



City of Westminster

Meeting:	Cabinet
Date:	13 February 2023
Classification:	General Publication
Title:	North Paddington Programme
Wards Affected:	Westbourne, Harrow Road, Queen's Park
Policy Context:	Delivery Programme (Fairer Westminster)
Key Decision:	Yes
Report of:	Debbie Jackson, Executive Director of Growth, Planning and Housing Sarah Crampton, Head of Operational Delivery, Communities

1. Executive Summary

- 1.1 Westminster City Council (WCC) is committed to improving service delivery and outcomes in the areas where communities experience the highest levels of multiple deprivation. It is also committed to reforming its approach to place-based working and enhancing its support for local neighbourhoods and high streets across the city.
- 1.2 Adopted in April 2021, Westminster Council's *City Plan (2019-2040)* outlines the existence of social-economic imbalances within the borough, alongside the Council's commitment to addressing this.
- 1.3 *"The NWEDA (North-West economic development area) has long contained some of Westminster's most deprived areas, with lower levels of qualifications, earnings and health, and higher levels of worklessness, than elsewhere in the city. It is an area requiring coordinated intervention to tackle persistent levels of inequality. Efforts through this plan will include providing for improved opportunities within the area itself, but also ensuring residents benefit from the opportunities offered by development in more central parts of Westminster."*
- 1.4 It is proposed that a new place-based approach to improve outcomes for local communities is piloted in the North Paddington area, which encompasses the wards Westbourne, Harrow Road, and Queen's Park as outlined in **Appendix 1- "Map of North Paddington area."**)
- 1.5 Hard boundary lines for the above wards will not be applied, as it is acknowledged neighbouring pockets in the North-West of the borough also experience similar levels of multiple deprivation. This applies to the triangular area bordered by Chippenham Road, Elgin Avenue and Shirland Road, which moved from the Harrow Road ward to Maida Vale in May 2022, following Council changes to the boundary line.
- 1.6 Following the local elections in May 2022, the Labour administration has a clear agenda to deliver a more equitable Westminster. To address this, a spotlight is now on the North-West of the borough, where outcomes and indicators are consistently worse for communities that live in these parts.
- 1.7 This report begins the process by setting out preliminary proposals on governance, investments and community engagement for Cabinet's consideration and approval.
- 1.8 The recommendations in this report will establish a framework for a more collaborative working between Council officers, Members, ward councillors, senior leaders, local communities, business leaders and other public sector stakeholders to shape provision that responds to local circumstances and priorities.

- 1.9 To facilitate this and deliver on the ambitions of the programme, this report also outlines proposed funding for the programme, through both Capital and Revenue funding streams.
- 1.10 The report also makes reference to a newly established North Paddington Partnership Board, which will encompass local strategic stakeholders, to provide for open dialogue on the direction of existing resources and on new local investment and projects.
- 1.11 Finally, it outlines a reinforced focus on engagement and capacity building with the local North Paddington communities, to offer the public increased opportunities to express their views on local matters and potential solutions.
- 1.12 This ensures community engagement is embedded within the governance of the programme, so communities' input can also be used to help shape the delivery of the programme.
- 1.13 This emerging North Paddington programme has been a key area of focus for the Future of Westminster Commission and as such this report includes as an appendix a summary of their findings by way of a response to this report. (**Appendix 3**).

2. Recommendations

That Cabinet:

- 2.1 Approves the proposed governance arrangements for the North Paddington programme, as set out in Section 6 below.
- 2.2 Notes that the Leader will delegate authority to take decisions on and administer the programme and its funding, in accordance with the Council's governance arrangements as further detailed in Section 6 of this report.
- 2.3 Notes that appropriate notices to give effect to these delegation changes be served under section 12.4 of the Leader and Cabinet Procedure Rules contained in the Constitution.
- 2.4 Approves the programme of community development and engagement, as set out in Section 7 below.
- 2.5 Notes the findings of the Future of Westminster Commission with respect to the North Paddington programme.

3. Reasons for Decisions

- 3.1 A decision is required to respond to the findings of the Future of Westminster's Commission about the needs of the North Paddington area.

- 3.2 These decisions discuss budgets; sets out the governance and seek approval for the broad approach.

4. Background, including Policy Context

- 4.1 Wards in the North Paddington area are among the most disadvantaged in the City, facing significant income and health inequalities compared to neighbouring wards within Westminster alongside crime and anti-social behaviour challenges. **Appendix 2 – “North Paddington ward profile”**.
- 4.2 The wards Harrow Road, Westbourne and Queen’s Park cover primarily residential areas, characterised by higher proportions of private and socially rented housing than other parts of Westminster.
- 4.3 As identified by the #2035 initiative, (*a health-led programme seeking community-informed system change in a bid to reduce the life expectancy gap between Northwest parts of the borough and more prosperous areas of Westminster by 2035*) inequality is vividly represented by the 14-year gap in male life expectancy between these 3 wards and Marylebone.
- 4.4 In June 2022 the Council established the Future of Westminster (FoW) Commission to advise the Council on areas of policy critical to the future success of the City, with a key area of focus being North Paddington. Its views on the North Paddington area are included in **Appendix 3** of this report.
- 4.5 Responding to the relative deprivation in the North Paddington area, the Economy and Employment strand of the Commission elected to conduct a deep dive into local issues and challenges, by gathering data and interviewing community stakeholders. This exercise took place during September and October 2022, uncovering significant areas both of concern and opportunities to improve community outcomes.
- 4.6 Over the same period, it became apparent to WCC senior leaders and officers that a different approach was required by the Council to address the various challenges around behaviours and upkeep in areas within North Paddington, such as the Maida Hill Market square.
- 4.7 In 2022, a WCC injunction for the Maida Hill square was successfully appealed. While the Council received reports that community members felt unsafe in the area, not everyone was not fully on board with the mechanisms the Council were using to try and improve community safety.
- 4.8 The Council therefore committed to explore, as a priority, a different way of working with North Paddington communities.
- 4.9 This is in line with the Council’s Fairer Westminster Strategy, which prioritises social justice-driven interventions across the Northwest of the borough.

- 4.10 There is both the need and opportunity to pilot a place-based joined-up approach to service delivery and problem solving in North Paddington across all the Fairer Westminster ambitions (Communities, Economy, Housing and Environment), ensuring that the approach meets the criteria set by the strategy for the fifth ambition: Fairer Council.
- 4.11 To achieve this, the first objective was to develop a governance model, which provided clear lines of accountability for key projects and performance and supported collaborative working between Council services and dialogue between the Council and community stakeholders. An iterative process of development with officers, community stakeholders and senior leaders led to the model described in Section 6 below.
- 4.12 This model aims to support officers, particularly those in operational decision-making roles, to share their knowledge of the area, including intelligence on urgent or emerging issues or opportunities and jointly develop practical, collaborative responses.
- 4.13 Already, dialogue with North Paddington stakeholders has identified some immediate interventions responding to local need, and several areas where investment in service modifications or commissioned activity could produce a sustained improvement in community outcomes.
- 4.14 The Council has an existing budget of £4.868m for projects under the Place Plan, which amongst other schemes in North Paddington, includes the 3 Good Growth Fund projects. This budget includes funds committed from the WCC's Capital Programme, alongside funding from the GLA, TFL and CIL.
- 4.15 Pending Full Council approval (March 2023) an additional £2.667m Capital funding is proposed to achieve a higher level of ambition for the 3 developing Good Growth Fund schemes.
- 4.16 Subject to approval by Full Council (March 2023), further investment of up to £5m capital funding per annum will be established for a programme of place-based schemes emerging from community prioritisation exercises.
- 4.17 Finally, subject to approval by Full Council (March 2023), a revenue budget of £0.750m funding has been proposed in the Council Budget to deliver additional programme management, project activity and community investment. For projects, priority will be given to activities, which either narrow or close outcome gaps within the programme timeline and directly address longstanding tensions resulting from historic practice in the area.
- 4.18 Led by the Communities department, the Council also revisited its approach to community engagement during this period and has drawn on some of the expertise and success developed with the Church Street Regeneration programme.
- 4.19 A process of listening and dialogue has commenced, intended both to inform the Council and partners' approach to improving community cohesion;

addressing local ASB enforcement and to lay the groundwork for wider community engagement in the North Paddington programme, as it develops. This proposed process is detailed in Sections 6 and 7 below.

- 4.20 To achieve the proposed close working with local stakeholders, in line with the needs of local communities a North Paddington Partnership Board is recommended (defined in section 6) to share their feedback on the setting and review of priorities; to consider progress against key indicators and express their views on the Programme's investments.
- 4.21 In addition, forums will include local voluntary, community and faith sector organisations, to ensure greater efficiency of resources, improved services, and a stronger local voice.
- 4.22 When designing the North Paddington Programme, opportunities to share expertise and minimise duplication have been adopted wherever possible. Programme governance has been shaped to provide forums for practical collaboration and stakeholder consideration and the evaluation of new proposals.

5. Vision and Outcomes

- 5.1 As outlined in the City Council's *Fairer Westminster Strategy (2022-26)*, tackling all forms of inequalities, and making Westminster a more equitable place is one of the top priorities of the City Council.
- 5.2 Taking this on board, with data and feedback from the FOW Commission, to kickstart the North Paddington Programme, WCC officers have internally developed the following high-level vision statement, which captures key ambitions of the programme.

“To reduce the socio-economic and health inequalities within the borough, by improving the outcomes and opportunities for those across the Northwest of Westminster, so these communities feel safer, wealthier and healthier.”

- 5.3 This statement can be broadly summarised by the following 2 outcomes:
 - Reducing deprivation in the North Paddington area (measured by the indices of multiple deprivation).
 - Reducing the life expectancy gap across the borough
- 5.4 Whilst this sets out the starting direction, WCC remains committed to delivering the North Paddington Programme collaboratively, through ongoing consultations with communities and local stakeholders throughout the programme's lifespan.
- 5.5 Therefore, a process for the North Paddington Partnership board (outlined further in Section 6 below) to view and feed into both the Programme's vision and outcomes has been incorporated into next steps, before these are finalised.

6. North Paddington Programme

Governance

- 6.1 The proposed governance model for the North Paddington Programme is not intended to replicate or conflict with existing Westminster City Council processes or schemes of delegation, rather to ensure that the collective resources of the Council are best deployed collaboratively to maximise positive outcomes for local communities.
- 6.2 All decisions on actions, activities and investment across Council departments will be taken according to existing processes and delegations, with the new North Paddington forums playing an advisory role. The lead Cabinet Member for the North Paddington programme is the Cabinet Member for Planning and Economic Development, who will be accountable for the overall programme as well as projects falling within their Cabinet Member remit.
- 6.3 The purpose of the North Paddington's Programme structure is to:
- Support officers, particularly those in operational decision-making roles (Heads of Service and Senior Managers), to share their knowledge of the areas, including intelligence on urgent or emerging issues or opportunities and jointly develop practical, collaborative responses.
 - Ensures that senior leaders are aware of and in a position to address North Paddington issues, and that their strategic insights and leverage are effectively deployed to the advantage of the area.
 - Provide an effective and timely means for Members and Ward councillors to raise issues of concern, review proposals for the area and offer their local insight.
 - Ensure proposals for projects, service modifications and investments receive an appropriate level of consideration, incorporating consideration of expert perspectives from outside the Council, including local community experts by experience.
 - Provide a forum through which all stakeholders including the Council, statutory, voluntary, communities, residents and business representatives can contribute to the setting and review of priorities, consider progress against key indicators, and shape programme investment decisions.
- 6.4 The structure will comprise the following elements:
- North Paddington Westminster Officer Steering Group: A monthly meeting of WCC senior operational officers whose services deliver within the North Paddington area. The group will focus on

information sharing and creative problem solving, and act as the review group for smaller project proposals. Officers in the North Paddington Steering Group will also meet on an individual basis with their identified lead in the dedicated North Paddington Programme team, to ensure robust monitoring and management of all North Paddington delivery activities across the Council.

- North Paddington Leadership Forum: A fortnightly meeting of senior WCC stakeholders: Cabinet Member for Planning and Economic Development, Chief Executive, the Programme's Senior Responsible Officer (Executive Director of Growth, Planning and Housing), Director of Communities and the North Paddington Programme Lead. The group will provide strategic challenge, insight, and steer in support of programme delivery.
- North Paddington Members Forum (Including Ward Councillors)- A monthly meeting chaired by the Cabinet Member for Planning and Economic Development, to share programme progress and proposals, and facilitate local insight and constructive challenge to improve outcomes within the North Paddington area.
- North Paddington Partnership Board: A quarterly meeting of key strategic local stakeholders to set and review priorities, highlight emerging issues, review progress against key indicators and offer an indicative steer on large scale project proposals.
- North Paddington/ #2035 Theme Groups: Bi-monthly meetings relating to the 6 themes (originally assembled by the #2035 Initiative) comprising relevant professionals and community experts by experience. The themes correlate strongly with the issues emerging from local consultation and the Future of Westminster Commission deep dive. The groups would provide insights into progress and issues, act as the review group for medium sized project proposals and offer recommendations to the North Paddington Leadership group on larger proposals.

The 6 themes are:

- I. Housing & homelessness,
- II. Money, local economy, jobs & training,
- III. Education, communities & connections,
- IV. Neighbourhood & environment,
- V. Crime & safety,
- VI. Health, wellbeing & healthcare

6.5 Westminster City Council will act as accountable body for all Council spend under the programme. All spending and investment decisions recommended by the North Paddington Partnership Board will be treated as advisory, and all awards, commissions and procurements will be run according to WCC regulations, protocols, and schemes of delegation.

6.6 In this context, and to ensure transparent and efficient decision making, subject to approval of recommendation 2.2 above, it is proposed that the following delegations are put in place to govern the programme.

- The Cabinet Member for Planning and Economic Development is responsible for overall programme leadership. This includes the authority to update the programme governance and partnership arrangements set out above.
- In areas which fall outside of the Cabinet Member for Planning and Economic Development's remit, they will be expected to act as a necessary consultee for decisions on the capital expenditure aligned to the North Paddington programme.
- In areas which fall outside of the remit of the Executive Director of Growth, Planning and Housing, they will be expected to act as a necessary consultee for decisions on the capital expenditure aligned to the North Paddington programme.
- The programme will report to the Finance, Planning and Economic Development Policy and Scrutiny Committee in line with the lead role being played by the Cabinet Member for Planning and Economic Development.
- In line with the principle of independent scrutiny, it is for that committee to determine, in consultation with the Cabinet Member and Executive Director, the appropriate timing and frequency of such reporting.

7. Community Development and Engagement

7.1 To achieve the Programme's ambitions (outlined in Section 5) of reducing borough wide social-economic and health inequalities and creating a Fairer Westminster, it is imperative to build the community and stakeholder engagement into the programme structure and process and ensure this is effectively communicated.

7.2 Community development and engagement will focus on working directly with community representatives including residents, local organisations, voluntary partners, and local businesses to build trust; better relations and commence working more closely where possible, particularly when addressing local issues and opportunities.

7.3 The table below, outlines a step-by-step process to embed the community engagement within the Programme, which will enable final decisions to stem from community input.

Table 1: Engagement process

Step 1- Design inclusive community engagement process	WCC staff and North Paddington Partnership Board (including feedback and input from the North Paddington Partnership Board on comms, before standard internal sign off).
Step 2 – Engage with the community	WCC Communities team
Step 3 – Identify priorities with input from the Programme’s themed group	WCC staff and North Paddington Theme Group
Step 4 – Recommend initiative-wide priorities	WCC staff and North Paddington Partnership Board
Step 5 – Decide and develop respective Programme plans	North Paddington Leadership group consult with sign off from Cabinet Member of Planning and Economic Development

- 7.4 An inclusive community engagement process will be supported by the North Paddington Partnership Board. This group of local leaders will advise and monitor community engagement and the collection and synthesis of the data to be delivered to the theme groups and to inform the development of the strategic transformation programme.
- 7.5 The North Paddington Partnership Board will also feed into the Programme’s comms plans, to ensure information is effectively disseminated to wider audiences and engagement is both inclusive and accessible, reaching diverse community groups, institutions and local stakeholders, including overrepresented groups in the area (i.e younger persons).
- 7.6 Council officers, including the Council’s Communities Team, will ensure that the Programme’s engagement strategy encompasses recommendations outlined by the Partnership Board. In turn, community feedback (community insight, concerns, challenges, ideas, and direction), as well as feedback from the Theme groups will be incorporated into the process undertaken by the North Paddington Programme Team and North Paddington Partnership Board, to develop and prioritise proposals for the long-term strategic transformation programme.
- 7.7 Finally, decisions will be consulted on by the North Paddington Leadership Forum, with final decisions and sign off by Cabinet Member for Planning and Economic Development.

8. Programme Reporting and Issue Management

- 8.1 Subject to approval of funding for additional resource requirements identified, the North Paddington Programme has a core dedicated team of officers (*North Paddington Programme Team*), which reports into the Programme Senior Responsible Owner -the Executive Director for Growth, Planning and Housing and the Leadership Spotlight Forum.
- 8.2 The North Paddington Programme Lead is responsible for the overall delivery of the Programme and is supported by the North Paddington Programme Manager, who will be responsible for project and programme reporting, supported via the Council's existing Corporate Programme Management Office (CPMO). Programmes delivered in house will be reported via the Change Board – a meeting of the Executive Leadership Team - as well as to the Partnership Board and the North Paddington Leadership Forum.
- 8.3 The North Paddington Programme Team will matrix manage a wider team of officers, representing services across the City Council who support or deliver projects and activities across North Paddington.
- 8.4 This wider team will form the Officer Steering Group, which will provide a forum for support and advice to lead WCC officers in resolving immediate concerns and to monitor and manage delivery across the Council and support the Programme reporting activities. Urgent issues will be escalated as necessary to the North Paddington Leadership Spotlight Forum.
- 8.5 The North Paddington Partnership Board provides the forum for developing proposals for the long-term strategic transformation of the Programme and for monitoring and supporting the delivery of the approved Programme. It is anticipated that the long-term strategic delivery of the Programme will include a combination of WCC lead projects and service delivery alongside strategic stakeholders, who lead delivery and collaborative service delivery.

9. Further Opportunities

- 9.1 This report details a pathfinder approach for Westminster City Council, which it may consider adopting when focusing on specific areas or themes elsewhere in the borough. Should the model prove effective, there is potential to apply or adapt the model to other priorities.

10. Financial Implications

Capital funding

- 10.1 Subject to WCC budget sign off in March 2023, the indicative capital place plan budget in the General Fund for the North Paddington programme across financial years 22/23 to 25/26 is as follows:

- *The Capital Place Plan Programme approved budget is £4.868m. This includes money committed from the WCC Capital Programme alongside funding from the GLA, TFL and CIL. This has supported a range of Place Plan projects including WECH 'Watson' Gardens and Grand Junction and is funding the three identified Good Growth projects.*
 - *A further £2.667m has been included in the Capital programme, following the Good Growth Fund 'ambition review' - to support projects at Maida Hill Market, Harrow Road, and Westbourne Green projects. This uplift is subject to approval by Full Council in March 2023.*
 - Subject to approval by Full Council in March 2023, a further 'envelope' of up totalling £20m has been included in the Capital Programme profiled as to £5m per annum from 2023/24 – 2026/27 to be spent on priority projects within the three North Paddington wards.
- 10.2 WCC is in the process of agreeing its budget, and consideration of the proposed project prioritisation can be reviewed by the North Paddington Partnership Board as outlined in Section 5. This will grant approval of the allocation of budget, but approval for the spend for individual projects will need to be sought through the council internal governance processes as projects are identified.
- 10.3 All capital spend will continue to be monitored by WCC's Finance team and support will continue to be provided to avoid overspend where possible.

Revenue funding

- 10.4 Subject to final agreement of the 2023/24 Council budget, the **revenue** budget recommended for the North Paddington programme for financial years 23/24 is £0.750m within the General Fund.
- 10.5 Sign off for the allocation of all revenue funds to be granted to the Programme's Senior Responsible Officer, the Executive Director of Growth Planning and Housing.
- 10.6 The dedicated staff required for the Programme will be at a cost of £0.659m per annum (assumed each appointed at the middle of the band). However, if staff are ring-fenced to certain capital projects, the costs can be capitalised.
- 10.7 This will be reviewed once the programme is live.
- 10.8 Further non-pay costs of £0.090m have been identified. Subject to final agreement of the 2023/24 Council budget, it is proposed that the allocation of revenue funding will include areas such as investment in service transformation and helping WCC services deliver more responsively across North Paddington areas; tailored community projects delivered by WCC services to address local opportunities and issues locally including ASB; externally commissioned projects; supporting local people to manage the cost of living crisis and drawing on the expertise of the local voluntary and community sector.

- 10.9 The total Revenue fund outlined above (of the £0.750m) has been included in the Medium-Term Financial Plan for 2023/24 onwards to be approved by Full Council in March 2023. This was made up of an initial requirement of £0.500m, and a late amendment to the MTFP of £0.250m for the total of £0.750m.
- 10.10 Any requirements in addition to this amount will be incurred at risk, or if requirements become known will need to follow the appropriate approvals before spending is committed.

11 Legal Implications

- 11.1 The Council has a general power of competence under section 1 of the Localism Act 2011; this is the power to do anything an individual can do provided it is not prohibited by other legislation.
- 11.2 The Council has the power under section 111 of the Local Government Act 1972 to do anything which is calculated to facilitate or is conducive or incidental to the discharge of its functions.
- 11.3 Section 3 LGA 1999 requires an authority "to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness" ("the best value duty"). It also obliges the authority to consult certain groups of persons "for the purpose of deciding how to fulfil the duty".
- 11.4 The Council also has a duty to consult with its secure tenants regarding any proposals under Section 105 Housing Act 1985. All consultation undertaken should be transparent, extensive, responsive, and meaningful.

12. Carbon Impact

- 12.1 There are no direct Carbon implications arising from the recommendations in this report. Each scheme will consider its carbon implications as part of its individual, normal governance processes.

13. Equalities

- 13.1 The Equality Act (2010) requires the Council when taking decisions to have due regard to the need to:
- a. eliminate discrimination, harassment, victimisation, or other prohibited conduct.
 - b. advance equality of opportunity between persons who share a relevant protected characteristic and those that do not share it;
 - c. foster good relations between those who share a relevant characteristic and those that do not share it.

- 13.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
- 13.3 The Council needs to pay due regard to its findings when exercising its functions and making decisions regarding impacts on local communities.
- 13.4 The Council has conducted a screening Equality Impact Assessment, which includes an assessment of the population data within the North Paddington area, and cross examined this against average borough-wide stats.
- 13.5 When reviewing recommendations, no initial adverse impacts were identified to any protected groups at this stage of the Programme (a copy of which is appended to this report as **Appendix 4**). Indeed, by the nature of the programme's ambition of reducing inequalities, positive impacts and opportunities were identified.
- 13.6 Further, it was found the Programme's delivery approach, to provide cross council support and embed continuous engagement with communities and local stakeholders, heightens opportunities to develop and foster economic opportunities in these areas, in turning improving community outcomes across groups.
- 13.7 When undertaking the assessment, the population data for the North Paddington area highlighted certain protected groups which are overrepresented in the North Paddington area:
- **Disability** – The North Paddington area occupies a higher-than-average number of residents with a long-term health problem or disability 28.13%. when compared to Westminster as a borough, 20.2%.
 - **Religion** – Within the Paddington area, on the average number of those identified as Muslims was far higher (31.6%) the borough Westminster's Muslim (20%) followed by no religion (25.9%).
 - **Age** (younger persons) -. On average, within the North Paddington area younger persons accounted for 17.16% of their populations. By comparison younger people account for approximately 13.1% as an average across Westminster.
 - **Race** - Data shows the North Paddington areas occupy a high proportion on Non-White groups (59.3%), particularly in relation to Black British, Caribbean, and African (17.9%). By comparison, the Non-white average Westminster population accounted for 44.8%, with 8.1% Black British, Caribbean, and African.
- 13.8 By using this population information, Programme decision makers may consider impacts when prioritising projects, particularly in relation to overrepresented groups.

13.9 As this is a long-term Programme, which takes account of demographic demands in these communities, all individual projects co-orientated under the Programme will be required to undertake their own detailed Equalities Impact Assessment, to determine whether their proposal will have any undue negative or positive impacts on the local communities and in particular protected groups.

14. Consultation

14.1. A key tenet of the programme is to work continuously with local communities across the 3 wards, to better understand challenges and opportunities from their perspective and involve them in the development of initiatives to improve community outcomes.

14.2 Consultation and engagement will be carried out on individual projects within the North Paddington programme where it is considered that there will be an impact on residents or service users that warrants consultation.