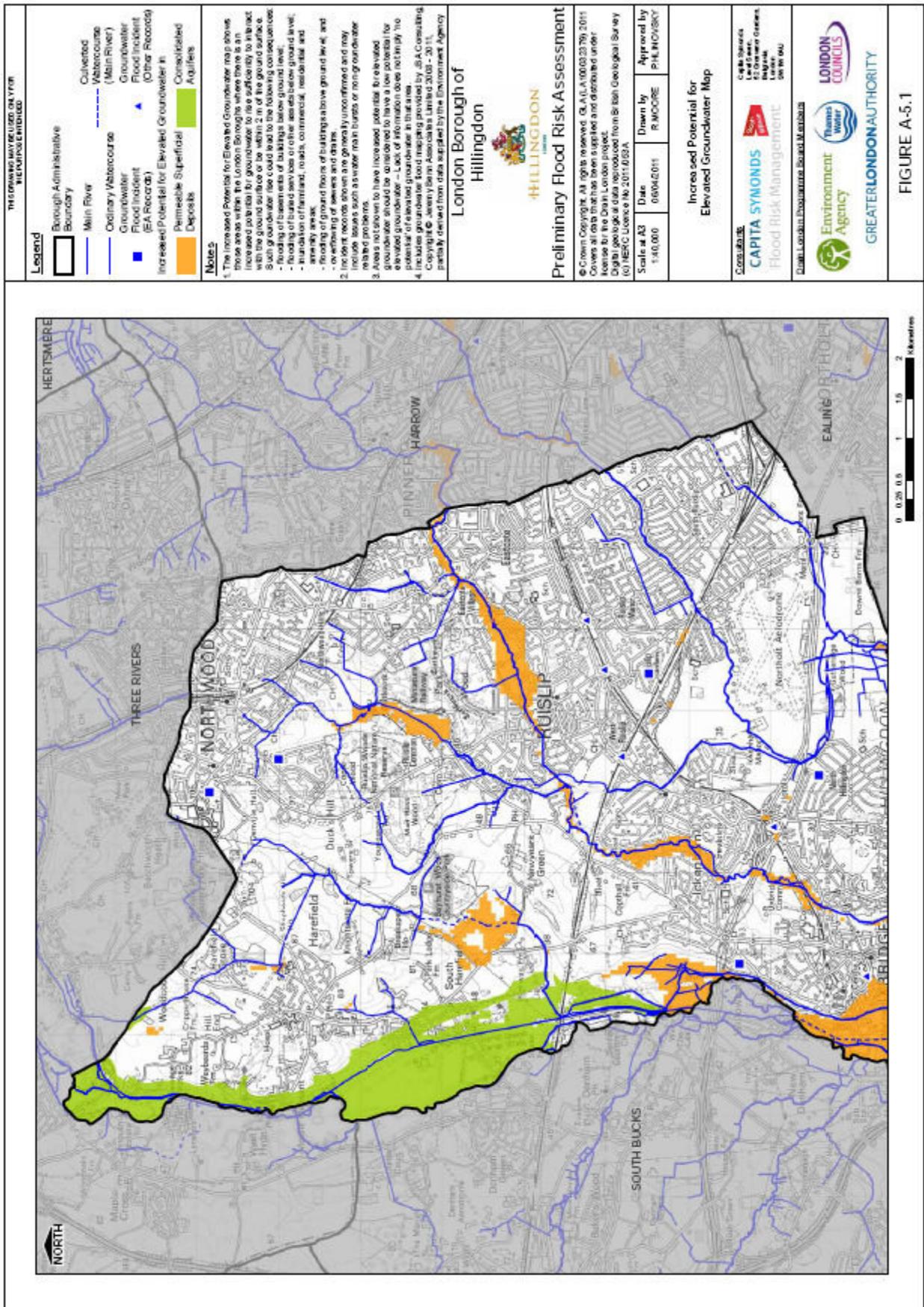
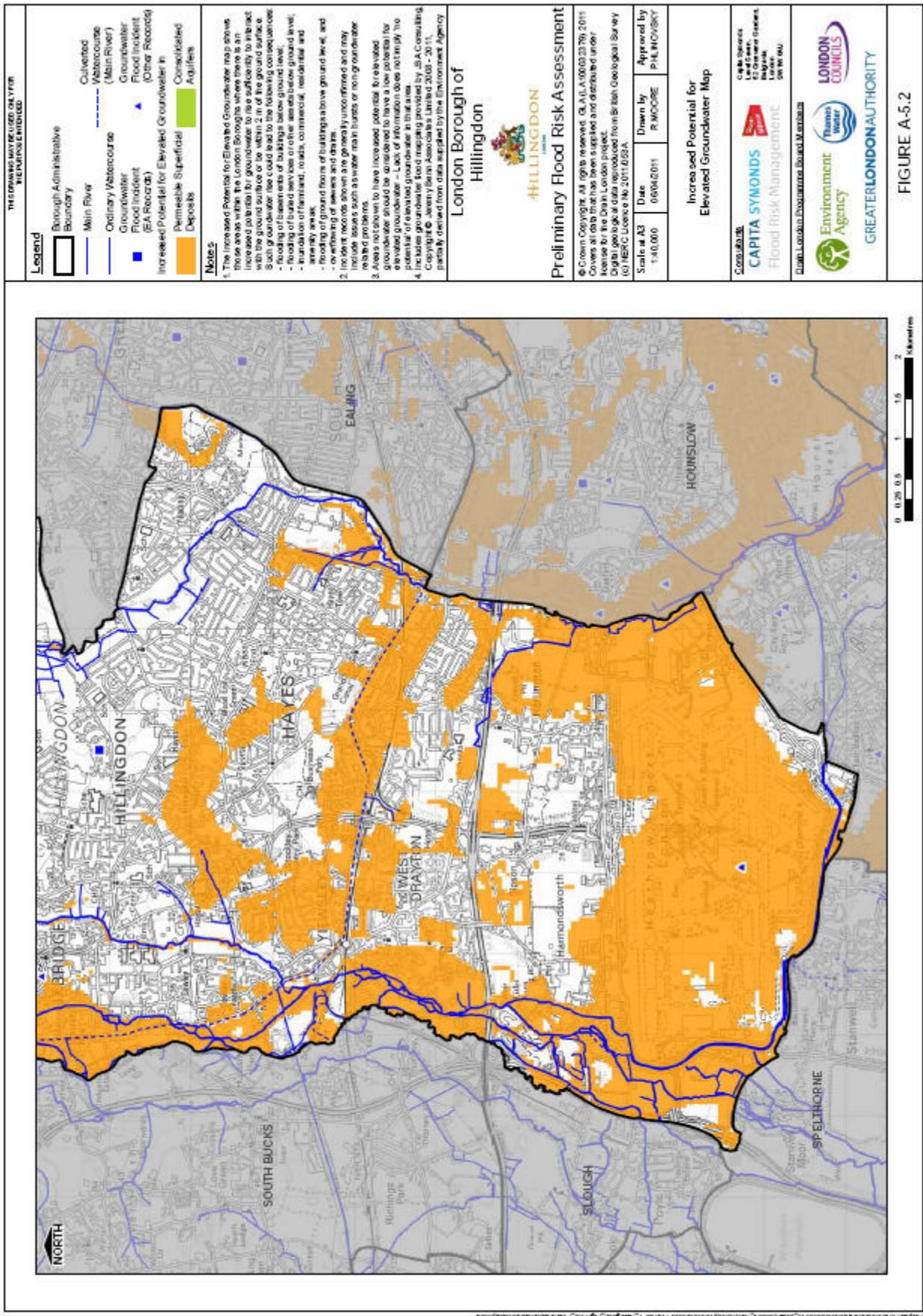


Figure A5.2 Increased Potential for Elevated Groundwater Flooding (south)



Appendix B Future Floods

Figure B1.1 Surface Water Depth 1:200 (north)

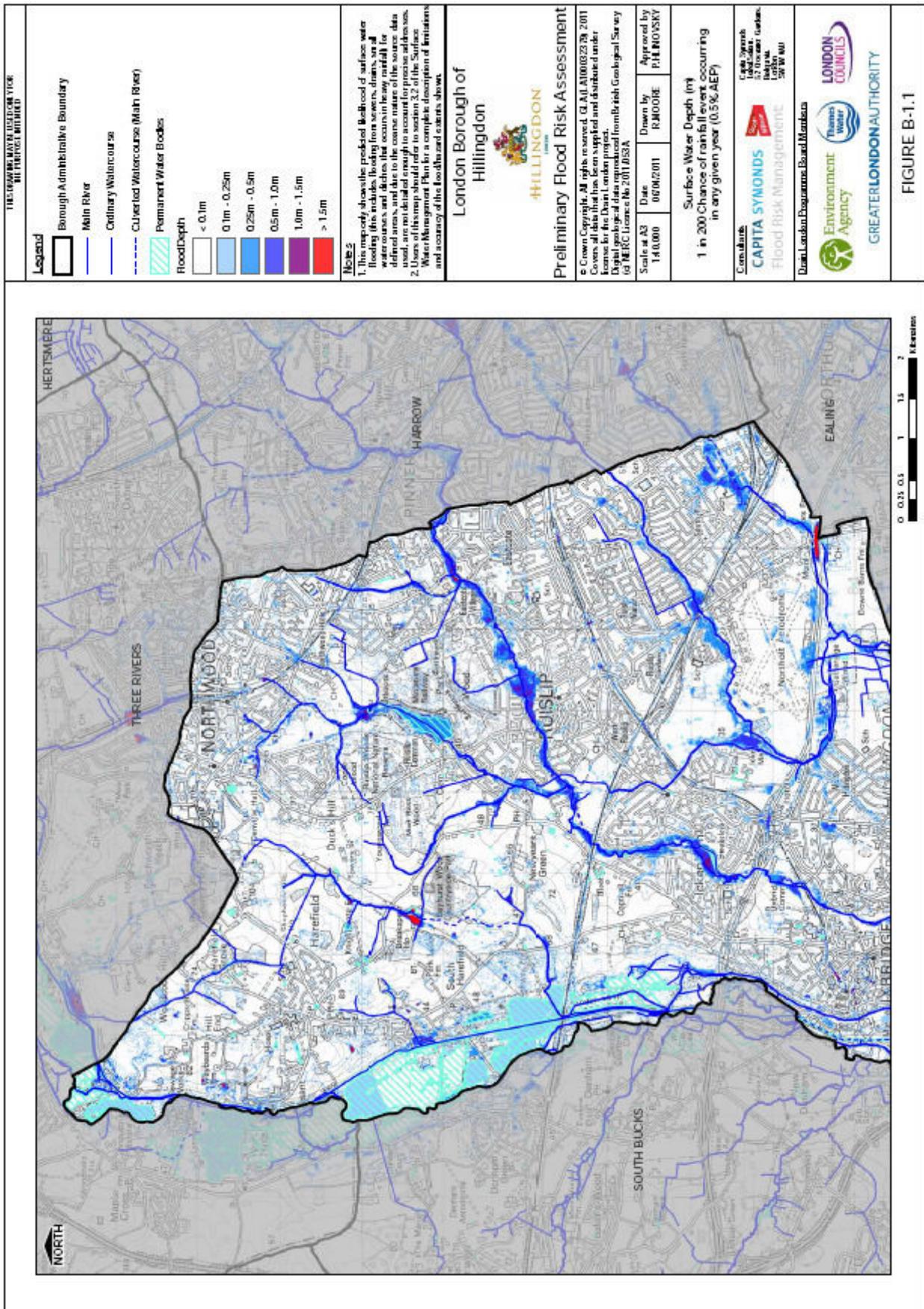


Figure B1.2 Surface Water Depth 1:200 (south)

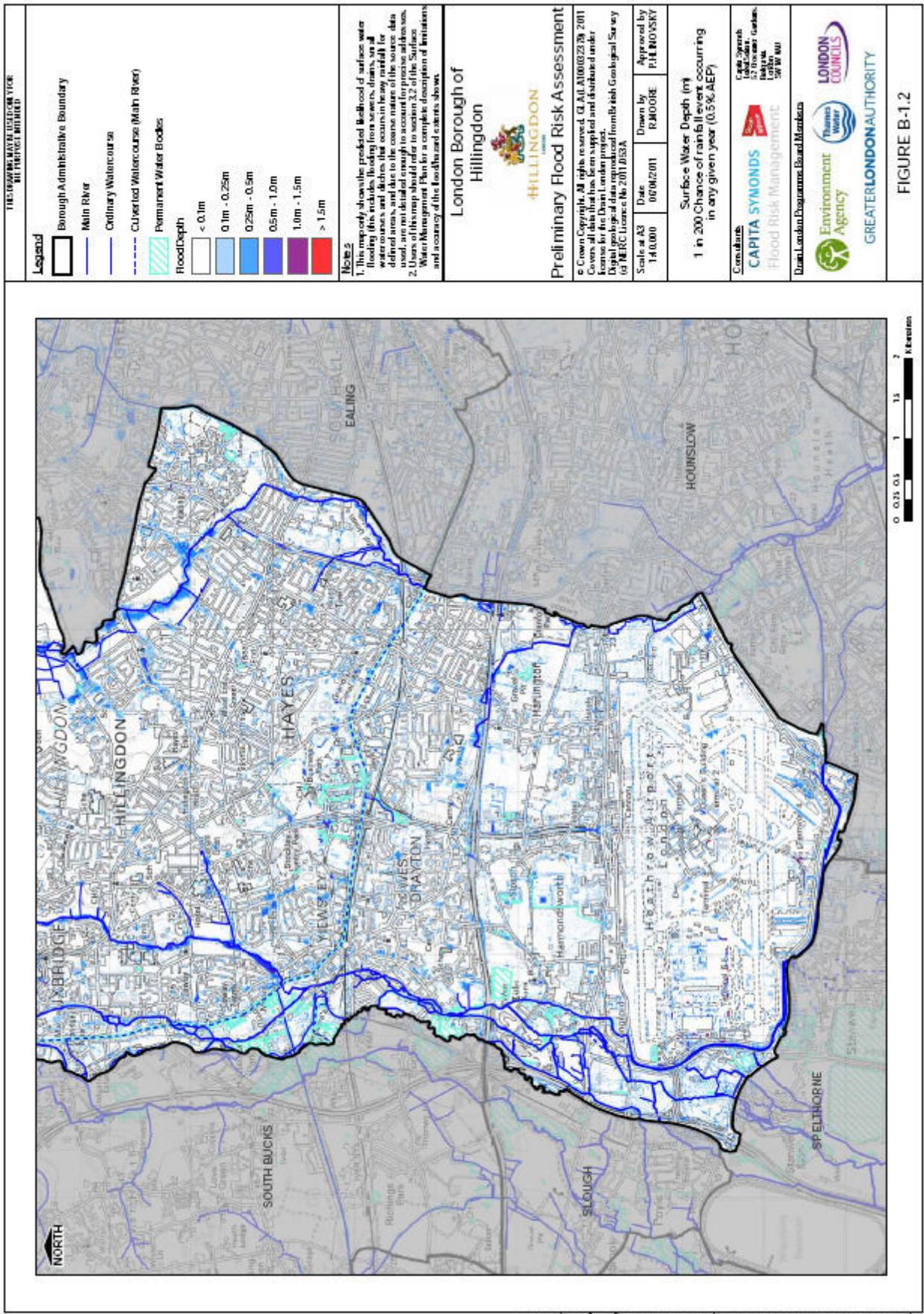


Figure B2.1 Flood Hazard 1:200 (north)

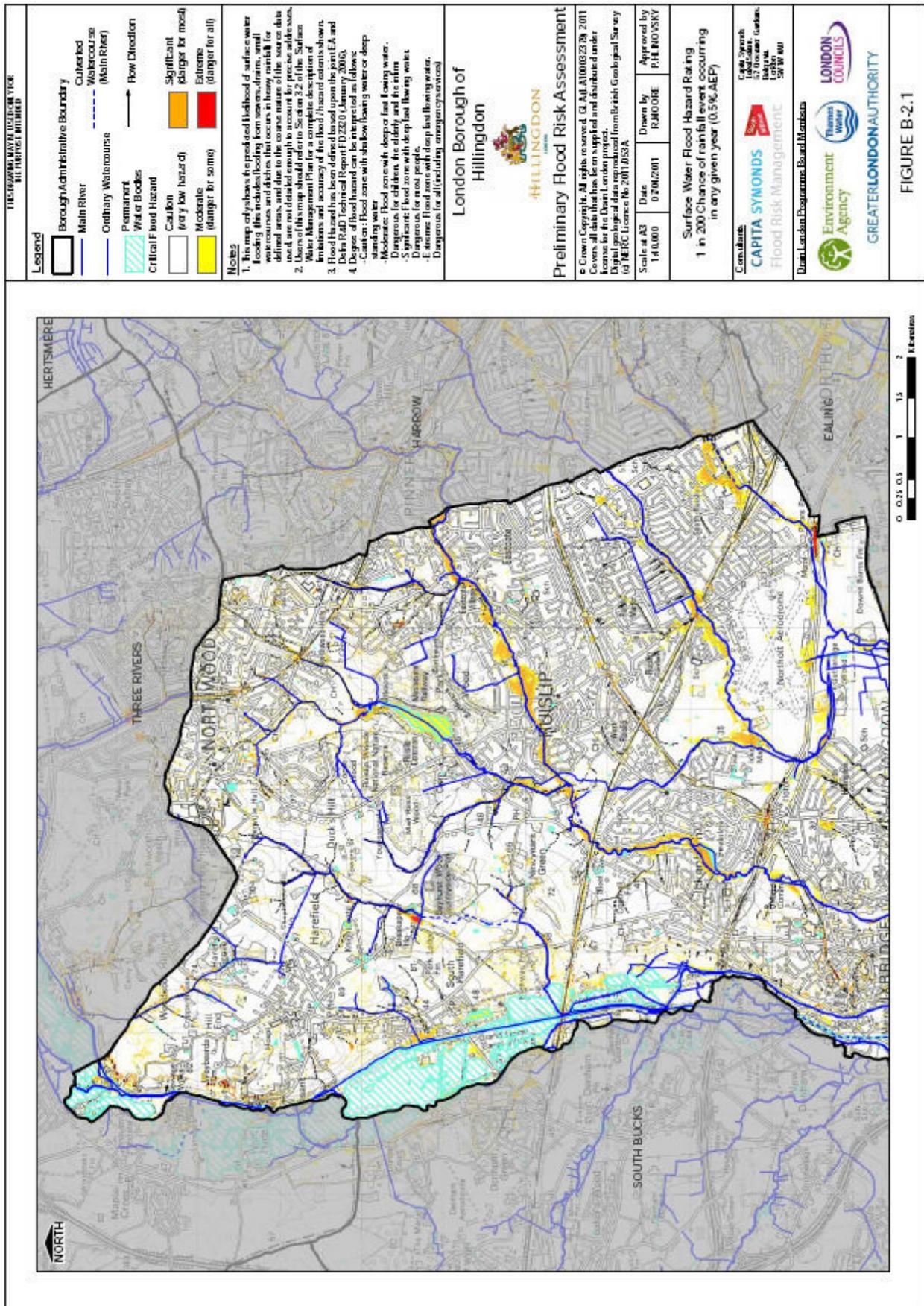


Figure B2.2 Flood Hazard 1:200 (south)

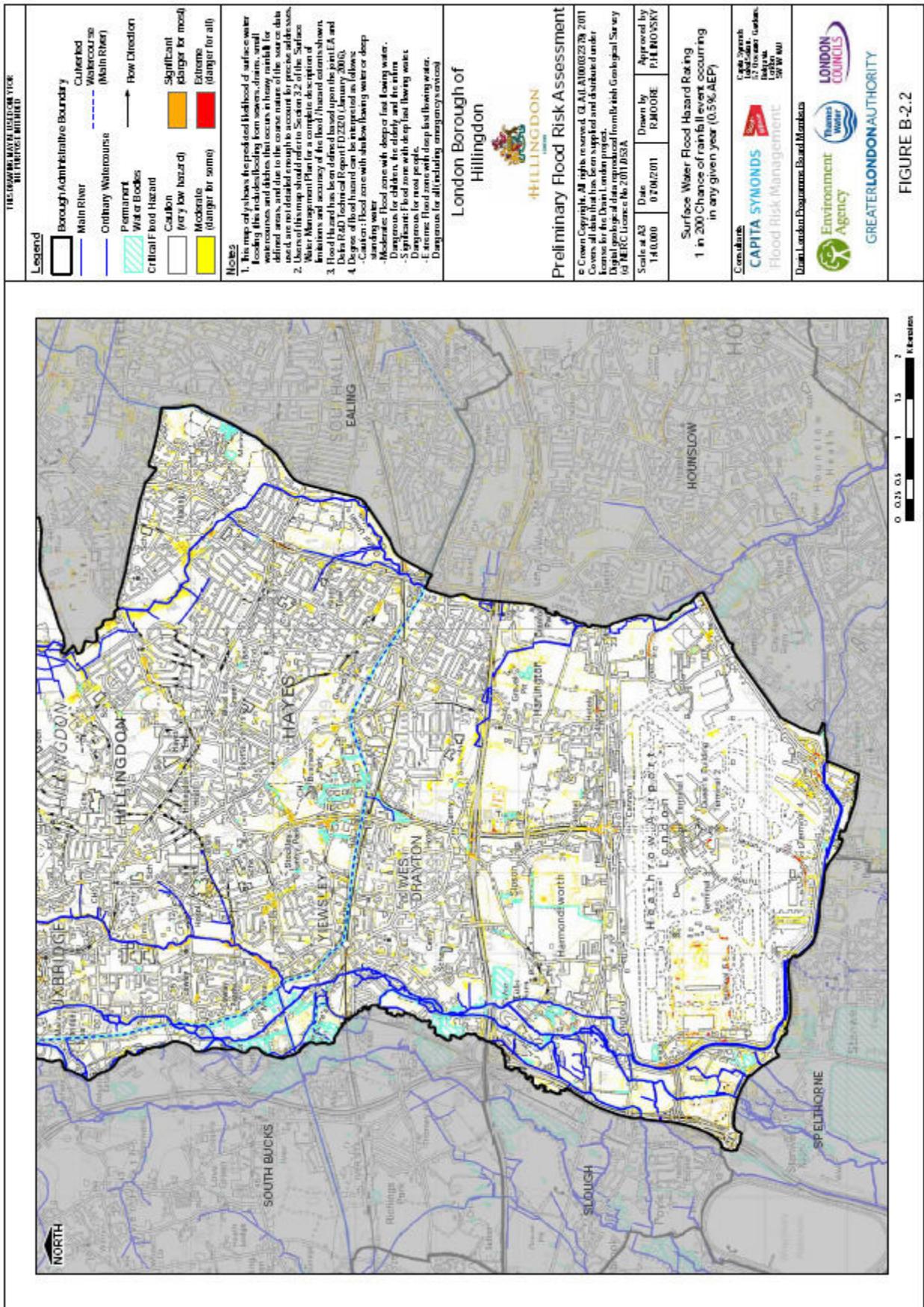


Figure B3.1 Surface Water Depth 1:100 (north)

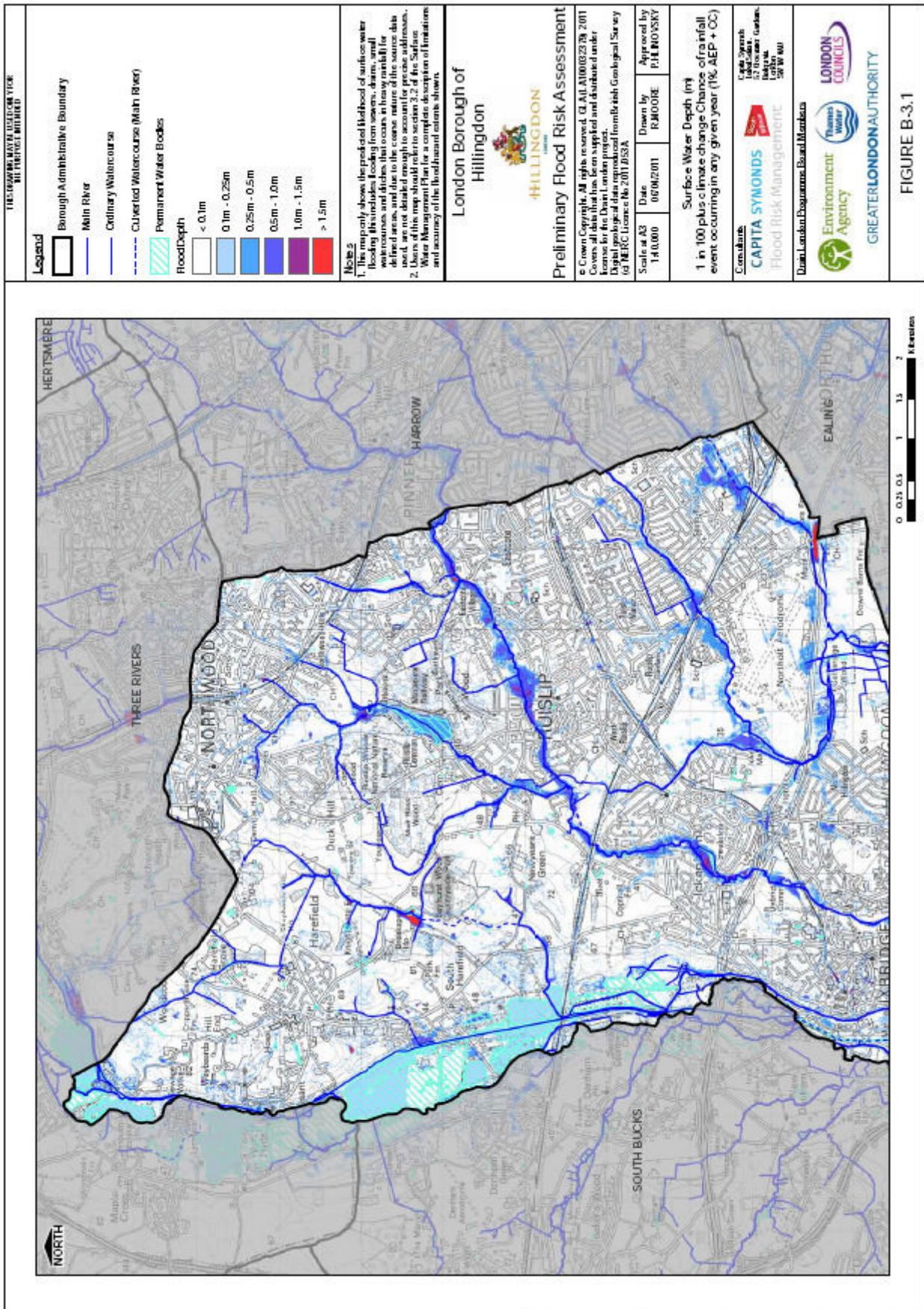


Figure B3.2 Surface Water Depth 1:100 (south)

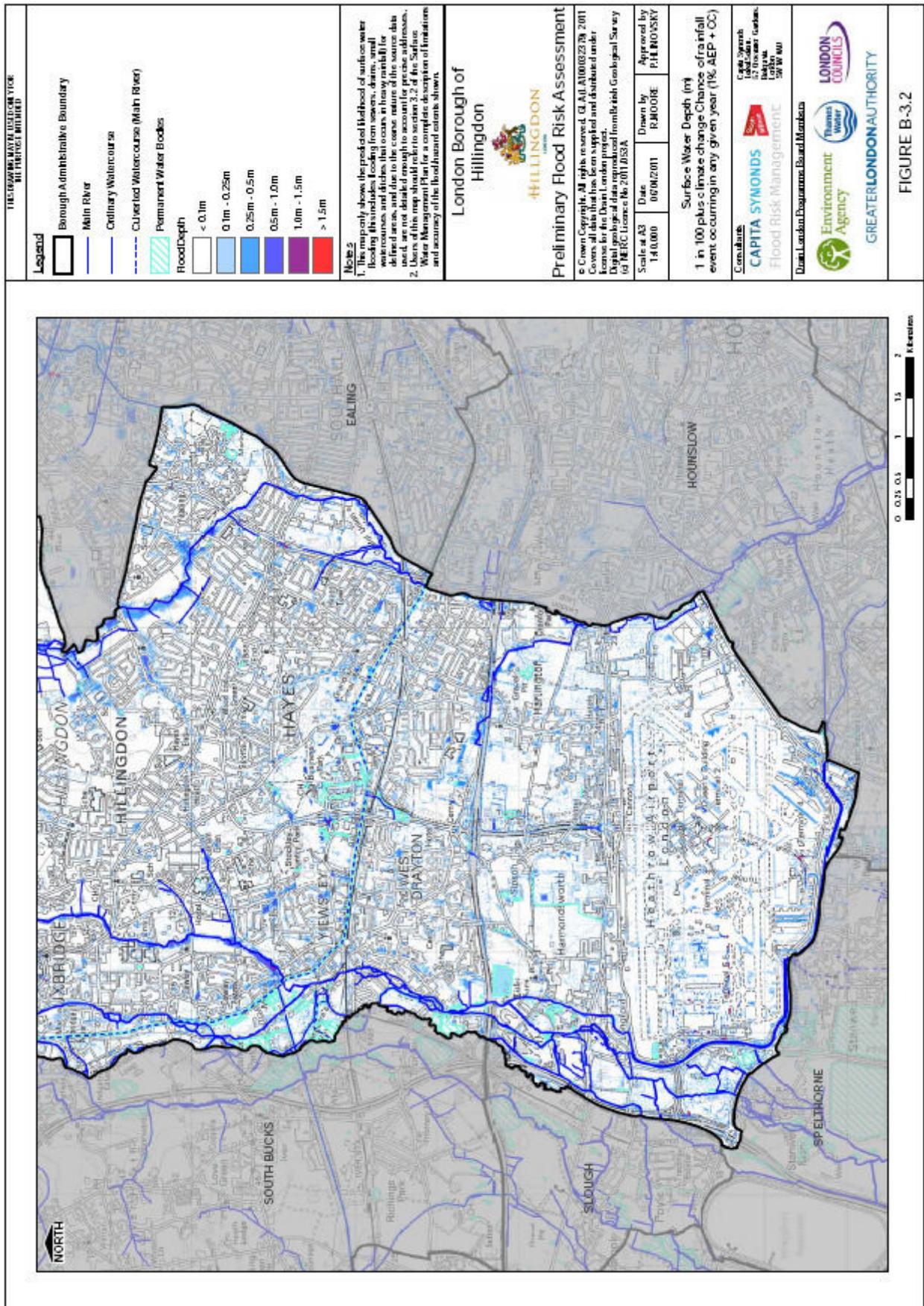


Figure B4.1 Flood Hazard 1:100 (north)

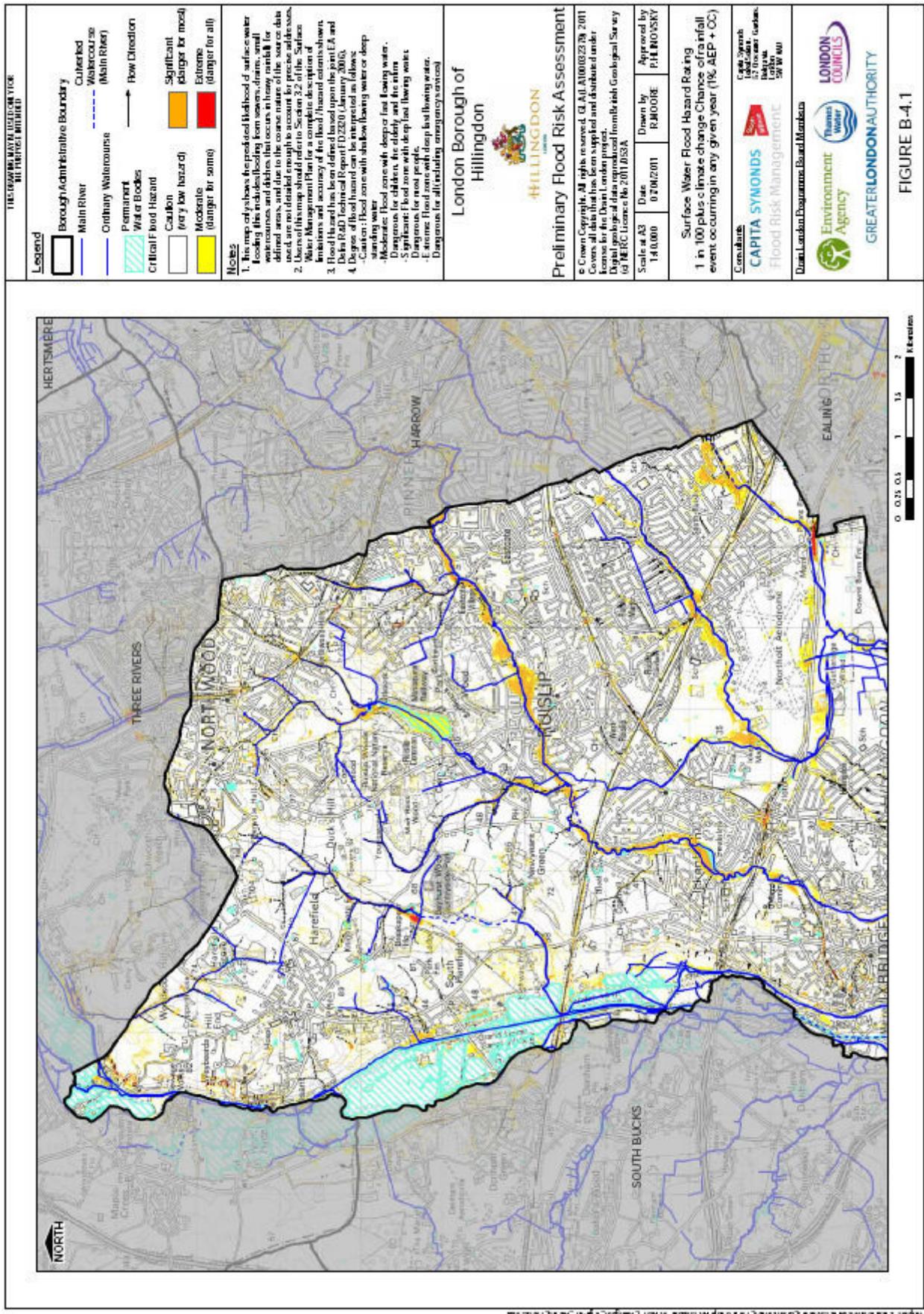
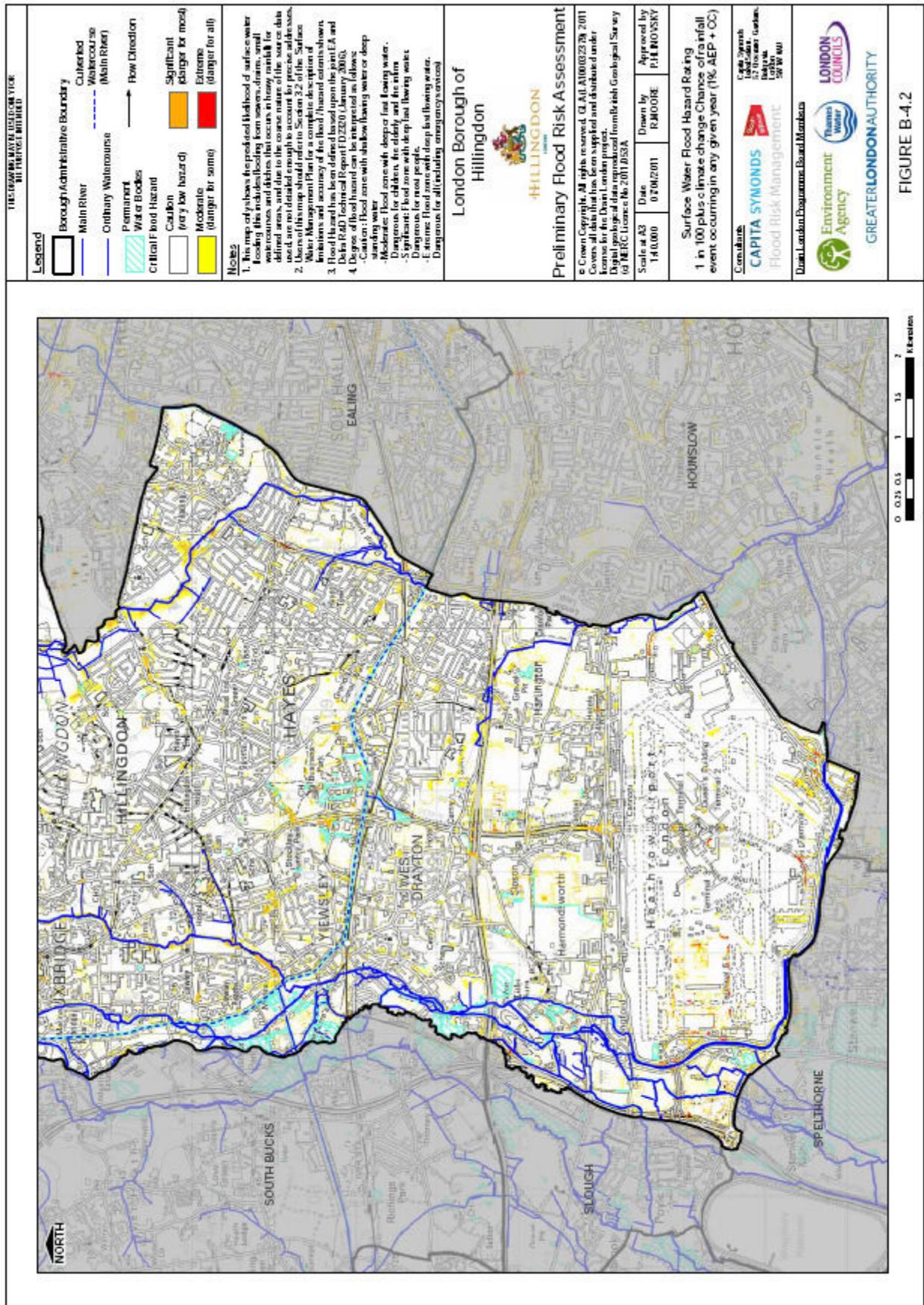
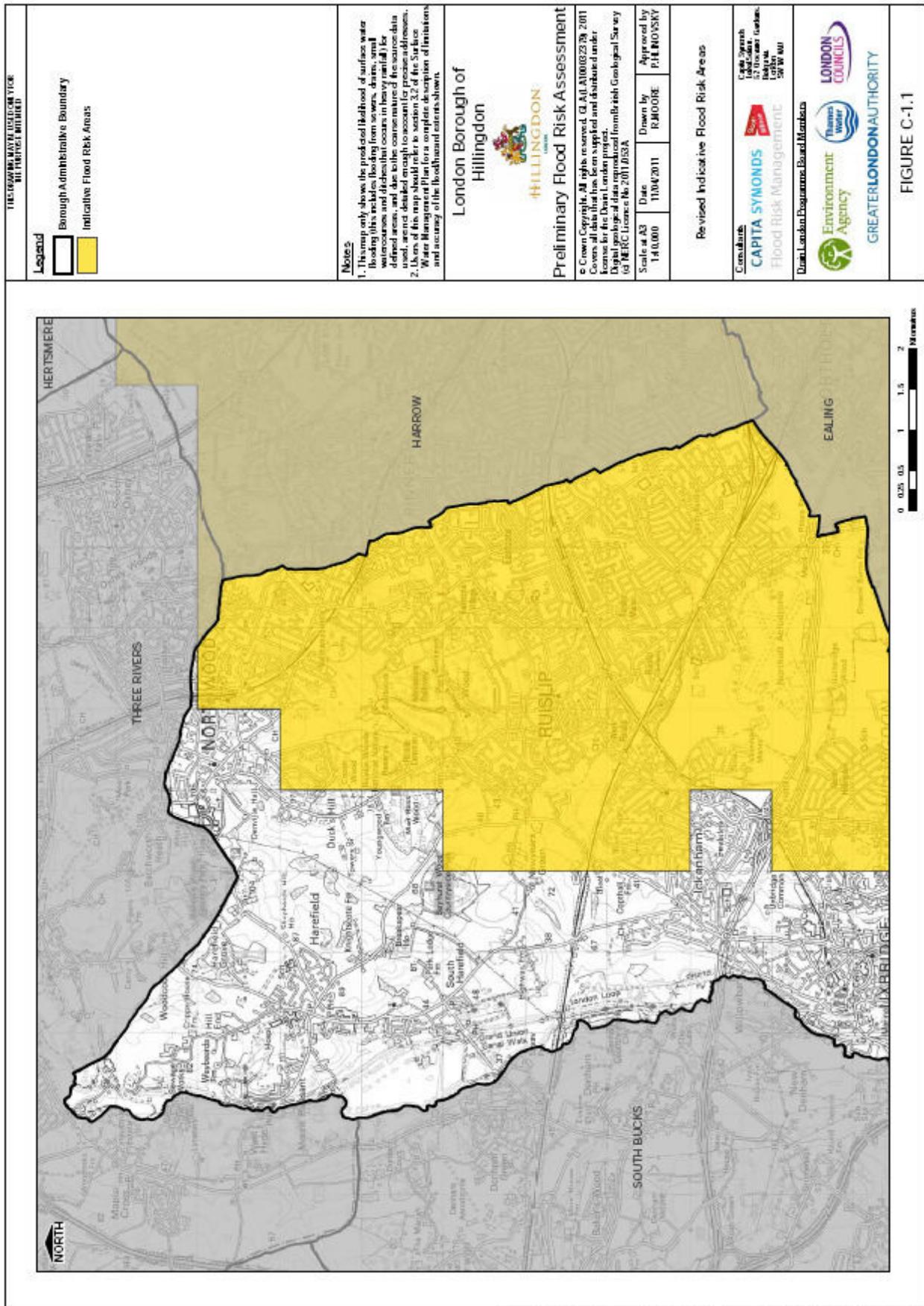


Figure B4.2 Flood Hazard 1:100 (south)



Appendix C Future Floods

Figure C1.1 Indicative Flood Risk Area



OFSTED INSPECTION REPORT ON THE COUNCILS PROVISION OF ADULT AND COMMUNITY LEARNING

Cabinet Member	Councillor David Simmons and Councillor Henry Higgins
Cabinet Portfolio	Education and Children's Services and Culture, Sport and Leisure
Officer Contact	Tricia Collis – Planning, Environment, Education and Community Services
Papers with report	Ofsted Inspection Report 18 th February, published 25 th March 2011

HEADLINE INFORMATION

Summary	To inform Cabinet of Ofsted's findings, as a result of the Inspection of the Councils provision of adult and community learning, February 14-18 th 2011
Contribution to our plans and strategies	Council Plan, Sustainable Community Strategy, Disabled Peoples Plan , Economic Regeneration Strategy
Financial Cost	Nil
Relevant Policy Overview Committee	Education and Children's Services and Residents' & Environmental Services
Ward(s) affected	All

RECOMMENDATION

That Cabinet note the findings of Ofsted, as a result of the Inspection of the provision of adult and community learning provided by the Council, through contract with the Skills Funding Agency and Young Peoples Funding Agency

INFORMATION

Reasons for recommendation

That Cabinet note the improvements in service management and delivery of high quality learning opportunities across the borough for residents and in particular the strong partnerships the Service has formed to enable effective response to changing national and local priorities.

Comments of Policy Overview Committee(s)

None at this stage.

Supporting Information

1. As a provider of adult and community learning, through Grant Funding from the Skills Funding Agency, the provision offered by the Council through the adult education service is subject to inspection by Ofsted within a 4 year cycle timetable. Judgements are made by the Inspectorate team against the revised Common Inspection Framework for Learning and Skills and grades are awarded against a 4 point scale where:

- Grade 1 Outstanding,
- Grade 2 Good
- Grade 3 Satisfactory
- Grade 4 Inadequate

2. During the Inspection week the Inspectorate team carried out over 30 observations of teaching and learning as well as scrutinising all management and business processes (including strategies, policies, planning, and target setting and monitoring) and a full range of learner services including learners' profiles, retention, achievements and successes. They interrogated data and they inspected all main learning sites, a selection of community provision, interviewed staff, learners, tutors, and a full range of partners.

3. In addition to reporting on *Overall effectiveness of the Service*, its *Capacity to improve further*, and *Outcomes for learners, Quality of provision and Leadership and Management* across the whole of the services curriculum offer, the inspection also focused on specialist provision in 3 areas:

- Arts, media and publishing,
- Classical and modern foreign languages,
- Literacy, numeracy and English for Speakers of Other Languages (ESOL) courses.

4. The summary of the findings and grades awarded are as follows

Full Service Judgements

Effectiveness of provision	Good: Grade 2
Capacity to improve	Good: Grade 2
Outcomes for learners	Good: Grade 2
Quality of provision	Good: Grade 2
<i>Partnerships</i>	<i>Outstanding : Grade 1</i>
Leadership and Management	Good: Grade 2
<i>Safeguarding</i>	<i>Contributory grade: Good: Grade 2</i>
<i>Equality of opportunity</i>	<i>Contributory grade: Satisfactory: Grade 3</i>

Curriculum Area Judgements

Arts, Media and Publishing	Good: Grade 2
Classical and modern foreign languages	Good: Grade 2
Literacy, numeracy and ESOL	Good: Grade 2

4.1 Ofsted Main findings

- Outcomes for learners are good. The headline success rate is 82%, although the rate of improvement has been relatively slow over the last three years. In 2009/10, the retention rate for learners was high at 91% and the attendance

rate was 83%. The three-year trend for success rates for minority ethnic groups shows that some groups under perform.

- The overall standard of learners' work is high. Learners enjoy their studies and are proud of their achievements. Learners across all subject areas make good progress, developing their personal and social skills and self-confidence. They receive appropriate literacy, numeracy and language support where the need is identified. Progression rates into further courses are high.
- Learners feel safe attending courses. The centres are welcoming, well lit and have friendly and helpful reception and other staff. Safety when using the internet is reinforced, especially with learners with learning difficulties and/or disabilities.
- Teaching and learning are good. The majority of sessions are well planned and tutors meet the differing needs of learners in mixed ability classes. However, the use of ILT lacks innovation and the service's virtual learning environment (VLE) is underdeveloped.
- The wide range of provision meets the changing needs of the borough. The growth in accredited provision links well with the added focus on vocational qualifications and is bringing in new types of learners.
- The service has outstanding working arrangements with a large number of partners. This work has a significant positive impact on learners and residents within the borough. Collaboration with a peer development group contributes significantly to the good leadership and management.
- Care, guidance and support are good. A comprehensive study guide is issued to every learner on an accredited course, and is available to other learners, to help them with their study and revision. Additional learning support is available for learners. Information, advice and guidance are planned into different stages of the courses.
- Leadership and management are good. Recruitment targets for learners are met consistently. Managers have maintained a strong learner focus, while adapting the curriculum to meet changing national and local priorities. Good two-way communication exists among managers and staff and morale is high.
- Safeguarding arrangements are good. Comprehensive staff training has raised the awareness of staff of safeguarding issues. Two designated members of staff for safeguarding oversee arrangements very well. Rigorous procedures ensure all staff receive the necessary safeguarding checks. Health and safety have a high priority and appropriate risk assessments are carried out. Learners feel very safe.
- The promotion of equality and diversity is satisfactory. Staff have good knowledge of the local community and outstanding partnership work has led to the participation of learners from some groups that are traditionally reluctant to engage in education. Insufficient promotion of equality and diversity issues takes place during teaching sessions.

- Good arrangements for collating and acting upon the views of learners are established. The service responds well to feedback from learners, informing them about the actions arising from it. Learner representatives raise issues that staff take seriously. Meetings are organised for ESOL learners and those with learning difficulties and/or disabilities, and they are planned for other groups. Complaints and comments from learners are dealt with effectively.
- Curriculum management is good. Procedures for evaluating the quality of teaching and learning lead to improvement. All staff are involved in the self-assessment process and judgements are broadly accurate. Action plans set specific and measurable targets that are monitored regularly.
- Effective use is made of resources and the service offers good value for money.

4.2 Recommendations by Ofsted on what does Hillingdon Adult Education Service need to do to improve further?

- Increase the rate of improvement of overall success rates, and narrow the achievement gap that exists for certain minority ethnic groups, by more targeted support and monitoring of the achievement and performance of individuals, and ensuring all individual learning plans contain specific and measurable learning targets.
- Improve the quality of teaching and learning further by more extensive and innovative use of information and learning technologies, including development of the service's virtual learning environment.
- Enrich the curriculum by ensuring teachers promote diversity and equality issues more extensively in learning sessions.

5. The service has commenced work on the Post Inspection Action Plan to address the recommendations in order for improvements to be in place for the start of the new academic year.

Financial Implications

There are no revenue financial implications, outside the Services planned budget for the academic year 2010-11, in addressing the recommendations from the Inspectorate

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

High quality relevant learning opportunities will be available for all residents , which support both national and local priorities.

Consultation Carried Out or Required

No consultation was required; however learners and partner organisations were fully involved and played a significant role in providing the inspectors with relevant evidence to evaluate the

provision effectively. Learners were asked what they liked about learning with Hillingdon Adult Education and what they felt could be improved.

What learners like:

- making friends and trying different things
- the accessible location of courses
- the highly committed and supportive tutors
- building self-confidence and raising aspirations
- the courteous and helpful reception and other staff
- gaining skills to help get a job
- the friendly, relaxed atmosphere and excellent facilities
- gaining knowledge that helps in daily life and when dealing with children.

What learners would like to see improved:

- the organisation of enrolment
- the clarity of information available before courses start
- the cost of fees
- the availability of parking, particularly at the Brookfield Centre
- the excessive amount of paperwork that has to be completed during lessons.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and is satisfied that there are no additional financial implications associated with the recommendations of this report.

Legal

Under the Council's Constitution the Cabinet has the appropriate power to note the recommendations proposed at the outset of the report. There are no other legal implications arising out of this report to bring to Cabinet's attention.

BACKGROUND PAPERS

Ofsted Inspection Report – London Borough of Hillingdon 18th February 2011,
Published March 2011

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London Borough of Hillingdon Adult Education Service

Inspection report

Unique reference number: 53129

Name of lead inspector: Tony Noonan HMI

Last day of inspection: 18 February 2010

Type of provider: Local authority

Address: London Borough of Hillingdon Adult
Education Service
Brookfield Adult Learning Centre
Park Road
Uxbridge
UB8 1NP

Telephone number: 0189 5676690

Information about the provider

1. Hillingdon Adult Education Service is located within the planning, environment and community services directorate of the London Borough of Hillingdon Council. Hillingdon is the most westerly, and second largest, of the London boroughs. The north of the borough is relatively prosperous and the south of the borough is more culturally diverse, with pockets of significant deprivation. Overall, Hillingdon’s residents have skill levels below the London and national averages.
2. The service delivers provision from seven main sites and numerous community venues including schools, libraries and children’s centres throughout the borough. During 2009/10, the service had 3,690 mainly adult learners. Subject areas with a significant number of learners included: health and public services; agriculture and horticulture; information and communication technology; leisure, travel and tourism; arts, media and publishing; languages; education and training; literacy, numeracy and English for speakers of other languages (ESOL); preparation for life and work for learners with learning difficulties and/or disabilities; and, family learning.

Type of provision	Number of learners in 2009/10
Young learner provision:	
Further education (16 – 18)	34 part-time learners
Foundation learning	19 full-time learners
Adult learner provision:	
Learning for qualifications	1,383 part-time learners
Learning for social and personal development	2,264 part-time learners

Summary report

Grades: 1 is outstanding; 2 is good; 3 is satisfactory; 4 is inadequate

Overall effectiveness of provision	Grade 2
-------------------------------------------	----------------

Capacity to improve	Grade 2
----------------------------	----------------

	Grade
Outcomes for learners	2
Quality of provision	2
Leadership and management	2
Safeguarding	2
Equality and diversity	3

Learning for qualifications	Grade
Literacy, numeracy and English for speakers of other languages (ESOL)	2

Learning for social and personal development	Grade
Arts and crafts	2
Languages	2

Overall effectiveness

- Hillingdon Adult Education Service has maintained its high standards since the previous inspection and has good capacity to improve further. Learners continue to be successful and produce a high standard of work. The large majority of learners achieve their learning goals, although learners belonging to some minority ethnic groups underperform. The service offers a broad range of courses and meets the needs of learners well. Many learners gain qualifications to help them find a job or progress to further courses, whilst others learn new skills that enrich their lives and those of their families. A strong feature of the service is the safe and welcoming atmosphere and high quality accommodation.
- Learners benefit from the good teaching and learning provided by the knowledgeable and experienced tutors. They receive clear feedback from teachers to help them progress, although learning targets are not specific and easy to measure progress against for all learners. Good learning resources are

available, although more creative use could be made of information and learning technologies (ILT) to make lessons even more interesting. Effective initial assessment of learners' skills takes place for most courses and learners receive good additional support where appropriate. High levels of care, guidance and support are provided by staff. Outstanding partnership work takes place with local organisations to encourage the participation of groups who are under represented in adult learning.

5. The service has undergone a recent management restructuring and the new organisational roles are clear and welcomed by staff. Managers steer the direction of the service carefully to meet the changing national and local priorities. Arrangements for safeguarding learners are good. Staff take the views of learners seriously. The diversity of learners is celebrated well through events, but more planned integration of equality and diversity issues into teaching sessions would enrich the curriculum further. Curriculum management is good and the service offers good value for money.

Main findings

- Outcomes for learners are good. The headline success rate is 82%, although the rate of improvement has been relatively slow over the last three years. In 2009/10, the retention rate for learners was high at 91% and the attendance rate was 83%. The three-year trend for success rates for minority ethnic groups shows that some groups underperform.
- The overall standard of learners' work is high. Learners enjoy their studies and are proud of their achievements. Learners across all subject areas make good progress, developing their personal and social skills and self-confidence. They receive appropriate literacy, numeracy and language support where the need is identified. Progression rates into further courses are high.
- Learners feel safe attending courses. The centres are welcoming, well lit and have friendly and helpful reception and other staff. Safety when using the internet is reinforced, especially with learners with learning difficulties and/or disabilities.
- Teaching and learning are good. The majority of sessions are well planned and tutors meet the differing needs of learners in mixed ability classes. However, the use of ILT lacks innovation and the service's virtual learning environment (VLE) is underdeveloped.
- The wide range of provision meets the changing needs of the borough. The growth in accredited provision links well with the added focus on vocational qualifications and is bringing in new types of learners.
- The service has outstanding working arrangements with a large number of partners. This work has a significant positive impact on learners and residents within the borough. Collaboration with a peer development group contributes significantly to the good leadership and management.

- Care, guidance and support are good. A comprehensive study guide is issued to every learner on an accredited course, and is available to other learners, to help them with their study and revision. Additional learning support is available for learners. Information, advice and guidance are planned into different stages of the courses.
- Leadership and management are good. Recruitment targets for learners are met consistently. Managers have maintained a strong learner focus, while adapting the curriculum to meet changing national and local priorities. Good two-way communication exists among managers and staff and morale is high.
- Safeguarding arrangements are good. Comprehensive staff training has raised the awareness of staff of safeguarding issues. Two designated members of staff for safeguarding oversee arrangements very well. Rigorous procedures ensure all staff receive the necessary safeguarding checks. Health and safety have a high priority and appropriate risk assessments are carried out. Learners feel very safe.
- The promotion of equality and diversity is satisfactory. Staff have good knowledge of the local community and outstanding partnership work has led to the participation of learners from some groups that are traditionally reluctant to engage in education. Insufficient promotion of equality and diversity issues takes place during teaching sessions.
- Good arrangements for collating and acting upon the views of learners are established. The service responds well to feedback from learners, informing them about the actions arising from it. Learner representatives raise issues that staff take seriously. Meetings are organised for ESOL learners and those with learning difficulties and/or disabilities, and they are planned for other groups. Complaints and comments from learners are dealt with effectively.
- Curriculum management is good. Procedures for evaluating the quality of teaching and learning lead to improvement. All staff are involved in the self-assessment process and judgements are broadly accurate. Action plans set specific and measurable targets that are monitored regularly.
- Effective use is made of resources and the service offers good value for money.

What does Hillingdon Adult Education Service need to do to improve further?

- Increase the rate of improvement of overall success rates, and narrow the achievement gap that exists for certain minority ethnic groups, by more targeted support and monitoring of the achievement and performance of individuals, and ensuring all individual learning plans contain specific and measurable learning targets.
- Improve the quality of teaching and learning by more extensive and innovative use of information and learning technologies, including development of the service's virtual learning environment.
- Enrich the curriculum by ensuring teachers promote diversity and equality issues more extensively in learning sessions.

Summary of the views of users as confirmed by inspectors

What learners like:

- making friends and trying different things
- the accessible location of courses
- the highly committed and supportive tutors
- building self-confidence and raising aspirations
- the courteous and helpful reception and other staff
- gaining skills to help get a job
- the friendly, relaxed atmosphere and excellent facilities
- gaining knowledge that helps in daily life and when dealing with children.

What learners would like to see improved:

- the organisation of enrolment
- the clarity of information available before courses start
- the cost of fees
- the availability of parking, particularly at the Brookfield Centre the excessive amount of paperwork that has to be completed during lessons.

Main inspection report

Capacity to make and sustain improvement

Grade 2

6. The service has built on the strengths reported at the previous inspection and rectified many of the identified weaknesses. Concerted management efforts have led to an improvement in the quality of provision and this inspection has demonstrated that the overall effectiveness, capacity to improve, learners' outcomes, and leadership and management remain good. All accommodation is now consistently of a high quality. Management information is reliable and used effectively by managers. Teachers generally meet the individual needs of learners very well, although more innovative use of ILT is required. The self-assessment report is now evaluative and accurate in most of its judgments. Success rates have increased, although the rate of improvement is relatively slow.
7. Managers have ensured the service maintains a learner-centred focus while developing provision to meet the changing national and local priorities in adult learning. Staff have a good understanding of the strengths and weaknesses of the provision. Quality assurance procedures are rigorous. These attributes, coupled with the recent re-structuring of management that has provided greater clarity of purpose and role, provide a sound platform for the service to make even further improvements.

Outcomes for learners

Grade 2

8. Outcomes for learners are good. Success rates are high, with a headline figure of 82%, although only a 3% increase has taken place since 2007/08. During this period, the service has developed more rigorous processes of recording and recognising progress and achievement, and this resulted initially in a drop in success rates. Success rates for courses leading to nationally-accredited qualifications are high in most subject areas, for example childcare and early years courses recorded 85% in 2009/10. However, literacy and numeracy success rates have decreased and, although ESOL success rates have improved significantly, they are still relatively low. Current in-year success rates for literacy, numeracy and ESOL all show an improvement. In 2009/10, overall retention rates were high at 91% and learners' attendance was 83%.
9. Success rates for learners of minority ethnic heritage show some groups have underperformed consistently, including Black Africans and Asian learners. Where learners have taken up additional learning support, their success rates have improved.
10. The standard of learners' work is good. Learners across all subject areas make good progress, gain confidence and develop personal and social skills. They receive appropriate literacy, numeracy and language support where the need is identified.

11. Learners develop knowledge, understanding and skills which contribute to their economic and social well-being. Progression into further education and training programmes is good. In 2009/10, 98% of learners on family literacy, language and numeracy courses progressed onto additional courses. In craft areas, many learners use their skills for employment and some go on to courses for setting up their own business. A very high proportion of learners on the level 3 diploma in pre-school practice course progress into further or higher education.
12. Learners feel safe attending courses. The centres are welcoming, well lit and have friendly and helpful reception and other staff. Staff have a good understanding of safeguarding and follow safe working practices. Safety when using the internet is reinforced, especially with learners with learning difficulties and/or disabilities.
13. Learners make a positive contribution to the community. They perform at concerts, their art is displayed around the borough and the violin-making group repairs violins. The floristry group ran a Christmas wreath-making workshop at the ice rink at the civic centre and provides flower arrangements for various civic events.

The quality of provision

Grade 2

14. Teaching and learning are good. The majority of teaching sessions are well planned and use a variety of activities and resources. Tutors are knowledgeable and many have relevant vocational and professional experience. They plan different tasks to suit the needs of beginners and learners with more experience or ability. However, insufficient use is made of the available ILT and the service's VLE has few resources and is underdeveloped. The revised processes for the observation of teaching and learning have contributed to the improvements in the quality of provision. The internal verifier process is rigorous. The high-quality accommodation in the main centres is very much appreciated by learners and staff.
15. Comprehensive initial assessment procedures identify the most appropriate level of course for most learners joining programmes, although inconsistency in some subject areas leads to learners not being placed on the most appropriate course. However, tutors do make arrangements to transfer learners where appropriate. Learners identified as requiring additional learning support benefit from the good support provided. Individual learning plans often include course objectives but, on some plans, personal learning targets are brief and not specific or measurable.
16. The wide range of provision meets the changing needs of the borough well. The growth in accredited provision complements the service's increased focus on vocational training and is bringing in new and different types of learner. This year, 58% of learners are new to the service.
17. The service has outstanding partnership working arrangements. Strong links with a large number of partners include: other adult learning services as part of

a peer development group; other departments in the borough; employers within the health and social care subject area; other training organisations; and, information, advice and guidance providers. Joint working and sharing of premises with the library service take the work of the service into the community and learners benefit from access to online resources and automatic membership of Hillingdon libraries. Looked after children, who are non-accompanied asylum seekers, have participated in creative photography work and this has led many of them to progress on to further courses.

18. Care, guidance and support are good. Teaching staff are very aware of the needs of learners and ensure they support them. A comprehensive study guide is available to learners to help them with their study and revision. Learners whose literacy skills are not at the required level may attend a pre-course literacy programme before joining health and social care programmes. Information, advice and guidance are planned into different stages of courses. A new programme of workshops will help learners to explore progression opportunities with staff from Next Steps, tutors and the service's learner services adviser. A Job Shop effectively informs learners on issues relating to employment.

Leadership and management

Grade 2

19. The head of the adult learning service has led the service very well since the previous inspection, ensuring its work remained closely aligned to council and national priorities while keeping the focus of staff firmly on improving the learners' experience. Learners' recruitment targets are met consistently. Key changes to the organisational structure of the service have provided managers with clarity about their roles and they carry out their responsibilities with great commitment and enthusiasm. Regular briefings and staff meetings have created an ethos of trust among staff, with good two-way communication. Staff morale is high. The service does not have a governing body. Currently, council officers and elected members provide adequate governance and scrutiny and they support the service by attending celebratory events. Plans have been submitted to council officers to set up a board of governors.
20. Arrangements for the safeguarding of vulnerable adults and children aged up to 18 years of age are good. All staff have undertaken training recently on safeguarding procedures and they show a high degree of understanding and awareness of how to respond appropriately to safeguarding issues. The two designated members of staff for safeguarding are trained fully and they oversee safeguarding arrangements very well. The service's newly-established safe learner board provides a focal point for safeguarding matters. The board made useful additions to the service's safeguarding policy which is reviewed annually. Safeguarding incidents are recorded and followed up with appropriate referrals where necessary, such as to social services and the police.
21. The service has rigorous procedures to ensure Criminal Records Bureau (CRB) and other appropriate checks are in place for all staff and volunteers. Records of these checks are maintained on a single register. The service verifies the

- references and qualifications of staff, but details of these checks are not collated on the register, although this is underway. Learners feel very safe. Health and safety have a high priority and risk assessments are carried out regularly, with suitable preventative actions implemented.
22. The promotion of equality and diversity is satisfactory. Outstanding collaborative work with a broad range of partners widens social inclusion and encourages learners from all walks of life to participate in learning and skills development. Family learning programmes are available in local venues throughout the borough and all venues are fully accessible to wheelchair users. The proportion of learners of minority ethnic heritage matches the local population and that of staff. However, the service has made insufficient efforts to encourage more males in subject areas where they are under represented, such as arts and crafts.
 23. Achievement rates for learners receiving additional learning support are higher than for learners not receiving it. However, certain minority ethnic groups perform less well than others, despite actions to try to reduce this achievement gap. No coordinating management group has specific responsibility for equality and diversity issues, although such a group is planned. The cultural diversity of learners is celebrated well through specific events, but equality and diversity issues are not promoted sufficiently during teaching sessions.
 24. Good arrangements are in place to collate and act upon the views of learners. Most courses have learner representatives who raise any issues associated with their programme. Productive meetings take place between staff and ESOL learners, and those with learning difficulties and/or disabilities, with pictorial minutes and external facilitators. Such meetings are planned for other courses. Staff respond well to feedback from learners and, through the Learner Voice newsletter, inform them about the feedback and actions from it. Complaints from learners are dealt with efficiently and actions are taken where appropriate. Learners complete questionnaires at the end of their course and these are considered carefully by staff when carrying out course evaluations and self-assessment.
 25. Curriculum management is good. Staff benefit from the availability of comprehensive staff training. Accurate management information data inform managers on key performance indicators and help to plan and monitor the quality of provision. However, information on learners' progression is not collated centrally. All courses are reviewed thoroughly by tutors and these evaluations are used to compile self-assessment reports which are largely accurate and self-critical. Although the views of learners are taken into account, they are not explicit in the report. Managers take effective action to improve the quality of provision through rigorous action plans. Key areas of weakness are identified and specific and measurable improvement targets are set and monitored regularly.
 26. Partnership working with a peer development group has significantly contributed to improvements in leadership and management. This work

includes joint lesson observations, shared interview panels, development of procedures to promote safeguarding and recording the progress of learners, curriculum links for managers and the general sharing of good practice. The observation of teaching and learning sessions is very effective at identifying key strengths and weaknesses of teachers. Judgments are moderated and actions for improvement are clearly identified to tutors and monitored. However, managers have given insufficient emphasis to an overall analysis of the strengths and weaknesses for teaching and learning.

27. A very successful accommodation strategy has resulted in high-quality resources and facilities at all centres. A responsive and flexible fee structure has enabled the service to maintain a wide range of provision. Staff are well qualified and many are practising professionals, thus able to share with learners the benefits of their vocational experience. Resources are managed well and the service provides good value for money.

Learning for qualifications

Other learning for qualifications provision considered as part of the main findings but not separately graded: *early years and childcare; agriculture and horticulture; and foundation learning.*

Literacy, numeracy and English for speakers of other languages (ESOL)

Grade 2

Context

28. The service has 62 literacy, 48 numeracy and 95 ESOL courses delivered on 8 different sites across the borough. Courses are provided at pre-entry, entry levels, and combined levels 1 and 2. In 2009/10, there were 596 learners of whom 79% were women, and 60% were from minority ethnic backgrounds. Around 56% of learners are new to the service. At the time of inspection, the subject area was managed by a curriculum and quality manager supported by a part-time interim programme area leader, with five senior course tutors and 13 sessional tutors.

Key findings

- Learner outcomes are satisfactory. In 2009/10, success rates for literacy, numeracy and ESOL provision were comparable to national averages. Literacy and numeracy success rates have dropped by 10% since 2007/08, but ESOL success rates have improved significantly. Some learners on ESOL programmes only take the speaking and listening part of the qualification and their success rates were better at 74% in 2009/10. Current in-year success rates indicate an increase in all three subjects.
- Learners enjoy their learning, make good progress and achieve their learning targets within agreed timescales. They work well together and support each other wherever possible. Learners feel safe and tutors ensure safe working practices. Safeguarding information is integrated well into lessons. Good advice is available to learners to support healthy eating.
- Learners use the knowledge, experience and confidence gained as part of their learning to support activities in their individual communities. For example, learners participate in reading practice with primary school children and fathers help to run a local football group.
- Teaching and learning are good. Effective learning strategies support the development of learners' confidence. Good opportunities for personal development are available for learners. Employability skills are integrated well into teaching sessions. Learning resources are utilised well and learners participate fully in classroom activities. However, there is insufficient promotion of equality and diversity issues in lessons.
- Effective systems are in place to support the successful completion of homework. Learners are assigned work activities appropriately, according to

their current progress, and completed work is marked and returned to learners promptly. This information is documented on the learners' individual learning plans and these are monitored effectively. However, not enough focus is given to ensuring all learners are prepared fully for their formal assessments.

- The provision meets the needs of the local community very well. Learners on vocational courses attend literacy courses to help them attain qualifications for their chosen careers. The curriculum is planned to complement programmes available at other education and training institutions and links with a local college support learners' progression onto higher level courses.
- Partnership arrangements are outstanding. Projects are used to underpin skills for life needs, including projects with a group of local Travellers, the learning and support needs of men with mental illness and women who wish to return to work.
- Learners receive good care, support and guidance on all courses. Rigorous initial assessment procedures ensure that learners are placed at the appropriate level. Good systems are in place to support learners with additional learning needs, including specialist equipment and resources to support learners with specific needs. A well-planned, financially-supported system is available for tutors to request additional resources for learners in need. Financial support is also available for learners who have childcare or travel needs.
- Leadership and management by the newly-established team are good. Curriculum and senior managers encourage staff to share good practice and take advantage of the good training opportunities available. Relevant information is communicated well by managers to staff. However, insufficient arrangements exist for peer lesson observations with different departments and external organisations.
- Procedures for listening to, and acting on, the views of learners are good. Learners are involved actively in preparing the annual self-assessment report. A forum for ESOL learners provides a helpful way for managers to gauge the interest and concerns of learners and to continue to promote quality improvements within the service.
- Team meetings are regular and suggestions from learners for improving quality are incorporated into plans. Teaching and learning accommodation is shared with local community centres, schools and libraries, thus making programmes more accessible to the local community.

What does Hillingdon Adult Education Service need to do to improve further?

- Raise success rates of literacy, numeracy and ESOL provision by developing effective strategies to ensure that learners are better prepared for formal assessment.
- Improve the quality of teaching and learning by more active promotion of equality and diversity in the course curriculum.

Learning for social and personal development

Other social and personal development learning provision considered as part of the main findings but not separately graded: *information and communication technology; sports and leisure; modern foreign languages; and family learning.*

Arts and crafts

Grade 2

Context

29. Programmes are available at six centres, throughout the day, evening and weekends. They include photography, sewing, soft furnishing, French polishing, violin making, painting and drawing, and, millinery. Currently, there are 299 learners. Women make up 77% of the learners and 15% are from Black and minority ethnic groups. The area is managed by a curriculum manager, two full-time programme area leaders and 14 part-time tutors who work between 2 and 12 hours per week.

Key findings

- Learners' outcomes are good. The large majority of learners attain their learning goals and achieve a high standard of work. New learners make rapid progress, gaining good skills and techniques. Many learners accept commissions and others make jewellery, clothing and curtains for friends and family. The violin-making course enables learners to manufacture instruments to a very high standard for professional musicians. Some learners start their own businesses successfully.
- Learners develop good personal and social skills. They gain confidence and enjoy visiting exhibitions and musical performances recommended by tutors. Some classes enjoy and benefit from working together on outdoor sketching. One learner on the calligraphy course, on being asked by members of a local church, now keeps its records up to date. Learners are encouraged to critique their own and the work of their peers.
- Staff are very aware of health and safety procedures and ensure safe working practices are followed in the studios and classrooms. Close attention is paid to risks and hazards and learners are very diligent in their working practices. All learners feel safe in the centres and classrooms.
- Initial and ongoing assessment is good. Tutors assess learners' work regularly and give constructive feedback. Individual learning plans are comprehensive, with some containing photographic evidence of the learner's progress. Interesting methods and processes are used to help learners build on their prior knowledge.
- Teaching and learning are good. Tutors are well qualified and many are practising artists and specialists in their field. Some tutors use challenging techniques to inspire the learners. Many use skilful demonstrations to extend

the learners' knowledge, for example using watercolour to paint trees. However, equality and diversity matters are not embedded fully into the curriculum and opportunities are missed to explore other cultures and celebrate diversity.

- The range of curriculum is satisfactory. Most sessions are mixed ability and the opportunities for learners to progress to a more advanced level of course are limited. This is particularly the case for the 40% of learners who repeat their course and who would benefit from a more advanced and challenging approach to their learning.
- Very effective partnership work has encouraged the participation of specific groups of learners, including looked-after young people, and older learners. Popular taster sessions in sewing for Travellers gave many of them the confidence to continue studying on literacy and information technology courses.
- Care, guidance and support are satisfactory. However, the information provided to learners before they join courses is not always sufficient for them to make an informed decision on which course to choose.
- Curriculum management is good. Managers meet regularly and effective procedures lead to improvements in the quality of teaching and learning. Managers communicate very well with staff. Tutors feel included in decision making and feel supported, with high-quality professional development opportunities. Learners are confident that staff listen to their views and act upon them.
- Equality and diversity are satisfactory. Productive links with a wide range of partners result in work with hard-to-reach communities, including photography for asylum seekers, art and craft classes for carers, and enrichment opportunities for learners aged over 60 years. White British women comprise 77% of learners and staff have set up initiatives to increase the number of male learners, but it is too early to judge the results.
- Resources to support learning are good and ILT equipment is of a high standard. However, not all staff are sufficiently creative and innovative in using this equipment to enhance learning and the VLE is underdeveloped.
- The self-assessment report is broadly accurate and judgements were in accord with those found during inspection week.

What does Hillingdon Adult Education Service need to do to improve further?

- Develop more exciting and innovative teaching and learning utilising ILT and explore, develop and use the virtual learning environment.
- Broaden the range of progression opportunities available to learners by providing a more varied creative offer for learners of all abilities.
- Ensure learners are able to make informed choices about which course to join by providing clear pre-course and enrolment information.

Languages

Grade 2

Context

30. Currently, 445 learners follow one of 180 languages courses available at 6 centres across the borough. Courses are available in the day and evening, in French, Spanish, Italian, Greek, Polish, Urdu and Arabic, at a range of levels from beginners to advanced level. Learners can also attend courses in conversation and cultural awareness at the four affiliated language clubs. The programme is managed by a curriculum and quality manager, supported by a programme area leader and teaching is delivered by 14 sessional tutors.

Key findings

- Outcomes for learners are good. Success rates are good and improving across the provision, including the accredited English language courses, and the large majority of learners achieve their learning goals. Retention rates and attendance are good and increasing. Learners enjoy their courses and are set challenging targets and activities in their classes where they display high levels of concentration.
- Learners are well motivated, gain much confidence and make good progress in their language skills. Many travel considerable distances to attend centres and they feel safe in all centres. Attending lessons contributes to their social well-being and the maintenance of a healthy mind. It helps them to communicate better with relatives, friends and neighbours both in this country and abroad.
- Teaching and learning are good. Tutors are knowledgeable and make good use of the target language. Many use ILT effectively, but do not exploit it to its full potential. The quality of learning materials is satisfactory. Tutors use effective strategies to teach language structures, but learners do not have sufficient opportunities to practise speaking or to improve their pronunciation. Learners enjoy completing weekly homework tasks and receive constructive feedback from tutors.
- Initial assessment processes are comprehensive for most subject areas and help staff to identify the most appropriate level of course for learners. This is not the case for all subjects, although tutors do make arrangements to transfer learners when necessary.
- The provision meets the needs and interests of learners well. Courses are well located in centres known to learners and at suitable times. A broad range of languages is offered covering a wide range of levels, with special arrangements for small group tuition and opportunities within the family learning programme.
- Care, guidance and support for learners are good. Learners have good advice about where they might progress and receive job search advice. Tutors provide much individual attention and support in class and also help learners to catch up when they miss lessons by emailing work to their home.
- Individual learning plans are generally suitable for learners, but some plans contain only brief personal learning targets that are not specific or easy to measure progress against.

- Leadership and management are good. Recent changes have had a positive impact on the staff team. Internal communication is good. Rigorous use is made of management information data to monitor the quality of provision and set demanding targets. The observation of teaching and learning is a supportive process and the accurate reports lead to detailed action plans for improvement.
- Staff have good access to continuous professional development. However, there are insufficient opportunities for tutors to develop inspirational approaches to teaching and learning. Many tutors do not yet have the skills to access or share resources on the service's VLE.
- The promotion of safeguarding is good. Tutors have responded positively to safeguarding training and have a good awareness and sensitivity of safeguarding procedures for learners. They pay good attention to health and safety in lessons.
- Overall, the promotion of equality and diversity is satisfactory. Tutors ensure that the specific needs of individual learners are met well through differentiated support and activities in the classroom. However, aspects of equality and diversity are insufficiently embedded in curriculum planning and delivery.
- The service engages well with users to support and promote improvements. It uses a range of methods to communicate with learners very effectively. Learners contribute ideas and suggestions which tutors include in their programme planning.
- The self-assessment process is inclusive. Tutors complete a detailed end-of-course review which contributes to the judgements in the self-assessment report. Many of the strengths and areas for improvement identified in the self-assessment report were in accord with those made by inspectors.
- Facilities in the centres are good. Staff have good access to technology. The service has a responsive fee system and provides good value for money.

What does Hillingdon Adult Education Service need to do to improve further?

- Ensure that all learners are well informed about the range of provision and are enrolled on the appropriate course by developing a consistent approach to initial assessment and admission procedures.
- Further develop the teaching and learning skills of tutors by increasing the opportunities for tutors to share good practice, to make better use of the VLE, and to explore approaches to teaching communicative language skills, with greater emphasis on pronunciation. Explore and celebrate cultural diversity more vividly in lessons by better integration of equality and diversity issues in curriculum and lesson planning.

Information about the inspection

31. Two of Her Majesty's Inspectors (HMI) and three additional inspectors, assisted by the head of service, as nominee, carried out the inspection. Inspectors also took account of the service's most recent self-assessment report and business plans, the previous inspection report, data on learners and their achievement over the period since the previous inspection.
32. Inspectors used group, individual interviews and e-mails to gather the views of learners. They looked at questionnaires learners had completed on behalf of the service. They also visited learning sessions and assessments and progress reviews.

Record of Main Findings (RMF)
Hillingdon Adult Education Service
Learning types: 14 – 16: Young apprenticeships; Diplomas; **16-18 Learner responsive:** FE full- and part-time courses, Foundation learning tier, including Entry to Employment; **19+ responsive:** FE full- and part-time courses; **Employer responsive:** Train to Gain, apprenticeships

Grades using the 4 point scale 1: Outstanding; 2: Good; 3: Satisfactory; 4: Inadequate	Overall	16-18 Learner responsive	19+ Learner responsive	Social and personal development
Part-time learners	2,509	33	718	1,791
Overall effectiveness	2	2	2	2
Capacity to improve	2			
Outcomes for learners	2	2	2	2
How well do learners achieve and enjoy their learning?	2			
How well do learners attain their learning goals?	2			
How well do learners progress?	2			
How well do learners improve their economic and social well-being through learning and development?	2			
How safe do learners feel?	2			
Are learners able to make informed choices about their own health and well being?	2			
How well do learners make a positive contribution to the community?	2			
Quality of provision	2	2	2	2
How effectively do teaching, training and assessment support learning and development?	2			
How effectively does the provision meet the needs and interests of users?	2			
How well partnerships with schools, employers, community groups and others lead to benefits for learners?	1			
How effective are the care, guidance and support learners receive in helping them to achieve?	2			
Leadership and management	2	2	2	2
How effectively do leaders and managers raise expectations and promote ambition throughout the organisation?	2			
<i>How effectively do governors and supervisory bodies provide leadership, direction and challenge?</i>	-			
How effectively does the provider promote the safeguarding of learners?	2			
How effectively does the provider actively promote equality and diversity, tackle discrimination and narrow the achievement gap?	3			
How effectively does the provider engage with users to support and promote improvement?	2			
How effectively does self-assessment improve the quality of the provision and outcomes for learners?	2			
How efficiently and effectively does the provider use its available resources to secure value for money?	2			

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