

Cabinet

Background Papers

Date: **Thursday 21 October 2021**

- 7. **Reference from the Overview and Scrutiny Committee - Race Equality in Harrow Council** (Pages 3 - 82)

- KEY** 11. **Harrow Community Infrastructure Levy (HCIL) - Approval of Discretionary Social Housing Relief Policy /Statement** (Pages 83 - 94)

Report of the Head of Planning.

- 14. **School Organisation Update and School Capital Programme** (Pages 95 - 146)

Report of the Corporate Director, People.

- KEY** 15. **Race Equality in Harrow Council** (Pages 147 - 170)

Report of the Chief Executive.

Scan this code for the electronic agenda:



This page is intentionally left blank

**Report for: Overview and Scrutiny
Committee****Date of Meeting:** 14 September 2021**Subject:** Race Equality in Harrow Council**Responsible Officer:** Sean Harriss, Chief Executive**Scrutiny Lead
Member area:** Resources - Councillors Dan Anderson
and Kanti Rabadia**Exempt:** No**Wards affected:** All**Enclosures:** Appendix A – Race Equality in Harrow
Council
Appendix B – Independent Race
Report
Appendix C – Race Equality in Harrow
Council Equality Impact Assessment
Appendix D – Q2 Corporate Risk
Register 2021-22

Section 1 – Summary and Recommendations

The Race Equality in Harrow Council report sets out the council's strategic vision for race equality (see Appendix A). The report launches a series of new corporate objectives designed to ensure that the council's policies and practices are fair and equitable for all staff in the workplace, beginning with a focus on race and ethnicity.

Recommendations:

The Overview and Scrutiny Committee is asked to:

1. Consider and endorse the council's strategic approach on race equality in Harrow and the Race Equality Action Plan.
2. Forward the report to Cabinet for consideration and response.

Section 2 – Report

The report sets out the council's strategic vision around race equality, launching a series of new corporate objectives for the organisation, which will ensure our policies and practices are fair and equitable for all staff in order to promote a workforce that is inclusive and accessible for everyone. Over the past year, we have examined our role as an employer, actively engaging with staff to understand their experiences and the challenges they face and looked closely at our workforce data to examine gaps, bottlenecks and glass ceilings in the organisations. This evidence has given us ground-breaking insight into our organisation, which for the first time, has helped us shape a strategy around race equality that is rooted in evidence and produced in collaboration with staff.

Background

Harrow is one of the most ethnically and religiously diverse boroughs in the country, with many people of different backgrounds and life experiences living side by side. However, in light of the murder of George Floyd, the Black Lives Matter protests, and the disproportionate impact of Covid-19 on those from Black, Asian, and Multi- Ethnic backgrounds, we have recognised that the council can do more to improve the experiences and outcomes for our staff.

Over the past twelve months, the council has been reviewing the approach taken towards equality, diversity, and inclusion to develop one that truly reflects the needs and ambitions of our staff. Our work on race equality has been underpinned by the strategic principles that guide our corporate work on equality, diversity, and inclusion.

To ensure this work has the integrity that it needs, the council undertook an exercise in collating qualitative data to understand the challenges faced by staff in the workplace. In doing so, we commissioned an Independent Race Review by Dr Patrick Vernon in September 2020 (see Appendix B), who conducted a series of face-to-face interviews and focus groups with staff employed by Harrow Council, including senior management and operational staff and other stakeholders including temporary staff and contractors.

We also commissioned an independent Staff Survey on Race, which was externally conducted by Karl Murray of FW Business in December 2020. This survey sought to capture both qualitative and quantitative information on staff experiences and practices and gave us an insight into the challenges that staff faced daily, as well as improvements they would like to see.

Our quantitative research involved analysing our most recent workforce data and producing our first ever ethnicity pay gap report; both of these reports have given us greater insight into the profile of our staff, including trends, gaps and bottlenecks within pay bands, which have been critical in helping us create objectives that are realistic, tangible and stretching.

Current situation

Following the publication of the Independent Race Review in April, we have engaged with over 230 staff to undertake a process of co-production, to design our approach to tackling racial inequality in Harrow and as a result, producing the council's first ever, Race Equality Action Plan.

Because one size does not fit all, we are also having ongoing discussions with directorates to ensure this strategic plan is deliverable. We are currently working with directorates to develop ambitious, directorate level actions and targets that will feed into the council's overarching strategic objectives.

Why a change is needed

Following the murder of George Floyd, the Black Lives Matter protests, and the disproportionate impact of Covid-19 on those from Black, Asian, and Multi-Ethnic backgrounds, the council has recognised that it can do more to improve the experiences and outcomes for our staff.

According to our most recent ethnicity pay gap data, the council's Black, Asian and Multi-Ethnic staff do not fairly represent Harrow's resident population. Although Harrow Council is a diverse employer, the lack of leadership diversity within some parts of the organisation is visible, with a lack of representation in leadership, management and senior tiers within the organisation, and a bottle neck between junior and managerial grades with Black, Asian, and Multi-Ethnic staff generally concentrated in lower grades.

In terms of staff experiences of race, the Independent Race Review led by Dr Patrick Vernon and the Race Survey undertaken by FW Business, showed that 74% of staff had either experienced or witnessed racism in some form within the council. 64% of staff could not definitively say that the council was not structurally racist, compared to 59% of staff who could not definitively say that the council was not institutionally racist. One of the key findings of the Review was the psychological trauma felt by staff affected by bullying and harassment. Crucially, in terms of training and development, 56% of staff were keen to gain relevant experience, 51% wanted access to opportunities, and 44% welcomed the idea of having a training needs analysis and action plan.

This report proposes a series of strategic solutions in response to these findings, and more critically to the recommendations from the Race Review, which centre around:

- Creating safe spaces
- Changing the organisation's culture and behaviour through leadership, training, and development
- Recruitment and Retention

Financial Implications

The 2021/22 budget invested £100k into Equalities, Diversity, and Inclusion to create a specialist EDI function that has been developing a new strategic approach. The EDI team will work collaboratively with other teams in HROD and across directorates to deliver some of the new initiatives planned on race equality.

A further one-off reserve of £250k has been earmarked for supplementary activity to take forward this agenda.

Performance Issues

The Race Equality Action Plan will have a positive impact on the council's priority, *tackling racial disproportionality, inequality and disadvantage*. A new series of objectives are being launched that will feed into the council's Balanced Scorecard.

Environmental Impact

There is no environmental impact.

Risk Management Implications

The Race Equality Action Plan aims to improve the culture and create a fairer and inclusive organisation which is able to fully develop and realise the potential of the whole workforce. We have made significant progress to date in the development of the Race Equality Action Plan to implement the outcomes of the Independent Race Review conducted by Patrick Vernon. However, the issues must also be addressed as well as recognised and this factor maintains the risk at an Amber C3 level in Q2.

Failure to implement the Race Equality Action Plan could:

- (a) result in increasing staff dissatisfaction and potential ER / IR conflict e.g. grievance and tribunal claims
- (b) resource pressures if we fail to attract, develop and retain talented people due to inequalities in recruitment and the workplace.

Separate risk register in place? **No**

The relevant risks contained in the register are attached/summarised below.
Yes

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status at Q2
Systemic issues of inequality and disproportionality experienced by staff of black heritage are not recognised and addressed by the Council	<p>Mitigations In-Place</p> <ul style="list-style-type: none"> • Please see full range of mitigations already in-place as outlined at Appendix D <p>Mitigations In-Progress</p> <ul style="list-style-type: none"> • Fully Implement recommendations of the Independent Race Review by Patrick Vernon (by April 22) • Report to Cabinet on implementation of the Vernon Report (by Oct 21) 	Amber

Equalities implications / Public Sector Equality Duty

Was an Equality Impact Assessment carried out? **Yes**

Decision makers should have due regard to the public sector equality duty in making their decisions. The equalities duties are continuing duties they are not duties to secure a particular outcome. The equalities impact will be revisited on each of the proposals as they are developed. Consideration of the duties should precede the decision. It is important that the committee has regard to the statutory grounds in the light of all available material such as consultation responses. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 and are as follows:

A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited 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.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) remove or minimise 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 protected characteristic that are different from the needs of 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.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

(a) Tackle prejudice, and

(b) Promote understanding.

Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

The relevant protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race
- Religion or belief
- Sex
- Sexual orientation
- Marriage and Civil partnership.

- We recognise that the journey to eradicate discrimination against all protected groups must start somewhere, and one size does not fit all. Therefore, we are taking a phased approach towards making the council a truly inclusive employer, to promote a workforce that is inclusive and accessible for everyone, regardless of their background.
- Following the murder of George Floyd, the Black Lives Matter protests, and the disproportionate impact of Covid-19 on those from Black, Asian, and Multi- Ethnic backgrounds, the council recognised that it could do more to improve the experiences and outcomes for our staff.

- Furthermore, data has shown that the council's Black, Asian and Multi-Ethnic staff do not fairly represent Harrow's resident population and there is a visible lack of leadership diversity within some parts of the organisation, especially in leadership, management and senior tiers of the organisation. Additionally, Black, Asian, and Multi-Ethnic staff generally concentrated in lower grades.
- The report sets out the council's strategic vision around race equality, launching a series of new corporate objectives for the organisation for Black, Asian and Multi-ethnic staff and will form the framework that underpins our wider strategic work on equality, diversity, and inclusion.
- Based on the data available we do not anticipate that the Race Equality Action Plan will have a negative impact on council staff or result in any direct or indirect discrimination of any group that shares protected characteristics. Instead, it is expected that the strategic approach undertaken as part of the Race Equality Action Plan will have a positive ripple impact on all other protected groups.
- We expect to integrate questions around equality, diversity and inclusion in our forthcoming Pulse Survey and Annual Staff Survey to capture the experiences of staff from all backgrounds. The evidence will help to shape and inform our work going forward.

Council Priorities

Please identify how the decision sought delivers these priorities.

1. Tackling racial disproportionality, inequality and disadvantage.

Section 3 - Statutory Officer Clearance

Statutory Officer:

Signed by the Chief Financial Officer

Dawn Calvert

Date: 08/09/21

Statutory Officer:

Signed by the Monitoring Officer

Hugh Peart

Date: 08/09/21

Chief Officer:

Signed by the Chief Executive

Sean Harriss

Date: 08/09/21

Mandatory Checks

Ward Councillors notified: Yes

Section 4 - Contact Details and Background Papers

Contact: Shumailla Dar, Head of Equality, Diversity and Inclusion
Tel: 07874 891502

Background Papers:

Appendix A – Race Equality in Harrow

Appendix B – Independent Race Review

Appendix C – Race Equality in Harrow Equality Impact Assessment

Appendix D – Q2 Corporate Risk Register 2021-22

Race Equality in Harrow Council October 2021

[High impact cover TBA]

DRAFT

Contents

1. Foreword by the Chief Executive and Leader of the Council
2. Executive Summary
3. Context
4. The Council's Response to the Independent Race Review
5. Corporate Objectives on Race Equality
6. Next Steps
7. Glossary of Terms
8. Annex A: Race Report Recommendations – The progress we have made
9. Annex B: Race Equality Action Plan

DRAFT

1. Foreword

[TBA]

DRAFT

2. Executive Summary

There has never been more urgency around addressing inequality, globally. In Harrow, our ambition is to make sure that our workforce is representative of the community we serve at all levels of the organisation. Our work around equality, diversity and inclusion is aimed at ensuring the needs of all staff are met, irrespective of their background. However, we know that each staff member will have their own unique experience of the workplace, based on who they are, and we recognise the importance of understanding the differences between identities as well as the role of intersectionality within this agenda.

Our strategic approach on equality, diversity and inclusion is rooted in the need to understand the issues of all staff in their own specific way, and in doing so, our work on this agenda begins with the pressing issue of the day; addressing racial inequality in the workplace. While this report focuses primarily on race and ethnicity, the strategic approach that we have taken acts as a framework that will underpin the council's forthcoming *Equality, Diversity and Inclusion Strategy*, which will be produced early next year.

This report sets out the council's strategic vision around race equality, launching a series of new corporate objectives for the organisation, which will ensure our policies and practices are fair and equitable for all staff in order to promote a workforce that is inclusive and accessible for everyone. Over the past year, we have examined our role as an employer, actively engaging with staff to understand their experiences and the challenges they face and looked closely at our workforce data to examine gaps, bottlenecks and glass ceilings in the organisations. This evidence has given us ground-breaking insight into our organisation, which for the first time, has helped us shape a strategy around race equality that is rooted in evidence and produced in collaboration with staff.

Our high-level approach centres around:

- Creating safe spaces
- Changing the organisation's culture and behaviour through leadership, training, and development
- Recruitment and Retention

In taking some of our work forward on race equality, the council has already made a number of key investments since last year, including:

September 2020

Appointing an Executive Sponsor for race – This is the Chief Executive

September 2020

Signing the Race at Work Charter as a clear commitment towards race equality.

April 2021

Creation of a new Equality, Diversity and Inclusion team to lead the agenda on EDI.

April 2021

Publishing a Managers Guidance to help staff understand their role on this agenda.

May 2021

A new approach to recruitment which sees all posts initially advertised internally.

July 2021

Examining our pay gap data to strengthen our understanding of our workforce – July 2021

September 2021

A new mandatory EDI Training module will be launched in Autumn.

October 2021

Creating a new Dignity at Work Policy, which is applicable to all staff.

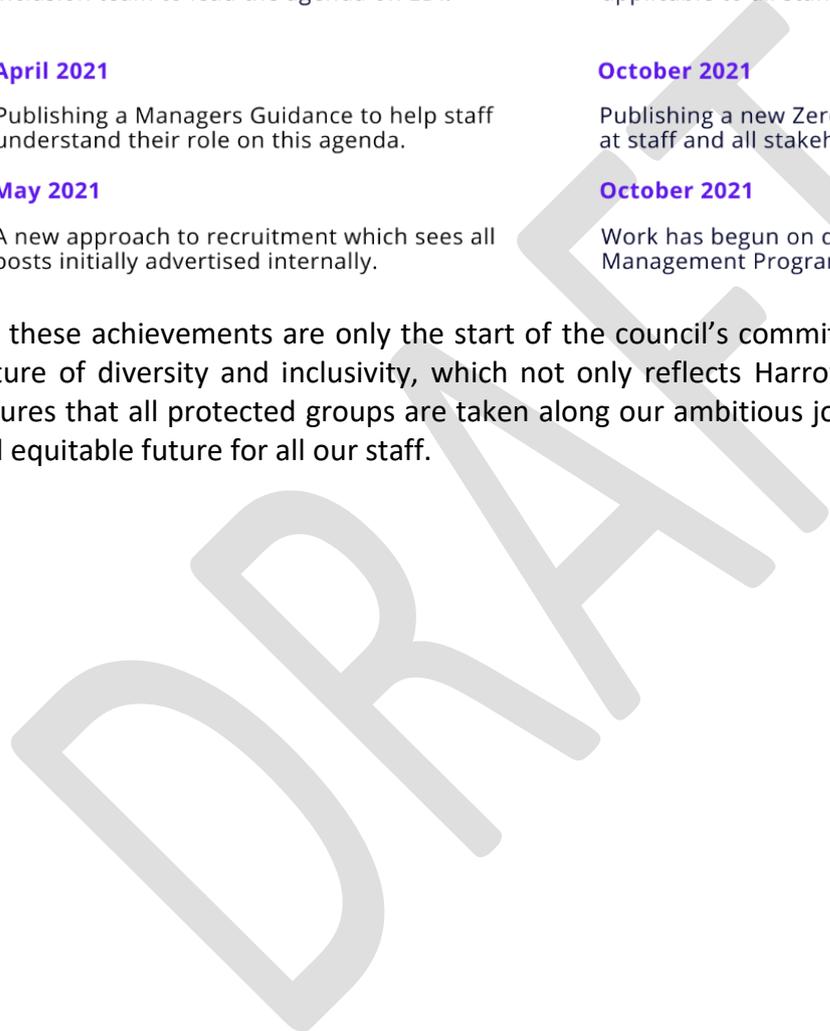
October 2021

Publishing a new Zero Tolerance Statement aimed at staff and all stakeholders.

October 2021

Work has begun on developing the new Talent Management Programme.

But these achievements are only the start of the council's commitment towards building a culture of diversity and inclusivity, which not only reflects Harrow's local population, but ensures that all protected groups are taken along our ambitious journey to create an equal and equitable future for all our staff.



Context

Harrow prides itself in being one of the most ethnically and religiously diverse boroughs in the country, with people of many different backgrounds and life experiences living side by side. However, in light of the tragic murder of George Floyd, the Black Lives Matter protests, and the disproportionate impact of Covid-19 on people from a Black, Asian and Multi-ethnic backgrounds, we recognised that the council could do more to enhance the experiences and outcomes for our staff.

3.1 Our approach

Over the past twelve months, the council has been reviewing the approach taken towards equality, diversity and inclusion to develop one that truly reflects the needs and ambitions of our staff. Our work on race equality has been underpinned by the strategic principles that guide our corporate work on equality, diversity, and inclusion, this involves:

- Evidence and insight
- Consultation and Partnership working
- Developing a strategic approach
- Communicating our strategic approach
- Development of an Action Plan
- Implementation

To ensure this work has the integrity that it needs, the council undertook an exercise in collating qualitative data to understand the challenges faced by staff in the workplace. In doing so, we commissioned an Independent Race Review by Dr Patrick Vernon in September 2020, who conducted a series of face-to-face interviews and focus groups with staff employed by Harrow Council, including senior management and operational staff and other stakeholders including temporary staff and contractors.

We also commissioned an independent Staff Survey on Race, which was externally conducted by Karl Murray of FW Business in December 2020. This survey sought to capture both qualitative and quantitative information on staff experiences and practices and gave us an insight into the challenges that staff faced daily, as well as improvements they would like to see.

Our quantitative research involved analysing our most recent workforce data and producing our first ever ethnicity pay gap report; both of these reports have given us greater insight into the profile of our staff, including trends, gaps and bottlenecks within pay bands, which have been critical in helping us create objectives that are realistic, tangible and stretching.

3.2 Findings from the Independent Race Review

The Race Review included evidence from over 100 members of staff who took part in face to face interviews and the 573 respondents who took part in the Staff Survey on Race. The Review made a series of recommendations, addressing key concerns identified with respect to race discrimination.

The Review was published internally in April 2021 and included a number of key findings, these included:

- Psychological safety
- Racism in the workplace
- Challenges with management behaviour
- Lack of career opportunities for Black, Asian and Multi-Ethnic staff
- Impact of racism on health and well-being
- Race and sexism
- Institutional and structural racism

The report made clear the council’s need to move from an exclusive and passive organisation, to one that is a fully inclusive anti-racist multicultural organisation, within a transformed society. Recommendations centred around creating an environment where managers have the cultural competency to deal with issues around race, resulting in psychological safety, investing in our staff, and supporting progression.

These recommendations were broken down into five key themes:

1. Acknowledging and recognising the journey of ‘righting the wrongs’
2. Changing the organisation’s culture and behaviour through leadership, training and development
3. Recruitment and retention of staff
4. Creation of safe spaces for dialogues and understanding
5. Government and Accountability

The Race Report provided the council with a rich source of information about staff experiences and how we can move forward in becoming an anti-racist organisation. A full list of recommendations with the council’s response against each recommendation can be found at Annex A.

3.3 Findings from our Workforce Profile

The most recent iteration of the council’s Workforce Profile shows that around 43% of our workforce are white, compared to 25% that are Asian and 16% who are Black.

Ethnicity	Resident population	Workforce
White	37%	43%
Asian	44%	25%
Black	7%	16%
Multi-heritage	3%	3%

Figure 1. Harrow’s staff profile compared to the resident population

It is clear, that currently the council’s workforce does not fairly reflect our resident population.

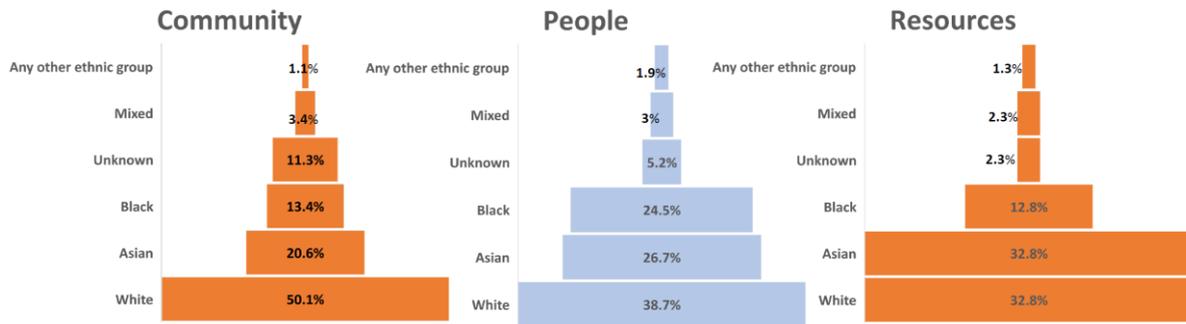


Figure 2. A breakdown of ethnicity in each directorate

This information shows that the council still lacks the diversity that is needed across each service area to truly represent our residents and we recognise, that as an employer, we still have a lot of work to do, to attract more diverse local talent across all directorates.

In addition to this, we have now produced our first ever ethnicity pay gap data, which measures the difference between Black, Asian and Multi-Ethnic staff and white staff’s average earnings and is expressed as a percentage of white staff’s pay. Ethnicity pay looks at what Black, Asian and Multi-Ethnic staff earn, compared to white staff – it does not look at like-for-like roles.



Figure 3. A breakdown of ethnic groups in pay bands in Harrow

Our data shows that we currently have an overrepresentation of White staff in all pay bands. Our Asian staff are significantly underrepresented in all pay bands, and our Black staff are only slightly better represented in some areas.

This key data has helped informed the council’s thinking around creating realistic but stretching objectives for all parts of the organisation.

3.4 Terminology used in this report

As part of this process, it was important to ensure that the correct language was used to describe the range of diversity within our staff community. Whilst the collective

categorisation of ethnic groups can be useful – particularly around data collection and analysis – the use of “BAME” can be contentious and can serve to mask or shroud the impact, challenges and inequality experienced by certain ethnic groups. Following discussions with other London Councils, the council has chosen to stop using the term BAME to describe ethnic groups. This also includes Person of Colour (POC), which risks homogenising the lived experiences of our diverse communities and staff and would not be fair or representative terminology.

The council will instead adopt the term ‘Black, Asian and Multi-Ethnic’; this should be spelt out and specified where it is used. The council encourages all staff to avoid homogenising ethnic groups and actively seek to understand and address the issues for respective ethnic groups, specifying as much as is possible

DRAFT

4 The Council's Response to the Independent Race Review

As part of developing the council's response to the recommendations of the Independent Race Review, we have undertaken a process of engagement with staff and key stakeholders to make sure that our approach is authentic and collaborative, putting the voice of staff at the centre. Our aim was to work across boundaries with respect and professionalism to ensure all staff had the opportunity to contribute towards this agenda, making sure that dialogue was transparent and constructive and able to build a way forward on this agenda.

The Race Review made a series of recommendations around **acknowledging and recognising the journey of 'righting the wrongs'**, and as such, the council accepts the findings from the Independent Race Review as part of this report. In doing so, the council makes a recommendation to formally recognise the experiences of our Black, Asian, and Multi-ethnic staff and accepts the historic wrongs that have taken place over the last few decades in Harrow. We know that these experiences include bullying, discrimination based on race and gender, and disadvantage for some council staff. As an organisation, we are making a clear and unequivocal commitment to addressing deep-rooted inequalities and doing all that we can to become an inclusive anti-racist organisation.

We also recognise that we need to have the resource and capacity to lead this work, which is why we invested in a new Equality, Diversity and Inclusion team in April to spearhead the EDI agenda. The team will be responsible for coordinating the council's work on equality, diversity and inclusion, in collaboration with the organisation, staff networks and the Trade Unions.

In responding to the recommendations on **recruitment and retention** of staff, we have begun a process to review some of our recruitment practices, including looking at more creative ways to ensure we are sourcing talent from a more diverse pool of candidates. We have also changed the way that we recruit, ensuring all posts are advertised internally first, where appropriate. In terms of recruitment panels, we are introducing mandatory unconscious bias training that all recruiting managers will need to go through before they take part in a panel interview.

Strategically, our work on race equality will be embedded in the organisation's corporate agenda on organisational change and features as an integral part of the people strategy, 'Great People, Great Culture', which sees a new transformational approach to workforce design and developing our most valuable asset, our staff. We expect that much of this work will feed into **changing the organisation's culture and behaviour through leadership, training and development**, by making a clear commitment to developing our staff across all levels of the organisation, through an array of new initiatives, which give staff access to opportunities within the organisation to learn and enhance new skills and develop their leadership.

In **creating safe spaces**, all staff will be expected to undergo mandatory EDI training, which will be launched in the Autumn. Our aim is for staff to recognise the biases and prejudices that they might operate from within, and in doing so, actively seek ways to become more inclusive, to nurture a culture of psychological safety. We are also exploring ways to create a new reporting mechanism, which will allow staff to raise incidents of bullying, harassment, and racism anonymously via the Hub and at the council's offices. These new tools will be managed by the EDI team and will be supported by Dignity at Work Champions and is expected to give our senior leadership team, insight into the types of incidents that staff are dealing with.

In terms of our internal **governance and accountability processes**, we have made these clearer by launching a new Equality, Diversity and Inclusion Sub-Group which is a sub-group of CSB and is chaired by the Chief Executive. This group meets monthly to discuss all aspects of EDI, with a particular focus on race equality, more recently providing strategic direction and acting as a critical friend. The group is attended by representatives from CSB, Corporate Leadership Group, and the Chairs of all our staff networks.

Politically, we have cross-party engagement on this agenda, with the establishment of a new Cross-Party Member's Working Group on Black Lives Matter and Equality, Diversity and Inclusion. This group is chaired by the Portfolio Holder for Equality and is made up of members from both political parties. The group is intended to provide scrutiny and guidance to our overarching work on EDI.

The council's strategic objectives on race equality will eventually form part of our Corporate Plan and will be reported to the Corporate Strategic Board (CSB) on a quarterly basis as part of our usual HROD reporting mechanisms.

Finally, the council commits to undertaking an independent review of our progress against each of the recommendations from the Race Review in twelve months' time, which will include a follow-up survey to measure the progress that we have made.

A full list of recommendations and our progress against them can be found at Annex A.

5 Corporate Objectives on Race Equality

Following the publication of the Independent Race Review, we conducted a series of online Focus Groups with staff to further understand how we could respond to the recommendations, in order to create a set of robust strategic objectives for the organisation. Over 230 staff members participated in these sessions from all levels of the organisation; this also included hosting a session for staff based at Forward Drive. The council's corporate objectives on race equality have been informed by the consultation we have undertaken with staff, Staff Networks, the Cross-party Members Working Group for Black Lives Matter and Equality, Diversity and Inclusion and the Trade Unions.

Each objective has a clear mandate around how it will be achieved and the measure of success; this has been formed in a Race Equality Action Plan, which can be found at Annex B.

Creating safe spaces

1. To develop an inclusive culture of dignity at work for all and zero tolerance of racism and discriminatory practices.
2. To create a culture of openness and inclusivity by continuing to listen to our Black, Asian and Multi-ethnic staff on an ongoing basis and learning from their experiences in the workplace.
3. Senior leaders to cultivate an environment of psychological safety for all staff within the organisation, directorates, divisions, teams and on a one-to-one basis through personal interactions.

Changing the organisation's culture and behaviour through leadership, training and development

1. Senior leader sponsorship of our Black, Asian and Multi-ethnic staff with the aim of increasing representation at senior levels of the organisation through a number of avenues, such as shadowing, mentoring, access to opportunities, career coaching.
2. Each directorate to create their own clearly defined pathways for Black, Asian and Multi-ethnic staff by exploring opportunities for them to gain exposure to broad areas of work that contribute towards their career development.
3. Targeted training and development programme for staff from Black, Asian and Multi-ethnic backgrounds to progress from junior to middle management grades.

Recruitment and retention

1. The top 5% of our staff to be representative of our overall resident population by 2025.

2. Each Directorate to review the number of Black, Asian and Multi-ethnic staff within their services areas and take steps to adequately represent the community that we serve at all levels.
3. Transparency in the recruitment process across the organisation by providing sufficient training for staff before they undertake a recruitment exercise in order to tackle unconscious bias throughout the process and to ensure fairness.

DRAFT

6 Next steps

This report is the first step in creating radical change in the council and over the next few months we will be launching a number of new initiatives that will support the delivery of these objectives. This work will be coordinated by the EDI Team in collaboration with colleagues from HROD, who will be involved in launching some of the new initiatives we have planned.

In taking this work forward we have already made a number of investments and changes, this includes:

- Appointing an Executive Sponsor for race – This is the Chief Executive
- Creation of a new Equality, Diversity and Inclusion team to coordinate the EDI agenda
- Signing the Race at Work Charter as a clear commitment towards race equality
- Business in the Community Mentoring Programme for Black, Asian and multi-ethnic staff
- Creating a new Dignity at Work Policy, which is applicable to all staff
- Publishing a new Zero Tolerance Statement aimed at staff and all stakeholders
- Examining our pay gap data to strengthen our understanding of our workforce
- A new approach to recruitment which sees all posts initially advertised internally
- Publishing a Managers Guidance to help staff understand their role on this agenda
- A new mandatory EDI Training module will be launched in Autumn
- Work has begun on developing the new Talent Management Programme

However, we know that there is still more to do, to ensure that we are a workforce that truly puts race equality at its heart. Following the launch of this report, our first task will be to bring this report to all service areas through a series of mini roadshows at Divisional meetings. These sessions will be presented in collaboration with the EDI and HROD teams and will give more detail about some of the new policies we are introducing, expectations, and how staff can play a part.

A significant part of delivering this agenda will be devolved to Directorates, who will be responsible for establishing a series of tangible actions and measures within service areas to contribute towards achieving our corporate objectives. We will be looking for Directorate Champions to work alongside the EDI Team to monitor the progress of the Directorate Action Plans. Contributing to this will be individual personal staff objectives relating to equality, diversity, and inclusion more widely.

Finally, a further recommendation within the review was to undertake a similar review in the community with our residents. We will look to integrate such an approach as part of the further work to develop the Borough Plan.

This is an ambitious plan, but one that we recognise is well overdue. We look forward to working with all staff to implement our strategic commitment to equality, diversity and inclusion over the coming months.

7 Glossary of Terms

BAME - *Black, Asian, and minority ethnic*

Biases - *Inclination or prejudice for or against one person or group, especially in a way considered to be unfair*

Bottlenecks – *A problem that delays progress*

Bullying - *Seek to harm, intimidate, or coerce (someone perceived as vulnerable)*

Colour blind perspective - *One in which racial classification does not affect a person's socially created opportunities*

Cronyism - *The appointment of friends and associates to positions of authority, without proper regard to their qualifications*

Disability - *A physical or a mental condition which has a substantial and long-term impact on your ability to do normal day to day activities*

Discrimination - *Treating a person unfairly because of who they are*

ER – *Employee Relations*

EIA – *Equality Impact Assessment*

EDI – *Equality, Diversity and Inclusion*

Harassment - *To subject (another) to hostile or prejudicial remarks*

Homogenising - *Make uniform or similar*

HROD – *Human Resources Organisational Development*

Institutional racism - *Also known as systemic racism, is a form of racism that is embedded through laws and regulations within society or an organization*

Likert scales - *A unidimensional scale that researchers use to collect respondents' attitudes and opinions*

Microaffirmations - *Small acts to increase opportunity, gestures of inclusion and caring, and graceful acts of listening*

Microaggression – *Indirect, subtle, or unintentional discrimination against members of a marginalized group*

Multicultural - *Relating to or containing several cultural or ethnic groups within a society*

Nomenclature - *The devising or choosing of names for things*

OD – *Organisational Development*

Prejudices - *Preconceived opinion that is not based on reason or actual experience*

(POC) - *Person of Colour*

Qualitative - *Relating to, measuring, or measured by the quality of something rather than its quantity*

Quantitative - *Relating to, measuring, or measured by the quantity of something rather than its quality*

Racial - *On the grounds of or connected with difference in race or ethnicity*

Racism - *Prejudice, discrimination, or antagonism by an individual, community, or institution against a person or people on the basis of their membership of a particular racial or ethnic group, typically one that is a minority or marginalised*

Sexism - *Prejudice, stereotyping, or discrimination, typically against women, on the basis of sex*

Structural racism - *A system in which public policies, institutional practices, cultural representations, and other norms work in various, often reinforcing ways to perpetuate racial group inequity.*

Substantive - *Having a firm basis in reality and so important, meaningful, or considerable*

Systemic - *Relating to a system, especially as opposed to a particular part*

Unconscious bias – *To make judgments or decisions on the basis of our prior experience, our own personal deep-seated thought patterns*

DRAFT

8 Annex A: Race Report Recommendations – The progress we have made

Acknowledging and recognising the journey of ‘righting the wrongs’ through:

Recommendation	What have we done?	Who	When
1. Formal acknowledgment and apology of current and past treatment of Black, Asian, and Minority Ethnic staff with special reference to staff of African, African Caribbean heritage who have experienced high levels of bullying and discrimination based on their race and gender;	This report forms part of our acknowledgement on the historic wrongs experienced by our Black, Asian and Multi-ethnic staff. This will be communicated to staff following the approval of this report by Cabinet.	Chief Executive Leader of the Council	November 2021
2. Formal response by Chief Executive to the report findings and recommendations by way of feedback to inform staff;	We undertook a special staff briefing in April 2021 when publishing the Race Review and its recommendations internally to all staff.	Chief Executive Patrick Vernon	April 2021
3. Statement and acknowledgment by the Leader and Cabinet with support of Full Council on its commitment to becoming an anti-racist organisation;	This report acts as a formal statement acknowledging our commitment to becoming an anti-racist organisation. This report has Cabinet and cross-party support from all Members.	Leader of the Council	November 2021
4. Adoption of the guiding principles of ‘righting the wrongs’ and development of a working definition of institutional racism in the implementation of the	We have conducted a series of focus groups with staff to understand the guiding principles upon which our	EDI Team	May-June 2021

<p>recommendations in partnership with staff networks and trade unions;</p>	<p>corporate objectives on race equality should be based.</p>		
<p>5. The staff feedback/responses used to shape future work around the development of Borough plan, response to COVID-19 and of the Council’s commitment to becoming an anti-racist organisation working with local stakeholders and partners (e.g., developing a process of co-production working with trade unions, BLM Staff Network, Make A Difference Network, and other relevant internal stakeholders);</p>	<p>The EDI team has undertaken a series of focus groups with staff, consulted with Trade Unions and Staff Networks when formulating a response to the Race Review.</p>	<p>EDI Team</p>	<p>May-June 2021</p>
<p>6. Recognition that a commitment for significant investment in staff development and HR and OD function to address historical inequalities.</p>	<p>We have invested in a new EDI team to take forward our wider work on equality, diversity and inclusion that will work closely with all HROD colleagues to address historic inequalities.</p>	<p>EDI Team HROD</p>	<p>April 2021</p>
<p>7. A similar process or review with Harrow residents, community organisations, faith groups and businesses exploring the issues around racism, discrimination and inequalities and their relationship with the council.</p>	<p>This work will be integrated as part of our wider work on delivering the Borough Plan, early next year.</p>	<p>Policy Team EDI Team</p>	<p>February 2022</p>

Recruitment and retention of staff through:

Recommendation	What/How	Who	When
<p>1. Reviewing the current recruitment practice, which should cover temporary, contract and interim management agencies, and the wider relationships with agencies, especially Pertemps the recruitment agency, with regards the regularisation of the status of staff who have worked for the council for more than 12 months;</p>	<p>We have conducted an initial review of our current recruitment practices and have begun by ensuring all posts are advertised internally in the first instance to give our staff a fair chance. We are also reviewing the number of temporary staff we have and exploring options around their current status.</p>	<p>Resources Team</p>	<p>April 2021 – March 2022</p>
<p>2. Ensure that all recruitment for MG grade and above include a BAME staff, or external adviser to be on all panels (i.e. that the panel have mandatory unconscious bias training and full declaration of interest of relationship or affiliation as part of the recruitment process);</p>	<p>We are currently working with a supplier to delivery unconscious bias training that all recruiting managers will need to attend before being part of a recruitment panel, this will be launched in later this year.</p>	<p>Resources Team L&D Team</p>	<p>December 2021</p>
<p>3. Undertaking EIA for any proposed restructuring to ensure that the workforce reflected the diversity and demographics of Harrow Council.</p>	<p>The EDI team are currently working with our L&D and ER team to launch training for managers on how to complete an Equality Impact</p>	<p>EDI Team L&D Team ER Team</p>	<p>September 2021 – December 2021</p>

	Assessment. A manager's checklist is currently being prepared.		
4. The council to develop 'growing your own' programme of supporting BAME staff around secondment, apprenticeship, mentoring and acting up opportunities.	Some members of staff have already taken part in the BITC Mentoring programme and we are currently reviewing feedback from this with a view to launching the second tranche later this year. We have also begun designing our own Talent Management programme, which we expect to be launched in the late Autumn.	EDI Team L&D Team	September – December 2021
5. The council to develop aspirational targets to ensure that BAME staff are recruited to senior management roles.	This report sets out our corporate strategic objectives on race equality and our next step will be to work with all directorates to establish realistic aspirational targets that support and challenge the council.	EDI Team All Directorates	July – November 2021
6. The council to undertake Ethnicity Pay Gap Review to address historical inequalities around staff grading and the impact of the glass ceiling particularly on G grade roles.	We have produced our first ever ethnicity pay gap data, which has helped to inform our corporate objectives on race equality as well as more detailed analysis at a directorate and service level.	BIU Team EDI Team	July 2021

Changing the organisation’s culture and behaviour through leadership, training and development through:

Recommendation	What/How	Who	When
1. Reviewing Council code of conduct, behaviours and standards.	<p>We have produced a Dignity at Work Policy, which makes the standards, behaviours and conduct that is expected from all staff. This is currently being consulted on with the staff networks, Trade Unions and our legal team.</p> <p>We have also produced a Zero Tolerance statement which sets out our approach as an employer and with our stakeholders, partners, and residents.</p>	ER Team EDI Team	July 2021 – October 2021
2. Ensure the ‘Great People Organisational Development Strategy’ embed the recommendations and feedback from this report and develop a process of co-production with staff, staff networks and trade unions to tackle the current state of the culture in the organisation.	<p>These recommendations will be built into the OD strategy. The OD Team were involved in all focus groups conducted by the EDI team and have played an important part of the co-production journey with staff.</p>	OD Team EDI Team	May 2021 – March 2022
3. Ongoing implementation and commitment to Race at Work Charter.	<p>We have signed up to the Race at Work Charter and are making good progress</p>	HROD	September 2020 - Ongoing

	against meeting all of the standards of this Charter.		
4. Development of leadership, coaching and mentoring programmes targeting staff at 'G' grade.	<p>Some members of staff have already taken part in the BITC Mentoring programme and we are currently reviewing feedback from this with a view to launching the second tranche later this year.</p> <p>We are now seeking to introduce a new programme to develop our Black, Asian and Multi-ethnic staff through the 'Black on Board' programme, which seeks to develop future leaders.</p> <p>The council have invested in a new software package called 'MyMentor'. This is a council wide scheme with the participation of up to 21 London Councils. This will allow mentees to pair up with mentors based on specific criteria including the protected characteristics, using the database. It is hoped that relevant data can</p>	L&D Team EDI Team	December 2020 – December 2021

	be pulled to track opportunity and career development of Black, Asian and Multi-ethnic staff.		
5. Development of secondments and shadowing programmes.	We are considering a new programme of 'Summer Secondments' and how temporary project assignments can help staff develop their skills, much of this will be explored through our work on the Great People, Great Culture Strategy.	EDI Team OD Team	November 2021 – June 2022
6. Urgent review across all directorates the implementation and impact of support and supervision and appraisal systems around staff development.	All staff will be expected to have some form of EDI objective as part of their appraisal system in order to meet our corporate objectives on race equality.	OD Team	October – December 2021
7. Development of a formal support network and mentoring of international staff;	Our mentoring programme will be open to all staff and will support international staff. Additionally, we are exploring ways in which our existing forums, including staff networks can better support the needs of our international staff.	EDI Team L&D Team	September 2021

<p>8. Development of mandatory anti-racism training for all staff and Councillors, including focus on cultural bias, white privilege etc.</p>	<p>New mandatory EDI training will be launched in the Autumn, this will include online, face to face, and in-teams training. All staff will be expected to undertake this training.</p> <p>We are reviewing Member training and how best EDI training can be integrated into our current training package for members.</p>	<p>L&D Team EDI Team</p>	<p>September 2021</p>
<p>9. Providing commensurate budget and resources to the development of interventions as part of a wider programme of culture and policy change across the organisation for short to long term actions around equality, diversity and inclusion.</p>	<p>We have invested in a new EDI team which is responsible for spearheading our wider programme of cultural and policy change around equality, diversity and inclusion.</p>	<p>Chief Executive CSB</p>	<p>April 2021</p>

Creation of safe spaces for dialogues and understanding:

Recommendation	What/How	Who	When
<p>1. Support the ongoing development of the BLM Staff Group as part of the wider MADG approach (e.g. the Ethnicity Network Group).</p>	<p>The EDI Team are working closely with the staff networks to provide support and guidance where necessary.</p>	<p>EDI Team</p>	<p>Ongoing</p>

<p>2. Development of an independent reporting mechanism for staff to raise concerns regarding their treatment.</p>	<p>We are exploring a number of new anonymous reporting mechanisms for staff, both online and in person through the EDI Team and Dignity at Work Champions to report issues in a confidential way.</p>	<p>EDI Team</p>	<p>November 2021</p>
<p>3. A defined role within the wider scrutiny and accountability framework of the council for the BLM Staff Group and Make A Difference Staff Network and trade unions;</p>	<p>Staff networks now form part of the corporate EDI sub-group, which is chaired by the Chief Executive. This group acts as a sounding board and critical friend for all our work on equality, diversity and inclusion.</p>	<p>CSB</p>	<p>July 2021 - Ongoing</p>
<p>4. Facilitating and engaging all staff, particularly middle and senior management, in critical conversations of power, privilege and abuse in organisations.</p>	<p>We are planning on undertaking Truth and Reconciliation meetings, which will be facilitated by Patrick Vernon later this year.</p>	<p>EDI Team Patrick Vernon</p>	<p>November – December 2021</p>

Governance and accountability through:

Recommendation	What/How	Who	When
<p>1. Review the strategic positioning and governance structures of the delivery of the race equality agenda within the wider work on equality, diversity and inclusion.</p>	<p>A new EDI team has been created which now sits within HROD. The team will be taking forward the work on the race and wider equality agenda.</p>	<p>CSB HROD</p>	<p>April 2021</p>

<p>2. Strategic consideration where the policy and corporate strategy on ‘righting the wrongs’ and the wider EDI agenda is located to create the ‘engine for change’ and strong leadership on this agenda which needs to be aligned with HR and OD Division.</p>	<p>EDI subgroup was created with the purpose of ensuring the council fulfils its commitment to ‘righting the wrongs’ and ensuring the that the EDI agenda an important part of the internal strategy of the local authority.</p>	<p>CSB EDI Sub-group</p>	<p>July 2021 - Ongoing</p>
<p>3. Transparent process of scrutiny and accountability of senior politician across all political parties in conjunction with the executive team and external stakeholders to create the culture and environment for change.</p>	<p>A new Cross-party Members Working Group has been established, which is chaired by the Portfolio Holder for Equality, Diversity and Inclusion, and serves the purpose of oversight and ongoing scrutiny of our work on equality, diversity and inclusion.</p>	<p>Cross-party Members Working Group</p>	<p>December 2020 - Ongoing</p>
<p>4. Undertake an independent review of the council’s progress in the implementation of the recommendations against an agreed Action Plan owned by CSB within the next 6 to 12 months from this report, including consideration of a follow-up survey within 18 to 24mths.</p>	<p>We will be undertaking a further review in 12 months’ time to monitor the progress against this race review.</p>	<p>CSB EDI Team</p>	<p>September 2022 – December 2022</p>

9. Annex B: Action Plan

37

Creation of safe spaces		
Objective	We will do this by	We will measure this by
<p>1. To develop an inclusive culture of dignity at work for all and zero tolerance of racism and discriminatory practices</p>	<ul style="list-style-type: none"> • Implementing a new Dignity at Work policy and Zero Tolerance Statement by 2022, and ensure all staff have a clear understanding of the council’s new approach • Establishing a new Dignity at Work Champion scheme by 2022 • Launching a new online anonymous incident reporting mechanism on The Hub and a physical ‘Incident Reporting box’ in the Civic Hub and Forward Drive by 2022 • Ensuring mandatory Equality, Diversity, and Inclusion training is delivered to all staff by the end of 2023, with a special focus on race equality to better educate staff and promote greater awareness of real-life experiences of Black, Asian and Multi-ethnic staff. • Monitoring the types of Dignity at Work incidents that occur frequently over a 12-month period through mapping trends 	<ul style="list-style-type: none"> • % staff who say they are aware of Dignity at Work policy • % of Dignity at Work related complaints and grievances that are reported on a quarterly basis • Analysing the types of incidents that are reported on a quarterly basis in order to target particular areas of concern • % of staff across all Directorates that have undertaken mandatory training by 2023 • Responses on employee experiences via annual Staff Survey that includes an increase in staff confidence around reporting incidents of racism

<p>2. To create a culture of openness and inclusivity by continuing to listen to our Black, Asian and Multi-ethnic staff on an ongoing basis and learning from their experiences in the workplace.</p>	<ul style="list-style-type: none"> • Creating a continuous feedback loop through Dignity at Work Champions, the staff networks, and other forums where the opinions of staff can be gained • Creating a continuous feedback loop through regular liaison with the Trade Unions • Engaging with our staff networks through formalised routes, including monthly meetings between the BLMSG and Chief Executive / Head of Paid Service and the EDI Sub-group • Including specific questions around equality, diversity and inclusion, race, ethnicity and psychological safety within the Pulse Survey and Staff Survey • Conducting a follow-up Race Survey in July 2022 to track progress against the first Race Survey 	<ul style="list-style-type: none"> • Feedback from staff networks • Feedback from the Trade Unions • Responses on employee experiences via annual Staff Survey that includes questions about race • Monitoring Pulse Survey data specifically around experiences of race as and when conducted • Monitoring progress against the previous Race Survey
<p>3. Senior leaders to cultivate an environment of psychological safety for all staff within the organisation, directorates, divisions, teams and on a one-to-one basis through personal interactions.</p>	<ul style="list-style-type: none"> • Ensuring mandatory Equality, Diversity, and Inclusion training is delivered to all senior leaders by the end of 2023, with a special focus on race equality to understand the needs and real-life experiences of Black, Asian and Multi-ethnic staff. • Introducing inclusive leadership training for managers and senior leaders by the end of 2022 	<ul style="list-style-type: none"> • % of senior leaders that undergo mandatory face to face Equality, Diversity, and Inclusion training by the end of 2022 • % of Corporate Leadership Group to undergo reverse mentoring by end of 2023 • % of Leadership Forum to undergo reverse mentoring by end of 2023 • % of disciplinaries against Black, Asian and Multi-ethnic staff by end of 2023 to

	<ul style="list-style-type: none"> • Undertaking reverse mentoring within the organisation or across London Councils • Actively providing Black, Asian and Multi-ethnic staff with a platform to speak up, share ideas and encourage new thinking. • Reviewing disciplinary action against Black, Asian and Multi-ethnic staff. 	<p>ensure there are no disproportionate outcomes</p> <ul style="list-style-type: none"> • % of Black, Asian and Multi-ethnic staff participating in or accessing formal processes around conflict resolution, such as mediation, by end of 2023
--	--	--

Changing the organisation’s culture and behaviour through leadership, training and development		
Objective	We will do this by	We will measure this by
<p>1. Senior leader sponsorship of Black, Asian and Multi-ethnic staff with the aim of increasing representation at senior levels of the organisation through a number of avenues, such as shadowing, mentoring, access to opportunities, career coaching.</p>	<ul style="list-style-type: none"> • Each Corporate Director to sponsor a member of staff at pay bands 4-5 (MG1-MG3 and MG4-D1) • Each member of Corporate Leadership Forum to sponsor a member of staff at pay bands 3-4 (G9-G11 and MG1-MG3) for 12 months • Members of Leadership Forum to mentor a member of staff at pay bands 2-3 (G4-G8 – G9-G11) for 12 months • Training for all senior leaders around the role of sponsorship and guidance issued 	<ul style="list-style-type: none"> • Number of Black, Asian, and Multi-ethnic staff who report they have a sponsor / mentor • Number of senior managers acting as sponsors for Black, Asian and Multi-ethnic staff • % of Black, Asian, and Multi-ethnic staff who have progressed within the organisation or progressed externally within 12-18 months of sponsorship • Number of senior leaders that participate in sponsorship training
<p>2. Each directorate to create their own clearly defined pathways for Black, Asian and Multi-ethnic staff by exploring opportunities for them to gain exposure to broad areas of work that contribute towards their career development.</p>	<ul style="list-style-type: none"> • All Directors to consider forthcoming and existing projects that provide an opportunity to Black, Asian and Multi-ethnic to staff gain exposure to new skills and development through a fair and transparent selection process. • Formalised secondment programme that allows staff to move around in directorates and the organisation to gain a broad set of skills either through a fixed time frame or on distinct project work, where appropriate. 	<ul style="list-style-type: none"> • x% Black, Asian and Multi-ethnic staff within each directorate have been selected for opportunities over a 12-month period • x% of Black, Asian and Multi-ethnic staff have progressed within the service area within 12 months

	<ul style="list-style-type: none"> Managers to use 121s and appraisals as a vehicle to have constructive discussions about career development and seeking ways to support them. 	
<p>3. Targeted training and development programme for staff from Black, Asian and Multi-ethnic backgrounds to progress from junior to middle management grades.</p>	<ul style="list-style-type: none"> Introducing a new Diversity Talent Management programme aimed at staff at G8-G11 aspiring to move into MG grades by 2022 Introducing the Black on Board programme to develop the skills of aspiring future leaders by 2022 Using the Apprenticeship levy to develop our future senior leaders to gain an external accredited qualification; and Offering staff opportunities for re-training in technical and professional areas 	<ul style="list-style-type: none"> x% of Black, Asian and Multi-ethnic staff within services areas participating in the talent management programme x% of Black, Asian and Multi-ethnic staff within services areas participating in the Black on Board programme x% of Black, Asian and Multi-ethnic staff on work-based apprenticeship that clearly contributes to their career development x% of Black, Asian and Multi-ethnic staff who have been on development programmes to progress within the organisation or externally within 2 years

Recruitment and retention		
Objective	We will do this by	We will measure this by
<p>1. The top 5% of our staff to be representative of our overall resident population by 2025</p>	<ul style="list-style-type: none"> Actively seeking to recruit from a diverse range of senior leaders from within the organisation, across local government, the voluntary and community sector and private sector, and exploring new avenues to advertise vacancies Ensuring a diverse selection process, which includes diverse stakeholder involvement in the process 	<p>By 2022:</p> <ul style="list-style-type: none"> 25% of staff at Corporate Strategic Board, Corporate Leadership Group, and Leadership Forum are from a Black, Asian, and Multi-ethnic background <p>By 2023</p> <ul style="list-style-type: none"> 35% of staff at Corporate Strategic Board, Corporate Leadership Group, and Leadership Forum are from a Black, Asian, and Multi-ethnic background <p>By 2024</p> <ul style="list-style-type: none"> 45% of staff at Corporate Strategic Board, Corporate Leadership Group, and Leadership Forum are from a Black, Asian, and Multi-ethnic background <p>By 2025</p> <ul style="list-style-type: none"> 50% of staff at Corporate Strategic Board, Corporate Leadership Group, and Leadership Forum are from a Black, Asian, and Multi-ethnic background

<p>2. Each Directorate to increase in the number of Black, Asian and Multi-ethnic staff within their services areas to adequately represent the community that we serve.</p>	<ul style="list-style-type: none"> • Actively seeking to recruit from a diverse range of staff from within the organisation and borough, exploring new avenues to advertise vacancies, including working with universities and using the Xcite programme as an avenue to employment for local residents • Specific campaign aimed at recruiting young people from Black, Asian and Multi-ethnic heritage • All posts to initially be advertised internally at the start of the process with the aim of developing in house talent • Ensuring a diverse selection process, including fair representation on the interview panel • All proposed restructures to undertake an Equality Impact Assessment to ensure that the workforce reflects the diversity and demographics of Harrow Council • Providing support to staff on how to complete applications and interview technique by Learn Harrow 	<ul style="list-style-type: none"> • x% increase in directorate of Black, Asian and Multi-ethnic staff • % of staff that have progressed into jobs at Corporate Strategic Board, Corporate Leadership Group, and Leadership Forum level
<p>3. Transparency in the recruitment process across the organisation by providing sufficient training for staff before they undertake a recruitment exercise in order to tackle unconscious bias throughout the process and to ensure fairness.</p>	<ul style="list-style-type: none"> • All recruiting managers to undertake training to adopt best practice and ensure fairness in all parts of the recruitment process, including mandatory unconscious bias training. • Monitoring diversity outcomes of all stages of the recruitment process 	<ul style="list-style-type: none"> • x% of Black Asian Multi-ethnic staff trained for recruitment panels by end of 2022 • Comparing success rates of job applicants by race and ethnicity • % percentage increase in our recruitment of Black, Asian and Multi-ethnic staff

	<ul style="list-style-type: none">• All job adverts to be accessible and easy to understand for applicants	
--	--	--

Findings of the equalities survey and qualitative interviews of Harrow staff and internal stakeholders on race



Patrick Vernon and Karl Murray

April 2021

Findings of the equalities survey and qualitative interviews of Harrow staff and internal stakeholders on race

ACKNOWLEDGEMENTS

Thank you to the many staff who took the time to participate in the Race Equality Survey of council employees and contractors; you have provided us with invaluable insights into the reality of race at work in working for Harrow Council. This report is just the beginning of what should be something that the council undertake periodically as part of its wider equality, diversity and inclusion strategy. If there is anything to take away after reading the report – and the Appendices- is that the voices of staff should not be ignored.

Further acknowledgements are extended to the Chief Executive, Sean Harriss, Tracey Connage (Director of Human Resources and Organisational Development) and Shumaila Dar (Head of Equality, Diversity and Inclusion), for their unstinting challenge and presence throughout the process. They provided invaluable insights, project management and guidance at all stages of the process.

Thank you to colleagues in the Corporate Strategic Board (CSB), Ilona Smith and Janice Noble - the Chairs of the Black Lives Matter Staff Group (BLMSG) and Meghan Zinkewich-Peotti, Chair of the Staff Making a Difference Group (MADG). If not for their scrutiny, contribution to the survey questions and in providing critical reflections at Briefing sessions, we may not have been able to reach as many staff as we did and to have finalised the report. We hope we have reflected as many of the views as reasonably possible. Members are often unseen in what could be seen as 'officer led' projects, but in this case the Cross-party Members Working Group on Black Lives Matter and Equality, Diversity and Inclusion, were central to the survey being commissioned. As such, we acknowledge their role in enabling the report to be finalised.

A special thank you goes out to the two trade unions in the council (i.e. GMB and Unison) for their support in helping us with the organising of the focus groups, in particular. Your support in this respect, have been valuable.

This is an independent review that has been commissioned by the council as part of the wider work being undertaken on Equality, Diversity and Inclusion, and as such, in the final analysis, the sense made of all the data and information gathered remains those of the independent team and authors of the report. We hope we have done justice to the many ranges of voices we have heard and that the next steps in going forward is able to build on this start.

CONTENTS	PAGE
Acknowledgement	2
Introduction and key findings	4
What did the review process tell us?	
1) Racism in the workplace	6
2) The impact of racism on staff health and wellbeing	8
3) Management and support	9
4) Career opportunities/glass ceiling in Harrow	10
5) Training and development	11
6) Temporary, agency and international staff	11
7) Race and sexism	12
8) Institutional and structural racism	12
Conclusion	15
Recommendations	16
Annex 1: Continuum on becoming an anti-racist organisation (a model)	

INTRODUCTION

The murder of George Floyd and the impact of Black Lives Matter on the race equality agenda for staff at Harrow Council

The murder of George Floyd by the police in Minneapolis on the 25th of May 2020, at the height of the COVID-19 pandemic and the resurgence of Black Lives Matter has become a global phenomenon on black suffering and structural racism. This has had a profound impact in the UK ranging from the demonstrations, marches, and vigils during the summer where over 2 million participated along with the removal of the statute of the slave trader Edward Colston that has led to a national debate regarding culture and national narrative of Britain.

Not since the murder of Stephen Lawrence has the public sector, major corporations, and national charities made pledges and commitment to review culture, behaviours and systems and how it impacts on Black, Asian and Minority Ethnic communities (and African and Caribbean communities more specifically), as part of their wider thinking around equality, diversity and inclusion. This is the context against which the review has been established, set against the backdrop of the Black Lives Matter demonstrations and of the work of the Black Lives Matter Staff Group (BLMSG), that emerged as a direct consequence of that movement. Alongside this, there is the widely acknowledged commitment from the Chief Executive and the Leader of The Council to consider the implications arising from the recommendations of the review in relation to equality, diversity and inclusion.

The terms of reference for the review included:

1. A focus on those staff employed by Harrow Council, including senior management and operational staff and other stakeholders, including temporary staff and contractors;
2. The approach sought to capture both qualitative and quantitative information on staff experience and practice;
3. As necessary and appropriate, where issues of racial discrimination intersected with other areas of employer-employee relations, such as bullying, harassment and sexual discrimination, to explore those dimensions as part of the review and reporting process;
4. To make recommendations on addressing key concerns identified with respect to race discrimination.

The approach included:

- a) Face to face structured interviews and focus group sessions; and
- b) The Staff Survey, which took place over a four-week period from 1st to 24th December 2020, using the online SurveyMonkey tool as well as hard copies that were completed by staff who were unable to access the online tool.

From these approaches, we conducted 90 one-to-one sessions with staff and convened four online focus groups via Microsoft Teams. In addition, we received over 10 email submissions

of evidence; from the Staff Survey we received 573 responses, which included 26 'hard copies' that had been completed by staff who were unable to access the online tool.

KEY FINDINGS

Most staff did not definitely believe that the Council was institutionally racist, with two-out-of-five (41%) and one-in-three (36%) disagreed that it was structurally racist. However, many felt that there was more work that needed to be done. Evidence arising from our processes showed that long-standing challenges with management behaviour and a lack of development opportunities for Black, Asian and Minority Ethnic (BAME) staff, for example, continue to be an issue, which staff indicated reflects poorly on Harrow, especially as these concerns have been raised by staff over many years.

Harrow is not new in this respect with regards to institutional and structural racism bedevilling many large public and private organisations in Britain, as indicated by the Race at Work Surveys (2015; 2020). It is therefore a credit to Harrow Council that it has been willing to shine a light on this important issue that have for so long been left unaddressed. It is important that the leadership of Harrow Council acknowledges and apologises for its failings to its BAME staff. This is a key step on the journey to becoming an anti-racist organisation and to better reflect the community it serves (see Annex 1).

Specifically:

- 26% of staff felt that the Council is institutionally racist while 30% thought they were structurally racist;
- 28% of staff reported experiencing racism in the workplace while 46% reported witnessing racial discrimination against colleagues;
- Only 16% of staff believed that their Directorate/Division was consistent in their practice in relation to racial discrimination, bullying and harassment;
- 95% of staff believed that the Council should have a specific policy against racial discrimination, bullying and harassment in the workplace;
- 45% of staff felt that there should be a specific network for protected equalities groups.

WHAT DID THE REVIEW PROCESS TELL US?

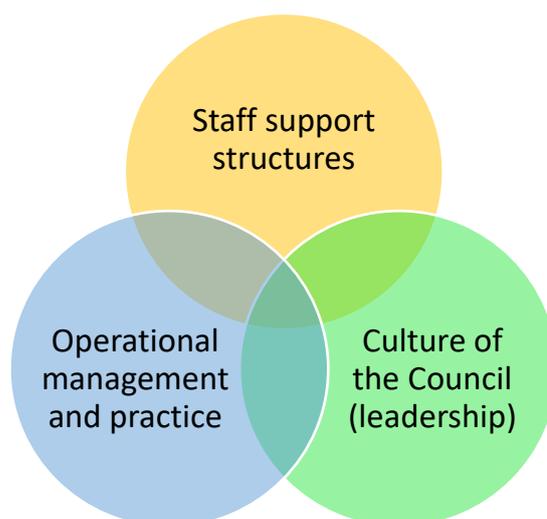
Specifically, we found the following to be reflective of staff experiences:

The workplace culture of Harrow Council

Staff shared a mix of feelings towards the council, with the vast majority of voices expressing a personal commitment to the council and the borough, while others described a range of positive experiences with their line managers and the support they had received from the council as an employer. Many staff had pride in working and living in Harrow. However, there were many voices describing negative experiences, including encountering racism in the workplace, attitudes of some senior managers and the lack of opportunities.

Arising from the one-to-one and the focus group sessions, for example, three recurring areas of concerns were identified: a) Staff support and structures; b) Operational management and practice; and c) Culture of the Council (leadership) – these are captured in Fig 1 below. Experiences shared involved examples of race discrimination alongside issues of poor or inadequate management, supervision skills and wider concern over the culture of leadership across the organisation.

Fig 1: Thematic intersectional reflections following 1-2-1 staff feedback



Racism in the workplace

While the majority of staff, had not directly experienced racism in the workplace (28%: Fig 2), a significant proportion (46%: Fig 3) had indicated that they had 'witnessed' racism in the workplace. Both those who experienced racism and those that had witnessed racism, shared examples of racial discrimination alongside issues of poor or inadequate management, supervision skills and wider concern over the culture of leadership across the organisation.

Fig 2: Since working with Harrow Council, have you experienced racism in the workplace (%)?

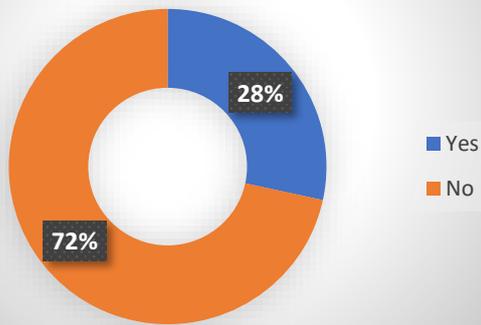
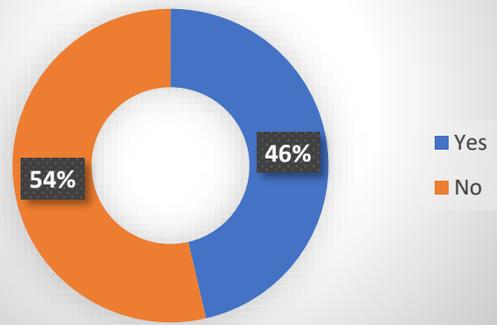


Fig 3: Since working at Harrow Council, have you witnessed racism/discrimination at work (%)?



Additionally, 24% (1 in 4) believed that their Directorate/Division was not consistent in their practice around issues of racial discrimination, bullying and harassment (Fig 4), while 95% believed that the Council should have a specific policy against racial discrimination, bullying and harassment in the workplace (Fig 5) and 45% of staff felt that there should be a specific network for protected equalities group (Fig 6).

Fig 4: Do you think your Directorate/Division is consistent in its practice with respect to the reporting of racial discrimination, bullying and harassment incidences?

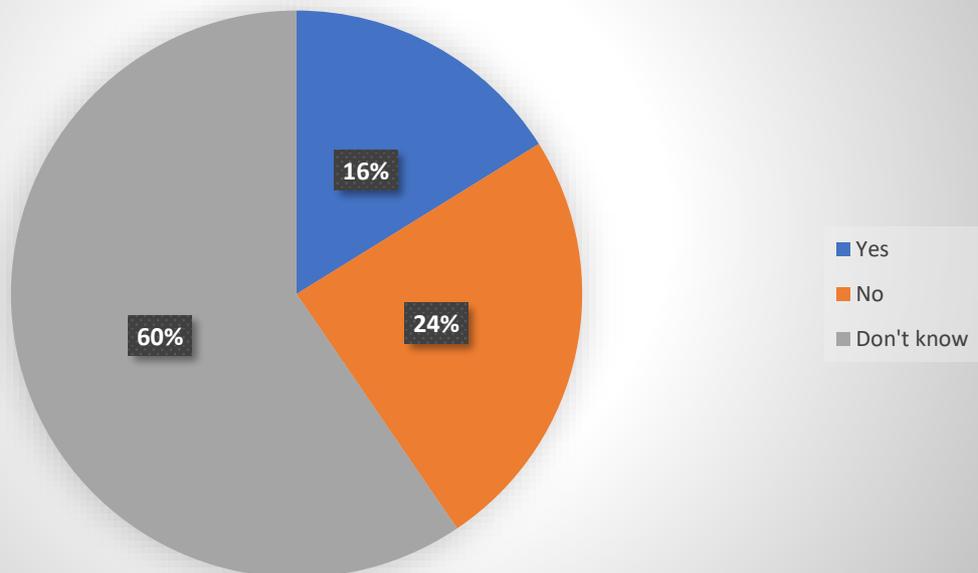


Fig 5: Should the council have a specific policy for dealing with racial discrimination, bullying and harassment in the workplace?

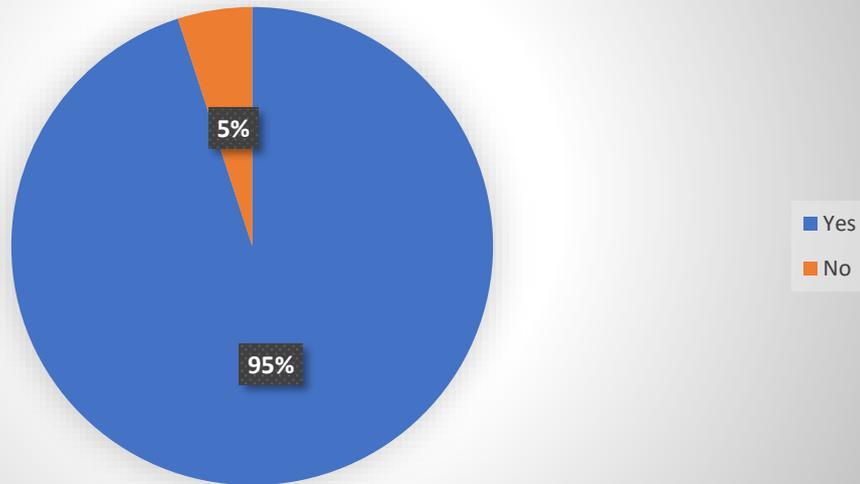
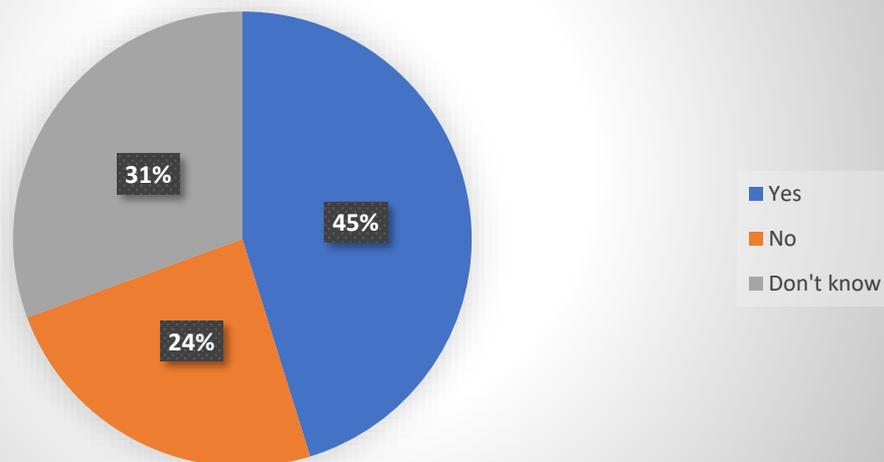


Fig 6: Do you think there is the need for a dedicated staff network for each protected characteristic group (e.g. BAME, women, LGBTQ+, disability, faith etc)?



Impact of racism on staff health and wellbeing

What was evident from interviews with staff, particularly African, Caribbean and South East Asian staff, were the impact and burden of historical and continuous racism. This was also reflected initially in the scepticism about this current review and the failure by the council to implement previous reviews on racism over the last 5 years. In broad terms, staff reported:

- a) Feeling under-valued and deskilled;
- b) Increased stress and anxiety;
- c) Sleep deprivation;
- d) Reduction in self-esteem;
- e) Exacerbation of physical health problems;
- f) Lack of motivation and morale;
- g) Bullying and harassment;

- h) Punishment for admitting that they were struggling, with work with roles being downgraded and reduce working responsibilities;
- i) Marginalisation and stifled career development of staff who advocated for others or raise concerns.

Psychological Safety

To create safety in a workplace requires collaboration and teamworking, where people can make mistakes without being punished, encouraged to ask questions or make suggestions for new ideas. Comments from staff reflected the following:

“Reporting is not worth the risk to our jobs. Most is just unintentional casual racism due to ignorance but is not that often an occurrence.”

“A colleague reported several instances of anti-Semitism and racism and nothing has been done about it for years. It is no good at all to talk about combatting racism, then do nothing about it when reported. We are so fed up of this and this is the reason why NOTHING will change.”

“I am not brave enough to suggest that me and my fellow female colleague who are from the same ethnic group are treated differently from our white colleagues by our manager; this would likely get me a warning, either verbal or formal or even sacked.”

Staff also spoke about seeing progress and acknowledgement of good practice and the organisation being responsive to challenges:

“Being in the council for nearly 20 years I would say the last few years the whole outlook has changed. We are seeing more people from ethnic minority on the panel of senior management which was not always the case. I feel there is a lot more work to be done but we are on the right track.”

“I feel that Harrow’s biggest issue is dealing with conflict, bullying and challenging people who are not doing their jobs effectively.”

“Harrow is diverse, and welcoming compared to some local authorities I have worked for. It’s good to see a diverse acceptance and smiling people for once. I have not come across this kind of welcome in the past three years...Harrow is an inclusive and accepting of diversity.”

Management and support

The vast majority of staff we spoke to raised issues of poor management, and in particular concerns over the effectiveness of their line manager. Some staff indicated feeling that they are being blamed for creating an environment of poor performance and poor relationships; what some referred to as creating a ‘toxic environment’ within the workplace. This situation is further compounded where issues of race equality and equality of opportunities are not effectively managed. As one respondent remarked:

“The outcome is always the same - the targeted person is left feeling unsupported and victimised and the perpetrator gets away with their actions because the manager supports the offending manager rather than the victim.”

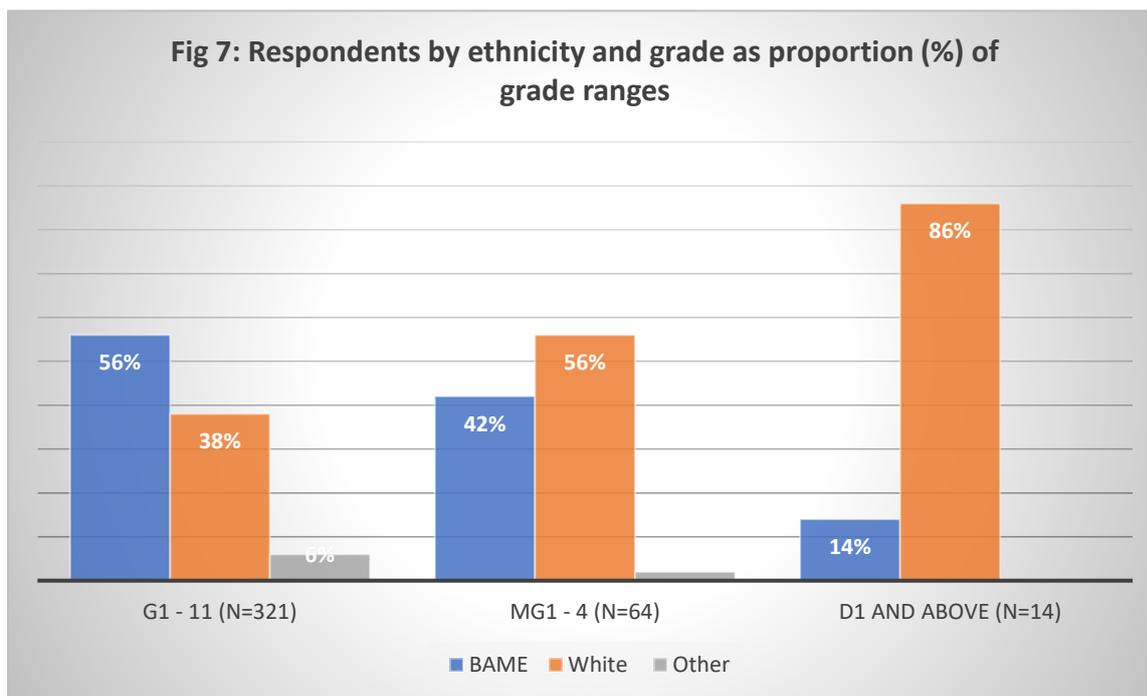
At the level of staff support, concerns were raised about the appraisal and support processes which many saw as being either non-existent or ad hoc. When asked how often staff discussed career opportunities, training and development, 59% of those who responded to this question (n=477) indicated ‘never or rarely’.

Specific complaints raised about performance management included:

- a) Staff not having one to ones or appraisals in years;
- b) Poor quality of relationships and trust between staff and line managers;
- c) Large staff turnover and low staff retention especially after a restructure;
- d) The treatment of agency/temporary staff as being expendable, despite the fact a large proportion having been working for between 12 to 36 months (e.g. 14% of respondents were ‘temporary/agency’ staff with 78% working with the Council for between 1 and 5yrs and 18% for 6yrs and beyond).
- e) Down grading of posts when staff were over worked instead of exploring other ways of support and supervision;
- f) Managers lacked Equalities and Diversity Awareness training and cultural competency;
- g) Negative working environments in some of the directorates and heavy workloads;
- h) Poor management of sick leave and lack of adoption of Occupation Health recommendations;
- i) Lack of confidence in grievances and complaints against managers and the role of trade unions;
- j) Senior management’s poor relationships with trade unions and staff forums;
- k) Lack of objectives set on equalities and tackling racism for senior managers and directors.

Career opportunities/glass ceiling in Harrow

It has long been recognised that glass ceilings exist around race and gender equality in the public and private sector. Through the interviews staff have indicated that there is a “*clear glass ceiling around G grades*”. Sharing their experiences, some have expressed their frustration being on the same grade for over 15 years in some instances. Some staff even went further to infer that the grading system was designed to keep some staff down and not improve talents and abilities. As indicated in Fig 7 below, the proportion of respondents by ethnicity and grade (by broad clustering range) shows that those staff who responded from the BAME group were employed within the broad G1 – G11 range (56%) with 14% employed at D1 and above grade.



Base n=399

Some staff commented on going for job evaluation - or asking for a review during restructuring – but were rejected or received limited support from their line manager. With no regular one-to-one or staff appraisals taking place, the glass ceiling is further entrenched with staff feeling demotivated with some eventually leaving the organisation for opportunities elsewhere.

Training and development opportunities

Discussions with staff and the result from the survey indicated that staff felt underserved by their managers in relation to opportunities to develop and progress. For example, based on responses to the question: *To what extent had respondents received any training or coaching opportunities by their Directorate/Division over the last 24mths?* 62% of respondents reported that they had accepted some form of training and development opportunities over the 24 months period indicated and only 24% ever discussed career opportunities with their senior managers. At the same time, respondents indicated the top three priorities in relation to training and development to overcoming barriers were:

- Opportunities to gain relevant experience (56%)
- Access to opportunities (51%)
- Training needs analysis and action plan (44%).

Temporary, agency and international staff

The review involved interviewing several temporary and agency staff who worked for the council but were employed by Pertemps, the Agency contracted by the Council to supply temporary agency staff. Staff in this category had similar experiences that were being faced by employed Council staff with respect to racism and the culture of the organisation. Many of these workers were employed as business support agency staff, working across

Directorates with many having been in their roles for over 2 years, with evidence that many of them being Black and women, especially those working in business support roles.

Some of the temporary staff felt they were not part of the team they were supporting because of their agency status and any concerns regarding working conditions had to be resolved by Pertemps. A number of these respondents were concerned that it was not in Pertemps' interest to resolve issues or grievances. The vulnerability of their employment status further adds to the dynamics and places them in a precarious situation regards discriminatory practices, including race discrimination, bullying and harassment.

Race and sexism

While interviews were focused on race discrimination, what was clear was that the majority of respondents were women (51% female: 25% male), and that intersectionality was an issue for some. Harrow, in common with many local authorities, NHS Trust in North and West London, especially with the council having an all-white male middle age senior leadership team, does not reflect a vast majority White female and Black, Asian, and Minority Ethnic workforce and the demographics of Harrow. Comments from staff perhaps best illustrate some of the concerns raised:

"I was sexually harassed by a colleague in another department. When I complained I was told this was a cultural issue."

"I have been sexually harassed in the workplace by two individuals. I did not report either."

"Reported an incident of bullying to my manager and told to keep a log rather than it being dealt with in the moment. I wrote directly to senior management, but nothing came of it."

"Have reported issues up to Director Level, albeit with consequences!"

"There is more gender related discrimination over race"

Institutional and structural racism

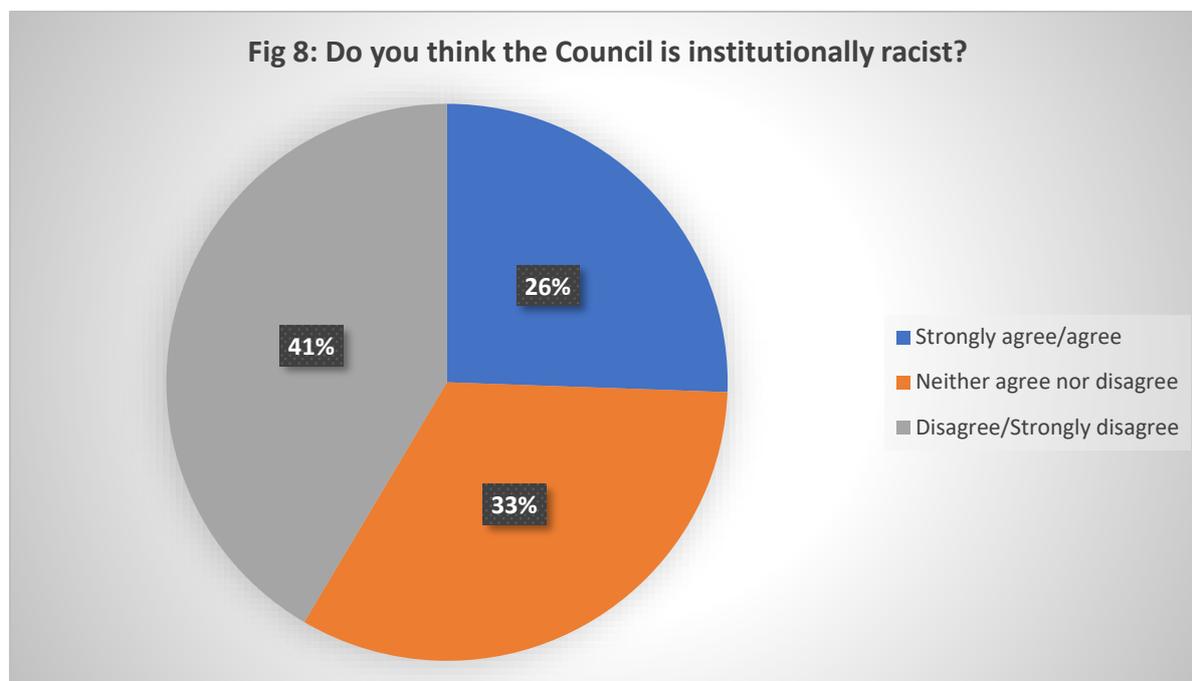
In considering the impact and implications of what would seem to be a pervasive and embedded practice, we sought to explore the question of 'institutional and structural racism' explicitly within the survey. Based on our definitions, respondents to the survey were asked to respond to two questions based on a five-point question ranging from *strongly agree* to *strongly disagree*. The questions were:

1. *Do you think the Council is institutionally racist; and*
2. *Do you think the Council is structurally racist?*

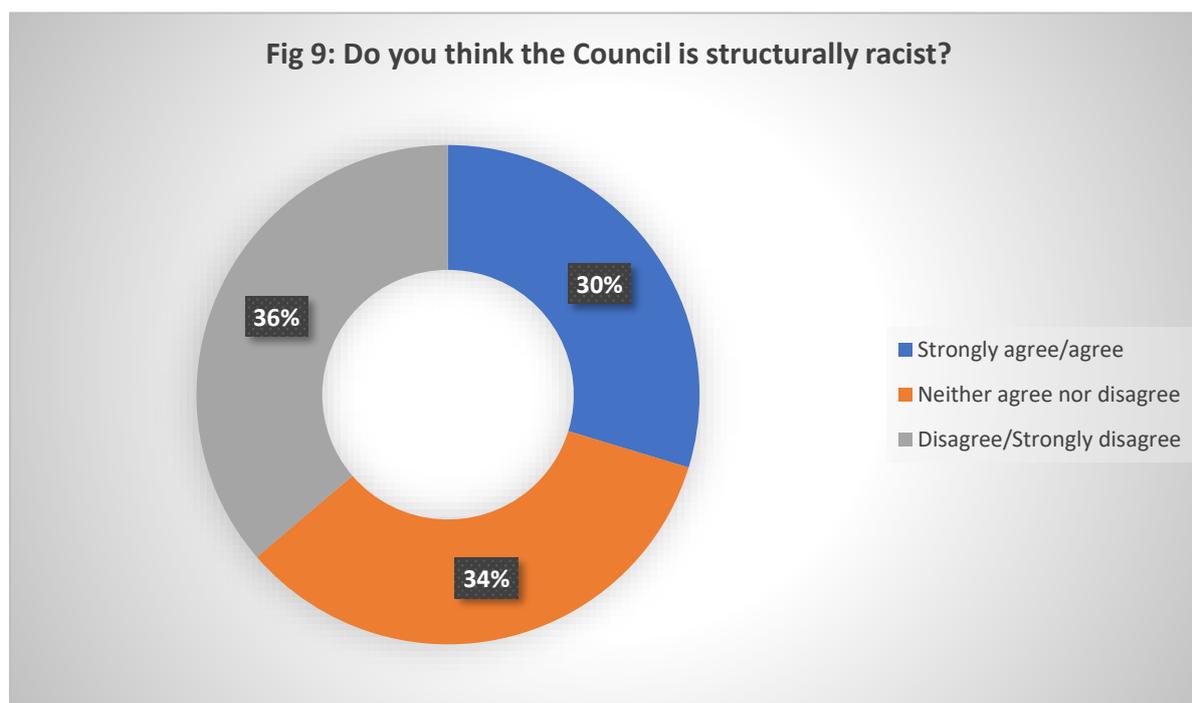
The responses to these questions indicated a perception of the Council as exhibiting traits of being both institutionally and structurally racist. Twenty-six percent (26%) of respondents to the first question (n=489) 'strongly agreed/agreed' that the Council was institutionally racist

while 30% who responded to the second question relating to structural racism (n=488) 'strongly agreed/agreed' that the Council was structurally racist (Figs 8 and 9).

Overall, as Figs 8 and 9 shows, we received a very high 'neutral' response rate, which implies that at least one-third of respondents to the two questions were uncommitted which should not be taken as endorsement that three-out-of-four staff believed the council is not institutionally racist and, similarly, that seven-out-of-ten staff did not believe the council was structurally racist.



Base n=489



Base n=488

On the other hand, when the same questions were asked of those participating in the one-to-one interviews, we found that just under 80% of participants 'agreed' with the statements. Though most staff in the survey disagreed that the Council was institutionally racist (41%) and structurally racist (36%), many felt that there was more that needed to be done. The responses were not definitive as there was a very high 'neutral' response rate (a third of respondents to both questions), which suggests that the Council might have a problem with embedded perception and practice, as it relates to racism in the workforce, and this makes it the more imperative that this concern is addressed. This is perhaps best summed up in the words of one respondent who disagreed with the statement (i.e. that they council is not racist): *"I see diversity of people at all levels of the council. However, stereotypical socio-economic groups of workers are overly represented at the top and bottom of pay scales."*

CONCLUSION

It is always good to hear the voices of those being impacted on, however harsh, unpleasant and unpalatable those perceptions and experiences may seem, but just as important is the question of what is the solution? What can (and should) the Council realistically do in the light of hearing these voices?

One of the concerns expressed by staff related to practice and poor management in adhering to policies and procedures. We asked respondents to reflect on *'Whether they felt the Council should have in place a specific policy for dealing with racial discrimination, bullying and harassment in the workplace?'* And to *'What extent are Directorates/Divisions consistent in their practice?'*

The responses were quite revealing in that respondents pointed to possibilities that lay squarely in areas of development that could be construed as 'quick fixes', especially around staff support and operational management and practice (see Fig 1). For example, to the question of a specific policy on dealing with racial discrimination, bullying and harassment, 95% of staff felt that this should be in place (Fig 5); and to the consistency of practice across Directorates/Divisions, only 16% provided a positive response that they were consistent while 60% were 'not sure' (Fig 4). This extremely high rate of ambivalence (not being sure) amongst a majority staff cohort of over 6yrs, should be a cause for concern, as one would hope that by 6yrs there would be some basis to be clear?

Arising from the feedback in the survey and the one-to-one interviews, with respect to the impact on staff of racism within the Council, we heard how staff felt that their talent has been historically held back due to ineffective support and supervision combined with White privilege. Along with some evidence of institutional and structural racism and sexism, Harrow Council is perhaps in no different place than many large institutions, public and private, as reported in the Race at Work Survey (2015). What is clear from our review and analysis, however, is that the evidence suggests that Harrow is likely to be institutionally and structurally racist and thus must formally acknowledge this as part of moving forward, if it is committed to being an anti-racist organisation and work towards reflecting the current and future demographic profile of the borough.

It is strongly recommended that Harrow embark on a journey of *'righting the wrongs'* to restore confidence and draw a line from its past, to move forward to reflect a future Harrow where respect and inclusion is at the heart of the organisation. The Council have already made a commitment by undertaking this review. Harrow is in good company along with several local authorities who have already started this journey such as Lambeth, for example, where between 2019 to 2020, they have seen green shoots of change and a clear commitment from all the political parties and the senior leadership team. A similar process is here suggested for Harrow.

There is evidence that Harrow is taking this journey seriously:

- Harrow is part of the London Councils Tackling Racial Inequality Group, part of the Chief Executive Leadership Committee (CELC), and this affords Harrow the opportunity to be able to benchmark and share best practice over time.

- The Council has made a commitment and pledge to be part of the Race at Work Charter, which has been developed through the work of Business in The Community to further support private and public bodies to act on tackling race equality in the workforce. The five pledges of the charter provide a strong base upon which some of our recommendations have been based.

A key in monitoring the progress along this journey will be the need to develop an action plan and consideration of a follow-up survey to see what progress has been made following this report. Only by so doing, will they be in a position to be able to go back to staff and demonstrate that the process was not a “tick-box exercise”, as some respondents commented.

The recommendations that follow are based on the lived experience of pain, suffering and aspiration and the willingness of staff to be part of the process in solution building and collaboration. The resilience and commitment of staff is key which the senior political and executive leadership team need to tap into and engage around in tackling issues of racism and discrimination.

RECOMMENDATIONS

Acknowledging and recognising the journey of ‘righting the wrongs’ through:

1. Formal acknowledgment and apology of current and past treatment of Black, Asian, and Minority Ethnic staff with special reference to staff of African, African Caribbean heritage who have experienced high levels of bullying, including racist bullying;
2. Formal response by Chief Executive to the report findings and recommendations by way of feedback to inform staff;
3. Statement and acknowledgment by the Leader and Cabinet with support of Full Council on its commitment to becoming an anti-racist organisation;
4. Adoption of the guiding principles of ‘righting the wrongs’ and the development of a working definition of institutional racism in the implementation of the recommendations in partnership with staff networks and trade unions;
5. The staff feedback/responses used to shape future work around the development of the Borough plan, response to COVID-19 and of the Council’s commitment to becoming an anti-racist organisation working with local stakeholders and partners (e.g., developing a process of co-production working with trade unions, BLM Staff Group, Making A Difference Network, and other relevant internal stakeholders);
6. Recognition that a commitment for significant investment in staff development and HR and Organisational Development (OD) function to address historical inequalities;
7. A similar process or review with Harrow residents, community organisations, faith groups and businesses exploring the issues around racism, discrimination and inequalities and their relationship with the council.

Recruitment and retention of staff through:

1. HR should identify key metrics and measures across the whole of the employee lifecycle, identifying differential impacts over time on protected characteristics and produce an action plan to address identified issues;
2. Reviewing the current recruitment practice, which should cover temporary, contract and interim management agencies, and the wider relationships with agencies, especially Pertemps the recruitment agency, with regards the regularisation of the status of staff who have worked for the council for more than 12 months;
3. Ensure that all recruitment for MG grades and above include a BAME staff, or external adviser to be on all panels (i.e. that the panel have mandatory unconscious bias training and full declaration of interest of relationship or affiliation as part of the recruitment process);
4. Undertaking EQIA for any proposed restructuring to ensure that the workforce reflected the diversity and demographics of Harrow Council;

5. The council to develop 'growing your own' programme of supporting BAME staff around secondment, apprenticeship, mentoring and acting up opportunities;
6. The council to develop aspirational targets to ensure that BAME staff are recruited to senior management roles;
7. The council to undertake Ethnicity Pay Gap Review to address historical inequalities around staff grading and the impact of the glass ceiling particularly on G grade roles.

Changing the organisation's culture and behaviour through leadership, training and development through:

1. Reviewing Council code of conduct, behaviours and standards;
2. Ensure the '*Great People, Great Culture*' Organisational Development Strategy embeds the recommendations and feedback from this report and develop a process of co-production with staff, staff networks and trade unions to tackle the current state of the culture in the organisation;
3. Ongoing implementation and commitment to the Race at Work Charter;
4. Development of leadership, coaching and mentoring programmes targeting staff at 'G' grade;
5. Development of secondments and shadowing programmes;
6. Urgent review across all directorates the implementation and impact of support and supervision and appraisal systems around staff development;
7. Development of a formal support network and mentoring of international staff;
8. Development of mandatory anti-racism training for all staff and Councillors, including focus on cultural bias, white privilege etc.
9. Providing commensurate budget and resources to the development of interventions as part of a wider programme of culture and policy change across the organisation for short to long term actions around equality, diversity and inclusion.

Creation of safe spaces for dialogues and understanding through:

1. Support the ongoing development of the BLM Staff Group as part of the wider MADG approach (e.g. the Ethnicity Network Group);
2. Development of an independent reporting mechanism for staff to raise concerns regarding their treatment;
3. A defined role within the wider scrutiny and accountability framework of the council for the BLM Staff Group and Making A Difference Staff Network and trade unions;

4. Facilitating and engaging all staff, particularly middle and senior management, in critical conversations of power, privilege and abuse in organisations.

Governance and accountability through:

1. Review the strategic positioning and governance structures of the delivery of the race equality agenda within the wider work on equality, diversity and inclusion;
2. Strategic consideration where the policy and corporate strategy on '*righting the wrongs*', and the wider EDI agenda is located to create the 'engine for change' and strong leadership on this agenda which needs to be aligned with HR and OD Division;
3. Transparent process of scrutiny and accountability of senior politicians across all political parties in conjunction with the executive team and external stakeholders to create the culture and environment for change;
4. Undertake an independent review of the council's progress in the implementation of the recommendations against an agreed Action Plan owned by CSB within the next 6 to 12 months from this report, including consideration of a follow-up survey within 18 to 24mths.

Annex 1: Continuum on becoming an anti-racist organisation (a model)

Continuum on Becoming an Anti-Racist Multicultural Organization

MONOCULTURAL ==> MULTICULTURAL ==> ANTI-RACIST ==> ANTI-RACIST MULTICULTURAL
Racial and Cultural Differences Seen as Deficits ==> Tolerant of Racial and Cultural Differences ==> Racial and Cultural Differences Seen as Assets

Exclusive An Exclusionary Institution	2. Passive A "Club" Institution	3. Symbolic Change A Compliance Organization	4. Identity Change An Affirming Institution	5. Structural Change A Transforming Institution	6. Fully Inclusive Anti-Racist Multicultural Organization in a Transformed Society
<ul style="list-style-type: none"> Intentionally and publicly excludes or segregates African Americans, Native Americans, Latinos, and Asian Americans Intentionally and publicly enforces the racist status quo throughout institution Institutionalization of racism includes formal policies and practices, teachings, and decision making on all levels Usually has similar intentional policies and practices toward other socially oppressed groups such as women, gays and lesbians, Third World citizens, etc. Openly maintains the dominant group's power and privilege 	<ul style="list-style-type: none"> Tolerant of a limited number of "token" People of Color and members from other social identify groups allowed in with "proper" perspective and credentials. May still secretly limit or exclude People of Color in contradiction to public policies Continues to intentionally maintain white power and privilege through its formal policies and practices, teachings, and decision making on all levels of institutional life Often declares, "We don't have a problem." Monocultural norms, policies and procedures of dominant culture viewed as the "right way" business as usual" Engages issues of diversity and social justice only on club member's terms and within their comfort zone. 	<ul style="list-style-type: none"> Makes official policy pronouncements regarding multicultural diversity Sees itself as "non-racist" institution with open doors to People of Color Carries out intentional inclusiveness efforts, recruiting "someone of color" on committees or office staff Expanding view of diversity includes other socially oppressed groups <p style="text-align: center;"><i>But...</i></p> <ul style="list-style-type: none"> "Not those who make waves" Little or no contextual change in culture, policies, and decision making Is still relatively unaware of continuing patterns of privilege, paternalism and control Token placements in staff positions: must assimilate into organizational culture 	<ul style="list-style-type: none"> Growing understanding of racism as barrier to effective diversity Develops analysis of systemic racism Sponsors programs of anti-racism training New consciousness of institutionalized white power and privilege Develops intentional identity as an "anti-racist" institution Begins to develop accountability to racially oppressed communities Increasing commitment to dismantle racism and eliminate inherent white advantage Actively recruits and promotes members of groups have been historically denied access and opportunity <p style="text-align: center;"><i>But...</i></p> <ul style="list-style-type: none"> Institutional structures and culture that maintain white power and privilege still intact and relatively untouched 	<ul style="list-style-type: none"> Commits to process of intentional institutional restructuring, based upon anti-racist analysis and identity Audits and restructures all aspects of institutional life to ensure full participation of People of Color, including their world-view, culture and lifestyles Implements structures, policies and practices with inclusive decision making and other forms of power sharing on all levels of the institutions life and work Commits to struggle to dismantle racism in the wider community, and builds clear lines of accountability to racially oppressed communities Anti-racist multicultural diversity becomes an institutionalized asset Redefines and rebuilds all relationships and activities in society, based on anti-racist commitments 	<ul style="list-style-type: none"> Future vision of an institution and wider community that has overcome systemic racism and all other forms of oppression. Institution's life reflects full participation and shared power with diverse racial, cultural and economic groups in determining its mission, structure, constituency, policies and practices Members across all identity groups are full participants in decisions that shape the institution, and inclusion of diverse cultures, lifestyles, and interest A sense of restored community and mutual caring Allies with others in combating all forms of social oppression Actively works in larger communities (regional, national, global) to eliminate all forms of oppression and to create multicultural organizations.

65

© FW Business Ltd, Patrick Vernon and Karl Murray, April 2021

Appendix C

Equality Impact Assessment (EIA) September 2021



You will need to produce an Equality Impact Assessment (EIA) if:

- You are developing a new policy, strategy, or service
- You are making changes that will affect front-line services
- You are reducing budgets, which may affect front-line services
- You are changing the way services are funded and this may impact the quality of the service and who can access it
- You are making a decision that could have a different impact on different groups of people
- You are making staff redundant or changing their roles

Guidance notes on how to complete an EIA and sign off process are available on the Hub under Equality and Diversity. You must read the [guidance notes](#) and ensure you have followed all stages of the EIA approval process (outlined in appendix 1). Section 2 of the template requires you to undertake an assessment of the impact of your proposals on groups with protected characteristics. Equalities and borough profile data, as well as other sources of statistical information can be found on the Harrow hub, within the section entitled: [Equality Impact Assessment](#) - sources of statistical information.

Equality Impact Assessment (EIA)		
Type of Decision:	<input type="radio"/> Cabinet <input type="radio"/> Portfolio holder <input checked="" type="radio"/> Other (state) Overview & Scrutiny	
Title of Proposal	Draft Race Equality in Harrow	Date EIA created September 2021
Name and job title of completing/lead Officer	Shumaila Dar, Head of Equality, Diversity and Inclusion	
Directorate/ Service responsible		
Organisational approval		
EIA approved by:	Name: Shumaila Dar, Head of Policy, Equality, Diversity and Inclusion	Signature <input checked="" type="checkbox"/> Tick this box to indicate that you have approved this EIA Date of approval 07/09/2021

1. Summary of proposal, impact on groups with protected characteristics and mitigating actions

(to be completed **after** you have completed sections 2 - 5)

a) What is your proposal?

The Race Equality in Harrow Council report and Race Equality Action Plan sets out the council's strategic vision around race equality, launching a series of new corporate objectives for the organisation, which will ensure our policies and practices are fair and equitable for all staff in order to promote a workforce that is inclusive and accessible for everyone. Over the past year, we have examined our role as an employer, actively engaging with staff to understand their experiences and the challenges they face and looked closely at our workforce data to examine gaps, bottlenecks and glass ceilings in the organisations. This evidence has given us ground-breaking insight into our organisation, which for the first time, has helped us shape a strategy around race equality that is rooted in evidence and produced in collaboration with staff.

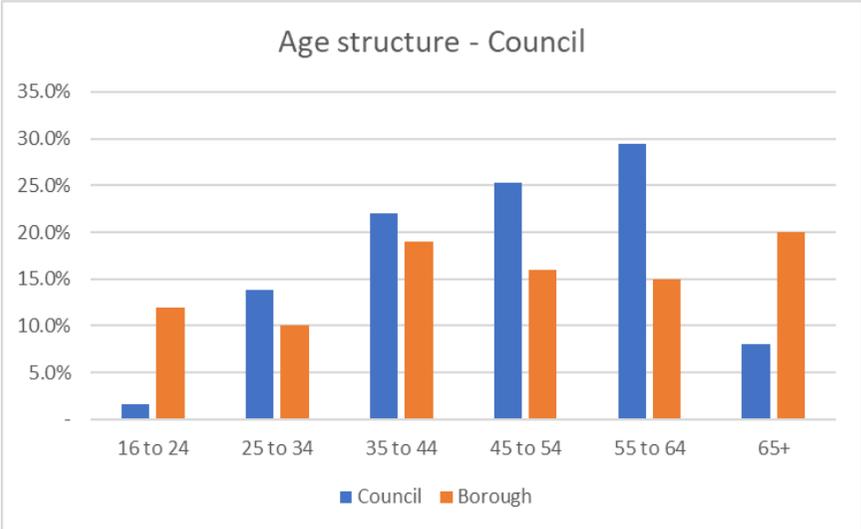
b) Summarise the impact of your proposal on groups with protected characteristics

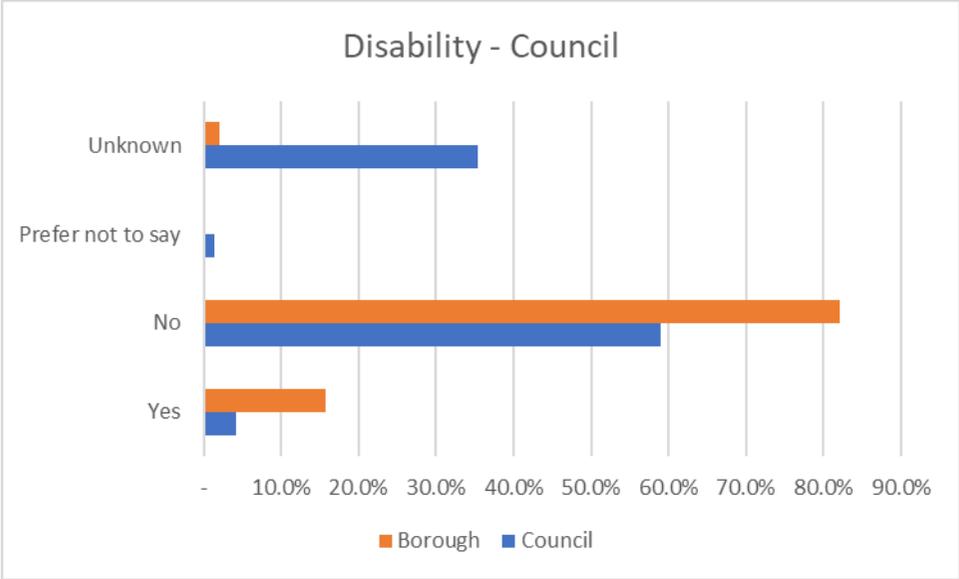
- The report sets out the council's strategic vision around race equality, launching a series of new corporate objectives for the organisation for Black, Asian and Multi-ethnic staff.
- The report will form the framework that underpins our strategic work on equality, diversity, and inclusion, to ensure the council's policies and practices are fair and equitable for all staff in order to promote a workforce that is inclusive and accessible for everyone.
- Based on the data available we do not anticipate that the Race Equality Action Plan will have a negative impact on council staff, or result in any direct or indirect discrimination of any group that shares protected characteristics.

c) Summarise any potential negative impact(s) identified and mitigating actions

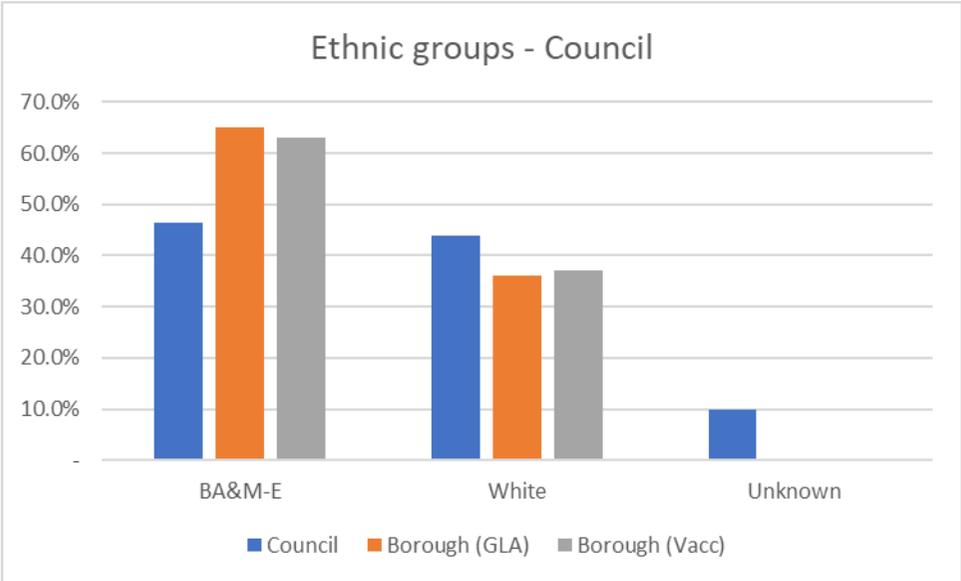
While the EIA process has not identified any negative impacts on groups with protected characteristics, it is important to note that the strategic approach that we have taken acts as a framework that will underpin the council's forthcoming *Equality, Diversity and Inclusion Strategy*, which will be produced early next year. We expect there to be a positive ripple impact on all other protected characters as a result of this work.

2. Assessing impact					
<p>You are required to undertake a detailed analysis of the impact of your proposals on groups with protected characteristics. You should refer to <u>borough profile data</u>, <u>equalities data</u>, service user information, consultation responses and any other relevant data/evidence to help you assess and explain what impact (if any) your proposal(s) will have on each group. Where there are gaps in data, you should state this in the boxes below and what action (if any), you will take to address this in the future.</p>		<p>What does the evidence tell you about the impact your proposal may have on groups with protected characteristics? Click the relevant box to indicate whether your proposal will have a positive impact, negative (minor, major), or no impact</p>			
Protected characteristic	For each protected characteristic, explain in detail what the evidence is suggesting and the impact of your proposal (if any). Click the appropriate box on the right to indicate the outcome of your analysis.	Positive impact	Negative impact		No impact
			Minor	Major	
Age	Compared with the Borough population, there is an under-representation of 16 to 24-year-olds in the workforce but an over-representation of those 55 to 64 and 45 to 54. The other bands are closer. Not all 16-24 year-olds- would be available for work. Note that the Borough figure for 65+ includes all higher ages.	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	<p style="text-align: center;">Age structure - Council</p>  <table border="1" data-bbox="456 217 1317 746"> <caption>Age structure - Council Data</caption> <thead> <tr> <th>Age Group</th> <th>Council (%)</th> <th>Borough (%)</th> </tr> </thead> <tbody> <tr> <td>16 to 24</td> <td>~2.0</td> <td>~12.0</td> </tr> <tr> <td>25 to 34</td> <td>~14.0</td> <td>~10.0</td> </tr> <tr> <td>35 to 44</td> <td>~22.0</td> <td>~19.0</td> </tr> <tr> <td>45 to 54</td> <td>~25.0</td> <td>~16.0</td> </tr> <tr> <td>55 to 64</td> <td>~30.0</td> <td>~15.0</td> </tr> <tr> <td>65+</td> <td>~8.0</td> <td>~20.0</td> </tr> </tbody> </table> <p>Impact</p> <p>While the EIA process has not identified any negative impacts on groups with protected characteristics, it is important to note that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.</p> <p>Additionally, the Race Equality Action Plan makes a specific recommendation around increasing the number of young people from a Black, Asian and Multi-ethnic background. We are also exploring ways to best use the Apprenticeship Levy to support our staff gain a range of relevant qualification. Additionally, we have invested in the Kickstarter programme.</p>	Age Group	Council (%)	Borough (%)	16 to 24	~2.0	~12.0	25 to 34	~14.0	~10.0	35 to 44	~22.0	~19.0	45 to 54	~25.0	~16.0	55 to 64	~30.0	~15.0	65+	~8.0	~20.0				
Age Group	Council (%)	Borough (%)																								
16 to 24	~2.0	~12.0																								
25 to 34	~14.0	~10.0																								
35 to 44	~22.0	~19.0																								
45 to 54	~25.0	~16.0																								
55 to 64	~30.0	~15.0																								
65+	~8.0	~20.0																								
Disability	<p>4.3% of Council staff declared a disability, compared with 15.8% of the Borough's working age population. A further 1.5% of staff preferred not to say but over 35% have made no entry.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																					

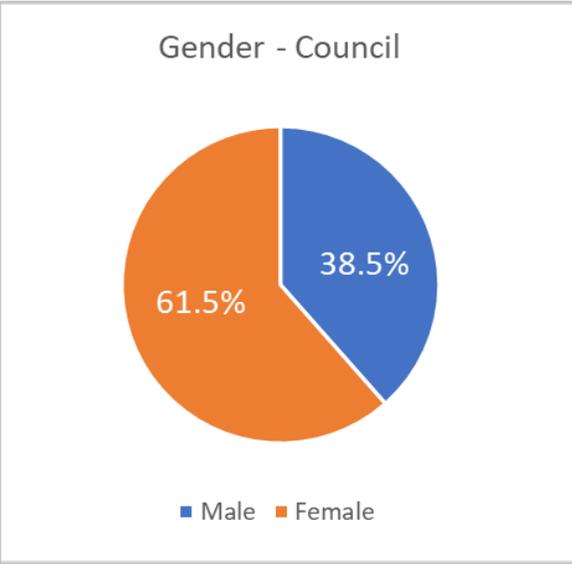
	<p style="text-align: center;">Disability - Council</p>  <table border="1"> <caption>Disability - Council Data</caption> <thead> <tr> <th>Response</th> <th>Borough (%)</th> <th>Council (%)</th> </tr> </thead> <tbody> <tr> <td>Unknown</td> <td>~3</td> <td>~35</td> </tr> <tr> <td>Prefer not to say</td> <td>~1</td> <td>~2</td> </tr> <tr> <td>No</td> <td>~82</td> <td>~58</td> </tr> <tr> <td>Yes</td> <td>~15</td> <td>~5</td> </tr> </tbody> </table> <p>Impact</p> <p>While the EIA process has not identified any negative impacts on groups with protected characteristics, it is important to note that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.</p>	Response	Borough (%)	Council (%)	Unknown	~3	~35	Prefer not to say	~1	~2	No	~82	~58	Yes	~15	~5				
Response	Borough (%)	Council (%)																		
Unknown	~3	~35																		
Prefer not to say	~1	~2																		
No	~82	~58																		
Yes	~15	~5																		
<p>Gender reassignment</p>	<p>No data is currently available on gender reassignment.</p> <p>Impact</p>	☒	☐	☐	☐															

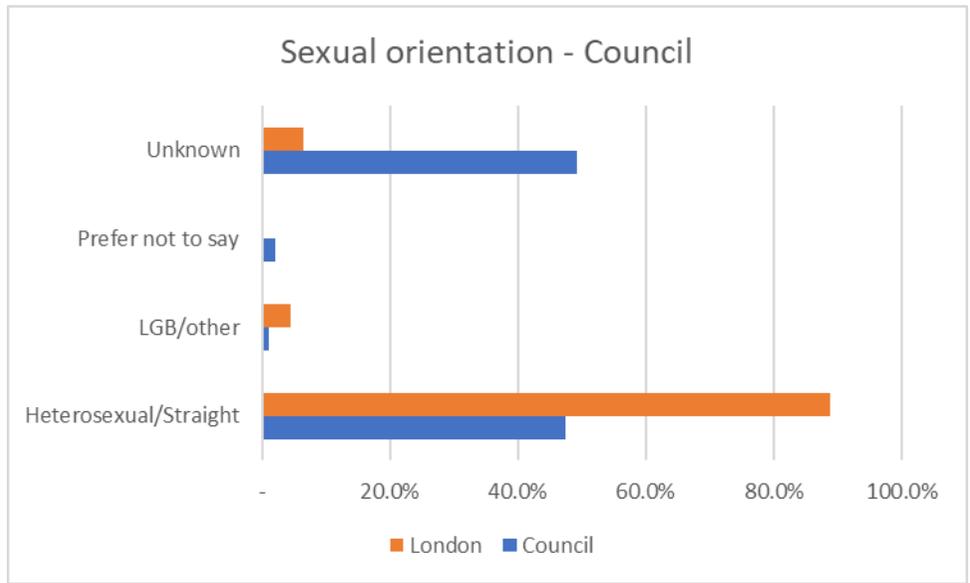
	While the EIA process has not identified any negative impacts on groups with protected characteristics, it is anticipated that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.																						
Marriage and Civil Partnership	<p>Figures on marriage and civil partnerships is below:</p> <table border="1"> <thead> <tr> <th>Marital Status</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Marr.</td> <td>38.5%</td> </tr> <tr> <td>Single</td> <td>34.3%</td> </tr> <tr> <td>Sep.</td> <td>1.0%</td> </tr> <tr> <td>CivPar</td> <td>1.0%</td> </tr> <tr> <td>Div.</td> <td>2.7%</td> </tr> <tr> <td>Wid.</td> <td>0.6%</td> </tr> <tr> <td>Unknwn</td> <td>21.9%</td> </tr> <tr> <td>Grand Total</td> <td>100.0%</td> </tr> </tbody> </table> <p>Impact</p> <p>While the EIA process has not identified any negative impacts on groups with protected characteristics, it is anticipated that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.</p>	Marital Status	%	Marr.	38.5%	Single	34.3%	Sep.	1.0%	CivPar	1.0%	Div.	2.7%	Wid.	0.6%	Unknwn	21.9%	Grand Total	100.0%	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marital Status	%																						
Marr.	38.5%																						
Single	34.3%																						
Sep.	1.0%																						
CivPar	1.0%																						
Div.	2.7%																						
Wid.	0.6%																						
Unknwn	21.9%																						
Grand Total	100.0%																						
Pregnancy and Maternity	<p>Figures for pregnancy and maternity are below:</p> <table border="1"> <thead> <tr> <th>Maternity during last two years?</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>Yes</td> <td>3.1%</td> </tr> <tr> <td>No</td> <td>96.9%</td> </tr> <tr> <td>Grand Total</td> <td>100.0%</td> </tr> </tbody> </table> <p>Impact</p>	Maternity during last two years?	%	Yes	3.1%	No	96.9%	Grand Total	100.0%	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>										
Maternity during last two years?	%																						
Yes	3.1%																						
No	96.9%																						
Grand Total	100.0%																						

	<p>While the EIA process has not identified any negative impacts on groups with protected characteristics, it is anticipated that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.</p>																				
<p>Race/ Ethnicity</p>	<p>Black, Asian and Multi-Ethnic people are under-represented in the workforce, compared with the Borough population, and the reverse is true of White people. Just under 10% of staff do not have ethnicity recorded but this does not account for the difference. At a more detailed level, proportions of both White and Black ethnic groups in the workforce exceed those in the Borough population. Other groups are under-represented, notable Asian at around 20 percentage points below.</p>  <table border="1"> <caption>Ethnic groups - Council</caption> <thead> <tr> <th>Ethnic Group</th> <th>Council (%)</th> <th>Borough (GLA) (%)</th> <th>Borough (Vacc) (%)</th> </tr> </thead> <tbody> <tr> <td>BA&M-E</td> <td>~46%</td> <td>~65%</td> <td>~63%</td> </tr> <tr> <td>White</td> <td>~44%</td> <td>~36%</td> <td>~37%</td> </tr> <tr> <td>Unknown</td> <td>~10%</td> <td>0%</td> <td>0%</td> </tr> </tbody> </table> <p>Impact</p> <p>The Race Equality Action Plan will have a positive impact on race and ethnicity.</p>	Ethnic Group	Council (%)	Borough (GLA) (%)	Borough (Vacc) (%)	BA&M-E	~46%	~65%	~63%	White	~44%	~36%	~37%	Unknown	~10%	0%	0%	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ethnic Group	Council (%)	Borough (GLA) (%)	Borough (Vacc) (%)																		
BA&M-E	~46%	~65%	~63%																		
White	~44%	~36%	~37%																		
Unknown	~10%	0%	0%																		

<p>Religion or belief</p>	<p>The religion or belief system of over 50% of staff is not recorded. All major religions are represented in the Council but conclusions about proportions are difficult with this level of missing data</p> <div data-bbox="456 360 1417 943"> <table border="1"> <caption>Religions Data</caption> <thead> <tr> <th>Religion</th> <th>Borough (%)</th> <th>Council (%)</th> </tr> </thead> <tbody> <tr><td>Unknown</td><td>10</td><td>51</td></tr> <tr><td>No Religion/Atheist</td><td>12</td><td>10</td></tr> <tr><td>Other</td><td>5</td><td>5</td></tr> <tr><td>Zoroastrian</td><td>1</td><td>1</td></tr> <tr><td>Buddhism</td><td>1</td><td>1</td></tr> <tr><td>Sikh</td><td>1</td><td>1</td></tr> <tr><td>Jainism</td><td>1</td><td>1</td></tr> <tr><td>Judaism</td><td>1</td><td>1</td></tr> <tr><td>Islam</td><td>12</td><td>5</td></tr> <tr><td>Hinduism</td><td>28</td><td>8</td></tr> <tr><td>Christianity</td><td>37</td><td>23</td></tr> </tbody> </table> </div> <p>Impact While the EIA process has not identified any negative impacts on groups with protected characteristics, it is anticipated that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.</p>	Religion	Borough (%)	Council (%)	Unknown	10	51	No Religion/Atheist	12	10	Other	5	5	Zoroastrian	1	1	Buddhism	1	1	Sikh	1	1	Jainism	1	1	Judaism	1	1	Islam	12	5	Hinduism	28	8	Christianity	37	23	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Religion	Borough (%)	Council (%)																																							
Unknown	10	51																																							
No Religion/Atheist	12	10																																							
Other	5	5																																							
Zoroastrian	1	1																																							
Buddhism	1	1																																							
Sikh	1	1																																							
Jainism	1	1																																							
Judaism	1	1																																							
Islam	12	5																																							
Hinduism	28	8																																							
Christianity	37	23																																							
<p>Sex</p>	<p>The majority of Council staff are female. This gender structure is reflected in the Directorates with the exception of Community.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																																				

¹ Annual Population Survey (ONS) mid-year estimates 2019

	<p style="text-align: center;">Gender - Council</p>  <p style="text-align: center;">■ Male ■ Female</p> <p>Impact</p> <p>While the EIA process has not identified any negative impacts on groups with protected characteristics, it is anticipated that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.</p>				
<p>Sexual Orientation</p>	<p>Just under 50% of staff did not record their sexual orientation. This is additional to the 2.2% who selected "Prefer not to say". 47.5% of staff selected Heterosexual/ Straight and 1.1% Lesbian, Gay or Other.</p>	☒	☐	☐	☐



Impact

While the EIA process has not identified any negative impacts on groups with protected characteristics, it is anticipated that the strategic approach undertaken as part of this Action Plan will have a positive ripple impact on all other protected groups.

2.1 Cumulative impact – considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on groups with protected characteristics?

Yes No

If you clicked the Yes box, which groups with protected characteristics could be affected and what is the potential impact? Include details in the space below

In light of the tragic murder of George Floyd, the Black Lives Matter protests, and the disproportionate impact of Covid-19 on people from a Black, Asian and Multi-ethnic backgrounds, we recognised that the council could do more to enhance the experiences and outcomes for our staff. According to our most recent ethnicity pay gap data, the council's Black, Asian and Multi-ethnic staff do not fairly represent Harrow's resident population. Although Harrow Council is a diverse employer, the lack of leadership diversity within some parts of the organisation is visible, with a lack of representation in leadership, management and senior tiers within the organisation, and a bottle neck between junior and managerial grades with Black, Asian, and Multi-ethnic staff generally concentrated in lower grades.

In terms of staff experiences of race, the Independent Race Review led by Dr Patrick Vernon and the Race Survey undertaken by FW Business, showed that 74% of staff had either experienced or witnessed racism in some form. 64% of staff could not definitively say that the council was not structurally racist, compared to 59% of staff who could not definitively say that the council was not institutionally racist. One of the key findings of the Review was the psychological trauma felt by staff affected by bullying and harassment. Crucially, in terms of training and development, 56% of staff were keen to gain relevant experience, 51% wanted access to opportunities, and 44% welcomed the idea of having a training needs analysis and action plan.

The council has therefore made a decision to begin work on equality, diversity and inclusion by focussing on race and ethnicity in the first instance. Although the report sets out the council's strategic vision around race equality, and launches a series of new corporate objectives for the organisation for Black, Asian and Multi-ethnic staff, this report will form the framework that underpins our strategic work on equality, diversity, and inclusion, to ensure the council's policies and practices are fair and equitable for all staff in order to promote a workforce that is inclusive and accessible for everyone.

2.2 Any other impact - considering what else is happening nationally/locally (national/local/regional policies, socio-economic factors etc.), could your proposals have an impact on individuals/service users, or other groups?

Yes, No

There is no other impact.

3. Actions to mitigate/remove negative impact

Only complete this section if your assessment (in section 2) suggests that your proposals may have a negative impact on groups with protected characteristics. If you have not identified any negative impacts, please complete sections 4 and 5.

In the table below, please state what these potential negative impact (s) are, mitigating actions and steps taken to ensure that these measures will address and remove any negative impacts identified and by when. Please also state how you will monitor the impact of your proposal once implemented.

State what the negative impact(s) are for each group, identified in section 2. In addition, you should also consider, and state potential risks associated with your proposal.	Measures to mitigate negative impact (provide details, including details of and additional consultation undertaken/to be carried out in the future). If you are unable to identify measures to mitigate impact, please state so and provide a brief explanation.	What action (s) will you take to assess whether these measures have addressed and removed any negative impacts identified in your analysis? Please provide details. If you have previously stated that you are unable to identify measures to mitigate impact please state below.	Deadline date	Lead Officer

4. Public Sector Equality Duty

How does your proposal meet the Public Sector Equality Duty (PSED) to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
2. Advance equality of opportunity between people from different groups
3. Foster good relations between people from different groups

Include details in the space below

1. The Race Equality in Harrow Council report and Race Equality Action Plan will not result in any direct or indirect discrimination of any group that shares the protected characteristics.
2. The Race Equality in Harrow Council report and Race Equality Action Plan will help to advance the equality of opportunity for groups who share relevant protected characteristics and those who do not by addressing inequalities around access to employment and skills, rates of pay and business opportunities.
3. The Race Equality in Harrow Council report and Race Equality Action Plan will help foster good relations between communities through the creation of a good economy, which whilst providing economic growth, is built on the foundations of inclusivity and strong, cohesive communities.

5. Outcome of the Equality Impact Assessment (EIA) click the box that applies

Outcome 1 No change required: the EIA has not identified any potential for disproportionate impact and all opportunities to advance equality of opportunity are being addressed

Outcome 2

Adjustments to remove/mitigate negative impacts identified by the assessment, or to better advance equality, as stated in section 3&4

Outcome 3

This EIA has identified discrimination and/ or missed opportunities to advance equality and/or foster good relations. However, it is still reasonable to continue with the activity. Outline the reasons for this and the information used to reach this decision in the space below.

Include details here

HARROW COUNCIL – DRAFT CORPORATE RISK REGISTER– 2021/22 Q2

No.	Risk	Q1 21/22	Q2 21/22	RM
14.	Systemic issues of inequality and disproportionality experienced by staff of black heritage are not recognised and addressed by the Council [Staff Dimension]	C3	C3	↔

81

L I K E L I H O O D	A Very High (>80%)				
	B High (51-80%)				
	C Medium (25-50%)		14		
	D Low (10-24%)				
	E Very Low (3-9%)				
	F Almost Impossible (0-2%)				
		4 Negligible Impact / Benefit	3 Marginal Impact / Minor Benefit	2 Critical Impact/ Major Benefit	1 Catastrophic Impact/ Exceptional Benefit
IMPACT <i>(on Council)</i>					

No.	Borough Plan 2030 Priorities	Risk Description	Inherent Risk Rating	Key Measures in place to Manage Risk (Key Controls)	Residual Risk Rating		Further Action Planned & Underway & Implementation Date	Risk Owner/ Manager Responsible	Update & Date
					Q1 21/22	Q2 21/22			
14.	Priorities: Tackling racial disproportionality, inequality and disadvantage	<p>Risk: Systemic issues of inequality and disproportionality experienced by staff of black heritage are not recognised and addressed by the Council [Staff Dimension]</p> <p>Causes</p> <ul style="list-style-type: none"> • Murder of George Floyd and the international pressure and momentum arising from this • Diversity ambitions of the Council have not been fully fulfilled • Historic weaknesses in data and data analysis in relation to diversity <p>Consequences</p> <ul style="list-style-type: none"> • Continuing issues of inequality for staff 	B2	<ul style="list-style-type: none"> • Appointed an Executive Sponsor for race (LBH Chief Executive) • Cross-party members' group established on BLM and the broader Equality, Diversity and Inclusion Strategy for the Council • Appointed a senior independent consultant to undertake an independent review in the context of BLM and wider BAME issues • LBH BLM Staff Group set up • Series of educational webinars for staff as part of Black History Month • Signed up to the Race at Work Charter • Signed up to the Business in The Community Mentoring Scheme • Borough Plan updated • Development of the Equalities, Diversity and Inclusion Strategic Framework to inform the EDI (Equalities, Diversity & Inclusion) Action Plan • Race survey on current and former staff completed • Internal race review conducted by Patrick Vernon • Workplan agreed (incl. the review of equalities governance) to implement Patrick Vernon findings • New EDI unit established to take forward Equalities strategy 	C3	C3	<ul style="list-style-type: none"> • Fully Implement recommendations of the race review by Patrick Vernon (April 22) • Report to Cabinet on implementation of the Vernon Report (Oct 21) 	Sean Harriss	<p style="text-align: center;">Q2 2021/22</p> <p style="text-align: center;">Tracey Connage 18/08/21</p> <p>We have made significant progress to date in the development of the race equality action plan to implement the outcomes of the race review conducted by Patrick Vernon. However the issues must also be addressed as well as recognised and this factor maintains the risk at an Amber C2 level in Q2.</p>

You will need to produce an Equality Impact Assessment (EqIA) if:

- You are developing a new policy, strategy, or service
- You are making changes that will affect front-line services
- You are reducing budgets, which may affect front-line services
- You are changing the way services are funded and this may impact the quality of the service and who can access it
- You are making a decision that could have a different impact on different groups of people
- You are making staff redundant or changing their roles

Guidance notes on how to complete an EqIA and sign off process are available on the Hub under Equality and Diversity. You must read the [guidance notes](#) and ensure you have followed all stages of the EqIA approval process (outlined in appendix 1). Section 2 of the template requires you to undertake an assessment of the impact of your proposals on groups with protected characteristics. Equalities and borough profile data, as well as other sources of statistical information can be found on the Harrow hub, within the section entitled: [Equality Impact Assessment](#) - sources of statistical information.

Equality Impact Assessment (EqIA)		
Type of Decision:	<input checked="" type="radio"/> Cabinet <input type="radio"/> Portfolio holder <input type="radio"/> Other (state)	
Title of Proposal	Harrow Community Infrastructure Levy (HCIL) – approval of Discretionary Social Housing Relief policy / statement	Date EqIA created: September 2021
Name and job title of completing/lead Officer	David Hughes, Planning Policy Manager	
Directorate/ Service responsible		
Organisational approval		
EqIA approved by Equality, Diversity and Inclusion Team	Name Shumaila Dar, Head of Equality, Diversity and Inclusion	Signature <input checked="" type="checkbox"/> Tick this box to indicate that you have approved this EqIA Date of approval 07/10/21

1. Summary of proposal, impact on groups with protected characteristics and mitigating actions

(to be completed after you have completed sections 2 - 5)

a) What is your proposal?

Adoption of a Statement of Availability on Discretionary Social Housing Relief under Regulations 49A and 49B of the Community Infrastructure Levy Regulations 2010 (as amended). The proposed statement allows the Council, at its discretion, to offer Community Infrastructure Levy (CIL) relief for discounted market sale (DMS) units, an intermediate affordable housing tenure. This refers to housing units being sold at 80% or less of their market value. The ability to offer this discretionary relief was introduced under the February 2014 amendments to the CIL Regulations. To be able to offer the relief, a charging authority needs to publish a statement about how discounted market housing will be 'allocated' in its area, to the extent that the authority is responsible for 'allocating' that housing type. The meaning of 'allocation' in this context is not entirely clear in the CIL Regulations. It is considered that it should be interpreted as meaning that the charging authority should set out its approach to how discounted market units should be brought forward for sale (for example, to people who meet certain income criteria).

b) Summarise the impact of your proposal on groups with protected characteristics

The provision of affordable housing generally has either a positive or indeterminate impact upon groups with protected characteristics. The proposal facilitates an alternative form of affordable housing (discount market sale units sold at 80% of market value or less) and is therefore also positive. Potentially in facilitating this particular form of affordable housing (an intermediate tenure), this could impact negatively upon low-cost rent tenures but overarching Local Plan policy would continue to prioritise such tenures.

c) Summarise any potential negative impact(s) identified and mitigating actions

There are no anticipated adverse influences under any protected characteristic.

2. Assessing impact					
You are required to undertake a detailed analysis of the impact of your proposals on groups with protected characteristics. You should refer to borough profile data , equalities data , service user information, consultation responses and any other relevant data/evidence to help you assess and explain what impact (if any) your proposal(s) will have on each group. Where there are gaps in data, you should state this in the boxes below and what action (if any), you will take to address this in the future.		What does the evidence tell you about the impact your proposal may have on groups with protected characteristics? Click the relevant box to indicate whether your proposal will have a positive impact, negative (minor, major), or no impact			
Protected characteristic	For each protected characteristic, explain in detail what the evidence is suggesting and the impact of your proposal (if any). Click the appropriate box on the right to indicate the outcome of your analysis.	Positive impact	Negative impact		No impact
			Minor	Major	
Age	<p>Harrow's resident population at 30 June 2018 was estimated to be just over 250,000. Growth over the last decade is 9%, lower than London's growth of 14% and higher than England's growth of 8%. At the 2011 Census Harrow had the second largest household size of England's 360 local authorities at 2.78 persons per household The total number of households (with at least one person) was 84,300.</p> <p>2018 ONS Mid-Year Population Estimates indicated that 21% of residents were children (aged 0-15), 63.3% were of working age (16-64) and 15.7% were aged 65 and above. The number and proportion of older people in Harrow continue to increase, with implications for housing and adult social care.</p> <p>The Harrow Strategic Housing Market Assessment (SHMA 2018) stated that the population and household growth projections for Harrow indicate that there are three main sources of household growth in the area:</p> <ul style="list-style-type: none"> The impact of an ageing population will see more older single persons and couples. The majority of these households are already occupying dwellings in Harrow and the majority will not wish to downsize from the family size homes they currently occupy; The largest growth in projected households is for couples without dependent children, with the main growth being in households aged 55+, again the majority will not wish to downsize from the family size homes they currently occupy; and 	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	<ul style="list-style-type: none"> Other households include multi-generation households and also those who occupy Houses in Multiple Occupation. These households would typically require at least 3 bedrooms in their property. <p>The Harrow Local Plan (adopted 2012 and 2013) and Housing Strategy (adopted 2018) policies and priorities relating to increasing the supply of affordable housing, improving standards in the private sector and meeting the needs of vulnerable people have a positive impact on all age groups (as evidenced in the EqlA for the Housing Strategy).</p> <p>The proposal facilitates another form of affordable housing tenure thereby creating further avenues for home ownership across all age groups, resulting in a positive impact. This impact is likely to be most positive for younger persons who can afford to rent in the private market but cannot afford to purchase a property at 100% market value. Such facilitation (which is discretionary) could however be at the expense of low-cost rent tenures (such as London Affordable Rent) which are the priority in Harrow (reflected in the Local Plan and also the Harrow Housing Strategy). This impact is however expected to be minor as the overarching policy / priority remains low-cost rent tenures and the policy will be largely superceded by development of First Homes tenures (30% discount rather than 20% discount), which will benefit from mandatory social housing relief under the CIL Regulations. The overall impact will therefore remain positive.</p>				
Disability	<p>In the ONS Annual Population Survey 2017 13.7% of Harrow's working age population classified themselves as disabled, a total of 22,100 people. 6,470 individuals, 2.6% of the total population, received Disability Living Allowance.</p> <p>The Harrow SHMA 2018 found that the number of households on the local authority housing register at 1 April 2016 who needed to move on medical and welfare grounds (including grounds relating to a disability) was 196.</p> <p>The Harrow Local Plan (adopted 2012 and 2013) and Housing Strategy (adopted 2018) policies and priorities relating to increasing the supply of affordable housing, improving standards in the private sector and meeting the needs of vulnerable people will have a positive impact on people with disabilities (as evidenced in the EqlA for the Housing Strategy).</p> <p>The proposal facilitates another form of affordable housing tenure thereby creating further avenues for home ownership is likely to benefit people with disabilities, resulting in a positive impact. Such facilitation (which is discretionary) could however be at the</p>	☒	☐	☐	☐

	expense of low-cost rent tenures (such as London Affordable Rent) which are the priority in Harrow (reflected in the Local Plan and also the Harrow Housing Strategy) and for which there is an identifiable demand for from people with disabilities (reflected in Government policies such as only being able to stipulate the highest Part M Building Regulations requirements for that tenure, and the Harrow SHMA figures above). This impact is however expected to be minor as the overarching policy / priority remains low-cost rent tenures and the policy will be largely superseded by development of First Homes tenures (30% discount rather than 20% discount), which will benefit from mandatory social housing relief under the CIL Regulations. The overall impact will therefore remain positive				
Gender reassignment	There is limited data held about this protected characteristic for the Harrow population. The England/Wales Census and Scottish Census have not asked if people identify as transgender. The charity GIRES estimated in their Home Office funded study in 2009 the number of transgender people in the UK to be between 300,000 and 500,000. Although Gender Reassignment is a protected characteristic under equalities legislation, there is insufficient data and no evidence that the proposal will have a negative impact on any individual or group due to gender reassignment.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Marriage and Civil Partnership	The 2011 Census showed that 54% of Harrow's residents are married, which was the highest level in London. 21% of households were married, or in same sex civil partnerships, with dependent children, the highest level in London. At 31 December 2016 there had been 142 Civil Partnerships in Harrow, 19 of which had been converted to marriage. There had been 32 same sex marriages in Harrow since inception on 29th March 2014. There is no evidence that the proposal will have a negative impact on any individual or group due to marriage or civil partnership.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Pregnancy and Maternity	There is limited data held about this protected characteristic for the Harrow population. ONS births figures show Harrow as having 3,582 live births in 2018. In 2016 there were 14.5 live births per 1000 population which is higher than the UK average of 11.8. For women under the age of 18, the birth rate was 3.7 per 1000 population which is in line with the London average of 3.8 and lower than the UK average of 5.7. Harrow has the lowest levels of live births outside of marriage in the country (19.4%).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	There is no evidence that the proposal will have a negative impact on pregnancy and maternity.				
Race/ Ethnicity	<p>Harrow's population is one of the most diverse nationally. The 2011 Census showed that 69.1% of residents were from Black, Asian and Multi-ethnic groups and 31.9% of residents stated that they were White-British. 26.4% of Harrow's residents were of Indian origin, the largest ethnic group. Harrow is also home to the country's largest Sri Lankan born community.</p> <p>The Harrow Local Plan (adopted 2012 and 2013) and Housing Strategy (adopted 2018) policies and priorities relating to increasing the supply of affordable housing, improving standards in the private sector and meeting the needs of vulnerable people have a positive impact on all race / ethnicity groups (as evidenced in the EqIA for the Housing Strategy).</p> <p>The proposal facilitates another form of affordable housing tenure thereby creating further avenues for home ownership across all race / ethnicity groups, resulting in a positive impact. Such facilitation (which is discretionary) could however be at the expense of low-cost rent tenures (such as London Affordable Rent) which are the priority in Harrow (reflected in the Local Plan and the Harrow Housing Strategy). This impact is however expected to be minor as the overarching policy / priority remains low-cost rent tenures and the policy will be largely superseded by development of First Homes tenures (30% discount rather than 20% discount), which will benefit from mandatory social housing relief under the CIL Regulations. The overall impact will therefore remain positive.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Religion or belief	<p>Religious diversity is strong in Harrow. At the 2011 Census Harrow was the most religiously diverse borough in the country. The 2011 Census showed that Harrow has the highest number (and proportion) of Hindu followers in the country (25.3%), the highest number of Jains (2.2%) and the second highest number of Zoroastrians. Harrow's Jewish community was the sixth largest nationally. 37.3% of residents were Christians (the 5th lowest proportion in the country) and 12.5% were Muslims. Harrow had the 2nd lowest ranking for 'no religion'.</p> <p>The Harrow Local Plan (adopted 2012 and 2013) and Housing Strategy (adopted 2018) policies and priorities relating to increasing the supply of affordable housing, improving standards in the private sector and meeting the needs of vulnerable people have a</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	<p>positive impact on all religion of belief groups (as evidenced in the EqIA for the Housing Strategy).</p> <p>The proposal facilitates another form of affordable housing tenure thereby creating further avenues for home ownership across all religious and belief groups, resulting in a positive impact. Such facilitation (which is discretionary) could however be at the expense of low-cost rent tenures (such as London Affordable Rent) which are the priority in Harrow (reflected in the Local Plan and the Harrow Housing Strategy). This impact is however expected to be minor as the overarching policy / priority remains low-cost rent tenures and the policy will be largely superseded by development of First Homes tenures (30% discount rather than 20% discount), which will benefit from mandatory social housing relief under the CIL Regulations. The overall impact will therefore remain positive.</p>				
Sex	<p>The 2011 Census showed that in Harrow 49.4 per cent of residents were males and 50.6 per cent were females. Overall, the number of males and females living in Harrow is now very similar.</p> <p>The Harrow Local Plan (adopted 2012 and 2013) and Housing Strategy (adopted 2018) policies and priorities relating to increasing the supply of affordable housing, improving standards in the private sector and meeting the needs of vulnerable people have a positive impact on males and females (as evidenced in the EqIA for the Housing Strategy).</p> <p>The proposal facilitates another form of affordable housing tenure thereby creating further avenues for home ownership for both females and males, resulting in a positive impact. Such facilitation (which is discretionary) could however be at the expense of low-cost rent tenures (such as London Affordable Rent) which are the priority in Harrow (reflected in the Local Plan and the Harrow Housing Strategy). This impact is however expected to be minor as the overarching policy / priority remains low-cost rent tenures and the policy will be largely superseded by development of First Homes tenures (30% discount rather than 20% discount), which will benefit from mandatory social housing relief under the CIL Regulations. The overall impact will therefore remain positive.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sexual Orientation	<p>There is limited data held about this protected characteristic for the Harrow population. It is estimated that around 10% of the UK population are lesbian, gay or bisexual, which would equate to approximately 25,000 of our residents. Although Sexual Orientation is a protected characteristic under equalities legislation there is insufficient data and no</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

evidence that the proposal will have a negative impact on any individual or group due to their sexual orientation.				
2.1 Cumulative impact – considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on groups with protected characteristics? <input type="checkbox"/> Yes No <input checked="" type="checkbox"/>				
If you clicked the Yes box, which groups with protected characteristics could be affected and what is the potential impact? Include details in the space below				
2.2 Any other impact - considering what else is happening nationally/locally (national/local/regional policies, socio-economic factors etc), could your proposals have an impact on individuals/service users, or other groups? <input type="checkbox"/> Yes No <input checked="" type="checkbox"/>				
If you clicked the Yes box, Include details in the space below				

3. Actions to mitigate/remove negative impact				
Only complete this section if your assessment (in section 2) suggests that your proposals may have a negative impact on groups with protected characteristics. If you have not identified any negative impacts, please complete sections 4 and 5.				
In the table below, please state what these potential negative impact (s) are, mitigating actions and steps taken to ensure that these measures will address and remove any negative impacts identified and by when. Please also state how you will monitor the impact of your proposal once implemented.				
State what the negative impact(s) are for each group, identified in section 2. In addition, you should also consider and state potential risks associated with your proposal.	Measures to mitigate negative impact (provide details, including details of and additional consultation undertaken/to be carried out in the future). If you are unable to identify measures to mitigate impact, please state so and provide a brief explanation.	What action (s) will you take to assess whether these measures have addressed and removed any negative impacts identified in your analysis? Please provide details. If you have previously stated that you are unable to identify measures to mitigate impact please state below.	Deadline date	Lead Officer

4. Public Sector Equality Duty How does your proposal meet the Public Sector Equality Duty (PSED) to: <ol style="list-style-type: none"> 1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010 2. Advance equality of opportunity between people from different groups 3. Foster good relations between people from different groups 				
Include details in the space below				

5. Outcome of the Equality Impact Assessment (EqIA) click the box that applies				
<input checked="" type="checkbox"/> Outcome 1 No change required: the EqIA has not identified any potential for unlawful conduct or disproportionate impact and all opportunities to advance equality of opportunity are being addressed				
<input type="checkbox"/> Outcome 2 Adjustments to remove/mitigate negative impacts identified by the assessment, or to better advance equality, as stated in section 3&4				
<input type="checkbox"/> Outcome 3 This EqIA has identified discrimination and/ or missed opportunities to advance equality and/or foster good relations. However, it is still reasonable to continue with the activity. Outline the reasons for this and the information used to reach this decision in the space below.				
Include details here				

--

This page is intentionally left blank

Section 1: Child Population Projections

ONS Mid-Year Estimates (MYE)

Mid-year population estimates relate to the usually resident population. They account for long-term international migrants (people who change their country of usual residence for a period of 12 months or more) but do not account for short-term migrants (people who come to or leave the country for a period of less than 12 months).

Harrow’s 2020-MYE

According to the 2020-MYE Harrow’s school age children are estimated to have increased from 2019 to 2020, whilst the pre-school and post-school numbers have decreased, as can be seen in the table below.

Age	mid-2019	Mid-2020	# change	% change
0 to 4	17,842	17,832	-10	-0.06%
5 to 9	17,137	17,429	292	1.70%
10 to 14	15,333	15,552	219	1.43%
15 to 19	13,644	13,951	307	2.25%
20 to 24	13,039	12,889	-150	-1.15%

Source: Population Estimates Table (2020)

ONS Sub National Population Projections

The ONS’s Population Projections (SNPP) provide statistics on potential future size and age structure of the population. They are based on past trends and assumptions of future levels of births, deaths and migration. They do not incorporate local development plans but instead provide a baseline, which can be combined with local knowledge.

Harrow’s 2018-based SNPPs

According to the ONS’s SNPPs Harrow’s primary age children from 0 to 4 and 5 to 9 are projected to decrease between 2018 and 2028.

According to the ONS’s SNPPs Harrow’s secondary age children from 10 to 19 are projected to continue increasing;

Age range	2018	2023	2028	# change 2018-2028	% change 2018-2028
0-4	17,745	15,732	14,840	-2,905	-16.4%
0-9	16,783	16,919	15,059	-1,724	-10.3%
10-14	15,080	16,417	16,378	1,298	8.6%
15-19	13,767	13981	15,142	1,375	10.0%
20-24	13,528	11,880	11,710	-1,818	-13.4%

Source: 2018 SNPP table2

GLA Borough Preferred Option Population Projections

The Borough Preferred Option (BPO) projections are a special set of housing-led population projections produced by the GLA for London local authorities and based on a housing development trajectory specified by each borough for this specific purpose. The BPO projections use the GLA housing-led and small area models to produce ward-level population projections. The model operates by calculating a population based solely on trends and then separately one based on converting available dwelling stock into population through the application of average household size (AHS). These two populations are then reconciled in the model to produce a final population which accounts for both current trends and relative changes in housing availability.

The 2019-based BPO projections comprise 3 scenarios projections:

- **Scenario 1:** standard migration assumptions for the covid period, high domestic out-migration assumptions in the longer-term. This can be considered the standard scenario and is the default option for the input into the SRP process.
- **Scenario 2:** standard migration assumptions for the covid period, lower domestic out-migration assumptions in the longer-term. This is a high long-term population scenario.
- **Scenario 3:** high out migration assumptions for the covid period, high domestic out-migration assumptions in the longer-term. This is a low short-term population scenario.

This year we have used the school roll projections that are based on the BPO Scenario 2 variant, in-line with Demography and Planning areas of the Council.

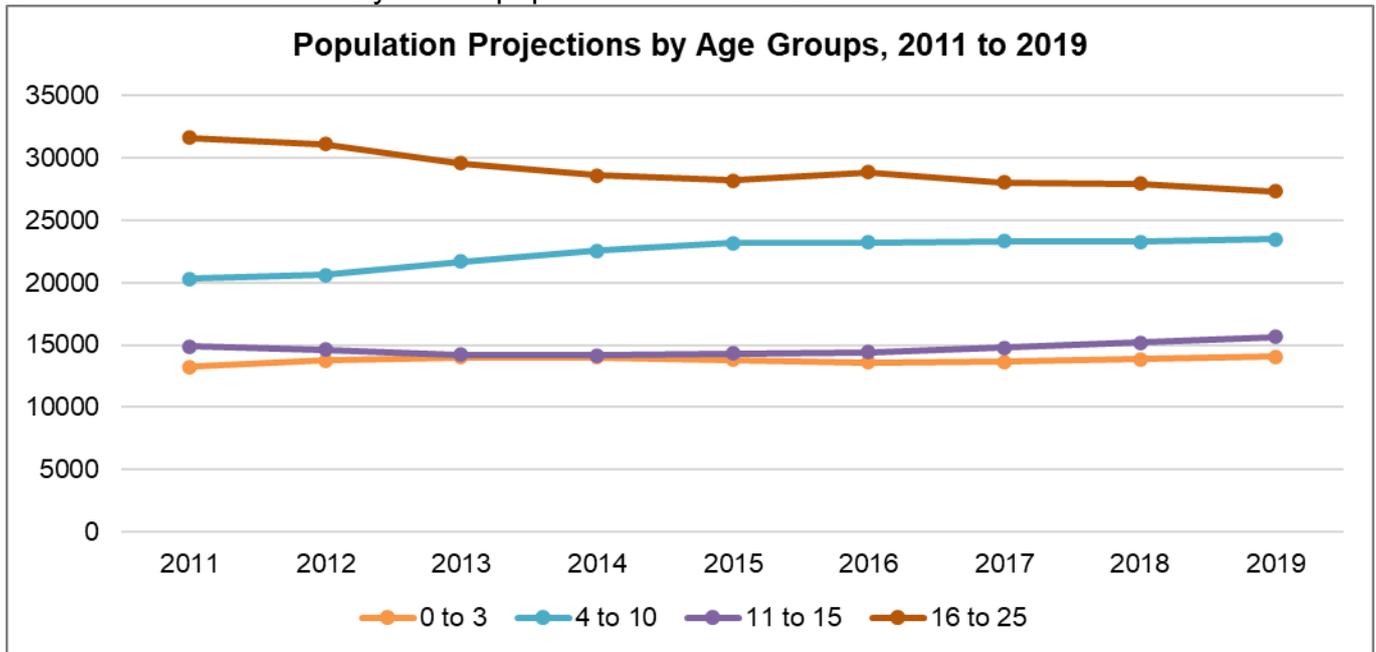
A summary of the GLA's 2019 Borough Preferred Option population projections based on the scenario 2 variant for Harrow of 0 to 3 year olds, 4-10 year olds, 11-15 year olds and 16 to 25 year olds is summarised in the chart below.

Chart 1 below shows that between 2011 and 2019:

- The number of 0 to 3 year olds has fluctuated over the years but overall remained relatively steady.
- The number of 4 to 10 year olds have continued to steadily increase.
- The number of 11 to 15 year olds was dropping until 2015, at which point they have started to increase.
- The number of 16 to 25 year olds has overall continue to drop over the years.

Age	2011	2012	2013	2014	2015	2016	2017	2018	2019
0 to 3	13,252	13,744	14,023	14,000	13,785	13,576	13,652	13,857	14,048
4 to 10	20,315	20,630	21,713	22,588	23,204	23,247	23,337	23,260	23,469
11 to 15	14,892	14,638	14,228	14,160	14,317	14,429	14,776	15,187	15,642
16 to 25	31,644	31,099	29,586	28,624	28,208	28,873	28,039	27,959	27,344

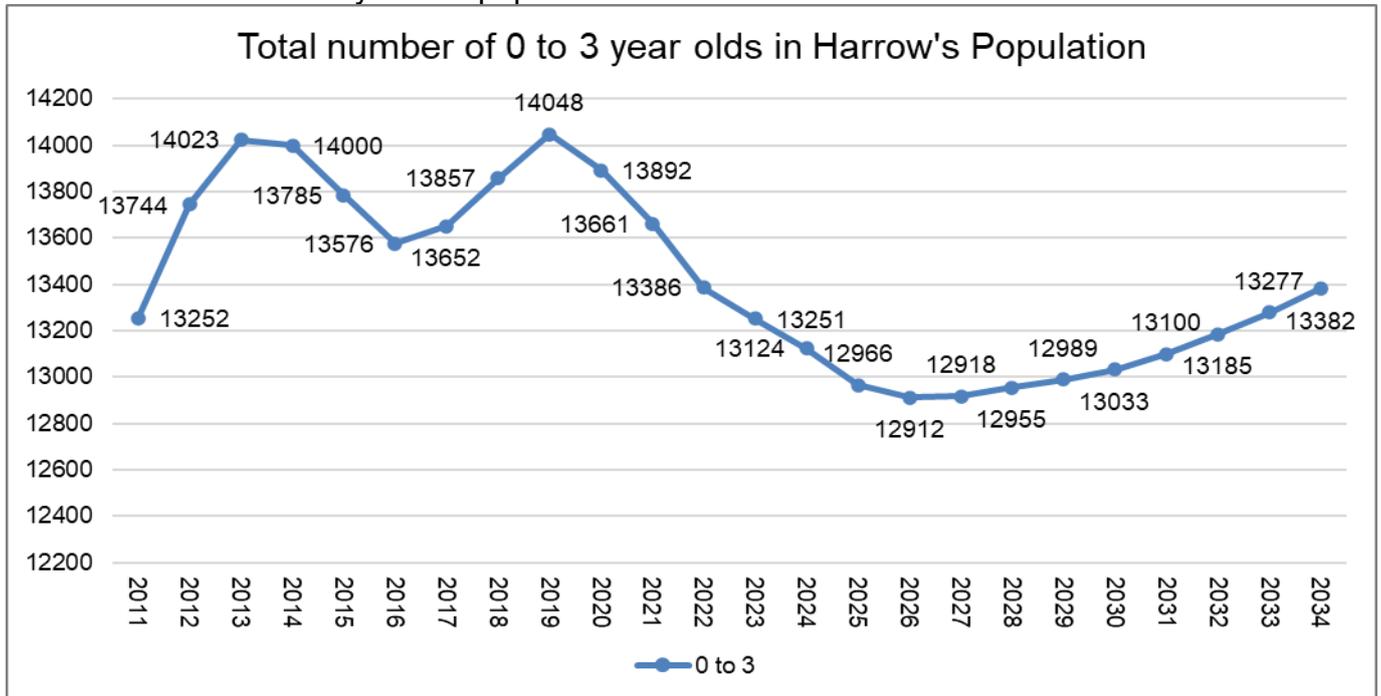
Chart 1: Harrow's 0 to 25 year old population 2011 to 2019



Source: GLA's Harrow_scenario_2_BPO_2019

The number of 0 to 3 year olds in Harrow has fluctuated over the last decade, increasing from 13,252 in 2011 to 14,023 in 2013 and then falling to 13,576 in 2016 but then increasing again to 14,048 in 2019. However, they are projected to decrease between 2019 and 2026, falling to 12,912 in 2026 and then very steadily increasing again to 13,382 in 2034.

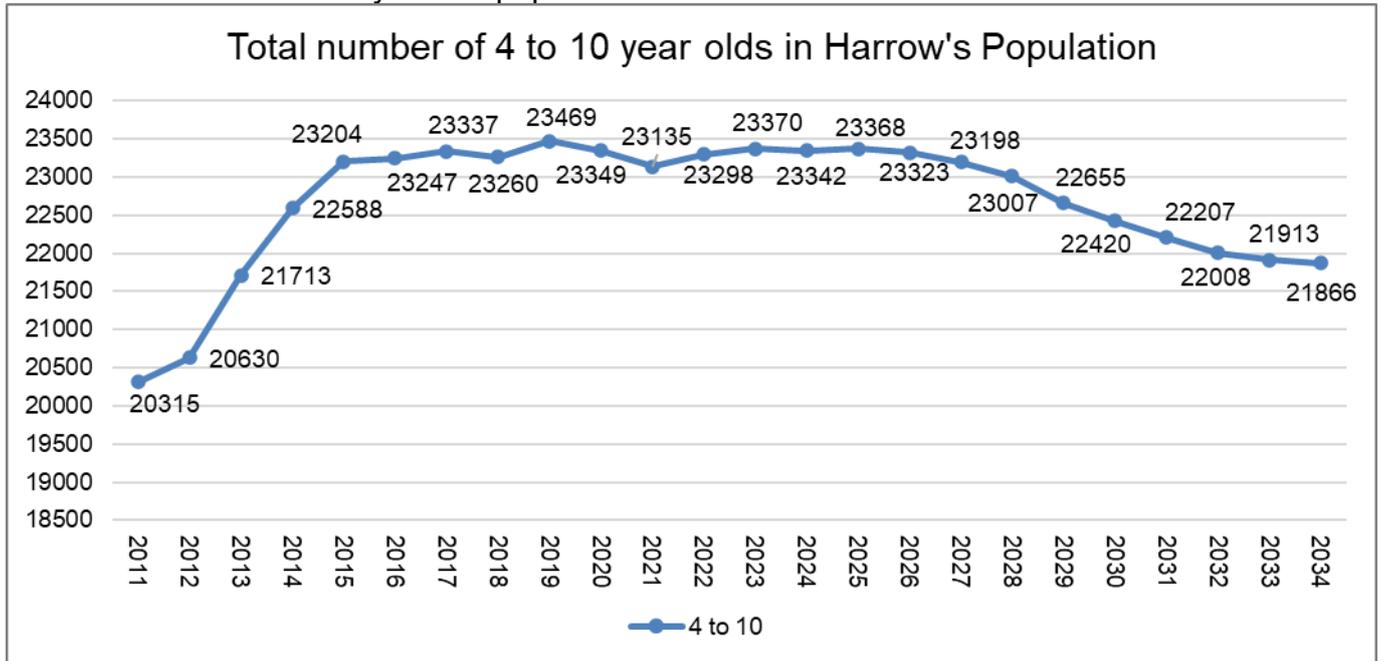
Chart 2: Harrow's 0 to 3 year old population



Source: GLA's Harrow_scenario_2_BPO_2019

The number of 4 to 10 year olds has increased from 20,315 in 2011 to 23,469 in 2019, and are projected to dip to 23,135 in 2020 and then remain steady until 2026, after which they start to decrease to 21,866 by 2034, as can be seen in Chart 3 below.

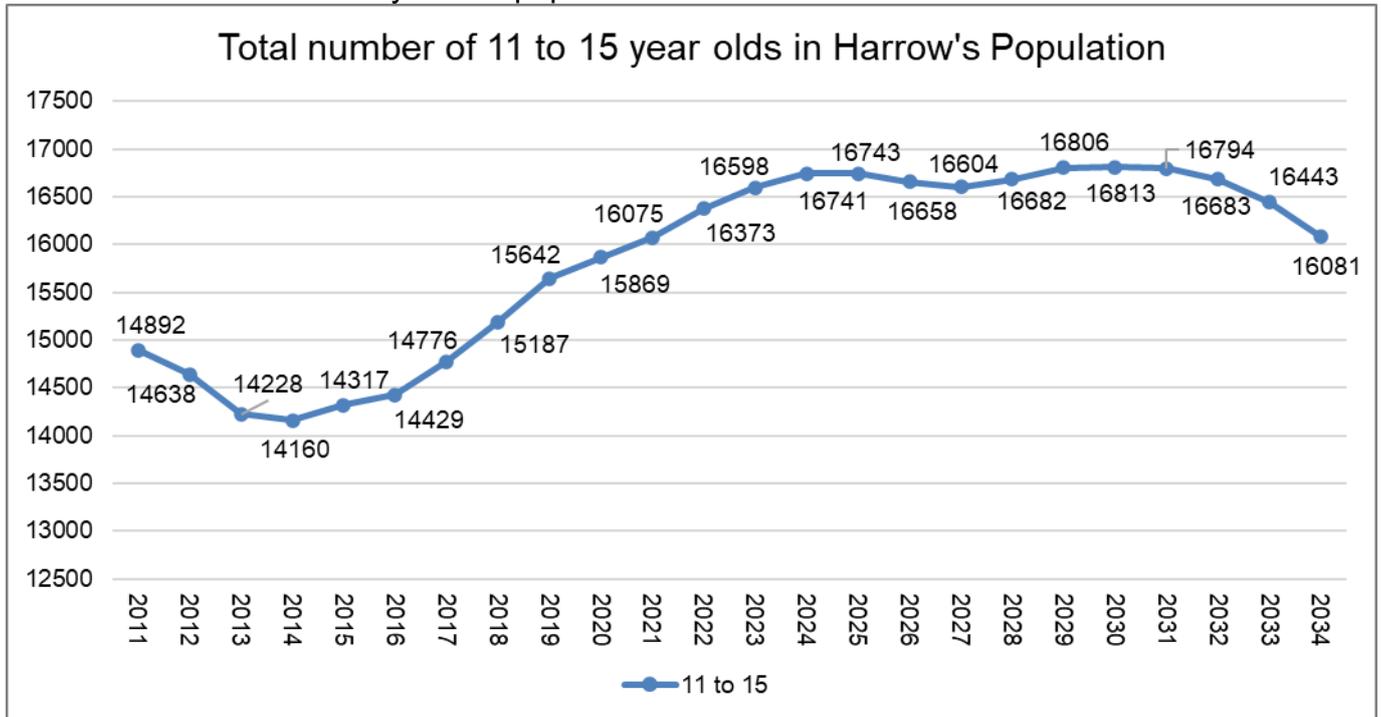
Chart 3: Harrow's 4 to 10 year old population



Source: GLA's Harrow_scenario_2_BPO_2019

Chart 4 below shows that the number of 11 to 15 year olds decreased from 14,892 in 2011 to 14,160 in 2014, and then increased to 15,642 in 2019. The projections are projected to continue increasing peaking at 16,743 in 2025 and then remain steady with a downward trajectory to 16,081 in 2034.

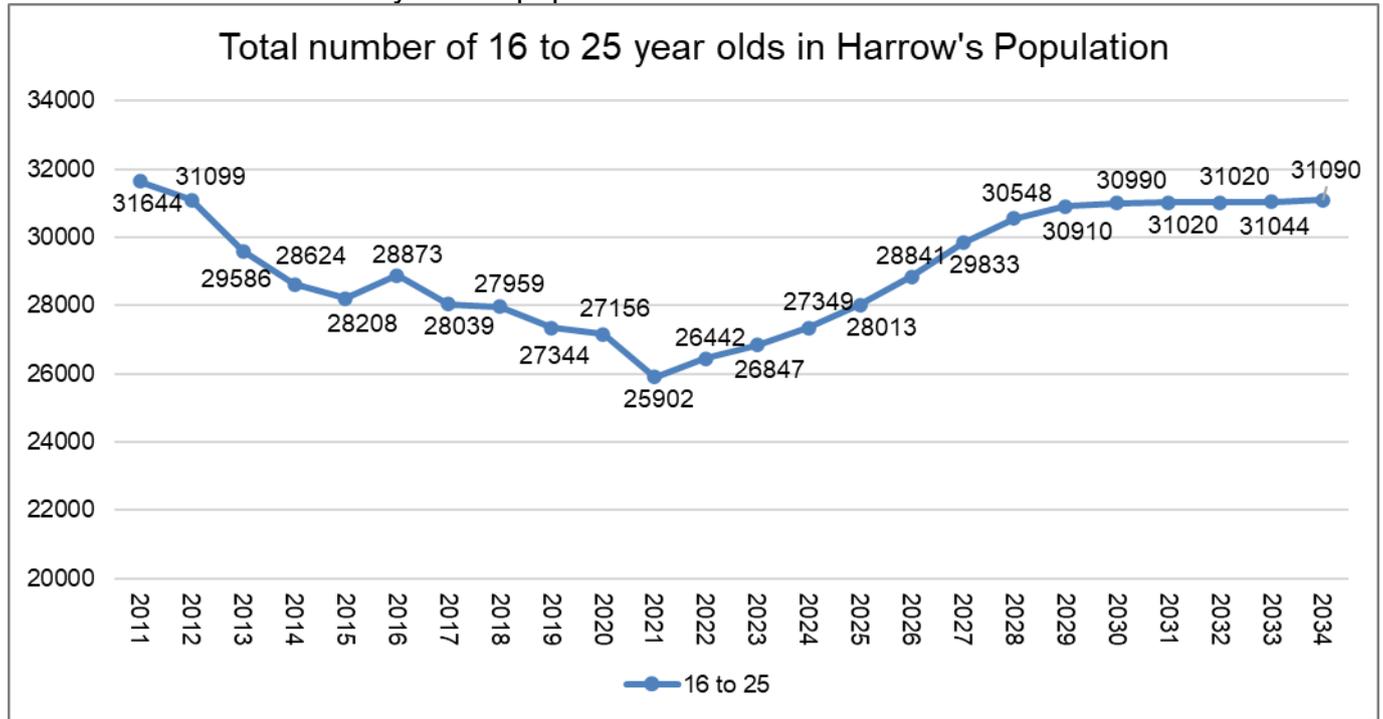
Chart 4: Harrow's 11 to 15 year old population



Source: GLA's Harrow_scenario_2_BPO_2019

Chart 5 below shows that the number of 16 to 25 year olds has dropped from 31,644 in 2011 to 27,344 in 2019, and are projected to continue decreasing to 25,902 in 2021 and then steadily increase to 31,090 by 2034.

Chart 5: Harrow's 16 to 25 year old population



Source: GLA's Harrow_scenario_2_BPO_2019

Primary Planning Areas

The GLA projections for primary schools are area based, using the Planning Areas created in 2004 by Harrow Council for school place planning when they were changed to reflect boundary changes. The projections for each Planning Area are based on a combination of ward-level child population projections and the historic pattern of subscription to schools. An analysis of where pupils went to school in 2004, based on pupils’ postcodes, was used to define the Planning Areas. Where over 40% of pupils in a ward went to schools in the Planning Area, these are described as “main” wards. Where between 10% and 40% of pupils in a ward went to schools in the Planning Area these are described as “other” wards. Thus, it is possible to see that for Planning Area 1, the North East, most pupils attending Aylward, Stanburn, Whitchurch and Weald Rise schools lived in Belmont, Stanmore Park and Canons wards. Smaller numbers of pupils lived in Harrow Weald, Edgware, Queensbury, Wealdstone, Kenton East and Kenton West. The Primary Planning Areas are a tool for school place planning and therefore there is consideration of the impact of changes in one planning area on another.

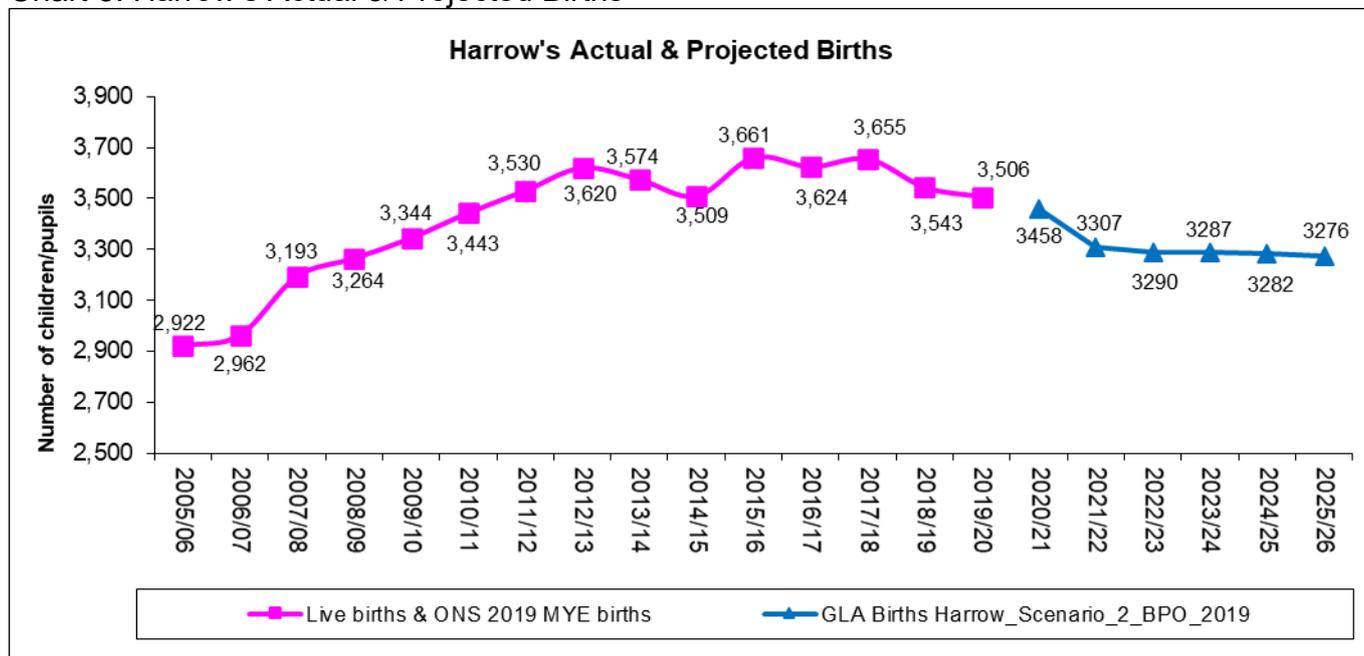
Following the changes that have just been made to Harrow’s ward boundary changes, which will be implemented in May 2022, Harrow’s Planning Areas will also be reviewed.

Harrow’s Births and Reception Year Rolls

Harrow’s observed births have continued to increase from 2,922 in 2005/06 to 3,620 in 2012/13, as can be seen in Chart 6 below. Births fluctuated from 2013/14 onwards - dropping to 3,509 in 2014/15, and increasing to 3,661 in 2015/16, then dropped again in 2016/17 to 3,624, but increased to 3,655 in 2017/18 and then fell again in 2019/20 to 3,506.

In-line with this decline Harrow’s projected births are projected to continue dropping, falling from 3,458 in 2020/21 to 3,276 in 2025/26, as can be seen in Chart 6 below.

Chart 6: Harrow’s Actual & Projected Births

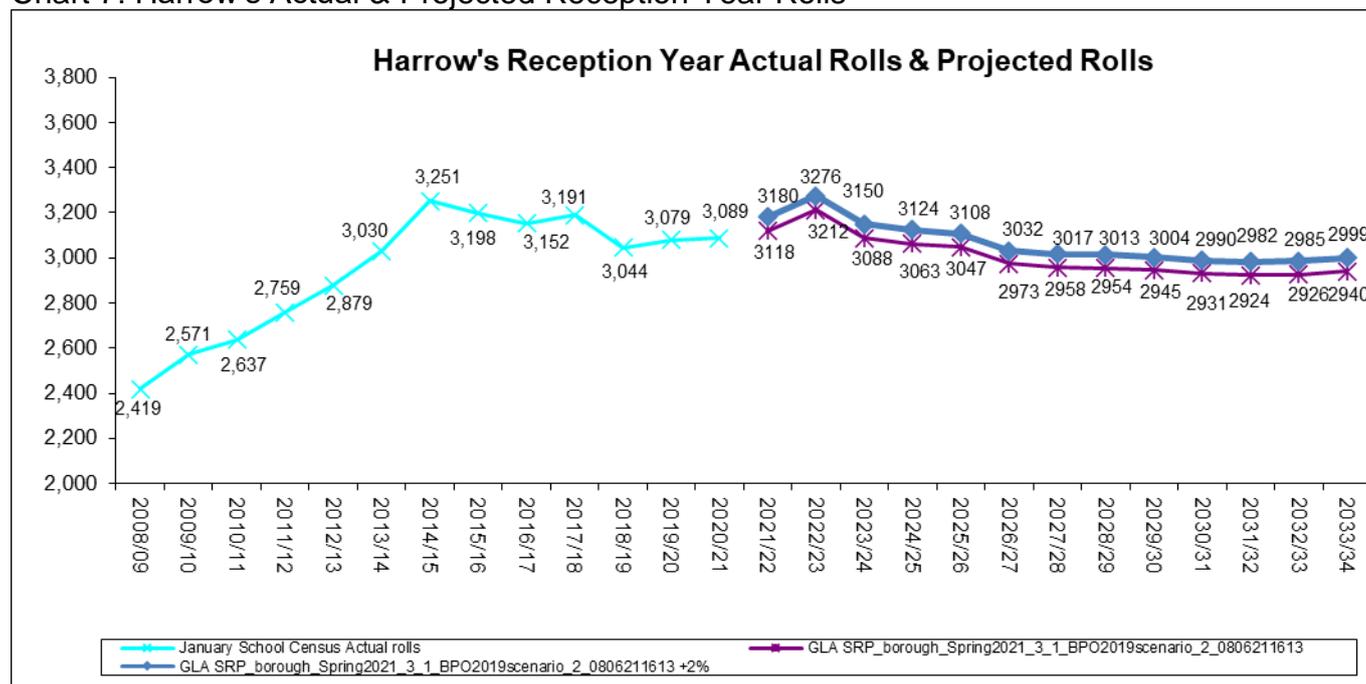


Source: GLA Births Harrow_scenario_2_BPO_2019

In-line with the increase in Harrow’s births Harrow schools’ actual Reception numbers increased from 2,224 in 2005/06 to 3,251 in 2014/15. However, the numbers fell in 2015/16 to 3,198 and then dropped again to 3,152 in 2016/17. In 2017/18 the reception number rose slightly to 3,191 but then dropped quite significantly to 3,044 in 2018/19, rose slightly to 3,079 in 2019/20 and then increased very slightly in 2020/21 to 3,089. This overall decline in the actual numbers is somewhat reflected in a lower trajectory of Harrow’s schools roll projections, as can be seen in

chart 7 below. Due to this change this report includes both the school roll projections as provided by the GLA (referred to as baseline) alongside our local adjustment of 2%.

Chart 7: Harrow’s Actual & Projected Reception Year Rolls



Source: GLA SRP_borough_Spring2021_3_1_BPO2019scenario_2_0806211613

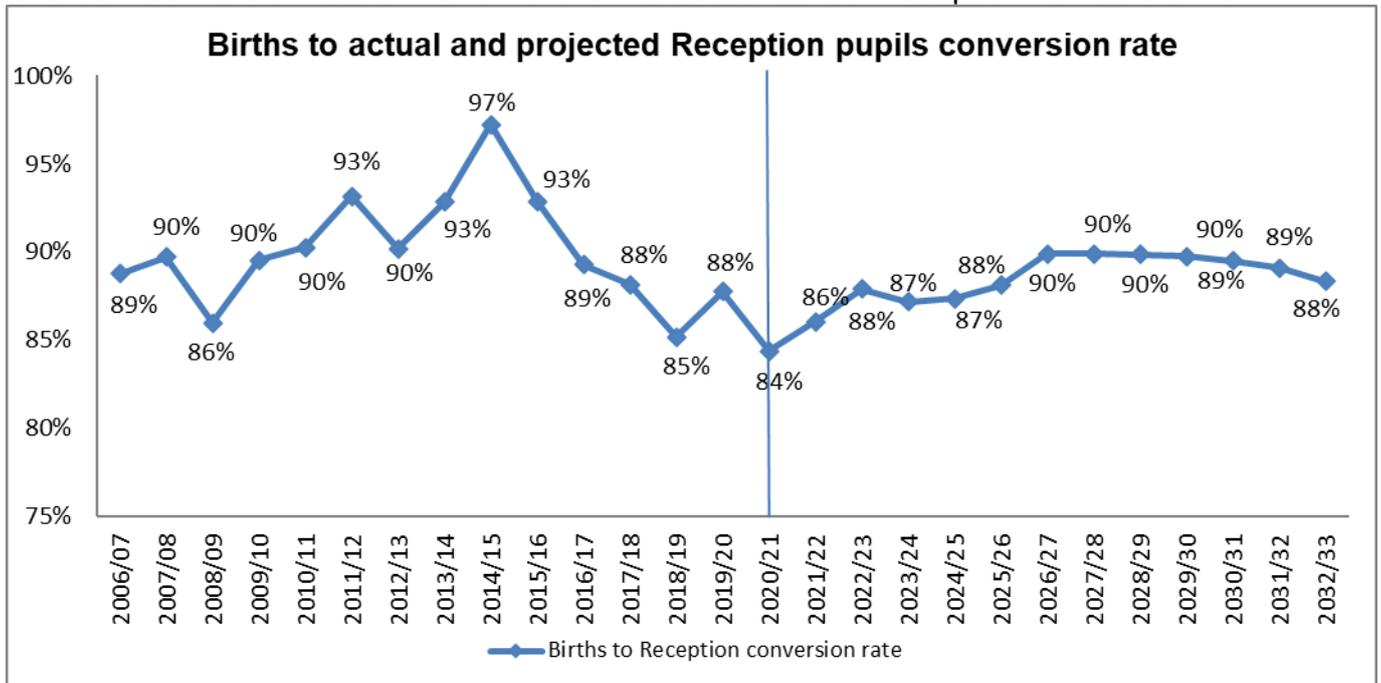
Births to School Conversion

Harrow’s birth to school pupil conversion rate has ranged from 89% in 2006/07 (representing 2,310 children in Reception as at January 2007 from a total of 2,602 births in 2001/02) to 97% in 2014/15 (representing 3,251 children in Reception as at January 2015 from a total of 3,344 births in 2009/10). However the conversion rate has been dropping since and has fallen to 84% in 2020/21 (representing 3,089 children in Reception as at January 2020 from a total of 3,661 births).

It should be noted that increases in Harrow’s births have not inevitably translated into children accepting a place in Harrow’s schools Reception year group, as can be seen by the latest data above. There are likely to be a range of variables that will affect the actual number of births converting into Harrow’s Reception school children, such as migration into and out of the borough, migration out of the country especially of European Citizens returning to their country of origin (likely to be due to both Brexit and or the Covid-19 pandemic), children living on the borders of Harrow could be attending neighbouring boroughs school’s (especially with new free school’s opening in Harrow’s neighbouring boroughs), or even selecting an independent school.

Chart 9 below shows Harrow’s 2006/07 to 2019/20 births to actual Reception numbers on roll conversion rate, which has been fluctuating, from 89% in the academic year 2006/07, peaking at 97% in 2014/15, falling to 85% in 2018/19 and increasing to 88% in 2019/20 and then falling again to the lowest retention rate ever – 84% in 2020/21. It also shows Harrow’s 2020/21 to 2031/32 projected conversion rate, which is in line with the recent fluctuations in the actual conversion rates, ranging between 86% and 90%.

Chart 9 - Conversion rate of Harrow births into **actual** school Reception numbers on roll



Source: GLA Births Harrow_scenario_2_BPO_2019

Section 2: Local Factors Influencing Harrow's Pupil Projections

School Admissions Applications, Offers for Places and Take –Up

Residents must apply to their home authority for a maintained school place, whether the school place is within the authority or out of borough. During the Admissions process, applications for a Harrow school from out borough residents are also considered and vice versa. Whilst residents do not apply for an independent school place via the Local Authority, they sometimes do let the authority know that they are sending their child to an independent school.

Reception in-take

The Admissions service has experienced an increasing trend until 2014 in the number of on-time, late and in-year applications for Reception and all of the primary phase year groups. Applications for Reception places have plateaued from 2015 to 2020 and are now starting to decline.

Harrow Residents

Admissions received 3,142 applications (as at 18 July 2021) **from Harrow residents** for a September 2021 Reception year school place; this includes applications for Harrow schools, out of borough schools etc.

Applications and offers of Reception places

Table 1 below shows the total number of applications over the last few years. This table also illustrates the difference between the number of offers made and the take up of places as measured by the DfE School Census in January. The take-up rate has reverted back to previous years, falling slightly from last year's rate and this will be monitored.

Table 1 – Admissions Reception Entry Applications of Harrow residents

Entry Year	On-time	Lates as at end of August	Total	Increase	% Increase from previous year	January Census	January Take Up Rate
	January*	**		(Total)		Reception	
Sep-12	2,796	318	3,114	-	-	2,879	92.5%
Sep-13	2,991	330	3,321	207	6.65%	3,029	91.2%
Sep-14	3,210	238	3,448	127	3.82%	3,251	94.3%
Sep-15	3,126	288	3,414	-34	-0.99%	3,195	93.6%
Sep-16	3,175	264	3,439	25	0.73%	3,154	91.7%
Sep-17	3,143	243	3,386	-53	-1.54%	3,189	94.2%
Sep-18	2,969	205	3,174	-212	-6.26%	3,043	95.9%
Sep-19	2,976	212	3,188	14	0.44%	3,079	96.6%
Sep-20	3,043	184	3,227	39	1.22%	3,089	95.7%
Sep-21	2,864	278***	3,142	-85	-2.63%	3,118	99.2%

* On-time applications are the data from the DfE returns submitted on offer day.

** Lates are the number of on-time applications subtracted from the total home (Harrow) applications on the Capita One system. (Note: if the home address of the pupil has changed to an address outside Harrow since the application, this may deflate the total number of late applications)

*** As at 18 July 2021

Year 7 intake

Harrow Residents

Admissions received 3,024 applications (as at 20 July 2021) **from Harrow residents** for a September 2020 year 7 school place; this includes applications for Harrow schools, out of borough schools and grammar schools etc.

Table 2 below shows the increase in the total number of applications over the last few years. It also illustrates the difference between the number of offers made and the take up of places as measured by the DfE School Census in January. The take-up rate remained at or just above 81% a few years ago, however it increased to 84.4% in September 2016, dropping slightly to 83.0% in September 2017, but then increased to 88.5% in September 2019. As at September 2020 the take up rate fell to 85.5%.

Table 2 – Admissions Year 7 Entry Applications of Harrow residents

Entry Year	On-time	Lates as at end of August(2)	Total	Increase	% Increase from previous year	January Census	January Take Up Rate
	October(1)			(Total)		Year 7	
Sep-13	2,329	129	2,458	-	-	1,982	80.6%
Sep-14	2,475	167	2,642	184	7.49%	2,160	81.8%
Sep-15	2,557	167	2,724	82	3.10%	2,204	80.9%
Sep-16	2,676	142	2,818	94	3.45%	2,377	84.4%
Sep-17	2,753	75	2,828	10	0.35%	2,347	83.0%
Sep-18	2,749	139	2,888	60	2.12%	2,534	87.7%
Sep-19	2,914	104	3,018	130	4.50%	2,670	88.5%
Sep-20	2,986	83	3,069	51	1.69%	2,623	85.5%
Sep-21	2,931	93	3,024(3)	-45	-1.47%	2,668	88.2%

(1) On-time applications are the data from the DfE returns submitted on offer day.

(2) Lates are the number of on-time applications subtracted from the total home (Harrow) applications on EMS. (Note: if the home address of the pupil has changed to an address outside Harrow since the application, this may deflate the total number of late applications)

(3) As at 20 July 2021

Harrow primary schools' pupils' borough of residence

The number of pupils in Reception to Year 6 in Harrow schools have consistently increased since 2005/06 (16,633) to 2019/20 (21,714). However the number dropped for the first time in January 2021 - there were 21,480 pupils in Harrow's 39 primary and 1 all through school, a drop of 234 pupils. (Source: Harrow schools' school census).

The number of out of borough primary age pupils attending Harrow's schools also increased, from 2,031 in January 2016, to 2,125 in January 2017 to 2,200 in January 2018 and 2,301 in January 2019, however they dropped to 2,299 in 2020 and 2,261 in 2021.

Table 3 below shows that as at **January 2021** the majority of Harrow's primary school pupils reside within the borough of Harrow.

Table 3: Harrow schools' Reception to Year 6 pupils Harrow ward of residence January 2021 & (January 2020)

Ward	Number of pupils	Percentage of pupils
Roxbourne	1242 (1275)	5.8% (5.9%)
Marlborough	1242 (1228)	5.8% (5.7%)
Greenhill	1240 (1232)	5.8% (5.7%)
Wealdstone	1204 (1223)	5.6% (5.6%)
Queensbury	1062 (1046)	4.9% (4.8%)
Edgware	986 (1023)	4.6% (4.7%)
Pinner South	950 (985)	4.4% (4.5%)
Headstone South	950 (989)	4.4% (4.6%)
Belmont	924 (945)	4.3% (4.4%)
Rayners Lane	901 (972)	4.2% (4.5%)
Harrow Weald	873 (912)	4.1% (4.2%)
Kenton East	873 (880)	4.1% (4.1%)
Headstone North	863 (761)	4.0% (3.5%)
West Harrow	845 (838)	3.9% (3.9%)
Kenton West	818 (788)	3.8% (3.6%)
Roxeth	786 (772)	3.7% (3.6%)
Harrow on the Hill	772 (828)	3.6% (3.8%)
Canons	729 (725)	3.4% (3.3%)
Hatch End	688 (722)	3.2% (3.3%)
Stanmore Park	639 (654)	3.0% (3.0%)
Pinner	632 (617)	2.9% (2.8%)
Harrow wards total	19219 (19415)	89.5% (89.4%)
Out of borough	2261 (2299)	10.5% (10.6%)
Grand total	21480 (21714)	100% (100%)

Source – January 2020 & 2021 School Census NB special schools not included

Residence of Reception Pupils

As at January 2021 there were 3,089 (3,079 in 2020) pupils in the Reception year group and 9.7% (9.0% in 2020) of Harrow schools' Reception pupils live outside the borough. In January 2021 outborough pupils mainly live in Harrow's neighbouring boroughs: Brent 111 (108 in 2020), Hillingdon 67 (67 in 2020), Ealing 36 (33 in 2020) and Barnet 35 (27 in 2020), Other LAs 50 (41 in 2020).

DfE's Primary Cross Border Movement

In January 2020, 6.5% (7.6% in January 2019) of Harrow's resident Reception age children attended schools maintained by other local authorities. The net difference between imports and exports as a percentage of the school population in Reception for Harrow in 2019/20 is 0%, as 6.5% of other local authorities children attended schools in Harrow.

The numbers of primary age pupils exported and imported into Harrow have remained similar and balanced over the last 4 years; however as at January 2020 Harrow imported 541 (501 in January 2019) more children into its schools than it exported into other borough's schools.

Table 4 below shows where Harrow's resident pupils attend primary schools outside of the borough over the last 4 years. The number of pupils leaving Harrow to attend schools in other boroughs has continued dropping over the last four years, from 1,932 in January 2016 to 1,715 in January 2020.

Table 4: Harrow’s resident pupils attending primary schools in other boroughs

Primary School LA	Pupil residents of Harrow			
	Jan-17	Jan-18	Jan-19	Jan-20
Primary Schools in Hillingdon	659	621	567	538
Primary Schools in Brent	521	514	501	500
Primary Schools in Barnet	431	419	398	385
Primary Schools in Ealing	155	147	164	160
Primary Schools in Hertfordshire	110	124	114	85
Other LAs	44	47	51	47
Total Harrow resident pupils exported	1,920	1,872	1,795	1,715

Source: DfE SFR Cross Border Movement

Table 5 below shows the number of out of borough of residents attending Harrow’s primary schools. The number of out of borough pupils attending Harrow’s schools increased from 2,060 in January 2017 to 2,296 in January 2019 but dropped slightly to 2,256 in 2020.

Table 5: Borough of residence of Harrow’s primary school pupils

LA Name Residence	Primary School in Harrow			
	Jan-17	Jan-18	Jan-19	Jan-20
Residents of Brent	711	743	789	786
Residents of Hillingdon	418	441	499	498
Residents of Hertfordshire	368	384	450	418
Residents of Ealing	307	296	297	283
Residents of Barnet	205	204	211	223
Other LAs	42	36	48	48
Unknown*	9	6	2	6
Total out of borough pupils imported	2,060	2,110	2,296	2,256

Source: DfE SFR Cross Border Movement

* Includes pupils with invalid postcodes

Harrow secondary schools’ pupils’ borough of residence

As at January 2021, there were 12,836 pupils on roll (12,458 pupils in January 2020) in Years 7 to 11 in Harrow’s 12 secondary and 1 all through schools.

The number of out of borough secondary aged pupils attending Harrow schools has continued to increase from 2,048 in January 2017 to 2,511 in January 2021, a 23% increase.

January	2017	2018	2019	2020	2021
OoB pupils	2,048	2,134	2,335	2,468	2,511

Table 6 below shows that a majority of Harrow’s high school pupils reside in the borough of Harrow. In Harrow the higher number of pupils live in following wards - Wealdstone 746 (5.8%), Roxbourne 699 (5.4%) and Marlborough 652 (5.1%) wards, whereas less than 300 pupils live in Hatch End 274 (2.1%) and Pinner 203 (1.6%). The highest number of pupils living outside the borough reside in Brent – 865, 6.7%.

Table 6: Harrow schools' Year 7 to Year 11 pupils Harrow ward of residence January 2021 (January 2020)

Ward	Number of pupils	Percentage of pupils
Wealdstone	746 (740)	5.8% (5.9%)
Roxbourne	699 (703)	5.4% (5.6%)
Marlborough	652 (611)	5.1% (4.9%)
Harrow Weald	606 (559)	4.7% (4.5%)
Queensbury	594 (594)	4.6% (4.8%)
Headstone South	586 (556)	4.6% (4.5%)
Edgware	576 (583)	4.5% (4.7%)
Belmont	540 (538)	4.2% (4.3%)
West Harrow	502 (476)	3.9% (3.8%)
Greenhill	487 (459)	3.8% (3.7%)
Harrow on the Hill	486 (453)	3.8% (3.6%)
Roxeth	481 (512)	3.7% (4.1%)
Headstone North	473 (447)	3.7% (3.6%)
Rayners Lane	452 (421)	3.5% (3.4%)
Canons	409 (402)	3.2% (3.2%)
Kenton West	406 (400)	3.2% (3.3%)
Stanmore Park	392 (372)	3.1% (3.0%)
Kenton East	382 (379)	3.0% (3.0%)
Pinner South	379 (345)	3.0% (2.8%)
Hatch End	274 (264)	2.1% (2.1%)
Pinner	203 (176)	1.6% (1.4%)
Harrow wards total	10,325 (9990)	80.4% (80.2%)
Out of borough	2,511 (2468)	19.6% (19.8%)
Grand Total	12,836 (12458)	100% (100%)

Source – January 2019 & 2020 School Census. NB special schools not included.

Residence of Year 7 pupils

As at January 2021 there were 2,623 (2,670 in 2020) pupils on roll in Year 7, of these pupils 480 do not live in Harrow, and a majority of them live in Harrow's neighbouring boroughs, 154 in Brent, 116 in Ealing, 76 in Hillingdon, 65 in Barnet and 69 in other LAs.

DfE Secondary Cross Border Movement

As at January 2020 the number of secondary age pupils exported from Harrow was 3,640 (January 2019 – 3,747) and the number imported into Harrow's high schools was only 2,468 (January 2019 – 2,359), resulting in a loss of 1,169 pupils (January 2019 – 1,388). This is lower than the loss in January 2017 of 1,435 resident pupils, 1,528 in January 2016 and 1,554 loss in January 2015.

There was a 3% reduction (107 pupils) in the number of Harrow's resident pupils attending high schools in another borough (3,747 in January 2019 to 3,637 in January 2020). The table below shows where Harrow's resident pupils have gone to high schools outside of the borough over the last 4 years.

Table 7: Harrow's resident pupils attending high schools in other boroughs

High School LA	Pupil residents of Harrow			
	Jan-17	Jan-18	Jan-19	Jan-20
High Schools in Hillingdon	836	836	868	868
High Schools in Brent	821	862	893	862
High Schools in Hertfordshire	759	824	841	828
High Schools in Barnet	739	706	699	647
High Schools in Buckinghamshire	116	143	128	100
High Schools in Ealing	86	110	92	94
High Schools in Slough	84	84	80	87
High Schools in Hammersmith & Fulham	63	54	54	49
Other LAs	77	88	92	105
Total Harrow resident pupils exported	3,581	3,707	3,747	3,640

Source: DfE SFR Cross Border Movement

Table 8 below shows the number of out of borough residents attending Harrow's high schools over the last 4 years. This number has increased from 2,148 in January 2017 to 2,468 in January 2020, which represents a 14.9% (320 pupils) increase from January 2018 to January 2019.

Table 8: Borough of residence of Harrow's high school pupils

LA Name Residence	High Schools in Harrow			
	Jan-17	Jan-18	Jan-19	Jan-20
Residents of Brent	976	972	935	911
Residents of Ealing	384	419	492	542
Residents of Barnet	377	393	427	413
Residents of Hillingdon	172	197	254	306
Residents of Hertfordshire	188	225	194	231
Unknown*	2	6	6	5
Other LAs	49	54	51	60
Total out of borough pupils imported	2,148	2,266	2,359	2,468

Source: DfE SFR Cross Border Movement

* Includes pupils with invalid postcodes

Transferral rate of Harrow primary school pupils to Harrow secondary schools

The number of pupils in Year 6 has been increasing over the last few years, with latest numbers at 3,038 as at January 2020 (2,972 as at May 2019). The percentage of Year 6 pupils that have transferred to Year 7 in Harrows' high schools has stayed steady between 66% and 70% over the last 8 years, with this year's rate at 68.7%. The remainder of the year 6 pupils are likely to be leaving a Harrow primary school to attend an independent school or a state school in another borough including maintained, voluntary aided and grammar schools. Table 9 below shows the Year 6 to Year 7 transferral rates for the last 11 years.

Table 9: Proportion of Harrow’s Primary School Year 6 pupils (as at the May school census) transferring across to Year 7 in Harrow’s High Schools (as at the October school census)

School Census	Total Yr 6* in Harrow primary schools as at School Census	October School Census	No. of Harrow primary school Yr 6 pupils transferring to Yr 7 in Harrow’s high schools as at October School Census*	% transferring	Yr 7 Number* on Roll as at October School Census
May-10	2,394	Oct-10	1,709	71.4%	1,972
May-11	2,408	Jan-12**	1,716	71.6%	2,088
May-12	2,333	Oct-12	1,559	67.4%	1,861
May-13	2,395	Oct-13	1,592	67.1%	1,980
May-14	2,545	Oct-14	1,697	66.7%	2,172
May-15	2,597	Oct-15	1,721	66.3%	2,198
May-16	2,711	Oct-16	1,783	65.8%	2,371
May-17	2,761	Oct-17	1,844	66.7%	2,348
May-18	2,791	Oct-18	1,892	67.8%	2,512
May-19	2,972	Oct-19	2,072	69.7%	2,659
Jan-20***	3,038	Oct-20	2,088	68.7%	2,618

*The numbers on roll do not include special school pupils;

**The October 2011 data was not available for Academies, so the January 2012 school census was used instead.

***The May 2020 school census was not collected due to the Covid-19 pandemic.

Retention rate of Harrow secondary schools

The number of pupils in Year 7 in Harrow’s secondary schools in October 2020 dropped to 2,618 from 2,659 in October 2019. The retention rate is calculated as percentage by comparing the number of pupils on roll in Year 7 in the October census to that of to the number of pupils on roll in Year 6 in the May census. The retention rate of pupils that are on roll in Year 7 compared to pupils who are on roll in Year 6 has been over 85% during the last 6 years. In October 2020 there were 2,618 pupils on roll which is 86% of the number of pupils on roll in January 2020 in Year 6. Please see table 10 below.

Table 10: Year 7 Retention Rates

May School Census*	Yr 6	October School Census*	Yr 7	Yr 7 as % of previous Yr 6
May-10	2,394	Oct-10	1,972	82%
May-11	2,408	Jan-12**	2,088	87%
May-12	2,333	Oct-12	1,861	80%
May-13	2,395	Oct-13	1,980	83%
May-14	2,545	Oct-14	2,172	85%
May-15	2,597	Oct-15	2,198	85%
May-16	2,711	Oct-16	2,371	87%
May-17	2,761	Oct-17	2,348	85%
May-18	2,791	Oct-18	2,512	90%
May-19	2,972	Oct-19	2,659	89%
Jan-20	3,038	Oct-20	2,618	86%

*The numbers on roll do not include special school pupils;

**The October 2011 data was not available for Academies, so the January 2012 school census was used instead.

***The May 2020 school census was not collected due to the Covid-19 pandemic.

If you compare the transfer rate in table 9 and the retention rate in table 10, this indicates that some of the 30% of pupils who did not transfer at the end of Year 6 from a Harrow Primary School into Year 7 of a Harrow secondary school are replaced by children from outside the

borough. The retention rate will be monitored closely to identify any emerging trends arising as a result of changes to secondary school provision in Harrow with the opening of new and additional secondary places.

Overview of Harrow's population and changes

Harrow's main sources of population data are the Office for National Statistics (**ONS**) and the Greater London Authority (**GLA**).

The ONS produce the National Census every decade, the Mid-Year Estimates (**MYE**) annually and the Sub-National Population Projections (**SNPP**) approximately every two years; these datasets include births and migration data.

The GLA Demography Team produce a range of annually updated population projections at both borough and ward level for the 33 local authorities in the London region. Each round of projections includes a number of variants designed to meet a range of requirements, but in general variants form two groups:

- **Borough Preferred Option (BPO)**. This is the default option but is dependent on boroughs providing development data to be incorporated into the projections.
- **The latest GLA ward level Strategic Housing Land Availability Assessment (SHLAA)** – capped AHS (average household size) population projections for all wards in the local authority. This is the option if boroughs have not provided their development data.

Harrow uses the GLA's Borough Preferred Option, which are based on the latest available housing trajectory, to run our School Roll Projections on.

ONS 2011 National Census

Harrow's population has been changing and increasing since the 2001 Census. A number of factors have contributed to this position; these are outlined in this document.

The 2011 National Census revealed that Harrow's population is estimated to have increased to 239,100; this figure is 15.6% higher than the 2001 Census showed, and the ONS revised 2016 MYEs show a further increase to 248,697. Harrow's population is now at the highest recorded level, based on records going back to 1901. The 0-4 age group has increased by 5,877 between mid-2001 (12,058) and mid-2016 (17,935), which represents a 48.7% increase. There have also been increases across all the statutory school age groups.

The 2011 Census showed that Harrow's residents were born in approximately 200 different countries and the percentage of Harrow's residents born in the UK is the 6th lowest ranking nationally. Harrow is ranked 7th nationally (and in London) for ethnic diversity and 2nd for religious diversity in London.

ONS Population Projections and Estimates

Population Estimates (MYE) are the official source of estimated population size in between the censuses and inform a wide range of national statistics.

Population Projections (SNPP) provide statistics on potential future size and age structure of the population. They are based on past trends and assumptions of future levels of births, deaths and migration. They do not incorporate local development plans but instead provide a baseline, which can be combined with local knowledge.

The ONS's Sub-National Population Projections project what the population of every local authority will look like over the next 25 years. It should be noted that all population projections

become increasingly uncertain the further they are carried forward due to the inherent uncertainty of demographic behaviour.

The 2018-based SNPPs take the 2018 Mid-Year Estimates (MYEs) as their starting point, then: the population is projected forward a year at a time to 2041; the population is aged on from the previous year; the projected number of births and deaths are added; and adjustments for net migration are included. Births, deaths and migration are based on the trends observed in each local authority over the period mid-2011 to 2014. Finally the SNPPs are constrained to be consistent with the national projections for England.

GLA Borough Preferred Option Results for Harrow

Population Change

The population of Harrow is estimated to have grown by 10,661 persons (4.4 percent) between 2011 and 2019. Over the decade to 2029 the population is projected to grow by 14,6161 persons (5.8 percent). By 2041 the population is projected to reach 272,536 persons, a 13.3 percent increase on the 2011 population.

Table 1 below outlines the total population of Harrow from the census base population of 240,365 through five-year intervals to a projected 2041 population of 276,306.

Table 1: Population of Harrow

Year	2019 Population
2011	240,499
2016	248,697
2021	250,230
2026	259,957
2031	267,788
2036	271,181
2041	272,536

Source: harrow_scenario_2_BPO_2019

Age structure

The greatest growth in Harrow, between 2011 and 2031, is projected to be in the 65 and over age group where the population increases by 16,605 persons (49.0 percent).

Table 2: Age structure of Harrow - 2019

Age Group	Population 2011	Population 2031	Change	Percentage Change
0 to 3	13,252	13,100	-152	-1.1
4 to 10	20,315	22,207	1,892	9.3
11 to 15	14,892	16,794	1,902	12.8
16 to 25	31,644	31,020	-624	-2.0
26 to 64	126,510	131,859	5,349	4.2
65 and over	33,886	52,808	18,922	55.8

Source: harrow_scenario_2_BPO_2019

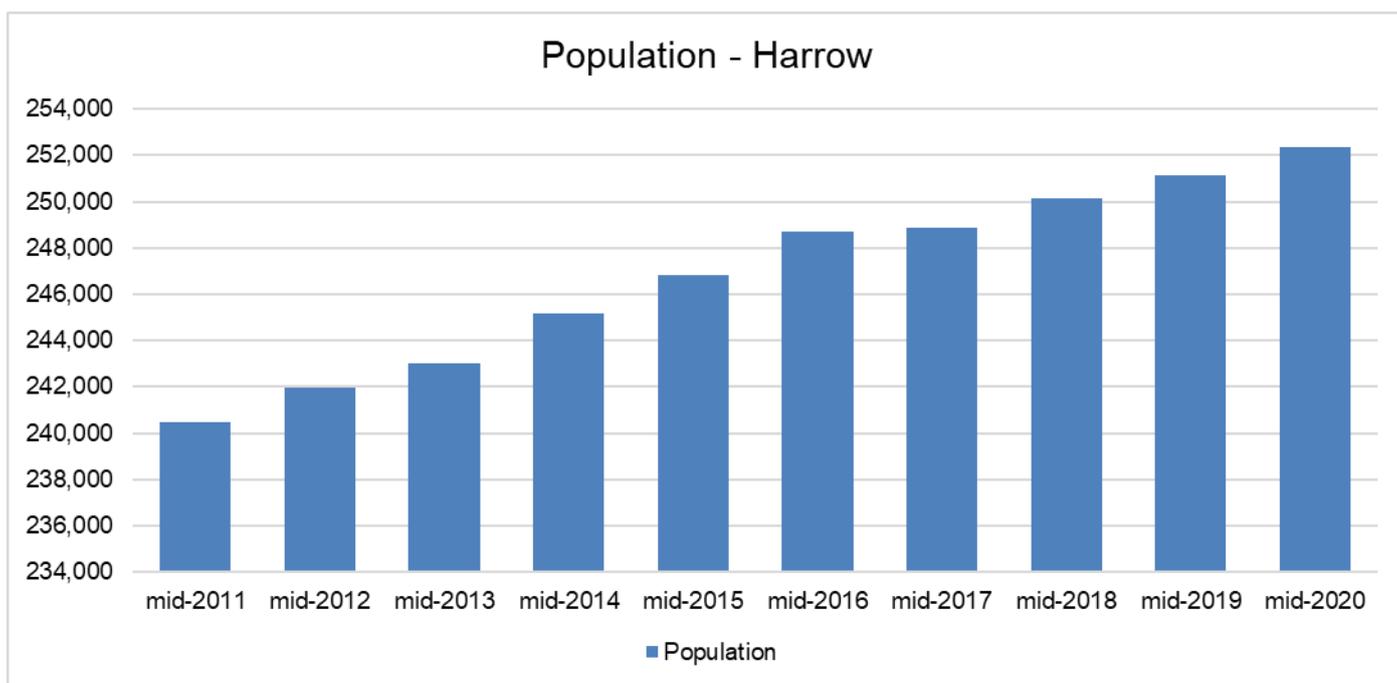
ONS 2020 Mid Year Estimates (MYE)

Harrow's population

Harrow's population has increased from 240,499 in 2011 to 252,338 in 2020, increasing by 1,178 from 2019 to 2020.

Harrow	mid-2011	mid-2012	mid-2013	mid-2014	mid-2015	mid-2016	mid-2017	mid-2018	mid-2019	mid-2020
Population	240,499	241,978	243,004	245,149	246,818	248,697	248,880	250,149	251,160	252,338

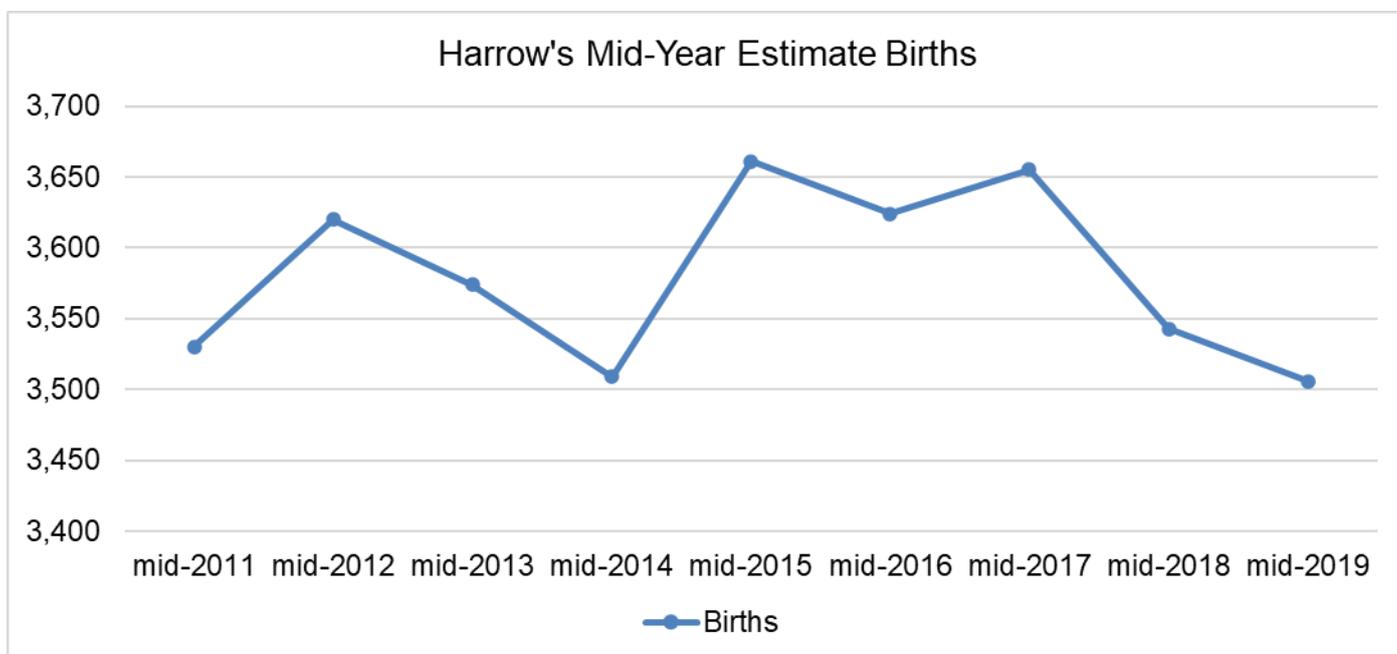
Harrow's population from mid-2011 to mid-2020



Harrow's population increase between 2019 and 2020 (1,178) is slightly lower than it's neighbouring London boroughs; Barnet increased by 3,138 and Hillingdon by 2,144. However, Brent and Ealing's populations have dropped by 2,018 and 1,465 respectively.

Harrow's births

Harrow's births based on the ONS's MYE have fluctuated between 2011 and 2018, peaking at 3,661 in 2015, and increased again in 2017 to 3,655 but have continued to drop since, falling from 3,543 in 2018 to 3,506 in 2019.



Harrow's migration

Harrow's internal migration resulted in a net loss of 4k people in 2017, 3.5k in 2018 and 2.1k in 2019. International migration resulted in a net gain of 3.2k people in 2017, 2.4k in 2018 and 1.7k in 2019. Net impact of total migration was a 834 loss in 2017, 1k loss in 2018 and 420 loss in 2019.

Harrow	2017-MYE	2018-MYE	2019-MYE	Diff 2018-2019	Direction
Internal in	15,919	16,911	15,499	-1,142	Loss
Internal out	19,955	20,369	17,637	-2,732	Loss
Internal net diff	-4,036	-3,458	-2,138	1,320	Gain
International in	4,631	4,345	4,022	-323	Loss
International out	1,429	1,955	2,304	349	Gain
International net diff	3,202	2,390	1,718	-672	Loss
Overall net diff	-834	-1,068	-420	-	-

ONS 2018-based Subnational Population Projections (SNPP)

Published on 24th March 2020, the SNPP suggest that the populations of all regions within England are projected to grow by mid-2028. All regions are projected to have a greater proportion of people aged 65 and over by mid-2028. London is still the largest growing region but no longer the fastest growing as it was in the 2016 SNPPs, it has dropped to 5th place in 2018.

Local Authorities

Population projections at local authority level are especially subject to annual local fluctuations in source data. Also, the actual local population change will be influenced by local economic development and housing policies.

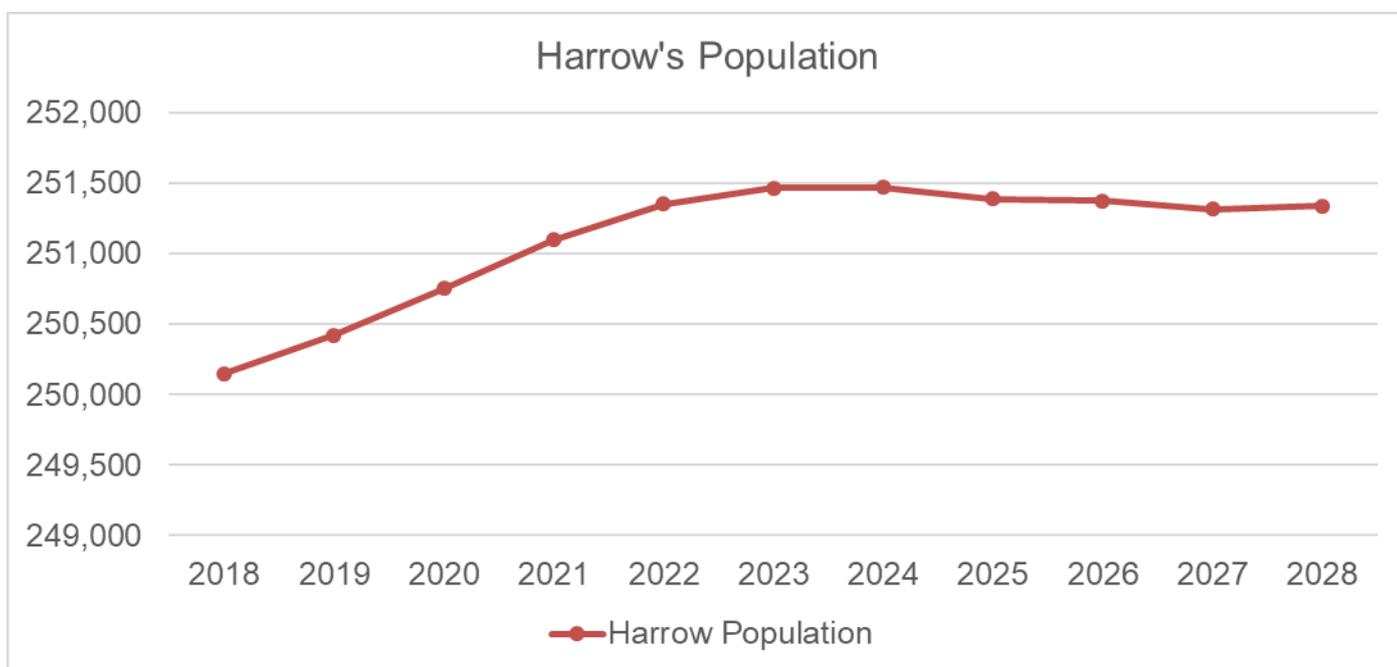
Nearly all local authorities are projected to grow by mid-2028. Of the LAs with the highest projected population growth from 2018 to 2028 the only London borough is Tower Hamlets. Of the LAs with the highest projected population decline from 2018 to 2028 the only London borough is Ealing.

Harrow's 2018-based SNPPs

Harrow's population

The table below shows Harrow's population over the next 10 years – it shows there is a very slow and steady increase from 2018 to 2028.

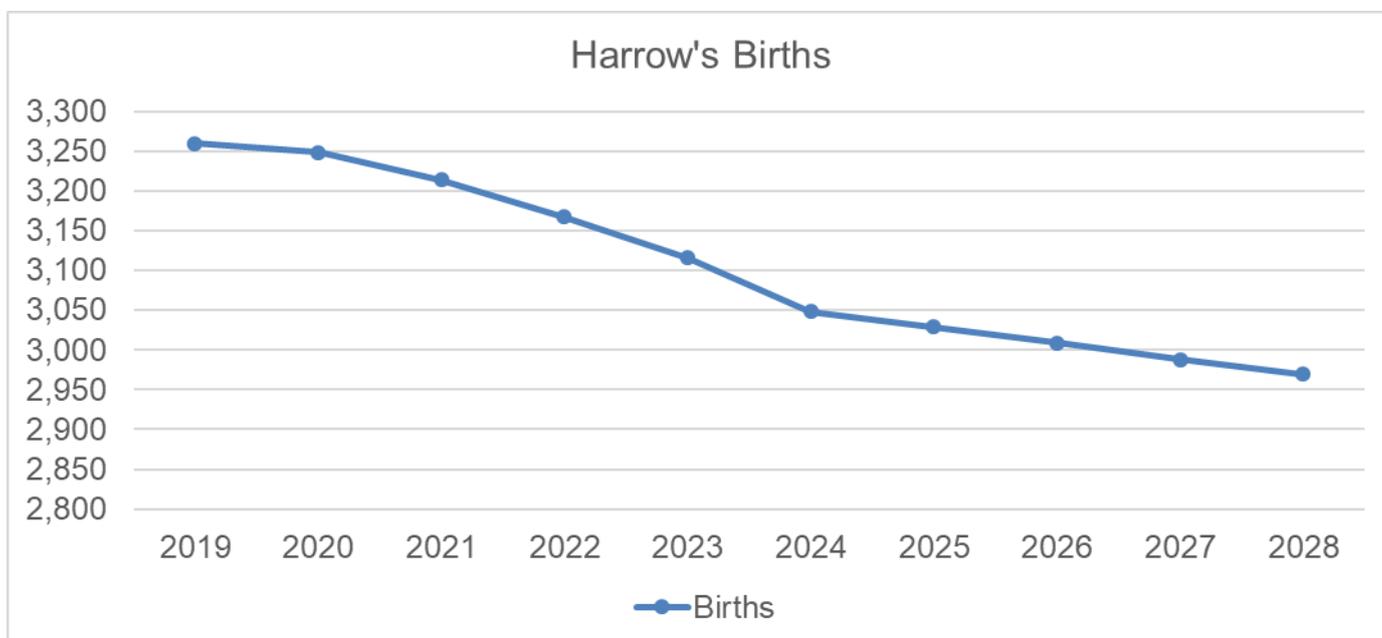
Year	Harrow Population
2018	250,149
2019	250,419
2020	250,751
2021	251,095
2022	251,350
2023	251,462
2024	251,467
2025	251,389
2026	251,371
2027	251,313
2028	251,337



Harrow's births

Harrow's births are projected to fall from 3,260 in 2019 to 3,116 in 2023 and 2,970 in 2028.

Births	Harrow
2019	3,260
2020	3,248
2021	3,214
2022	3,167
2023	3,116
2024	3,048
2025	3,029
2026	3,009
2027	2,988
2028	2,970



Harrow's age ranges

The table below shows Harrow's age ranges up to 90+. There is a projected drop in the 0 to 9 and 20 to 39 age ranges, with an increase for the remainder of the ages.

AGE GROUP	2018	2023	2028
0-4	17,745	15,732	14,840
5-9	16,783	16,919	15,059
10-14	15,080	16,417	16,378
15-19	13,767	13,981	15,142
20-24	13,528	11,880	12,208
25-29	17,457	16,870	15,478
30-34	19,119	17,354	16,555
35-39	19,467	18,101	16,590
40-44	17,210	18,452	17,292
45-49	16,432	16,585	17,725
50-54	15,926	15,925	15,970
55-59	15,278	15,489	15,461
60-64	13,155	14,406	14,694
65-69	11,190	12,359	13,564
70-74	9,598	10,233	11,314
75-79	6,996	8,427	9,002
80-84	5,740	5,738	6,960
85-89	3,530	4,035	4,091
90+	2,148	2,560	3,017
All ages	250,149	251,462	251,337

Migration

Harrow's internal migration net loss of people has continued to drop over the last 4 years, as can be seen in the table below.

Harrow	2016 MYE	2017 MYE	2018 MYE	2019 MYE
Internal migration Net	-4,988	-4,036	-3,458	-2,138

In contrast, International migration has resulted in a net gain, which has been dropping over the last few years, as can be seen in the table below.

Harrow	2016 MYE	2017 MYE	2018 MYE	2019 MYE
International migration Net	3,035	3,202	2,390	1,718

The net impact of total migration in Harrow over the last four years has resulted in a loss of people, as can be seen in the table below.

Harrow	2016 MYE	2017 MYE	2018 MYE	2019 MYE
International migration Net	-1,953	-834	-1,068	-420

The SNPP project a relatively steady picture regarding Harrow’s internal and international migration from 2018 to 2028

Harrow	2018	2028	Difference 2018-2028
All migration net	-1,505	-1,257	248
Internal migration in	15,469	15,420	-49
Internal migration out	19,893	18,952	-941
International migration in	4,900	4,094	-806
International migration out	1,892	1,725	-167
Cross border migration in	244	237	-7
Cross border migration out	334	332	-2

Migration by age

The ONS SNPPs contain migration projections by age. Harrow’s net internal migration is overall projecting a loss of children of the following age ranges 0 to 4, 5 to 9, 10 to 14 and 15 to 19. There is projected gain for young people of the age range 20 to 24.

Internal net	2019	2023	2028	Direction
0-4	-367	-310	-270	Decreasing loss
5-9	-367	-383	-332	Decreasing loss
10-14	-86	-89	-103	Increasing loss
15-19	-1,556	-1,555	-1,628	Increasing loss
20-24	611	930	1,078	Increasing gain

Harrow’s net international migration projects an increasing number of children migrating into Harrow for all the age ranges, however the increase is declining from 2019 to 2028.

International net	2019	2023	2028	Direction
0-4	294	260	243	Decreasing gain
5-9	193	171	159	Decreasing gain
10-14	171	151	141	Decreasing gain
15-19	263	231	215	Decreasing gain
20-24	484	408	368	Decreasing gain

Overall net migration – there is a projected loss from 2019 to 2028 of the age ranges 0 to 4 and 5 to 9 and 15 to 19; and a projected gain of the age ranges 10 to 14 and 20 to 24.

Net	2019	2023	2028	Direction
0-4	-73	-50	-27	Decreasing loss
5-9	-174	-212	-173	Stable loss
10-14	85	62	38	Decreasing gain
15-19	-1,293	-1,324	-1,413	Increasing loss
20-24	1,095	1,338	1,446	Increasing gain

It should be noted that these projections are purely based on past trends, so any impacts that Brexit or the Covid-19 pandemic may have on future migration levels (or as a result of any other changes in government policies or economic circumstances) are not considered.

School Roll Projections Methodology

How the GLA's school roll projections are produced

There is no single accepted method for projecting school numbers and London boroughs have recently faced major challenges in providing places to meet a growing child population. Harrow, along with the majority of other London boroughs, commission's school roll projections from the Greater London Authority's (GLA) School Roll Projections Service. The GLA provides the baseline projections to which local knowledge is applied to make reasonable adjustments in line with pressure at Reception, Year 7 and other school year groups.

Summary methodology

The school roll projection model creates a roll projection for each school based on the GLA population projections of the wards where its pupils live.

For each ward of residence in London, National Curriculum (NC) year (R to 11) and sex, the proportion of children of the corresponding age attending each mainstream state school is calculated. These proportions are carried forward as the pupils age through the school in the years being projected.

For new pupils entering a school in future years, for example at reception, there is currently no information on what proportions of the residents will attend the schools. In this case the proportions are calculated as averages over the latest years of actuals, with 4 being the standard number of years used (2018, 2019, 2020 and 2021). The same approach is used at years 7 and 12, even if the school is an all through school as it is assumed that there will be significant changes in the cohort at this point.

Where a school has opened recently, the proportions for its new intake are determined by averaging over all years used for calculating new intake (standard being 4), even if it was only opened, for example, last year. This means that new schools will show lower projections going forward. The reverse is true for schools which closed within the back series – they will still provide a contribution to the projection going forward if they were open at any point during the back series. As a consequence, results for individual schools that have opened or closed within the back-series period may now appear counterintuitive, but the results are expected to be more robust at borough or planning area level as they take into account all of the pupils who were, or were not, present in schools in those areas during the back-year period.

For the current round year (2021), the actual school rolls submitted specify roll numbers but we have no information on wards of residence of the pupils. For this year, the number of pupils from the roll attributed to each ward are estimated by averaging over the previous years' patterns, with the default being 3 years (2018, 2019 and 2020), and scaling to ensure that the total numbers at each school for each age and sex match the submitted rolls.

The rolled forward and calculated new intake proportions for future years are then applied to the population projections to give projections of the number of children on roll by school by age and sex. Due to lower retention rates, sixth form projections are calculated using a survival ratio as the cohort ages through sixth form. School level projections are then aggregated to planning areas and borough totals. For a more detailed description of the methodology see Appendix A.

Options for running the model

Appendix A describes the SRP model and the methodology behind the numbers of years of data used for **ward distribution of current roll** and **new intake** options in more detail.

In the 2021 round, 3/4, 3/1 and 1/1 roll projections are supplied as default. Other variations can be requested via srpservice@london.gov.uk

The **3/4** option uses:

- **three** years of past detailed flow data (2018-2020) to define relationships between ward of residence and school attended for the 2021 roll
- **four** years of school-level rolls (2018-2021) to calculate the size of the new intake.

This gives a result that incorporates several years of past data to smooth out fluctuations in the data in terms of wards pupils come from and number of pupils in the new intake, giving more stable results than fewer years data.

The **3/1** option uses:

- **three** years of past detailed flow data (2018-2020) to define relationships between ward of residence and school attended for the 2021 roll
- **one** year of school-level rolls (2021) to calculate the size of the new intake.

This setup aims to smooth fluctuations in the underlying patterns of pupil movement, while reflecting only the most recent data in terms of overall number of pupils on roll.

The **1/1** option uses

- **one** year of past detailed flow data (2020) to define relationships between ward of residence and school attended for the 2021 roll
- **one** year of school-level rolls (2021) to calculate the size of the new intake.

In some situations, there may be a case for using just one year of data to estimate both the ward-school relationships and the new intake (a 1/1 option projection). This can be when patterns have changed in the most recent year and you believe they will continue into the future. However, the benefits of using only the most recent patterns can be outweighed by the issues of 'noisy' data. For example, in the latest year there may be a ward where there is no intake from that year but there is normally. This will result in the school roll projections not incorporating future population changes in that ward.

Which population projection to use?

School roll projections can be run based on the following population projection variants:

Development options

- **Borough Preferred Option (BPO)**. This is the default option, but is dependent on boroughs providing development data to be incorporated into the projections.
- **Strategic Housing Land Availability Assessment (SHLAA)** – This projection is not published and has been run specifically for use in the SRP process. The model assumptions are the same in the BPO projection, but the development used is adapted from the 2017 SHLAA. The trajectory has been adjusted in the first 5 years to account for

assumed lower housing delivery resulting from pandemic disruption to both supply and demand. If no BPO development trajectory is provided this projection will be used.

Migration options

The development trajectories (BPO or SHLAA) each have 3 migration variant projections.

- **Scenario 1:** standard migration assumptions for the covid period, high domestic out-migration assumptions in the longer-term. This can be considered the standard scenario and is the default option for the input into the SRP process.
- **Scenario 2:** standard migration assumptions for the covid period, lower domestic out-migration assumptions in the longer-term. This is a high long-term population scenario.
- **Scenario 3:** high out migration assumptions for the covid period, high domestic out-migration assumptions in the longer-term. This is a low short-term population scenario.

Influences of population projections

The biggest driver of projected future school rolls is the population projections for schools' catchment areas. The underlying factors include:

- **Development**

The amount of development projected in a LA will affect that authority's population projections and in turn its school roll projections. More development generally means that the LA will attract more people and its population will therefore rise. If population increases, there will consequently be more children and so school roll projections will also rise.

LAs should assume that significant changes in assumed development will be accompanied by corresponding changes in projected rolls. If LAs are unsure what development assumptions have been used in the past, the GLA is able to provide this information.

- **Births**

The number of births in an area will have a direct effect on the number of children on roll four years later. 2012 saw the highest number of births in London with these children starting school in either academic year 2016/17 or 2017/18 depending on when in the year they were born. Many areas have seen a fall in birth numbers since and this has led to subsequent projections of future births and therefore rolls, being correspondingly lower.

- **Migration**

Migration, both from other areas within the UK and internationally, can significantly influence population projections. The BPO variants used in the 2020 SRP run take different periods of past migration to calculate scenarios of future migration (see scenarios 1, 2, 3 above).

The GLA has created an Excel based dashboard that allows boroughs to see in-, out- and net flow of children to/from their LA from elsewhere in London. It is available to download from the London Datastore and will be updated annually:

<http://data.london.gov.uk/dataset/internal-migration-flows-school-age-children-visualisation>

ONS releases both mid-year international and internal migration data by single year of age and sex at the end of June each year. The former is released as part of the mid-year components of change and the latter as part of the internal migration estimates series.

Analysis of trends in the mid-year estimate series, and comparison to administrative sources, suggests that there has been an over estimation of the number of 0-14 year olds in London as a whole since 2011 in the official data. We believe that this is the result of underestimation of international out migration flows in the young population. Following this analysis, the GLA has taken the decision to revise the estimates of migration and population used as the basis for projections. The GLA considers the overall level of migration in ONS estimates to be robust and that the issues identified are with the distribution of outflows by age. Therefore, the GLA adjustment to outflows and total population is a redistribution of population with a reduction in ages 0-14 and a corresponding increase in ages 18-27 so that overall total population remains consistent.

What the School Roll Projection Model does and does not take into account

School closures

There is currently no provision in the model to take account of planned school closures.

New schools

There is currently no provision in the model to include planned new schools that have yet to open. Where a school has recently opened, it will not have existed at the 2019 January census so we have no information on the wards from which the school draws its pupils. In this case, it is assumed to draw its intake from across the local authority as a whole.

A new school is assumed if the DfE number given in the actual rolls (or its corresponding 'previous DfE number') cannot be matched to a DfE number in the national pupil database extract that the model uses.

Children who live outside London

The base population projections for areas outside of London are at local authority level. Therefore, pupil flow data for children resident outside of London is aggregated to LA level rather than ward level.

The City of London

The City of London is treated by the model as one entity to match the population projections used by the model.

Age to NC year

Boroughs should provide all data by national curriculum year. However, the population projections refer to children's age instead of year group. To line up the population projections with the school roll data, the model converts age to year group (Reception <-> age four, Year 1 <-> age five, etc.).

Cross border mobility

The model takes cross border mobility into account explicitly as it uses information about pupils' home wards from the national pupil database (NPD). The detailed flow data (i.e. assumed flows for the whole projection period for an authority's schools) can be provided on request.

Child yield

Child yields are not incorporated into the model in the same sense that many people think about them. The borough projection models contain assumptions about the age and gender characteristics of migration flows between locations. The difference in characteristics between in- and out-flows defines the resulting population age structure. These migration flows are influenced by assumed development in the model and new development tends to be associated with increased numbers of children in the population.

Limitations and considerations

The models are simplifications of complex real-world processes. They project forwards relationships taken from past data, so they are projections and not predictions. Many factors are not explicitly taken into account and LAs should be aware of the limitations of the models when interpreting results.

Among the factors that the current models do not account for are:

- Changes to future patterns of migration;
- Changes to future planned development;
- Changes to parental preferences for schools;
- Constraints to the capacity of schools;
- Schools opening/closing in neighbouring boroughs
- Future changes to provision, e.g. schools opening or closing, or changes to the characteristics of schools; and
- Future changes to the character of local areas, e.g. gentrification or the impact of welfare reform

Appendix A. School Roll Projection Model

Introduction

Not all children attend school in their borough of residence. This is particularly the case in London where the geographic size of local authorities is relatively small and transport networks enable children to travel beyond their borough boundary. Additionally, for children who live close to a borough boundary, their closest school may be in a neighbouring authority.

To create school roll projections based on the ward level population projections it is necessary to know where pupils come from. The National Pupils Database (NPD), based on the School Census, provides home ward and school attended for all pupils attending state funded schools.

As can be seen from the summary diagram at Appendix B, there are four key stages to the projections.

- For the wards that the school draws pupils from, estimate the proportion of the ward attending the school in the current academic year by NC year and sex. (**ward distribution of current roll**).
- By NC year and sex estimate the proportions from each ward moving forward (**aging**).
- Estimate the proportions from each ward for future new intake (**new intake**).
- Aggregate to obtain school, planning area and Borough projections (**aggregating projections**).

Proportion of ward population attending a school

For each ward in London, national curriculum (NC) year, and sex, the proportion of children attending each mainstream state school is calculated as follows: Divide the number of pupils of that sex who attend the school in that NC year who live in the ward by the total number of children of the equivalent age group and sex who live in the ward (the base population). NC year is matched to age at the beginning of the school year. For example, reception pupils are matched to children from the population projection who were 4 years old at 1st September 2020.

$$\text{Pupil ward to school flow proportion} = \frac{\text{number from home ward attending that school}}{\text{home ward base population}}$$

Ward distribution of current roll

For the 2021 cohort, boroughs provide the numbers on roll for each school by age and sex. As the NPD data is not available yet to obtain the home ward information for the new intake years in 2018, the average home ward patterns over a number of previous years are taken as a proxy. The default being three years (2018–2020) with options for a different number e.g. only the most recent year (2020). These averaged patterns are scaled to ensure that the numbers across all wards equal the number on roll for each school, NC year and sex as submitted in the 2021 rolls.

Aging

There is no information on the proportion of pupils from each ward beyond the years for which we hold NPD and pupil on roll data. Beyond this point the proportion of pupils from a ward is carried forward as children age. Therefore, the proportion of year 3 pupils living in ward *a* and attending school *z* in 2021 is the same as the proportion of year 4 pupils living in ward *a* and attending school *z* in 2022. Figure 1 shows the aging of proportions through the projection period. It can also be seen from Figure 1, as projections move further forward, proportions for new intake cohorts need to be estimated. In the special case of aging from the NPD 2020 to the current roll year of 2021, the proportions are scaled after aging to ensure that the total numbers at each school for each age and sex match the submitted 2021 rolls.

Figure 2 shows aging of proportions, with the proportion of the latest intake of reception pupils carried forward until, in this example, 2026 and beyond when this proportion is applied to all year groups from that ward.

Figure 1. Aging of primary school pupils’ resident in one ward

NC year	NPD 2018	NPD 2019	NPD 2020	estimated 2021	Aging 2022	Aging 2023	Aging 2024	Aging 2025	Aging 2026
R	3/5	2/5	1/3	1/4	?	?	?	?	?
1	3/5	3/5	2/3	1/2	1/4	?	?	?	?
2	2/5	4/5	4/5	3/4	1/2	1/4	?	?	?
3					3/4	1/2	1/4	?	?
4						3/4	1/2	1/4	?

Figure 2. Aging of primary school pupils’ resident in one ward

NC year	NPD 2018	NPD 2019	NPD 2020	estimated 2021	Aging 2022	Aging 2023	Aging 2024	Aging 2025	Aging 2026
R	3/5	2/5	1/3	1/4	1/4	1/4	1/4	1/4	1/4
1	3/5	3/5	2/3	1/2	1/4	1/4	1/4	1/4	1/4
2	2/5	4/5	4/5	3/4	1/2	1/4	1/4	1/4	1/4
3					3/4	1/2	1/4	1/4	1/4
4						3/4	1/2	1/4	1/4

New intake

We don’t have information on which wards pupils entering a school in its intake NC year (reception year in the above example) will come from in the future, and what proportion of each ward’s population will attend. To estimate this, the proportions of pupils in that NC year attending the school from each ward in previous years are averaged to give an estimated proportion to use for calculation of new intake in future years. The default number of years to average over is 4 (2018 - 2020); 3 years from the NPD and the estimated current year proportions. As noted below there is the option to use a different number of years. The same approach is used at NC years 7 and 12, even if the school is an all-through school as it is assumed that there will be significant changes in the cohort at this point.

Where a school has opened recently, the proportion for its new intake is calculated by averaging over all years used for calculating new intake (default of four), even if it was only opened, for example, last year. This means that new schools will show lower projections going forward. The reverse is true for schools which closed within the back series – they will still provide a contribution to the projection going forward if they were open at any point during the back series. Consequently, results for individual schools that have opened or closed within the back-series period may now appear counterintuitive, but the results are expected to be more robust at borough or planning area level as they take into account all of the pupils who were, or were not, present in schools in those areas during the back-year period.

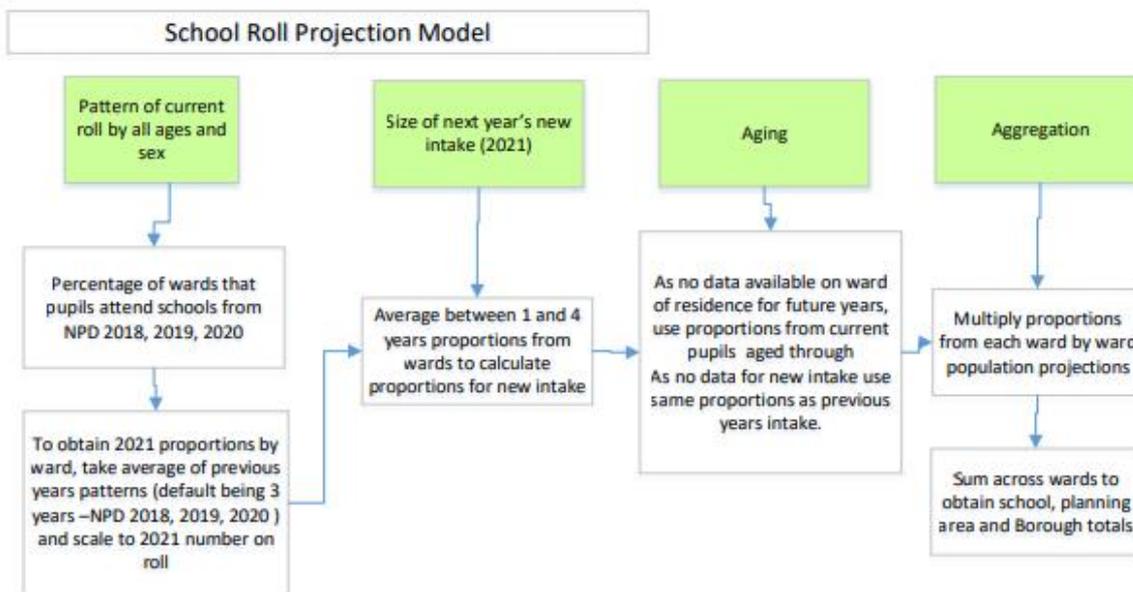
Sixth form

It was found that projecting the proportions forward in the sixth form years over-projected the numbers of pupils in NC years 13 and 14. For this reason sixth form projections are calculated using a survival ratio as the cohort ages through sixth form. For example, for each of the projection years, the number of year 13 pupils in a school in that year is a fixed proportion of year 12 pupils at the school the year before. Year 12 pupils are always treated as new entry even if the school also includes younger years. Projections for year 12 pupils are calculated using the methodology outlined in the New Intake passage above.

Aggregating proportions

For each NC year and sex, the proportions of each ward attending a school is projected, then multiplied by the ward population projection to obtain the number from that ward attending the school. This is summed across all wards that pupils are resident in to obtain the school projection for a particular NC year and sex. Schools are summed to planning area and Borough totals.

Appendix B. School Roll Projection Model summary diagram



Appendix C. Population projection model

As noted above, the GLA's ward level population projections drive the school roll projection model.

The population projections incorporate annual population, death and migration data to mid-2018, and birth data to mid-2019. Future birth trends in fertility and mortality are based on the principal assumptions from ONS's 2018-based National Population Projections (NPP) for England.

Household formation rates are calculated dynamically in the model using a combination of rates taken from the 2016-based DCLG (Department for Communities and Local Government) subnational household projections and implied rates based on projected populations calculated in the model.

Past dwelling completions are taken from the London Development Database. Assumed future housing trajectories are adapted from the 2017 Strategic Housing Land Availability Assessment or taken from a borough-provided BPO trajectory.

Harrow's Regeneration Programme and Housing Profile

Regeneration and housing development

Harrow's Regeneration Strategy outlines a set of projects that will change the landscape of parts of the borough over the coming years. Within the Harrow & Wealdstone Opportunity Area a £1.75 billion regeneration programme will deliver over 5,500 new homes, provision for two new schools and the creation of around 1,000 new jobs, together with transport improvements, better leisure and health facilities. This area includes Harrow Town Centre, the Station Road corridor (including the Civic Centre), Wealdstone District Centre and the adjoining Harrow Leisure Centre and Kodak Alaris sites.

In July 2021 the Council entered a strategic development partnership with Wates Residential to carry out a ten-year project that will seek to deliver 1,500 new homes and a new Civic Centre across three sites in the borough - Poets Corner (current Civic Centre site); the new Civic Centre site in Peel Road; and the Byron Quarter scheme (Harrow Leisure Centre and adjoining land).

The borough's minimum housing targets, as set out in the London Plan 2011 and Further Alterations to the London Plan (adopted 2014) increased Harrow's housing targets from 350 per annum to 593 per annum from 2015/16, covering the period to 2025/26. This uplift was a result of the significantly higher population and household projections emanating from the 2011 Census findings. Harrow's housing trajectory sets out the borough's progress towards meeting this strategic target (based on previous and anticipated housing completions) and shows that the relevant target has been exceeded every year, over the past five years.

Completions figures for 2020/21 indicate that 720 net additional homes were completed in Harrow in the last financial year. Whilst this was below the number of additional new homes achieved in the previous two years (1,192 in 2019/20 and 1,226 in 2018/19), over 4,530 new homes have been built in Harrow over the past five years. This means that Harrow has surpassed its current London Plan target by 53% over this five-year period (minimum of 593 dwellings per annum).

Harrow's current housing target of 593 has now been superseded by a higher annualised target in the recently adopted London Plan 2021. Harrow's new target over the ten year period 2019/20 to 2028/29 will be 8,020 additional dwellings, giving an annualised average of 802 net additional dwellings. With the delay in publishing this latest London Plan, this new target will now take effect from 2021/22. These targets were based on the findings of the GLA Strategic Housing Land Availability Assessment (SHLAA) (2017), coupled with a London-wide Strategic Housing Market Assessment (SHMA). The latter identified a need for 66,000 additional homes per year across London. However, the Government is pushing the Mayor for an early review of the London Plan to identify additional housing capacity as they consider the Plan falls short of meeting housing need. At a local level, the London Plan target for Harrow (802 homes per year) is much less than what the Government's standard housing methodology suggests our need is (2,538 homes per year). With the bulk of Harrow's large sites currently being built out or likely to be developed over the next five years there is a presumption by the GLA that in the future most of our housing target will be provided on small sites right across the borough.

The current school roll projections uses information supplied by the council to the GLA, based on the 2019/20 Housing Trajectory. This trajectory includes: sites with planning permission; sites with permission but subject to legal agreement; and potential deliverable sites and other identified sites. This trajectory includes the following major schemes, currently under construction: nearly 2,700 units on the Kodak Alaris (Harrow View East) site; nearly 300 additional units as part of the Grange Farm Estate redevelopment; and two major developments in Wealdstone (182 units at 5-11 & 37-41 Palmerston Road and 222 units at 55-59 Palmerston Road) In addition this trajectory includes: a potential 1,100 new units on the Civic Centre site; 600 units in the Byron Quarter scheme; nearly 350 new units on the Royal National Orthopaedic site; and several TfL owned

station/car park sites. However, as none of these schemes currently benefit from full planning permission the number of dwellings estimated on these sites could change.

It is important that school rolls projections are updated to take account of new housing trajectories and Planning will be producing a new housing trajectory in summer 2021. This will take account of new dwellings completed in the borough in 2020/21 and incorporate permissions for new housing development granted in 2020/21 and other schemes in the pipeline.

However it should be noted that when new housing is factored into population projections, it is not a matter of just adding in additional population into the extra dwellings. In the recent housing-linked projections for Harrow, the additional housing development is judged to be sufficient to facilitate continued strong trend-based growth, but not to drive population growth significantly beyond this rate.

Additionally the specific types of units included in Harrow's 2019/20 Housing Trajectory have not been factored into the population projections (for example: the size of the unit; whether they are houses or flats; social or private housing) and therefore the impact of child yield has not been factored into the school roll projections.

2019/20 Housing Trajectory developments by Planning Area

Harrow Authority's Monitoring Report for 2019/20 & 2020/21 will contain Harrow's 2020/21 Housing Trajectory. Trajectories show the overall potential housing supply for the borough. The tables below are presented by planning area, including housing developments that propose 50 or more net units by ward. These tables are based on Harrow's 2019/20 Housing Trajectory.

North East Planning Area

Main wards: Belmont, Canons and Stanmore Park.

Ward	Name	Net units	Status	Anticipated First completion	Final Completion	Notes (July 2021)
Canons	Brockley Hill, Royal National Orthopaedic Hospital	347	Not started	174 units in 2026/27	2027/28	Outline permission only and no commencement to date, so slippage
	Merrion Avenue, Jubilee House	167	Complete	101 units in 2019/20	2020/21	101 residential assisted/independent living units and 70 residential units (for older people). No child yield.
	Donnefield Avenue, Canons Park Station car park	100	Not started – no planning permission	100 in 2026/27	2026/27	
	London Road, land at Stanmore Station	265	Not started – no planning permission	265 in 2026/27	2026/27	
Stanmore Park	Coverdale Close, Anmer Lodge	120	Residential not started	60 in 2022/23	2023/24	

North West Planning Area

Main wards: Harrow Weald, Hatch End, Headstone North, Pinner and Pinner South.

Ward	Name	Net units	Status	Anticipated First completion	Final Completion	Notes (June 2020)
Headstone North	Harrow View, Kodak West (former Zoom Leisure)	314	Work in progress	25 completed in 2016/17	2021/22	290 units completed by end of March 2021. Persimmons anticipate all development will be completed by end of 2021/22

South East Planning Area

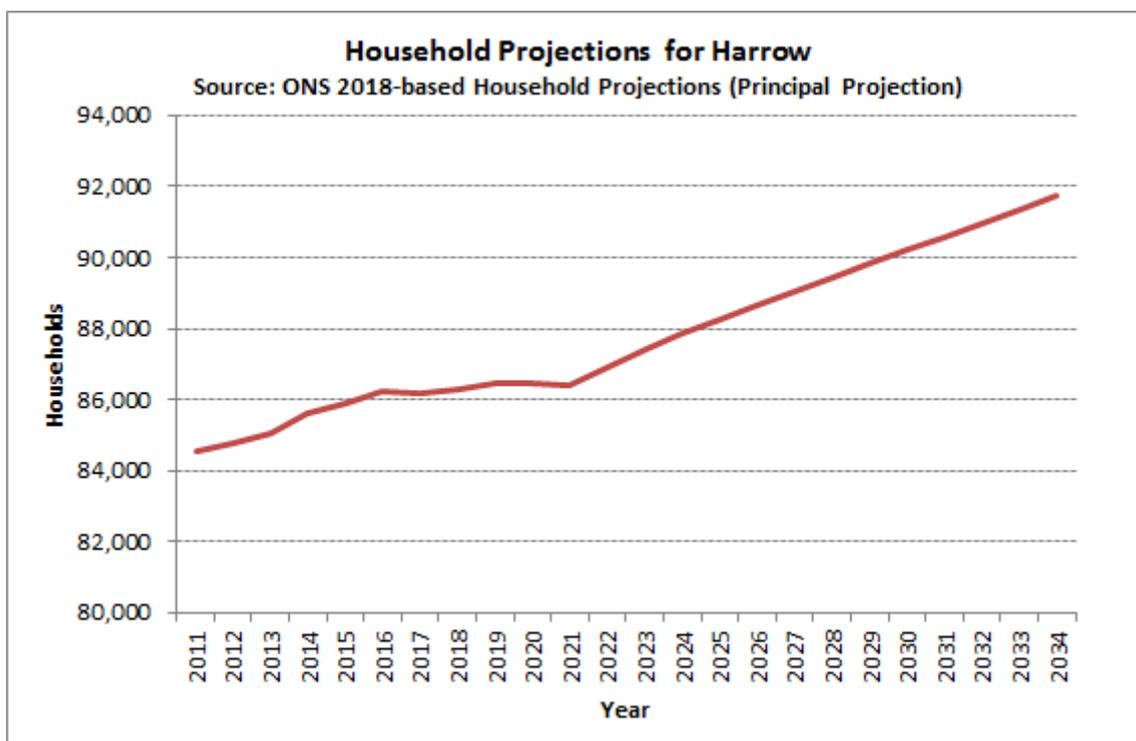
Main wards: Edgware, Kenton East, Kenton West and Queensbury.

Ward	Name	Net units	Status	Anticipated First completion	Final Completion	Notes (June 2020)
Edgware	Middlesex House, 29-45 High Street	165	Complete	2019/20		All complete in 2019/20
Kenton East	Stewart House, Kenton Road, 414-416	58	Not started	2022/23	2022/23	Prior Approval office conversion. Not yet started.

Housing Profile: Household size & household population projections

The Office for National Statistics (ONS) 2018-based household projections were released on 29th June 2020. The Principal Household Projection variant show lower levels of household growth compared to both the 2016 based household projections (and the 2014-based projections) which they replace.

They indicate that in the long-term households will continue to increase in Harrow, from around 86,400 households in 2020 to 94,900 households by 2043, a 9.8% increase. This is largely to be expected, as the main driver of household projection growth is the projected change in the overall population. However, the projections show that over the period 2015 to 2022 there is likely to be little change in the overall number of Harrow's households, averaging around 86,400 over this period.



The household projections are generally showing decreases in the average household size (AHS). Nationally the average household size is projected to fall from 2.37 to 2.32 in the ten-year period from 2018 to 2028. The ONS 2018-based Household Projections show that Harrow’s AHS is expected to decrease from 2.87 in 2018 to 2.78 by 2028. This level is above the projected national level of 2.32 and the Outer London level of 2.54, for 2028. In terms of rankings the projections show that Harrow’s average household size would be the 3rd highest in England by 2028, after Newham (2.97) and Leicester (2.8). By 2043 Harrow’s AHS could fall further to 2.66, remaining 3rd highest in England after Newham and Leicester.

Harrow’s existing population has grown considerably within the existing dwelling stock in particular and continues to grow, coupled with higher population density levels. The average household size in Harrow increased from 2.6 in 2001 to 2.8 by 2011, levels higher than the London and Outer London averages. In Harrow the number of households increased by 6.6% between the last two censuses.

These household projections use the 2018-based Sub-National Population Projections (SNPP) as the base, which in turn take the mid-2018 population estimates as their starting point. The 2020 Mid-Year Estimates for Harrow (MYE) were published on 25th June 2021 and show that Harrow’s overall population increased by 1,178 (0.4%) to 252,338, between mid-2019 and mid-2020, indicating a similar level of growth of 0.4% (1,011) between mid-2018 to mid-2019. These MYEs show a slightly higher population estimate for Harrow, compared to the ONS 2018-based Sub-National Population Projections (SNPP) for 2020, which were published on 24th March 2020. As previously mentioned, the household projections referred to in this paper are the 2018-based principal housing projections, but the ONS has also released four further variant projections. These do not replace the principal household projections, but provide a range of alternative scenarios which show the consequences of particular sets of assumptions. Three of the variant projections make different assumptions about migration, whilst the fourth variant projects forward household representative rates (HHR). For Harrow the variant household projections show that by 2026 the total number of households could be as low as 88,100 (using the projected HRR from 2001 to 2041) or as high as 93,000 (using 10-year migration trends).

It should be noted that, with the exception of the 2020 MYEs, all current population populations were produced before the current Covid-19 pandemic, officially regarded as starting in March 2020. The 2020 MYEs only take into account population changes within the first three months of

the pandemic, with the most significant change being a higher number of deaths. The pandemic also occurred at a time when typically population projections are perhaps perceived to be at their weakest, as much of the underlying migration data used in the projections is census-based and all current projections use the 2011 Census, which is now ten years old.

The 2021 Census was taken in March 2021, so the results of this will feed into all future rounds of population projections and lead to a rebasing of MYEs back to 2012. The 2021 MYE will be 2021 Census-based and will be released in September 2021. The ONS has confirmed that the 2020-based Sub-National Population Projections (SNPP) will not now be published, so 2021-based SNPPs will be released in summer 2023. Similarly the GLA's 2022-based Round of Demographic Projections will not be available until summer 2023.

Harrow has a large stock of houses (as opposed to flats), which can be fairly easily extended, via side and rear extensions and loft conversions. In recent years the Government has changed Permitted Development rights so that householders can build larger extensions by obtaining Prior Approval from councils. Such extensions could be accommodating Harrow's growing population to a large extent and leading to lower levels of out-migration. Nevertheless the 2011 Census showed that there are high levels of overcrowding in the borough, although in some cultures this could be more acceptable than in others. Housing supply from all providers increased Harrow's housing stock by an additional 720 homes in 2020/21. In 2019/20 around 1,200 net new dwellings were completed in the borough, just below the 1,226 completed the previous year - the highest and second highest number of completions achieved in any year during the current plan monitoring period (from 2009/10). With the current high levels of house building in the borough this could help alleviate overcrowding and lead to the projected gradual fall in the AHS. However, 47% (622) of the new units (gross) completed in 2018/19 were one bedroom dwellings and only 9% (121) of the total completions had three or more bedrooms.

South West Planning Area

Main wards: Harrow on the Hill, Rayners Lane, Roxbourne, Roxeth and West Harrow.

Ward	Name	Net units	Status	First completion	Completion	Notes (June 2020)
Harrow on the Hill	Grange Farm Estate	302	Work in progress on Phase 1	35 in 2020/21	2023/24	Phase 1 start in 2020/21, so slippage
Rayners Lane	Rayners Lane/High Worple, part of Rayners Lane Station car park	127	Not started – no planning permission	127 in 2026/27	2026/27	
Roxbourne	Alexandra Avenue, 219, former Matrix PH	60	Complete	2019/20	2019/20	All complete
	Northolt Road, 152-174, Townsend House & Eaton House	116	Complete	2019/20	2019/20	All complete
	Northolt Road Business Use Area (North and South), South Harrow (EM1 part)	241	Not started – various sites - not all covered by planning permissions yet	100 in 2023/24	2027/28	

Central Planning Area

Main wards: Greenhill, Headstone South, Marlborough and Wealdstone

Ward	Name	Net units	Status	First completion	Completion	Notes (July 2021)
Greenhill	St. Johns Road, 1-3, Cumberland Hotel	200	Complete	2020/21	2020/21	All complete
	Woodlands Road, Watkins House & former Sea Cadets site	78 flats (56 in extra care unit); plus 22 flats incl 2 wheelchair units with no age restriction	Work in progress	2021/22	2021/22	Work commenced in 2019/20. Child yield unlikely or very low.
	Harrow-on-the-Hill Station area	600	Not started – no planning permission	300 in 2026/27	2027/28	Pre-app discussions with TfL only – no identified developer
	Gayton Road, Gayton Road car park, Sonia Court & former library site	346	Complete	128 in 2018/19	2019/20	All complete
	Kymberley Road, Queens House	92	Complete	2020/21	2020/21	All complete
	Congress House, Lyon Road	54 (office conversion)	Work not started	54 in 2022/23	2022/23	Pre-app discussions on new build scheme could yield over 200 units
	Greenhill Way, Car Park South	90	Not started – no planning permission	90 in 2026/27	2026/27	
	College Road, 15-29 (Phase 2), adj former Post Office	94	No permission yet. Work not started.	94 in 2026/27	2026/27	
	Tesco/Cinema/V2V Community Church, Station Road	668	Work started on former cinema site in 2020/21.	78 in 2023/24	2025/26	Uncertainty over Tesco scheme
	Lowlands Road, 59-65, The Heights	119	Work not started	119 in 2022/23	2022/23	Office conversion

	Lowlands Road, 33-39	104	Work not started – permission granted April 2021	104		Co-living units so child yield unlikely
--	----------------------	-----	--	-----	--	---

Ward	Name	Net units	Status	First completion	Completion	Notes (June 2020)
	College Road, 118-134 & Headstone Road, 5-9	70	Work not started.	70 in 2020/21	2020/21	Prior Approval for office conversion now lapsed
Headstone South/ Greenhill	Pinner Road, 12-22, Quality (Harrow) Hotel	64	Complete	64 in 2019/20	2019/20	Complete
Marlborough	Harrow View, Kodak East	2,686	Work in progress on Phase D7 & B1. Phases A, C1, D1, D2, D4, D5 and D6 have permission too.	78 units completed in 2020/21	2025/26	156 units completed in total by end of March 2021 in Phase D7.
	Palmerston Road, 5-11 & 37-41, Masons Avenue, 27-33 & adjacent 47	182	Mayor has given permission re P/1619/16. Work in progress.	90 in 2021/21	2022/23	Work commenced in 2019/20, so completion possibly 2022/23
		56	Remainder of Site 6 – no planning permission	56 in 2026/27	2026/27	
	Palmerston Road, 55-59	222 co-living units (sui generis use). Counted as 74 housing units.	Work in progress	2021/22	2021/22	Work commenced in 2019/20. Unlikely to be child yield from this development
	Canning Road, Premier House (part 2 nd , 3 rd & 4 th floors)	55	Work not started	55 in 2022/23	2022/23	Not started
Christchurch Avenue, Leisure Centre, associated land &	600	No permission yet. Work not started.	150 in 2025/26	2027/28		

	buildings and former Driving Centre site (aka Byron Quarter)					
	Station Road, Civic Centre (aka Poets Corner)	1100	No permission yet. Work not yet started.	360 in 2025/26	2027/28	

NB. The Harrow View, Kodak East and Station Road, Civic Centre developments have new schools included in the plans.

The impact of the developments included in Harrow’s 2019/20 trajectory is unlikely to be immediate and surveys are likely to be needed to ascertain the potential impact on school places in the mid to long term future.

Special Education Needs and Early Years Data

Special Education Needs and Disabilities (SEND)

The growth of the pupil population is impacting on the demand for provision for pupils with special educational needs. Harrow's SEND Strategy 2019-2024 outlines the current context for SEND nationally and locally, sets out the guiding principles and four strategic priorities. The four strategic priority areas are:

Strategic Priority 1:

Review in-borough specialist provision in the context of a changing demographic profile, pre-school, school and college organisational changes and other developments.

Strategic Priority 2:

Review current provision and need for children, young people and young adults with social, behaviour and mental health needs to ensure continuum of provision and support. (previously SEBD)

Strategic Priority 3:

Improve local education and social care opportunities for post-16 and post 18 provision working in partnership with other agencies including colleges and voluntary sector.

Strategic Priority 4:

Improve outcomes for children and young people (0-25) with SEND and ensure appropriate staff skilled and qualified in all provision.

A high-level summary is provided in this report.

The data on pupils and their needs is collated in two key respects:

- Children and young people whose resident address is within the London Borough of Harrow. These numbers will include children who attend provision outside the Harrow local authority area. These are children and young people for whom the London Borough of Harrow has a direct responsibility.
- Pupils and students attending provision in the Harrow local authority area. These numbers will include some pupils and students whose resident address is in other local authority areas.

Children and young people whose resident address is within the London Borough of Harrow

The 2011 Census estimated that Harrow has approximately 75,257 children and young people from 0 to 24 years. Of this cohort 2,667 (3.5%) have a long-term health problem or disability whose day to day activities are limited a lot or a little. Table 1 below gives a further breakdown by age group.

Table 1: Harrow's children with a long-term health problem or disability

Disability	All categories: Long-term health problem or disability	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities not limited
Age 0 to 15	47,712	653	801	46,258
Age 16 to 24	27,545	502	711	26,332

Source : <http://www.nomisweb.co.uk/>

Some children and young people, with a long term health problem or disability, will be supported by Harrow with an Education, Health and Care Plan (EHCP). Table 2 below presents the number of EHCPs maintained by Harrow. There is an increasing trend in the total number of plans and as the Children and Families Act 2014 extended the eligibility age range beyond 19 and up to 25 this has led to young people with an EHCP remaining in the education system.

The number of EHCPs increased by 13% from 1,183 in 2014-15 to 1,336 in 2015-16 and continued to increase over the next couple of years, with a 10% increase from 1,477 in 2016-17 to 1,623 in 2017-18. There was also a 9% increase between 2018-19 and 2019-20, with the number of EHCP increasing to 1,799 but a lower increase of 5% between 2019-20 and 2020-21, with the number of EHCP increasing to 1,896.

Of the age groups shown in Table 2 below a majority of the children in Harrow are within the 5 to 10-year-old group, their numbers increased from 652 in 2019-20 to 720 in 2020-21. The number of under 5-year olds dropped from 100 in 2019-20 to 77 in 2020-21. The numbers of the other age groups increased slightly in comparison to the previous year.

Table 2: Total statements/plans maintained by Harrow

Year	Total statements/plans	%Change	Under 5	5-10yrs	11-15yrs	16-19yrs	20-25yrs
2006-07	1,044	-	56	405	493	90	-
2007-08	1,051	0.7%	76	416	495	64	-
2008-09	1,061	1.0%	53	431	512	65	-
2009-10	1,080	1.8%	65	446	504	65	-
2010-11	1,120	3.7%	62	466	515	77	-
2011-12	1,137	1.5%	58	475	500	104	-
2012-13	1,158	1.8%	70	504	487	97	-
2013-14	1,168	0.9%	78	500	488	102	-
2014-15	1,183	1.3%	77	509	487	101	-
2015-16	1,336	12.9%	75	503	518	227	13
2016-17	1,477	10.6%	90	529	519	299	40
2017-18	1,623	9.9%	128	583	543	321	92
2018-19	1,645	1.4%	95	604	542	322	82
2019-20	1,799	9.4%	100	652	575	351	121
2020-21	1,896	5.4%	77	720	596	377	126

Source: DfE SEN2 return

Table 3 below shows the number of new statements/plans issued since 2006-07 up until 2020-21. The numbers have fluctuated over the years ranging from 103 in 2011-12 to 209 in 2020-21. The latter is the second highest number of new plans over the last fifteen years. The number of new plans issued to the under 5 year olds and 5 to 10 year olds decreased, and the number of 11 to 15, 16 to 19 and 20 to 25 year olds increased slightly.

Table 3: New statements/plans issued by Harrow in each calendar year

Year	Total statements/plans	under 5	5-10yrs	11-15yrs	16-19yrs	20-25yrs
2006-07	117	47	51	18	1	-
2007-08	145	57	63	25	0	-
2008-09	144	36	63	44	1	-
2009-10	132	49	61	21	1	-
2010-11	141	44	60	37	0	-
2011-12	103	37	50	15	1	-
2012-13	141	53	69	19	0	-
2013-14	144	63	61	19	1	-
2014-15	137	55	66	13	3	-
2015-16	142	60	47	26	7	2
2016-17	192	69	83	20	11	9
2017-18	204	73	77	38	8	8
2018-19	182	68	76	27	10	1
2019-20	218	69	102	39	8	0
2020-21	209	50	96	46	12	5

Source: DfE SEN2 return

Placement of children and young people with an EHC Plan by establishment type

The tables below show the placement of Harrow's children and young people with an EHC Plan. Whilst the number of children and young people across all establishment types has increased, the increase in the EHC Plans issued to those 16 years old and above has resulted in a substantial increase in the use of post 16 institutions, with the numbers rising from 111 in 2015-16 to 328 in 2019-20, this is a 195% percentage change, as can be seen in Table 7.

Table 4: Total statements/plans & Early Years placements

Year	Total statements / plans	Non-maintained EY PVIs
2009-10	1,080	7
2010-11	1,120	5
2011-12	1,135	4
2012-13	1,160	8
2013-14	1,170	17
2014-15	1,185	9
2015-16	1,335	15
2016-17	1,477	22
2017-18	1,623	24
2018-19	1,645	19
2019-20	1,799	23
2020-21	1,896	11

Source: DfE SEN2 return

Table 5: Mainstream Schools placements

Year	Mainstream Schools						
	LA maintained	Academy	Free School	LA maintained resourced provision	Academy resourced provision	Free school resourced provision	Independent school
2009-10	541	2	-	41	-	-	-
2010-11	547	3	-	57	-	-	-
2011-12	399	163	-	57	-	-	-
2012-13	374	166		70	-	-	-
2013-14	355	169		67	-	-	-
2014-15	328	209		69	-	-	-
2015-16	297	240		74	-	-	-
2016-17	303	218	10	62	26	0	7
2017-18	299	233	11	71	35	7	8
2018-19	305	243	18	57	38	8	6
2019-20	311	303	30	48	48	10	17
2020-21	332	323	45	62	49	12	17

Source: DfE SEN2 return

Table 6: Special School and Alternative Provision placements

Year	Special School				Hospital School	Alternative provision / Pupil Referral Unit
	LA maintained	Academy / Free	Non-maintained	Independent special schools		
2009-10	360			99*		6
2010-11	387	-		94*		7
2011-12	383	-		106*		8
2012-13	399	4		112*		8
2013-14	329	87		110*		13
2014-15	331	95		119*		4
2015-16	355	99		115		6
2016-17	369	106	29	84	0	4
2017-18	379	117	33	76	0	3
2018-19	394	122	28	82	2	7
2019-20	396	127	22	93	2	5
2020-21	393	137	19	114	0	3

* includes independent school; Source: DfE SEN2 return

Table 7: Post 16 and Educated Elsewhere placements

Year	Post 16				Children educated elsewhere	Not in education, employment or training	Other*
	General FE & Tertiary colleges / HE	Other FE	Sixth Form College	Specialist post-16 institutions			
2009-10	-	-	-	-	19	-	5
2010-11	-	-	-	-	14	-	6
2011-12	-	-	-	-	15	-	-
2012-13	-	-	-	-	13	-	6
2013-14	-	-	-	-	16	-	5
2014-15	0	0	0	0	15	-	6
2015-16	94	0	0	17	23		
2016-17	179	0	2	25	31		
2017-18	215	1	4	30	63		
2018-19	246	4	5	27	19	3	12
2019-20	287	2	5	34	36	0	0
2020-21	260	17	5	25	41	4	27

*'Other' covers cases where an establishment type could not be provided, including children and young people where a notice to cease has been issued and children under compulsory school age not in an early years setting.

Source: DfE SEN2 return

Table 8: Other placements

Year	Apprenticeships	Traineeships	Supported Internships
2016-17	0	0	0
2017-18	0	1	8
2018-19	1	2	9
2019-20	1	1	10

Source: DfE SEN2 return

Pupils and students attending provision in the Harrow local authority area

In January 2021, of the school population attending Harrow's schools (maintained and academies) there were 1,281 pupils (3.4% of the school population) with an EHCP (Education, Health and Care Plan) (1,202, 3.2% in January 2020). It should be noted that in accordance with the SEND Reforms all Statements have been replaced by Education, Health and Care Plans in Harrow.

Overall the trend has been a continued increase in the number of statements/EHC Plans from January 2009 to January 2021. The actual number of statements/EHC Plans has risen from 879 in January 2009 to 1,281 in January 2021, which is a 46% increase and there has been a 6.6% increase between January 2020 and January 2021. The percentage increase in the number of statements over the period covered in the table below was at one time in line with the percentage increase in the school population, however in recent years it is higher.

Table 9: Total EHCP/Statements in Harrow

Year	Total EHCP/Statements	% Increase
2008-09	879	-
2009-10	877	-0.2%
2010-11	919	4.8%
2011-12	931	1.3%
2012-13	957	2.8%
2013-14	967	1.0%
2014-15	983	1.7%
2015-16	999	1.6%
2016-17	1,037	3.8%
2017-18	1,090	5.1%
2018-19	1,136	4.2%
2019-20	1,202	5.8%
2020-21	1,281	6.6%

NB This table only includes pupils with the enrolment status Current Single & Main
Source: January School Census

If the number of EHC Plans continue to increase as recent trends have indicated, it is likely that the number of pupils with EHC Plans in Harrow's schools may increase as projected in Table 10 below. This is based on the projected increase in population and the proportion of pupils with SEN remaining constant.

Table 10: Projected number of Statements/EHCP

Year	Projected total statements/EHCP
2016-17	1,040 (1,037 actual)
2017-18	1,071 (1,090 actual)
2022-23	1,241
2024-25	1,361

Pupils with SEN without an EHC Plan are identified in the category of ‘SEN support’ (K) category following the end of the 2014 to 2015 school year. As at the January 2021 school census there were 3,593 (9.4% of school population) pupils with the SEN provision ‘SEN support’, this is lower than the January 2020 figure of 3,627 (9.6% of school population).

The gender split of Statement/EHC Plan and SEN support pupils at January 2021 was 66.4% boys and 33.6% girls. The overall gender split of the school cohort was 50.1% boys and 49.9% girls.

Pupils with special educational needs placed in resourced provision

The number of pupils on SEN support placed in resourced provision in Harrow’s primary schools has been very small over the years. Table 11 below shows the number and percentage of Harrow’s primary school pupil’s with statements or EHC plans placed in resourced provision over the last five years. The total pupils in this table have fluctuated over the years, as have the numbers attending resourced provision.

Table 11: Primary School Pupils with SEN with statements or EHC plans

Primary Schools	Pupils with SEN with statements or EHC plans		
	Total pupils	Pupils placed in resourced provision	% of pupils placed in resourced provision
Harrow			
January 2012	337	35	10.4%
January 2013	350	32	9.1%
January 2014	340	49	14.4%
January 2015	352	46	13.1%
January 2016	320	57	17.8%
January 2017	328	64	19.5%
January 2018	366	61	16.7%
January 2019	406	72	17.7%

Source: DfE SFR SEN Analysis

The number of secondary school pupils placed in resourced provision have fluctuated over the last five years, as can be seen in Table 12 below.

Table 12: Secondary School pupils on SEN support

Secondary schools	Pupils on SEN support		
	Total pupils	Pupils placed in resourced provision	% of pupils placed in resourced provision
Harrow			
January 2012	922	4	0.4%
January 2013	860	18	2.1%
January 2014	725	38	5.2%
January 2015	1,382	48	3.5%
January 2016	1,403	36	2.6%
January 2017	1,389	27	1.9%
January 2018	1,447	16	1.1%
January 2019	1,432	20	1.4%

Includes city technology colleges, university technology colleges, studio schools and all secondary academies, including free schools.

The number of secondary pupils with statements/EHC plans placed in resourced provision has increased significantly from 8 in January 2012 to 39 in January 2019, as can be seen in Table 13 below.

Table 13: Secondary School pupils with SEN with statements or EHC plans

Secondary schools	Pupils with SEN with statements or EHC plans		
	Total pupils	Pupils placed in resourced provision	% of pupils placed in resourced provision
Harrow			
January 2012	225	8	3.6%
January 2013	223	5	2.2%
January 2014	221	11	5.0%
January 2015	235	12	5.1%
January 2016	252	24	9.5%
January 2017	263	30	11.4%
January 2018	262	35	13.4%
January 2019	256	39	15.2%

Includes city technology colleges, university technology colleges, studio schools and all secondary academies, including free schools. Source: DfE SFR SEN Analysis

Special Schools

Table 14 below shows the number of pupils on SEN support under statutory assessment or with a statement / EHC plan at Harrow’s special schools. The number of pupils have only really increased at Woodlands School where there were 94 pupils in January 2014 compared to 136 by January 2019 and 2020. This reflects the increase in the number of places available at Woodlands School due to planned expansion of the school site.

Table 14: Special School pupils on SEN support or with a statement/EHC plan

Harrow’s Special Schools	January 2014		January 2015		January 2016		January 2017		January 2018		January 2019		January 2020	
	P	S	K	S / E	K	S / E	K	S / E	K	S / E	K	E	K	E
Alexandra School	0	81	0	81	0	77	0	79	0	80	0	80	0	80
Woodlands School	0	94	0	95	0	105	1	120	0	122	0	136	0	136
Kingsley High	1	63	3	69	0	79	0	78	0	76	4	71	0	85
Shaftesbury High School	1	153	2	146	3	157	1	162	1	168	1	170	0	163

P – School Action Plus; S – Statement; K – SEN support under statutory assessment; E – EHC plan
Source: January school census

SEND Projections and modelling SEND places within Harrow

Officers have carried out projection modelling for pupil planning purposes to identify requirements for SEND provision and the most cost effective provision model. Projections will be updated on an annual basis once the sequential September phase transfers are confirmed.

Analysis of data on primary categories of need and projection modelling has shown that there are now greater numbers of children and young people (CYP) in Harrow with SEND who have increasing levels of need such that they will be identified as having severe learning difficulties (SLD). Based on actual pupil numbers of CYP who required SLD provision, between 2015 and 2019, and projections of pupil numbers and need, the projections show that, approximately 25 new children each year will require SLD special school provision.

Table 15-Projections, for pupil planning purposes have been modelled on new children entering the system in the Reception Year and rolling through actual pupil numbers in the primary and secondary phases of education. This does not include CYP moving into the borough or needing to move out of mainstream into special provision in other age groups.

Table 15: Projections based on 25 new children entering the system in Reception (Sept 22- based on actuals in correct year group)

Year	Sep-22	Sep-23	Sep-24	Sep-25
Primary projections (Based on current capacity at Woodlands 135)	137	144	154	157
Secondary projections (Based on current capacity 103 at Kingsley)	122	131	133	145
Total cumulative Shortfall for SLD places	21	37	49	64

Projection modelling confirms that the immediate and significant pressure is for secondary phase SLD special school places from September 2020. To accommodate this immediate place pressure Harrow has expanded Kingsley Special School, to its full capacity, from 96 to 103 places from September 2021.

Analysis of SEND data and trends indicate that there will continue to be growth in demand for primary SLD special school places. Prior to 2020, the growth in numbers has been largely accommodated in primary through two expansions at a primary SLD special school (Woodlands School) and the development of a primary SLD resourced provision in a mainstream school (Belmont School). These developments have managed demand in the primary sector but as pupils roll through will create pressure in the secondary sector.

In line with the key priority, to reduce out borough placements, Harrow is progressing 2 main strands of development:

- A ‘Whole System Shift’ model
- Further expansion of the additional resourced mainstream school (ARMS) provision

A ‘Whole System Shift’ is a strategic and cultural approach across all Harrow’s special and mainstream schools to develop the education provision on offer in Harrow as a continuum of provision so the finite numbers of special school places are prioritised for CYP with the greatest complexity of need.

Table 16 shows the current number of places across the primary and secondary special schools in Harrow.

Table 16: Special School Places

School	Designation	Number of places	Maximum capacity
Primary –Alexandra (Academy)	MLD	80	80
Primary-Woodlands (Maintained)	SLD	136	136
Secondary-Kingsley (Maintained)	SLD	103	103
Secondary-Shaftesbury (Maintained)	MLD	185	185-200

The LA is working collaboratively with the four special schools in Harrow, two of which are designated MLD, to explore and progress how best SLD provision can be expanded across a ‘Whole System Shift’ model and subsequently how MLD provision can be expanded and developed within mainstream schools.

Table 17 shows that in order to achieve an increase in SLD places it is proposed that the 2 MLD schools review their designation of MLD to include SLD and offer provision for pupils with more significant need.

Table:17 Projections based on 25 new children entering the system in Reception and proposed increase of SLD capacity (Sept 21- based on actuals in correct year group)

Year	Sep-22	Sep-23	Sep-24	Sep-25
Projections based on Woodlands School (Commissioned number of 135 places)- an intake of 25 new SLD Rec pupils minus 4 pupils with significant needs accepted by Alexandra from 2022.	136	139	145	144
Projections based on Kingsley School (Commissioned number of 103 places)- intake of leavers from Woodlands minus 8 pupils with significant needs accepted by Shaftesbury from 2022.	109	110	104	108
Total SLD shortfall even with capacity created at Alexandra and Shaftesbury	7	11	11	14

From September 2022 to September 2025 Harrow will require on average 8-14 additionally new SLD special school places.

The engagement and commitment of the MLDs schools and mainstream schools to develop ARMS provision, to the ‘Whole System Shift’ model is critical to the LA’s SEND Strategy and key priority to increase the number of SLD places. This approach will reduce the pressures on the HNB created by expensive out of borough placements thus enabling spend to benefit the development of Harrow’s school provision for Harrow pupils. In addition, this approach will secure diversity in the provision of schools and increase choice for parental preference.

Additionally, Resourced Mainstream Schools (ARMS)

For there to be an effective ‘Whole System Shift’ resulting in an increase in SLD provision across the 4 special schools Harrow will work with mainstream schools to further develop and upskill provision to meet the needs of CYP with MLD. This will be achieved through developing additional resourced provisions on mainstream school sites and further build on the additionally resourced mainstream school (ARMS) model in Harrow to ensure there is a pathway of specialist provision from primary through to secondary.

With the establishment of a ‘Whole System Shift’ model, pathway projections determine that, 48 secondary and 36 primary ARMS places will need to be developed by 2026 to meet capacity of demand for pupils who would have previously been offered a MLD special school place.

In parallel to the ‘Whole System Shift’ Harrow is also working towards ensuring a continuum of provision for ASD in mainstream schools. Harrow currently has 5 mainstream schools with designated ASD additionally resourced provision. These provisions provide 42 places across the primary sector and 24 across the secondary sector. Analysis of NOR and roll through of actuals in schools evidence that to ensure there is sufficient pathway capacity for pupils with ASD Harrow

will need to develop 2 new secondary school ASD ARMS to prevent children being placed in out borough provisions due to the lack of suitable local provision.

The development of the ARMS model to provide the pathway of provision for MLD and ASD is a phased programme of work over a period of 6 years. The phased programme is focused on implementing a key strategic priority that will reduce expenditure on provision of special needs placements over the longer term.

Engagement with Headteachers and Governing Bodies to develop inclusive resourced provision, within the context of the SEND Capital build programme and SEND Strategy, has been successful. Agreements with four schools have been reached and the aim is for new resourced provision to be in place for September 2022

Pupils subject to an EHC plan currently placed out of borough

The projection modelling and 'whole system shift' approach aims to accommodate current numbers in the system and the projected growth of new pupils. The modelling does not include CYP who are currently placed in out of borough independent provision and the plans do not provide Harrow with sufficient capacity to bring those CYP back in borough and thus reduce the current 'spend' on out borough placements and the overall DSG deficit.

Early Years 0-4 Year Olds

The Local Authority has a statutory duty to secure enough early education places for eligible 2, 3 and 4-year-old children, free at the point of access through settings that deliver the full Early Years Foundation Stage (EYFS). Data about this section of the population is provided because it helps inform the level of provision required but also because it impacts on the number of pupils entering reception classes.

Using the Greater London Authority (GLA) 2019-based trend projections (published November 2020), Harrow's population of the 0-4 age group was 17,500. The GLA projections report that the early years population in Harrow has remained relatively stable over the last few years with only minor fluctuations, however it is expected to decline quite significantly over the next several years. This is a departure from previous projections that had expected the early years population to remain stable. A breakdown of the population of the 0-4 age group is shown in the table below.

Table 19: GLA 2019 Population of 0-4-year olds in Harrow (*figures are rounded to the nearest 100*).

Harrow	2021
Age 0	3,500
Age 1	3,500
Age 2	3,500
Age 3	3,600
Age 4	3,400
Total	17,500

Sufficiency of places for two, three- and four-year olds

Using the available data provided by Harrow Families Information Service (FIS), below is an analysis of the supply of childcare in the London Borough of Harrow as of May 2021 (this does not include school nursery provision).

Number of places and type of provision

Harrow had a total of 6,082 childcare places for children aged 0-4 as of May 2021. These places are available through:

- 77-day nurseries making available 4,010 places for children aged 0-4 years (65.9% of all places) and 31 playgroups/ pre-schools making available 920 places for children aged 0-4 years (15.1% of all places).
- 144 childminders making available 838 places for children aged 0-4 years (13.8% of all places).
- 7 independent schools with under 5's nurseries making available 314 places for children aged 0-4 years (5.2% of all places).

The quality of the provision is very good overall with 97.7% of inspected settings judged as good or above by Ofsted (this figure does not include childminders with 'Met' or 'Not Met' judgements as they were not looking after children at the time of Ofsted inspection). Broken down further 98.9% of PVI settings are judged as good or above and 96.3% of childminders are judged as good or above. A full breakdown of inspection judgements is provided in Tables 16 and 17 below.

Table 20: Private, Voluntary and funded Independent setting’s Ofsted judgements (Harrow FIS data May 2021 – settings with current Ofsted judgements)

Ofsted Judgement	Number of settings	Percentage
Outstanding/Excellent	30	31.9%
Good	63	67%
Requires Improvement	1	1.1%
Inadequate	0	0%

Table 21: Childminder Ofsted judgements (Harrow FIS data May 2021 – childminders with current Ofsted judgements)

Ofsted Judgement	Number of Childminders	Percentage
Outstanding	9	8.6%
Good	69	65.7%
Met	20	19%
Not Met	4	3.8%
Requires Improvement	3	2.9%
Inadequate	0	0%

**Met and Not Met are judgements given to registered childminders not looking after children at the time of inspection.*

Early years education funding entitlements comprise of 2-year-old funding which is means tested and universal funding for all 3- & 4-year olds from the school term following their third birthday (15 hours per week of free early education, over 38 weeks a year). In September 2017, the government introduced the 30 hours childcare scheme for 3- & 4-year olds of working parents who meet the relevant eligibility criteria. The past few years have seen an increase in the number of day nurseries (open through the day) and places available through this provider type, which may in part be a result of childcare providers wishing to accommodate 30 hours funded places.

Assessing the occupancy of childcare places shows that 3,079 of the 6,082 childcare places in Harrow were occupied by funded children (2, 3- and 4-year olds) as of the Spring Term 2021. This represents 51% occupancy of funded children and suggests there are sufficient places available for all children eligible for funded entitlements. No data is currently available on the number of non-funded 0-4-year olds accessing childcare places, however considering the occupancy of funded children in the Spring Term 2021, 49% of all registered places were available to non-funded children.

Impacts of the Covid-19 pandemic have led to fluctuating and generally lower levels of demand for childcare places. Although this may be a temporary factor, declining birth rates and an expected decrease in the early years age group in Harrow suggest that demand for provision may continue to fall. Therefore, over the next few years, sufficient childcare provision is likely to be maintained as long as there is no considerable reduction in existing levels of provision. However, planned regeneration and re-developments in the Heart of Harrow, may lead to enhanced demand on a more local scale, as it is expected that this will attract more families to these areas. Particular focus on ensuring sufficient childcare provision in these areas will be required.

Findings of the equalities survey and qualitative interviews of Harrow staff and internal stakeholders on race



Patrick Vernon and Karl Murray

April 2021

Findings of the equalities survey and qualitative interviews of Harrow staff and internal stakeholders on race

ACKNOWLEDGEMENTS

Thank you to the many staff who took the time to participate in the Race Equality Survey of council employees and contractors; you have provided us with invaluable insights into the reality of race at work in working for Harrow Council. This report is just the beginning of what should be something that the council undertake periodically as part of its wider equality, diversity and inclusion strategy. If there is anything to take away after reading the report – and the Appendices- is that the voices of staff should not be ignored.

Further acknowledgements are extended to the Chief Executive, Sean Harriss, Tracey Connage (Director of Human Resources and Organisational Development) and Shumaila Dar (Head of Equality, Diversity and Inclusion), for their unstinting challenge and presence throughout the process. They provided invaluable insights, project management and guidance at all stages of the process.

Thank you to colleagues in the Corporate Strategic Board (CSB), Ilona Smith and Janice Noble - the Chairs of the Black Lives Matter Staff Group (BLMSG) and Meghan Zinkewich-Peotti, Chair of the Staff Making a Difference Group (MADG). If not for their scrutiny, contribution to the survey questions and in providing critical reflections at Briefing sessions, we may not have been able to reach as many staff as we did and to have finalised the report. We hope we have reflected as many of the views as reasonably possible. Members are often unseen in what could be seen as 'officer led' projects, but in this case the Cross-party Members Working Group on Black Lives Matter and Equality, Diversity and Inclusion, were central to the survey being commissioned. As such, we acknowledge their role in enabling the report to be finalised.

A special thank you goes out to the two trade unions in the council (i.e. GMB and Unison) for their support in helping us with the organising of the focus groups, in particular. Your support in this respect, have been valuable.

This is an independent review that has been commissioned by the council as part of the wider work being undertaken on Equality, Diversity and Inclusion, and as such, in the final analysis, the sense made of all the data and information gathered remains those of the independent team and authors of the report. We hope we have done justice to the many ranges of voices we have heard and that the next steps in going forward is able to build on this start.

CONTENTS	PAGE
Acknowledgement	2
Introduction and key findings	4
What did the review process tell us?	
1) Racism in the workplace	6
2) The impact of racism on staff health and wellbeing	8
3) Management and support	9
4) Career opportunities/glass ceiling in Harrow	10
5) Training and development	11
6) Temporary, agency and international staff	11
7) Race and sexism	12
8) Institutional and structural racism	12
Conclusion	15
Recommendations	16
Annex 1: Continuum on becoming an anti-racist organisation (a model)	

INTRODUCTION

The murder of George Floyd and the impact of Black Lives Matter on the race equality agenda for staff at Harrow Council

The murder of George Floyd by the police in Minneapolis on the 25th of May 2020, at the height of the COVID-19 pandemic and the resurgence of Black Lives Matter has become a global phenomenon on black suffering and structural racism. This has had a profound impact in the UK ranging from the demonstrations, marches, and vigils during the summer where over 2 million participated along with the removal of the statue of the slave trader Edward Colston that has led to a national debate regarding culture and national narrative of Britain.

Not since the murder of Stephen Lawrence has the public sector, major corporations, and national charities made pledges and commitment to review culture, behaviours and systems and how it impacts on Black, Asian and Minority Ethnic communities (and African and Caribbean communities more specifically), as part of their wider thinking around equality, diversity and inclusion. This is the context against which the review has been established, set against the backdrop of the Black Lives Matter demonstrations and of the work of the Black Lives Matter Staff Group (BLMSG), that emerged as a direct consequence of that movement. Alongside this, there is the widely acknowledged commitment from the Chief Executive and the Leader of The Council to consider the implications arising from the recommendations of the review in relation to equality, diversity and inclusion.

The terms of reference for the review included:

1. A focus on those staff employed by Harrow Council, including senior management and operational staff and other stakeholders, including temporary staff and contractors;
2. The approach sought to capture both qualitative and quantitative information on staff experience and practice;
3. As necessary and appropriate, where issues of racial discrimination intersected with other areas of employer-employee relations, such as bullying, harassment and sexual discrimination, to explore those dimensions as part of the review and reporting process;
4. To make recommendations on addressing key concerns identified with respect to race discrimination.

The approach included:

- a) Face to face structured interviews and focus group sessions; and
- b) The Staff Survey, which took place over a four-week period from 1st to 24th December 2020, using the online SurveyMonkey tool as well as hard copies that were completed by staff who were unable to access the online tool.

From these approaches, we conducted 90 one-to-one sessions with staff and convened four online focus groups via Microsoft Teams. In addition, we received over 10 email submissions

of evidence; from the Staff Survey we received 573 responses, which included 26 'hard copies' that had been completed by staff who were unable to access the online tool.

KEY FINDINGS

Most staff did not definitely believe that the Council was institutionally racist, with two-out-of-five (41%) and one-in-three (36%) disagreed that it was structurally racist. However, many felt that there was more work that needed to be done. Evidence arising from our processes showed that long-standing challenges with management behaviour and a lack of development opportunities for Black, Asian and Minority Ethnic (BAME) staff, for example, continue to be an issue, which staff indicated reflects poorly on Harrow, especially as these concerns have been raised by staff over many years.

Harrow is not new in this respect with regards to institutional and structural racism bedevilling many large public and private organisations in Britain, as indicated by the Race at Work Surveys (2015; 2020). It is therefore a credit to Harrow Council that it has been willing to shine a light on this important issue that have for so long been left unaddressed. It is important that the leadership of Harrow Council acknowledges and apologises for its failings to its BAME staff. This is a key step on the journey to becoming an anti-racist organisation and to better reflect the community it serves (see Annex 1).

Specifically:

- 26% of staff felt that the Council is institutionally racist while 30% thought they were structurally racist;
- 28% of staff reported experiencing racism in the workplace while 46% reported witnessing racial discrimination against colleagues;
- Only 16% of staff believed that their Directorate/Division was consistent in their practice in relation to racial discrimination, bullying and harassment;
- 95% of staff believed that the Council should have a specific policy against racial discrimination, bullying and harassment in the workplace;
- 45% of staff felt that there should be a specific network for protected equalities groups.

WHAT DID THE REVIEW PROCESS TELL US?

Specifically, we found the following to be reflective of staff experiences:

The workplace culture of Harrow Council

Staff shared a mix of feelings towards the council, with the vast majority of voices expressing a personal commitment to the council and the borough, while others described a range of positive experiences with their line managers and the support they had received from the council as an employer. Many staff had pride in working and living in Harrow. However, there were many voices describing negative experiences, including encountering racism in the workplace, attitudes of some senior managers and the lack of opportunities.

Arising from the one-to-one and the focus group sessions, for example, three recurring areas of concerns were identified: a) Staff support and structures; b) Operational management and practice; and c) Culture of the Council (leadership) – these are captured in Fig 1 below. Experiences shared involved examples of race discrimination alongside issues of poor or inadequate management, supervision skills and wider concern over the culture of leadership across the organisation.

Fig 1: Thematic intersectional reflections following 1-2-1 staff feedback



Racism in the workplace

While the majority of staff, had not directly experienced racism in the workplace (28%: Fig 2), a significant proportion (46%: Fig 3) had indicated that they had 'witnessed' racism in the workplace. Both those who experienced racism and those that had witnessed racism, shared examples of racial discrimination alongside issues of poor or inadequate management, supervision skills and wider concern over the culture of leadership across the organisation.

Fig 2: Since working with Harrow Council, have you experienced racism in the workplace (%)?

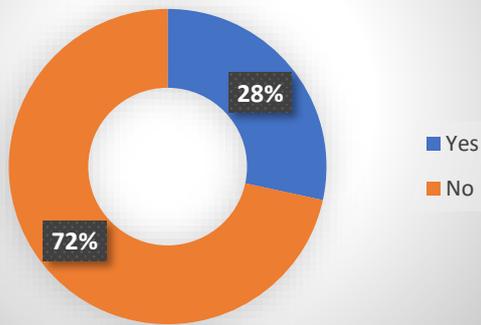
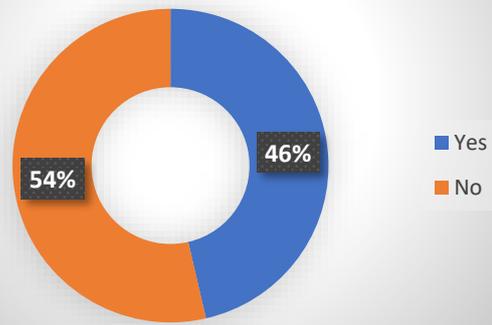


Fig 3: Since working at Harrow Council, have you witnessed racism/discrimination at work (%)?



Additionally, 24% (1 in 4) believed that their Directorate/Division was not consistent in their practice around issues of racial discrimination, bullying and harassment (Fig 4), while 95% believed that the Council should have a specific policy against racial discrimination, bullying and harassment in the workplace (Fig 5) and 45% of staff felt that there should be a specific network for protected equalities group (Fig 6).

Fig 4: Do you think your Directorate/Division is consistent in its practice with respect to the reporting of racial discrimination, bullying and harassment incidences?

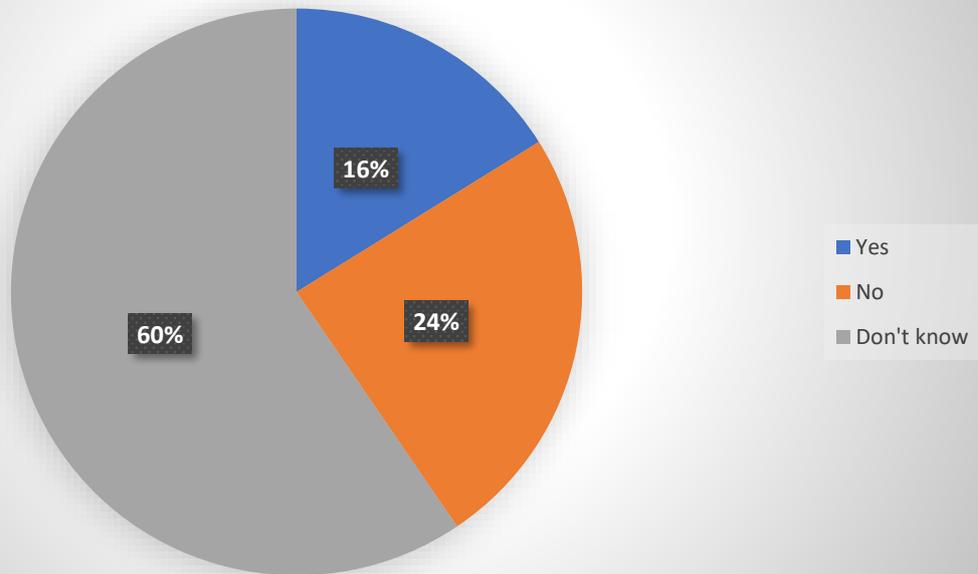


Fig 5: Should the council have a specific policy for dealing with racial discrimination, bullying and harassment in the workplace?

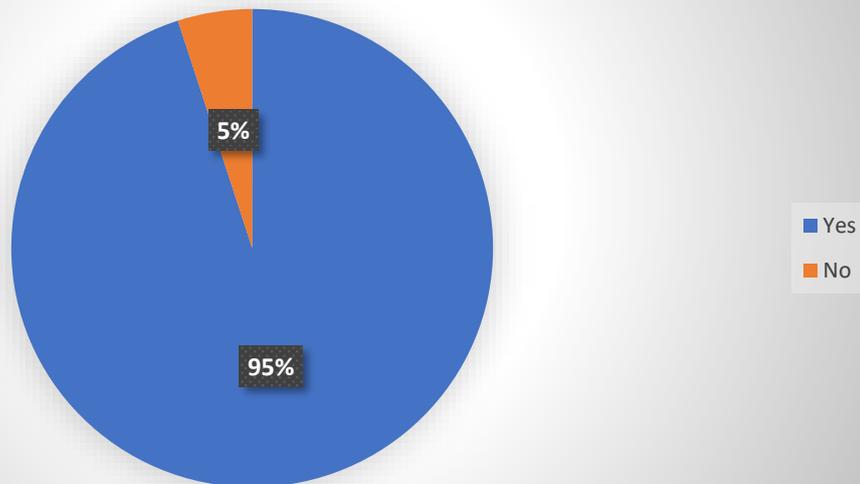
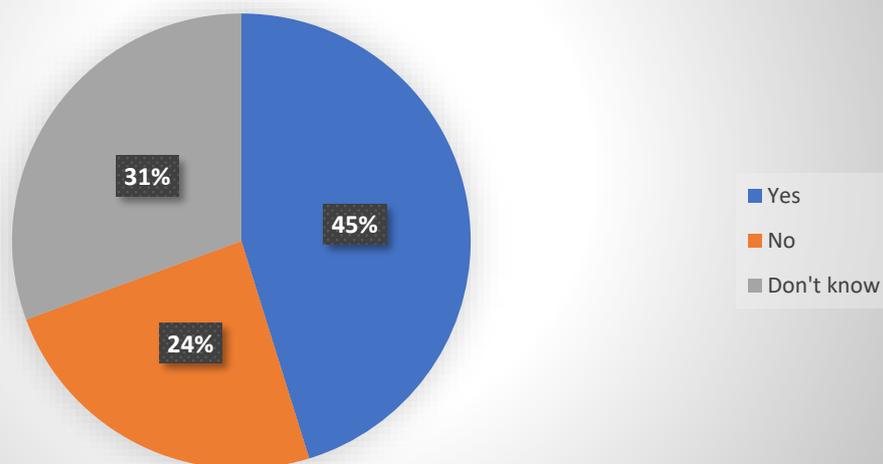


Fig 6: Do you think there is the need for a dedicated staff network for each protected characteristic group (e.g. BAME, women, LGBTQ+, disability, faith etc)?



Impact of racism on staff health and wellbeing

What was evident from interviews with staff, particularly African, Caribbean and South East Asian staff, were the impact and burden of historical and continuous racism. This was also reflected initially in the scepticism about this current review and the failure by the council to implement previous reviews on racism over the last 5 years. In broad terms, staff reported:

- a) Feeling under-valued and deskilled;
- b) Increased stress and anxiety;
- c) Sleep deprivation;
- d) Reduction in self-esteem;
- e) Exacerbation of physical health problems;
- f) Lack of motivation and morale;
- g) Bullying and harassment;

- h) Punishment for admitting that they were struggling, with work with roles being downgraded and reduce working responsibilities;
- i) Marginalisation and stifled career development of staff who advocated for others or raise concerns.

Psychological Safety

To create safety in a workplace requires collaboration and teamworking, where people can make mistakes without being punished, encouraged to ask questions or make suggestions for new ideas. Comments from staff reflected the following:

“Reporting is not worth the risk to our jobs. Most is just unintentional casual racism due to ignorance but is not that often an occurrence.”

“A colleague reported several instances of anti-Semitism and racism and nothing has been done about it for years. It is no good at all to talk about combatting racism, then do nothing about it when reported. We are so fed up of this and this is the reason why NOTHING will change.”

“I am not brave enough to suggest that me and my fellow female colleague who are from the same ethnic group are treated differently from our white colleagues by our manager; this would likely get me a warning, either verbal or formal or even sacked.”

Staff also spoke about seeing progress and acknowledgement of good practice and the organisation being responsive to challenges:

“Being in the council for nearly 20 years I would say the last few years the whole outlook has changed. We are seeing more people from ethnic minority on the panel of senior management which was not always the case. I feel there is a lot more work to be done but we are on the right track.”

“I feel that Harrow’s biggest issue is dealing with conflict, bullying and challenging people who are not doing their jobs effectively.”

“Harrow is diverse, and welcoming compared to some local authorities I have worked for. It’s good to see a diverse acceptance and smiling people for once. I have not come across this kind of welcome in the past three years...Harrow is an inclusive and accepting of diversity.”

Management and support

The vast majority of staff we spoke to raised issues of poor management, and in particular concerns over the effectiveness of their line manager. Some staff indicated feeling that they are being blamed for creating an environment of poor performance and poor relationships; what some referred to as creating a ‘toxic environment’ within the workplace. This situation is further compounded where issues of race equality and equality of opportunities are not effectively managed. As one respondent remarked:

“The outcome is always the same - the targeted person is left feeling unsupported and victimised and the perpetrator gets away with their actions because the manager supports the offending manager rather than the victim.”

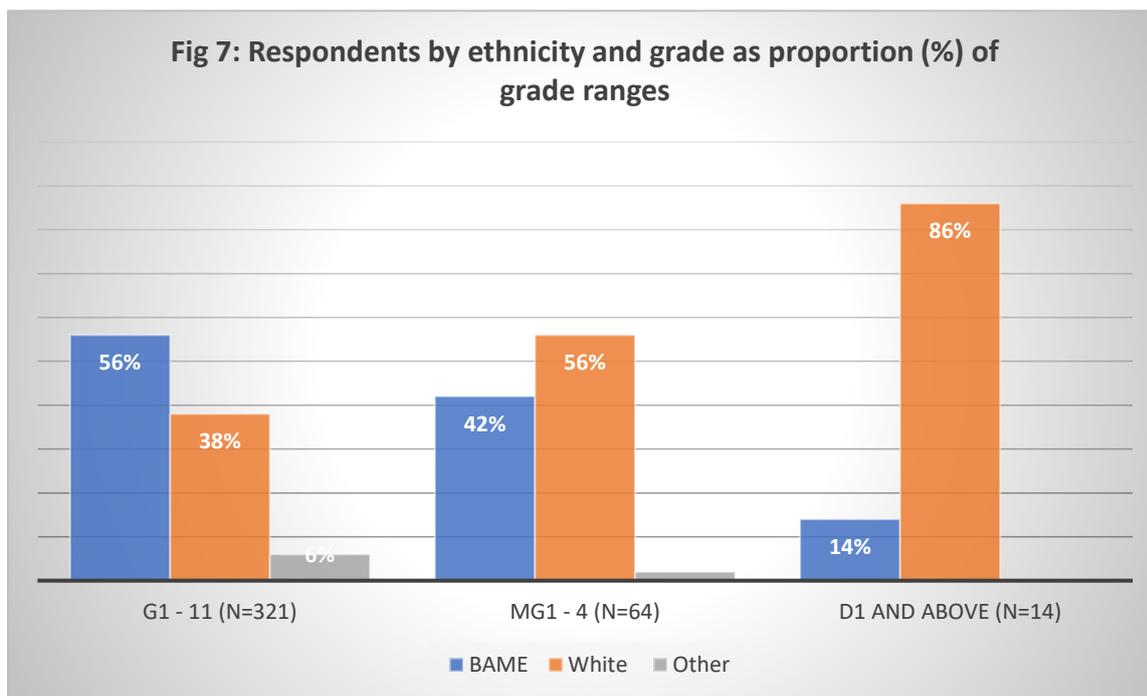
At the level of staff support, concerns were raised about the appraisal and support processes which many saw as being either non-existent or ad hoc. When asked how often staff discussed career opportunities, training and development, 59% of those who responded to this question (n=477) indicated ‘never or rarely’.

Specific complaints raised about performance management included:

- a) Staff not having one to ones or appraisals in years;
- b) Poor quality of relationships and trust between staff and line managers;
- c) Large staff turnover and low staff retention especially after a restructure;
- d) The treatment of agency/temporary staff as being expendable, despite the fact a large proportion having been working for between 12 to 36 months (e.g. 14% of respondents were ‘temporary/agency’ staff with 78% working with the Council for between 1 and 5yrs and 18% for 6yrs and beyond).
- e) Down grading of posts when staff were over worked instead of exploring other ways of support and supervision;
- f) Managers lacked Equalities and Diversity Awareness training and cultural competency;
- g) Negative working environments in some of the directorates and heavy workloads;
- h) Poor management of sick leave and lack of adoption of Occupation Health recommendations;
- i) Lack of confidence in grievances and complaints against managers and the role of trade unions;
- j) Senior management’s poor relationships with trade unions and staff forums;
- k) Lack of objectives set on equalities and tackling racism for senior managers and directors.

Career opportunities/glass ceiling in Harrow

It has long been recognised that glass ceilings exist around race and gender equality in the public and private sector. Through the interviews staff have indicated that there is a “*clear glass ceiling around G grades*”. Sharing their experiences, some have expressed their frustration being on the same grade for over 15 years in some instances. Some staff even went further to infer that the grading system was designed to keep some staff down and not improve talents and abilities. As indicated in Fig 7 below, the proportion of respondents by ethnicity and grade (by broad clustering range) shows that those staff who responded from the BAME group were employed within the broad G1 – G11 range (56%) with 14% employed at D1 and above grade.



Base n=399

Some staff commented on going for job evaluation - or asking for a review during restructuring – but were rejected or received limited support from their line manager. With no regular one-to-one or staff appraisals taking place, the glass ceiling is further entrenched with staff feeling demotivated with some eventually leaving the organisation for opportunities elsewhere.

Training and development opportunities

Discussions with staff and the result from the survey indicated that staff felt underserved by their managers in relation to opportunities to develop and progress. For example, based on responses to the question: *To what extent had respondents received any training or coaching opportunities by their Directorate/Division over the last 24mths?* 62% of respondents reported that they had accepted some form of training and development opportunities over the 24 months period indicated and only 24% ever discussed career opportunities with their senior managers. At the same time, respondents indicated the top three priorities in relation to training and development to overcoming barriers were:

- Opportunities to gain relevant experience (56%)
- Access to opportunities (51%)
- Training needs analysis and action plan (44%).

Temporary, agency and international staff

The review involved interviewing several temporary and agency staff who worked for the council but were employed by Pertemps, the Agency contracted by the Council to supply temporary agency staff. Staff in this category had similar experiences that were being faced by employed Council staff with respect to racism and the culture of the organisation. Many of these workers were employed as business support agency staff, working across

Directorates with many having been in their roles for over 2 years, with evidence that many of them being Black and women, especially those working in business support roles.

Some of the temporary staff felt they were not part of the team they were supporting because of their agency status and any concerns regarding working conditions had to be resolved by Pertemps. A number of these respondents were concerned that it was not in Pertemps' interest to resolve issues or grievances. The vulnerability of their employment status further adds to the dynamics and places them in a precarious situation regards discriminatory practices, including race discrimination, bullying and harassment.

Race and sexism

While interviews were focused on race discrimination, what was clear was that the majority of respondents were women (51% female: 25% male), and that intersectionality was an issue for some. Harrow, in common with many local authorities, NHS Trust in North and West London, especially with the council having an all-white male middle age senior leadership team, does not reflect a vast majority White female and Black, Asian, and Minority Ethnic workforce and the demographics of Harrow. Comments from staff perhaps best illustrate some of the concerns raised:

"I was sexually harassed by a colleague in another department. When I complained I was told this was a cultural issue."

"I have been sexually harassed in the workplace by two individuals. I did not report either."

"Reported an incident of bullying to my manager and told to keep a log rather than it being dealt with in the moment. I wrote directly to senior management, but nothing came of it."

"Have reported issues up to Director Level, albeit with consequences!"

"There is more gender related discrimination over race"

Institutional and structural racism

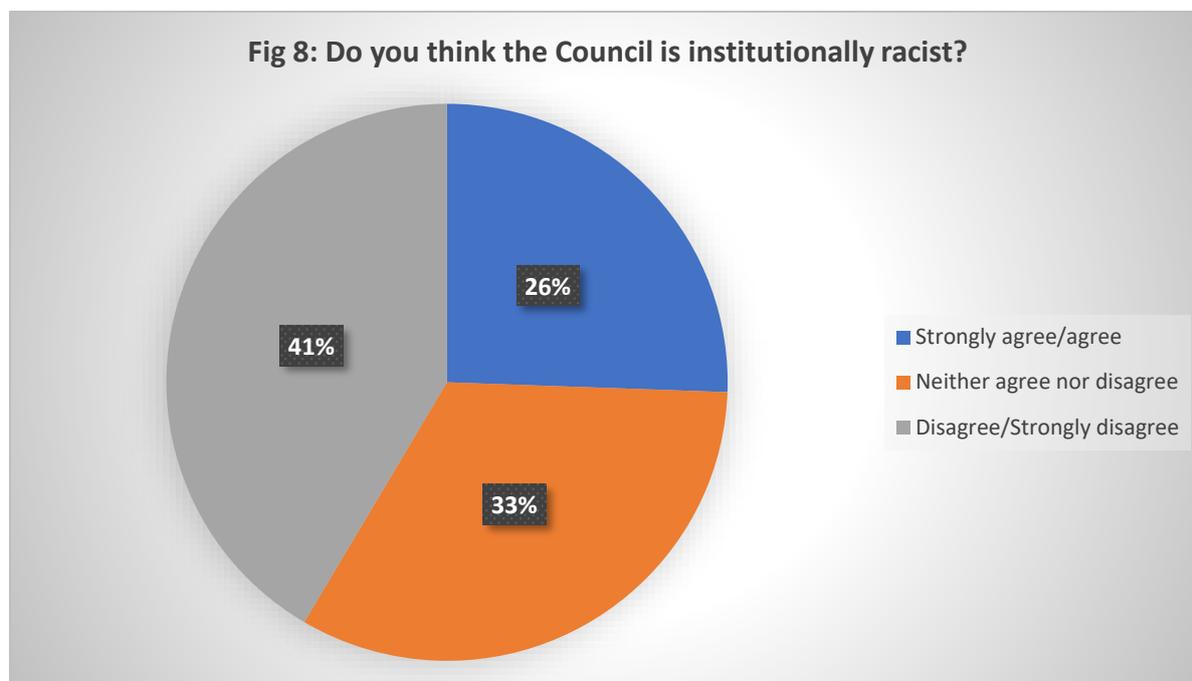
In considering the impact and implications of what would seem to be a pervasive and embedded practice, we sought to explore the question of 'institutional and structural racism' explicitly within the survey. Based on our definitions, respondents to the survey were asked to respond to two questions based on a five-point question ranging from *strongly agree* to *strongly disagree*. The questions were:

1. *Do you think the Council is institutionally racist; and*
2. *Do you think the Council is structurally racist?*

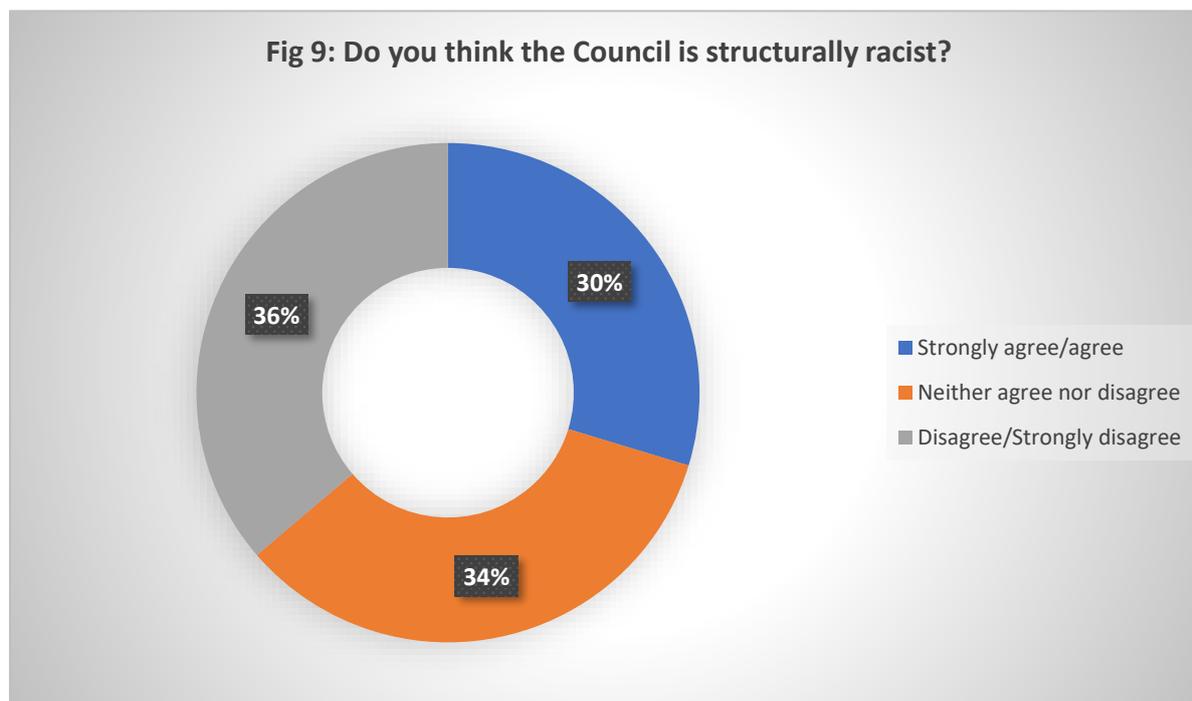
The responses to these questions indicated a perception of the Council as exhibiting traits of being both institutionally and structurally racist. Twenty-six percent (26%) of respondents to the first question (n=489) 'strongly agreed/agreed' that the Council was institutionally racist

while 30% who responded to the second question relating to structural racism (n=488) 'strongly agreed/agreed' that the Council was structurally racist (Figs 8 and 9).

Overall, as Figs 8 and 9 shows, we received a very high 'neutral' response rate, which implies that at least one-third of respondents to the two questions were uncommitted which should not be taken as endorsement that three-out-of-four staff believed the council is not institutionally racist and, similarly, that seven-out-of-ten staff did not believe the council was structurally racist.



Base n=489



Base n=488

On the other hand, when the same questions were asked of those participating in the one-to-one interviews, we found that just under 80% of participants 'agreed' with the statements. Though most staff in the survey disagreed that the Council was institutionally racist (41%) and structurally racist (36%), many felt that there was more that needed to be done. The responses were not definitive as there was a very high 'neutral' response rate (a third of respondents to both questions), which suggests that the Council might have a problem with embedded perception and practice, as it relates to racism in the workforce, and this makes it the more imperative that this concern is addressed. This is perhaps best summed up in the words of one respondent who disagreed with the statement (i.e. that they council is not racist): *"I see diversity of people at all levels of the council. However, stereotypical socio-economic groups of workers are overly represented at the top and bottom of pay scales."*

CONCLUSION

It is always good to hear the voices of those being impacted on, however harsh, unpleasant and unpalatable those perceptions and experiences may seem, but just as important is the question of what is the solution? What can (and should) the Council realistically do in the light of hearing these voices?

One of the concerns expressed by staff related to practice and poor management in adhering to policies and procedures. We asked respondents to reflect on *'Whether they felt the Council should have in place a specific policy for dealing with racial discrimination, bullying and harassment in the workplace?'* And to *'What extent are Directorates/Divisions consistent in their practice?'*

The responses were quite revealing in that respondents pointed to possibilities that lay squarely in areas of development that could be construed as 'quick fixes', especially around staff support and operational management and practice (see Fig 1). For example, to the question of a specific policy on dealing with racial discrimination, bullying and harassment, 95% of staff felt that this should be in place (Fig 5); and to the consistency of practice across Directorates/Divisions, only 16% provided a positive response that they were consistent while 60% were 'not sure' (Fig 4). This extremely high rate of ambivalence (not being sure) amongst a majority staff cohort of over 6yrs, should be a cause for concern, as one would hope that by 6yrs there would be some basis to be clear?

Arising from the feedback in the survey and the one-to-one interviews, with respect to the impact on staff of racism within the Council, we heard how staff felt that their talent has been historically held back due to ineffective support and supervision combined with White privilege. Along with some evidence of institutional and structural racism and sexism, Harrow Council is perhaps in no different place than many large institutions, public and private, as reported in the Race at Work Survey (2015). What is clear from our review and analysis, however, is that the evidence suggests that Harrow is likely to be institutionally and structurally racist and thus must formally acknowledge this as part of moving forward, if it is committed to being an anti-racist organisation and work towards reflecting the current and future demographic profile of the borough.

It is strongly recommended that Harrow embark on a journey of *'righting the wrongs'* to restore confidence and draw a line from its past, to move forward to reflect a future Harrow where respect and inclusion is at the heart of the organisation. The Council have already made a commitment by undertaking this review. Harrow is in good company along with several local authorities who have already started this journey such as Lambeth, for example, where between 2019 to 2020, they have seen green shoots of change and a clear commitment from all the political parties and the senior leadership team. A similar process is here suggested for Harrow.

There is evidence that Harrow is taking this journey seriously:

- Harrow is part of the London Councils Tackling Racial Inequality Group, part of the Chief Executive Leadership Committee (CELC), and this affords Harrow the opportunity to be able to benchmark and share best practice over time.

- The Council has made a commitment and pledge to be part of the Race at Work Charter, which has been developed through the work of Business in The Community to further support private and public bodies to act on tackling race equality in the workforce. The five pledges of the charter provide a strong base upon which some of our recommendations have been based.

A key in monitoring the progress along this journey will be the need to develop an action plan and consideration of a follow-up survey to see what progress has been made following this report. Only by so doing, will they be in a position to be able to go back to staff and demonstrate that the process was not a “tick-box exercise”, as some respondents commented.

The recommendations that follow are based on the lived experience of pain, suffering and aspiration and the willingness of staff to be part of the process in solution building and collaboration. The resilience and commitment of staff is key which the senior political and executive leadership team need to tap into and engage around in tackling issues of racism and discrimination.

RECOMMENDATIONS

Acknowledging and recognising the journey of ‘righting the wrongs’ through:

1. Formal acknowledgment and apology of current and past treatment of Black, Asian, and Minority Ethnic staff with special reference to staff of African, African Caribbean heritage who have experienced high levels of bullying, including racist bullying;
2. Formal response by Chief Executive to the report findings and recommendations by way of feedback to inform staff;
3. Statement and acknowledgment by the Leader and Cabinet with support of Full Council on its commitment to becoming an anti-racist organisation;
4. Adoption of the guiding principles of ‘righting the wrongs’ and the development of a working definition of institutional racism in the implementation of the recommendations in partnership with staff networks and trade unions;
5. The staff feedback/responses used to shape future work around the development of the Borough plan, response to COVID-19 and of the Council’s commitment to becoming an anti-racist organisation working with local stakeholders and partners (e.g., developing a process of co-production working with trade unions, BLM Staff Group, Making A Difference Network, and other relevant internal stakeholders);
6. Recognition that a commitment for significant investment in staff development and HR and Organisational Development (OD) function to address historical inequalities;
7. A similar process or review with Harrow residents, community organisations, faith groups and businesses exploring the issues around racism, discrimination and inequalities and their relationship with the council.

Recruitment and retention of staff through:

1. HR should identify key metrics and measures across the whole of the employee lifecycle, identifying differential impacts over time on protected characteristics and produce an action plan to address identified issues;
2. Reviewing the current recruitment practice, which should cover temporary, contract and interim management agencies, and the wider relationships with agencies, especially Pertemps the recruitment agency, with regards the regularisation of the status of staff who have worked for the council for more than 12 months;
3. Ensure that all recruitment for MG grades and above include a BAME staff, or external adviser to be on all panels (i.e. that the panel have mandatory unconscious bias training and full declaration of interest of relationship or affiliation as part of the recruitment process);
4. Undertaking EQIA for any proposed restructuring to ensure that the workforce reflected the diversity and demographics of Harrow Council;

5. The council to develop 'growing your own' programme of supporting BAME staff around secondment, apprenticeship, mentoring and acting up opportunities;
6. The council to develop aspirational targets to ensure that BAME staff are recruited to senior management roles;
7. The council to undertake Ethnicity Pay Gap Review to address historical inequalities around staff grading and the impact of the glass ceiling particularly on G grade roles.

Changing the organisation's culture and behaviour through leadership, training and development through:

1. Reviewing Council code of conduct, behaviours and standards;
2. Ensure the '*Great People, Great Culture*' Organisational Development Strategy embeds the recommendations and feedback from this report and develop a process of co-production with staff, staff networks and trade unions to tackle the current state of the culture in the organisation;
3. Ongoing implementation and commitment to the Race at Work Charter;
4. Development of leadership, coaching and mentoring programmes targeting staff at 'G' grade;
5. Development of secondments and shadowing programmes;
6. Urgent review across all directorates the implementation and impact of support and supervision and appraisal systems around staff development;
7. Development of a formal support network and mentoring of international staff;
8. Development of mandatory anti-racism training for all staff and Councillors, including focus on cultural bias, white privilege etc.
9. Providing commensurate budget and resources to the development of interventions as part of a wider programme of culture and policy change across the organisation for short to long term actions around equality, diversity and inclusion.

Creation of safe spaces for dialogues and understanding through:

1. Support the ongoing development of the BLM Staff Group as part of the wider MADG approach (e.g. the Ethnicity Network Group);
2. Development of an independent reporting mechanism for staff to raise concerns regarding their treatment;
3. A defined role within the wider scrutiny and accountability framework of the council for the BLM Staff Group and Making A Difference Staff Network and trade unions;

4. Facilitating and engaging all staff, particularly middle and senior management, in critical conversations of power, privilege and abuse in organisations.

Governance and accountability through:

1. Review the strategic positioning and governance structures of the delivery of the race equality agenda within the wider work on equality, diversity and inclusion;
2. Strategic consideration where the policy and corporate strategy on '*righting the wrongs*', and the wider EDI agenda is located to create the 'engine for change' and strong leadership on this agenda which needs to be aligned with HR and OD Division;
3. Transparent process of scrutiny and accountability of senior politicians across all political parties in conjunction with the executive team and external stakeholders to create the culture and environment for change;
4. Undertake an independent review of the council's progress in the implementation of the recommendations against an agreed Action Plan owned by CSB within the next 6 to 12 months from this report, including consideration of a follow-up survey within 18 to 24mths.

Annex 1: Continuum on becoming an anti-racist organisation (a model)

Continuum on Becoming an Anti-Racist Multicultural Organization

MONOCULTURAL ==> MULTICULTURAL ==> ANTI-RACIST ==> ANTI-RACIST MULTICULTURAL					
<i>Racial and Cultural Differences Seen as Deficits ==> Tolerant of Racial and Cultural Differences ==> Racial and Cultural Differences Seen as Assets</i>					
Exclusive An Exclusionary Institution	2. Passive A "Club" Institution	3. Symbolic Change A Compliance Organization	4. Identity Change An Affirming Institution	5. Structural Change A Transforming Institution	6. Fully Inclusive Anti-Racist Multicultural Organization in a Transformed Society
<ul style="list-style-type: none"> Intentionally and publicly excludes or segregates African Americans, Native Americans, Latinos, and Asian Americans Intentionally and publicly enforces the racist status quo throughout institution Institutionalization of racism includes formal policies and practices, teachings, and decision making on all levels Usually has similar intentional policies and practices toward other socially oppressed groups such as women, gays and lesbians, Third World citizens, etc. Openly maintains the dominant group's power and privilege 	<ul style="list-style-type: none"> Tolerant of a limited number of "token" People of Color and members from other social identify groups allowed in with "proper" perspective and credentials. May still secretly limit or exclude People of Color in contradiction to public policies Continues to intentionally maintain white power and privilege through its formal policies and practices, teachings, and decision making on all levels of institutional life Often declares, "We don't have a problem." Monocultural norms, policies and procedures of dominant culture viewed as the "right way" business as usual" Engages issues of diversity and social justice only on club member's terms and within their comfort zone. 	<ul style="list-style-type: none"> Makes official policy pronouncements regarding multicultural diversity Sees itself as "non-racist" institution with open doors to People of Color Carries out intentional inclusiveness efforts, recruiting "someone of color" on committees or office staff Expanding view of diversity includes other socially oppressed groups <p><i>But...</i></p> <ul style="list-style-type: none"> "Not those who make waves" Little or no contextual change in culture, policies, and decision making Is still relatively unaware of continuing patterns of privilege, paternalism and control Token placements in staff positions: must assimilate into organizational culture 	<ul style="list-style-type: none"> Growing understanding of racism as barrier to effective diversity Develops analysis of systemic racism Sponsors programs of anti-racism training New consciousness of institutionalized white power and privilege Develops intentional identity as an "anti-racist" institution Begins to develop accountability to racially oppressed communities Increasing commitment to dismantle racism and eliminate inherent white advantage Actively recruits and promotes members of groups have been historically denied access and opportunity <p><i>But...</i></p> <ul style="list-style-type: none"> Institutional structures and culture that maintain white power and privilege still intact and relatively untouched 	<ul style="list-style-type: none"> Commits to process of intentional institutional restructuring, based upon anti-racist analysis and identity Audits and restructures all aspects of institutional life to ensure full participation of People of Color, including their world-view, culture and lifestyles Implements structures, policies and practices with inclusive decision making and other forms of power sharing on all levels of the institutions life and work Commits to struggle to dismantle racism in the wider community, and builds clear lines of accountability to racially oppressed communities Anti-racist multicultural diversity becomes an institutionalized asset Redefines and rebuilds all relationships and activities in society, based on anti-racist commitments 	<ul style="list-style-type: none"> Future vision of an institution and wider community that has overcome systemic racism and all other forms of oppression. Institution's life reflects full participation and shared power with diverse racial, cultural and economic groups in determining its mission, structure, constituency, policies and practices Members across all identity groups are full participants in decisions that shape the institution, and inclusion of diverse cultures, lifestyles, and interest A sense of restored community and mutual caring Allies with others in combating all forms of social oppression Actively works in larger communities (regional, national, global) to eliminate all forms of oppression and to create multicultural organizations.

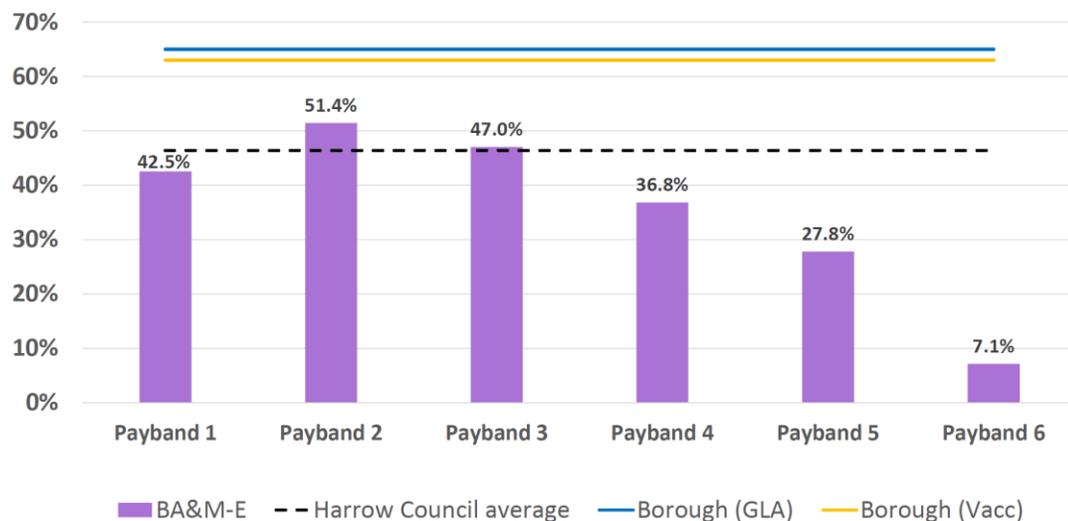
© FW Business Ltd, Patrick Vernon and Karl Murray, April 2021

Breakdown of council data...context setting

Harrow is a diverse place to work and live. It is important to give some context to the overall workforce diversity in comparison to the local population.

169

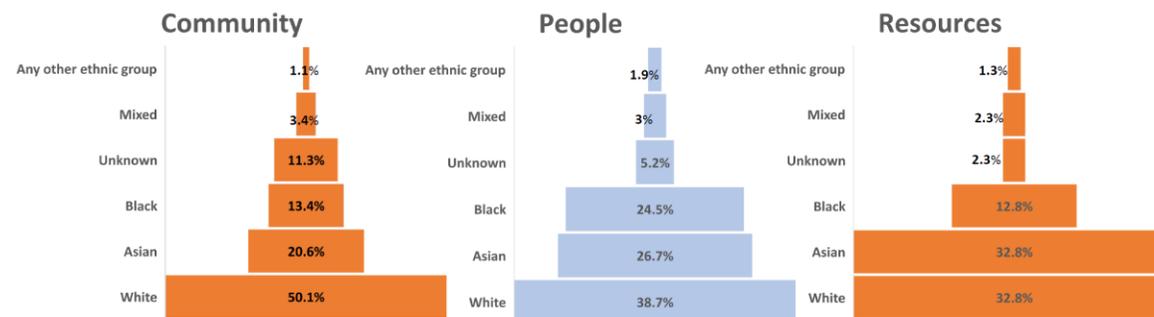
All Council: BA&M-E by payband



Harrow's resident population and workforce is as follows:

Ethnicity	Resident population	Workforce
White	37%	43%
Asian	44%	25%
Black	7%	16%
Multi-heritage	3%	3%

Breakdown by Ethnicity and Directorates



Ethnic groups across the workforce

170

A breakdown of representation across the council

Breakdown by Ethnic Groups in Pay Bands compared to population estimates, (GLA & Vaccination)

- Overrepresentation of white staff in all pay bands (with significant levels that can not be accounted for by “unknown”s levels 4 +
- Black staff (includes, Black African/ Caribbean/ Black British) show better representation than the borough population in in paybands 1-4 and similarly represented in paybands 5 and 6.
- Asian groups are significantly underrepresented in all pay levels, with no representation in band 6.
- Multi-heritage staff follow a similar representation to lower population estimates in most pay bands. However lower in payband 3 and no representation in band 6.
- Other ethnic groups are underrepresented at all pay levels with no representation in band 6.

