

### **Committee Agenda**

Title:

**Westminster Scrutiny Commission** 

Meeting Date:

Wednesday 24th May, 2017

Time:

7.00 pm

Venue:

Rooms 3 and 4, 17<sup>th</sup> Floor, Westminster City Hall, 64 Victoria Street, London, SW1E 6QP

Members:

### Councillors:

Brian Connell Tony Devenish Jonathan Glanz Andrew Smith Barrie Taylor

Members of the public are welcome to attend the meeting and listen to the discussion Part 1 of the Agenda



Admission to the public gallery is by ticket, issued from the ground floor reception at City Hall from 6.30pm. If you have a disability and require any special assistance please contact the Committee Officer (details listed below) in advance of the meeting.



An Induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter. If you require any further information, please contact the Committee Officer:

Andrew Palmer, Senior Committee and Governance Officer. Email: apalmer@westminster.gov.uk Tel: 020 7641 2802 Corporate Website: www.westminster.gov.uk

**Note for Members:** Members are reminded that Officer contacts are shown at the end of each report and Members are welcome to raise questions in advance of the meeting. With regard to item 2, guidance on declarations of interests is included in the Code of Governance; if Members and Officers have any particular questions they should contact the Head of Legal & Democratic Services in advance of the meeting please.

### **AGENDA**

### **PART 1 (IN PUBLIC)**

### 1. APPOINTMENT OF CHAIRMAN

### 2. MEMBERSHIP

To note any changes to the membership.

### 3. DECLARATIONS OF INTEREST

To receive declarations by Members and Officers of the existence and nature of any personal or prejudicial interests in matters on this agenda.

### 4. MINUTES

(Pages 1 - 4)

To approve the minutes of the meeting held on 29 November 2016.

### 5. THE LEADER OF THE COUNCIL

To receive an update on current and forthcoming issues from Councillor Nickie Aiken (Leader of the City Council).

Verbal report.

### 6. THE CHIEF EXECUTIVE

(Pages 5 - 72)

To receive an update from the Chief Executive on key issues of corporate interest.

### 7. OPTIONS FOR SCRUTINISING THE WEST END PARTNERSHIP

(Pages 73 - 82)

To consider examples of comparative partnership delivery and public investment, to determine which model for scrutiny would be most appropriate and effective for the West End Partnership (WEP).

### 8. DEVELOPING THE ROLE OF SCRUTINY

To consider options for developing the role of Scrutiny and enhancing the role of Ward Members.

(Pages 87 - 100)

(Pages 83 - 86)

### 9. SCRUTINY WORK PROGRAMMES

To receive the draft Work Programmes for each of Westminster's Policy & Scrutiny Committee.

Charlie Parker Chief Executive 16 May 2017





### **DRAFT MINUTES**

### **Westminster Scrutiny Commission**

### MINUTES OF PROCEEDINGS

Minutes of a meeting of the **Westminster Scrutiny Commission** held on **Tuesday 29 November 2016** at 7.00pm in Committee Rooms 3 & 4 - 17th Floor, City Hall.

**Members Present:** Councillors Ian Adams (Chairman), Brian Connell, Andrew Smith and Barrie Taylor.

Also present: Councillor Baroness Philippa Couttie (Leader of the City Council).

### 1. LEADER OF THE CITY COUNCIL

1.1 The Commission wished to formally record its thanks to Baroness Philippa Couttie for her work and achievements during her time as Leader of the City Council, which had been of benefit to Westminster's residents, businesses and visitors.

### 2. MEMBERSHIP

2.1 No apologies for absence were received.

### 3. DECLARATIONS OF INTEREST

3.1 No declarations were received.

### 4. MINUTES

4.1 The Commission agreed the minutes of the meeting held on 28 June 2016 as a correct record.

### 5. THE WEST END PARTNERSHIP

5.1 Baroness Philippa Couttie (Leader of the City Council) and Charlie Parker (Chief Executive) presented a report which considered the achievements of the West End Partnership (WEP), and which reviewed the arrangements for

the delivery of the Oxford Street Project. The report also provided an update on the Tax Incremental Financing (TIF) proposal that had been submitted to HM Treasury to support the programme.

- 5.2 The Commission noted that the WEP had presented an opportunity for Westminster to work closely and effectively with a wide range of partners, to improve and refresh the West End and adjoining areas. The WEP also sought to support businesses and refresh the infrastructure of the West End, to maintain it as a world destination during a time of economic uncertainty; and in the face of strong international competition, when other major cities were investing heavily in improvement programmes to reduce transport and increase productivity.
- 5.3 To ensure that the vision for the West End became a reality, the WEP's delivery plan focussed on three core areas:
  - <u>People</u>: Improving the lives of those who work, live in and visit the West End such as through better air quality and better compliance with noise and other regulations.
  - <u>Place</u>: Maintaining the West End as a place of vital importance in the UK's capital city by improving public places and attracting quality property development.
  - <u>Prosperity</u>: Increasing the economic prosperity of the West End, London and the UK for all, including access to jobs, skills and business opportunities.
- 5.4 The Leader highlighted the need to continue seeking to tackle unemployment, and to ensure that jobs arising from the WEP were taken by residents of Westminster and Camden. The Commission acknowledged that different programmes were needed for different cohorts such as the long-term unemployed, who needed to be job-ready in terms of education and expectation.
- 5.5 The Commission discussed the health and future of the retail sector, and the Chief Executive commented on the ongoing restructure of the high street in which the retail offer was changing, and could be further effected by the combination of the business rate revaluation and the impact of the living wage. Brexit could also affect currency, and lead to imports becoming more expensive. The Commission acknowledged that business rates could be prohibitive and compel some businesses to move to other cities in the UK, and highlighted the need for the West End to maintain a strong and attractive investment profile. In order to further develop the West End and Oxford Street as a retail experience, improvements needed to be made to the public realm to create space for doing things in a different way. Consideration would also need to be given to buildings having secondary uses to keep them viable. The Leader highlighted the need to support all businesses in the West End, and the Commission noted that a decline in the retail sector and tourism could lead to a down-turn in restaurants and theatres.
- 5.6 The Leader commended the success of the City Council and WEP in influencing the Mayor of London on the pedestrianisation of Oxford Street and reduction in bus numbers, and in considering the wider area surrounding

Oxford Street. It was however recognised that the aspiration to pedestrianise was a challenge that could not be extended the whole of Oxford Street, and that closing the street for 24 hours would similarly not be practical.

- 5.7 The Commission discussed the need to reduce vehicle activity, and noted that after Crossrail had come into effect the City Council would be seeking a reduction in traffic of 70%, which would include buses and mini-cabs. The number of mini-cabs in operation in Central London had risen from 50,000 to 120,000 over the past three years; and Commission Members commented on the use of electric vehicles, and on the subsidies being made available in other European Cities such as Oslo where 25% of vehicles were electric.
- 5.8 The Commission discussed the work being undertaken by the Air Quality Task Group to improve air quality in the West End, and acknowledged that pavements could not be widened unless there was a sufficient reduction in the number of busses that would reduce congestion and improve the flow of traffic. Members also highlighted the importance of strategies for cycling and pedestrians.
- 5.9 Other issues discussed included future investment from the Government post Brexit; the wider benefits to the economy arising from financial success in London; the successful working relationship between the City Council, the WEP and Transport for London; and the importance of residents being represented on the WEP.
- 5.10 Commission Members highlighted the need for effective and appropriate public scrutiny of the activities of the WEP that were taking place. The Leader agreed that there was a role for an appropriate form of scrutiny of the WEP, which should be undertaken at least annually. The Chief Executive also agreed that some form of scrutiny would be required if the City Council was successful in its TIF proposal. The Commission requested that Officers look for other examples of comparative partnership delivery and public investment, to determine which model for scrutiny would be most appropriate and effective for the WEP.

### 6. DRAFT SCRUTINY ANNUAL REPORT 2015/16

- 6.1 Muge Dindjer (Policy & Scrutiny Manager) presented the draft Annual Report of work undertaken by Westminster's Policy & Scrutiny Committees during the municipal year June 2015 to May 2016. The Report sought to highlight the key areas that each Committee had focussed, and Commission Members were invited to consider the work of their Committees and identify any additional impacts or areas of achievement that should be highlighted. The Commission noted that publication of the Report would be mainly on line, with printed copies being provided for stakeholders.
- 6.2 Commission Members discussed the format and content of the Annual Report, and suggested that it should focus on what had been contributed and achieved by the Scrutiny process in Westminster. The Commission agreed that the sections relating to the individual Committees would be made shorter, and that the Report should be referred to the City Council's Communications

Department for formatting prior to its publication.

6.3 The Commission agreed that consideration would be given to Policy & Scrutiny Committees undertaking a review and self-assessment in the last cycle of each year, to consider what had been achieved during the past municipal year. Commission Members suggested that the review could also include details of the costs that had been incurred in officer time and other resources.

### 7. WORK PROGRAMME

- 7.1 Muge Dindjer (Policy & Scrutiny Manager) presented a report which set out the future Work Programme of the Westminster Scrutiny Commission, based on the requests made at the previous meeting of the Commission in June.
- 7.2 The Commission discussed issues for its next meeting in April 2017, and noted that the Westminster People Strategy was now to be considered by the Housing, Finance & Corporate Services Policy & Scrutiny Committee at its meeting in January. The Commission agreed that the April meeting would focus on a question and answer session with the new Leader of the City Council; and on Tri-borough working and the Managed Services programme.

### 8. TERMINATION OF MEETING

8.1 The Meeting ended at 8.26 pm.

CHAIRMAN:		DATE	
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# Westminster Scrutiny

Date: 24 May 2017

Classification: General Release

Title: **Chief Executive's Update** 

Report of: Charlie Parker, Chief Executive

**Cabinet Member Portfolio** Leader of the Council

Wards Involved: ΑII

**Policy Context:** City for All

Report Author and Anne Pollock x2757

**Contact Details:** apollock@westminster.gov.uk

### 1. **Executive Summary**

- 1.1 This report provides an update for the Westminster Scrutiny Commission on the following items
  - Trexit and Establishment of Bi-Borough Services
  - WEP Oxford Street Update
  - MSP
  - City Hall Refurbishment
  - Devolution (incl. Health) and Public Service Transformation

### 2. **Key Matters for the Committee's Consideration**

- 2.1 The Commission is asked to:
  - Note the report and provide feedback on recent activity
  - Agree an approach to scrutinising the Trexit and Bi-Borough Services Programme

### 3. Updates

### 3.1 Trexit

- 3.1.1 Westminster City Council and Kensington and Chelsea have recently served 12 months' notice on the Tri-borough arrangements in respect of Tri-borough Children's Services, Tri-borough Adult Social Care and Tri-borough Public Health Services.
- 3.1.2 A report was recently submitted to the Audit & Performance Committee on the Tri-borough to Bi-Borough Programme Arrangements and Timelines (See Appendix A).
- 3.1.3 Options for scrutinising the Tri-borough to Bi-Borough Programme could include
  - a) The Westminster Scrutiny Commission leads on strategic scrutiny of the programme while the relevant Scrutiny Committees scrutinise the specific departmental operational matters
  - b) Each Scrutiny Committee scrutinises the strategic and operational aspects of the Programme relevant to their respective portfolio areas.
- 3.1.4 Option A is recommended by officers in order to avoid the potential for duplication and overlap work, and ensure that the Westminster Scrutiny Commission has an overview of the Programme.
- 3.1.5 To ensure the Programme is appropriately scrutinised, the views of the Commission are sought

### 3.2 WEP – Oxford Street Update

- 3.2.1 The Westminster Scrutiny Commission received a full update on the West End Partnership at the last meeting in November 2016 (see Appendix B).
- 3.2.2 Since assuming the position of Chairman of the WEP, the Leader has chaired a wide-ranging Board discussion regarding the next phase of the WEP Forward Plan. Once this has been further developed and agreed, this will be brought back to the Commission for more detailed scrutiny.
- 3.2.3 An update on the background of the WEP activities since November 2016 and potential WEP scrutiny arrangements is included elsewhere on the agenda.
- 3.2.4 This update focuses specifically on the Oxford Street proposals and aims to update the committee on the recently-launched Phase 1 consultation.
- 3.2.5 Progress continues to be made on options to reduce traffic on Oxford Street to make it the best outdoor retail experience in the world. We continue to work effectively with key decision-makers, including TfL, the GLA and the Deputy Mayor, Val Shawcross, to ensure we arrive at the best possible solution for the Oxford Street district as a whole.

- 3.2.6 A first-stage consultation was launched at the end of April. This consultation will run for eight weeks and give people the opportunity to submit their views on air quality, traffic congestion, pedestrian experience, way-finding, accessibility, and access to public transport.
- 3.2.7 The responses from the first stage consultation will then inform development of a very detailed proposal for Oxford Street and District. The preferred project will be subject to a second, and statutory, consultation later in November 2017. We are working with the GLA and TfL to develop these plans.
- 3.2.8 If, following consultation, the decision is to proceed with the project, a transition scheme for the section of Oxford Street from Marble Arch to Orchard Street will start to be introduced ahead of the opening of the Elizabeth line in December 2018. The implementation of the transformational scheme will follow on from that.
- 3.2.9 In the meantime, the team is further refining the Outline Business Cases to government already tabled for Oxford Street West, Strand-Aldwych and for a jobs programme. Further consultations on the sections between Oxford Circus and Tottenham Court Road, and between Marble Arch and Orchard Street, will be held in due course.

### 3.3 MSP

- 3.3.1 Commercial negotiations with BT are reaching a conclusion and an "in principle" agreement has been reached, subject to formal documentation. As the contract with BT expires by May 2019, work has also already been started by WCC and RBKC on an assessment of the options for re-procurement. I am happy to update Members further if required at the meeting.
- 3.3.2 As a result of the commercial negotiations, work on the Managed Services Recovery Plan has continued, although we have now moved away from achieving full implementation of the solution to an agreed 'operational' position for the remainder of the contract by the autumn.
- 3.3.3 To date, the Audit & Performance Committee has led on scrutinising MSP's progress and the Chair has recently been briefed on the "in-principal" outcome of the commercial discussions.

### 3.4 City Hall Refurbishment

- 3.4.1 Planning permission has been granted for the refurbishment of City Hall and temporary decant accommodation secured at 5 Strand and Portland House in Victoria.
- 3.4.2 On 1 February, we took possession of these two buildings. Staff started to move from City Hall over a series of weekends from March. Full decant will be achieved by early June, with the majority of staff relocated by the end of May

- 2017. The refurbishment works to City Hall will start on-site in late June/early July. A timetable can be provided on request.
- 3.4.3 The decant of staff to Portland House and 5 Strand, at the time of writing, has gone so far very smoothly.
- 3.4.4 The programme is also currently on-schedule to be delivered within the agreed timetable and budget.
- 3.4.5 Stage 1 of the procurement process is complete. ISG has been appointed as contractor on a PCSA (Pre-Construction Service Agreement), to develop the detailed design of City Hall and finalise costs and the overall programme, before submitting its Stage 2 tender proposal in April 2017. The Full Business Case, with procurement details, will be presented to Members in June 2017.
- 3.4.6 The City Hall Refurbishment Task group has regularly scrutinised the Programme and a further report is due to be brought to Committee in June.

### 3.5 <u>Devolution</u>

- 3.5.1 The government agreed a Memorandum of Understanding (MOU) on further devolution to London alongside the Spring Budget on the 8 March. The agreement with the GLA and London Councils includes joint working to explore the benefits of and scope for;
  - Development and funding infrastructure
  - Transport
  - Criminal Justice
  - Business Rates
  - Health
  - Skills
  - Employment Support
- 3.5.2 The Work and Health Programme represents the first devolution to London government and is part of a wider ambitious set of devolution proposals being progressed by Central London Forward (CLF) and London Government, which includes adult skills budgets. The Work and Health Programme is a five year employment scheme to provide support for benefit claimants across Central London. CLF's deadline for signing off the MOU has recently been extended to mid-July.
- 3.5.3 As part of the devolution of the Work and Health Programme to London, the council is entering into a MOU with the other member councils of CLF to enable the Corporation of London to commission the programme on our behalf. Officers are working closely with the Corporation of London to develop the specification to make sure that the programme delivers maximum benefit for Westminster residents. Westminster City Council and CLF's preferred provider will have been selected by early November 2017.

3.5.4 Further announcements relating to Health and Social Care and Housing devolution are expected in due course following the General Election. I will continue to update the Westminster Scrutiny Commission on the progress of this work.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact Anne Pollock x2757 apollock@westminster.gov.uk

### **APPENDICES:**

Appendix A: <u>Audit & Performance Committee - Tri-borough to Bi-Borough Programme Update (May 2017)</u>

Appendix B: Westminster Scrutiny Commission - WEP Board Update (November 2016)





# Audit & Performance

Date: 9 May 2017

Classification: **General Release / Confidential** 

Title: Tri-borough to Bi-Borough Programme Update

**Charlie Parker, Chief Executive** Report of:

Leader of the Council **Cabinet Member Portfolio** 

Wards Involved: ΑII

City for All **Policy Context:** 

Report Author and Anne Pollock x2757

Contact Details: apollock@westminster.gov.uk

### 1. **Executive Summary**

- 1.1 Westminster City Council and Kensington and Chelsea have recently served 12 months' notice on the Tri-borough arrangements in respect of Tri-borough Children's Services, Tri-borough Adult Social Care and Tri-borough Public Health Services.
- 1.2 While maintaining current services, the two boroughs now intend to establish successor bi-borough services.
- 1.3 Currently we have had no indication from Hammersmith & Fulham that other shared services will be affected.
- 1.4 This report aims to update the Audit & Performance Committee on the Triborough to Bi-Borough Programme Arrangements and Timelines. It should be noted that planning is in its early stages and more detailed update will therefore be submitted to the Westminster Scrutiny Commission for analysis and feedback on 24 May.

### 2. **Key Matters for the Committee's Consideration**

2.1 To note the arrangements the Council has put in place to ensure the exit from the current Tri-borough arrangements and transition into new bi-borough are as smooth as possible.

### 3. Background

- 3.1 Westminster City Council and Kensington & Chelsea have served 12 months' notice to Hammersmith & Fulham on the Tri-borough arrangements concerning Tri-borough Children's Services, Tri-borough Adult Social Care and Tri-borough Public Health Services.
- 3.2 The decision has been taken in the face of uncertainty caused by Hammersmith & Fulham preparing over some time, to make alternative inhouse plans without any formal engagement with the other two local authority partners about these key services. This is causing anxiety to shared staff and placing potential risks to the provision of these joint services for vulnerable people in each borough.
- 3.3 As a result, Westminster's Cabinet met on Monday 27 March, and formally agreed to give notice to terminate the shared staffing arrangements in respect of the services named above. The Royal Borough of Kensington & Chelsea has also taken the same decision. Both boroughs remain absolutely determined to continue to work together for the benefit of local people.
- 3.4 Tri-borough's legal agreements set out that with any termination of the arrangements all parties are obliged to minimise disruption to delivery of services and to staff during the period of notice, which could be for a period of up to 12 months. To assist with this, Westminster and Kensington & Chelsea have called for a joint project team with Hammersmith & Fulham to oversee the transition.
- 3.5 While maintaining current services, Westminster and Kensington & Chelsea now intend to establish successor bi-borough services in order to give certainty to staff and ensure the long term planning of any new services are pared and executive well in advance of a future "go-live" date for the new bi-borough services.
- 3.6 It remains possible that the two boroughs will retain more capacity than they need for their own purposes in the hope of selling specialist services to H&F (e.g. fostering and adoption, Multi Agency Safeguarding Hubs (MASH).
- 3.7 Sue Redmond has replaced Liz Bruce as the statutory (tri-borough) Director of Adult Social Services (DASS) on an interim basis. Westminster City Council and RBKC are seeking a permanent successor for the new bi-borough service. Steps are underway to appoint a permanent Executive Director for Children's Services.
- 3.8 To date, we have had no indication from LB Hammersmith & Fulham that other shared services will be affected.

### 3.9 **Programme Arrangements**

The Tri-borough Exit Programme aims to deliver the following

- Establish the steps needed to (building on the successes of Triborough):
- Safeguard vital frontline services Children's, Adult & Public Health
- Provide certainty to staff
- Establish effective bi-borough arrangements for Children's, Adult and Public Health
- Ensure maximum collaboration and transparency between RBKC, LBHF and WCC
- 3.10 To achieve this, the below workstreams have been established to focus on delivering the programme outputs.
  - HR
  - Legal
  - Finance
  - Commissioning
  - Adult Social Care/Public Health
  - Children's Services
- 3.11 Each workstream will monitor and review all existing external relationships/contracts; the cost of any new contracts; contracts that extend beyond the end of Tri-Borough, any financial arrangements supporting them; and liaison with supply chain as necessary.
- 3.12 Although the workstreams are being led by the relevant service areas, staff from other services will support and provide expertise as appropriate.
- 3.13 A Communications Strategy will also support this work, ensuring that all staff, staff in affected services and partners / external stakeholders are updated as and when appropriate.
- 3.14 Programme Boards have been established at member and officer level and there are regular meetings with RBKC at both levels.

### 3.2 Issues

3.2.1 The table below provides an outline of any risks identified so far, as well as the mitigating actions being undertaken.

Risk	Mitigation		
Governance arrangements to be	Identify and approach proposed		
agreed	programme members		
Risk to quality of BAU of key front	Timeline of events to reassure staff.		
line services - Children, Adult and	Comms plan to address key areas of		
Public Health Services	concern. Service areas to develop plans		
	for delivery until new arrangements in		
	place, monitoring risks and issues		
Loss of staff due to uncertainty –	Timeline of events to reassure staff.		
significant numbers of staff will be	Comms plan to address key areas of		
affected	concern.		
	Library and the control of the contr		
Figure in Linear Brook to	Identify contingency budget and resources		
Financial implications – Risk to	Finance to identify financial implications		
budgets due to the move to Bi-	and budget required. Secure contingency		
Borough Service for Children, Adult and Public Health Services	budget		
Risk to realised non cashable	Service areas to develop plans for delivery		
transformation benefits – service	until new arrangements in place,		
efficiencies and improvements	monitoring risks and issues. Contingency		
chiciendes and improvements	plans developed		
Smaller services may not be able	Design new target operating model for		
to separate out easily, e.g.	these areas		
Adoption services, Education	1.1000 0.1000		
Services, Youth Offending			
Services			
Shared functions may need to	Review and if required, design new target		
change e.g. Backoffice, IT,	operating model subject to discussions		
training, complaints	with LBHF		
Approach from Children, Adult and	Decision at board level about:		
Public Health Services:	PH as a separate or integrated		
Should PH be its own workstream	workstream		
Approach to joint working:	Scope		
definition of scope, stakeholder			
engagement, approach to delivery			

### 3.3 **Timelines**

- 3.3.1 Following the serving of the s113 notice to Hammersmith & Fulham, the three authorities have up to12 months to disaggregate the services, but can, with agreement, potentially start new services earlier.
- 3.3.2 As work is still at a very early phase, key timelines and milestones for workstreams are still being confirmed. However, officers will share any agreed timelines with the Westminster Scrutiny Commission on 24 May.

### If you have any queries about this Report or wish to inspect any of the Background Papers please contact Anne Pollock x2757

apollock@westminster.gov.uk

### **APPENDICES:**

Appendix A - Letter to LB Hammersmith & Fulham serving notice of termination in respect of: Tri-borough Children Services, Tri-borough Adult Social Care and Triborough Public Health Services

Appendix A

Letter to Nigel Pallace, then chief executive and Hitesh Jolapara, s 151 officer

28 March 2017

Dear Nigel and Hitesh

Re: Notice of termination in respect of: Tri-borough Children Services, Tri-borough Adult Social Care and Tri-borough Public Health Services

It is with great regret that we are writing this letter, enclosing notices of termination from the Royal Borough of Kensington and Chelsea and Westminster City Council, under our s113 Agreements, in respect of Tri-borough Children Services, Tri-borough Adult Social Care and Tri-borough Public Health Services.

We have been aware for some time that the Leader of LBHF, Cllr Cowan, has been stating to staff that "Tri-borough is dead". Indeed, this has even appeared in corporate documents. With the resignation of the Executive Director for Adult Social Care & Public Health, and the subsequent review by Mrs Redmond as to the future of these services, it is apparent that the Leader of LBHF has given a clear steer that LBHF wishes to pursue a "mono-borough" People's Service. We are also aware that since January 2017, consultants have been engaged to design such a People's Service to include not only Adult Social Care, but also Children Services and Public Health.

It is now beyond doubt that LBHF is making alternative plans for these services, which will inevitably lead to the termination of our shared arrangements. The lack of formal notice in the face of LBHF's clear intention is a source of uncertainty, which in turn is causing anxiety to our shared staff in all three Councils, and placing potential risks to our joint services for vulnerable people in our respective boroughs.

As you know, we have never been given any reasons by LBHF, nor any rationale for the wish to dismantle the Tri-borough arrangements for these services in relation to these high performing and critical services.

When the Tri-borough arrangements were first established, it was always clear that individual Council sovereignty should not be undermined, and the agreement be above party politics. As a result, we have all reduced costs during a time of fiscal austerity and improved our collective service offer to end users and our residents through the various shared arrangements. Indeed, the Ofsted inspection of Children's Services in March 2016, found that the partnership across the three boroughs contributed to the high quality of each borough. Key Stage 2 and GCSE results improved in all three boroughs with a far smaller school standards service, helping to achieve a high percentage of schools judged by Ofsted to be good or outstanding - well above national averages - in each borough. In January 2016, HM Inspectorate of Probation commented positively on the shared Youth Offending Service.

There are numerous other examples where we can show that by working together, the three boroughs have achieved great results with less money and fewer staff. We are aware though that there have also been major issues with two of our jointly procured contracts, i.e. SEN Transport and Managed Services. However, these have not been successful for a number of reasons, which are not solely due to the partnership itself.

Nonetheless, it is clear that LBHF Members do not see a future for the Tri-borough partnership. Furthermore, it is regrettable that in the last two years or so, LBHF have only been able to focus on some of the drawbacks. This has been demoralising for senior managers and unfair to hard working staff, who are doing an excellent job for residents across the three boroughs. Moreover, LBHF's approach has slowed the further progress our shared services could have made had LBHF focused on supporting the partnership rather than undermining it.

We would not have chosen to end the Tri-borough arrangements, which our Councils believe to have been a great success. However, in order to support our shared staff, to provide them with some certainty and to protect our services, we have no choice but to serve notice ourselves. The attached notices will give effect to LBHF's intentions to terminate our shared services arrangements. You will see that under our s113 Agreements the notice requires all parties, including LBHF, to minimise both disruption to the delivery of services and to staff during the period of notice. We would expect this as a minimum and ideally, we should form a joint project team to oversee the transition.

Of course, serving of the notice does not prevent the three Councils from agreeing to review the current arrangements and find alternative ways of working together. We are prepared to work on different models and willing to keep certain services together, e.g. fostering and adoption, from which all three boroughs' children have benefited.

If, on reflection, LBHF decides to continue some of our joint arrangements, we would need greater commitment from LBHF to those shared services. However, if LBHF is not willing to explore any options for continued partnership, perhaps on a different basis, then we would invite you to consider agreeing earlier cessation of services by mutual agreement.

As previously stated, it is with great regret that we find ourselves having to serve notice, essentially to give effect to LBHF's intention to terminate the shared services arrangements in relation to Tri-borough Children Services, Tri-borough Adult Social Care and Tri-borough Public Health Services. We would be neglectful of both our staff and the interests of our residents if we did not do so.

Yours sincerely,

Nicholas Holgate, Town Clerk Executive

Charlie Parker, Chief

cc Kim Dero, LBHF





# Westminster Scrutiny

Date: 29th November 2016

Classification: General Release

Title: **West End Partnership Update** 

Report of: Charlie Parker, Chief Executive

**Cabinet Member Portfolio** Leader of the Council

Wards Involved: ΑII

City for Choice / Heritage / Aspiration **Policy Context:** 

Steve Carr / Anne Pollock **Report Authors** 

### 1. **Executive Summary**

- 1.1 The West End is one of the most celebrated and exciting city centre districts in the world. Comprising just 2.5 few square miles of Westminster and Camden, it nevertheless generates £51 billion annual gross value added (GVA). This is some 15% of London's economic output and 3% of that of the UK – larger than the City of London's contribution. It has one of the largest and most diverse concentrations of jobs anywhere in the UK, hosting 650,000 jobs in 120,000 individual enterprises across a huge range of sectors. It is a magnet for tourism, providing the main attractions that brought 31.5 million international and UK visitors to London in 2015, who spent £11 billion between them. At the same time the West End is home to 59,000 people, several schools and many civic amenities supporting both a local communities and a wider London population.
- 1.2 The West End Partnership (WEP) was formed in 2013, on the recommendation of the West End Commission chaired by Sir Howard Bernstein. It brings together senior public service and private sector leaders, academic experts, cultural bodies and resident representatives. It was created to be the catalyst to enable the West End to support and accommodate growth, whilst at the same time to strengthen its unique cultural character, amenities and sense of openness. The body has been chaired by the Leader of Westminster City Council and also includes member representation from the London Borough of Camden and the Mayor of London. The WEP programme is supported by working groups, staff and expertise seconded

from the partners' bodies. The business improvement districts have created a West End network to better collaborate and coordinate their involvement in the WEP programme. Westminster Property Association is also very supportive of the programme. Resident groups are also actively engaged through the West End Community Network. Other representatives include the Metropolitan Police, academic and cultural advisors and London First.

- 1.3 As a Partnership body WEP has no legal basis of its own but instead coordinates and initiates action and delivery through its partner bodies encouraging growth through new policies, plans and actions in order to benefit residents, communities, businesses and visitors alike. The governance arrangements are set out in **Appendix A**.
- 1.4 In the face of fierce international competition, the West End's historical success cannot be taken for granted. Although there have been recent improvements to the West End's infrastructure such as the Elizabeth Line, there is much to do to alleviate the growing pressures on the area from increased footfall, high levels of vehicle traffic and startling gaps in basic infrastructure such as energy and broadband. Indeed, without more investment, the improvements that have already been made will not benefit the West End and it could risk sliding back as an economic and cultural powerhouse within London and the UK.
- 1.5 Viewing such pressures as an opportunity to act, in July 2015 the West End Partnership launched a fifteen year vision (see **Appendix B**) an early delivery plan to support growth, meet rising demand to enhance the quality of life for all users of the West End. The vision and delivery plan seeks to secure the West End's future as an economic powerhouse, iconic destination and great place in which to live, work and visit.
- 1.6 The West End Partnership vision sets out the Partnership's aims to unify the purpose and plans of many voices and partners with a stake in the area. The WEP's vision is that over the next 15 years the West End will remain or become:
  - Vibrant, productive, resilient, creative and surprising
  - Playing a pivotal role in London's continued economic success
  - Providing new jobs and skills opportunities
  - Easy to reach, with less congestion and better air quality
  - Safe and secure as well as open and relaxed
  - Renowned for the quality, interest and extent of its public spaces, helping to differentiate London from other world cities
  - Inspiring a sense of common purpose
  - More self-reliant

1.7 To ensure that this vision for the West End becomes reality, WEP's delivery plan is focused on three core areas:

**People**: Improving the lives of those who work, live and visit the West End such as through better air quality and better compliance with noise and other regulations.

**Place**: Maintaining the West End as a place of vital importance in the UK's capital city by improving public places and attracting quality property development.

**Prosperity**: Increasing the economic prosperity of the West End, London and the UK for all, including access to jobs, skills and business opportunities.

- 1.8 All of the Partnership's work since the launch of the vision has been focused on delivering these objectives. It has done this through joint work at the level of the main WEP Board, through working groups covering the three themes and via project boards established to deliver key projects such as for Oxford Street and improved air quality and improved freight traffic management.
- 1.9 The Partnership also agreed a broad delivery plan in June 2015 aimed at ensuring the successful delivery of its vision. The delivery plan sets out a core programme of projects amounting to just under £1bn. Around half of the programme is expected to come from public sources, matched by significant private sector co-investment and leading to further private investment down the line in development and business activity. Major improvements to the quality of life of residents, workers and visitors achieved by growth in the West End are envisaged.
- 1.10 The update paper below in Section 2 outlines the achievements since the WEP's West End 2030 vision was launched in June 2015; provides a review of the delivery arrangements created for the Oxford Street project; and gives an update on the Tax Incremental Financing (TIF) proposal submitted to HM Treasury to support the programme.

### 2. Achievements

- 2.1 The Partnership's approach to delivery is founded on establishing effective relationships between a wide range of partners and stakeholders. A genuine coalition has formed within the West End Partnership a coalition that is wider than has previously been the case and that is beginning to tackle the Partnership's priority projects and programmes. It is doing this from a strong evidence base and a deeper understanding of the challenges facing the West End than ever before.
- 2.2 Across an area from Marble Arch to Tottenham Court Road and Euston to Aldwych, plans are now underway to encourage investment and jobs and create the new places of business and work needed to accommodate them; deliver radical improvements to the public realm; capture the benefits of Crossrail 1 and 2; reduce traffic; and improve air quality. Several infrastructure improvements in Westminster such as those to transform Baker Street,

Tottenham Court Road, Bond Street and Hanover Square either have already started or are due to start in the next few months as outlined below:

### 3. <u>Major Programme Updates</u>

- 3.1 **Baker Street**: The West End Partnership and the Baker Street Quarter business improvement district, has championed plans for improving Baker Street, recognising its potential as a commercial district able to accommodate up to 17,000 more jobs. A two-way traffic scheme funded by TfL and private partners, delivered by Westminster City Council, will draw in new investment and improvements to benefit local residents and businesses alike. Landowners and businesses have since pledged to bring forward major development in the area as a result of this project, reversing the 20% decline in office space and employment it has experienced in the last ten years. Following extensive public consultation, Cabinet Member approval has been given to proceed with detailed design and Traffic Order consultation.
- 3.2 **Bond Street**: Funding commitments have been secured to further enhance the positioning of this iconic street as a world-class retail area of luxury goods, by improving connections and places for people to walk and spend more time on the street. Due for completion in 2018, the public realm scheme will see reduced traffic speeds, shared access for vehicles, pedestrians and cyclists, repaved roads and footways, a new 'town square' and create employment opportunities. The scheme is already tackling air pollution waste companies servicing the street have been reduced from over forty seven firms to five. This major scheme is a partnership project between Westminster City Council, TfL, New West End Company, Bond Street Management and the Crown Estate. Funding from TfL and businesses including section 106 has been secured toward the £8.9m total cost with the £2m gap to be covered by a loan from the GLA repayable by the Council.
- 3.3 Hanover Square: This square is set for a major facelift that will showcase its striking historic features in the best light possible and also cope with the major increase in pedestrians that are expected on the arrival of the Elizabeth Line in 2018, which will have one of its Bond Street stations located on the square. Driven by a partnership between Great Portland Estates, Crossrail and Westminster City Council, plans include the pedestrianisation of the west side, de-cluttering street furniture, installing new lighting, public art and better traffic management. The plans for the square were approved by the Cabinet Member for Built Environment in December 2015 and are now being implemented. Improvements to the gardens of this historic London Square will be a priority and we are working closely with the Heritage Lottery Fund on supporting this element of the project. The total cost of the scheme is £13.8m which has largely been secured from private sources, section 106 payments and TfL with a small gap to be funded by the TIF bid to HM Treasury.
- 3.4 **Strand/Aldwych**: The WEP is supporting the Northbank Business Improvement District (BID) to drive significant public realm improvements to the Aldwych gyratory. Improved traffic flow, reduced air pollution and new pedestrian areas are on the horizon for an area that is home to over 20 listed

buildings and monuments. The improvements are also set to achieve at least 159,000 additional square metres of new floor space and 6,700 additional jobs. It is hoped that in 2016/17, the Northbank BID vision submitted for Strand/ Aldwych will be transformed into a full programme of improvements. The plans drawn up by Publica consultants for Northbank's partnership body includes pedestrian access between St Mary Le Strand and Somerset House. Major investment in this historic church could be achieved on the back of the public realm scheme. The BID is now working up a fully costed plan to demonstrate how it will benefit business in the area and to investigate options for improved traffic flow in this congested area. This will be submitted to WEP and the Council in 2017.

- 3.5 **Broadband**: There are endless benefits to superfast broadband – bringing the West End even closer to its global audiences and increasing business efficiency. Having led the call for the West End's broadband deficit to be addressed with improved connectivity, WEP is delighted that BT Openreach has agreed to increase fibre broadband availability and is now installing new connection cabinets. In addition, other providers, some new to the West End, have also stepped up their broadband roll-out. In addition, our public realm projects such as Oxford Street and Bond Street will have modern ducting to enable faster rollout of fibre based broadband by all providers and deliver the best superfast broadband network to become top of the table for connectivity in the UK. The Board is currently examining possible initiatives to address the remaining gaps in provision, including by delivering a new connection voucher scheme for small firms and including telecoms ducting plans in all future public realm projects to avoid need for individual premises connection works on those streets in future.
- 3.6 **Employment and Skills**: The West End continues to play a pivotal role in London's economic success and has one of the largest and most diverse concentrations of jobs anywhere in Europe. The Partnership's vision to provide new jobs and skills is successfully linking unemployed people with opportunities within a wider range of business sectors. By March 2017, 259 local unemployed people in Westminster will have been recruited to West End jobs as a result of the WEP promotion through Recruit London. In addition, engagement is taking place to link up Camden residents to job opportunities in the West End and surrounding areas.<sup>1</sup>
- 3.7 **Enterprise**: Higher levels of economic growth need to be matched by sustainable creation of new office capacity. The Partnership is working to ensure the West End maintains its diverse mix of businesses both large and small and attracts a new breed of entrepreneurs. The shortage of affordable workspace for small and start-up firms is being tackled. New sites are being considered for business incubation and workspace as a direct result of the West End Partnership's work with Westminster City Council: this includes Somerset House Studios which is soon to complete and Ingestre Place in

Page 23

<sup>&</sup>lt;sup>1</sup> These commitments include 63 different employers including Veolia, Boots, New Look, Matalan, Ted Baker, Shake Shack, St Martins in the Field – Café in the Crypt, various hotel groups i.e. The George, The Edwardian and Doubletree by Hilton, Not Just Cleaning and Amey.

Soho, with a potential 12,000 square feet for creative firms with plans to start on other projects in the next few months.

3.8 Air Quality: Levels of NOx and particulate matter in the air are unacceptably high in the West End. This issue is the number one concern of residents and many businesses. The West End Partnership is committed to measures which reduce traffic volumes in the West End and will look to set a target for this, in consultation with the Mayor and TfL. We aim to design West End roads and public realm schemes in a way which helps to reduce pollution, introduce more green space and encourage walking and cycling. An excellent example of partnership working right across the membership is the new Freight Group. which is chaired by the New West End Company and is commissioned to deliver a West End freight plan while seeking to reduce waste and servicing and better manage freight movement mainly through voluntary action by retailers, businesses and the logistics industry. The West End Partnership supports Westminster City Council's successful summer Marylebone Low Emission Neighbourhood (LEN) bid. This is a much-needed scheme in a part of the West End chronically suffering from poor air quality. Over the next year WEP will continue to develop further initiatives to tackle air pollution and congestion - specifically looking at targets to reduce traffic volumes in the West End and identifying more green space within WEP supported public realm projects.

### 4. <u>Tax Incremented Finance (TIF) Bid</u>

- 4.1 Without coordinated investment in its public spaces, transport and other infrastructure, the West End could fall behind its international competitors. That is why the WEP has been working with HM Treasury officials to help secure the future of this vital district which is the engine for London's and the UK's economy.
- 4.2 By retaining 6.5% of local business rates, rather than the current 4%, Westminster City Council would be able to invest into the West End an additional £40 million of the £1.8 billion that the area generates in business rates. By creating investment certainty, the Partnership can attract major cofinance from the private sector. If approved, this agreement ultimately could create £12.3 billion of additional economic output (GVA) over the fifteen years of the WEP programme, as well as a further £3.8 billion in tax revenue for the Exchequer. Further detail of this bid can be found in 'The Case for the West End' (see **Appendix C**).
- 4.3 At the time of writing, the WEP has put a case to the Government ahead of the Autumn Statement on 23 November and / or the budget for March 2017. Several papers have been tabled by the WEP team and private sector partners to HMT to demonstrate the role that the West End plays in the UK economy, supporting investment that cannot be achieved anywhere else other than in London and supporting jobs and economic capacity around the country. The importance of the West End to the capital's economic welfare has been supported by the Mayor of London and around 100 businesses have so far written to the government in support of the programme. This case-making

exercise has included a guided tour of the West End for HM Treasury and DCLG Officials on 10 October, as well as a WEP Stakeholder event at the House of Commons in September and on in Leicester Square 8 November, 'The West End – the Nation's Powerhouse'. Both events were opportunities to demonstrate to HM Government and the wider West End stakeholder group that there is a coalition of private and public partners who want to maintain the West End's status as a national and international destination of choice and that back the Treasury bid. Public and private sector stakeholders and partners have also written to the Chancellor, and DCLG Secretary of State in support of the bid.

4.4 The Westminster Scrutiny Commission will receive a verbal update on the TIF Bid's progress in the Autumn Statement during the Committee Meeting on 28<sup>th</sup> November.

### 5. Oxford Street

- 5.1 The West End Partnership vision for Oxford Street is that it should be 'the world's best outdoor street shopping experience', complementing Regent Street and Bond Street by offering an unrivalled mix of flagship and branded stores. More than this, there is opportunity to integrate with a wider network of retailers, office occupiers, leisure and cultural attractions across the surrounding streets to create a retail and business district. Currently Oxford Street employs half as many people as does Regent Street so the potential to unlock opportunities from the project are immense. The arrival of the Elizabeth Line (Crossrail 1) from December 2018 provides a further catalyst to improve the quality of the area and position it as the world's best outdoor shopping street.
- 5.2 The Partnership, supported by the property owners on Oxford Street, has drawn up a cross-cutting vision that will join with, and build on, complementary projects to transform the street and wider area:

### **Reducing Traffic**

- A comprehensive reduction in vehicles of all types with improved freight management.
- Improvements in the public realm and prioritisation of pedestrians to create the right ambiance for a successful trading environment.
- Radically improve the street's air quality and additional measures to reduce traffic accidents.

### **Creating Modern Retail Spaces**

- Improvements to the scale and design of buildings with appropriately redeveloped stores.
- A renewed mix of new and established retailers to provide a compelling shopping and visitor experience.
- A seamless and intuitive system of shopper information online to guide visitors.
- Greater investment in marketing to cement Oxford Street's brand position both internationally and in the UK

### **High Quality Public Realm**

- More space for pedestrians including 'oasis' spaces both on Oxford Street and side streets.
- More robust management and maintenance to provide a safe, clean and welcoming environment with less street furniture and other clutter.
- 5.3 Discussions about the West End and the WEP continue with the Mayor and his representative on the Board, Val Shawross, Deputy Mayor for Transport. The Mayor has been clear about his ambition to make Oxford Street a world class destination and to demonstrate that London is open to the world post the EU referendum.
- 5.4 The West End Partnership has therefore created an Oxford Street Strategic Board and an Oxford Street Project Board to further this work (see Appendix **D**). They in turn make recommendations to the WEP Board the partners. Both of these Boards have met twice since the summer. This is where technical work is shared, processes are agreed, and actions recommended to the partner bodies responsible for making the ultimate decisions and delivering changes - principally the local authorities as highway and planning authorities and TfL and the GLA. The Oxford Street Strategic and Project Boards have also agreed a consultation framework and have begun an initial dialogue with residents and local businesses which will continue into the New Year. There are planned to be two formal consultation exercises in 2017, the second being a statutory process for the local authority in relation to the highways and planning consents it would need to give to enact a final scheme once designed. TfL will also engage in statutory consultation on bus route reductions on Oxford Street and related streets, the first of which is scheduled for the end of November 2016.
- 5.5 The WEP Board has recently endorsed a programme of public consultation on the final shortlisted options to improve Oxford Street West and the surrounding areas, as well as completing the complex technical work required on buses, taxis, freight and pedestrian movement in 2017/18.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact Steve Carr 0207 641 6551 scarr@westminster.gov.uk

### <u>APPENDICES</u>

For any supplementary documentation; especially from external stakeholders or documents which do not fit this template.

Appendix A: West End Partnership Board and Governance arrangements

**Appendix B**: WEP West End Vision 2030 (July 2015)

**Appendix C**: The Case for the West End (August 2016)

**Appendix D**: Oxford Street Project - governance arrangements (September 2016)

## West End Partnership Board Membership

### **Cllr The Baroness Philippa Couttie**

Leader, Westminster City Council (Chair)

### **Peter Vernon**

- Grosvenor UK & Ireland, representing London First (Deputy Chair)

### **Cllr Phil Jones**

- London Borough of Camden, Cabinet Member, Regeneration, Transport & Housing

### **Val Shawcross CBE**

- Deputy Mayor for Transport, Mayor of London's representative

### **Neil Thompson**

- Great Portland Estates, representing Westminster Property Association

### Simon Loomes

- Chair, Baker Street Quarter, representing Business Improvement Districts

### **Commander Alison Newcomb**

– Area Commander, Metropolitan Police

### **Professor Tony Travers**

London School of Economics (academic advisor)

### Mike Brown MVO

- Transport Commissioner, Transport for London

### **Matthew Bennett**

- West End Community Network (Westminster) and Chair, WEP People Group

### **David Kaner**

- West End Community Network (Camden)

### **Alex Beard CBE**

- Chief Executive, Royal Opera House, cultural sector representative

### **Attended by:**

Charlie Parker – Chief Executive, Westminster City Council – lead officer

Cllr Robert Davis DL MBE – Westminster, Chair WEP People Group

**Peter Drummond** – Director, West End Partnership

**Steve Carr** – Deputy Director, West End Partnership

**Graham King** – Westminster City Council/WEP Deputy Director Transport & Infrastructure

Ed Watson – Westminster City Council Executive Director Growth, Planning & Housing

Alexandra Jones – Centre for Cities, Chair WEP Prosperity Group

Jenny Rowlands – London Borough of Camden, Executive Director, Supporting Communities

Fiona Fletcher-Smith – GLA, Exec Director Development Enterprise & Environment

Jace Tyrrell – Chief Executive, New West End Company (Oxford Street issues)

Matthew Jaffa/Colin Stanbridge – Federation of Small Business/London Chamber of

Commerce & Industry joint representatives as observers

Alex Williams, Transport for London, Director for Borough Planning

### West End Partnership – Working Groups Membership

Working Groups reporting to the West End Partnership Board

### **Place Group**

**Chair: Cllr Robert Davis DL OBE** 

Secretariat: Matt Greet, City of Westminster Ed Watson – City of Westminster lead officer

Sue West – Selfridges Lucy Musgrave – Publica

Jace Tyrrell - New West End Company

Simon Loomes – Portman Estate/Westminster Property Association

Nigel Hughes – Grosvenor Ruth Duston – Northbank BID

Richard McGreevy – Transport for London

Sarah Jane-Steer - Capital & Counties

Kate Hobhouse - Fortnam & Mason

Andrew Love - The Ritz

Fiona Fletcher-Smith - GLA

Louise McBride – LB Camden lead officer (interim)

Peter Drummond/Graham King – West End Partnership Team

### **People Group**

Chair: Matthew Bennett, West End Community Network, Soho Society

Secretariat: Richard Cressey - Westminster City Council David Kaner - West End Community Network (Camden) Richard Barker - Westminster City Council lead officer

Helen Deakin - Transport for London, Stakeholder Engagement team

Cllr Nickie Aiken - Cabinet Member for Public Protection & Chair of Licensing, WCC

James Robinson - Heart of London BID Clare Lynch – The Soho Society, resident

Tom Preest - Director of Community, LB Camden lead officer Steve Medway/Paul Trumper – New West End Company

### **Prosperity Group**

**Chair: Alexandra Jones - Centre for Cities** 

Secretariat: Steve Carr - West End Partnership

Jeremy Collins – John Lewis Kay Buxton – Marble Arch BID

Jace Tyrrell – New West End Company BID

Tom Harvey – Soho Create

Cllr Theo Blackwell - LB Camden

Ed Watson – Westminster City Council

Peter Drummond/Steve Carr – West End Partnership Team

Rosemary Feenan – Jones Lang La Salle

Neil Thompson – Great Portland Estates/Westminster Property Association

Fiona Fletcher-Smith/Finn Williams – Greater London Authority

John Dickie – London First

Neil Drinkwater – West End Community Trust

# The Mest



Vibrant, productive, resilient creative and surprising Playing a pivotal role in London's continued economic Providing new jobs and skills opportunities success Easy to reach, with less congestion and better air quality Safe and secure as well as open and relaxed Renowned for the quality, interest and extent of its public spaces, helping to differentiate London from other world cities Inspiring a sense of common purpose More self-relia.

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Page 30

# contents

THE WEST END. VISION 2030 ■ Pg 3

Foreword	4
Context	6
Our vision for the West End	8
1. Vibrant, productive, resilient, creative and surprising	10
2. Playing a pivotal role in London's continued economic success	12
3. Providing new jobs and skills opportunities	14
4. Easy to reach, with less congestion and better air quality	16
5. Safe and secure as well as open and relaxed	
6. Renowned for the quality, interest and extent of its public spaces, helping to differentiate London from other world cities	20
7. Inspiring a sense of common purpose	22
8. More self-reliant	
Implementation	26
Appendix 1: The West End Partnership's governance	
Appendix 2: Defining the West End	29

# foreword

THE WEST END. VISION 2030 ■ Pg 4

We are pleased to present our vision for the West End — a vibrant and endlessly changing place of vital importance to the UK's capital city.

The West End is the driver of London's commercial and economic success and lies at the heart of its cultural offer. It is also home to long-established and new communities, bringing family and neighbourhood life to the heart of London. The West End faces both challenges and opportunities to grow in ways that enhance the experience of those who live and work here, as well as those who visit.

The West End Partnership was created in 2013 following the report of the West End Commission. The Commission called for a new strategic body to help shape and support the plans and policies needed to secure the stewardship and long-term future of the West End. The Partnership was created as a result. It has a mandate to secure and enhance the area's unique combination of diverse businesses and cultural attractions which, when combined with a sizeable residential population, create buzz, vitality, interest, investment and demand.

We are acutely aware that building on existing success will bring intense pressures, new challenges and greater responsibility for the stewardship of such an important place. So as a starting point, the Partnership has set out its vision alongside some of the challenges facing the West End.

We will seek to understand the concerns of all relevant stakeholders and accommodate the range of interests and priorities sensitively and productively. By working together in a collaborative spirit we will give a powerful new voice to an area whose success is too often taken for granted. We will ensure that life for those who live and work in the West End is as good as any to be found in comparable international locations; that the distinctive neighbourhood feel of the area's urban villages is enhanced; that large, medium and small businesses thrive; and that the visitor experience is the best it possibly can be.

We must redouble our efforts if we are to unlock this opportunity. With better and greater collaboration, the improvements we want to see brought forward – in our transport and infrastructure networks, such as the Tube upgrades and Crossrail, in the policies underpinning development, in our streetscapes, our amenities and services – can bring greater economic prosperity for all; residents, visitors and businesses alike. If realised and captured, the additional revenues that growth produces can and should be ploughed back into improvements in our physical and social infrastructure, to help sustain jobs for residents and, most importantly, make a tangible difference to the lives of people who live, visit and work in the West End.

We believe that better local powers and greater financial autonomy to fund investment in the West End will spur these achievements. We are discussing this autonomy at a national level as we believe the West End should be recognised for what it is – a major economic and cultural powerhouse of critical importance to the UK and its economy – a powerhouse in need of new tools to maintain its vital role.

The West End's unique and rich mix of businesses, urban neighbourhoods, cultural attractions, leisure and hospitality, and cutting-edge, internationally-recognised commercial sectors, makes the area uniquely challenging to support. But it is precisely this rich diversity that makes the West End a special place, a magnet for millions of visitors and hundreds of thousands of jobs. In the face of growing and intense international competition and constrained public finances, the West End needs both a strong vision and a strong voice to secure its growing success.

The West End Partnership looks forward to working with local people, businesses, Government and investors to make sure the West End maintains its success as it drives the implementation necessary to deliver the vision we have set out here.



**Cllr Philippa Roe**Leader, Westminster City Council
Chairman, West End Partnership



Peter Vernon

Chief Executive, Grosvenor Britain & Ireland
Board Director, London First
Vice-Chairman, West End Partnership

## context

THE WEST END. VISION 2030 ■ Pg 6

#### There is no end to the West End

London's West End is one of the most celebrated and exciting places in the world. It has a wealth and variety of talent, activity, character, space, architecture, heritage and ambience. It is home to vibrant communities and thriving business clusters, a focus for culture and entertainment, a centre of learning and research, and a hub for commerce and retailing. It is both an economic powerhouse and a mix of urban neighbourhoods. It is uniquely resourceful, busy, productive, diverse and dynamic – the West End is endless.

Comprising just a few square miles, it sits at the heart of a global city projected to expand to 10 million people over the next 15 years. The demands placed on London's infrastructure, especially its transport system, as a result of this growth are well documented. Improvements have recently been delivered, and more are due shortly – for example with the opening of Crossrail. These will create greater demand for, and access to, the West End. With some of the unique attributes below, it supports the competitiveness of London and of the UK.

#### **Economic Powerhouse**

- The West End is a major national and international asset with economic activity that outpaces that of any other area of London. It generates 3% of the country's economic output (£51.25 billion GVA in 2014), even greater than the City of London's contribution.
- It has one of the largest and most diverse concentrations of jobs anywhere in the UK and hosts 610,000 employees. With over 120,000 employees per square kilometre, it is also one of the world's densest employment hubs, on a par with Hong Kong.
- It is home to a wide range of businesses and sectors including financial, commercial and professional services, retail, leisure, tourism, entertainment and culture – and a large number of SMEs. Over 80% of its businesses employ fewer than 10 people.

#### Retail and Hospitality Hub

- The West End boasts the busiest shopping district in the world around Oxford Street, Regent Street and Bond Street, which in recent years has broken all records in retail sales and visitor numbers.
- The West End supports London's £22 billion visitor economy.
   In 200 million visits a year, people spend an estimated £11 billion in its hotels, restaurants, bars and shops, which in turn support 200,000 jobs across the capital.

#### **Cultural Heartland**

- The West End hosts some of the most famous centres of cultural activity in the world, with public events and iconic public spaces that are hugely popular to Londoners and visitors alike. The five most popular attractions alone welcome 25 million people a year.
- Alongside its many centres of research, teaching and further education, it is home to four world-class universities. UCL is ranked by QS as the world's fifth best university; Kings College's Pharmacy & Pharmacology School is ranked number three in the world; the London School of Economics is the sixth best in the world by employer reputation; and the University of Westminster's Media, Communications and Journalism school is ranked second in Europe.
- The area borders three Royal Parks and contains seven historic parks and gardens. It is home to 30 museums, public and private galleries and 40 theatres including the Royal Opera House and the Coliseum, home of English National Opera.

#### Vibrant Urban Neighbourhood

- The West End has vibrant and well-established residential communities. The local neighbourhoods of the wider West End, where 59,000 people live, amid the hustle and bustle of a major city, help define London's character.
- It is an area widely acknowledged as a network of urban villages. Many of them such as Marylebone, Mayfair, Covent Garden and Soho are known throughout the world.



## our vision

THE WEST END. VISION 2030 ■ Pg 8

To support London's competitiveness the West End must accommodate growth whilst at the same time strengthening its unique cultural character, amenity and openness

Maintaining growth and cultural character are twin goals. We believe they are compatible and deliverable. This is why the West End Partnership was formed – to be the catalyst and mechanism for action and delivery, with new policies, plans and actions.

But as London grows, the demands on the management of the West End intensify. Stakeholders in the West End will have to collaborate more closely than ever if reasonable expectations of liveability, the need to respond to growth and competition, and the imperative to enable changing patterns of retail, business, culture and lifestyle are to be met.

In the first instance we have established a set of principles to unify the purpose and plans of many voices and partners. Our vision for the West End is summarised below and accompanied by some of the challenges the Partnership will tackle in implementation.

Our vision is that over the next 15 years the West End will be:

- 1 Vibrant, productive, resilient, creative and surprising
- 2 Playing a pivotal role in London's continued economic success
- 3 Providing new jobs and skills opportunities
- 4 Easy to reach, with less congestion and better air quality
- 5 Safe and secure as well as open and relaxed
- 6 Renowned for the quality, interest and extent of its public spaces, helping to differentiate London from other world cities
- 7 Inspiring a sense of common purpose
- 8 More self-reliant



## One

THE WEST END. VISION 2030 ■ Pg 10

## Vibrant, productive, resilient, creative and surprising

The West End will perform important, diverse functions for the whole of the UK – economic, social and cultural.

- Diverse and long-established communities will flourish and enjoy as high a quality of urban living as any other world city.
- The coordination of city management and new project delivery will maintain and improve the West End's special character as a place in which to live and work, as well as to visit.
- The West End's diversity economic and social will be an important source of resilience and will be considered and promoted as one of its key strengths and a magnet to inward investment.
- There will be clarity on the strategies required to enhance the West End's internationally-renowned retail offer in the light of changing retail patterns and competition; as well as to ensure the delivery of flexible new places of work.
- The opportunities created by Crossrail will help to ensure new patterns of development, movement, and public space.

- Areas of London outside of the West End are growing in their
  presence and appeal to investment and talent. The West End
  has historically accommodated changes of use to allow for
  market changes, and this characteristic must be enhanced if
  the West End is to adapt to the future economic geography of
  London. This enhancement must also balance the needs and
  priorities of residents so that the special character of the West
  End grows rather than diminishes, given the pace of change.
- This flexibility will require reflection and understanding at sectoral level. The West End is a destination for both flagship stores and independent brands and hosts a rich mix of retail activity. Maintaining and growing this mix requires innovative solutions for ground floor uses that will need to feed into future retail policy framework.
- At the same time, the scale of competition posed by new international and regional retail centres needs to be recognised as we refresh our policies for the West End concerning movement and transport.





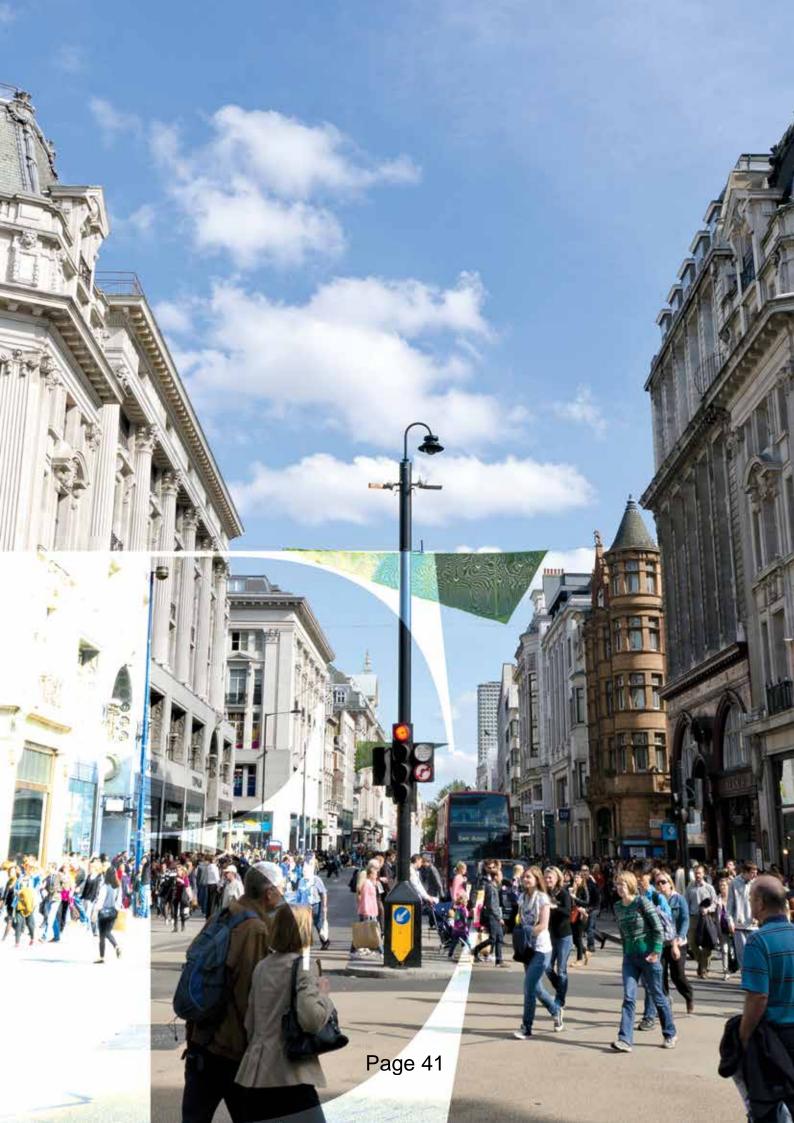
THE WEST END.
VISION 2030 ■ Pg 12

## Playing a pivotal role in London's continued economic success

Given its advantages, the West End will grow economically at a rate at least as fast as London's. It will support the capital's rising population with the supply of new and refurbished spaces in which to work and live. It will offer every opportunity to attract and retain jobs.

- The West End's prosperity will drive London's economic success.
   Employment and other activity-rich growth, such as new business formation and enterprise expansion, will drive value and GVA reflected in growth rates at least matching those of London's.
   More space for employment and expanding businesses will be provided.
- Higher levels of economic growth in both the core West End and in its fringes will be matched by the sustainable and balanced creation of new capacity, in terms both of accommodation and city management.
- A suitable, market-led blend and quantity of office and retail accommodation will ensure the area attracts and retains its diverse mix and clustering of businesses, whilst at the same time balancing the needs of residents and a growing population.
- Economic and social opportunity will be created for those living in the heart of the capital.

- In the core West End, demand for commercial space outstrips supply. According to a recent Deloitte study, supply is at an all–time low with some districts seeing exceptionally low vacancy rates of 3% in 2013/14. By the end of 2014, the core West End had just 23,000 square metres of available Grade A office space. Affordable space for small and growing firms is also in short supply and so measures will be needed to support flexible and small workspaces in the centre of the city. Failure to delivery sufficient new supply will drive up rents and narrow the range of businesses that can afford the West End.
- National planning policies, such as those which allow the conversion of offices to residential accommodation without reference to the very special local context of the West End of London, mean that it is difficult to achieve balanced growth. A dialogue with Government is necessary to ensure that the future of the West End is recognised in policy formulation.



## three

THE WEST END. VISION 2030 ■ Pg 14

#### Providing new jobs and skills opportunities

The West End will deliver a significant reduction in long-term unemployment and dependency on public services in less well-off London communities, including those immediately adjacent to the West End. It will do so in part by strengthening the chances that job growth in diverse sectors will translate into opportunity for disadvantaged Londoners.

- The West End's employment base will grow at least in proportion to London's, with a suitable, market-led mix of large, medium and small enterprises.
- It will continue to host a rich diversity of economic sectors.

  Growth will not be dominated by any one sector.
- Investment in skills and improving pathways to work will connect local people with the job opportunities created in the West End.
- The West End will be at the forefront of creative and technological innovation, with the infrastructure upgrades needed to underpin them, in particular superfast broadband and reliable mobile connectivity, security/CCTV technology and public information systems.

- Employment in the West End and its wider adjacent areas is strong, and Camden and Westminster account for nearly one in five jobs in London. But entrenched areas of unemployment and deprivation exist on the fringes of the West End requiring concerted action.
- Between 1961 and 2011 employment in Westminster expanded by 3.5% (to 673,000 jobs). The equivalent growth in Camden was 27% (to 325,000 jobs). The London-wide average was 14% (to five million jobs).
- At the same time, between 2010 and 2012 the unemployment rate amongst working-age adults averaged 6% in Westminster and Camden no lower than the UK average.
- Demand for housing of all types, especially social and intermediate and other affordable housing in central London remains very high. This challenge is clearly a London one that will not be tackled within the West End alone, so working with housing providers and the Mayor's team on this issue is going to be important in future.



THE WEST END. VISION 2030 ■ Pg 16

## Easy to reach, with less congestion and better air quality

The West End will have a wide range of transport services for residents, commuters and visitors, at different hours of the day and night. It will benefit from a traffic management strategy that will, alongside the opening of Crossrail, and improvements to the Tube and bus networks, reduce dependence on motor vehicles, improve flow and reduce congestion.

- The West End is well connected benefiting from Underground, bus and train services. The Night Tube will bring additional benefits and add a new dimension to the connectivity.
- The reinstatement of two-way roads will improve access for all road users, and the consolidation of deliveries and waste collection, as well as more efficient delivery during "out of peak" periods which will reduce congestion, but in a manner that reduces inconvenience for local residents and businesses.
- The opening of Crossrail is a huge opportunity, further boosting capacity and enhancing connectivity, and the changing pedestrian flow patterns will be the catalyst for transforming the quality, shape and extent of the public realm, which will in turn encourage walking and cycling.
- The major east-west routes of Oxford Street and Euston Road will be a key focus for significant change. Working with the Mayor, the Partnership will reduce traffic volumes on Oxford Street and develop solutions to remedy long-standing transport challenges.
- $\bullet\,$  Air pollution will be cut, starting with the worst air quality hotspots.
- The proposed Ultra Low Emissions Zone will encompass the West End and, along with the introduction of the Zero Emission Capable Taxi and more hybrid powered buses, will bring significant improvements in air quality. The Partnership will work to make sure it is effective as quickly as possible.

- Sufficient and sustained investment to further enhance the transport network is essential.
- Research suggests a near doubling of passenger numbers at peak times at Tottenham Court Road and Bond Street stations by the mid-2020s. Measures to avoid pedestrian congestion in some streets and around stations will be necessary.
- Although Crossrail stations will have step-free access, from train to pavement, accessibility in much of the West End must be improved if it is to remain a premier destination catering for all of London's residents, businesses and visitors.
- Pollution in the West End remains at some of the highest recorded levels in Europe.



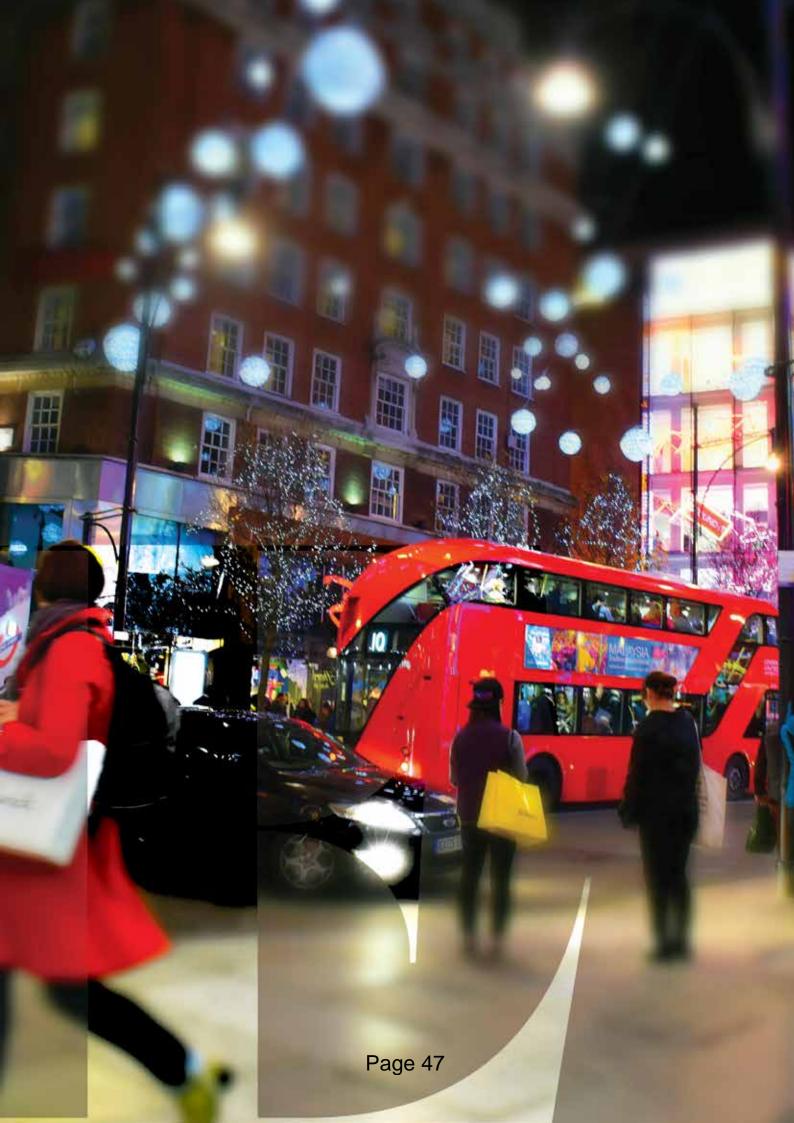
THE WEST END. VISION 2030 ■ Pg 18

## Safe and secure as well as open and relaxed

The West End will benefit from more effective ways of influencing the behaviour of those who come here with fewer conflicts between the needs and demands of different uses and people, including visitors, workers and the sizeable and vital resident population. These will include new approaches to policing and the enforcement of rules and regulations.

- Crime and anti-social behaviour will not be allowed to detract from the enjoyment of residents, businesses and visitors.
- As the West End grows, improvements to design and operations will enhance a sense of place and safety for residents and visitors.
- Licensing and other powers will ensure that the needs of businesses and residents are met through close dialogue and collaboration.

- The area is constantly changing and so requires management that can respond to this change to best advantage.
- An integrated approach to street management will be required and new tools, powers, resources and approaches to cut crime and anti-social behaviour will be developed.
- The policing and enforcement of the evening and night time economy will need to carefully balance the sometimes differing priorities of visitors, residents and businesses. Changes to licensing and funding mechanisms may be required.
- The West End's popularity as a visitor attraction throughout the day and well into the night puts great demands on city management and creates negative externalities such as noise, anti-social behaviour and crime.







#### Renowned for the quality, interest and extent of its public spaces, helping to differentiate London from other world cities

The West End will have world-class places and streets that are easy to find, accessible, inspiring and enjoyed all year round, not just for their economic function but also as places to meet, relax, learn and be entertained.

- The quality of the West End's public realm, cultural assets, tourist attractions and iconic architecture will be central to the area's identity and appeal – an "exportable image" that not only draws visitors and businesses to the capital, but also creates places that residents can help shape and enjoy. People will not simply be in the West End, but love to be there.
- New and upgraded public spaces, both large and small, will add quality, identity and a sense of belonging to the many great places of the West End.
- The streets and spaces of the West End will comfortably accommodate large numbers of pedestrians. Crossrail 1 and Crossrail 2 will bring many more people into the area. Footfall figures for the West End – where, for example, 520,000 people walk down Oxford Street every day – will continue to be on a par with major global shopping malls.

- The West End's evening and night-time offer will underpin its character. Its hotels, bars, clubs, cinemas and theatres will benefit from growing transport accessibility, better public realm and a reduction in anti-social behaviour and the fear of crime.
- The West End will be a place enjoyed for its special events in its streets and squares, building on the success of West End LIVE Summer Streets, SohoCreate, the Bupa Westminster Mile, Prudential Ride London, Pride, Christmas Lights, Trafalgar Square events and many other cultural and sporting occasions that bring people together to enjoy the city.
- A framework for the long-term maintenance and management of public spaces will encourage private sector investment for the benefit of local workers, residents and visitors.

- Some very important public spaces fail to live up to the expectations of residents and visitors, and need radical improvement. The potential of Crossrail 1 and 2 and other infrastructure improvements to bring benefits to the West End would thus be lost if the public realm is not also upgraded.
- The intensive use of space and the mix of functions have detrimental impacts resulting in noise, petty crime and air pollution that will require improvement and constant focus.
- A cohesive and ambitious approach to public realm improvements will be needed to protect the distinctive identity of different neighbourhoods taking into account the wideranging needs of visitors, workers and businesses.
- Investment to improve the public realm of key areas such as Leicester Square, Piccadilly, Covent Garden, Marble Arch, Oxford Circus and Regent Street has been significant. Enhancing the quality of other areas to the same level will require additional focus and investment.



## SEVEII

THE WEST END.
VISION 2030 ■ Pg 22

#### Inspiring a sense of common purpose

The West End will be the focus for collaboration between residents and public and private sector stakeholders to create a dynamic programme of long-term improvements. It will gain investment and contributions from a wide range of groups, businesses, government and other bodies to support the programme.

- Growth will be sustainable, having a positive impact on neighbourhoods, residents and businesses whilst at the same time enhancing the area's character.
- Job creation will bring with it a growth in building floorspace, while changes to the West End's built density, mass and form will be achieved creatively and sensitively.
- A growing working age resident population will have opportunities to work in the West End rather than commute to places outside the area.
- The contribution of private and public sector leaders, including Business Improvement Districts, property owners and neighbourhood forums, will be recognised and harnessed.
- The views of residents and local businesses will be recognised and listened to. Residents will have as many opportunities to participate as possible in developing the West End. Partners will also work together to ensure the success of the night-time economy is balanced with resident priorities.

- It is estimated that Westminster will need to host thousands of new jobs every year over the next 20 years just to maintain its share of London's employment market, given the forecast growth in population.
- The necessary growth in floor space to meet these jobs targets will be required over the next 20 years.
- Changes to the West End's density, massing and form will
  have to be considered, on the basis that the interests of both
  residents and the needs of businesses can be met. It must
  enhance the West End, not detract from it.
- Many important national and international institutions based in the West End, such as hospitals and universities, will have to respond to their own pressures for change and growth.
- At the same time, the scale of competition posed by new international and regional retail centres needs to be recognised as we refresh our policies for the West End concerning movement and transport.



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THE WEST END. VISION 2030 ■ Pg 24

#### More self-reliant

The West End will have been recognised by Government for its role in driving economic and cultural performance in the UK. It will have the ability to attract the investment needed to maintain and enhance its communications and utilities infrastructure to meet the needs of a global city.

- The West End will benefit from reforms to public finance that create local autonomy. An increase in jobs and economic growth will provide clear incentives for local investment, so that the proceeds of growth will bring tangible public benefits to local people and Londoners.
- As the most intensively active area in the UK, the West End will have the resources and powers to deal with detrimental actions and behaviour of organisations and individuals in order to protect quality of life for those who live, visit and work in it.

- The growing demands of the night-time and tourist economy will require renewed efforts to reduce noise pollution, anti-social behaviour and criminal activities.
- The West End will require new partnerships and policy to reduce or otherwise mitigate air pollution and the challenges posed by climate change, in part by "greening" the West End with new green spaces and greater energy efficiency.
- Financial autonomy, business rate reform and retention of London taxes are agendas of critical importance to the West End that require national policy changes to happen quickly.



#### implementation

THE WEST END. VISION 2030 ■ Pg 26

With firm foundations in its history and heritage, the West End of the future will serve the needs of growing and thriving businesses and residential communities, and be a magnet for national and international visitors.

This is the vision of the West End Partnership – a vision that will reflect the voices and ideas of all those who care about the West End's future. As we move ahead with a programme of transformation, the delivery of improvements will involve as many people as possible. Your contribution will be valued.

Having set out its eight desired outcomes the Partnership will now move to a delivery plan to achieve them, and will agree the metrics against which it will measure progress. It will consult widely as it does so, and seek momentum with the delivery of a range of early successes. We call on all those who feel they have a positive role to play in the West End to join us in this vital mission to see the area flourish for generations to come, for the benefit of local communities, London and the United Kingdom.



#### THE WEST END. VISION 2030 ■ Pg 28

#### appendix 1

#### The West End Partnership's governance

In 2013 the West End Commission concluded that the West End's importance to London and the UK necessitated a "single voice" for the area. A body was needed to set a broad strategy and create "a better integrated framework for place-shaping," given the significant opportunities and challenges facing the area over the coming decade.

The Partnership created in response seeks to provide stronger leadership, greater coordination and a more influential voice for the West End at local, national and international level.

It brings together a coalition of senior public service and private sector leaders, academic experts and residents' representatives. Its Board comprises representatives of:

- · Greater London Authority
- · London Borough of Camden
- · London Chamber of Commerce and Industry
- · London First
- · London School of Economics
- · Metropolitan Police
- Royal Opera House (representing the cultural sector)
- · Transport for London
- Westminster City Council
- · West End Business Improvement Districts
- West End Community Network (representing Westminster residents)
- Westminster Property Association

In 2014 the Partnership instigated a programme of planning and prioritisation coordinated by specialist task and finish groups. It consulted a wide range of local businesses, resident groups, property owners, investors, BIDs and other organisations.

#### appendix 2

THE WEST END. VISION 2030 ■ Pg 29

#### Defining the West End

The following definition has been used to arrive at statistical data. However, the West End is growing and not bound by maps so this is only used here to refer to the current area of focus rather than to restrict actions and plans in future.

#### **Boundary reflecting the views of the Partnership**

For the purposes of statistical references, the following terms have been adopted to describe and analyse the West End:

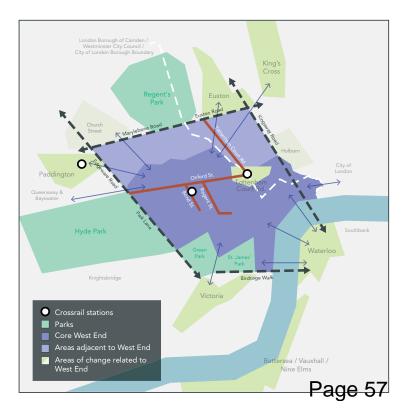
**The 'core West End' -** which includes all of the St. James's ward and the West End ward in Westminster and half of the Holborn and Covent Garden ward in the London Borough of Camden, including Seven Dials.

**Wider areas 'adjacent to the West End' –** which are distinct from the core West End but where development will have a high impact on the West End. These areas include the wards of Bryanston and Dorset Square, Marylebone

High Street in Westminster and Bloomsbury ward in the London Borough of Camden. In statistical terms we have added both the core and adjacent wider areas to describe the West End's economy, but this is not intended as a basis for recommendations on the planning and management of the West End in the future.

#### The fringe areas of change related to the West End -

these are areas on the fringe of the West End that are set to play a major role in the future growth of the West End. They are areas of change and destinations in their own right seeing or planning for significant growth and development. They include established development areas such as Paddington, Tottenham Court Road, Victoria, Euston and King's Cross. They also include areas of very rapid economic and social change such as Midtown/Holborn in Camden and Church Street to the east of Edgware Road in Westminster and Edgware Road itself. More widely relevant to the future of the West End are developments south of the River Thames such as at Nine Elms/Battersea, Waterloo/South Bank and London Bridge/More London.





















#### **MAYOR OF LONDON**









West End Community Network



# The West End.

Formed in 2013 the West End Partnership brings together senior public service and private sector leaders, academic experts and resident representatives.

It was created to be the catalyst and mechanism to enable the West End to accommodate growth, whilst at the same time strengthen its unique cultural character, amenity and openness.

The West End is one of the most celebrated and exciting places in the world. Comprising just a few square miles, it sits at the heart of a global city projected to expand to ten million people over the next fifteen years.

The Partnership will coordinate and initiate action and delivery in response to this growth with new policies, plans and actions which benefit residents, communities, businesses and visitors alike.

# The Mest Est End.



The West End is the most dynamic and diverse city centre in the world, with a huge capacity to rapidly generate economic growth and jobs, which benefits the UK as a whole.

But without investment in its public spaces, transport and other infrastructure, investors will become attracted to better business environments elsewhere, putting the West End's current and future prosperity at risk.

By retaining 6.5% — rather than 4% — of local business rates and reinvesting that additional sum into the West End, co-finance can be attracted from the private sector to create £12.3 billion in additional economic output (GVA), and £3.8 billion additional taxes for the Exchequer.

The West End is at the heart of the economic and cultural life of the UK. It is the country's shop window, front of house, meeting place, summit host and headquarters. What happens next in the West End will be a signal of how well the UK is responding to the profound economic challenges ahead.

## The Case for the West End

#### The West End is a success story

This small area of only 6.3 hectares already accommodates some 120,000 businesses and 650,000 employees working in the most diverse range of sectors to be found in any world city.

The agglomeration of businesses trading between each other and clustered in the West End makes this a unique and special place. The West End competes internationally rather than with other UK cities. It is the only place in the country, arguably the world, to combine excellence in such a range of sectors covering finance, retail, health, arts, media, advertising, law, engineering, architecture, entertainment, education, diplomacy and a fast growing tech sector. The spill-over effects are wide-reaching. Skills learned and honed by individuals and businesses here have spread to cities across the UK and the world. Demand which originates in the West End can be traced through supply chains leading to all corners of the country. Its infrastructure and transport needs generate demand for steel, buses, trains, and even electric vehicle production across the UK. Through the West End's world-class higher education campuses,<sup>1</sup> millions of people around the country and the world will consequently get to know and become attached to London and the UK for the rest of their lives.

The West End is where value is generated, resulting in prosperity that is distributed nationally. The West End produced £51 billion of economic output (Gross Added Value) in 2014, £3 billion more than the City of London. GVA per hour worked (Inner London West) is 48% higher than the UK average. The area provides more business taxes for the Exchequer than any other in the UK – some £17 billion annually. For example, in Westminster and the London Borough of Camden (the two local authority areas covering the West End), some £1 billion in Stamp Duty Land Tax, £2.16 billion in Corporation Tax and £3 billion in VAT was collected last year, most of which came directly from the West End economy. This area's large and

highly skilled workforce also generated £10.9 billion in Income Tax .

During a typical day, around a million people commute into or visit West End shops, offices, theatres, restaurants, art galleries, museums and monuments. The neighbourhoods throughout Westminster and Camden – Mayfair, Marylebone, St James's, Chinatown, Covent Garden, Soho, Fitzrovia and Bloomsbury – are all synonymous with and integral to the heritage of Britain. The West End 'brand' is critical to the economic success of the UK economy. It accommodates the main attractions for the 17.5m international visitors who came to the capital last year, spending a record £11.8 billion on visits that often started in the West End and moved on to every part of the country.

The opening of the Elizabeth Line station exits in 2018 at Bond Street and Tottenham Court Road and tube upgrades bring the prospect of many thousands more people coming into the core West End area every day, just 30 months from now. Crossrail 2 in 2033 will further open up the area to the wider South East region. These major transport investments offer huge opportunities for further growth and change in the West End. However, more and better quality jobs, development and investment will not be realised unless the wider urban fabric of the West End is fit for purpose.

<sup>1</sup> The West End Campuses: London School of Economics, University College London, University of Westminster, King's College London, Courtauld Institute, London School of Fashion, University of London, SOAS, Royal Academy of Music, Birbeck and London Business School, plus satellite teaching centres of universities from around the world



#### The West End's future growth is heavily constrained

The ability of the West End to continue supporting economic growth, fiscal gains and the UK's cultural capital is becoming increasingly constrained. Its

success is creating problems that may jeopardise not only future success, but also current prosperity. Heavy footfall is taking a toll on its narrow and crumbling streets, while side streets remain blocked off and underused. Its roads are clogged with excessive traffic, pushing air pollution beyond internationally agreed limits and resulting in fatal accidents. Its broadband, telecommunications and electricity infrastructure are not able to serve existing or future business needs. Its property stock faces a near-zero void rate soon, creating a shortage of commercial space for the huge number of small and medium-sized firms that have traditionally started life here, many of them before expanding nationally or globally.

In the West End many corporate and institutional investments are now on hold, awaiting a coherent and funded plan backed by leadership in London and Central Government. There is an urgent need to secure public investment in the public realm and in local infrastructure systems, in order to prevent private investment choosing alternative locations outside the UK. A recent report by Savills shows that property owners

and retailers have severely marked down the West End in world rankings because of its poor physical fabric, compared with other leading world cities. Without a clear signal of confidence in its future and a funding strategy, the West End will inevitably slip down the pecking order for the new private sector investment. The West End acts as a barometer of national performance. If flagship stores and headquarters disappear from the West End, they are not likely to survive anywhere else in the UK.

Meanwhile, major cities around the world are investing heavily in their urban fabric and infrastructure, and these cities will ultimately compete directly with the West End for investment **and visitors.** Paris is spending €2 billion on its Champs Élysées district. New York City is re-zoning East Midtown. This is enabling significant densification which will increase and enhance the area's office stock, while the \$20 billion renewal of Hudson Yards is providing new amenities, public open space and high quality office space in West Midtown. Hong Kong is rapidly converting industrial land in order to create a high quality new CBD in Kowloon East. Many European cities including Amsterdam, Dublin and Zurich are moving ahead with public realm and other infrastructure improvements to generate more capacity.

<sup>2</sup> The West End vs World Cities – comparative analysis by Professor Greg Clark/The Business of Cities

#### A new equation is needed to support the West End's future, for the benefit of the UK as a whole

Public investment in the local drivers of growth is required now in order to lever investment from the private sector. On the back of the West End Partnership investment programme, over 2m square metres of additional commercial floorspace has been identified<sup>3</sup> which could be made available in the West End. This additional capacity would be capable of accommodating just over 100,000 additional jobs to support London's growing population.

The intensification of economic use makes this area one of the most efficient places to achieve development anywhere in the UK. The track record of the West End is good. For example, The Crown Estate's rejuvenation of Regent Street over the past decade has led to the street achieving double the employment numbers and business activity compared with neighbouring Oxford Street – a productivity formula that Oxford Street businesses and the West End Partnership are now seeking to emulate, but with the added challenge of working with multiple landowners and occupiers. By investing in the quality of these places and the local infrastructure and services that support these commercial districts, intensification of land use becomes possible, accelerating the rate of growth as well as the value generated for the Exchequer. The private sector will not fund and deliver changes on its own and without investment the market will remain locked in a status quo – constrained by fragmented landowner interests, over-crowding, unmet demand and severely restricted capacity.

There is a public-private partnership that exists working to transform the West End. The West End Partnership came together to create a shared vision for the West End, delivering a set of transformative projects to 2030. This vision aims to make the West End the best place to work, visit and live in the world. The partners are committed to co-financing and supporting a £1 billion West End programme and are gearing up the mechanisms in order to deliver it. But they are unable to do so without core funding of £409 million to kick-start these key projects.

The partners therefore call on the Government to re-invest a small proportion of the £1.8 billion of business rates collected by Westminster City Council, by increasing local retention of rates from 4% to just 6.5%. Such a mechanism will enable Westminster to borrow sufficient funds to finance the entire programme, which in effect requires finance and interest of around £40 million a year. Over the 15-year period this financing mechanism will in turn generate £12.3 billion (NPV) in additional GVA to the economy and £3.8 billion in tax and revenues.

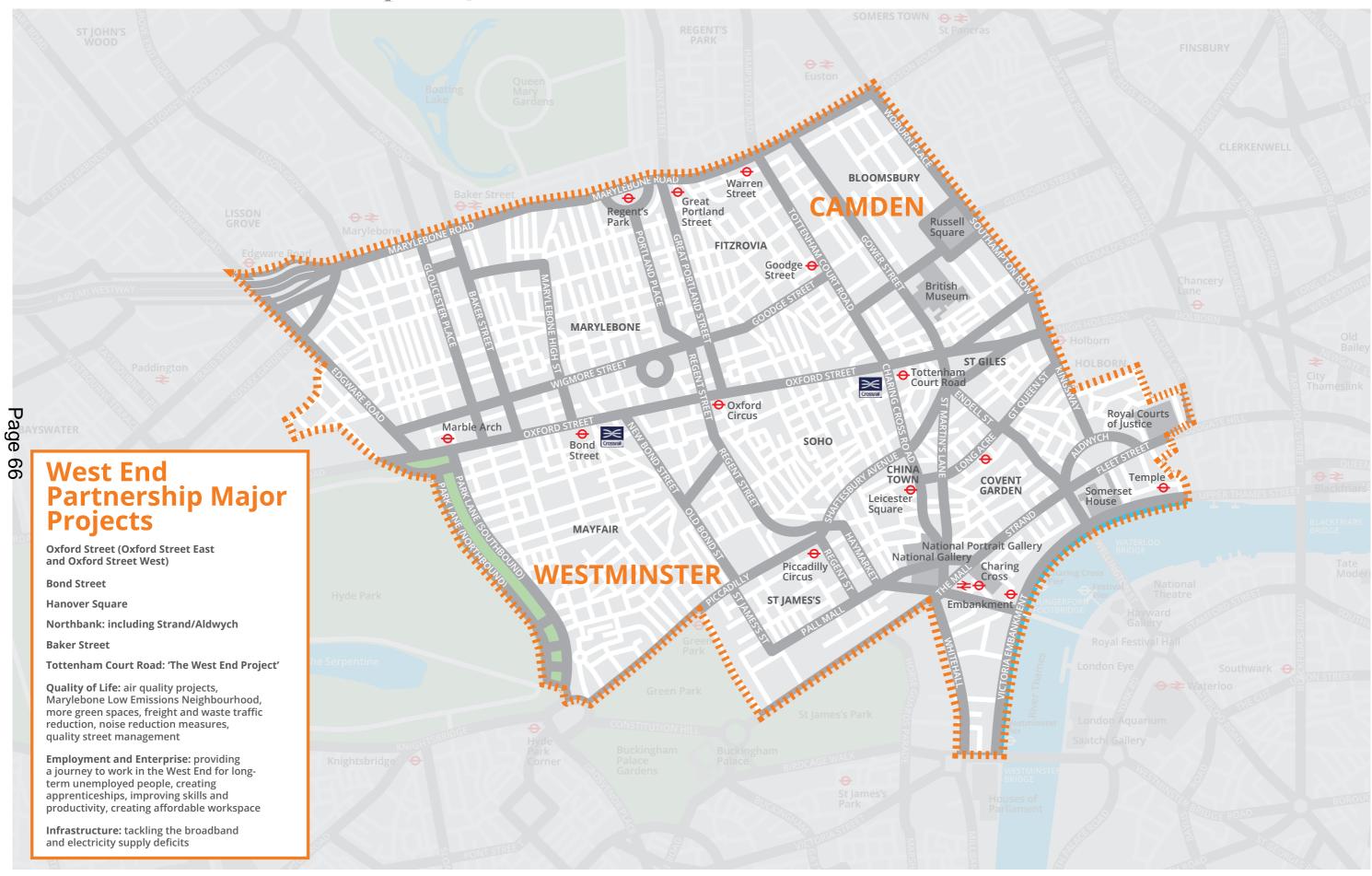
There will also be a 'quality of life dividend' from these measures both for the West End and London as a whole, due to cleaner air, safer and greener streets, access to new skills and jobs, making more space for start-up enterprises and creating an environment which will encourage arts and culture. Fewer externalities and more amenities will result in very visible results for the people who live here, work here and visit the West End every day.

The West End is not just for Londoners. It generates and supports jobs for thousands of people across the UK. The West End's taxes support infrastructure investment and public services across the UK. The area is an icon in the national consciousness – it belongs to the nation as a whole. The West End is where we can proudly tell the world that the UK is competitive, forward-looking, ready for change, and most of all, confident about the future.

£409m = £3.8bn
re-invested now additional tax
raised over 15 years

<sup>3</sup> West End Floorspace Capacity – Study by Volterra Economics and Gerald Eve for West End Partnership

#### The West End Partnership Programme Area

















#### **MAYOR OF LONDON**









West End Community Network





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www.westendpartnership.london info@westendpartnership.london





## **West End Partnership**

#### Oxford Street Governance

#### **Oxford Street Strategic Board**

The membership is as follows:

#### West End Partnership

Councillor, The Baroness Couttie, Leader of the Council and Chair of West End Partnership (Chairperson)

#### **Transport for London**

Mike Brown MVO, Commissioner

#### The Mayor of London

Val Shawcross CBE, Deputy Mayor for Transport

#### **Westminster City Council**

Cllr. Robert Davis DL, OBE, Deputy Leader and Cabinet Member for the Built Environment

#### **London Borough of Camden**

Cllr. Phil Jones, Cabinet Member for Regeneration, Transport and Planning

#### **New West End Company**

Sir Peter Rogers, Chairman

Only the named organisations listed above can agree by consensus to add other organisations to the Strategic Board. Members of the Project Board will be invited by the Strategic Board to present items. Likewise other organisations may be invited to the Strategic Board to present items that may relate and/or influence the project.

#### Oxford Street Strategic Board Terms of Reference

The Strategic Board's purpose is to provide strategic oversight for the project to achieve the agreed vision of creating the 'the world's best outdoor shopping experience'.

The local authorities and TfL will still be responsible for their own statutory obligations. The governance structure and process for all key decisions on the final scheme, its public consultation and the programme for implementation will remain with the local authorities.

Strategic Board Members will be asked to:

- i) Provide strategic oversight for the project to ensure the agreed aspirations and outcomes are met;
- ii) Agree the programme for the project and any significant changes to key milestones;
- iii) Endorse decisions on surface transport proposals and agree the strategy for their implementation;
- iv) Endorse the public realm strategy for the districts;
- v) Confirm the funding model for the delivery of the project;
- vi) Resolve issues that the Project Board were unable to reach consensus on;
- vii) Approval of communications strategy and key messaging relating to the project;
- viii) Provide oversight on possible impact this project may have on other major WEP and infrastructure projects i.e. Crossrail 2
- ix) Align the strategic plans and processes of their respective organisations for the achievement of agreed project outcomes; and,
- x) Approve the agenda and papers for the West End Partnership Board

The Project Board will provide papers and updates on the project for the Strategic Board.



#### West End Partnership Oxford Street Project Board

The Project Board will have representation from those public sector bodies which have statutory responsibility for Oxford Street and the West End Partnership and New West End Company.

#### The membership is as follows:

#### **Westminster City Council**

Charlie Parker, Chief Executive (Project Board Chairman)
Ed Watson, Executive Director, Growth, Planning and Housing
Julia Corkey, Director of Policy, Performance and Communications
Graham King, Head of Strategic Transport Planning and Public Realm

#### **Transport for London**

Alex Williams, Acting Managing Director of Borough Planning David McNeil, Director of Public Affairs and Stakeholder Engagement Alan Bristow, Director of Road Space Management

#### **Greater London Authority**

Fiona Fletcher-Smith, Director of Development and Environment

#### **New West End Company**

Jace Tyrrell, Chief Executive

#### West End Partnership

Peter Drummond, Director Steve Carr, Deputy Director

#### **London Borough of Camden**

Louise McBride, Head of Transport Strategy

#### Project Board: Terms of Reference - Extract

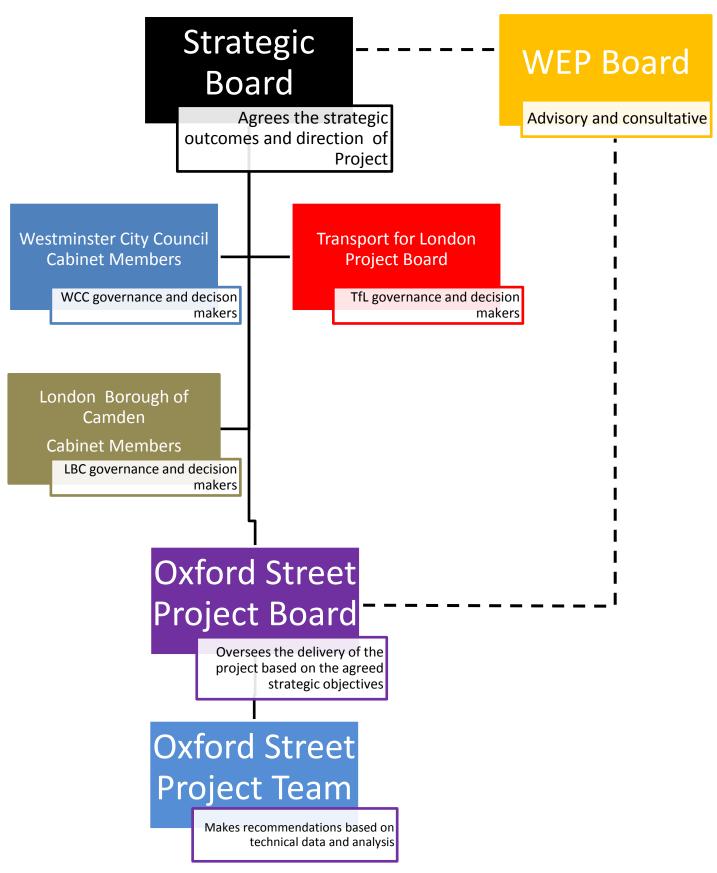
The Project Board's purpose is to develop a programme for Oxford Street and oversee the delivery of the project to achieve the agreed vision of creating the 'the world's best outdoor shopping experience'. The Board may choose to review Oxford St East and Oxford St West in different phases and require sub-involvement.

Project Board Members will be required to:

- i) Review and comment on surface transport proposals;
- ii) Review and comment on public realm strategy;
- iii) Take account of progress and its integration with other projects;
- iv) Ensure all resources for the delivery of the project meet the requirements of the agreed programme;
- v) To agree and ensure that the project promotes the place shaping vision for the districts; and,
- vi) To regularly advise the Strategic Board on programmes and issues.



## **Oxford Street Governance**







# Westminster Scrutiny

Wednesday 24th May 2017 Date:

Classification: General Release

Title: **Options for Scrutinising the West End** 

**Partnership** 

Report of: Julia Corkey- Director of Policy, Performance and

Communications

Ed Watson-Executive Director, Growth, Planning and

Housing

The Leader of the Council - Councillor Nickie Aiken Cabinet Member Portfolio

Wards Involved: ΑII

**Policy Context:** Civic Leadership and Responsibility World Class

Westminster

Report Author and **Contact Details:** 

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mdindjer@westminster.gov.uk

Ed Watson, Executive Director of Growth,

Planning and Housing -x 1747 ewatson@westminster.gov.uk

#### 1. **Executive Summary**

1.1 The November 2016 meeting of the Commission received an update from officers on the council's role within the West End Partnership (WEP) and its activity and achievements. The Westminster Scrutiny Commission asked officers, in the context of the bid to government for a Tax Increment Financing Initiative (TIF) for the West End, to:

"Look for examples of comparative partnership delivery and public investment, to determine which model for scrutiny would be most appropriate and effective for the West End Partnership (WEP)."

1.2 This report provides an update of WEP activity since November 2016.

1.3 The nature of future scrutiny arrangements for the West End Partnership will be determined by the scale and funding arrangements of the projects the partnership delivers. With a decision still awaited from government on the outcome of the TIF bid and the consultation underway on the future of the Oxford Street District, it is too early to present firm options for how the WEP could be scrutinised in the future. However, to give the Commission an early view on how other areas have approached the scrutiny of multi-agency partnerships, this report looks at the guidance available on the scrutiny of partnership bodies and discusses examples of where different arrangements have been established.

#### 2. Key Matters for the Committee's Consideration

- 2.1. The Commission is asked to:
  - Note recent the recent activity undertaken by the West End Partnership
  - Note the guidance for, and examples of, multi-agency scrutiny practiced elsewhere and consider how these could be applied to the West End Partnership should it become responsible for overseeing the delivery of substantial additional amounts of public money

#### 3. Background

#### 3.1 The West End Partnership

- 3.1.2 The West End Partnership (WEP) was formed in 2013, on the recommendation of the West End Commission chaired by Sir Howard Bernstein. It brings together senior public service and private sector leaders, academic experts, cultural bodies and resident representatives. It was created to be the catalyst to enable the West End to support and accommodate growth, whilst at the same time to strengthen its unique cultural character, amenities and sense of openness. The body has been chaired by the Leader of Westminster City Council and also includes member representation from the London Borough of Camden and the Mayor of London. The WEP programme is supported by working groups, staff and expertise seconded from the partners' bodies. The business improvement districts have created a West End network to better collaborate and coordinate their involvement in the WEP programme. Westminster Property Association is also very supportive of the programme. Resident groups are also actively engaged through the West End Community Network. Other representatives include the Metropolitan Police, academic and cultural advisors and London First.
- 3.1.3 As a Partnership body WEP has no legal basis of its own but instead coordinates and initiates action and delivery through its partner bodies encouraging growth through new policies, plans and actions in order to benefit residents, communities, businesses and visitors alike.

- 3.1.4 The Partnership also agreed a broad delivery plan in June 2015 aimed at ensuring the successful delivery of its vision. The delivery plan sets out a core programme of projects amounting to just under £1bn. Around half of the programme is expected to come from public sources, matched by significant private sector co-investment and leading to further private investment down the line in development and business activity
- 3.1.5 The new Leader of Westminster City Council, Cllr Nickie Aitken, took up the chair of the West End Partnership (WEP) Board at its meeting on 3 April 2017.
- 3.1.6 The meeting presented a chance to reflect on progress and achievements to date for the WEP programme and to explore whether there were opportunities to learn from the last three years in considering how to move forward.
- 3.1.7 There was a general recognition that the WEP programme had achieved a great deal in what could be viewed as a 'set-up' phase during which the Partnership had established itself as a genuine and credible entity and come together to make the case for the West End demonstrating the effectiveness of working together to support this ambition. The Board agreed that it was now in a new phase where plans were beginning to crystallise into solid deliverables and with work starting to take place on the implementation of a range of projects.
- 3.1.8 The future transformation of the Oxford Street district is the most high profile of these. The Bond Street Project, which broke ground in late April also demonstrates the effectiveness of the WEP as a cross sector body representing as it does a partnership across Westminster, TfL the Mayor and private sector business to fund this showcase of public realm transformation. There was also encouragement from the Board to continue to aim high with the non-capital projects such as that to support Westminster residents into employment across the WEP area.
- 3.1.9 There was recognition that the working group structure (People, Place and Prosperity) had run its course and that a new way of harnessing the interests of the various groups and sectors in the West End was now needed. Officers were asked to explore what this might look like and how the emergence of high profile issues such as Air Quality could be reflected in a re-casting of the work programme going forward. Overall the Board re-affirmed its commitment to the value of the WEP as the right vehicle to secure the long term future of the West End.
- 3.1.10 The TIF Bid was submitted to central government in March 2016 and business cases submitted in February. Whilst it was not agreed in the March Budget, a decision is awaiting Ministerial sign-off. Subsequent requests for further clarification have also been responded to and we remain in close touch with Government about the bid and how best to support it.

- 3.1.11 The Leader has also asked officers to look at alternative options for funding the initiative if the TIF Bid is unsuccessful. Work is progressing and will include exploring what the options might be for a reduced cost envelope should the full TIF amount not be forthcoming as well as how to ensure the private sector contributes fully to any of the funding scenarios.
- 3.1.12 The Board also received an update on the Oxford Street Project and the work that NWEC had commissioned to explore how the growth of the Oxford Street District could most effectively support the long term public realm transformation. They were also briefed on the draft materials for the first round consultation material in advance of the launch on 24 April. A more detailed update on the WEP's progress on Oxford Street is included in the Chief Executive's update to the Westminster Scrutiny Commission.

#### 3.2 The Rationale for Scrutinising the WEP

3.2.1 The nature of future scrutiny arrangements for the West End Partnership will be determined by the scale and funding arrangements of the projects the partnership delivers. With a decision still awaited from government on the outcome of the TIF bid and the consultation underway on the future of the Oxford Street District, it is too early to present firm options for how the WEP could be scrutinised in the future. However, to give the Commission an early view on how other areas have approached the scrutiny of multi-agency partnerships, this report looks at the guidance available on the scrutiny of partnership bodies and discusses examples of where different arrangements have been established. Should the WEP become responsible for substantial additional amounts of public money, the Commission may wish to examine these examples in more detail at a later date.

#### 3.3 The Challenge of Scrutinising the WEP

#### 3.3.1 Published Guidance:

There is limited published guidance on the scrutiny of multi-agency partnerships. The Centre of Public Scrutiny concluded that the scrutiny of strategic partnerships tends to be ad hoc and opportunities, with attempts at more complex and permanent structures having limited success.

3.3.2 The Scrutiny of Multi-Agency Partnerships, published in 2010 between the Welsh LGA and the Centre for Public Scrutiny provides one of the few examples of written guidance. It argues that scrutiny should have a pivotal role to play in ensuring that such partnerships are accountable for their performance, make efficient and effective use of public resources and are informed and directed by community needs, views and aspirations.

#### 4. Examples of other multi agency scrutiny

#### 4.1 Local Service Board Scrutiny Performance Panel

4.1.1 Local Service Board Scrutiny Performance Panels were established in Welsh legislation to scrutinise local service boards, which are multi-agency boards

overseeing the delivery of local public services in Wales. Scrutiny is led by a multi-agency panel with a core membership of seven including four councillors and three non-executives from the other local partner agencies. This core membership will reflect the membership of the local Service Board Executive Group.

4.1.2 In addition to the core membership, the panel is also entitled to co-opt additional members on a temporary basis. Co-optees cannot be acting in an executive capacity for any of the partner agencies and may only be invited to join the panel with the unanimous consent of each of the core seven members.

#### 4.2 Lessons from Local Service Board Scrutiny

- 4.2.1 Key lessons identified include:
  - It is important to take account of existing "scrutiny" or accountability mechanisms that other partners may already have in place: scrutiny should complement rather than duplicate
  - It is important to clarify the scope of scrutiny activity- that scrutiny will
    focus on the partnership as opposed to the individual organisations that
    are in the partnership; that it is strategic not operational and that it is
    outcome focussed
  - It is important to manage the expectations of those carrying out the scrutiny and those being scrutinised
  - Scrutineers need to be sensitive to changes in dynamics and how scrutiny can assist or exacerbate these
  - Approaches could include using existing scrutiny committees or through co-opting representatives of other partners onto an existing committee.

#### 4.3 Advantages and disadvantages

4.3.1 This approach seems to have a clear rationale and a very thorough approach to achieving scrutiny of the multi-agency partnerships operating in Wales. The role of the local authority in putting in place the arrangements for scrutiny of these partnerships is enshrined in government guidance. From the lessons learned it is clear that a great deal of investment is made in the scrutiny body and the partners being scrutinised to understand each other's role and the scope of the scrutiny as well as ensuring that the scrutiny does not duplicate any existing arrangements that may be taking place.

#### 4.4 The Edinburgh Trams

- 4.4.1 The Edinburgh Tram project did not start off with any inbuilt member led scrutiny. Scrutiny arrangements were put in place once the project had already run into overspend and delays, which included:
  - Regular internal weekly meetings at officer level with their private sector partners
  - A weekly briefing with Transport for Scotland and officers
  - Monthly meetings with the project contractors who were project managing it for them

- A joint project board which met 4-5 times a year. The principles were to look at every part of the partnership and to build relationships and adopt a problem solving approach.
- A working group which provided all party oversight and included Councillors and Transport. These were informal monthly meetings with presentations to be scrutinised. At this stage they were running a £250 million overspend.
- A Transport Forum- which bought in the private sector, cycling groups and met informally.

It should be noted that all the scrutiny arrangements that were established were at an officer rather than a Member level.

#### 4.2.1 Advantages and disadvantages

When asked about learning, officers at Edinburgh City Council identified the need for real clarity of purpose in any arrangements you establish. Another key piece of learning was to establish scrutiny early on to satisfy the council that the arrangements are robust and not to wait until there is a problem to think about scrutiny.

### 4.3 The Garden Bridge Project

The Garden Bridge was envisaged as running from the Temple to the South Bank and it has received various types of scrutiny.

The GLA Oversight Committee started a review of the design procurement in September 2015. The Committee was joined by representation from TfL and two independent architects. On 17<sup>th</sup> March 2016 they reported and published their findings and recommendations. The latter were that:

- TfL consider reimbursing the unsuccessful bidders from the Garden Bridge design contract to compensate them for their loss of time and expenses in preparing the proposals
- The Mayor's office should compile written reports of all meetings with external bodies, including clarity about what capacity he is there in and
- The TfL Audit and Assurance Committee should publish audit reports in full, not just the summary and conclusions

On 19<sup>th</sup> January 2017 the Westminster Housing, Finance and Corporate Services Policy and Scrutiny Committee "called in" a decision made by the Cabinet Members for the Built Environment and for Finance and Corporate Services regarding the acquisition, appropriation and disposal of property intended to facilitate the next stage of the Garden Bridge. The decision was taken on 20<sup>th</sup> December after councillors had received a large amount of correspondence in relation to this decision. .. The Committee sat with the contribution of the then Chairman of the Environment and Customer Services Policy & Scrutiny Committee and decided to refer the decision on the

aquisistion of property required to build the bridge back to Cabinet Members for further consideration taking into account the following points:

- Members suggested that the Cabinet Members consider whether the council should require the Garden Bridge Trust to demonstrate that it has sufficient funds including contingency in place prior to construction starting on the bridge.
- Members asked for assurance that that the impact of the extra estimated 7m footfall that would result from the Bridge on the council's public realm and on its services had been fully considered.
- The committee also considered it essential that the council advertises
  the proposed acquisition and appropriation of land as required and that
  it considers the responses to this consultation prior to taking a final
  decision on such matters.

The cabinet members were written to with these recommendations and an interim response was received outlining their response to the recommendations which was positive.

Lambeth Council also had a call in on the Garden Bridge. This was a call in of the cabinet member decision regarding the lease held by the Coin Street Community Builders relating to land on the South Bank. The committee decided not to refer back but made some recommendations.

In October 2016, the new Mayor asked Dame Margaret Hodge M.P. to review the: "value for money, escalating costs and conduct and procedures in procuring the works associated with the Bridge to date." She reported on 7<sup>th</sup> April 2017 and was highly critical in all three areas. The original ambition for the Bridge was that it was totally privately financed, but to date it has cost £37m in public funds (£46m if the government costs in underwriting cancellation are included). She recommends:

- Greater transparency is introduced for procurement processes and more effective checks and balances are put in place to ensure that public money is properly and well spent.
- The authority and accountability of audit, legal and the commercial teams
  of TfL should be reviewed to make certain that their advice is independent
  and that their accountability reinforces that independence and that
- The Mayor should conduct a review of employment conditions so that there
  can be no hint of a conflict of interest when contracts are let by TfL or the
  Greater London Authority.

On 28th April the Mayor came out publicly to withdraw support for the Garden Bridge. He said he would not provide the financial guarantees needed for the construction to begin. This is critical because the planning permission expires in December 2017, making the timetable to fill the Private funding gap of £70m appear impossible. Although most commentators now say the Bridge is no longer viable, the Garden Bridge Trust still say they can raise the private funds to deliver.

#### 4.3.1 Advantages and disadvantages of this approach

As can be seen from the timeline above, various aspects of the Garden Bridge have been scrutinised by the GLA Assembly, by Westminster, by Lambeth and we have had a detailed report commissioned by Mayor Khan and carried out by Dame Margaret Hodge. These various inquiries have been held over a two year period each examining different aspects of the proposed Garden Bridge and each making recommendations to their relevant constituent bodies/authorities. They can be judged to be successful within their own terms of reference. The advantages of such an approach are that each body can scrutinise within their area of competence (powers) and focus on the key elements of the project to satisfy them.

#### 5. Options for Scrutinising the West End Partnership

Future options for scrutinising the WEP will depend on the timing of potential funding becoming available and key projects moving into delivery.

It is proposed that until the WEP takes on responsibility for co-ordination of substantial additional sums of public money, the Leader of the Council continues to report to the Commission on the work of the partnership.

However, should the nature of the work of the partnership change, the Commission may wish to consider alternative scrutiny arrangements.

#### 5.1 Option 1

It is recommend that until the WEP becomes responsible for substantial additional sums of public money there is a standing item at each Commission meeting where the Leader and Chief Executive provide a regular update to the Commission and respond to questions .It should be noted that the Chief Executive and Leader may not always appear in person at each meeting.

#### 5.2 Option 2

If the WEP becomes responsible for substantial additional sums of public money, the Commission may take the view that WEP should report only on an ad hoc basis based on projects, spend and risk. This model would assume that the partnership was functioning well and would take reports by exception.

#### 5.3 Option 3

If the WEP becomes responsible for substantial additional sums of public money and it was felt that there was benefit in holding the full range of partners to account, to the Commission may wish to work jointly with Camden, TfL and private sector partners and others to expand the membership of the Commission and give it the authority to scrutinise across

the partnership bodies. It is envisaged that such a Commission meeting may take place perhaps annually and would require the addition of non-executive representatives of some of our key partners to the Commission for this purpose (WEP Board members are shown at Appendix 1). Recommendations would then be made to the WEP Board who would respond back to the Chairman. It is proposed that this option provides the most robust scrutiny possible and should be adopted if the WEP is successful in securing TIF funding.

### 6. Next Steps and Conclusions

- 6.1 The Commission is steered towards Option 1 in paragraph 5.1 above and that this is kept under review and is revisited should the WEP become responsible for additional sums of public money so that scrutiny arrangements:
  - Ensure good value for public funds
  - Ensure transparency in the work of the WEP
  - Be proportionate to the funding and risk that the WEP carries
  - Avoid duplication of any other scrutiny arrangements already being carried out.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact Muge Dindjer x2636 <a href="mailto:mdindjer@westminster.gov.uk">mdindjer@westminster.gov.uk</a>

#### **APPENDICES:**

Appendix 1 shows the WEP Board membership

#### **BACKGROUND PAPERS**

Scrutiny of Multi-Agency Partnerships- Welsh Local Government Association and Centre for Public Scrutiny- 2010

#### **West End Partnership**

#### **Board Membership**

#### Cllr Nickie Aiken

Leader, Westminster City Council (Chairman)

#### **Cllr Phil Jones**

- London Borough of Camden, Cabinet Member, Regeneration, Transport & Housing
   Val Shawcross CBE
- Deputy Mayor for Transport, Mayor of London's representative
   Simon Loomes
- Chair, Baker Street Quarter, representing Business Improvement Districts

#### **Professor Tony Travers**

London School of Economics (academic advisor)

#### Mike Brown MVO

- Transport Commissioner, Transport for London

#### **Matthew Bennett**

West End Community Network (Westminster) and Chair, WEP People Group

#### **David Kaner**

West End Community Network (Camden)

#### **Alex Beard CBE**

- Chief Executive, Royal Opera House, cultural sector representative

#### Attended by:

#### Cllr Robert Davis DL MBE – Westminster, Chair WEP Place Group

Charlie Parker – Chief Executive, Westminster City Council – lead officer

**Graham King** – Westminster City Council/WEP Team

**Ed Watson** – Westminster City Council Executive Director Growth, Planning & Housing

Julia Corkey- WCC, Director of Policy, Performance and Communications

**Alexandra Jones** – Centre for Cities

**Karen Galey**– London Borough of Camden

**Fiona Fletcher-Smith** – GLA, Exec Director Development Enterprise & Environment **Jace Tyrrell** – Chief Executive, New West End Company (Oxford Street issues)

**Matthew Jaffa/Colin Stanbridge** – Federation of Small Business/London Chamber of Commerce & Industry joint representatives as observers

**Alex Williams**, Transport for London, Director for Borough Planning **Peter Vernon** 

- Grosvenor UK & Ireland, representing London First (Deputy Chair)

#### **Neil Thompson**

representing Westminster Property Association

#### Craig McWilliam

- Grosvenor



# Westminster Scrutiny

Wednesday 24th May 2017 Date:

Classification: General Release

Title: **Developing the Role of Scrutiny** 

Report of: Julia Corkey- Director of Policy, Performance and

Communications

Leader of the Council-Councillor Nickie Aiken **Cabinet Member Portfolio** 

Wards Involved: ΑII

**Policy Context:** Civic Leadership and Responsibility

Report Author and Muge Dindjer x2636

**Contact Details:** mdindjer@westminster.gov.uk

#### 1. **Executive Summary**

1.1 This report presents options for developing scrutiny's role and enhancing the role of ward members. The report considers the role of scrutiny in supporting the delivery of the new City for All strategy and suggests ways for greater openness, transparency and engagement in scrutiny for members, staff and residents. Strengthening the role of scrutiny would contribute to the aim of Civic leadership and Responsibility.

#### 2. **Key Matters for the Committee's Consideration**

- 2.1 The Committee is asked to consider whether it wishes to recommend:
  - 1. Draft scrutiny work programmes should be shared with all ward members to enable them to contribute their concerns and ideas.
  - 2. Giving more prominence to the work programmes on the website and inviting contributions from the public regarding items/services which scrutiny should consider
  - 3. Scrutiny and cabinet members together should agree on up to three themes/areas where policy working groups should do detailed work and discuss this role with the Leader of the Council

- 4. The council should establish a system whereby staff (perhaps anonymously) and any member can suggest items for scrutiny at any stage in the year.
- 5. Actively invite residents to put questions to cabinet members at some scrutiny meetings to encourage engagement and attendance
- 6. Hold more scrutiny meetings outside of City Hall to make them more accessible to the public and advertise them.
- 7. Develop the role of ward members as part of scrutiny which could include formalising their contribution to committees as expert witnesses with special knowledge of their local areas and issues.
- 8. Any other measures that would strengthen the role of scrutiny which could be achieved within existing resources.

### 3. Background

- 3.1 The Leader of the Council has set out an ambitious agenda to take advantage of the expertise and knowledge of ward members, ensuring that back benchers have an earlier say in policy making. To take forward this agenda, this report proposes a number of ways in which the role of scrutiny could be further developed to engage ward members in contributing to policy development and building an open and transparent council.
- 3.2 Scrutiny is most effective when it contributes to policy development and works alongside the executive to support the delivery of the council's policy goals. Executive members already use scrutiny very effectively to make sure that there is transparency in, and early engagement with members in decision-making. For instance, the task group on air quality is working collaboratively with the cabinet members and will provide recommendations that will inform the new Air Quality Action Plan.
- 3.3 To build on this good practice, this paper invites your views on the options to:
  - 1. Provide greater transparency in how we develop scrutiny work programmes, putting Policy Working Groups at the heart of our approach
  - 2. Enable community involvement through more open and transparent decision-making
  - 3. Further develop the expertise and knowledge of members to contribute towards policy development
- 3.3.1 <u>Provide greater transparency in how we develop scrutiny work programmes, putting Policy Working Groups at the heart of our approach</u>

The scrutiny work programme is currently developed in consultation with the committee chairmen and informed by analysis of key risks and performance

issues from business plans, issues identified through the City Survey and through liaison with the cabinet member and executive directors. They also take account of any statutory responsibilities particular committees may have. Although this work is done on an annual cycle, there is scope for some of these processes to be ongoing to ensure scrutiny Chairmen have a "live feed" of concerns that may arise during the year.

To provide greater transparency and build engagement in the work of scrutiny, we could however do a number of things differently. Options could include:

- Sharing the draft work programmes in advance of the first committees of the municipal year with ward members so that they have an opportunity to contribute towards them.
- Publishing the work programmes in a more prominent place on the council's website and providing the opportunity for residents and wider members of the public to suggest items for consideration directly to the chairmen.
- Support the chairmen in consultation with cabinet to identify with ward members a maximum of three key issues a year where Policy Working Groups could be established to make a direct contribution towards policy development. This would be possible within existing arrangements in which committees already have the discretion to have fewer committee meetings and use the time and officer resource to accommodate more focused policy working groups.
- Build on the good practice already established of publishing a scrutiny annual report to highlight the contribution made by scrutiny in contributing to policy development.
- Establish a mechanism whereby staff could anonymously notify scrutiny Chairmen of any service/quality concerns they may have.

# 3.3.2 <u>Enabling community involvement through more open and transparent decision-making</u>

Effective scrutiny has great potential to improve community involvement in council decision making and bring transparency to decisions taken by partners that affect our residents. Scrutiny committees are well attended when there is an item of special interest that we actively promote such as the proposed pedestrian/cycle bridge from Nine Elms to Pimlico which drew approximately 100 residents and other stakeholders to the meeting.

To further develop the role scrutiny can play in contributing to community involvement in decision making, we could:

- Actively invite residents to put written questions to cabinet members in advance of scrutiny meetings.
- Hold more scrutiny meetings outside of City Hall to make committees more accessible to the public and advertise them.
- Develop the role of ward members as part of scrutiny which could include formalising their contribution to committees as expert witnesses with special knowledge of their local areas and issues.

# 3.3.3 <u>Further developing the expertise and knowledge of members to contribute</u> towards policy development

A better shared understanding of the role and potential of scrutiny can contribute to more effective and confident scrutiny, which in turn can support the delivery of the council's wider policy goals.

Should the Commission agree, we could further develop this existing training to provide an opportunity to work up the detail of some of the options put forward in this paper ahead of a fuller training programme being developed with the new scrutiny chairmen and ward members.

We could use the first cycle of the municipal year to carry out a development needs assessment to identify, particularly from new chairmen and committee members members, which areas of development would provide the most effective support for scrutiny members to carry out their new potentially enhanced role.

#### 4. Conclusion

4.1 In conclusion, Members are asked to consider the options discussed in this paper and any other options they wish to consider, which would enhance the role of scrutiny and contribute to the desire for more open and transparent government that engages both ward councillors and our residents in decision making.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact Muge Dindjer x2636 mdindjer@westminster.gov.uk



# Westminster Scrutiny

Wednesday 24th May 2017 Date:

Classification: General Release

Title: **Scrutiny Work Programmes** 

Julia Corkey- Director of Policy, Performance and Report of:

Communications

**Cabinet Member Portfolio** This report covers all portfolios

Wards Involved: ΑII

**Policy Context:** Civic Leadership/Opportunity and Fairness Across

the City/ World Class City.

Report Author and Muge Dindjer x 2636

**Contact Details:** mdindjer@westminster.gov.uk

#### 1. **Executive Summary**

1.1 This report presents the draft work programmes for each scrutiny Committee in so far as they are agreed at the time of writing. The work programme for the Commission will be determined following discussion at the meeting on 24th May 2017.

#### 2. **Key Matters for the Commission's Consideration**

2.1 The Commission is asked to consider and note the contents of the work programmes and make any recommendations for the Committees to consider.

#### 3. **Background**

- The process for developing the work programme starts in February. In 3.1 considering a work programme for each Committee the following sources have been reviewed:
  - City for All
  - The Departmental Business Plans
  - KPI performance
  - City Survey feedback
  - Discussion with Cabinet Members, senior officers and frontline Councillors

- Complaints Analysis
- National and regional policy developments
- 3.2 The Chairmen and the Committees have also imputed into each draft work programme.
- 3.3 Each Policy & Scrutiny Committee has the option to establish Task Groups and Single Member Enquiries where the subject merits a more in depth study entailing the need for research and detailed examination.
- 3.4 Each of the draft work programmes will be published on the Council's website and be updated regularly throughout the year.
- 3.5. The Commission is advised to note the need to avoid potential overlap between the work of the Audit & Performance Committee and scrutiny of shared services by the Royal Borough of Kensington & Chelsea. While Westminster and Kensington & Chelsea do share work programmes once they are finalised, it should be noted that the Committees of each Council and will often require individual reports looking at specific local issues.
- 3.6 Although work programmes are agreed at the beginning of each cycle, it is not unusual for them to change throughout the year as new issues arise or Committees prioritise their workload. It should be noted that some Committees have indicated they would like to review one item in depth at each meeting in addition to the Cabinet Member updates.
- 3.7 This year there are five cycles of Committee meetings instead of the usual six due to the elections next May. This will mean that we are likely to be in Purdah again for the April 2018 cycle of meetings and agenda items will be reviewed in good time to avoid any potential breaches. The May cycle this year did suffer some losses and late agenda swaps to accommodate central government purdah requirements.
- 3.8 It should be noted that the Adults, Health & Public Protection Policy & Scrutiny Committee are working towards having an Urgency Sub-Committee in June immediately after the General Election to consider a presentation from Central London CCG laying out their plans for the year ahead and this will inform the work programme for the Committee beyond June.
- 3.9 The Commission will be aware that the Council has given notice to make changes to a number of shared Tri-borough services. It is a proposal that the Commission be updated regularly at a strategic level and then each Committee where it is relevant receive regular operational updates.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact Muge Dindjer x2636 mdindjer@westminster.gov.uk

#### **APPENDICES:**

Appendix 1- Draft Scrutiny Work Programmes



ROUND ONE ( 19 JUNE 2017)		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Update	To hold to account and review the activity of the Cabinet Member.	Cllr Heather Acton
Policing Plan Implementation including BCU	An update on the latest	Borough Commander Sara Sutton Sam Cunningham Rebecca Lawrence
MOPAC Funding	To consider the prospectus for co commissioned funding and influence the expressions of interest.	Sara Sutton
Safer Westminster Plan	Objectives and plans for the year ahead and progress report on performance.	Chair of the Safer Westminster Partnership- Peter Ayling

ROUND TWO ( 20 SEPTEMBER 2017)		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Update	To hold to account and review the activity of the Cabinet Member.	
Draft Primary Care Strategy	For committee to be consulted prior to adoption	CLCCG WLCCG
STP Delivery and the continuing integration of Health and Social care	Baseline report and identification of member concerns	CLCCG WLCCG Executive Director of Adult Social Care

ROUND THREE (22 NOVEMBER 2017)		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Update	To hold to account and review the activity of the Cabinet Member.	

How can Business support best practice in public safety?	To identify how business does/could support the Police to help reduce crime. To include the Licensing Charter	BIDs Safer West End
Evening and Night time economy		Cllr Angela Harvey as Chairman of Licensing

ROUND FOUR (31 JANUARY2018)			
Agenda Item	Reasons & objective for item	Represented by:	
Cabinet Member Update	To hold to account and review the activity of the Cabinet Member.	Cllr Heather Acton	
Public Health- a focus on prevention and prioritisation	For the Committee to assess how successful the prevention agenda has been to date and to understand and comment on the prioritisation framework for public health.	Dr Mike Robinson Andy Durrant Sara Sutton	
CCG Community Services programme- a focus on changes to patient pathways	Committee to be consulted on the current programme and planned changes-focus on patient impact.	CLCCG WLCCG	
Report Back from HWB Centre task Group	To receive report back from the committees task group and consider recommendations in the context of the corporate work on the hubs.	Cllr Barry Taylor	

ROUND FIVE ( 9 APRIL 2018)		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Update	To hold to account and review the activity of the Cabinet Member.	Cllr Heather Acton
WCC Shisha Strategy	To receive an update on implementation a year after launch of strategy.	Barry Smith

Examining the links between substance abuse, mental health and the criminal justice system?	The criminalisation of health problems and the impact on services	Sara Sutton Dr Mike Robinson Westminster Magistrates
NHS Property	To examine the NHS's plans for its estate and to explore the links with the council's agenda	NHS Property Estates



Work Programme 2017/18 ROUND ONE (12 JUNE 2017)		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Q&A	To hold to account and review the activity of the Cabinet Member.	Cllr Danny Chalkley
Business rates	An examination of the impact of revaluation on Westminster businesses.	Martin Hinckley

Work Programme 2017/18 ROUND TWO (13 SEPTEMBER 2017)		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Q&A	To hold to account and review the activity of the Cabinet Member.	Cllr Danny Chalkley
Building Height: Getting the right growth for Westminster	To review the results of the consultation and consider policy proposals. This item could include a site visit.	Barry Smith

Broadband update	To receive an update since the last appearance at Committee in February 2017	David Wilkins Cllr Glanz as witness
Work Programme		

Work Programme 2017/18 ROUND THREE (15 NOVEMBR 2017)		
Agenda Item Cabinet Member Q&A	Reasons & objective for item To hold to account and review the activity of the Cabinet Member.	Represented by: Cllr Robert Davis
Community Infrastructure Levy	Review of the first year's operation	Barry Smith Andrew Barry-Pursell
The Transformation of Oxford Street	To inform committee of the plans	Graham King
Place Shaping	A report outlining current work programme for the Committee	Ed Watson

Work Programme	

# **Work Programme 2017/18 ROUND FOUR (8 FEBRUARY 2018)** Agenda Item Reasons & objective for item Represented by: **Cabinet Member Q&A** To hold to account and review **CIIr Davis** the activity of the Cabinet Member. Barry Smith London's Local Plansare they supporting Neighbourhood Planning The service provided to To include Thames Water **Graham King** customers by the and UK Power Networks utilities **Crossrail 2** Graham King **Work Programme**

## Work Programme 2017/18 ROUND FOUR (12 APRIL 2018)

Agenda Item Reasons & objective for item Represented by:

Cabinet Member Q&A	To hold to account and review the activity of the Cabinet Member.	Cllr Davis
Work Programme		

UNALLOCATED ITEMS Agenda Item	Reasons & objective for item	Represented by:
The role of planning in delivering more affordable housing		Barry Smith
The Apprenticeship Levy		Lee Witham
Cycling Strategy	Update on delivery to include progress of the Cycling Superhighways	Stuart Love
Street Markets- potentially- November tbc		Stuart Love/ Ed Watson
Westminster Employment Service	Update on new service now it has been launched	Tom Harding



ROUND ONE - 21 JUNE 2017		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member questioning	To hold to account and give 'critical friend' challenge to the portfolio holder.	
Westminster's Voluntary Sector Strategy	To review and contribute to the draft Voluntary and Community Sector Strategy and/or VCS support contract relet.	Ezra Wallace
An Active City for All	Review and contribute to the development of the draft strategy	Andy Durrant Richard Barker

ROUND TWO – 18 SEPTEMBER 2017		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member questioning	To hold to account and give 'critical friend' challenge to the portfolio holder.	
The Libraries Commission	Subject to appointment of Chairman. Contribution to the work of the Libraries Advisory Board	Mike Clarke
Review of draft Open Spaces and Bio- Diversity Strategy	This earlier date would give committee more opportunity to contrite to earlier draft but consultation should just have closed	Richard Barker Barry Smith
Re-tendering strategy for the next Waste, Recycling and Street Cleansing Contract (from Sept. 2020)	For committee to be briefed on early thoughts for this strategy and provide feedback.	Mark Banks

ROUND THREE – 20 NOVEMBER 2017		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member questioning	To hold to account and give 'critical friend' challenge to the portfolio holder.	
Safeguarding Children Report	To review the implications of the woods review on LSCB and to examine the work of the Safeguarding Board in the last year and plans for the forthcoming year	New LSCB Chair
Looked after Children Report	Examination of the work undertaken as Corporate Parent for LAC and Care leavers	
Review Open Spaces and Bio Diversity Strategy?	To review the final draft of the strategy	Richard Barker Barry Smith
Review Health Visiting (jointly with AH & PP)- this could be a one off joint task group with AHPP?	To contribute to the service redesign of health visiting	
Therapy Support and early identification pathways. (Part of SEN local offer review)	To receive a report back of service review and comment on proposed redesign.	Justine May

ROUND FOUR – 5 FEBRUARY 2018		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member questioning	To hold to account and give 'critical friend' challenge to the portfolio holder.	
The Future of Libraries?	Subject to appointment of Chair To review the findings and recommendations of the Libraries Advisory Board.	Mike Clarke

ROUND FIVE - 19 MARCH 2018		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member questioning	To hold to account and give 'critical friend' challenge to the portfolio holder.	
School organisation and Investment Strategy	To review the SOIS-Annual item	
Education Report- Annual item-hold the meeting in a school	To evaluate the key areas of success and areas to be developed in the Annual Education Report	

TASK GROUPS		
Agenda Item	Reasons & objective for item	Represented by:
Life Chances- Potential Task Group-TBC		TBC

Agenda Item	ROUND ONE – 12 June 2017 Reasons & objective for item	Represented by:
Cabinet Member Q&A	A Q&A session	
Digital Transformation Programme	To review progress on the Council's digital transformation programme (including website and Report It)	Maria Benbow
CityWest Homes Transformation	To review the assessment of demand and consultation methodology for estate office closures	Jonathan Cowie Martin Edgerton

ROUND TWO – 11 September 2017		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Q&A	A Q&A session	
WESTCO		lan Farrow

ROUND THREE – 6 November 2017		
Agenda Item	Reasons & objective for item	Represented by:
Cabinet Member Q&A	A Q&A session	
Treasury Performance Half Year Statutory Review	A statutory review of treasury performance	Steve Mair

ROUND FOUR- 15 January 2018		
Agenda Item Reasons & objective for Represented by: item		
Cabinet Member Q&A	A Q&A session	

Draft Treasury Management Strategy	A statutory assessment of the draft treasury management strategy prior to submission to Council for approval.	

ROUND FIVE- 26 March 2018				
Agenda Item	Reasons & objective for item	Represented by:		
Cabinet Member Q&A	A Q&A session			

Other Committee Events & Task Groups			
Briefings	Reason	Date	
Managed Services Re- procurement T/G	Joint task group with members of the Audit & Performance Committee to contribute to the reprocurement process for the managed services contract.	July 2017	
Treasury Investment Opportunities T/G	To consider the Treasury Investment Opportunities	ТВС	
Budget T/G	Standing Task Group to consider the budget of Council	Jan/Feb 2018	