

# Public Document Pack



Notice of Meeting:

## Cabinet

**Meeting Location:**

The Atrium, Perceval House,  
14-16 Uxbridge Road, Ealing, W5 2HL

**Date and Time:**

Wednesday 13 September 2023 at 5.00 pm

**Contact for Enquiries:**

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**Telephone:** 020 8825 6302

**Chief Executive:**

Tony Clements

### Members:

J Anand  
J Blacker  
L Brett  
D Costigan  
S Donnelly  
P Knewstub  
B Mahfouz  
S Manro  
P Mason (Chair)  
K K Nagpal

### Portfolio

Cabinet Member for Tackling Inequality  
Cabinet Member for Healthy Lives  
Cabinet Member for Decent Living Incomes  
Deputy Leader and Cabinet Member for Climate Action  
Cabinet Member for Inclusive Economy  
Cabinet Member for Thriving Communities  
Cabinet Member for Safe and Genuinely Affordable Homes  
Cabinet Member for Good Growth and New Homes  
Leader of the Council  
Cabinet Member for A Fairer Start

# AGENDA

This meeting will be broadcast live on YouTube

Please click the following link to view the meeting:

[\(3\) Ealing Council - YouTube](#)

- 1 Apologies for Absence**
- 2 Urgent Matters**
- 3 Matters to be Considered in Private**
- 4 Declarations of Interest**
- 5 Minutes** (Pages 5 - 10)  
  
To approve as a correct record the minutes of the meeting held on Wednesday 12 July 2023.
- 6 Appointments to Sub Committees and Outside Bodies**
- 7 2023/24 Quarter 1 Budget Monitoring Update** (Pages 11 - 40)
- 8 Creation of a Regional Park** (Pages 41 - 102)
- 9 Final Report Scrutiny Panel 1 2022-23 - Tackling the Cost of Living Crisis** (Pages 103 - 130)
- 10 Final Report of the Health and Adult Social Services Scrutiny Panel 2022-23** (Pages 131 - 158)
- 11 New Lido Facility in the Borough** (Pages 159 - 168)
- 12 Report by the Local Government and Social Care Ombudsman - Complaint Reference 22 002 098** (Pages 169 - 182)
- 13 Section 75 Framework Agreement relating to the Commissioning of Health and Wellbeing and Social Care and Education Services for Adults and Children** (Pages 183 - 192)
- 14 WLA Procurements and Contract Changes** (Pages 193 - 208)

**15 Date of the next meeting**

The next meeting is scheduled for Thursday 12 October 2023.

*Exclusion of the Public and Press*

**Published:** Tuesday, 5 September 2023

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## **Minutes of the meeting of the Cabinet**

**Date:** Wednesday, 12 July 2023

**Venue:** The Liz Cantell Room, Ealing Town Hall, New Broadway,  
Ealing, W5 2BY

### **Attendees (in person): Councillors**

P Mason (Chair), J Anand, J Blacker, L Brett, S Donnelly, P Knewstub, B Mahfouz, S Manro and K K Nagpal

### **Attendees (virtual attendance): Councillors**

D Costigan

### **Apologies: Councillors**

G Shaw

### **Also present (in person):**

J Gallant

### **Also present (virtual attendance):**

G Malcolm

## **1 Apologies for Absence**

Apologies had been received from Cllr Shaw.

In accordance with paragraph 2.6(a) of the Council's Constitution, the following speakers addressed the Cabinet with regard to the following items:

Item 7 – Council Plan Performance Report Year-End 2022/23

- Cllr Malcolm
- Cllr Gallant

Item 8 – Determination of SEN statutory proposals, and capital approvals, relating to St Ann's and Mandeville Schools

- Cllr Malcolm

The meeting was held in a hybrid format with members and officers able to join the meeting remotely. However, regulations did not allow for members attending virtually to be counted as present in the attendance section of the minutes, and their attendance would not count as attendance in relation to section 85(1) of the Local Government Act 1972. Members attending virtually would be able to speak but would not be able to vote. Cllr Costigan attended the meeting virtually.

## **2 Urgent Matters**

There were none.

## **3 Matters to be Considered in Private**

Item 8 – Appendix F was exempt by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972

Item 9 - Appendix A was exempt by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972

## **4 Declarations of Interest**

There were none.

## **5 Minutes**

### **Resolved:**

That the minutes of the Cabinet meeting held on 14 June 2023 be agreed and signed as a true and correct record.

## **6 Appointments to Sub Committees and Outside Bodies**

There were none.

## **7 Council Plan Q4 2022/23**

### **RESOLVED:**

That Cabinet noted the:

- i) Key performance highlights against the 2022/23 Council Plan Delivery Plan
- ii) Progress on the Council Plan numeric targets
- iii) Progress against the Corporate Health Check indicators at the year-end 2022/23

### **REASONS FOR THE DECISION:**

1. Cabinet reviewed the progress on the delivery of the Council Plan 2022-26, with specific reference to year-end performance against the 2022/23 Delivery Plan. Cabinet highlighted that performance management was an essential part of a high performing organisation and that not providing a performance report was discounted as an option.
2. The Council Plan 2022-26, including a 2022/23 Delivery Plan, was

agreed in July 2022. Progress on delivery of the council's priorities was noted in the following three ways:

- a. Narrative updates on key achievements at year-end, against the council's 2022/23 Delivery Plan.
  - b. Progress against numeric, quantifiable, targets under the '4-year commitments' contained within the Council Plan 2022-26, as of March 2023.
  - c. Performance at the year-end 2022/23 against target on the key performance indicators (KPIs) that enable a 'corporate health check' of the organisation in terms of its operational effectiveness.
3. It was put on record that Cabinet thanked all employees of Ealing Council for their continued hard work and dedication to residents.

## **8 Determination of SEN statutory proposals, and capital approvals, relating to St Ann's and Mandeville Schools**

### **RESOLVED:**

That Cabinet:

- I. Approved the proposals for the expansion of St Ann's School to increase the capacity of the school to 128 students aged 11 to 19. The increase would be phased over five years starting with extra places in Year 7 in 2023 and ending in 2028 when the school would typically have up to 16 students in each year group, year 7 to year 13/14.
- II. Agreed to incept an additional capital budget of £0.950m to the existing St Ann's School Expansion Capital Programme, funded by s106 contributions.
- III. Approved the proposal for expanding Mandeville School to 168 places. The increase would be phased over two years with extra places in 2024 and ending in 2025 when the school would typically have up to 168 pupils, Reception to year 6.
- IV. Approved the recommendation to open an additional building at Oldfield Primary School to be used as a satellite site for the Mandeville School Expansion.
- V. Agreed to incept a budget of £1.600m into the capital programme for Mandeville School Expansion, to be funded from the existing approved

unallocated SEN Expansion Programme Budget.

- VI. Authorised the award of a contract in the sum of £799,420.96 to MP Building Ltd for the Phase 1 Mandeville at Oldfield Primary School works to be funded from the approved Schools SEN Expansion Programme budget.

#### **REASONS FOR THE DECISION:**

1. The decisions were required, in order to enable the Council to progress to the next stage of the process for expanding special school provision to meet its statutory duty to secure sufficient school places. The Council has a statutory responsibility to promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's educational potential. The Council must also promote diversity and increase choice.
2. Cabinet highlighted that the relevant background report seeking approval to publish the St Ann's statutory notice went to Cabinet on 7 December 2022. It was noted that Cabinet additionally, on 22 February 2023, authorised the Strategic Director for Children's Services to invite and evaluate tenders for the building contracts for the Mandeville Satellite at Oldfield Primary School. Awarding the Phase 1 building contract would facilitate the Council to carry out its statutory duty of providing sufficient school places.

#### **9 Public Sector Decarbonisation Scheme Phase 3b Contract Award**

##### **RESOLVED:**

That Cabinet:

- I. Noted that the Council's bids for Public Sector Decarbonisation Scheme (PSDS) 3b Grant funding of £13.721m were successful.
- II. Approved the inception of a further £0.657m match funding from the carbon offset fund for the Leisure schemes into the 2023/24 Economy and Sustainability capital programme for Phase 3b of the Public Sector Decarbonisation Scheme, which resolved the funding gap reported to Cabinet in April.
- III. Authorised the award of the Stage 2 contract for the appointment of the delivery partner for the construction and installation works for the Public Sector Decarbonisation Scheme Phase 3b, for a value up to £15.652m, to Asset Plus Energy Performance Limited, following the April 2023 Cabinet decision to award the Stage 1 contract and in line with the approved grant award and proposals set out in Confidential

## Appendix A.

- IV. Authorised the Strategic Director for Children's Services to finalise the terms of the Stage 2 contract following consultation with the Strategic Director for Economy and Sustainability and the Strategic Director of Resources.
- V. Delegated authority to the Strategic Director for Children's Services, following consultation with the Strategic Director for Economy and Sustainability, to finalise the list of building works and take any other necessary steps to secure the implementation of the works.

### **REASONS FOR THE DECISION:**

1. The Ealing Climate and Ecological Emergency Strategy (CEES) set a date of 2030 to be a net zero carbon borough. A number of funding routes were used to progress towards this target.
2. The Department for Business, Energy and Industrial Strategy (BEIS) launched the Public Sector Decarbonisation Scheme (PSDS) in 2020, delivered by Salix Finance. The Council was successful in significant funding awards in earlier phases and was on site with schemes funded by Phase 3a of the scheme.
3. The scheme was extended to a further phase, Phase 3b, and the Council was successful in a bid for funding to enable a further seven schools to receive new low carbon heating systems in 2023/24, with a bid value of £3,006,074; and new low carbon heating systems which will remove the use of gas at the Council's three major wet leisure centres, with a bid value of £10,715,176.
4. A small proportion of match funding was required for each bid, and this was agreed with services at £469,570 for the schools and £1,461,161 for the leisure centres.
5. The CEES committed the Council to improving its own commercial portfolio and managed schools to meet the net zero carbon target by 2030. The delivery of the CEES was impacted by unprecedented global events. Additionally, underlying assumptions adopted in the development of the strategy included central government commitment to regulatory changes and strategic investment. Neither was forthcoming to the pace and extent forecast, which made delivering the strategy far more challenging than previously estimated. Although the impacts of these challenges were recognised, the council continued its efforts, capitalising on emerging opportunities, and finding solutions to mitigate the impact of these challenges to achieve the 2030 net zero pledge. The PSDS projects contribute towards one of the five CEES thematic objectives, Energy, through Prioritising energy performance (retrofitting). There was considerable difficulty of planning in relation to short term and one off funding schemes such as PSDS, which also

involved a detailed application process and set a very challenging timescales for delivery. There was a need for a long-term sustainable government funding commitment to support a coordinated plan across all council activities towards carbon neutrality by 2030.

6. Phase 3b PSDS grants were available for capital energy efficiency and heat decarbonisation projects within public sector non-domestic buildings including central government departments and arm's length bodies in England. It was confirmed that the retrofit of leisure centres was allowable under the scheme. The scheme allowed Public Sector Bodies including eligible central government departments and their arm's length bodies to apply for a grant to finance up to 100% of the costs of capital energy saving projects that meet the scheme criteria.
7. The grant funding award decision was made by Salix Finance, the scheme operator on behalf of BEIS, and the scheme set a very tight timescale for project delivery which required that the schemes be complete by March 2024.
8. A new cross-departmental Climate Leadership Board was established to further coordinate cross-council working to deliver the CEES and engender a greater climate conscious culture within the council. The PSDS grant applications preceded the formation of the Board but reflect cross-Council collaboration across services within the Climate Change, Thriving Communities and a Fairer Start portfolios.

## **10 Date of the next meeting**

The date of the next meeting was scheduled 13 September 2023.

Meeting commenced: 5.00 pm

Meeting finished: 5.40 pm

Signed:

P Mason (Chair)

Dated: Wednesday, 13 September  
2023



**Report for: DECISION**

**Item Number:**

<b>Contains Confidential or Exempt Information</b>	<b>YES (Part)</b> Appendix 3 is exempt by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972
<b>Title</b>	<b>BUDGET MONITORING REPORT 2023/24</b>
<b>Responsible Officers</b>	Emily Hill, Strategic Director, Resources
<b>Authors</b>	Kevin Kilburn, Interim Assistant Director, Strategic Finance Baljinder Sangha, Finance Manager, Financial Planning & Monitoring Katherine Ball, Finance Manager, Capital & Projects
<b>Portfolio</b>	Councillor Steve Donnelly, Cabinet Member for Inclusive Economy
<b>For Consideration By</b>	Cabinet
<b>Date to be considered</b>	13 September 2023
<b>Implementation Date if Not Called In</b>	26 September 2023
<b>Affected Wards</b>	All
<b>Area Committees</b>	All
<b>Keywords/Index</b>	Financial Monitor, DSG, Savings, Capital

**Purpose of Report**

This report provides the first financial update on the General Fund, Housing Revenue Account, Dedicated Schools Grant, and Capital budget positions for the financial year 2023/24 at 30 June 2023.

The Council continues to face considerable financial pressures in managing the implications of external factors and the wider economic context including high levels of inflation, increases in demand and complexity of demand, social care and, increasingly, private sector leasing market pressures.

The General Fund forecast is a net overspend of £8.214m (2.87%). This forecast includes a number of financial risks as set out in the report.

The Council is continuing to identify, develop, and monitor management action plans to address the forecast pressures and financial risks and reduce and eliminate the forecast overspend. Progress of these will form part of the overall financial management strategy aiming to deliver a balanced budget position for the year-end.

## **1. Recommendations**

It is recommended that Cabinet:

- 1.1 Notes the estimated General Fund revenue budget outturn position of net £8.214m (2.87%) overspend for 2023/24 (section 4), and an overspend of £0.732m position on the Housing Revenue Account for 2023/24 (section 7).
- 1.2 Notes the in-year Dedicated Schools Grant (DSG) deficit forecast of £3.049m to be charged to the DSG account (section 6).
- 1.3 Notes the progress on delivering the 2023/24 savings programme (section 5).
- 1.4 Notes the 2023/24 capital programme forecast (paragraph 8.3).
- 1.5 Approves the re-profiling of 2023/24 capital programme net slippage of over £1m of £204.280m (Appendix 2) into future years.
- 1.6 Approves the decommissioning of £148.252m of capital schemes, most significantly the reversal of budgets for the previous Perceval House redevelopment scheme, as outlined in section 8.5.
- 1.7 Approves an additional capital programme budget of £3.030m for the purchase of temporary accommodation, as outlined in section 8.8, to be funded by Local Authority Housing Fund (LAHF) Round 2 grant of £2.4m, and £0.630m of Homeless Prevention Grant balances.
- 1.8 Approves an additional capital programme budget of £0.906m to the capital programme in relation to Gunnersbury Sports Hub, to be funded by £0.453m capital contribution from London Borough of Hounslow and £0.453 borrowing, as outlined at para 8.9.



- 1.9 Approves an increase to the HRA capital budget totalling £4.815m as outlined at section 8.10; £3.788m in relation to the Lexden Road housing scheme, and £1.027m in relation to the Northolt Grange housing scheme, and changes to the financing of these schemes.
- 1.10 Delegates authority to the Strategic Director of Economy & Sustainability to award the Design and Build JCT contract for the construction of 92 new affordable homes at Northolt Grange approved by Cabinet in February 2023 for a revised total cost set out in Confidential Appendix 3.

## **2. Reason for Decision and Options Considered**

- 2.1 To forecast the financial position for 2023/24 based on available information at the end of 30 June 2023. The report outlines the Council's forecast position on revenue, capital, income, and expenditure to the end of Quarter 1.

## **3. Key Implications**

- 3.1 In setting the budget for 2023/24, the Council supported significant growth in social care services that experience significant and continued demand and market/ cost pressures, and to prioritise its most vulnerable residents. Whilst these challenges continue in 2023/24, the Council is now experiencing additional pressures in demand for, availability and cost of temporary accommodation. Council services continue to operate in a challenging resource environment where demand and cost changes can lead to material budget variances with continued high levels of inflation and energy prices. The Council has undertaken and continues to undertake a number of projects and programmes to seek to managed and reduce demand, with some success. A programme of work is being scoped to respond to the increased costs being experienced in the market for placements, to develop a more commercial approach to negotiations, and identify and implement other market interventions.
- 3.2 The report presents the management accounts of the Council and provides information on the forecast financial position at 30 June 2023 (Quarter 1). The overall net general fund budget pressure forecast at the end of Quarter 1 is £8.214m overspend. This compares to a forecast overspend of £14.794m in Quarter 1 of 2022/23.
- 3.3 Councils are required to deliver a balanced budget each year ensuring that the projected expenditure and commitments can be matched by the available resources. Management have identified and are delivering mitigating actions and must continue to explore further measures as part of overspend action plans to address the forecast overspend and the significant financial risks. Progress of these will be reported through the quarterly budget monitoring process and outturn report and will form part of the overall financial management strategy to deliver a balanced position by year-end.

#### 4. General Fund Revenue Forecast Position 2023/24

4.1 The General Fund revenue outturn forecast for 2023/24 is £294.895m. This represents a net overspend of £8.214m (2.87%) against a General Fund revenue budget of £256.681m. The net position is summarised in Table 1:

Table 1: Quarter 1 Summary of Net Revenue Budget Variance

Revenue Budget	2023/24 Budget £m	2023/24 Full Year Forecast £m	Forecast Net Variance Quarter 1 £m
Adults & Public Health	99.384	114.850	15.465
Children's & Schools	73.929	81.524	7.594
Economy & Sustainability	4.896	5.445	0.549
Housing & Environment	12.651	16.463	3.812
Resources	35.449	33.360	(2.089)
Strategy & Change	8.562	9.359	0.797
<b>Net Cost of Services Subtotal</b>	<b>234.871</b>	<b>261.001</b>	<b>26.129</b>
Corporate budgets	51.810	33.894	(17.915)
<b>Total General Fund</b>	<b>286.681</b>	<b>294.895</b>	<b>8.214</b>

#### 4.2 Budget Pressure

4.2.1 A new Strategic Leadership Team has been fully established during Quarter 1 of the financial year. During that period the Strategic Directors have been reviewing their departmental budgets and spending and expect to undertake further work with their directorate management teams to review and resolve their financial pressures with their portfolio holders for Quarter 2 reporting and beyond.

4.2.2 Explanations for significant pressures and underspends are set out below.

##### **Adult Services & Public Health**

4.2.3 Adult Services & Public Health are reporting a significant gross pressure of £29.907m. The gross budget pressure is off-set by significant in-year management actions of £8.709m and planned mitigations of £3.684m, and reserves of £2.048m (for budgeted covid legacy pressures and support to the Homes for Ukraine scheme) reducing the budget pressure to £15.465m. Further work and action is being considered by the department to reduce this by year-end including review of actual home care delivery.

4.2.4 The net budget pressures as per Quarter 1 are driven by:  
a) £14.726m relating to the increasing cost of placements  
b) £0.739m staffing pressures.

### **Children's Services**

- 4.2.5 Children's Services are reporting a significant gross pressure of £14.826m which includes a Dedicated Schools Grant (DSG) pressure of £3.049m. The gross budget pressure is off set by in year management actions of £1.350m and further reduced by £5.881m, a combination of transferring the DSG deficit into the DSG Reserve (Section 6), one-off use of reserves for support to the Homes for Ukraine scheme and Public Health grant. The net budget pressure at Quarter 1 is £7.594m. Further work is required to identify management action to reduce the level of overspend by year-end including a review of establishment and workforce.
- 4.2.6 The net budget pressures as per Quarter 1 are driven by:
- a) £3.339m relating to Looked After Children demand and cost pressures (including Unaccompanied Asylum-Seeking Children)
  - b) £1.345m Home to School Transport demand and cost pressures.
  - c) £2.910m staffing cost pressures.
- 4.2.7 Key risks to this forecast include the impact of new placements, resolving the waiting list for Children With Disabilities which may increase costs and the impact of the new school year on Home to School Transport.

### **Economy & Sustainability**

- 4.2.8 Economy & Sustainability are reporting a pressure of £0.549m across Planning, Regeneration, Economic Growth, Building Control Surveying and Art, Culture, Leisure, and Libraries.
- 4.2.9 The net forecast budget pressures at Quarter 1 are driven by:
- a) £0.439m relating to Art, Heritage and Libraries underachieved income within community centres and for festivals and events for which mitigating actions need to be identified and pressures due to increased cost of utilities.
  - b) £0.152m includes repairs pressures from gas explosion at Western Road Southall which the service is taking all steps to recover.
  - c) (£0.042m) favourable variance from planning enforcement income compensating some adverse variances above.
- 4.2.10 Key risks to this forecast include any delay or changes to expected implementation of revised planning fees set by government, the impact of wider economic conditions on future planning application income and the increased potential for abortive capital costs in line of current market conditions.

### **Housing & Environment**

- 4.2.11 Housing & Environment services include Housing Demand, Community Protection, Parking, Environment, Waste Management, Street Care, Parking, Highways and Travellers Warden. The department is reporting a gross forecast pressure of £4.010m with the use of reserves of £0.198m reducing the net forecast budget pressure to £3.812m.

- 4.2.12 The net forecast budget pressures in Quarter 1 are driven by:
- a) £2.513m temporary accommodation forecast pressure mainly relating to housing benefit subsidy loss with increased demand and cost of accommodation due to limited supply of accommodation. The service is looking at options to increase value for money accommodation provision to reduce the increasing pressures.
  - b) £0.869m Highways forecast pressures for maintaining traffic signals and increased energy bills.
  - c) £0.342m forecast street income pressures.
  - d) £0.088m forecast utility pressures within the travellers' warden service.
- 4.2.13 The housing benefit subsidy loss budget was transferred to Housing & Environment as part of the 2023/24 budget process, having previously been reported in Resources. The Housing Demand service is able to take action to reduce the subsidy loss, albeit it is operating in an extremely challenging environment. The Resources department has a time limited underspend in housing benefit subsidy due to the recovery of housing benefit overpayments which offsets some of the subsidy loss, but the pressure and the underspend are now shown in separate departmental positions to reflect the area which can manage and control the expenditure. This offsetting underspend cannot be relied on in the short-medium term due to the impact of the cost of living crisis on resident's ability to repay overpayments and the ongoing transition to Universal Credit.
- 4.2.14 Key risks to this forecast are the continued challenges of the availability and costs of temporary accommodation, particularly as a result of government policy and practice in relation to resettlement and asylum seekers and the wider economic impact on private sector landlords.

### **Resources**

- 4.2.15 Resources are reporting a gross underspend of (£1.227m) with in year use of reserves the net underspend increases to (£2.089m). This includes a number of pressures offset by the housing benefit subsidy underspend.
- 4.2.16 The key drivers relating to the forecast are:
- a) Commercial Hub has a forecast pressure of £0.084m due to shortfall in achieving income target.
  - b) Net pressure of £0.324m pressure across Customer & Transaction services which is driven by increased staffing and agency costs.
  - c) Finance pressure of £0.146m due to staffing and agency costs and staffing will be reviewed in the next quarter.
  - d) ICT & Property Services includes a net pressure of £0.307m, which includes an overspend of £0.996m for utility cost increases for Perceval House, Ealing Town Hall, and other properties; £1.107m pressures from planned and reactive maintenance services, and other pressures of

£0.103m. These pressures are offset by reduced ICT staffing costs (£1.899m) due to vacancies and contract management.

- e) Strategic Property is forecasting a £0.317m overspend, which includes income pressures due to part year rent impacts and property costs relating to lettings and is working on options to increase income before year-end.
- f) Housing Benefit subsidy is forecasting an underspend of (£3.255m) due to an increase in overpayment recovery.

### Strategy & Change

- 4.2.17 Strategy & Change are reporting a gross overspend of £1.032m. The gross pressure is offset by reserves of £0.235m, reducing the net budget pressure to £0.797m.
- 4.2.18 The main pressure within Strategy & Change relates to Human Resources staffing and agency pressure of £0.694m, and Transformation team staffing and agency pressures of £0.103m. This position is being reviewed to reduce the overspend before year-end.

### Corporate Budgets

- 4.2.19 The Corporate Budget is reporting a net underspend of (£17.915m) driven by:
  - a) Increased forecast underspend on treasury management (£14.113m) which reflects low PWLB borrowing costs and additional investment income from increased cash balances and interest rates.
  - b) Use of contingency (c£2m).
  - c) Release of one-off funds of (£0.676m) by West London Waste Authority (WLWA) following WLWA board approval.
  - d) (£0.450m) underspend forecast on concessionary fares against budget allocations.
  - e) (£0.676m) forecast underspend of budgets relating to various other corporate budgets.

## 5. Achievement of 2023/24 Savings

- 5.1 Cabinet approved £9.578m of net savings of which £7.184m was approved in 2023/24 and £2.394m approved in previous MTFS periods. Table 2 below provides an overview summary of savings across the various funding sources.

Table 2: 2023/24 Approved Savings Summary by Funding

Savings Summary	General Fund	HRA	DSG	Total
	£m	£m	£m	£m
Gross saving	14.104	(0.003)	0.000	14.101
<i>Investment and funded by:</i>				
Digital programme	(0.192)	0.000	0.000	(0.192)
Cost avoidance	(4.199)	0.000	0.000	(4.199)
Investment	(0.135)	0.003	0.000	(0.132)
<b>Net approved saving</b>	<b>9.578</b>	<b>0.000</b>	<b>0.000</b>	<b>9.578</b>

- 5.2 Progress on delivery of savings is monitored and reported to the Strategic Leadership Team each quarter.
- 5.3 At the end of Quarter 1, £1.489m (15.54%) of the savings have been achieved with £2.988m (31.19%) identified at being risk and the remaining in progress, as set out in Table 3 below.

Table 3: Quarter 1 2023/24 Savings Programme Delivery

Savings by Directorate	Total	Red	Amber	Green	% Savings Achieved (Green)
	£m	£m	£m	£m	
Adults & Public Health	1.206	2.383	0.477	(1.654)	(137.18%)
Children's Services	0.947	0.000	0.947	0.000	0.00%
Economy & Sustainability	2.203	0.075	1.952	0.176	7.98%
Housing & Environment	4.312	0.526	0.773	3.013	69.87%
Resources	0.412	0.126	0.332	(0.046)	(11.13%)
Strategy & Change	0.210	0.000	0.210	0.000	0.00%
Corporate	0.288	(0.122)	0.410	0.000	0.00%
<b>Total</b>	<b>9.578</b>	<b>2.988</b>	<b>5.101</b>	<b>1.489</b>	<b>15.54%</b>
Key:	Red	Savings at risk of not being achieved in-year and/or have not been replaced.			
	Amber	Savings forecast to be achieved; or are in progress to be delivered and/or potentially at risk of being delivered.			
	Green	Savings achieved			

## 6. Dedicated Schools Grant (DSG) Account

- 6.1 Dedicated schools grant (DSG) is paid in support of local authority schools and is the main source of income for school budgets. The terms and conditions allow the Council to carry forward any deficits and underspends to a ring-fenced reserve. This is separate from the General Fund, which cannot be used to subsidise the account.
- 6.2 At the end of 2022/223, the Council held a net surplus balance of £1.345m on its DSG account which includes a High Needs DSG deficit of £0.570m. At Quarter 1 the forecast is estimating a deficit of £1.704m, which is mainly due to an increase in High Needs overspend by £3.049m after mitigating by block transfer.

Table 4: Quarter 1 2023/24 DSG Account Summary Forecast

DSG Account	Quarter 1 Forecast £m			
	Schools Block	Early Years Block	High Needs Block	Total
Opening balance at 1 April 2023	(0.321)	(1.594)	0.570	<b>(1.345)</b>
2023/24 in-year movements	0.000	0.000	3.049	<b>3.049</b>
<b>DSG Deficit (+) / Surplus (-) balance at 31 March 2024</b>	<b>(0.321)</b>	<b>(1.594)</b>	<b>3.619</b>	<b>1.704</b>

6.3 The Council along with many other authorities continues to experience pressures on the High Needs Block due to increased demand for Education, Health, and Care Plans (EHCPs) and the level of need. The DSG High Needs Deficit Recovery Plan continues to be refined and the Council is working with London Councils to lobby for additional funding. However, in the absence of confirmation of additional funding the cumulative deficit on the High Needs Block is forecast to increase and the Council will be expected to recover the deficit from future allocations.

6.4 The Council continues to work with the Schools Forum to implement a DSG High Needs Recovery Plan in line with government directives to bring the High Needs Block into balance and recover the cumulative deficit. The Schools Forum continues to review the position on the other blocks.

## 7. Housing Revenue Account (HRA)

7.1 At Quarter 1, the HRA is forecasting an overspend of £0.732m and for additional funding to be drawn from reserves to balance the HRA. The main driver for this pressure is increased utilities costs, which is being reviewed further due to the price changes.

Table 5: HRA Quarter 1 2023/24 Summary

HRA Budget	2023/24 Budget	2023/24 Full Year Forecast	Forecast Net Variance Quarter 1
	£m	£m	£m
Income	(78.008)	(78.078)	(0.070)
Expenditure	79.865	80.667	0.802
<b>Sub-total</b>	<b>1.857</b>	<b>2.589</b>	<b>0.732</b>
Contribution from Reserves	(1.857)	(2.589)	(0.732)
<b>Total HRA</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>

## 8. Capital Programme

8.1 A summary of the capital programme is set out in the table below.

Table 6: Capital Programme Summary 2023/24 – 2027/28+ Movements

Capital Programme Summary	Budget 2023/24	Budget 2024/25	Budget 2025/26	Budget 2026/27	Budget 2027/28+	Total
	£m	£m	£m	£m	£m	£m
<b>Revised Programme at Quarter 1</b>						
General Fund	342.820	158.222	55.668	21.349	92.695	<b>670.754</b>
HRA	146.383	153.790	111.058	62.452	61.201	<b>534.884</b>
<b>Total</b>	<b>489.203</b>	<b>312.012</b>	<b>166.726</b>	<b>83.801</b>	<b>153.895</b>	<b>1,205.637</b>
<b>2022/23 Outturn report</b>						
General Fund	294.740	156.427	55.668	21.349	92.695	<b>620.878</b>
HRA	137.741	153.790	111.058	62.452	61.201	<b>526.241</b>
<b>Total</b>	<b>432.481</b>	<b>310.217</b>	<b>166.726</b>	<b>83.801</b>	<b>153.895</b>	<b>1,147.120</b>
<b>Changes due to slippage, accelerated spend, reprofiling and/or in-year additions</b>						
General Fund	48.080	1.795	0.000	0.000	0.000	49.875
HRA	8.642	0.000	0.000	0.000	0.000	8.642
<b>Total</b>	<b>56.722</b>	<b>1.795</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>58.517</b>

8.2 The revised capital programme reflects:

- 2022/23 slippage of £55.668m, of which £43.016m (over £1m) was approved by Cabinet in June 2023. Total General Fund slippage was £46.026m.
- Additions to the capital programme of £2.8m relating to the Young Adults Centre scheme.

8.3 The capital programme for 2023/24 is currently reporting an underspend position of £37.024m against the approved programme budget, as summarised in the table below. This is mainly due to a number of capital schemes which need to be decommissioned which are detailed in 8.5, once these have been removed there is a forecast overspend, as outlined in 8.6.



Table 7: Capital Summary

2023/24 Capital Budget Summary	2023/24 Budget	Year to Date Actuals	Current Forecast	Slippage/ (Accelerated) Spend	Forecast Variance Under (-) / Over (+) spend	De commissioning	Forecast Variance Under (-) / Over (+) spend after de commissioning
	£m	£m	£m	£m	£m	£m	£m
Children's Services	32.452	(1.231)	17.064	15.387	0.000	0.000	0.000
Adults & Public Health	0.831	0.000	0.831	0.000	0.000	0.000	0.000
Economy & Sustainability	94.619	5.110	37.294	33.856	(23.469)	29.433	5.964
Housing & Environment	40.662	1.342	24.783	15.879	0.000	0.000	0.000
Resources	171.387	1.336	14.626	156.761	0.000	0.000	0.000
Strategy & Change	0.550	0.039	0.000	0.550	0.000	0.000	0.000
Corporate	1.881	0.000	0.120	1.761	0.000	0.000	0.000
<b>Total General Fund</b>	<b>342.381</b>	<b>6.597</b>	<b>94.719</b>	<b>224.194</b>	<b>(23.469)</b>	<b>29.433</b>	<b>5.964</b>
HRA	146.383	11.922	144.672	(11.843)	(13.555)	13.555	0.000
<b>Capital Programme</b>	<b>488.764</b>	<b>18.519</b>	<b>239.391</b>	<b>212.351</b>	<b>(37.024)</b>	<b>42.988</b>	<b>5.964</b>

8.4 The recommendations seek approval to re-profile capital budgets that are in excess of £1m. These total £204.280m of the total slippage of £212.351m; details of these schemes are set out in Appendix 2.

#### **Budgets to be decommissioned.**

8.5 Cabinet is asked to approve a total of £148.252m of budget decommissioning. £144.442m relates to the decommissioning of budgets for the previous Perceval House redevelopment scheme. Following the decision taken in April 2023 not to proceed with the demolition and redevelopment of Perceval House, capital budgets (expenditure and funding) for the scheme will be decommissioned. This included General Fund budgets for the redevelopment of Council accommodation: £14.624m in 2023/24 and £52.271m in future years (£66.895m in total) and HRA capital budgets (expenditure and funding) for the residential element of the scheme: £13.555m in 2023/24 and £52.993m in future years (£66.547m in total). Budgets for any future works to Perceval House will be the subject of a future report and budget approval.

8.6 In addition, the following scheme budgets will be decommissioned:

- Southall Big Plan – £4.835m of budget. Due to a technical issue in 2020/21, a sum of £2.4m was added to this budget rather than deducted, which now needs to be removed. Expenditure on the scheme is in line with approved budgets.
- Energy grant (Homes Upgrade Grant Phase 1) - £3.475m grant money is to be returned as there were no referrals to the scheme due to there being not enough off-gas grid street properties in the West London Consortium that the project targeted. There was no expenditure on the scheme.

- Energy grant (Green Homes Grant Phase 2) - £6.5m grant money to be returned as the award was made to Cambridgeshire & Peterborough Combined Authority (CPCA), not directly to Ealing, and the Council has drawn down the grant to match what has been spent and eligible for grant.

### **Forecast overspend**

- 8.7 It is currently forecast that there will be an overspend of over £6m in relation to Genuinely Affordable Homes, which relates to housing schemes being developed within the Council's General Fund, prior to any transfer to Broadway Living or to the HRA. A further report on the housing development programme is expected to be reported to Cabinet in the autumn which will include a review of budgets and any required budget approvals.

### **Additional capital budget requests**

Temporary Accommodation – purchase of 10 additional properties

- 8.8 Cabinet is asked to approve a new capital budget of £3.030m to purchase a minimum of 10 properties, of which seven are for Temporary Accommodation and three for Afghan households moving on from bridging hotels. The additional budget will be added to the existing capital scheme to purchase temporary accommodation properties and will be fully grant funded by Local Authority Housing Fund (LAHF) Round 2 grant of £2.4m, and £0.630m of Homeless Prevention Grant balances.

Gunnersbury Sports Hub

- 8.9 Cabinet is asked to agree an increase to the capital budget for the Gunnersbury Sports Hub of £0.906m as a result of reaching a final account for the project and settling previously disputed sums. This is to be financed equally by Ealing and Hounslow councils, with Ealing's contribution of £0.453m to be funded by borrowing (internal). This additional borrowing has revenue cost of c7% (£32,000) per annum in relation to opportunity cost in relation to lost investment income and minimum revenue provision costs. Cabinet is asked to note that Hounslow are making separate capital investments into Gunnersbury Park on behalf of both councils which are to be taken into account later when the contributions are confirmed.

HRA housing schemes (Lexden Rd & Northolt Grange)

- 8.10 Cabinet is asked to agree to increase the capital budgets on the existing Lexden Rd and Northolt Grange capital schemes, which are currently being developed by the HRA. An additional budget of £3.788m was noted as being required to support the Lexden Rd development in February 2023, following

receipt of a final fixed price offer from the Council's preferred main works contractor. This cost increase was influenced by market conditions and inflationary pressures on materials and was the basis upon which the main works contract was awarded. An uplift of £1.027m is required for the Northolt Grange development to reflect the latest anticipated contract costs and to enable the main contract to be awarded for the revised total contract price details of which are set out in Confidential Appendix 3.

- 8.11 Changes to the funding of these schemes is proposed to reflect additional GLA grant approvals for the schemes and expected capital receipts which has reduced the budgeted borrowing requirement. The table below shows the changes to the financing of these HRA schemes.

*Table 8: Change in HRA capital financing (negative indicates a reduction)*

<b>Scheme</b>	<b>Grant £m</b>	<b>RTB Receipts £m</b>	<b>Capital Receipts £m</b>	<b>Borrowing £m</b>	<b>Total £m</b>
Lexden Road	11.331	-0.259	15.249	-22.533	3.788
Northolt Grange	3.589	-	1.350	-3.911	1.027
<b>TOTAL</b>	<b>14.920</b>	<b>-0.259</b>	<b>16.599</b>	<b>-26.444</b>	<b>4.815</b>

## 9. Council Tax and Business Rates Collection 2023/24

- 9.1 The Council's collection performance for council tax and business rates in 2023/24 to 30 June 2023 is set out below.

### 9.2 Council Tax

- 9.2.1 Council tax in-year collection is behind the target collection profile (1.65%) which equates to £3.802m. The figure of 29.45% is however 0.59% ahead of the previous year. The current net debit figure compared with this period last year has increased by £17.098m, and the cash collected in the first three months of the year has increased by £5.668m.

*Table 9: 2023/24 Quarter 1 Council Tax in-year collection*

<b>Council Tax In-Year Collection</b>	<b>Quarter 1</b>	
	<b>£m</b>	<b>%</b>
Amount to be collected to achieve 97.2%	224.323	97.20%
Target collection	71.774	31.10%
Amount collected	67.972	29.45%
<b>Variance against target</b>	<b>(3.802)</b>	<b>(1.65%)</b>

Source: QRC Monthly data

### 9.3 Business Rates

- 9.3.1 Business Rates collection is 0.26% behind target which equates to £0.415m. The net debit has increased by £7.763m compared to this period last year due to changes in the relief given to retail properties post-Covid.

Table 10: 2023/23 Quarter 1 Business Rates in-year collection

Business Rates In-Year Collection	Quarter 1	
	£m	%
Amount to be collected to achieve 97.2%	156.206	97.20%
Target collection	45.801	28.50%
Amount collected	45.386	28.24%
<b>Variance against target</b>	<b>(0.415)</b>	<b>(0.26%)</b>

Source: QRC Monthly data

## 10. Legal

10.1 The Council is required to monitor and review, from time to time during the year, its income and expenditure against budget. If it appears to the Council that there has been a deterioration in its financial position, it must take such action, if any, as it considers necessary to deal with the situation, and be ready to take action if overspends or shortfalls in income emerge (Section 28 of the Local Government Act 2003).

### 10.2 In regard to Schools Funding and Dedicated Schools Grant (DSG)

10.2.1 The Council currently receives funding for schools through the Dedicated Schools Grant (DSG) and has the statutory responsibility under the Schools and Early Years Finance Regulations for allocating this funding to schools.

10.2.2 The Schools and Early Years Finance (England) Regulations published in February 2022 (and to be updated for 2023) sets out the grant condition and accounting regulations that local authorities must follow in respect of DSG deficit and underspend balances. This specifically precludes the use of the General Fund to subsidise the DSG.

## 11. Value for Money (VFM)

11.1 Managing within budget and the achievement of efficiency savings are key responsibilities of budget managers, as identified in their performance objectives.

11.2 Detailed variance forecasting by service budget holders, together with a corporate overview by Strategic Finance will be reported regularly (in accordance with the agreed timetable) to the Strategic Leadership Team and Cabinet. Where forecast adverse variances are identified in this process, they will be addressed via action plans, enabling the General Fund spending to be brought within budget during the year.

## 12. Sustainability Impact Appraisal

12.1 Any sustainability impacts are taken into account before final decisions are

taken on whether or not to implement savings proposals as part of the budget setting process. All capital budget proposals are required to set out how the proposal contributes towards carbon emission reduction.

### **13. Risk Management**

13.1 It is important that spending is contained within budget so that the Council can maintain its financial standing in the face of further pressure on resources in 2023/24 and beyond as set out in the annual review of the Medium-Term Financial Strategy (MTFS) approved by Cabinet in February 2023.

13.2 The Council is faced with an uncertain financial context over the short to long term in relation to government funding, social and economic factors such as the continued high inflation and energy prices, and social care and temporary accommodation demand, which present risks to financial sustainability and there remains potential for further, unrecognised, risks. The most immediate risks to the budget in the current year are:

- social care placement demand and cost pressures.
- increasing homelessness, demand for, and cost of temporary accommodation.
- cost-of-living, high inflation and energy prices.
- unfunded income pressures as a result of the pandemic and current economic climate, particularly in relation to Council Tax and Business Rates income
- non-delivery of approved savings.

13.3 Close monitoring by Strategic Leadership Team of the pressures is undertaken through the year to reflect success and impact of mitigations and other management actions that aid in delivering a balanced budget.

13.4 Given the significant uncertainties and volatility of the economic environment and the level of in-year pressure, there are inevitably significant risks involved in delivering balanced budgets in the current year. Key strategic risks will continue to be:

- included in the Corporate Risk Register
- regularly reported to Audit Committee
- reviewed through quarterly budget update reports to Cabinet
- reviewed through ongoing budget and MTFS planning.

### **14. Community Safety**

14.1 There are no direct community safety implications.

### **15. Links to Three Key Priorities for the Borough**

15.1 The Council's medium-term financial strategy, budgets and capital programme

are designed to enable the delivery of the Council's key priorities of fighting inequality, tackling the climate crisis, and creating good jobs. The budget for 2023/24 is supporting delivery of national and local priorities, including further investment in Real Living Wage for remaining contracts and to meet the annual inflationary uplift to the Real Living Wage commitments in homecare.

## **16. Equalities, Human Rights & Community Cohesion**

- 16.1 There is no requirement for an Equality Impact Assessment as part of this report.

## **17. Staffing/Workforce and Accommodation Implications**

- 17.1 There are no direct staffing/workforce and accommodation implications arising from this report.

## **18. Property and Assets**

- 18.1 There are no direct property/asset implications arising from this report.

## **19. Any Other Implications**

- 19.1 The overall financial position of the Council impacts on the future provision of all Council services.

## **20. Consultation**

- 20.1 Information and explanations have been sought from departments on specific aspects of this report and their comments have been included.

## **21. Appendices**

Appendix 1 – 2023/24 General Fund Forecast Summary

Appendix 2 – Capital Programme Slippage/Acceleration over £1m

Appendix 3 (confidential) – Northolt Grange development contract costs

## **22. Background Information**

Cabinet reports:

- Revenue and Capital Outturn 2022/23 – 14 June 2023
- Budget Strategy and MTFS 2023/24 to 2025/26 – 22 February 2023
- Budget Update Report 2022/23 – 22 February 2023
- Housing Revenue Account (HRA) Business Plan 2023-24 report – 25 January 2023
- Budget Update Report 2022/23 – 7 December 2022
- Budget Update Report 2022/23 – 12 October 2022

## Consultation

Name of consultee	Department	Date sent to consultee	Date response received from consultee	Comments appear in report para:
<b>Internal</b>				
Emily Hill	Strategic Director, Resources	Continuous	Continuous	Throughout
Tony Clements	Chief Executive	16/08/2023	17/08/2023	Throughout
Kerry Stevens Robert South Peter George Nicky Fiedler Amanda Askham	Strategic Directors	18/08/2023	23/08/2023	Throughout
Helen Harris	Director of Legal and Democratic Services	15/08/2023	31/08/2023	Legal section
Councillor Steve Donnelly	Cabinet Member for Inclusive Economy	23/08/2023	23/08/2023	Throughout
Councillor Shital Manro	Cabinet Member for Good Growth and New Homes	01/09/2023	04/08/2023	Paragraph 8.10
Russell Dyer	Assistant Director – Accountancy	Continuous	Continuous	Throughout
Nick Rowe	Assistant Director of Local Tax & Accounts Receivable	Continuous	Continuous	Section 9

## Report History

<b>Decision type:</b> For decision		<b>Urgency item?</b> No	
Authorised by Cabinet member:	Date:	Report deadline:	Date report sent:
<b>Report</b>	<b>Report authors and contacts for queries:</b> Kevin Kilburn, Interim Assistant Director Strategic Finance, 020 8825 7549 Baljinder Sangha, Finance Manager Planning & Monitoring, 020 8825 5579 Katherine Ball, Finance Manager Capital & Projects, 020 8825 5757		

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Directorate Revenue Summary		2023/24 Original Net Budget	Actual to Date	QUARTER 1							
				Gross Forecast	Management Actions (Green)	Management Actions (Amber)	Mitigation Actions (Approved)	New Reserve Requests	New Provision Requests	BAU Net Forecast	BAU Variance
				£'000	£'000	£'000	£'000		£'000	£'000	£'000
Adult and Public Health	Adult Operations (Social Care)/Older People & Disabilities	84,594	17,861	104,507	(4,441)	0	(3,278)	(1,243)	0	95,546	10,952
	Business Support & Integrated Commissioning	7,484	1,297	8,682	(79)	0	(180)	(600)	0	7,823	338
	Mental Health	7,306	2,886	16,102	(4,189)	0	(226)	(206)	0	11,481	4,175
	Public Health	0	(6,231)	0	0	0	0	0	0	0	0
	<b>Total for Adult and Public Health</b>	<b>99,384</b>	<b>15,812</b>	<b>129,291</b>	<b>(8,709)</b>	<b>0</b>	<b>(3,684)</b>	<b>(2,049)</b>	<b>0</b>	<b>114,850</b>	<b>15,465</b>
Children's	Learning Standards & School Partnership	182	1,496	212	0	0	0	0	0	212	30
	Children's Social Care	34,949	11,994	40,606	0	0	0	0	0	40,606	5,657
	Early Help and Prevention Services	6,665	6,408	8,184	0	0	0	0	0	8,184	1,519
	Child Protection & EDT	1,154	414	1,595	0	0	0	0	0	1,595	441
	ESCAN/SEND/Inclusion	13,778	15,882	15,770	0	0	0	(3,049)	0	12,721	(1,057)
	Social Care Training	382	370	636	0	0	0	0	0	636	255
	Schools Planning, Development & Resources	16,944	76,571	21,238	0	0	0	(2,833)	0	18,405	1,462
	Commissioning & Management	(123)	0	515	(600)	(750)	0	0	0	(835)	(712)
	<b>Total for Children's</b>	<b>73,929</b>	<b>113,137</b>	<b>88,755</b>	<b>(600)</b>	<b>(750)</b>	<b>0</b>	<b>(5,881)</b>	<b>0</b>	<b>81,524</b>	<b>7,594</b>
Economy and Sustainability	Planning	(1,937)	434	(2,021)	0	0	0	0	0	(2,021)	(84)
	Employment & Skills	821	466	821	0	0	0	0	0	821	(0)
	Economy & Sustainability Management	343	47	343	0	0	0	0	0	343	0
	Regeneration and Economic Growth	144	297	144	0	0	0	0	0	144	(0)
	Major Projects	51	187	51	0	0	0	0	0	51	0
	Housing Development	560	607	560	0	0	0	0	0	560	0
	Land Charges/Building Control & Surveying	58	220	253	0	0	0	0	0	253	195
	Arts & Culture Leisure & Libraries	4,856	1,144	5,294	0	0	0	0	0	5,294	439
	<b>Total for Economy &amp; Sustainability</b>	<b>4,896</b>	<b>3,403</b>	<b>5,445</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,445</b>	<b>549</b>
Housing & Environment	Travellers Warden	(107)	(61)	(18)	0	0	0	0	0	(18)	89
	Housing Demand	8,919	6,484	11,432	0	0	0	0	0	11,432	2,513
	Environment & Living Streets	375	(1,091)	1,784	0	0	0	(198)	0	1,586	1,211
	Community Protection	3,463	983	3,463	0	0	0	0	0	3,463	(0)
	<b>Total for Housing &amp; Environment</b>	<b>12,651</b>	<b>6,315</b>	<b>16,661</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(198)</b>	<b>0</b>	<b>16,463</b>	<b>3,812</b>
Resources	Audit	2,028	1,434	2,069	0	0	0	0	0	2,069	41
	Commercial Hub	579	442	663	0	0	0	0	0	663	84
	Customer Services Revenues & Financial Assessments	8,066	1,812	8,737	0	0	0	(347)	0	8,390	324
	Finance	2,076	613	2,411	0	0	0	(150)	(39)	2,222	146
	ICT & Property Services	22,162	2,030	22,469	0	0	0	0	0	22,469	307
	Emergency Planning	244	62	244	0	0	0	0	0	244	0
	Legal & Democratic Services	3,627	1,814	3,574	0	0	0	0	0	3,574	(53)
	Strategic Property	(3,107)	(456)	(2,790)	0	0	0	0	0	(2,790)	317
	Housing Benefit Subsidy (excl. Temporary Accommodation)	(227)	28,944	(3,482)	0	0	0	0	0	(3,482)	(3,255)
<b>Total for Resources</b>	<b>35,449</b>	<b>36,695</b>	<b>33,896</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(497)</b>	<b>(39)</b>	<b>33,360</b>	<b>(2,089)</b>	
Strategy & Change	Cabinet Office	306	92	386	0	0	0	0	0	386	80
	Chief Executive Office	464	407	545	0	0	0	0	0	545	81
	Communications	716	229	745	0	0	0	0	0	745	29
	Equalities	209	7	857	0	0	0	(100)	0	757	548
	Engagement	1,715	325	1,641	0	0	0	0	0	1,641	(74)
	Human Resources	2,538	1,266	3,232	0	0	0	0	0	3,232	694
	Performance, Intelligent & Insight	1,097	317	930	0	0	0	0	0	930	(167)
	Strategy & Change Directorate	931	88	308	0	0	0	0	0	308	(623)
	Transformation	585	185	948	0	0	0	(135)	0	813	228
	<b>Total for Strategy &amp; Change</b>	<b>8,562</b>	<b>2,916</b>	<b>9,594</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(235)</b>	<b>0</b>	<b>9,359</b>	<b>797</b>
WLA	West London Alliance (WLA)	0	4,348	0	0	0	0	0	0	0	0
	<b>Total for West London Alliance</b>	<b>0</b>	<b>4,348</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Sub Totals</b>		<b>234,871</b>	<b>182,627</b>	<b>283,642</b>	<b>(9,309)</b>	<b>(750)</b>	<b>(3,684)</b>	<b>(8,860)</b>	<b>(39)</b>	<b>261,001</b>	<b>26,129</b>
Corporate Budgets	Centrally Held Budgets (incl Treasury Management)	69,445	5,925	52,656	0	0	0	0	0	52,656	(16,789)
	Centrally Held Grants	(46,537)	(8,459)	(46,537)	0	0	0	0	0	(46,537)	0
	Levies	25,401	2,344	24,275	0	0	0	0	0	24,275	(1,126)
	Contribution to/from Reserves	3,500	0	3,500	0	0	0	0	0	3,500	0
	<b>Total for Corporate Budgets</b>	<b>51,810</b>	<b>(191)</b>	<b>33,894</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>33,894</b>	<b>(17,915)</b>
<b>Totals</b>		<b>286,681</b>	<b>182,435</b>	<b>317,536</b>	<b>(9,309)</b>	<b>(750)</b>	<b>(3,684)</b>	<b>(8,860)</b>	<b>(39)</b>	<b>294,895</b>	<b>8,214</b>

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**APPENDIX 2 - CAPITAL SLIPPAGE OVER £1M**

Capital Schemes		2023/24 Slippage	2023/24 Acceleration	2023/24 Net Slippage
		£'000	£'000	£'000
<b>CHILDREN'S SERVICES</b>				
372214	PRIMARY SCHOOL REBUILD/EXPANSION	8.961		8.961
372310	SEN EXPANSION PROGRAMME		(1.922)	(1.922)
374340	RE-BUILD VINCENT BLOCK AT NORTHOLT HIGH	3.421		3.421
374350	SECONDARY SCHOOLS BULGE	1.076		1.076
374353	VILLIERS HIGH SCHOOL	7.274		7.274
378590	HIGH PRIORITY CONDITION WORKS		(4.245)	(4.245)
<b>CHILDREN'S SERVICES TOTAL</b>		<b>20.732</b>	<b>(6.167)</b>	<b>14.564</b>
<b>ECONOMY &amp; SUSTAINABILITY</b>				
380310	HANWELL COMMUNITY CENTRE PHASE 2	3.483		3.483
<b>ARTS, CULTURE, LEISURE &amp; LIBRARIES TOTAL</b>		<b>3.483</b>	<b>0.000</b>	<b>3.483</b>
<b>MAJOR PROJECTS</b>				
425514	GURNELL LEISURE CENTRE RE-DEVELOPMENT	3.575		3.575
360074	EALING TOWN HALL - DEVELOPMENT	1.496		1.496
<b>MAJOR PROJECTS TOTAL</b>		<b>5.071</b>	<b>0.000</b>	<b>5.071</b>
<b>REGENERATION, GROWTH &amp; CLIMATE CHANGE</b>				
360067	DELIVERY OF SOUTHALL BIG PLAN	16.350		16.350
360078	GREEN HOMES GRANT	4.631		4.631
<b>REGENERATION, GROWTH &amp; CLIMATE CHANGE TOTAL</b>		<b>20.981</b>	<b>0.000</b>	<b>20.981</b>
<b>SURVEYING SERVICES</b>				
352206	DISABLED FACILITIES GRANTS (IMPROVEMENT GRANTS)	2.784		2.784
<b>SURVEYING SERVICES TOTAL</b>		<b>2.784</b>	<b>0.000</b>	<b>2.784</b>
<b>ECONOMY &amp; SUSTAINABILITY TOTAL</b>		<b>32.320</b>	<b>0.000</b>	<b>32.320</b>
<b>HOUSING &amp; ENVIRONMENT</b>				
425719	SOUTHALL BRIDGE WIDENING	7.188		7.188
425720	TRANSFORMATION OF EALING	1.000		1.000
425860	HIGHWAYS SECTION 106 WORKS	2.011		2.011
425916	LEVELLING UP FUND PROGRAMME	3.659		3.659
<b>ENVIRONMENT &amp; LIVING STREETS TOTAL</b>		<b>13.858</b>	<b>0.000</b>	<b>13.858</b>
<b>HOUSING &amp; ENVIRONMENT TOTAL</b>		<b>13.858</b>	<b>0.000</b>	<b>13.858</b>
<b>RESOURCES</b>				
380601	BROADWAY LIVING CAPITAL	150.969		150.969
<b>FINANCE SERVICE TOTAL</b>		<b>150.969</b>	<b>0.000</b>	<b>150.969</b>
<b>PROPERTY SERVICES</b>				
380526	PROPERTY COMPLIANCE	2.786		2.786
<b>ICT &amp; PROPERTY SERVICES TOTAL</b>		<b>2.786</b>	<b>0.000</b>	<b>2.786</b>
<b>RESOURCES TOTAL</b>		<b>153.754</b>	<b>0.000</b>	<b>153.754</b>
<b>CORPORATE BUDGET</b>				
490010	TRANSFORMATIONAL PROGRAMME	1.761		1.761
<b>CORPORATE BUDGET TOTAL</b>		<b>1.761</b>	<b>0.000</b>	<b>1.761</b>
<b>GENERAL FUND TOTAL</b>		<b>222.425</b>	<b>(6.167)</b>	<b>216.257</b>

**APPENDIX 2 - CAPITAL SLIPPAGE OVER £1M**

Capital Schemes		2023/24 Slippage	2023/24 Acceleration	2023/24 Net Slippage
		£'000	£'000	£'000
<b>HRA</b>				
351104	MECHANICAL AND ELECTRICAL WORKS		(5.487)	(5.487)
351105	EXTERNAL REFURBISHMENTS		(8.517)	(8.517)
351106	CAPITALISED WORKS		(9.165)	(9.165)
351108	LIFT REPLACEMENT	2.200		2.200
351114	HEALTH & SAFETY & DDA	1.932		1.932
351118	SPECIALIST ADVICE		(3.657)	(3.657)
351501	ADAPTATIONS FOR THE DISABLED	1.508		1.508
351525	COPLEY CLOSE REGENERATION	2.560		2.560
351528	DEAN GARDENS		(1.005)	(1.005)
351541	Compliance	1.000		1.000
351542	Carbon/ Energy Efficiency	1.534		1.534
351543	ENGERGISPRONG TO WHOLE HOUSE RETROFITS	5.118		5.118
<b>HRA TOTAL</b>		<b>15.853</b>	<b>(27.830)</b>	<b>(11.977)</b>
<b>TOTAL CAPITAL PROGRAMME</b>		<b>238.277</b>	<b>(33.997)</b>	<b>204.280</b>

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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**Report for:**  
**ACTION**

**Item Number:**

<b>Contains Confidential or Exempt Information</b>	<b>NO</b>
<b>Title</b>	Creation of a Regional Park
<b>Responsible Officer(s)</b>	Peter George, Strategic Director of Economy and Sustainability
<b>Author(s)</b>	Peter George, Strategic Director of Economy and Sustainability Chris Bunting, Assistant Director, Leisure
<b>Portfolio(s)</b>	Cllr Deirdre Costigan, Portfolio Holder for Climate Action Cllr Polly Knewstub, Portfolio Holder for Thriving Communities
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 <sup>th</sup> September 2023
<b>Implementation Date if Not Called In</b>	25 <sup>th</sup> September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	Regional, Country Park, Golf Courses, Leisure, Recreation, Climate, Tourism, Culture, Economy and Sustainability, Active Travel, Health and Wellbeing, Biodiversity, Rewilding

**Purpose of Report:**

This report sets out the statement of ambition, vision and principles for the creation of a regional park in the borough of Ealing. This report recommends the appointment of landscape architects and land use consultants to develop the vision and deliver a business case for the regional park. The report also seeks authority to engage residents on the proposal to permanently close Perivale Park Golf Course to enable the transformation of the course into a new publicly accessible park that will ultimately form part of the regional park. Transforming the golf course will support the Council Plan objective to create ten new parks, to increase tree canopy and respond to the Council's key priorities.

**1. Recommendations for DECISION**

2. It is recommended that Cabinet;

2.1 Agrees the Statement of Ambition and Vision Statement for a new regional park included at paragraph 4.7.

- 2.2 Authorises the Strategic Director of Economy & Sustainability to commission consultants to develop the ambition, vision, objectives and business case for the creation of a regional park in Ealing to include a review of the of the future provision of the borough's golf courses to understand the options for their future relationship with the regional park.
- 2.3 Authorises revenue expenditure of up to £0.200m over the financial years 2023/24 and 2024/25, with a view to review of costs and capitalisation as part of approved capital programme budgets as the business case for the Regional Park is approved and proceeds, for the commissioning of consultants to deliver the brief set out in the above recommendation as highlighted in paragraph 6 of this report.
- 2.4 Authorises revenue expenditure of up to £0.160m over the financial years 2023/24 and 2024/25 for the cost of project support to include the appointment of an interim project director to support existing and future projects under the umbrella of the regional park including but not exclusively related to a new Lido facility (noting the Lido update report is on this same Cabinet Meeting agenda), a new cultural venue and the Gurnell Leisure Centre redevelopment. Revenue expenditure will be reviewed and capitalised as part of approved capital programme budgets when the business case for the Regional Park and other projects are approved and proceed.
- 2.5 Agrees to the principle of a regional park in Ealing and further agrees that the vision and intention should be formally captured in a spatial policy within Regulation 19 of the Local Plan.
- 2.6 Agrees that a full consultation exercise be carried out, informed by a consultation plan, to establish detailed proposals for the future management of the park and ensure that they are co-created with key stakeholders
- 2.7 Agrees in principle to the closure of Perivale Park Golf Course in financial year 2023/24 subject to the outcome of the proposed consultation.
- 2.8 Delegates authority to the Strategic Director of Economy & Sustainability following consultation with the Portfolio Holders for Climate Action and Thriving Communities to make any final decision to close Perivale Park Golf Course following consideration of the representations received as part of the consultation.
- 2.10 Authorises the expenditure of £0.075m over the financial years 2023/24 and 2024/25 to support a closure of Perivale Golf Course and for the rewilding and transformation of the golf course to park land, to be funded from the existing parks capital programme budgets, S106 and grant contributions.
- 2.11 Authorises the Strategic Director of Economy & Sustainability to consult with the community on proposals for an amphitheatre style outdoor cultural venue, and where community support can be demonstrated, commence a process to



appoint a partner to design, build and operate the outdoor cultural venue within the Regional Park.

### **3. Recommendations for NOTING**

- 3.1 That in the Summer 2024 a further detailed report including a fully worked up financial business case (including any meanwhile and long-term proposals for Perivale Park Golf Course) will be presented to Cabinet on the outcome of the commission set out in paragraph 2.2 above.
- 3.2 That the proposed final layout of the regional park will be brought back to Cabinet for decision following a collaborative process of community engagement alongside technical considerations.
- 3.3 That soft market testing with cultural operators on the inclusion of an indoor cultural facility will be reported back via the next Cabinet Report

### **4. Reason for Decision and Options Considered**

- 4.1 Ealing Council declared a climate emergency in April 2019, committing to treat the climate and ecological emergency as a crisis requiring immediate and vital action. Our aim is to become carbon neutral, as a borough and an organisation by 2030.
- 4.2 Climate change is driving nature's decline, and the loss of wild places leaves us illequipped to reduce carbon emissions and adapt to change. Responding to the climate crisis is not possible without creating more space for nature.
- 4.3 Ealing Council's [council plan](#) sets the vision and strategy for the next four years and our 'promises' to focus on the priorities of our residents, businesses, and other stakeholders. It is our high-level strategic response to the opportunities and challenges facing us now and in the future.
- 4.4 Climate Action is one of the three cross cutting strategic objectives over the next four years to realise our vision for the borough by greening and keeping Ealing clean, achieving net zero carbon, and ensuring our parks, open spaces and nature are protected and enhanced.
- 4.5 The Council Plan commits to create 10 new parks and open spaces, give back to nature 800,000 m2 (the same as 130 football pitches) through re-wilding and re-introducing wildlife, and pioneering 10 new community growing spaces. Furthermore, it pledges to make our streets and open spaces beautiful and resilient through planting another 50,000 trees, work towards increasing the proportion of the borough covered by tree canopies to 25% by doubling the number of trees we plant each year, ensuring every town has access to wild fruit.
- 4.6 The creation of a a Regional Park offers the perfect opportunity to develop a wider, more connected Ealing that is equipped to tackle the Climate

Emergency. Alongside the climate action agenda, there is also a growing recognition of the need to begin to restore natural habitats, increase biodiversity and provide space for nature to re-establish itself. With these issues in mind, putting nature at the heart of a green 'post-covid' recovery, can help drive locally led economic regeneration in a way that is good for nature, climate and people.

4.7 The creation of a Regional Park would be a major transformation of the landscape of Ealing to deliver a wide range of significant benefits including:

- Making Ealing a more vibrant, green, and attractive place to live and visit.
- Supporting nature recovery in Ealing by providing more space for nature-rich habitats and potential new species reintroductions.
- Increasing the carbon storage and sequestering capacity and contribute to the Council's carbon reduction targets.
- Providing more opportunities for Ealing's residents to connect with nature.
- Providing much needed flood resilience

4.8 A key concept that has emerged in recent years is that of 'rewilding'. Re-wilding Britain, a UK Charity, define re-wilding as: "the large-scale restoration of ecosystems to the point where nature can take care of itself. Rewilding seeks to reinstate natural processes and, where appropriate, missing species – allowing them to shape the landscape and the habitats within. Rewilding encourages a balance between people and the rest of nature so that we thrive together. It can provide opportunities for communities to diversify and create nature-based economies; for living systems to provide the ecological functions on which we all depend; and for people to reconnect with wild nature." – It is recognised that rewilding differs from traditional conservation as it is more focused on the action of 'returning' a place back to its natural state rather than preserving a place in its natural state. Thus, rewilding focuses on actions to move a place from an impacted state to a natural state. As such, there are significant opportunities for rewilding with three broad options that can be further examined:

- Passive or Abandonment Rewilding: the simplest option; implies the abandonment of green space to turn into woodland in its own time, with woodland developing within 25 years. This would lead to the loss of open grasslands. Only minor infrastructure would be required.
- Community Rewilding: similar to the above but with higher levels of intervention, which in turn is more likely to secure external funding. Woodland would develop within similar timescales to the above option but would also involve keeping more of the site open. The option would also include resources for proactively seeking funding for visitor infrastructure that may be required and on some commercial activities to generate income subject to consultation and sustainable business planning. This would also enable planting new trees as part of the plan to plant 50,000 trees for woodland creation.
- Active Rewilding: Infrastructure may involve a wellbeing hub and café; in addition, there could be exemplary cycle infrastructure, with an

accessible pathway, suitable for cycles and other wheeled users through trees

- 4.9 The borough population is projected to grow by over 38,000 from 360,000 to 398,000 in the ten years from 2021 to 2031 with an expected increase in demand for different less formal outdoor spaces for people to be active. Regional Parks develop a network of parks and trails that provides connectivity for people, wildlife, and ecosystems. It is widely understood that people visit regional parks to participate in activities such as hiking, walking, riding, cycling, camping, swimming, boating, nature study, and organised group activities. These activities can be enjoyed year-around and they contribute to a healthy lifestyle. Regional Parks provide for the health, inspiration and education of residents and visitors through a wide range of indoor and outdoor experiences and activities that foster enjoyment of, and appreciation and respect for the region's natural environments.

#### Vision, Ambition, and Governing Themes

- 4.10 This section explains the successful legacy that the proposed regional park is expected to achieve through a clear articulation of the Council's ambition, vision and three thematic priorities for the regional park.

**Statement of Ambition**

Ealing's Regional Park will be as transformative for West London as the Elizabeth II Park has been for East London

**Vision Statement-**  
**Ealing's Regional Park: More than a Day Out**

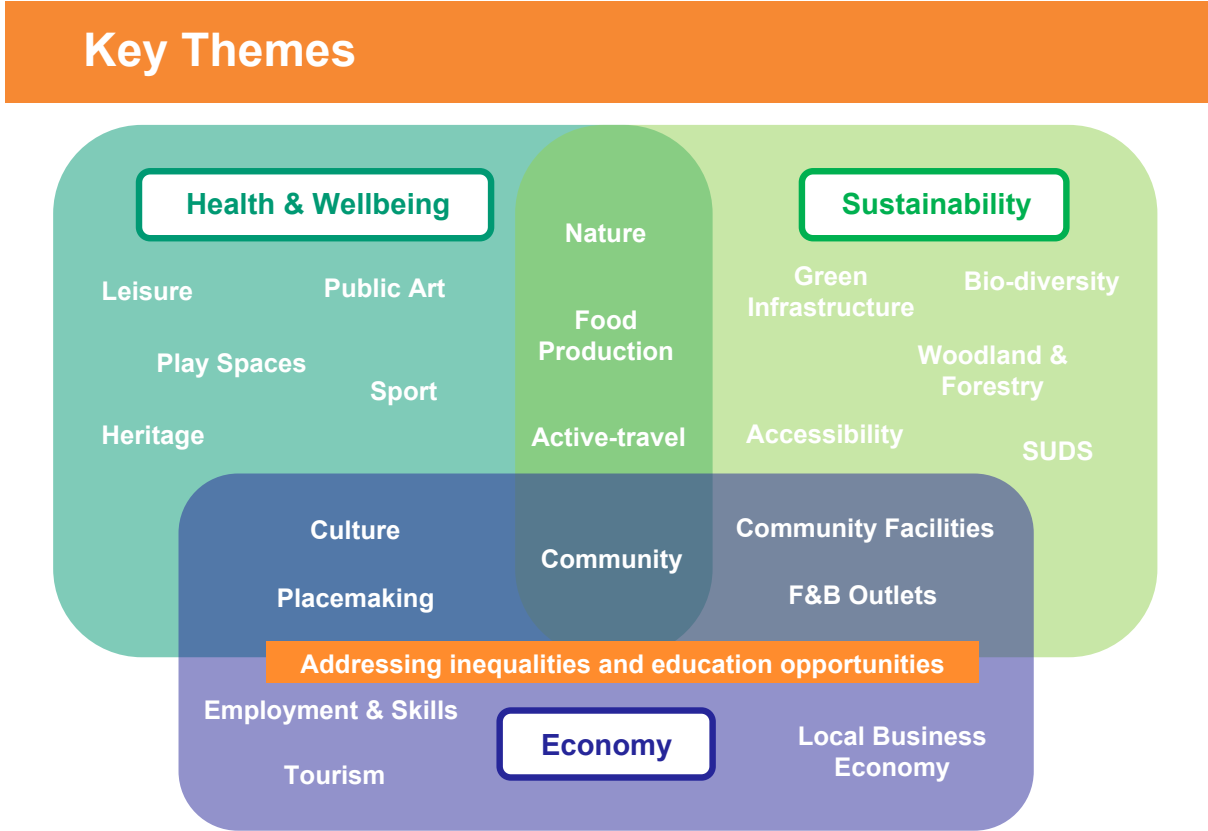
The Ealing Regional Park will become a new destination for lovers of nature, culture and play. A space to replenish your health, support the local economy and have fun.

The Park will act as a green lung for London: strengthening our climate resilience whilst improving air quality for future generations.

The design, development, and curation of the park will be governed by the following three themes:

- Sustainability and Accessibility
- Health and Wellbeing
- Economy and Culture

Further detail of the potential of the Regional Park to deliver against these key themes is provided in Appendix 1. (Powerpoint presentation)

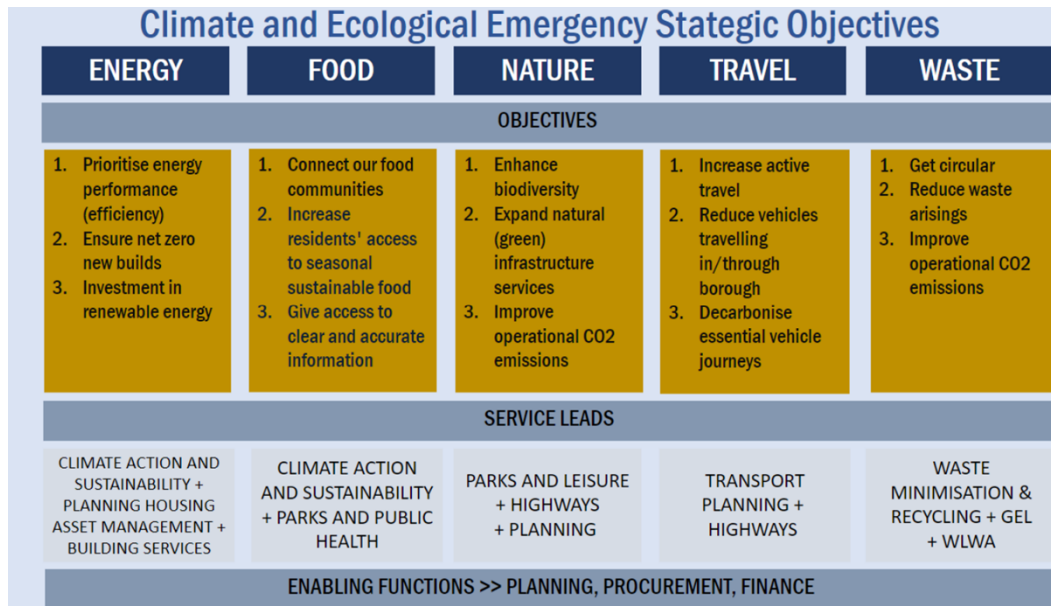


In the evolution and development of the above three themes it has been identified that inequalities, diversity and inclusivity also needs to be an overarching theme given that the creation of a Regional Park can have a significant positive impact on these issues affecting the borough's residents and communities.

## 4.11 Sustainability and Accessibility



- 4.12 Ealing Council declared a climate emergency in April 2019, committing to treat the climate and ecological emergency as a crisis requiring immediate and vital action. Our aim is to become carbon neutral, as a borough and an organisation by 2030.
- 4.13 The Council's approach to Climate and Ecological Emergency Strategy has been to focus on five themes, where the organisation has the most control and direct influence, based on policies, procurement, projects and relationships. Each of the five themes within this strategy identifies unique objectives, targets and actions that will either reduce or capture carbon emissions in Ealing and beyond.
- 4.14 We understand that all carbon emission sources will need to be cut to zero eventually, this strategy was our first step toward reducing emissions significantly by 2030.



4.15 The creation of a Regional Park would significantly support the ability for the Council to meet the Climate and Ecological Emergency strategic objectives. It is recognised that the pandemic of 2020 has identified the importance of our greenspaces for mental health and well-being and that they are places which should be treasured and protected. The trees, hedgerows, parks, rivers, ponds, fields and gardens in Ealing all have a vital role to play in storing carbon and combatting climate change. It is of equal importance for the borough to retain a diversity of habitats which are connected to each other. The Strategy seeks to increase the amount of greenery in the borough through further development of carbon sequestration habitats including the number of trees and area of meadows. The objectives set out in the Strategy will work alongside the borough's Biodiversity Action Plan (BAP) which is the borough's strategic framework and road map for improving its biodiversity including all plant and animal life.

4.16 The vision for nature in the Strategy states that we are continuing to reshape and modernise our approach to the management and maintenance of our green space network to maximise carbon capture, enhance the wildlife value, provide flood resilience and ensure these spaces are equipped to sustainably meet the needs and aspirations of our communities recognising the following as a set of benefits.

- Increased mental health and wellbeing of residents
- Improved air quality
- Urban cooling and adapting to extreme heat events
- Education and access to nature
- Increase biodiversity and connections for wildlife
- Increased community engagement amongst residents, reducing loneliness
- Reduction in noise pollution

- Reduce risk of flooding

- 4.17 The scope for habitat creation with such a large area is extremely valuable as large areas with connected habitats offer the best opportunities to encourage wildlife and provide ecological resilience. The borough currently has limited capacity for tree planting due to the demands on our existing green space and such an area would enable several hundred thousand trees to be planted, providing new woodlands. A mosaic of connected habitats could be created encompassing the river, meadows, woodland, wetland, ponds and lakes in line with the Council's Biodiversity Strategy. The park project would allow the creation of a new generation of wildlife grassland.
- 4.18 Three of the best ways to capture carbon are tree planting, ponds, wetlands and meadows. The scope for increasing the boroughs ability to move to net zero by 2030 would be greatly enhanced with the opportunities the new park would offer. Such large areas of new planting and areas managed for biodiversity would increase our ability to filter pollutants and improve water quality.
- 4.19 The new park would offer many new opportunities for walking and cycling. Having more of the river available would enable better public access of this key asset with new crossing points, paths and seating.
- 4.20 Alongside the nature of the offer of the open space, the accessibility to the open space is of particular importance if the open space is to adequately cater for a regional user catchment. The London Plan supports maximum distances for residential properties within London to a Regional Park of 8.0km.
- 4.21 While the open space definitions identify that car parking should be accommodated within Regional Parks, accessibility by public transport is an essential characteristic of strategic open space. Long distance accessibility is primarily dependant on the rail system, both London Underground and Overland Network. High quality routes to and from stations to the strategic open spaces network are vital and developing those routes should be considered as an integral element of the management of the strategic open space aspirations.
- 4.22 As part of the Local Plan Evidence Base and community led regeneration frameworks, the Council has followed a 20-minute neighbourhood approach to its seven towns. The 20-minute neighbourhood is the idea that people should be able to access their local shops and services including access to public transport, health, education, employment, community, retail, culture, leisure and green spaces within a 20 minute walk or cycle of their home.
- 4.23 A regional park at the heart of Ealing with new east-west and north-south active travel routes would be within 20 minutes reach of Greenford, Hanwell, Ealing, Perivale towns and parts of Southall whilst improving accessibility for residents across the Borough. It will enable travel by modes other than private car between multiple centres and improve interaction, sociability and access to a wider range of amenities than available currently.



Access to open space from a closer catchment can be achieved by both the bus network and pedestrian/cycle networks. Such local access can often be significantly enhanced through relatively small scale interventions that overcome existing barriers to access. This could include works such as opening up existing boundary fences, providing new road crossings, pedestrian and cycle bridges over rivers or rail, or establishment of new links and routes between separate land ownerships.

#### 4.24 Health and Wellbeing



4.25 Ealing is a diverse and vibrant borough, but it also faces significant health inequalities. This is because people have unequal life experiences, with different access to opportunities and privileges. As well as differences in health outcomes for example diabetes, obesity etc, these differences are visible in the 'building blocks of health and wellbeing' - the wider life conditions which ultimately impact how well, and long people live. The best evidence for sustainable impact on health inequalities supports work on these building blocks of health and wellbeing, away from a focus on individual behaviour change or the provision of health services alone. Access to functional and good quality green space like that proposed for Ealing's regional park, is a good example of an essential building block of health and wellbeing since there are many health and wellbeing, and healthy equity opportunities and impacts that could arise from its creation.

4.26 Ealing's Health and Wellbeing Board (a partnership between the Council, Local NHS organisations (Ealing ICB, hospital and community health trusts), VCFS and HealthWatch) have developed 'Together in Ealing' the new Joint Health and Wellbeing Strategy for 2023-2028 focussed on tackling inequality through



work on the building blocks of health. Theme 3 in the strategy, '*Connecting the building blocks of health and wellbeing*', includes commitments to work on these building blocks, including the equitable provision of good quality green space, through the lens of health equity.

- 4.27 The following paragraphs provide a high-level perspective of some of the health and wellbeing opportunities arising from the creation of a regional park.
- 4.28 During the COVID-19 related lockdowns, “going to the park” became a central topic of national conversation. In England, people were permitted to go to parks and sit down, and to meet another individual. For some, this will be a pleasant novelty. For others, who have had little access to green outside spaces during lockdown, it was a welcome change in their quality of life. COVID-19 refocused our attention on the role that parks play in our society. There are over 27,000 urban green spaces in the UK, with more than half the UK population regularly making use of them. Parks today continue to serve their primary historical purpose – to provide urban residents, particularly those with little private green space, a shared site for recreation in a natural environment. It was concern about health inequalities and poor housing conditions in booming industrial towns which led to the creation of parks in the late-Nineteenth Century.
- 4.29 Lockdown reignited some of this historical sentiment and the debate over the public/private green space divide. Commentators have argued that confinement without access to a park during lockdown would have had a devastating impact on the mental and physical health of those living in high-density urban areas without a garden. Recent ONS data shows that one in eight households in the UK do not have access to a garden, and that Black people in England are nearly four times as likely as White people to not have their own outdoor space. One in five young people have no access to a garden. Those in semi-skilled and unskilled manual occupations, as well as the unemployed, are over three times as likely to not have a garden as those in. Londoners in general are least likely to have a garden, with 21% of homes having no shared or private green space.
- 4.30 There is growing evidence of the physical and mental health benefits of green spaces such as the proposed regional park in Ealing. Research shows that access to green space is associated with better health outcomes, and income-related health inequality is less pronounced where people have access to green space.<sup>1</sup> Research in the Netherlands showed that every 10 per cent increase in exposure to green space translated into a reduction of five years in age, in terms of expected health problems, with similar benefits cited in Canada and Japan<sup>2</sup>.
- 4.31 More specifically access to good quality and large open connected green space is associated with positive health outcomes, including:

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<sup>1</sup> Public Health England and UCL IHE Local action on health inequalities: Improving access to green spaces 2014

<sup>2</sup> [Access to green and open spaces and the role of leisure services | The King's Fund \(kingsfund.org.uk\)](https://www.kingsfund.org.uk/publications/2017/06/access-to-green-and-open-spaces-and-the-role-of-leisure-services)

- improvements in mental health and wellbeing, such as depression, stress, dementia
  - increased longevity in older people
  - lower body mass index (BMI) scores, overweight and obesity levels and higher levels of physical activity
  - better self-rated health for all ages and socio-economic groups.
  - reductions in a number of long-term conditions such as heart disease, cancer, and musculoskeletal conditions<sup>1,2</sup>
- 4.32 Green space such as the regional park could improve the environmental quality of an area with consequential health benefits. Some of the environmental benefits of green spaces include improved air and water quality, noise absorption and reduced 'urban heat island' effects. Additionally, green spaces can improve absorption of excessive rainwater and reduced surface water run-off reducing the likelihood of floods and sewage overflow, while protecting biodiversity and enhancing ecosystems.
- 4.33 Parks can provide alternative routes for circulation including green routes for pedestrians and cyclists; therefore, promoting more active and healthy travel. Parks also provide a place to take exercise; through either formal provision such as tennis courts and football pitches, outdoor swimming pools, running, cycling, yoga or meditation, to take the dog for a walk or gentle stroll. The links between access to green space and levels of physical activity are well-established in research, which shows higher levels of physical activity in areas with more green space. Estimates suggest that an inactive person is likely to spend 37% more time in hospital and visit the doctor 5.5% more often than an active person. In 2007, physical inactivity was estimated to cost the NHS between £1 billion and £1.8 billion.<sup>3,4</sup> This highlights some of the indirect and long term cost benefits that could be realised through the regional park.
- 4.34 In terms of the potential for the regional park to impact positively on health equity, research does show that living in areas with green spaces is associated with significantly less income-related health inequality, weakening the effect of deprivation on health<sup>5</sup>
- 4.35 Access to nature has shown to reduce blood pressure, reduce stress and improve mental well-being. A change of scene and impact on the visual sense are beneficial aspects of urban green space.
- 4.36 Child development in terms of both mental learning and physical development has shown to improve through play in a variety of stimulating environments, including woodlands, parks and wetland areas. Play is crucial for many aspects of children's development. Play can promote the acquisition of social skills, experimentation, confrontation and resolution of emotional crises, to moral

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<sup>3</sup> Sari N. Physical inactivity and its impact on healthcare utilization. *Health Econ.* 2009;18:885-901.

<sup>4</sup> Department of Health. *Be Active Be Healthy: A Plan for Getting the Nation Moving.* London: 2009

<sup>5</sup> [Access to green and open spaces and the role of leisure services | The King's Fund \(kingsfund.org.uk\)](http://kingsfund.org.uk)

understanding, cognitive skills such as language and comprehension. Play can also promote physical well-being. Hard spaces offer little opportunity for play and green spaces are preferable offering a diverse range of activities.

- 4.37 Play brings diverse people together and improves the social and natural environment. Playful places enable safe and stimulating interactions between friends, families, communities, strangers and with the built and natural environment. For both children and adults, the social aspects of play are fundamental for relationship building with people and the environment. Research suggests that children's and adults' interactions during play may be essential for creating the kind of supportive social environments that foster a healthy development.
- 4.38 Nature-based play helps to create a greater sense of empathy and respect for nature and can contribute to climate resilience. Investments to 'de-grey' (paving, roads, concrete etc.) public spaces, to make room for increased rainfall, and to allow for more greenery and shade are an ideal opportunity to embed play elements into the design of these nature based solutions. Such investments can create climate resilient environments, educate about the importance of biodiversity and climate action, and open new places for diverse play opportunities.
- 4.39 Child and play-friendly spaces can also boost the economic value and long-term viability of the built environment. Public spaces where families with young children choose to visit signal better than any marketing material that an area is clean, safe, and fun. Retail, leisure, and businesses increasingly recognise that play is good for business!
- 4.40 We are seeing a worrying trend of increasing levels of obesity in children. This is because people have unequal life experiences, with different access to opportunities and privileges. These differences are visible in the building blocks of health and wellbeing. These are the health, social and economic inequalities acting as root causes of health and wellbeing and they ultimately impact how well, and long people live.
- 4.41 Addressing these challenges requires a collaborative and strategic approach, which is why members of the Ealing Health and Wellbeing Board have worked closely with partners across the NHS, Ealing council and resident and community groups, to develop 'Together in Ealing' the Health and Wellbeing Strategy for 2023-2028 with the Vision: We will see Ealing's communities thriving, with good health and wellbeing, and with fairness and justice in the building blocks of health and wellbeing. The following paragraphs provide a high-level perspective of some of the health and wellbeing opportunities arising from the creation of a regional park.
- 4.42 Indoor and Outdoor Sports Facility Strategy 2022-2031

There is a significant opportunity for the Regional Park to support the delivery of the above strategy which has been developed to support the Council's corporate priorities and the administration's manifesto pledges, in shaping the

future of Ealing. Together the strategy and Regional Park present opportunities to contribute to the achievement of outcomes relating to improved health and increased physical activity levels of Ealing residents, establishing how to best meet their current and future health and wellbeing needs and encourage and support the continued independence of Ealing residents, contributing to the priority of making Ealing a better place to live and work.

The strategy has developed an accurate and robust evidence base to provide the leisure and sport content for the new draft Local Plan and to help inform planning policy decisions regarding the protection, enhancement and provision of existing and future indoor and outdoor sports facilities providing an understanding of the best location(s) for any new facilities.

In order to achieve the vision and 3 key objectives of this new 10-year strategy, the Council is exploring opportunities to:

- Enable and promote a network of accessible sports facilities across the borough maintaining and enhancing the borough's built and green infrastructure.
- Work with commercial and community partners and national governing bodies to enable and secure the development and long-term management as well as financial viability of indoor and outdoor sport facilities across the borough.
- Seek to maximise opportunities which may arise to develop sports facilities as part of wider regeneration, education or place-based projects.
- Identify and bid for external funding to support the development and delivery of new sports facilities across Ealing.
- Help clubs and organisations to promote the benefits of sport to bring communities together to make them stronger reducing inequality and celebrating diversity.
- Promote sport and active recreation as a key enabler to healthy and active lifestyles.
- Be innovative and creative when investigating possible solutions to facility supply needs in light of the general reduction in funding available to improve and or build new sports facilities.

## 4.43 Economy and Culture



- 4.44 The Council has recently launched its Cultural Manifesto *367,100 Creatives - Ealing's cultural manifesto for creative change* to create direction, focus and purpose for culture in Ealing to achieve a change in the growth, resilience and sustainability of our creative economy and skills sectors.
- 4.45 The manifesto is about enhancing connections and enhancing capabilities. Culture should influence all our services and be embedded in everything we do. This includes culture-led regeneration; culture to be key in economic recovery and bringing people and pride back to our high streets; requirements for culture embedded in council planning and policies.
- 4.47 The creation of a regional park provides an opportunity to further an ambition for the borough to potentially host a new outdoor cultural venue and frame that within the context of our ambition to be the foremost borough of culture in west London. This report recommends the Council consult the community on proposals for an amphitheatre style outdoor cultural venue, and where community support can be demonstrated, commence marketing of Regional Park land to appoint a partner to design, build and operate the outdoor cultural venue.
- 4.48 Turbocharging Ealing's creative capabilities by building connections between creative employers and the education sector; local communities and the creative sector working together with the Council; the creative sector collaborating better with each other; and all of us connecting with and influencing national agencies

and organisations. We will work with the developer community to provide affordable creative workspaces, contribute to cultural capacity-building, create Culture Hubs and realise the state-of-the art arts centre that Ealing deserves.

- 4.49 The majority category (36%) of survey respondents engaged in the development of the cultural manifesto were 'somewhat satisfied' with arts and culture in Ealing, highlighting that the top things currently missing from the creative and leisure offer in Ealing: More venues, creative/performance space/hub for artists, more opportunities to participate, more opportunities for children and young people and to appeal to a more diverse audience.
- 4.50 Ealing's local commercial centres experienced a resurgence during the pandemic as lockdown restrictions and an increase in working from home reduced the need to travel, meaning that residents were spending more time in their local area for discretionary activities as well as for employment. The Council is adopting a sustainable polycentric form of development across the borough that will reinforce the unique functions and roles of the centres within the local and wider West London economy.
- 4.51 A regional park could act as a hub for economic activity, provide hundreds of local jobs and create conditions for economic development across communities. A long term investment in parks can bring a range of economic activities, creating both direct and indirect jobs and provide people with skills to find employment. The jobs created in parks are meaningful and create a sense of purpose. Even revenue-generating activities in park tend to focus on things that communities value, such as cafes, food provision, community events and physical activities.
- 4.52 At a regional park scale, a resilient model of both commercial operations and developing an enterprise to meet the needs of people and planet through social enterprise and cooperatives could be feasible. The key assets carrying higher risks within a regional park portfolio will need to be run on a commercial basis alongside a social enterprises model, that will reinvest the money they make back into the community, for example. A sustainable revenue generation model, supply chain, skills opportunities and capturing the wider economic benefits will need to be considered as part of the business case development.
- 4.53 A regional park that connects most of the boroughs town centres has clear benefits to invigorating local business, increasing property/land values, enabling development opportunities and job creation. Local residents would also benefit from quality of life improvements though better access to recreation and the potential for healthier mode of travel. Land that has previously been built upon within the park would potentially be released for new income generating developments that support the investment and upkeep and reduces financial pressure on local services in doing so.
- 4.54 Creating a large linear park through and close to some of the more deprived areas of the borough has obvious benefits to encourage and enable recreation and would allow a rethink of the recreation facilities in the borough for all ages, where new ideas and connections could be developed to complement the existing popular facilities like the Gruffalo trail, Hanwell Zoo and Horsenden Farm.

- 4.55 In addition to diverse residential neighbourhoods, a regional park is in close proximity of many of Ealing's strategic and local industrial areas in Southall, Hanwell, Greenford and Perivale. With a regional park on their doorstep, improved access and investment, it will provide much needed local amenity for employees, attract businesses and improve productivity.
- 4.56 The Council has launched 'Good for Ealing' inward investment programme and a new regional park in London will further reinforce its credentials as a fantastic place to live and work. A regional park provides an opportunity to work proactively with private sector, businesses, developers, social enterprise and local voluntary sector to form partnerships and create a shared ambition.
- 4.57 Ealing is currently ranked 15th greenest out of the 33 London boroughs. This park represents a huge potential investment in the boroughs and London's natural capital. As the GLA states in an urban context, these assets are our parks, rivers, trees, and features such as green roofs that collectively form an essential green infrastructure. Designed and managed as green infrastructure, natural capital can:
- Promote healthier living
  - Lessen the impacts of climate change
  - Improve air quality and water quality
  - Encourage walking and cycling
  - Store carbon
  - Improve biodiversity and ecological resilience
- 4.58 It is rare in London to have the opportunity to realise all this in one space which would impact the lives of almost every resident of the borough and beyond as it would be of London wide significance.
- 4.59 The importance of open space provision to area regeneration is highlighted in Government guidance and evidenced in London and elsewhere in the UK. Open space assists in establishing the setting and quality of new developments and in promoting area regeneration. A regional park will contribute to the achievement of regeneration benefits by providing an attractive setting for development and promoting social inclusion and community benefits.
- 4.60 High quality parks and public spaces create economic, social and environmental value. They are also highly valued by local people. Research suggests that the quality of public space and the built environment has a direct impact on lives and the way we feel. In terms of economic benefits there is evidence that high quality green spaces have a positive impact upon perceptions of places, are good for business, and being close to public space adds economic value. Safe, clean spaces encourage people to walk more and therefore offer significant health benefits. Parks and green spaces offer places for sport, recreation and relaxation, benefiting physical health and mental wellbeing – this was particularly well understood during the COVID Pandemic.



- 4.61 There is evidence that access to good quality local spaces can help people live longer and green spaces can provide solutions to redress worsening public health. Green spaces can also bring significant community benefits as places to play, encouraging neighbourliness and social inclusion and as a venue for events that bring people together. Networks of linked open spaces and green corridors can encourage cycling and reduce dependency on the car, reducing levels of traffic. Ealing is particularly well served by Green Corridors with the canal network and River Brent Park providing important routes for people and wildlife.
- 4.62 Ealing Council's park service has an excellent track record in the delivery of large scale park improvements and a history of achieving quality accolades. For the ninth year (2022) in a row Ealing has won gold in the London in Bloom Borough of the Year Awards. It has continuously been given the honour in the Large City category for the overall impact of its horticulture and environmental management and for community participation. Historically, the borough has been awarded almost perfect marks for elements such as promoting sustainability, developing local heritage including natural heritage, its achievements in conservation and biodiversity and increasing community involvement. Furthermore, Ealing Council and local groups have recently been awarded prestigious Green Flags for 26 parks and open spaces, further enhancing the borough's reputation as one of the greenest and most beautiful in the capital. A Green Flag flying is a sign that that a park keeps the highest standards, is beautifully maintained and has excellent facilities.
- 4.63 The Council has also delivered pioneering and creative solutions to park improvements; not least on the award winning park projects to create Northala Fields; to restore Walpole Park and Gunnersbury Park and to create the Greenford to Gurnell Greenway.







- 4.64 Additionally, good progress has been achieved to deliver the Council Plan target of creating ten new parks. The Central Plaza in the Acton Gardens development in South Acton is planned to be open in September 2023. Works are well underway to deliver an area of newly accessible park land at Glade Lane, Norwood Green, Southall; with work extending into surrounding areas, providing wider improvements to the park and the Grand Union Canal. Planning permission has been granted for the newly publically accessible South Lawn at Twyford Abbey and the next phase of the Central Gardens in the Green Quarter, Southall, is expected to be completed by August 2024.
- 4.65 The economic benefits are well understood, open spaces improve air quality, provide sustainable urban drainage solutions and can help mitigate against climate change, whilst trees cool air and provide shade. Open spaces are also important areas for wildlife and biodiversity and provide opportunities for local people to experience nature first hand.
- 4.66 The London Plan is the overall strategic plan for London, and it sets out a fully integrated economic, environmental, transport and social framework for the development of the capital to 2031. It forms part of the development plan for Greater London and it is necessary for the London boroughs' local plans to be in general conformity with the London Plan. The London Plan recognises the valuable contribution that green spaces play in providing a good quality environment. In order to fully understand the provision of open space and the demands and needs placed on them. Policy 7.18C of the London Plan states that when Councils are assessing open space needs they should include appropriate designations and policies to protect open space and identify areas of open space deficiency.
- 4.67 National and regional policy guidance requires local authorities to set their own local standards for the provision of open space and apply this through local planning policy and the Local Development Framework. Using 2011 population data it has been determined that the current average provision of public open space across the borough is 1.97 hectares per 1,000 head of population. Over the next 15 years, as a result of project population growth this is expected to decrease to 1.82 ha / 1000 head population.

- 4.68 This equates to just 18.2 m<sup>2</sup> per person (less than the London average 18.96m<sup>2</sup>) where the World Health Organization recommended the availability of a minimum of 9m<sup>2</sup> of green space per individual with an ideal value of 50 m<sup>2</sup> per capita. One of the primary aims of the creation of a regional park will be to increase this availability towards more ideal levels.
- 4.69 Whilst the average level of provision is currently 1.97 hectares per 1,000 population the distribution of public open space and the resident population is not uniform. The ward data also shows that the amount of Public Open Space availability over time will decline based on projected increases in population. At a ward level Ealing Broadway has just 0.15 hectares per 1,000 population and North Greenford 6.58 ha per 1,000 population, a variation in provision by a factor of over 40 times.
- 4.70 All Public Open Space in Ealing has been classified against the GLA hierarchy set out in Table 1 below. In a built up borough such as Ealing large areas of open green space are at a premium. Larger spaces, in particular District Parks over 20 hectares, offer a wider range of opportunities for recreation and for wildlife. Within the borough there are areas of green space which lie adjacent to, or very close to others, and collectively may provide an opportunity to create one larger parcel of land.
- 4.71 Ealing Council has used the GLA hierarchy to analyse accessibility to local parks (within 400 m of people's front doors, about 5 minutes' walk) and to district parks (within 1.2 km, about 15 minutes' walk). This provides a consistent approach across London for identifying broad areas of deficiency in provision. In addition, as required by the GLA guidance, the study area was extended for 1.2 km beyond the borough's boundaries to identify district and local parks larger than 0.3 hectares with catchments that carry across into Ealing. Audits of the condition and quality of those sites were not carried out.

Table 1: London's Public Open Space Hierarchy

Type	Area (ha)	Distances from home to open space	Number of sites in Ealing
Regional	Over 400 ha.	8 km	0
Metropolitan	60-400 ha.	3.2 km	2
District parks	20-60 ha.	1.2 km	6
Local parks	2-20	400 m	46
Small local parks	0.4-2 ha.	400 m	41
Pocket parks	Under 0.4ha.	400 m	41

#### 4.72 Consolidated sites

In a built up borough such as Ealing large areas of open green space are at a premium. In general, larger spaces, in particular District Parks over 20ha offer

a wider range of opportunities for recreation and for wildlife. There are several places in the borough where areas of green space lie adjacent or very close by to others and collectively may act as a larger parcel of land. There are two spaces in the borough where this creates metropolitan parks (greater than 60ha) – Horsenden Hill, and Northolt and Greenford Countryside Park and there are six other sites where combinations of land parcels create District Parks (greater than 20ha); but nothing as significant as a Regional Park (greater than 400ha). It would be reasonable as part of any feasibility study to consider how the amalgamation of existing spaces in the borough including Brent River Park and Horsenden Hill could support the creation of a Regional Park to achieve the considerable benefits of a Regional Park outlined in this report.

- 4.73 It is necessary to consider Regional Parks within the context of current strategic policy guidance. The importance of open space is recognised in a range of government policy and policy guidance. Particular importance is placed on the range of benefits that can be attributed to open spaces within the vision for climate action and thriving communities, particularly in creating improved living environments through the promotion of healthy living, improved accessibility and economic sustainability.
- 4.74 Within the GLA Hierarchy a Regional Park is defined as large areas, corridors or networks of open space, the majority of which will be publicly accessible and provide a range of facilities and features offering recreational, ecological, landscape, cultural or green infrastructure benefits. They offer a combination of facilities and features that are unique within London, are readily accessible by public transport and are managed to meet best practice quality standards.

## **5. Key Implications**

- 5.1 The new regional park in Ealing would exceed the recognised open space hierarchy size requirement of over 400 hectares and can build upon the legacy of the Brent River Park. The Brent River Park was established in 1976 but the ambition of the park has only ever been partially realised because a significant proportion of the land within it is occupied by golf courses. Any study on the feasibility of a Regional Park will need to address the effect of the golf courses in breaking up and restricting access to the open spaces.
- 5.2 Forty seven years later the idea of the new park would truly fulfil and extend the original ambition of the Brent River Park with a new fully publicly accessible park which follows the River Brent offering up some of the finest landscape in the borough to public access but also extends north to include Horsenden Hill. The new park would encompass some of the boroughs best loved open spaces in one connected and integrated space.
- 5.3 Given the scale of the opportunity this report seeks approval to commission an experienced land use consultancy or collaboration of consultancies to develop the vision, and build the business case for the creation of a regional park which

will also need to advise on the practicalities of land assembly, deliverability, governance and the role of the community. It is proposed that the brief should also fulfil identification of funding sources, the role of enabling development, the provision of relevant case studies and consideration to engaging beyond the borough boundaries.

#### 5.4 Local Plan

It is proposed that the principle of a regional park in Ealing, capturing the vision and intention is included in the following draft spatial policies within Regulation 19 of the Local Plan.

##### Policy SP.2: Tackling the climate crisis

###### SP 2.2 Climate action

E. Maintaining, enhancing and expanding the network of green infrastructure by:

iv) Explore the opportunity of creating a new regional park which will build upon the Brent River Park, and will encompass many of the borough's green open spaces in one accessible, connected, and integrated space whilst retaining the individual character of our parks.

##### Policy SP.4: Creating good jobs and growth

###### SP 4.1 Good growth

F. Making provision for necessary physical, social and green infrastructure by:

iv) Enhance the quality, functionality, and accessibility of our green infrastructure, through the creation of a regional park, including the Brent River Park that will enhance the green spine of the borough.

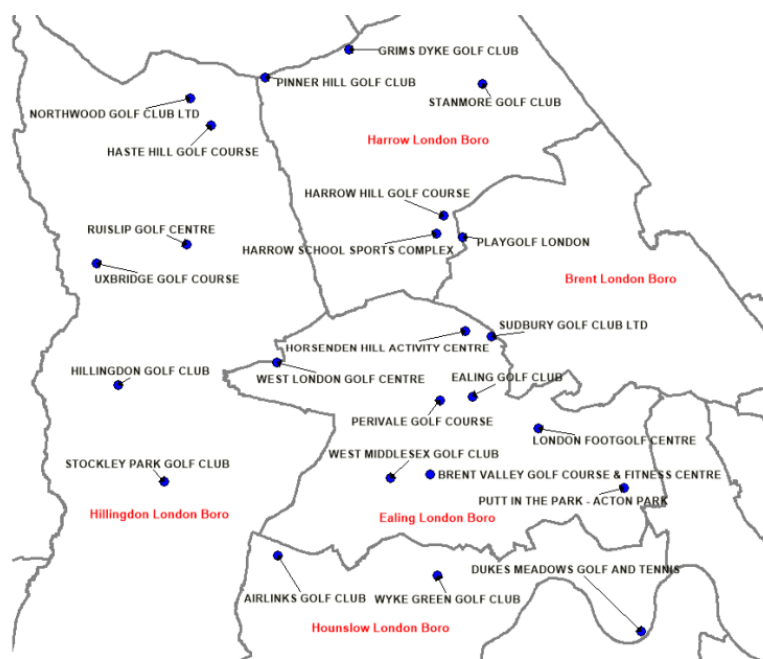
Furthermore, there is an intention to engage neighbouring councils to discuss our ambition to understand scope to extend contiguous green space north and south of Ealing.

#### 5.5 Closure of Perivale Golf Course

In light of reduced demand for golf and changes in the sports and leisure landscape, it is essential for the Council and its partners to continue to plan to adapt the supply of publicly owned golf course land and facilities as necessary to ensure the long term financial sustainability of a core supply of golf operations whilst maximising the potential of these valuable community assets to enable the creation of a Regional park and achieve improved health and wellbeing outcomes for residents.

- 5.6 The borough continues to review its public pay and play golf courses in the context of usage by residents, financial viability, the attractiveness of the facilities, identifying whether they are they fit for purpose and and seeking to determine if golf is still the best use of recreational green space.
- 5.7 Within Ealing, there are four 18-hole courses (Brent Valley, Ealing, Sudbury, West Middlesex), two 9-hole courses, (Perivale and West London Golf Centre), one pitch and putt course (at Horsenden Hill Activity Centre), three mini-golf courses (at the West London Golf Centre, Acton Park and a new course in Gunnersbury Park on the border with Hounslow) and one twentysix bay floodlit driving range (at the West London Golf Centre).
- 5.8 There are two instances in Ealing where golf courses are located adjacent to each other. Sudbury Hill Golf Course and Horsenden Hill Golf Course are side by side, as are Brent Valley Golf Course and West Middlesex Golf Course. It would be reasonable to consider whether this is still the best use of recreational outdoor space in Ealing.
- 5.9 The public pay and play golf courses at Perivale and Brent Valley are both over one hundred years old, built at a time when space in outer London boroughs was plentiful; today it's a different picture. Also, ancillary facilities and an extended golf offer are crucial to the success of a modern golf facility, most private golf facilities have top quality social facilities to generate a club atmosphere, whereas council owned facilities are more basic in their social offer. These are important factors to consider when deciding future plans for the boroughs' golf courses.
- 5.10 Most of these operational golf courses offer pay and play access. Community access to two facilities – the private members' golf clubs at Ealing and Sudbury - are limited to club members and their guests.
- 5.11 There is a good distribution of golf facilities that are accessible for Ealing borough residents either within the borough itself or within a short journey time, which can be seen in the map below. In the main, these courses are easily accessible by public transport. However, most regular golf players with access to a car prefer to drive to golf courses due to the need to transport the clubs. There is less provision in the east of the borough (and no 9- or 18-hole courses), which is to be expected due to the lack of availability of land towards central London. In addition, the 9-hole course, driving range and indoor golf facilities in Chiswick at Duke's Meadow are within 12 minutes' drive time of Gunnersbury Park. To the north of the borough there are accessible golf facilities in Kenton Road, Harrow (Playgolf London with a 56-bay floodlit driving range and a 9-hole course) and at the Harrow School Sports Complex (9 holes). To the northwest there are facilities in reach at the Hillingdon Golf Club (9 holes). All three of these golf facilities in neighbouring boroughs are well within a 15-minute drive time of Ealing's Horsenden Hill and Sudbury golf sites. To the south of the borough there are golf facilities available at Wyke Green Golf Club (18 holes) in Isleworth and in Chiswick at Dukes Meadow Golf & Tennis Centre (9-hole par 3, driving range and indoor centre). The Wyke Green course is just 8

minutes' drive time from the West Middlesex Golf Course in Ealing borough and the Council's Brent Valley golf course is only 11 minutes away. The Airlinks Golf Centre in Southall Lane, Hounslow is temporarily closed but due to reopen in 2023 with a new 18-hole golf course, new 24-bay floodlit driving range and a bar and eatery; the facility is located within a 9-minute drive time of the West London Golf Centre in Ealing borough.



5.12 Benchmarking Provision – The table below outlines in Ealing and its near neighbours the number of venues offering traditional golf in Ealing (i.e. excluding footgolf, mini golf) compares with its neighbour local authorities.

Provsion	Ealing	Brent	Hillingdon	Hounslow	Harrow
Driving range	1	1	2	2	1
Par 3	0	0	0	1	1
9 or 18 hole	6	1	6	2	4
<b>Total</b>	<b>7</b>	<b>2</b>	<b>8</b>	<b>5</b>	<b>6</b>
<b>Capita per course</b>	<b>57,000</b>	<b>328,000</b>	<b>51,000</b>	<b>136,000</b>	<b>63,000</b>

As identified in the table above, with 6 operational standard 9- or 18-hole courses in Ealing offering community access, the population per course in the Borough is approximately 57,000 per course. This compares very favourably with three of the four neighbouring authorities, far exceeding Brent (just one standard course serving a population of 328,000) and Hounslow (136,000 head of population per course). Provision for golf per capita in Ealing is also higher than in Harrow (63,000 per course) and just marginally lower than in Hillingdon which also has 6 operational standard courses (51,000 per course).

5.13 Golf participation nationally and the numbers of pay and play golf course users in the borough have declined over recent years albeit with a sharp demand

spike in late summer 2020 and in 2021 following relaxation of restrictions on playing golf (but not most other sports activities) post the Covid 19 national lockdowns. The most recent Sport England Active Lives Survey shows that just 1.5% of adults (aged 16+) in England play golf regularly (down from 2.2% five years ago). In contrast, regular walking for leisure has increased in popularity by more than 10% over the same period (from 41.2% in 2016/17 to 52.5% in 2020/21) - i.e. over half the adult population.

- 5.14 With commercial innovations impacting on the need for the traditional municipal courses at Perivale Park and Brent Valley, private members' golf clubs are now accessible to non-members on a pay and play basis. This change has been forced upon members' clubs to shore up revenue in a shrinking market. This change has also reduced demand for park pay and play courses which, generally, are maintained to a lower standard and offer fewer features of interest.
- 5.15 Perivale Golf Course is a 9-hole, 2667 yard course covering 21 hectares of community open space, built in 1900. The course is located in the Greenford area of Ealing, adjacent to Perivale Park and Perivale Park Athletics Track. Perivale Golf Course offers 9 holes is very flat and offers a very limited selection of hole types although it incorporates some hazards, including trees and bunkers. In June 2022 there were 164 members and in the peak month of June 2022 there were 408 individual users.
- 5.16 When compared to the current average provision of public open space across the Borough at 1.97 hectares per 1,000 head of population; access for golf at Perivale Park Golf Course equates to 51.5 hectares per 1,000 golfers', over 25 times higher.
- 5.17 With five of the main golf courses in the borough occupying approximately 185 hectares and an estimated combined membership of 2,500, this equates to an area of 74 hectares per 1,000 members, over 35 times higher than the average provision of public open space in the borough.
- 5.18 Whilst it is recognised that Perivale Park Golf Course has a higher percentage of older and less mobile customers as it is a more accessible facility being a 9-hole flat course and clubhouse there is a opportunity to signpost customers to the significant range of golf opportunities identified at 5.12. There are valuable reuse opportunities for the golf clubhouse facilities and the existing café is used by a wide range of non-golf customers.
- 5.19 It is recommended that the Cabinet agrees to the consultation and engagement with residents on the possible permanent closure of Perivale Park Golf Course in 2023/24. This would be to change its use to increase public access to well-designed green spaces enabling further husbandry and rewilding to increase biodiversity and re-connect people with nature with the assurance that by changing the designation of a golf course to a park that they are not left to just become large areas of inaccessible bramble covered spaces. Additionally, this will enhance the ability to connect green spaces to support active travel and the derived physical and mental health benefits, creating sustainable facilities that can reduce the borough's carbon footprint, to help address climate change.



Consideration will also be given to a range of alternative uses for the golf course to provide new parkland, wetlands, and sporting, recreational and cultural facilities; noting for example that this location is also identified on the long list of potential locations for a new Lido.

- 5.20 Furthermore, it is recommended that as part of the scope of the regional park feasibility study; the Council include a review of the future provision of the borough’s golf courses to understand the options for their future relationship with the regional park.
- 5.21 To support the study, analysis through the lens of Natural England’s recently launched Green Infrastructure Framework (GIF) will provide a structure to analyse where greenspace in urban environments is needed most. The framework aims to support equitable access to greenspace across the country, with an overarching target for everyone being able to reach good quality greenspace in their local area.
- 5.22 The standards in the GIF are being applied in Allestree Park in Derby, a former golf course, which is now set to become one of the UK’s largest urban rewilding projects. Over time it will become a nature-rich greenspace full of wet landscapes, grasslands and trees which can be used by community groups and families for leisure, exercise and socialising. Derbyshire Wildlife Trust, the University of Derby and Rewilding Britain are working to transform this landscape into a haven for wildlife and people and are showing how meeting Natural England’s standards can increase access to good quality greenspace for local communities.

## 6. Financial

### a) Financial impact on the budget

	<b>Year 1(2023/24 )</b>	<b>Year 2(2024/25 )</b>	<b>Year 3(2025/26)</b>
	<b>Capital £000</b>	<b>Capital £000</b>	<b>Capital £000</b>
<b>Addition</b>	35	40	0
<b>Reduction (-)</b>	0	0	0

It would be prudent to allocate a capital allocation of £0.075m over the next 2 financial years to support the transformation of Perivale Park Golf Course to park land to include new bins, benches and signage as well as undertaking any required works to the pavilion to protect future use. This will be funded by existing parks capital programme budget, s106 and grant funding. The existing approved tree planting capital budget will support any plan to increase tree canopy.



	Year 1(2023/24 )	Year 2(2024/25 )	Year 3(2025/26)
	<b>*Revenue £000</b>	<b>Revenue £000</b>	<b>Revenue £000</b>
<b>Addition</b>	180	180	
<b>Reduction (-)</b>	0	0	0

The report seeks the provision of an additional revenue budget of up to £0.200m to commission a land use consultant, landscape architect and property advisor. Officers have formed a Steering Group to support this work and to maximise external funding opportunities and minimise additional funding requirements through borrowing which would add ongoing pressure to the Council's revenue budgets. Wherever possible existing resources will be used to enhance the outputs from this commission.

This report seeks the provision of a revenue budget up to £0.160m for the cost of project support to include the appointment of an interim project director to support existing and future projects under the umbrella of the regional park including but not exclusively related to a new Lido facility, a new cultural venue and the Gurnell Leisure Centre redevelopment.

The total revenue budget of up to £0.360m is estimated to be committed across financial years 2023/24 and 2024/25. The intention is to capitalise eligible revenue costs once the business case has been approved and the project has been initiated as part of the projects' capital programme budgets. In order to capitalise these costs the project director will need to record time against the relevant projects.

## **b) Financial background**

A new regional park offers many opportunities for obtaining funding through funders like the GLA and HLF as it offers all the priority areas for their funding guidelines. There is also possible significant income and funding from planning applications elsewhere that require biodiversity offsetting.

A master plan for the park would be developed which could be delivered in phases over an extended period as and when funding becomes available. Having a whole series of projects and opportunities ready to go is a big advantage when seeking funding.

## **7. Legal**

- 7.1 The consultants will be procured in accordance with the Council's Contract Procedure Rules and Public Contracts Regulations 2015
- 7.2 Under section 19 of the Local Government (Miscellaneous Provisions) Act 1976 the Council has the power to provide, inside or outside its area, such

recreational facilities as it thinks fit including but not limited to indoor and outdoor facilities

## **8. Value For Money**

Commissioning a land use consultant to develop the vision and business case will provide the blueprint for our future efforts: setting out what we want to achieve, how we plan to balance competing demands, and how we intend to make best use of the resources available. The intention is to provide inspiration and focus for the future collective efforts of landowners within the park, our partners, stakeholders and everyone with an interest in a new regional park for Ealing and West London.

The Council currently subsidises the operation of Perivale Park Golf Course however, it is estimated that any saving will be required to be allocated to support the future management of the green and open space.

## **9. Sustainability Impact Appraisal**

The proposal to create a new regional park in Ealing will provide an improvement in the local environment and will contribute to making Ealing a better place to live. It will also provide additional play facilities, both of which will help create a great place for children and young people. The project will be delivered to support the Council's Climate Strategy.

To be able to understand the impact of the Regional Park it is recommended that the proposed feasibility study includes:

- the collation of ecological and environmental information;
- baseline monitoring;
- mapping of Natural Capital and habitat connectivity;
- developing a management plan with key community stakeholders;
- undertake feasibility studies for species reintroductions;
- evaluation of any external funding opportunities.

As highlighted in the report there are significant opportunities for rewilding with three broad options that can be further examined:

- Passive or Abandonment Rewilding
- Community Rewilding
- Active Rewilding

## **10. Risk Management**

The creation of a regional park in Ealing is ambitious by the very nature and a number of challenges relating to the delivery of strategic open space aspirations have been identified:

- Fragmented ownership/management of existing open space
- Conflicting management priorities amongst open space owners/managers
- Lack of incentives to deliver strategic open space aspirations
- Resource demands for delivering strategic open space aspirations

## **11. Community Safety**

Encouraging community participation in the design and management of green space can help tackle social issues such as risk and anti-social behaviour. Areas used for community gardens, allotments and city farms can promote social inclusion.

## **12. Links to the 3 Key Priorities for the Borough**

This report has outcomes that support all of the Council's administration's three key priorities for Ealing. They are:

- fighting inequality
- tackling the climate crisis
- creating good jobs.

## **13. Equalities, Human Rights and Community Cohesion**

An equalities impact assessment accompanies this Cabinet Report

## **14. Staffing/Workforce and Accommodation implications:**

The recommendations in this report have no specific implications for staffing or accommodation.

## **15. Property and Assets**

The proposals will result in an improved infrastructure which will need to be managed as part of the Council's overall asset management schedule. Any project costs relating to Strategic Property involvement should be budgeted to enable the project to be appropriately resourced.

## **16. Any other implications:**

There are no further implications arising from this report.

## **17. Consultation**

It will be essential that the future role of community is captured and to develop the Council's approach to governance; internally there is a Regional Park steering group and the opportunity to initiate a stakeholder sounding board to guide the Council's role in delivery.

Propose to add the Regional Park to the existing Scrutiny Panel 2 programme as part of the Economy and Sustainability review.

There is an intention to engage neighbouring councils to discuss our ambition and understand scope to extend contiguous green space north and south of Ealing.

Wider Stakeholder could include: National and Regional Agencies

- Natural England
- Environment Agency
- Sport England
- English Heritage
- London Wildlife Trust
- London Parks and Green Spaces Forum Local Groups
- Local Strategic Partnership (LSP)
- Park user groups
- Citizens panels
- Community forums
- Resident groups

## 18. Timetable for Implementation

Action	Measurable Aims	Outcomes	Date
Commission land use consultant	Feasibility report	Report to develop vision and business case	November 2023
Consult and engage on potential closure of golf course	Meaningful consultation	Understand impact of the possible closure of the golf course	December 2023
Analyse consultation results	Agree next steps	If consultation supports the closure of the golf course to move into transformation of new park	January - March 2024
Community consultation			March - May 2024
Report back to Cabinet on regional park	Agree vision and business case	Agree recommendation for way forward	July 2024

## 19. Appendices

Regional Park Presentation

## 20. Background Information

There are no public documents referred to in writing the report.

### Consultation

<b>Name of consultee</b>	<b>Post held</b>	<b>Date sent to consultee</b>	<b>Date response received</b>	<b>Comments appear in paragraph:</b>
<b>Internal</b>				
Cllr Mason	Leader	July 2023	August 2023	Throughout
Cllr Costigan	Cabinet Member for Climate Action	July 2023	August 2023	Throughout
Cllr Knewstub	Cabinet Member for Thriving Communities	July 2023	August 2023	Throughout
Cllr Manro	Cabinet Member for	July 2023	August 2023	Throughout
Cllr Donnelly	Cabinet Member for	July 2023	August 2023	Throughout
Tony Clements	Chief Executive	July 2023	August 2023	Throughout
Emily Hill	Strategic Director of Resources	July 2023	August 2023	Throughout
Helen Harris	Director, Legal and Democratic Services	July 2023	August 2023	7. Legal
Jackie Adams	Head of Legal Services (Commercial)	July 2023	August 2023	Throughout
Twahid Islam	Principal Regeneration Lawyer	July 2023	August 2023	Throughout
Russell Dyer	Head of Accountancy	July 2023	August 2023	6. Financial
Yalini Gunarajah	Finance Manager, Economy & Sustainability	July 2023	August 2023	6. Financial
Adam Whalley	Assistant Director, Capital Investment Programme	July 2023	August 2023	Throughout
Mandar Puranik	Head of Area Regeneration & Economic Renewal	July 2023	August 2023	Throughout
<b>External</b>				

### Report History

<b>Decision type:</b>	<b>Urgency item?</b>
-----------------------	----------------------

Key decision	NO
Report no.:	Report author and contact for queries: Peter George, Strategic Director of Economy and Sustainability <a href="mailto:georgep@ealing.gov.uk">georgep@ealing.gov.uk</a>  Chris Bunting, Assistant Director, Leisure <a href="mailto:buntingc@ealing.gov.uk">buntingc@ealing.gov.uk</a>

# Ealing Regional Park

## Appendix 1 – Creating a Regional Park Cabinet Report

13 September 2023

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Economy and Sustainability

## **Statement of Ambition:**

**Ealing's Regional Park will  
be as transformative for  
West London as the  
Elizabeth II Park has been  
for East London.**



# Vision: Ealing Regional Park More than a Day Out

The Ealing Regional Park will become a **new destination** for lovers of nature, culture and play. A space to replenish your health, support the local economy and have fun.

The park will act as a **new green lung for London**: strengthening our climate resilience whilst improving air quality for future generations.

# The Strategic Perspective

Council Plan

Local Plan

Climate and Ecological Emergency Strategy

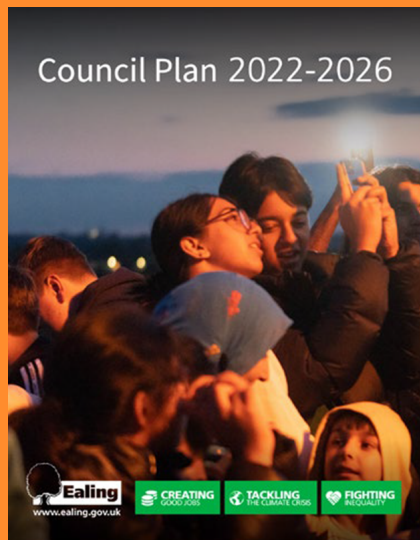
Biodiversity Action Plan

Health and Wellbeing Strategy

Sports Facility Strategy

Cultural Manifesto

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# Why are we doing this?

## Climate Action

**The creation of a Regional Park would be a major transformation of the landscape of Ealing to deliver a wide range of significant benefits including:**

- Making Ealing a more vibrant, green, and attractive place to live and visit.
- Supporting nature recovery in Ealing by providing more space for nature-rich habitats and potential new species reintroductions.
- Increasing the carbon storage and sequestering capacity and contribute to the Council's carbon reduction targets.
- Providing more opportunities for Ealing's residents to connect with nature.
- Providing much needed flood resilience
- Increase mental health and wellbeing of residents
- Encourage walking and cycling
- Improve air quality
- Increase community engagement amongst residents, reducing loneliness

# Why are we doing this?

## Climate Action

**Ealing Council declared a climate emergency in April 2019, committing to treat the climate and ecological emergency as a crisis requiring immediate and vital action. Our aim is to become carbon neutral, as a borough and an organisation by 2030.**

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**The Council Plan commits to create 10 new parks and open spaces, give back to nature 800,000 m<sup>2</sup> through re-wilding and re-introducing wildlife, and pioneering 10 new community growing spaces. Furthermore, it pledges to make our streets and open spaces beautiful and resilient through planting another 50,000 trees, work towards increasing the proportion of the borough covered by tree canopies to 25%**

# Why are we doing this?

## Population Growth

The 2021 Census has shown that Ealing's population has **grown by 8.5%** since 2011.

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In 2021, Ealing's population stood at 367,100, making it the **3rd largest borough in London** after Croydon and Barnet.

It is forecasted to be **nearly 400,000 in the ten years from 2021 to 2031.**

# Why are we doing this?

## Accessibility

A regional park at the heart of Ealing with new east-west and north-south active travel routes will be within 20 minutes round trip of Greenford, Hanwell, and Southall town centres.

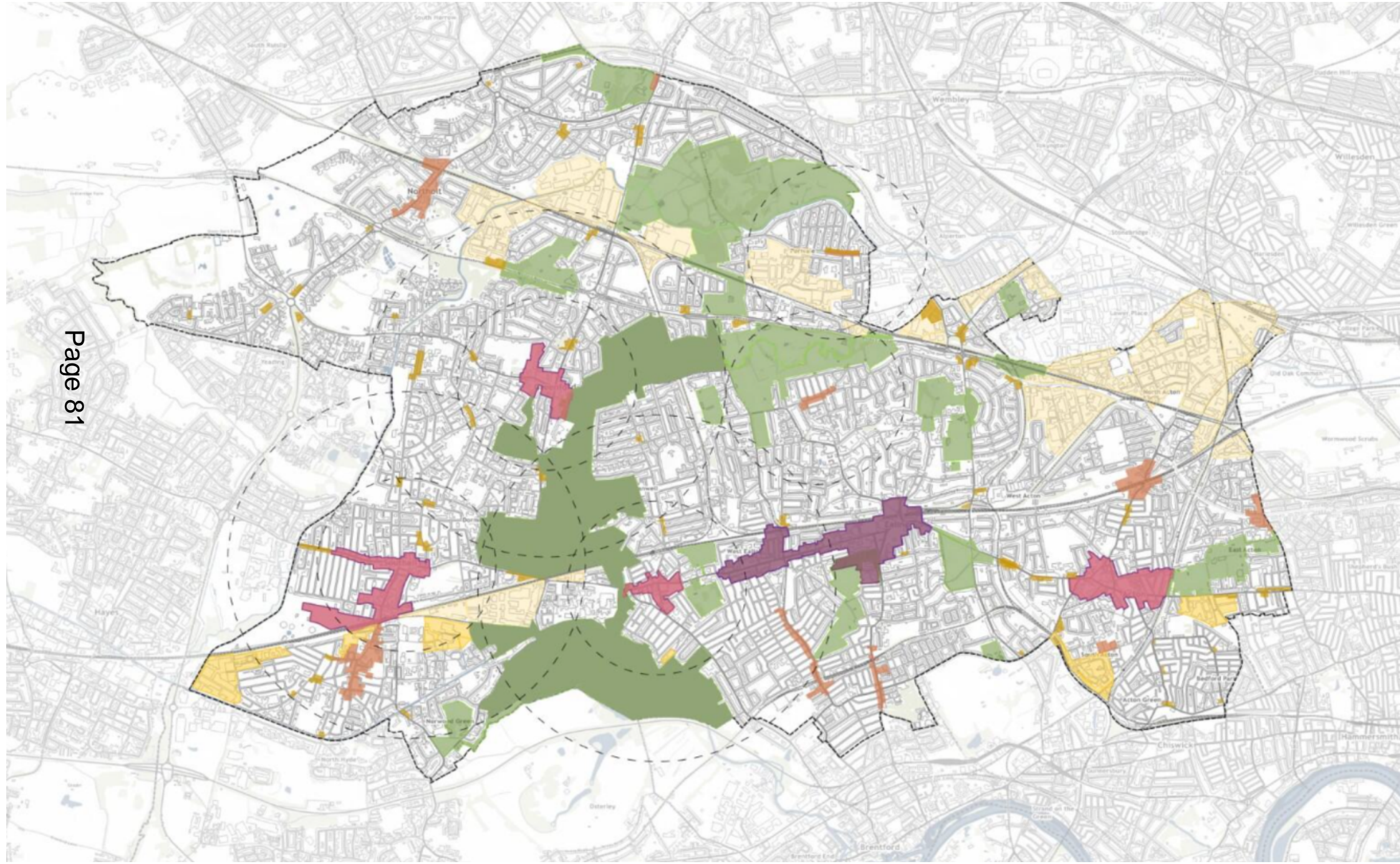
Neighbourhoods within the wards of Northolt Mandeville, North Greenford, Central Greenford, Greenford Broadway, Perivale, Hanger Hill, Pitshanger, Ealing Broadway, North Hanwell, Hanwell Broadway, Walpole, Northfield, Norwood Green, Dormers Wells, Southall Broadway and Lady Margaret would all benefit from being within 20 minutes walking distance of the new park.

It will enable travel by modes other than private car to and between multiple centres from local neighbourhoods and improve public interaction, sociability and access to a wider range of amenities than available currently.



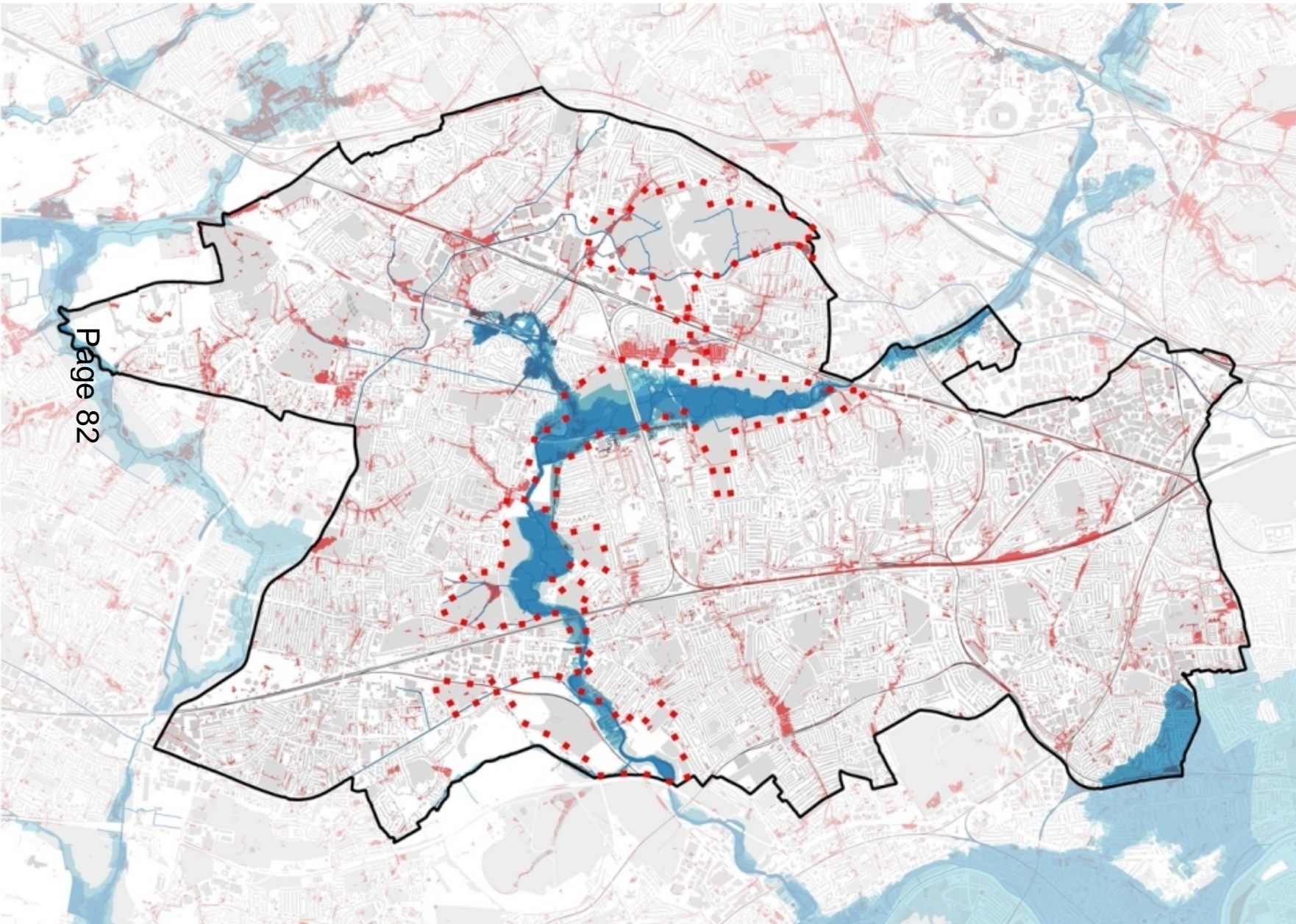
# Why are we doing this? 20-minute neighbourhoods

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# Why we are doing this? Climate action and flood risk



- Detailed river network
- Flood Zone 3a surface water
- Flood Zone 3b
- Flood Zone 3a
- Flood Zone 2



# Key Themes

## Health & Wellbeing

Leisure

Public Art

Play Spaces

Sport

Heritage

Nature

Food  
Production

Active-travel

## Sustainability

Green  
Infrastructure

Bio-diversity

Woodland &  
Forestry

Accessibility

SUDS

Culture

Placemaking

Community

EDI

Community Facilities

F&B Outlets

Employment & Skills

Tourism

## Economy

Education

Local Business  
Economy

# Sustainability & Accessibility

**Biodiversity  
& Rewilding**

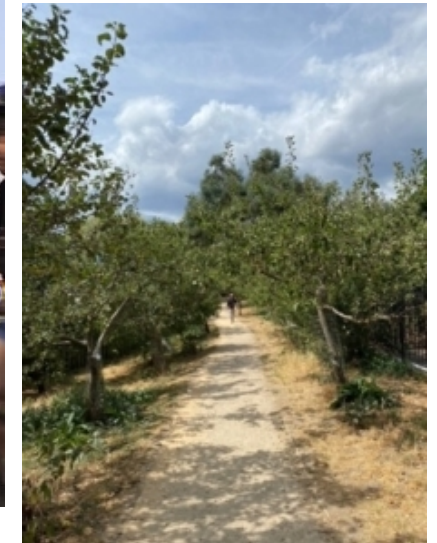
**Green & Blue  
Infrastructure  
Network**



**Active Travel  
Opportunities**

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**Improve  
Accessibility**



**Local Food  
Production**

**Community  
Ownership &  
Stewardship**



**Flood  
Management -  
SUDS**

**Sustainable  
Woodland &  
Forestry**



# Health & Wellbeing

Leisure / Sport

Nature

Play Spaces

Community Meet-ups

Public Art

Volunteering Opportunities

Farming

Sensory & Stimulating Environment

Intergenerational Heritage

Learning Centre





# Economy & Culture

**Cultural  
Destination**

**Permanent  
Outdoor and  
Indoor Venue**



**Tourism (incl.  
Camping)**

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**Cafés**



**Community  
Facilities**

**Local  
Business  
Economy**



**Enabling  
Development**

**Education,  
Employment  
and Skills**



# How do we get there? Cabinet Report – 2 stages

## **Stage 1 (September 2023)**

- Agree the statement of ambition and vision
  - Commission consultants and budget to develop a business case
  - Reflect principles in the Reg 19 Local Plan spatial policy
  - Agrees in principle to the closure of Perivale Park Golf Course subject to the outcome of the proposed consultation.
- 
- **Undertake engagement and set up a sounding board**
  - **Confirm the exact geography**

## **Stage 2 (Summer 2024)**

- Land assembly update
- Full Business Case



# Outstanding track record

- The 'London in Bloom' borough of the year award - Gold for nine years in a row
- Green Flags for 26 parks and open spaces
- Northala Fields
- Restored Walpole Park and Gunnersbury Park
- Implemented the Greenford to Gurnell Greenway

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## Next Steps

- Draft consultancy brief
- Prepare communications plan prior to the cabinet report date
- Soft market testing for an outdoor cultural venue
- Engage with GLA and adjacent boroughs

# Background Information: case studies

*Beckenham Place Park*

*Lee Valley Park*

*Allestree Park, Derby*



# Case Study: Beckenham Place Park



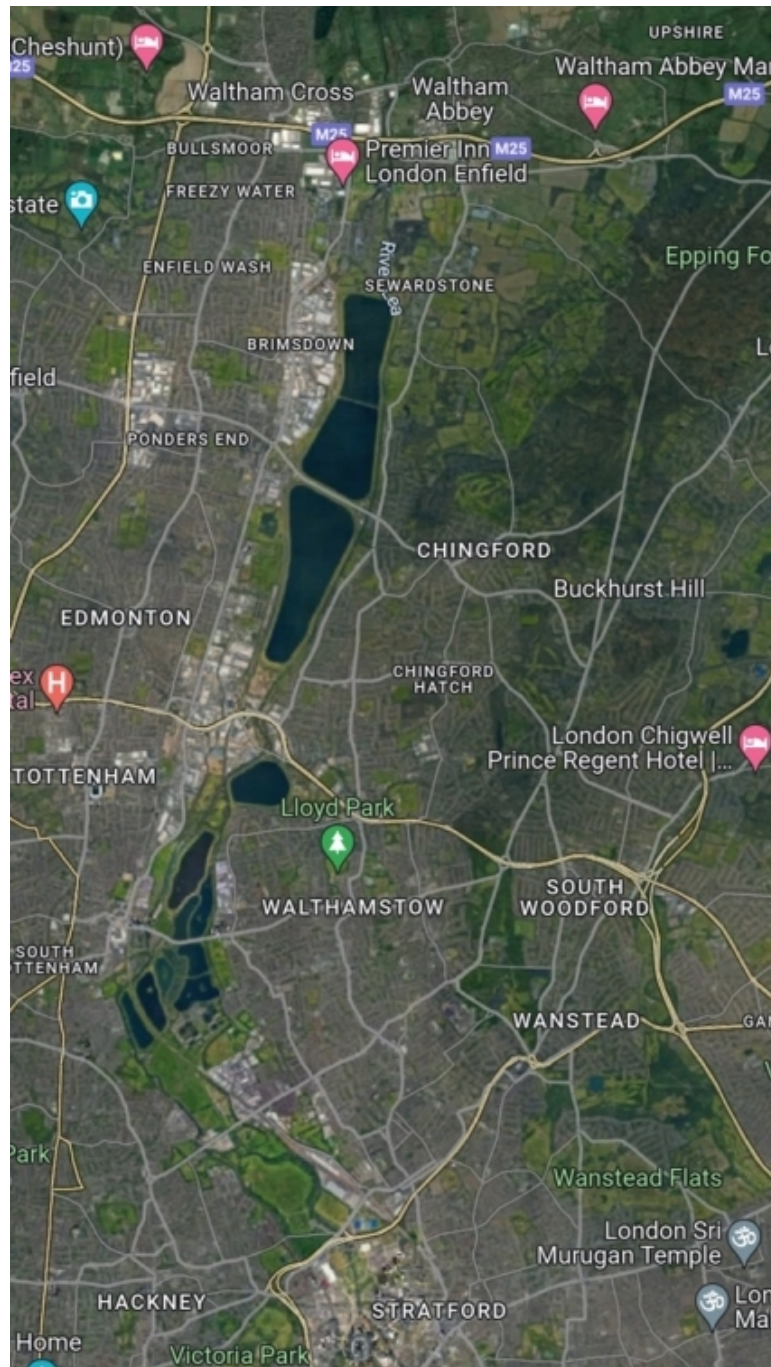
**Before – The majority of the park was a golf course from 1972**



**After – The golf course was removed in 2016 and park improved with HLF/GLA funding including the hugely successful outdoor swimming lake. There is a new £17.7m park flood alleviation scheme currently in planning**



# Case Study: Lea Valley Park



- **Lea Valley Park at 4046 Hectares is about 7x the size of Ealing's potential 583 Hectare new park.**
- **It could be compared to the urban valley floor section of Lea Valley Park which comprises a series of medium to large scale operational drinking water reservoirs and could be considered the less interesting part of the park for residents and wildlife.**
- **The advantage the Ealing park has in comparison is that it has the potential to be a high-quality landscape in the heart of urban Ealing.**

# Case Study: Rewilding Allestree Park, Derby



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More than 2,000 people gave their views and ideas about how Allestree Park could look when it's transformed into the UK's largest urban rewilding space.

The project took a significant step forward when the Derby City Council's Cabinet discusses the [results of a 12-week public consultation](#), and set the way for what happens next.



Derbyshire Wildlife Trust worked with Derby City Council and the University of Derby to present a variety of ideas for rewilding. The proposals ranged from passive rewilding with little or no intervention to active rewilding which would

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# Equalities Analysis Assessment

## 1. Proposal Summary Information

EAA Title	Creation of a Regional Park
Please describe your proposal	<p>The council has an ambition to create a Regional Park by cohesively connecting a number of existing parks, green spaces and golf courses. The project is in its formative stages but the Cabinet paper defines the Statement of Ambition and Vision Statement and the authorisation to develop a detailed business case over the forthcoming 9 months.</p> <p>The council has a number of golf courses in its ownership that could contribute to the successful delivery of the park. Due to its central location, adjacency to other green open spaces and current financial performance Perivale Park Golf Course has been identified, subject to consultation, for potential closure and transform it into a new publicly accessible park.</p>
Is it HR Related?	Yes
Corporate Purpose	Cabinet Report Decision

### 1. What is the Policy looking to achieve? Who will be affected?

*(i.e. Please provide an overview of the aims, objectives and desired outcomes of what you are proposing. Who currently uses the service that will be affected by your proposal? Who will be affected by any changes? What are their current needs? Please add your data here.)*

The Policy is designed to support the Council Plan objective to create ten new parks and open spaces, to increase the size of the tree canopy and respond to the key priorities of fighting inequality, tackling the climate crisis and creating good jobs. There is also the opportunity for the Regional Park to support the achievement of the outcomes of the Indoor and Outdoor Sports Facility Strategy 2022-2031 relating to improved health and increased physical activity levels.

The Borough population is projected to grow by over 38,000 to 398,000 by 2031 with an expected increase in demand for access to informal outdoor activities to improve health and well-being. It is therefore anticipated that all residents of the Borough will potentially benefit from the project.

The users and employees of Perivale Park Golf Course will be directly affected by the proposed plan.

### 2. What will the impact of your proposal be?

# Equalities Analysis Assessment

*(i.e. Please provide a before and after picture of the service that will be affected by your proposal e.g. how does it currently operate and then how it will operate after your proposal has been implemented. Where possible please be clear on the number of people or size of the community affected)*

The project would potentially deliver multi faceted impacts as follow:

## **Climate Change**

The Council declared a Climate Change emergency in 2019 with an aim of the borough and organisation becoming carbon neutral by 2030. The creation of a Regional Park presents a unique opportunity to tackle the climate change challenges and deliver a range of sustainability benefits including:-

- Making Ealing a more vibrant, green and attractive place to live and visit
- Supporting nature recovery and increased biodiversity by providing more space for nature rich habitats
- Increasing carbon storage and sequestering capacity
- Improving air quality
- Providing flood resilience
- Providing more opportunities for residents to connect with nature through community led initiatives such as food growing.

## **Health & Wellbeing**

Ealing faces significant health inequalities and its Health and Wellbeing Board has developed Together in Ealing the Joint Health & Wellbeing Strategy for 2023- 2028 and focusses on tackling inequality through working on the building blocks of health (the wider life conditions that impact how well and how long people live). Theme 3 in the strategy includes a commitment to work on the building blocks, including the equitable provision of good quality green space seen through the lens of health equity. The Regional Park would contribute to delivering associated positive health outcomes including:

- Improvements in mental health including depression, stress and dementia
- Increased longevity
- Lower body mass index (BMI) scores and obesity levels
- Reduced numbers of long term conditions including high blood pressure, heart disease, cancer and musculoskeletal conditions
- Child development (both mental and physical) is known to improve through play in a variety of stimulating environments including woodlands, parks and wetlands all of which would be present in the Park.
- The Park would provide additional walking and cycling routes to encourage increased physical activity.

## **Culture**

The Councils Cultural Manifesto 367,100 Creatives identified the opportunity for culture-led regeneration. The creation of a Regional Park provides an opportunity to meet an ambition for a new outdoor cultural venue helping establish Ealing as the foremost West London Borough for culture.

# Equalities Analysis Assessment

- Proposals would be developed in conjunction with the community thus providing an unusual and interesting opportunity for engagement and consultation.
- Provide an opportunity to connect with influential, high profile agencies.

## Economy

The creation of the Park is expected to generate economic growth by:

- The creation of hundreds of local temporary, permanent, direct and indirect jobs.
- Additional revenue creation through community valued assets such as cafes and community events
- Connecting most of the Borough and therefore invigorating local businesses, increasing property/land values and releasing enabling development opportunities.
- Growing the visitor population and associated revenue generation.

## Golf Course Users

Golf participation nationally and the number of pay and play golf course users in the borough have declined over recent years it is proposed to undertaken consultation on the potential closure of Perivale Park Golf course. This will impact both the users of the course and the café.

Due to the number of courses in Ealing and adjoining Boroughs its proposed to commission a detailed review of the overall long term provision of golf facilities.

## Employees of Everyone Active

The course is managed by the Boroughs retained operator, Everyone Active who employ 4 FT staff and a number of casual staff and who will potentially be impacted. Of the 4 it is anticipated that 2 or 3 will be redeployed within Everyone Active's local workforce.

## 2. Impact on Groups having a Protected Characteristic

### **AGE: A person of a particular age or being within an age group**

Positive and negative

#### **Describe the Impact**

The potential development of the Regional Park is considered to benefit residents of all ages. It is however recognised that Perivale Park Golf Course has a high percentage of older users due to its very flat topography and size (9 holes). The mitigation strategy would be to signpost these customers to the very many other golf facilities in the Borough and nearby.

## Equalities Analysis Assessment

**DISABILITY: A person has a disability if s/he has a physical, mental or sensory impairment which has a substantial and long-term adverse effect on their ability to carry out normal day to day activities<sup>1</sup>.**

Positive and Negative

### Describe the Impact

The Regional Park would be designed to be accessible to residents with a disability. It is recognised that Perivale Park Golf Course attracts less mobile customers due to its flat topography and size. The mitigation would be to signpost these customers to the very many other golf facilities in the Borough and nearby.

**GENDER REASSIGNMENT: This is the process of transitioning from one sex to another. This includes persons who consider themselves to be trans, transgender and transsexual.**

Neutral Impact

### Describe the Impact

There is no differential impact on this group as any future developments delivered as a result of this project will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

**RACE: A group of people defined by their colour, nationality (including citizenship), ethnic or national origins or race.**

Neutral Impact

### Describe the Impact

There is no differential impact on this group as any future developments delivered as a result of this strategy will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

**RELIGION & BELIEF: Religion means any religion. Belief includes religious and philosophical beliefs including lack of belief (for example, Atheism). Generally, a belief should affect a person's life choices or the way you live for it to be included.**

**State whether the impact is positive, negative, a combination of both, or neutral:**

Neutral Impact

<sup>1</sup> Due regard to meeting the needs of people with disabilities involves taking steps to take account of their disabilities and may involve making reasonable adjustments and prioritizing certain groups of disabled people on the basis that they are particularly affected by the proposal.



## Equalities Analysis Assessment

There is no differential impact on this group as any future developments delivered as a result of this strategy will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

**SEX: *Someone being a man or a woman.***

**State whether the impact is positive, negative, a combination of both, or neutral:**

Neutral Impact

There is no differential impact on this group as any future developments delivered as a result of this strategy will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

**SEXUAL ORIENTATION: *A person's sexual attraction towards his or her own sex, the opposite sex or to both sexes, covering including all LGBTQ+ groups.***

**State whether the impact is positive, negative, a combination of both, or neutral:**

Neutral Impact

There is no differential impact on this group as any future developments delivered as a result of this strategy will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

**PREGNANCY & MATERNITY: *Description: Pregnancy: Being pregnant. Maternity: The period after giving birth - linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, including as a result of breastfeeding.***

Neutral Impact

There is no differential impact on this group as any future developments delivered as a result of this strategy will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

## Equalities Analysis Assessment

**MARRIAGE & CIVIL PARTNERSHIP:** *Marriage: A union between a man and a woman or of the same sex, which is legally recognised in the UK as a marriage.  
Civil partnership: Civil partners must be treated the same as married couples on a range of legal matters.*

**State whether the impact is positive, negative, a combination of both, or neutral:**

**Neutral impact**

Neutral impact

There is no differential impact on this group as any future developments delivered as a result of this strategy will improve access for people of all backgrounds as any new facility will have to be compliant with current legislation.

### 3. Human Rights<sup>2</sup>

**4a. Does your proposal impact on Human Rights as defined by the Human Rights Act 1998?**

Yes  No

*(If yes, please describe the effect and any mitigating action you have considered.)*

**4b. Does your proposal impact on the rights of children as defined by the UN Convention on the Rights of the Child?**

Yes  No

*(If yes, please describe the effect and any mitigating action you have considered.)*

**4c. Does your proposal impact on the rights of persons with disabilities as defined by the UN Convention on the rights of persons with disabilities?**

Yes  No

*(If yes, please describe the effect and any mitigating action you have considered.)*

### 4. Conclusion

*(Please provide a brief overview/summary of your analysis in light of the protected characteristics. Please describe the overall impact of your proposal where possible and mitigating actions undertaken by other areas of the Council or by local partners)*

The potential development of a Regional Park would meet Council Plan objectives and links to the three key priorities for the Borough of fighting inequality, tackling the climate crisis and creating good jobs.

<sup>2</sup> For further guidance please refer to the Human Rights & URNC Guidance on the Council Equalities [web page](#).

## Equalities Analysis Assessment

**4a. What evidence, data sources and intelligence did you use to assess the potential impact/effect of your proposal? Please note the systems/processes you used to collect the data that has helped inform your proposal. Please list the file paths and/or relevant web links to the information you have described.**

*(Please list all sources here: i.e. local consultation, residents' survey, census etc.)*

Public Health England and UCL IHE Local action on health inequalities: Improved access to green spaces 2014

The Kings Fund – Access to green and open spaces and the role of leisure services

Health Econ 2009 Sari N. Physical inactivity and its impact on healthcare utilisation

Department of Health – Be Active Be Healthy : A Plan for Getting the Nation Moving London 2009

LB of Ealing – Climate and Ecological Emergency Strategy

Council Plan

Biodiversity Action Plan

Local Plan Evidence Base

Together in Ealing

Indoor and Outdoor Sports Facility Strategy 2022 – 2031

376,100 Creatives

**5. Action Planning: (What are the next steps for the proposal please list i.e. when it comes into effect, when mitigating actions linked to the protected characteristics above will take place, how you will measure impact etc.)**

Action	Outcomes	Success Measures	Timescales/ Milestones	Lead Officer (Contact Details)
Commission consultants to develop business case for land assembly	Cabinet Report	Approval to proceed	Summer 2024	Chris Bunting Assistant Director, Leisure <a href="mailto:buntingc@ealing.gov.uk">buntingc@ealing.gov.uk</a>  Kate Dean Programme Director – Major Projects and Development <a href="mailto:deank@ealing.gov.uk">deank@ealing.gov.uk</a>

**Additional Comments:**

Extensive engagement will be undertaken over the forthcoming months and a specific strategy developed in relation to Perivale Golf Course and the wider golf provision in the Borough. The EAA will be formally updated in next years Cabinet paper.

**6. Sign off: (All EAA's must be signed off once completed)**

<b>Completing Officer Sign Off:</b>	<b>Service Director Sign Off:</b>	<b>HR related proposal (Signed off by directorate HR officer)</b>
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## Equalities Analysis Assessment

Signed:	Signed:	Signed:
Name (Block Capitals):	Name (Block Capitals):	Name (Block Capitals):
KATE DEAN	PETER GEORGE	
Date:	Date:	Date:
For EAA's relating to Cabinet decisions: received by Committee Section for publication by (date):		

### **Appendix 1: *Legal obligations under Section 149 of the Equality Act 2010:***

- As a public authority we must have due regard to the need to:
  - a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
  
- The protected characteristics are: AGE, DISABILITY, GENDER REASSIGNMENT, RACE, RELIGION & BELIEF, SEX, SEXUAL ORIENTATION, PREGNANCY & MATERNITY, MARRIAGE & CIVIL PARTNERSHIP
  
- Having due regard to advancing equality of opportunity between those who share a protected characteristic and those who do not, involves considering the need to:
  - a) Remove or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
  - b) Take steps to meet the needs of persons who share a relevant characteristic that are different from the needs of the persons who do not share it.
  - c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
  
- Having due regard to fostering good relations between persons who share a relevant protected characteristic and persons who do not, involves showing that you are tackling prejudice and promoting understanding.
  
- Complying with the duties may involve treating some people more favourably than others; but this should not be taken as permitting conduct that would be otherwise prohibited under the Act.



**Report for:**  
**ACTION**

**Item Number:**

<b>Contains Confidential or Exempt Information</b>	No
<b>Title</b>	Final report of scrutiny panel 1 2022/2023: Tackling the cost of living crisis
<b>Responsible Officer(s)</b>	Helen Harris Director of Legal and Democratic Services <a href="mailto:harrish@ealing.gov.uk">harrish@ealing.gov.uk</a> Tel: 020 8825 8615
<b>Author(s)</b>	Cllr Varlene Alexander (Chair) Cllr Seema Kumar (Vice Chair)  Anna-Marie Rattray Scrutiny Review Officer Email: <a href="mailto:rattraya@ealing.gov.uk">rattraya@ealing.gov.uk</a> Tel: 020 8825 8227
<b>Portfolio(s)</b>	Councillor Louise Brett (Decent, living incomes)
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 September 2023
<b>Implementation Date if Not Called In</b>	25 September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	Scrutiny; review, Cost of Living Crisis, recommendations

**Purpose of Report:**

The purpose of this report is to refer to cabinet the final report and recommendations of scrutiny panel 1 2022-23: Tackling the cost of living crisis.

## 1. Recommendations

1.1 It is recommended that cabinet

- a) notes the final report of scrutiny panel 1 2022/23 – Tackling the cost of living crisis, which is attached as appendix 1
- b) accepts the scrutiny panel’s recommendations in section 13 of the final report
- c) identifies whether further information or advice is required from council officers on any of the recommendations before cabinet can take a decision about accepting or rejecting these
- d) directs council officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by cabinet

## **2. Reason for decision and options considered**

2.1 Scrutiny panels have a role in improving decision-making and service delivery through effective scrutiny. Recommendations from scrutiny panels need to be taken forward in a timely manner and in accordance with the Council's constitution if the scrutiny function is to be effective. The Scrutiny and Executive Protocol identifies the timescale for cabinet to respond to scrutiny panel recommendations. This decision will mean that the response is made in a timely manner and that services can implement the accepted recommendations.

## **3. Key implications**

3.1 The recommendations of scrutiny panel 1 2022/23 – Tackling the cost of living crisis are provided in a table format in section 13 of the full report of the panel in appendix 1.

3.2 The Council constitution (Part 2 Article 6.03) gives the overview and scrutiny committee (OSC) power to 'set up individual specialist panels ..... to investigate and report back to OSC ...' Part 4 of the constitution, scrutiny procedure rules (par.10) identifies that OSC prepares a formal report on its recommendations and submits it to cabinet.

3.3 Where appropriate, service officers have identified the financial, legal and any other pertinent implications against each recommendation to enable cabinet to reach a decision.

3.4 OSC will monitor the progress on the implementation of each recommendation agreed by cabinet.

## **4. Financial implications**

4.1 The service officer response, including suggested actions which may have potential financial implications, to each recommendation is provided in section 13 of appendix 1.

4.2 The majority of the recommendations have no financial implications or those that have can be contained within existing service budgets. Where a recommendation involves additional funds then these will have to be contained at present and any further allocation of funds would need to be obtained through the normal budget setting process.

## **5. Legal**

5.1 The constitution requires that scrutiny panel recommendations be submitted to the OSC for approval prior to submission to cabinet.

5.2 Where additional legal support is required to implement recommendations, this will be met by the service concerned.

- 6. Value for money**
- 6.1 The effectiveness of scrutiny is measured by the quality of its recommendations to cabinet and the extent to which it has contributed to both democratic renewal and members' community development role. The scrutiny panel held open public meetings, solicited views through expert witnesses and media channels to ensure a regular and sustained input to the work of the Panel.
- 6.2 With respect to scrutiny panel recommendations, value for money implications are outlined in the officer response to each recommendation in the schedule, as appropriate.
- 6.3 If recommendations arising from scrutiny panels are not taken forward and implemented in a timely manner then improvements to service delivery are not being made in an efficient and effective manner.
- 7. Sustainability impact appraisal**
- 7.1 There is none arising directly from this report.
- 8. Risk management**
- 8.1 There are no direct risk management implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery.
- 9. Community safety**
- 9.1 There are no direct implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery and community safety.
- 10. Links applicable to the three key priorities for the borough**
- 10.1 The recommendations arising from the panel's review relate to the key priorities:  
Fighting inequality  
Creating good jobs
- 11. Equalities, human rights and community cohesion**
- 11.1 No equality analysis assessment has been undertaken on these recommendations. Any equalities or community cohesion issues have been addressed by the service officers' response as appropriate.
- 12. Staffing/workforce and accommodation implications**
- 12.1 Any staffing/workforce and accommodation implications have been addressed by the service officers' response as appropriate.
- 13. Property and assets**
- 13.1 None.
- 14. Any other implications**
- 14.1 None.
- 15. Consultation**
- 15.1 OSC considered and approved the final report of the panel on 6 July 2023.

15.2 The recommendations take into consideration the views of local organisations and residents as expressed at the open meetings held by the Panel.

**16. Timetable for implementation**

16.1 OSC will monitor, twice yearly, the implementation of the recommendations accepted by cabinet.

Cabinet Action		Date	Service Implementation
1.	Cabinet accepts some or all recommendations.	<b>13 September 2023</b>	25 September 2023 – in line with call-in requirements.
2.	Cabinet requests further information.	<b>13 September 2023</b>	Service provides additional information for cabinet on 12 October 2023.
3.	As a result of further information, cabinet accepts or rejects remaining recommendations.	<b>12 October 2023</b>	24 October 2023 – in line with call-in requirements.

**17. Appendices**

17.1 **Appendix 1:** Final report and recommendations of scrutiny panel 1 2022/23 – Tackling the cost of living crisis

**18. Background information**

18.1 Ealing Council's constitution is available at [Council Constitution](#)

18.2 Overview and scrutiny committee – agendas, minutes and reports, available at [Overview and Scrutiny Committee](#)

18.3 Scrutiny Panel 1 2022/23 – Tackling the cost of living crisis minutes and reports, available at [Committee details - Scrutiny Panel 1 - 2022/23: Tackling the Cost of Living Crisis \(moderngov.co.uk\)](#)



## **Report Consultation**

<b><i>Name of Consultee</i></b>	<b><i>Department</i></b>	<b><i>Date Sent to Consultee</i></b>	<b><i>Date Response Received from Consultee</i></b>	<b><i>Comments Appear in Report Para</i></b>
<b><i>Internal</i></b>				
Overview and Scrutiny Committee	All Committee Members	6 July 2023	6 July 2023	
Connor McDonagh	Assistant Director Economic Growth	12 July 2023	31 August 2023	
Alison Reynolds	Director Customer Services	12 July 2023	15 August 2023	
Rajiv Ahlawat	Strategic Intelligence and Corporate Performance Manager	12 July 2023	21 August 2023	
Helen Harris	Director, Legal and Democratic Services	11 August 2023	11 August 2023	
Councillor Steve Donnelly	Cabinet Member, Inclusive Economy	17 August 2023		
Emily Hill	Strategic Director Resources	29 August 2023	31 August 2023	
<b><i>External</i></b>				
None				

## **Report History**

<b><i>Decision Type:</i></b>		<b><i>Urgency item?</i></b>	
Non-key Decision		No	
<b><i>Authorised by Cabinet Member:</i></b>	<b><i>Date Report Drafted:</i></b>	<b><i>Report Deadline:</i></b>	<b><i>Date Report Sent:</i></b>
N/A			
<b><i>Report No.:</i></b>	<b><i>Report Author and Contact for Queries:</i></b>		
	Anna-Marie Rattray, Scrutiny Review Officer Email: <a href="mailto:rattraya@ealing.gov.uk">rattraya@ealing.gov.uk</a> Tel: 020 8825 8227		

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# **SCRUTINY PANEL 1 – 2022/23**

## **Tackling the Cost of Living Crisis**

### **PANEL'S FINAL REPORT**

#### **CHAIR'S FOREWORD**



Cllr Alexander Varlene  
Chair of Tackling the Cost of Living Crisis Scrutiny Panel

In the past 12 months, we have seen a worsening in the cost of living crisis; the Ealing Labour administration recognised the challenges and the significance. The decision was made for a new scrutiny review panel to be established to consider the services and the support needed.

The Panel has carefully considered the work being done to support the council's priorities concerning creating good jobs, tackling the climate crisis and fighting inequality.

The Panel paid attention to ethnicity income data within our seven towns and challenged the council to produce more data. In addition, we considered fuel poverty and the support offered to residents as well as the opportunity for more sustainable growth in Ealing when exploring the opportunities in relation to the Green Economy. The Panel paid close attention on possible barriers that may hinder some residents from accessing, local welfare assistance, education, skills and employment support.

As the chair, I wanted to ensure that support was readily available and responsive to residents' needs. Whilst many residents might be finding the current financial climate difficult, I want residents to feel that they are not alone. Ealing is a vibrant place to live and work, however, most importantly we care deeply, and we look out for one another. I'm confident that our services are providing high-quality support alongside our partners to ensure that anyone in the borough that needs support in relation to the cost of the living crisis will feel that their needs are being met.

It was a privilege working with the vice-chair Councillor Seema Kumar, her knowledge and experience strengthened the panel, and it was also beneficial to have cross-party suggestions and consensus in relation to the council approach to the cost-living crisis which ultimately benefits all the residents in Ealing. I would also like to thank all council staff, external agencies and all my colleagues on the panel for their contributions in ensuring all residents are seen, heard and valued in Ealing.

## 1. INTRODUCTION

The scope of this Scrutiny Panel was to consider how Ealing was supporting residents in tackling the cost of living crisis in 2022-2023. The current 'cost of living crisis' refers to the fall in real disposable incomes due to high inflation outpacing wage and benefit increases. Families on low income were already experiencing financial pressures because of the pandemic due to extra costs and reduced earnings. The biggest contributor to the galloping cost of living were energy prices. After the increase in the energy price cap in April 2022, the average gas and electricity prices increased by 53.5% and 95.5% respectively in comparison to the previous year.

Panel members considered income inequalities, with a specific focus on personal and household income, low pay, and levels of income deprivation in the borough; the financial help for individuals including statutory benefits, Local Welfare Assistance, and other, one-off funding available at the disposal of the Council; the schemes available to Ealing residents to become more energy efficient and aid in the reduction of utility bills; and the support available to assist the long term unemployed into work and the training offer within the Employment, Learning and Skills Team and Local Welfare Assistance Team.

The Scrutiny Panel was established, and its membership agreed by Council on 24 May 2022. The Panel decided not to co-opt any additional representatives but to ensure that a wide range of external witnesses were invited to Panel meetings to share their knowledge. Further details can be found in the agendas and minutes for the Panel meetings which are available on the Ealing Council website at [Committee details - Scrutiny Panel 1 - 2022/23: Tackling the Cost of Living Crisis \(moderngov.co.uk\)](https://www.moderngov.co.uk/committees/scrutiny-panel-1-2022-23-tackling-the-cost-of-living-crisis)

## 2. STRUCTURE OF REVIEW

The Scrutiny Panel held four meetings in the year and visited Ealing Mencap, two of Ealing's foodbanks at Northolt and Southall, and the Community Hub based at Ealing Central Library.

As part of this review, the following external witnesses and council officers attended the panel's meetings:

- Rajiv Ahlawat, Intelligence and Corporate Performance Manager, LB Ealing
- Joanna Pavlides, Assistant Director, Financial Assessments, LB Ealing
- Joanne Mortensen, Climate Action Programme Manager, LB Ealing
- Tara Jennings, Principal Domestic Energy Officer, LB Ealing
- Daniel Mephram, Domestic Energy Officer, LB Ealing
- Cristi Gonzalez, Learn Ealing Manager, LB Ealing
- Diana Skwarczowska, Partnerships and Performance Officer, LB Ealing
- Gary Buckley, Chief Executive, Action West London
- Davide Bertone and Chloe Rose, Delivery Managers, BEAM
- Paul Nicholas, Head of Employability, Shaw Trust
- Louisa McDonald, Cost of Living Programme Lead, LB Ealing

- Alison Reynolds, Director Customer and Transactional Services, LB Ealing
- Steve Allen, London Community Bank
- Maria Van Ommen and Nicki Crown, Crosslight Advice
- Baljit Badesha, Nucleus Legal Advice

### 3. INCOME INEQUALITIES IN EALING

At its first meeting on 6 July 2022, Panel members were provided with an overview of income inequalities in Ealing, with a specific focus on personal and household income, low pay, and levels of income deprivation.

Household income had shown a continuous rise over the past two years. For Ealing, there had been a sharp increase of 15.8% between 2021 and 2022. Across London it was an increase of 18%. Median annual household income in Ealing was £34,491, slightly less than the Outer London average of £35,007. Median household income in Ealing wards at the bottom of the scale was nearly half that at the top end. The median annual household income in 2022 for Southfield ward was £49,728, whereas for Southall Broadway ward it was £24,752.

Gross median weekly pay for full time employees in Ealing had risen from £556 to £671 between 2008 and 2021, a rise of 21% over 13 years. Pay rose by 25% in London and 27% in the UK over the same period. Prices in the UK rose by about 32% between 2008 and 2021, inflation was higher than the pay rise.

The year on year percentage change in full time pay was steady for London and the UK. For Ealing there were negative trends in 2012, 2015 and 2019 where pay dipped rather than grew, whereas it kept on growing for the other regions. Since 2015 there had been a fair amount of pay growth across the regions and more so for Ealing in 2018 and 2021. In Ealing, in 2008 men were paid a median weekly amount of £629 whereas women earned £510, a difference of £119. In the past two years the pay gap had fallen, which meant that on average both men and women were paid equally.

In 2021, more than 17% of jobs in London were low paid. In Ealing 26% of jobs were paid below the London Living Wage. 4.3% of the total low paid jobs in London were in Ealing.

Ealing was the 34th most deprived borough nationally and 14th in London, in terms of the scale of income deprivation (i.e. the size of the population that was income deprived) as compared to 28th in 2015. The least deprived areas were in the centre of the borough, Ealing and Hanwell areas. Areas with some of the highest levels of relative income deprivation were Southall, Northolt and Acton.

Ealing had high levels of income deprivation in some areas. 8 out of 23 wards (34.8%) were in the 20% most deprived wards in England in 2019. There were no Ealing wards in the 20% least deprived wards in England. Levels of income deprivation varied widely within most wards in the borough.

## Key Issues Considered

- The mapping of data to the new ward boundaries. Members were informed that the Office for National Statistics had not yet released the new geography based on the new wards. The new census geography would be released soon but it would take time before all the data was remapped to the new boundaries. The Greater London Authority had remapped the 2011 census data to the new wards, but more recent data was not yet available.
- How the effect of income and low pay on children and older people was calculated. The Panel was informed that there was a measure that looked at households below average income, which was less than 60% of the median income. Children living in those households were deemed as children in poverty. For older people it was calculated by looking at income by age.
- Whether a breakdown of deprivation by ethnicity could be overlaid across wards to give a better understanding of deprivation by different communities. Members heard that employment rates by ethnicity data was available but only at a borough level. Income deprivation was available at the area level but deprivation and income data was not available by ethnicity. Completing ethnicity information on surveys was not mandatory and it had therefore created this data gap. The census was the only place where this information was available from and the 2021 census data would soon be emerging. From spring 2023 onwards there would be much more detail, and information on occupation and employment by ethnicity should be available.
- Whether information on levels of economic inactivity in different parts of the borough was available, particularly where there were barriers to employment, for example where people were carers or single parents or not proficient in English. Members were informed that the information available might not show why a person was economically inactive, however further work could be done to see what information was available.

## 4. LOCAL WELFARE ASSISTANCE AND SUPPORT AVAILABLE WITH COST OF LIVING

The Panel received a presentation which outlined the support available for residents with the cost of living crisis, including the social security benefits administered by the Department for Work and Pensions (DWP) and the benefits administered by the council. On 26 May 2022, in addition to main stream benefits the Government announced a variety of measures to provide support to individual households with the cost of living crisis, in particular the cost of energy. Central Government support was in the form of one off payments available to households on means tested benefits administered by DWP and HM Revenue and Customs. Pensioners who normally received winter fuel payments would also in addition receive a one-off £300 payment.

Council targeted support was via the Household Support Fund, a tranche was being administered from April 2022 until September 2022 and another tranche would be available from October 2022 until the end of March 2023. An energy rebate scheme

of £150 was being credited to Council Tax payers in Band A to D properties, and discretionary funds were available. Support from energy companies would be via a credit of £400 from October either to accounts, pre-payment meters or by voucher.

The Household Support Fund was administered by the Council and was dependant on people's circumstances. Support was being provided to families eligible for free school meals where eligibility was based on low income. Supermarket vouchers were being issued to those families, the value of the vouchers were £15 per child in May and £90 per child in July. Currently 13,500 children in approximately 9,000 households were being supported. Families with children under the age of 5 in receipt of Housing Benefit and/or Council Tax Benefit were also entitled to this support, 1,233 households were being supported. Ealing Care Leavers would also receive the same amount in vouchers in May and July. Pensioners on pension credit guarantee would receive a one off payment of £103.79 via the Post Office in July/August.

The other various discretionary schemes operated by the Council were highlighted to the Panel. Residents were assisted to access support via community hubs, which were being piloted. The community hubs were situated in Ealing, Acton, Southall and Northolt libraries. Staff were trained to support residents with accessing online services, establishing the available support to an individual, helping navigate the council website and assisting with the online My Account, liaising with back office staff, and signposting to community support. Telephone support for residents was also available from the call centre including a special line for the energy bill rebate, a special webpage on the Council's website gave information on the support available, and schools were promoting the Household Support Fund vouchers and Local Welfare Assistance.

### **Key Issues Considered**

- That multiple sources of support could be quite confusing. The Panel noted that the Government had decided that rather than delivering support through one channel there were three different channels that people were being supported from. People did not need to apply for the majority of the support as it was being provided automatically. Other departments within the Council, along with community and voluntary groups had been made aware of the support that was available.
- That the information on the council website on the support available to assist with the cost of living should be made more prominent. Officers agreed to liaise with the council's web team to see if there could be a link to the information from the front page of the council's website. A link to a benefits calculator was provided within that information and there was also a link to the cost of living information provided by the Mayor of London, which had details of how to access mental health support. Members added that the financial support for parents during the school holiday should also be available from the front page of the council's website.
- How those households not paying Council Tax by direct debit would receive the £150 energy rebate. The Panel heard that approximately 52% of Council

Tax payments were made by direct debit and 47,223 households had received the rebate into their bank accounts. There had been 3,425 applications from those households which used other methods of payment, but more than 42,000 were expected to apply. There was a communications plan, council tax payers where email addresses or telephone numbers were available were being contacted and advised to go online and apply, social media was being used, and people were being informed through foodbanks and community and voluntary groups.

- Public awareness of the Council Tax Reduction (CTR) scheme. Members noted that the scheme was simplified in 2020, it was made an income banded scheme where people could see what percentage of council tax reduction they were entitled to. From April 2020, once an electronic notification from DWP was received that someone for example had started receiving universal credit, an automatic award of CTR was made. The DWP could take up to 5 weeks to determine universal credit entitlement and then provide notification. The council tried to act on the notifications within 2-3 weeks.
- Public awareness of the community hubs. Members heard that the hubs were pilots and therefore not currently widely publicised. The hubs would eventually be publicised, but the next step was to analyse the data for the last three months and then design the full service. Funding the actual service and how to deliver it in all the towns in the borough had to be considered.

## **5. PANEL VISITS TO EALING FOODBANKS AT NORTHOLT AND SOUTHALL**

The Chair, Vice-chair and Councillor Jassal visited the foodbanks located at Northolt on Tuesday 25<sup>th</sup> October 2022 and at Southall on Thursday 27<sup>th</sup> October 2022 and met with Jeremy Hyde, Interim Ealing Foodbank Manager, the volunteers, and some of the people who use the service.

The members were informed that the foodbank was a project founded by local churches and community groups, working together towards stopping hunger in the London Borough of Ealing. The first client centre was opened in Acton, on 18 October 2013, and there were now 8 foodbank centres across the borough. Over 200 agencies were registered to make referrals, and there was a team of around 250 volunteers who helped in a wide variety of ways. Ealing Food bank was a registered charity and had a few paid workers and a Board of Trustees. It was part of the Trussell Trust network of foodbanks and in 2022 fed 39,593 people.

Foodbanks partnered with a wide range of care professionals such as work coaches, health visitors, social workers and housing officers to identify people in crisis and issue them with a foodbank voucher. Foodbank clients brought their voucher to a foodbank centre where it could be redeemed for three days' emergency food. The members were informed that most referrals were from the DWP, General Practices, and Ealing council.



Members noted that the foodbank at Southall was very busy with people queuing to access the service. The foodbank was well supported with volunteers who were compassionate and sensitive, and there was a wide range of food and toiletries being provided. Rice and nappies were in demand.

At many of the centres, clients also had the opportunity to meet with various professionals such as debt advisors, citizen's advice advisors or people offering legal support. Members noted that the debt advice service, Crosslight Advice, which was providing free advice at the Southall foodbank was very busy.

## **6. SUPPORT AVAILABLE TO EALING RESIDENTS TO AID IN THE REDUCTION OF UTILITY BILLS**

At its meeting on 27 September 2022, the Panel considered the support available to Ealing residents to help reduce energy demand through energy efficiency improvements. Ealing was the lead borough for the £40.2m West London Green Homes Grant: Local Authority Delivery Scheme and Home Upgrade Grant, which was open to low income owner occupiers, landlords with eligible tenants, and social landlords in homes with low Energy Performance Certificates. Grants of £10,000-£25,000 were offered for energy improvements, including insulation, low-carbon heating sources, ventilation, solar PV, replacement of single glazed windows, thermostat and heating controls, and more.

So far, £10m of the funding had been spent and the projection was that 50 percent of what was remaining would be spent. The programme had been running since January 2021 and 700 homes had been reached, it was thought that number would be reached again before March 2023 when current funding expired. Options for future funding were being considered such as whether Ealing became part of another coalition bid or joined in with the GLA programme letting them take the lead.

Ealing's Affordable Warmth programmes faced multiple challenges to delivery, including cost of living increases, unrealistic delivery times and unclear messaging from funders, Covid-19, supply chain issues, political disruption (UK's exit from the EU), lack of provision for the 'squeezed middle' and irregular funding patterns.

Healthy Homes Ealing was Ealing's flagship affordable warmth and fuel poverty programme. The scheme was delivered by Groundwork London and offered energy efficiency consultations to low income residents, as well as practical, independent advice to all residents looking to improve the energy efficiency of their homes or to reduce energy costs. The service offered a free telephone advice line and for those residents classified as vulnerable or low income, free consultations. Three hundred consultations were available last year, this had been extended to five hundred for this year.

### **Key Issues Considered**

- The percentage of residents being reached and the length of time it would take to make a serious impact. Officers agreed that the numbers being helped were small. When bids for funding were first made in late 2020 the projection

was that 800 homes would be helped in the first year, and in the second bid it was expected that 1600 homes would be helped. With Brexit and Covid a large proportion of the work force returned to Europe or retired. There was a huge amount of grant funding but not the supply chain to deliver it. 323 people had benefitted from the first phase of the Green Homes Grant and approximately 400 from the second phase. For the final phase 1200 had initially been aimed for, however this had been reforecast to 600 due to supply chain issues. Work was being undertaken to help solve these issues, for example the council's economic growth team were working on reskilling and upskilling people, and there were partnerships in place with West London College and Elmhurst Academy. However these were long term solutions and the supplier network that currently existed were what was being worked with.

- The average cost to optimally insulate a house. Members noted that a grant of £10,000 did not go very far, even the £25,000 that the coldest homes were eligible for was still not enough, especially when considering the cost of air source heat pumps. Efforts were targeted on cavity wall properties and empty lofts. Most people entitled to a grant would be looking for external wall insulation, but it was four to six weeks on site. There were five or six teams delivering for Ealing's programme which meant that they could do 20 per month. There were hundreds of applications requesting it so officers knew that they would be turning away people or referring them on to future schemes.
- The average savings on energy bills by moving from an energy efficiency rating of category D or E to a category C. Members were informed that the service had previously spoken about what energy efficiency measures would save people financially, however with the volatility of energy prices, projections on savings could not be relied on. The message was therefore now about kilowatt hour savings and not financial savings. The kilowatt hour that residents did not have to buy was the cheapest. At some point in the future if prices stabilised then financial savings would be seen.
- Public awareness of the schemes. Members were informed that this was a huge issue, every week this information would need to be in newsletters so that it was impossible to miss and communicated via networks so that people also heard of it by word of mouth. Articles were placed in Around Ealing and on the Council's social media.
- The percentage of housing in the borough below the C energy efficiency rating with low income or vulnerable residents. Officers informed the Panel that there were approximately 145,000 homes in Ealing, 90 percent of those were solid wall properties. Ealing Council owned 4 percent of the homes in the borough. For the Ealing Council properties it would cost approximately £202 million to get all properties up to a B rating. It would require a spend of £28 million a year for the next seven years to hit the climate targets for just the Ealing owned properties. For the whole borough it would cost approximately £4.2 billion.
- The numbers of planning applications approved that met the standards required for energy efficiency. Officers did not have this information but stated

that they were doing a lot of education work with the planning team. The ability to enforce beyond the energy efficiency measures set out in the London Plan and national building standards was very limited.

- The demand for the Green Doctors service. Officers stated that the 300 consultations available last year were exceeded, so the demand was there prior to increases in fuel costs. The consultations available had been increased to 500 and were split between telephone and in home. Should the demand continue, options to increase the number of consultations were being considered. Green doctors who deliver the service were able to provide it in nine community languages.

## **7. PANEL VISIT TO EALING MENCAP**

The Chair and Vice-chair visited Ealing Mencap on 5 December 2022 and met with Steve Poole, Employment Services Manager. Members heard about Mencap's work providing employment support for 18-24 year olds with learning disabilities, and a supported internship called Project Search being provided in conjunction with the Marriot Hotel in Slough.

Ealing Mencap were running workshops providing customer services and IT skills. Prior to the pandemic an arts shop had been run, alongside the Ealing Mencap office, which enabled local people to sell art and Ealing Mencap clients to develop skills by running the shop.

Members heard about Job Start, which was a 12 week training programme for 18-24 year olds. It was funded by Children in Need for 18 months and had received another tranche of funding for a year which would then cease. The programme supported people with drawing up CVs, job searches and interview preparation. There were 40 people in the programme and so far, 55% had been helped into employment.

Project Search was a 1 year training programme for 18-24 year olds. It was a supported internship at the London Heathrow Marriott Hotel with participants having the opportunity to learn different roles in the hotel. They were supported by two work coaches on site and there was part time release to college for training. Applicants had to have a current Education, Health and Care Plan and want to move into paid employment. The project had been run for 7 years and 65% of participants had gone onto paid employment of at least 20 hours pay per week. There were currently 10 people in the programme.

### **Key Issues Considered**

- Staff Recruitment. The cost of living and levels of pay was making it difficult to recruit and retain staff.
- Short term funding for projects. This also added to the difficulties in recruiting staff and planning.

- Support for clients in taking up apprenticeships. Ealing Mencap were concerned that reasonable adjustments were not being made to help clients apply for and take up apprenticeships.
- Lack of funding available to support 25-30 year olds with learning disabilities into work.

## **8. SUPPORTING THE LONG TERM UNEMPLOYED INTO WORK**

### **8.1 Employment, Learning and Skills Service**

At its meeting on 8 December 2023, the Panel received an overview of the strategies that the council's employment, learning and skills service had implemented to support the long-term unemployed into work and from three of the charities and organisations working with Ealing residents.

The service was made up of two teams. Work Ealing which provided employment support, a youth offer and apprenticeships, and Learn Ealing which delivered training qualifications and professional development courses to adults aged over 19. It had targets to deliver 10,000 new jobs, 2,000 new diverse apprenticeship vacancies, and 12,000 qualification and training programmes for residents looking to upskill and retrain. One of the key programmes commissioned was the Borough Support Service (BSS), a voluntary 6-month intensive programme to support long term unemployed and economically inactive Ealing residents into employment. The support was tailored to need, and residents could get help with CV writing, job searches, job applications and interview preparation. Since the project started in April 2022, it had worked with 173 unemployed residents of which 33 had started work.

The Youth Offer addressed barriers to support young people into employment, training, and apprenticeships. Since 2007 the Ealing Council apprenticeship scheme had worked with almost 300 apprentices, almost 50% had progressed into full time council jobs. Horizons pathways was a 5 month programme for care leavers not in education, employment, or training. It was to be delivered over 3 years starting in mid-January 2023.

Learn Ealing was the main provider of adult community education in Ealing. In the academic year 2021/22, 1,285 residents completed a total of 4,079 qualifications and training programmes. The curriculum aimed to support the delivery of Ealing's Council Plan and the Mayor's Skills Roadmap for London. Of those learners who declared a learning disability, 71 attended courses in 2021/22. Achievement rates were high and in line with non-learning disability learners.

### **Key Issues Considered**

- Whether people with disabilities were considered for the apprenticeship scheme, and if additional needs were being supported to help them to take up an apprenticeship. The Panel heard that as part of the youth offer the council was working to develop a programme of internships to support people with disabilities. Progression pathways into apprenticeships could be offered but changing the entry criteria for an apprenticeship was not within the gift of the

council. When working with training providers to support young people into apprenticeship standards the entry criteria had to be met.

- If reasonable adjustments made for adults with long term health conditions to engage with the service. Members noted that attendance could be hybrid, if a resident failed to attend one or two sessions because of ill-health they were given an opportunity to catch up and to have one to one tutorials to go through any work they had missed. If a learning need or disability was declared reasonable adjustments were put in place, for example extra time during exams for learners with dyslexia.
- Support for people having learning or health issues on a course. Members were informed that learners had one to one meetings with their tutor and were encouraged to disclose any needs. At the point of enrolling they were informed of the support available and of how important it was to come forward if they found that they had a learning need.

## **8.2 Local Welfare Assistance Team**

The employment support provided by the Local Welfare Assistance (LWA) Team. was initially targeting residents who were affected by the benefit cap, the support had now been expanded to other residents approaching the council for financial assistance.

Pre-pandemic the team offered four different work clubs across the borough, they were weekly drop in sessions and attendees were offered benefits advice, signposting to work, volunteering and training opportunities, support with CVs and job applications, and interview preparation. During a two year period 650 residents were supported at the work clubs, and the service was aware of 160 people who had moved into employment. During the pandemic the work clubs were closed, and the resources redirected to support residents under the Ealing Together response. The Council was trying to find the right locations to reopen the work clubs in April 2023.

The current support provided by LWA focussed on providing support with the cost of living crisis and prioritised employment support to those people who applied for LWA as they were the most vulnerable being on the lowest incomes and in the greatest need. There were currently 64 residents who were receiving the intensive employment support, which was mainly via one-to-one sessions with local welfare assistance officers.

### **Key Issues Considered**

- Operation of the job clubs. The Panel was informed that they were weekly sessions that had been held in the libraries and publicised on the council's website and Around Ealing magazine. Residents were able to drop in for a session and then decide whether they wanted to attend the work clubs on a regular basis. Some of the LWA applicants were referred to work clubs and awards would be conditional on the understanding that people would start attending and benefit from the support being provided.

- Support for those people who were digitally excluded. Members heard that the digitally excluded were probably missing out on the support available online and that was why the service was increasing the face to face presence in food banks and community hubs.
- Hanwell and Greenford had previously been identified as areas of deprivation; would those areas be prioritised for having a work club? Officers stated that these areas would be considered, however it would depend on whether there were locations available that could be secured free of charge, for example libraries.

### **8.3 Action West London**

Gary Buckley, Chief Executive, Action West London (AWL), informed the Panel that the charity helped disadvantaged unemployed young people and adults across West London to secure employment, improve their education and training, and set up in self-employment, social enterprise, and business.

AWL worked on two Greater London Authority funded programmes, one for young people with physical disabilities and the other for young people with social, emotional, and mental health issues. They worked across several different client groups, currently the emphasis was on supporting needs, particularly with people from black and minority ethnic backgrounds. AWL was supported by SEGRO Community Fund, which financed a project based on the community street market in Acton assisting people who wanted to test trading, as well as being an area to engage with the local community. They had found that there were a lot of economically inactive people often on welfare support which was not job seeker based. AWL was having positive conversations with them to suggest ways that they could re-enter the labour market.

The focus of AWL was to act as a job broker. In the last three years they had moved 250 Ealing and over 800 West London residents into work, which they stated was staggering considering the impact of the pandemic. AWL had recently run a pre-employment customer service training course with Westfield which had been well attended by local members of the community.

The Panel was informed that the charity was due to lose half of its current funding with the loss of the European Social Fund, and there was no current clear bid pipeline in place to replace it. AWL was keen to renew its links with the council for closer working. There were data sharing agreements in place and the charity was happy to continue to share information on their work.

#### **Key Issues Considered**

- Attracting people onto training courses. Members noted that AWL was not part of the Health and Work Programme or Restart so was attracting people not via the job centre but through social media, and by registering the training opportunity or vacancy on Indeed. In Ealing, there was a great and different demand for services. Free Construction Skills Certification Scheme Cards

were offered which were the gateway to jobs in construction. These were popular with ex-offenders as it meant working outdoors with minimal supervision. Occupationally relevant short courses could make a significant difference and impact in the labour market. These short interventions which were very often financially out of the reach of people were gateways into vacancies that commanded far more than the basic minimum wage.

#### **8.4 Beam**

Davide Bertone and Chloe Rose, Delivery Managers, Beam informed members that their organisation empowered residents who had been long term unemployed and affected by homelessness to start stable work and find rental accommodation through the power of people and technology. There was a website where the public could donate directly to residents affected by homelessness which helped them to overcome the financial barriers they might face for example travel costs, child care, work clothes, laptop and offer courses providing a clear road into employment. Each person was matched with a caseworker who provided 13 weeks of one-to-one support aimed towards an outcome of starting work or finding accommodation.

BEAM had been partnered with Ealing since 2019, cross commissioned between employment and homelessness teams. 26 local organisations referred residents to BEAM. There had been over 250 referrals, and 73 Ealing residents had joined BEAM receiving the bespoke support. 35 Ealing residents had been helped into employment. £129,000 had been donated from members of the public. BEAM had calculated that over half a million had been saved for Ealing Council by those who were homeless leaving temporary accommodation because they had obtained work or having been prevented from ever entering temporary accommodation.

Referrals were largely from housing teams at the council, Work Ealing, the jobcentre, hostels in the area, and foodbanks. The crowdfunding element of the service had been operating for over five years. The service had helped over a thousand people into work and housing and had a community of over 20,000 supporters who donated monthly.

#### **8.5 Shaw Trust**

Paul Nicholas, Head of Employability, Shaw Trust informed the Panel that the Trust had been commissioned by the West London Alliance to deliver two employability programmes. Jets, which was a direct result of the pandemic and had come to an end, and the core employability programme the Work and Health Programme.

The Work and Health Programme started in March 2018, since then 2,219 Ealing residents had been referred to the programme. 85% of the referrals came from the local job centre plus, participants had to volunteer to join. Currently there were 478 participants active on the programme in the Ealing area. A participant was usually on the programme for 15 months, the average length on the programme was about 7 months before entering work, and there was in-work support of 6 months to aid with sustainability of that employment and that it paid the London living wage.

The referrals were of people that were unemployed for more than two years as well as a range of people including ex-offenders, ex-carers, care leavers and refugees. The Job Centre identified the leading criteria for a person to join the programme when they made the referral. Of the over 400 Ealing participants currently on the programme, 41% were over 50, 50% were BAME, 64% were from jobless households, 6% had a criminal record, 41% lacked basic skills in literacy and numeracy, 35% declared having mental health problems, 8% of participants were homeless, and 61% had been unemployed for more than 2 years. In 2022 of the 490 residents that joined the programme, 293 had entered employment.

Participants received face to face support for over eight and a half hours every fortnight, which did not include any interventions that they attended. An action plan was drawn up and participants were given access to a customer portal so that they could book themselves onto activities run by other charities to build their skill set and give them confidence to manage their lives.

Since 2019 1,009 Ealing residents on the programme had entered work, of which 68% of the roles had been full time and 53% at more than the London Living Wage. 1,177 participants had left with some form of accreditation or qualification. Participants were handed back to the work coach at the job centre in a three way conversation and the Trust would make recommendations as to what further support they might need.

## **9. PANEL VISIT TO COMMUNITY HUB AT EALING CENTRAL LIBRARY**

The Chair, Vice-chair and Councillors Brett and Hersch visited the Community Hub at Ealing Central Library on 9 March 2023. Members had previously heard that four community hubs had been set up at libraries in the borough providing advice on financial support, benefits and council tax, as well as being able to recommend local community organisations who might be able to offer residents other help, depending on their circumstances.

Members heard that most cases seen by the advisors were debt related. Service users would also often build up a rapport with an advisor and would travel to see them, even if they had a community hub that was nearer to them. Currently the data collected by the service was the client's postcode, the query, and if they were referred to another service, and what that service was. Repeat contacts were not recorded. Information on those who were digitally excluded was recorded.

For their mental health and wellbeing, staff were rotated amongst the hubs, as some hubs were less busy than others. The hubs had fixed lunch breaks, which were advertised to ensure that staff got their breaks.

### **Key Issues Considered**

- The opening hours for the community hubs might make them difficult for working people to access.
- The number of referrals to courses were recorded but not whether the referral was taken up.



- The Homelessness team could only be contacted by telephone. Service users often had to leave the library as it closed at 5pm, whilst still on the telephone to the Homelessness team.
- There was no privacy for service users with the way the service was located in Ealing library. Members heard that the service was intending to pilot design solutions to improve privacy, however space was limited.
- Members sought assurances that action was being taken to support the mental wellbeing of the community hub staff, as they were working in a stressful environment.
- Acton Library did not seem to have a high public profile and that might be a reason for footfall to the community hub there being low.

## **10. WORK OF THE COST OF LIVING TEAM**

Louisa McDonald, Cost of Living Programme Lead and Alison Reynolds, Director Customer and Transactional Services provided the Panel with a presentation on the activity carried out by the Council's Cost of Living Team, since it was set up in January 2023. The Panel heard that the team had been established as there was recognition of the need for a coordinated approach to the activity being undertaken by each of the directorates. The Panel heard about progress in key work streams such as finance and money, food poverty, energy efficiency, warm spaces, jobs and training, health and wellbeing, and digital exclusion. The team had also recently developed a cost of living data dashboard.

### **Key Issues Considered**

- The information provided in the cost of living leaflet included in Council Tax Bills. Members noted that the leaflet was a short document which had been sent out with the Council Tax letters. There was a community support directory online that listed all food provision, warm spaces and details on organisations offering financial advice. The Community Hubs also had access to a hard copy service delivery guide which provided information on the support services available.
- Residents who had missed out on the Department of Work and Pensions Cost of Living payment. The Panel heard that some residents may have missed out because although they were in receipt of Housing Benefit they were not on Universal Credit, which was the qualifying benefit. The Government had realised that was a gap and funding and guidance on how to address that had been provided.

## **11. MONEY ADVICE AND DEBT MANAGEMENT**

At its final meeting the Panel heard from organisations providing money and debt advice and supporting residents to take control of their finances.

## 11.1 London Community Bank

Steve Allen, London Community Bank, which was part of the Hillingdon Credit Union Group, informed the Panel that it was a small credit union with approximately 3,500 members across several boroughs in West London. The bank provided three basic services, there were no joining fees or credit checks required to open a savings account. They offered a pre-paid Visa Card, which meant that people with a poor credit history had access to a contactless card, which was needed for example just to be able to travel. They also provided affordable loans, 80% of which were to unemployed single parent families. People had to pass credit checks for the loans in terms of ability and willingness to repay and a loan could be for up to £500 against Child Benefit. Loans were offered to anyone in the community and payroll schemes were operating with a number of employers including Ealing Council. This was to stop people having to go to payday lenders or loan sharks.

Increasingly London Community Bank was working as a gateway to other charitable debt advice agencies such as Step Change and Turn 2 Us. They were seeing much higher levels of distress across their member base. Key areas tended to relate to food and energy and to a lesser extent rent. Unfortunately quite a few members had taken the view that because they had children and were not on a pre-pay meter that they could not be cut off, so were not paying their energy bills. Some members had £5,000-£6,000 pounds of arrears which might mean that they would have to go into an insolvency process at some point to resolve it.

There were much higher loan volumes for day to day needs as opposed to holidays or home improvements. There were issues when members were being moved from Tax Credit to Universal Credit as there was often a delay with payments coming through causing people to go into arrears with their rent. They were able to get loans from Universal Credit but there was a limit to the amount they could get and they had to be paid back quickly. The biggest concern for members was food price inflation, basic ranges of food had increased considerably. The Council's Cost of Living Website had proved to be very useful as a referral tool to members living in Ealing. London Community Bank was seeing a lot more debt management plans but unfortunately quite a lot of these were commercial plans which had high fees, whereas if people used debt advice agencies such as Step Change there were no fees.

London Community Bank worked with Brent Council on a scheme providing an interest free loan for Brent residents who had been introduced by the Council. They either had rent arrears or high cost debt that had built up during Covid and had the ability to meet the loan repayments. The interest rates that people were paying otherwise were very substantial. This loan scheme had managed to save people quite a lot of money and the justification of the support from Brent had been to try and ensure that people could retain their rented accommodation.

The second scheme was with Hillingdon Council providing Green Loans to support residents with funding insulation, boiler upgrades, and solar panels. The Council funded the interest and it was a way of them hitting internal targets for the uptake of home improvements across the borough. The London Community Bank stated that they would be happy to consider similar schemes with Ealing Council.

## **11.2 Crosslight Advice**

Maria Van Ommen and Nicki Crown from Crosslight Advice informed the Panel that their organisation was a charity, regulated by the FCA, providing free debt advice with the aim of helping people out of poverty and build a better future. Crosslight gave debt and benefits advice and ran money courses, support was tailored to need so one appointment might be enough or long term support might be required. Crosslight started in 2021, it was funded by Ealing foodbank and provided drop in services and appointments at the foodbanks across the borough. Currently demand at the foodbanks was very high. In 2022 Crosslight Advice had supported over 235 people, half of whom now no longer needed to use the foodbank and there had been a financial gain for them of at least £350,000. 85% of those clients who had rent arrears were no longer at risk of eviction.

There was no typical client but they were seeing some common struggles particularly amongst the elderly, people with long term health conditions, people with disabilities, single mothers, refugees, street homeless and asylum seekers. People often had difficulties in managing their affairs due to digital poverty, lack of literacy, language barriers and lack of financial literacy. Since the cost of living crisis they were seeing more people who were unable to pay their bills and an increase in the number of people being evicted. People had multiple debts, more pre-payment meters were being installed, and more people were having bailiffs attending their home.

Crosslight Advice highlighted specific problems seen in the borough. Ealing Council's method of debt enforcement for council tax arrears, with the use of bailiffs, was increasing the financial burden and causing hardship. Bailiffs were adding their own fees which could double the debt and made it difficult to negotiate a truly affordable payment arrangement. Crosslight Advice recommended that Ealing should be prepared to have a less ridged system, some authorities such as Hammersmith and Fulham Council were no longer using bailiffs.

People placed in temporary accommodation were often paying high rents and had multiple debt and benefit problems often born out of poor understanding and communication of the circumstances they were in. Their liability for Council Tax was often not explained to them.

Crosslight Advice had recently seen a lot of clients in Houses in Multiple Occupation. These were often poorly converted properties with numerous individual dwellings with shared facilities, which led to disputes about unpaid energy bills so there was often accruing debt.

## **11.3 Nucleus Legal Advice**

Baljit Badesha from Nucleus Legal Advice informed the Panel that his organisation had been providing debt, housing benefit and employment advice at representation level in Ealing for 14 years. For the last 5 years it had been a member of Ealing Advice Consortium. When Nucleus Legal Advice first started in Ealing the provision of advice was limited. The capacity to carry out case work was also limited, which was down to resources, like other charities they were trying to bring in additional

income from other sources.

Ealing had a high need compared to other boroughs. Even before the pandemic Ealing had higher spending on household bills than average for London. Nucleus Legal Advice stated that Ealing Council was the fourth highest user of bailiffs in London to enforce council debt, which was putting money in the pockets of bailiff companies, chasing small amounts of money, and quite often doubling the debt. Covid and then the Cost of Living Crisis had exacerbated this.

In December the main financial concerns seen by Nucleus had been council tax, rent and credit cards. In January the highest demand was for fuel, followed by rent and council tax. Volumes had increased and so had the amount of debt that people were coming forward with. Rent arrears were in the thousands.

Nucleus Legal Advice was now seeing more people who were employed and coming for one off advice. They were looking for a sticking plaster approach not a holistic assessment of their financial needs which was worrying as they were not considering medium or longer term solutions. Regarding the fuel projects, the most vulnerable people were missing out on government help, vouchers for pre-pay meters were expiring or going to the wrong address or landlords were not passing them over when the bills were in the landlord's name. The more insecure the tenancy was, the fewer rights the tenants had. The main solution was bankruptcy or debt relief orders so that they could write off the debt and start again and in the last few months there had been a greater demand for that. People were coming forward with a lot more debts, pre-Covid debts were on average 2.19 per client, now they were averaging 4.8 per client which made it a lot more complex.

### **Key Issues Considered**

- Helping prevent tenants in temporary accommodation from getting into debt. Nicki Crown, Crosslight Advice informed members that the problem they saw was that often people did not understand the tenancy agreement and the agreements Crosslight Advice saw were often inaccurate. The communication could be better with a clearer explanation to the tenant about what they had to do. They were often the most vulnerable people. Months and years later they would come to Crosslight because they did not realise that they had council tax to pay.
- The use of bailiff action. Baljit Badesha, Nuclear Legal Advice stated that when Hammersmith and Fulham Council stopped using bailiffs, they adopted an agreed ethical approach to collecting debts, which meant improving engagement with clients. Debt recovery was an automated timetabled system, it pushed people away, it did not engage with people to help them come to an agreement instead it pushed money to the bailiffs. Nicki Crown, Crosslight Advice added that Hammersmith and Fulham had a more open conversation about what was affordable for the person, so instead of putting their head in the sand people would engage, they did want to clear their debts but they were scared. Officers stated that a process was followed with Council Tax collection, a lot of documentation was sent including reminders, information on Step Change was included with bills and people in financial

difficulties were encouraged to make contact, bailiffs and enforcement were the last resort. These were the people who failed to make any contact with the Council.

- Access to the Council Tax Support team. Baljit Badesha commented that people found it very hard to get through, this also applied to the debt advisors. A call back was of little use when the client was with the advisor, they needed to be able to speak then as that three way communication was needed to unpick an issue. Having a named officer to contact might help particularly when a client was with an advisor.

## **12. PANEL MEMBERS**

Councillor Varlene Alexander (Chair)  
Councillor Seema Kumar (Vice-chair)  
Councillor Louise Brett  
Councillor Connie Hersch  
Councillor Javaid Iqbal  
Councillor Sindy Jassal  
Councillor Sanjai Kohli  
Councillor Dee Martin  
Councillor Claire Tighe

### 13 Health and Adults Social Services Scrutiny Panel - Recommendations with Officer Comments

<b>No.</b>	<b>Recommendation</b>	<b>Service Officer Comments (Including Any Resource and Legal Implications)</b>	<b>Recommended Cabinet Response (Accept/Reject)</b>
1	That the data on employment rates by ethnicity at borough level be provided for members when available.	<u>Rajiv Ahlawat, Strategic Intelligence and Performance Manager</u> Data is available now and can be circulated to members.	Accept
2	That information on levels of economic inactivity in different parts of the borough, particularly where there are barriers to employment for example where people are carers or single parents or not proficient in English, be provided for members when available.	<u>Rajiv Ahlawat, Strategic Intelligence and Performance Manager</u> Data on economic activity at ward/ area level is available from the 2021 Census but it is not yet available broken down for specific groups such as ethnic groups, carers, single parents, or English proficiency. The information will be provided when available.	Accept
3	That the information on tackling the cost of living, including support available during the school holidays, be made more prominent on the council's website and promoted on the council's social media. This recommendation of the Panel made at its first meeting in July 2022 has been carried out.	This recommendation has been actioned.	Accept
4	That there should be a review of the recruitment process for apprenticeship schemes to identify any barriers and to make it more inclusive for residents that might have specific needs. The approach to apprenticeship assessments should be reviewed and thought given to holding some of the assessments at a place where learners felt more comfortable.	<u>Connor McDonagh, Assistant Director, Economic Growth, Regeneration and Planning</u>	Accept

<b>No.</b>	<b>Recommendation</b>	<b>Service Officer Comments (Including Any Resource and Legal Implications)</b>	<b>Recommended Cabinet Response (Accept/Reject)</b>
5	Due to being identified as areas of deprivation, that Greenford and Hanwell be considered for work club locations when the service resumes.	<u>Alison Reynolds, Director Customer Services</u> The service will continue to look for suitable locations for work clubs with a view to co-location with community hubs and libraries.	Accept
6	That the employment support services provided by the external agencies that the Council works with be promoted on the council's website or the cost of living hub.	<u>Connor McDonagh, Assistant Director, Economic Growth, Regeneration and Planning</u>	Accept
7	That further consideration be given to the location and environment of the community hubs so that they provide privacy for service users whilst maintaining staff safety.	<u>Alison Reynolds, Director Customer Services</u> Funding has been identified for improvement to the environments of the Southall and Northolt hubs, with work currently being scoped. Improvements are already underway in the Central Library Community Hub to improve the environment as an interim solution, while consultation and planning for future permanent solution takes place.	Accept
8	There should be a better access for the professional agencies to the council tax and financial assessment teams, and consideration given to having a dedicated telephone number and email address.	<u>Alison Reynolds, Director Customer Services</u> Meetings have taken place with the relevant agencies to agree and implement appropriate channels for communication with a dedicated email address for contact live as of 18 March 23.	Accept
9	The Council should explore working in partnership with London Community Bank to provide interest free loans for residents who require financial assistance.	<u>Alison Reynolds, Director Customer Services</u> Front line staff have been briefed by the London Community Bank in the services they offer including access to loans. The council's cost of living web pages have been updated to include a link to the London Community Bank and its services.	Accept

<b>No.</b>	<b>Recommendation</b>	<b>Service Officer Comments (Including Any Resource and Legal Implications)</b>	<b>Recommended Cabinet Response (Accept/Reject)</b>
10	The Council should meet regularly with the money and debt advice agencies in Ealing to consider what more could be done to improve engagement with residents earlier in the debt collection process so as to help reduce the use of bailiffs. There should be a yearly target for reducing bailiff use for council tax arrears and other strategies for debt collection considered with the money and debt advice agencies.	Alison Reynolds, Director Customer Services An initial meeting took place with relevant agencies in June 2023, with a further meeting scheduled to take place in September 2023.	Accept





**Report for:**  
**ACTION**

**Item Number:**

<b>Contains Confidential or Exempt Information</b>	No
<b>Title</b>	Final Report of the Health and Adult Social Services Standing Scrutiny Panel 2022/2023
<b>Responsible Officer(s)</b>	Helen Harris Director of Legal and Democratic Services <a href="mailto:harrish@ealing.gov.uk">harrish@ealing.gov.uk</a> Tel: 020 8825 8615
<b>Author(s)</b>	Cllr Daniel Crawford (Chair) Cllr Andrew Steed (Vice Chair)  Anna-Marie Rattray Scrutiny Review Officer Email: <a href="mailto:rattraya@ealing.gov.uk">rattraya@ealing.gov.uk</a> Tel: 020 8825 8227
<b>Portfolio(s)</b>	Councillor Josh Blacker (Healthy lives) Councillor Jasbir Anand (Tackling inequality)
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 September 2023
<b>Implementation Date if Not Called In</b>	25 September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	Scrutiny; review, health, public health, adult social care, scrutiny recommendations

**Purpose of Report:**

The purpose of this report is to refer to cabinet the final report and recommendations of the health and adult social services standing scrutiny panel 2022/23.

## 1. Recommendations

1.1 It is recommended that cabinet

- a) notes the final report of the health and adult social services standing scrutiny panel 2022-23, which is attached as appendix 1
- b) accepts the scrutiny panel's recommendations in section 7 of the final report
- c) identifies whether further information or advice is required from council officers on any of the recommendations before cabinet can take a decision about accepting or rejecting these
- d) directs council officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by cabinet

## **2. Reason for decision and options considered**

2.1 Scrutiny panels have a role in improving decision-making and service delivery through effective scrutiny. Recommendations from scrutiny panels need to be taken forward in a timely manner and in accordance with the Council's Constitution if the scrutiny function is to be effective. The scrutiny and executive protocol identifies the timescale for cabinet to respond to scrutiny panel recommendations. This decision will mean that the response is made in a timely manner and that services can implement the accepted recommendations.

## **3. Key implications**

3.1 The recommendations of the health and adult social services standing scrutiny panel 2022-23 are provided in a table format in section 7 of the full report of the panel in appendix 1.

3.2 The Council Constitution (Part 2 Article 6.03) gives the overview and scrutiny committee (OSC) power to 'set up individual specialist panels ..... to investigate and report back to OSC ...' Part 4 of the constitution, scrutiny procedure rules (par.10) identifies that OSC prepares a formal report on its recommendations and submits it to cabinet.

3.3 Where appropriate, service officers have identified the financial, legal and any other pertinent implications against each recommendation to enable cabinet to reach a decision.

3.4 OSC will monitor the progress on the implementation of each recommendation agreed by cabinet.

## **4. Financial implications**

4.1 The service officer response, including suggested actions which may have potential financial implications, to each recommendation is provided in section 8 of appendix 1.

4.2 The majority of the recommendations have no financial implications or those that have can be contained within existing service budgets. Where a recommendation involves additional funds then these will have to be contained at present and any further allocation of funds would need to be obtained through the normal budget setting process.

## **5. Legal**

5.1 Where additional legal support is required to implement recommendations, this will be met by the service concerned.

## **6. Value for money**

6.1 The effectiveness of scrutiny is measured by the quality of its recommendations to cabinet and the extent to which it has contributed to both democratic renewal and members' community development role. The scrutiny panel held open public meetings, solicited views through expert witnesses to ensure a regular and sustained input to the work of the panel.

6.2 With respect to scrutiny panel recommendations, value for money implications are outlined in the officer response to each recommendation in the schedule, as appropriate.

- 6.3 If recommendations arising from scrutiny panel are not taken forward and implemented in a timely manner then improvements to service delivery are not being made in an efficient and effective manner.
- 7. Sustainability impact appraisal**
- 7.1 There is none arising directly from this report.
- 8. Risk management**
- 8.1 There are no direct risk management implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery.
- 9. Community safety**
- 9.1 There are no direct implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery and community safety.
- 10. Links applicable to the three key priorities for the borough**
- 10.1 The recommendations arising from the panel's review relate to the key priority:
- Fighting inequality
- 11. Equalities, human rights and community cohesion**
- 11.1 No equality analysis assessment has been undertaken on these recommendations. Any equalities or community cohesion issues have been addressed by the service officers' response as appropriate.
- 12. Staffing/workforce and accommodation implications**
- 12.1 Any staffing/workforce and accommodation implications have been addressed by the service officers' response as appropriate.
- 13. Property and assets**
- 13.1 None.
- 14. Any other implications**
- 14.1 None.
- 15. Consultation**
- 15.1 OSC considered and approved the final report of the panel on 6 July 2023.
- 15.2 The recommendations take into consideration the views of local organisations and residents as expressed at the open meetings held by the panel.

**16. Timetable for implementation**

16.1 OSC will monitor, twice yearly, the implementation of the recommendations accepted by cabinet.

Cabinet Action		Date	Service Implementation
1.	Cabinet accepts some or all recommendations.	<b>13 September 2023</b>	25 September 2023 – in line with call-in requirements.
2.	Cabinet requests further information.	<b>13 September 2023</b>	Service provides additional information for cabinet on 12 October 2023.
3.	As a result of further information, cabinet accepts or rejects remaining recommendations.	<b>12 October 2023</b>	24 October 2023 – in line with call-in requirements.

**17. Appendices**

17.1 **Appendix 1:** Final report and recommendations of the health and adult social services standing scrutiny panel 2022-23

**18. Background information**

18.1 Ealing Council's constitution is available at [council constitution](#)

18.2 OSC – agendas, minutes and reports, available at [committee details - overview and scrutiny committee \(modern.gov.co.uk\)](#)

18.3 Health and adult social services standing scrutiny panel 2022-23 minutes and reports, available at [committee details - health and adult social services scrutiny panel \(modern.gov.co.uk\)](#)

## Report Consultation

<i>Name of Consultee</i>	<i>Department</i>	<i>Date Sent to Consultee</i>	<i>Date Response Received from Consultee</i>	<i>Comments Appear in Report Para</i>
<b>Internal</b>				
Overview and Scrutiny Committee	All Committee Members	6 Jul 2023	6 Jul 2023	
Kerry Stevens	Strategic Director, Adults Services and Public Health	12 Jul 2023	17 Jul 2023	
Anna Bryden	Director Public Health	12 Jul 2023	31 Jul 2023	
Helen Harris	Director, Legal and Democratic Services	11 Aug 2023	29 Aug 2023	
Cllr Josh Blacker	Cabinet Member, Healthy Lives	11 Aug 2023		
Cllr Jasbir Anand	Cabinet Member, Tackling Inequality	11 Aug 2023		
Emily Hill	Strategic Director, Resources	29 Aug 2023	31 Aug 2023	
Steve Barton	Strategic Planning Manager	29 Aug 2023	31 Aug 2023	
<b>External</b>				
None				

## Report History

<b>Decision Type:</b>		<b>Urgency item?</b>	
Non-key Decision		No	
<b>Authorised by Cabinet Member:</b>	<b>Date Report Drafted:</b>	<b>Report Deadline:</b>	<b>Date Report Sent:</b>
N/A			
<b>Report No.:</b>	<b>Report Author and Contact for Queries:</b>		
	Anna-Marie Rattray, Scrutiny Review Officer Email: <a href="mailto:rattraya@ealing.gov.uk">rattraya@ealing.gov.uk</a> Tel: 020 8825 8227		

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## Health and Adult Social Services Standing Scrutiny Panel Year End Report 2022-23

Councillor Daniel Crawford  
Chair of the Health and Adult Social Services Standing Scrutiny Panel



I am pleased to present this year's report from Ealing Council's Health, Adult and Social Standing Scrutiny Panel. I would like to begin by thanking the Panel's Scrutiny Officer, Anna-Marie Rattray, our Vice-Chair Councillor Andrew Steed and all our members – especially those who have been co-opted – who have offered their invaluable insights throughout the year. On behalf of the Panel and the residents of Ealing, I send our immense gratitude to everyone working in the NHS, health care and social services during another tough year.

The Panel's work programme was upended by the cancellation of meetings due to the sad passing of Her Majesty Queen Elizabeth II but thanks to the determination of our members and the innovation of the Council's officers – and the cooperation of the NHS, voluntary sector and other local authorities – we have been able to carry out important scrutiny of local health services and make clear recommendations about where things can be improved after benchmarking both locally and nationally.

The Council and the NHS have ambitious objectives to end health inequality across Ealing and north west London as a whole. It is clear that this will be a goal that can only be achieved through a collaborative approach that designs services and solutions differently and I was delighted to be able to visit so many public health projects across Ealing over the course of the municipal year. The Panel has historically recognised the vital role of the voluntary sector, especially Ealing Community Transport and AGE UK, and only by building closer partnerships will we truly tackle loneliness, isolation and, ultimately, eradicate inequality.

One of the most important aspects of scrutiny is adding value through the policy process. I would like to commend the commitment of Kerry Stevens and his team in bringing important items to the Panel and allowing us to identify ways in which the Council can provide social care fit for the challenge in the years ahead. The Panel will continue this work in the coming years, analysing the Council's progress in fixing social care, as well as examining the key decisions taken by the NHS – as we have this year, particularly in respect of local mental health bed provision.

Scrutiny has a strong history in Ealing and it has never been more crucial in supporting the day-to-day lives of the borough's residents as we look to learn the lessons after the Covid-19 pandemic.

**APRIL 2023**

## 1. OVERVIEW OF THE PANEL'S ACTIVITIES IN 2022/23

A brief overview of the Panel's activities follows below. This year the Panel's report for 2022/23, rather than setting out what has been considered on a meeting by meeting basis presents the work of the Panel under the headings of adult social care, public health, health services in Ealing, and North West London Joint Health Overview and Scrutiny.

Further details can be found in the agendas and minutes for the Panel meetings which are available on the Ealing Council website at [Committee details - Health and Adult Social Services Standing Scrutiny Panel \(modern.gov.co.uk\)](https://modern.gov.co.uk/Committee%20details%20-%20Health%20and%20Adult%20Social%20Services%20Standing%20Scrutiny%20Panel)

The Panel's recommendations are presented at the end of this overview. Where requests for further information have been made this information has been provided, and areas for further scrutiny have been suggested for the Panel's work programme for 2023/24.

### 1.1 The Panel's Work Programme

The Health and Adult Social Services Scrutiny Review Panel –

- Met 4 times through the year. The Panel was scheduled to meet 5 times; however the September meeting was cancelled following the death of Queen Elizabeth II.
- The Chair and Vice Chair of the Panel visited Ealing Hospital, took a tour of the site, and thanked the hospital's staff and senior leadership for their unstinting hard work whilst discussing how the Council can provide support.
- Members of the Panel joined the Mayor of Ealing, Cllr. Mrs. Mohinder Midha, at a mayoral reception to honour the selfless service of Ealing's NHS workers during the Covid-19 pandemic.
- Visited adult social care services in neighbouring boroughs, public health and hospital services in Ealing, and community and voluntary services supporting older people in the borough.
- Made recommendations and undertook dialogue with Adult Services, Public Health, NHS North West London, London North West University Healthcare NHS Trust, and West London Health Trust.
- The Chair of the Panel has attended the 4 meetings of the North West London Joint Health Overview and Scrutiny Committee, as Vice-Chair, and hosted one of those meetings in Ealing.

The following officers and external witnesses attended the panel's meetings:

- Kerry Stevens, Interim Strategic Director, Adult Social Care and Public Health
- Anna Bryden, Director Public Health
- Neha Unadkat, Borough Director, Ealing Integrated Care Service
- Dr Vijay Tailor, Borough Medical Director, Ealing, Integrated Care Service
- Roy Willis, Ealing Reclaim Social Care Action Group



- Simon Crawford, Director of Strategy and Deputy CEO, London North West University Healthcare NHS Trust
- Mark Titcomb, Managing Director, Elective Orthopaedic Centre, Ealing Hospital and Central Middlesex Hospital,
- Dr Christopher Hilton, Chief Operating Officer, Local and Specialist Services, West London NHS Trust
- Richard Mountford, Deputy Director of Communications and Engagement, West London NHS Trust
- Sonya Clinch, Clinical Director for Acute Mental Health Services, West London NHS Trust
- Aican Reilly, Power Group Chair Person
- Avtar Mann, Head of Integrated Commissioning
- Alex Cowan, Older Adults, Disabilities and Long Term Conditions Partnership Board

## **2. SCRUTINY OF ADULT SOCIAL CARE**

### **2.1 Quality of Adult Social Care in Ealing**

The Panel considered the provision of adult social care in Ealing at two of its meetings 29 June 2022 and 1 February 2023.

At the June meeting, members were informed that the Corporate Plan would set out how the administration planned to meet its ambition to improve adult social care over the next four years. Some of the ambition was around returning to pre-Covid work such as Better Lives, preventing people from needing care homes, preventing delayed transfers of care, and getting people out of hospital and re-abled as quickly as possible. Some of it was a new focus, for example on direct payment users, social isolation, mental health support, and looking at what the care market was and what it should be. Cabinet had recently agreed a £2 million investment in additional funding for care workers to be paid the living wage, but that was only the start, the estimate for domiciliary care workers alone was £4.5 million. The Panel received a presentation outlining the social care reforms, which were due to be introduced in October 2023 and subsequently delayed by the Government.

At the February meeting, members received an overview on the 'state of quality' in Ealing's Adults' Services. Members were informed of the number of contacts and referrals to the Social Care Advice and Referral Centre (ARC), the waiting times for assessments, admissions to care homes, Care Quality Commission (CQC) rating trends for care providers in Ealing, case audit findings, and survey results.

#### **Key Issues Considered**

- The challenging recruitment and retention environment in the social care workforce. The importance of a sustainable workforce and staff retention. The Panel heard that as people were being moved from institutional care into

community services more staff were needed because of the time it took to travel around and support people in their own homes. The domiciliary care market in Ealing was very dynamic. There were a lot of registered providers, and the council was very clear in terms of its quality expectations that providers had to be good or outstanding for the council to procure services from them. The council was working closely with providers to improve the quality of services and to implement the real living wage. Social care reform had set out a programme of investment to support the social care workforce.

- The quality of care homes and domiciliary care in Ealing. Some care providers were continually being assessed by the Care Quality Commission as requiring improvement. The Panel heard that Ealing Council was the largest commissioner of services of domiciliary care in the borough and a very clear and definitive step had been taken to only procure new services from home care providers that were rated good or outstanding. The care home market was more complex in terms of how that could be achieved. A care home summit was recently carried out with providers and NHS partners to consider the issues in the sector and how a difference could be made. Being well-led was key to quality, however the average length of stay of a registered manager in a care home was only 18 months, which was inordinately short to change and maintain a culture shift. Strategies were being developed through the commissioning arrangements with the NHS and providers across North West London to target some of the providers that were having difficulties.
- Waiting times for assessments and overdue reviews. In February, the Panel noted that thirty five percent of reviews were overdue by at least 18 months and in June the waiting time for an assessment was on average 35 days. The Panel heard that this was a significant area of focus. Additional resources had been going into the service. Over the last two years it had been difficult to carry out reviews of people in receipt of services, especially people with learning disabilities where it was important to engage people in the review process and their reassessment. The variations in assessment waiting times were due to limited staffing resources and competing demand. However the service was committed to improving this, as people waiting for assessment presented a risk as prior to an assessment the service did not know enough about them.
- Care Quality Commission Local Authority Assessments. The Panel heard that the CQC assessment would drive performance across the sector in terms of quality. Ealing had been developing an internal quality assurance framework prior to the announcement about the inspection programme for local council services. An external review had been commissioned to do a light touch trial inspection and the action plan arising from that could be presented to the Panel.
- Learning from complaints data. An analysis of the trends in complaints about the services that the Council commissioned, and the actions taken would be useful for the Panel. Members heard that internal complaints data was

produced which would be included in the quality dashboard and would be part of the quality assurance framework going forward.

- Learning from benchmarking. Information which provided comparative data regionally and nationally to geographically co-located boroughs and those with similar population distributions as in Ealing would be useful for the Panel. Members heard that this data was gathered through several formats for national reporting, the Adult Social Care Outcomes Framework (ASCOF) and the Short and Long Term Support (SALT).
- Impact of the cost of living crisis. The Panel heard that the council had been providing a range of support to people experiencing difficulties because of the cost of living crisis. Some of this was targeted support to people with disabilities. If people were having specific challenges meeting the costs, the council offered a disability related expenditure reduction on the cost for services which could be reviewed and expanded upon if costs had increased significantly. People were encouraged to contact the financial assessment team to support that.

## **2.2 Panel Visits to AGE UK Ealing 16 March 2023 and United Anglo Caribbean Society 23 March 2023**

The Chair, Vice-chair and members of the Panel visited the day centre run by Age UK Ealing at Greenford Community Centre and the lunch club run by United Anglo Caribbean Society at Acton Gardens Community Centre.

Members were impressed by what was being provided to support the health, wellbeing, and independence of older residents in the borough. Both groups were warm and welcoming providing service users with both practical assistance and a chance to socialise and take part in a variety of activities promoting health and wellbeing. By bringing people together for social activities the centres were enhancing service users' confidence and helping combat loneliness and isolation.

## **2.3 Learning Disability Commissioning Strategy**

At the 1 February 2023 Panel meeting, members were informed of the priorities for people with learning disabilities identified from the extensive consultation carried out for the Learning Disability Commissioning strategy. These were meaningful lives, feeling and keeping safe, transport, lifelong learning, improving health and lives, the transition from children to adults' services, and good networks, information, and communications. The Panel was also informed of the outcomes aimed to be achieved against each of the priorities.

### **Key Issues Considered**

- Housing. There needed to be a clear plan set out within the strategy to support more people to live independently within the community where they

had grown up and had strong networks. There was an opportunity for the authority through its Local Plan to be cognisant of the changing housing needs of the population as they became less physically able. The Panel heard that this was going to be an area of focus and was in line with the Council's plan to support more people in their own home.

- The quality of health checks, continuity of care for people with learning disabilities, and experiences of contacting NHS services. The Panel heard that there would be some detailed work on health checks, the first step of which would be to hear from local people with learning disabilities on their experience, as well as ensuring that everyone with a learning disability had an opportunity to have a health check and health action plan. The Panel suggested that if an audit was to be done that there might be a role for Healthwatch and the Power Group in designing the questions.
- Funding. Panel members asked if there was funding to support the ambitious strategy and were informed that no additional money had been allocated. The Strategy was the first stage of the work, action plans would be developed through the Learning Disability Partnership Board and the Power Group. The plans would be costed as they were developed and considered within the wider funding requirements.
- Transport. Ealing Community Transport offered to discuss with the Power Group how to make their access to transport better and possibly provide travel training.

## **2.4 Review of Ealing Adult Partnership Boards**

At its meeting on 12 April 2023, members were updated on the progress of a review of the Adult Social Care Partnership Boards, which were viewed as vital in ensuring service users and the wider community were able to influence how health and social care services were provided across the borough.

Members of partnership board shared their experience with the Panel, who heard that the boards were an important conduit for the voices of people with lived experience. It was important that the voice of the service user as well as being heard was taken forward. Service users wanted to be part of the decision making process through co-production rather than be asked to comment on options presented. They wanted to know why choices had been made, which might not have been what they were asking for, so that they could understand why decisions had been reached. It was not enough to be represented by organisations such as Healthwatch, the people with the lived experience needed to be involved as decisions taken directly affected their lives.

The first phase of the review identified how the boards were supported, how strong the governance was and whether there were any gaps. Feedback highlighted the importance of co-chairs, which two of the boards had. Some of the partnership boards did not have very good service user or carer representation and that was a

known gap. In terms of governance there was no formal connection between partnership boards which was also seen as a gap and could lead to duplication. The review had found that the boards were producing some good outcomes in terms of prioritisation, action plans and strategic developments.

The next phase of the review would continue the consultation and engagement in developing a future model, if that was what was required. The service was currently working on an options appraisal with options ranging from merging the boards to creating more boards for example a carers' partnership board or splitting older adults from long term conditions and disabilities. There was also an option to adopt the seven towns approach which would mean having a partnership board based on service delivery in a geographical location.

### **Key Issues Considered**

- Having sub-groups of partnership boards. For example when there were certain health issues that were only applicable to particular groups such as people with sickle cell anaemia.
- The number of groups represented in a partnership board. Members commented that it did not feel as if all the issues that arose within that cohort of the Older Adults, Disabilities and Long Term Conditions Partnership Board could be addressed within that structure and suggested that there should be a separate board for older adults. Consideration should also be given to having a Carers Board.
- The naming of the boards. The term partnership could be viewed as active or passive. Other local authorities referred to co-production boards and this might be a term for Ealing to think about.
- The importance of being able to demonstrate effective working and evidence of success. Partnership boards should result in a tangible change for people with lived experience.
- Diversity of membership. That the review should consider how representative the Boards are in terms of diversity and geographical spread of the participants.
- The importance of having a Chair or Co-chair with lived experience on all the partnership boards.
- Funding. Members asked if there was a budget to support the outcome of the review as presumably additional boards with increased support would increase costs. The Strategic Director said that they would be looking at costed models for the proposals, however there was not a huge amount of money within the service to support this.
- 7 towns partnership boards model. Members were supportive of moving to a

position where there was a 7 towns model, however as many of the service users went outside of their towns to receive services this might not yet be appropriate.

- Access to meetings. Transport was an important factor in enabling service users to attend meetings in person and meetings should be geographically accessible. Members suggested that consideration should be given to providing transportation to Board meetings and an approach made to organisation such as Ealing Community Transport to see what they could offer.

## **2.5 Panel Visit to Project Search, Hounslow 9 February 2023**

The Chair and Vice-chair visited Hounslow Council to hear about Project Search, a work-based programme for young people with learning disabilities, which supported their move from education to employment. The project was run in partnership with Hounslow Council, West Thames College and the supported employment service Kaleidoscope Sabre.

The internship offered young people, aged 17-24, with real-world work experience and a comprehensive support package as they transitioned from education into employment. The interns worked in an array of roles at the Council – ranging from ‘hands on’ jobs with the Park Rangers Team to supporting Public Health’s ‘Winter Ready’ campaign. Along with practical work experience, the interns benefitted from a tutor at West Thames College and were mentored by a dedicated careers coach at Kaleidoscope Sabre.

### **Key Issues Considered**

- Project Search provided invaluable experience of the world of the work for young people with learning disabilities.
- The Chair and Vice Chair were impressed with how the young people were engaged in making their own placements work and the overall success of the scheme.
- The multi-agency approach with Hounslow Council, West Thames College and a multitude of local businesses delivered life-changing opportunities for many students.
- Ealing’s Project Search programme could work closer with Hounslow Council and the West London Alliance in order to expand its operation and adopt best practice.

## **2.6 Panel Visit to Brent Council 11 April 2023**

The Chair and Vice-Chair, along with the Strategic Director of Adult Social, visited Brent Council and met with Andrew Davies, Head of Commissioning, Contracting and Market Manager, and Edwin Mensah, Market Oversight Manager who shared the good practice that Brent Council had undertaken to increase the take up of Direct Payments.

The members heard how empowering direct payments could be for local residents, giving them more flexibility over how their care and support was arranged and provided. Ealing was intending to expand its Direct Payments offer to improve the independence and the health and wellbeing of Ealing residents and would be piloting an initiative around improving take up, which if successful would be applied across the borough.

## **2.7 Panel's Conclusions**

### **2.7.1 Items for the Work Programme 2023/24**

- The Care Quality Commission to be invited to a Panel meeting to discuss the actions taken to improve those care services continually being assessed as requiring improvement.
- The Panel highlighted the importance of learning from complaints and requested that an analysis of complaints data be included in future quality assurance reports.
- The Panel highlighted the importance of benchmarking data in terms of giving an accurate position of where the service was in comparison to neighbouring authorities and asked that this information be included in future quality assurance reports.
- The Panel to receive an update in six months' time on the progress of the action plans for each of the priorities arising from the Learning Disability Commissioning Strategy including clarity on the cost implications and funding available, the outcome of the work with the Power Group and Healthwatch Ealing to understand better the experiences of people with learning disabilities of accessing NHS services and Health Checks, and the outcome of the work with the Power Group and Ealing Community Transport to explore better access to transport. Delivering the outcomes of the Strategy should be led by Adult Social Care but the responsibility should be council wide.
- The Panel should scrutinise the provision and success of Direct Payments going forward and examine the performance of the Council's planned Direct Payments pilot.
- The Panel to receive an update report on the Ealing Adults Partnership

Boards Review, this should also set out how immersed the boards are in the decision making process, what best practice looks like, and includes measures for monitoring progress.

## 2.7.2 Panel Recommendations

1	The Council should reappraise and continue to improve its social care offer, despite the delay in the Government's plans to reform adult social care.
2	The Council should ensure and demonstrate its planning for increasing demand on adult social care services in the future, given the ageing population
3	The Council should prioritise putting the voice of social care users at the heart of any reform programme to ensure that their experience informs future policy. Further consideration should be given into how social care users interact with the local authority, actively listening to what that experience is like for the social care user and ensuring that nobody is discriminated against through the rush to digitalisation.
4	The Council should look at how to incentivise the building of more sheltered accommodation and prioritise the accessibility of our town centres through the local plan. There should be closer collaboration with the NHS on the co-commissioning of services to deliver this
5	The Council should adopt the Social Model of Disability as other councils such as Croydon, Hammersmith and Fulham, Wolverhampton and Manchester City Council have done successfully, to achieve equality for disabled people.
6	That regular best practice reviews of the adult social care referral and assessment process should be carried out and Ealing should benchmark its performance against comparative local authorities.
7	That all of Ealing's residents are assisted in accessing support that helps prevent their loss of independence and well-being.
8	The Council should fund as ambitious a programme as possible to support the work plans for delivering the priorities of the Learning Disability Commissioning Strategy.
9	The Panel recognises the social value of the services provided at both Age UK and UACS and commends the work that is being done for the residents attending.
10	To encourage Ealing Council to expand its Direct Payments offer to improve independence and the health and wellbeing of Ealing residents where appropriate.

## 3. SCRUTINY OF PUBLIC HEALTH AND WELLBEING

### 3.1 Public Health in Ealing

At its 29 June 2022 meeting, the Panel with an overview of the work of public health in Ealing, health inequalities in the borough, and the key strategic priorities for the service. Partnership working for public health was key. To create a healthy society all the right building blocks needed to be place – stable jobs, good pay, quality housing



and education. Ealing's life expectancy gap between those living in the most and least affluent areas was 2.5 years for women and 3.5 years for men. Two thirds of Ealing's life expectancy gap was due to circulatory disease, lung cancer, and chronic lower respiratory disease. People living in areas of multiple deprivation were more likely to have poorer health outcomes.

Strategic priorities for 2022-23 included the new 'Health of the Borough' report, developing the Health and Wellbeing Board Strategy, public health input into the Ealing Council Air Quality Action Plan and into school super zones which would involve looking at the different factors around a school that the council might be able to influence such as healthy options at local shops and takeaways, and air quality.

### **Key Issues Considered**

- Response to Covid 19. Thirty percent of people in Ealing still had not taken up the offer of a covid vaccination. Members heard that Government funding had been provided for community vaccine champions which had now broadened out into health and wellbeing champions. The Health and Wellbeing Board was leading on a review of 'lessons learnt' from the Covid 19 response, particularly on how the Council worked together with partners. The focus of the vaccine work now was around engaging with the homeless population. It was also easier to access the vaccine as it was now available in pharmacies and GP practices.
- Meeting the target zero to reduce new HIV transmissions by 80% by 2025. Members heard that there was local and London work that the Council was partially funding. There was a local charity that the Council worked with in terms of HIV awareness testing. The work of the Sexual Health Service also helped to reduce HIV transmission. In Accident and Emergency Services, people now needed to opt out of HIV testing when having a blood test.
- The promotion and take up of sexual health testing through the post. Members were informed that the London e-service was going well, the take up of the service had been good and the feedback was positive. The service had been expanded and there was now some low level contraception available on it. A lot of work had been put in to ensure that there were good safeguarding measures in place.
- Childhood vaccination. The work that was being done to encourage vaccine take up was shared with the Panel.
- Air Quality in respect of Public Health. Some local authorities had looked to enhance their planning guidance over and above the provisions set out in legislation around measures to improve air quality. Members heard that there was a lot of work currently around the Local Plan, which was essentially the policy document for the Council about its planning policy for the next few years.

### 3.2 Annual Health of the Borough

At its meeting on 12 April 2023, the Panel consider the new annual Health of the Borough report, which was focussing on how all the directorates were contributing to the overarching strategic objective around fighting inequality. The final report was due to be considered by Cabinet in May.

#### Key Issues Considered

- Context, metrics, and trend data. Members stated that the report should outline what the schemes that were up and running were achieving, the trend directions and the key metrics to be measured annually. It was hard to put context to the report when it did not set out what direction the trend was going in. The Director of Public Health replied that the seven towns profile, which was due to be published shortly, was almost a mini Joint Strategic Needs Assessment (JSNA) of each town which would show some of the geographic inequalities and expand the data.
- Celebrating success. Members noted that the case studies included in the report were very informative providing assurance about the services and asked how that success was celebrated within the council. The Director of Public Health agreed that reporting on success was important and that the administration and the senior leadership team were focussed on recognising achievement. The Chair suggested that awards for programmes which successfully helped to tackle health inequalities might be of value.
- Information on how to support vulnerable residents, sexual reproduction health, cancer screening and how to take up screening was missing from the report. Neha Unadkat, Borough Director, Ealing NHS North West London said that there was an issue around where all of that information was held. Some of that information was in the JSNA's which were available on the website and in the Health and Wellbeing Strategy.
- Inclusion of Performance Indicators. Members thought that this was important as performance indicators showed whether the direction of travel was right, whether things were working and where the investment should go. The Director of Public Health agreed that tracking data through time was important, however a lot of the issues were long term and complex and individual projects might not change them. There had to be care taken not to oversimplify the issues with performance indicators as this would be misleading.
- The Annual Health of the Borough report should set out the administration's priorities for tackling health inequalities, what had been done so far, and data to support that. It should be a living document supplemented by census and JSNA data. There should be a snapshot of the current situation so that people could understand the breadth of the challenge. There should also be a mechanism for councillors and residents to feed in to the report either by nominating a scheme worthy of inclusion or by highlighting issues in their

local community. The voluntary sector and health partners should be involved in co-production and the work of the health partners in tackling health inequalities included.

### **3.3 Panel Visits to Public Health Services TB Outreach Service 24 February 2023 and Ealing RISE 2 March 2023**

Panel members attended a Tuberculosis (TB) Awareness Outreach session at the West London Islamic Centre. The aim of the session was to increase awareness of TB in Ealing and reduce the associated stigma with early intervention being key to tackling the infectious disease. Members heard that Ealing had the second highest prevalence for tuberculosis in the whole of London and in Southall, issues like diabetes and homelessness mean residents were more vulnerable to the spread of TB.

#### **Key Issues Considered**

- Raising Awareness. Linking the service in with Ealing's Community Champions, the Community Hubs, the Let's go Southall project, Ealing's Community Engagement Team and providing links from the council's website to West London Health Trust's healthier lifestyle and TB awareness pages to promote awareness. For the TB Outreach Service to do a briefing for all councillors, who would then be encouraged to support the work by having leaflets available in their council surgeries.

Panel members visited Ealing Rise, a free and confidential service which helped people to cut down or stop their use of drugs and alcohol. Members heard about the work and met the staff of the Rough Sleeping Team, the Build on Belief Service, and the Criminal Justice Team.

#### **Key Issues Considered**

- Relocation of the service. Members were very concerned to hear that Ealing Rise were having to vacate the premises they were currently in and had less than a year to find somewhere else in the borough.
- Opportunities for providing peripatetic spaces in the borough for the rough sleeping team. Members heard that the rough sleeping had a hub at Gainsborough House for self-referrals but wanted to extend the service to other parts of the borough, possibly Acton.
- Raising awareness. Ealing Rise welcomed visits from councillors so that they could inform their residents of the services that were available.

### **3.4. Panel's Conclusions**

#### **3.4.1 Panel Recommendations**

11	During the adoption of the Local Plan, both Ealing Council’s planners and the Local Development Advisory Panel should give strong regard to air quality in respect of public health
12	The Council should assist Ealing Rise in locating suitable alternative location in the borough for its service.
13	That Ealing’s Community Champions, the Community Hubs, and Ealing’s Community Engagement Team should connect with the TB Outreach Service to promote awareness
14	That there should be links from the council’s website to West London NHS Trust’s healthier lifestyle and TB awareness pages
15	That there should be links made between the TB Outreach Service and the Let’s go Southall project.
16	That the TB Service provides a briefing for all councillors, who would then be encouraged to support the work in raising awareness by having leaflets available in their council surgeries

## 4. HEALTH SERVICES IN EALING

### 4.1 Ealing Hospital Update

At the 30 November 2022 Panel meeting, London North West University Healthcare NHS Trust (LNWHT) informed the Panel of the changes made to services at Ealing Hospital and the planned service changes and investments for the future. The Trust was considering how to recalibrate what was provided on the Ealing Hospital site, whether it was fit for purpose and opportunities to strengthen it further. Members also heard about the Trust’s plans to establish a Community Diagnostic Centre at Ealing Hospital, which would provide patients with a coordinated set of diagnostic tests in the community, supporting accurate and fast diagnosis.

#### Key Issues Considered

- Waiting lists. the Trust was now up to over 100% of the pre-Covid levels of activity. The national target was 107%, meeting that would enable the Trust to access elective recovery funds, which it had been doing since October. There were now no patients waiting over 104 weeks for an operation and the focus was on driving down waiting lists to below 78 weeks.
- Plans to reduce the waiting time for medical outpatient appointments. For certain services there were new initiatives around access, for example generating first appointments for those people who had been waiting a long time rather than focussing on follow ups.
- Lessons learned for implementing the Cerner electronic patient record platform at LNWHT. In North West London NHS there were several people who had been involved in the Cerner system implementation whose expertise would be used to help LNWHT. The system was not being integrated across Trusts, but each trust would be running the same system.

- Winter pressures. North West London like the UK was challenged on its emergency pathway, the demand on the front door, and the services that had been put in place to help patients avoid coming in via Urgent Treatment Centres. Given the scale of demand there were still long waits. There was a daily focus on the emergency pathway, the number of patients waiting for a bed and the need to drive discharges throughout the day. Currently no planned elective surgery was being cancelled. A lot of the planned care had been moved to the Central Middlesex Hospital site which did not have an A&E.
- Ambulance hospital hand over delays. Following on from Covid all health organisations were working more collaboratively and sharing intelligence on the pressure on A&E departments and bed pressures within hospitals. Ambulance diversions could be arranged if there were challenges to help with demand. There were times of the week when the whole system was swamped with demand for ambulances. Ealing Hospital was not of the same size or scale of Northwick Park Hospital so could get into difficulties if the arrival of ambulances was bunched up.
- Winter pressures as well as being on hospitals was also felt on General Practice. One of the issues being encountered increasingly was premature discharges from hospital and long waiting times for discharge prescriptions from the hospital pharmacy. Patients who had booked hospital transport were not able to wait for the prescription, which then put pressure on general practice. LWNHT was trying to make the decisions around discharging patients earlier in the day, what could delay the patient going home was confirming the package of care which then delayed the booking of transport and the production of the medication for them to go home with. Too often those decisions were not happening until early afternoon which delayed everything else. The Trust was also trying to improve the booking arrangements for transport and improving the resources in the pharmacy teams to make sure that they had more capacity.
- The importance of health partners, the local authority, and the campaigning groups working with those communities identified as living in areas of multiple deprivation so that their voice was also heard when addressing health inequalities and shaping the future of services.

## **4.2 Access to Primary Care in Ealing**

At its 30 November 2022 meeting, the Panel received an update on primary care in Ealing. Demand for primary care had increased post pandemic. Capacity had also increased but it was difficult for practices to stay on top of demand. Several initiatives had been launched nationally and locally to help practices to manage, including improvements in use of technology, workforce initiatives and support with recruitment and retention.

Ealing had less GPs than the North West London average. 55% of GPs worked on a sessional basis and quite a significant proportion of the workforce were over the age of 60, which meant that the workforce crisis would grow over the next 5 – 10 years unless something was done. There had been significant improvements in expanding the primary care workforce particularly adding roles such as pharmacists, paramedics, and social prescribers. There needed to be a cultural shift so that the GP was not viewed as the only person able to provide primary care.

Findings from Healthwatch's two year comparative review between Ealing, Hounslow, and Hammersmith and Fulham found that Ealing GPs received the most negative feedback around staffing, customer service, and ease of booking appointments. NHS North West London was developing an access specification for every GP practice to provide consistency in how appointments were captured, to remove barriers to patient registration. Based on the patient feedback NHS North West London would be working with practices to improve access.

### **Key Issues Considered**

- The difficulty in accessing GP practices in Ealing was highlighted. The Panel heard that this stemmed back to the pandemic and general practice continued to deliver care with the default of same day access. The shift from that was taking longer than anticipated. Advances were being made in the ability for patients to pre-book appointments but that had to be balanced with ensuring that it did not lead to an increase in missed appointments.
- More information on the workforce was needed, such as where the GP vacancies were in the borough and the number of nursing associates in training. Members heard that NHS North West London needed to drill down further in relation to the workforce. It was quite difficult to get an accurate picture of the GP workforce. Practices would try and fill gaps by using sessional GPs on an ad-hoc basis which was not sustainable.
- The disparity in the number of patients registered with Primary Care Networks and the census data population for Ealing. The Panel heard that some of this was due to patients moving and not re-registering elsewhere and also patients living across borough boundaries. NHS North West London had not been able to get to the bottom of why there was such a discrepancy, however the funding received was based on GP registrations and the workforce and capacity was modelled on the larger number.

### **4.3 Ealing Adult Acute Mental Health Beds**

At the November meeting, West London NHS Trust (WLT) outlined the Trust's proposal and plans for enhanced public engagement regarding the long-term future of Ealing's acute mental health beds on the Ealing and St Bernard's site. West London NHS Trust provided inpatient mental health care to adult residents in Ealing, Hounslow, and Hammersmith and Fulham across a single cross borough inpatient service. Amongst all the sites, the Wolsey Wing was the most antiquated and had

regularly been identified as no longer being fit for the delivery of modern mental health care. During the Covid pandemic, the use of 31 beds in the Wolsey Wing was suspended due to staffing pressures, but also particularly due to the inability to provide safe care, related to infection prevention and control in that environment.

The funding from the suspended beds was diverted to reopen an 18 bedded ward on the Lakeside site next to West Middlesex Hospital. The net change in beds in total was 13 fewer beds. The current engagement process was being carried out to make permanent those arrangements, which was about the quality of care that the Trust was able to provide in the estate available and not about financial considerations. All the investment that would have been spent on inpatient services would be ringfenced for the delivery of acute mental health pathways.

### **Key Issues Considered**

- Adequacy and effectiveness of enhanced engagement. The Panel heard that the most important thing for the Trust was to make sure that it had spoken to the local individuals and communities that were affected in a way that was adequate. There was a degree of flexibility and openness to make sure that the Trust had done the best it could with the Panel's support. The Trust would be reviewing the engagement at its mid-point. There was a further period of engagement planned and it was possible to be flexible with the end date. The Panel requested that the Trust considered extending the engagement both in terms of the end date and the form in which it took place. Members were aware of the concern and disquiet of the neighbouring boroughs that they had not been adequately consulted about these proposals.
- With a service being provided across three boroughs understanding the impact of the proposals on the quality of the service and the money allocated for Ealing residents. The Panel heard that the Trust recognised that this was also a concern for the neighbouring boroughs, and it was committed to working with them to identify ways of measuring and benchmarking this.
- Travel arrangements for patients from Ealing and their family and friends. The Trust was seeking to mitigate the impact on Ealing residents by exploring options to support travel for relatives and patients, looking at how the quality of the environment would be improved, making sure that people with protected characteristics were not being disproportionately impacted, considering the impact on the workforce, and making sure that the facilities being provided in the alternative premises were superior. As part of the consultation suggestions were invited about how to best meet the transport requirements in a way that was fair, robust, and sustainable. There was ring fenced investment available to mitigate the impact of travel on patients and visitors.
- The future resilience of the proposal. Chris Hilton replied that the proposal was not the only work that was being done with inpatient beds. The priorities for the service included working on patient flows and the pathway approach to managing individuals in a mental health crisis that included alternatives to

admission, making sure that there were always available mental health beds within the three borough footprint, and that individuals were receiving therapeutic interventions at the right intensity within the wards. There was a huge amount of joint working, including with the Council, to make sure that when individuals were ready, they were not waiting in beds but could return home and receive support and care post discharge. The view was that the service would manage for a number of years.

- Concerns that this proposal was reducing the provision of mental health care for Ealing residents. The Panel heard that the Trust would continue to deliver a number of services from the Ealing Hospital site, most of which were specialist and for adults in mental health crisis. In addition to re-providing 18 adult inpatient beds in Lakeside, the Trust had enhanced and made permanent the staffing for the health based places of safety, augmented the single point of access, and set aside some investment for addressing additional transport costs that residents from Ealing might be concerned about. The Trust was also investing further in step down provision to support the flow of people through inpatient units. The proposal was about people requiring an inpatient crisis mental health bed, which remained a very small proportion of individuals. The experience was that Ealing residents had access to a sufficient number of inpatient beds in the configuration.

#### **4.4 Panel’s Conclusions**

##### **4.4.1 Items for the Work Programme 2023/24**

- The Panel to receive a report on the outcome of the enhanced public engagement regarding the long-term future of Ealing’s acute mental health beds on the Ealing and St Bernard’s site. The report to include metrics for success, and ways of benchmarking and measuring the service provided to Ealing residents.

##### **4.4.2 Panel Recommendations**

17	That West London NHS Trust extends the enhanced public engagement regarding the long-term future of Ealing’s acute mental health beds both in terms of the end date and the form in which it took place
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## **5 NORTH WEST LONDON JOINT HEALTH OVERVIEW AND SCRUTINY COMMITTEE (JHOSC)**

The North West London Joint Health Overview and Scrutiny Committee (JHOSC) was formed by the London Boroughs of North West London at the request of NHS North West London.



The stated purpose of the JHOSC is to scrutinise the plans for meeting the health needs of the population and arranging for the provision of health services in North West London; in particular the implementation plans and actions by the North West Integrated Care System and their Integrated Care Board, focusing on aspects affecting the whole of North West London. Taking a wider view than might normally be taken by individual local authorities.

Full agendas and minutes for the JHOSC are available on the Ealing Council website at [Committee details - North West London Joint Health Overview & Scrutiny Committee \(JHOSC\) \(moderngov.co.uk\)](https://www.moderngov.co.uk/committees/jhosc)

In 2022/23 the JHOSC scrutinised the:

- Plans to progress new Community Diagnostic Centres in North West London
- Proposal to develop an Elective Orthopaedic Centre for North West London
- NHS North West London Health Inequalities Framework
- Primary Care Strategy and Performance in North West London
- Emergency Department Pathways & Performance across North West London, with London Ambulance Service Performance
- Community-based Specialist Palliative Care Improvement Programme
- Enhanced Engagement for Ealing Adult Acute Mental Health Beds
- Plans for Elective Recovery in NW London, including Plans to Deal with the Treatment Backlog for Cancer Patients.
- North West London Integrated Care System Winter Planning Programme 2022/23
- NHS North West London Workforce Strategy
- Work of the NHS North West London Integrated Care Service

## **6 PANEL MEMBERS**

Councillor Daniel Crawford (Chair)

Councillor Andrew Steed (Vice-chair)

Councillor Varlene Alexander

Councillor Fabio Conti

Councillor Hodan Haili

Councillor Harbhajan Kaur Dheer

Councillor Faduma Mohamed

Councillor Ghulam Murtaza

Councillor Ben Wesson

Co-optee Alan Cook

Co-optee John Chesters (Ealing Community Network)

Co-optee Daniel Norman (Healthwatch Ealing)

**7 Recommendations with Officer Comments**

<b>No.</b>	<b>Recommendation</b>	<b>Service Officer Comments (Including Any Resource and Legal Implications)</b>	<b>Recommended Cabinet Response (Accept/Reject)</b>
1	The Council should reappraise and continue to improve its social care offer, despite the delay in the Government's plans to reform adult social care.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
2	The Council should ensure and demonstrate it's planning for increasing demand on adult social care services in the future, given the ageing population.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
3	The Council should prioritise putting the voice of social care users at the heart of any reform programme to ensure that their experience informs future policy. Further consideration should be given into how social care users interact with the local authority, actively listening to what that experience is like for the social care user and ensuring that nobody is discriminated against through the rush to digitalisation.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
4	The Council should look at how to incentivise the building of more sheltered accommodation and prioritise the accessibility of our town centres through the local plan. There should be closer collaboration with the NHS on the co-commissioning of services to deliver this.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health / Steve Barton, Strategic Planning Manager</u> The Adults Social Care Housing Strategy is currently being reviewed and an update will be provided in the near future.	Accept
5	The Council should adopt the Social Model of Disability as other councils such as Croydon, Hammersmith and Fulham, Wolverhampton and Manchester City Council have done successfully, to achieve equality for disabled people.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept

<b>No.</b>	<b>Recommendation</b>	<b>Service Officer Comments (Including Any Resource and Legal Implications)</b>	<b>Recommended Cabinet Response (Accept/Reject)</b>
6	That regular best practice reviews of the adult social care referral and assessment process should be carried out and Ealing should benchmark its performance against comparative local authorities.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
7	That all of Ealing's residents are assisted in accessing support that helps prevent their loss of independence and well-being.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
8	The Council should fund as ambitious a programme as possible to support the work plans for delivering the priorities of the Learning Disability Commissioning Strategy.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
9	The Panel recognises the social value of the services provided at both Age UK and UACS and commends the work that is being done for the residents attending.	Recommendation for noting.	Accept
10	To encourage Ealing Council to expand its Direct Payments offer to improve independence and the health and wellbeing of Ealing residents where appropriate.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept
11	During the adoption of the Local Plan, both Ealing Council's planners and the Local Development Advisory Panel should give strong regard to air quality in respect of public health.	<u>Steve Barton, Strategic Planning Manager</u>	Accept
12	The Council should assist Ealing Rise in locating suitable alternative location in the borough for its service.	<u>Kerry Stevens, Strategic Director, Adult Services and Public Health</u>	Accept

<b>No.</b>	<b>Recommendation</b>	<b>Service Officer Comments (Including Any Resource and Legal Implications)</b>	<b>Recommended Cabinet Response (Accept/Reject)</b>
13	That Ealing's Community Champions, the Community Hubs, and Ealing's Community Engagement Team should connect with the TB Outreach Service to promote awareness	<u>Anna Bryden, Director Public Health</u>	Accept
14	That there should be links from the council's website to West London NHS Trust's healthier lifestyle and TB awareness pages	<u>Anna Bryden, Director Public Health</u>	Accept
15	That there should be links made between the TB Outreach Service and the Let's go Southall project.	<u>Anna Bryden, Director Public Health</u>	Accept
16	That the TB Service provides a briefing for all councillors, who would then be encouraged to support the work in raising awareness by having leaflets available in their council surgeries	<u>Anna Bryden, Director Public Health</u>	Accept
17	That West London NHS Trust extends the enhanced public engagement regarding the long-term future of Ealing's acute mental health beds both in terms of the end date and the form in which it took place.	This recommendation has been actioned.	Accept



**Report for:**  
**ACTION**

**Item Number:**

<b>Contains Confidential or Exempt Information</b>	<b>NO</b>
<b>Title</b>	New Lido facility in the borough
<b>Responsible Officer(s)</b>	Peter George, Strategic Director Economy & Sustainability
<b>Author(s)</b>	Richard Sims, Lead Project Manager, Projects Delivery Unit
<b>Portfolio(s)</b>	Cllr Polly Knewstub, Portfolio Holder Thriving Communities
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 September 2023
<b>Implementation Date if Not Called In</b>	25 September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	New Lido, Swimming, 50m, New-build

**Purpose of Report:**

To provide an update to Cabinet on progress towards provision of a new Lido facility within the borough in line with the Council Plan 2022-2026 commitment. To seek Cabinet approval to a long list of potential sites upon which to locate a Lido facility and to further explore these sites to arrive at a shortlist. This report also seeks Cabinet approval to undertake a review of procurement strategies and to undertake soft-marketing exercises.

**1. Recommendations for DECISION**

It is recommended that Cabinet:

- 1.1 Reaffirms the commitment to provide a new Lido facility within the borough in line with the Council Plan 2022-2026 commitment and agrees to a vision statement for this facility as shown at paragraph 3.1.
- 1.2 Notes and agrees the longlist of sites which have been identified for the possible location of a Lido facility as summarised in Appendix 1.
- 1.3 Authorises the Strategic Director of Economy and Sustainability following consultation with the Cabinet member for Thriving Communities to further explore the proposed long list of potential sites identified in Appendix 1 (Lido Site Longlist) and to commission further, more detailed feasibility study work, including surveys, searches, procurement options and viability, to identify a preferred location.

1.4 Delegates authority to the Strategic Director of Economy and Sustainability following consultation with the Cabinet member for Thriving Communities to decide upon a shortlisted site.

1.5 Approves a revenue budget of up to £0.250m for the purposes of commissioning the activity outlined at recommendation 1.3 and 1.4.

1.6 Notes that a Sounding Board is to be established, with membership consisting of key stakeholders to support and assist in steering the future direction of the project.

## **2. Recommendations for NOTING**

2.1 None

## **3. Reason for Decision and Options Considered**

3.1 Provision of a new Lido facility in the borough is an objective set out in the Council Plan 2022 – 2026. This report sets out a recommended vision for the project in the context of the strategic objectives as set out in the Council Plan and seeks a basis on which to take the project forward for further feasibility work and analysis. The proposed vision for the facility would be to create a new outdoor swimming facility in Ealing which is inclusive, family orientated, promotes health and wellbeing and has sustainability at the heart.

3.2 The Ealing Indoor and Outdoor Sports Facility Strategy and Action Plan 2022 – 31, produced in line with Sport England’s latest guidance provides an accurate and robust evidence base to inform Planning policy decisions regarding the protection, enhancement and provision of existing and future indoor and outdoor sports facilities providing an understanding of the best location(s) for any new facilities. By following Sport England’s assessment process, this strategic document identifies that the current indoor and outdoor sports facility supply in Ealing, falls below the needs of the existing population as evidenced by the projects identified across the borough.

3.2.1 As with other sports facilities, swimming pool provision was reviewed and an assessment made of the existing and potential future supply and demand of indoor swimming facilities; current and future trends in participation are also considered as well as the views of National Governing Bodies of Sport and local sports clubs. The assessment showed that Ealing has a current and future need for more indoor water space, the level of which supports the need for new and enhanced swimming pool facilities at both Gurnell and Dormers Wells Leisure Centres; even with these two facilities Ealing may still have demand for more water space.

3.2.2 Although not included in the formal Sport England facility strategy swimming pool assessment process, a new outdoor swimming facility in the borough would to some extent, help meet Ealing’s need for more swimming space.

3.2.3 Swim England’s top eight benefits of swimming are: full body workout, great for general wellbeing, de-stresses and relaxes, burns calories, lowers the risk of diseases, water supports the body, increases your energy levels and allows you to exercise without sweating. There are extra health benefits unique to open and cold

water swimming, both disciplines are slightly more extreme forms of outdoor swimming than swimming in a heated outdoor pool, but still relevant to a certain extent; these four additional benefits are better sleep, increased happiness, boosted immune system and preventing and managing long term health conditions.

3.2.4 Whilst there is abundant evidence for the physical and mental health benefits of swimming, social connection is arguably as beneficial as the physical exercise for participants' health, particularly their mental health. Designing environments that enable people to connect with others and live well is vital to improving the health and wellbeing of local people and achieving the ambitions set out in the manifesto. It is therefore vital that the Lido is inclusive, actively working to break down social, cultural and financial barriers to bring people together. In addition, a new Lido facility would support the Council's plans for Good Growth by creating employment and enhancing green spaces.

3.3 Work to date has focussed on reviewing sites across the borough to identify those which would suit the accommodation of a new Lido facility. Various sites have been considered and assessed to arrive at a longlist based upon the following criteria:

- Deliverability
- Sustainability, energy, transport links, active travel
- Accessibility for all of borough residents
- Financial attractiveness to operators, proximity to existing leisure facilities.

3.4 The potential sites are included at Appendix 1 to this report and constitute the longlist of options. To move the proposals forward, it is necessary to carry out further analysis to determine from this longlist:

- optimal location
- projected current and future demand
- commercial viability and financial return including capital and revenue projections
- scope of facility and design brief.

3.5 Cabinet approval is sought to establish a budget for further feasibility work to be completed on the longlist of sites and to determine a recommended site through an officer delegation.

## **4. Key Implications**

4.1 As part of consideration of a potential site for a new Lido facility it will be necessary to thoroughly investigate the recommended location from an ecological and environmental perspective.

4.2 Searches will be required to determine restrictions, land designation and planning opportunities, easements, covenants and wayleaves.

4.3 Thorough consultation will also be undertaken to determine support from user groups, residents, the relevant sports governing bodies and the appetite of operator organisations to manage a new Lido facility within the borough.

## **5. Financial**

### **5.1 Capital Implications**

5.1.1 Cabinet approval is requested to undertake further feasibility work on a new Lido facility to arrive at a preferred site location and defined design brief. Cabinet should note that the capital costs of constructing a new Lido is not known at this stage of the project and will be refined at the next stage of design development and will form the basis of a business case and future report to Cabinet. At this stage costs and until a site is identified, costs will need to be met from revenue.

5.1.2 It is anticipated that contributions towards the capital cost of implementing a Lido project could be secured from various external sources including CIL, S106 monies and external grant funding. Officers will investigate routes to securing capital funding from external sources at the next stage of the project, however any shortfall in costs would need to be funded through borrowing, the revenue costs of which would need to be met from related leisure income. Where this is not sufficient, additional revenue costs would need to be incorporated into the Council's Medium Term Financial Strategy.

5.1.3 Subject to completing further feasibility work and arriving at a shortlisted preferred site, Cabinet will receive a further report on the overall capital funding position for the project.

### **5.2 Revenue Implications**

5.2.1 The new Lido project is anticipated to be funded through capital, although any borrowing required to fund any shortfall in capital financing will have a revenue implication for the Council, for example for every £5m of borrowing, revenue savings or additional income will need to be made of £350,000 per annum. The full impact of this will be assessed as part of a future report to Cabinet.

5.2.2 The estimated cost of up to £0.250m for carrying out feasibility study will initially be funded by revenue, the expectation being that these costs may latterly be capitalised when a business case is approved and capital budget approved. Cabinet is asked to approve a revenue funding allocation of up to £0.250m in recommendation 1.5.

## **6. Legal**

6.1 The Council has the power to provide indoor and outdoor recreational facilities including swimming pools under section 19 of the Local Government (Miscellaneous Provisions) Act 1976.

6.2 The further feasibility work proposed will be procured in accordance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015 (as amended).



## **7. Value For Money**

7.1 If successful, this scheme will result in a brand new sports facility with new changing and training facilities that will be accessible to the community at affordable cost.

7.2 Further reports will be submitted detailing overall project value for money as the scheme develops.

## **8. Sustainability Impact Appraisal**

8.1 As a referable application, the scheme will be required to meet a number of sustainability requirements under the new London Plan. The brief for this project is evolving and as such the targets set for the new Lido will be further developed at the next stage.

## **9. Risk Management**

9.1 An initial project delivery risk register has been developed. This will continue to be reviewed and monitored as the project progresses.

## **10. Community Safety**

10.1 None.

## **11. Links to the 3 Key Priorities for the borough**

- *Fighting inequality*

11.1 The proposals would contribute to a number of Council objectives in relation to health and wellbeing benefits from leisure and recreation and would be a community facility accessible to all.

- *Tackling the climate crisis*

11.2. A new Lido facility would operate to current design standards including meeting the London Plan.

- *Creating good jobs*

11.3 The proposals would generate employment opportunities both during the construction / delivery phase as well as during the scheme's operational life.

## **12. Equalities, Human Rights and Community Cohesion**

12.1. There are no specific equalities implications identified at this stage of the project. However due regard to the Council's equality duty shall continue to be observed at all stages of the project. The scheme, if progressed, will be designed to be inclusive and fully compliant with relevant statutory requirements including the Equalities Act.

12.2 Equal parts regeneration and recreation, the Lido will have a powerful impact on the visitor economy in the right location, while increasing the borough's leisure, health and wellbeing and tourism offers. The Lido is intended to be a hub for the community with a mixed business model to support this including a food and drink offer, spaces for community use and employment opportunities. It should be a community resource for the people of Ealing and beyond as well as a unique visitor destination.

12.3 Building a Lido in Ealing has the potential to make a positive impact as follows:

**Economic**

- Job creation
- Skills training
- Increased visitor footfall
- Secondary spend in the visitor economy
- Positive reputational impact & strengthening of the Ealing offer
- Positive media coverage and social media mentions
- Positive visitor feedback
- Build community wealth

**Social**

- Increased participation in swimming
- Contribute to reducing inequalities across a range of health, educational and economic provisions
- Improved quality of life for residents of all ages and backgrounds
- Community cohesion and reduced isolation
- Staff and volunteer wellbeing
- Education and learning opportunities
- Recycling & waste capture in construction and operation
- Renewable energy generation (potentially contributing to local provision)

**13. Staffing/Workforce and Accommodation implications:**

13.1 None at this stage.

**14. Property and Assets**

14.1 The new Lido facility will be developed on land owned by the Council and redevelopment of an existing asset. Whilst a final decision on location is yet to be made, this will not be on the planned list of property disposals.

**15. Any other implications:**

15.1 None at this stage.

**16. Consultation**

16.1 High-level consultation to be undertaken with stakeholders and key user-groups.

## 17. Timetable for Implementation

DATE	MILESTONE
September 2023	Cabinet approval
December 2023	Appointment of feasibility consultant, following agreement of commercial strategy and tender process
March 2024	Completion of further feasibility study and decision on preferred site
June 2024	Cabinet decision on preferred site and delivery strategy

## 18. Appendices

Appendix 1 – Lido Site Longlist

## 19. Background Information

[Council plan | Ealing Council](#)

## Consultation

<b>Name of consultee</b>	<b>Post held</b>	<b>Date sent to consultee</b>	<b>Date response received</b>	<b>Comments appear in paragraph:</b>
<b>Internal</b>				
Peter George	Strategic Director Economy and Sustainability	10/08/2023	23/08/2023	Section 5.2 & throughout
Emily Hill	Strategic Director Corporate Resources	10/08/2023	25/08/2023	Throughout
Chris Bunting	Assistant Director Leisure	10/08/2023	17/08/2023	Throughout
Adam Whalley	Assistant Director Capital Investment	10/08/2023	16/08/2023	Throughout
Jackie Adams	Head of Legal Services (Commercial)	10/08/2023	15/08/2023	Section 1.4 & throughout
Russell Dyer	Head of Accountancy	10/08/2023		
Yalini Gunarajah	Finance Manager PLACE	10/08/2023	15/08/2023	Throughout

## Report History

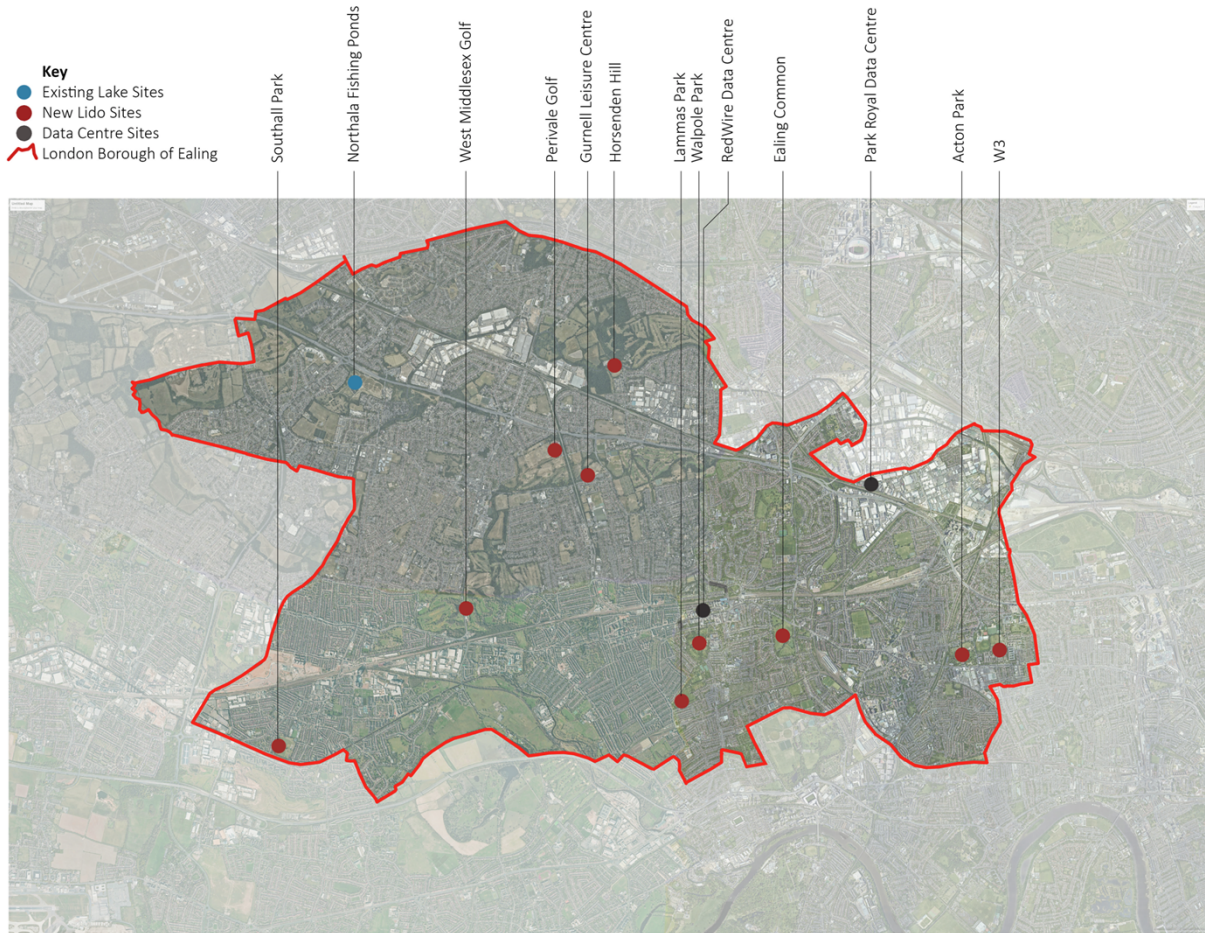
<b>Decision type:</b>	<b>Urgency item?</b>
Key decision	No
Report no.:	Report author and contact for queries:
	Richard Sims, Lead Project Manager, Projects Delivery Unit – contact 020 8825 9807

# EALING – PROPOSED NEW LIDO

## CABINET REPORT, SEPTEMBER 2023 – APPENDIX 1

### LOGLIST OF POTENTIAL SITES

It should be noted that the sites indicated below have been identified through an exercise in site investigation and their presence here does not guarantee that any particular site is viable, with several of the sites not in Council ownership. In such cases further negotiations would be required with landowners.



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<b>Report for:</b> <b>INFORMATION</b>
<b>Item Number:</b>

<b>Contains Confidential or Exempt Information</b>	No
<b>Title</b>	Report by the Local Government and Social Care Ombudsman – Complaint reference 22 002 098
<b>Responsible Officer(s)</b>	Nicky Fiedler – Strategic Director of Housing & Environment
<b>Author(s)</b>	Jack Dempsey – Head of Allocations & Accommodation
<b>Portfolio(s)</b>	Cllr Bassam Mahfouz – Safe and Genuinely Affordable Homes
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 September 2023
<b>Implementation Date if Not Called In</b>	25 September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	LGO, complaint, housing

**Purpose of Report:**

The Local Government Ombudsman completed a complaint investigation in June 2023 which found in favour of the complainants. The LGO has requested the Council formally report its findings to Members.

**1. Recommendations FOR NOTING**

It is recommended that Cabinet:

- 1 Notes the findings of the Local Government and Social Care Ombudsman (LGO), attached as Appendix 1 to this report;
- 2 Notes that the Council accepts the recommendations and has issued an apology to the complainants and paid £3,400 as suggested by the LGO as a remedy;
- 3 Notes that the other recommendations the LGO has made have either been completed or are underway.

## **2. Reason for Decision and Options Considered**

The LGO completed its investigation into a complaint made against the Council in June 2023. The full details of the complaint and LGO's findings can be found in appendix 1 to this report.

In summary, the household approached the Council for assistance with housing. The Council accepted it had a housing duty to the household under the relevant homelessness legislation. The household was provided with temporary accommodation in 2016, which was a 10<sup>th</sup> floor flat. The household reported disrepair to the Council in May 2021 and despite subsequent repairs undertaken by the Council, the primary matter of leaks from the communal roof did not stop and the household were placed on the Temporary Accommodation (TA) Transfer List to move to alternative accommodation. A suitability review was completed by the Housing Demand Department in January 2022 which confirmed the property was unsuitable due to disrepair.

The LGO found fault in that the Council delayed moving the household who lived in unsuitable TA for longer than necessary which the household considered was detrimental to their health. The management of TA transfer cases is in accordance with the TA Placement Policy, which sets out the priority principles for each case to be considered based on their current housing circumstances, similar to the Housing Allocation Policy and how social housing is allocated. In this case, the priority level was assessed as Band 3 of the TA Placement Policy, based on a scale of Band A (highest priority) to Band E (lowest priority). The household were awarded Band C on the grounds their current accommodation was not suitable. In similar cases, the repair works can sometimes be undertaken with the household in situ, once completed, the household do not need to move and would be removed from the transfer list as considered suitably housed, but in this case the household needed to move to allow the roof works to be undertaken.

As new TA units become available, the TA Allocations Team will consider transfer cases on their housing needs and the available property and will offer to the highest priority transfer case (who has been waiting the longest within that band). This household were moved to alternative TA in October 2022, with the delay being because of the shortage of available 3-bedroom properties to offer and the duty to move other households with higher housing needs before this household.

The current housing crisis in London and across England is well documented, with a substantial decrease in private properties becoming available to let, alongside the substantial increases in rent levels resulting in the Council not being as able to acquire new properties as in previous years, with a recent London Councils report stating that about 3% of available private rented properties available at Local Housing Allowance levels or below and supply levels not returning to pre-covid levels with supply levels in larger properties being in particular short supply both in the private rented sector but also in the social housing sector.

The Council has accepted the LGO's findings and recommendations and has actioned, or in the process of actioning all the recommendations.



The complainant has received a formal apology and been paid the £3,400 remedy.

The Council has implemented a daily recording sheet for Acquisitions Officers who are responsible for sourcing properties and is looking at best practice of other London councils to improve its recording. The Council has reviewed all the cases on the TA Transfer list to ensure accuracy and correct prioritisation and is currently in the process of reviewing the TA Placement and Acquisitions Policies to meet the second recommendation.

The LGO asked the Council to report its findings to an appropriate body of Council as it found that the complainant had suffered injustice as a result of maladministration. The Council is required to comply with this request by Section 31 (2) of the Local Government Act 1974.

The Council is also required to place two public notices in local newspapers or local newspaper websites notifying the public of the existence of a report of injustice as a result of maladministration made by the LGO. This requirement has also been completed.

### **3. Key Implications**

None

### **4. Financial**

The Housing Demand department has funded the £3,400 compensation paid to remedy the complaint from their approved revenue budget. It is unlikely to have a significant impact on the department's budgetary position and any resulting financial implications will need to be managed within the available budget.

### **5. Legal**

The Council is required to consider this report under Section 31 (2) of the Local Government Act 1974

### **6. Value for Money**

It is considered value for money to pay a remedy and accept the recommendations of the LGO as they act as a remedy for injustice, and a learning opportunity in order for the Council to improve its processes. This will improve services for residents and therefore improve value for money overall.

### **7. Sustainability Impact Appraisal**

Not applicable.

### **8. Risk Management**

Not applicable.

## **9. Community Safety**

None.

## **10. Links to the 3 Priorities for the Borough**

Ensuring that the Council acts openly, transparently and learns from any upheld complaints assists the authority in delivering all three of the administration's key priorities for the borough which are:

- fighting inequality
- tackling the climate crisis
- creating good jobs.

## **11. Equalities, Human Rights and Community Cohesion**

An equalities impact assessment is not required for this report. Equalities issues will have been considered thoroughly as part of the investigation process for the complaint both within the Council's complaints department and by the LGO.

## **12. Staffing/Workforce and Accommodation implications:**

Accepting the recommendations will have a small impact on training within the workforce. However, this will help the Council to improve its procedures and operational practices.

## **13. Property and Assets**

None.

## **14. Any other implications:**

None.

## **15. Consultation**

None.

## **16. Timetable for Implementation**

The LGO has asked that an apology is made, compensation paid, and report made to Councillors within 3 months of the issue of the report. This deadline has been met through this report being considered by Cabinet in September 2023.

## **17. Appendices**

Appendix 1 – LGO Report on Complaint Reference 22 002 098

## **18. Background Information**

None.



## Consultation

<b>Name of consultee</b>	<b>Post held</b>	<b>Date sent to consultee</b>	<b>Date response received</b>	<b>Comments appear in paragraph:</b>
<b>Internal</b>				
Justin Morley	Head of Legal Services (Litigation)	10/08/2023	11/08/2023	Throughout
Yalini Gunurajah	Finance	10/08/2023	10/08/2023	Financial Impacts
Nicky Fielder	Strategic Director for Housing & Environment	09/08/2023		Throughout
Carl Brazier	Interim Assistant Director, Housing Demand	15/08/2023		Throughout
Cllr Bassam Mahfouz	Lead Member, Safe and Genuinely Affordable Homes	16/08/2023		Throughout

## Report History

<b>Decision type:</b>	<b>Urgency item?</b>
For Information	No
Report no.:	Report author and contact for queries:
	Jack Dempsey, Head of Allocations and Accommodation <a href="mailto:dempseyj@ealing.gov.uk">dempseyj@ealing.gov.uk</a> 02088255547

**Report by the Local Government and Social Care  
Ombudsman**

**Investigation into a complaint about  
London Borough of Ealing  
(reference number: 22 002 098)**

**1 June 2023**

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## The Ombudsman's role

For almost 50 years we have independently and impartially investigated complaints about councils and other organisations in our jurisdiction. If we decide to investigate, we look at whether organisations have made decisions the right way. Where we find fault has caused injustice, we can recommend actions to put things right, which are proportionate, appropriate and reasonable based on all the facts of the complaint. We can also identify service improvements so similar problems don't happen again. Our service is free.

We cannot force organisations to follow our recommendations, but they almost always do. Some of the things we might ask an organisation to do are:

- > apologise
- > pay a financial remedy
- > improve its procedures so similar problems don't happen again.

We publish public interest reports to raise awareness of significant issues, encourage scrutiny of local services and hold organisations to account.

Section 30 of the 1974 Local Government Act says that a report should not normally name or identify any person. The people involved in this complaint are referred to by a letter or job role.

Key to names used

Mr and Mrs X

The complainants

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## Report summary

### Housing – homelessness

Mr and Mrs X complained that the Council delayed in moving them and their children from unsuitable temporary accommodation. As a result, they lived in unsuitable accommodation for longer than necessary which Mr and Mrs X consider was detrimental to their health.

### Finding

Fault found causing injustice and recommendations made.

### Recommendations

The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. (*Local Government Act 1974, section 31(2), as amended*)

To remedy the injustice to Mr and Mrs X the Council should:

- send a written apology and make a payment of £3,400 to Mr and Mrs X to acknowledge they lived in unsuitable accommodation with disrepair for 17 months due to the Council's delay in moving them to suitable temporary accommodation; and
- review its record keeping procedures to develop a simple and efficient way to briefly record the actions taken to find suitable temporary accommodation for individual applicants.

The Council has accepted our recommendations.

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## The complaint

1. Mr and Mrs X complained that the Council delayed in moving them and their children from unsuitable temporary accommodation. As a result, the family lived in unsuitable accommodation for longer than necessary which Mr and Mrs X consider has been detrimental to their health.

## Legal and administrative background

### The Ombudsman's role and powers

2. We investigate complaints about 'maladministration' and 'service failure'. In this report, we have used the word 'fault' to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. (*Local Government Act 1974, sections 26(1) and 26A(1), as amended*)
3. Service failure can happen when an organisation fails to provide a service as it should have done because of circumstances outside its control. We do not need to show any blame, intent, flawed policy or process, or bad faith by an organisation to say service failure (fault) has occurred. (*Local Government Act 1974, sections 26(1), as amended*)
4. We cannot investigate late complaints unless we decide there are good reasons. Late complaints are when someone takes more than 12 months to complain to us about something a council has done. (*Local Government Act 1974, sections 26B and 34D, as amended*)

### Relevant law and guidance

5. If a council is satisfied someone is eligible, homeless, in priority need and unintentionally homeless it owes them the main housing duty. A council generally carries out the duty by arranging temporary accommodation until it can make a suitable offer of social housing or private rented accommodation. (*Housing Act 1996, section 193*)
6. The law says councils must ensure all accommodation provided to homeless applicants is suitable for the needs of the applicant and household members. (*Housing Act 1996, section 206 and (from 3 April 2018) Homelessness Code of Guidance 17.2*)
7. The duty to provide suitable accommodation is immediate, non-deferable, and unqualified. *Elkundi, R (On the Application Of) v Birmingham City Council [2022] EWCA Civ 601*
8. An applicant has the right to request a statutory review of certain decisions councils make about homelessness. The review decision carries a right of appeal to court on a point of law. Homeless applicants have the right to ask for a review of the suitability of temporary accommodation provided under the main housing duty. (*Housing Act 1996, s202*)
9. Homeless applicants must request a review within 21 days of the date of the decision. However, applicants can ask a council to reconsider the suitability of temporary accommodation at any time. This might be necessary, for example, if there is a change in the applicant's circumstances. The new decision carries a right of review, with a new 21 day timescale. *R(B) v Redbridge LBC [2019] EWHC 250 (Admin)*
10. Councils must complete the review within eight weeks of receiving the review request. This period can be extended but only if the applicant agrees in writing.



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Applicants can also appeal if the council takes more than the prescribed time to complete the review. (*Housing Act 1996, sections 202 and 204*)

### **How we considered this report**

11. We considered the complaint and the information provided by Mr and Mrs X's representative.
12. We made written enquiries of the Council and considered its response along with the relevant law and guidance.
13. We referred to our Guidance on remedies (which has recently been revised) which is also available on our website.
14. We gave Mr and Mrs X's representative and the Council a confidential draft of this report and invited their comments. The comments received were taken into account before the report was finalised.

### **What happened**

15. In 2016 the Council decided it owed Mr and Mrs X the main housing duty and placed them in temporary accommodation. This was a two bedroom property on the 10<sup>th</sup> floor of a building.
16. In May 2021, Mrs X wrote to the Council stating the property was unsuitable due to disrepair which included leaks, damp, mould, faulty windows and exposed electrical cables. She considered the property was putting her family at risk of being hurt or killed. The Council placed Mr and Mrs X on its temporary accommodation transfer list in late May 2021. In response to our enquiries the Council said it considered the property to be unsuitable. The Council later said placing Mr and Mrs X on the transfer list was standard practice while it considered further works and further investigation. It did not consider the property to be uninhabitable.
17. An advice agency requested a review of the suitability of Mr and Mrs X's temporary accommodation in September 2021. In December 2021, the Council asked the advice agency if it wanted to proceed with the review as the Council had already placed Mr and Mrs X on its temporary accommodation transfer list. The advice agency confirmed it did. The Council issued its decision in mid-January 2022 and said the property was unsuitable due to disrepair.
18. In late October 2022, the Council moved Mr and Mrs X and their family to alternative temporary accommodation which is a three bedroom property. The Council has said the time taken to move Mr and Mrs X to suitable temporary accommodation was due to a shortage of three bedroom properties.
19. At the time of our enquiries, the Council said there were 31 other households on the temporary accommodation transfer list waiting for three bedroom accommodation. The average wait is 13 months.
20. The Council has outlined the actions it takes to address the low supply of temporary accommodation. This includes employing dedicated officers to procure private sector accommodation and using social housing options.

### **Conclusions**

21. Mr and Mrs X have complained about matters since 2016. We have not exercised discretion to investigate matters from 2016. This is because it was open to Mr and Mrs X to complain to us before May 2022 and there are no good reasons

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to investigate earlier events. We have therefore investigated matters from May 2021.

### **Suitability of the temporary accommodation**

22. The Council has provided inconsistent responses to our enquiries about whether it considered the property to be unsuitable when it placed Mr and Mrs X on the temporary accommodation transfer list in May 2021. The Council has not provided evidence to show it notified Mrs X that it had carried out a statutory suitability review and decided the property was suitable in May 2021. There is also no evidence to show it notified her of her right to seek a review of this decision. The Council has not explained why it changed its position and found the property to be unsuitable in response to the advice agency's later request for a review of the suitability. We also find that it is implausible the Council would have added Mr and Mrs X to its temporary accommodation transfer list given the shortages of accommodation it describes unless it considered their accommodation to be unsuitable. So, on balance, we find the evidence shows the Council considered the property to be unsuitable in May 2021.
23. It is not sufficient for a council to simply place an applicant onto its temporary accommodation transfer list and wait for a property to become available. We expect councils to be able to evidence their efforts to secure suitable temporary accommodation at both a strategic and individual level. The Council has explained the action it is taking to increase the supply of properties at a strategic level. But it has not provided evidence to show the action taken to find suitable temporary accommodation for Mr and Mrs X.
24. The Council has said it is administratively unreasonable for officers to record the actions they take to find suitable temporary accommodation. This means the Council does not have an audit trail to show what it did to find suitable temporary accommodation for Mr and Mrs X. It therefore cannot demonstrate that it actively sought alternative temporary accommodation for them, and this is fault. It is also unlikely other officers could know what action has been taken for individuals if there are no records. The Council should be able to keep a brief record of the actions taken for individual applicants.
25. The Council moved Mr and Mrs X to suitable temporary accommodation in October 2022. It has said the delay in moving them was caused by a shortage of three bedroom accommodation. The Council has provided evidence to show there were only eight three bedroom, four person, properties available between May 2021 and October 2022. We are mindful of the difficulties in procuring housing in London and nationally. But the law says temporary accommodation must be suitable, the duty to provide suitable accommodation is immediate and cannot be deferred. Even if the Council could demonstrate the efforts made to find suitable temporary accommodation for Mr and Mrs X, the delay of 17 months in moving Mr and Mrs X to suitable temporary accommodation would be service failure and this is fault.
26. The delay in moving Mr and Mrs X and their children meant the family lived in unsuitable temporary accommodation for 17 months. Our Guidance on remedies (which has recently been revised) recommends a payment of £150 - £350 for each month spent in unsuitable temporary accommodation. Mr and Mrs X and their children lived with disrepair for 17 months which will have impacted on their day-to-day life. Mr and Mrs X raised a number of repairs with the Council, including repairs to the windows and electrics. They were particularly concerned about the safety of the windows as their property was on the 10<sup>th</sup> floor and about

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the safety of the electrics. Mr and Mrs X have also provided evidence of damp and mould in the property. We therefore consider a payment of £200 a month is appropriate and proportionate.

### **Other households**

27. The Council has said there are 31 households on its transfer list for temporary accommodation. The Council should consider remedying any complaints of injustice from households in unsuitable temporary accommodation in accordance with our Guidance on remedies (which has recently been revised).

### **Recommended action**

28. The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. (*Local Government Act 1974, section 31(2), as amended*)
29. In addition to the requirements above, the Council should:
- send a written apology and make a payment of £3,400 to Mr and Mrs X to acknowledge they lived in unsuitable accommodation with disrepair for 17 months due to the Council's delay in moving them to suitable temporary accommodation; and
  - review its record keeping procedures to develop a simple and efficient way to briefly record the actions taken to find suitable temporary accommodation for individual applicants.
30. The Council has accepted our recommendations.

### **Decision**

31. We have completed our investigation into this complaint. There was fault by the Council which caused injustice to Mr and Mrs X. The Council should take the action identified at paragraph 29 to remedy that injustice.

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**Report for:**  
**ACTION/INFORMATION**

**Item Number:**

<b>Contains Confidential or Exempt Information</b>	<b>No</b>
<b>Title</b>	Section 75 Partnership Agreement relating to the Commissioning of Health and Wellbeing, Social Care and Education Services for Adults and Children
<b>Responsible Officer(s)</b>	Kerry Stevens – Strategic Director Adults and Public Health Robert South – Strategic Director Childrens Services
<b>Author(s)</b>	Adenike Tilleray – Assistant Director Commissioning and Use of Resources Avtar Maan – Head of Integrated Commissioning
<b>Portfolio(s)</b>	Councillor Kamaljit Kaur Nagpal - Fairer Start Councillor Josh Blacker - Healthy Lives
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 <sup>th</sup> September 2023
<b>Implementation Date if Not Called In</b>	25 <sup>th</sup> September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	Aligned budgets, Integration, Better Care Fund, Pooled Budgets, Section 75 Agreement, Adult Social Care Discharge Fund

**Purpose of Report:**

The purpose of this report is to seek Cabinet approval for the Council to enter a new agreement under Section 75 of the National Health Act 2006 with NHS North West London Integrated Care Board (NHS NWL ICB), to pool budgets relating to the commissioning of health and wellbeing, social care and education services for the population of Ealing.

**1. Recommendations**

That Cabinet is requested to:

- 1.1. Approve London Borough of Ealing entering a new Partnership Agreement with NHS North West London Integrated Care Board (NHS NWL ICB) under Section 75 of the National Health Service Act 2006, for the delivery of pooled budgets relating to the commissioning of health and wellbeing, social care, and education services for the population of Ealing, commencing 1<sup>st</sup> April 2023 for a period of 12 months, plus an option to extend for another term of 12 months. The value of the Agreement is approximately £143 million per annum.

- 1.2. Delegate authority to the Strategic Director Adults and Public Health, Strategic Director Children's Services, following consultation with the Strategic Director of Resources and Director of Legal Services and Democratic Services to finalise and complete the Partnership Agreement and other associated documents with NHS NWL ICB.
- 1.1. Delegate authority to the Strategic Director Adults and Public Health, Strategic Director Children's Services, following consultation with the Strategic Director of Resources and Director of Legal Services and Democratic Services to extend the Partnership Agreement, to agree amendments and variations to the associated Service Schedules; subject to consultation with the Lead Member for Health Lives and Lead Member for Fairer Start.
- 1.2. Note that Part 2 of the Partnership Agreement will contain Service Schedules the contents of which are listed in section 3 and that some Schedules provide for the exercise of ICB functions by the Council.
- 1.3. Note Health and Wellbeing Areas are required under the national conditions of the Better Care Fund (BCF) to establish a Section 75 Agreement for pooled budgets no later than 31<sup>st</sup> October 2023.

## **2. Reason for Decision and Options Considered**

- 2.1. The London Borough of Ealing and NHS NWL ICB (formerly known as Ealing Clinical Commissioning Group or CCG) have long established integrated commissioning arrangements. Cabinet first approved the Partnership Agreement in November 2015, this was extended in 2021 for a term of two financial years (1<sup>st</sup> April 2021 to 31<sup>st</sup> March 2023) due to the impact of COVID-19 and uncertainty with the structural reorganisation within the NHS.
- 2.2. As part of BCF Planning Framework 2023 - 2025, local areas are mandated to have in place agreed and signed Section 75 Agreements no later than 31<sup>st</sup> October 2023.
- 2.3. There is no alternative option to the Partnership Agreement, as it would impact the availability of approximately £40 million NHS funds to support the local health and social care system in Ealing. This will also impact the £3,724,468 Disabled Facilities Grant (DFG), £1,777,649 Adult Social Care Discharge Fund and £12,679,522 improved BCF (iBCF). The receipt of these grants is reliant upon a BCF plan that meets national conditions, of which an established Section 75 Partnership Agreement is one.

## **3. Key Implications**

- 3.1. Section 75 of the NHS Act 2006 allows the NHS and councils to pool resources and delegate certain health related functions to the other partners if it leads to an improvement in the way those functions are exercised. Arrangements within the Section 75 Agreement can include the following:

- Aligned commissioning and funds; where the local authority and ICB work together to commission services, but NHS functions are commissioned by the ICB and health related functions by the Local Authority. There is no delegation of functions under this arrangement, an example of this would be the Children Community Therapies and Ealing Community Partnership contract.
- Integrated commissioning and funds; where the local authority and ICB commission services on behalf of each other to exercise both NHS functions and health related functions through integrated structure, for example placement activity in care homes.
- Lead commissioning; where one partner commissions services on behalf of the other in exercise both NHS functions and health related functions, for example the community equipment provision.

3.2. The BCF 2023 to 2025 policy framework and guidance was issued in April 2023, and the Ealing BCF Plan was submitted 25<sup>th</sup> July 2023 to the national team. The new Partnership Agreement will reflect the revised governance structure and commissioning arrangements to deliver joined up health and social care services to the population of Ealing.

### Partnership Agreement

3.3. The Partnership Agreement will cover the following (this is not an exhaustive list):

- General principles, partnership flexibilities for variation or inclusion of additional Services.
- Aligned, integrated and lead commissioning arrangements.
- Management of pooled, aligned funds including hosting of pooled funds.
- Risk share arrangements for overspends and underspends.
- Liabilities, audit arrangements and standards of conduct.
- Governance and dispute resolution.
- Information sharing.
- Service Schedules setting out the following arrangements for the commissioning of services for children and adults:
  - Better Care Fund (BCF)
  - Learning Disabilities
  - Community Equipment Services
  - Mental Health
  - NHS Fast Track Packages of Care
  - Services for Children and Young People with Additional Needs
  - Early Start Ealing
  - Safeguarding Children and Young People
  - Safeguarding Adults
  - Integrated Commissioning Team
  - Voluntary Sector Grants
  - Joint Strategic Needs Assessment (JSNA) and Joint Health and Wellbeing Strategy
  - Adult Social Care Discharge Fund (LA and ICB elements)
  - Learning Disabilities/Continuing Health Care and Placements

3.4. Where the Council becomes the lead commissioner, it will ensure compliance with the Public Contracts Regulations 2015 (as amended) and Council's Contractual Procedure Rules.

3.5. As the Council manages the pooled budget on behalf of the ICB, approval of the expenditure will be in accordance with the Council's financial regulations.

3.6. The Health and Wellbeing Board will retain its functions and role for oversight and review of the Partnership Agreement.

#### 4. Financial

##### a) Financial impact on the budget

The approved (revenue) financial contributions for 2023/24 for inclusion in the Section 75 Partnership Agreement include:

Running Balances	Income	Expenditure
DFG	£3,724,468	£3,724,468
Minimum NHS Contribution	£30,412,805	£30,412,805
iBCF	£12,679,522	£12,679,522
Additional LA Contribution	£72,175,932	£72,175,932
Additional NHS Contribution	£2,522,966	£2,522,966
ASC Discharge Funding	£1,777,649	£1,777,649
ICB Discharge Funding	£2,083,843	£2,083,843
<b>Sub total</b>	<b>£125,377,185</b>	<b>£125,377,185</b>
<b>Other contributions (non BCF – Adults )</b>	£1,335,445	£1,335,445
<b>Other contributions (non BCF – Children's)</b>	£17,600,228	£17,600,228
<b>Total</b>	<b>£144,312,858</b>	<b>£144,312,858</b>

##### b) Financial background

###### Minimum contribution for social care

- As part of the national conditions, the contribution to adult social care at HWBB level must be maintained in line with the uplift to NHS minimum contribution. For 2023/24 the local minimum contribution has been met and exceeded by additional contributions from the local authority and NWL ICB (Ealing). This is in addition to local authority grants for the Disabled Facilities Grant and Improved BCF.

###### Grant Funding to local government

- iBCF: This must be pooled into the BCF Plan and schemes funded from iBCF have been assured to meet the required conditions of the grant:
  - Meeting adult social care needs,
  - Reducing pressure on NHS, including season winter pressures,



- Supporting people to be discharged from hospital when they are ready, and
  - Ensuring the social care market is supported.
- Disabled Facilities Grant (DFG): like previous years the DFG continues to support residents of all ages to live in suitable housing so they can stay independent for longer.
  - Adult Social Care Discharge Fund: this fund was first introduced in October 2022; the use of the fund is to support timely and safe discharge from hospital into the community by reducing the number of people delayed in hospital awaiting social care through additional financial investment. The fund will continue for another two years, between 2023 and 2025.

## 5. Legal

5.1. Section 75 of the National Health Services Act 2006, allows budgets to be pooled between local NHS bodies and social care organisations to delegate functions and align commissioning and delivery of key services. Agreements made under this provision are referred to as Section 75 Agreements.

5.2. The Section 75 Agreement between the local authority and NWL ICB (Ealing) is effective from 1<sup>st</sup> April 2023, for a period of 12 months with an option to extend for a further 12 months. Although required to develop a new Section 75 Agreement; it is not necessary for a complete rewrite but to ensure the new Agreement will:

- Cover schemes for Public Health, Safeguarding Children's and Adult Social Care and Integrated Commissioning.
- Be reviewed to reflect any changes to reflect the minimum NHS contribution to Adult Social Care and variations to the Service Schedules
- Seek to revise the governance arrangements to reflect the formation of ICB.

5.3 The Health and Care Act 2022 established the formation of integrated care boards (ICB) and abolished the clinical commissioning groups. The ICB will now exercise the commissioning functions previously held by clinical commissioning groups and will bring together health, social care, public health, and wider voluntary sector community to plan and deliver services at a local level (place-based commissioning). This Act also extended the definition of NHS bodies to include ICBs allowing the Local Authority to enter into S75 agreements with the newly formed ICBs.

5.4 The BCF national conditions are set out in the Department of Health and Social Care policy paper - 2023 to 2025 BCF policy framework updated 5 April 2023.

- a jointly agreed plan between local health and social care commissioners, signed off by the Health and Wellbeing Board. (HWBB) implementing BCF policy objective 1: enabling people to stay well, safe and independent at home for longer

- implementing BCF policy objective 2: providing the right care, at the right place, at the right time
- maintaining the NHS's contribution to adult social care (in line with the uplift to the NHS minimum contribution to the BCF), and investment in NHS commissioned out of hospital services.

The Plan has been agreed by the HWBB Chair and will be presented to the HWBB in September 2013.

5.5 Under Section 223B of the National Health Act, the NHS is required to ring-fence monies to contribute to the BCF and Discharge Fund. Grants paid to the Council (iBCF and DFG) will continue to be paid under Section 31 Local Government Act 2003, with a condition that the grants are pooled into the BCF.

5.6 Where the Council procures contracts for health-related services on its behalf or as lead commissioner it will have to comply with the Public Contracts Regulations 2015 (as amended), and the Council's contract procedure rules.

## **6 Value For Money**

The Partnership Agreement sets out how the local authority and ICB (Ealing) will jointly pool or align funds to deliver shared outcomes for residents, across a range of services to reduce duplication, increase effectiveness and to enable people to stay independent for longer. The schedules contained in the Section 75 Agreement, set out the process and deliverables to integrate commissioning for health, social care (children and adults) and public health for effective use of public money.

## **7 Sustainability Impact Appraisal**

The Section 75 Agreement supports the commissioning of health and wellbeing, social care and education services for adults and children. Within the arrangements for each of the Service Schedules concerned within the Partnership Agreement, consideration will be given to the sustainability impact of the service.

## **8 Risk Management**

Between May 2023 and July 2023, the NHS NWL ICB commenced a financial review of BCF contributions across all 8 boroughs NWL. This resulted in the late submission of the BCF Plan and some amendments to categorisation of the minimum and additional contributions to Local Authority commissioned schemes, as well as revisions to ICB schemes to include more community health provision. This has not impacted revenue for the Council for 2023/24, however further assurance is required to agree the parameters of the review for 2024/25. The notice period for changes to the S75 Agreement is 6 months, and contract terms will apply where services have been jointly commissioned. The timetabling of any changes to the BCF contributions will need to align with the Council's MTFS budget setting cycle.

## **9 Community Safety**

Arrangements described within the Section 75 supports the provision of care for vulnerable children and adults and, as such, contribute to improved community safety.

## **10. Links to the 3 Key Priorities for the Borough**

The Council's administration has three key priorities for Ealing which are outlined below and supported by the Section 75 Agreement:

- Creating good jobs: Robust local arrangements for health and social care provision makes Ealing a better place to live and work which in turn promote commercial enterprise and good, local employment options.
- Tackling the climate crisis: The Partnership Arrangements promote better integrated working. The effective early intervention and management of need will ensure individuals are able to remain in receipt of community services, living independently. This has a positive impact on the carbon footprint of the borough's provisions.
- Fighting inequality: The BCF submission refers to the seven priorities set out in the Race Equality Commission report for Ealing. The Partnership Agreement supports service provision for the most vulnerable care groups in the borough including arrangements for mental health (including child and adolescent mental health services), learning disability, safeguarding provisions and those relating to early years.

## **10 Equalities, Human Rights and Community Cohesion**

Improving population health and addressing health inequalities is a core priority of work across the BCF and Partnership Agreement. The BCF schedule sits within the Partnership Agreement which support the provision of services for vulnerable children and adults, contributing to the delivery of care and appropriate safeguarding arrangements for a range of disadvantaged groups.

## **11 Staffing/Workforce and Accommodation implications**

Staffing/workforce and accommodation implications are addressed within each of the specific Service Schedules, where relevant in the Partnership Agreement.

## **13. Property and Assets**

There are no property implications.

## **14. Any other implications:**

N/A.

## **15. Consultation**

The Section 75 Agreement is reflective of the jointly agreed contributions for the Council and NWL ICB. The Section 75 Agreement has received from a range of health

and social care commissioners and operational staff written contributions throughout the document. Consultation has also taken place with:

- Adult Social Care Management Team: 20<sup>th</sup> July - 31<sup>st</sup> August 2023
- Children's Leadership Team: 20<sup>th</sup> July - 31<sup>st</sup> August 2023
- Operational Delivery Group: 1<sup>st</sup> September 2023
- Ealing Borough Executive (ICS): 11<sup>th</sup> September 2023.

## **16. Timetable for Implementation**

In accordance with the BCF Planning framework and planning guidance 2023-25 the Section 75 Agreement must be established no later than 31<sup>st</sup> October 2023.

## **17. Appendices**

N/A

## **18. Background Information**

- [Better Care Fund planning requirements 2023-2025](#)
- HWBB Report - Ealing Better Care Fund - 2022/2023 end of year position and submission for 2023- 2025. 20<sup>th</sup> September 2023.

## Consultation (Mandatory)

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
<b>Internal</b>				
Adenike Tilleray	Assistant Director Commissioning and Use of Resources	12 <sup>th</sup> July 2023	13 <sup>th</sup> July 2023	Section 8
Kerry Stevens	Strategic Director Adults and Public Health	12 <sup>th</sup> July 2023.	7 <sup>th</sup> August 2023	Approved
Robert South	Strategic Director Childrens Services	12 <sup>th</sup> July 2023.	7 <sup>th</sup> August 2023	Approved
Chuhr Nijjar	Senior Contracts Officer	12 <sup>th</sup> July 2023.	21 <sup>st</sup> July 2023	Throughout the document
Sajal O'Shaughnessy	Lawyer – contracts	10 <sup>th</sup> August 2023	14 <sup>th</sup> August 2023	Throughout the document
Russell Dyer	Head of Accountancy	8 <sup>th</sup> August 2023		
Stephen Bell	Finance Manager Childrens and Schools	8 <sup>th</sup> August 2023	30 <sup>th</sup> August 2023	Section 4
Jumoke Adbeisi	Senior Finance Business Advisor	8 <sup>th</sup> August 2023.	24 <sup>th</sup> August 2023	Section 4
<b>External</b>				
Rashesh Mehta	Assistant Director Integration and Delivery , NWL ICB (Ealing)	14.07.2023		
Pooja Maniar	Head of Finance (NWL ICB)	08.08.2023		
Neha Unadkat	Borough Director	14.07.2023		

## Report History

Decision type:	Urgency item?
Key decision	No
Report no.:	<a href="mailto:maana@ealing.gov.uk">maana@ealing.gov.uk</a>
	Avtar Maan Head of Integrated Commissioning

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Report for:  
**ACTION**



<b>Contains Confidential or Exempt Information</b>	<b>No</b>
<b>Title</b>	WLA Procurements and Contract Changes
<b>Responsible Officer</b>	David Francis, Director West London Alliance
<b>Author</b>	David Lillicrap, West London Alliance Head of Health and Employment Programmes
<b>Portfolio</b>	Councillor Steve Donnelly – Inclusive Economy
<b>For Consideration By</b>	Cabinet
<b>Date to be Considered</b>	13 <sup>th</sup> September 2023
<b>Implementation Date if Not Called In</b>	25 <sup>th</sup> September 2023
<b>Affected Wards</b>	All
<b>Keywords/Index</b>	West London Alliance (WLA), Unemployment, Devolution, Work and Health Programme, Universal Support, Adults Social Care, Learning Disabilities and Mental Health (LDMH), Commissioning Alliance

**Purpose of Report:**

This report relates to two West London Alliance programme areas as set out below.

**Work & Health Programme**

To seek approval from cabinet to continue with our existing programme of West London wide employment support activity which is helping people who need the most support to find jobs. To make this happen the report is seeking approval for LB Ealing continuing to act as the accountable body; allowing WLA to secure additional employment support funding if and when it's available; and for the WLA to procure a provider for the Universal Support Programme.

**Social Care – Learning Disabilities and Mental Health (LDMH) Procurement**

The report seeks approval to procure services for adults with Learning Disability and Mental Health Needs. This will ensure adults in West London will have access to good quality and value for money services.

**The WLA**

The West London Alliance (WLA) is hosted by London Borough of Ealing as the accountable body and comprises of the London boroughs of Barnet, Brent, Ealing, Hammersmith & Fulham, Harrow, Hillingdon and Hounslow. WLA develops and leads on projects where there is benefit in multiple Local Authorities working collaboratively to deliver improved outcomes and value for money.

## **1. Recommendations**

It is recommended that Cabinet:

### **Employment Support**

- 1.1 Notes that Ealing Council, as accountable body on behalf of the WLA, will lead on the sponsorship, procurement and commissioning of the devolved Universal Support Programme in West London.
- 1.2 Authorises the Director of WLA, following consultation with the Strategic Director Resources and the Director of Legal and Democratic Services, to take all necessary steps with DWP, Treasury, GLA, DLUHC and other boroughs and bodies to enter into necessary agreements on behalf of the London Borough of Ealing to enable the continuation of the current devolution to London for employment support programmes, including, the Universal Support Programme.
- 1.3 Authorises the Director of WLA, following consultation with the Strategic Director Resources and the Director of Legal and Democratic Services, to enter into a funding agreement for £35m - £50m, with DWP, Treasury, or DLUHC to fund the provision of the Universal Support Programme across the 7 WLA boroughs.
- 1.4 Authorises the Director of WLA to invite and evaluate tenders on behalf of the London Borough of Ealing for a contract for the provision of job search services for unemployed, sick and disabled people across the WLA who meet the criteria of the Universal Support Programme, with the procurement being carried out using either a competitive dialogue process or a competitive procedure with negotiation and in compliance with Ealing Council's Contract Procedure Rules.
- 1.5 Authorise the Director of WLA, following consultation with the Strategic Director Resources and the Director of Legal and Democratic Services to submit bids for grants and funding; and enter into such agreements on behalf of the London Borough of Ealing as necessary with Treasury, DWP, JCP, GLA, DLUHC; other councils of the WLA or London Councils in relation to other funding that may be available to support the programme.
- 1.6 Delegates authority to the Director of WLA to award a contract to the bidder with the most advantageous tender received pursuant to the procurement exercise referred to in recommendation 1.4.

### **LDMH Procurement**

- 1.7 Authorises Ealing to act as lead authority on behalf of WLA participating boroughs to jointly develop and procure a Dynamic Purchasing System (DPS) under the light touch regime flexibilities permitted by the Public Contracts Regulations 2015 (as amended) (to include inviting and evaluating tenders from providers applying to join the DPS or framework) for the additional LDMH care home provision lot. LDMH services will be procured as an additional 'lot' on the supported living tender which was approved on 19 April 2023 Cabinet Meeting. The arrangement will be for an initial contract term of 4 years with option to extend for a further 4 years with an initial value of up to £628 million for the first 4 year period and £1.3 billion for 8 years (spend figures for the entire contract include both lots). London Borough of Ealing's estimated annual spend is c £25m annually; £100m over the first 4 years and £200m for 8 years on LDMH care homes through this contract.
- 1.8 Delegates authority to the Director of WLA, upon completion of the tender process, to appoint bidders to the DPS or flexible framework for LDMH care home provision, if suitable tenders are received, in accordance with the tender evaluation criteria and enter into suitable contracts with the appointed bidders.



- 1.9 Authorises the Director of WLA to enter into Access Agreements with Brent, Harrow, Hillingdon, Hounslow, Harrow, Hammersmith & Fulham, Kensington & Chelsea and the City of Westminster, with other authorities joining if appropriate (following consultation with the Director of Legal & Democratic Services).
- 1.10 Delegates authority to the Strategic Director of Adults Social Services and Public Health to award contracts from the DPS/flexible framework for LDMH care home provision in accordance with its call off rules.
- 1.11 Notes that a decision on how to best apply the Real Living Wage (London) in the shared procurement following the impact evaluation and consultation with key stakeholders will be taken by considering the sub-region's position in tandem with Ealing's requirements. The approach is detailed in section 3.1.5 – 3.1.6.
- 1.11 Notes that a decision on how best to include social value within a shared contract will be taken by considering the sub-region's position in tandem with Ealing's requirements.

## **Reason for Decision and Options Considered**

### **2 Background to the Program**

- 2.1.1 In 2016, the running of employment support programmes for people furthest from the labour market was devolved to London. This has been delivered at a Sub regional level ever since. In the March budget this year the Chancellor announced that the Work and Health Programme (WHP) would be replaced by the Universal Support Programme from October 2024.
- 2.1.2 It should be noted that at the time of this report, all recommendations are contingent on the existing devolution deal remaining in place and the funding being provided by DWP.
- 2.1.3 The reason for bringing this report before this has been resolved, is that the service requires a large and complex procurement to be delivered by Summer 2024 for the provision of the Universal Support Programme, and delaying the report would place this goal at considerable risk.
- 2.1.4 It should be noted that the Governments policy direction is for increased devolution; so the opinion is that revoking existing devolution arrangements would be unlikely.

### **2.2 Universal Support**

- 2.2.1 As part of the devolution deal for London, it is anticipated that the commissioning of the Universal Support Programme will be devolved to the London sub regions. WLA is one of 4 sub regions in London.
- 2.2.2 The aim is to help those furthest from the Labour Market with typical participants having health issues.
- 2.2.3 Universal Support will be a Place and Train model of employment support. With elements modelled on Individual Placement and Support (IPS). WLA has been successfully pioneering IPS with a variety of cohorts since 2015.
- 2.2.4 It is anticipated that the contract will be for an initial period of 5 years commencing from 1<sup>st</sup> October 2024 with options to extend. Based on the funding for WHP, we estimate the contract value, including extensions, to be in the region of £35m to £50m.

- 2.2.5 We anticipate that the continuation of the devolution deal will possibly require variations to the existing devolution agreements between DWP and Ealing Council, as opposed to replacement or new agreements being required. This assumption is based on the fact that the existing agreements have largely been fit for purpose since they were put in place between the parties in 2017.
- 2.2.6 Given the complex nature of the services that will be procured, a Competitive Dialogue procurement route will be followed in accordance with the Public Contracts Regulations 2015 (as amended).

### **2.3 Procurement of LDMH Care Services**

- 2.3.1 The Commissioning Alliance is the WLA workstream that supports vulnerable residents across Children's Social Care, Adults Social Care and Temporary Accommodation. A key element of the service is the creation of collaborative procurements that partner local authorities (including Ealing) will be able to access. Procurements provide local authorities with a compliant route to market that is open and transparent. A regional approach is demonstrated to deliver value for money as it enables local authorities to leverage their collective purchasing power and market management. It also facilitates adherence to shared quality standards and contractual terms which helps to raise standards of provision, deliver operational efficiencies, and creates the foundations upon which local authorities can develop shared commissioning strategies.
- 2.3.2 The contract in place for LDMH care homes from the private and voluntary sectors is due to expire on 31<sup>st</sup> August 2024.
- 2.3.3 It is proposed that when the existing contract ends it is replaced by a LDMH contract including supported living (already approved by Cabinet on 19<sup>th</sup> April 2023) and LDMH care homes; as well as an additional separate residential and nursing contract (also approved by Cabinet on 19<sup>th</sup> April 2023). The procurement will fall under the light touch regime of the Public Contracts Regulations 2015 (as amended), and the current preferred option is to use an open procedure to set up the DPSs/flexible frameworks.
- 2.3.4 The procurements will be designed in such a way that it does not prevent any member Local Authority from investing in their own 'in-house' provision or having an 'in-house first' policy. The procurements will have functionality that enables Local Authorities to subsequently call-off block contracts should they so wish.
- 2.3.5 The procurements will be open to any West London local authority and other authorities where appropriate. The creation and subsequent ongoing management of the procurements will be funded through Local Authority subscription payments to the WLA for the adults commissioning programme. This model (which has been used successfully since 2017) ensures that Ealing does not incur costs for formally hosting the procurements. Each Local Authority will be required to go through their own governance in order to join the procurement.
- 2.3.6 The purchasing for LDMH care homes will form part of previously approved contract for supported living services. This is based on the review of the existing arrangements and is designed to allow a varied approach to quality and price which is felt will bring greater control over cost, quality and market shaping than was achieved in the current arrangements.
- 2.3.7 The total value of spend for LDMH care home services is anticipated to be in the region of £53m per annum based on Brent, Ealing and Harrow's commissioning data. The contract will initially be for a period of four years, with a potential to extend by a further four years. The maximum contract value for the LDMH procurement over the 8 years will be £1.3 billion (based on combined supported living and LDMH care home spend).

### **3 Key Implications**

#### **3.1 Agreements and Contracts**

##### Universal Support Programme

- 3.1.1 New, or revised, devolution and funding agreements will be signed between Ealing and DWP.
- 3.1.2 The intention is that the contract for the provision of the Universal Support Programme will be signed by Ealing Council, on behalf of WLA, with the appointed provider.
- 3.1.2 For the duration of the contract, Ealing Council (acting on behalf of WLA) will manage the contract for the provision of the Universal Support Programme; and be responsible for ensuring the providers meet the contract requirements, including any requirements imposed by the DWP.

##### Social Care LDMH Procurement

- 3.1.3 The procurement will be made available to West London local authorities and other authorities where appropriate. Local Authorities that wish to call-off from the procurements will be required to sign an Access Agreement with Ealing Council, which ensures all authorities operate in an agreed and consistent manner. The agreement will also make clear that if local authorities deviate from this agreement that any liability will be theirs alone.
- 3.1.4 Local authorities accessing the procurement will fund the service through subscriptions to the WLA's Commissioning Alliance service.
- 3.1.5 Real Living Wage (RLW) London – Ealing has a commitment to procuring with suppliers who pay the RLW. Engagement with West London commissioning leads shows that Ealing's position to include RLW in all new contracts is not one currently committed to by all participants in the shared procurement. Therefore, the following approach has been agreed between the WLA and Ealing's legal and procurement teams which recognises that spend with non-RLW London providers will be outside of all contractual terms without some flexibility.
- 3.1.6 The contract service lots will include two tiers. Tier 1; for providers who pay RLW (London) Tier 2; providers who do not pay RLW (London). The terms and conditions will make clear that local authorities will prioritise placements in Tier 1. Providers in Tier 2 who during the life of the contract can evidence they meet RLW (London) requirements will be promoted to Tier 1 immediately. This will ensure where circumstance or need mean Tier 2 is unavoidable this will protect the authority and the service user.
- 3.1.7 For Ealing this means working with Brokerage to implement in process: an action plan for any Ealing provision in Tier 2 to be supported into Tier 1. It may also be a contract monitoring target, which will be easily evidenced over the life of the contract. This will support Ealing's commitments to members and Ealing residents and give a demonstrable pathway to meeting the RLW (London) goal, while reducing the medium-term risk of being exposed to uncontracted spot purchases.
- 3.1.8 This approach will also create a pathway for working with non-compliant providers to move to RLW and demonstrate the market benefit of doing so.
- 3.1.9 The contract specification will be considering the inclusion of social value in a way that resonates with all participating authorities. This will include the following areas as per London Borough of Ealing's social value policy requirements:

**Local Recruitment** – Providers will be actively encouraged to create provision within West London Boroughs, recruiting local residents in these area wherever it is possible to do so.

**Local Suppliers** – The procurement and the ongoing management of it will proactively support increasing placements in local provision, and the growth of local provision delivered by local providers.

**Increase use of public and alternative transport** – The specification will encourage providers and carers to use public transport where possible. The DPS will also support with the identification of local provision which in turn should reduce the need for transport.

**Recycling and sustainability** – We expect providers to pursue paperless delivery where possible. The utilisation of technology (i.e CarePlace and the Commissioning Alliance Quality Portal) will reinforce the move to paperless working.

**Air quality** – providers to actively encourage use of low/ no emission vehicles and report on how many company vehicles are ULEZ compliant.

**Support for local SMEs** – Mentor a local SME. Provide advice on business planning, accessing market, accessing supply chains, etc.

**Support for schools and young people** – Active participation and attendance at careers fairs and/or other pre-employment activities across Ealing Schools and other further education institutes.

The local authorities are currently reviewing a proposal to have a tiered approach to monitoring social value based on annual spend predicated on the above themes. This mirrors the approach taken by Ealing for its Transport DPS.

The tiers are as follows:

Tier 1 – Business over £100,000 per annum

GUIDANCE: When provider's business with the DPS reaches over £100,000 per annum (assessed on an annual rolling basis) providers will confirm their choice of three (3) elements from Social Value Elements (List 1) and deliver these elements in accordance with the contract.

For each additional WHOLE £100,000 per annum of business with the DPS, above the initial £100,000 and up to £599,000 per annum, the provider will also be asked to deliver an ADDITIONAL three (3) elements of their choice from Social Value Elements (List 1). These can be multiples of the initial elements chosen or different element).

Tier 2 – Business over £600,000 per annum

GUIDANCE: When provider's business with the DPS reaches over £600,000 per annum (assessed on an annual rolling basis) providers will be asked to choose one (1) elements from Social Value Element (List 2) and deliver this element in accordance with the contract.

For each ADDITIONAL whole £100,000 per annum of business with the DPS, above £600,000 up to £1,199,999 per annum, the provider will also be asked to deliver an ADDITIONAL three (3) elements of their choice from Social Value Elements (List 1). These can be multiples of the initial elements chosen or different elements.

PLEASE NOTE: For providers who previously delivered elements from Tier 1 , the delivery of Social Value elements under Tier 2 will be instead of elements they previously delivered under Tier 1.

Tier 3 – Business over £1,200,000 per annum

GUIDANCE: When provider’s business with the DPS reaches over £1,200,000 per annum (assessed on an annual rolling basis) providers will be asked to choose two (2) elements from Social Value Element (List 2) and deliver these elements in accordance with the contract.

For each ADDITIONAL whole £100,000 per annum of business with the DPS above £1,200,000 per annum the provider will also be asked to deliver an ADDITIONAL three (3) elements of their choice from Social Value Elements (List 1). These can be multiples of the initial elements chosen or different elements.

PLEASE NOTE: For providers who previously delivered elements from Tier 1 or Tier 2, the delivery of Social Value elements under Tier 3 will be instead of elements they previously delivered under Tier 1 or Tier 2. Please see Appendix 1 for a list of the social value elements under consideration.

The approach is yet to be agreed by all participating Local Authorities. In the event we cannot achieve a unified position on the above, as a minimum we will implement the following: The contract will describe the themes and the thresholds (as above). The contract will explain clearly that the individual objectives will be defined at call off by purchasing authorities. For Ealing this means they will have a task with their brokerage team to ensure that they have this in their process, and it also builds in flexibility for their new model for 2025/26.

## **Financial**

### **Universal Support Programme**

- 3.2 There is no financial impact on the budget. All the programmes will be entirely funded by Central Government Grants; funding from LIA or subscriptions from Local Authorities.
- 3.3 In the event that the funding is not obtained, the procurement will not be taken forward.
- 3.4 Resources to manage the programme will be funded by grants from DWP.

### **Social Care LDMH Procurements**

- 3.5 The recommendations to establish DPSs and frameworks for services across Adults and Children’s do not make any commitment to spend money. Any spend through the DPSs and Framework, by Ealing and other participating authorities would be subject to local governance relating to adult social care placements.

## **4 Legal**

### **Universal Support Programme**

- 4.1 The procurement for the Universal Support Programme contract will be carried out by Ealing Council as accountable body on behalf of the WLA in accordance with the Council’s Contract Procedure Rules and the Public Contract Regulations 2015 (as amended) (PCRs) using the competitive dialogue procedure or the competitive procedure with negotiation which are permitted to be used in the following circumstances.

- (a) with regard to works, supplies or services fulfilling one or more of the following criteria:
- (i) the needs of the contracting authority cannot be met without adaptation of readily available solutions;
  - (ii) they include design or innovative solutions;
  - (iii) the contract cannot be awarded without prior negotiation because of specific circumstances related to the nature, the complexity or the legal and financial make-up or because of risks attaching to them;

It is asserted that given likely requirement from central government under its grant terms that a payment by results model is used (PBR) for the contract that prior negotiation is required with the bidders due to complexity of the legal and financial make-up of the procurement.

#### **Social Care LDMH Procurement**

- 4.2 The procurement of the DPS services contract will be carried out by Ealing Council as accountable body on behalf of the WLA in accordance with the Council's Contract Procedure Rules and the PCRs. It is anticipated that the open procedure under the PCRs will be used.
- 4.3 It should be noted that both the Universal Support Programme services and the LDMH Care Home services fall under the Light Touch Regime (LTR) for the purposes of the PCRs. Under the PCRs, the procurement of contracts for health, social and related services are required to follow the LTR. The LTR under the Regulations require that contracts over the LTR threshold in value are advertised in Find a Tender Service, a contract award notice is published (following completion of the procurement process) and the principles of transparency, non-discrimination and equal treatment apply.

#### **5 Value For Money**

- 5.1 The current procurement DPS for Care Homes and Supported Living Placements does not have a pricing structure for specialist LDMH care homes. By implementing a pricing model through which to exert market control it is expected that participating authorities will deliver cost avoidance savings. Where a pricing model is in place local authorities have been able to use their collective purchasing power to get preferential rates. It will allow for effective benchmarking data and identification of price variances to allow targeted activity to address variations.

#### **6 Sustainability Impact Appraisal**

- 6.1 The WHP/IPS PC programmes provides a high-quality employment intervention for client groups who struggle to obtain employment through current initiatives.
- 6.2 The LDMH procurement will be a key tool to support local authorities to engage with suppliers more effectively. This will help authorities to source the right placements, in the right place and at the right time for vulnerable people. Identifying the right provision first time round (particularly local provision) will help to ensure that our residents are in the best possible placement to support their needs.

#### **7 Risk Management**

- 7.1 A risk register for the overall Programme is retained. The key risks are as follows:

Risk	Mitigating Actions
Failure to Procure to DWP go live deadlines	<p>This report is being brought forward before the decision on devolution has been finalised by central government. This saves approximately 3 months of time.</p> <p>The services being procured are under the Light Touch Regime, this allows for us to procure in shorter timescales than procurement regulations would otherwise allow.</p>
The social care procurement will not provide sufficiency of local provision	<p>Consultation with providers .</p> <p>Ongoing market management to encourage new market entrants to the DPSs.</p> <p>Increase scale of spend going through procurements by maximising utilisation by local authorities.</p> <p>Explore utilisation of block contracts to secure local supply.</p>

## 8 Community Safety

8.1 Not applicable

## 9 Links to the 3 Key Priorities for the Borough

9.1 The proposals support the following Priorities:

- Creating good jobs
- Fighting inequality

## 10. Equalities and Human Rights and Community Cohesion

10.1 An Initial EAA screening form was completed for the Universal Support Programme, and no adverse impact on Equalities has been identified.

10.2 An assessment of the LDMH procurement has not identified any adverse impact on equalities, human rights or community cohesion. The preferred method of call-off for these procurements will be the CarePlace eBrokerage system (owned by Ealing Council). A benefit of this system is that it provides local authorities with data which when viewed at a macro level may identify potential equalities issues which can then be further investigated.

## 11. Staffing/Workforce and Accommodation implications

11.1 There are no staffing implications. Given the planned integrated nature of the services, Ealing services may be required to provide hot-desk space for service providers.

## 12. Property and Assets

12.1 There are no Property or Assets associated with this programme.

## 13 Any other implications:

13.1 No other implications

## 14. Consultation

- 14.1 The WLA Work and Health Programme has a working group that includes representatives from all WLA authorities, ICS and JCPs. This has included Service Users and organisations representing Service Users. Universal Support comes under the scope of this group.
- 14.2 The Commissioning Alliance has a working group that includes representation from LDMH workstream participating WLA authorities. Engagement with independent care providers is being mapped, and service user engagement will be discussed within the working group.

## 15. Timetable for Implementation

An indicative procurement timetable is set out below:

### Universal Support Programme

Milestone	Expected Date
Commercial Strategy to JCB	22nd August
Report to Cabinet	13th September
Issue Selection Questionnaire (SQ)	25th October
SQ Clarification Deadline	7th November
Return of SQ	21st November 2023
Evaluation of SQ and selection of 3 bidders	01 January 2024
Shortlisted bidders – Issue Invitation to Submit Detailed Solutions (ISDS)	02 January 2024
Deadline for Clarifications for ISDS	30 January 2024
Deadline for receipt of Detailed Solutions	28 February 2024
Dialogue Round 1	March 2024
Dialogue Round 2	March 2024
Dialogue Round 3	April 2024
In the event of Dialogue closing on round 2 or 3, the following dates will be revised earlier.	
Close dialogue and Issue invitation to submit Final Tenders (ISFT)	10th April 2024
Deadline for Clarifications of ISFT	20th April 2024
Deadline for receipt of Final Tenders	31st May 2024
Evaluation of Final Tenders	1st June 2024 – 15th June 2024
Cabinet Decision on appointment of Provider	July 2024
Commencement of standstill period / Notification of Successful Bidder	July 2024
End of Standstill period	July 2024
First date that contract can be signed	1st August 2024
Service go live	1st October 2024

### LDMH Procurement

Milestone	Date
Commercial Strategy to JCB	April 2023
Revised commercial strategy to account for two lots	August 2023
Engagement (LA & Providers)	October 2022 – December 2023



Final Tender Documents	January 2024
Publish Tender	February 2024
Support member LAs through Governance in order to access procurement	March 2024 – June 2024
Evaluation of Tenders	June 2024 & ongoing
Start of Contract Period	1 <sup>st</sup> September 2024

## 16. Appendices

Appendix 1 – Social Value Elements

## 17. Background Information

Cabinet Report 14th June 2016 – WLA Health and Work Programme – Devolution of Work Programme from DWP.

Cabinet Report 19<sup>th</sup> April 2023 – WLA Procurements and Contract Changes - In April 2023 Cabinet approved the procurement of two new contracts: (1) older adults residential and nursing care and (2) supported living. The scope of the supported living procurement has widened to encompass the addition of LDMH care home provision and is being referred to as the LDMH procurement which will include two lots: one for supported living and one for specialist care homes.

## Consultation

Name of consultee	Post held and Department	Date sent to consultee	Date received from consultee	Comments appear in report paragraph:
<b>Internal</b>				
Chuhr Nijjar	Contracts Lawyer			Legal
Sajal O'Shaughnessy	Lawyer (Legal Contracts)	01.08.23	03.08.23	Throughout
David Francis	Director of West London Alliance			Throughout
Emily Hill	Strategic Director of Resources	31/08/2023	31/08/2023	Finance
Tony Clements	Chief Executive			Throughout
Councillor Donnelly	Portfolio Holder			Throughout
Councillor Mason	Leader			Throughout
<b>External</b>				

## Report History

<b>Decision type:</b>	<b>Urgency item?</b>
Key decision	No
Report no.:	Report author and contact for queries:
	David Lillicrap 07961 206 207

Appendix 1

**Social Value Elements (List 1)**

Local recruitment	New contract related roles that are filled by host LA's residents (relevant to this contract only). This can include sub-contractors and apprenticeships.	Collate vacancy details and on completion, with signed record of jobs created and recruited into capturing resident details.	1 local resident recruited for a minimum of 12 months
Work experience placements for host LA's residents of working age	Two-week paid work experience placement for local residents.	A record of the work experience placement and a detailed work plan, including start and end date and evidence of residence.	1 resident x two-week placement
Work experience placements for host LA's residents with learning difficulties	Two-week paid work experience placement for local residents with learning difficulties.	A record of the work experience placement and a detailed work plan, including start and end dates and evidence of residence.	1 resident x two-week placement
Support for schools and young people	Active participation and attendance at careers fairs and/or other pre-employment activities across local Schools and other further education institutes.	Record of participation or engagement activity with local schools or colleges, including date, name of the event and school or college leading it, and named contact.	Per event
Support for local small and medium enterprises (SMEs) b)	Mentor a local SME. Provide advice on business planning, accessing market, accessing supply chains, etc.	Written record of four mentoring meetings, including attendance records and contact details of SME/mentee.	Per annum per SME
Junior time (< 4 years' experience)	Support provided by a junior member of staff to local businesses or third sector organisations in the areas of bid writing; marketing and promotion; outreach; administrative or data collection support.	Received / Confirmation from Voluntary and Community Sector Organisation.	1 day
Management time (4 - 7 years' experience)	Support provided by a senior/manager member of staff to local businesses or third sector organisations in the areas of bid writing; marketing and promotion; outreach; administrative or data collection support.	Received / Confirmation from Voluntary and Community Sector Organisation.	1 day
Executive time (10 years +).	Provide strategic support in the areas of	Received / Confirmation from	1 day

	business development; marketing and promotion and financial forecasting.	Voluntary and Community Sector Organisation.	
Air Quality	Number of low or no emission vehicles which should be ULEZ compliant vehicles included within DPS contracts. <a href="https://www.tfl.gov.uk/road-users/ulez">ULEZ standards - Transport for London (tfl.gov.uk)</a>	Monitored through Contract review meetings.	No of vehicles
Per Recycling and sustainability	Voluntary time dedicated to the creation or management of green infrastructure, or to keep green spaces clean.		No of hours

### Social Value Elements (List 2)

Local recruitment	New contract related roles that are filled by local residents (relevant to this contract only). This can include sub-contractors and apprenticeships.	Collate vacancy details and on completion, with signed record of jobs created and recruited into capturing resident details.	1 local resident recruited for a minimum of 12 months
Local advanced apprenticeship	Local resident who has started or completed an apprenticeship within the lifetime of the contract. The apprenticeship placement offered must be of NVQ Level 3.	A copy of the apprenticeship contract start and/or certificate of completion, indicating qualification level.	1 local resident recruited for a minimum of 12 months
Local higher apprenticeship	Local resident who has started or completed an apprenticeship within the lifetime of the contract. The apprenticeship placement offered must be of NVQ Level 4.	A copy of the apprenticeship contract start and/or certificate of completion, indicating qualification level.	1 local resident recruited for a minimum of 12 months
Graduate placements for host LA's residents	Local resident who has completed at minimum their first degree within the last two academic years.	Contract of employment for the graduate which could also verify graduate eligibility.	1 local resident recruited for a minimum of 12 months

Air Quality	Number of low or no emission vehicles which should be ULEZ compliant vehicles included within DPS contracts. <a href="https://www.tfl.gov.uk">ULEZ standards - Transport for London (tfl.gov.uk)</a>	Monitored through Contract review meetings.	No of vehicles
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