

MARCH 2014

#londoncostofliving

London Cost of Living Report

Childcare



Dr. Onkar Sahota AM

GREATER LONDON AUTHORITY | LONDON ASSEMBLY LABOUR

FOREWORD

Bringing up children is a tough but rewarding job. For Londoners, who lead busy lives in an expensive city, securing affordable and sufficiently flexible care for their children is a source of constant worry.

From putting strain on family life to creating barriers to employment, childcare is yet another key driver of London's cost of living crisis. The combination of low and stagnating incomes, higher overheads for providers and an insufficient number of nursery places means that full-time childcare costs an average of £14,000 per year – this is out of reach of many families in London. While set-up costs remain high, too few childcare providers are entering the market with the result being insufficient downward pressure on costs.



After doing the sums, it works out cheaper for many Londoners not to work in order to avoid huge childcare bills. That is why London by far has the lowest parental employment rate compared to the rest of the country. Many parents will make the proactive choice to forgo work to be with their children. The challenge for the Mayor and the Government is to make that decision a true choice and not a financial necessity.

With the crisis in primary school places well underway in London, an even greater catastrophic shortage of early education childcare places is emerging. In some London Boroughs there are almost six children for every available space, and the problem is particularly acute in parts of north west and north east London massively oversubscribed.

This report demonstrates that the childcare crisis disproportionately impacts black and minority ethnic communities, in addition to the long and well understood impact childcare has on gender equality, with women's career opportunities and pensions diminished through prolonged withdrawal from the labour market.

However, there is nothing inevitable about the unaffordability of childcare in London. There are many ways to tackle London's childcare crisis. However, there is nothing inevitable about the unaffordability of childcare in London; there are many ways to tackle London's childcare crisis. What is currently lacking is the will of both the Mayor and Coalition Government.

Far from holding London's economy back, increased childcare provision can be a driver for increased prosperity and economic growth in the capital. At the same time this will improve work-life balance.

A handwritten signature in black ink, appearing to read "Onkar Sahota".

Dr Onkar Sahota AM

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I work for the London Borough of Hackney's Children and Young People's Service, which I'm currently on maternity leave from. I live with my husband and our seven month-old son in Stamford Hill. As I'm originally from Strabane in Northern Ireland and my partner is from Liverpool we, like many young families in London, have no family network to assist with childcare. As a consequence, the affordability of childcare will be one of our biggest concerns when I return to work in July.



As well as worries about the cost of childcare relative to our income, our experience of trying to secure appropriate local childcare has also been frustrating. My partner and I want to send our son to a Children's Centre, but the waiting lists are staggering – we were told by local Centre that there were over 200 children on their list! One of the most frustrating things about the process is that many nurseries will not offer places until around two months before you're due to return to work, so there's a great deal of uncertainty about who will end up looking after your child.

Because of this, we've also had to consider local private nurseries, which appear to have more places available, but only marginally and at a much higher cost. We've just been quoted £830 per month for three days a week child care, which is just about affordable to us, but well out of the price range of households on more modest incomes.

However, I wouldn't want the cost of childcare to be reduced - as the Government originally intended - by increasing the number of children that a nursery worker can supervise. Nursery staff perform a hugely important job and, if standards are driven down, I feel this will really impact negatively on the quality of childcare. I think the relentless focus on the cost of childcare, rather than the inability to afford childcare, is part of the problem. The government should either be increasing state subsidy to provide more nursery places or using a proportion of the taxes paid by parents to provide universal childcare.

If I wasn't able to return to work for several years because of the cost of childcare, I feel my career prospects would be damaged; that is, I think the career prospects of many women are damaged by an inability to afford childcare, so there's also a gender inequality aspect to the problem of childcare in London.

The Mayor needs to understand that this is holding London's economy back. Studies have shown that the taxes paid by people going back to work following maternity or paternity leave could make a big contribution to universal childcare. Given that free universal childcare economic sense and would help to achieve greater gender equality, I'd like to see the Mayor calling on the government to introduce legislation that aims to deliver high quality childcare to all children in London, regardless of their parent's income.

Ciara Burke, Hackney

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WHAT LONDONERS HAVE SAID

Parents in London are likely to be hit much harder by the cost of living crisis than other groups due to the financial strains of looking after dependents. Their food, energy, transport and housing costs will all have to account for additional persons to themselves.

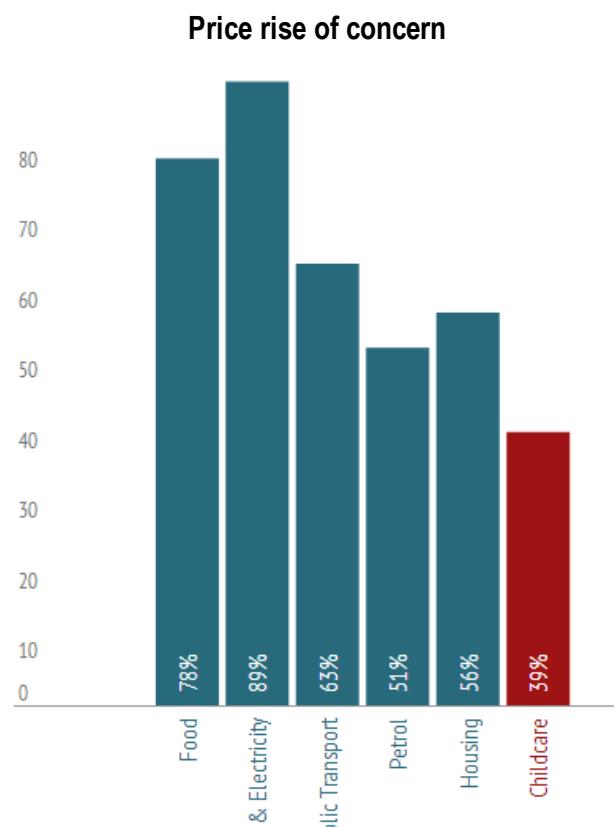
Research carried out by the Joseph Rowntree Foundation found that a working couple with two children each need to earn an additional £2,550 every year compared to a single person with no children to reach an adequate standard of living. They found that a lone parent would need to earn an extra £8,750.ⁱ

Whilst costs are rising across a number of essentials in London, a particular concern for parents is childcare. In the London-wide cost of living survey, 15% of 2,366 respondents said that they are concerned about the rising cost of childcare in the capital.ⁱⁱ In addition to this, a greater proportionⁱⁱⁱ of respondents with children said that they are concerned about the rising costs of food (78%); energy bills (89%); public transport (63%); petrol (51%); housing (56%); and childcare (39%) than the average^{iv}.

In November 2013, a roundtable was held at City Hall with industry experts and other interested stakeholders to discuss the reforms needed to make childcare provision more flexible and affordable in London.^v

Recommendations included:

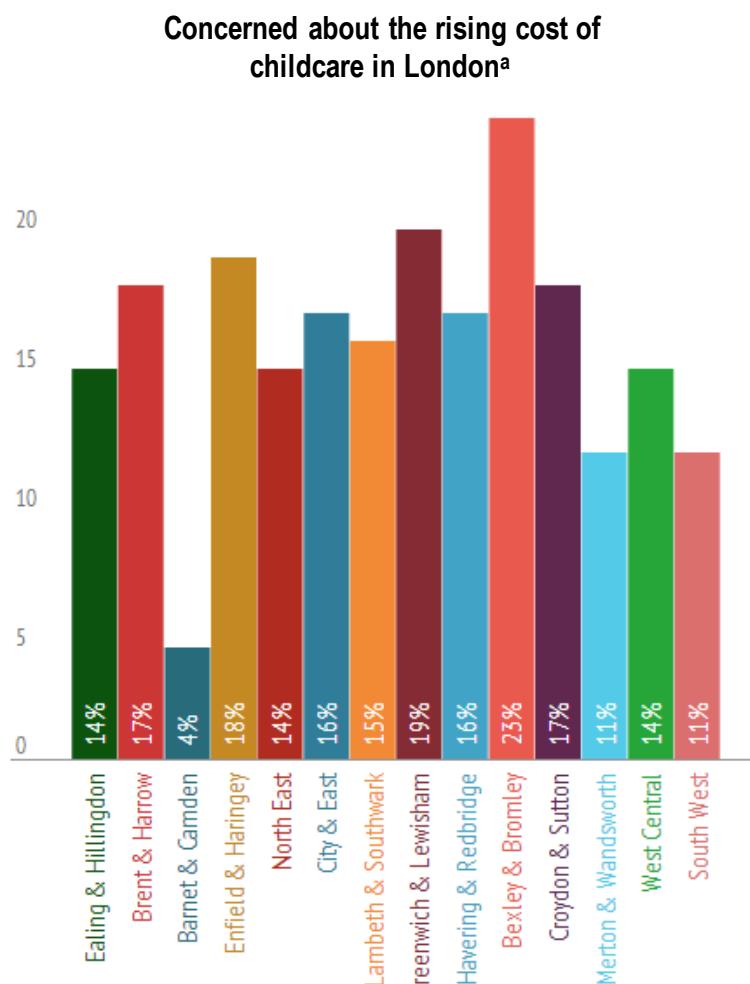
- A **London weighting** in the Universal Credit for the provision of childcare.
- The introduction of a system to **measure the quality** of childcare similar to Ofsted reports.
- Encouraging large employers to subsidise childcare provision.
- Investing in **school breakfast clubs and wraparound care**.
- Abolishing licence fees for child minders.
- Making information easily accessible with the use of **children centres as information hubs**.



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Breakdown by GLA constituency



^a All constituencies have a sample size of at least 100 for this question with the exception of Havering & Redbridge (80), Bexley & Bromley (60) and West Central (43).

“ ”

Childcare is too expensive. I have had to leave my five-day-a-week job in order to look after my one-year-old son due to not having any income left as it will only cover nursery fees.

Mother, South-East London

“ ”

My husband and I are both public sector workers and the pay freeze has had a real impact on our standard of living. We are also paying childcare for two children which is very expensive. The lack of job security is very worrying; my contract ends this year and if I can't find anything else, we will really struggle.

Parent, Newham

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HARDEST HIT LONDONERS

BAME

28% of Black, Asian and Minority Ethnic respondents said they are concerned about the rising cost of childcare. This is 13 percentage points higher than the proportion of white respondents concerned.^{vi} The results from the survey show that BAME Londoners are one of the hardest hit groups of Londoners across the board in areas such as rising housing costs, public transport fares, and energy bills.

The 2011 Census showed that 40% of Londoners are from Black, Asian and Minority Ethnic backgrounds^{vii} and research has shown that half of all people in poverty in London are from BAME backgrounds^{viii}.

30-50 year olds

Respondents in the age groups of 30 to 39 and 40 to 49 seem to be particularly affected by rising childcare costs. More than a quarter (26%) of people in these age groups are worried about the rising cost of childcare; 11% higher than the London average. 30% of those aged 30-39 said they are concerned and 22% of those aged 40-49 said they are concerned.^{ix}

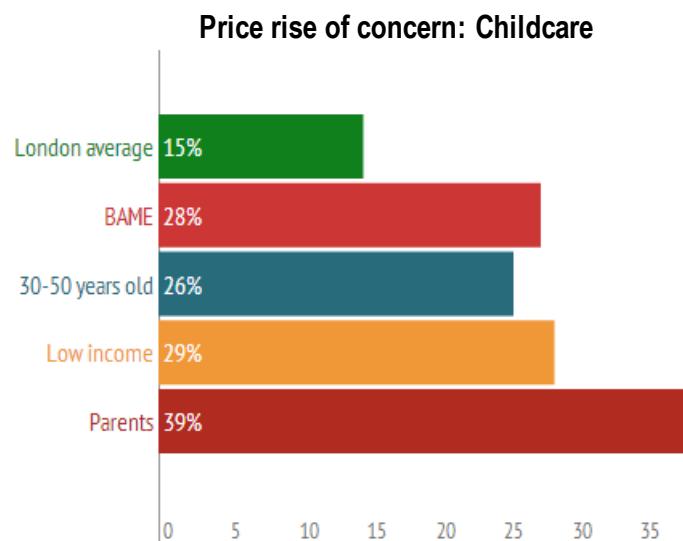
This is likely due to their being a higher proportion of parents in these age groups; in particular those with young children in need of childcare. This is supported by fertility statistics released by the Greater London Authority which shows that the mean childbearing age in Greater London is 31.^x

As children become older the demand for childcare decreases.^{xi}

Low income families

Unsurprisingly, those in low paid employment are one of the most concerned about rising childcare costs in London. 29% of respondents who claim working tax credit said that they are worried about the rising cost of childcare.^{xii} This is 14% above the average across London.

In London, an estimated 174,500 families claim working tax credit. After the North-West, London is the region with the highest number of families claiming working tax credit in the UK.^{xiii}



Working tax credit is for working people on low incomes.^{xiv}

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CURRENT SYSTEM OF FUNDING CHILDCARE

Statutory responsibilities of local authorities with regards to childcare

There are four main statutory responsibilities for local authorities with regards to childcare^{xv}, none of which compel the local authority to itself run its own childcare:

- Childcare Act 2006 Section 6 – Duty to secure sufficient childcare for working parents (or parents in education/training).

Requires local authorities to **ensure there is childcare available to enable parents to take up or remain in work** or to undertake education or training to assist them in obtaining work.

- Childcare Act 2006 Section 7, as amended by Education Act 2011 Section 1 – Duty to secure prescribed early years provision free of charge.

Local authorities must **ensure that all children under school age**, as described in regulations or in guidance from the Secretary of State, **can access free nursery education**.

- Childcare Act 2006 Section 11 – Duty to assess childcare provision.

Local authorities must **undertake an assessment of childcare provision in their area** to enable them to meet their duty to secure sufficient childcare for working parents as outlined under section 6 of the Childcare Act 2006.

- Childcare Act 2006 Section 13: Duty to provide information, advice and training to childcare providers, and prospective providers.

Local authorities must give local childcare providers and would-be providers in their area the **necessary support to deliver sustainable affordable and high quality childcare** that meets the needs of the community.

Current government funding of childcare

- **All 3 and 4 year-olds** in England are entitled to 15 hours of free early education^{xvi} each week for 38 weeks of the year. This is available at nursery schools; nurseries on school sites; nursery classes in schools and academies; children's centres; day nurseries; some playgroups and pre-school; child minders; and Sure Start Children's Centres.
- **Some 2-year-olds** are entitled to free early education if their parents are receiving a means tested benefit.
- Parents in work may also be able to secure extra help with child care through **Childcare Tax Credits**.^{xvii} These are potentially available to single parents working more than 16 hours a week and couples where both parents work more than 16 hours a week. The maximum amount that can be claimed is £122.50 a week for one child or £210 a week for two children or more.

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Parental funding of childcare

All childcare costs not covered by government funding are paid for by parents. This has put huge financial burdens on parents, forcing many to leave work as the costs of childcare mean that work is no longer cost-effective.

In a survey by the London Assembly's former Health and Public Services Committee, 72% of London childcare providers thought parents were finding it more difficult to pay for childcare than they were a few years ago. In a separate survey of parents, 63% said the cost of childcare had affected their decision about whether or not to work, and 73% said it affected how many hours they work.^{xviii}

Data from the Daycare Trust shows that nearly every type of childcare is more expensive in London than in other areas of Britain. In London, the average cost of a nursery place for a child under 2 years old is £5.33 per hour – equivalent of an average annual bill of £14,000 per year. This is 25% higher than the British average.^{xxix}

Average weekly childcare costs by region and nation, 2012-13^{xx}

Region/ Nation	Nursery – 25 hours (under 2)	Nursery – 25 hours (2 and over)	Childminder – 25 hours (under 2)	Childminder (2 and over)	After-school club – 15 hours	Childminder after-school pick up
London	£133.17	£124.73	£131.08	£128.34	£48.06	£92.86
England	£108.51	£106.52	£98.98	£97.27	£49.71	£72.79
Scotland	£101.19	£94.35	£93.22	£92.92	£50.46	£79.63
Wales	£92.36	£90.49	£95.61	£95.02	£48.46	£68

Recent government reforms to funding

From 2015, up to a fifth of childcare costs will be paid for by the state, via an online voucher system.^{xxi} This will provide up to £1,200 per year per child. Initially, parents of children under the age of five will benefit. This will rise over time to cover households with children under the age of 12. Research from the Resolution Foundation suggests that, as currently designed, this new support is more likely to benefit higher income families than those in the bottom 40% of income distribution.^{xxii} The Family and Childcare Trust has also suggested that London parents will not see the full benefit of this provision as childcare costs can be as high as £14,000 a year in the capital.^{xxiii}

Set up costs for childcare providers

Some critics argue that the voucher scheme will not tackle the causes of the high cost of childcare in London. The costs for childcare providers are much higher in the capital due to increased costs of premises and labour. Ground floor nursery rents in London range from £100 to £250 per square metre in London, compared to £40 to £60 for areas in Greater Manchester, while staffing costs are up to 30% higher in some cases.^{xxiv}

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POLICY ANALYSIS

Barrier to employment

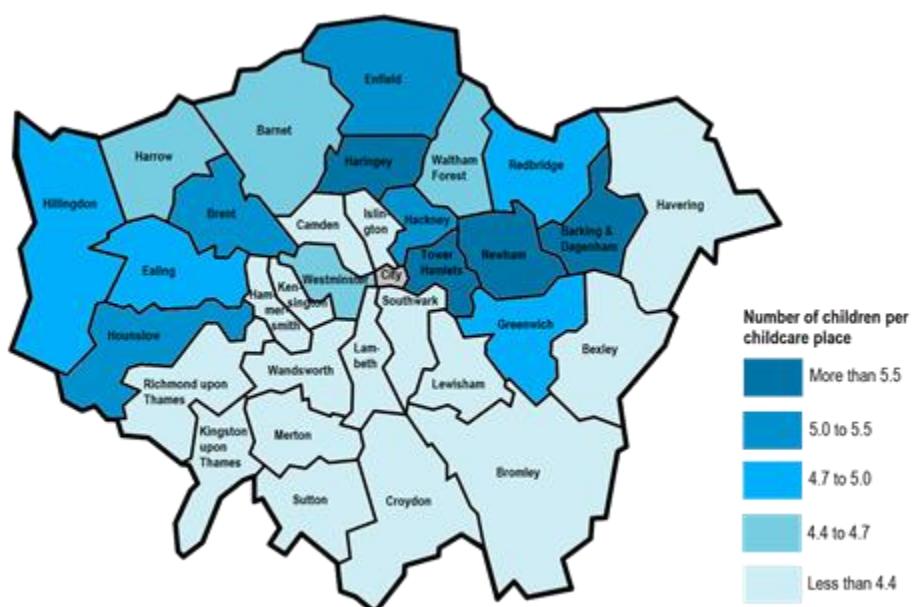
London currently has the lowest rate of parental employment of any region in the UK.^{xxv} The cost of childcare makes a significant contribution to this. However, high costs aren't the only barrier to employment that is caused by childcare in London; flexibility of provision has an impact too. To ensure that both parents, especially the mother, can work in full time jobs without having to take time off to supervise their children, childcare provision has to be available both before and after school. According to figures from the Office for National Statistics, London has the lowest rate of female employment in the UK.^{xxvi} It also has the lowest rate of maternal employment.^{xxvii}

Antisocial working hours also contribute to the need for flexible childcare provision as high proportions of Londoners are employed in sectors that demand evening and weekend work. Figures from the Annual Population Survey show that over half of Londoners work in such sectors.^{xxviii} These are sectors such as communications, transport, retail, catering, and health and social care.

Strain on London's families

Families in London are being hit on all sides by the cost of living crisis in London. Parents in London now face a bill of around £14,000 a year in order to pay for childcare provision. The national minimum wage equates to £12,070 a year^{xxix}, and the London living wage amounts to just under £17,000 a year.^{xxx} It is important to note that these figures are pre-tax, so the gap between childcare costs and the salaries of Londoners on these wages is likely to be much wider. Such a high cost of childcare is simply unaffordable for many Londoners, particularly those on low incomes.

In addition to this, childcare provision is currently insufficient across London with many boroughs having over 4 children per childcare place.^{xxxi} This is despite the Childcare Act requiring local authorities to provide sufficient childcare.



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Parents in London are also less likely to have the same access to 'informal' childcare as those in other parts of the UK. Informal childcare usually means a family member or a neighbour and can be particularly important in bridging the gap between formal childcare provision or schooling and when a parent finishes work. Due to the higher proportion of migrants in London, family support with childcare is not an option for many parents.^{xxxii} Just 18% of London parents are able to turn to grandparents to help look after their children, compared with 32% of families across Britain as a whole.^{xxxiii}

"If housing is the number one issue in London, this is the number two issue; childcare and how to help parents back into work."

Boris Johnson, Mayor of London^{xxxiv}

"If we want to give children a good start in life, then we need childcare that is accessible, high quality and fits around families' needs. We know that for those parents who wish to work, affordable childcare can bring real benefits to their children, especially those from more disadvantaged backgrounds."

Victoria Borwick, Deputy Mayor of London^{xxxv}

Generating revenue for the Government

A recent report by the Institute for Public Policy Research^{xxxvi} found that supporting mothers into full-time employment would generate a net positive fiscal impact of approximately £700 million annually. This is due to a combination of increased tax revenue and savings from out-of-work benefits. It also found that it would have a significant impact on living standards for higher-income families. Low-income families, it says, are less likely to have a mother even in part-time work.

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RECOMMENDATIONS

The cost of childcare in the capital is unaffordable and insufficiently flexible which is bad for London's economy. Demand outstrips supply across all boroughs and the city is failing in its duties set out in the Childcare Act. The set up costs for childcare providers need to be reduced and there needs to greater flexibility to rectify the low parental employment rate in the city. A big part of changing this is for employers to become more family-friendly and for childcare provision to be boosted across the capital with greater wraparound childcare provision.

Despite his claim that childcare provision is the second biggest issue for London, the current Mayor rejected the recommendation by the London Assembly's Health and Public Services Committee that early education and childcare be included in his Education Inquiry. In contrast, the previous Mayor, launched the London Childcare Strategy in November 2003 and in 2005, alongside the government announced a three-year programme to provide £33 million of funding towards innovative methods of delivering affordable and flexible childcare.^{xxxvii} These programmes were cancelled after the Mayor and Assembly elections in 2008.

Whilst the announcement made by the Mayor and the Minister for Education and Childcare in December 2013 of a new £8 million fund to increase the supply of early education places in the capital is welcome, it is simply not enough. To quote the Chief Executive of 4Children, it is 'nowhere near the revolution we need to increase childcare places and reduce the cost for parents'.^{xxxviii}

In order to tackle the high costs of and insufficient provision of childcare in London:

- **The Mayor should launch an inquiry into childcare provision in London**, working with third sector parties, childcare professionals and civic organisations to produce proposals for a new cost-effective system of delivering affordable childcare in London. This should have a remit **to assess new models for childcare provision, the potential for devolving powers and finances over childcare from the government to the Greater London Authority, and the contribution low pay makes to the affordability of children in the capital**.
- **The Mayor should work with businesses, Business Improvement Districts and other retailors organisations to encourage the provision of coordinated childcare services for staff**. This would involve companies within close geographic proximity – for example, high street retailors or business or industrial park tenants – joining together to procure childcare for employees who require assistance when working irregular hours.
- **The government should introduce a London weighting in the Universal Credit for the provision of childcare**.
- **The Mayor should encourage employers to become more 'family-friendly'** with practices such as working from home arrangements or on-site nurseries where appropriate.
- **Establish childcare information hubs** to act as one-stop-shops for parents to find out about the funding and quality of different childcare providers.
- **The Mayor should expand his Investment in breakfast and afterschool clubs** to provide wraparound care.
- **Push private and public sector providers to extend the hours available to parents**, particularly late in the evening and at weekends.

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- Further to the findings of the IPPR report on childcare, the government should examine whether directly funding childcare facilities – which happens in other European countries such as France and the Netherlands – would function better for parents and be more cost-effective. This could utilise economies of scale and produce a system that is simpler for parents who currently face a complex mix of Child Tax Credits, vouchers and means tested statutory entitlement.
- The government should **extend eligibility for free childcare provision from 15 to 25 hours for three-and-four-year-olds**.
- The government should **guarantee before and after school care in schools**.

METHODOLOGY

The London Cost of Living Survey ran from September 24th 2013 until January 6th 2014. Paper surveys were distributed across all constituencies in London and the survey was also available online.

In total, 2,366 Londoners responded to the survey. 872 Londoners answered the paper versions and 1,494 answered the online version. The respondents were self-selected.

The breakdown for the London Cost of Living Survey can be found at <http://cityhalllabour.org/>.

A childcare roundtable discussion was held at City Hall on Tuesday 5 November 2013. This was hosted by Dr. Onkar Sahota AM and was attended by the following people:

Joanne McCartney AM – Assembly Member for Enfield and Haringey
Giselle Cory – Resolution Foundation
Elizabeth Gardiner – Working Families
Councillor Angela Mason – London Borough of Camden
Oscar Plummer – Professional Association for Childcare and Early Years
Steven Toole – 4Children
John Trow-Smith – London Early Years Foundation

The term 'rent' in the survey refers to both social and private rent.

Other sources of research can be found in the references.

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- ⁱ 'The living standard squeeze tightens as minimum cost of living soars 25% since downturn' - <http://www.jrf.org.uk/media-centre/minimum-cost-living-soars>.
- ⁱⁱ London Cost of Living Survey (24/09/13 – 06/01/14). 357 out of 2,366 respondents said that they are concerned with the rising cost of childcare in London.
- ⁱⁱⁱ Ibid. 194 out of 249 respondents that claim child benefit said that they are concerned about the rising price of food in London; 221 are concerned about rising gas and electricity bills; 157 are concerned about rising public transport fares; 128 are concerned about rising petrol prices; 139 are concerned about rising housing costs; and 98 are concerned about rising childcare costs.
- ^{iv} Ibid. 1,546 out of 2,366 respondents said they are concerned about the rising price of food in London; 2,008 are concerned about rising gas and electricity bills; 1,279 are concerned about rising public transport fares; 824 are concerned about rising petrol prices; 1,182 are concerned about rising housing costs; 357 are concerned about rising childcare costs.
- ^v A roundtable discussion on childcare was held at City Hall on Tuesday 5 November 2013. This was hosted by Dr. Onkar Sahota AM. The full list of attendees can be found in the methodology section.
- ^{vi} London Cost of Living Survey (24/09/13 – 06/01/14) – 74 out of 269 BAME respondents said that they are concerned about the rising cost of childcare in London. 159 out of 634 white respondents said they are concerned.
- ^{vii} Ethnicity and National Identity in England and Wales 2011 - http://www.ons.gov.uk/ons/dcp171776_290558.pdf
- ^{viii} 'Ethnicity, low income and work' - <http://www.londonpovertyprofile.org.uk/indicators/topics/ethnicity-low-income-and-work/>
- ^{ix} London Cost of Living Survey
- ^x 'Fertility in London: 2001 and 2011' - <https://www.london.gov.uk/sites/default/files/Update%2002-2014.pdf>
- ^{xi} Parents' demand for childcare - <http://webarchive.nationalarchives.gov.uk/20130401151715/https://www.education.gov.uk/publications/eOrderingDownload/RB176.pdf>
- ^{xii} London Cost of Living Survey (24/09/13 – 06/01/14) – 83 out of 95 respondents that claim working tax credits said that they are concerned about the rising price of food in London.
- ^{xiii} Child and working tax credit statistics, p38 – April 2013 - <http://www.hmrc.gov.uk/statistics/prov-main-stats/cwtc-apr13.pdf>
- ^{xiv} A guide to child tax credit and working tax credit, p3 - <http://www.hmrc.gov.uk/leaflets/wtc2.pdf>
- ^{xv} Childcare Act 2006 - <http://www.legislation.gov.uk/ukpga/2006/21/contents>
- ^{xvi} Free Early Education - <https://www.gov.uk/free-early-education>
- ^{xvii} <https://www.gov.uk/childcare-tax-credits>
- ^{xviii} Tackling childcare affordability in London, Health and Public Services Committee, February 2012, page 13
- ^{xix} 2012 London Childcare Report, Daycare Trust, July 2012 - <http://www.daycaretrust.org.uk/data/files/publications/49/London-childcare-report-2012.pdf>
- ^{xx} Family and Parenting Trust/Daycare Trust (2013), Childcare Costs Survey, p4.
- ^{xxi} 'Childcare voucher scheme' - <http://www.bbc.co.uk/news/uk-politics-23565469>
- ^{xxii} Family and Childcare Trust submission to the London Assembly Economy Committee, page 10.
- ^{xxiii} Based on calculating the cost of a full time nursery place for a child under 2 – Family and Childcare Trust
- ^{xxiv} http://www.daycaretrust.org.uk/data/files/Projects/London_project/Embargoed_Tackling_childcare_affordability_no_photo.pdf
- ^{xxv} Workless in London 2012, GLA Intelligence, October 2012, p8
- ^{xxvi} London women are less likely to have a job than anywhere in UK, [The Evening Standard](#), 26 September 2013
- ^{xxvii} <http://www.cpag.org.uk/content/missing-potential-why-european-funds-should-be-used-support-parental-employment-london>
- ^{xxviii} Annual Population Survey data shows that 55.1% of Londoners work in 'distribution, hotels and restaurants', 'transport and communications', and 'public admin, education and health'.
- ^{xxix} <https://www.gov.uk/national-minimum-wage-rates>
- ^{xxx} <https://www.london.gov.uk/priorities/business-economy/vision-and-strategy/focus-areas/london-living-wage>
- ^{xxxi} Childcare availability by borough - <http://www.londonpovertyprofile.org.uk/indicators/topics/11-services/childcare-availability-by-borough/>
- ^{xxxii} Family and Childcare Trust submission to the London Assembly Economy Committee, page 3
- ^{xxxiii} Daycare Trust (2012), 2012 London Childcare report, p5.

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xxxiv Mayor's Question Time, p42 - <http://www.london.gov.uk/moderngov/documents/b9435/Item%204%20-%20Questions%20to%20the%20Mayor%20-%20Transcript%20Wednesday%2023-Oct-2013%2010.00%20London%20Assembly%20Mayors%20.pdf?T=9>

xxxv 2012 London childcare report, p5 - <http://www.daycaretrust.org.uk/data/files/publications/49/London-childcare-report-2012.pdf>

xxxvi Childmind the gap: Reforming childcare to support mothers into work -
http://www.ippr.org/images/media/files/publication/2014/02/childmind-the-gap_Feb2014_11899.pdf

xxxvii 'More childcare for families in London', GLA press release, 22 March 2005

xxxviii '4Children response to £8 million fund to increase supply of early education places in London' -
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Enquiries:
onkar.sahota@london.gov.uk
020 7983 4097

Media enquiries:
020 7983 4952