

# Communities, City Management & Air Quality Policy and Scrutiny Committee

<b>Date:</b>	19 September 2023
<b>Classification:</b>	General Release
<b>Title:</b>	<b>Edgware Road &amp; Queensway Working Groups</b>
<b>Report of:</b>	<b>Frances Martin</b> – Executive Director - Environment, Climate and Public Protection  <b>Pedro Wrobel</b> Executive Director - Innovation & Change
<b>Cabinet Member Portfolio</b>	Cllr Paul Dimoldenberg / Cllr Aicha Less <a href="http://www.westminster.gov.uk/cabinet">www.westminster.gov.uk/cabinet</a>
<b>Wards Involved:</b>	Hyde Park / Marylebone Wards
<b>Policy Context:</b>	Fairer Westminster
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## 1. Executive Summary

This report considers the work of both the Edgware Road and Queensway Strategy groups and looks at whether their operating models can be used for other parts of the city.

It will also reflect the area-based action being undertaken by the Council in the Pimlico and North Paddington areas of the city and consider how Council's change in approach to community engagement will achieve greater outcomes moving forward.

The report also serves as an opportunity to discuss the work being undertaken in the community, anti-social behaviour and city management aspects.

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

The Committee is asked to consider the following points:

1. How effective has the work being undertaken in both the Queensway and Edgware Road areas been in addressing local issues; and
2. Consider what are the key learning points from these initiatives that can be used to inform the next generation of emerging community based programmes in areas such as Pimlico and North Paddington.

## **3. Area Based Activity**

The report will consider the work being undertaken in each of the following areas.

- *Edgware Road;*
- *Queensway;*
- *Pimlico; and*
- *North Paddington*

It will consider the work undertaken to date, the issue and challenges arising and the next steps for each of these programmes.

The report will also reflect on the variety of work being undertaken in the community, alongside issues such as anti-social behaviour and wider city management aspects.

### ***Edgware Road***

The Edgware Road Strategy Group has been in existence for a number of years working on the issues of concern in this area. Supported by officers from Westminster City Council, the stakeholders represented upon the group include:

- *Cabinet Member for City Management and Air Quality;*
- *Ward Members and the Edgware Rd Champion;*
- *Marble Arch London BID;*
- *Transport for London;*
- *Church Commissioners;*
- *Metropolitan Police Service; and*
- *The Portman Estate.*

In addition, experts from different background are invited to provide expert advert / guidance on a range of issues e.g., money laundering. The group is chaired by the Cabinet Member for City Management and Air Quality.

## *Issues and Challenges*

The Edgware Road presents a unique set of issues and challenges for all stakeholders in this area. The following list of issue was created by the stakeholders and discussed with the Cabinet Member in June 2022.

- *Organised Begging and Rough Sleeping;*
- *Lack of business compliance in the area including waste presentations;*
- *The apparent absence of regular local authority enforcement activities;*
- *Issues surrounding the management of shisha premises;*
- *Restaurant fires;*
- *Current and future use of telephone boxes along the road;*
- *Poor Quality Retailing and the gradual decline of the area as a High Street destination;*
- *Suspected money laundering through Bureau de Change premises; and*
- *The increase in Short-Term Letting and resultant residential fly tipping.*

## *Review of Governance and Priorities*

The change of administration in 2022, brought about a review of the existing priorities and governance structure. In consultation, the group re-established the aims and the objectives of the Strategy Group which are shown below:

*‘The aim of the ERSR is to improve the quality of the Edgware Road’s wider environment for those who live, work, trade and visit the Area. To improve the standards prevailing in the ground floor uses, properties generally, the streets, infrastructure and greening. To reduce crime and, improve personal safety and available amenity. To improve the operation and safety of the road network. Work together to facilitate and promote mode shift to active travel and public transport options. Overall, to ensure that the Edgware Road has a sustainable future in terms of the economic, social and environmental factors that contribute to its success.’*

## *Objectives*

- *Act as a problem-solving group focused on the strategic issues found with the area;*
- *Facilitate new ideas and innovation with aim of reducing the problems experienced by residents, businesses and visitors;*
- *Identify appropriate action and secure resources amongst the relevant stakeholders as appropriate;*
- *Where permissible, share information and data between partners to achieve the overall aims of the group;*
- *Update the group on resident engagement and activities within the area;*
- *Review the priorities and activity of the Working Groups (Operations and Place Shaping Groups) to inform the above; and*

- *For members to work collaboratively to ensure that the combination of resources drives effective and measurable change.*

### *Revised Governance*

The governance surrounding this initiative was also refreshed whilst the terms of reference were being revised. As a result, meetings have transformed from a single all-encompassing quarterly meeting to create 2 additional working groups that consider Operation / Enforcement and Place Shaping issues.

This change has enabled the Strategy Group to focus more on the longer term aims of the initiative whilst ensuring the day-to-day operational activities are still addressed by relevant stakeholders.

Input from the Council on these working groups is truly cross cutting with experts from Public Protection & Licensing, Highways, Waste & Cleansing, Innovation & Policy, Place Shaping, Planning & Planning Enforcement contributing to the work of these various groups.

### *Progress*

Over the past 12 months there has been a concerted effort between partners to work on a wide variety of issues. This list gives a snapshot of the activities that has been taking place:

- *Waste Action Squad (WAS)* – The first activity of the WAS took place on the Edgware Road on the 10 – 14 October 2014.

258 people were engaged with in the Hyde Park Ward. 61% were residents and 39% were businesses or employees. 121 people gave their view on whether rubbish and waste were a problem in the local area. 62% of those questioned felt there was not a waste problem in the area, 30% of people felt there was a waste problem and 8% of people didn't know.

As part of the Waste Action Squad, all food businesses along a section of Edgware Road were visited by our enforcement officers, where Highway staining was an issue. Businesses were spoken to about their waste arrangements and how they present their waste particular waste which could cause staining. As a result:

- 76 x waste investigations undertaken by City Inspectors into waste abandoned on the street
- An audit undertaken of staining of the highway along Edgware Road, identifying commercial premises which may be responsible
- 12 x Section 47 Notices were issued to businesses, serving them notice that we have specific concerns relating to highway staining and leaking waste. 4 notices to be served the following week

- 4 x Section 47 Warning Notices issued, for residential Waste left outside of collection times
  - 2 x Section 33 Warning Notices issued, for residential waste outside Micro Recycling Centre`s and Big Black Bin sites
  - 1 x Waste Transfer Notice Request for a business to provide evidence of their waste arrangements
  - 2 x Fixed Penalty Notices for commercial Fly Tip
  - 1 x investigation for dog fouling offences
- *Tables & Chair Licensing* – City Inspectors and Neighbourhood Inspectors have now access to detailed information for all Edgware Road premises relating to Licensing conditions, tables and chairs, waste management, education etc. Licensing information has also been provided to the Marble Arch BiDs Street Link Team to assist with identifying problematic premises and improving enforcement, tasking and education.
  - *Short-Term Letting* – In conjunction with the Church Commissioners and Portman Estate, Westminster is targeting illegal short-term letting in a number of identified properties. This has also led to an increase in the number of planning contravention notices being served over the past few months.
  - *Joint Policing Operations* – The past year has seen a continuing rolling programme of activity between Westminster, the Metropolitan Police, British Transport Police and the Marble Arch BID to tackle rough sleeping sites being utilised by known nominals who also commit crime locally.

Activities are also taking place to tackle begging, with progress being made on tackling the most entrenched individuals. Intel sharing between agencies continues to make sure resources are most efficient in tackling the worst offenders is taking place.

- *Planning Enforcement activity* – As at the 27 July 2023, there were a total of 25 premises and 40 reports of unauthorised development that were being actively investigated by the planning enforcement team. This covers a range of activities which breach current planning legislation.
- *Resident Engagement* – Due to residents increasing concerns in relation to crime and anti-social behaviour, a new forum has been planned for the 15 September 2023. Issues of concern to residents will then be raised with both the Council and their key partners e.g., Metropolitan Police Service.
- *High Streets Programme* – Consultation is currently taking place on Westminster’s High Street Programme. Areas surrounding Paddington and Bayswater including Edgware Road, Praed Street have been identified and the Councils aims to work with the local community to identify a range of projects that the Council can invest in. Further details can be found at - [Westminster High Streets Programme | Westminster City Council](#)

## *Next Steps*

Whilst stakeholders recognise the progress that has been made on several fronts, there is a feeling that because activity is taking place on a wide variety of issues, this has ultimately reduced the impact needed to deal with the critical issues faced by the area. Instead, consideration is now being given to targeting resourcing on specific issues e.g., short-term letting, crime, place shaping to make the most of the combined resources.

A revised strategy and associated action plan will be discussed with the Strategic Group in October 2023, identifying the key priorities for the group.

This will provide the opportunity to introduce issues such as Carbon Reduction and Climate Change which have yet to be fully considered. Finally, it will also aim to demonstrate a real change in the area and identify how the resources from all partners can be utilised to best effect.

## ***Queensway***

The Queensway Strategy Group commenced 12 months ago tasked with addressing local area concerns from a strategic and operational multi-agency perspective. Supported by officers from Westminster City Council the stakeholders represented by the group include:

- *Cabinet Member for City Management and Air Quality*
- *Cabinet Member for Communities and Public Protection*
- *Ward Members from Lancaster Gate and Bayswater*
- *Senior Officers from WCC including PPL, Highways, Parking, Waste & Cleansing, Planning, Place Shaping*
- *Local resident group/Amenity Society representatives.*
- *Transport for London – London Underground*
- *Local landowner and stakeholder representatives*
- *Metropolitan Police Service.*

Additional officers/stakeholders were also invited to provide expert advice/guidance on a range of issues. The group is chaired by the Cabinet Member for City Management and Air Quality.

## *Issues and Challenges*

Queensway presents a unique set of issues and challenges for all stakeholders in this area with a busy high street location within a highly populated residential and tourism accommodation sector well away from the West End. Whilst South East Bayswater Residents Association (SEBRA) provide considerable input, support and challenge across the residential and business sectors, the high street itself no longer benefits from a single entity (such as a Business Improvement District) and this provides additional challenge.

The following priorities were identified by and agreed with members of the group and the Cabinet Member in October 2022.

- *Rough sleeping and substance misuse related ASB and crime;*
- *Waste and cleanliness*
- *Organised begging*
- *Deliveries and parking*

### *Delivery Model*

A two-tier approach to delivering improvements in the area was agreed:

**Strategic Group** of senior officers and councillors to identify the key priorities in this area and review activity (*meet quarterly*):

- *To identify key priorities in this area and review activity;*
- *Investigate and understand the issues facing the Queensway area with the aim of improving the area for all;*
- *Define key priorities for delivery by the operational group;*
- *Consider additional resources and sponsorship to support delivery; and*
- *Review activity by the operational group.*

**Operational Group** of front-line officers and managers to bring together resources from across the partnership to deliver action against the issues prioritised (*meet monthly*):

- *To deliver action against key priorities, improving the area for all;*
- *To develop an operational Action Plan;*
- *Coordinate resources and activity from across the partnership to deliver action against the issues prioritised;*
- *Problem solve priorities identified and develop response to tackle root causes of behaviour;*
- *Inform the strategic group of any emerging issues or concerns affecting the area, providing notes from the monthly operational meetings; and*
- *Record, report and access actions, and evaluate impact on priorities.*

### *Progress*

Over the past 12 months there has been a concerted effort between partners to work on a wide variety of issues. This list gives an example of the activity that has been taking place:

- *Waste Action Squad (WAS) – 336 people were engaged with in the Lancaster Gate Ward of which 27.38% were residents. 105 people gave their view on whether rubbish and waste were a problem in their local area. Of those that provided a response, 56.19% of people felt there was not a waste problem in the area. 43.81% of people felt there was a waste problem in the area. Waste and cleansing improvements have been noticed by the group.*

- *Tables & Chair Licensing* – City Inspectors and Neighbourhood Inspectors now have detailed information for all Queensway premises relating to Licensing conditions, tables and chairs, waste management, education etc. Licensing information has also been provided to the Street Link Team to assist with identifying problematic premises and improving enforcement, tasking and education.
- *Parking & Deliveries* – Joint operations have been held with the Metropolitan Police and parking team to enforce against drivers that are in breach of parking conditions. Police colleagues have been proactively issuing Section 59s / warnings to drivers witnessed driving over the public highway. Days of action have also been carried out with food delivery companies, such as Uber Eats and Deliveroo, to educate drivers and look at long term solutions.
- *Joint Policing Operations* – The past year has seen a continuing rolling programme of activity between Westminster, the Metropolitan Police, and British Transport Police to tackle rough sleeping sites being utilised by known nominals who also commit antisocial behaviour and crime locally. This sustained activity had reduced the visible rough sleeping/street population issues in Queensway.

Activities are also taking place to tackle begging with progress being made on tackling the most entrenched individuals. Intel sharing between agencies continues to make sure resources are most efficient in tackling the worst offenders is taking place.

- *High Streets Programme* – Consultation is currently taking place on Westminster’s High Street Programme. Areas surrounding Paddington and Bayswater, including Queensway, have been identified and the Council aims to work with the local community to identify a range of projects that the Council can invest in. Further details can be found at - [Westminster High Streets Programme | Westminster City Council](#)

### *Next Steps*

Significant improvements against each of the key priorities has been noted by stakeholders and a review of the priorities will be considered by the Strategy Group at the next quarterly meeting in September 2023.

## ***A Community Based Approach to Area Based Programmes – Pimlico & North Paddington***

### *North Paddington*

The North Paddington programme (made up of the Harrow Road, Queen’s Park, and Westbourne wards) is piloting a place-based approach to the Council’s work, with the objective of reducing socio-economic and health



inequalities experienced across the Northwest of the borough, ensuring the delivery of council services is responsive to local needs and joined-up between departments. The Programme's governance structure aims to ensure that the people of North Paddington are at the heart of the programme and that engagement with our communities is a golden thread which runs through planning, delivery, and service development.

The programme is underpinned by the following seven categories which align with the determinants of health identified by the #2035 Initiative (*#2035 - is a movement being built to half the life expectancy gap in Westminster by the year 2035 through a different conversation with communities*). It also correlates strongly with the issues emerging from local consultation and the Future of Westminster Commission deep dive which include:

- *Neighbourhood, environment & place shaping*
- *Health, wellbeing, and healthcare*
- *Education (including digital inclusion), Communities and Connections*
- *Money, local economy, jobs & training*
- *Crime and Safety*
- *Climate*
- *Housing and Homelessness*

The Programme is being developed through two workstreams in parallel: firstly, an initial programme of work to be delivered in the first year, with the aim of building momentum, demonstrating impact to the local community, building on work already delivered by the Council.

Secondly, a programme of strategic transformational work for the next three years, which will build on and add to the initial programme of work and develop service improvements to continue to affect cumulative change and build investments into long term, sustainable transformation.

In developing strategic transformation for years 2-4 of the Programme we will bring together hyperlocal resident insights, community priorities, data, evidence, and expertise, promoting collaboration. This will set direction and develop effective solutions to address disparities between North Paddington and the rest of the borough and tackle entrenched issues, improving the Council's service delivery.

Engagement will commence initially on a Ward basis, to further understand community need. As learning develops through this process, focused strategic theme groups will be set up to support the design, development and delivery of further projects and programmes over the next 4 years, to drive sustainable change. We will ensure that there is join-up between the theme groups, recognising the interconnectedness of the determinants of health identified as part of #2035 initiative.

Structures that will be used to collaborate with communities to set the direction in developing strategic transformation include:

- *Hyperlocal ward groups* – To widen resident-level participation and engagement with the Programme, we will work with existing local forums and partners, alongside local frontline staff, and host regular community network sessions, to gather and address neighbourhood insights and concerns.
- *Strategic Theme Groups* – Forums for collaboration between Council Officers, subject matter experts, and community members. Using community feedback, these strategic forums will identify a “North Star” - a particular problem or a gap that they would like to address in the local area and will collaborate to develop a focused plan to deliver a significant or cumulative impact in the coming years.

### *Pimlico*

The Fairer Westminster Plan commits the Council to testing new place-based approaches across the city.

Pimlico is one area that has been chosen for a place-based approach because of the high levels of deprivation. For example, the Future of Westminster Commission states

*“it is as easy to map poor health outcomes and reduced life expectancy as it is to map poverty. The greatest concentrations of need are in and around Pimlico in the south of the city, in the corridor stretching from Queen’s Park to Church Street along Harrow Road, and on Council and Housing Association estates”.*

Furthermore, there is a range of existing and future place-based programme across Pimlico – the place-based approach is an opportunity to build on these.

The exact place-based approach for Pimlico will be developed over the coming months. The approach will need to be aligned with #2035 principles and it will need to consider lessons learned from other place-based work (such as Queensway, Edgware Road, and North Paddington).

As highlighted in the executive summary of this report, this place-based approach will look to use community engagement to achieve greater outcomes for Pimlico. This might include:

- *Working with the community to understand their priorities and to co-design responses to these.*
- *Establishing a group of officers and community representatives to oversee some of this work.*
- *Delivering a pilot of the Community Changemakers Programme, which gives local resident and leaders the chance to learn about, reflect on, and practice co-design principles to address inequality and the wider determinants of health.*

#### **4. Financial and Legal Implications**

There are no immediate financial or legal implications arising from this report. All activity to date in both the Edgware and Queensway initiatives has been undertaken within the existing budgets and remit of the local authority.

However, this may need to be reviewed in time depending on the future priorities established by all of the working groups.

**If you have any queries about this Report or wish to inspect any of the Background Papers, please contact:**

**Stuart Reilly, Alex Juon, Nick Saunders and Rachel Chapman**

#### **APPENDICES:**

Appendix 1 – Edgware Road – Terms of Reference – January 2023

#### **BACKGROUND PAPERS**

This section is for any background papers used to formulate the report or referred to in the body of the report.