



City of Westminster

# Cabinet Member Report

<b>Decision Maker:</b>	Cabinet Member for Planning and Economic Development
<b>Date:</b>	25 September 2023
<b>Classification:</b>	General Release
<b>Title:</b>	North Paddington Programme – First Year’s Project delivery programme
<b>Wards Affected:</b>	Westbourne, Harrow Road, and Queen’s Park
<b>Policy Context:</b>	Delivery Programme (Fairer Westminster)
<b>Key Decision:</b>	Yes
<b>Report of:</b>	Debbie Jackson, Executive Director of Regeneration, Economy, and Planning

## **1. Executive Summary**

- 1.1 This report sets out the next steps for Westminster City Council's on-going commitments to create a Fairer Westminster; improve community outcomes and tackle social-economic and health inequalities in the northwest of the Borough, where communities are known to experience some of the highest levels of multiple deprivation in Westminster.
- 1.2 It follows the Council's North Paddington Cabinet decision 13 February 2023, which formally approved the North Paddington Programme (based in the three wards of Harrow Road, Queen's Park, and Westbourne) and kick started the 4-year place-based pilot, which committed to delivering the programme in collaboration with North Paddington Communities
- 1.3 This report seeks approval for year 1 delivery programme of work in North Paddington, outlining the process of engagement and learning that has taken place since February to inform this. This report also sets out the Programme's approach to collaborating with the community to develop the strategic transformation programme.
- 1.4 Finally, this report provides an update on the revised governance arrangements, which will support the delivery phase for year 1 and the development of the programme of work for years 2-4.

## **2. Recommendations**

- 2.1 That the Cabinet Member for Planning and Economic Development approves:
  - 2.1.1 The programme of works for North Paddington area as set out in **Appendix 1** and updated governance arrangements, as set out in **Table 2** of this report.
  - 2.1.2 The revised funding allocations for the Programme as set out in section 9.3 of this report.
  - 2.1.3 The delegation of authority to the Executive Director of Regeneration, Economy and Planning in consultation with the Director of Legal Services to commence with the programme of works, agree commercial terms and allocation of approved funding and enter into all associated legal agreements.

## **3. Reasons for Decision**

- 3.1 A decision is required to initiate practical delivery of the first-year programme of work, for the Programme to respond to the findings of the Future of Westminster Commission about the needs of the North Paddington area.

- 3.2 These decisions reflect approvals for the programme of work, delegated authority, the governance, and the community engagement approach, which will govern the overall Programme.
- 3.3 It should be noted this paper outlines the programme delivery governance and reporting structures, which have been developed to provide robust oversight and assurance of the first year's programme delivery, alongside the wider strategic transformation programme development.
- 3.4 Finally this paper sets out the Community Engagement approach, which will underpin, inform, and drive delivery and the development of the strategic transformation programme.

#### **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.
- 4.2 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.
- 4.3 *"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."*
- 4.4 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 18-year gap in male life expectancy between these 3 wards and the wards Knightsbridge and Marylebone.
- 4.5 In February 2023, Westminster City Council formally approved the North Paddington Programme, thereby piloting a place-based joined up approach to service delivery and problem solving in Harrow Road, Queen's Park and Westbourne.
- 4.6 WCC (Westminster City Council) officers are committed to delivering the North Paddington Programme collaboratively, through ongoing engagement and development with communities, partners, and local stakeholders throughout the programme's lifespan.

- 4.7 Following the Programme’s approval, the North Paddington Partnership Board was established, with a number of local stakeholders from various sectors, including local VCS (Voluntary Community Sector) organisations, the MET Police and NHS (National Health Service), with the first meeting held on 27 February 2023. **Appendix 2** outlines a full list of the organisations involved in the North Paddington partnership.
- 4.8 Together, with council wide officers, the North Paddington Partnership Board co-created the vision and desired outcomes to inform the scoping, development, and design of an early delivery programme, to drive momentum and demonstrate action in year 1.
- 4.9 To kickstart the North Paddington Programme, WCC officers developed the following high-level vision statement, to capture 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 more engaged, safer, healthier, and more financially secure.”*

- 4.10 This statement can be broadly summarised by the following two objectives:
- Reducing deprivation in the North Paddington area (measured by the indices of multiple deprivation).
  - Reducing the life expectancy gap across the borough

## **5. First Year Programme of Work**

- 5.1 As set out in the February 2023 Cabinet Report, the North Paddington Programme will have two workstreams in parallel: firstly, an initial programme of work to be delivered in the first year, with the aim of building momentum and demonstrating impact to the local community, building on work already delivered by the Council.
- 5.2 Secondly, a programme of strategic transformational work for the next three years, which will build on and add to the initial programme of work and develop service improvements to continue to effect cumulative change and build investments into long term, sustainable transformation.
- 5.3 After gaining funding approval through the February 2023 Cabinet Report, the first-year programme of work was developed in collaboration with the North Paddington Partnership Board and internal services, who collectively proposed beneficial project ideas, creating a longlist of over 50 projects.
- 5.4 Scoping and costing of these ideas was then carried out by council officers, alongside one-to-one working with North Paddington Partnership Board Members and with service leads from across the Council.

- 5.5 An initial prioritisation process was undertaken, according to criteria and scoring agreed with the North Paddington Partnership Board. Potential projects were scored according to:
- the input required (resources required, timeline for outputs, and the feasibility/complexity)
  - the impact of the project to the community (according to the contribution to Programme outcomes and the degree of impact on a vulnerable group or on a population).
- 5.6 This resulted in a list of prioritised projects to take forward as part of the delivery programme for the first year of the Programme. These were divided into the following thematic categories (originally distinguished by the #2035 Initiative) and correlate strongly with the issues emerging from local consultation and the Future of Westminster Commission deep dive:
- Neighbourhood, environment & place shaping
  - Health, wellbeing and healthcare
  - Education (including digital inclusion), Communities and Connections
  - Money, local economy, jobs & training
  - Crime and Safety
  - Climate
  - Housing and Homelessness
- 5.7 The list of shortlisted projects was then tested and discussed with the North Paddington Partnership Board and internal service leads to ensure maximum collaboration in the development and delivery of the proposals.
- 5.8 Internal project leads have been assigned to each of the initial projects within the year one delivery portfolio who have and will continue to work closely with members of the community to further scope and drive delivery. The full list of projects is captured in **Appendix 1** of this report.

## **6. Community Engagement Approach**

- 6.1 Engagement with and development of our communities will be a 'golden thread', which runs through all our planning, delivery, and service development. Their perspectives and lived experiences will become integral to decision making.
- 6.2 Widening community participation, developing community capacity, and removing physical, language and social barriers to engagement has become a high priority for the Council – ensuring that communities can better access information, voice their opinions, and influence positive, local change
- 6.3 The council recognises that services who involve local communities early, in a more relational, people centred way, produce more positive outcomes for service users. In turn, the #2035 initiative highlights the importance of a more

holistic and joined up approach to addressing health inequalities, broken down into the following values: *connect, listen, amplify and accelerate*.

- 6.4 The North Paddington Programme will align with these values in its own Community Engagement approach, which all Council officers who deliver services in the area will be expected to follow.
- 6.5 To better understand the engagement needs in the area, on 26 April 2023, the Council hosted a community engagement workshop with the North Paddington Partnership Board, where it was emphasised how effective community engagement requires consistent and direct work in local areas with existing community representatives and residents at ward level. From this session, several key objectives and principles materialised, as shown in **Appendix 3**.
- 6.6 Using community feedback, officers have created an approach which sets out a framework for community engagement for all projects underlying the North Paddington Programme, including the year one delivery programme. The approach will underline the fact, and provide support, to ensure that community engagement is not a 'strategy' but rather, a value embedded within the programme.
- 6.7 The approach defines how community engagement will be embedded within delivery and the development of the longer-term transformation and provides officers with guidance, standards, governance, and assurance to ensure that all projects have community engagement and community partnership at the forefront of their decision making. It sets out the Programme's commitment to:
- Develop and sustain strong partnerships with local stakeholders, including opportunities to build their capacity and work through existing relationships, structures, and forums;
  - Widen our relationships with North Paddington communities through proactive outreach;
  - Give people the choice to engage with the Council in the way and to the extent that they wish to;
  - Capture and share insights gained through community engagement and community dialogue to affect change both to the shape of projects and to service delivery.
  - Providing feedback to those involved in any consultation, highlighting where changes have been made as a result of engagement.

## **7. Community collaboration - developing strategic transformation**

- 7.1 Whilst the North Paddington Partnership Board was the primary mechanism for developing the year one programme of work in partnership with the community, in the development of the strategic programme of work for years 2-4 of the Programme, we will further build on this approach to draw in and collaborate with a wider range of voices from across the three wards.

- 7.2 We will bring together hyperlocal insights, community priorities, data, evidence and expertise to develop effective solutions, which address disparities between North Paddington and the rest of the borough; to realise solutions to entrenched issues and improve the Council's service delivery in the North Paddington area.
- 7.3 In developing strategic transformation, we will embed community collaboration at all stages of the process, capturing and using community data and insights, gathered using a variety of engagement mechanisms both at a hyperlocal and cross-ward level. This will also include existing local engagement forums and relationships and incorporate insights from current neighbourhood plans.
- 7.4 Structures that will be used to ensure community collaboration in developing strategic transformation include:
- **Hyperlocal ward groups** – To widen resident-level participation and engagement with the Programme, we will work with existing local forums and partners, alongside local frontline staff and host regular community network sessions, to gather and address neighbourhood insights and concerns.
  - **Strategic Theme Groups** – Aligned with the themes identified by the #2035 initiative, linked with the key determinants of health. These groups will provide a forum for collaboration between community members, VCS and grass root organisations, subject matter experts, council officers, local councillors and front-line staff. Each of the strategic theme groups will use a mix of segmented data, community and hyperlocal insights, research, and best practice to identify their "North Star" - a particular problem or a gap that they would like to address in the area and will collaborate to develop a focused plan to deliver a significant or cumulative impact in the coming years. These theme groups will also link with each other, recognising the interconnectedness of the determinants of health identified as part of #2035 initiative.

## 8. Internal governance

- 8.1 As already approved in the 13 February 2023 Cabinet report, 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.
- 8.2 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.
- 8.3 The proposed governance model for the North Paddington Programme was set out in the Cabinet Member Report, February 2023, the structure was designed 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
- Ensure 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.

8.4 The proposed governance model for the North Paddington Programme has been simplified and is set out in **Table 2** below.

8.5 The governance structures reflect the development of the year 1 programme of work; the progression into project delivery space; the need for service level engagement and alignment; and the need to have comprehensive oversight and management of the delivery activities. It will run alongside and in alignment with the developed community engagement approach and the development of the long-term strategic transformation programme.

<b>Table 2:</b> Proposed internal governance structure.	
<b>North Paddington Leadership Forum (Formerly named “Leadership Spotlight”)</b>	A monthly meeting of senior WCC stakeholders including Cabinet Member for Planning and Economic Development, Chief Executive, the Programme’s Senior Responsible Officer (Executive Director of Regeneration, Economy and Planning), Director of Communities and the North Paddington Programme Lead. The group will provide strategic challenge, insight and steer on spend; and oversight of the development of the long-term programme of strategic transformational work.

<p><b>North Paddington Programme Board</b></p>	<p>A monthly programme board chaired by the SRO for the Programme (Debbie Jackson), with Director-level representation from legal, finance, commercial, comms and a range of cross-council departments/ services to include all service delivery leads for North Paddington projects.</p> <p>The programme board will supervise and support the effective delivery of the North Paddington Programme, overseeing, monitoring, assisting and challenging progress; ensuring that appropriate connections are drawn between the programme and services from across the Council; monitoring and ensuring delivery of key programme outputs and outcomes; maintaining and managing strategic risks, opportunities, assumptions and dependencies; and agreeing the key issues to be formally reported and escalated to the Leadership Forum. It will also provide space to ensure that the community engagement approach is being followed and that community engagement sits at the heart of decision making.</p> <p>The Programme Board will ensure consistent and continuous alignment of delivery activities with the wider strategic transformation programme development.</p>
<p><b>North Paddington Partnership Board</b></p>	<p>Recognising the importance of ensuring community insight and knowledge is central to the successful delivery of the programme.</p> <p>A quarterly meeting of key strategic local stakeholders chaired by Neale Coleman (former lead of the Future of Westminster Commission) who supported and advised on the development of the Programme's vision, design and priorities (including the development of the first-year programme of work).</p>

- 8.6 In addition, the Programme will regularly present to the Council's Central organisation-wide Consultation and Engagement Quality Improvement Board to provide assurance of its community consultations, comms and engagement, ensuring that insights and lessons from engagement are shared.
- 8.7 This board will also serve a role in ensuring that North Paddington related engagement activities are aligned with wider council guidance and standards

on consultation and will be supplemented by Programme Level forums for discussion of community engagement.

## **9. Financial Implications**

### **Capital**

- 9.1 In March 2023 Full Council approved funding totalling £20m for the delivery of the North Paddington Programme. This 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 3 North Paddington wards.
- 9.2 The £5m per annum profile is provisional and based on the initial programme delivery timeline. The overall £20m budget will be reprofiled as part of Q2 23/24 corporate monitoring and will be further reprofiled in future years in line with current financial reporting procedures as the capital projects are worked through.
- 9.3 It is also considered that there are sufficient revenue contributions within the capital programme to allow for some changes to the £5m capital spend – ie. Some can be allocated to elements of delivery which are now considered revenue within the Programme. This is likely to be £1m per annum. Decisions will be in accordance with existing Council policies as outlined in the previously approved North Paddington Cabinet report, dated 13 February 2023.
- 9.4 It is expected that part of the North Paddington Programme capital budget will contribute towards existing projects currently being delivered across the Council. Where this occurs, finance will either (a) transfer costs incurred by service areas to the North Paddington capital cost centre or (b) transfer capital budget from the North Paddington Programme to the service area via Budget Virement.
- 9.5 All future capital spend requests against the North Paddington budget will be sought in line with the Council's financial regulations.

### **Revenue**

- 9.6 Revenue funding of £0.750m for the North Paddington programme from 2023/24 was agreed in the 2023/24 Council budget with sign off for the allocation of all revenue funds to be granted to the Programme's Senior Responsible Officer, the Executive Director of Regeneration, Economy, and Planning.
- 9.7 Reflecting the nature of the North Paddington year one delivery project proposals and their funding requirements, as noted above, the initial funding profile of £5m capital funding per annum from 2023/24-2026/27 will be split in to £4m capital funding and £1m revenue funding, in addition to the £0.750m.

- 9.8 The table below reflects the likely funding profile, making use of the sufficient revenue contributions in the capital programme so that there can be some flexibility for allocations:

	Approved Budget £'m	Proposed Budget split £'m
Approved Capital Budget	5.000	4.000
Approved Revenue Budget	0.750	0.750
Reallocation to revenue as sufficient revenue contributions to allow flexibility		1.000
<b>TOTAL</b>	<b>5.750</b>	<b>5.750</b>

- 9.9 The year 1 delivery programme is shown in **Appendix 1**, with current estimated costs of £0.915m of the £1.0m agreed revenue spend. Of this £0.250m - £0.288m will be ongoing for the length of the project and will therefore reduce the available revenue funding in future years, as this element has already been allocated.

## 10. Legal Implications

- 10.1 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.
- 10.2 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.
- 10.3 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".
- 10.4 All procurements will be undertaken in accordance with the Council's Contract Procurement Rules and the Public Contract Regulations 2015.
- 10.5 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.

## 11. Carbon Impact

- 11.1 Climate impacts hit the most vulnerable communities the most. Those affected by social, economic or cultural inequalities are more likely to feel the effects of poor air quality, heat stress and flooding.
- 11.2 These communities are typically less able to prepare for and recover from climate related risks and extreme weather such as heatwaves, cold spells, draughts, flooding, and storms, and are more likely to feel the effects of poor air quality.
- 11.3 Climate adaptation and mitigation measures to address climate and carbon impact will be integrated into the entire programme and its outcomes, extending beyond the boundaries of the Climate theme.
- 11.4 Climate will be embedded across all other project areas so that each project will consider its links with climate and its carbon implications as part of its individual governance processes.
- 11.5 Projects to reduce and mitigate carbon emissions are already underway within the North Paddington area resulting from the Council's work to deliver the Climate Emergency Action Plan and achieve a net zero city by 2040.
- 11.6 Additional work is underway to build the evidence base on local sources of emissions and identify opportunities for new climate mitigation projects and increase existing delivery within the North Paddington area.

## **12. Equalities**

- 12.1 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. fosters good relations between those who share a relevant characteristic and those that do not share it.
- 12.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
- 12.3 The Council needs to pay due regard to its findings when exercising its functions and making decisions regarding impacts on local communities.
- 12.4 The Council has conducted a screening Equality Impact Assessment (**Appendix 4**), which includes an assessment of the population data within the North Paddington area, and cross examined this against average borough-wide stats.
- 12.5 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.

12.6 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. Consultation**

- 13.1 A key tenet of the programme is to work collaboratively with local communities across the three wards, to better understand priorities, challenges and opportunities from their perspective and involve them in the development of initiatives to improve community outcomes.
- 13.2 We will ensure that community input through engagement is valued and has a meaningful impact on the North Paddington Programme and service delivery.
- 13.3 We will ensure that our engagement is fair and inclusive, and that we consider how to address barriers that may limit community participation (for example time, caring responsibilities, childcare, work commitments, financial barriers and disabilities).
- 13.4 Please see **Appendix 3** for further details on the principles that will govern our consultation approach.
- 13.5 Consultation and engagement will be planned and delivered for each project underneath the North Paddington Programme to provide a broad range of opportunities for community members to engage and input into the shape of the Programme.

**If you have any queries about this Report or wish to inspect any of the Background Papers, please contact Sarah Crampton – [scrampton@westminster.gov.uk](mailto:scrampton@westminster.gov.uk)**

### **APPENDICES**

**Appendix 1** - Year One North Paddington Delivery Programme

**Appendix 2** - North Paddington Partnership Board membership

**Appendix 3** - Community Engagement objectives and principles (established in collaboration with the North Paddington Partnership Board).

**Appendix 4** – EQIA (Equality Impact Assessment)

### **BACKGROUND PAPERS**

[Cabinet, 13 February 2023, item 5: North Paddington Programme](#)

For completion by the Cabinet Member for Planning and Economic Development

**Declaration of Interest**

I have no interest to declare in respect of this report

Signed:  Date: 25 September 2023

NAME: **Cllr Geoff Barraclough**

State nature of interest if any

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*(N.B: If you have an interest, you should seek advice as to whether it is appropriate to make a decision in relation to this matter)*

For the reasons set out above, I agree the recommendation(s) in the report entitled **North Paddington first year of work** and reject any alternative options which are referred to but not recommended.

Signed  .....

Cabinet Member for Planning and Economic Development

Date ...25 September 2023.....

If you have any additional comment which you would want actioned in connection with your decision, you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

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If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Director of Law, City Treasurer and, if there are resources implications, the Director of People Services (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.