



Notice of Decision Meeting:
Cabinet

Meeting Location: This meeting will be a virtual meeting and therefore not take place in a physical location. Please see page 2 of the agenda for a link to the webcast of the meeting.

Date and Time: Tuesday, 08 December 2020 at 19:00

Contact for Enquiries: **Address:**
Democratic Services,
Perceval House, 14 Uxbridge Road,
Ealing, London, W5 2HL

Telephone: 020 8825 6253

Email: cabinetreports@ealing.gov.uk

Chief Executive: Paul Najsarek

Members:	Portfolio
Councillor Bell	(Leader of the Council, Policy Overview, Regeneration and Transport) - Chair
Councillor Dhindsa	(Business & Community Services)
Councillor Camadoo-Rothwell	(Community Safety & Inclusion)
Councillor Johnson	(Schools & Children's Services and Deputy Leader)
Councillor Mahfouz	(Finance & Leisure)
Councillor Sabiers	(Housing, Planning & Transformation)
Councillor Rai	(Health & Adults' Services)
Councillor Anand	(Environment & Climate Action)
Councillor Gordon	(Chief Whip) (ex-officio member)

AGENDA

Open to Public and Press

Also Present

1 **Apologies for Absence**

2 **Urgent Matters**

3 **Matters to be Considered in Private**

Item 16 contains information that is exempt from disclosure by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

4 **Declarations of Interest**

5 **Minutes**

To approve as a correct record the minutes of the meeting held on 10 November 2020.

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6 **Appointments to Sub Committees and Outside Bodies**

7 **Scrutiny Review Panel 1 (SRP1) - Education - Final Report** 19 - 90

8 **Scrutiny Review Panel 2 (SRP2) - Active Citizenship - Final Report** 91 - 170

9 **Scrutiny Review Panel 3 (SRP3) - Local Effects of National Issues (LEONI) - Final Report** 171 - 260

10	Scrutiny Review Panel 4 (SRP4) - Leisure - Final Report	261 - 372
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12	2021-2024 Medium Term Financial Strategy (MTFS) - Budget Strategy Report	389 - 414
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17	Redevelopment of Northolt High School	551 - 564
18	Date of Next Meeting	

The next meeting will be held on 19 January 2021.

MATTERS TO BE CONSIDERED IN PRIVATE

Exclusion of the Public and Press:

On agreement of the Committee, under Section 100(A) of the Local Government Act 1972, the public would be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information under the relevant paragraphs of Part 1 of Schedule 12A of the Act for the reasons stated on the agenda.

- 16 **CONFIDENTIAL Appendix 1- Financial Issues (Southall Gateway Redevelopment and Disposal of Land)**

- Information relating to the financial or business affairs of any particular person (including the authority holding that information);

Published: Monday, 30 November 2020

A handwritten signature in black ink, appearing to read 'P. Najsarek', written in a cursive style.

Paul Najsarek
Chief Executive, London Borough of Ealing

CABINET

**Tuesday 10 November 2020 at 7pm
Minutes**

PRESENT:

Councillors: Bell, J Anand, Camadoo-Rothwell, Gordon, Johnson, Mahfouz, Rai and Sabiers

ALSO PRESENT:

In accordance with paragraph 2.6(a) of the Constitution, Councillors Malcolm and Stafford addressed the Cabinet with regard to the following items:

Item 08 - Budget Update Report 2020/21 (Councillors Malcolm and Stafford)

Item 09 - Council Performance Report YE 2019/20 & Quarter 1 2020/21 (Councillors Malcolm and Stafford)

Item 11 - Options for the Review of the Mattock Lane PSPO (Councillor Malcolm)

Item 14 - Broadway Living Registered Provider (BLRP) Business Plan (Councillor Stafford)

Councillor D Crawford addressed the Cabinet with regard to item 07 in his capacity as chair of this scrutiny panel.

Also in Attendance and Notifications

Councillors Dhindsa and Mahmood were in attendance.

Councillor Bell welcomed Councillor Dhindsa to Cabinet; Councillor Dhindsa was in the process of being appointed to Cabinet with his appointment being effective from 12 November 2020.

Councillor Bell also congratulated the following Cabinet members on their new roles (effective from 12 November 2020) as follows:

Housing, Planning and Transformation: Cllr Mik Sabiers

Business and Community Services: Cllr Kamaljit Dhindsa

Environment and Climate Action (formerly Environment and Highways): Cllr Jasbir Anand

1. Apologies for Absence

There were none.

2. Urgent Matters

There were none.

3. Declarations of Interest

Councillor Bell declared an interest in Item 8 Budget Strategy by virtue of his membership on the Board of TfL. Councillor Bell had recused himself from all discussions at TfL relating to Lower traffic Neighbourhoods (LTNs).

4. Matters to be Considered in Private

Items 10, 13, 14 and 15 contained confidential appendices but was not taken in private as it was not necessary to discuss the confidential information provided.

5. Minutes

Resolved:

The minutes should be read in conjunction with the agenda for the meeting. They are subject to approval and signature at the next meeting of this Committee.

That the minutes of the Cabinet meeting held on 13 October 2020 be agreed and signed as a true and correct record.

**6. Appointments to Sub Committees and Outside Bodies
Resolved**

That Councillor Sabiers be appointed as a member of the Housing Delivery Cabinet Committee, replacing Councillor Johnson.

**7. Final Report of Health and Adults Social Services Scrutiny Panel: Review of Falls Prevention in Ealing
Resolved**

That Cabinet:

- i) notes the final report of Review of Falls Prevention in Ealing of the Scrutiny Panel, as endorsed by the Overview and Scrutiny Committee (OSC) on 8 October, which was attached as Appendix 1 of the report.
- ii) accepts the Scrutiny Panel's recommendations in Section 9 of the final report with the exception of Recommendation 2 which was rejected for the reasons detailed in the appendix to the report.
- iii) directs Council officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by Cabinet.
- iv) thanks Anna-Marie Rattray (Scrutiny Officer) and officers across the Council for their work on this report.
- v) thanks former Councillor Morrissey for her work engaging the elderly community.
- vi) thanks Councillor Daniel Crawford for his interest and work on this report.

Reason for Decision and Options Considered

Scrutiny Panel had a role in improving decision-making and service delivery through effective scrutiny. Recommendations from Scrutiny Panels needed to be taken forward in a timely manner and in accordance with the Council's Constitution if the scrutiny function was to be effective. The Scrutiny and Executive Protocol identified the timescale for Cabinet to respond to Scrutiny Panel recommendations. This decision would mean that the response was made in a timely manner and that services could implement the accepted recommendations.

**8. Budget Update Report 2020/21
Resolved**

That Cabinet:

- i) notes the General Fund revenue budget non-COVID forecast outturn position of £8.313m overspend (3.35%) for 2020/21 (section 4 of the report), and a break-even position on Housing Revenue Account for 2020/21 (section 8 of the report).
- ii) notes financial pressures arising from COVID-19 in 2020/21 were currently causing an estimated in-year net budget pressure of £16.248m (section 5 of the report).
- iii) notes the combined General Fund revenue overspend forecast position of £23.260m (section 4 of the report).
- iv) notes that in the absence of sufficient government funding to support the financial commitments made by the Council in relation to COVID-19, mitigations had been put in place to address the forecast overspend as at period 4 had taken effect and that efforts continued across the Council with the aim of ensuring the forecasted overspend was brought down as far as possible and further additional measures would be needed to be implemented as necessary to deliver a balanced budget.
- v) notes the progress on delivering the 2020/21 savings (section 6 of the report).
- vi) notes the in-year Dedicated Schools Grant (DSG) deficit forecast of £2.700m to be

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- charged to the DSG account (section 7 of the report).
- vii) notes the 2020/21 capital programme forecast a break-even position (paragraph 9.3 of the report).
 - viii) approves the re-profiling of 2020/21 capital programme net slippage of £57.685m (appendix 3 of the report) into future years.
 - ix) thanks finance officers and those across the organisation for their work and increased responsibility over this pandemic.

Reason for Decision and Options Considered

To forecast the financial position for 2020/21 based on available information at end of 30 September 2020 for non COVID-19 and COVID-19 pressures. The report outlined the Council's forecasted position on revenue, capital, income and expenditure to the end of quarter 2.

9. Council Performance Report YE 2019/20 & Quarter 1 2020/21

Resolved

That Cabinet:

- i) notes the contents of the report.
- ii) notes the progress made against the Council Plan performance indicators during the year 2019/20, and indicative performance during Quarter 1 2020/21 (April – June 2020).
- iii) thanks the community groups who have taken action supported by officers, at this critical time, for making a tangible difference to services.

Reason for Decision and Options Considered

The purpose of this report was to provide Cabinet with a summary of the council's performance at the end of the year 2019/20, against key indicators set out in the Council Plan for 2018-22. The report had been delayed due to the impact of the Covid19 pandemic.

In addition, this report presented performance of the Council Plan indicators during the first quarter of 2020/21, although as performance targets would be agreed as part of the Council Plan Review at February 2021 Council meeting, current performance had not been assessed against specific targets. The report also highlighted the indicators whose performance information would not be available this year due to the Covid19 pandemic.

10. Agency Worker Contract

Resolved

That Cabinet:

- i) authorises the extension of the existing contract with Adecco UK Limited for the provision of Managed Services for Temporary Agency Resources, dated 5 January 2017, for a duration of one year from 9 January 2021 to 8 January 2022.

Reason for Decision and Options Considered

Cabinet on 13 September 2016 resolved:

“That Cabinet grants approval for the Council to enter into a contract with The Adecco Group from 9 January 2017 for a period of three years, with an option to extend for a further one year under the Eastern Shires Purchasing Organisation (ESPO) Framework Agreement for Managed Services for Temporary Resources (MSTAR2). The Adecco Group has been awarded the contract under Lot 2 (Master Vendor) of the MSTAR2

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Framework Agreement, following a collaborative mini-competition exercise led by the London Borough of Newham on behalf of a number of London Boroughs”

On 10 December 2019 Cabinet granted approval to extend the contract with Adecco UK Limited from 9 January 2020 to 8 January 2021. The reasons for this were:

- oneSource, working on behalf of the London Boroughs of Havering and Newham councils, had been working on arrangements for a new contract and procurement activities had been taking place over Summer/Autumn 2019;
- oneSource were presenting to London councils on Tuesday 3rd December 2019 the launch of future arrangements under MSTAR3 Lot1a and Lot1b Collaboration Launch;
- Decisions needed to be made ahead of this launch on 3rd December 2019 of the best way forward for the council; and
- Options had been considered. These options included: (i) entering into new contractual arrangements from 9 January 2020; and (ii) extending the current contractual arrangements for one year from 9 January 2020 to 8 January 2021 to allow time for the most effective and financially advantageous decisions to be made on behalf of the council. The second option route (ii) was the preferred option which was recommended to Cabinet for approval.

The current contract with Adecco UK Limited would end on 8 January 2021. The ability to extend the contract for a further year from 9 January 2020 was expressly provided for in the contract between the Council and Adecco UK Limited.

This report sought approval from Cabinet to further extend the current contract with Adecco UK Limited from 9 January 2021 to 8 January 2022. As the existing contract was let via the Eastern Shires Purchasing organisation (ESPO) framework agreement for Managed Services for Temporary Resources (MSTAR2), officers had liaised with ESPO to discuss the commissioning route. ESPO had confirmed that other boroughs had delayed rolling out to the new framework agreement and had invoked extensions to their existing contracts pursuant to Regulation 72 (1) (c) (Modification of contracts during their term) of the Public Contracts Regulations 2015 (as amended) due to the exceptional circumstances which had arisen following the outbreak of Covid-19.

11. Options for the Review of the Mattock Lane Public Spaces Protection Order - PSPO Resolved

That Cabinet:

- i) notes the impact and effect of the Mattock Lane PSPO on the behaviours targeted as set out in this report.
- ii) authorises the Director of Community Development to undertake a consultation on the renewal or variation of the Mattock Lane PSPO.
- iii) thanks officers for their work in implementing this PSPO.

Reason for Decision and Options Considered

There had been occasions during the period 2018-20 where groups of individuals who had been involved in protest / vigil in the immediate locality of the Clinic had instead attended Ealing civic centre (Perceval House), where they had stood outside and displayed signs and images expressing a Pro-Life view and objecting to abortion.

The order had complied with for the most part and had been successful in tackling the objectionable activity it was introduced to address. The introduction of the order had not stopped any of the activities of abortion related protest or prayer themselves from

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occurring, it has simply prevented them from occurring within the narrowly and clearly defined area of the PSPO.

The (almost) daily continued use of the designated area by represented groups, the sporadic protests / vigils at Perceval House and the presence of groups involved in protest / prayer at the threshold of the PSPO area all indicate a continued interest in the location by all of the represented groups who had previously been congregating at the entrance to the Clinic. It was reasonable to conclude from their continued presence at these sites that, were the order to expire, they would return to the area outside the Clinic and continue the activities previously engaged in at this location.

12. Authority to tender for Ealing Learning Partnership a Schools Managed Service Provision for Supply staff

Resolved

That Cabinet:

- i) authorises the Director Learning, Standards and School Partnerships following consultation with Cllr Johnson to conduct a mini tender and invite and evaluate tenders for a call off contract for the provision of the managed service for supply staff for ELP Schools from Crown Commercial Service framework for a term of 2 years with an option to extend for 1 year at an approximate total value of £4.5 million.
- ii) delegates the award of the call off contract to Director Learning, Standards and School partnerships following consultation with Cllr Johnson which would be made in early 2021 following receipt and evaluation of tenders, with the new contract commencing April 2021

Reason for Decision and Options Considered

There was no existing contract in place to support schools with the contracting of supply staff under a managed service

The ELP business sustainability committee, on behalf of its member schools, had identified potential cost savings and reduction in administrative work by moving to a managed service provision under the Crown Commercial Service framework

13. The Limes Update

Resolved

That Cabinet:

- i) notes the current position with regard to the Limes, Southall
- ii) delegates authority to the Executive Director, Place on behalf of the Council to:
 - a. negotiate the terms and enter into a new 5-year lease with the WLNHST for the Limes on terms outlined in this report (see confidential appendix 2 of the report)
 - b. work in partnership with Peabody, WLNHST, the GLA and the North West London CCG to consider and agree an alternative development strategy for the site (see paras 2.7-2.8 of the report).
 - c. negotiate and agree terms for an alternative hybrid development should that be a feasible option and to enter into legal agreements as appropriate with Peabody and the WLNHST to facilitate this (see paras 2.9-2.12 of the report).
- iii) notes the application for funding from the One Public Estate fund for funding to support project development.
- iv) delegates authority to Executive Director, Place, on behalf of the Council to negotiate the terms and enter into any associated grant agreement (if appropriate) should the Council's funding bid be successful (see paras 2.13 and 2.14 of the report).

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Reason for decision and Options Considered

Cabinet agreed to dispose of the Council's land at the Limes in February 2018 to Peabody (the neighbouring owner) for a comprehensive redevelopment scheme following discussion with the West London Mental Health Trust (WLMHT), which was in occupation and at that time wished to vacate the site on termination of the lease in 2019. A plan of the site was included as Appendix 1 of the report. Subsequently, in December 2018, the West London NHS Trust (formerly the WLMHT) changed its mind and served a section 26 notice on the Council under the Landlord and Tenant Act stating it wished to remain in occupation under a new lease for a further 15 years at a sub market rent. Officers brought a further report to Cabinet in July 2019 to make sure that the proposed redevelopment and disposal to Peabody was still supported despite the Trust's change of mind. Cabinet did agree to continue to support the redevelopment and on that basis the Council opposed the application for a new lease which triggered legal proceedings. Cabinet also delegated authority to the Executive Director of Place to negotiate and enter into a Development Agreement with Peabody for the redevelopment following consultation with the Director of Legal & Democratic Services subject to securing vacant possession.

At the same time Cabinet authorised officers to continue discussions with the Trust to determine whether a negotiated solution might be possible including a new, short term lease to the Trust so as to allow for a managed departure and redevelopment of the site. These discussions had been positive, and the Trust had agreed that the proceedings should be stayed for 3 months to enable negotiations to be concluded. Details of the discussion were set out in Confidential Appendix 2 of the report.

Peabody had been supportive of the Council's discussions with the Trust and remained committed to work in partnership to deliver a new scheme on site. As part of the ongoing discussions consideration was now being given to the possibility of a new health facility being included in the scheme, should that remain a desirable outcome for the WLNHST and should that meet the Council's wider housing delivery and commercial objectives. A new short term lease to the Trust would allow for time for the parties to consider properly the options for a temporary or permanent move from the site, and make arrangements for the orderly decant of the property, with a full 3 redevelopment, either for a housing only scheme or a hybrid scheme including new health provision to follow. A project team to reconsider options for the future development of the site.

To date a small group of officers from Ealing Council, Peabody, WLNHST, the GLA and the Ealing CCG had been meeting informally to consider options for a new health facility both on and off site. It was accepted by all parties that the current accommodation was not fit for purpose in the medium to long term. Should the site at the Limes be accepted by all parties as the preferred and achievable site for health uses the Project Group would consider the optimum development solution to maximise the housing potential for the site in addition to any replacement and new health uses.

Commercial issues and options for the site

The Limes currently brought in a rental income to the Council which if the new lease and a development agreement was entered into would continue to provide a rental income for the duration of the new lease and a capital receipt at the end of that period. The

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previously agreed deal with Peabody would have resulted in an earlier capital receipt to the Council.

Given the Council's current budgetary position there was an ongoing need to maximise financial income from assets. Therefore the Council's proposed starting point in any future commercial discussion was that any new scheme for the site should enhance not reduce the Council's financial position i.e. it must generate a net positive position in capital and / or revenue terms; any potential financial shortfall to the Council from the inclusion of the health use must be met by contributions from the WLNHST. Any agreed solution would then form the basis for a new contract between the relevant parties (LBE, Peabody and WLNHST) and no new detailed planning could proceed without such a binding agreement being in place so as to reduce the risk of abortive costs.

Should the parties be unable to agree commercial terms then Ealing Council would reserve the right to redevelop the site for housing on a stand alone basis on expiry of the proposed lease either with Peabody or with a suitable alternative development partner such as Broadway Living RP or another party.

Funding to support the Council in taking forward these discussions
In the interim period the Council had no funding either to support project management, design option development, commercial analysis or legal costs. Any costs arising from the project must be recouped from future capital or revenue receipts for the land.

Officers were currently preparing a bid to One Public Estate for some up front funding to support this work. This bid is supported by the Trust, the GLA and the CCG. The deadline for this funding bid to be made is 12 November and a decision was expected prior to Christmas 2020.

14. Broadway Living Registered Provider (BLRP) Business Plan Resolved

Councillor Bell introduced this report explaining that this was crucial for the delivery of 2500 genuinely affordable homes for local residents. New properties would be built across Ealing – predominantly on surplus land where the freehold was owned by the Council. Over the full course of 50 years, as outlined in the business plan, BLRP would borrow in the region of £388million but would be left with assets and no debts, meaning that the investment had paid for itself.

Councillor Sabiers added that this was an important and key campaign pledge addressing fundamental challenges with only 10% of private rents currently being affordable; private rents had increased by 31% in the last decade and over 10,000 people were currently on Ealing's housing register. There were 23 schemes across 18 sites which would deliver over 1500 homes.

Councillor Stafford noted from appendix E to the report, that the potential risks to the Council were listed as mostly reputational; Councillor Stafford asked about the financial risks.

Councillor Stafford asked about what influence the Council was putting on the types of housing being developed including more family housing, housing which did not overlook other properties and which were not sky scrapers given the climate change criteria.

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Councillor Sabiers assured that reputational and financial risks had been considered. In terms of the Council's influence regarding tenure, Cllr Sabiers assured that the Council was a strong driver and owns 100% of the company.

Councillor Mahfouz added that the Council had made a commitment to deliver genuinely affordable homes and wanted to retain these for years going forward through a not for profit organisation. By choosing to use a Council owned company, the Council could retain as much control as possible.

Councillor Mahfouz confirmed that there had been stress tests ensuring that the governance and oversight of this company were sufficiently robust. The Council was committed to delivering 2500 genuinely affordable homes for families who need them for decades going forward, ensuring these properties were retained by this not for profit organisation.

Ross Brown, the Council's Chief Finance Officer, informed that the report set out this significant financial undertaking to the Authority, set over the context of a 50 year whole life cycle approach; requiring Broadway Living to expend in the region of £475m to deliver those objectives which were funded by use of grants from the GLA but primarily via a significant loan funding facility provided by the Council on the appropriate terms to Broadway Living. These are complex undertakings and the stress testing has been undertaken to assess the financial impact based on a set of risks to ensure that Broadway Living and the Council's investment was sustainable, prudent and affordable. The risks and scenarios were set out in section 4.15 of the report which looked at a summary level how each would affect the base model and change the overall viability. The table showed on the base model assumptions that the financial viability, when looked at over the 46-year duration, reported a cash positive position of £96m suggesting that this was a sensible investment for the Council to undertake and ensured that it remained sustainable. Scenario 1 through to 9 were set out in the report and when looked at under adverse scenarios and stress tests, they remained green, denoting positive financial viability. Scenario 9 under two adverse scenario stress tests, the overall scheme viability was near £38m in cash terms and equated to just short of £9m from a net present value.

Officers had worked extensively with suitably qualified and experienced professional advisers from treasury management, taxation, state aid and legal perspective to ensure the overall model was optimised and underpinned with a series of sensible assumptions that were robust and that had had the necessary rigour applied to them.

Councillor Bell, confirmed in terms of tenure mix outlined in 3.5.18 of the report, the table showed the vast majority of the homes would be genuinely affordable; about two thirds of the homes in this genuinely affordable bracket.

Gary Alderson, Executive Director, Place, summarised the governance arrangements set out in the report for Cabinet. These related to the way the company was set up, contractual controls, Member oversight and regulatory controls.

Broadway Living is a 100% council owned company. It has a Teckal relationship in that it is as closely controlled by the Council as any council department. The Council is the sole shareholder. Within articles of association there were specific requirements that were subject to Council agreement which were set out in previous Cabinet reports.

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Broadway Living's purpose was to maximise the provision of affordable housing on council owned land, retaining these assets in a wholly owned subsidiary, BLRP, which was itself governed by the requirements of the Regulator of Social Housing and did not seek to make a developers profit. The intention was that it would operate on a break-even basis and repay loans to Ealing Council over the long term from rental income from tenants with proportionately limited reliance on sales income, although sales income did form a part of the funding strategy.

The Council is a funder of BLRP and exercises control through the loan agreements and covenants.

The Council was also a landlord and would be transferring land on a 250-year lease basis to Broadway Living; the overriding purpose was to maximise delivery of affordable homes with the land that the Council had. The Council therefore controls how the land can be used.

The overall business plan must be agreed by Cabinet and would be updated through Cabinet twice yearly and Cabinet would make recommendations through to Council to provide for the loans. Cabinet decisions were subject to scrutiny via the call-in process.

Within the overall development programme approved in the business plan each individual scheme would be subject to consideration by the Housing Delivery Cabinet Committee which was open to overview and scrutiny through the call-in process.

Monitoring would be undertaken quarterly so that prompt action could be taken if schemes or the programme were deviating from expectations.

The renting out of properties by BLRP was subject to requirements of the Regulator of Social Housing and therefore, there would be further checks on this basis, particularly relating to financial viability.

Broadway Living was also regulated by company law controls – a number of the directors were appointed by the Council and whilst they must abide by company law, they would also have the aligned objective of maximising genuinely affordable housing.

Through all the various contractual, ownership and regulatory controls there was good governance and control appropriate to the size of the undertaking and the Council investment. Should there be any deviation from plans, prompt action could be taken.

Councillor Rai asked how much of a difference would it make in terms of managing risk that Broadway Living was a not for profit company.

Gary Alderson responded, in terms of an organisation targeted to make a profit, their motivations would be different, but the Council had given no less rigour to financial assessment and stress testing than for any other investment of the Council. Investing here was for the delivery of genuinely affordable housing.

Councillor Johnson referred to p294 of the report which stated that the Board would have two Ealing members and two independent members and asked if it would be safer to have three Ealing members.

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Gary Alderson explained that the presence of independent directors on the board brought greater solidity for the authority – the Council had brought in very skilled and experienced people. It was also a requirement of the Regulator of Social Housing to have independent directors who would certify to the regulator that they were content.

Councillor J Anand asked whether Broadway Living, as a limited company, would have more control over its income from sales and lets and could this income be channelled to affordable housing.

Gary Alderson explained that in the model as set up, any income generated from the sale or part sale of properties or award of grants from the GLA would all go to cross subsidise the provision of the genuinely affordable rented properties. No money would be lost to profit making.

Within the loan agreements there was provision for priority in the early years, where there was a sale proceed, that these would be directed back to the authority to seek to contain the volume of debt outstanding at any time.

Resolved

That Cabinet:

- i) notes that BLRP had now been successfully registered as a Registered Provider.
- ii) notes and approves the draft BLRP Business Plan which was considered and approved by the BLRP Board on 9 November 2020 (at Appendix B and Confidential Appendix C of the report) and summarised in paragraph 3.5 of the report.
- iii) notes the existing funding allocation within the Council's General Fund capital programme of £149.212 million for the Broadway Living Capital Loans programme.
- iv) agrees to incept a further £250.788 million funding allocation into the Council's General Fund capital programme for the Broadway Living RP Capital Loans programme, to provide an overall £400 million loan facility, consistent with the BLRP Business Plan, to be funded from prudential borrowing, with all the associated revenue costs being met from the income received from BLRP as summarised in paragraphs 4.1- 4.27 in the report.
- v) notes the £388.368 million loan funding requirement of the BLRP Business Plan, split £337.025m for development/investment loans relating to rent and shared ownership developments and £51.343 million market/commercial loans (£14.721 million development working capital loan and £36.622 million development loan) relating to market sale developments, with an additional £11.632 million providing capacity to respond to any variations during the development phase.
- vi) notes the existing 2020/21 budget allocation within the Councils General Fund capital programme of £4.875 million to ensure that the delivery of the GLA programme can be progressed, approved by Cabinet at its 14 July 2020 meeting in the Housing Delivery Update report.
- vii) agrees to incept a further £31.800 million budget allocation into the Councils General Fund capital programme, providing an overall £36.675 million budget allocation, to cover the pre-transfer costs of sites from the Council to BLRP and the re-provision of existing Council services. To be funded initially from prudential borrowing, with the associated interest costs being recovered from the overall interest receipts flowing back from BLRP to the Council and the capital costs recovered from capital receipts received upon the transfer of sites from the Council to BLRP.
- viii) recommends to Full Council amendments to the necessary Prudential indicators to reflect the above capital commitments including the Capital Expenditure Forecast, the

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Council's Borrowing Need (Capital Financing Requirement), Affordability Prudential Indicator, the Operational Boundary, the Authorised Limit for External Debt and Authorised Limits. Following approval by Cabinet, Council officers will prepare a report to Full Council to amend these Prudential Indicators.

- ix) subject to Full Council approving the required amendments to the Treasury Management Strategy and relevant prudential indicators, delegates authority to the Chief Finance Officer (following consultation with the Director of Legal and Democratic Services and the Executive Director of Place) to agree the terms and authorise the Council to enter into an overarching funding agreement with BLRP, consistent with the funding allocation and the BLRP Business Plan.
- x) agrees that during the development period the Council will receive quarterly reports on the delivery of the Broadway Living RP Business Plan, such reports will include scheme by scheme details at a granular level and show how such schemes meet the Councils overall investment criteria.
- xi) notes that the capital receipts generated through the sale of shared ownership or market sales will flow back to the Council to help manage the debt exposure.
- xii) notes that establishment of a Housing Delivery Cabinet Committee approved by Cabinet in July 2020 was approved by full Council on 21 July 2020.
- xiii) notes that scheme specific reports will generally be considered by the Housing Delivery Cabinet Committee seeking approval for individual schemes including the disposal of Council owned sites and provision of funding to BLRP consistent with the approved Business Plan and overarching funding agreement respectively.
- xiv) delegates authority to the Executive Director of Place to enter into any revised GLA grant agreement necessary to reflect the transfer of responsibility for delivery of part of the GLA programme to BLRP as set out in the approved BLRP Business Plan.
- xv) notes that a further report will be brought to a later Cabinet for approval of the Broadway Living (BL) Operational Business Plan and associated proposed staff transfers.
- xvi) thanks officers for their hard work on this project.
- xvii) thanks Councillor Mason for his contribution and hard work.

Reason for decision and Options Considered

The Council approved setting up of a wholly owned subsidiary in October 2013 and incorporated a company, Broadway Living (BL), in March 2014 in order to progress the delivery of council housing and affordable housing in particular. This approval was considered in the light of a business case and options appraisal that were put together within the constraints of the then funding environment to tackle homelessness and housing pressures caused by the lack of good quality affordable rented homes to meet the needs of Ealing's residents.

The Council delegated authority to the Executive Director of Place in October 2018 to set up and register a new housing company Broadway Living Registered Provider (BLRP) to complement and supplement delivery of homes through its housing company Broadway Living (BL).

It was proposed that the Council (as shareholder, landowner and funder) commission BL Ltd and BLRP to deliver a programme of housing as set out in the BLRP Business Plan which would include the transfer of Council owned land to BLRP at "best consideration" and Council funding alongside GLA grant needed for the development of new homes. As a 'non-profit' RP, surpluses from market sale and shared ownership were reinvested in expanding the programme to deliver more affordable homes. Over the longer term BLRP

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would create a substantial asset base that would be able to support borrowing from other sources and therefore reduce the need for lending from the Council.

A substantial increase in the Council's house building development programme through BLRP provides social benefits of high quality, cheap to heat, secure homes at affordable rents and financial benefits to the Council in reducing the need for Temporary Accommodation, reducing demand on social care and other support services. This also contributed to delivery of the Council and manifesto target of 2,500 genuinely affordable homes.

15. Mechanical Services Framework Resolved

That Cabinet:

- i) authorises the Director of Place Delivery, following consultation with the Director of ICT, IDM & Property Services, to invite and evaluate tenders and appoint providers who meet the qualification criteria to a Mechanical Services Framework for a four year period, commencing June 2021, with an estimated total contract value of £11.17m over a four year period for Lots 1,2 and 6; £20m for Lot 3, £1m for Lot 4 and £1m for Lot 5; a total framework value of £33.17m.
- ii) delegates authority to the Director of Place Delivery to award contracts from the Mechanical Services Framework during its term in accordance with its call off rules, for Housing-specific contracts.
- iii) delegates authority to the Director of ICT, IDM, & Property Services to award contracts from the Mechanical Services Framework during its term in accordance with its call off rules, for Property Services contracts.
- iv) delegates authority to the Director of Place Delivery, following consultation with the Director of ICT, IDM & Property Services, to award contracts from the Mechanical Services Framework during its term in accordance with its call off rules for combined Housing and Property Services contracts.
- v) authorises the Director of Place Delivery to directly award a contract to the best Value for Money boiler supplier from the Central Housing Investment Consortium (CHIC) Merchant Framework – Lot 1 (Plumbing) at an estimated total contract value of £2.02m over a four year period, commencing December 2020. Direct awards are permitted under the Framework.
- vi) agrees to the extension of the existing Housing Gas Servicing, Maintenance, Repair and Installation contract with T Brown Group dated 31 March 2021 by six months to allow sufficient time to undertake the procurement process and comply with Section 20 requirements. The value of the extension will be up to £2.5m.
- vii) notes that when the framework contracts are awarded the respective services will ensure that the contract spends are managed within the approved budget

Reason for decision and Options Considered

The Council had statutory duties under The Health and Safety at Work Act 1974, the Gas Safe (Installation and Use) Regulations 1998, the Approved Code of Practice L8 – Control of Legionella Bacteria in Water Systems, B&ES TR/19 – Internal Cleanliness of Ventilation Systems and COSHH (Control of Substances Harmful to Health) to deliver a range of Mechanical Services to its domestic and commercial properties.

In the interests of delivering Value for Money, the Council's Housing and Facilities Management Teams had been in discussion about joint procurement opportunities for commonly required services. Mechanical services procurement had been identified as a viable joint procurement opportunity.

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The Housing Service had a term contract for Gas Servicing, Maintenance, Repair and Boiler Installation; the initial term expires on 31 March 2021, but, subject to Cabinet approval, would be extended for a six month period to allow a full competitive procurement process and Section 20 consultation to take place.

There was therefore a need to put a new contract in place for these services from October 2021.

Ealing's Facilities Management (FM) team had a contract for Gas Maintenance and Repair; the initial term expires in March 2022. The Framework would contain sufficient flexibility to allow for FM's requirements to be called off from the Framework at a later date, should this option be identified as the best Value for Money route for the Service at the time.

Through discussion, the following Mechanical Services had been identified as required. Many were covered by the existing contracts named at 2.2 and 2.4, but additional services had been identified in order to 'future proof' the Council. For example, Item 3 on the below list would ensure Ealing had a compliant, value for money delivery mechanism for sustainable improvements to its housing stock:

1. Lot 1 - Domestic Gas Servicing & Installation
2. Lot 2 - Commercial Gas Servicing & Installation
3. Lot 3 -Low-Carbon and Energy Efficient Solutions
4. Lot 4 - Monitoring, Control, Data-Collection & Hosted Services
5. Lot 5 - Support, Training & Consultancy Services
6. Lot 6 - Other Infrastructure (Water Pumping & Ventilation equipment and Water Hygiene Services)

As set out in the Commercial Strategy at Appendix A of the report, a range of procurement options had been considered for how Ealing's needs can be met. The best Value for Money solution had been identified as a joint Council departmental procurement to establish a Framework for Mechanical Services.

In addition to the Framework, analysis by officers had indicated a substantial savings opportunity available through procuring Mechanical materials (namely: boilers and associated parts) directly and free-issuing them to contractors. This paper therefore recommended that Ealing directly award a contract through the CHIC Framework to the most economically advantageous tenderer on the Framework.

16. Date of Next meeting

Resolved

That Cabinet notes that the next meeting of Cabinet would be held on 8 December 2020 at 7pm.

Councillor Julian Bell, Chair

Date

The minutes should be read in conjunction with the agenda for the meeting. They are subject to approval and signature at the next meeting of this Committee.

The duration of this meeting was 7:00pm to 8:32pm

The minutes should be read in conjunction with the agenda for the meeting. They are subject to approval and signature at the next meeting of this Committee.



Report for:
ACTION

Item Number:
7

Contains Confidential or Exempt Information	No
Title	Final Report of Scrutiny Review Panel 1 2019/2020: Education
Responsible Officer(s)	Helen Harris Director of Legal and Democratic Services harrish@ealing.gov.uk Tel: 020-8825 8615
Author(s)	Cllr Deirdre Costigan (Chair) Cllr Nigel Sumner (Vice Chair) Anna-Marie Rattray Scrutiny Review Officer Email: rattraya@ealing.gov.uk Tel: 020-8825 8227
Portfolio(s)	Councillor Yvonne Johnson (Schools and Children's Services)
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Keywords/Index	Scrutiny; review, education, schools, recommendations

Purpose of Report:

The purpose of this report is to refer to Cabinet the final report and recommendations of Scrutiny Review Panel 1 which considered the provision of Education in Ealing.

1. Recommendations

1.1 It is recommended that Cabinet:

- a) notes the final report of Scrutiny Review Panel 1 2019/20 – Education, which is attached as **Appendix 1**;
- b) accepts the Scrutiny Panel's recommendations in Section 14 of the final report;
- c) identifies whether further information or advice is required from Council officers on any of the recommendations before Cabinet can take a decision about accepting or rejecting these;
- d) directs Council officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by Cabinet.

2. Reason for Decision and Options Considered

2.1 Scrutiny Panel has a role in improving decision-making and service delivery through effective scrutiny. Recommendations from Scrutiny Panel need to be taken forward in a timely manner and in accordance with the Council's Constitution if the scrutiny function is to be effective. The Scrutiny and Executive Protocol identifies the timescale for Cabinet to respond to Scrutiny Panel recommendations. This decision will mean that the response is made in a timely manner and that services can implement the accepted recommendations.

3. Key Implications

3.1 The recommendations of Scrutiny Review Panel 1 2019/20 - Education are provided in a table format in Section 14 of the full report of the Panel in Appendix 1.

3.2 The Council Constitution (Part 2 Article 6.03) gives the OSC power to 'set up individual specialist panels to investigate and report back to Overview and Scrutiny Committee ...' Part 4 of the Constitution, Scrutiny Procedure Rules (par.10) identifies that OSC prepares a formal report on its recommendations and submits it to Cabinet.

3.3 Where appropriate, service officers have identified the financial, legal and any other pertinent implications against each recommendation to enable Cabinet to reach a decision.

3.4 OSC will, twice a year, monitor the progress on the implementation of each recommendation agreed by Cabinet.

4. Financial Implications

4.1 The service officer response, including suggested actions which may have potential financial implications, to each recommendation is provided in Section 15 of Appendix 1.

4.2 The majority of the recommendations have no financial implications or those that have can be contained within existing service budgets. Where a recommendation involves additional funds then these will have to be contained at present and any further allocation of funds would need to be obtained through the normal budget setting process.

5. Legal

5.1 The constitution requires that Scrutiny Review Panel recommendations be submitted to OSC for approval prior to submission to Cabinet. These were considered and agreed by OSC on 8 October 2020.

5.2 Where additional legal support is required to implement recommendations, this will be met by the service concerned.

6. Value for Money

6.1 The effectiveness of scrutiny is measured by the quality of its recommendations to Cabinet and the extent to which it has contributed to both democratic renewal and Members' community development role. The Scrutiny Panel held open public meetings, solicited views through expert witnesses and media channels to ensure a regular and sustained input to the work of the Panel.

6.2 With respect to Scrutiny Panel recommendations, value for money implications are outlined in the officer response to each recommendation in the schedule, as appropriate.

6.3 If recommendations arising from Scrutiny Panel are not taken forward and implemented in a timely manner then improvements to service delivery are not being made in an efficient and effective manner.

7. Sustainability Impact Appraisal

7.1 There is none arising directly from this report.

8. Risk Management

8.1 There are no direct risk management implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery.

9. Community Safety

9.1 There are no direct implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery and community safety.

10. Links Applicable to the Three Key Priorities for the Borough

10.1 The recommendations arising from the Panel's review relate to all the three key priorities:

- good, genuinely affordable homes
- opportunities and living incomes
- a healthy and great place

11. Equalities, Human Rights and Community Cohesion

11.1 No Equality Analysis Assessment has been undertaken on these recommendations. Any equalities or community cohesion issues have been addressed by the service officers' response as appropriate.

12. Staffing/Workforce and Accommodation Implications

12.1 Any staffing/workforce and accommodation implications have been addressed by the service officers' response as appropriate.

13. Property and Assets

13.1 None.

14. Any Other Implications

14.1 None.

15. Consultation

15.1 The Overview and Scrutiny Committee considered and approved the final report of the Panel on 8 October 2020.

15.2 The recommendations take into consideration the views of local organisations and residents as expressed at the open meetings held by the Panel.

16. Timetable for Implementation

16.1 The Overview and Scrutiny Committee will monitor, twice yearly, the implementation of the recommendations accepted by Cabinet.

Cabinet Action		Date	Service Implementation
1.	Cabinet accepts some or all recommendations.	8 December 2020	21 December 2020 – in line with Call-in requirements.
2.	Cabinet requests further information.	8 December 2020	Service provides additional information for Cabinet on 19 January 2021.
3.	As a result of further information, Cabinet accepts or rejects remaining recommendations.	19 January 2021	1 February 2021 – in line with Call-in requirements.

17. Appendices

17.1 **Appendix 1:** Scrutiny Review Panel 1 2019/20 - Education

18. Background Information

18.1 Ealing Council's Constitution is available at [Council Constitution](#)

18.2 Overview and Scrutiny Committee – Agendas, Minutes and Reports, available at [Overview and Scrutiny Committee](#)

18.3 Scrutiny Review Panel 1 2019/20 - Education Minutes and Reports, available at https://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/317/Default.aspx

Report Consultation

<i>Name of Consultee</i>	<i>Department</i>	<i>Date Sent to Consultee</i>	<i>Date Response Received from Consultee</i>	<i>Comments Appear in Report Para</i>
<i>Internal</i>				
Julie Lewis	Director Learning Standards and Care Partnerships	19.08.20		
Gary Redhead	Assistant Director, Schools Planning and Resources	19.08.20		
Therese McGovern	School Workforce and Governance Adviser	19.08.20	18.09.20	
Overview and Scrutiny Committee	All Committee Members	08.10.20	08.10.20	
<i>External</i>				
None				

Report History

<i>Decision Type:</i>		<i>Urgency item?</i>	
Non-key Decision		No	
<i>Authorised by Cabinet Member:</i>	<i>Date Report Drafted:</i>	<i>Report Deadline:</i>	<i>Date Report Sent:</i>
N/A			
<i>Report No.:</i>	<i>Report Author and Contact for Queries:</i>		
	Anna-Marie Rattray, Scrutiny Review Officer Email: rattraya@ealing.gov.uk Tel: 020 8825 8227		



SCRUTINY REVIEW PANEL 1 – 2019/20

EDUCATION

PANEL'S FINAL REPORT

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CHAIR'S FOREWORD



Cllr Deirdre Costigan
Chair of the Education Scrutiny Review Panel

1. INTRODUCTION

The scope of the Education Scrutiny Review Panel, as agreed by the Annual Scrutiny Conference on 9 May 2019 and the Overview and Scrutiny Committee on the 27 May 2019 was to consider the provision, quality and funding of education in Ealing.

Ealing Council's constitution states that any Scrutiny Panel dealing with education matters shall include in its membership a Church of England diocese representative, a Roman Catholic diocese representative, and parent governor representatives. The Panel appointed Kate Roskell, Church of England Diocese Representative, Josephine Spencer, Roman Catholic Diocese Representative and Karien Botha, Parent Governor Representative.

The Panel also chose to co-opt the following additional non-voting advisory members from SACRE (Standing Advisory Council for Religious Education); Jaswant Kaur Bola (Sikh Missionary Society Southall), Dr Marianne Izen (Jewish Community) and Marion McNeil (Free Church Federal Council Education Committee).

2. STRUCTURE OF REVIEW

The Scrutiny Review panel held xxxx meetings in the year. Members of the Panel also met with school support staff, visited Ark Acton Academy, observed an Ealing Learning Partnership Board meeting, and met with the Chair and Managing Director of Camden Learning.

As part of this review, the following people attended the panel's meetings:

- Director of Learning Standards and School Partnerships, LBE
- Assistant Director, Schools Planning and Resources and SEND, LBE
- Chair of Schools Forum, LBE
- Unison Officers, LBE
- Programme Manager, Property Services Delivery Unit, LBE
- Principal Research and Statistics Officer, LBE
- Ealing National Education Union (NEU) District Secretary
- School Governance Lead, LBE
- Chair of the Ealing Learning Partnership (ELP)
- Chair of the ELP SEN and Inclusion Committee
- Autism Outreach Lead, LBE
- Chair, Ealing Parent and Carer Forum
- Vice-chair, Ealing Parent and Carer Forum

3. EDUCATION IN EALING: PROVISION, FUNDING AND THE RELATIONSHIP BETWEEN THE LOCAL AUTHORITY AND SCHOOLS

At its first meeting, the Panel received a high-level overview of the provision of education in the borough and an explanation of how schools were funded from Julie Lewis, Director Learning Standards and School Partnerships and Gary Redhead, Assistant Director Schools Planning, Resources and SEND

Panel members heard that Ealing has 90 state-funded primary, secondary and special schools educating 54,000 children (as of January 2019). This comprises 68 primary, 15 secondary, 1 all through and 6 special schools. 17 (19%) are academies or free schools (8 primary, 8 Secondary and 1 all through) 73 (81%) are LA maintained, these are community, foundation and voluntary aided schools. In addition, Ealing has 2 Pupil Referral Units and 4 state funded nursery schools.

Members were pleased to note that 93% of Ealing's Secondary Schools were currently rated as good or outstanding compared with 75% nationally. 64% of the borough's schools were now rated as outstanding compared with a figure of only 21% nationally. It was expected that all secondary schools would be judged as good or outstanding by 2022. 100% of Ealing's special schools and Pupil Referral Units were rated as good or outstanding.

The Panel heard that like most London local authorities, Ealing has experienced a very significant increase in pupil numbers. This is now reducing in the primary sector but is increasing in the secondary sector. Provision for pupils with more complex special needs has been expanded through Ealing's special schools and in additionally resourced provisions (ARPs) attached to mainstream schools. Projections and steps being taken to manage pupil places is reported to Cabinet in the autumn of each year.

3.1 School Funding

The way schools in Ealing were funded was detailed to the Panel. Members heard that schools in Ealing have historically been well funded and carried large, and in some cases excessive deficits. Over the past 5 years the value of school balances has fluctuated, with some schools falling into deficit. There were a range of contributing factors such as increased salary and other costs, reductions in pupil numbers, and school responses to changing circumstances.

Schools are funded by the Dedicated Schools Grant (DSG). There are 4 blocks:

- **Schools Block** – This is passed to mainstream schools through a funding formula for pupils in Reception to Year 11. This is determined locally but very much follows the National Funding Formula factors. Maintained Schools choose to delegate a small amount of this budget to the Local Authority for services to schools such as Trade Union Facility Time, contingencies, behaviour support, assessment of eligibility for free school meals.
- **Early Years Block** – 95% is passed to providers (including nursery classes in primary schools).
- **High Needs Block** – Is largely passed through to schools and provision for children and young people with Education Health and

Care Plans (EHCP) as well as some specialist support and outreach services delivered or commissioned by the Local Authority

- **Central Schools Services Block** – a small block which funds Local Authority services such as Admissions.

Dedicated Schools Grant (DSG) Blocks 2019-20

Schools Block (NFF, premises factors, growth fund and mobility) £m	NFF 2019-20 central school services Block (Includes funding for historic commitments) £m	NFF 2019-20 high needs Block before deductions for places funded at providers directly by EFA £m	Early Years Block Indicative Allocation 2019-20 (Based on 2018-19 data) £m	Total DSG £m
240.672	3.236	54.382	28.366	326.657

Schools also receive other grants such as:

- Pupil Premium and
- Post 16 Funding directly from the Education Skills and Funding Agency
- Teachers pay and pensions grants

Balances over time (excluding academies) are shown in the table below. The value of balances in Ealing schools have reduced year on year and the number of schools in deficit has increased from 2014/15.

Financial Year	Net Balances £m	Number of schools with excessive balances	Number of schools in deficit	Value of Deficits £m
2014/15	22.4	45	0	0
2015/16	21.4	32	5	0.2
2016/17	16.9	25	7	0.3
2017/18	13.8	30	9	1.4
2018/19	17.1	36	7	0.7

*Excludes academy conversions where deficits remained with the Local Authority.

The Panel heard that where a school is sponsored to convert to an academy, in most cases, any surplus goes with the school, and any deficit remains with the local authority. In 2018/19 two schools converted leaving the local authority with a pressure of £2.65m. The local authority has written to the Secretary of State for Education requesting this funding and is working with London Councils to lobby the DfE to change the regulations.

3.1.1 Provisional Schools Outturn 2018-19

Surpluses

School Balances totalled £17.1m as at 31 March 2019, they have increased by £3.3m

from 2017/18. During 2018-19 financial year two schools academised, for comparison purposes these balances have been removed. Reasonable levels of balances are defined as 8% of budget for primary and special schools and 5% of budget for High Schools (these were percentages set out in DfE guidance).

An increasing number of schools held revenue balances above the clawback thresholds at the end of 2018/19

- 32 Primary, Special Schools and Nurseries (46%),
- 3 Secondary Schools (100%); and,
- 1 Foundation School (Secondary) (20%)

The excess amount above the thresholds represented £5.2m. This was an increase of £1.9m in the amount of excess balances that were held at the end of 2017/18.

Deficits

The deficits in total amounted to £0.7m and ranged from between £0.040m to £0.206m. All deficits must provide a balanced budget within 3 years. There were 7 schools in deficit at the end of 2018/19, in comparison to 9 in 2017/18. Of these there were:

- 1 new school
- 3 schools repaid their deficit
- 1 school made significant repayment to their deficit
- 5 schools increased their deficit.

Several schools used historic surpluses to balance in 2018/19 and in setting budgets 2019/20, many schools were proactively planning over 3 years and taking steps to reduce expenditure and increase income to prevent future deficits. The Panel noted that the Schools Forum has approved an increase in funding for the Council's Finance Team to provide more challenge and support to schools.

The Panel asked for further information on what could be done to support schools expected to have a deficit in the coming years. Officers stated that guidance would be provided, advising the schools on their financial horizon and how they could best react to it. A heavy-handed approach from the local authority was not a sustainable approach following a sustained period of austerity. The enabling of a self-sustaining system must be taken seriously by schools, as the local authority was not resourced to do anything but react to the most extreme of cases. The local authority would of course continue to monitor all situations and provide alerts where required, but there was an absolute need for the schools to react appropriately to concerns. Few primary school headteachers moved into these roles having received business training, therefore this training need was being addressed. There was a concerted effort to ensure that school leaders had the access they needed to high quality training.

3.1.2 Ealing Schools Risk Management and Comparison with Other LAs

In March 2018, the DfE published to LAs a 'Local Authority Analysis' (LAA) Risk Tool. This is a risk analysis of maintained schools' financial sustainability which is presented at LA and school level. LAs can use this information to identify areas of concern and implement preventative measures. Ealing runs its own local risk tool and the service

works alongside Audit, Finance, and Ealing Learning Partnership (ELP) to monitor and support financial sustainability.

The ELP also runs a termly risk assessment process in conjunction with school effectiveness as the mechanism through which is reached a shared understanding of school sustainability and records a chronology of actions to mitigate risks.

The table below summarises the % of schools in Ealing rated from A to G, against DfE selected comparator LAs. Ealing's position is broadly positive.

A* = Low risk and financially sustainable

G = In deficit or imminent deficit

2016/17 Shows Ealing to be in as strong position in comparison to its statistical neighbours 77% of schools categorised at risk level A to D

Local Authority 2016/17	A*	A	B	C	D	E	F	G
Ealing	1%	10%	13%	33%	20%	14%	6%	2%
Hounslow	0%	4%	16%	36%	29%	7%	5%	2%
Merton	2%	4%	21%	31%	10%	17%	13%	2%
Redbridge	2%	7%	21%	44%	15%	10%	0%	2%
Hillingdon	0%	9%	9%	35%	22%	15%	7%	2%
Brent	0%	3%	13%	39%	25%	11%	8%	0%

2017/18 Shows that Ealing schools have strengthened their position while several comparators have escalating risks while continuing to maintain many schools 88% of schools categorised at risk level A to D

Local Authority 2017/18	A*	A	B	C	D	E	F	G
Ealing	3%	11%	24%	32%	18%	9%	1%	3%
Brent	0%	0%	14%	34%	32%	9%	9%	2%
Croydon	0%	6%	12%	40%	14%	12%	4%	12%
Hounslow	4%	6%	8%	44%	22%	10%	4%	2%
Enfield	0%	4%	5%	47%	21%	9%	4%	11%
Redbridge	0%	2%	34%	42%	10%	6%	3%	3%

The Panel noted that these tables suggest that Ealing schools have been more proactive to responding to real terms reductions in finance by, for example, reducing staffing to avoid financial deficits.

3.1.3 National Funding Changes

Schools Block - Schools in Ealing have gained around £7m in cash terms (excluding the impact of pupil numbers) between 2017/18 and 2019/20 through the introduction of the soft National Funding Formula (NFF) , which schools have committed to moving towards (in advance of any hard formula).

All schools have had an increase in the per pupil unit of funding of at least 1%, with some schools gaining significantly more where they attract deprivation and low prior attainment funding. However, in real terms this has not met the increased costs schools are facing

Early Years Block - The introduction of a national formula for Early Years has also increased funding to schools for nursery aged children by 17% from £3.95 per hour to £4.63 per hour. For several schools, reductions in demand and vacant places have caused budget pressures as funding is on a participation basis.

High Needs Block – the National funding of high needs has not kept pace with the level of demand and complexity of need in many boroughs. Schools are funded for children with SEN through the Schools block (notional SEN funding and prior attainment factors) as well as the high needs block. This has resulted in many LA's having overspends.

3.1.4 Reductions in Pupil Numbers

Panel members heard that In Ealing, Primary Schools and a small number of Secondary Schools have been particularly affected by reductions in pupil numbers. Schools are not protected for fluctuations in pupil numbers and the impact of this is managed at a school level. In many respects this is the most significant driver of reduced funding for individual schools. This effects School Block, Early years Block, and other grant funding streams such as Pupil Premium Grant (PPG).

The local authority is supporting schools to manage this by agreeing planned reduction in Forms of Entry (FE), the number of places offered in areas where there is a surplus of places, and supporting schools to forecast, plan and develop proposals to balance their budgets. No school is currently below what is deemed a financially sustainable number of pupils (an average of around 1.5 FE in all-through primary, 4 FE in secondary) and pupil numbers are being closely monitored at LA and school level.

The Panel stated that certain parts of the borough had seen the result of the Brexit referendum in 2016 correlate with sudden steeper declines in pupils. Areas that had higher numbers of renters and generally more mobile populations had seen quicker declines than expected, putting particular pressure on the schools in those areas.

Members asked if there were schools in the borough that were oversubscribed. Officers advised that it was very rare to see oversubscription. Nearly all schools would only go up to the agreed number cap, and very few appeals against this were successful.

Members queried if the falling pupil numbers had an impact on those schools which had paid for expansions, Officers advised that premises costs formed a relatively small part of funding, and that with any expansion schools would always find a way to creatively fill the space.

3.1.5 Increased Costs

Officers stated that across the country, schools have seen increases in pension costs,

pay increments, and pay awards across all staff groups. From 2019/20 new increases for teachers pay and pensions will be funded through a separate grant. But there is no guarantee from central government whether this will continue, but the expectation is that it would following the spending review. One of the issues for the education spending review to consider was the significant pressure of high needs funding.

All other cost increases such as non-teaching staff, supplies, services and contracts are managed locally by schools. To contain these inflationary costs, savings and efficiencies are needed. Increases in funding and additional grants do not cover the increased costs and reductions in funding in other areas for many schools.

3.1.6 High Needs

Pressures in high needs funding for children with Education, Health and Care Plans (EHCPs) are seen in the LA's budget but also for schools with a significant number of pupils with SEND. There has been a significant increase in requests for statutory assessments from schools seeking to secure additional funding for new and existing children and young people.

Many additional needs are met at SEN Support without the need for a plan. This is funded by the non-ringfenced 'notional SEN budget' within the school's block. As schools are experiencing budget pressures some schools have found it difficult to meet needs at this level within the funding available, though those with high levels of deprivation and local prior attainment have gained most in cash under the NFF.

3.1.7 Improved Financial Management

Most schools now have a 3-5 year budget plan which leaders are using to inform their schools development plan and recruitment decisions. Several schools have or are in the process of restructuring. The lack of robust and up to date medium term plans were a feature of many schools who found themselves in deficit. Some schools are beginning to formalise arrangements around sharing functions, costs and other resources to enable them to maintain a sustainable budget.

The DfE's resource analysis tools help schools identify lines of enquiry on their spending and structures. The DfE also have created a framework of schools' resource management advisors for schools to commission independent advice from.

3.1.8 Overall Levels of School Funding

The panel requested information on real terms reductions in the funding per pupil. Officers advised that the Institute of Fiscal Studies (IFS) provides an authoritative analysis on school funding. In its evidence to the 2018 House of Commons Committee of Enquiry into School and College Funding the IFS provided a long term view of real terms funding.

Between 2015–16 and 2017–18, funding per pupil fell by just over 4% in real terms. This probably under-states the effect on real resources, as schools also faced additional costs as a result of employer pension contributions, national insurance and the apprenticeship levy. School funding per pupil is now expected to be frozen in real terms between 2017–18

and 2019–20, albeit at a level about 4% below its recent high-point in 2015–16 and about the same level as in 2011–12.

Ealing Core Funding through the National Funding Formula

Between 2014-15 and 2018-19, the core funding primary and high schools received through the funding formula per pupil increased in cash terms by 0.5%. To keep pace in real terms the increase would have been 7.1%, a real-terms decrease of 6.6% per pupil. This estimate is based on using the GDP Deflator. This estimate excludes pupil premium, post 16 funding, funding for special needs and other specific grants. The table below shows the detail and also changes in real terms in the reported spending per pupil on agency teachers and agency support staff.

Real Terms changes in per pupil funding and spend on agency staff

	2014/15 Cash per pupil	2018-19 Cash per pupil	2014-15 value inflated to 2018-19 prices	Difference Real Terms	Percent Change Real Terms
	A	B	C	D	E
			(Col A/ 14/15 inflation index)*100	= B-C	= B/A *%
Core Formula Funding per pupil	£4,959	£4,985	£5,311	-£326	-6.6%

3.2. LA Monitoring and Support to Schools and Performance

3.2.1 Ealing Learning Partnership and Schools Forum

The ELP Financial Sustainability committee in partnership with the bursarial service deliver training to heads, governors and schools business managers. The bursarial support traded service has created planning tools, changed its focus and upskilled to provide more strategic financial planning and analysis support to schools who buy in.

The Schools Forum have recognised that capacity to support schools is limited and have agreed for 2019/20 to fund a resource who will be working closely with schools to monitor, provide support and deliver a range of strategies.

3.2.2 School Performance (Ofsted outcomes)

The Panel was pleased to note that the overall quality of educational provision in Ealing has significantly improved since 2012 from 65% good and outstanding schools to over 90% in recent years. Ealing has more schools judged to be good and outstanding than the national average (90% vs 85%) and performance is broadly in line with the London average at 90%.

See **Appendix 1** of this report for the overall picture of improvement

89% of Ealing primary schools are currently rated as good or outstanding compared with 87% nationally. Fewer schools than last year are vulnerable to a 'requires improvement' or 'inadequate' judgement. The two schools subject to special measures have been successfully incorporated into the Dormers Wells Trust. These schools are no longer deemed inadequate and are making good progress.

93% of Ealing secondary schools are currently rated as good or outstanding compared with 75% nationally. 64% of our secondary schools are now rated outstanding compared with 21% nationally. This represents the strongest ever overall performance. It is expected that all secondary schools will be judged to be good or outstanding by 2022. Acton High made significant progress in 2018 prior to conversion as Ark Acton and standards are expected to further improve in 2019.

3.2.3 Educational Outcomes

The Panel noted that educational outcomes have improved year on year to well above national averages across all stages of education. In 2019 71% of pupils in Ealing primary schools achieved the expected standard in reading, writing and maths, six percentage points above the national average and a seven-point improvement since 2017. A greater proportion of Ealing pupils than nationally also achieved a high standard in reading, writing and maths.

At the secondary level, 54% of students in Ealing schools achieved a grade 5 or above in both English and Maths (a "secure" pass), eleven points above the national average of 43% and three points above the London average of 49%. This was also an improvement since 2017/18. Pupils in secondary schools were making significantly more progress than children with similar starting points nationally, achieving a 'Progress 8' score that put Ealing schools first in the whole country in 2019. Post 16 academic outcomes were very strong and put Ealing secondary schools amongst the top in London, with the average point score at A level now grade B.

The gap between disadvantaged pupils and their peers in English and mathematics by the end of Key Stage 4 (standard pass) was considerably narrower than the national and should also be viewed in the context of year on year improvements in overall outcomes. There has been significant improvement in the progress made by learners with SEND and this was judged as a strength in the recent CQC Ofsted area inspection.

Members commented on the secondary school performance and were informed that part of the reason for the secondary school performance being so high was the consistently high quality leadership seen in the borough's secondary schools. The schools were notable for working together and fostering a collective network, the kind of which was not seen in many other places.

Margaret Majumdar, Chair of the Schools Forum stated that the performances of the borough's primary schools had to be placed in context. Many of the schools took on recent arrivals in the country who had never spoken English before, so the schools had to put in a lot of very hard initial work to get them up to the required levels.

3.2.4 Role of Local Authority – Standards

The role of local authorities is to promote educational excellence, to monitor risks to the quality of overall provision, and instigate interventions in accordance with their statutory powers for maintained schools. In addition, the local authority has oversight of the provision for vulnerable groups of learners and those with SEND to ensure that schools adopt consistently high expectations to maximise pupil progress, outcomes and wellbeing. Local authorities are expected to understand the quality of education being provided by academies, but they have no formal powers of intervention in academies.

Ealing conducts regular health checks of all maintained schools in conjunction with its statutory duties and implements a targeted programme of challenge and support where schools are at risk of not providing a good quality of education for pupils (Securing Good Programme). The council's investment, alongside schools, in the Ealing Learning Partnership, has brought about a wide-ranging programme of work to tackle local priorities together through leadership development, professional learning, peer review, research and a shared commitment reduce school to school variation. All but two academies have signed up to ELP and are fully involved in its work.

3.2.5 Ealing Learning Partnership

In 2017, after extensive consultation with schools and stakeholders, the Ealing Learning Partnership (ELP) was established - a partnership between schools and the council to promote educational excellence and well-being for all learners through collaboration and innovation. With a mission to ensure 'no learner left behind: no school left behind' it aims to foster shared responsibility between all partners achieve the best outcomes for children as well as reduce the risk of financial vulnerability for schools. More information about the ELP is provided in section 8 of this report.

3.2.6 Transformation Goals: Future Ealing

The Panel noted that the following transformation goals have been set to address gaps in performance and maintain excellent outcomes for children and young people:

Ensure continued increase in the proportion of schools judged good or outstanding by Ofsted and reduce school to school variation

- Build on the success of system-wide peer review between schools to better understand variations in outcomes, raise expectations of all schools and ensure that every leader has access to high quality professional development networks and programmes through ELP.
- Work more intensively with a small minority of schools that are rated as requiring improvement and those with identified risks in overall effectiveness.
- Ensure that vulnerable schools with rising deficits receive early and timely challenge and that governors and leaders are fully equipped to plan for longer term sustainability.

Improve the progress and achievement of learners with SEND at each education phase; enhanced range and quality of provision at 16+ resulting in higher participation in employment-related pathways

- There is more work to be done to support students with SEND in areas such as achievement of the expected standard at Key Stage 2, persistent absence, and keeping students aged 17 in sustained education, employment or training. Increase collective capacity to meet the needs of children and young people with SEMH (Social, Emotional, Mental Health) needs, especially those with challenging behaviour.
- Focus on ensuring that all Ealing's parents, schools and settings have clear expectations of what should be provided for children and young people requiring SEN support whilst managing the growth in numbers and in specific areas of need.

Reduce the achievement gap between disadvantaged and non-disadvantaged pupils at all stages of education

- Disadvantaged White British pupils and Black Caribbean pupils continue to make the least progress from KS2 to KS4 and these are ongoing priorities addressed through leadership networks, peer review and training. Focused on learning from new research and practice across London on improving academic and broader outcomes for Black Caribbean pupils.
- Too many of our Black Caribbean children have identified social emotional and mental health needs. Ensure that all our schools have strong and consistent approaches to promoting universal mental health and that there is a focus on Black Caribbean pupils and their families.

Increase young people participation in education, training or employment

- The percentage of learners in employment is below the national average and it remains our priority to get more young people into appropriate training through internships and apprenticeships
- Ensure that the curriculum meets the needs of learners unable to access Level 3 provision
- Embed consistent and effective careers education and guidance in schools
- Ongoing emphasis on effective inclusive practices and consistency of application across schools to reduce fixed and permanent exclusions

4. UNISON REPRESENTING SCHOOL SUPPORT STAFF

Danny Judge, Trade Union Representative, addressed the Panel as UNISON representative for school support staff, including site managers, business managers and teaching assistants in the borough's schools, in total UNISON represent around 750 school-based staff in the borough. He suggested that members of the Panel might wish to meet with school support staff to hear directly from them about their experiences.

The Panel was informed that UNISON representatives had just been involved in two restructures where schools had elected to remove their business managers and not provide any sort of replacement role, despite the work of the business manager still needing to be covered by employees at the schools. It was felt that the short-term saving would cost the schools in the long run in terms of lost income generation. Members heard that support staff often felt that they were being increasingly used as teachers and an increasing number were contacting UNISON about their concerns, It was also noted that less money was being made available to trade union staff to be released from their duties to provide union support and advice.

Mary Lancaster, Trade Union Representative, informed the Panel that she welcomed the move over the last decade towards acknowledging the professionalism of support staff, and Ealing had driven hard on delivering good quality job descriptions and appropriate salaries. However, over the last five years many cuts had taken place and whilst some of these were obvious, some were described as cuts from behind. It was increasingly the case that grade 4 teaching assistant roles were being used to replace what had previously been grade 6 posts.

Margaret Majumdar, Chair of Ealing Schools Forum, expressed concern about the reductions seen in Trade Union time. Some school heads were now reluctant to pass on as much time as they had historically, and suggested that work should be done with school headteachers on this. Members added that it was also important to teach students about the role of a trade union, stating that it used to be common to have trade union representatives go into schools to explain their role to children, but this rarely happened anymore.

4.1 Panel Meeting with Teaching Assistants and School Support Staff Unison Members

In October 2019, the Chair of the Panel, Cllr Deirdre Costigan and Vice-chair, Cllr Nigel Sumner met with seven teaching assistants and support staff from schools around the borough, along with UNISON representatives Mary Lancaster and Danny Judge.

They heard that UNISON had recently carried out a survey which identified that 70% of support staff regularly carried out roles that colleagues who had been made redundant used to do, and 40% of staff had been through more than one restructure process in the last five years.

The staff who although being employed in different types of schools raised common themes:

- Increase in cost pressures meant there was no money available for redecorating children's centres/ schools and no capital available for replacing items that break.
- Staffing restructures were taking place regularly in order to save money. One person spoke about having to undergo 4 restructures in the last 9 years which meant applying and being interviewed for her job four times. This led to stress and loss of good will.
- Staff who considered as being expensive were being made redundant and this often meant that schools were losing experienced teaching assistants.
- Teaching Assistants were being encouraged to develop themselves and to take on additional duties. They were then working beyond their job descriptions and were not being paid for it or having their job descriptions re-evaluated.
- Teaching Assistants were feeling pressurised to do additional hours that they were not being paid for. A lot of work was undertaken because of the good will however the staff that members spoke to suggested that the good will was beginning to run out.
- Cuts in Teaching Assistants (TA) meant that some schools who used to have one TA per class were now reduced to one TA per year.
- The Government was proposing that there should be a mental health lead in every school. Teaching Assistants were concerned that this responsibility would fall to them without their schools having the funds to pay for training them.

Following on from the meeting with teaching assistants, the Chair requested information from officers on the numbers of teaching assistants and the Panel members were provided with the information below.

Number of teaching assistants (full time equivalent) as a ratio of number of pupils, 2011/12 - 2018/19

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
High total (inc all through)	70.7	79.2	68.2	74.0	84.3	86.5	95.5	97.6
Primary total	47.7	47.3	43.6	43.5	41.5	41.1	41.4	41.6
Special total	3.2	3.2	3.2	3.6	3.2	3.4	3.7	3.7

Total FTE Tas

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
High total (inc all through)	259.7	231.5	267.8	249.6	223.8	221.7	204.8	206.2
Primary total	619.8	649.3	729.3	751.1	806.3	819.2	807.3	793.8
Special total	179.9	185.2	193.3	180.1	216.7	211.6	206.6	216.4
All Ealing state funded total (sum of schools)	1,061	1,069	1,208	1,199	1,264	1,270	1,233	1,236

5. SCHOOL PLACES, FUTURE DEMAND AND THE ROLE OF ACADEMIES

5.1 Statutory Framework: Sufficiency, Choice and Diversity

Panel members noted that the days of the local authority controlling schools and the local education system were long past. The Local Authority retained responsibility for ensuring enough school places, carried out through a complex web of organisations such as the DfE, Regional Schools Commissioner, Academy and Free Schools Trusts other LAs, and long term partnerships with Diocesan authorities and stakeholders. The Local Authority could exercise influence through its position as a democratically elected body, knowledge of the local area, its access and use of information to develop strategies and the relationships it has with partners.

Sufficiency covers not just having the number of places but also promoting choice and diversity. In the case of both primary, secondary and special schools, expansion programmes have expanded existing maintained schools and academies and encouraged new free schools and academies where there was a basic need for places which could not be met by expanding existing schools.

Members heard that Ealing had experienced a rapid expansion in demand for primary school places mainly due to the movement of EU citizens into the UK. A sufficient number of places had been added in the past 10 years, which had enabled the borough to meet that growth in demand. Early in the decade the demand had been in central Ealing and Acton, and now it was projected that with the new housing developments the demand in Southall could be high. Where there was a decline in demand, the general strategy was to work with a school to try and manage it through an adjustment in admission numbers.

5.2 Sufficient Number of Places

The panel asked for information on the places that were added in the past 10 years locally to meet the growth in demand across primary and high schools and specialist provision for children with Education Health and Care Plans (EHCPs). This information is shown in the table below. In the case of High Schools, Ark Soane is scheduled to open in September 2020 offering 6 Form Entry (FE). Two more primary Additionally Resourced Provisions (ARPs) are being planned, one in Southall and another in Ealing and will offer a total of up to 48 more places from 2021. There is budget provision for a further 2 more secondary ARPs, but these are likely to be linked to more comprehensive redevelopments of sites in Northolt and Southall.

Expansions and new schools in past 10 years

Primary: New Schools		
School	Additional FE	Places available from
Acton		
Holy Family (VA)	2	September 2012
Ark Priory Academy	2	September 2013
Ark Byron Academy	2	September 2015
Southall		
St. Mary's CofE	1	September 2014
Total	7 FE	

Primary: Permanent Expansions		
School	Additional FE	Places available from
Acton		
Berrymede Infant and Junior	1	September 2012 (Infants) September 2014* (juniors)
West Acton Primary	1	September 2013*
West Twyford Primary	1	September 2014
Ealing and Hanwell		
North Ealing Primary	1	September 2009*
Fielding Primary	1	September 2009*
Little Ealing Primary	1	September 2009*
St John's Primary (phase 1)	0.5	September 2009*
St John's Primary (phase 2)	1	Completed 2017 but not yet made available.
Brentside Primary	0.5	September 2010*
Hobayne Primary	1	September 2010*
St. Mark's Primary	0.5	September 2010*
St Gregory's Primary	1	September 2012*
Christ the Saviour Primary	1	September 2012
Grange Primary	1	September 2012*
Drayton Green Primary	1	September 2013*
St Joseph's Primary	1	September 2015*
Mayfield Primary	0.5	September 2016*
GNP (Greenford, Northolt, Perivale)		
Stanhope Primary	1	September 2009
Selborne Primary	1	September 2009
Oldfield Primary	0.5	September 2009*
Wood End Infants and Academy	1	September 2009 (Infants)* September 2012 (Academy)
Alec Reed Academy	1	September 2012*
Ravenor Primary	1	September 2012*
Gifford Primary	1	September 2012*
Horsenden Primary	1	September 2013*
Greenwood Primary	1	September 2014*
Vicar's Green Primary	1 <i>(joint funded with Brent)</i>	September 2014*
St Raphael's Primary	1	September 2014
Southall		
Clifton Primary	0.5	September 2014
Beaconsfield Primary	1	September 2016*
Dormers Wells Infant and Junior	0.5	September 2012 (Infants) September 2016* (Junior)
Total	27.5 FE	
* Shows where schools have taken additional pupils as bulge classes in advance of permanent expansion.		

Secondary: New Schools		
School	Additional FE	Places available from
Ealing and Hanwell		
Ealing Fields	4	September 2016
Ada Lovelace	6.7	September 2018 (initially opened as 4.2FE, 6.7FE from 2020)
GNP (Greenford, Northolt, Perivale)		
William Perkin	6.3	September 2013
Total	17 FE	

Secondary: Permanent Expansions		
School	Additional FE	Places available from
Ealing and Hanwell		
Brentside	2	September 2016
Elthorne	2	September 2016 *
GNP (Greenford, Northolt, Perivale)		
Greenford	2	September 2018
Southall		
Dormers Wells	2	September 2012
Featherstone	1	September 2017 *
Total	9 FE	
* Shows where schools have taken additional pupils as bulge classes in advance of permanent expansion.		

SEN: Permanent Expansions		
School	Additional places	Places available from
Castlebar	46	Phased from September 2013
Mandeville	45	Phased from September 2013
Springhallow	40	Phased from September 2014
Belvue	30	Phased from September 2018
St Ann's	15	Phased from September 2018
Total	176	

SEN: New primary ARPs		
School	Additional FE	Places available from
Beaconsfield	21	Phased from September 2010
Selborne	21	Phased from September 2014
West Acton	15	Phased from September 2016
Coston	21	Phased from September 2018
Willow Tree	24	Phased from September 2019
Total	102	

SEN: New secondary ARPs		
School	Additional FE	Places available from
Dormers Wells (HI)	5	Phased from September 2012
William Perkin	30	Phased from September 2015
Elthorne	15	Phased from September 2016
Twyford	20	Phased from September 2018
Greenford	20	Phased from September 2018
Total	90	

5.2 Projections

Members heard that all local authorities are required to make school capacity and place projection returns to the DfE in the summer term for primary and high schools. Projections are not required for individual special schools. These are referred to as SCAP returns. The projections are for five years ahead for primary and seven for secondary. In the case of primary, the local authority has nine planning areas and for high schools four. The local authority as far as possible wants to provide sufficient, successful and popular school places in local areas. An exercise was undertaken to secure through planning policy changes three new high school sites, in addition to the site for William Perkin. The use of planning areas helps maximise grant funding to expand places in areas of need, even though there may be surpluses in other areas of the borough.

A key influence on the demand for places are births and school population changes as pupils move through the system. In both primary and high schools an average of the last three years of the proportion of children moving from one year to the next is used. In the case of Reception rolls, a three year average of the ratio of the number of pupils admitted into reception compared to the number of births four years previously is applied.

For Year 6 to 7 transfer, Ealing has a low proportion of children transferring, in part reflecting parental preferences for faith schools outside of the borough. As standards are now improving, and good quality sponsors of existing and new schools have been secured the SCAP projection is based on a retention rate of 84%.

The tables below provide information on the SCAP projections for High and Primary Schools shortfall and surplus places. In the case of high schools, the data is shown without the additional 6 FE at Ark Soane which was delayed from 2019 to 2020.

Planned high school capacity the shortfall by area (excluding Ark Soane), 2018-2024								
High School Planning Area	Agreed high school capacity (PAN) - in Forms of entry	Shortfall by forms of entry						
		Sep-18	Sep-19	Sep-20	Sep-21	Sep-22	Sep-23	Sep-24
Acton	19.5	2.2	-0.4	-4.0	-3.4	-3.6	-1.7	-0.3
Ealing	33.5 (rising to 37.0 from 2020)	-0.3	-0.7	1.1	-0.8	0.2	-0.5	0.7
GNP	40.7 (dropping to 38.7 from 2021)	4.7	2.7	2.7	0.8	1.6	2.6	4.0
Southall	25 (rising to 25.3 from 2020)	2.4	-0.7	1.4	1.2	1.4	1.6	2.2
Ealing	118.7	8.9	0.9	1.2	-2.3	-0.4	1.9	6.7
Ealing (if you zero off the excess)*	(rising to 126.5 from 2020)	-0.3	-1.8	-4.0	-4.2	-3.6	-2.3	-0.3
Positive figures in the above table indicate surplus, negative indicate shortfall (based on capacity versus expected pupil numbers)								
*i.e. if you only look at the shortfalls and disregard surplus								
Key								
shortfall of 1 form of entry or more								

Planned primary school capacity projected surplus by area, 2018 to 2023

Primary School Planning Area	Agreed primary school capacity (PAN) - in Forms of entry	Actual and Projected Surplus by forms of entry					
		Sep 18	Sep 19	Sep 20	Sep 21	Sep 22	Sep 23
Acton	24 (reducing to 23 from 2019 onward)	1.5	1.7	0.2	1.1	1.6	2.7
Ealing North	20 (reducing to 19 for 2019 and to 17 from 2020 onward)	4.1	3.5	1.5	1.3	2.0	2.8
Ealing South	26 (27 in 2018 due to bulge)	0.5	0.3	1.4	1.3	2.1	3.3
GNP East	9	1.0	0.3	1.3	1.4	1.6	1.9
GNP North	15 (reducing to 14 for 2019 and to 13 from 2020 onward)	3.4	0.6	1.3	1.9	1.1	1.7
GNP West	9	1.3	0.2	1.2	1.2	1.2	1.6
GNP Central	18 (reducing to 17 from 2019 onward)	1.6	0.5	0.7	1.9	1.6	2.4
Southall North	20 (reducing to 19 from 2020 onward)	1.3	2.2	2.5	3.9	3.1	4.0
Southall South	17 (reducing to 16 from 2019 onward)	1.4	1.8	1.8	1.3	2.1	2.8
Ealing	159 (reducing to 153 for 2019 and to 149 from 2020 onwards)	16.1	11.2	11.9	15.4	16.3	23.2

Positive figures in the above table indicate surplus, negative indicate shortfall (capacity versus projected pupil numbers, based on Ealing's SCAP methodology)

Key

 surplus of 2 forms of entry or more

Projections are mainly taking past trends and projecting them into the future. They assume the future is similar to the recent past. Projections tend to lag behind the need for places in times of sudden population growth and vice versa. The further into the future the projections go the margins of error are potentially greater as are those for individual planning areas. In the case of the GLA projections, which include housing developments, the projected child yield from these are based on the characteristics of the homes in the area. Most new developments tend to have apartment blocks so it is difficult to accurately reflect the age structure of pupils from new developments.

5.3 Retention Ratios and Parental Preferences

The Panel noted that in years 6 to 7, Ealing was a high net exporter of pupils, the second highest in London. 4,957 children were going to schools outside of the borough, and 1,868 were coming into schools in Ealing. Officers explained that some of this was due to how dioceses planned the provision of their schools and parents' decisions on where to send their children being based on the perceptions of school performance. For 2020/21 the aim was to have the year 6 to year 7 retention ratio at 84%, this was based on an anticipated reduction in net cross border flows resulting from the addition of new provision and a recovery of the numbers at existing provision.

Officers added that there had previously been an imbalance of provision across the borough, but two new schools had been opened, Elthorne and Brentside, and work was being carried out to deliver three academies, Ada Lovelace, Ark Soane and Ealing Fields. If the borough was offering more schools that parents wanted to send their children to, then demand should increase.

Members asked if children in independent education were considered in the retention numbers and were informed that they were, however the movement tended to be reflected at primary level and not at year 6 to 7 as they usually started independent education quite early. Members were advised that a local authority was funded for the number of children in their schools irrespective of where they lived.

Members considered the data on primary and secondary offers by parental preference, noting that in 2019 86.5% of parents had their first preference for primary schools which was in line with the London average, and 63.8% had their first preference for secondary schools, which was below the London average. The no choice allocation, where parents were not allocated a school of their preference, was lower than the London average for primary schools but considerably higher than the London average for secondary schools. Officers advised that they were working on reducing the number of no choice allocations. There had been a high number of no choice allocations in the west of the borough, but the schools were all now good or outstanding, and quite a lot of work was carried out by the admissions team in encouraging parents to list a number of schools and not just their preferred option only. When all the new schools are available, and parents become more aware of the recent inspection outcomes at Ealing High Schools and Academies, the local authority will be in a much better position to meet parental and pupil aspirations to attend good and outstanding local schools.

The Panel enquired about how new schools were established and were informed that the presumption was that they would be either a Free School or Academy School. Ealing's approach was to look for sponsors that were considered good and to encourage them to bid rather than hold a competition. This more directive approach was similar to that of neighbouring boroughs, Hounslow and Harrow.

Members asked about the strategy to address the rapid increase in the population in Southall and were advised that it was difficult to address this as it depended on the timing of the delivery of the housing development and the types of households that would live there. The GLA considered the housing composition in wards and the child yield to project pupil figures, however it would be difficult to know. The authority would expand existing schools first and there was an option to include a new school in the

development. In response to questions about plans for a school on the 'Honey Monster' site officers stated that there would be a new two form entry primary school there.

The Panel referred to the large number of children being educated in secondary schools outside of the borough, stating that there appeared to be a mismatch between parents' perceptions that the schools did not have a good reputation when that was not what Ofsted had found. Members asked if officers were addressing that and encouraging parents to educate their children in the borough. Officers responded that their strategy was to tie in physical improvements to schools alongside the school improvement strategy. That had worked with Villiers High School which was now considered outstanding and was oversubscribed. Successful schools attracted parents, if a school was placed in special measures it needed to be turned around quickly otherwise it would lose its reputation.

A panel member suggested that some parents preferred to send their children to faith schools and were not concerned if the school nearest to them was rated good or outstanding if it was not a faith school. Officers agreed saying that all the schools in Southall were rated good or outstanding and a lot of work was being done to get that message across to parents. However, if parents wanted to send their children to a faith school across the border then that was their choice, it should not be viewed as a failure for Ealing.

The Panel referred to no choice allocation and was advised that parents could express a preference for up to six schools, and a no choice allocation was where they had not been allocated any of them. Allocation was co-ordinated London wide with most parents getting their first choice, although a small number did not get any of their choices. The admissions team visits schools to explain the system to parents and to encourage them to list the school nearest to them in case they did not get into the popular schools further away. However, some parents did not provide six preferences just one and were surprised then when their child did not get in.

A Panel member stated that Church of England schools were popular and that parents in the north of the borough did not have that type of school. It was advised that William Perkins C of E High School had been opened to address that situation, however it had a predominantly non faith-based admissions criteria. A substantial pot of money had also been used to rebuild Northolt High School which was now performing well and would over time meet more parental preferences.

Members stated that it did appear that the authority was reacting to retention rates rather than seeking to influence them and it would be good to see them improve. It was advised a lot of work was being done across the borough working in partnership with schools to increase parental preferences and improve the pupil retention rate. The council was using its influence with academies, building good relationships with all schools, and supporting schools through the Ealing Learning Partnership.

The Panel asked about the preparation for additional primary school places in Southall, and was advised that officers were monitoring the situation, there was a balance to be struck between having enough school places but not having children travelling very far.

The impact of surplus places on school funding was highlighted. As funding was based on the number of pupils in the previous year, schools had time to manage the reduction caused from falling rolls. A lot of schools were able to manage it well and tended to run down their financial balance rather than reduce staff.

5.4 The Role of the Regional Schools Commissioner and the Education and Skills Funding Agency (ESFA)

The Panel heard that choice for parents and the quality of education for pupils is particularly affected when a school falls into special measures. Where a school requires special measures, the Secretary of State is required to issue an academy order for the school to become a sponsored academy or for the local authority to close the school. In Ealing, three primary schools are now sponsored by two local Trusts with whom the local authority has very good relationships. Acton High became a member of the Ark family of schools. Ark is also the promoter of two Acton Primary Academies.

The local authority is required to facilitate the conversion of schools following an Academy order. Where a school is required to transfer the local authority works closely with the Regional Schools Commissioners office to identify sponsors that would be acceptable.

In the case of new schools, the presumption is that these must be free schools or academies. The local authority worked closely with the ESFA to identify sponsors and encouraged them to make free school applications. Most of the need in the primary sector was met by expanding existing schools. In the case of secondary schools, new sites were required, which was a Council responsibility, but agreeing sponsors was a matter for the ESFA. For special needs, Ealing has expanded existing schools and provided additional resource provision attached to existing schools and academies rather than seek new providers.



Scrutiny Panel Meeting

6. PANEL VISIT TO ARK ACTON ACADEMY

The Chair of the Panel, Cllr Deirdre Costigan and Karien Botha, Parent Governor at Grange Primary School and member of the Educational Scrutiny Panel visited Ark Acton Academy in October 2019 and met with Oliver Knight, Head Teacher and Laurie Grist, Head of Projects, Ark Schools. **Karien Botha's feedback from the visit is provided below.**

I am a Parent Governor at Grange Primary School in South Ealing, currently in my second term (4 years of governing experience). I have been the Chair of the Management Committee for the past year, responsible for Finance, Budget, Staffing and Premises.

The following observations/findings are based on the answers to the questioning by the panel members of the Head Teacher and the Ark Project Team. *Where I've done my own research or state my opinion, I'll use italics.*

Background: Ark Academy

- The Ark Academy group has a reputation of only working in areas of high needs
- There are 19 Secondary Schools in the Ark MAT (Ark Soane will be the 20th school) The Ark MAT has achieved higher than national attainment across its schools
- *The Ark Academy group has 1 school in Portsmouth, 1 in Hastings, 4 in Birmingham and 13 in London. A total of 15 out of 19 schools have an Ofsted Good/Outstanding rating. Out of the 15, 4 have an Outstanding rating. Of the rest of the 4 schools, two have a Requires Improvement Ofsted rating based on 2017 (Boulton, Birmingham) and 2018 (Burlington Danes, London) inspection, while two have not had a recent inspection judgement on record (Pioneer & Acton). This usually indicates that the school has been judged failing in its last inspection and has recently been converted to an academy, as is the case with Ark Acton Academy.*
- *Ark Acton 2018 GCSE results for English and Math: Grade 4+ was 55% (National Average = 59%), Grade 5+ was 32% (National Average 40%) – published on the website.*

Place planning/preparations for Ark Soane

- Ark Acton has the capacity for 240 students per year, but has reduced its PAN (published admissions number) to 180
- The current intake in Year 7 is 190, but 133 Year 8
- Ark Soane will also have a PAN of 180 and will be situated in Mill Hill
- The proximity of Ark Soane to Ark Acton was questioned by panel members. The PANs for Ark Soane/Acton is backed up by Ealing Council projections for the area according to the Ark Project Management Team.

New Head Teacher: Background

- Oliver Knight has been the Head Teacher from the beginning of this school year, September 2019. At the point of the visit, a little less than 2 months.
- He has developed a reputation for turning failing schools around, his last 3 schools were mentioned

- He has found that parental perception lags about 2 years behind the reality in the school
- He has high aspirations for the school and talks about achieving a Good Ofsted inspection result in 2020 and Outstanding 2 years later.

Positives:

- Previous weaker teaching is being addressed and the Head has put plans in place for improving teaching. Ark Academy has an exceptional teacher training program and the HT is employing this resource to improve teaching in the school. The Teach First program is currently functioning in school with NQTs on the scheme being trained at Ark Acton.
- Head finds that parental engagement is good and that aspirations are high. This has not always been his experience at previous schools.
- The staff are good at praising positive aspects internally in school, but need help in externally publicising the positives in the community
- HT has visited Ealing Primary schools to forge links
- Off rolling was discussed as a concern from the panel. The Head's position was positive in that he did not approve of the practice. Although fixed term exclusions are currently higher than national, this is expected as an initial, temporary state as previous bad behaviour is being addressed and boundaries for students are being reset. There has been 1 permanent exclusion this year.
- The school has large and bright new facilities including an indoor gym and large sports hall.
- The students looked very smart in their uniforms and it looked like the uniform policy was consistently adhered to.
- During our tour there was a quiet and studious atmosphere during teaching time. We visited classrooms where children were engaged with their work. It looked like good learning and teaching was happening.

Challenges:

- Overcoming the current community perception of the school.
- High mobility, as pupils leave when their first choice of secondary becomes available. For 2019 intake of Y7s only 50 had applied to Ark Acton as their first choice of school out of a potential of 240 places. This is the lowest parental choice of all Ealing Secondary schools.
- GCSE attainment is currently below national average (2018 results)
- As the school currently has a low uptake this year, this has a severe impact on much needed funding
- Pupils' behaviour outside school hours. Pupils are currently banned from the high street after school and teachers are enforcing this rule.

Conclusions:

- The new HT has a firm vision for the school and is backed by the resources of a successful MAT.
- Student behaviour during our visit was very good.
- There was a positive and studious feeling to the classrooms we entered.

Recommendations:

- The HT did not know about the ELP (Ealing Learning Partnership) and I would

recommend exploring the potential relationship that could be forged by involving Ark Academy schools in Ealing in the ELP, at least on the level of networking with the SLTs of other Ealing Secondaries in the area.

- LA support with advertising Ark Acton's emerging successes, especially during the difficult time of reputational recovery the school is in.



Oliver Knight, Headteacher Ark Acton Academy, Lauri Grist, Head of Projects Ark Schools, Cllr Deirdre Costigan, Chair of the Panel and Karien Botha, Panel Parent Governor Representative

7. NEU EDUCATION SPENDING REVIEW PRESENTATION

Stefan Simms, Ealing National Education Union District Secretary, provided the Panel members with an analysis of education funding across early years, primary and secondary schools, 16-19 education and higher education needs up to the age of 25. Stefan Simms explained that the figures had been produced in collaboration with colleagues from the National Education Union, Association of School and College Leaders, National Association of Head Teachers and F40, a campaign group of the lowest funded education authorities in England where government-set cash allocations for primary and secondary pupils are the lowest in the country.

The Panel was informed that every element of funding that goes to schools had been considered within the analysis, and although there was more than ever being spent on education, school costs were rising faster than inflation, 11.6% over the last four years and there were half a million more pupils. The rise in pupil numbers was set to continue over the next few years, however the amount of money per pupil had been massively cut. The primary school class sizes were at their highest for 20 years and secondary class sizes were rising at their fastest ever rate. Government policy could make a difference though as the number of pupils in over-sized primary classes had been cut in 2000.

Stefan Simms stated that Special Education Needs (SEN) funding had been recognised as a major problem. The number of pupils recognised as having high needs had risen by 38% since 2016, from less than 250,000 to 350,000. SEN needs had been a broadly stable position for years, until the Government removed lower level special needs support from half a million pupils and made an unfunded extension in provision in the Children and Families Act 2014.

The number of pupils recognised as having a special educational need had fallen from a high of 21% in 2010 to 14.9% in 2019; however, the Government policy of reducing the number of pupils on the SEN Register had resulted in a dramatic rise in the number of pupils with an EHC (Education, Health and Care) Plan. This shift from high incidence / low cost provision to low incidence / high cost provision had been set to drive up the cost of High Needs provision for the foreseeable future.

With regards to 16 – 19 spending the cuts had been going on since 2010. Funding for pupils in sixth forms had fallen by a quarter and by 8% for further education students.

School costs were expected to rise by 9.4% over the next three years or 3% a year, which was only marginally higher than the current rate of increase of 2.5%. Teacher pay was to increase by 3.7% a year and support staff were expected to receive an average pay increase of 3.1% a year. The recent funding announcement would see the schools financial position improve overall with the shortfall declining by about £400m a year and by 2022/23 the shortfall in schools block funding would stand at £2bn. The High Needs block, along with the 16–19 budget, was considered the most stretched and the cost of restoring the value of an EHC Plan to its 2015 value currently stood at £1.7bn.

Stefan Simms added that grammar schools would receive the biggest uplift to their National Funding Formula, which had led to the charge that affluent areas would benefit

the most from the additional government funding, however a substantial amount of money was going to be spent lifting every school to its National Funding Formula allocation. In addition to this all schools would receive between 1.84% and 4% to their allocation plus 1.5% of school income in Teacher Pay Grant.

In conclusion, Stefan Simms said that the £9bn additional Government funding was a good start, however it was not enough. The NEU expected to see all schools award the pay increase across all scale points; not to see redundancies of staff unless special circumstance such as falling roles; paid religious leave and paid leave for a sick child to continue to be maintained; and for Secondary schools to restore the level of funding to the trade union facility fund pot.

Panel members asked about the support for EAL (English as an Additional Language), Stefan Simms stated that the support for this work had been reduced and it been integrated into the role of the SENCO (Special Education Needs Co-Ordinator).

The Chair said that the Panel had raised the issue of the number of teaching assistant and the information provided by officers showed that the number of teaching assistants (full time equivalent) as a ratio of number of pupils had increased. Stefan Simms said that teachers agreed that they required teaching assistants, however when he attended schools to support staff in redundancy situations it was usually the teaching or support staff who were losing their jobs.

8. EALING LEARNING PARTNERSHIP ‘No learner left behind; no school left behind’

Julie Lewis, Director Learning, Standards and School Partnerships and Tessa Hodgson, Chair of the Ealing Learning Partnership (ELP) provided the Panel with an overview of the work of the ELP. Members heard that the Education White Paper, “Educational Excellence Everywhere”, published April 2016 prompted considerable debate about the future role of local authorities in school improvement and in promoting educational excellence. The paper proposed the forced academisation of schools and proposed that smaller schools join multi-academy trusts. During the same period, the Education Services Grant was withdrawn leaving local authorities with few resources to retain services to schools.

The White Paper prompted a series of consultation meetings with schools over a period of 12 months in which schools were asked to consider the legacy and strengths of partnership working and whether they would be prepared to invest in a partnership that retained local accountability for improving pupil outcomes, services they most valued and that gave heads a more direct role in shaping activity.

During the same period, council officers and members considered a number of alternative legal structures being set up across the country to oversee services to schools including school-led companies; mutuals and shareholder arrangements. In Ealing, Michelmores were commissioned to find out what schools most wanted from a potential partnership and what type of legal structure might best fulfil requirements.

The consultation with stakeholders and focused work by Michelmores, produced the following consensus. The partnership should:

- Promote educational excellence and wellbeing for all learners – no learner left behind
- Support a community of schools to take shared responsibility for their own development
- Ensure that all resources are used in the interests of pupils
- Be responsive to the needs of individual schools and groups of schools – no school left behind
- Attract, develop and retain the very best workforce
- Be shaped and overseen by school-leaders and council officers working together
- Be funded by a joint commitment of the council and schools

In particular, schools wanted their own autonomy whilst committing to the educational and social capital of the locality.

The strength of commitment to working with the council to achieve these aims led to the establishment of a shadow partnership board comprising both school and council members. It was agreed, that while other legal structures might be appropriate for long term sustainability of the partnership, that it was more important to concentrate on shaping vision and delivering on key priorities in the first phase of development.

8.1 2017 – 2018 Pilot Year ELP

Members heard that in 2017-18, the ELP was formally launched as “a partnership between schools and the council to promote educational excellence and well-being for all learners through collaboration and innovation”. With a mission to ensure ‘no learner left behind: no school left behind’ it aimed to foster shared responsibility between all

partners to achieve the best outcomes for children as well as reducing the risk of financial vulnerability of schools.

A partnership board, comprising eight school leaders and four senior officers was established alongside six co-led committees to deliver on area-wide priorities

- **Learning and Achievement:** Secure consistently high standards of teaching and learning to achieve outcomes amongst the best in London through skilful and sustainable collaboration
- **Safeguarding and wellbeing:** Anticipate and respond intelligently to safeguarding needs through strong collaboration between schools and children's services to support the highest standards of care and pupil wellbeing
- **SEN and Inclusion:** Improve educational attainment and life chances for our most vulnerable children and young people including those with SEND
- **Progression and pathways to employment:** Ensure that every young person is on a pathway to sustainable employment wherever possible
- **Recruitment, Retention and School Sustainability:** Support schools to spend well for less – driving efficiency through creative solutions and sustainable models of resource deployment
- **Business growth and communications:** A visible, agile partnership that attracts talent through its core purpose and success

8.2. Membership and Funding

86 out of 92 schools initially signed up for a one-year agreement for 2017-18 and 88 signed up as members of ELP for a further two years for 2019 – 2021 following the success of the launch year 2018 – 2019. This commitment was mirrored by the council.

The partnership **core offer** is funded directly by school subscriptions and a council contribution (match-funded at £571,000 per year). The funding supports a central infrastructure, leadership functions, some statutory services, non-statutory services of value to all members, and school-led commissions agreed by the partnership board.

Members noted that four schools had not signed up to the partnership. They were informed that two of the schools were Ark Academies, which had their own network. The other two were Drayton Manor High School and St Mary's School and they would be approached again to see if they could be persuaded to join.

In response to questions from members, officers stated that the costs for the ELP were not huge and the subscriptions were low in comparison to others, however they were still trying to drive costs down and were always in the mindset of looking for funding.

8.3. ELP Core Offer to member schools 2019 – 2021

- ❖ **ELP primary peer review clusters** – access to high quality, collaborative professional development through centrally coordinated and quality assured mechanisms designed to build capacity by investing in headteacher and deputy headteacher development
- ❖ **ELP learning communities and commissioned programmes** – focused on area-wide priorities combining research and evidence-based approaches - build the expertise of emerging and established leaders

- ❖ **Brokerage of tailored** support in times of need – access to the support schools may need when facing particular challenges
- ❖ **Deputy headteacher and headteacher networks** and subsidised conferences – ensuring collective commitment to local priorities, updates on policy changes and support with implementing change
- ❖ **Primary assessment support** – supporting accurate and high quality assessment
- ❖ **Secondary subject leader networks** across all curriculum areas
- ❖ **Data support service** – helping schools to get a detailed understanding of their context and outcomes
- ❖ **Newly Qualified Teachers Appropriate Body Service** – specialist and tailored advice and guidance to support schools with their statutory responsibilities
- ❖ **Progression and planning for adulthood** – links between the classroom and employment opportunities from primary years and supporting all pupils to access the right pathways and progression routes from 16
- ❖ **Governance support service** – wide ranging support, networks, recruitment events and subsidised conferences
- ❖ **SEN and inclusion leadership** – high quality networks for SENCOs; Designated Safeguarding Leads; Inclusion leaders; subsidised conferences; supported peer review; ARP leaders network
- ❖ **Ealing Grid for Learning** – access to all communications; resources; policy guidance and services to schools across the council

Members asked about the commissioning process and were informed that local authorities used to have expertise at the centre which schools could buy. The ELP now puts together proposals where there is an identified need, schools bid to lead on those areas of work and funds are released to support it. This is more cost effective and better for learning.

8.4 School Subscriptions

School subscriptions are calculated on a rate based on school size and pupil numbers. The current subscription range for primary schools is from £4,336 (1FE) to £5,224 (4FE). The rate for secondary schools is £6,565 per school and £4.90 per pupil. The rate for special schools is £4,545 per school.

The total funding for **ELP core delivery in 2019 – 2020** is:

School type	School subscription	Council contribution
Primary	£395,582	
Secondary	£142,975	
Special	£27,270	
Total	£567,827	£571,000
Grand total	£1,138,827*	

8.5 Additional Benefits

In addition to the “core offer” outlined above, the partnership is able to offer a number of additional services to schools via the Services to Schools brochure and charging policy including: Central Training Programme; School Business Manager Network; Health Improvement packages; Fund raising support; Music Service; School Partnership and Enrichment Services; and School Improvement bespoke support.

The ELP has also been successful in attracting wider sources of income from charities and Public Health to address area-wide or localised needs including physical and mental health programmes; Family Schools Partnerships, and the Schools' Counselling Partnership.

8.6. Successes 2018 – 2019

The measure of the partnership's success is the degree to which the engagement and behaviours of 88 schools, working **with** the council, can achieve more for the children and young people they serve than they could do as individual organisations.

An Ealing Learning Partnership evaluation framework was constructed in 2019 to measure the impact of this collective endeavour. The framework sets out to measure:

- **Engagement:** Extent to which all partners commit to the partnership's vision – our preferred future
- **Behaviours:** Identification of partnership behaviours and ways of working that will best realise its aims
- **Impact:** Improving educational outcomes; wellbeing; inclusion; progression to adulthood and employment
- **Sustainability:** value for money; reducing financial pressures across the system

8.7 Engagement and commitment

Members heard that the results of the first annual ELP survey showed 87% of respondents reporting clear and wide-ranging evidence of progress in relation to ELP ambitions. 88% reported clear evidence of progress against the ELPs stated aims and that the ELP Strategy and Priorities were right. Schools felt well supported in accessing professional expertise centred on key areas.

Work was now required to close the gap between identified need and commissioning. There was a requirement for better communications to provide greater public awareness of the ELP, to signpost expertise across the partnership, and to work more with governing bodies.

Members asked whether support staff were being made to feel that they were part of the ELP. Officers said that they were aware that they had done a lot to engage with headteachers and governing bodies but now the partnership board was aware that there had to be something for the other members of staff. They were trying to work with and engage all layers of the profession.

8.8 Behaviours and Ways of Working

In setting out the evaluation framework, the partnership identified specific behaviours and ways of working under each of the partnership's aims that would best help it achieve its ambitions. The statements were constructed through a process of consultation with schools and in conjunction with a developing body of research on successful partnerships of schools. The partnership asked schools to evaluate progress in relation to each statement about ways of working across the partnership's main areas of work.

8.9 Impact

The partnership set key performance targets for each of its priorities. In terms of learning and achievement, the performance targets added challenge to the existing profile of good and outstanding educational outcomes with a particular emphasis on underachieving groups. In safeguarding and wellbeing, the partnership set new performance targets that placed new expectations on schools to make stronger use of pupil wellbeing data. In SEN and inclusion, the partnership included performance measures that reduced variation across schools. In progression and pathways to employment it placed more emphasis on accountability for post-16 pupil progression. The ELP added new targets to support effective 3-5 year budget planning across the partnership and more examples of schools working collaboratively to reduce cost pressures.

Members asked about the projects that were being undertaken with hard to reach groups and were informed that the ELP currently led on a project focused on Black Caribbean children across 15 schools. The unconscious bias training, which had been delivered by Hackney was really enlightening and had brought about a change in practice. It had only been rolled out for half a term so far and would be audited to monitor outcomes.

Members asked what was being done to help overcome the high number of exclusions of children with special education and mental health needs and were advised that Ealing had recently won a bid for trail blazer funding which enabled schools to support children with counselling.

The Panel asked how headteachers balanced their commitment to cluster working with other schools and the needs of their own school. Officers advised that the ELP was mindful about not drawing on headteachers too much, however by working on innovative activities with other schools, school leaders found a renewed energy which they brought back to their own schools. It also gave other staff an opportunity to step up if the headteacher was out of the school on other business. Sharing good practice and training that was locally specific was also less expensive and better than buying it in, particularly when the training budget was half the amount it was five years ago.

The Chair of the Panel asked about the development opportunities for new headteachers and was informed that due to either retirement or promotion there were 10-12 new headteachers appointed each year. They were all provided with a headteacher mentor for support and an analysis was carried out on their individual needs to put together a bespoke programme for them. The partnership also provided good support for Newly Qualified Teachers enabling them to learn from colleagues, share opportunities across schools to enhance practice, and providing opportunities wider than those in their own schools.

8.10 Sustainability and the Future of Ealing Learning Partnership

Members heard that the future of the partnership would rest on the willingness of the council and schools to maintain an investment in an entity that serves the interests of children and young people in the area whilst simultaneously building the capacity and quality of the workforce in Ealing's schools. School leaders have risen to the

challenge of taking direct responsibility for system-wide change and this has brought about new momentum and high levels of commitment. Sustaining this commitment requires investment and clearly delineated roles and accountabilities going forward. If the partnership is to remain a council-led entity, it must be able to attract high quality candidates for central leadership roles. It must have an agile and responsive digital platform equipped to meet schools' expectations. It must play a central role in attracting and retaining teachers - capitalising on its strengths and marketing itself widely.

8.11. Strategic Overview

The Chair asked how the ELP worked with schools outside of the partnership and what options would be available for external assessments. Officers said that Ealing Learning Partnership's membership of the relatively new Area Based Education Partnerships Association (AEPA) gave helpful insight into the development of other education partnerships around the country. These partnerships are diverse in both remit and reach. Some, like ELP, serve fewer than 100 schools. Others, like Birmingham Education Partnership and Herts for Learning serve over 400 schools.

On the 12th September 2019, AEPA invited the ELP to present its evaluation model at its second national conference. There were no other examples of evaluation models spanning such collective endeavour. It is a striking feature that the ELP has been able to articulate its aims, define what success will look like and capture the commitment of so many school leaders to shaping the future. The first formal self-evaluation of ELP provides a baseline for growth and external evaluation in 2019 – 2020 and would help the ELP to prepare for a peer review and reciprocate.

In conclusion, the Chair said that she had observed a recent ELP Board meeting and was impressed by the work that had been done and the ELP plans for its future.

9. VISIT TO CAMDEN LEARNING



Tessa Hodgson, Chair ELP, Cllr Yvonne Johnson, Cabinet Member Education, Julie Lewis Director Learning, Standards and School Partnerships, Cllr Deirdre Costigan Chair of the Panel, Christine Gilbert, Chair Camden Learning, Jon Abbey, Managing Director, Camden Learning.

Camden Learning is a joint enterprise between Camden schools and Camden Council, bringing teachers, headteachers and other education practitioners together, to share expertise, drive improvement and achieve excellent practice for the benefit of children and schools.

In February 2020, the Chair of the Panel, Cllr Deirdre Costigan, Tessa Hodgson, Chair of Ealing Learning Partnership, Julie Lewis Director Learning, Standards and School Partnerships Cllr Yvonne Johnson, Cabinet Member Education, visited Camden Learning to meet with the Chair Christine Gilbert and the Managing Director, Jon Abbey. Below are some of the points arising from the discussion.

- Camden Learning, which was commissioned by Camden Council, was launched in 2017.
- The partnership provides development opportunities for teachers, headteachers, governors and other practitioners, they identify outstanding practice and put schools in touch with others to share learning and accelerate improvement.
- Improving performance in Camden's secondary schools is a priority for the partnership.
- Camden Council contributes 70% of the funding to Camden Learning, 30% comes from the School Improvement Services purchased by schools.
- Ealing Learning Partnership's core offer is funded directly by school subscriptions and a match funded council contribution. Schools bid for funding and lead on programmes and projects. All work is assured and evaluated by designated ELP leads and the board.

- Camden schools pay a minimal membership fee and have the option of buying a Standard or Premium School Improvement offer, which entitles the school to preferential rates for bespoke school improvement, Continuing Professional Development (CPD) and consultancy packages.
- Schools can be a member of Camden Learning without having to buy in the services. This enables Academies to be members and to benefit from the partnership meetings.
- The Camden Learning offer is complemented by Learning Hubs. The role of a hub is to accelerate improvement and impact. Hubs complement the Camden Learning CPD offer in specific specialist areas by developing a group of school-based professionals who work together to create a 'Learning Community of Practice' in the specialist area to improve teaching and effect change. Hubs are led by schools and are an important strategy for harnessing the experience, skills and talent within schools. Headteachers lead and advocate for their hub.
- Camden Learning offer money to a school for being the hub lead to enable the school to appoint an additional teacher to provide cover, however very few of the partners have appointed additional teaching staff. The concern is involving teachers without negatively impacting the school or having them depend on supply teachers.
- Ealing Learning Partnership carries out peer reviews. They are not mini Ofsted's, but an opportunity to support leadership development. Trust forms an important element of peer reviews and therefore the information from the reviews is not shared with the council. The key element is that schools are professionally collaborating not competing. The school support and challenge programme is provided by the Council, and the Council undertakes full health checks on schools 12-18 months before an Ofsted inspection is due. Camden Learning does not undertake peer reviews.
- Ealing drew a line of responsibility between the work of the partnership and the council, so that the council holds the whole partnership to account for school improvements.
- Learning Partnerships are generally quite weak on evaluation, which are usually based on results and Ofsted inspections. Thought needs to be given across local authorities on the how to measure whether partnerships make a difference for example the impact on staff recruitment and retention, pupil retention, and satisfaction surveys.
- It is important that learning partnerships do not lose sight of why they were set up and start to chase money to survive by holding conferences and helping schools to prepare for Ofsted rather than focusing on raising standards in their local schools.
- Being involved in a learning partnership can provide additional opportunities for headteachers and teachers, by providing extra professional learning and development. Having a learning partnership in place can also make a school more attractive when recruiting staff.

10. ROLE OF SCHOOL GOVERNORS

Therese McNulty, School Governance Lead, provided the Panel with an overview of the roles of school governors and the recruitment, training and support provided in Ealing. Members heard that there are currently in the region of 1000 governors/trustees working across 89 schools. The challenge of school governance is working within the legal regulations that apply specifically to each school to ensure the wellbeing and highest standards of educational achievement for the pupils in its care.

The Panel heard that there are three core functions for governing boards: ensuring clarity of vision, ethos and strategic direction; appointing and holding the headteacher to account for the educational performance of the school and its pupils; and approving the budget and overseeing the financial performance of the school to make sure money is well spent. The role of governors and trustees are largely the same but there are important distinctions. When governing in a trust some responsibilities will lie with the trust board and others with the local academy board/committees. Academies are funded directly from government whilst maintained schools are funded via the LA. Academy governors need to check the scheme of delegation of their trust for details of their specific set up.

There are several different categories of governance/trustee each appointed in different ways. Irrespective all governors need to complete a declaration of interests and undergo an enhanced Disclosure and Barring Service (DBS) check. In response to members questions, officers advised that DBS checks would be carried out within 21 days of a governor's appointment and the would be applied and paid for by the school. In addition, governors must be prepared to adopt the Nolan principles of public life: selflessness, integrity, objectivity, accountability, openness, honesty and leadership and we recommend adhere to the Governing Boards code of conduct.

The Panel asked whether employers in the borough supported their employees in carrying out their governing body duties. It was advised that some of the bigger companies gave time off to their employees to carry out this voluntary role. The person was not there to represent their organisation though, they were there to work in the interests of the school. All governors signed a register of interest and were expected to exclude themselves from a conversation in which they had an interest.

10.1 Maintained Schools - Categories of Governors

Therese McNulty outlined the different categories of governors:

- Parent– elected by parents. Must be a minimum of two
- Staff governor – elected by paid staff. One only
- Headteacher – ex officio
- Local authority (LA) – one only nominated by the LA but can only be appointed by the Governing Board.
- Co-opted – appointed by the Governing Board based on the skills, experience, knowledge they can bring to support effective governance of the school. These can include parents, staff and others but it is important for Governing Boards to maintain a balance of individuals
- Foundation – appointed by the foundation body. In Ealing this only applies to schools with a religious character

- Partnership – appointed by the Governing Board in foundation schools (in Ealing these are usually ex grant maintained schools)
- Associate members – not governors but can be invited to sit on the Governing Board or committees where their skills, knowledge supports effective governance. Particularly useful when there are no vacancies on a Governing Board.

Members heard that it is for an academy to determine its governance arrangements, but this must be set out in its articles of association/scheme of delegation. Typically, there will be as above elected parent, staff, appointed co-opted, foundation, local authority (but no more than 19% of the GB). In addition, there may be member appointed trustees, sponsor trustees and trust board committee members (like associate members).

Each school sets a term of office for its governors and trustees – this is normally four years. Many people choose to serve multiple terms, however as a volunteer a school governor can resign before their term is finished if circumstances change.

Members asked about the number of governing body meetings held in a year and the amount of time that somebody was expected to give to the role. Officers advised that on average there were four governing body meetings, two in the autumn, one in the spring, and one in the summer. There were also committee meetings where the work of the Board was carried out, which meant that in total there could be around 8 to 10 meetings in a year. Governors would probably expect to spend between 6-10 days per year on this role

10.2 Training

The Panel heard that comprehensive induction is crucial as is ongoing support and training at Governing Board level. This is complemented in Ealing by an extensive central training programme and regular communications regarding local and national changes and issues. The training covers all aspects of the core functions of governance but also provides sessions for governors in particular categories to help them identify the role of a governor as opposed e.g. to a member of staff or a parent. In addition, there are termly learning conversations, providing an opportunity to network and collaborate, and locally run national DfE programmes for lead governors and clerks.

Members stated that it was often difficult to get the time to attend training events and asked how likely it would be to have online training and webinars. Officers advised that online training came with a cost, however the webinars were free and perhaps these could be better advertised by schools on their websites for their governing bodies to link in to.

10.3 Vacancies and Recruitment

According to Ealing Council's records which mainly cover maintained school's data, Ealing currently has 267 vacancies. This is broken down into:

- 22 Local Authority Governors
- 53 Parent Governors
- 23 Staff Governors
- 106 Co-opted Governors

- 57 Foundation Governors

Currently the local authority is reliant on schools informing it about vacancies however the intention was to move to a web-based database that the schools would update.

Governing Boards are responsible for ensuring parent and staff governor elections are held when there is a vacancy and that they are proactive in filling all Governor Board appointed governor vacancies i.e. co-opted and partnership. The local authority nominates suitable candidates for approval but if there is no suitable candidate or the Governing Board are not satisfied with the nomination then they can choose to appoint a suitable person who lives or works in the borough. These individuals would still need to be approved as a nominee. Foundation governors are appointed by the foundation which in Ealing is for Catholic schools is the Westminster diocese; for the Church of England schools this is the London diocese and for Khalsa the current Gurdwara administration

The Panel heard that Ealing governance services supports schools with filling vacancies in a range of ways including the following;

- Annual governor recruitment event in collaboration with Governors for Schools
- Regular communication with Governor for School regarding candidates suitable for LA governor and co-opted vacancies – these are then communicated to GBs
- Media campaign as part of the annual recruitment event with local companies and residents. Includes social media via Ealing news Extra, Twitter, Facebook. Ongoing campaign with Governors for Schools via LinkedIn
- Ealing Grid for Learning becoming a school governor page – includes a video from one of our governors and details of how to apply
- Parent and staff governor election procedural guidance
- LA governor nomination/application guidance and process support
- Speaking at various meetings e.g. Labour Group

In response to questions about recruitment, members were informed that the next recruitment fair was being held at West London University. Details of the fair were posted on the Ealing council website and on social media, posters were sent to the libraries and leisure centres, schools publicised the fair with parents, and local companies were contacted. Council staff were also encouraged to become a school governor. Thirty to forty people usually attended the fair, along with those schools with vacancies, and this usually resulted in a good number of people applying to be a governor. Karien Botha, parent governor representative gave positive feedback about the recruitment fair saying that it had helped her governing body to recruit four very good members. Members suggested that a governor of year award could be given and were informed that this had been tried before, however it was stopped as the schools did not provide any nominations.

Members referred to the results of the ELP survey which highlighted a need to work more with governing bodies. Therese McNulty said that a short summary was being put together on the work of the ELP for governing bodies and a pilot peer learning project was being launched in the spring. Twelve schools would be involved in the pilot, working in groups of three, one governing body would host the other two to observe their meeting and take it in turns. The learning would be shared at the governing body conference next year prior to rolling it out to all schools.

11. SPECIAL EDUCATIONAL NEEDS PROVISION

Gary Redhead, Assistant Director Schools Planning, Resources and SEND (Special Education Needs and Disability), and Julie Lewis, Director Learning, Standards and School Partnerships, provided the Panel with an overview of the pattern of special education needs provision. Also attending the meeting were Denise Feasey, Special School Representative on the Ealing Learning Partnership (ELP) SEND and Inclusion Group, Daniel Bishop, Chair of the ELP SEN and Inclusion Committee, Dawn Clegg, Autism Outreach Lead, and Matthew Jeatt, Chair and Ruby Sangha, Vice-chair of Ealing Parent and Carer Forum.

The Panel heard that a child or young person has special educational needs if they have a learning difficulty or disability which calls for special educational provision to be made for them. Education Health and Care Plans (EHCPs) are issued to children with more complex SEND.

In 2019, preliminary data shows that Ealing issued 354 new EHCPs, of which 85% were assessed on-time, within 20 weeks. The comparable figure for 2018 was 426 plans, of which 41.5% were assessed on time. This data includes all plans including those that could be treated as exceptions due to for example, parents missing an appointment or requests for plans came in close to the long summer holidays. Officers stressed that this was significantly above the national average. The Panel noted that all teams across education, health and social care had worked tremendously hard to achieve such a significant improvement in performance. Officers outlined that 2018/19 was an outlier year of EHCP completion, stating that there had been a historical backlog of previously unprocessed applications. It was highlighted that the service would be unlikely to maintain performance of issuing 85% of EHCPs within 20 weeks and that the target for 2020/21 was 65%. Members noted that, if a backlog were to develop, then the relationship with parents would deteriorate.

The Panel noted the high number of rejected EHCPs, there had been 488 requests and 116 had been declined. Officers suggested that this could be due to the recent and significant turnover of Special Education Needs Co-ordinators (SENCO), with the new ones being less experienced at producing EHCP applications which may have led to more being rejected. Daniel Bishop explained that the ELP was undertaking work with partners to share best practice to help alleviate this issue.

The Panel heard that most children and young people identified as SEN did not have EHCPs. These children were in mainstream schools and colleges and were supported from resources in school or college budgets.

In the case of mainstream schools, within their budgets, a notional amount is identified for SEN. The amount varies between schools based on the number and characteristics of pupils at each school. Currently schools are expected to meet up to the first £6,000 of any child or young person's SEN irrespective of whether they have a plan or are on SEN support. In addition to funding in school and college budgets, the local authority receives a grant called the High Needs Block. The grant is to support children and young people with complex needs most of who will have EHCPs in special schools, mainstream schools and other provision. However, the High Needs Block grant had not increased sufficiently to meet demand, leading to an overspend which was currently being funded by the local authority. Members noted that this was not uncommon, for

example 13 other London Authorities also had an overspend of over 10%, but was not sustainable in the long term.

11.1 Children and young People with SEND in Ealing at School Action and those with EHCPs

The Panel heard that the main source of information collected from schools is the annual school census in January of each year covering children at SEN Support and those with an EHCP. This is based on the LA where pupils are educated, irrespective of where they live. The main points at 2019 from the school data for those at school action (receiving intensive help) or with EHCPs in Ealing state funded schools were:

- 14.4% (7,847 out of 54,601) of pupils in Ealing state funded schools were identified as having Special Educational Needs (SEN) in the 2019 Spring School Census. 11.0% were on SEN Support (6,014) and 3.4% (1,833) had an EHCP.
- 2/3rds of the 7,847 pupils were boys and for those with EHCPs 72.6% are boys. Boys are also far more likely to have Autism Spectrum Disorders (ASD) (with just 113 girls (0.4%) having ASD as their primary need compared to 577 boys (2.1%)).
- Black and mixed heritage pupils have the highest percentage of SEN, 18.7% and 15.6% respectively. Asian pupils are less likely to be identified as having SEN (13.4%) than their peers.
- Those entitled to free school meals are almost twice as likely to be identified with SEN.
- 13.6% of primary school pupils and 11.7% of high school pupils were identified as having SEN, compared to 13.8% and 12.2% in primary and high schools in England respectively.

At a national level, the over-representation of ethnic groups in SEND highlighted above (with or without plans) is a national concern but under-representation has been less so though under-representation, for example, of girls with Autistic Spectrum Disorders is becoming more of a focus.

11.2 Pupils and Young People with EHCPs maintained by Ealing

The Panel noted that the Government introduced legislation in 2014 to replace statements for SEN with EHCPs and increased the responsibility of partners to support young people up to the age of 25 from 18. This was phased in for those with Statements of SEN and those in colleges with Learning Disability Assessments (LDAs).

The table below shows the growth in the number of plans since that time and High Needs funding for Ealing. The growth in Ealing mirrors both the national and outer London picture. Please note that the reporting periods for SEN2 and financial information are different. However, the table illustrates that funding has not keep pace with demand. For 2020-21 the LA has been allocated a High Needs grant of £58.93m.

Growth in Stms/EHCPs				High Needs Funding
SEN2	Ealing	Outer London	England	Ealing £m
2016	1,880	27,659	256,315	42.79
2017	2,055	30,909	287,290	43.42
2018	2,200	34,193	319,819	50.24
2019	2,551	37,620	353,995	51.70
Change	671	9,961	97,680	8.91
	35.70%	36.00%	38.10%	20.82%

Notes

SEN2 year relates to previous calendar year. HN Grant relates to financial year, e.g. 2016 is 2015/16
HN funding covers Alternative Provision as well as EHCPs

The growth in Ealing for the number of plans since that time mirrors both the national and outer London picture, however Ealing has a higher proportion of plans to primary aged children. The Panel heard that the 2019 OfSTED and Care Quality Commission (CQC) SEND inspection commented favourably on early identification of needs, though recognised that this can create budget pressures. The growth in plans at a national level has been driven mainly by the change in legislation increasing the age range and population increases. However, there are other factors that have had some impact, such as more complex needs and a greater identification and awareness of needs. In 2019 the incidence nationally increased to 3.1%, from 2.8% in 2014. In Ealing the incidence is now 3.4% where previously it was in line with the England average.

11.3 Provision for pupils with Special Educational Needs

In terms of SEN provision and strategy the Panel heard that it was important to acknowledge that in Ealing and nationally nearly 9 out of 10 pupils with SEND (those with and without plans) attend state funded primary and high schools. At January 2019, of the 7,847 pupils in Ealing schools identified with SEND (with or without an EHCP) 6,958 attended a primary, high or children's centres representing 88.7% of the total SEND pupils. The figure for England was 87.5%. Most of these children and young people do not have EHCPs and therefore LA strategies must have a firm basis in better meeting the needs of children at school action which are funded mainly from school notional SEN budgets rather than the High Needs block.

For those with EHCPs, where most of the expenditure falls on the High Needs Block the table below shows the latest comparative benchmark information, published by the DfE on 19th December 2019 for placements of children per 1,000 of the population aged 2 to 18 in Ealing. The tool allows the selection of a range of comparator groups. Information is shown for three comparator groups –England, Outer London and Ealing's ten closest statistical neighbours. Comparisons need to be treated with caution and at most used as a basis for further inquiry. The pattern of provision for SEND will vary for a variety of reasons such as historical decisions, boundary changes etc.

Number per 1000 of 2-18 population with SEN statement or EHC plan and placement of these pupils and students				
	Ealing	England	Outer London	Ten closest statistical Neighbours
Population Estimate 2 to 18	77,198	11,179,541	1,208,551	646,029
Number of Plans	2,551	353,970	37,620	20,342
No. aged up to 25 with SEN statement or EHCP Rate per 1,000 of population 2 to 18	33.0	31.7	31.1	31.5
<i>of these, placements in:</i>				
Mainstream schools or academies	11.8	10.5	11.4	12.3
Resourced provision or SEN units	2.4	1.6	2.7	2.2
Maintained special schools or special academies	10.4	10.6	9.3	9.5
NMSS or independent schools	2.3	1.9	2.2	2.1
Hospital schools or alternative provision	0.4	0.3	0.2	0.3
Post 16	4.5	5.1	4.2	4.0
Other	1.3	1.7	1.1	1.1

In 2019, Ealing had a higher rate of children and young people with EHCPs per 1,000 population than the 3 comparator groups, ranging from 1.3 to 1.9 per 1,000 population. This equates to between 107 to 148 more plans than the comparator groups.

To standardise and illustrate the differences between the identification rates and placement decisions, the comparator group rates have been applied to Ealing's population data. This is shown in the table below.

Illustration of comparison of placement numbers for Ealing using comparator rates				
	Ealing Actual	England Rates	Outer London Rates	Ten closest statistical Neighbours Rates
Ealing Population Estimate 2 to 18	77,198	77,198	77,198	77,198
Number of Plans	2551	-107	-148	-120
No. aged up to 25 with SEN statement or EHCP Rate per 1,000 of population 2 to 18	33.0	31.7	31.1	31.5
<i>of these, placements in:</i>				
Mainstream schools or academies	914	-104	-35	37
Resourced provision or SEN units	186	-64	26	-16
Maintained special schools or special academies	799	23	-84	-69
NMSS or independent schools	174	-28	-3	-11
Hospital schools or alternative provision	29	-9	-14	-9
Post 16	345	50	-21	-35
Other	104	26	-16	-17

In terms of benchmarking, of interest is how Ealing compares with outer London and its ten closest statistical neighbours rather than nationally. The table below points to most of the difference in placement rates being due to outer London and the 10 closest statistical neighbours placing fewer children and young people in specialist provision, mainly special schools both in and out of the borough, and then post 16.

The published data also allows Ealing to compare changes in the pattern of placements in January 2019 and 2016 when the information was first compiled. This is shown in the table below. This shows that the growth in the number of plans per 1,000 population in Ealing at 6 per 1,000 of the 2 to 18 population is very similar to all three comparator groups. The pattern of placements is very similar too apart from more placements being made in mainstream schools by Ealing's closest statistical neighbours. The biggest growth, not surprisingly given the change in age range for EHCPs to 25 years, being in post 16.

Changes 2019 compared to 2016 Number per 1000 of 2-18 population with SEN statement or EHC plan and placement of these pupils and students				
Changes between January 2016 and January 2019 per 1,000 of 2 to 18 population	Ealing	England	Outer London	Ten closest statistical neighbours
Population Change	1,892	85,644	51,669	26,021
Change in No. aged up to 25 with SEN statement or EHCP per 1,000 population 2 to 18	8	9	7	8
<i>of these, change in placements per 1000 in:</i>				
Mainstream schools or academies	1	1	1	2
Resourced provision or SEN units	1	0	1	0
Maintained special schools or special academies	1	2	1	1
NMSS or independent schools	0	0	0	0
Hospital schools or alternative provision	0	0	0	0
Post 16	3	4	3	3
Other	1	1	1	1

NB. Small rounding errors in the table

11.4 Future Projections

The Panel heard that the council commissioned an independent detailed SEN projection model which takes account of recent trends in joiners, leavers and movers between different types of provision among different types of need. Overall, if recent trends continue and are applied to the population projections, the number of EHCPs is now expected to increase to over 3,100 plans in the next 5 years. Most of this growth is projected to be among secondary age children, as the population bulge moves from primary to secondary, and among young people age 16-25.

In terms of types of need the using past trends the growth is expected to continue to be in Autism (ASD) speech, language and communication needs (SLCN) and to a lesser extent social emotional and mental health (SEMH) though the increased focus on mental health issues in schools, although not intended to do so may be reflected in requests for statutory assessments.

11.5 Expansion Programme

The Panel noted that since 2013, the Council has expanded special schools and has increased capacity by 176 places (with 91 of these in primary age schools, 45 in secondary and 40 in all-through schools).

Further capacity has been added in the form of Additionally Resourced Provision (ARP) in mainstream schools. These provisions offer the potential for children with complex

SEN with EHCPs to be educated in bases and benefit from integration into some mainstream lessons and activities. In primary schools, an ARP at Coston Primary School opened in September 2018 with capacity for 21 places. A further ARP at Willow Tree Primary School opened in September 2019 with capacity for 24 places.

In high schools, ARPs are now open at Elthorne Park (15 places), William Perkin (30 places), Greenford High (20 places), and Twyford High (20 places), alongside the already established provision for 20 places at Dormers Wells High School. For mainstream school provision, plans are being developed for 48 further places in primary phase ARPs across two schools, and two further ARPs at high schools which would provide an additional 40 places (8 places per year).

For secondary phase special schools, from 2019, the local authority anticipates that there will continue to be additional demand as more pupils leave the expanded primary special schools and move through into the secondary sector. More local provision is being developed for secondary age students to decrease dependency on out of borough, non-maintained and independent specialist provision. Following the approval of statutory notices, contracts have been awarded and contractors are on site for the expansion of places at Belvue and St Ann's Schools. The potential for further additional SEN places is also being investigated.

For post 16 provision, the local authority has completed a widespread review of SEN Post 16 commissioning with a focus on identifying pathways which offer the best opportunities for young people to prepare for adulthood. The consensus view is that moving forward with arrangements that allow colleges and schools to plan and deliver programmes more closely together will achieve better outcomes for young people through to age 25 and beyond. In the first instance, the Ken Acock Centre at Belvue School added work-related provision for those with learning difficulties and provides a strong vocational pathway from school to college for a group of young people significantly under-represented in the workforce. Up to 40 further post-16 places are projected to be needed in the borough. 30 additional places are being provided through extending the age range at Springhallow School to include 16-19 provision based at the Redwood College site. The West London post-16 review has also highlighted collaborative working to expand the range of options and use combined specialisms.

11.6 Additional Resource Provision (ARP) Strategy

As well as expanding places at special schools, increasing the range of provision attached to mainstream schools has been a key part of the local authority's provision strategy. Given the growth in Autism Spectrum Disorder and Speech Language and Communication needs, these need types have been prioritised though children do also have cognitive and social emotional and mental health needs.

The Panel asked about the spread of ARPs in schools throughout the borough and officers explained that initial provision had been piloted in those schools who were willing to participate. Having an ARP could impact on a school's results and more data crunching had to be done to adequately reflect a school's performance. Take up had mostly been in larger three to four entry form schools.

Officers advised strongly that ARPs were not a means of exclusion but were instead a means of additional support by providing a safe space and yet still encouraging a

child's participation in mainstream schooling. Members heard that there was almost 10 hours of integration in the school timetable, including social integration. However, there were lower levels of integration in English and Maths because of the pace of the lessons. As the school curriculum becomes more challenging and demanding for children, schools would need to consider the issue of what was sustainable integration.

The table below shows the new ARPs in place.

SEN: New primary ARPs		
School	Additional FE	Places available from
Beaconsfield	21	Phased from September 2010
Selborne	21	Phased from September 2014
West Acton	21	Phased from September 2016
Coston	21	Phased from September 2018
Willow Tree	24	Phased from September 2019
Total	108	

SEN: New secondary ARPs		
School	Additional FE	Places available from
Dormers Wells (HI)	5	Phased from September 2012
William Perkin	30	Phased from September 2015
Elthorne	15	Phased from September 2016
Twyford	20	Phased from September 2018
Greenford	20	Phased from September 2018
Total	90	

Members heard that in the primary sector, there are plans to open an ARP at Havelock Primary and another at Fielding Primary School, both are subject to town planning applications. It is likely that these will be opened in the next two years. In the case of the high school sector, funding is available for two additional ARPs but are mostly likely to be part of larger high school building projects in Southall and Northolt.

To help inform the development of the next stage of the strategy, a short review of progress was commissioned to identify areas of strength and areas that needed further work. The review conclusion was that "ARPs have become an effective arm of the SEND delivery strategy in the borough. The Ealing ARPs are highly regarded and driven by committed and passionate staff. Further work will enable all practitioners to benefit from collaboration and ensure best practice is effective in all ARP settings."

11.7 System Reform and Funding Issues

The Panel heard that the Government introduced changes to the SEND system in 2014. The intention was to give parents and children greater involvement in decisions about meeting their needs and control and choice over provision. The changes also increased the age range from 2 to 18 to 0 to 25. These were against a backdrop of a growing population and reductions in real term budgets in schools, LAs and health. In September 2019, after an 18-month inquiry into the new system, a House of Commons

Education Committee concluded that “while the reforms to the support for children and young people contained in the Children and Families Act 2014 were the right ones, poor implementation has put local authorities under pressure, left schools struggling to cope and, ultimately, thrown families into crisis.”

For 2020-21 the government has provided £700m more funding for High Needs, of which Ealing has been allocated £4.8m. Additional funding will be provided for mainstream schools as well. Members heard that whilst this additional funding is welcome, it barely covers past budget pressures in the case of high needs and a significant part of the additional funding will be required for pay awards and pension increases. A key decision for the new government will be the balance in funding between the Schools and the High Needs blocks. Against this background, the government has announced a review of the SEN system which they aim to complete by April 2020.

11.8 Partnership Working with Parents

Putting parents and young people at the heart of decisions was a core vision of the reforms. In Ealing’s OfSTED CQC inspection of SEND the inspectors found that the local authority had under-estimated the level of parental dissatisfaction. In part it considered this was a matter of communication as when parents accessed services satisfaction levels were generally high. At the time, the timeliness of statutory assessments was a major concern. There were also concerns from parents about the variability of experiences in mainstream schools. Since the inspection, Ealing has added a fifth priority to its SEND Strategic Action Plan, Engagement and Communication.

Matthew Jeatt and Ruby Sangra of the Ealing Parent and Carer Forum (EPCF) stressed the impact of spending reductions and gaps, particularly in the High Need Block on the wellbeing of children with SEND and their families, stressing that any shortfall disproportionately and negatively affected them. They welcomed the engagement with the Council and partners, and the focus groups and round tables with partner groups had brought positive progress and increased awareness. It also highlighted the ELP Peer to Peer support network as particularly effective saying that it had helped to embed good practice across the Council. The EPCF was looking to pilot the appointment of an EPCF Link Parent to all schools in the borough, to work in an advisory capacity with schools on SEND matters. Matthew Jeatt explained that this was being undertaken in schools that had expressed an interest with a view to determine effectiveness and buy in. It was also noted that the EPCF was looking to implement an Attention Deficit Hyperactivity Disorder (ADHD) support group, to help support parents and teachers.

Officer stated that during the early part of 2020, they intended to review the SEND Strategy and Action Plans in conjunction with parent representatives, schools and other key partners. A participation strategy document had been agreed between the parent/carer forum, the Council and Ealing Clinical Commissioning Group and significant improvements have been made to the Local Offer site.

11.9 Ealing Learning Partnership

The Panel heard that members of the ELP SEND and Inclusion Committee produced a

SEND Support Expectations Document with practical guidance for schools not just on the roles and responsibilities of schools but practical strategies to support pupils at SEND support. The roll out of the approaches in the document was through the primary and high school SENCO networks with the support of the School Effectiveness Service. The ELP would look to streamline SEND support across all schools in Ealing and confirm what the standard offer was, which was not the case now.

Daniel Bishop also highlighted the work being undertaken by the ELP SEN and Inclusion Committee to improve the quality and consistency of support for children with SEN through a training offer for teachers and SENCOs. Training programmes had been developed which could be accessed by schools and an action plan had been developed to encourage improved awareness and training. They had also shared good practice across schools and developed a network to promote better inclusion and development.

In response to questions, members were informed that all schools were required to statutorily employ at least one SENCO. All children with SEND were assigned to a SENCO up to the age of 25 to support educational and work outcomes and helping a child into employment or further education.

In conclusion, the Chair of the Panel thanked officers and the Chair and Vice-chair of the Ealing Parent and Carers Forum for attending the meeting. Members agreed that hearing from the parents of the children with SEN attending Ealing Schools provided the Panel with a valuable insight into the provision of these services.

12. ATTENDANCE *To be updated following final meeting*

Panel Members

The Panel met xxx times in the year

Name	Attended	Apologised
Councillor Deirdre Costigan (Chair)	4	0
Councillor Kamaljit Dhindsa	2	2
Councillor Theresa Byrne	2	2
Councillor Carlo Lusuardi	3	1
Councillor Tariq Mahmood	3	1
Councillor Mohinder Midha	3	1
Councillor Swaran Padda	4	0
Councillor Andrew Steed	2	2
Councillor Nigel Sumner (Vice-chair)	4	0
Co-optees	Meetings	Apologised
Kate Roskell, Church of England Diocese Representative	3	1
Josephine Spencer, Roman Catholic Diocese Representative	2 of 3	1
Karien Botha, Parent Governor Representative	3 of 3	0
Dr Marianne Izen, Member of SACRE	2 of 3	1
Marion McNeill, Member of SACRE	3 of 3	0
Jaswant Kaur Bola, Member of SACRE	1 of 2	1

Invited Witnesses

The Panel invited the following representatives of other organisations to attend their meetings. The Panel are very grateful for their help.

External Attendees	Organisation
Margaret Majumdar	Chair of Ealing Schools Forum
Stefan Simms	Ealing National Education Union District Secretary
Tessa Hodgson	Chair of the Ealing Learning Partnership and Headteacher of Oaklands Primary School
Denise Feasey	Special School Representative on the ELP SEND and Inclusion Group
Daniel Bishop	Chair of the ELP SEND and Inclusion Group
Dawn Clegg	Autism Outreach Lead
Matthew Jeatt	Chair Ealing Parent and Carer Forum
Ruby Sangha	Vice-chair Ealing Parent and Carer Forum

Council Officers

The Panel also wish to thank the following Ealing Council officers who attended to assist the Panel in their work programme.

Ealing Council Officers	Job Title
Julie Lewis	Director Learning Standards and School Partnerships
Gary Redhead	Assistant Director Schools Planning, Resources and SEND
Mary Lancaster	Trade Union Officer
Danny Judge	Trade Union Officer
Laurence Field	Programme Manager, Property Services Delivery Unit
Kim Price	Principal Research and Statistics Officer
Therese McNulty	School Workforce and Governance Adviser

13. BACKGROUND READING

Further details can be found in the agendas and minutes for the Panel meetings which are available on the Ealing Council website at

http://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/292/Default.aspx

14. RECOMMENDATIONS

No.	Recommendation
1	The Panel endorses the model of the Ealing Learning Partnership as the council's delivery vehicle for maintaining its relationship with schools, developing partnership working to maximise efficiencies, and in sustaining the quality of educational provision in the area. It compares favourably with the models put in place by other boroughs. The Panel recommends that the Council continues its investment in the ELP.
2	The Panel recommends that the ELP: publicises its work and seeks ways of promoting it to other boroughs, with a view to income generation and assisting with recruitment and retention; considers rolling out its project working with BME children to all schools, once results are analysed; continues to build links between primary and secondary schools; supports schools to find a balance in the commitment to cluster working and the needs of their own school; increases governing bodies knowledge of and involvement in the ELP, including assessing the governors pilot peer learning project and rolling out if successful; and considers advertising teaching opportunities on its own website.
3	That the Council explores the potential relationship that could be forged by involving Ark Academy Schools in Ealing in the Ealing Learning Partnership, at least on the level of networking with the Senior Leadership Teams of other Ealing Secondary Schools in the area.
4	That the Council provides support for Ark Acton by promoting its emerging successes, especially during the difficult time of reputational recovery that the school is in.
5	The Panel recognises the important work of teaching assistants and supports them in their role of adding value to the work of the teacher and not being used to replace them. The Ealing Learning Partnership should consider how to engage with schools to support them in abiding by the Education Endowment Foundation Guidance on 'Making Best Use of Teaching Assistants'.
6	With the many and varied challenges facing schools e.g. increasing costs; falling rolls; budget cuts, recruitment difficulties and juggling the many demands of government initiatives and priorities, the role of school governors has never been more crucial in supporting our schools. The Panel recommends that the Council works with the chief whips and councillors to increase the number of local authority nominated school governors and promotes a campaign to promote the role of governor targeted at private sector employers and partners in the public and voluntary sectors.
7	The Panel recommends that more accessible training for school governors, such as the free webinars, be promoted on school websites for their governing body members to access.

No.	Recommendation
8	The Panel notes that an effective trade union can benefit schools by helping to increase partnership working, improving communication and consultation, helping to identify and resolve health, safety and welfare issues and improving staff morale and commitment. The Panel encourages schools and the Ealing Learning Partnership to support the work of and facilitation time for trade union representatives.
9	The Panel recommends that as well as responding to pupil retention rates that the Council should seek to influence them by widely promoting the quality and the success of schools in Ealing to parents, children and the local community.
10	The Panel heard that where a school is sponsored to convert to an academy, in most cases, any surplus goes with the school, and any deficit remains with the local authority. In 2018/19 two schools converted leaving the local authority with a pressure of £2.65m. The local authority has written to the Secretary of State for Education requesting this funding and is working with London Councils to lobby the DfE to change the regulations. The Panel recommends that the Council continues to lobby the Government on this issue.
11	The Panel supports the ELP SEN and Inclusion Committee in working with schools to: reach a greater consistency in terms of the paperwork for EHCP applications; improve the quality and consistency of support for children with SEND; and focus on improving the accessibility of the universal offer e.g. visual timetables for all pupils instead of special provision for an SEND pupil.
12	The Panel recommends that a clear vision and expectation for schools with ARPs (additionally resourced provision) be outlined so that a school's overall results and performance can be accurately reflected.

15. RECOMMENDATIONS WITH OFFICER COMMENTS

No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
1	The Panel endorses the model of the Ealing Learning Partnership as the council's delivery vehicle for maintaining its relationship with schools, developing partnership working to maximise efficiencies, and in sustaining the quality of educational provision in the area. It compares favourably with the models put in place by other boroughs. The Panel recommends that the Council continues its investment in the ELP.	<p><u>Cllr Yvonne Johnson, Cabinet Member, Schools and Children's Services</u></p> <p>Endorse</p>	Accept
2	The Panel recommends that the ELP: publicises its work and seeks ways of promoting it to other boroughs, with a view to income generation and assisting with recruitment and retention; considers rolling out its project working with BME children to all schools, once results are analysed; continues to build links between primary and secondary schools; supports schools to find a balance in the commitment to cluster working and the needs of their own school; increases governing bodies knowledge of and involvement in the ELP, including assessing the governors pilot peer learning project and rolling out if successful; and considers advertising teaching opportunities on its own website.	<p><u>Julie Lewis, Director Learning Standards and School Partnerships</u></p> <p>Ealing will continue to profile the successes and developments of ELP in conjunction with AEPA (Area Based Education Partnerships Association) and seek out opportunities to generate wider income. However, it should be noted that income generation beyond borough boundaries will be marginal and not substantive. The central delivery team is small.</p> <p>The ELP No Learner Left Behind Pilot Project focused on Black Caribbean pupils will be reviewed in 2021. The board will consider scaling up the programme in 2021-2023 following the report on impact and in conjunction with the achievement profile of other ethnic groups.</p> <p>ELP will continue to explore ways in which primary and secondary schools can work together on the curriculum and continuity of pupil experience. The Primary cluster model will be reviewed annually and adjustments made to ensure that demands on leadership time are proportionate.</p>	Accept

No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		Governor involvement in ELP will be stimulated through the learning visit programme and a communications campaign in Autumn 2020. The new ELP recruitment website will be launched in Autumn 2020 and all schools will be invited post their own vacancies from this date. All ELP activity to be reviewed as pandemic continues.	
3	That the Council explores the potential relationship that could be forged by involving Ark Academy Schools in Ealing in the Ealing Learning Partnership, at least on the level of networking with the Senior Leadership Teams of other Ealing Secondary Schools in the area.	<u>Julie Lewis, Director Learning Standards and School Partnerships</u> The Ark chain already provides all of its schools with a rich range of networks and professional development programmes. However, the school has shown an interest in our secondary curriculum, inclusion and leadership networks and we will explore a flexible charging model.	Accept
4	That the Council provides support for Ark Acton by promoting its emerging successes, especially during the difficult time of reputational recovery that the school is in.	<u>Julie Lewis, Director Learning Standards and School Partnerships</u> The annual impact report combining ELP and school standards data will reflect the particular successes of schools previously judged as inadequate. The improvements made by school leaders across a range of indicators will be shared through leadership networks and headteacher meetings reflecting our commitment to collaboration and in tackling area-wide priorities.	Accept
5	The Panel recognises the important work of teaching assistants and supports them in their role of adding value to the work of the teacher and not being used to replace them. The Ealing Learning Partnership should consider how to engage with schools to support them	<u>Julie Lewis, Director Learning Standards and School Partnerships</u> We will reflect on the body of research produced by EEF and weave a line of enquiry re effective use of TAs	Accept

No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
	in abiding by the Education Endowment Foundation Guidance on 'Making Best Use of Teaching Assistants'.	throughout our programme of school Health Checks; as part of cluster peer reviews in primary and in our central training programme.	
6	With the many and varied challenges facing schools e.g. increasing costs; falling rolls; budget cuts, recruitment difficulties and juggling the many demands of government initiatives and priorities, the role of school governors has never been more crucial in supporting our schools. The Panel recommends that the authority works with the chief whips and councillors to increase the number of local authority nominated school governors and promotes a campaign to promote the role of governor targeted at private sector employers and partners in the public and voluntary sectors.	<p><u>Therese McNulty, School Workforce and Governance Adviser</u></p> <p>We send monthly updates of vacancies and LA governor filled posts filled to the deputy chief whip, portfolio holder and Director of ELP. We have always worked with the deputy chief whips to promote being an LA governor. They have sent information about vacancies to their contacts and we have attended numerous council /union meetings pre lockdown to promote. We also run an annual event with Governors for Schools to promote being a governor in Ealing. During 2020 we have started to use Governors for Schools more extensively to support with filling LA governor vacancies (not just co-opted). Despite all this this we still currently have 21 LA governor vacancies. It is clear that there is not enough supply via the deputy chief whip/ political nominations process. Another issue is that despite working hard to source nominees with Governors for Schools, when details are sent to GBs, they are often incredibly slow at responding – by which time the candidate may have lost interest or started as a governor elsewhere.</p> <p>Given current restrictions and capacity I would propose we work as follows to fulfil this:</p> <ul style="list-style-type: none"> • We further increase our efforts working with Governors for Schools to source LA governors. As a national charity they have extensive contacts and influence with many large organisations / employers 	Accept and review in line with comments

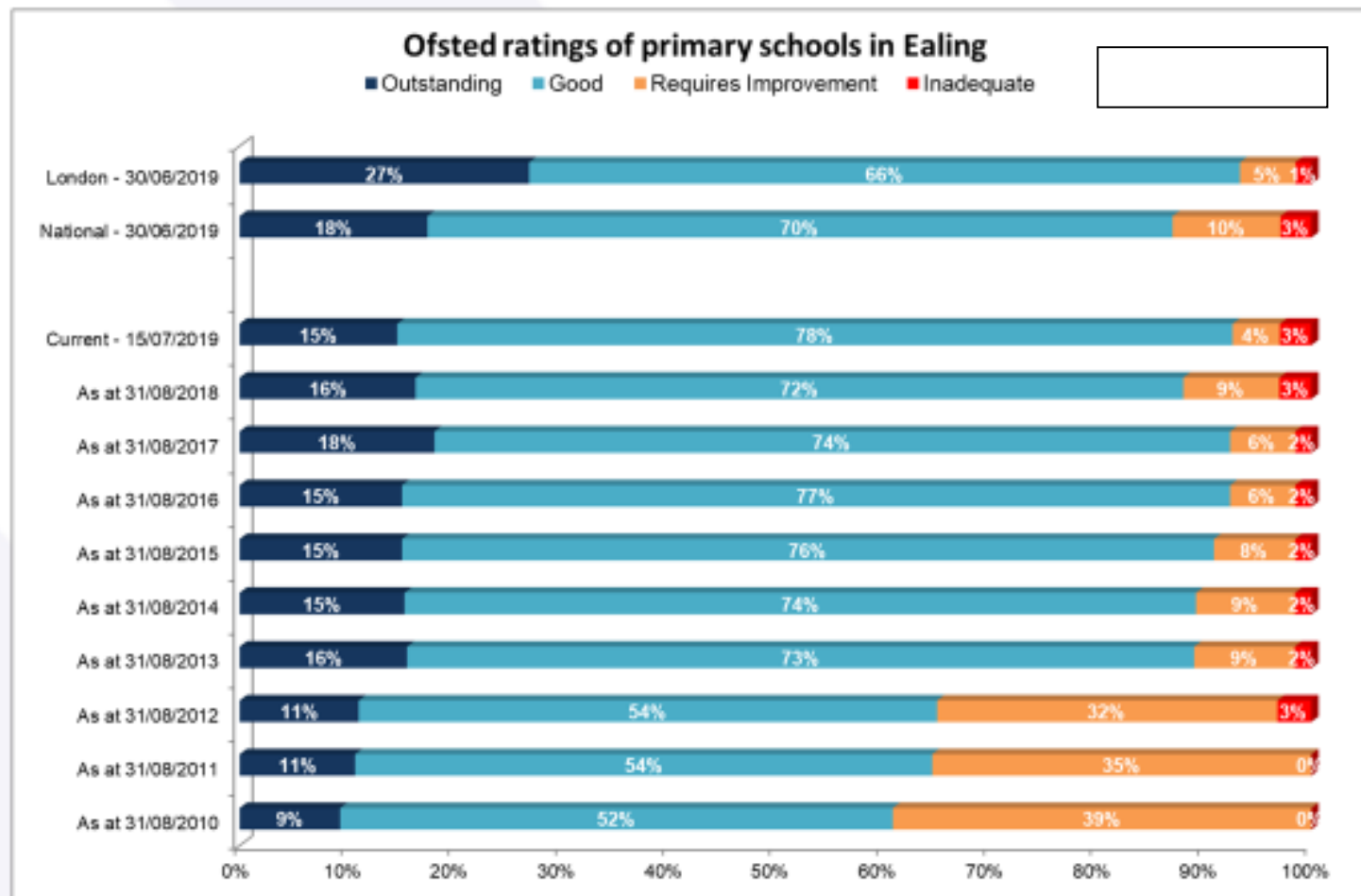
No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<p>and can support with turning enquiries into applications which we then promote to schools with vacancies</p> <ul style="list-style-type: none"> • A letter to GBs about the importance of governance and acting quickly when sent possible proposed candidates. If this could come from the panel? • Local campaign linked to our annual governor recruitment event – we are already in discussion with Governors for Schools about how we run this virtually for 2021. <p>We revise the current LA governor nomination process – so less restrictive</p>	
7	The Panel recommends that more accessible training for school governors, such as the free webinars, be promoted on school websites for their governing body members to access.	<p><u>Therese McNulty, School Workforce and Governance Adviser</u></p> <p>As a result of COVID in addition to popular demand, the 20/21 governance training programme now offers a wide range of online training and briefings for the first time. All training is available via Ealing CPD online and also a summary version can be found in our ELP governance development programme 2020/21. The training is regularly promoted via e mail, governance updates and Gatekeeping. We are also looking into a suitable platform where governors can access recorded sessions in the future.</p> <p>Whilst the monthly briefings are free to all ELP schools, the training is part of a bought back CPD service and/or available on a PAYG basis. Whilst it would be lovely to offer all training for free, as part of running a training service in addition to our income generation targets and budget constraints this is not possible.</p>	Accept

No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<p>As a result of this recommendation we will ask for all clerks and chairs to ensure the information is easily available to all governors via their governance portals/school websites. There is no reason why schools cannot do this but given school websites are managed by schools, this is out of our direct control.</p> <p>In addition to Ealing training and briefings we regularly advertise free Governors for Schools sessions, recordings of which can be accessed via their website. During COVID we also negotiated a range of other paid for services for a free trial period. We hope the information is shared widely to all governors. The information is always published on EGfL.</p>	
8	<p>The Panel notes that an effective trade union can benefit schools by helping to increase partnership working, improving communication and consultation, helping to identify and resolve health, safety and welfare issues and improving staff morale and commitment. The Panel encourages schools and the Ealing Learning Partnership to support the work of and facilitation time for trade union representatives.</p>	<p><u>Julie Lewis, Director Learning Standards and School Partnerships</u></p> <p>The LA supports the work of and provides a facilities time agreement, though funding is agreed each year for maintained schools by the Schools Forum. Academies are able to buy into these arrangements and some do. A review of the code of conduct is currently underway and will be considered by the Forum at its meeting in January. ELP senior officers and senior officers in Children's Services continue to engage with all TUs through the dedicated Trade Union Forum tasked to consult on and resolve areas of significant mutual interest/concern. This group meets frequently and the agenda is shaped by all stakeholders.</p>	<p>Accept alongside decision-making of SF</p>

No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
9	The Panel recommends that as well as responding to pupil retention rates that the Council should seek to influence them by widely promoting the quality and the success of schools in Ealing to parents, children and the local community.	<p><u>Gary Redhead, Assistant Director, Schools Planning and Resources</u></p> <p>There were several publications in 2019 – 20 on the success of Ealing schools following the excellent 2019 outcomes and the outstanding position of our secondary schools reaching first place across the country in the KS2 to KS4 progress measure. A specific campaign aimed at increasing retention rates from primary to secondary schools (especially in Northolt area) and tackling impacts of the pandemic re parental confidence may require additional dedicated resource (Comms team)</p> <p>Agreed, though there are resource constraints that may limit the extent of any communications campaigns. We will review approach with corporate communications to consider how we can make best use of existing channels including social media</p>	Accept
10	The Panel heard that where a school is sponsored to convert to an academy, in most cases, any surplus goes with the school, and any deficit remains with the local authority. In 2018/19 two schools converted leaving the local authority with a pressure of £2.65m. The local authority has written to the Secretary of State for Education requesting this funding and is working with London Councils to lobby the DfE to change the regulations. The Panel recommends that the Council continues to lobby the Government on this issue.	<p><u>Gary Redhead, Assistant Director, Schools Planning and Resources / Cllr Yvonne Johnson, Cabinet Member, Schools and Children's Services</u></p> <p>We will continue to support London Councils lobbying on this matter.</p>	Accept

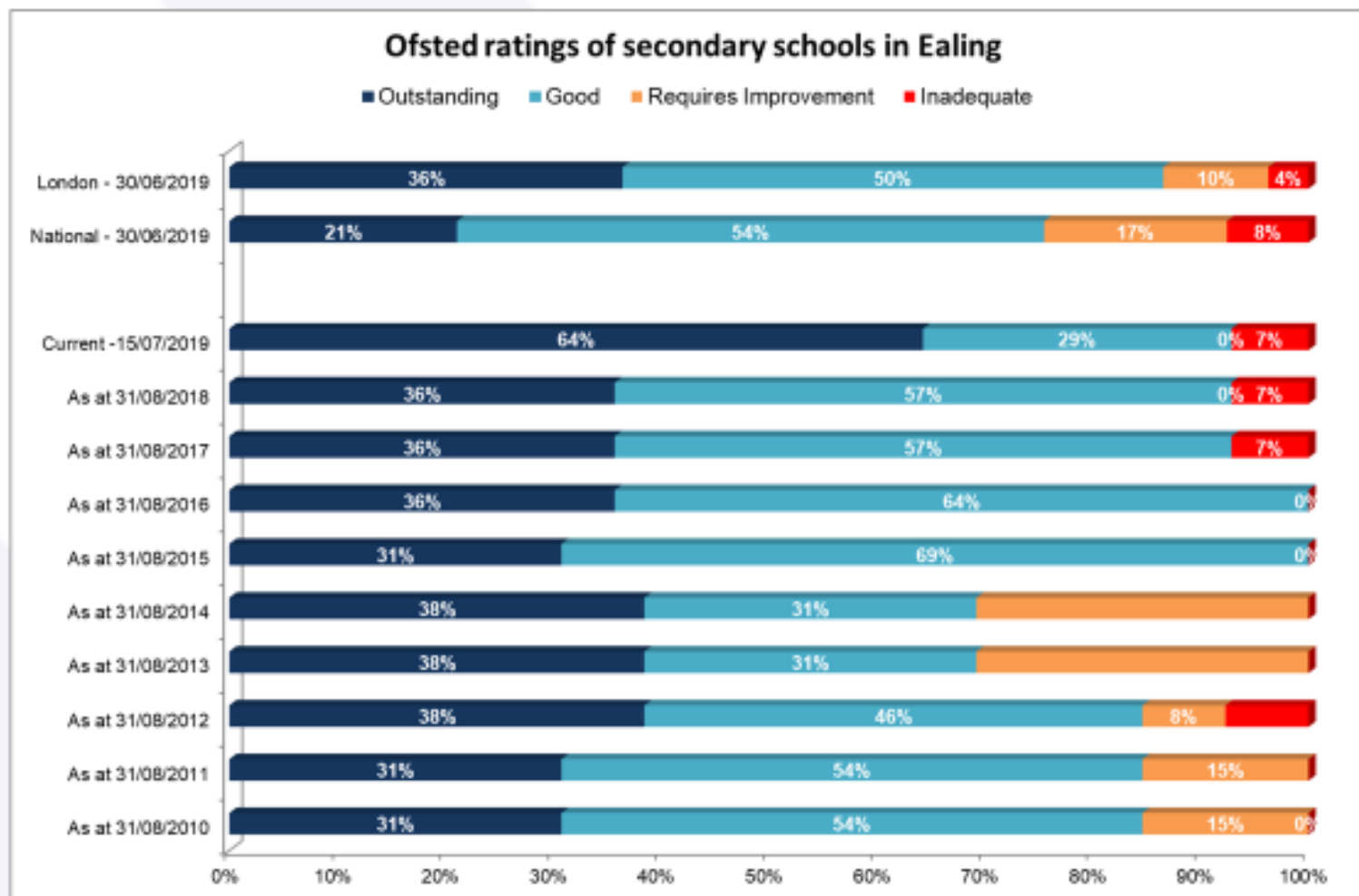
No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
11	The Panel supports the ELP SEN and Inclusion Committee in working with schools to: reach a greater consistency in terms of the paperwork for EHCP applications; improve the quality and consistency of support for children with SEND; and focus on improving the accessibility of the universal offer e.g. visual timetables for all pupils instead of special provision for an SEND pupil.	<p><u>Julie Lewis, Director Learning Standards and School Partnerships</u></p> <p>The ELP SEN and Inclusion Committee is focused on improving the quality and consistency of inclusion and teaching and provision for pupils with SEN in schools and in reducing school to school variation. A programme of work based around our SEND expectations document is underway with schools. ESCAN (Ealing Service for Children with Additional Needs) (not ELP) retains the statutory duty re requests for assessment and quality of plans.</p>	Accept alongside comments
12	The Panel recommends that a clear vision and expectation for schools with ARPs (additionally resourced provision) be outlined so that a school's overall results and performance can be accurately reflected.	<p><u>Julie Lewis, Director Learning Standards and School Partnerships, Charles Barnard AD SEN and Early Help; Tamara Quinn AD Planning and Resources</u></p> <p>Ealing's SEND Strategy 2018 – 2022 is currently being reviewed and rewritten for March 2021. A focused programme of work to define the expectations of schools with ARP (in the context of growth in ARP) is required. This may need some additional capacity.. Where a school has concerns, we are able to disaggregate the performance of pupils by whether they are on the roll of an ARP.</p>	Accept

Appendix 1



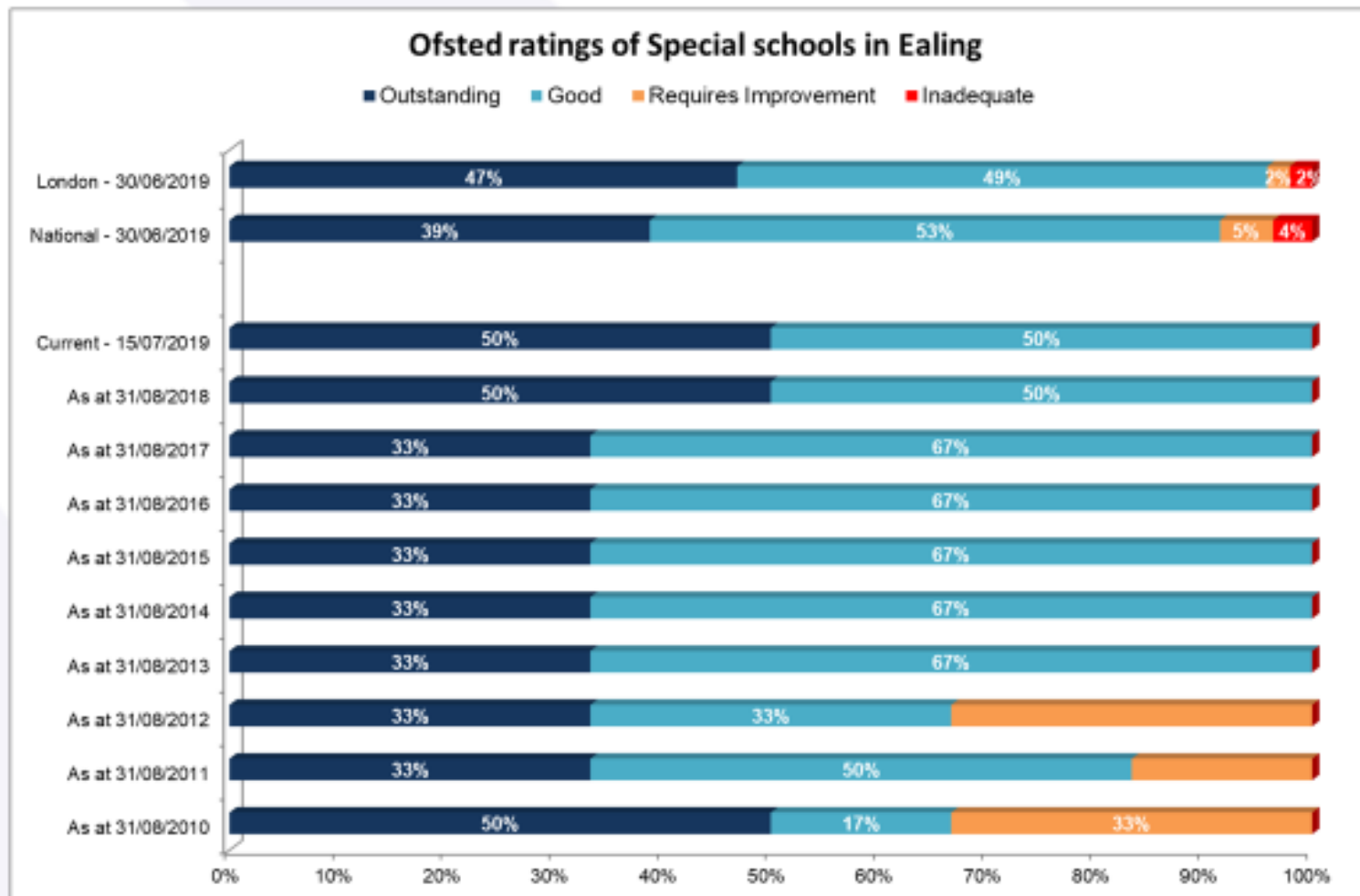
No learner left behind - no school left behind





No learner left behind - no school left behind





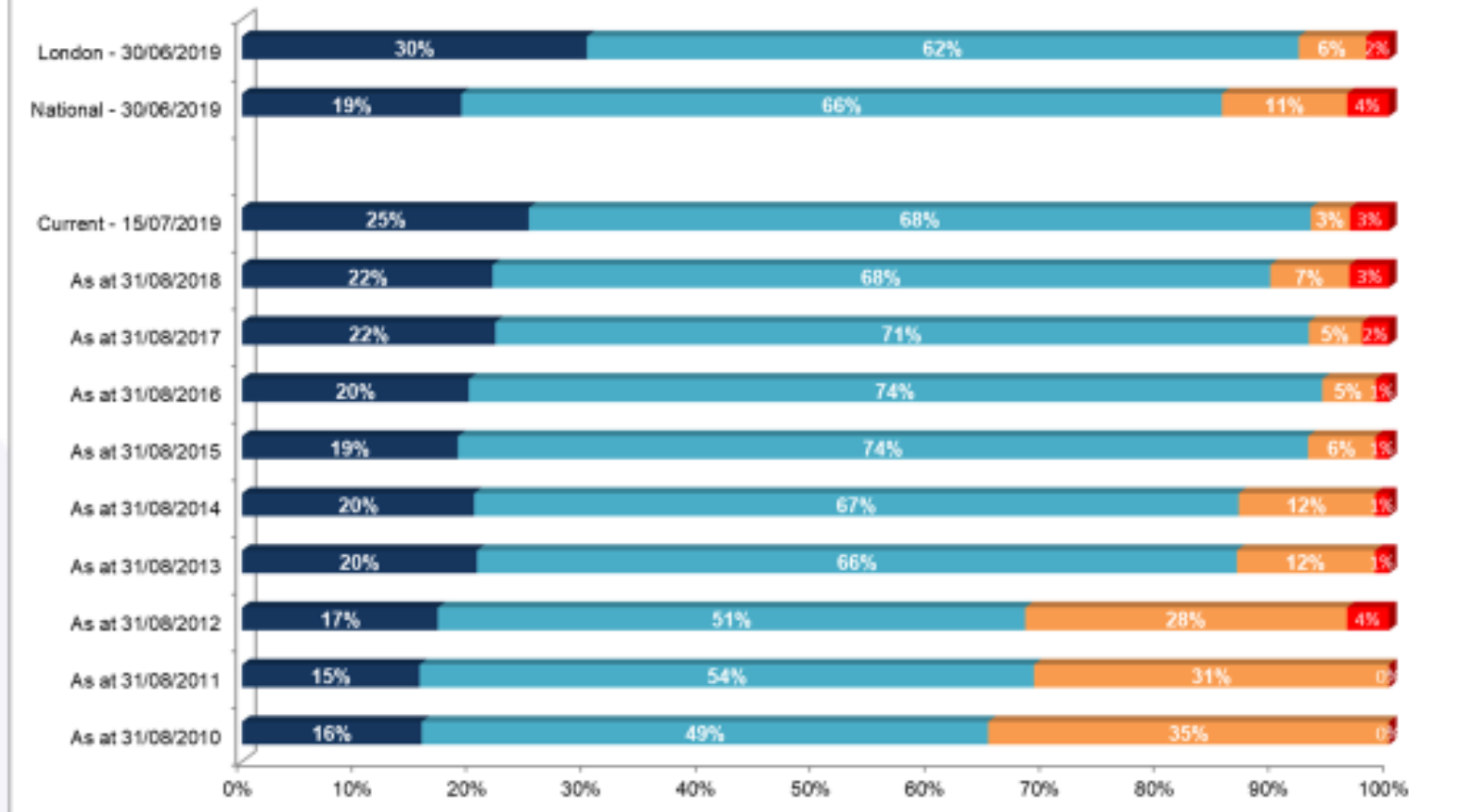
No learner left behind - no school left behind





Ofsted ratings of state funded schools in Ealing: primary, secondary and special schools

■ Outstanding ■ Good ■ Requires Improvement ■ Inadequate



No learner left behind - no school left behind





Report for:
ACTION

Item Number:
8

Contains Confidential or Exempt Information	No
Title	Final Report of Scrutiny Review Panel 2 – 2019/2020: Active Citizenship
Responsible Officer(s)	Helen Harris Director of Legal and Democratic Services harrish@ealing.gov.uk Tel: 020-8825 8159
Author(s)	Cllr Karanvir Dhadwal (Chair) Cllr Seema Kumar (Vice Chair) Harjeet Bains Scrutiny Review Officer Email: bainsh@ealing.gov.uk Tel: 020-8825 7120
Portfolio(s)	Councillor Kamaljit Dhindsa (Business and Community Services)
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Keywords/Index	Scrutiny; review, active citizenship, thriving communities, involvement, outcomes, recommendations

Purpose of Report:

The purpose of this report is to refer to Cabinet the final report and recommendations of Scrutiny Review Panel 2 – 2019/2020: Active Citizenship

1. Recommendations

1.1 It is recommended that Cabinet:

- notes the final report of the Panel, as endorsed by the Overview and Scrutiny Committee (OSC) on 8 October 2020, which is attached as **Appendix 1**;
- accepts the Panel's recommendations in Section 8.0 of the final report;
- identifies whether further information or advice is required from service officers on any of the recommendations before Cabinet can take a decision about accepting or rejecting these on 8 December 2020;
- directs service officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by Cabinet; and
- reports its decisions to OSC on 7 January 2021 or 4 February 2021, as appropriate.

2. Reason for Decision and Options Considered

2.1 Scrutiny has a role in improving decision-making and service delivery through effective scrutiny. Recommendations from Scrutiny need to be taken forward in a timely manner and in accordance with the Council's Constitution if the Scrutiny function is to be effective. The Scrutiny and Executive Protocol identifies the timescale for Cabinet to respond to Scrutiny recommendations. This decision will mean that the response is made in a timely manner and that services can implement the accepted recommendations.

3. Key Implications

3.1 The recommendations of Scrutiny Review Panel 2 – 2019/2020: Active Citizenship are provided in a table format in Section 8.0 of the full report of the Panel in Appendix 1.

3.2 The Council Constitution (Part 2 Article 6.03) gives the OSC power to 'set up individual specialist panels to investigate and report back to Overview and Scrutiny Committee ...' Part 4 of the Constitution, Scrutiny Procedure Rules (par.10) identifies that OSC prepares a formal report on its recommendations and submits it to Cabinet.

3.3 Where appropriate, service officers have identified the financial, legal and any other pertinent implications against each recommendation to enable Cabinet to reach a decision.

3.4 OSC will, twice a year, monitor the progress on the implementation of each recommendation agreed by Cabinet. OSC will first look at how implementation is proceeding at their meeting in mid-2021.

4. Financial Implications

4.1 The service officer response, including suggested actions which may have potential financial implications, to each recommendation is provided in Section 8.0 of Appendix 1.

4.2 The majority of the recommendations have no financial implications or those that have can be contained within existing service budgets. Where a recommendation involves additional funds then these will have to be contained at present and any further allocation of funds would need to be obtained through the normal budget setting process.

5. Legal

5.1 The constitution requires that Scrutiny Review Panel recommendations be submitted to OSC for approval prior to submission to Cabinet. These were considered and agreed by OSC on 8 October 2020.

5.2 The legal implications are outlined against the recommendations in Appendix 1, as appropriate. Where additional legal support is required to implement recommendations, this will be met by the service concerned.

6. Value for Money

- 6.1 The effectiveness of Scrutiny is measured by the quality of its recommendations to Cabinet and the extent to which it has contributed to both democratic renewal and Members' community development role. The Panel held open public meetings, solicited views through expert witnesses and media channels to ensure a regular and sustained input to the work of the Panel.
- 6.2 With respect to Panel recommendations, value for money implications are outlined in the officer response to each recommendation in the schedule, as appropriate.
- 6.3 If recommendations arising from Scrutiny are not taken forward and implemented in a timely manner then improvements to service delivery are not being made efficiently.

7. Sustainability Impact Appraisal

- 7.1 There is none arising directly from this report.

8. Risk Management

- 8.1 There are no direct risk management implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery.

9. Community Safety

- 9.1 There are no direct implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery and community safety.

10. Links Applicable to the Three Key Priorities for the Borough

- 10.1 The recommendations arising from the Panel's review relate to all the three key priorities:
- good, genuinely affordable homes
 - opportunities and living incomes
 - a healthy and great place

11. Equalities, Human Rights and Community Cohesion

- 11.1 No Equality Analysis Assessment has been undertaken on these recommendations. Any equalities or community cohesion issues have been addressed by the service officers' response as appropriate.

12. Staffing/Workforce and Accommodation Implications

- 12.1 Any staffing/workforce and accommodation implications have been addressed by the service officers' response as appropriate.

13. Property and Assets

- 13.1 None.

14. Any Other Implications

- 14.1 None.

15. Consultation

- 15.1 The Overview and Scrutiny Committee considered and approved the final report of the Panel on 8 October 2020.

15.2 The recommendations take into consideration the views of local organisations and residents as expressed at the site visits and open meetings held by the Panel.

16. Timetable for Implementation

16.1 The Overview and Scrutiny Committee will monitor, twice yearly, the implementation of the recommendations accepted by Cabinet with the first examination of progress in mid-2021.

Cabinet Action		Date	Service Implementation
1.	Cabinet accepts some or all recommendations.	8 December 2020	21 December 2020 – in line with Call-in requirements.
2.	Cabinet requests further information.	8 December 2020	Service provides additional information for Cabinet on 19 January 2021 .
3.	As a result of further information, Cabinet accepts or rejects remaining recommendations.	19 January 2021	1 February 2021 – in line with Call-in requirements.
4.	Cabinet responds to the Overview and Scrutiny Committee.	7 January 2021 <i>(if no additional information is requested)</i> <i>or</i> 4 February 2021 <i>(if additional information is requested)</i>	

17. Appendices

17.1 **Appendix 1:** Final Report of Scrutiny Review Panel 2 – 2019/2020: Active Citizenship

18. Background Information

18.1 Ealing Council’s Constitution is available at [Ealing Council Constitution](#).

18.2 Overview and Scrutiny Committee – Agendas, Minutes and Reports, available at [Overview and Scrutiny Committee](#)

18.3 Scrutiny Review Panel 2 – 2019/2020: Active Citizenship – Agendas, Minutes and Reports, available at [Scrutiny Review Panel 2 - 2019/2020: Active Citizenship](#).

18.4 Current agendas and reports are available at <https://www.ealing.gov.uk/info/201039/committees>.

Report Consultation

<i>Name of Consultee</i>	<i>Department</i>	<i>Date Sent to Consultee</i>	<i>Date Response Received from Consultee</i>	<i>Comments Appear in Report Para</i>
Internal				
Helen Harris	Director of Legal and Democratic Services	04.11.20/ 24.11.20		
Ross Brown	Chief Finance Officer	04.11.20/ 24.11.20		
Mark Wiltshire	Director of Community Development	17.09.20		
Joanna Sumner	Assistant Director Communities	16.10.20		
Lynne Duvall	Head of Housing (Prevention)	26.10.20		
Liz Chiles	Director of Human Resources and Operational Development	17.09.20		
Chris Bunting	Assistant Director, Leisure	17.09.20		
Chris Welsh	Parks Operations Manager	17.09.20		
Steve Curtis	YES Project Participation Worker, Integrated Youth Service	17.09.20		
Nicholas Mayers	Library Supervisor	17.09.20		
Paul Miller	Commercial and Procurement Partner	17.09.20		
Manny Manoharan	Service Manager – Libraries and Community Centres	17.09.20		
Sam Bailey	Head of Democratic Services	17.09.20		
Senior Leadership Team	All Members	12.11.20		
Overview and Scrutiny Committee	All Committee Members	08.10.20		
External				
None				

Report History

Decision Type:		Urgency item?	
Non-key Decision		No	
Authorised by Cabinet Member:	Date Report Drafted:	Report Deadline:	Date Report Sent:
N/A	13.10.20	26.11.20	26.11.20
Report No.:	Report Author and Contact for Queries:		
	Harjeet Bains Scrutiny Review Officer Email: bainsh@ealing.gov.uk Tel: 020-8825 7120		



SCRUTINY REVIEW PANEL 2 – 2019/2020

ACTIVE CITIZENSHIP

FINAL REPORT

28 April 2020

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CHAIR'S OVERVIEW



***Councillor Karanvir Dhadwal
(Panel Chair)***

Active Citizenship has always been important and has played a big part in the borough's history thanks to all the great groups doing some amazing work. However, I would never have thought at the start of this Panel just how vital active citizens would be by the end of the Panel, we are truly seeing the best of people volunteering themselves due to the coronavirus outbreak and the government's failures for the same. We also recognise that the Council's future financial position and service provision is adversely impacted by the Covid-19 pandemic thereby also affecting the local community in many ways.

At the start of the Panel we weren't quite sure how to proceed as Active Citizenship is such a broad scope. However, we decided as a Panel that we wanted to look at what we as a Council currently did to help with active citizenship, what members of the public were doing themselves and how we could assist going forward. I truly believe that over the year and in a limited number of meetings we have managed to achieve this thanks to some great input from my fellow Councillors, community groups such as Nishkam SWAT, Ealing Street Pastors, Community Library groups, Northflick Film club and officers.

We have learned about the great work going on in our communities already, how we are assisting the volunteers for the community managed libraries and perhaps most impressively we have managed to assist in bringing together some voluntary groups for a new initiative to start in Southall and perhaps stretch to the rest of the borough.

I would like to thank my fellow Panel members for all their hard work, help and support throughout, especially my Vice Chair, Cllr Seema Kumar, whose previous experience was invaluable. I would also like to thank Harjeet Bains, Scrutiny Review Officer, for all her help and tireless hard work to make this Panel successful.

I would like to finish by saying that it is a shame that we need citizens to be volunteering in such a way but I am grateful for them and would like to thank all of them for the amazing work they all do in making our towns, our borough, our city and indeed our country a better place.

1.0 **INTRODUCTION**

1.1 The main **purpose** of Scrutiny Review Panel 2 – 2019/2020: Active Citizenship was to review the Council's Active Citizenship programme.

1.2 The work of this Panel would assist the Council in meeting the commitments of the Community Strategy and Corporate Plan including its strategic goal of making Ealing a healthy and great place by working with other organisations and the residents in maintaining the excellence of the parks, open spaces and the streets in the borough

1.3 The membership of the Panel was agreed at the Council meeting on 7 May 2019.

1.4 The **scope** of the Scrutiny Panel, which was drawn up by Councillors at the Annual Scrutiny Conference on 9 May 2019, was to consider the following main areas regarding the Active Citizenship programme:

- **Definition and an overview of the Council's scheme** – including addressing of the success and barriers in volunteering, engaging young people, encouragement in areas of the borough where there is presently less involvement, incentives and recognition of citizens, how other local authorities are involving their citizens effectively and how this could be applied in the borough.
- **Street Watch and Plogolution Schemes** – overview of the schemes including examples where this is being undertaken successfully in the borough, best practice examples elsewhere and how these could be replicated locally.
- **Ealing Parks Foundation** – the objectives and the changes in the management of the borough's parks and open spaces, funding, resource sources, costs, monitoring, sustainability, access and opportunities for residents, the work of the various agencies, organisations and residents.

There was insufficient progress in the development of the Ealing Parks Foundation so the Panel could not consider it. So the Panel recommended that the Overview and Scrutiny Committee or an appropriate Scrutiny Review Panel should review the Ealing Parks Foundation in due course.

- **Resident Engagement** – current engagement with residents including consultation procedures, update on the implementation of the Council's libraries strategy, steps being taken to increase the use of the Council's community self-help webpage – Do Something Good, how are other local authorities addressing these challenges at ward level?
- **Future Libraries** – update on the present position, benchmarking with others, what other boroughs are doing, community engagement and management, potential use of mobile libraries, etc.

1.5 The key **expected outcomes** were:

- to ensure that the Council's services and processes are robust in actively engaging and involving the citizens in defining and tackling the problems of their communities thereby improving the quality of life.

- to make recommendations for increased engagement of the borough's citizens in local activities to benefit their communities.

1.6 The Panel sought the views of the major stakeholders in their review.

2.0 **METHODOLOGY**

General

2.1 The Panel received reports and presentations from internal services, external agencies and expert witnesses at their meetings. There were five scheduled meetings in the year that were held in the Ealing Town Hall complex. The Panel also conducted several site visits within and outside the borough.

Co-option

2.2 The Panel decided against co-opting any additional representatives as it would have been difficult to have a balanced representation from the numerous establishments falling within this remit.

2.3 **Site Visits**

Panel Members undertook the following site visits within and outside the borough:

Within the Borough

- Plogolution Event:
A 2k walk/5k run at Northala Fields
- Ealing Street Pastors:
Ealing Broadway Patrols
- All Member Workshop:
Engagement with Residents and Involvement with Civic Democracy
- Northflix Cinema Club

Outside the Borough

- Nishkam Sikh Welfare and Awareness Team:
Nishkam SWAT Head Quarters
- Nishkam Sikh Welfare and Awareness Team:
The Queen's Award for Voluntary Service Presentation
- Nishkam Sikh Welfare and Awareness Team:
Outreach Service

Publicity

2.4 The Panel's work was publicised in the Council's free magazine (*Around Ealing*) which is delivered to all households in the borough, website and by direct emails.

No.	Recommendation
R1	The Overview and Scrutiny Committee or an appropriate Scrutiny Review Panel should review the Ealing Parks Foundation in due course.

3.0 DETAILED CONSIDERATIONS

Background

- 3.1 The past Future Ealing Scrutiny Review Panel 2018/2019 had considered the rationale and findings of the Active Citizen pilot work and how that informed the Outcome Reviews undertaken last autumn by the Council as part of its Future Ealing programme. Therefore, this Panel considered the developments that had taken place in active citizenship since.
- 3.2 At its first meeting, the Panel received an update on the Neighbourhoods Outcome Review – Active Citizenship and at the three subsequent meetings it considered the work of various community organisations, the Thriving Communities programme, active youth citizenship and resident involvement in the Ealing Library service. The respective service officers, external partners and experts were invited to these meetings.



The first Panel meeting

NEIGHBOURHOODS OUTCOME REVIEW – ACTIVE CITIZENSHIP

- 3.3 Chris Welsh (Parks Operations Manager) explained about the support and promotion of volunteering and how active citizenship continued to be promoted in Ealing's parks and green spaces. The active citizens played a vital role in supporting community engagement. Participation in a range of activities helped to reduce isolation, improve mental health and increase physical activity.
- 3.4 However, the key focus was on the evolving work to develop a strategic approach to Neighbourhoods which would lead to long-term transformation at a community level and across the Council. It aimed to enable citizens to come together to create stronger communities and, with each other, to lead and shape their local neighbourhoods and be more independent. This would involve the Council shifting to an enabling role, co-designing more localised services and targeting limited resources where they could have

the most impact as well as working with residents to increase local involvement.



Chris Welsh (Parks Operations Manager) addressing the Panel

- 3.5 The early implementation phase of the work involved delivery of the changes to the libraries and Children’s Centres. The key strategic shift in the library strategy involved the opportunity for community managed libraries in seven locations across the borough. This would provide the opportunity for communities to get involved as active citizens in the running of the libraries in their locality as part of a wider community and neighbourhood offer from the library sites.
- 3.6 The longer-term work needed to address the fundamental questions about the radical changes the Council ought to make in seeking a new role and relationship with residents in the light of changing public expectations, shrinking resources and rising demand. During 2019, the work was focused on the contrasting neighbourhoods of Northolt and Hanwell. It aimed to co-design new approaches with residents including active citizenship and exploring how residents might wish to engage in deliberative decision-making and democratic input.
- 3.7 Work undertaken so far included cross-council involvement in developing the approach, and ethnographic research in the two neighbourhoods, involving residents, local community groups, businesses and Ward Councillors. The findings from the research, added to other insight of the neighbourhoods, was informing suggestions for areas where prototyping activity could be trialled on the ground. It had also provided prompts to test out new approaches to local involvement in decision-making. Whilst the prototyping and consideration of approaches to deliberative decision making remained at an early stage, the findings from this next phase work would

inform the strategic approach for the Council in supporting residents to lead change in their neighbourhoods and be active in their communities.

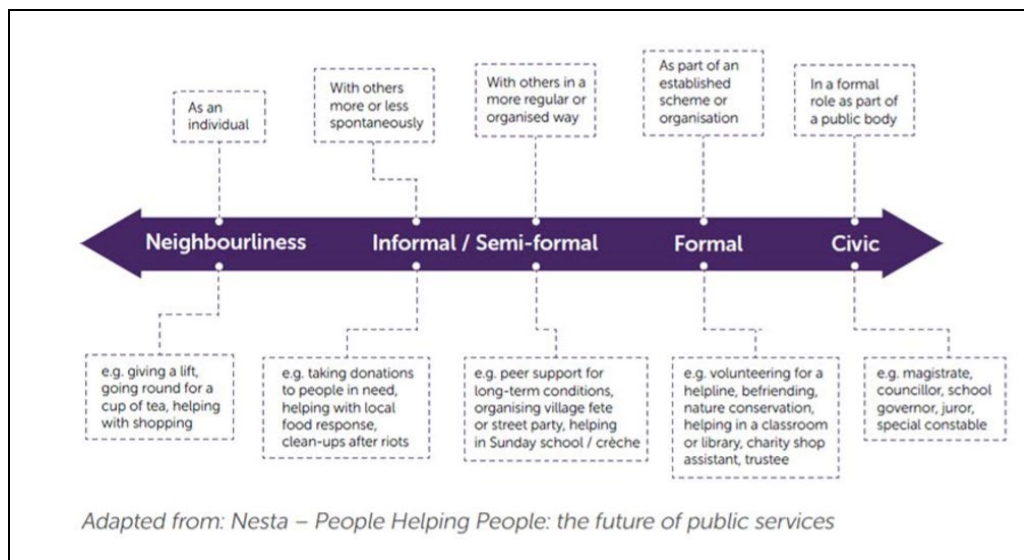
National Context

- 3.8 The traditional paternalistic mode of operating was no longer sustainable for Councils. The core challenge was how to shift a Council culture of creating unnecessary dependency in areas where solutions might be better developed at a community level. Recent research, including the work undertaken by New Local Government Network (NLGN), had explored how the relationship between Councils and their communities needed to shift from a transactional one to a more collaborative approach. There could be a lack of understanding of the balance of Council spend on mainstream services that the majority of people used versus targeted support for the vulnerable. To change this, Councils were looking to build different types of conversations with residents so that there was a shared understanding of the challenges facing neighbourhoods and the roles of both the Council and community in addressing them.
- 3.9 Some of the practical routes to creating a shift in the relationship between Councils and communities included:
- [Wigan Council](#) had recalibrated its relationship with residents through 'The Deal' programme. This wholesale change involved both the Council and residents committing to system-wide goals, in addition to separate deals in areas such as social care and health and wellness. The Deal set out a new power relationship between the Council and residents which was accompanied by initiatives that provided communities with a greater sense of ownership. This included a Community Investment Fund, which groups and projects in the area could apply for to work towards long-term goals and ambitions.
 - New ways of working within Councils e.g. through recruitment processes that put more emphasis on values than specific skills or experiences, staff development in asset-based techniques, co-location to promote collaboration. For example, [The London Borough of Redbridge](#) planned to work with local people to shape and co-design six Community Hubs across the borough – integrated facilities to be designed to enhance and improve the quality of services for local people. A key part of this work was a significant emphasis on engagement and co-production to ensure that the final Hubs provided the opportunities and services that the local community wanted, needed and 'owned'.
 - Participatory projects such as Barking and Dagenham's [Every One Every Day project](#). This was a neighbourhood-led initiative, which aimed to create hundreds of new projects and businesses through the sharing of resources, places and ideas within the community. The £6.4m initiative would work with 25,000 residents across the borough to improve a wide range of outcomes and develop community relationships.
 - Different approaches to involving residents in decision making, such as [Deliberative decision-making](#) which gave the public a greater say in decisions that affected communities.

The recent national report of the National Council for Voluntary Organisations (NCVO) Time Well Spent – A National Survey on the Volunteer Experience highlighted the complex and dynamic nature of participation which strongly suggested that volunteering was shaped by a multitude of factors. Whilst there was no single lever that would result in more and better involvement, the report identified several areas for organisations to think about if they wanted to support people in having a quality volunteer experience.

Volunteering – Overview

3.10 Active citizenship and volunteering spanned a wide spectrum – illustrated below:



3.11 Many residents and businesses across the borough were actively involved in volunteering and played an invaluable role in the quality of life in Ealing. The role that the Council played in facilitating and nurturing such volunteering and social action included:

- **Supporting the Voluntary and Community Sector**

Ealing Community and Voluntary Service (ECVS) was awarded Council/Clinical Commissioning Group (CCG) funding for the period April 2019-March 2023 in two specific areas – Support for Volunteering and Social Action and Voluntary Sector Development and Capacity Building. The Volunteering and Social Action service included a work plan demonstrating that ECVS was working with the Council, CCG, local voluntary community service groups, local housing providers and corporate bodies in all areas of local volunteering. The plan included specific training opportunities, supporting residents into volunteering involving increasing volunteering by Black Minority Ethnic and Refugee (BMER) residents, assisting residents with long-term conditions into volunteering and supporting all disadvantaged groups to get involved in volunteering and social action to improve their economic, mental and social wellbeing. The service also encouraged more young people (14-24 years) to volunteer and get involved in local social action projects which could include crowdfunding projects.

- **Promoting volunteering**

Volunteering was promoted in many ways across the Council, including a recent campaign as part of national Volunteers' Week, 1-7 June 2019. 13 community groups/organisations showcased their work and promoted their volunteering opportunities for Council staff to get involved. During the week, 40 staff members were recruited to various roles with these local organisations. The www.dosomethinggood.org.uk website hosted a volunteer directory for community-led projects, Council service volunteering opportunities and a funding portal for community focused funding.

- **Recognising and valuing the achievements of volunteers**

For example, the Council ran annual Respect, Opportunities, Achievement and Recognition (ROAR) Awards to recognise residents who had gone above and beyond with volunteering in their community.

- **Recognising and supporting the important role of volunteers and active citizens in our parks and green spaces.**

Active Citizens in Parks and Green Spaces

3.12 Parks made a significant contribution to the health of a local area environmentally and for the people who lived, worked by and used the parks.

3.13 The parks played a vital role in the Active Citizen's strategy, supporting community engagement and participation in a range of activities and helping to reduce isolation, improve mental health and increase physical activity.

3.14 Active Citizens' activities included food growing, community events, wildlife monitoring and habitat improvements, volunteer gardening and maintenance, litter picking, arts activities, outdoor education and forest school. It was expected that an increasingly empowered community and devolving management would mean reduced maintenance costs whilst aiming to maintain quality.

Litter-picking

3.15 A substantial proportion of site budget was allocated to rubbish collection, so community involvement could make a major impact on the day to day running costs of a site.

3.16 The Parks service had used a range of innovative approaches to engage with communities, organisations and individuals to initiate litter-picking activities in parks and open spaces. For example:

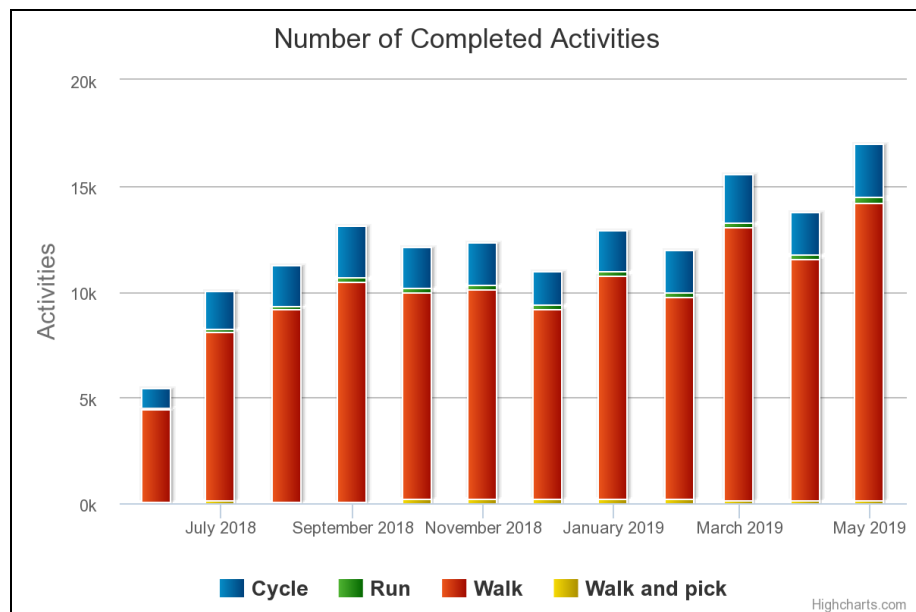
- **Better Points 'Love Parks' Programme**

BetterPoints was a free App that residents could download and join the *Love Your Park* rewards programme. The programme rewarded residents of Ealing for getting out and about as well as being proactive in Ealing's parks. It would either automatically log walk, run or cycle activity based on movement or one could manually select any of these activities plus a 'walk and pick' activity. An individual could also scan in a QR code on bins in 30 of the parks to Geo-tag and log their activity.

Participants could exchange the earned BetterPoints to reward themselves with vouchers for a whole host of high street retailers or donate them to a variety of charities, both local and national.

The *Love Your Park* programme started in June 2018 and was initially intended to run for a year but had been extended to September 2019 to establish a more detailed picture of participation trends.

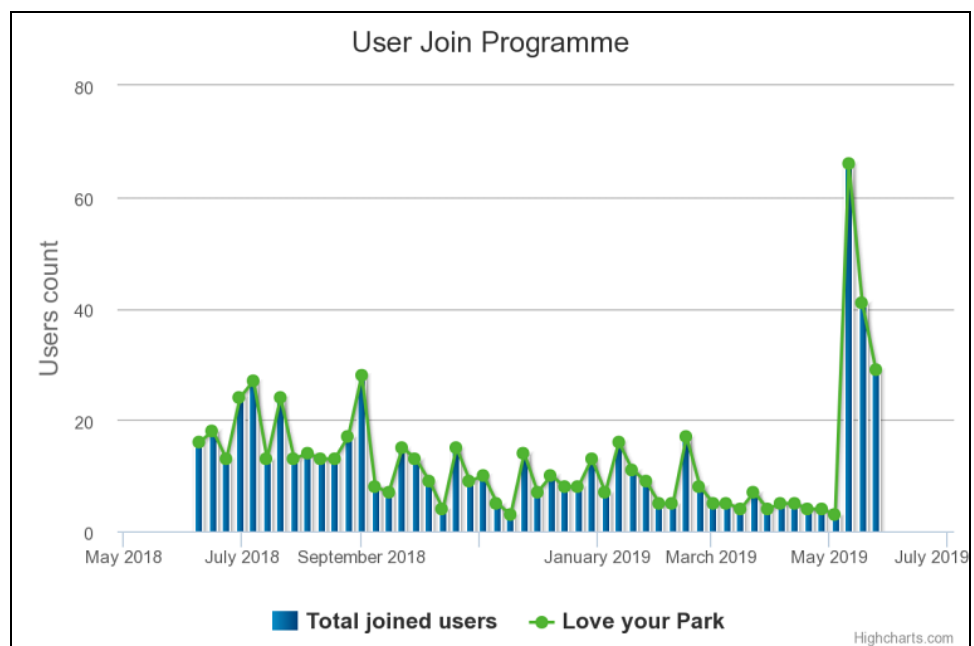
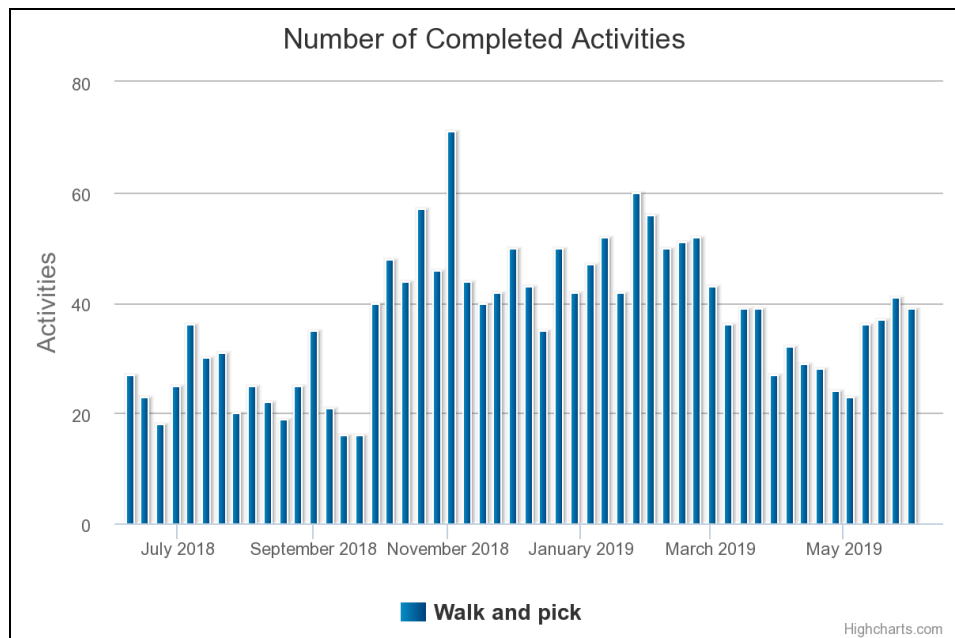
There were 776 users presently, 145 of whom had checked the Walk and Pick activity. There had been 1,937 individual walk and picks over the last year. The level of total activity participation had grown since inception, with downward trends in December 2018 and April 2019, which may be attributed to holiday periods.



Better Points ran monthly prize draws to encourage new and incentivise existing users from June 2018-February 2019. On reviewing the walk and pick activity separately, there was some but no direct correlation between the prize draw period and increased activity hence no clear evidence that prizes were a key incentive to users.

The participation in walk and picks was under-recorded as it required the user to manually select this activity in the App, whereas other activities of walk, run and cycle were picked up automatically. Users may be forgetting or neglecting to log their walk and pick activity specifically.

Nonetheless, there had been a recent increase in both users and walk and pick activities. This may be due to recent promotion where Better Points has added local charities to the App which could be recipients of user points donations.



For instance, Ealing Mencap had recently been added as a charity on Better Points. This had been promoted through Better Points, the Council, rangers and Ealing Mencap and people who knew and cared about this local charity had taken up picking activity directly to benefit them. The Council continued to promote this symbiotic relationship by holding a litter pick event led by Ealing Mencap on 22 June 2019 and inviting the public to join them as well as earning double Better Points. The same was being done for the events of other groups such as Ealing Wildlife Group and Plogolution.

This increase in activity linked to promotion of local charities supported anecdotal evidence that people engaged with litter picking out of altruistic and not monetary incentives.

The usage would be monitored to see if user surveys at litter pick events

could garner more evidence for reasons behind participation in litter-picking and the evidence used to promote the most successful initiatives.

- *Plogolution*

Plogolution was an organisation that was set up to help support and promote active and engaged communities that were dedicated to protecting the environment, getting rubbish off the streets, parks, waterways and raising endorphin levels at the same time. Plogolution had been commissioned to deliver nine Plogs (run/walk and rubbish pick up) events around Ealing in 2019.

For the three plogs that had already taken place: January 2019 in Northala (60 participants); Brent Lodge Park (25 participants); Pitzhanger Park (22 participants), with plenty of rubbish collected at each event. This was a total of 214 hours of picking by 107 people.

The number of runners was highest at Northala, which may be due to it being a Parkrun venue, so the Plog was cross promoted to this group. The Council could capitalise on this by informing key park user groups of Plog events, for example Ealing Eagles in Walpole Park and junior Parkrun in Acton Park. However, having their buy-in on the day did not guarantee ongoing litter-picking activity.

The Parks service used these events to speak to participants and promote other initiatives e.g. Better Points and 2-Minute Litter Pick and to garner interest for self-led walk and picks as well as future participation. There was positive feedback at events and interest in future self-led/group participation.

- *2 Minute Litter Pick Boards*

2-Minute litter Pick Boards had been installed in 30 parks associated with the Better Points *Love Your Parks* programme. Initially, the boards were only stocked with pickers and after receiving feedback on social media that no bags had been provided (the service preferred users brought their own bags), a few compostable bags at a time were now also stocked. There were social media prompts on the board to encourage users to share their activity across different platforms.

The feedback on social media was mixed as it was often stated that a board had no pickers or bags and not much was said about the positive everyday use. However, anecdotal evidence from Pitzhanger Park and Walpole Park café staff had noted that the picker on the board was used very regularly, especially by dog walkers. The Pitzhanger staff had requested another board at the other end of the park which the service was going to install.

The Park Rangers were responsible for re-stocking the boards which they managed to do once a week. The service was monitoring where pickers were going missing with higher and quicker frequency. Where theft was deemed problematic the boards were moved to another site or location. Notices were also put on the boards stating that if there are no pickers, to contact ranger/customer services so that they could replenish and/or give an interested individual their own picker.

- *One-off, repeat events and partnership working*

There were a number of litter-picking events during 2019, often in partnership with other organisations and groups which included Greenways; Canal and River Trust, Thames 21, LAGER Can, Ealing Mencap, Southall Transition, Southall Alliance, corporate volunteers, Good Gym, Scouts and Friends of Horsenden Hill. Some of these groups were now programming regular litter-picking into their activities or corporate social responsibility actions.

There were more than 480 participants (including plogging and individual self-led picks) who generated over 2,750 hours of litter picking in 2019.

- *Rangers giving out and individuals requesting litter pickers*

Rangers had regular face-to-face contact with park users and used that knowledge/experience to target the usual park users (e.g. dog walkers) to litter pick. They also gave pickers to people who had shown an interest and commitment. The rangers used Council, partners (e.g. South West London Environmental Network, LAGER Can Litter Action Group for Ealing Residents – Facebook group) and social media communications to promote self-led litter picking (and volunteering) and encouraged people to become litter Community Champions, taking care of their own patch and encouraging others to do so.

To date the rangers had given out 40 individual pickers which they approximated to around 1,500 hours of picking from January-June 2019 (averaged at 30 minutes, three times a week). These self-led picks were garnering a steady and substantial number of volunteering hours by these individuals. This was an avenue that the service would continue to pursue which contributed to successful litter reduction and positive community action.

- *Social media, promotion and communications*

The Parks service had used both national awareness campaigns and local communications to raise awareness and increase participation in litter picking activities, events and volunteering.

They linked to national campaigns such as The Great British Spring Clean, National Rivers Week and Volunteers Week to cross-promote clean up events and volunteering.

Events and activities were also promoted through the Council's and Ranger's social media, Ealing News Extra and communications mailing lists, Do Something Good website and Facebook, Facebook neighbourhood and partner organisation groups' Facebook and Twitter e.g. Southall Community Alliance and LAGER Can.

LAGER Can ran a borough-wide poster competition for under 16s to enter with the aim of encouraging behaviour change. The posters were being made up into signs and posters to install in parks across the borough. The service was also working with LAGER Can to get the out the message that local people could affect change, by getting stickers up (which individuals could put on the bags of litter they collected) and bags

made – highlighting the message that local people had picked the litter.

Volunteering in Parks

- 3.17 The Parks Team had a good record of volunteering, particularly at sites where there have been dedicated staff and a manager. For example, at Walpole Park there were approximately 5,000 hours of horticultural and wildlife volunteering per year and Horsenden Hill had a strong, motivated Friends Group with around 3,000 hours of volunteering per year.
- 3.18 The previous year's baseline was not available for comparison. However, the service was now recording participation numbers and hours. In 2019, around 10,000 hours of volunteering from over 950 individuals had been recorded.
- 3.19 The service was building on this by expanding the number and type of opportunities for volunteering, combined with better marketing and support for community and partner-led volunteering projects. A project that had successfully epitomised this ideal was the Greenwayers, a community-led group that has received training from Thames 21 to safely lead their own river clean up events. The service supported them by providing promotional and logistical support as well as waste collections following events.
- 3.20 The service was also investing in four containers to act as satellite bases and tool storage for groups such as the Greenwayers. These bases would ensure that organisations and groups, including corporate volunteer and community payback could easily access the resources they needed to run their own events, from litter picking, gardening to conservation and habitat creation.

Devolving Parks and Open Spaces Management

- 3.21 The Parks Service was working with the organisations South West London Environment Network (SWLEN) and Shared Assets to progress the creation of new friends groups and supporting existing groups to take on elements of devolved management, including the Blondin Consortium and Friends of Horsenden Hill.
- 3.22 Horsenden Hill continued to develop and attract new artisan craftsmen (creating the Horsenden Crafts Collective), Forest School provision, workshops, corporate volunteers and partners to generate income and become a fully self-sustaining group. They were also working with Shared Assets to develop their governance structure and a sound business plan in order to take on the renovation of the old ranger base.
- 3.23 The service was also working with Shared Assets to develop a Friends Group toolkit and guidance, which would be uploaded to Ealing's Do Something Good page by June 2019 to support the processes of becoming a Friends group and devolved management.

Developing an approach to Neighbourhoods in Ealing

- 3.24 Building on the Active Citizen work in 2018, the Neighbourhoods Outcome Review had started working closely with two neighbourhoods (Northolt and Hanwell) to develop new ways of working with citizens at a local level, to determine how and what might need to change, and to prototype some new

ways of working. Concurrently, it was building understanding within the Council of what the changes might mean for its culture and working practices. The draft vision for Neighbourhoods, which would continue to iterate in collaboration with residents, was 'Strong and involved communities, shaped by citizens.'

- 3.25 An 8-week ethnographic research exercise was undertaken in the two neighbourhoods during March and April 2019. In distilling some themes from the findings, and in discussion with relevant Ward Members, areas for initial prototyping were being developed and would be co-designed with residents. These included neighbourhood level activities, as well as starting to explore with elected Members the options on approaches to local decision-making, how these could work in Ealing and the implications for Members' Community Leadership role.

Key Issues

The Panel:

- noted that community organised litter picking events had suffered delays due to the difficulty in getting the tools from the Council to enable volunteers to work and the fairly small number of tools that were eventually provided.
Heard that officers recognised and understood the frustration. The service was examining the possibility of installing containers in specific areas, accessible via a code to the door, in the borough where people could pick up tools but also providing a space to change or make a cup of tea, as it was recognised that part of the value of volunteering resided in it being a social activity. This was as yet an aspiration. Besides, from next year, when the new LATCO was in place, the Council would have more flexibility in providing tools to residents. Presently, some tools were obtained through Amey, which requested ample notice to be given to them.
- commented that there were litter picking machines now being shown in tool exhibitions that could be of interest to park rangers.
- noted that Barons Pond had not been mentioned in the report.
Heard that the sites mentioned were not exhaustive. Work had been carried out in Barons Pond. Some of the work planned there via Highways team in Transport for London included flood management.
- queried the success of the social media strategy.
Heard that rangers were previously contacted via a mail inbox. Now the service had Facebook accounts and had joined social media groups for relevant activities. This way officers were engaging better with residents in the borough. The website, Do Something Good, also referred residents to the Parks service.
- asked about the level of engagement with volunteers.
Heard that engagement fluctuated depending on the organisation. Officers tried to help organisations in becoming more sustainable and invested time and effort with many of them.

- queried the level of savings that were estimated from these activities. Heard that now rangers and Amey were involved in the activities, as they would need to attend sites to collect litter/empty bags. The main objective of the initiatives was to change the perception of residents around litter, eventually it was expected that would reduce the workload of the service by less waste production in the first place. The service's target was to reduce the park waste budget by 25%. However, such savings had not been materialised yet.
- asked what challenges the department had faced in carrying out these initiatives. Heard that these were very recent. One challenge had been the own park rangers' initial attitude to them as most were sceptical that these could work. Now most rangers were supportive.
- questioned whether most activities were led by a ranger. Heard that this was not the case in some events. The service did not have a specific budget for the events so had been using revenue or parks funding to carry these out. They had an officer tasked with promoting corporate volunteering so not all activities were about active citizens.
- asked how young people were engaged in the events. Heard that there was a fair amount of engagement with primary schools as these events and activities were part of their curriculum. The same was not true of secondary schools. Some engagement had happened with secondary schools as a result of their pupils being caught littering.
- noted that the service could engage with the Ward Councillors and other departments about the events.

No.	Recommendation
R2	The Council's <i>Do Something good</i> website should provide simple advice to local organisations and clearly signpost to where further advice and assistance about fund raising applications for their good causes can be attained.
R3	Ealing Council should create a simple webpage on its website advising of volunteering opportunities with local organisations for the residents and Council employees.
R4	Ealing Council should consider having corporate volunteering days in the local community for staff as part of their team building exercises.
R5	Ealing Council's Communications Team should regularly promote some key volunteering initiatives (e.g. canal and park clean ups) using various media channels to advise residents of these opportunities.

PRESENTATIONS FROM VOLUNTEERING ORGANISATIONS

- 3.26 At the second meeting the Panel received presentations from representatives of Ealing Street Pastors, Plogolution and Nishkam Sikh Welfare and Awareness Team – SWAT about the work of their organisations.



The second Panel meeting

EALING STREET PASTORS

- 3.27 Richard Ward (Member, Ealing Street Pastors Management Team) explained that Ealing Street Pastors was a registered charity of volunteers. The Ealing organisation was part of a national organisation of 12,000 street Pastors and 300 groups, operating in various cities and towns. The pastors had provided regular patrols in the borough for the last 10 years. They worked with the local community, churches and Police to provide a presence on the street most Friday nights until the early hours, at a time when people of all ages are out enjoying themselves. The pastors presently patrolled in the Ealing Broadway, West Ealing, Acton and Southall areas of the borough.

Outreach

- 3.28 The objectives of Ealing Street Pastors were to care, listen and help through volunteers from local churches. They also promote peace, harmony and wellbeing on our streets. The pastors are not allowed to proselytise so tended to mainly stop and speak to people. They could be a calming influence when public order was threatened.
- 3.29 The Organisation worked in a triangular partnership with the police and the local authority to identify how they could support vulnerable people in the borough, engaging with the police duty officers every night to identify the areas to patrol while recognising that their role was not to police the area.

The Pastors engaged with people suffering from alcohol and substance abuse, confusion due to excessive alcohol and those who were homeless or had nowhere to go, helping them find their way home or sign posting them to other services such as St. Mungo's or church shelter schemes.

- 3.30 The presence of the Pastors had diffused and de-escalated illegal activity and the potential for violence. This was believed to be due to the perception of the Pastors as non-threatening to the age range of the young people encountered during the patrol hours given that, on average the Pastors were 50+ years old. However, the Pastors were trained and aware of when to involve the emergency services.



Richard Ward (Member, Ealing Street Pastors Management Team) addressing the Panel

Engagement

- 3.31 Ealing Street Pastors had recently conducted a series of meetings with the Borough Commander and the Council to determine whether their presence was still needed in the borough. The response had been very positive which encouraged the Pastors to continue their work. The number of 999 calls that did not require emergency response were highlighted during these meetings as these had and could be managed by the Pastors.

Homelessness

- 3.32 Ealing Street Pastors was a faith-based organisation and worked with organisations of many faiths. The organisation was open to working with anyone, citing the example of referring homeless people to Street Link and encouraging the homeless to remain in the same area so that they were found by the organisations they are referred to, many secured shelters for the night or long-term accommodation.

Knife Crime

- 3.33 Ealing Street Pastors have played a role in collecting weapons in response to the rise in knife crime and carried knife containment boxes on patrols. The Pastors were trained in finding and disposing of firearms. They also picked up and disposed glass bottles which could be used as weapons. According to the Police, the presence of Ealing Street Pastors on the streets has helped reduce crime.
- 3.34 Their presence could diffuse an escalating situation between two people and protected those they perceived to be vulnerable. He cited an example of a young girl that they frequently encountered in vulnerable and natural situations. The Pastors were able to provide support and, eventually, involve the police when a situation required their involvement.

Mental Health

- 3.35 Several meetings with the Local Authority had indicated to the Pastors, who were trained to listen, smile and be helpful, that their patrols have often resulted in a conversation leading to vulnerable individuals seeking help, whether that was in the form of signposting to other organisations, their doctors or families – transforming a life.

Challenges

- 3.36 The organisation sought to strengthen its volunteer base in order to continue its work and how it could promote itself. The organisation also sought support in the funding of the cost of their uniforms and equipment, which was often met by the individual volunteers and prohibitive for those who wanted to volunteer but did not have the means to do so. This had resulted in a reduction in the number of patrols across the borough since the Pastors did not own a vehicle and relied on foot patrol to reach their target areas.

Site Visit

- 3.37 As part of this review, Cllr Gary Malcolm joined the Ealing Street Pastors as an observer on their Ealing Broadway patrol on Friday 25 October 2019. Cllr Karanvir Dhadwal (Chair), Cllr Seema Kumar (Vice Chair) and Cllr Praveen Anand observed the Ealing Broadway patrol on Friday 22 November 2019.



Cllr Gary Malcolm with the Ealing Street Pastors during the Ealing Broadway patrol



Cllr Karanvir Dhadwal (Chair) and Cllr Praveen Anand being briefed by the Ealing Street Pastors before the patrol



Cllr Karanvir Dhadwal (Chair), Cllr Seema Kumar (Vice Chair) and Cllr Praveen Anand out on the street with the Ealing Street Pastors

Key Issues

The Panel:

- commended the work of the organisation.
- Asked about the length of the training period for Pastors and whether it was daily and continuous for twelve weeks.
It was clarified that the training was for one Saturday for twelve consecutive weeks in Central London, totalling twelve days of training.
- Queried the number of repeat service users or the number of instances the same issue for one user and whether the service users obtained a resolution to their long-term issues.
Heard that some service users e.g. rough sleepers were seen repeatedly but they were encouraged to seek help and referred to homelessness organisations for support. People who were seen frequently were often referred to them by the licensees and doormen of the bars and clubs in the area, with whom the Pastors are connected by a Walkie/Talkie communication system. The Pastors had also developed a good relationship with the Ealing CCTV team.
- Questioned the nature of the relationship with the police and advice sought on how other organisations could successfully engage with the police.
Heard that there was daily engagement with the assigned duty officer prior to patrols to obtain information on where to be that night. However, given the absence of dedicated transport and the decline in volunteers, the patrol was restricted to that area for the duration of the night. Ealing Street Pastors met with the Superintendent annually and conducted

training for each Pastor, to establish boundaries on what could be done and ensure that the patrols were not acting in place of or as a hindrance to the police.

- Asked whether there were any patrols in Northolt, Greenford and Perivale.
Heard that patrols were primarily in Central Ealing, Acton and Southall but other areas were being considered.
- On acknowledging that the organisation undertook impressive work in the community, queried why patrols were restricted to Central Ealing, Acton and Southall.
The response was that each area had specific issues – Central Ealing has seen significant gentrification because of the Dicken's Yard development but generated revellers consuming excessive alcohol and consequently, predators seeking intoxicated females. Acton reflected a greater emphasis on gangs and Southall service users were often involved in the sex industry. The Pastors engaged with and sign posted people towards help, the uniforms diffusing the potential outbreak of trouble. Sometimes, revellers lost sight of their friends and the Pastors tried to ensure they were not enticed into cars by predators.
- Enquired about the faith guidelines for the Ealing Street Pastors.
Heard that the role of the Pastors was to listen rather than preach of their faith. However, they were happy to pray with people and talk about faith if that was what the people they met wanted to do.
- Noting that the organisation had been operating for ten years, enquired into the perceived outlook for the next ten years and whether the Pastors would still operate given the improvement.
Heard that while the area was improving, mental health issues could lead to an increase in homelessness and those on the streets with mental health issues were not always easily identifiable at a glance. Also, the feedback from the Police and the Council had indicated that the Pastors still had a role as long as there were vulnerable people in the borough.
- Queried whether the data gathered during patrols was provided to the Police to assist them.
The response was that data on the number of people encountered and of the volume of glass bottles collected on patrol (to reduce injury to barefoot revellers) was anonymous, given the confidential nature of the service. However, the Pastors discussed the challenges in the area with the Safer Neighbourhood Borough Commander and how these were managed.
- Questioned how aggressive behaviour was managed on patrol.
Heard that often by merely issuing flipflops and lollipops to people would be effective whereas at other times the Pastors would have to withdraw for their safety and involve the emergency services. It was much easier to manage a situation before it escalated than to attempt to manage one in progress.

- Enquired about the types of fundraising initiatives that would be considered by the organisation.
The response was any and all types were appreciated to avoid the self-funding of equipment and uniforms becoming a barrier to volunteering.
- Asked how the Panel could support Ealing Street Pastors going forward. Heard that it was a rare pleasure to make presentations and meet with other organisations, of which they would like to do more. The key challenge was effectively disseminating information on what the Pastors did and encourage volunteering.
- Enquired about the Southall patrols and whether there was engagement with the Interfaith Group to bridge cultural and language barriers in the area.
The response was that the Pastors worked with and sign posted to organisations of other faiths and those of no faith. Richard Ward undertook to raise this with the organisation's Committee with a view to working with and attending a meeting of the Interfaith Group.
- Queried how language barriers were addressed.
Heard that there were some bilingual Pastors on patrol but there were still language barriers so more and diverse volunteers were sought.
- Asked about the communications system with bars and clubs.
The response was that Walkie Talkies were given out to a number of venues and most of the venues knew the Pastors on patrol.

PLOGOLUTION

- 3.38 Michelle Parkes (Co-founder of Plogolution) presented to the Panel on the origins of the organisation and how it had grown from 16 people taking part in a walk in Putney, to walks and runs worldwide, known as 'plogs'.
- 3.39 Plogolution was a mixture of running/walking whilst picking up rubbish at the same time. It aimed to bring together local communities to help clean up the scourge of plastic and promote healthy living.
- 3.40 Plogolution had now held large scale plogs across London and much further afield. Plogging made a difference to the community as it brought different people together in a common cause and helped tidy up the area by ridding it of discarded single use plastic.
- 3.41 All equipment including gloves, rubbish bags and a free Plogolution t-shirt was provided for the participants.
- 3.42 The project was active in Ealing. 70 people had attended the most recent plog in Northala Fields and 25 people had already signed up for the next event there. The ploggers also worked with Hounslow, Kingston, Bethnal Green and Lewisham boroughs.



Michelle Parkes (Co-founder of Plogolution) addressing the Panel

3.43 The most notable benefit that Plogolution had seen was the level of engagement with community groups such as schools, shops and corporates who had donated time and money to the project. Children involved in schools were being educated and made aware of the environment. Twenty schools were currently participating, uploading their litter statistics weekly. People who had become involved commented on how the experience had given them an opportunity to engage with others, reducing their loneliness and potentially mitigating associated mental health issues. The Project had received support from Ealing Council and worked closely with the Parks team to identify areas for future plogs. The areas included a green space, roads and a litter 'hotspot'.

Site Visit

3.44 As part of this review, Cllr Seema Kumar (Vice Chair) attended the Plogolution event held at the Northala Fields in Northolt on 21 September 2019. This was a joint visit with the Leisure Scrutiny Review Panel which Cllr Sarah Rooney also attended.





Cllr Seema Kumar (Vice Chair) and Cllr Sarah Rooney (Member of Leisure Scrutiny Review Panel) during the Plogolution Event in Northolt

Key Issues

The Panel:

- commended the good work of the organisation.
- questioned how litter could be collected effectively while running. It was explained that a method of 'plog and roll' was adopted by runners, using the natural environment to support the running and 'forward-roll' motions. The suitability of the area determined whether this was a safe option since the objective was not to 'race'.
- enquired about the engagement with schools and how other groups were encouraged to participate. Heard that it was done through social media and engagement with the Ealing Parks service. There was some criticism that children were involved in clearing others' litter but Plogolution considered the plogs to be a form of education on environmental issues for children and

improving the local area.

- asked whether streets and roads were covered in plogs, how areas were selected and what could be done to broaden the areas. Heard that streets and roads were covered and there was regular engagement with the Parks team who suggested the parks and roads to review and action.
- enquired if Plogolution had considered presenting at the Ward Fora. Learnt that there was currently work being done to obtain additional funding for staff to spread the word and coordinate outreach.
- asked about the clearing of canals. Heard that the project worked with Corporates by charging a set fee to fund kits for schools so that they could plog areas like canals.
- suggested potential collaboration with the Park Run. It was highlighted that there was a perception of 'competitors' by other organisations that had led to minimal engagement. It was Plogolution's desire to remove the misconception and engage with any organisations that would like their involvement. Cllr Malcom offered to liaise with the Park Run organisers to connect them with Plogolution.
- noted that some Panel members had collaborated with the Canals and River Trust in association with the Territorial Army in Southall and recruited nearly 100 volunteers, who also found weapons. Queried whether the ploggers had encountered discarded weapons. Heard that knives had been found during plogs and the project included a weapons disposal training as part of health and safety briefings.
- queried whether the Council paid for the project's activities in Ealing. Heard that there was an agreement with Ealing Council to pay for equipment, t-shirts and a small staff cost that was reinvested into the Schools programme. The same agreement was sought with Corporate entities in order to continue funding the school equipment. There was no charge for presentations to community groups, who may borrow equipment to run plogs themselves or run regular plogs under the Plogolution umbrella.

NISHKAM SIKH WELFARE AND AWARENESS TEAM – SWAT

- 3.45 Randeep Lall (Founder, Nishkam SWAT), Kirpa Kaur (Volunteer, Nishkam SWAT) and Hardev Thind (Volunteer, Nishkam SWAT) presented about the work of their organisation.
- 3.46 The Panel heard that the organisation's foundations were based on the teachings of the Sikh faith to serve humanity. However, while the organisation was faith-based it did not represent itself as a 'religious' organisation and had no political affiliations. It sought to balance the composition of its 1,500 volunteers toward 50/50 Sikh/non-Sikh (currently, 40% of volunteers were non-Sikh).

3.47 The Charity originated as a youth project in Southall to educate on the impact of drugs and alcohol, until it was approached for assistance by a homeless person in the community which highlighted the extent of the issue of homelessness in Southall. SWAT began supporting Southall by setting up a social media page to encourage clothing donations and provide signposting to immigration and health support. In 2012, in response to the Charity's work, the Council, faith leaders and the police met to formally address the issue of homelessness in the borough. This led to the expansion of services from Southall to other parts of London, with branded vehicles and uniforms to immediately distinguish volunteers. Today, there were 21 locations worldwide, with five more in the pipeline. The model also operated successfully in Africa and India and would be replicated in New York, supported by corporate entities in the hospitality, airline and financial industries.



Randeep Lall (Founder, Nishkam SWAT), Kirpa Kaur (Volunteer, Nishkam SWAT) and Hardev Thind (Volunteer, Nishkam SWAT) presenting to the Panel

3.48 The key aspects of SWAT's work included the provision of outreach in the form of food, clothing, basic healthcare and signposting clients to other organisations that provided the services which it did not.

Homeless Project

3.49 The Charity began as 10 volunteers and had grown into an international aid organisation. In the UK, SWAT operated in 19 locations and served food to the homeless 27 times a week, serving a vegetarian menu that could be offered to all and to facilitate adherence to health and safety requirements.

Healthcare Project

3.50 In addition to feeding the homeless, SWAT had a healthcare project that provided two ambulances and doctors, dentist nurses that provided basic treatment of injuries and pain-relief to people who could not or would not go to a doctor or hospital.

Project Recovery

3.51 Launched in July 2019, SWAT ran a project to take calls from people impacted by drugs and alcohol, stemming from the initial discovery that this was a prevalent issue among youth in the local community.

Elderly Care Project

3.52 Volunteers conducted outreach to the elderly, at home and in care homes, transported them to their places of worship and provided simple beauty services to combat the effects of loneliness on this group.

3.53 The Charity’s aim was not to promote religious conversion but to help disadvantaged people. The Charity adhered to the principles of servitude, responding to abusive behaviour with compassion and empathy, leaving a place cleaner than they found it after a service and promoting the values of ‘passion’ and ‘compassion’.

Site Visits

Nishkam SWAT Headquarters

3.54 Cllr Karanvir Dhadwal (Chair) and Cllr Seema Kumar (Vice Chair) visited the Nishkam SWAT headquarters on Wednesday 18 September 2019.





Cllr Karanvir Dhadwal (Chair) and Cllr Seema Kumar (Vice Chair) at the Nishkam SWAT Headquarters

The Queen's Award for Voluntary Service

3.55 Several Panel members attended the presentation ceremony in Ruislip on 24 September 2019 when Nishkam SWAT was awarded the Queen's Award for Voluntary Service by the Deputy Lord Lieutenant Bruce Houlder CB QC DL (Representative Deputy Lieutenant for the London Borough of Hillingdon).





Cllr Seema Kumar (Vice Chair), Cllr Praveen Anand and Cllr Tariq Mahmood at the Nishkam SWAT's Queen's Award for Voluntary Service ceremony

Nishkam SWAT Outreach Service

3.56 Cllr Seema Kumar (Vice Chair), Cllr Praveen Anand and Cllr Swarn Padda visited the Nishkam SWAT outreach service in Slough on Monday 4 November 2019.



Cllr Seema Kumar (Vice Chair), Cllr Praveen Anand and Cllr Swarn Padda at the Nishkam SWAT outreach session in Slough

Key Issues

The Panel:

- commended the good work of the organisation.
- asked about the meaning of Nishkam.
Learnt that Nishkam meant 'selfless' to the degree that the server was considered as acting on behalf of a higher power. SWAT faith schools conducted interface work with other faiths and had presented to the United Nations on how a faith-based approach could bring about world peace. Food donors were asked to put 'positive energy' into the food that they prepared so that the energy could be imparted into the lives of the people who received their donations.
- enquired how clothing donations could be made.
The Charity's headquarters in Springfield Road, Hayes had two large donation bins installed for this. In addition, the nearby Sira Cash and Carry accepted donations on their behalf when the bins were full.
- queried the activities for the elderly that were offered by SWAT.
Heard that SWAT offered the ability to transport the elderly to their places of worship, volunteers read to the elderly and offered beauty treatments for the female elderly, providing companionship to stave off loneliness.
- asked about the addiction support provision.
Learnt that SWAT partnered with rehabilitation centres and provided a helpline of advisors who assessed callers and connected them with the appropriate professionals. No SWAT funding was available to cover admission to the centres, which was currently borne by the individuals or their families. SWAT was campaigning for fundraising to support those who were unable to meet the cost.
- questioned the type of healthcare provided and whether there was a charge for it.
Heard that SWAT did not charge for healthcare services which were limited to immediate treatment of injuries and conditions while transporting to medical facilities and providing pain relief. Often the people who were treated had no homes to go to so their health could deteriorate rapidly if left untreated.
- questioned where food was served and if locations were posted on a website.
Learnt that SWAT had mobile outreach services and relied on word of mouth, which had been very effective (particularly among the homeless, who were resourceful and passed on information about regular services). The locations of food drives were listed on the SWAT website. Donations were received from restaurants all over the UK and there were waiting lists of brands wanting to join the donor list.
- sought clarity about the SWAT locations.
Learnt that the SWAT headquarters was in Hayes with seven other locations which operated through that hub. There was also a

warehousing facility in Colchester and a storage facility in Birmingham with its own kitchen.

- questioned about the ambulance initiative and its availability for the general public.
Heard that the ambulance service was in response to the reluctance of the homeless to visit hospitals. SWAT also worked with churches and St Mungo's to provide shelter during the Emergency Protocol for cold weather.
- sought clarity about SWAT's engagement with Ealing Council.
Heard that SWAT did not currently work with the Council due to limited time to put together an engagement plan with other organisations. However, SWAT invited the Council to engage with the Charity.
- queried about the volunteer training.
Learnt that SWAT delivered a formal induction for all its volunteers and there were strict protocols to follow.
- asked about the names of the SWAT outreach vehicles.
Heard that there were 12 vehicles named after values, much like the Nishkam school classrooms where each child was given a 'passport for life' with words that they must learn in order to graduate to the next class, where they would be given new words and a new passport.
- recommended that the Charity could be nominated for the Mayor of Ealing's Charity, given its local connection and selfless objectives. Also, that available resources such as clean-up volunteers and the Duke of Edinburgh nominees could be referred to SWAT.
Heard that SWAT would benefit from a steer by the Council on how it could support them. For example, by allowing the Charity to use a vacant building as a shelter during the winter months would assist them immensely in serving the rough sleepers. The Charity was setting up a community internet radio station to reach out to the wider community and engage with potential volunteers. There were no paid staff at the Charity as it was fully managed by volunteers.

WOMEN'S INDIA ASSOCIATION OF THE UK

- 3.57 In early March 2020, Cllr Seema Kumar (Vice Chair) met with the representatives of Women's India Association of the UK (WIA UK) regarding their proposed three new initiatives of *No More Hungry Mornings*, *Feeding the Homeless in Ealing* and *Bedpark* to help the homeless and rough sleepers in Ealing and London Strand.
- 3.58 The WIA UK is the oldest Indian charity in Britain which has been in existence for over 60 years. It consists of a group of ordinary women who try to do extraordinary things.
- 3.59 The main purpose of the WIA UK is to educate and empower women and children who have not been served by the current system. The direct beneficiaries of their work are vulnerable women and children, the disabled

and destitute, street children, the weak, the hungry and the forgotten. They raise funds and have assisted thousands of women and children by providing them with education, supported vulnerable children and their families through medical centres, social centres, vocational training schemes and emergency relief efforts. The indirect beneficiaries of their work have included the extended families of the women and children that they help. The charity's belief is that 'a woman educated is a family educated and a family educated is a society educated'. Their main purpose is to empower socially and economically disadvantaged women and children through education and rehabilitation by 'giving out fishing nets, not fish'.

- 3.60 All charitable projects they support are ongoing and must be aligned with this aim. The projects are run by people they know and trust, hands-on and working at grass root level. They work particularly with small dedicated projects and start-ups which are unable to raise funds for themselves.

Proposed Initiatives

- 3.61 The proposed initiatives which will be funded by WIA UK and implemented by Nishkam SWAT, with support from other local charities such as Ealing Street Pastors and Night Shelter, are:

No More Hungry Mornings

- 3.62 This initiative would entail the provision of a dry breakfast pack to be distributed with the evening meal at the Nishkam SWAT's present outreach service at the London Strand. It is anticipated that with this provision the homeless persons and rough sleepers would not have to wake up hungry the next morning.

- 3.63 The WIA UK would provide funding for 750 dry breakfast packs per week/ 39,000 packs a year. Each pack would be biodegradable and include a disposable cup, stirrer, teabag, milk pod, sugar sachet, bread roll and a prepacked portion of butter. The cost of a pack is approximately £0.42.

Feeding the Homeless in Ealing

- 3.64 This initiative would take place in an appropriate site in the borough. The WIA UK and Nishkam SWAT would coordinate the outreach, serving approximately 250 hot meals to homeless persons and rough sleepers, one evening a week. They are looking to work with Ealing Council and other local charities in identifying a suitable site where there is most need for this service.

BedPark

- 3.65 This initiative would also take place in the borough. It has been inspired by Beddown, an Australian charity which has taken advantage of empty carparks at night by transforming them into pop-up homeless shelters, and would entail the use of carparks for rough sleepers.

Beddown

- 3.66 Australia is no exception to the growing issue of homelessness, with 8,000 people sleeping rough every night and over 116,000 homeless. So Beddown felt that a helpful way of tackling the issue of homelessness was to help those in this predicament.

- 3.67 The charity partnered with Australia’s largest car park operator, Secure Parking, who operate over 600 car parks across Australia and New Zealand in taking advantage of empty carparks at night and transforming them into pop-up homeless shelters that were safe with a warm environment for homeless people to sleep in. Along with a place to sleep, the guests are also provided with services from doctors, nurses, dentists, hairdressers and showers, along with meals donated from local restaurants.
- 3.68 The WIA UK and Nishkam SWAT are keen to work with Ealing Council in piloting this model in the borough’s car parks at night when these are vacant. If successful, the Ealing model would be replicated to other parts of the country.

Key Issues

- All the three initiatives would be funded by WIA UK.
- Nishkam SWAT would implement two of the above initiatives in this borough with the help of the relevant charities that assist the homeless and rough sleepers.
- The Council should consider the WIA UK’s proposals and look to work with them and the other charities in helping to tackle rough sleeping and homelessness in the borough.

No.	Proposed Recommendation
R6	The next Mayor of Ealing should consider selecting Nishkam SWAT as his/her chosen charity to support because of their good work in helping the homeless and other vulnerable people in the borough.
R7	Ealing Council should consider accepting the Women’s India Association of the UK’s proposed two fully funded initiatives of <i>Feeding the Homeless in Ealing</i> and <i>BedPark</i> to help tackle rough sleeping and homelessness in the borough.
R8	Ealing Council should encourage Councillors to invite community groups who run volunteering initiatives to the Ward Fora (or their successor bodies) to encourage greater awareness and participation in the local good causes.

THRIVING COMMUNITIES (Formerly 'Services to Neighbourhoods')

- 3.69 At the third meeting Carole Stewart (Assistant Director Arts Libraries and Heritage) and Tan Afzal (Community Management Coordinator) explained about Thriving Communities programme which was a Future Ealing transformation initiative to deliver better outcomes for residents and communities.



The third Panel meeting

- 3.70 The main aim of the Thriving Communities programme was to develop a strategy, informed by new ways of engaging/involving residents in decision making and collectively addressing local issues through closer working with communities.
- 3.71 The three key themes underpinning the development of the strategy were:
- Community connections and social action
 - Participation and engagement in decision making
 - Catalysts – facilitating and enabling change
- 3.72 The **objectives** of Thriving Communities were:
- **Citizens leading** their neighbourhoods in an inclusive way (**social action** and participating in **decision making**).
 - **Shift in culture** to enabling and facilitating citizens in social action.
 - **More people active** in their local area, supporting others and contributing to stronger neighbourhoods.
 - **Improved health and well-being** through **inclusive social networks and activities**.

- **Coordination** across public, private, voluntary and community organisations to **maximise** the positive impact of public sector resources and community strengths.
- **Innovation** at a local level, **change** how the Council engages and supports residents to connect and be involved.

Community Connections and Social Action

- 3.73 This was to encourage and enable active citizens who were better connected and self-organising. The wider benefits of participation in community life could help reduce social isolation, loneliness, contribute to better mental and emotional health leading to more resilient communities. The workstream built on examples of good practice where the Council had changed the way it worked to support resident-led community activity. Thriving Communities recognised the value of working closely with residents and sought to rollout new ways of involving residents in transforming their neighbourhoods.



Carole Stewart (Assistant Director Arts Libraries and Heritage) addressing the Panel

Year Hear Research

- 3.74 The Year Here research was commissioned to build on the active citizen work started in 2018 as part of the Neighbourhoods Outcome Review. The focus was to hear the views of the community in our neighbourhoods. Year Here provided independent engagement and listening in two neighbourhoods (Northolt and Hanwell) to help draw out universal themes that could inform how the Council developed its approach to Thriving Communities across the borough.
- 3.75 An 8-week research exercise was undertaken in the two neighbourhoods during March and April 2019 and the Panel was provided the final report. In

distilling some themes from the findings, and in discussion with the relevant Ward Members, areas for initial prototyping were agreed. These included neighbourhood level activities, starting in Northolt as well as exploring with elected members the options on approaches to local decision-making and how these could work in Ealing.

3.76 Key themes and insights from the Year Here research are set out in the table below.

Theme	Insights	What might this mean for:	
		Residents, Community Groups, Public & Private Service Providers	The Council
Share skills and learning	There are many assets in communities that, if shared collaboratively and leveraged properly, could be used to improve outcomes for residents.	<p>Self-organising to meet others to share information and contacts.</p> <p>Working together to develop approaches/platforms that help:</p> <ul style="list-style-type: none"> - Enable different parts of the community to grow in confidence and learn from each other. - Improve connections through different community channels. - Sharing local talent and successful initiatives to bring pride to the community. 	Playing a part in facilitating discussions on ways residents can develop platforms to share knowledge and skills.
Promote volunteering	<p>People say they are unaware of volunteering opportunities.</p> <p>People are unaware of how their skills might be valuable, or lack confidence in coming forward.</p>	<p>Organising better communication between residents and organisations that rely on volunteering.</p> <p>Self-organise sharing of skills and time across all age groups.</p> <p>Self-organise better collaborations across different volunteer bases to work closer together in meeting the needs of the</p>	Supporting resident and VCS to explore how to improve awareness of volunteering opportunities.
Young People	<p>Young people are under-represented in decision-making.</p> <p>Young people are fearful.</p> <p>Young people are disconnected from many activities in their communities.</p>	<p>Support young people to have a sense of belonging their local area by engaging them in activities.</p> <p>Create more opportunities for young people to make decisions in and about their local area.</p> <p>Support young people through mentoring including entrepreneurship programmes.</p>	<p>Include young people in co-designing how to be involved in decision-making.</p> <p>Help young people connect to activities in their local area.</p>

3.77 The themes and insights have informed the emerging themes of the Thriving Communities strategy as follows:

- **Community connections and social action:** our communities are resilient and skilled; engaged in social action and have the potential to contribute to better outcomes – brokering opportunities for social action and communities to connect with each other.
- **Participation and engagement in decision making:** finding more inclusive ways for all residents, including young people to be engaged and involved in local decision making.
- **Catalysts – facilitating and enabling change:** the Council could work more closely with the Ealing Voluntary and Community Service to promote volunteering opportunities; provide more opportunities to help communities and young people to connect with their local area.

TRANSFORM YOUR SPACE

- 3.78 Tan Afzal (Community Management Coordinator) updated the Panel on the Council's Transform Your Space (TYS) project.
- 3.79 The TYS fund was launched in 2015 for community initiatives that would support large capital place-based schemes. Ealing Council made £79,000 available, to match fund 50% (£10,000 maximum per project) schemes decided collectively by residents. Residents would then fundraise for the remaining 50% of the funding for each scheme. TYS was partnered with Spacehive, a crowdfunding platform, which helped residents raise money for projects that would bring civic or community spaces to life.



Tan Afzal (Community Management Coordinator) addressing the Panel

- 3.80 The TYS fund provided confidence to external funders to invest into inspirational projects to improve outdoor spaces within the borough. It aimed to encourage residents to come up with ideas to improve where they lived. These self-motivated ideas encouraged residents to apply for additional funding from external sources. This in turn reduced the reliance on Council grants for community projects.
- 3.81 A Thriving Communities objective was improved health and well-being through inclusive social networks and activities. For example, 73 people had signed up for the communal edible garden which had been planted at the Medlar Estate in Northolt West End Ward. It was supported by an employed gardener and agriculturalist. To fully enjoy and appreciate the produce from the garden plus promote healthy eating, a local chef and two apprentices had also been employed. This provided residents with cooking skills, starting with a Christmas cooking class. The 'Building Bridges' initiative was very effective in bringing people together through WhatsApp groups.

- 3.82 Other smaller projects such as physical training workshops for young mums and/or elderly had also been funded. These projects provided evidence of how an important aspect of a community initiative to be continuous was dependent on the involvement of trained individuals.
- 3.83 Thriving Communities provided guidance, resources and workshops to develop young people's ideas and processed their application to receive a grant of £1000.
- 3.84 The community connections and social action initiatives informing the development of the strategy were:

Activity	Status
Active Citizenship	Park Foundation and parks volunteers; Do Something Good volunteering and social action website; Let's Go Southall
Waste and Recycling Behavior Change	Community engagement programme in Southall to support the clean streets agenda, including reducing fly tipping and encourage resident pride in their neighbourhood, working towards long term behaviour change. Facilitated by community management team and now supported by 'Our Southall' a citizen led volunteer group that has emerged from the initial Council led community engagement in partnership with the waste and recycling team.
Year Here Research	<p>Northolt lack of opportunity for young people in Northolt/feeling safe and fear of crime: Cinema Club in Northolt Library led by young people facilitated by the library service (Place Directorate) and the integrated youth service (Children's Services). There is a steering group of six young people from both the Medlar Estate and Alec Reed Academy. The steering group are leading the development of the club. Pilot screenings have taken place over August/September and a screening planned for late October. Feedback and review by the young people would inform a series of screenings next year.</p> <p>Transform Your Space The TYS round 2 fund opened in October 2019. It included an open call for young people to submit ideas to transform their local area – a public space, whether outdoor or indoor – to become a safe and vibrant place that could be used by more young people or a mix of young people and adults; and showed working with others in the community to build community connections.</p> <p>Northolt Ideas Lab and Northolt Place Plan: to incorporate this into the initial engagement for the Local Plan to identify assumptions and issues to be addressed locally under the participatory and deliberative democracy workstream.</p>

Activity	Status
	Hanwell leading change locally: Hanwell community participants in the Year Here research were keen to be more involved in leading change in their area. This activity was to be taken forward in the second strand on local decision making through the participatory democracy workstream.
Community Managed Libraries (CMLs) <ul style="list-style-type: none"> - Hanwell - Perivale - Northfields - Pitshanger - West Ealing 	<p>Application deadline to run CMLs as part of a wider community offer was 18 November 2019.</p> <p>Award decision was 5 December 2019. Applicants supported by Locality to develop business plans and proposals.</p> <p>Transition to new model January-March 2019.</p> <p>CMLs open April 2020.</p>

Participation and Engagement

- 3.85 To improve engagement and participation in local decision-making by exploring the Council's current approach to engagement and participation and how it could enable better participation – moving away from consultation overload and silo engagement models to a more coherent way of engaging with residents at a neighbourhood level that reinvigorated the local democratic process.
- 3.86 The Democratic Society (DEMSOC) was working with the Council to develop its approach to participatory democracy and deliberative democracy in response to the Future Ealing Thriving Communities agenda. The original timeline for the Thriving Communities Strategy would be revised as the Community Engagement Team was seconded to work on aspects of the Covid-19 response. Therefore, resources available to devote to this programme were currently limited. However, much of the work that the service was engaged in was informed by the principles of Thriving Communities strategy, including working with community organisations on the collective response to Covid-19.

Original Timeline for developing the Thriving Communities Strategy

2019/2020-2020/2021	Activity
Phase 1 September-December 2019 (Internal)	DEMSOC interviews (Organisation/Members). Thriving Communities Direction of travel report Cabinet. Learn and Grow.
Phase 2 January-March 2020 (External)	Engaging with partners and voluntary and community sector. Inform and involve. Learn and Grow. Informing new proposals and strategy development.
Phase 3 April-June 2020	Participatory engagement event around the Local Plan 'Issues and Options'.

2019/2020-2020/2021	Activity
	<p>Learn and Grow.</p> <p>Informing new proposals and strategy development.</p>
<p>Phase 4 June-July 2020</p>	<p>Community supported participatory event in Hanwell, Northolt and Southall exploring issues and options that have emerged from the wider Local Plan event in the spring.</p> <p>These locations have been chosen to build on the engagement and learning in these areas as part of the Thriving Communities prototyping new ways of working.</p> <p>Hanwell and Northolt building on the Year Hear research with residents; Southall building on the Behaviour Change initiative and Let's Go Southall.</p> <p>Learn and Grow.</p> <p>Informing new proposals and strategy development.</p>
<p>Phase 5 September-November 2020</p>	<p>Thriving Communities Strategy Cabinet report September 2020.</p> <p>Thriving Communities Deliberative Democracy event around budget deliverables November 2020.</p>

Key Issues

The Panel:

- queried why Northolt and Hanwell had been chosen for the Year Here research when there were other areas in the borough e.g. Acton with similar demographics.

Heard that Hanwell and Northolt represented two very different neighbourhoods within the borough. The findings from the projects could not therefore be uniformly applied to the whole borough. However, asking people to volunteer within their community or participate in activities; and considering “how do you get the people who don't come or turn up” were likely to be issues present in the wider borough.
- expressed concern that there should have been a balanced approach for the research and not just speaking to two segments of the borough. It should also have included some of the more affluent areas of the borough e.g. Ealing, Hanger Hill and Ealing Common.
- questioned why we were doing these activities and how these were different from the present neighbourhood local plan.

The activities and projects had been resident led, as this was a key principle of ‘Thriving Communities’. The Council wanted to move away from what had happened in the past where it had developed activities and projects with little resident involvement.
- observed that the executive summary to the Year Here report was quite

vague and did not include any recommendations or drivers.

- Highlighted that someone had been interviewed by the researchers but had not been asked how the Council should do this differently.
- queried what had come from the research.
Heard that a number of pilot projects had been identified under The Year Here research project and some had already been implemented. Young people had suggested several arts and culture projects. One project that was being delivered was a community cinema – which held free film screenings in Northolt Library funded by the Library Services. A steering group of young people from the Medlar Farm Estate and the Alec Reed Academy were leading the development of this project through a steering board, as well as being involved in running the cinema. The cinema steering group welcomed the opportunity to present at the next Panel meeting and for the Councillors to join their film screening in February 2020.
- acknowledged that the research was a good first step and the next step needed to be a more joined-up thinking.
Heard that the results of the research undertaken for ‘The Year Here’ project, as well as the projects in progress through the TYS programme, had helped to contribute to Ealing’s emerging strategy for community engagement.
- observed that Southall, Acton and Ealing got a lot of Section 106 monies which other areas lacked due to limited regeneration/development. People in Northolt felt that they were miles away from the rest of the borough regarding such development.
- asked whether there were any best practice examples of resident engagement in other areas that we could learn from.
Heard that DEMSOC (an independent organisation) with vast experience of conducting similar exercises in other areas was advising on the project.
- acknowledged the advantages of going digital but expressed concern that there were many residents who were unable to participate in the Council consultations due to language barriers, mobility, technical skills, etc. leading to disengagement. How was the Council dealing with such residents?
Heard that to understand the reasons and challenges faced by people who did not or could not engage, plans had been formed to engage directly with groups and organisations– for example, Transport for London and Northolt High School.
- highlighted that there was a perception that people who engaged with and ran the TYS projects were the educated middle class but it was important to target the rest as they too had a wealth of knowledge and skills to offer their communities.
- questioned how volunteering was promoted in the borough to raise

better awareness.

Heard that the Government's platform to promote awareness of volunteering opportunities was called "to do something good", which already had 700 residents signed up on their twitter account. There were plans for an event next year, and to invite the Mayor, to celebrate in the recognition of volunteers' contribution to the community.

- queried how the young groups (e.g. Northflix Cinema Club) were being recognised to encourage more young people to engage in the different activities on offer.

Heard that careful use of community facilities, for example the local library/leisure centre, could help to overcome the challenge of 'starting the conversation' by ensuring that residents felt comfortable in spaces they were used to frequenting.

- commended the high resident engagement for the communal edible garden project at the Medlar Farm Estate and queried the methodology that had been used for its success.

Heard that incentives such as healthy smoothies were provided to increase the resident engagement.

- recommended that the methodology of incentivisation (e.g. healthy smoothies for the edible garden project, etc.) should be applied to other Council activities to improve resident engagement e.g. Ward Fora which often struggled to get people to lead on and effectively run projects.

No.	<i>Proposed Recommendation</i>
R9	Ealing Council should seek the input of the numerous local Residents Associations in the borough as these are a vital two-way communication link between the Council and the residents.

- 3.87 At its fourth meeting, the Panel considered **Active Youth Citizenship** and **Resident Involvement in the Ealing Library Service**.



The fourth Panel meeting

ACTIVE YOUTH CITIZENSHIP

- 3.88 The Panel received presentations from Steve Curtis (YES Project Participation Worker, Integrated Youth Service), Nicholas Mayers (Library Supervisor) and four representatives of Northflix Cinema Club (Sumaya Abdullahi, Teni Adejumo, Daisey Delaney and Chloe Olayiwola).

Young Ealing Safeguarding Group

- 3.89 The Council's Youth and Connexions Service provided services to empower and inspire young people to make positive life choices. The services were designed for young people in Ealing aged 13-19 years and up to 25 years for those with additional needs.

- 3.90 The services provided opportunities for young people to:

- gain new skills and qualifications
- have a say on issues affecting them
- get advice and support to prepare for the future
- have fun and make friends

- 3.91 The Young Ealing Safeguarding (YES) Group consisted of 10 young people who met weekly on Monday evenings at the Westside Young People's Centre in West Ealing.

- 3.92 The YES Group:

- focused on providing a clear and strong voice for young people with personal experiences of safeguarding issues in Ealing.

- influenced decisions around service delivery by highlighting the needs of young people, working closely with Ealing's Safeguarding Children partnership.
- created campaigns, resources and workshops to engage and involve their peers in this work.
- ensured that young people were at the heart of decision-making in keeping young people safe across the partnership.
- developed and delivered workshops which included 'sexual consent' and 'youth violence' to their peers in schools, youth clubs and community settings.



Steve Curtis (YES Project Participation Worker, Integrated Youth Service) addressing the Panel

- had undertaken peer research into 'school exclusions' in partnership with young people on the Building My Future programme, contextualised safeguarding with young people from Bollo Brook Youth Centre in Acton and borough-wide peer research with the library service as part of the library service review.
- supported six young people from Medlar Farm Estate in Northolt to take part in a consultation at Northolt Library which led to the development of the film club; Northflix.
- trained local young people to conduct their own peer research interviewing their peers and adult members of the community on and around Medlar Farm.
- conducted some peer consultation on the public spaces protection order in Ealing, have acted as consultants for the Kew Gardens 'Grow Wild'

funding project and for a prototype mental health App (Tranquilitti) currently being piloted in schools.

- gave evidence to the Knife Crime and Youth Engagement Scrutiny Review Panel on 4 April 2019 and to the Public Health lead compiling a report on Youth Violence in Ealing.
- had given regular presentations at professional conferences, including Ealing's contextual safeguarding conference in 2019 and the children and families conference in December 2019.



Nicholas Mayers (Library Supervisor) addressing the Panel

- had three young people present at the NHS West London conference in 2019, impressing over 100 health professionals with their work and advice on involving young people.
- had engaged 50 young people from Ealing over the summer 2019 who were participating on the national citizenship service in a 3-hour workshop examining solutions to maintaining young people's mental wellbeing. This was followed up a week later with a further 50 different participants exploring 'positive relationships'.
- had made and distributed a short film ECHO which explored the universal mental health support needs of young people. It was viewed at the Children's Conference in December 2019 and was being considered for use in social worker training. The young Director attended William Perkins Church of England High School in Greenford which was also planning to screen it as part of a whole school mental wellbeing summit.
- over 40 Year 11 students at Alec Reed Academy were trained as peer mentors in June 2019 and paired with a Year 6 student in July 2019.

They continued to offer regular 1:1 mentoring sessions up until Christmas to provide additional peer support to 40 children starting in Year 7 in September 2019 and beginning their 'secondary transition'. Two mentors presented to the Safeguarding Partnership in November 2019. It was planned to replicate this successful project in other schools.

- would offer training and support to students in schools who took part in the Mentoring in Violence Prevention programme. This peer leadership programme aimed to reduce aggression and violence in schools and had been a big success in Glasgow over the past 10 years.
- regularly took part in staff recruitment and selection, including for youth workers, 'Trusted Spaces' workers, mental health practitioners and social work student candidates.
- jointly with the Bollo Brook Youth Centre, hosted senior social workers and police officers from Kirklees Council visiting Ealing to identify and share good practice in safeguarding children and young people.
- and the Bollo Brook Youth Centre developed a youth-led 'race and identity' project and hosted an interactive exhibition at an art gallery in Haggerston in 2019. They had also been confirmed for the "Late at the Tate" (29 February 2020) initiative to provide an insight into how young people in Ealing felt about race, identity and their future.
- joined forces with young people from the Building My Future programme to create posters addressing knife crime and encouraging reporting to the police. The posters were distributed to schools, libraries and youth centres with the possibility of placing the design on knife surrender bins around the borough. The Group was consulted on the locations for the bins.
- had partnered with Youth Futures from Brixton to hold roundtable discussions between police officers and young people in the borough. Utilising values and approaches from Ubuntu (Desmond Tutu foundation), 'peer facilitators' supported the police and young people in discussions on local policing with the aim of developing better relationships built on trust and respect. Young people from Ealing would shortly undertake facilitation training and run the next round in Ealing.

3.93 The Young Ealing Foundation, an independent registered charity established in 2017, working under the remit of the Young People's Foundations focused on supporting the children and young people's sector in the borough of Ealing. It advised the Ealing Voluntary and Community Service on effective ways of involving young people and planned to set up a Youth Voice Panel.

Northflix Film Club

- 3.94 The Panel received a presentation from Sumaya Abdullahi, Teni Adejumo, Daisey Delaney and Chloe Olayiwola of the Northflix Cinema Club about their group.
- 3.95 The Panel noted that the club had been set up and funded by the Safeguarding Partnership Board which promoted such projects. Northflix Film Club was based in Northolt and run by a group of students who attended local schools. The club was run as a free service for the community. Screenings took place at 4.30pm on Wednesday evenings. The club was publicised in a variety of ways including word of mouth, posters in schools and youth clubs, and peer mentoring. Social media was also used to generate interest, mainly via Instagram.
- 3.96 The youth-led community film club aspired to connect and empower communities. The aims of the film club were to provide a safe space for younger people in the community to relax and watch a film for free. In doing so the Northflix representatives believed that the project helped to reduce the risk of young people becoming involved in unsafe activities such as drugs and alcohol. The club contributed to giving young people a more positive image, whilst promoting the wider use of the library beyond books. The group felt that the club enhanced the library by promoting its use as a central part of the community.



*Teni Adejumo, Chloe Olayiwola, Sumaya Abdullahi and Daisey Delaney
(Representatives of Northflix Cinema Club) presenting to the Panel*

- 3.97 The Club had a licence, through the library, to screen films. It originally planned one screening a month for teenagers and one for the under 12s. However, they found it hard to attract under 12s so were reframing these as a family/community screening. The monthly screening for teenagers would

continue. There had been seven screenings thus far with an average audience size of eight.

- 3.98 The Northflix Crew was planning some classic screenings in partnership with senior users of the Library. The Club planned to expand the types of screenings for wider audiences and show films with a social message.
- 3.99 The service provided support to local young people to make and edit their own short films which could be shown before the main film. A short film was shown during a peer research project on Medlar Farm Estate in the summer.
- 3.100 The Northflix team explained how they felt the Film Club could be developed suggesting that attendance needed to increase by improving promotion and the room in which the films are shown. In order for such improvements to be made financial support needed to be provided for more comfortable seating, for instance.
- 3.101 The Panel heard that the Northflix team felt it was important for the club to be led by young people, as it provided familiarity for the young people attending the screenings. It also meant that those leading the club were able to develop leadership and organisational skills, as well as being a rewarding way to generate positive change within the local community. Participation in the club gave young people leadership opportunities that would otherwise not exist. This was helpful for young people who were looking to enhance their CVs, as well as building other soft skills such as public speaking, wider communication and interpersonal skills.
- 3.102 The club was exploring sponsorship opportunities with external organisations e.g. Tesco, Sainsbury's or Lidl to help fund refreshments at the film screenings.
- 3.103 The Panel considered the Vice Chair's feedback from her visit to the film club and concluded that the seating needed improving to make it more suitable for film screening. Consideration also needed to be given to those with disabilities as the present room set up was not conducive to wheelchair users. Another important improvement that had been identified was shutters to darken the room to enhance the cinema atmosphere.
- 3.104 The Library Service was trying to obtain softer chairs and was looking into the provision of a laptop to stream movies.
- 3.105 The Chair and Vice Chair awarded certificates of merit to the representatives of Northflix Cinema Club and highly commended their work in the local community.



Cllr Karanvir Dhadwal (Chair) and Cllr Seema Kumar (Vice Chair awarded certificates of merit to the Young Representatives of Northflix Cinema Club on behalf of the Panel

Site Visit

3.106 As part of this review, Cllr Seema Kumar (Vice Chair) and Cllr Tariq Mahmood visited the Northflix Cinema Club at the Northolt Library on Saturday 8 February 2020.



Cllr Seema Kumar (Vice Chair) speaking to the staff of Northolt Library and some representatives of the Northflix Cinema Club during the site visit

Key Issues

The Panel:

- asked what was needed in the way of support for the club.
Learnt that more suggestions and assistance in the promotion of the club, better/comfortable seating, improved curtains/blinds/shutters for the windows to darken the room during the film shows would be helpful.
- questioned why the leadership of the club was all girls.
Heard that this was mainly because boys had other interests, primarily football and some had concerns about personal safety.
- queried whether the venue was large enough for the club's use.
Heard that the venue was presently large enough as it normally held 30-40 seats but had a maximum capacity of 60 seats.
- asked if the club was charged for using the facilities and whether this might be an issue.
Learnt that no charge was made as it may discourage the young audiences being targeted, the collection of money had to be administered and there may be licencing issues.
- queried how far the audiences were coming from to watch the films.
Heard that the audiences were generally from the nearby Medlar Farm Estate and local schools but had also come from the Racecourse Estate in Northolt which was further away from the Library.
- questioned whether showing the films just after school finish time restricted the size of the audience.
Gathered that it was deemed to be the best time to get the most audience during the week so that they arrived straight from school instead of going home first. However, the club was also starting to show films on Saturdays thereby expanding the audiences and increase interest in the group.
- asked if parents were engaged in the film club.
Heard that sometimes parents attended the screenings with their children, particularly younger ones. However, all the Northflix leadership team lived locally so it was not an issue for their parents to be there from a safety perspective.
- queried whether there were any statistics on the types of audiences.
Learnt that presently no such statistics were gathered but it was felt that about 60% of the audience were girls and 40% boys. However, both the membership and roles within the club, if implemented, would provide statistics in the future.
- asked whether there were any initiatives for wider engagement to assist with running of the club.
Learnt that the membership and the film club roles were being considered to provide those involved in running of the club with a development path. Some wider engagement had already taken place in the form of a short

film made by a 4th Year film student from West London called 'Screenings with Meanings' with discussion afterwards. There was felt to be a whole plethora of ideas to build a regular membership.

- questioned whether attendees of the club were encouraged to make their own short films.
Heard that plans for encouraging those involved in the club to create their own films were being considered for the future.

RESIDENT INVOLVEMENT IN THE EALING LIBRARY SERVICE

- 3.107 Councillor Jasbir Anand (Portfolio Holder for Business and Community Services), accompanied by Manny Manoharan (Service Manager, Libraries and Community Centres) and Paul Miller (Commercial and Procurement Partner), updated the Panel on the resident involvement in the Ealing Library Service.
- 3.108 The Panel also received presentations from the representatives of Northfields and West Ealing Community Libraries as well as a written submission from Vicky Fewkes of Hanwell Community Library.

Ealing Library Strategy

- 3.109 The Panel heard that in July 2019, the Cabinet agreed the strategic direction for the Ealing Library Service 2019-2023. The strategy focused on co-creating a library service working with our communities and partners – encouraging residents and communities to get involved in civic and community life. Community Managed Libraries (CMLs) was an important way in which the Council would encourage this. The Cabinet agreed to make five local libraries available to the community as community managed libraries. These were Perivale, Pitshanger, West Ealing, Hanwell and Northfields libraries. The Cabinet also agreed that the Home Library Service should be made available for the voluntary and community sector to run.



Councillor Jasbir Anand (Portfolio Holder for Business and Community Services) addressing the Panel

Community Managed Libraries

3.110 The CML model enabled the local libraries to be run independently by local communities as part of a wider community-led neighbourhood offer. The Ealing CML offer was unique to Ealing and included the following support from the Council:

- Stock and stock management (Ealing library service would continue to own and replenish book stock)
- Access to the London Libraries Consortium book stock
- Access to the library management system that provides access to the library network and Ealing library card)
- IT and library service Wi-Fi
- Professional advice and support from the Ealing library service
- Grant contribution towards running costs



Paul Miller (Commercial and Procurement Partner) addressing the Panel

3.111 Groups were invited to submit a grant application and business plan to run a local library as an independent CML. The applications were assessed by a team of officers including the Council's Grants and Policy Officer, Legal and Finance Services and Library Services. An officer decision report on the recommendations was agreed in December 2019.

3.112 The following groups were successful in demonstrating a commitment to providing opportunities for resident involvement in the operation of the CML and the range of activities they proposed to offer making them eligible (subject to further validation and legal agreements) to operate a CML on behalf of residents:



Manny Manoharan (Service Manager, Libraries and Community Centres)

Ealing Community and Voluntary Service – West Ealing Community Library

3.113 The Ealing Community and Voluntary Service (ECVS) was an established organisation that had a lot of experience working with the community and developing a volunteer service as it provided the borough's Volunteer Centre. ECVS had made a strong application which clearly set out how the community managed library would become part of the local community.



Graham Kelly (Chair, ECVS) and Barbara Tilley (Chief Executive Officer, ECVS) of West Ealing Community Library addressing the Panel

Northfields Community Library

- 3.114 Northfields Community Library was a CIO run by local people to establish a community library in Northfields. The CML application was a very strong application that clearly demonstrated the vision for a community library.



Alison Stewart (Trustee, Northfields Community Library) addressing the Panel

Ealing Law Centre – Hanwell Community Library

- 3.115 The Ealing Law Centre was a well-established local charitable organisation which provided people in need with free legal advice and representation in the areas of immigration, housing and welfare rights law. The CML application was a very comprehensive and well-thought out application which, with their service development plan, provided strong evidence that they would be able to do this effectively.

Friends of Pitshanger – Pitshanger Community Library

- 3.116 This was a new organisation, registered as a Charitable Incorporated Organisation (CIO) set up for the primary purpose of operating a CML. The CML application had demonstrated the commitment to the library and strong aspirations for the provision of a wider community offer.

Perivale Community Hive – Perivale Community Library

- 3.117 A newly formed CIO, Perivale Community Hive, was set up to provide a CML in Perivale. The strong application clearly demonstrated a wider community offer and enhanced its community presence and relevance.

CML Opening Timeline

- 3.118 The Libraries closed on 21 December 2019 subject to small capital projects for buildings to bring them up to the latest compliance levels. The Library Service was working with the CMLs to mobilise at the earliest opportunity. January-March 2020 was the mobilisation period for the library service to operate as a CML. During the transition, the library staff would implement a programme alongside each CML operator to assist in their public opening within the first half of 2020. The aim was to hand over to CML partner organisations no later than March/April 2020 unless major issues were found. If issues were encountered, this timeline could be extended to May/June 2020. There was a possibility of dual occupancy during transition whilst CMLs were being trained up. Library Services wanted activities, such as the Northflick Film Club, to use the CMLs.
- 3.119 The CMLs were responsible for their own volunteer base and engaging with their respective communities, building on the engagement activity that they had already undertaken.

Home Library Service

Summary of Approach for Home Library Service

- 3.120 The Library Strategy stated that commissioning the service through a third-party charitable organisation should build capacity for the service to expand and ensure a sustainable offer with the prospect of widening opportunities for more home-bound residents to access the service.
- 3.121 In August 2019, bids were invited from organisations with a track record of working with volunteers to support people who were home-bound.
- 3.122 No bids were received so the service provision had to be revised to deliver in-house within the available annual grant which had been allocated for the commissioning model to meet the savings.

Development of new operation model for home library service – Council run with the support of community volunteers

- 3.123 The creation of a new role of Community Services Co-ordinator was key to co-ordinate and deliver the Home Library Service by working closely with volunteers and the voluntary organisations.
- 3.124 By adopting this business model, the Library Service remained committed to providing a Home Library Service to readers who were housebound. It was envisaged that this would run in conjunction with the ECVS, volunteers and through the Home Library Service to residential homes and sheltered accommodation.

General volunteering opportunities in libraries

- 3.125 There was a long tradition of local people volunteering in Ealing libraries who worked alongside staff to extend the activities in the libraries and engage with communities.
- 3.126 There were currently over 88 dedicated library volunteers who had given more than 3,000 hours of their time to Ealing libraries in the past year. They brought a range of skills to enhance the range of activities that were offered in the libraries.

- 3.127 The volunteers were involved in running storytelling sessions, leading club activities such as Coding, LEGO education, knitting, Summer Reading Challenge, providing IT support, planning events and designing new opportunities/programmes that made library spaces central to their local neighbourhoods.

Key Issues

The Panel:

- asked about the benefits of the CML approach.
Heard of the positive effect on mental health, active citizenship and high local interest.
- queried the encouragement in the use of libraries.
Heard that the Library Service had been looking to film clubs to be part of the additional activities to encourage the use of libraries.

Ealing CVS explained that the use of libraries as community hubs helped deal with issues of social isolation. The hub would also be used for Public Health events such as McMillan, etc. The West Ealing CML wanted to provide a warm welcoming atmosphere as the library had become a proper community hub which was key to its success.

At Northfields CML, the plan was to make it a community lending library with extended activities such as Maths clubs and crafting clubs as well as other children's activities, printed newspapers for older people and youth-led activities for young people. Northfields CML was also working with South Ealing Primary Care Trust on themed library sessions and developing a fundraising scheme. To help this activity they were building a PR and marketing team. One of the initiatives was for volunteers to visit local schools to obtain book lists from the schools. Support was also sought from local businesses and there was a very active force of volunteers in the local area.

- questioned the transition to CMLs and the associated timetable.
Heard that the Council wanted the timetables to be adhered to. Ealing CVS had been running the West Ealing library for some time and that over time each library would have a similar partnership. The plan was for the Northfields Community Library to open in April 2020 run by groups of volunteers.
- sought clarity on the volunteer-base.
Learnt that the volunteer base was high and feedback had been very positive.

Ealing CVS stated that at one large engagement 200 people filled out the feedback forms. In Northfields, 100 people had signed up as volunteers. The main issues of concern that volunteer feedback contributors raised were opening times, seating and toilets but also provided lots of ideas. When considering recruiting volunteers, different role descriptions were used to find out what volunteers might want to do. At West Ealing recruitment days were held on a Saturday. Volunteers were first asked where they lived to determine which CML was appropriate for them to

work in. The message for residents was that 'we were all in it together' meaning that volunteers would work locally but work together.

The Northfields CML was asking their volunteers for three hours a month minimum and devising a rota. One person was managing the rota system and not all the volunteers would work in a library.

- asked about the CML funding.
Heard that the funding was different for each CML. The start-up funding was in place for two libraries and dates had been scheduled for partner organisations. These were good partnerships that were committed to this being a success.

Ealing CVS would help any volunteer group to get CML funding. Two grant applications were being finalised for Northfields CML and there were also donation schemes for individuals and other support.

- questioned about the governance of CMLs and recognition of Trustees.
Heard that Ealing CVS, which had been in existence since the 1970s, was moving to the West Ealing Library from the Lido Centre where it had been located since about 2000. A community steering group had been set up and because the library was next to Sainsbury's and the Local Police Station, both had signed up to be on the steering group. A partner day had been proposed where all CMLs would look to engage with each other and the community on common issues.

The Northfields CML representative felt that the Trustees were under a lot of pressure and working closely with the Library Service to link with events to build relationships. Councillor Paul Driscoll was one of its trustees. Northfields Library was adjacent to the Log Cabin Children's Centre. They planned to measure volunteer benefits using standard methods.

The Library Service recognised the contributions made by the trustees at meetings with officers and the challenges they faced.

- asked about the CML training and support provision. The Panel wanted to know what training was required particularly what would make the biggest difference. Also, if there were to be a big change such as handing over responsibility to voluntary groups it was essential to measure success as others wanted to see whether or not the change was working. However, the Panel was not sure about the need for key performance indicators.
Heard that it was evident from the CML application process that some CMLs had strong skills and others needed more training. Training of volunteers would include safeguarding, data security and privacy, etc. Some volunteers had worked in libraries previously so were familiar with processes and procedures.

At Northfields CML, the idea was to train key staff so that they could train others.

The Council would be supportive of every CML through the transition process and beyond. The Library Service would monitor the stock movements to assess the number of people engaged in the activities for each CML.

Ealing CVS staff would be trained first who would then train the volunteers.

Northfields CML was to be trained in stock management policy, GDPR, safeguarding, etc. but the training dates in March 2020 were yet to be finalised.

The Library Service would be as flexible as possible with training and once trained the CMLs would continue to be supported.

- asked about the contingency plans.
Heard that the Northfields CML planned to always have three volunteers in the library. Access to a Trustee was always available to contact. There was also a rota if someone did not turn up. If staffing reduced to only two people, then the plan was to close the library until enough people turned up. It was anticipated that this may only happen in cases of sickness.
- queried whether there were any plans for information sharing between CMLs such as an annual summit.
Heard that there were plans for this but it was not happening presently during the busy initial CML set-up period.

However, information sharing was ongoing. For example, the West Ealing CML worked closely with Ealing Law Centre and the Northfields CML and there was an online support group. The Northfields CML was also sharing policy information with the Perivale and Pitshanger CMLs.

The Portfolio Holder stated that more information sharing would also take place at the partner event day.

- asked about the support for CMLs and the role of Link Officers – Jenny Oldroyd (Chair of Trustees, Northfields CML), in her letter to the Panel, had asked whether there would be any helpline-support or any wellbeing offer to make sure that their work was recognised.
Heard that a Helpline had not been considered presently but would be looked into. The support provided depended on what CMLs felt they needed. Some of it was provided by the Library Service officers and some was signposted.

The Link Officer duties would be focused on initial and ongoing training as well as stock management for which the Library Service maintained responsibility.

Borrowing and returning books to a different CML would still be part of the stock management and therefore the responsibility of the Library Service. Furthermore, if a book were borrowed from a library in any one of the 17 participating London boroughs it would still be returned to the originating library.

- commended the CML representatives for their valuable work in the local community in running the libraries.

The Portfolio Holder for Business and Community Services stated that these were exciting times. She was confident that partners would be able to engage with the community and the Council was there to support their activities.

No.	Recommendation
R10	Given the success of the young people's Northflix Cinema Club at the Northolt Library, other libraries including the Community Managed Libraries should be encouraged to open for longer hours to support such groups.
R11	The Councillors should be informed of any Community Managed Libraries that were struggling to cope so any action plans to help them would get the necessary support from the community to be successful.
R12	The Cabinet should review the Community Managed Libraries process and the changes to the library system in a year's time to share best practice.
R13	In light of the Covid-19 Pandemic and the difficulties encountered by the voluntary organisations, relationships and communications between the Council and voluntary sector organisations should be formalised to augment the sharing of best practice and enhance the Council's ability to provide appropriate advice in future emergency situations.

FUTURE MONITORING

- 3.128 The Panel suggests that an appropriate Scrutiny Panel should undertake the monitoring of the implementation of the accepted recommendations and further ongoing monitoring.

No.	Recommendation
R14	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.

4.0 **KEY LEARNING POINTS**

4.1 Some of the key learning points for the Panel were:

- Recognising the numerous and diverse active citizens and organisations that operate across the borough in volunteering within their communities.
- Engaging with the community – seeking the views of the local people through publicity, site visits and their attendance at Panel meetings were a very valuable source of gathering information directly from the key stakeholders.
- Benchmarking exercises provided important comparisons.
- Site visits made a significant difference to the information obtained.
- Established good contacts with some external agencies e.g. groups, providers, etc.
- The difficulty in engaging some external agencies and areas of the community.
- The inevitability of identifying problems in the current provision and making suggestions for improvements.
- Through the meetings, have raised the profile of active citizenship in the borough and promoted discussion between organisations.
- Has produced ideas for future development.
- An important element in the success of initiatives is the promotion and communication of activities, opportunities and new initiatives to the widest audience using relevant communication channels.

5.0 **MEMBERSHIP AND ATTENDANCE**

5.1 The table below shows the membership and attendance of Panel Members.

Membership and Attendance at Panel Meetings

Name	Total Possible	Actual Attendance	Apologies Received
Cllr Karanvir Dhadwal (Chair)	5	5	-
Cllr Seema Kumar (Vice Chair)	5	5	-
Cllr Praveen Anand	5	4	1
Cllr Sitarah Anjum	5	5	-
Cllr Jaskiran Chohan	5	4	1
Cllr Tariq Mahmood	5	5	-
Cllr Gary Malcolm	5	5	-
Cllr Swaran Padda	5	4	1
Cllr Chris Summers	5	4	1

Substitutes and Other Councillors

Meeting 4:

- Cllr Jasbir Anand (Portfolio Holder for Business and Community Services)

Meeting 5:

- Cllr Mohammed Aslam substituted for Cllr Praveen Anand

External Witnesses

- Richard Ward (Member, Ealing Street Pastors)
- Michelle Parkes (Co-founder, Plogolution)
- Randeep Lall (Founder, Nishkam SWAT)
- Kirpa Kaur (Volunteer, Nishkam SWAT)
- Hardev Thind (Volunteer, Nishkam SWAT)
- Sumaya Abdullahi (Representative, Northflix Film Club)
- Teni Adejumo (Representative, Northflix Film Club)
- Daisey Delaney (Representative, Northflix Film Club)
- Chloe Olayiwola (Representative, Northflix Film Club)
- Alison Stewart (Trustee, Northfields Community Library)
- Barbara Tilley (Chief Executive Officer, Ealing Community and Voluntary Service – West Ealing Community Library)
- Graham Kelly (Chair, Ealing Community and Voluntary Service – West Ealing Community Library)

Service Officers

- Chris Welsh (Parks Operations Manager)
- Carole Stewart (Assistant Director Arts Libraries and Heritage)
- Tan Afzal (Community Management Coordinator)
- Steve Curtis (YES Project Participation Worker, Integrated Youth Service)
- Nicholas Mayers (Library Supervisor)
- Paul Miller (Commercial and Procurement Partner)
- Manny Manoharan (Service Manager – Libraries and Community Centres)

Site Visits

5.2 In addition to the five formal meetings, the Panel members undertook supplementary site visits as follows:

Site	Attendees
<p>1. Plogolution Event A 2k walk/5k run at Northala Fields Kensington Road, Northolt, UB5 6UR 11:00-12:30 – Saturday 21 September 2019 <i>This was a joint site visit with the Leisure Scrutiny Review Panel.</i></p>	<ul style="list-style-type: none"> - Cllr Seema Kumar (Vice Chair)
<p>2. Nishkam Sikh Welfare and Awareness Team Nishkam SWAT Headquarters Kiran House, Springfield Road, Hayes, Middlesex, UB4 0JT 11:30-12:30 – Wednesday 18 September 2019</p>	<ul style="list-style-type: none"> - Cllr Karanvir Dhadwal (Chair) - Cllr Seema Kumar (Vice Chair)
<p>3. Nishkam Sikh Welfare and Awareness Team The Queen's Award for Voluntary Service Presentation Venue 5, Field End Road, Ruislip, HA4 9PB 19:00–21:30 – Tuesday 24 September 2019</p>	<ul style="list-style-type: none"> - Cllr Seema Kumar (Vice Chair) - Cllr Praveen Anand - Cllr Tariq Mahmood
<p>4. Ealing Street Pastors Ealing Broadway Patrols Ealing Green Church, Ealing Green, Ealing, W5 5QT 22:15-01:00 – Friday 25 October 2019 and Friday 22 November 2019</p>	<p><u>Friday 25 October 2019</u></p> <ul style="list-style-type: none"> - Cllr Gary Malcolm <p><u>Friday 22 November 2019</u></p> <ul style="list-style-type: none"> - Cllr Karanvir Dhadwal (Chair) - Cllr Seema Kumar (Vice Chair) - Cllr Praveen Anand
<p>5. Nishkam Sikh Welfare and Awareness Team Outreach Service 1 Mackenzie Street, Slough, Berkshire, SL1 1XQ (Queensmere Shopping Mall – next to Greggs) 19:00-20:00 – Monday 4 November 2019</p>	<ul style="list-style-type: none"> - Cllr Seema Kumar (Vice Chair) - Cllr Praveen Anand - Cllr Swaran Padda
<p>6. All Member Workshop Engagement with Residents and Involvement with Civic Democracy Ealing Central Library, 103 Ealing Broadway Shopping Centre, The Broadway, W5 5JY 18:30-20:30 – Wednesday 13 November 2019</p>	<ul style="list-style-type: none"> - Cllr Seema Kumar (Vice Chair) - Cllr Praveen Anand - Cllr Gary Malcolm - Cllr Swaran Padda
<p>7. Northflix Cinema Club Northolt Library, Church Road, Northolt, UB5 5AS 13:30-15:30 – Saturday 8 February 2020</p>	<ul style="list-style-type: none"> - Cllr Seema Kumar (Vice Chair) - Cllr Tariq Mahmood

6.0 **BACKGROUND INFORMATION**

6.1 **Useful Papers**

Ealing Council's Constitution, available at http://www.ealing.gov.uk/info/200892/decision_making/597/council_constitution

Scrutiny Review Panel 2 – 2019/2020: Active Citizenship Terms of Reference, Work Programme, Agendas, Minutes and Reports available at https://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/318/Default.aspx

Overview and Scrutiny Committee – 2019/2020: Agenda, Minutes and Reports available at http://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/34/Default.aspx

[Active Citizen report to Future Ealing Scrutiny Review Panel - 5 December 2018](#)

[New Local Government Network \(NLGN\), The Community Paradigm – Why Public Services need radical change and how it can be achieved](#)

[National Council for Voluntary Organisations \(NCVO\), Time Well Spent – A National Survey on the Volunteer Experience, January 2019](#)

[National Endowment for Science, Technology and the Arts \(Nesta\), Evidence vs Democracy – how 'mini-publics' can traverse the gap between citizens, experts, and evidence, January 2019](#)

[Ealing Homelessness Reduction Strategy - 2018-2022](#)

Ealing Council Neighbourhoods Research, Year Here report, June 2019

Changes to Neighbourhood Services: Library Strategy 2019-2023

Library Peer Research report

Contextual Safeguarding Peer Research report

Medler Farm Peer Research report

Schools Exclusion Peer Research report

Community Managed Libraries Officer Decision report – 19 December 2019

6.2 Useful Websites

Ealing Council – www.ealing.gov.uk

Centre for Public Scrutiny – www.cfps.org.uk

Government Services and Information – www.gov.uk

Ealing Street Pastors – www.ealing.streetpastors.org.uk

Plogolution – www.plogolution.com

Nishkam Sikh Welfare and Awareness Team – www.swatlondon.com

Women's India Association of UK – www.wiauk.org

Beddown – www.beddown.org.au

6.3 Further Information

For further information about Scrutiny Review Panel 2 – 2019/2020: Active Citizenship please contact:

Harjeet Bains

Scrutiny Review Officer

Ealing Council

Tel: 020-8825 7120

Email: bainsh@ealing.gov.uk

7.0 RECOMMENDATIONS

Rec No.	Recommendation
R1	The Overview and Scrutiny Committee or an appropriate Scrutiny Review Panel should review the Ealing Parks Foundation in due course.
R2	The Council's <i>Do Something good</i> website should provide simple advice to local organisations and clearly signpost to where further advice and assistance about fund raising applications for their good causes can be attained.
R3	Ealing Council should create a simple webpage on its website advising of volunteering opportunities with local organisations for the residents and Council employees.
R4	Ealing Council should consider having corporate volunteering days in the local community for staff as part of their team building exercises.
R5	Ealing Council's Communications Team should regularly promote some key volunteering initiatives (e.g. canal and park clean ups) using various media channels to advise residents of these opportunities.
R6	The next Mayor of Ealing should consider selecting Nishkam SWAT as his/her chosen charity to support because of their good work in helping the homeless and other vulnerable people in the borough.
R7	Ealing Council should consider accepting the Women's India Association of the UK's proposed two fully funded initiatives of <i>Feeding the Homeless in Ealing</i> and <i>BedPark</i> to help tackle rough sleeping and homelessness in the borough.
R8	Ealing Council should encourage Councillors to invite community groups who run volunteering initiatives to the Ward Fora (or their successor bodies) to encourage greater awareness and participation in the local good causes.
R9	Ealing Council should seek the input of the numerous local Residents Associations in the borough as these are a vital two-way communication link between the Council and the residents.
R10	Given the success of the young people's Northflix Cinema Club at the Northolt Library, other libraries including the Community Managed Libraries should be encouraged to open for longer hours to support such groups.
R11	The Councillors should be informed of any Community Managed Libraries that were struggling to cope so any action plans to help them would get the necessary support from the community to be successful.
R12	The Cabinet should review the Community Managed Libraries process and the changes to the library system in a year's time to share best practice.
R13	In light of the Covid-19 Pandemic and the difficulties encountered by the voluntary organisations, relationships and communications between the Council and voluntary sector organisations should be formalised to augment the sharing of best practice and enhance the Council's ability to provide appropriate advice in future emergency situations.
R14	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.

8.0 RECOMMENDATIONS WITH OFFICER COMMENTS

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
R1	The Overview and Scrutiny Committee or an appropriate Scrutiny Review Panel should review the Ealing Parks Foundation in due course.	<u>Chris Bunting (Assistant Director Leisure)</u> Noted.	Accept
R2	The Council's <i>Do Something good</i> website should provide simple advice to local organisations and clearly signpost to where further advice and assistance about fund raising applications for their good causes can be attained.	<u>Chris Bunting (Assistant Director Leisure)</u> Noted.	Accept
R3	Ealing Council should create a simple webpage on its website advising of volunteering opportunities with local organisations for the residents and Council employees.	<u>Chris Bunting (Assistant Director Leisure)</u> Noted.	Accept
R4	Ealing Council should consider having corporate volunteering days in the local community for staff as part of their team building exercises.	<u>Chris Bunting (Assistant Director Leisure)</u> Noted.	Accept
R5	Ealing Council's Communications Team should regularly promote some key volunteering initiatives (e.g. canal and park clean ups) using various media channels to advise residents of these opportunities.	<u>Chris Bunting (Assistant Director Leisure)</u> Noted.	Accept
R6	The next Mayor of Ealing should consider selecting Nishkam SWAT as his/her chosen charity to support because of their good work in helping the homeless and other vulnerable people in the borough.	<u>Sam Bailey (Head of Democratic Services)</u> The new Mayor for 2021/2022 will be made aware of this recommendation; and contact details will be provided for the organisation should the Mayor want to speak to them to find out more before selecting the Mayoral Charity.	Accept
R7	Ealing Council should consider accepting the Women's India Association of the UK's proposed two fully funded initiatives of <i>Feeding the Homeless in Ealing</i> and <i>BedPark</i> to help tackle rough sleeping and homelessness in the borough.	<u>Lynne Duvall (Head of Housing – Prevention)</u> The officers responsible for homelessness and rough sleeping in the Council aren't aware of WIA and haven't specifically worked with the organisation.	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<p>We have a homelessness forum, which is a collective of organisations in the borough, who have some shared aims and referral arrangements in place, to help with our delivery of the rough sleeping strategy, and these represent our active partners in dealing with borough rough sleeping issues. WIA is not a current attendee.</p> <p>We welcome additional resourcing for the organisations who will help us to reduce rough sleeping and support rough sleepers. Our preferred partners are those who help us to move people off the streets. Most current thinking in the rough sleeping sector has concerns about soup kitchen-type services, who focus on assisting people on the streets, possibly in ways that prolong rough sleeping.</p> <p>At this time, because of the pandemic, the government, the GLA and Homeless Link are not of the opinion that homeless shelters, with dormitory layouts, can be safely opened this autumn and winter.</p> <p>However, the service would explore this further with the organisation in due course.</p>	
R8	Ealing Council should encourage Councillors to invite community groups who run volunteering initiatives to the Ward Fora (or their successor bodies) to encourage greater awareness and participation in the local good causes.	<u>Joanna Sumner (Assistant Director Communities)</u> Noted.	Accept
R9	Ealing Council should seek the input of the numerous local Residents Associations in the borough as these are a vital two-way communication link between the	<u>Joanna Sumner (Assistant Director Communities)</u> Noted.	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
	Council and the residents.		
R10	Given the success of the young people's Northflox Cinema Club at the Northolt Library, other libraries including the Community Managed Libraries should be encouraged to open for longer hours to support such groups.	<u>Manny Manoharan (Library Service Manager)</u> This would be a positive addition to the library service as it should be achievable. Unfortunately, due to Covid-19 development of this initiative has been delayed can be revisited once the libraries are open to the public and 'normal' service is resumed. We have already had a conversation with Perivale Community-Managed Library community partners regarding the feasibility of a Cinema Club and received a positive response.	Accept
R11	The Councillors should be informed of any Community Managed Libraries that were struggling to cope so any action plans to help them would get the necessary support from the community to be successful.	<u>Manny Manoharan (Library Service Manager)</u> We will keep the Councillors informed of any matters relating to this. As we are working in close partnership with the CML partners, we can identify any issues arising. We will then immediately inform the Portfolio Leader and the relevant Ward Member, and work to solve any problems. Successes can also be informed through regular Member updates and briefs.	Accept
R12	The Cabinet should review the Community Managed Libraries process and the changes to the library system in a year's time to share best practice.	<u>Manny Manoharan (Library Service Manager)</u> Due to Covid-19 the Community Managed Libraries are not yet operational. The review should happen one year after they open.	Accept
R13	In light of the Covid-19 Pandemic and the difficulties encountered by the voluntary organisations, relationships and communications between the Council and voluntary sector organisations should be formalised to augment the sharing of best practice and enhance the Council's ability to provide appropriate advice in future emergency situations.	<u>Joanna Sumner (Assistant Director Communities)</u> The lockdown was a defining moment for the relationship between the Council and the voluntary sector as it harnessed close working ties, which continue to develop. The Council went to great lengths to help facilitate activity for voluntary groups, by providing guidance, funding and access to Council resources.	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<p>There is currently a regular meeting taking place with the voluntary sector which keeps VCS groups informed of latest information related to the pandemic and encourages groups to provide feedback.</p> <p>We have recently set up more formal area-based task groups with local community influencers to inform the test and trace work.</p> <p>The Council is working with EHCVS to develop a Winter Giving campaign as part of the forthcoming Ealing Giving service.</p> <p>The Council's Emergency Service is developing a Community Resilience Project with the CVS sector to train volunteers to participate in future emergencies using their local knowledge.</p>	
R14	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.	<p><u>Sam Bailey (Head of Democratic Services)</u> The Overview and Scrutiny Committee normally reviews the progress on, a six-monthly basis, all Panel recommendations that have been accepted by the Cabinet or other bodies.</p>	Accept



Report for:
ACTION

Item Number:
9

Contains Confidential or Exempt Information	No
Title	Final Report of Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues
Responsible Officer(s)	Helen Harris Director of Legal and Democratic Services harrish@ealing.gov.uk Tel: 020-8825 8159
Author(s)	Cllr Paul Driscoll (Chair) Cllr Gary Busuttil (Vice Chair) Harjeet Bains Scrutiny Review Officer Email: bainsh@ealing.gov.uk Tel: 020-8825 7120
Portfolio(s)	Councillor Julian Bell (Leader of the Council – Policy, Regeneration, Transport, Housing, Planning and Transformation)
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Keywords/Index	Scrutiny, review, budget, universal credit, housing, outcomes, recommendations

Purpose of Report:

The purpose of this report is to refer to Cabinet the final report and recommendations of Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues

1. Recommendations

1.1

It is recommended that Cabinet:

- notes the final report of the Panel, as endorsed by the Overview and Scrutiny Committee (OSC) on 8 October 2020, which is attached as **Appendix 1**;
- accepts the Panel's recommendations in Section 8.0 of the final report;
- identifies whether further information or advice is required from service officers on any of the recommendations before Cabinet can take a decision about accepting or rejecting these on 8 December 2020;
- directs service officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by Cabinet; and
- reports its decisions to OSC on 7 January 2021 or 4 February 2021, as appropriate.

2. Reason for Decision and Options Considered

2.1 Scrutiny has a role in improving decision-making and service delivery through effective scrutiny. Recommendations from Scrutiny need to be taken forward in a timely manner and in accordance with the Council's Constitution if the Scrutiny function is to be effective. The Scrutiny and Executive Protocol identifies the timescale for Cabinet to respond to Scrutiny recommendations. This decision will mean that the response is made in a timely manner and that services can implement the accepted recommendations.

3. Key Implications

3.1 The recommendations of Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues are provided in a table format in Section 8.0 of the full report of the Panel in Appendix 1.

3.2 The Council Constitution (Part 2 Article 6.03) gives the OSC power to 'set up individual specialist panels to investigate and report back to Overview and Scrutiny Committee ...' Part 4 of the Constitution, Scrutiny Procedure Rules (par.10) identifies that OSC prepares a formal report on its recommendations and submits it to Cabinet.

3.3 Where appropriate, service officers have identified the financial, legal and any other pertinent implications against each recommendation to enable Cabinet to reach a decision.

3.4 OSC will, twice a year, monitor the progress on the implementation of each recommendation agreed by Cabinet. OSC will first look at how implementation is proceeding at their meeting in mid-2021.

4. Financial Implications

4.1 The service officer response, including suggested actions which may have potential financial implications, to each recommendation is provided in Section 8.0 of Appendix 1.

4.2 The majority of the recommendations have no financial implications or those that have can be contained within existing service budgets. Where a recommendation involves additional funds then these will have to be contained at present and any further allocation of funds would need to be obtained through the normal budget setting process.

5. Legal

5.1 The constitution requires that Scrutiny Review Panel recommendations be submitted to OSC for approval prior to submission to Cabinet. These were considered and agreed by OSC on 8 October 2020.

5.2 The legal implications are outlined against the recommendations in Appendix 1, as appropriate. Where additional legal support is required to implement recommendations, this will be met by the service concerned.

6. Value for Money

- 6.1 The effectiveness of Scrutiny is measured by the quality of its recommendations to Cabinet and the extent to which it has contributed to both democratic renewal and Members' community development role. The Panel held open public meetings, solicited views through expert witnesses and media channels to ensure a regular and sustained input to the work of the Panel.
- 6.2 With respect to Panel recommendations, value for money implications are outlined in the officer response to each recommendation in the schedule, as appropriate.
- 6.3 If recommendations arising from Scrutiny are not taken forward and implemented in a timely manner then improvements to service delivery are not being made efficiently.

7. Sustainability Impact Appraisal

- 7.1 There is none arising directly from this report.

8. Risk Management

- 8.1 There are no direct risk management implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery.

9. Community Safety

- 9.1 There are no direct implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery and community safety.

10. Links Applicable to the Three Key Priorities for the Borough

- 10.1 The recommendations arising from the Panel's review relate to all the three key priorities:
- good, genuinely affordable homes
 - opportunities and living incomes
 - a healthy and great place

11. Equalities, Human Rights and Community Cohesion

- 11.1 No Equality Analysis Assessment has been undertaken on these recommendations. Any equalities or community cohesion issues have been addressed by the service officers' response as appropriate.

12. Staffing/Workforce and Accommodation Implications

- 12.1 Any staffing/workforce and accommodation implications have been addressed by the service officers' response as appropriate.

13. Property and Assets

- 13.1 None.

14. Any Other Implications

- 14.1 None.

15. Consultation

- 15.1 The Overview and Scrutiny Committee considered and approved the final report of the Panel on 8 October 2020.

15.2 The recommendations take into consideration the views of local organisations and residents as expressed at the site visits and open meetings held by the Panel.

16. Timetable for Implementation

16.1 The Overview and Scrutiny Committee will monitor, twice yearly, the implementation of the recommendations accepted by Cabinet with the first examination of progress in mid-2021.

Cabinet Action		Date	Service Implementation
1.	Cabinet accepts some or all recommendations.	8 December 2020	21 December 2020 – in line with Call-in requirements.
2.	Cabinet requests further information.	8 December 2020	Service provides additional information for Cabinet on 19 January 2021 .
3.	As a result of further information, Cabinet accepts or rejects remaining recommendations.	19 January 2021	1 February 2021 – in line with Call-in requirements.
4.	Cabinet responds to the Overview and Scrutiny Committee.	7 January 2021 <i>(if no additional information is requested)</i> <i>or</i> 4 February 2021 <i>(if additional information is requested)</i>	

17. Appendices

17.1 **Appendix 1:** Final Report of Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues

18. Background Information

18.1 Ealing Council’s Constitution is available at [Ealing Council Constitution](#).

18.2 Overview and Scrutiny Committee – Agendas, Minutes and Reports, available at [Overview and Scrutiny Committee](#).

18.3 Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues – Agendas, Minutes and Reports, available at [Scrutiny Review Panel 3 - 2019/2020: Local Effects of National Issues](#).

18.4 Current agendas and reports are available at <https://www.ealing.gov.uk/info/201039/committees>.

Report Consultation

<i>Name of Consultee</i>	<i>Department</i>	<i>Date Sent to Consultee</i>	<i>Date Response Received from Consultee</i>	<i>Comments Appear in Report Para</i>
Internal				
Helen Harris	Director of Legal and Democratic Services	04.11.20/ 24.11.20		
Ross Brown	Chief Finance Officer	16.09.20/ 04.11.20/ 24.11.20		
Kieran Read	Director of Strategy and Engagement	16.10.20		
Carolyn Fair	Director Children and Families	16.09.20		
Liz Chiles	Director of Human Resources and Organisational Development	16.09.20		
Kevin O’Leary	Interim Managing Director, Greener Ealing Limited	19.09.20		
Alison Reynolds	Director Customer Services	16.09.20		
Joanna Pavlides	Local Welfare Assistance and Benefits Support Manager	16.09.20		
Mark Wiltshire	Director of Community Development	16.09.20		
Jess Murray	Head of Safer Communities and Residents Services	24.09.20		
Allison Forde	Head of Property Regulation, Planning Enforcement and Environment	28.09.20		
Lynne Duvall	Head of Housing – Prevention	24.09.20		
Senior Leadership Team	All Members	12.11.20		
Overview and Scrutiny Committee	All Committee Members	08.10.20		
External				
None				

Report History

Decision Type:		Urgency item?	
Non-key Decision		No	
Authorised by Cabinet Member:	Date Report Drafted:	Report Deadline:	Date Report Sent:
N/A	14.10.20	26.11.20	26.11.20
Report No.:	Report Author and Contact for Queries:		
	Harjeet Bains Scrutiny Review Officer Email: bainsh@ealing.gov.uk Tel: 020-8825 7120		



SCRUTINY REVIEW PANEL 3 – 2019/2020
LOCAL EFFECTS OF NATIONAL ISSUES

FINAL REPORT

20 February 2020

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CHAIR'S OVERVIEW



***Councillor Paul Driscoll
(Panel Chair)***

The Panel selected four themes to review: financial pressures upon the Council, Universal Credit (UC), Homes (Fitness for Human Habitation) Act 2018 and the proposed Environment Bill. The Panel met before Covid-19 lockdown came into effect and consequently the Panel's report does not reflect issues associated with the pandemic.

The first three themes were reflective, reviewing the Council's response to changes in funding, benefits and housing. The fourth theme, the Environment Bill, was forward looking with the intention to consider how the Council will respond to proposed legislation. Due to the calling of a General Election for December 2019 the Environment Bill fell and was reinstated too late in the 2020 legislative programme to be considered within the 2019/20 civic year.

The challenges faced by local government due to diminishing government funding are well known. The financial pressures from increasing and, often underfunded, additional responsibilities/cost shunts and levy charges receive little coverage but still represent a significant burden. We heard from London Councils, which placed Ealing within the context of other boroughs and also highlighted the challenges due to the borough's aging population. The Panel reviewed the Council's response to alleviate financial pressures through new ways of working, restructuring and the channels used to communicate with residents.

The DWP informed the Panel of the steps that have been taken to improve the assessment and payments of UC. The Panel received reports highlighting that the late payment of benefits was a significant driver for increased Foodbank usage and increasing rent arrears in both the public and private rented sectors. While there have been improvements with more UC recipients receiving support in a more timely manner work still needs to be done in this area. UC has placed increasing pressure upon the voluntary sector for both advice and practical support. There is a clear need for much more information to be provided by the DWP so that the Council can plan and deliver services to support residents in this changing landscape.

The Homes (Fitness for Human Habitation) Act 2018 provided both private and social housing tenants with the right to minimum housing standards. The Panel heard that the scope of these changes was not as wide ranging as had been hoped. Ealing Advisory Service outlined the experience of their service users and the need to ensure tenants were aware of the provisions in the Act. The Council has a role to serve remedial action notices when necessary, promote good practice in the private rented sector to letting agents and landlords and to increase awareness amongst tenants.

I would like to thank the external participants from London Councils, Ealing Advice Centre, Ealing Foodbank and the Department of Work and Pensions who informed the Panel's work and gave their time generously to attend meetings and host visits. The Council's officers from Finance, Local Welfare Assistance, Housing and Regeneration informed the Panel with comprehensive background data, context and their experiences. My thanks also go to officers from Democratic Services who arranged sites visits, liaised with internal and external contributors and very ably supported the work of the Panel.

Paul Driscoll
May 2020

1.0 **INTRODUCTION**

1.1 The main **purpose** of Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues was to review the local effects of national issues in the borough.

1.2 The work of the Panel would assist the Council in meeting the commitments of the Community Strategy and Corporate Plan including its three priorities for the borough – genuinely affordable housing, opportunities and living incomes, and a healthy and great place for all.

1.3 The membership of the Panel was agreed at the Council meeting held on 7 May 2019.

1.4 The **scope** of the Scrutiny Panel, which was drawn up by Councillors at the Annual Scrutiny Conference on 9 May 2019, was to consider the local impact of the following key national issues:

- **Financial Pressures Upon the Council** – including strategic cost shunts/underfunded burdens, supply/demand pressures and actions, outcomes-based budgeting, budgeting choices, impact of Brexit and the devolution of business rates.
- **Universal Credit** – the changes, e.g. Council Tax scheme, implementation, update on the present position, casework, roles of the various agencies and community groups, benchmarking with others and what other boroughs are doing well that we could emulate.
- **The Homes (Fitness for Human Habitation) Act 2018:** – the changes, affordability, the Council's preparedness, inspections, intervention, best practice examples elsewhere and how these could be replicated locally.
- **The Environment (Principles and Governance) Bill 2018** – the proposals for local government, potential implications, contributing to the Government's consultation, carbon reduction changes, environmental protests in London, etc.
Regrettably, the Panel was unable to review this element of the brief during its term as there was insufficient progress in the Bill. Therefore, it was deferred for consideration in due course by the Overview and Scrutiny Committee or another relevant Scrutiny Review Panel.

1.5 The key **expected outcomes** of the review were:

- to ensure that despite the financial and other constraints the Council's services and processes were robust in delivering the challenges arising from the borough's population growth and the consequent increase in demand for public services that this drove in a sustainable way.
- to make recommendations for sufficient funding from the Government's Spending Review for the local authority, greater financial self-sufficiency to enable decisions about the local communities and driving growth in the borough.

1.6 The Panel sought the views of the major stakeholders in their review.

2.0 **METHODOLOGY**

General

- 2.1 The Panel received reports and presentations from internal services, external agencies and expert witnesses at their meetings. There were five scheduled meetings in the year but the last meeting had to be cancelled as the Panel was unable to consider *The Environment (Principles and Governance) Bill 2018* because there had been no meaningful progress at this stage. The four meetings were held in the Ealing Town Hall complex. The Panel also conducted several site visits.

Co-option

- 2.2 The Panel decided against co-opting any additional representatives as it would have been difficult to have a balanced representation from the numerous establishments falling within this remit.

Site Visits

- 2.3 Panel Members undertook the following site visits in the borough:
- Ealing Foodbank
 - Ealing Advice Service
 - Ealing Jobcentre Plus

Publicity

- 2.4 The Panel's work was publicised in the Council's *Around Ealing* free magazine which is delivered to all households in the borough, website and by direct emails.



The first Panel meeting

3.0 **DETAILED CONSIDERATIONS**

Background

- 3.1 At its first meeting, the Panel received an overview of the financial pressures facing the Council from Ross Brown (Chief Finance Officer) and a supplementary presentation from Paul Honeyben (Strategic Lead: Finance and Improvement, London Councils). At the two subsequent meetings, the Panel undertook detailed reviews of the Impact of Universal Credit and The Homes (Fitness for Human Habitation) Act 2018. The respective service officers, external partners and experts were invited to these meetings.

FINANCIAL PRESSURES FACING EALING COUNCIL

Financial Context

- 3.2 The Chief Finance Officer explained that the Council's revenue budgets were separated into three main blocks:
- General Fund
 - Schools budget funded through a Dedicated Schools Grant
 - Housing Revenue Account



Ross Brown (Chief Finance Officer) addressing the Panel

- 3.3 A large proportion of the Council's activities were funded from the General Fund (GF) which had a net budget of £247.708m in 2019/2020. However, the Council's gross expenditure was more than £1 billion including schools and the Housing Revenue Account (HRA).

Savings and budget reductions^{1 2}

- 3.4 Ealing had experienced significant, long-term and sustained cuts in funding as the Revenue Support Grant (latterly transferred into funding being provided through the retention of Business Rates) and other key

¹ Budget Strategy Report 2019/2020 – Cabinet February 12 2019

² MTFS – 2019/2020 – 2022/2023 (February 2019)

funding streams such as Dedicated Schools Grant (DSG), Public Health Grant and New Homes Bonus (NHB) received from central government which continued to reduce year-on-year.

- 3.5 Tables 1 and 2 below summarise the reduction in Ealing’s core funding since 2010/2011 and the change in Ealing’s Settlement Funding Allocation (baseline funding) 2018/2019 to 2019/2020.

	Change %	Change £M
Ealing	-64.3%	-143.7
London Boroughs	-62.5%	
England (total)	-63.3%	

Table 1

	2018/2019 Adjusted Final	2019/2020 Settlement
	£M	£M
Retained Business Rates	100.336	93.036
Funding Reduction		(7.300)
Percentage Reduction		-7.28%

Table 2

- 3.6 This had resulted in Ealing facing a budget challenge for 2020/2021 and future years covering 2021/2022–2022/2023 of over £41m needed to be found through savings or new income streams to allow for a balanced budget to be set. The profile and level of savings made since 2011 are set out in Table 3 below:

Budget Totals	2019/2020 £M	2020/2021 (Forecast) £M	2021/2022 (Forecast) £M	2022/2023 (Forecast) £M
Total Funding	(247.708)	(241.495)	(242.885)	(244.289)
Net Budget Requirement	247.708	260.770	273.956	285.546
Transfer to/from Reserves	0.000	0.000	0.000	0.000
Net Budget Requirement after Reserves	247.708	260.770	273.956	285.546
Forecasted Budget Gap	0.000	19.275	31.071	41.257
Forecasted Budget Gap (incremental)	0.000	19.275	10.186	11.796

Table 3

Summary of Cost Shunts/Underfunded Burdens impacting Ealing's budget³

- 3.7 The reduction in the funding set out above was only part of a multifaceted challenge faced by Ealing and most other local authorities. In addition to funding cuts, Ealing, in common with other councils, had seen the imposition of numerous cost shunts/unfunded burdens as central government had shifted responsibility for services without the necessary budgets to deliver them.
- 3.8 Some key examples include⁴:
- Council Tax Benefit transformed into Council Tax Support (CTS) with a 10% cut in funding in 2013/2014 and then shortly afterwards the dedicated CTS funding was subsumed into the main grant to the Council. In Ealing, this amounted to a funding reduction of £2.455m in the first year⁴.
 - Responsibility for public health transferring to local government in 2013/2014 with a 5% cut in funding, with a further transfer of services in 2015. In monetary terms for Ealing, this meant a £2.86m budget reduction since 2013.
 - Local welfare provision funding transferred from the Department of Work and Pensions (DWP) to councils in April 2013 with a corresponding funding reduction of 25% across London. Councils received transitional funding for two years to support the setting up of local schemes. Ealing's allocation was c£2m which lasted until 2016. Additional growth of £0.380m was given to fund this going forward and service mitigations including providing money and budgeting support, use of foodbank vouchers, helping residents to maximise benefits and signposting people to debt support agencies were put in place to control demand.
 - Underfunding of homelessness and temporary accommodation. An unaffordable housing market and increasing market rents had increased the demand for housing with many families and individuals becoming homeless. The increase in housing demand was not matched by funding needed to support the requirements. Whilst the Government had provided additional funding in the form of Flexible Homelessness Support Grant, initially for two years (Ealing has received just under £16m) the Council lost out on further administration funding that was included within the Housing Benefit calculation.
 - The Homelessness Reduction Act 2017 placed additional responsibilities upon councils, with an estimated cost of £80m and funding of £14m across London. The Council now spent in excess of £30m on temporary accommodation each year. Whilst most of this expenditure could be recovered through the housing benefit subsidy

³ London Councils' report: London's Local Services: Investing in the Future (November 2018)

⁴ Revised Council Tax Support scheme for 2019/2020 – December 11 2018

system, the general fund had to shoulder an increasing share of the overall cost, principally because subsidy rates had remained static since 2011 despite rising unit prices.

- Supporting No Recourse to Public Funds responsibilities throughout the Children’s Act was an estimated £50m cost across London councils. Since 2013, it was estimated that Ealing had spent c£2.15m in fulfilling this duty.
- Costs of supporting unaccompanied asylum children were underfunded. There was a recent grant announcement of c£40,000 per child for this only from 2019/2020 onwards and still left a forecasted budget deficit. The Home Office funded the 0-16 years age group at £114 per day per child. Older children received lower funding. Post-18 young adults were still supported but the government funding was reduced to £200 per week which was expected to cover travel, subsistence and accommodation. There was currently a budget deficit of £0.191m. The number of children supported was also increasing as the number at 31 March 2019 was 55. In 2011/2012, there were 20.
- Additional costs from the introduction of National Living Wage and National Insurance Contribution respectively added costs of £170m and £50m-£100m across London. Additional pay increases for Ealing (inclusive of inflation) in 2019/2020 were estimated to be approximately £2.4m.
- Deprivation of Liberty Safeguards was an additional £10m burden across London councils. At the end of 2018/2019, a provision of £60,000 was set aside in Ealing to fund estimated legal exposure.
- The Care Act 2014 placed additional responsibilities and the associated costs on councils.
- Prior to December 2012, before the Legal Aid, Sentencing and Punishment of Offenders Act 2012 was enacted, the full cost of Young Offender Institutes (YOI) and two thirds of the cost of Secure Children’s Homes (SCH) and Secure Training Centres (STC) were met by the Youth Justice Board (YJB).

Since December 2012, local authorities have had to pay the full cost of STC and SCH. The YOI/LAC grant was determined after extensive consultation between the Ministry of Justice, Youth Justice Board and Local Authorities which was reviewed annually.

Ealing received a grant allocation in 2013/2014 of £257,906 that was reduced in 2019/2020 to £155,767. All unfunded costs must be met from the Council’s Children and Families budget. The unfunded costs for 2018/2019 were c.£500,000⁵. This cost was very volatile and

⁵Corporate Parent, 27 June 2019, agenda item 16, Report on Looked After Children and Youth Offending

difficult to predict/budget. The total cost since 2013/2014 was £1.94m and the grant received £1.1m, giving an unfunded pressure of £0.8m.

Key drivers of current and potential budget pressures

3.9 The way in which Ealing spent its General Fund net revenue budget provided a good insight into the areas that consumed the largest proportion of resources and contained a high degree of risk from a demand or inflationary perspective.

Departments	Budget 2019/2020
	£M
Schools	1.533
Children's and Families	49.619
<i>Children's and Schools (subtotal)</i>	<i>51.152</i>
Adults	89.888
Public Health	(0.000)
<i>Adults & Public Health (sub-total)</i>	<i>89.888</i>
Place	11.974
Chief Executive	34.434
Housing Benefit Subsidy	5.862
Net Cost of Services (NCS) Sub-total	193.310
Corporate Items	54.398
Total General Fund	247.708

Table 4

3.10 A significant proportion of the Council's budget as shown in Table 4 above was spent in the areas of social care across Adults and Children's services. The demographic and demand-led pressures in Children and Adults were material challenges for Children's and Adults' budgets and both experienced great pressure due to the demand led nature of these services. One of the main risks to these budgets related to demographic change, broadly along the following lines:

- **Adults** – Residents were living longer and many had increasingly complex care needs. Although the Council had good monitoring and forecasting tools, it remained extremely difficult to forecast both numbers and need, resulting in a risk that current forecasts could be understated, that may give rise to budget pressures. For example, in Adults Social Services alone, the Council continued to spend over £0.227m per day (equivalent to £7.037m per month) providing care for eligible residents. The Council's final allocation of improved Better Care Funding from the Government for 2019/2020 was £12.307m, including £1.418m as announced in the 2018 Autumn budget.
- **Children's** – There were ongoing pressures for expensive care placements due to the increased complexities of children in care. For example, there was a current placement for a 14-year-old child who had complex needs but did not meet the threshold for continuing care and had no mental health diagnosis whose placement was costing just under £10,000 per week. Another adolescent was placed that month

– a 14-year-old child whose placement was c£0.250m per year. There also remained pressures in respect of SEN transport relating to the increased Education, Health and Care Plan (EHCP) outcomes that resulted in more children requiring support. The increase in SEN plans has an impact on the provision of travel assistance. SEN transport costs were not charged to DSG but to the General Fund. SEN plans were charged to the High Needs Block of DSG. The number of transport-assisted children had risen from 630 in 2015 to 730 in 2018 (16% increase). The average costs per child had risen in the same period from £8,140 to £8,990 (10%). There was a reported overspend in 2018/2019 of £110,000 but the underlying pressure in 2019/2020 was between £1.6 and £2m.

- The Council currently supported 350 children with disabilities, at a cost of £5.5m (with the top three, having life limiting conditions, costing £0.5m each). The budget deficit in this area was forecast at c£2.5m.
- EHCP plans had increased from 1,637 in 2015 to 2,276 in 2018 (+40%). By 2020, the number was expected to be 2,795 and increase to 2,957 by 2022. The projected overspend in the High Needs DSG would fall on the General Fund. This was predicted to be up to £5m in 2019/2020.

3.11 Other service specific pressures that were highly likely to impact on the budget included:

- **Homelessness** – There was a risk that levels of homelessness would increase in the borough with the subsequent requirement for the council to support individuals in temporary accommodation. With the current Housing Benefit regime still being calculated using the 2011 base position, when the market had seen a considerable increase in rent, the Council lost out by having to subsidise rents that were not covered by the housing benefit subsidy. In 2018/2019, this amounted to £6.1m.
- **Income** – levels of Council income were impacted by individuals' responses to the economic climate, as people may cut back on areas of discretionary spending. This could impact on levels of planning, property and car park income. In addition, leisure services income could also reduce.
- **Schools Expansion** – pressures caused by steeply increasing pupil numbers in the secondary sector. DSG growth fund was used for this but it was likely to be fully spent that year and there may be a pressure here as yet unidentified which would be contained within DSG.
- **School Deficits** – pressures caused by schools who were required to move to Academy status and the resultant financial liability upon transfer being the responsibility of the Council. Ealing schools that become academies may leave a substantial financial liability if they were in deficit. Deficits must be funded by the General Fund. Conversely, schools leaving with surpluses could take the surplus to

the academy. In 2018/2019, two schools became academies which resulted in a cost of £2.6m to the General Fund.

3.12 Other non-service specific pressures that were likely to have an impact on the budget included:

- Delivery of agreed savings – the budget for 2019/2020 and over the medium term required the Council to deliver on all the proposed savings.
- Inflation differing from assumptions – In December 2017, a 2% pay increase was agreed for 2018/2019 and 2019/2020. For 2019/2020, this was estimated to be c£2.4m leaving a small central pot to allocate for any price inflation.
- Pay inflation and associated on-costs – resulting in additional pressures on budgets.
- Contract risks e.g. contractor viability, non-delivery.
- Levies paid to external bodies - payments outside the Council's control that needed to be met from its budget requirement. Table 5 below illustrates the changes in levies since 2010/2011. In 2011/2012, the Council's specific grant received for concessionary fares ended as this was transferred into each local authority's formula grant allocation. The 2010/2011 budget has been adjusted by £1.1m additional basic amount grant received by Ealing in 2011/2012 so not to overstate the overall budget change between 2010 and 2019. In 2011/2012, the budget was reduced as the London Pensions Fund Authority (LPFA) decided not to pursue a charge to London boroughs for the deficit on the pensioner sub-fund. The effect of the estimated charge in 2010/2011 of £0.584m had been removed from the table. The net impact of this was to reduce the core LPFA levy by 8.2%.

Approved Budget	Use	2010/2011 £000	2019/2020 £000	% Change
Concessionary Fares	Contributes towards Freedom passes for older and disabled Londoners	11,840	15,506	30.96
West London Waste Authority	Contributes towards waste disposal costs	9,827	12,683	29.06
Environment Agency	Contributes towards flood prevention schemes	233	265	13.73
London Pensions Fund Authority	Contributes towards funding the deficit on the LPFA Pension Fund arising from the liabilities in respect of former GLC, ILEA and London Residual Body employees	447	428	-4.25
Lee Valley Regional Park Authority	Supports the maintenance and development of Lee Valley Park	357	299	-16.25
Coroners Service	Contributes towards the funding of the Coroners	258	441	70.93

Approved Budget	Use	2010/2011 £000	2019/2020 £000	% Change
	service, leading investigations into deaths, where necessary			
Total		22,962	29,622	29.00

Table 5

- Pension Fund – employer contributions into the pension fund could fluctuate depending on the net liability of the fund and an agreed deficit repayment plan.
- Business Rates Revaluation – the latest business rates revaluation came into effect in April 2017. Whilst Council premises were impacted by the rises in business rates in the borough, with a 12.5% rise in rateable values on average, there also remained a risk of an overall reduction in the Council's income from business rates due to the volatility of appeals. Following the revaluation, the Business Rates payable by the Ealing properties increased from £2.37m to £4.05m, although this increase was likely to be reduced following appeals settlement.
- Overall Business Rates income was falling – from the introduction of the 2017 list, the Council had lost £9.32m in rateable value (RV). This was partly due to appeals against RV by affected businesses, with £3.51m of RV removed since the commencement of the list. There had also been a large volume in the change of use from commercial to domestic. The number of rateable properties had increased by 600 in that time which reflected the valuation of smaller individual business units and the splits of many larger buildings into self-contained units.

Date	Rateable Value	Number of Hereditaments
1/4/2017	£396,756,897	10,179
1/7/2019	£387,440,197	10,779

Table 6

- Legal Challenge over backdated pay relating to sleep-ins for social care residential settings.
- Fair Funding Review and Business Rates Retention – central government was fundamentally reviewing funding baselines and allocation formulae for all local authorities for implementation in April 2020. This meant there was significant uncertainty regarding Ealing's funding baselines for future years.

Actions taken to alleviate pressures

- 3.13 There were predominantly two approaches that could be taken to alleviate the financial pressures experienced resulting from the above factors. The first was funding derived and the second putting measures in place to influence and control the demand arising.

3.14 The Council had continued to deliver its wide-ranging programme of continuous improvement and efficiency to ensure services were cost effective and fit for purpose and operated as 'one Council'. A structured review of management posts was conducted to promote a 'one Council' approach, standardised spans of control where appropriate and deliver savings including rationalisation of the number of directorates from five to three. The Council also reviewed its approach to cross cutting support services, consolidating services like business support and performance and intelligence to ensure the organisation received the support it needed and to deliver financial savings. The Council continued to identify service level opportunities for efficiency. In total, it delivered savings of around £5.1m via the continuous improvement and efficiency programme during 2018-2019.

Contract savings

3.15 Following ongoing engagement through Modern Council Board and consultation across the Council, a new Commercial Hub was launched in November 2018 to replace the old Procurement team, providing greater commercial support across the Council. The new team, financed through the existing budget with no increase in funds, provided support across the whole commercial cycle of commissioning, procurement and contract management.

3.16 The business case for it, approved by the Modern Council Board, was based upon prudent level savings of £1.2m being generated by service areas across the Council with the new Hub's support in 2019/2020. However, that figure had far exceeded for 2019/2020 due to the success of several projects. FE1s were produced which targeted contract-based savings and efficiencies. These were as follows:

Directorate	Savings Target (Prudent) [MTFS]	Savings Target (MLO)	Savings Target (Stretch)
All	£250,000	£350,000	£450,000
Children's & Adults	£1,128,427	£1,649,144	£2,093,861
Corporate Resources	£274,293	£374,990	£475,688
Environment & Customer Services	£1,204,629	£1,242,093	£1,279,557
Housing & Regeneration	£233,180	£340,628	£448,077
Housing & Regeneration and Corporate Resources	£900,000	£1,100,000	£1,300,000
Housing & Regeneration, Children's & Adults and Corporate Resources	£4,310	£6,465	£8,620
Grand Total	£3,994,838	£5,063,321	£6,055,804

Table 7

3.17 The total of all contract-related savings for 2019/2020 was £3,994,838.

3.18 The approach to supporting the contract savings outlined in these FE1s looked, wherever possible, to generate efficiencies through more commercial, outcome-based commissioning and negotiations/contract reviews which drove better value from suppliers through a rate reduction but had no material impact on the specification of what had been contracted. However, it was acknowledged that this would only deliver a certain level of savings and with a greater level required, activity on certain contracts would also have to include the re-alignment of specifications to the new available budget amounts.

3.19 An analysis of potential savings had been based upon the forward plan of procurements for the next 24 months, contract specific budgets information, third party spend analysis and the current contracts register. The analysis had considered the sort of market each contract was within and the level of savings a more commercial approach could deliver. The target savings levels were:

- Challenging (0.5%-1.0%) – Adult and Children’s Social Care
- Standard (1.00%-2.00%) – Legal, Training, Agency, Facilities Management
- Economical (3.00%-5.00%) – Fleet, Equipment, Professional Services

3.20 For 2020/2021, savings proposals were being developed by service areas with the support of the Commercial Hub. The work on these proposals started in June 2019 and was reviewed by the Joint Contracts Board that met monthly.

3.21 Funding derived measures could also include options such as:

- **Council Tax Increases** – The Council Tax base directly correlated to the amount of Council Tax charge that would be raised each year. There had been a steady increase in the tax base over recent years which was partly due to the number of new residential developments, both new builds and splits in larger residences into smaller individual homes. The Council had also focused on ensuring any discounts or exemptions were correctly applied.

CTB1 Date	Number of Properties	Council Tax Base <i>(net of benefits and discounts, exemptions etc.)</i>
01-Oct-12	129,530	123,899
01-Oct-13	130,649	104,643
01-Oct-14	131,765	109,454
01-Oct-15	132,685	111,885
01-Oct-16	133,318	113,717
01-Oct-17	134,918	115,468
01-Oct-18	136,321	116,826

Table 8

- **Social Care Precept and Council Tax increase** – in 2019/2020, £4.8m was expected to be raised through the precept and increased council tax level.
- **Fees and charges** – a review had been undertaken of all fees and charges and a range of increases were recommended in response to cost inflation pressures on the underlying service delivery budgets and to ensure that charges were set to recover costs (unless set by statute or subsidised).
- **Maximising external funding** – this was predominantly from Central Government to support specific service pressures such as Adult Social

Care funding. For example, Ealing received £1.418m funding for winter pressures demand in 2018/2019.

- 3.22 Measures put in place to influence and control demand included:
- Early intervention models such as Brighter Futures, which had significant success in maintaining stable numbers of Looked After Children (LAC). In 2011, there were 410 LAC and by 2018/2019 this had reduced to 354. The target for 2021/2022 was 314.
 - Strength based programmes such as Better Lives that had helped to stem the increase in care packages. The Council was currently forecasting to spend £84.6m towards all placement costs for adult social care against an outturn of £86.06m. The Council also introduced a new charging policy in 2019/2020 which looked to charge for additional administration support services and disregard benefits as part of the assessment, which would look to increase client contribution to the Council.
 - More proactive intervention to assist vulnerable clients who could be evicted from private tenancies to prevent them presenting as homeless, such as negotiating a one-off payment to offset some of the difference between the tenant's rent and the average market rent.
 - Reduction in waiting list and reduced bed and breakfast costs by increasing appropriate housing supply. The Council was using its unused development land to provide additional housing units in the form of modular homes, which would enable homeless families to move out of bed and breakfast to better accommodation that was more cost effective for the Council.
 - Support for clients to move from temporary accommodation into more permanent residences. The Council had a large housing development programme and was planning to deliver 2,500 Genuine Affordable Homes over the next four years. This would provide much needed Housing stock to reduce homelessness and the reliance on private sector housing.

Business Rates and Council Tax¹

- 3.23 The Business Rates Retention scheme was implemented from April 2013. Under the scheme, up to 31 March 2018, Ealing retained 30% of business rates income with the remainder paid to the Greater London Authority (GLA) and Central Government. Most Business Rates exemptions and reliefs were prescribed under legislation to what could be awarded. There had been some schemes where local discretion had been allowed. This included the Local Discretionary Rate Relief Scheme which was approved by Cabinet in 2017 and 2018. Funding for this came from Central Government and Ealing's scheme aimed to provide support to those businesses most affected by large increases in bills following the 2017 revaluation.
- 3.24 On 16 January 2018, Cabinet approved recommendations to proceed with the implementation of the London Business Rates Pilot Pool in

2018/2019 and on 11 December 2018 Cabinet approved recommendations to continue participation in the Pilot Pool for 2019/2020 (noting that Central Government – Ministry of Housing, Communities and Local Government (MHCLG) was expected to change the terms of the pilot scheme to be on a 75% retention basis and without a “no detriment” clause as opposed to the existing 100% pilot scheme for 2018/2019). This was confirmed in the Local Government Finance Settlement in December 2018 and all London authorities had since collectively confirmed their agreement to continue the Pilot Pool.

3.25 The key principles underpinning the Pool were:

- The Pool would not bind boroughs or the Mayor indefinitely – the founding agreement included notice provisions for authorities to withdraw provided notice was given by 31 August each year. Were the Pool to continue, unanimous agreement would be required to reconfirm a Pool from 2020/2021 onwards (the expected year in which funding baselines would be updated as a result of the Fair Funding Review).
- No authority could be worse off as a result of participating – where authorities anticipated a decline in business rates, the first call on any additional resources generated by the Pool would be used to ensure each borough and the GLA received at least the same amount as it would have without entering the Pool. This would include the equivalent of a safety net payment were it eligible for one individually under the current 67% system. Where authorities expected to grow, they would continue to retain at least as much of that income as they would under the current system, plus a potential share of the aggregate benefits of pooling assuming the Pool grew. Where the Pool overall had less income than would have been available collectively under the 67% system, the funding provided by the Government as part of the ‘no detriment’ guarantee would be used to ensure that no individual authority was worse off than it would have been otherwise.
- All members would receive some share of any net benefits arising from the Pool – recognising that growing London’s economy was a collective endeavour in which all boroughs made some contribution to the success of the whole, all members of the Pool would receive at least some financial benefit were the Pool to generate additional resources.
- The aspiration would be to continue it in future years through and beyond the expected roll out of 100% retention across England in 2020/2021 or 2021/2022. Full nationwide implementation of 100% retention would, however, require primary legislation.

3.26 The changes to the pilot scheme to move to 75% retention (from 100% retention) did not fundamentally change the Pool’s key principles. The key implications overall use:

- London authorities would retain 75% of their non-domestic rating income as defined by the MHCLG, with the remaining 25% being paid to MHCLG. The aggregate tariff paid to the government and individual authorities' baselines (set by the inclusion of top up and tariffs within the Pool) had been adjusted to reflect the change. RSG continued to not be paid to participating authorities.
 - The no detriment clause removal meant that government would not intervene if a fall in business rates in 2019/2020 meant that London, as a whole, would be worse off as a result of participating in the Pilot Pool. This was not anticipated to be an issue due to the continuing forecast for collected rates across London to remain above the funding baseline.
- 3.27 The additional revenue through the London pool was £2.6m for 2018/2019.
- 3.28 At the end of each financial year the Council continued to be required to report the actual business rates collected via the NNDR3 form. This was subject to audit and any variations shared between the MHCLG, GLA, Ealing and the London Business Rates Pilot Pool based on the relevant proportionate shares for the financial year.
- 3.29 Each year, local authorities also continued to be required to provide details of expected business rates income for the following year via the NNDR1 form, which was a government return. The calculation for 2019/2020 had been made and was signed off under delegated authority in January 2019 by the Executive Director of Corporate Resources.
- 3.30 At the time, Ealing had not received an official estimate of its Business Rates income for 2019/2020 from the London Pilot Pool. However, based on scenario modelling made available to Pool members the estimated Business Rates Income for 2019/2020, including Section 31 grants, top up funding and distributions of prior year surpluses was £104.679m.
- 3.31 Enabling a more agile organisation through the budget process²**
The proposals to deliver a balanced budget had been driven through the Council's Future Ealing programme. This was principally a programme of service outcome reviews, developed in partnership with an external delivery partner, to identify options both to deliver priority outcomes in new ways and savings to present to Cabinet as part of the 2019/2020 budget process.
- 3.32 By using these outcomes as the framework for the budget process, the Council aimed to prioritise and focus delivery, improve community outcomes and inform the difficult budget choices that it would face.
- 3.33 The Future Ealing Outcomes were:
- A growing economy created jobs and opportunities for Ealing residents to reduce poverty and increase incomes.
 - Children and young people fulfilled their potential.
 - Children and young people grew up safe from harm.

- Residents were physically and mentally healthy, active and independent.
- Ealing had an increasing supply of quality and affordable housing.
- Crime was down and Ealing residents felt safe.
- The borough had the smallest environmental footprint possible.
- Ealing was a clean borough and a high-quality place where people want to live.
- Ealing was a strong community that promoted diversity with inequality and discrimination reduced.

3.34 These outcomes had been consolidated into several bundles to form the budget proposals which were:

- All Age Disability
- Housing and Homelessness
- Independent and Healthy
- Safe and Achieving Young People
- Skills and Employment
- Neighbourhoods

3.35 As part of the budget process, service outcome reviews had made significant contribution to addressing the medium-term financial strategy (MTFS) challenge and the benefits arising from them would cover the entire MTFS period. There had also been changes to staffing including:

- Changes in the top management structure and the deletion of the positions of the Executive Directors of Environment & Customer Services and Corporate Resources and the creation of the Executive Director of Place position to meet current and future organisational requirements.
- Insourcing of ICT from SERCO and Libraries increased (not decreased) number of staff in the organisation but changed the model from an “outsourced” to an “insourced” model.

Communication with Residents

3.36 Between June and October 2018, the Council ran a series of public engagement activities around its transformation programme that was badged as ‘Talk Future Ealing’. An online engagement room was launched with information about the Council’s priorities, Future Ealing goals and financial challenges.

3.37 The Talk Future Ealing roadshows which were staffed by Councillors and officers communicated the Council’s new priorities, Future Ealing outcomes and financial challenges to local people. These also suggested ways that residents could get more involved in their local area and adopt behaviours that would help to make the borough better as well as save the Council money.

3.38 Residents were invited to come along to discuss their ideas with Council officers. There was an electronic feedback kiosk on site that visitors

were encouraged to use to record their views via a quick survey. The roadshows were held at:

- Hanwell Carnival
- Greenford Carnival
- Acton Carnival
- Ealing Jazz Festival
- London Mela

3.39 A roadshow was also set up in Perceval House to ensure staff was aware of messages being given to residents. Residents were asked the following questions, with response rates also shown:

1. Do you agree that Ealing Council should focus on the following priorities?
Good, genuinely affordable homes: 82% agreed, 11% neither agreed nor disagreed, 7% disagreed.
2. Do you agree that Ealing Council should focus on the following priorities?
Opportunities and living incomes: 83% agreed, 11% neither agreed nor disagreed. 6% disagreed.
3. Do you agree that Ealing Council should focus on the following priorities?
A healthy and great place to live: 87% agreed, 6% neither agreed nor disagreed. 7% disagreed.
4. How well do you understand the financial challenges that Ealing Council faces?
52% understand, 28% didn't know, 20% didn't respond.
5. How willing would you be to give your time to do something good to make Ealing a better place?
62% would be willing, 27% don't know, 12% wouldn't. Respondents were also asked what they would be willing to do to help.

3.40 Messages from the roadshow were also communicated through the Council's social media channels and Ward Councillors engaged residents in discussions about priorities and financial challenges through Ward Forum meetings.

Around Ealing

3.41 A three-page spread was published in the June 2018 edition with information about Future Ealing outcomes and promoting the Talk Future Ealing campaign.

3.42 A single page story, publicising Talk Future Ealing roadshow visits to Ward Forums, was published in the October 2018 edition.

3.43 Both articles were published online on the Ealing News Extra website.

Next steps and other options considered

3.44 The Council's communications approach aimed to ensure that residents understood the service offer, the context for decisions and the opportunities to engage. Financial context was a key part of this,

although as the Council's Peer Reviews in 2016 and 2017 noted, it was important to provide a balanced message to residents which the organisation strived to do. Messages about the Council's financial challenge were built into appropriate Council communications on an ongoing basis. A mix of communication tools and channels was used to disseminate information from print to online. One of the key themes discussed with residents during the Council's Talk Future Ealing public engagement activity that took place in summer/autumn 2018 was the scale of cuts to Council budgets and the impact that this would have on Council services.

- 3.45 The 2018 resident survey results showed that Ealing was matching other councils in how informed residents felt about the Council overall. Using feedback from this survey, the Council would consider if there were any communications opportunities in seeking to strengthen residents' understanding of the Council's financial challenge and what it meant for them. In consultation with the Finance and Communications' Portfolio Holders, consideration would be given to how to make communications about the Council's financial position more accessible and test the approach via resident focus groups.
- 3.46 The Council had considered the use of online budget simulator tools – which had been used by several authorities. On balance, the Council has decided against the use of this approach. Whilst engaging there was some concern that these did not effectively enable residents to grapple with the choices. For example, the experience in many areas had shown that residents had often prioritised deeper reductions in areas where the Council has less ability to make service reductions – notably social care. Therefore, the Council's strategy to date had prioritised overall awareness and to engage residents via consultation on more detailed, and arguably meaningful choices e.g. the recent consultation on community managed libraries. This would be reviewed regularly.

Brexit Implications⁶ ⁷for the budget

- 3.47 Whilst the financial impact of Brexit was not yet fully known, impacts driven through supply chain could have an impact on Council finances i.e. price increases, impact on operational delivery of capital schemes and providers delivering services on the council's behalf. On 29 January 2019, the government announced £56.5m of funding would be provided to help councils carry out their preparations for exit from the European Union and undertake appropriate contingency planning. Ealing's share was £0.220m over two years.
- 3.48 The Government decided to intensify preparations from mid December 2018 for a no deal Brexit amid uncertainty over the fate of the Prime Minister's proposed European Union exit deal. Preparations had been further accelerated following the [heavy rejection of the current proposed deal](#), by MPs on 15 January 2019.

⁶Brexit Preparedness - SLT report dated April 24th 2019

⁷ Preparations for Exiting the European Union – Cabinet report March 19th 2019

Budget for No Deal Brexit

- 3.49 The following financial arrangements had been implemented by Government:
- The [Cabinet has agreed to set aside £2bn](#) in case the UK leaves without any deal.
 - The Ministry of Housing, Communities and Local Government received £35m.
 - The Government has published 77 technical papers on how to prepare if there was no deal.
 - Letters were sent to 140,000 businesses/firms updating them on what they should do.
 - Updated Revenue & Customs information packs were sent to firms on possible changes at the border.
 - Consumers advice published in areas ranging from booking flights to using credit cards.
- 3.50 The Bank of England has said that in the event of a disorderly Brexit, GDP could fall by 8% in 2019 against its current forecast, unemployment could rise to 7.5%, house prices fall by 30% and commercial property prices collapse by 48%. Interest rates could reach 4%. This could lead several detrimental impacts on areas including:
- Financial sector
 - Imports and export businesses
 - Tourism
 - Haulage sector
 - Businesses leaving the UK
 - Workforce issues due to EU nationals leaving the UK
 - Public services dealing with an influx of UK nationals
- 3.51 In a report, published in April 2019, the Housing, Communities and Local Government Committee made five recommendations⁸ in terms of Local Government post Brexit including:
- The Government must urgently advance its plans for the establishment of the UK Shared Prosperity Fund and publish the promised consultation on its design and administration within two weeks from 12 April. Funding levels for the new Fund, to be announced at the time of the Autumn 2019 Spending Review, must match or exceed the equivalent levels of European Union funding which was currently provided to local government.
 - Government should consider the effect of the loss of European Investment Bank loans at the regional and local level and consult local representatives in ongoing discussions to determine how infrastructure projects may be appropriately funded in future, providing clarity on such arrangements as soon as possible.

⁸ HC 493 Brexit and local government Thirteenth Report of Session 2017–19

- The Government should urgently make clear its plans for the further devolution of powers to local authorities post-Brexit and publish its proposed new Devolution Framework within one month of the UK's withdrawal from the EU.
- The Government must make clear its plans for the role of local government in the creation of post-Brexit domestic policy
- The Government must consult with local authorities as it transfers legislation from the EU back to the UK.

Key Issues

The Panel:

- noted two challenging angles to the Council's financial situation – the effect of cost-cutting measures that had been implemented and the uncertainty over the UK's imminent withdrawal from the European Union (Brexit). Therefore, it was deemed difficult to project the financial strategy with certainty in the medium term e.g. how business rates would be impacted.
- heard that the Chief Finance Officer echoed the concerns over Brexit. However, it was envisaged that once that phase had passed it would make planning easier. The Council had developed detailed models on various scenarios on demand pressures. It was prudent to take a medium-term approach until there was clarity over the macro-economic indicators in the country. That would also translate into how funding for local authorities was actualised from central Government.
- expressed concern about “demand management”, particularly for children with special education needs (SEN) as it was expected that more children with SEN would have to be budgeted for in the future.
- Asked what would happen when the SEN children reached adulthood? It was advised that the Council's obligations to SEN children extended into adulthood and that funding shares would be between the local authority and central Government.
- Queried about Ealing's obligations to the Lee Valley Regional Park Authority (LVRPA) and expressed concern that only five people from the borough visited the park in the previous year. It was advised that the LVRPA was a statutory body and the park was established by an Act of Parliament. It was in part funded by a levy (not a precept) on Council tax bills in Essex, Greater London boroughs and Hertfordshire. However, it was expected that Ealing's share of the funding to the park would decline over the years.
- Questioned whether Ealing had learned lessons from local authorities that had financial difficulties and how it could avoid falling into a similar situation. There was clearly a need for central Government to provide more funding for certain activities so how did Ealing collaborate with other local authorities in London?

It was advised that Ealing had a multifaceted approach and reviewed the financial position regularly, at the Strategic Leadership Team (SLT) monthly meetings. The Council had also considered practices at local authorities that had had financial difficulties to prevent similar occurrences in Ealing. Furthermore, Ealing was a member of several local government lobbies e.g. London Councils, Society of London Treasurers and Chief Executives' Group which advanced the position of local authorities.

- Queried what the amount for Brexit preparedness from central Government for Brexit preparedness would be spent on.
It was advised that Ealing would receive £220,000 over two years which would be used on resilience to manage the different scenarios that may arise from Brexit. All councils had been allocated this to help with preparing for Brexit. Ealing Council had not yet committed resources, beyond a modest investment of under £1,000 in equipment to provide the assisted digital service. However, the following framework and approach was proposed to ensure that the Council was able to maximise the use of this resource: tap into additional funds where available (for example, the Food Standards Agency); record activity to support one-off/new burdens bids to Government; and prioritise the use of the allocated funds for activity, once channels had been exhausted.
- Expressed concern that the amount allocated for Brexit preparedness was small for such a significant national issue.
- Heard that a “No Deal Brexit” continued to pose significant risk to services at Ealing and a Brexit specific risk register was being developed to mitigate potential risks.
- asked about the impact on Council Tax and Ealing’s revenue as a result of a “large turnover in accommodation”. The trend appeared that young residents who paid Council Tax were moving out to places where they could afford to rent or purchase their own property, leaving elderly residents who paid less in Council Tax.
It was advised that the change in demographics had had an impact on the Council’s finances, including Council Tax. Moreover, other areas were also affected, such as social and health care if new residents required them.
- Expressed that residents often approached Councillors for assistance with issues concerning the Council. Some constituents had significant apprehension and anxiety around the affordability of suitable accommodation, including the associated costs with right to buy schemes.

PRESENTATION FROM LONDON COUNCILS

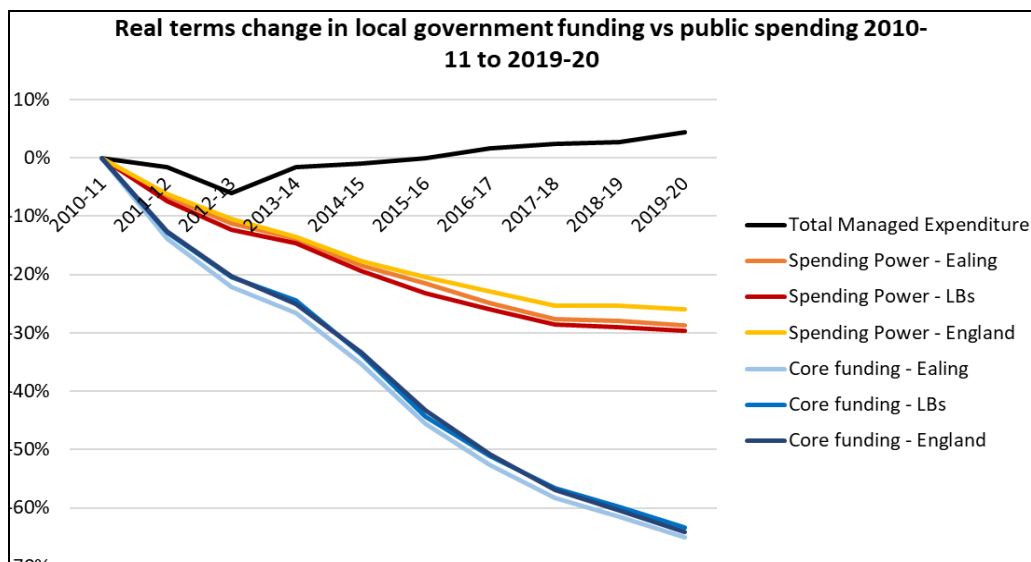
3.52 The Panel also received a presentation from Paul Honeyben (Strategic Lead: Finance and Improvement, London Councils) on the financial pressures upon local government, particularly London boroughs, which highlighted Ealing’s position in comparison. Some of the information provided is illustrated in the charts below.



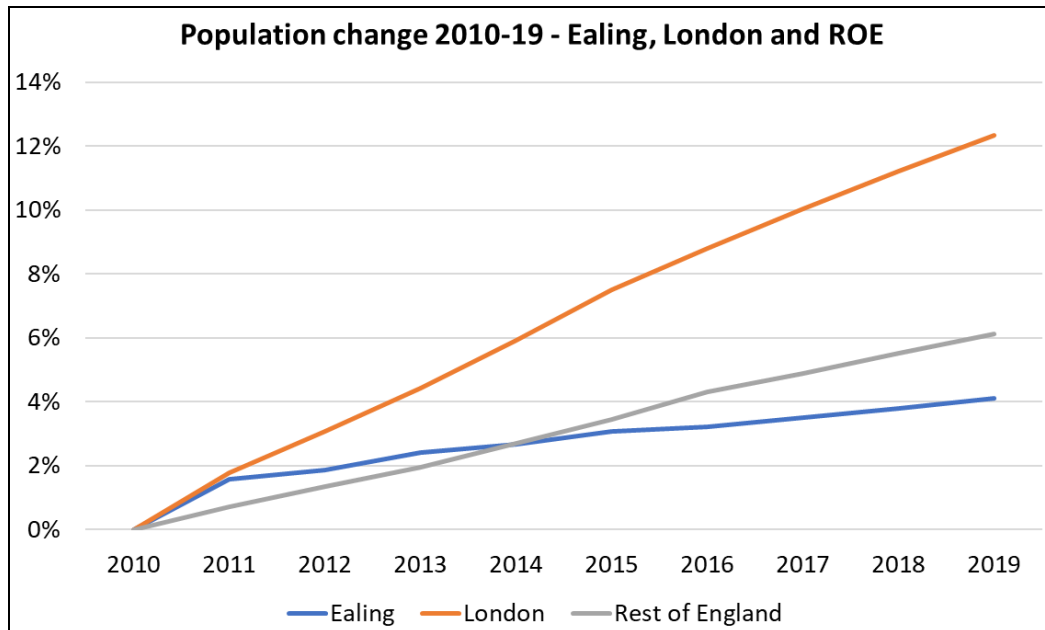
Paul Honeyben (Strategic Lead: Finance and Improvement, London Councils) presenting to the Panel

3.53 Paul Honeyben explained that:

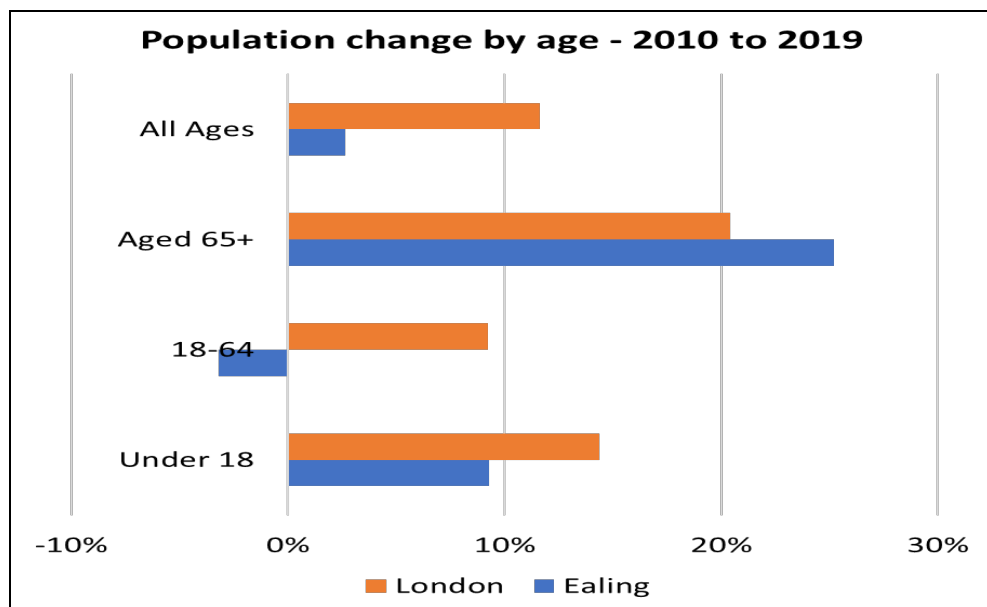
- The decade of austerity (2010–2020) had resulted in real change in local government funding against public spending. Overall, resources had declined by about 30% while total spending had increased. Ealing’s forecast budget gap was £41 million by 2022/2023.

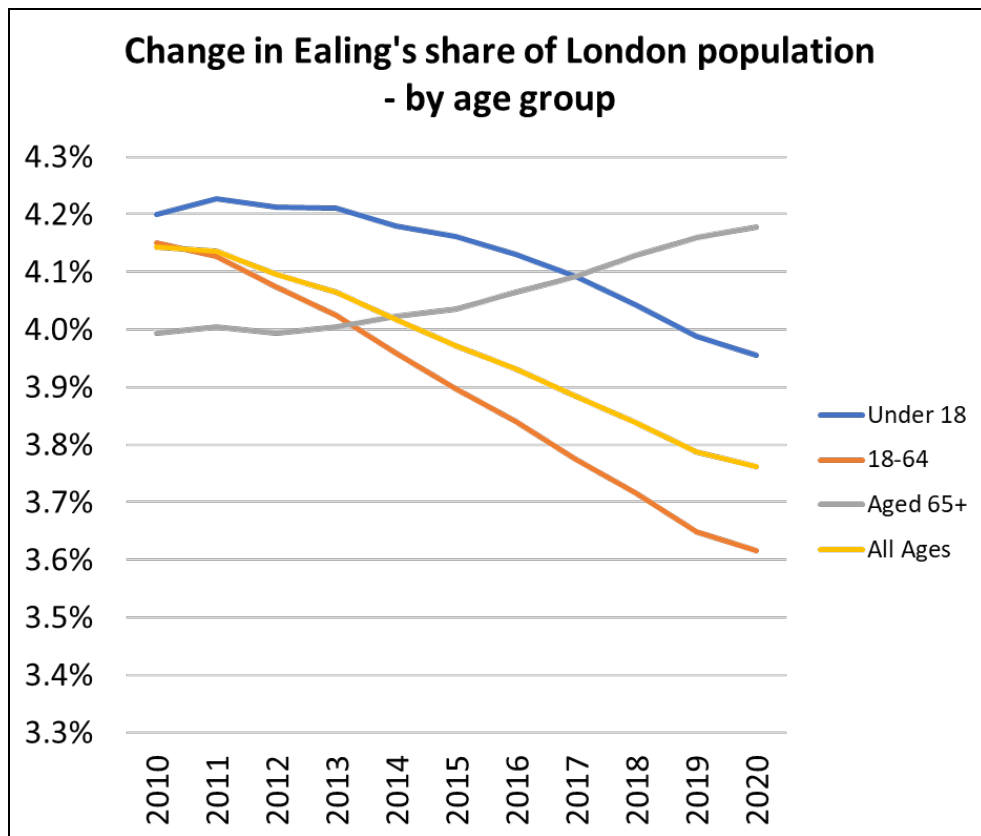


- Disproportionate population growth had driven increases in demand across London but was less so in Ealing.

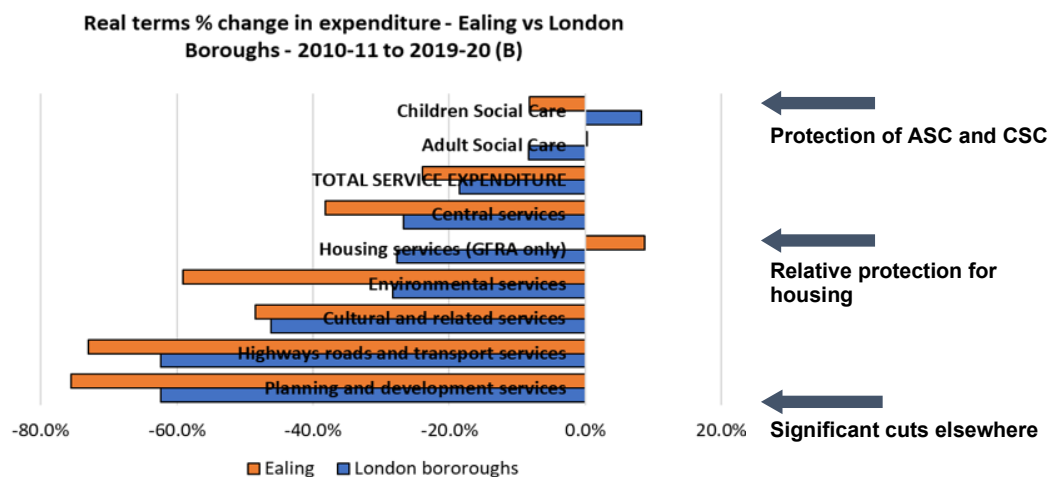


- Demographic changes, specifically an aging population, had put pressures on Adult Social Care, with the £400 million in grants from central Government remaining unconfirmed. Ealing’s share was £15 million.



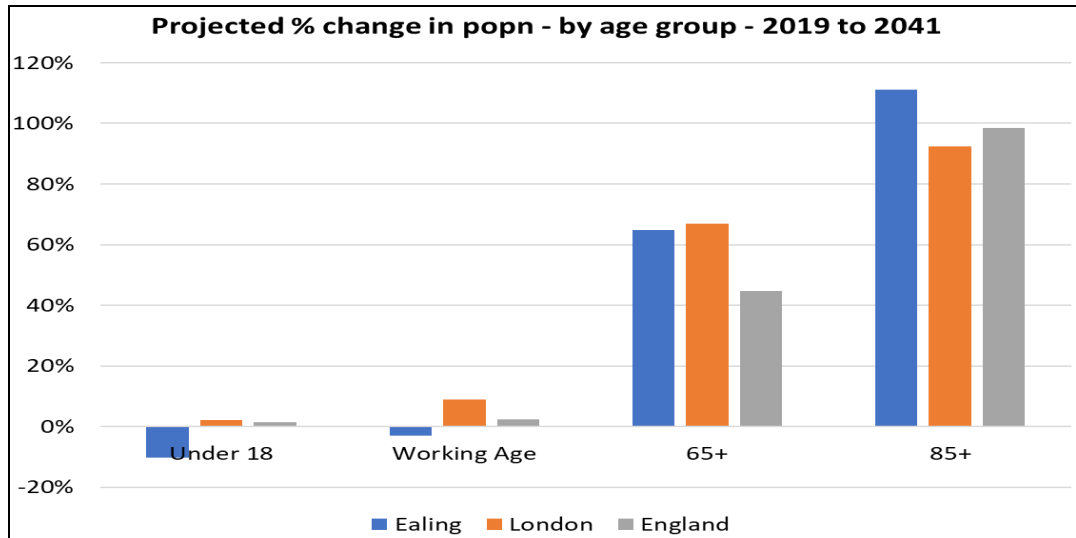


- Other central Government cost shunts and unfunded/underfunded burdens had added around £1 billion of financial pressure across London boroughs.



- In the long term, an aging population would be one of Ealing's biggest challenges. A long-term sustainable funding solution for adult social care was required.

Longer term – Aging population will be one of Ealing’s biggest challenges




Size of the Task Ahead	
£1.5bn	→ More savings needed over next 3 years
\$400m	→ Savings needed this year
c.30%	→ Planned reduction in reserves over 4 years
	Of planned savings to come from Adult Social Care and Children Social Care
1/3	→
400,000	→ More Londoners by 2025

£41m – Ealing’s forecast Budget Gap by 2022-2023

London Councils’ Top Priorities for the Spending Review
Adult Social Care – £400m of grant funding remains unconfirmed (£15m Ealing) and long-term sustainable funding solution is needed.
Children’s Social Care – £200m+ overspend in 2017-2018 and growing (£4.6m Ealing)
High Needs – 60,000 CYP on EHC Plans in 2019 (2,500 Ealing) = £100m+ deficit (£5m Ealing) in 2019-2020
Homelessness – London has 68% (Ealing 3%) of all Households in Temporary Accommodation = £170m+ annual shortfall
UASC – £32m funding gap (£17m of which for Care Leavers) (Ealing £0.7m)
No Recourse to Public Funds – £54m spent per annum with no funding from government (Ealing £2m)

No certainty over more than half of funding beyond this year

- Only any real certainty over Council Tax (even then the principles were unknown)
- Distribution of a further £3.3bn unknown
- No certainty at all over the continuation of £830m

	2019-20	Notes	Certainty
Main CT	3,255.4	CT will continue, but no certainty over cap	
ASC Precept	219.2	No certainty over any new ASCP, but likely existing ASCP base remains	
Public Health Grant	631.0	All dependent on outcome of Fair Funding Review	
Baseline Funding	2,175.5		
RSG	538.0		
HB subsidies	86.4	Likely to continue - but no certainty over levels	
New Homes Bonus	148.1	SR19 decision - but if ended, historic payments may continue and taper off	
Business rates growth	253.9	Depends on whether BR baselines are reset	
Improved BCF	299.1	All SR19 decisions - no certainty at all	
ASC Winter pressures	37.2		
Social Care Support Grant	63.5		
Flexible homelessness support grant	28.3		
TOTAL	7,735.5		

Key Issues

The Panel:

- queried whether Conservative and Liberal Democrat-run Councils were part of the London Councils' group.
It was advised that Conservative and Liberal Democrat-run Councils were also members of London Councils.
- asked whether economies of scale would be attained if libraries in neighbouring boroughs were merged.
It was advised that shared services were still being experimented to determine if economies of scale could be achieved using that model.
- expressed concern about the delays in the updating of the Fair Funding Review and sought clarification on the implementation in the light of a possible general election and the uncertainties of Brexit.
Heard that the Fair Funding Review was the central Government funding model for local authorities based on an assessment of its relative needs and resources. It was introduced over 10 years ago and was the overarching methodology that determined how much funding every authority would receive each year. The methodology was very complex. It involved 15 relative need formulae and several tailored distributions for services previously supported by specific grants. The formulae involved over 120 indicators of "need", reflecting factors previously identified as driving the costs of service delivery. However, it was widely agreed across the sector that the formulae were overly complex, lacked transparency and were now outdated. It had not been updated since funding baselines were set at the start of the 50% business rates retention scheme in 2013/2014. Nonetheless, it was anticipated that the Fair Funding Review would soon be updated. The new needs formulae and funding baselines could be in place by the start of the new 75% business rates retention scheme, from April 2020.
- questioned whether there was consensus between County Councils and Borough Councils on funding for various sectors.
Heard that it was challenging to achieve consensus between County Councils and Borough Councils as the former were homogeneous so tended to be more united than the latter.
- expressed concern that working-age people were moving out of the borough due to the high cost of living and accommodation, leaving mainly older residents.

It was advised that two key factors that attracted younger residents to an area were jobs and houses. However, due to improved transport links to the capital people could opt to leave London boroughs and commute to work.

- hypothesised a fiscal model as a “new vision for local government funding in the UK”. This propounded the devolution of taxes where a portion of Sales Tax/VAT generated in a borough would be retained by the local authority. It would augment Council Tax but was imperative that local authorities worked with the Mayor of London on this matter. It was advised that the London Finance Commission 2017 showed that London was heavily reliant on financial transfers from central Government compared to other international comparator cities. Therefore, it was recommended that London local authorities should have access to a greater range of taxes. This would include control over the full suite of property taxes as well as Business Rates, Council Tax and Stamp Duty. In addition, a proportion of national taxes such as income tax and VAT would be retained locally. However, control over tax rates, allowances and thresholds would remain with the Treasury. A share of the yield would support devolved service responsibilities and infrastructure investment. That would entail granting permissive powers to raise alternative taxes and levies such as Apprenticeship Levy; Air Passenger Duty; and explore a tourism levy, health-related levies and a community levy. In that way local authorities in London would raise and spend taxes and be accountable for the decisions they made. Thus, they would design better taxes and provide better services.
- cautioned about a “demographic time-bomb” arising from Brexit as the departure of European Union nationals would reduce the workforce in certain key sectors.
It was advised that forecasts by various independent professional organisations showed that the impact of Brexit on various sectors would probably be known a couple of years after the UK exited the bloc.

DEMONSTRATION: SIMULATOR IN THE DIGITAL MARKETPLACE

- 3.54 The Chair (Cllr Paul Driscoll) proposed the Simulator to engage people in complex decisions concerning the Council, particularly in making difficult trade-offs. He explained that a Simulator was a deliberate tool which enabled citizens to be meaningfully involved in complex decision making on varied subjects such as transport, policing and corporate budgets. It provided useful, structured responses for organisations as users were informed through the process of participation.
- 3.55 For example, the Simulator had been used by Liverpool City Council to provide residents with an opportunity to comment on the budget for deliberative prioritisation. That was in view of the central Government only allowing councils to increase council tax above a certain threshold, unless the majority of residents voted for a higher amount in a referendum. The residents of Liverpool were asked to state if they would be in favour of an additional council tax rise of 6% (totalling 10% overall) if it were ringfenced for adults and children’s services.

- 3.56 The Panel was provided the following links to Simulator exercises that some organisations had conducted with their residents:
- [Liverpool City Council](#) – Budget model
 - [Police Service of Northern Ireland](#) – Points model
 - [Arlen Hill, USA](#) – Tax model
- 3.57 The Chair hypothesised various financial models for Ealing using a Simulator. The perceived benefits of using a Simulator were to:
- have constructive conversations with citizens – Ealing Council needed to talk with citizens about policy challenges and the tool would make that easier;
 - generate ideas which were valuable and actionable – residents could suggest ideas and comments leading to discussions that refined and rated ideas, with the most popular prioritised;
 - be an easy and rewarding experience for residents to use, as well as provide an intuitive and engaging process to contribute insightful ideas for the borough; and
 - be a simple-to-administer administrative dashboard, considering participant management and moderation, as well as customisable demographics.
- 3.58 The Chair acknowledged that there were other engagement tools available on the market.

Key Issues

The Panel:

- expressed concern that the Simulator would be perceived by residents as having “a vote” on the budget. However, if their sentiments were not adopted, residents would consider it a “public relations stunt”. If the purpose of the Simulator were to communicate the complexities of making budgetary decisions and not changing the budget then it was imperative to make that clear.
- recognised that it was a good idea but could lead to false expectations among respondents. Whilst it was legitimate to engage with residents, it would be unhelpful if such an exercise ended up as a mere computer game.
- felt that it could work better if there were a choice between various items. However, when other sectors such as children and adult social care were ring-fenced, it could prove difficult to vary the budget.
- surmised that the Simulator would get residents to appreciate the significance of financial statistics and figures involved in running the Council.

- envisaged that the Simulator would enable better communication between the local authority and residents. However, other methods could also be proposed.

No.	Recommendation
R1	Ealing Council should consider using a range of metrics and case studies that can clearly and succinctly communicate to residents the financial challenges faced by it. For example, the following have been useful to communicate the pressures upon the Council: daily spends in adult social care and children's services.
R2	Ealing Council should continue to promote the European Union registration scheme directly to staff and recruitment agencies/ staff suppliers with particular focus on key areas such as Adult Social Care and Street Services.
R3	Ealing Council should promote greater awareness amongst residents of its statutory responsibilities, new responsibilities and cost shunts from central government and changing financial position using methods that can engage residents.
R4	Ealing Council should promote awareness of the changes in government funding methodology and the impact upon the Council.
R5	Ealing Council should use careful risk analysis to investigate the options for income generation to develop an income stream that is independent of central government.
R6	Ealing Council should continue to promote the work that has been undertaken through the Brighter Futures, Better Lives and Future Ealing programmes to demonstrate how the Council had adapted to meet financial and service challenges.
R7	Ealing Council should explore the option of using an online budget simulator as an education/communication tool to demonstrate the financial challenges that continue to be faced by the Council.

IMPACT OF UNIVERSAL CREDIT

- 3.59 On reviewing the impact of universal credit at its second meeting, the Panel received presentations from Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager, Ealing Council), Marj Shanahan (Customer Services Operational Manager, Department for Work and Pensions), Naz Aziz (Partnership Manager, Department for Work and Pensions), Janet Fletcher (Manager, Ealing Foodbank) and Matthew Coulam (Service Development Manager, Ealing Advice Service).
- 3.60 As part of this review, Cllr Paul Driscoll (Chair) and Cllr Anthony Young also visited the Ealing Foodbank, Ealing Advice Service and Ealing Jobcentre Plus on 25 September 2019.



The second Panel meeting

Overview of Universal Credit

- 3.61 On providing an overview of universal credit, Marj Shanahan (Customer Services Operational Manager, Department for Work and Pensions) and Naz Aziz (partnership Manager, Department for Work and Pensions) explained that the roll out of Universal Credit (UC) had started in April 2013 as part of the Government's wider Welfare Reform Programme. It represented a major change to the current benefit system in terms of benefit administration, the support that it offers and the work-related expectations that were being placed on claimants as a condition of receiving it.
- 3.62 In January 2019, Amber Rudd (Secretary of State for Work and Pensions) stated that UC was based on three fundamental principles:
- **First:** work – those who can, should; and those who cannot should be protected from poverty

- **Second:** work should always pay
- **Third:** the system should be fair. Fair for taxpayers who pay for it and fair to those who receive it, and fair to future generations – who do not deserve to become trapped in it.



Marj Shanahan (Customer Services Operational Manager, Department for Work and Pensions) presenting to the Panel

- 3.63 Universal Credit had replaced the following six benefits into one single payment:
- Income-based Jobseeker's Allowance
 - Income-based Employment and Support Allowance
 - Income Support
 - Working Tax Credit
 - Child Tax Credit
 - Housing Benefit
- 3.64 Universal Credit could only be claimed by working age claimants and those who lived in temporary or supported accommodation could only receive living costs through UC. They had to continue to claim help with paying rent from the Council under the current housing benefit rules.
- 3.65 Since 16 January 2019, claimants getting Severe Disability Premium (SDP) as part of their current benefit were no longer able to claim Universal Credit but required to continue claiming legacy benefits. This was because SDP was not available under UC and those who were entitled to it were losing between £120-£405 per month. Those who had already transferred would be paid compensation and ongoing additional payment on top of their UC.

- 3.66 UC claimants were paid monthly directly into their bank accounts and payments included their housing costs (previously paid by local authorities as housing benefit). The claimants had to go through a one-month assessment period and got their first payment seven days later.



Naz Aziz ((partnership Manager, Department for Work and Pensions) presenting to the Panel

- 3.67 This meant that new UC claimants did not receive their first payment until at least 35 days following the date of their claim. The waiting period had proven to cause hardship for many claimants who were left with no other income during that period. The Department for Work and Pensions (DWP) had addressed this issue by introducing 'advance payments' which could be paid prior to the first payment of UC. The advance payment was ultimately an interest free loan which the claimant had to repay from their ongoing UC over a maximum of 12-month period.
- 3.68 If a claimant had difficulty managing their money monthly, they were able to use alternative payment arrangements which included having their housing costs paid directly to their landlord; receiving more frequent payments or payments being split and paid into two bank accounts rather than one. These alternative payment arrangements were subject to periodic review to ensure 'best approach' for a claimant.
- 3.69 Working with their Jobcentre coach, claimants agreed a 'claimant commitment' which set out what they had agreed to do to prepare for work, look for work or increase their earnings if they were already in employment. The claimant commitment was reviewed regularly. Those with health conditions or disabilities limiting their capacity to work were asked to do work search and work preparation activities that were reasonable for their condition and situation. In cases where a claimant

failed to adhere to their 'claimant commitment' a sanction was applied and UC payments were reduced or stopped altogether.

Universal Credit Roll Out Timetable

- 3.70 The DWP had not been successful in keeping to the original timetable for UC roll out, under which the implementation of the new benefit was due to be completed by 2017. UC was introduced in April 2013 in four postcodes in the North West and further postcode areas were added between April 2013-July 2013. Only people who lived in the relevant postcodes and met strict conditions were able to claim.
- 3.71 From 16 June 2014, new rules called 'gateway conditions' were introduced. These rules set out whether or not a person living in a designated live service postcode area was able to make a claim for UC. If the person met the gateway conditions and lived in a postcode that was accepting UC claims, then they were able to submit a claim.



Cllr Paul Driscoll (Chair) and Cllr Anthony Young speaking to the staff at Ealing Jobcentre Plus

- 3.72 When UC began in April 2013, it used IT assets developed by private contract suppliers. These areas were known as live service areas.
- 3.73 Alongside the live service areas, the DWP built their own digital service system which started in a small number of areas in November 2014. The DWP introduced further digital test areas from November 2014-April 2016.
- 3.74 The digital service changed its name to 'full service' and from May 2016 the DWP started rolling out the full service to existing live service areas in

Great Britain. Claimants already claiming UC in the live service areas were subsequently transferred to the full service.

- 3.75 Universal Credit was available to claimants who needed to make a new claim for benefits, those who have not claimed before or claimants in receipt of legacy benefits who needed to make a new claim due to a change in their circumstances – this was called a natural migration.
- 3.76 Universal Credit 'live service' in Ealing was rolled out on 13 July 2015 to single claimants only and full digital service was introduced for other households with a maximum of two children from 28 March 2018. From 1 February 2019, UC was further expanded and made available to families with more than two children. However, the amount of UC was limited to two children if a third or subsequent child was born on or after 6 April 2017 (with some exceptions, for example multiple births).
- 3.77 Now that UC full service was available across the UK, DWP was preparing to migrate onto UC the existing benefit cases. Current plans were to pilot a 'managed migration' process which would involve inviting existing claimants to make a claim for UC between July 2019-July 2020. Up to 10,000 existing claimants would move to UC during that pilot period.
- 3.78 From November 2020, it was expected that more people would be moved across to UC through the managed migration process until completion, presently expected by December 2023.

Universal Credit Roll Out – Ealing Approach and Cost of Delivery

- 3.79 Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager, Ealing Council) explained that the UC roll out meant that a number of Council services had to consider its impact and review the way they delivered their services where necessary. The biggest impact was anticipated in the Customer Services area, in particular Housing Benefit, Local Welfare Assistance, Front Line and in the Housing Department.
- 3.80 Housing Benefits had appointed a temporary Project Manager for a period of 15 months at the total cost of £61,000 to ensure that the Benefits Service reviewed its processes and procedures in line with Universal Credit and was able to deal with the UC cases. The Benefits Service also worked with other departments to ensure that they were aware of UC and its impact and, where necessary, mitigation was put in place. A large number of staff had to be trained and IT systems reviewed in readiness for the roll out.
- 3.81 The Project Manager also ensured that there was ongoing communication between the local Jobcentres and Council Services as well as any potential issues which had been identified in earlier stages of UC implementation by other boroughs were addressed ahead of the Ealing roll out.

- 3.82 It was also essential to engage with the local voluntary sector, social and private landlords to provide knowledge and expertise. They were alerted to potential issues such as possible increase in rent arrears for the landlords and a spike in the number of residents approaching voluntary sector organisations for advice and support.



Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager, Ealing Council) addressing the Panel

- 3.83 The existing digital support provided by Customer Services and budgeting support provided by Local Welfare Assistance (LWA) were also reviewed to ensure adequate capacity in anticipation of increased demand.
- 3.84 The DWP provided additional funding to the Housing Benefit department towards the cost of the implementation of UC. However, other elements of the administration grant were reduced so the amount received for 2018/2019 was reduced by £155,000.

	2017/2018 £	2018/2019 £	2019/2020 £
Housing Benefit Admin Grant	1,886,549	1,722,825	1,610,216
Housing Benefit Admin Grant – Universal Credit Element	89,295	98,325	107,875
Total Housing Benefit Admin Grant	1,975,844	1,821,150	1,718,091
Reduction in Grant	-	154,694	103,059

- 3.85 Although the UC element of the DWP admin grant had been increasing slightly, the DWP had been reducing the overall admin grant year on year. The net amount of the admin grant was reduced by 8% for

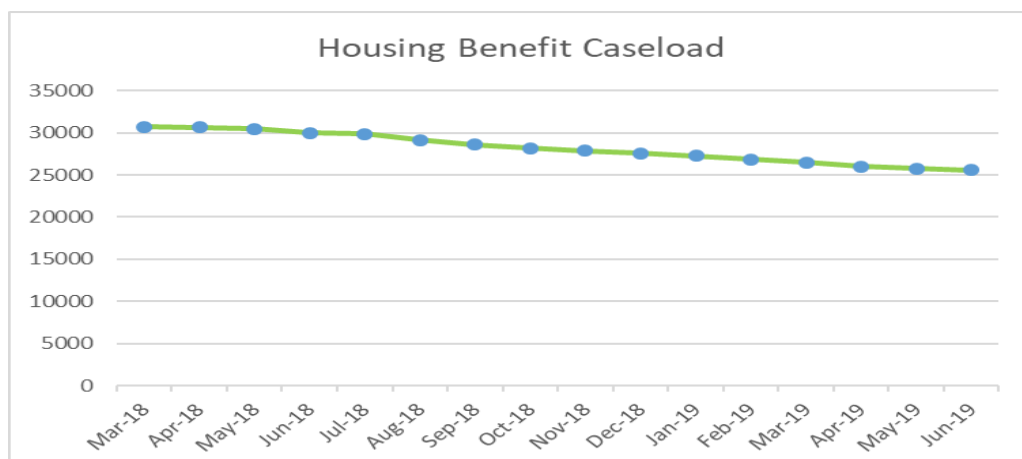
2018/2019 and by 6% for 2019/2020. Further reductions at similar levels were expected in future years.

Current Universal Credit Statistics for Ealing

- 3.86 According to DWP statistics, there were 10,999 households in receipt of UC in the borough by the end of May 2019. The DWP did not share local data with the Council so it was difficult to establish how many households received their housing costs through Universal Credit and the type of accommodation they lived in. National data indicated that by the end of May 2019 there were 1,818,565 UC claimants – 38% received no housing costs, 33% were social housing tenants and 28% were in private accommodation.
- 3.87 In terms of family type, 55% were single, 30% were lone parents, 11% were couples with children and 4% were couples without children. It was deemed reasonable to assume that the makeup of Ealing recipients was similar and in line with the national statistics.
- 3.88 The number of claimants on UC claiming Council Tax Support from the Council was 3,502 at the end of July 2019. This indicated that 68% of UC recipients in Ealing did not have Council Tax liability and possibly similar percentage did not have a rental liability.
- 3.89 There were 458 tenants in Temporary Accommodation who received Universal Credit towards their living costs and housing benefit towards their rental liability.
- 3.90 86 UC claimants had received discretionary housing payments so far this year to help them with a shortfall in rent or to pay towards their rent deposit.

Impact of Universal Credit on Administration of Housing Benefit, Council Tax Support, Discretionary Housing Payments and Local Welfare Assistance

- 3.91 Since the introduction of UC full service on 28 March 2018, the housing benefit caseload had been reducing at an average rate of 328 cases (1%) per month. The caseload had reduced from 30,733 in March 2018 to 25,570 in June 2019. This represented a 17% decrease over a 15-month period.



- 3.92 If this trend continued then the housing benefit caseload would reduce by a further 2,600 cases by the end of the financial year bringing the caseload down to 22,970.
- 3.93 The role of the Benefit Service was to end the housing benefit claim once a DWP notification was received that the claimant had claimed Universal Credit. The Benefits Service also actioned any outstanding overpayments of housing benefit which had not been repaid in full and were being recovered at the time of the claim moving onto UC.
- 3.94 Temporary accommodation and supported accommodation cases were updated if there were any changes to UC entitlement of the claimants. Any new claims were identified and paid Council Tax Support (CTS) to maximise take up. This required extra resource.
- 3.95 Any outstanding overpayment of housing benefit was then transferred onto DWP to continue with recovery via the Payment Deduction Programme. However, as DWP may already be recovering other debts and UC advanced payments from a claimant's entitlement, the outstanding housing benefit debt was not always being recovered.
- 3.96 This made the recovery of these overpayments problematic for the Council as the Council's rate of recovery of housing benefit debt was around 30-40%, when the debt was passed onto DWP's Payment Deduction Programme, the recovery rate reduced to around 3-4%.
- 3.97 This posed a risk to the recovery of outstanding housing benefit overpayments as the Council would essentially lose the ability to recover once housing benefit claims had migrated onto Universal Credit.
- 3.98 The value of overpayments which were currently being recovered via deductions from ongoing housing benefit payment was in excess of £16m.
- 3.99 Current DWP timetable envisaged the managed migration of all existing cases eligible for UC to be completed by December 2023. This meant that the Council would be left with much smaller housing benefit caseload of around 10,000, mainly for pensioners, temporary and supported accommodation. The service would also continue to be responsible for the administration of Council Tax Support for around 22,000 households.
- 3.100 The timetable for the full implementation of Universal Credit including managed migration had been revised by DWP on numerous occasions and it was very likely that the deadline of December 2023 would change following the managed migration pilot. The uncertainty around timescales and ongoing changes to UC legislation itself including eligibility criteria created volatile environment for service delivery, planning and added to difficulty with staff retention and recruitment.
- 3.101 The way the UC was administered by the DWP had resulted in an increase of work for the Benefits Service, especially around CTS cases.

UC entitlement was reviewed monthly and the reassessment triggered a notification to the Council which had to be processed.

- 3.102 The DWP had put processes in place necessitating completion of their forms in a particular format. These forms could not be automated and required additional resources to complete the process which increased the length of time it took to process cases.
- 3.103 Universal Credit was administered monthly and nearly every reassessment triggered a new notification of changes of circumstances which was sent to the Council. The service currently dealt with 5,000 new claims for CTS and around 50,000 CTS changes. It was estimated that the Universal Credit would increase the number of changes by at least 20,000 per year.
- 3.104 Although the Benefits Service automated some assessments, the automation of the UC notifications was proving to be problematic as there was no consistency in the data received from the DWP and data held by Council IT systems. Therefore, the work required manual processing.
- 3.105 This creates additional pressure for the service with workload going up and administration grants reducing. The MHCLG provided the Benefits Service with an administration grant for the purposes of processing CTS claims. The grant had been reducing slightly year on year and the increase in workload due to Universal Credit had not been taken into account.
- 3.106 There were currently no indications that the way the CTS grant was calculated would change. It was possible that, with a roll out of retention of non-domestic rates, the CTS grant would be withdrawn altogether and the Councils would be expected to fund the administration themselves.
- 3.107 The levels of grant from the MHCLG had also been reducing but at a lesser pace than the DWP grants. In 2018/2019, the reduction was around 5% and 4.5% for the current financial year.

	2017/2018 £	2018/2019 £	2019/2020 £
Council Tax Support Administration Grant	464,795	442,119	422,313
Reduction		22,676	19,806

- 3.108 Universal Credit cases also had a significant impact on the performance of the Service. The UC assessment took up to 35 days or in some cases longer. The current average time to assess a new CTS claim was 42 days with the internal target being 28 days.
- 3.109 The administration of discretionary housing payments (DHP) and LWA has also been impacted by UC in terms of the length of time it took to make a decision on the claim and affected the type of assistance UC claimants could receive.

3.110 There had not been a significant increase in the number of applications for local welfare assistance payments as these had remained static for the last 3-4 years.

	2016/2017	2017/2018	2018/2019	2019/2020 (up to August 2019)
Local Welfare Assistance Number of Applications Received	2,691	2,817	2,691	996
Local Welfare Assistance Number of Successful Applications	1,154	1,099	903	324

3.111 It was too early to say whether the implementation of UC had increased demand for DHP. There was currently no separate monitoring or reporting on Universal Credit only cases which had been included in the overall statistics for all discretionary housing payments.

3.112 The current DHP spend was £891,000 (43% of this year's DWP allocation of £2,053,000). The changes to benefits introduced under the welfare report, such as benefit cap, LHA restrictions and social sector size criteria were the main reasons for which DHP was paid and accounted for 56% of the DHP spending. This was similar to the DHP expenditure in previous years.

3.113 44% of the current spend was also awarded to claimants for non-welfare reform reasons. These were mainly short-term awards to support people on low income and experiencing financial hardship. Some of the awards also supported claimants with rent deposits and rent in advance payments if they wished to move to a more sustainable accommodation.

3.114 The following tables breakdown the amount of DHP spent towards individual welfare reforms and the number of claimants claiming for a particular reason.

Welfare Reform Reason	Amount £	%
Benefit Cap	349,937	39
LHA Restriction	73,199	8
Non-welfare Reform	393,800	44
Social sector size criteria	52,930	6
Two reforms	20,926	2
Grand Total	890,792	100

Welfare Reform Reason	Number of Awards	%
Benefit cap	271	39
LHA restriction	51	7
Non-welfare reform	293	42
Social sector size criteria	65	9
Two reforms	16	2
Grand Total	696	100

- 3.115 When considering DHP applications, the payment could not be paid until confirmation was received from DWP that the applicant was eligible for housing costs under UC. The 35 plus days' period before the UC decision was made created delays in processing DHP applications by the Council. This impacted on the claimants' ability to secure their new tenancies where the claimant requested a DHP payment towards their rent deposit and rent in advance. Many landlords were reluctant to await such long periods and in some cases claimants lost their chance for a new tenancy.
- 3.116 The DHP applications from UC claimants also tended to be more complex and time consuming. The DWP provided direct access to their IT systems so Benefit Officers could confirm entitlement to any DWP benefit when processing claims. The information available on UC, however, was limited therefore further information had to be requested from the claimant.
- 3.117 This created additional levels of administration and increased the time it took to make a decision on the claims. In most DHP cases, the decision could only be made after the DWP confirmed entitlement to housing costs which increased the risk of the customer losing their tenancy and becoming homeless.
- 3.118 The Local Welfare Assistance team had recorded an increasing number of UC claimants who applied for crisis payments to help them with food and living expenses. The reasons for applications were mainly due to the 35-day wait before the payment of UC was made.
- 3.119 Some applications for LWA are made because a UC claimant had sanctions or deductions taken off their benefit, which could be as high as 40% of their standard allowance (money paid towards living expenses), leaving the claimant unable to pay for food, utilities and other essentials.

Changes to Council Tax Support scheme to mitigate impact of Universal Credit

- 3.120 The Benefits Service currently assessed Housing Benefit (HB) and CTS simultaneously which provided significant efficiencies. The move from HB to Universal Credit meant that the dual processing of HB with CTS was being lost and the Benefits Service would have to deal with increased numbers of CTS only claims. This meant increased costs of administration in real terms and it was estimated that the cost of CTS administration would increase by around £450,000 over the next two financial years if the scheme was not reviewed.
- 3.121 With the roll out of UC and reducing grants, many councils were looking at simplifying their CTS schemes. As CTS was considered a discount and not a benefit, and a number of councils had already introduced banded schemes (Sutton, Bexley, Barnet with many more councils working on similar, banded approach for 2020/2021). There were also a number of other councils nationally which already operated the income

banded schemes. The neighbouring boroughs of Brent, Hillingdon and Harrow would be implementing income banded schemes from April 2020.

- 3.122 To mitigate the impact of UC, the service was proposing to implement a new Council Tax Discount (CTD) scheme in place of the current CTS scheme. Implementation of income banded scheme presented an opportunity to simplify the rules for claiming CTS resulting in improved take up of the support and overall customer experience. It would also allow the Service to reduce the burden of administration and an increase in related costs, reducing the number of reassessments and less verification requirements.
- 3.123 The Current CTS scheme was means tested and calculated in a similar way to the national Council Tax Benefit which had ended in March 2013. The calculation included an intricate set of rules and a formula. The formula used 'personal allowances, premiums and disregards' above which 20% of income was taken off towards weekly council tax and for every £1 above these allowances the CTS was adjusted by £0.20.
- 3.124 The calculation was complex and residents did not usually know whether they would be entitled to any support unless advised by professionals, i.e. Council staff, DWP, or specialist advisory service. This prevented take-up and created dependency on the Council front line services.
- 3.125 On the other hand, the income banded scheme was simple and transparent as it only took into account a resident's income, placing them in a relevant income band and awarding them a percentage of their council tax liability if they qualified. The award would only be adjusted if the change in income put the claim in a different income band thus doing away with adjusting the awards with every smallest change in circumstances.
- 3.126 A scheme with simple rules was easier to promote and encourage better take up enabling residents to determine whether their income qualified them for support without input from third parties.
- 3.127 Transparent rules also helped individuals with budgeting and decision making as residents would be able to see how a change in their income; i.e. due to increase or reduction in hours or changing jobs, would change their entitlement to the support. In return, better take up of CTD would help with reduction of poverty in the borough and help reduce Council Tax arrears for some.
- 3.128 It would also make residents more independent and less reliant on Council staff and advisory services in matters of Council Tax Support/Discount.
- 3.129 There was emerging evidence nationally that the take up of CTS amongst UC claimants was lower than amongst those who were in receipt of legacy benefits. This was because those claiming UC also had to make a separate claim for CTS to the Council and were not always advised of this option at the point of making the UC claim.

- 3.130 Simplification of the rules would also reduce residents' requirements for notifying the Council of changes to circumstances and providing supporting evidence. They would only be required to notify the Benefits Service if the income change placed them into a different income band.
- 3.131 This would reduce customer contact and enquiries regarding the awards and Council Tax bills overall. It would also help prevent overpayments of CTS which often led to Council Tax arrears and residents getting into debt.

Overview of the proposed income banded scheme

- 3.132 The Council was proposing to implement an income banded scheme to address the issue of increasing costs of the administration due to the implementation of UC and reducing DWP grants. Income banded scheme simplified the assessment process leading to reduced number of reassessments, less customer contact and fewer changes to Council Tax bills and instalments. The CTS expenditure would remain unchanged and continue to support those on the lowest incomes.
- 3.133 The proposed scheme would only take into account the claimant's 'true income' such as earnings and disregard all the means tested benefits, some of which were presently taken into account when calculating entitlement.
- 3.134 The benefits disregarded from the proposed scheme would be:
- 'passport' benefits – Income Support, Jobseekers Allowance income based, Employment Support income based
 - Contributory Jobseekers Allowance and Employment Support allowance
 - Child tax credit
 - Working tax credit
 - Universal Credit
 - Child benefit
- 3.135 Those who were not in work or self-employment and received 'passport benefits' would automatically be placed in the lowest band and be entitled to maximum CTS. This would also apply to UC cases without earnings.
- 3.136 Disregards of child benefit, child tax credit and working tax credit would take the 'means test' out of the local CTD scheme but ensure that any changes in a customer's household composition and/or earnings were still reflected within the customer's overall income. It no longer needed to be reported for the purposes of calculating CTD.
- 3.137 The only income taken into account for the purposes of the calculation was earnings, self-employed income, rental income and other non-related to means tests.
- 3.138 All disability benefits would continue to be disregarded:
- all disability living allowance

- all personal independence payment
- carers' allowance

3.139 Other simplifications of the rules included:

- reduction in number of earnings disregards from 4 to 1
- reduction in number of non-dependent deductions from 6 to 2: one for working and one for non-working non-dependants
- introduction of minimum award of £2 per week to reduce the number of recipients with low awards whose claims still needed to be maintained by the Council

Main features of the proposed scheme

COUNCIL TAX DISCOUNT				
Support paid as a percentage of Council Tax liability depending on household income				
Income Disregarded:	Income taken into account:	Non-dependant deductions	Earning disregards:	Minimum entitlement to CTS:
<ul style="list-style-type: none"> - All disability benefits: DLA, PIP, Carers Allowance, - All income related to means testing: CHB, CTC, WTC, IS, JSA (IB), ESA (IR), UC - Customers entitled to passported benefits (IS, JSA, ESA, UC and not working) placed in the lowest bands 	Earnings, self-employed income, private pensions, rental income (<i>all income as calculated by DWP for the purpose of UC where applicable</i>)	Reduction in number of deductions from 6 different amounts to only two which will allow to reduce verification of non-dependant income. * £6.50pw – for non-working * £18pw – for working	One universal earning disregard of £30pw, not applicable to single claimants	Where the claimant is entitled to less than £2 per week of CTS, this will not be paid to reduce the administration costs.

Income bands and maximum awards

3.140 Under the current scheme some recipients were treated as 'vulnerable or household vulnerable' and entitled to a maximum of 100% of their Council Tax liability. The non-vulnerable groups received up to 75% of their Council Tax liability.

3.141 The proposal merged two 'vulnerable' groups into one 'protected' group which would still be entitled to a maximum of 100% of their liability. There were no changes to the ones that the current scheme protected. The following groups would continue to be protected under the proposed scheme:

- lone parents with children under 5 years of age
- those in receipt of a disability benefit, Carer's Allowance, Employment and Support Allowance, Personal Independence Payment, Attendance Allowance or Disability Living Allowance
- those in receipt of UC which included one of the following elements: limited capability for work, limited capability for work related activity, disabled child or carer
- care leavers under the age of 25 years
- those in receipt of an Armed Forces Independence Payment
- carers in receipt of Carer's Allowance or have an underlying entitlement to it

- 3.142 As we retained two groups, protected and non-protected, there would be two different levels of income bands applicable. Income taken into account would be net of tax, national insurance, 50% of pension. Also, £30 earnings disregard would apply. The cut off point for non-protected groups would be an income of £240 per week, and £20 higher for the protected groups. The proposed income bands were as follows:

ALL PROTECTED GROUPS		ALL NON-PROTECTED GROUPS	
Income (£)	Council Tax (%)	Income (£)	Council Tax (%)
0.00-119.99	100	0.00-119.99	75
120.00-139.99	75	120.00-139.99	60
140.00-159.99	60	140.00-159.99	50
160.00-179.99	50	160.00-179.99	40
180.00-199.99	40	180.00-199.99	30
200.00-219.99	30	200.00-219.99	20
220.00-239.99	20	220.00-239.99	10
240.00-259.99	10	240.00	0
260.00	0		

- 3.143 The claimants would be awarded a percentage of their liability depending on the income band they fell into and whether they were in a protected or non-protected group.
- 3.144 Claimants who were in employment and received UC would have their UC disregarded and only their earnings and other income taken into account as calculated by DWP.
- 3.145 It was estimated that 6,786 current claimants of CTS would see no change to their entitlement when transitioning onto the new scheme. 5,055 would receive more discount and 2,029 current claimants would have their entitlement reduced.
- 3.146 In recognition that some customers would receive less discount under the new scheme in comparison to their CTS entitlement on 31 March 2020 under the current scheme, transitional capping would be introduced from 1 April 2020.
- 3.147 The capping would ensure that at the point of transfer to the new scheme no customer would gain or lose more than £2 per week (unless their entitlement was less than £2 per week in which case they would receive no discount).
- 3.148 The capping would continue to apply to customers until they had a change in their circumstances that required a reassessment of their entitlement which resulted in a different level of discount.
- 3.149 The Council's public consultation on the new CTD scheme would run from 16 September-27 October 2019 and the decision whether to adopt

the proposed scheme would be made by the Full Council in February 2020. If ratified, the scheme would be effective from 1 April 2020.

Impact of Universal Credit on council and temporary accommodation tenants and Council Tax collection

3.150 As a result of increased number of council tenants claiming UC the overall rent arrears for tenants claiming UC had also increased. There are currently 1,030 tenants in receipt of Universal Credit and the total rent arrears for these tenants amounted to £638,000. Average rent arrears per UC claimant equated to £620.

3.151 The table below shows how rent arrears had been increasing in line with increasing numbers of tenants claiming UC.

Month	Number of tenants on Universal Credit	Amount of Arrears £
September 2016	8	1,780
December 2016	6	3,196
April 2017	0	3,196
June 2017	9	6,879
September 2017	7	7,342
December 2017	34	13,497
March 2018	94	34,915
June 2018	216	148,006
October 2018	403	286,988
December 2018	503	364,648
January 2019	679	686,780
February 2019	730	742,146
March 2019	780	422,584
April 2019	885	475,820
May 2019	934	514,988
June 2019	978	579,582
July 2019	1030	638,262
Total Arrears @ 1 July 2019	1030	638,262

3.152 As the number of tenants in receipt of UC were increasing, there was a growing number of those in need of further in-depth support.

3.153 There had also been an increase in the number of council tenants experiencing financial hardship resulting in more requests for assistance with claims for DHP, food banks and local welfare assistance payments.

3.154 More vulnerable tenants also required assistance with applying for Universal Credit online.

3.155 More tenants required additional support with benefit checks and income maximisation, making enquiries with DWP regarding their applications and payments of UC.

- 3.156 To help cope with demand, the Housing Department employed two additional Financial Inclusion Advisors who were based at the housing hubs across the borough.
- 3.157 The Financial Inclusion Advisors would focus on support for Council tenants in debt management, negotiation with creditors like energy and water companies as well as arrangements for rent payments and Council Tax debt.
- 3.158 Current statistics showed that collection rates for Council Tax were slightly lower amongst the UC claimants in comparison with the overall collection rate for all CTS recipients. In July 2019, the collection rate for all working age CTS recipients was 35.9% and for UC claimants only 31%.
- 3.159 The Housing Demand service was experiencing more difficulties with acquiring Private Rented Sector (PRS) accommodation as private landlords were confused about UC and often did not understand it.
- 3.160 Where landlords understood how UC operated, they did not want to take clients in receipt of UC as they were used to the direct housing benefit payments that had been offered under the Council's Direct Lets scheme. This meant acquiring direct let PRS accommodation where the Council could cease its housing duty had become more difficult.
- 3.161 Due to the introduction of UC, landlords wanted guaranteed rental schemes such as the PSL leasing arrangements as the financial risk for non-payment of rent by the resident sat with the Council and not the landlord. This increased the risk for the Council and made it harder to discharge housing duties, which was a key deliverable in the current Housing and Homelessness Outcome Review to move households out of temporary accommodation and reduce overall costs.

Impact of Universal Credit on Local Voluntary Sector

Local Foodbanks

- 3.162 Janet Fletcher (Manager, Ealing Foodbank) explained that the Ealing Foodbank had around 280 volunteers and operated seven client centres in six different venues. Each venue was open for three hours per week, 52 weeks of the year. In a previous year, one of the centres had opened on Christmas Day.
- 3.163 The premises were donated by local churches although the Foodbank paid rent on their office and warehouse space in a church hall in Hanwell.
- 3.164 Between April 2018-March 2019, Ealing foodbanks gave away 99.2 tonnes of food and served 11,546 people – an average of 8.6kg of food per person.
- 3.165 Tesco had calculated that an 'average' kilogram of food costed £1.75.
- 3.166 $8.6\text{kg} \times £1.75 = £15.05$ per person, so a family of four would receive around £60 worth of food and other items.



Janet Fletcher (Manager, Ealing Foodbank) addressing the Panel

- 3.167 The Foodbank gave out sufficient food for three meals for three days and clients could return no more frequently than once per seven-day period as foodbanks could not be the only provider of individual's food needs. The use of a foodbank was not designed to be long-term.
- 3.168 Clients could attend any of the centres, on referral, for as long as they were in crisis. The Foodbank monitored the use of vouchers use and would follow up with the referral agency if there was cause for concern such as multiple agency referral, apparent dependency or any abuse of the system.
- 3.169 Nearly all the food received was donated but last year the Foodbank spent over £15,000 to top-up stock when there were shortages in particular items. The Foodbank send out their monthly shopping lists to over 650 people and had permanent collection baskets in store at Tesco Hoover and Ealing Broadway, Waitrose West Ealing, Sainsbury West Ealing and Asda Park Royal. These were collected weekly by volunteer drivers.
- 3.170 Food donations were just keeping up with demand but the increase in numbers needing support during the longer school holidays created stress on the donations and in August 2019 many items were extremely low or out of stock.
- 3.171 The Foodbank also worked with Help through Crisis – Big Lottery funded consortium of agencies, which allowed presence of professional support at each of the centres giving further advice and ongoing support to clients

in the form of help with form filling, making claims, getting help with grant applications, etc.

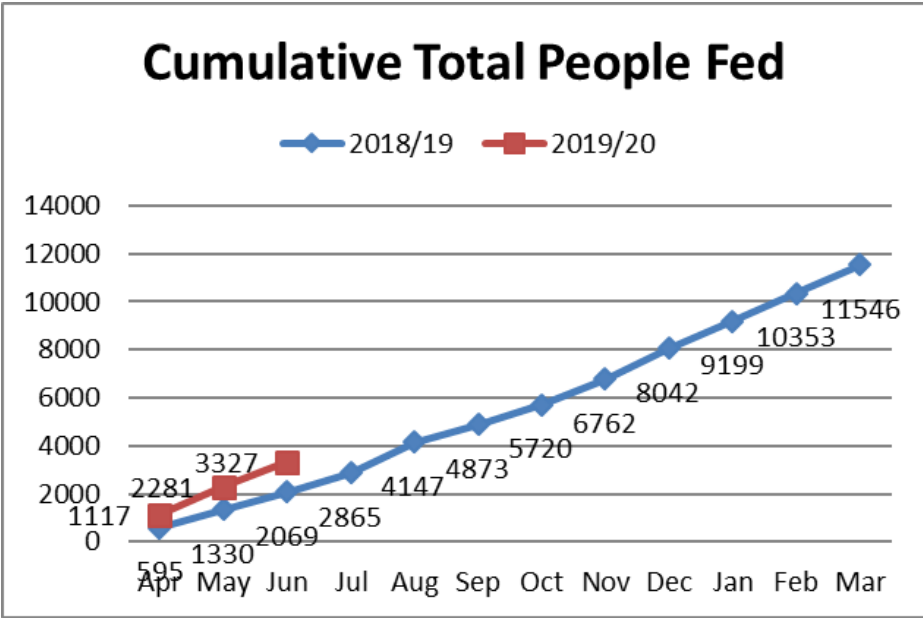
- 3.172 The use of foodbanks was increasing in the borough and was generally associated with low income and changes in benefits. Benefit changes such as the introduction of a benefit cap, social sector size criteria, LHA capping and general freeze to benefits, and recently UC had all contributed to an increase in the use of foodbanks. The Trussell Trust had suggested that the use of foodbanks had increased by 30% in the six months after UC roll out in the area compared with 12% in non-UC areas.
- 3.173 The Ealing Foodbank had provided some statistics which showed an increase in the use since 2018. There had been a 64% increase in the use of foodbanks in the borough in the first quarter of 2019 in comparison to the same period in 2018. The biggest increases had been recorded in the Greenford, Southall and Northolt areas.
- 3.174 The table below shows the number of foodbank clients broken down by area:

Client Centre	April-June 2018	April-June 2019	% change
Acton	485	724	+49
Ealing Green	n/a	142	-
Greenford	522	876	+68
Hanwell	343	508	+48
Northolt	193	296	+53
Southall	521	841	+61
Others	5	0	-
Total	2,069	3,387	+64

- 3.175 The top five causes of food poverty in Ealing as recorded by the local foodbank were:

April-June 2018	Total Fed	April-June 2019	Total Fed
Low income	489	Low income	1,188
No recourse to public funds	452	Benefit delays	626
Benefit delays	398	No recourse to public funds	527
Benefit changes	205	Benefit changes	321
Debt	127	Children holiday meals	213
Total of top five	1,491	Total of top five	2,875
	<i>Represents 72% of 2,069</i>		<i>Represents 85% of 3,387</i>

- 3.176 The total number of people fed by the foodbanks in 2018/2019 were 11,546. In the first quarter of 2019, the number of people supported by the foodbank was 6,725.



Cllr Paul Driscoll (Chair) and Cllr Anthony Young during the site visit to Ealing Foodbank





Ealing Advice Service Consortium

- 3.177 Matthew Coulam (Service Development Manager, Ealing Advice Service) explained that the data for Quarter 1 of the new Ealing Advice Service (EAS) consortium showed that 8% of all the welfare benefit enquiries received were related to UC. This had doubled since the previous year when EAS saw 4% of all enquiries relating to UC in Quarter 4 of the previous financial year.



Matthew Coulam (Service Development Manager, Ealing Advice Service) addressing the Panel

- 3.178 The increase in enquiries was partially due to the roll out of UC but also due to additional working age clients without disabilities or health conditions who were accessing the new Ealing Advice Service which came live in April 2019. The service was now available to all and no longer

solely for vulnerable adults who tended to be eligible for disability benefits instead.

3.179 EAS had been referring new UC applicants to the Citizens Advice services that were based at the Jobcentres as they were funded by the DWP specifically to deliver 'Universal Credit Support'. However, EAS still found themselves dealing with cases before and after the initial claim for UC had been made.

3.180 EAS expected a sudden increase in UC enquiries when it was first rolled out in the borough but this has not happened. However, EAS believes that some of the enquiries went to the smaller Southall based advice services (GOSAD in particular) which seemed to be taking on many of the local cases and had relayed to EAS that they were struggling with the demand.

3.181 Despite the relatively low number of UC inquiries, the cases seen by EAS tended to be complex – clients who had been turned down due to failing the habitual residency test; clients who have applied for UC while mandatory reconsideration of Employment Support Allowance decisions were being processed; and clients who had encountered issues covering their rent when they switched to UC from other benefits and HB stopped resulting in arrears and eviction proceedings.

3.182 Many clients also required assistance from EAS with Capability for Work questionnaires required for Universal Credit when a claimant had limited capability to work which could take up to 1-2 hours to complete.



Cllr Paul Driscoll (Chair) and Cllr Anthony Young during the site visit to Ealing Advice Service

Supporting Residents on Universal Credit

- 3.183 Local Authorities were initially tasked by the DWP to provide support for vulnerable UC claimants in the form of personal budgeting support and digital support. Ealing linked the budgeting support with the Local Welfare Assistance (LWA) team which allowed the Council to streamline support for those who found it difficult to budget and may have been at the point of crisis or at risk of eviction.
- 3.184 Such arrangements allowed the LWA team to provide budgeting support and, at the same appointment, identify those who were in need of a crisis payment or discretionary housing payment. This approach enabled early identification of potential rent arrears cases building up due to residents mismanaging their money and provided an opportunity for the Council to intervene early. It would prevent evictions of residents into temporary accommodation in the long term.
- 3.185 The residents who appeared to be in need of support with budgeting were identified by the Jobcentre staff and referred to the LWA team for intervention. In 2018/2019, the LWA team received around 400 referrals for personal budgeting support.
- 3.186 Digital support was also provided at the Council's Customer Contact Centre to those who struggled with their digital skills. The support included help with making a Universal Credit claim and managing an online UC account.
- 3.187 The DWP used to provide a small amount of funding to Local Authorities for this work which was dependent on expected volumes of UC claimants requiring support. In October 2018, the DWP announced changes to the Universal Support so that local authorities would no longer be expected to provide this and the funding would cease from April 2019.
- 3.188 The DWP stated that the level of support provided via local councils was not consistent as some councils provided comprehensive support whilst others provided none.
- 3.189 The DWP now assigned the Citizens Advice Bureau who had been commissioned to support UC nationally. The support provided by the CAB varied greatly from that of the Council. It was limited to online support and help with the management of online claims.
- 3.190 As Ealing did not have a CAB, the CAB officers are based within the local jobcentres some days of the week.
- 3.191 Ealing Council continued to provide Universal Credit claimants and the support provided was at the level available to non-UC claimants.
- 3.192 There was no longer a specific Council provision to support UC claimants unless they were accessing Council services and received support as part of that service.

- 3.193 As part of the ongoing digital support, all residents were able to access free internet for up to two hours. This would help those who needed to make a claim for any benefits but did not have access to internet.
- 3.194 If a claim were received for an LWA payment or a DHP from a UC claimant then they were provided with money and budgeting support. Where appropriate, they would also be referred to a work club or for other employment support.
- 3.195 A Skills Escalator supported Ealing residents in receipt of UC to access advice and guidance services to help them understand what options were available in improving their earning potential. The project also had the ability to offer financial support with study and associated costs to enable residents to access and enrol on training that would help them progress in their chosen career path.
- 3.196 Residents claiming UC would be able to gain additional support through the Council's new job brokerage service. The employment and skills team were working on understanding employer needs and skill gaps to generate job opportunities as well as boost employment in the area. The main objective of the new job brokerage service was to manage relationships with local employers to secure vacancies and apprenticeships for UC claimants and economically inactive residents.
- 3.197 The service would offer a range of vacancies, facilitate basic skills and employability training that UC claimants could access which would lead local claimants into employment. Claimants would also receive one-to-one support and intensive support (if required) through partner agencies who offered specialist employment support.
- 3.198 UC claimants in Ealing could also access the EAS consortium which was an independent service commissioned by the Council to provide free advice and assistance in social welfare law across a range of areas including welfare benefits, landlord and tenant, homelessness, debt, employment, consumer, family and immigration.

Main Implications

- 3.199 The Social Security Administration Act 1992 ("the SSAA") required local housing authorities to administer a housing benefit scheme under Section 123 of the Social Security Contributions and Benefits Act 1992.
- 3.200 Section 140A of the SSAA requires the Secretary of State to pay a subsidy to each authority administering housing benefit.
- 3.201 As more council tenants migrated onto Universal Credit, there was a risk of rent arrears increasing on their accounts and the Council having difficulty in collecting the rent. This could lead to increased bad debt.
- 3.202 Long waiting periods before the first payment of UC was made would increase demand for local welfare assistance payments.

- 3.203 Direct payments of UC to claimants including the housing element would increase the number of claimants who experienced difficulty paying the rent in full, particularly those who had other deductions from their UC payments. This would increase the number of applications for discretionary housing payments to help with rent arrears.
- 3.204 There was emerging evidence that UC claimants had higher rent arrears than those on legacy benefits so were at a higher risk of becoming homeless. This would result in increasing demand for homelessness services and the cost of homeless prevention.
- 3.205 A continually changing timetable for the completion of the Universal Credit implementation and amendments to UC regulations created a volatile environment for the Benefits Service and made it difficult to plan for the long term and staff retention more challenging.

Key Issues

The Panel:

- noted that during the site visit to Birmingham with the previous year's Housing and Planning Scrutiny Review Panel, the council welfare support had been helpful and the Universal Credit scheme had been working efficiently.
- acknowledged that rents were much cheaper in the north of England. However, with regards to housing for vulnerable clients the housing benefit scheme had been worse in London.
- queried who should be contacted for the housing queries in the DWP. The DWP officers advised that some local authority officers were based in the job centres and able to resolve housing issues or any other concerns.
- asked whether there was a difference between the Ealing and Acton Job Centres.
It was advised that both were the same.
- questioned the spike in foodbanks in Southall.
The Foodbank Manager advised that the Trussell Trust model was that a client might have three vouchers in six months. However, the Foodbank allowed partners to refer for as long as a person required provided the client was engaging with an organisation that offered advice or support. Anyone just asking for a voucher but not attending meetings or working on their problem would not be given the vouchers. The decision to move to this system of referral was not linked to Universal Credit.

The DWP was the busiest referrer and had a much better working relationship with the Foodbank than had previously been the case. The DWP had been asking more questions of claimants before issuing referral letters and had taken on board some of their requests for details.

- highlighted that there were several boroughs where the Jobcentres had local authority officers in-house and whether the Housing Service had any additional resources.
- observed that the DWP and the Citizens Advice Bureau (CAB) had a one-year national contract and queried how that worked. The DWP officers explained that the CAB had a presence in the Jobcentre three days a week. However, there was no consistency support in the boroughs. The support lacked coherence with CAB providing advice on initial applications at the Jobcentres and EAS provided follow up support when issues arose after an initial claim.
- queried the zero-hour contracts under Universal Credit. It was advised by DWP that real earning would be assessed each month.
- noted that Universal Credit was digital, online and people could use the telephone but expressed concern about the support required for individuals who did not speak or understand English. It was advised by DWP that translation services were available to support such individuals.
- enquired what 'passport' benefit meant. The Council Officer advised that it meant that people who were currently on a benefit were transferred 'passported' to other benefits.
- asked about the level of poverty in Ealing compared to other boroughs. The Foodbank Manager advised that the data was not known but Ealing had been the second busiest foodbank in London.
- queried who could refer individuals to the Foodbank. It was advised that professionals e.g. schools, MPs, GPs, etc. could do so but not all tended to make such referrals. Councillors could also make referrals.
- observed that Ealing did not have a CAB. It was advised that the DWP had decided that from April 2019 the support provided by Councils to Universal Credit claimants would be replaced by support provided by CAB. Ealing did not have a CAB office and this was flagged prior to April 2019 to the DWP Partnership Manager and London Councils. It was advised by the Council Officer that lack of a CAB in Ealing had been raised on a number of occasions with the DWP Partnership Manager prior to April 2019 when new arrangements for support were implemented and these were further escalated, however the DWP decision remained unchanged.
- learnt that Hillingdon have placed Housing Officers co-located in Jobcentres to provide Universal Credit claimants with housing advice and early intervention on homelessness prevention.
- questioned whether there were any minimum standards on housing and who monitored them.

It was advised by the Council Officer that the benefit being paid to the customer should be withheld if the housing standards were unsuitable. There were alternative arrangements available to pay directly to the landlord. Regulatory Services could enforce the necessary repairs to the property.

- expressed concern that some landlords were reluctant to rent to Universal Credit claimants due to rent arrears or late payment of rent.
- enquired whether the Child Tax Credit e.g. constantly getting overpayments would be simplified with Universal Credit
It was advised by the DWP that Child Tax Credit was being looked at by HM Revenue and Customs.
- noted the positives of the Universal Credit but wanted to know more about the negatives of the scheme.
It was advised by the DWP officers that the negatives had not been measured. However, the DWP had acknowledged that backdating of payments had been a challenge as they did not have historical context to compare the data. The claimant could apply to get a Universal Credit payment to cover up to one month before the start of the claim which was called 'backdating'. However, a good reason would be required for not claiming earlier e.g. evidence of an illness, disability, problems with the online claims system, not being told that a previous benefit would stop, or changes in a joint claim/relationship status.

This had caused some issues for claimants who had delays of over a month in claiming Universal Credit as they had been confused or misinformed about what they should do. For example, if a client had mistakenly been under the impression they should be claiming Housing Benefit then there could be a 6-week wait from the date of their initial claim before they were informed by the Council that they should actually be claiming Universal Credit to cover their rent due to their circumstances. This then meant that, even with one-month backdating, there was a gap in rent payments by the time they claimed Universal Credit.

- observed that the DWP website was not very user-friendly.
It was advised that the EAS and DWP website needed reviewing.
- referred to National Audit Office (NAO) report, wherein it was mentioned that 38% of claimants were able to verify their identity online and 80% were paid on time.
It was advised by the DWP officers that the on-time payments were 85%.
- expressed concern that 15% of claimants were not paid on time which was a significant number. The NAO report mentioned the cost per claimants falling from £699 to £173 and the number of claimants per work coach rising from 154 to 919.
- queried whether Council Tax Support was discretionary.

It was advised that this was the case.

- queried the difficulty in getting data from the DWP concerning the profile of Universal Credit claimants
It was advised by the Council Officer that the decrease in housing benefit claimants was likely to be due to transfers to Universal Credit. There had been a fall in the number of claims for Council Tax Support. People were entitled to Council Tax Support but did not claim as they were unaware of it. The DWP did not record specific information regarding details of the breakdown of the local profile of claimants. This information would help with planning Council services and interventions. The DWP Officers advised that the DWP processing centre might have information but a detail local profile e.g. post code, borough, etc. of Universal Credit claimants was not known by the Ealing Jobcentre.
- questioned what contingencies were in place in respect of poverty premium as there were no bank accounts and access to libraries.
It was advised that the DWP had been supporting customers in opening a basic bank account.
- asked how the Disability Children Allowance was addressed.
The DWP officers advised that this was in addition to the Universal Credit.
- questioned the timelines of the medical assessments and appeals.
The DWP officers advised that they were unsure of the timelines as a contractor undertook the assessments.

The EAS officer expressed concern that they had seen the use of copy and pasted comments from other people's assessments.

- felt that the discussion had raised a number of issues that the Council could consider further. The role of the Council being more proactive with Housing and Council Tax Support advice for Universal Credit claimants was highlighted. The specific nature of advice provision in Ealing where there was no local CAB and that EAS was the local provider for advice created a disconnect between different advice sources for initial claims and ongoing claims. The extension of Universal Credit to a wider range of claimant groups and all new claimants with increasingly demanding workloads for DWP officers and diminishing funding per claimant would also place additional challenges upon the DWP. The increasing challenges that DWP encountered could impact the demand for the Foodbank and other support services.

No.	Recommendation
R8	Ealing Council should monitor the impact of the new Council Tax Reduction scheme and the use of income banding by using data available from the Council and from local advice centres. In addition, case studies, particularly vulnerable groups, to illustrate the impact of CTR scheme and contacting and dealing with the Council.
R9	Ealing Council should engage in collective lobbying with other

No.	Recommendation
	authorities that do not have a local Citizens Advice Bureau service to press the Department for Work and Pensions to have a contract with local advice services to ensure a seamless initial pre-application and post application advice service is provided for the Universal Credit claimants.
R10	Ealing Council should work with other local authorities and local authority associations to lobby the Department for Work and Pensions for improved Universal Credit data to enable better monitoring of the roll out of Universal Credit and the impact upon local services.
R11	As recommended by the Department for Work and Pensions, Ealing Council should consider piloting a dedicated Housing Officer based at the Ealing Jobcentre Plus to improve homelessness prevention work, the take-up/continuity of the Council Tax Reduction claims and the management of housing costs/use of Managed Payment to Landlord.
R12	Ealing Council should respond to a request raised by Ealing Advice Centre to consider piloting dedicated telephone lines for selected advice agencies to contact key services: Housing Benefits/Council Tax Reduction/Council Tax Scheme, Tenancy Management, Council Tax, Housing Service/Locata. If the pilot is successful the use of dedicated telephone lines for advice agencies should be extended.

THE HOMES (FITNESS FOR HUMAN HABITATION) ACT 2018

- 3.206 At its third meeting, the Panel received a presentation from Mark Wiltshire (Director, Safer Communities and Housing) on the implications of The Homes (Fitness for Human Habitation) Act 2018 for the Council. The Panel also received a presentation from Matthew Coulam (Service Development Manager, Ealing Advice Service) about the impact of the Act on their service provision in the borough.



The third Panel meeting

- 3.207 The Panel heard that the new law amended the Landlord and Tenant Act 1985 and inserted new provisions so that any tenancy agreement (with a few exceptions such as shared ownership) that began after 20 March 2019, implicitly contained a covenant that the dwelling must be fit for human habitation at the start of the tenancy, and that it shall remain fit for human habitation during the lifetime of the tenancy.

Legal Implications

- 3.208 The Act was a new legal requirement upon all landlords, which the Council would have due regard to when planning and delivering services. The right for tenants to take action in the courts was in addition to the pre-existing right to take court action for a landlord's failure to keep in repair. Consequently, there was potential for an increased volume of claims by Council tenants occupying Council stock and temporary accommodation provided under homelessness duties.

Effect of the Act

- 3.209 The primary effect of the Act was that it amended Sections 8 and 10 of the Landlord and Tenant Act 1985 and inserted new Sections 9A, 9B and 9C so that any tenancy agreement (with a few exceptions such as for

shared ownership) beginning after the 20 March 2019, implicitly contained a covenant that the dwelling must be fit for human habitation at the commencement of the tenancy, and that it shall remain fit for human habitation during the lifetime of the tenancy.



Mark Wiltshire (Director Safer Communities and Housing) addressing the Panel

3.210 The Act did not apply retrospectively, except for existing periodic tenancies which would have to comply by 20 March 2020.

Fit for Habitation

3.211 In the event of dispute this would be a determination by the civil court, having regard to the framework set out in Section 10 of the Landlord and Tenant Act 1985. These were whether:

- The building had been neglected and was in a bad condition
- The building was unstable
- There was a serious problem with damp
- It had an unsafe layout
- There was not enough natural light
- There was not enough ventilation
- There was a problem with the supply of hot and cold water
- There were problems with the drainage or the lavatories
- It was difficult to prepare and cook food or wash up
- Or, any of the 29 hazards set out in the Housing Health and Safety (England) Regulations 2005

The Consequences of Non-compliance

- 3.212 Where a landlord failed to do so, the tenant had the right to take action in the courts for a breach of contract on the grounds that the property was unfit for human habitation. The remedies available to the tenant were an order by the court requiring the landlord to take action to reduce or remove the hazard, and/or damages to compensate them for having to live in a property which was not fit for human habitation.
- 3.213 If the tenant sought redress through the courts, this did not stop the local authority from using its enforcement powers to tackle poor or illegal practices by landlords and letting agents, including when landlords did not carry out necessary works that have been brought to their attention.
- 3.214 The Council would continue to apply its enforcement policy and take action as necessary and proportionate to the risk presented. This was consistent with the category of hazard identified by the Housing Health and Safety Rating System assessment. The Council, in these circumstances, kept residents informed of progress and would (under the normal disclosure arrangements) provide information to support tenants as necessary. However, the Council was not a civil litigant and would provide information from records but not compile court reports to directly support a claim.
- 3.215 There was close liaison between the Council's property regulation and housing demand teams. Information was shared to ensure that residents received a connected service. This extended from direct support and signposting to services when immediate enforcement action was taken (e.g. prohibition notices were issued) and to prevent illegal eviction where less formal action had been initiated.

Exceptions to the Requirement

- 3.216 The landlord would not be required to remedy unfitness when:
- The problem was caused by tenant behaviour. Tenants were required to use a rented property in a tenant-like manner with reasonable steps taken not to damage the property, the fixtures or fittings. Landlords could be reassured that they would not be held responsible when the property was or fixtures were treated inappropriately by tenants. However, landlords were responsible for the fixtures, fittings and appliances in the property being safe and working properly. For example, extraction systems working properly and windows that were able to be opened.
 - The problem was caused by events like fires, storms and floods which were completely beyond the landlord's control.
 - The problem was caused by the tenant's own possessions.
 - The landlord had not been able to gain consent (e.g. planning permission, permission from freeholders, etc.). There must be reasonable effort demonstrated to gain such consent.
 - The tenant was not an individual (e.g. local authorities, national parks, housing associates, etc.).
- 3.217 The Act did not cover people who had 'licenses to occupy' instead of tenancy agreements. This may include lodgers (people who lived with

their landlord) and some people who lived in multi-occupied or temporary accommodation types (e.g. hostels, hotels, bed and breakfast, etc.).

Relationship with Other Legislation and Powers

- 3.218 The Act sat alongside current local authority duties and powers to inspect and take action where there were poor conditions in the private rented sector.
- 3.219 There was no statutory duty for the Council to become involved in challenges under the Act, although this may be requested, using the duties placed upon the Council under the Housing Act 2004. Consequently, tenants who were motivated to seek redress from their landlord were likely to make requests of the Council – and guidance on such steps were being given by advice and support services.
- 3.220 Whilst a civil remedy, this shifted the ‘balance’ of responsibility to a landlord to ensure a home met and maintained a fitness standard. Under existing statutory frameworks, a landlord was only required to comply with a license condition (where such a license existed), or when a local authority had issued a formal notice (e.g. improvement notice). Penalties were only engaged once the condition or notice had not been complied with.
- 3.221 Whilst the Council’s selective and additional licensing schemes extended significant protection to tenants by setting a clear standard, which helped to raise the standard across the sector, these were limited in their geographical reach. These additional standards would not place any undue burden on a good landlord but would expose less compliant landlords to increased risk of civil litigation.
- 3.222 A landlord would also find it more difficult to seek possession of a home where an action was being taken under the provision. This would be a relevant consideration for the Council when looking to protect people from illegal eviction and when seeking to prevent homelessness.
- 3.223 Where the property regulation team had served a remedial action notice, or an improvement notice a tenant, a landlord was normally unable to issue a Section 21 notice of eviction for a period of six months. Such a tool protected a tenant from a revenge eviction where they had raised issues with their landlord.
- 3.224 The full implications of these changes would not be known for some time, as case law and understanding would develop over time – and most tenancies would not fall into scope until 2020. The government had actively promoted the responsibilities to landlords and agents through the relevant trade bodies. However, the information was less well known to tenants, although tenant support agencies (e.g. Crisis, Shelter, Citizens Advice Bureau, etc.) all had relevant information and guidance available for tenants.
- 3.225 The Council would undertake a promotion activity early in 2020 to promote the extension of the scheme to the wider group of tenancies and

the major roll out of the Act.

- 3.226 However, it was reasonable to anticipate that there would be cost implications and reputational damage for the Council as a landlord or as a commissioner of private rented properties where the standards were not met. It was, therefore, important that the Council sustained its property compliance and audit function ensuring both effective management and appropriate repair of homes.
- 3.227 Demand would inevitably increase from tenants seeking opinion and formal records of inspections from the Council to support their claims. This would become increasingly relevant when contextually claims were likely to be slow in the County Court. There was already evidence of “no win no fee” style advocacy emerging in this sector which would likely make referrals to local authorities to try and collect independent opinion on a landlord’s property.

Working with Landlords

- 3.228 The Council already supported the London landlord accreditation scheme and a number of responsible landlords were affiliated to the relevant trade associations (e.g. National Landlords Forum). They had already received information and advice on the standard and guidance on their responsibilities.

EALING ADVICE SERVICE

- 3.229 On presenting the perspective of Ealing Advice Service on the Act, Matthew Coulam (Service Development Manager), explained that the changes in regulations were not as radical as had first been expected. The Ealing Advice Service ran an ‘Accommodate Me’ service which provided advice to tenants living in rented accommodation.



Matthew Coulam (Service Development Manager) addressing the Panel

- 3.230 The Mayor of London had been involved in a campaign promoting “What makes something fit for habitation” and had secured private law firms to provide advice to landlords and letting agents in complying with the Act.
- 3.231 The project provided a breakdown on the types of accommodation that inquirers lived in. These were:
- Council accommodation – 12%
 - Housing Association – 12%
 - Private sector rentals – 26%
 - Temporary accommodation (hostels, bed and breakfast, etc.) – 14%
 - The remaining inquirers were either staying with family, owner occupiers, of no fixed abode or 'other'.
- 3.232 Disrepair and maintenance issues made up 5% of inquiries. The majority of inquiries related to the Locata/social housing register (31%), imminent homelessness e.g. eviction, possession orders, serious rent arrears (26%) with the remaining advice areas covering overcrowding, inappropriate accommodation, mortgage inquiries, shared ownership inquiries and 'other' non-urgent cases.
- 3.233 A noticeable increase had not occurred in the number of disrepair inquiries since the Act was introduced. Nevertheless, information about the Act would be provided by the Ealing Advice Service to those who made enquiries.
- 3.234 He also provided feedback received from two housing advice caseworkers who worked on the project. One adviser had stated that although there did not appear to be any inquiries directly relating to any changes to the Act, they felt it would be useful for residents to know about their rights and responsibilities as defined in the Act. The second adviser felt that the Council was not prepared for the introduction of the Act and had experienced cases where the Council had not followed up on deadlines or chased actions that had been ignored by the landlord.
- 3.235 Ealing Advice Service housing advisors supported disrepair inquiries with telephone calls, letters, making complaints and resolving issues relating to evictions, including cases of possible retaliatory eviction. Referrals elsewhere were sometimes necessary when a client required representation in court. This could be arranged through Ealing Law Centre, or a private solicitor to secure legal aid if eligible.

Key Issues

On questioning, the Panel heard that:

- the Act would not have a significant impact from the present as Ealing Council had a good residents complaints system in place. The service standards were clearly laid out and the Council was in a solid position. The Council was also a responsible landlord.
- to meet the rising demand for housing within the borough, private landlords were sought to house those on the Council's waiting list. Private landlords could secure accreditation with the London Landlord

Accreditation Scheme once they had completed the landlord training course.

- that poor housing had a detrimental effect on health and education attainment.
- the majority of enquiries received by the Council about housing were about damp and upon investigation these enquiries were often surface damp rather than structural damp. Surface damp (condensation) could be resolved by turning the radiators on and opening windows. This simple solution often did not make sense to residents who had contacted the Council about damp problems, especially in a household under financial pressure. The Council always investigated complaints about damp in properties to confirm the source of the damp.
- the service had not made additional provision in the budget for the Act.
- recruiting Environmental Health officers was a challenge.
- there would be promotional information in the Council's Around Ealing magazine next year to raise awareness.
- the Ealing Advice Service advisers did not have the same powers as lawyers but highlighted the following actions to help improve service standards for the residents in the borough:
 - the promotion of the new Homes (Fitness for Habitation) Act needed to be coupled with effective funding for advice on the issues.

The risk that residents were signposted to services which did not have funding to assist effectively in these issues was great. While Shelter had some excellent online resources and telephone advice – tenants, especially vulnerable tenants, needed effective legal representation to pursue their legal remedies.
 - The Council's Housing Options Service should continue to improve their links with Regulatory Services to ensure effective joined up working.

The EAS experience had disclosed that most clients who approached them about disrepair issues wanted to move to alternative private rented accommodation but are stuck. The landlords of bad quality accommodation would go through the eviction process and the clients were unable to find deposits to leave the accommodation themselves. Putting further resources into the Regulatory Services to help residents to enforce their rights under the Homes Act may assist this and help save in the Housing Options unit.
 - Issues raised by the Council tenants under the Homes (Fitness for Habitation) Act 2018 should be considered in the Council's Allocation Scheme once the scheme was reviewed.

EAS had seen Council tenants whose condensation damp issues due to overcrowding had not been taken into account when consideration of their circumstances has been put before the Social Welfare Panel. As this could now be potentially a situation where a Council property was not fit for habitation, needed to be reflected in the allocations scheme.

- the Council's booklet which outlined the responsibilities of the tenants and landlords was readily available as well as simple and clear to follow.
- the Council had licensed more properties than most London boroughs. The licensing conditions made the responsibilities explicit and had changed the way the landlords engaged.
- the civil penalty notice and licensing had changed the outlook for landlords.
- not all landlords were bad and there were incentive schemes for landlords.
- eviction of tenants was up to the courts.
- the Council had a duty to house a tenant if they were statutory homeless.
- the Council was preparing to launch a digital platform that would provide landlords with handy tips on making small repairs to their properties and the maintenance.
- the Council already had a direct telephone line for emergency accommodation. However, the Councillors felt that it was also important to consider having a direct line for tenant issues.

No.	Recommendation
R13	Ealing Council should continue to promote awareness, recognition and value of the London Landlord Accreditation scheme and other trade associations to estate agents, landlords and tenants.
R14	The Panel agreed with Ealing Law Centre's recommendation that Ealing Council should promote housing standards to tenants and the options available to address disrepair.
R15	Ealing Council should ensure that the promotion of The Homes (Fitness for Habitation) Act needed to be coupled with effective funding for advice on the related issues.
R16	Ealing Council should consider encouraging the use of Managed Payment to Landlord for Universal Credit housing costs for Council tenants to help reduce possibility of rent arrears.

FUTURE MONITORING

3.236 The Panel suggests that an appropriate Scrutiny Panel should undertake the monitoring of the implementation of the recommendations and further ongoing monitoring.

No.	Recommendation
R17	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.



The fourth Panel meeting

4.0 **KEY LEARNING POINTS**

4.1 Some of the key learning points for the Panel were:

- Recognising the numerous and diverse organisations that operated across the borough in different ways in managing the impact of national issues.
- Engaging with the community – seeking the views of the local people through publicity, site visits and their attendance at Panel meetings were a very valuable source of gathering information directly from the key stakeholders.
- Benchmarking exercises provided important comparisons.
- Site visits made a significant difference to the information obtained.
- Established good contacts with some external agencies e.g. groups, providers, etc.
- The difficulty in engaging some external agencies and areas of the community.
- The inevitability of identifying problems in the current provision and making suggestions for improvements.
- Through the meetings, raised the profile of the local effects of national issues affecting the borough and promoted discussion between organisations.
- The review had produced ideas for future development.
- An important element in the success of initiatives was the promotion and communication of activities, opportunities and new initiatives to the widest audience using relevant communication channels.



Cllr Paul Driscoll (Chair) and Cllr Gary Busuttill (Vice Chair) at the last meeting

5.0 **MEMBERSHIP AND ATTENDANCE**

5.1 The table below shows the membership and attendance of Panel Members.

Membership and Attendance at Panel Meetings

Name	Total Possible	Actual Attendance	Apologies Received
<u>Members</u>			
Cllr Paul Driscoll (Chair)	4	4	-
Cllr Gary Busuttil (Vice Chair)	4	2	2
Cllr Shahbaz Ahmed	4	3	1
Cllr Jaskiran Chohan	4	2	2
Cllr Tejinder Dhani	4	3	1
Cllr Dee Martin	4	4	-
Cllr Karam Mohan	4	3	1
Cllr Chris Summers	4	4	-
Cllr Anthony Young	4	3	1
<u>Substitutes and Other Councillors</u>			
<u>Meeting 1:</u>			
- Cllr Miriam Rice substituted for Cllr Jaskiran Chohan			
- Cllr Steve Donnelly substituted for Cllr Tejinder Dhani			
- Cllr Deirdre Costigan substituted for Cllr Karam Mohan			
<u>Meeting 2:</u>			
- Cllr Joy Morrissey substituted for Cllr Anthony Young			
<u>Meeting 3:</u>			
- Cllr Jon Ball substituted for Cllr Gary Busuttil (Vice Chair)			
<u>Meeting 4:</u>			
-			
<u>External Witnesses</u>			
- Mr Paul Honeyben (Strategic Lead: Finance and Improvement, London Councils)			
- Ms Marj Shanahan (Customer Services Operational Manager, Department for Work and Pensions)			
- Ms Naz Aziz (Partnership Manager, Department for Work and Pensions)			
- Ms Janet Fletcher (Manager, Ealing Foodbank)			
- Mr Matthew Coulam (Service Development Manager, Ealing Advice Service)			
<u>Service Officers</u>			
- Mr Ross Brown (Chief Finance Officer)			
- Ms Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager)			
- Mr Mark Wiltshire (Director, Safer Communities and Housing)			

Site Visits

5.2 In addition to the four formal meetings, the Panel members undertook supplementary site visits as follows:

Site	Attendees
<p>1. <i>Ealing Foodbank</i> St Mellitus Hall 1 Church Road Hanwell London W7 3BB</p> <p>Wednesday 25 September 2019 10:45-11:30</p>	<ul style="list-style-type: none">- Cllr Paul Driscoll (Chair)- Cllr Anthony Young
<p>2. <i>Ealing Advice Service</i> Age UK Ealing 135 Uxbridge Road West Ealing London W13 9AU</p> <p>Wednesday 25 September 2019 12:00-13:00</p>	<ul style="list-style-type: none">- Cllr Paul Driscoll (Chair)- Cllr Anthony Young
<p>3. <i>Ealing Jobcentre Plus</i> 86-92 Uxbridge Road West Ealing London W13 8RA</p> <p>Wednesday 25 September 2019 13:30-14:30</p>	<ul style="list-style-type: none">- Cllr Paul Driscoll (Chair)- Cllr Anthony Young

6.0 BACKGROUND INFORMATION

6.1 Useful Papers

Ealing Council's Constitution, available at http://www.ealing.gov.uk/info/200892/decision_making/597/council_constitution.

Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues – Terms of Reference, Work Programme, Agendas, Minutes and Reports available at https://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/319/Default.aspx.

Overview and Scrutiny Committee – Agenda, Minutes and Reports available at http://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/34/Default.aspx.

Current Ealing Council agendas and reports are available at <http://ealing.cmis.uk.com/ealing/Committees.aspx>.

London Councils – London's Local Services: Investing in the Future (November 2018).

Budget Strategy Report 2019/2020 – Cabinet, 12 February 2019.

Medium Term Financial Strategy – 2019/2020–2022/2023 (February 2019).

London Councils' report: London's Local Services: Investing in the Future (November 2018).

Revised Council Tax Support Scheme for 2019/2020 – December 11 2018.

Corporate Parent, 27 June 2019, agenda item 16, Report on Looked After Children and Youth Offending.

Brexit Preparedness – Senior Leadership Team report dated 24 April 2019.

Preparations for Exiting the European Union – Cabinet report 19 March 2019.

HC 493 Brexit and local government Thirteenth Report of Session 2017–2019.

Rolling Out Universal Credit – National Audit Office, 15 June 2018.

Universal Credit: What needs to change to reduce child poverty and make it fit for families? – Child Poverty Action Group, June 2019.

State of the PRS (Q1 2019), A survey of private landlords and the impact of welfare reforms – Residential Landlords Association, July 2019.

The Homes (Fitness for Human Habitation) Act 2018.

Regulating the Private Rented Sector in Ealing – Report to Scrutiny Review Panel 1 – 2018/2019: Housing and Planning on 12 September 2018.

The report covers *the Council's private property licensing schemes implemented in January 2017 and details the work undertaken by the Property Regulation and Enforcement Teams to ensure that Ealing has a much-needed supply of private rented property which is safe, in good condition and does not negatively impact on the wider community.*

The Environment (Principles and Governance) Bill 2018.

6.2 Useful Websites

1. Ealing Council – www.ealing.gov.uk
2. Centre for Public Scrutiny – www.cfps.org.uk
3. Government Services and Information – www.gov.uk
4. London Councils – www.londoncouncils.gov.uk/
5. Ealing Advice Service – <http://ealingadvice.org/>
6. Ealing Foodbank – <https://ealing.foodbank.org.uk/>
7. Ealing Jobcentre Plus –
<https://www.jobcentreplusoffices.com/london/ealing-jobcentre-plus/>
8. [Simulator on the Digital Marketplace](#)
 - [Liverpool City Council](#) – Budget model
 - [Police Service of Northern Ireland](#) – Points model
 - [Arlen Hill, USA](#) – Tax model

6.3 Further Information

For further information about Scrutiny Review Panel 3 – 2019/2020: Local Effects of National Issues please contact:

Harjeet Bains
Scrutiny Review Officer
Ealing Council
Tel: 020-8825 7120
Email: bainsh@ealing.gov.uk

7.0 RECOMMENDATIONS

Rec No.	Recommendation
<i>Financial Pressures Facing Ealing Council</i>	
R1	Ealing Council should consider using a range of metrics and case studies that can clearly and succinctly communicate to residents the financial challenges faced by it. For example, the following have been useful to communicate the pressures upon the Council: daily spends in adult social care and children's services.
R2	Ealing Council should continue to promote the European Union registration scheme directly to staff and recruitment agencies/ staff suppliers with particular focus on key areas such as Adult Social Care and Street Services.
R3	Ealing Council should promote greater awareness amongst residents of its statutory responsibilities, new responsibilities and cost shunts from central government and changing financial position using methods that can engage residents.
R4	Ealing Council should promote awareness of the changes in government funding methodology and the impact upon the Council.
R5	Ealing Council should use careful risk analysis to investigate the options for income generation to develop an income stream that is independent of central government.
R6	Ealing Council should continue to promote the work that has been undertaken through the Brighter Futures, Better Lives and Future Ealing programmes to demonstrate how the Council had adapted to meet financial and service challenges.
R7	Ealing Council should explore the option of using an online budget simulator as an education/communication tool to demonstrate the financial challenges that continue to be faced by the Council.
<i>Impact of Universal Credit</i>	
R8	Ealing Council should monitor the impact of the new Council Tax Reduction scheme and the use of income banding by using data available from the Council and from local advice centres. In addition, case studies, particularly vulnerable groups, to illustrate the impact of CTR scheme and contacting and dealing with the Council.
R9	Ealing Council should engage in collective lobbying with other authorities that do not have a local Citizens Advice Bureau service to press the Department for Work and Pensions to have a contract with local advice services to ensure a seamless initial pre-application and post application advice service is provided for the Universal Credit claimants.
R10	Ealing Council should work with other local authorities and local authority associations to lobby the Department for Work and Pensions for improved Universal Credit data to enable better monitoring of the roll out of Universal Credit and the impact upon local services.
R11	As recommended by the Department for Work and Pensions, Ealing Council should consider piloting a dedicated Housing Officer based at the Ealing Jobcentre Plus to improve homelessness prevention work, the take-up/continuity of the Council Tax Reduction claims and the management of housing costs/use of Managed Payment to Landlord.

Rec No.	Recommendation
R12	Ealing Council should respond to a request raised by Ealing Advice Centre to consider piloting dedicated telephone lines for selected advice agencies to contact key services: Housing Benefits/Council Tax Reduction/Council Tax Scheme, Tenancy Management, Council Tax, Housing Service/Locata. If the pilot is successful the use of dedicated telephone lines for advice agencies should be extended.
<i>The Homes (Fitness for Human Habitation) Act 2018</i>	
R13	Ealing Council should continue to promote awareness, recognition and value of the London Landlord Accreditation scheme and other trade associations to estate agents, landlords and tenants.
R14	The Panel agreed with Ealing Law Centre's recommendation that Ealing Council should promote housing standards to tenants and the options available to address disrepair.
R15	Ealing Council should ensure that the promotion of The Homes (Fitness for Habitation) Act needed to be coupled with effective funding for advice on the related issues.
R16	Ealing Council should consider encouraging the use of Managed Payment to Landlord for Universal Credit housing costs for Council tenants to help reduce possibility of rent arrears.
<i>Future Monitoring</i>	
R17	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.

8.0 RECOMMENDATIONS WITH OFFICER COMMENTS

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
<i>Financial Pressures Facing Ealing Council</i>			
R1	Ealing Council should consider using a range of metrics and case studies that can clearly and succinctly communicate to residents the financial challenges faced by it. For example, the following have been useful to communicate the pressures upon the Council: daily spends in adult social care and children's services.	<u>Ross Brown (Chief Finance Officer)</u> Finance can develop a suite of indicators based on budget pressures, particularly in income driven or demand led services.	Accept
R2	Ealing Council should continue to promote the European Union registration scheme directly to staff and recruitment agencies/ staff suppliers with particular focus on key areas such as Adult Social Care and Street Services.	<u>Liz Chiles (Director of Human Resources and Organisational Development) and Kevin O'Leary (Managing Director, Greener Ealing Limited)</u> Yes – Greener Ealing Limited and its Agency provider will support the European Registration scheme.	Accept
R3	Ealing Council should promote greater awareness amongst residents of its statutory responsibilities, new responsibilities and cost shunts from central government and changing financial position using methods that can engage residents.	<u>Ross Brown (Chief Finance Officer)</u> Finance is currently leading a review of Duties & Powers across the Council which will shape greater awareness of statutory responsibilities. Finance will work with Strategy & Engagement to develop an appropriate communication plan.	Accept
R4	Ealing Council should promote awareness of the changes in government funding methodology and the impact upon the Council.	<u>Ross Brown (Chief Finance Officer)</u> This will be incorporated into comms piece described in R3.	Accept
R5	Ealing Council should use careful risk analysis to investigate the options for income generation to develop an income stream that is independent of central government.	<u>Ross Brown (Chief Finance Officer)</u> The Council should not borrow money to fund commercial investment and is not currently in a financial position to fund such initiatives within existing resources. Existing independent income sources such as fees and charges are regularly reviewed during budget setting. The Council will	Reject

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		also continue to lobby Central Government to keep more receipts in areas such as NNDR.	
R6	Ealing Council should continue to promote the work that has been undertaken through the Brighter Futures, Better Lives and Future Ealing programmes to demonstrate how the Council had adapted to meet financial and service challenges.	<u>Ross Brown (Chief Finance Officer) and Kieran Read (Director of Strategy and Engagement)</u> Agreed, this will be incorporated into comms piece described in R3.	Accept
R7	Ealing Council should explore the option of using an online budget simulator as an education/communication tool to demonstrate the financial challenges that continue to be faced by the Council.	<u>Ross Brown (Chief Finance Officer)</u> This will incur additional costs of c£5K to purchase licence and would also require significant officer capacity to develop base model to make meaningful to Ealing context. There is a high probability that few people will use it and C19 restrictions will limit the type of physical engagement we would usually run in parallel to promote. Feedback from other Councils that have used a similar approach in more normal times have struggled to achieve significant engagement. The Council will look to use virtual engagement sessions as an alternative.	Reject
Impact of Universal Credit			
R8	Ealing Council should monitor the impact of the new Council Tax Reduction scheme and the use of income banding by using data available from the Council and from local advice centres. In addition, case studies, particularly vulnerable groups, to illustrate the impact of CTR scheme and contacting and dealing with the Council.	<u>Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager)</u> A review of the current Council Tax Reduction scheme will be carried out in April/May 2021, after the scheme has been in place for a full financial year. The Council will contact local advice centres for additional data that can be used for the review.	Accept
R9	Ealing Council should engage in collective lobbying with other authorities that do not have a local Citizens Advice Bureau service to press the Department for Work and Pensions to have a contract with local advice services to	<u>Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager)</u> Although Ealing does not have a local Citizens Advice office, Ealing residents are able to access	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
	ensure a seamless initial pre-application and post application advice service is provided for the Universal Credit claimants.	CAB online and via telephone. The local jobcentres have also ensured that representatives of the CAB office are present and available at the jobcentres.	
R10	Ealing Council should work with other local authorities and local authority associations to lobby the Department for Work and Pensions for improved Universal Credit data to enable better monitoring of the roll out of Universal Credit and the impact upon local services.	<p><u>Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager)</u> The council works with London Councils who continue to work with the DWP and lobby on various issues arising around Universal Credit and Housing Benefits.</p>	Accept
R11	As recommended by the Department for Work and Pensions, Ealing Council should consider piloting a dedicated Housing Officer based at the Ealing Jobcentre Plus to improve homelessness prevention work, the take-up/continuity of the Council Tax Reduction claims and the management of housing costs/use of Managed Payment to Landlord.	<p><u>Lynne Duvall (Head of Housing – Prevention)</u> We would only deal with the homelessness prevention aspects of this work. Our staff work generically and are fully utilised dealing with homelessness approaches which are likely to increase significantly over the coming months. We would not be able to spare an existing resource for this. Maybe JCP should consider placing a resource with us.</p> <p><u>Jess Murray (Head of Safer Communities and Residents Services)</u> We have tenancy management provision via our respective hubs, a tenant will have clear information on how to access housing/tenancy and rents support should they be a Council tenant.</p> <p><u>Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager)</u> In regard to take up of the council tax reduction scheme, improvements in processes have been made on the DWP and Council side. The Council</p>	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		now receives an electronic notification from DWP when a UC claimant also requires CTR. The notification is treated as a new claim and processed accordingly.	
R12	Ealing Council should respond to a request raised by Ealing Advice Centre to consider piloting dedicated telephone lines for selected advice agencies to contact key services: Housing Benefits/Council Tax Reduction/Council Tax Scheme, Tenancy Management, Council Tax, Housing Service/Locata. If the pilot is successful the use of dedicated telephone lines for advice agencies should be extended.	<u>Joanna Pavlides (Local Welfare Assistance and Benefits Support Manager)</u> The number of enquiries received from Ealing Advice Centre is currently relatively low and it may not be cost effective to set up a dedicated line for advice agencies. Furthermore, advice agencies have contact details of individual managers and can raise any urgent enquiries through them directly to ensure case resolution.	Reject
<i>The Homes (Fitness for Human Habitation) Act 2018</i>			
R13	Ealing Council should continue to promote awareness, recognition and value of the London Landlord Accreditation scheme and other trade associations to estate agents, landlords and tenants.	<u>Allison Forde (Head of Property Regulation, Planning Enforcement and Environment)</u> Agree.	Accept
R14	The Panel agreed with Ealing Law Centre's recommendation that Ealing Council should promote housing standards to tenants and the options available to address disrepair.	<u>Allison Forde (Head of Property Regulation, Planning Enforcement and Environment)</u> Agree.	Accept
R15	Ealing Council should ensure that the promotion of The Homes (Fitness for Habitation) Act needed to be coupled with effective funding for advice on the related issues.	<u>Allison Forde (Head of Property Regulation, Planning Enforcement and Environment)</u> Agree.	Accept
R16	Ealing Council should consider encouraging the use of Managed Payment to Landlord for Universal Credit housing costs for Council tenants to help reduce possibility of rent arrears.	<u>Ross Brown (Chief Finance Officer)/Mark Wiltshire (Director of Community Development)</u> Where clients contact the Local Welfare Assistance team because they're struggling with money and budgeting and/or in rent arrears, it is already recommended to tenants that they go down this	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<p>route to help protect their tenancy.</p> <p>Housing teams can also apply for Managed Payments in circumstances where tenants are defaulting or at risk of defaulting on their rent payments. DWP guidance is that each case should be considered on an individual basis and does not allow for an automatic right of application unless eligibility criteria met.</p>	
Future Monitoring			
R17	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.	<p><u>Sam Bailey (Head of Democratic Services)</u> The Overview and Scrutiny Committee normally reviews the progress on, a six-monthly basis, all Panel recommendations that have been accepted by the Cabinet/Other Bodies.</p>	Accept



Report for: ACTION
Item Number: 10

Contains Confidential or Exempt Information	No
Title	Final Report of Scrutiny Review Panel 4 – 2019/2020: Leisure
Responsible Officer(s)	Helen Harris Director of Legal and Democratic Services harrish@ealing.gov.uk Tel: 020-8825 8159
Author(s)	Cllr Simon Woodroofe (Vice Chair) Harjeet Bains Scrutiny Review Officer Email: bainsh@ealing.gov.uk Tel: 020-8825 7120
Portfolio(s)	Councillor Bassam Mahfouz (Finance and Leisure)
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Keywords/Index	Scrutiny, review, leisure, sports, outcomes, recommendations

Purpose of Report:
The purpose of this report is to refer to Cabinet the final report and recommendations of Scrutiny Review Panel 4 – 2019/2020: Leisure

1. Recommendations

- 1.1 It is recommended that Cabinet:
- notes the final report of the Panel, as endorsed by the Overview and Scrutiny Committee (OSC) on 8 October 2020, which is attached as **Appendix 1**;
 - accepts the Panel’s recommendations in Section 8.0 of the final report;
 - identifies whether further information or advice is required from service officers on any of the recommendations before Cabinet can take a decision about accepting or rejecting these on 8 December 2020;
 - directs service officers to produce/or finalise an action plan within an agreed timescale on those recommendations that are agreed by Cabinet; and
 - reports its decisions to OSC on 7 January 2021 or 4 February 2021, as appropriate.

2. Reason for Decision and Options Considered

2.1 Scrutiny has a role in improving decision-making and service delivery through effective scrutiny. Recommendations from Scrutiny need to be taken forward in a timely manner and in accordance with the Council's Constitution if the Scrutiny function is to be effective. The Scrutiny and Executive Protocol identifies the timescale for Cabinet to respond to Scrutiny recommendations. This decision will mean that the response is made in a timely manner and that services can implement the accepted recommendations.

3. Key Implications

3.1 The recommendations of Scrutiny Review Panel 4 – 2019/2020: Leisure are provided in a table format in Section 8.0 of the full report of the Panel in Appendix 1.

3.2 The Council Constitution (Part 2 Article 6.03) gives the OSC power to 'set up individual specialist panels to investigate and report back to Overview and Scrutiny Committee ...' Part 4 of the Constitution, Scrutiny Procedure Rules (par.10) identifies that OSC prepares a formal report on its recommendations and submits it to Cabinet.

3.3 Where appropriate, service officers have identified the financial, legal and any other pertinent implications against each recommendation to enable Cabinet to reach a decision.

3.4 OSC will, twice a year, monitor the progress on the implementation of each recommendation agreed by Cabinet. OSC will first look at how implementation is proceeding at their meeting in mid-2021.

4. Financial Implications

4.1 The service officer response, including suggested actions which may have potential financial implications, to each recommendation is provided in Section 8.0 of Appendix 1.

4.2 The majority of the recommendations have no financial implications or those that have can be contained within existing service budgets. Where a recommendation involves additional funds then these will have to be contained at present and any further allocation of funds would need to be obtained through the normal budget setting process.

5. Legal

5.1 The constitution requires that Scrutiny Review Panel recommendations be submitted to OSC for approval prior to submission to Cabinet. These were considered and agreed by OSC on 8 October 2020.

5.2 The legal implications are outlined against the recommendations in Appendix 1, as appropriate. Where additional legal support is required to implement recommendations, this will be met by the service concerned.

6. Value for Money

- 6.1 The effectiveness of Scrutiny is measured by the quality of its recommendations to Cabinet and the extent to which it has contributed to both democratic renewal and Members' community development role. The Panel held open public meetings, solicited views through expert witnesses and media channels to ensure a regular and sustained input to the work of the Panel.
- 6.2 With respect to Panel recommendations, value for money implications are outlined in the officer response to each recommendation in the schedule, as appropriate.
- 6.3 If recommendations arising from Scrutiny are not taken forward and implemented in a timely manner then improvements to service delivery are not being made efficiently.

7. Sustainability Impact Appraisal

- 7.1 There is none arising directly from this report.

8. Risk Management

- 8.1 There are no direct risk management implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery.

9. Community Safety

- 9.1 There are no direct implications arising from this report but the failure to act on agreed recommendations or action plans arising could give rise to risk issues in service delivery and community safety.

10. Links Applicable to the Three Key Priorities for the Borough

- 10.1 The recommendations arising from the Panel's review relate to the following two key priorities:
- opportunities and living incomes
 - a healthy and great place

11. Equalities, Human Rights and Community Cohesion

- 11.1 No Equality Analysis Assessment has been undertaken on these recommendations. Any equalities or community cohesion issues have been addressed by the service officers' response as appropriate.

12. Staffing/Workforce and Accommodation Implications

- 12.1 Any staffing/workforce and accommodation implications have been addressed by the service officers' response as appropriate.

13. Property and Assets

- 13.1 None.

14. Any Other Implications

- 14.1 None.

15. Consultation

- 15.1 The Overview and Scrutiny Committee considered and approved the final report of the Panel on 8 October 2020.

15.2 The recommendations take into consideration the views of local organisations and residents as expressed at the site visits and open meetings held by the Panel.

16. Timetable for Implementation

16.1 The Overview and Scrutiny Committee will monitor, twice yearly, the implementation of the recommendations accepted by Cabinet with the first examination of progress in mid-2021.

Cabinet Action		Date	Service Implementation
1.	Cabinet accepts some or all recommendations.	8 December 2020	21 December 2020 – in line with Call-in requirements.
2.	Cabinet requests further information.	8 December 2020	Service provides additional information for Cabinet on 19 January 2021 .
3.	As a result of further information, Cabinet accepts or rejects remaining recommendations.	19 January 2021	1 February 2021 – in line with Call-in requirements.
4.	Cabinet responds to the Overview and Scrutiny Committee.	7 January 2021 <i>(if no additional information is requested)</i> <i>or</i> 4 February 2021 <i>(if additional information is requested)</i>	

17. Appendices

17.1 **Appendix 1:** Final Report of Scrutiny Review Panel 4 – 2019/2020: Leisure

18. Background Information

18.1 Ealing Council’s Constitution is available at [Ealing Council Constitution](#).

18.2 Overview and Scrutiny Committee – Agendas, Minutes and Reports, available at [Overview and Scrutiny Committee](#).

18.3 Scrutiny Review Panel 4 – 2019/2020: Leisure – Agendas, Minutes and Reports, available at [Scrutiny Review Panel 4 - 2019/2020: Leisure](#).

18.4 Current agendas and reports are available at <https://www.ealing.gov.uk/info/201039/committees>.

Report Consultation

<i>Name of Consultee</i>	<i>Department</i>	<i>Date Sent to Consultee</i>	<i>Date Response Received from Consultee</i>	<i>Comments Appear in Report Para</i>
Internal				
Helen Harris	Director of Legal and Democratic Services	04.11.20/ 24.11.20/ 25.11.20		
Ross Brown	Chief Finance Officer	04.11.20/ 24.11.20/ 25.11.20		
Mark Wiltshire	Director of Community Development	17.09.20		
Chris Bunting	Assistant Director Leisure	17.09.20		
Jan De Schynkel	Arts and Culture Manager	17.09.20		
Senior Leadership Team	All Members	12.11.20		
Overview and Scrutiny Committee	All Committee Members	08.10.20		
External				
None				

Report History

Decision Type:		Urgency item?	
Non-key Decision		No	
Authorised by Cabinet Member:	Date Report Drafted:	Report Deadline:	Date Report Sent:
N/A	14.10.20	26.11.20	26.11.20
Report No.:	Report Author and Contact for Queries:		
	Harjeet Bains Scrutiny Review Officer Email: bainsh@ealing.gov.uk Tel: 020-8825 7120		



SCRUTINY REVIEW PANEL 4 – 2019/2020

LEISURE

FINAL REPORT

23 July 2020

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VICE CHAIR'S OVERVIEW



***Councillor Simon Woodroffe
(Panel Vice Chair)***

The Panel completed its programme despite having faced a number of logistical problems over the year.

The Chair was elected to Parliament midway through and twice the minute taker has left the Council fairly abruptly.

I would therefore like to thank all those who have remained involved over the year. It has provided a comprehensive look at the Council's leisure strategy and operations, with the exceptions of libraries which were covered by another Scrutiny Committee. This review concluded before the COVID-19 pandemic started so its impact on the leisure provision in the borough would be the subject of a separate scrutiny.

Many thanks to Chris Bunting, who is the officer largely responsible for the area and attended all of the meetings, but also to Jan De Schynkel, who is new to the Council but is looking to set up a new arts policy for the Council and Harjeet Bains who officered it.

It is accepted that there are considerable financial pressures in the area, in line with the Council's overall situation, but despite these, Ealing provides a wide service in the area. There are many successful stories to be told and these are referenced in the report.

A new arts strategy was launched and a wide range of arts groups came to the final meeting with presentations, but I would also like to mention the Impact Group which comprises performers with special needs and presents spectacular shows.

I hope this report provides a useful basis for the developing of future Council strategy.

1.0 **INTRODUCTION**

- 1.1 The main **purpose** of Scrutiny Review Panel 4 – 2019/2020: Leisure was to review the Council's leisure provision in the borough.
- 1.2 The work of this Panel would assist the Council in meeting the commitments of the Community Strategy and Corporate Plan. In particular, it would help meet the Council's strategic goal of making Ealing a healthy and great place by encouraging sport and leisure as well as working with others in maintaining the excellence of the borough's parks and open spaces.
- 1.3 The membership of the Panel was agreed at the Council meeting on 7 May 2019.
- 1.4 The **scope** of the Scrutiny Panel, which was drawn up by Councillors at the Annual Scrutiny Conference on 9 May 2019, was to consider the following key areas regarding the leisure provision:
 - **An overview of the leisure provision in the borough** – including definition, types e.g. Council, commercial, private, voluntary, charities, etc., accessibility, links to other policy areas, need, disengagement, role of Major Projects Team, funding opportunities, external support e.g. volunteering, etc.
 - **Parks and Open Spaces** – an update on the borough's parks and open spaces including management arrangements, uses, festivals/events, resource sources, surveys, gaps, benchmarking, residents' involvement, sustainability, etc. and how successful examples from within the borough and elsewhere could be replicated.
 - **Sports** – an update on the sports provision in the borough including facilities, providers, usage, participation, accessibility, budgets and performance, benchmarking, sponsorship, gaps, publicity, etc.
 - **Arts** – an update on the arts provision in the borough including types, providers, facilities, funding, benchmarking, sponsorship, accessibility, membership, publicity, best practice, etc.
- 1.5 The key **expected outcomes** were:
 - to ensure that the Council's leisure provision inspired more residents, particularly low participant groups, to actively participate in sport and leisure for a healthier borough.
 - to make recommendations for further improvements in the leisure provision within the borough that would benefit all the local communities.
- 1.6 The Panel sought the views of the major stakeholders in their review.

2.0 METHODOLOGY

General

2.1 The Panel received reports and presentations from internal services, external agencies and expert witnesses at their meetings. There were five scheduled meetings in the year and three of these were held in the Ealing Town Hall complex. The fourth meeting that considered the Arts was held at The Questors Theatre. The fifth meeting was cancelled due to the COVID-19 pandemic. The Panel also conducted several site visits.

Co-option

2.2 The Panel decided against co-opting any additional representatives as it would have been difficult to have a balanced representation from the numerous establishments falling within this remit.

Site Visits

2.3 Panel Members undertook the following site visits in the borough:

- Plogolution Event: a 2-kilometre walk/5-kilometre run at Northala Fields, Northolt
- Meeting with Alex Duncan (Contracts Manager, The Event Umbrella)
- Let's Go Southall Summit
- London Tigers Sports Complex
- PACE Charitable Trust
- Brentford Football Club Community Sports Trust
- The Questors Theatre

Publicity

2.4 The Panel's work was publicised in the Council's *Around Ealing* free magazine which is delivered to all households in the borough, website and by direct emails.

3.0 **DETAILED CONSIDERATIONS** **OVERVIEW OF THE CURRENT LEISURE PROVISION**

3.1 At the first meeting, the Panel received an overview of the current leisure provision in the borough from Chris Bunting (Assistant Director, Leisure), Pauline Lawrence (Leisure Operations Manager) and Julia Robertson (Sports Development Manager).



The first Panel meeting

Definition

3.2 The general definition of leisure was explained as “activity outside employment/education carried out by residents in their spare/free time – active participation not watching”. However, for the broader scope of the Panel it was defined as a relatively freely chosen humanistic activity and its accompanying experiences and emotions (e.g. enjoyment and happiness) that could potentially make one's life more enriched and meaningful.

Physical Activity Guidelines

3.3 The Chief Medical Officer's physical activity guidelines recommended the following:

- For children and babies five years and under, at least 180 minutes (three hours) of activity spread throughout the day and minimising being sedentary (restrained or sitting) from extended periods (apart from sleeping).
- For children and young people over 5 years of age, at least 60 minutes of moderate to vigorous intensity activity a day, vigorous intensity activities that strengthen muscle and bone at least three days per week and minimising being sedentary (sitting) for extended periods.

- For all adults, at least 150 minutes (2½ hours) of moderate intensity activity over a week, muscle and bone strengthening activities on at least two days and minimising being sedentary (sitting) for extended periods.



Chris Bunting (Assistant Director, Leisure) addressing the Panel

Types of Provision – Council, Commercial, Private, Voluntary, Charity

- 3.4 The Panel heard that the Council leisure facilities were managed and operated on its behalf by leisure operators, Everyone Active (which is part of Sports and Leisure Management Limited managing over 190 leisure and cultural centres across the United Kingdom in partnership with more than 60 different local authorities) and Better (the operating brand of Greenwich Leisure Ltd which was a non-profit charitable Social Enterprise organisation that ran over 250 sport and leisure facilities as well as libraries on behalf of local authorities in across the United Kingdom, plus its own internal college and the "Healthwise" programme).
- 3.5 The leisure facilities included indoor sport and leisure centres with swimming pools, sports halls, studios and gyms as well as outdoor facilities comprising golf courses, an athletics track, floodlit tennis and netball courts and an artificial grass pitch. The facilities on Council owned land operated by local sports clubs and organisations consisted of floodlit artificial grass pitches, tennis courts as well as grass football and cricket pitches.
- 3.6 Ealing also had a network of sports grounds owned and operated by charitable organisations, faith groups and sports clubs. Members only facilities such as Virgin Active, David Lloyd and Nuffield Health operated within the borough as did private gyms such as Pure Gym and Fitness First.
- 3.7 The Council facilities operated by Everyone Active and Better were compliant with national legislation regarding accessibility. Most sites offered specific

sessions for people from certain target groups. For example, Everyone Active Acton Centre and Southall Sports Centre both had women-only gyms to facilitate participation by women who would not normally use a general gym facility. The Dormers Wells Leisure Centre offered women only swimming sessions. There were also over 70 drop-in sessions a week which catered for older adults, group activities as well as sessions for individuals with a disability or additional needs including gym sessions and swimming lessons.

3.8 Everyone Active also managed the Leisure Pass scheme on behalf of the Council. On purchasing the discount card, specific groups of people could access a variety of activities at a lower than standard price.

3.9 Various sports clubs, charities and community organisations also provided activities for older adults and people with disabilities or additional needs, often through adapted forms of activity. Most sports clubs also offered girls' and women's activity as well as boys and men's activity depending on the availability and interest of volunteers.



Pauline Lawrence (Leisure Operations Manager) addressing the Panel

Where is there a need (e.g. older people/teenagers) in the population?
3.10 The Active Lives Survey data released in November 2018, indicated that Ealing's residents were significantly more active than in the previous 12 months. 64.9% reported that they had taken part in 150 minutes or more of moderate activity a week, up 11%, and compared to November 2016 the activity levels were up by 5.1%.

3.11 The national survey data and trends over the last 12 months had shown that:

- Men were more likely to be active than women, 65% to 61%, and this gender gap was narrowing.
- Those in routine/semi-routine jobs and those who were long term unemployed or had never worked (NS-SEC 6-8), were most likely to be inactive (33%) and the least likely to be active (54%), this pattern had not changed.
- Inactivity levels generally increased with age but the sharpest increase came at ages 75-84 years (to 47%) and age 85+ years (to 70%). Activity levels continued to increase amongst the 55-74 years and 75+ years age groups. Similarly, the proportion who were inactive had decreased for those aged 55-74 years compared to 12 months.
- Inactivity is more common for disabled people or those with a long-term health condition (42%) than those without (21%). Furthermore, it increased sharply as the number of impairments an individual had increased – 51% of those with three or more impairments were inactive. This was important because over half of all disabled people or those with a long-term health condition (52%) had three or more impairments, while 21% had two impairments and 26% had just one impairment (of 14 impairment types). There had been an increase in the proportion of disabled adults or those with a long-term health condition who were active (+1.2%) and a decrease in those who are inactive (-1.4%). This was driven by adults with two impairments. There was no change seen for those with three or more impairments.
- Activity levels were highest for mixed (72%) and white other (67%) adults, and lowest for South Asian (56%), other (56%) and black (57%) adults. There had been only small fluctuations in the proportions who were active and inactive amongst the different ethnic groups. Mixed and white other adults continued to have the highest activity levels, while South Asian, black and those with other ethnic origins were the least likely to be active.

3.12 The Active Lives data for the period November 2017-2018 showed participation in Ealing to be slightly different to the national picture. The data was incomplete for some measures because the numbers were too small to report.

- 68.1% of women had indicated that they were active compared to 61.9% of men, with 22.4% of women inactive compared to 25.4% of men.
- 80.2% of the 16-24 years age group was active compared to 72% nationally.
- 65.2% of the 35-54 years age group was active compared to 66% nationally.
- 52.2% of 55-64 years age group was active compared to 59% nationally.



Julia Robertson (Sports Development Manager) addressing the Panel

Links to other policy areas e.g. youth, crime, health (especially in children)

Physical Activity Strategy 2013-2018

- Promote physical activity as part of everyday life.
- Create the environment for key organisations to work effectively together to build a healthier borough with a reduced incidence of disease.
- Promote the benefits of a healthy active lifestyle to all sections of the community.
- Enable and support health, independence and wellbeing.
- Offer sustainable and affordable access to quality, cost effective sport and physical activity services.
- Proactively tackle health inequalities.
- Bring additional resources into the borough to drive an increase in sport and physical activity participation.
- Promote opportunities for stakeholders and partners to develop and deliver the strategy.

Let's Go Southall Scheme

Why were residents not taking part in leisure activities or using Council facilities more? Establishing the factors that may be contributing to the lack of or insufficient interest from the local community

3.13 Southall was one of the 12 Local Delivery Pilots identified by Sport England as an area of interest to research and develop innovative solutions that broke down barriers to physical activity. The ambition of the Let's Go Southall scheme was to *make it easy for people in Southall to get active as part of their everyday lives.*

- 3.14 Over the past few decades, the government had invested money in getting people active and doing more sports. However, looking at the figures on who was getting more active, these programmes were not reaching certain people. Most notably people of lower income, ethnic minorities, women and disabled people.
- 3.15 Furthermore, the programmes were often one-off events and programmes dependent on funding, and therefore not always sustainable or long term. Physical inactivity had a huge impact on a person's physical and mental health and wellbeing.
- 3.16 The government had challenged Sport England to tackle these shortcomings. Sport England had £100 million of funding to explore new ways of thinking, fund programmes that focused on the hard to reach people and implement long lasting change.
- 3.17 Accepting that previous methods of funding programmes and policy had not led to optimum results, what made this Sport England initiative different was its innovative approach.

What was the programme trying to achieve?

- 3.18 The Let's Go Southall programme aimed to decrease levels of physical inactivity in Southall. Targeting individuals who currently did less than 30 minutes' of activity a week.
- 3.19 The programme also recognised that people did not exist in a vacuum and there are many factors and underlying causes which influenced inactivity levels. To ensure the success of a programme that enacted whole system change, it would harness/facilitate and encourage the collaboration of organisations (such as faith groups, the NHS, schools, workplaces), local council, individuals, families, transport, spaces and architecture and more.

Insight and Research

- 3.20 To tackle the inequalities that exist in the pilot area there needed to be a deep, on-the-ground contextual understanding of the complex challenges and barriers (both at individual and system level) that got in the way of people being more active. Engaging with, listening to and observing residents in their day-to-day lives would be key to gathering intelligence, uncovering insight and co-designing appropriate ways to engage with and motivate different sections of the community.
- 3.21 It was important to start by understanding the culture of the present environment and what shaped people's behaviour (and capacity to change). For example, the:
- motivations, assets, needs and behaviours of the people that lived and worked there
 - patterns of behaviour over time
 - underlying systems that influenced these patterns
 - mental models of the different communities that created these systems

Co-Design, Co-Develop and Capacity Build

- 3.22 With the support of the insight and co-design partner, Let's Go Southall would harness the expertise in the community through the co-designing of solutions. This meant actively involving all stakeholders in the design process so that the result met their needs.
- 3.23 Through the co-design and co-development process, the service would:
- support and enable the pilot community to develop and implement their own 'solutions' to break down barriers to physical activity.
 - assist with the development of peer research, build capacity and skills among local statutory and community organisations to undertake a similar programme of insight, co-design and community development in other areas/with other communities.
 - initiate a movement for lasting behaviour change and build community capacity to enable this to be sustained.
- 3.24 The service was also seeking to embed sustainable whole systems change and recognise that 'interventions' may operate at different levels within the system where there was opportunity and leverage, working with others within new collaborative operating principles, building connections and relationships across the system, and developing people in the skills needed to listen to users and work collaboratively.

Test and Iterate

- 3.25 The only way it would be known if the ideas/solutions worked was to try them out in Southall. By testing, learning and iterating solutions in the community, it could be established quickly which solutions were working and refine them for further improvements. By embedding feedback and learning loops into the process, it could be ensured that the efforts were concentrated on finding the best solutions in a time and cost-efficient way. It also needed to ensure that these would work in the community and withstand the test of time.
- 3.26 An iterative flexible approach was required and if insight suggested that changes should be made to either the co-produced solutions or the identified insight methods then that should be seen as positive learning rather than 'getting it wrong at the start'.

Evaluation

- 3.27 As important as delivering a programme that enabled the Southall community to be more physically active was to learn from the process.
- 3.28 The service was committed to sharing what worked/did not work with the community, other Local Delivery Pilots and Sport England.
- 3.29 Social Change UK, the evaluation partners, would provide support in measuring the impact throughout the process as well as research the initial baseline data.
- 3.30 Their aims and objectives were to:

- improve the understanding of the action required at all levels of the local system to break down barriers to physical activity, especially among harder-to-engage and socially isolated residents.
- define the key ingredients of a successful 'whole system' community-led approach to tackling inactivity – and how this could be reproduced elsewhere.
- quantify the impact of the pilot on the target population and the wider system.
- produce recommendations for sustaining positive behaviour change over the longer-term – and how this could be monitored.

3.31 The programme also worked closely with the national evaluators Industrial Facts and Forecasting (IFF) Research. Appointed by Sport England, IFF Research would collate, process and share learnings across all Local Delivery Pilots, and beyond.

3.32 As part of this review, Cllr Linda Burke and Cllr Kamaljit Nagpal attended the Let's Go Southall Summit at the Dominion Centre in Southall on 12 November 2019.



Cllr Linda Burke and Cllr Kamaljit Nagpal at the Let's Go Southall Summit



Cllr Bassam Mahfouz (Portfolio Holder for Finance and Leisure), Cllr Jasbir Anand (Portfolio Holder for Business and Community Services), Cllr Mohinder Midha and Judith Finlay (Executive Director for Children, Adults and Public Health) at the Let's Go Southall Summit

Role of the Major Projects Team

3.33 The Major Projects Team provided the delivery function for capital investment into the borough's facilities which included:

- Working alongside the Leisure Team at project inception to prepare feasibility plans and the funding strategy
- Providing project management support and procurement of building works/planning applications at the pre-construction stage
- Construction management and cost control
- Handover into operations of leisure facilities to Council or external providers
- Engaging national governing bodies/funding organisations to obtain external funding
- Involving and engaging clubs and community organisations
- Encouraging commercial organisations to invest

External Funded Schemes 2012-2021

Project	External Funding £,000	Council Funding £,000	Overall Project Cost £,000	Timeframe
Spikes Bridge Sports Ground	1,180	875	2,055	December 2012
Lord Halsbury Sports Ground	1,300	150	1,450	December 2012
Pitshanger Park FC Ground	500	75	575	April 2013
Durdans Park Cricket Ground	650	50	700	September 2018
Popesfield Sports Ground	500	150	650	June 2015
Warren Farm Sports Ground	15,000	0	15,000	June 2021
Boddington Gardens	1,200	0	1,200	November 2013
Perivale Park	163	137	300	October 2015
Rectory Park	4,925	275	5,200	June 2017
Gunnersbury Park – Sports Hub	11,000	3,000	14,000	November 2019
Total secured	36,418	4,712	41,130	

Ealing leading the way

3.34 Whilst many authorities were closing facilities Ealing had made significant investment, for example:

- Spikes Bridge Park Case Study by Sport England as an example of best practice.
- Football Association Asset Transfer Toolkit case studies of Ealing projects
- Locality – case study on Lord Halsbury for national promotional video
- Presentation at Wembley Stadium to regional national governing bodies (NGB) officers on Ealing projects
- Working with other boroughs based on success and expertise

Working with outside groups and charities

3.35 The Council also played an enabling role in developing better quality facilities by engaging and enabling community organisations through the asset transfer process to independently manage and operate facilities funded through partnerships with Sport England, NGB of Sport and other funding organisations.

3.36 The ongoing viability of these and other leased sites in the borough depended on the Council providing a subsidy system for certain clubs and sites which made it viable for sports clubs run by volunteers to deliver top quality sports activities for the local community and maintain the sports

facilities independent of the Council in return for a subsidised annual rental fee.

- 3.37 If this process were removed then the sports clubs would not be financially viable so the Council would have to take back in house the cost of running and maintaining the facility whilst being in the danger of breaching grant conditions as there would be no sports delivery on these funded sites. This would result in the payback of grants and future grant applications very unlikely to succeed.
- 3.38 Active Ealing organised the borough team to enter the annual London Youth Games involving representative teams of young people from 32 boroughs and the City of London taking part in over 50 sporting competitions. The Council paid the entry fee and covered other essential costs to the value of around £10,000 and employed a Sports Development Officer to coordinate the team entries. It would not be able to enter a team without the help and generous support of the sports clubs in the borough who organised trials and training for each individual sports team usually as part of an existing club session, transport to and from competitions and team management on the day of competition.
- 3.39 Ealing Sports Awards launched in 2017 recognised the commitment, talent and achievements of Ealing's sports clubs and community organisations, volunteers and sporting individuals. It was an opportunity to celebrate success and thank those volunteers who provided the opportunity for others to take part in sport.
- 3.40 Brentford Football Club Community Sports Trust had worked in Ealing since the late 1980s, originally focusing on providing football opportunities to young people but now the services had expanded into a wide range of activities for people of all ages and abilities. The Council paid an annual subsidy of £15,000 towards the running costs of the Trust. The Queens Park Rangers Community Trust would also work in the borough as part of the Warren Farm sports ground redevelopment project.
- 3.41 The Council's Leisure Team worked closely with the two leisure contractors to deliver the best possible service to residents; as well as managed and operated Ealing's leisure facilities. Both, Everyone Active and Better, had specific officers who worked with the Council to develop relationships and partnerships with local organisations to increase the scope of activity offered to Ealing residents. This development work focused primarily on low participant target groups including women and girls, people with a disability or additional needs and older adults.
- 3.42 Ealing Council worked closely with Sport England and the various NGB of Sport, including Middlesex Football Association based at the new £5m sports facility in Rectory Park, to support clubs and develop new sports facilities. Partnerships with local branches of these national organisations had led to successful funding bids to provide new facilities as well as ongoing support to clubs and outreach programmes to engage with the local community. London Sport was also a key partner in the development

of programmes to engage people in sport. National funding programmes, such as Satellite Clubs, were run through London Sport and gave clubs the opportunity to link with local schools to create new activity sessions for young people.

- 3.43 The Leisure Team worked with a range of voluntary and third sector organisations including the lead organisations delivering the Community Connections programme. Due to the limited resources available, most work focused on fund raising and volunteer training as well as promotion of leisure opportunities to the local community. Current working partnerships existed with organisations such as the Gunnersbury Community Interest Company, Southall Community Alliance, sports clubs, sports charities, Brentford Football Club Community Sports Trust and the Young Ealing Foundation.

Examining opportunities for generating funding and other external support e.g. volunteers, etc.

- 3.44 Sport England, London Sport and the NGB of Sport played an important role in supporting clubs/groups and volunteers. Funding opportunities existed (albeit limited) for some organisations to apply for both capital and revenue funding. The Council's role was to raise awareness of these opportunities and, along with Ealing Community Voluntary Service, provide support with funding applications where possible.
- 3.45 External funding was rarely available for ongoing day to day running costs. Clubs could usually only apply for capital funding to pay for new or refurbished facilities and revenue funding to deliver a new activity e.g. start a girl's section.
- 3.46 The same national and regional organisations provided almost all of the coaching and volunteering courses associated with sport in general, including administration plus sport specific coaching qualifications. Bursaries were sometimes available for volunteers which varied between course providers.
- 3.47 Ealing had an extensive voluntary club network with hundreds of people volunteering year-round to provide others with the opportunity to play and enjoy taking part in sport and recreation. People volunteered their time in a variety of roles, including driving tractors to cut the grass and mark pitches, as a coach, team manager, club treasurer, trustee, etc. These volunteers were the life blood of sport in Britain.

Ealing Sports Facility Strategy 2012-2021

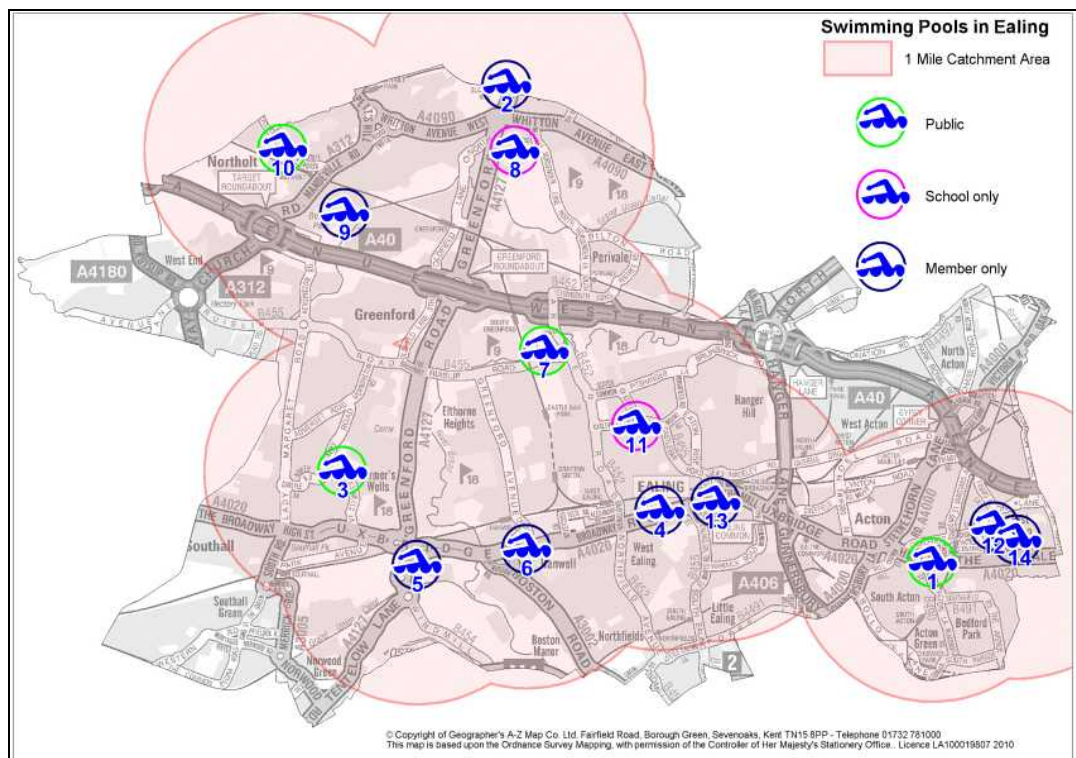
- 3.48 The Sports Facility Strategy had undertaken a detailed study of the current and future demand for sports and active recreation in the borough. The assessment was undertaken with due regard to the Planning Policy Guidance 17 for Open Spaces, Sport and Recreation; the National Playing Fields Association guidance and the Sport England Playing Pitch methodology.

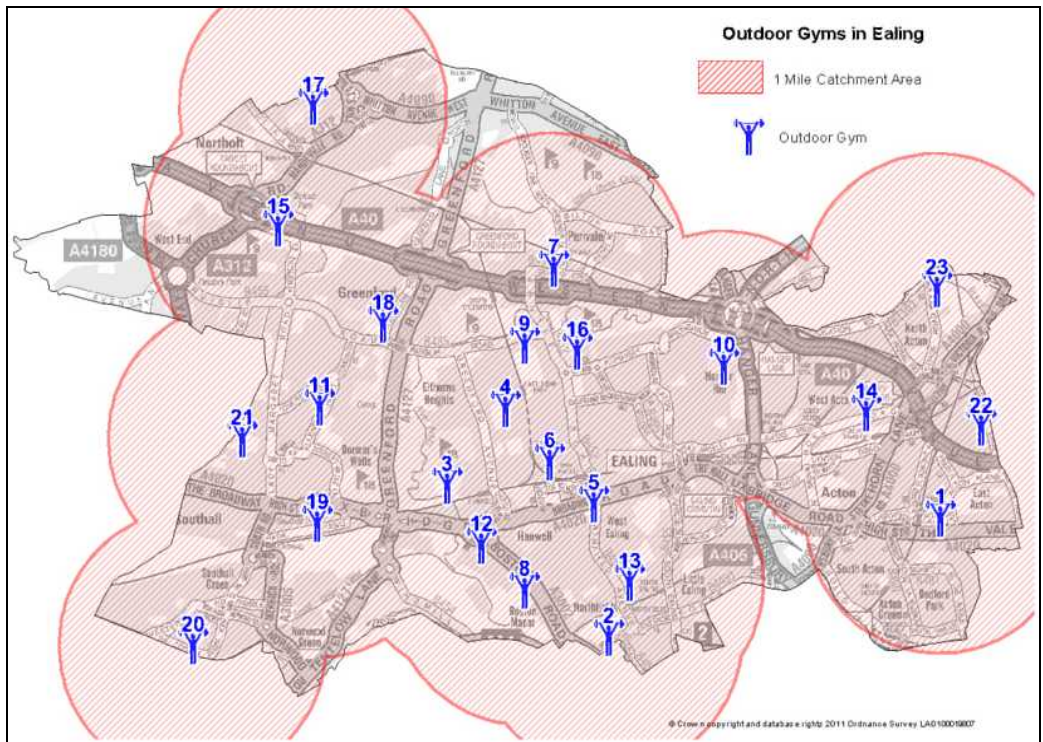
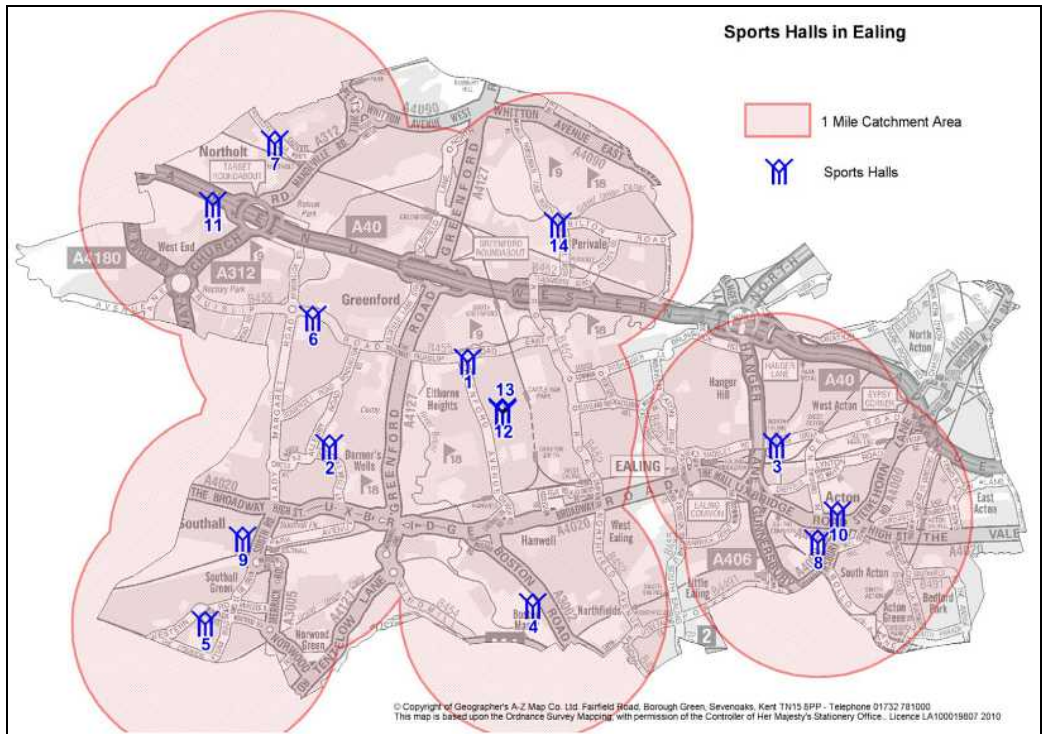
3.49 The main implications for outdoor sports to arise from population growth figures were as follows:

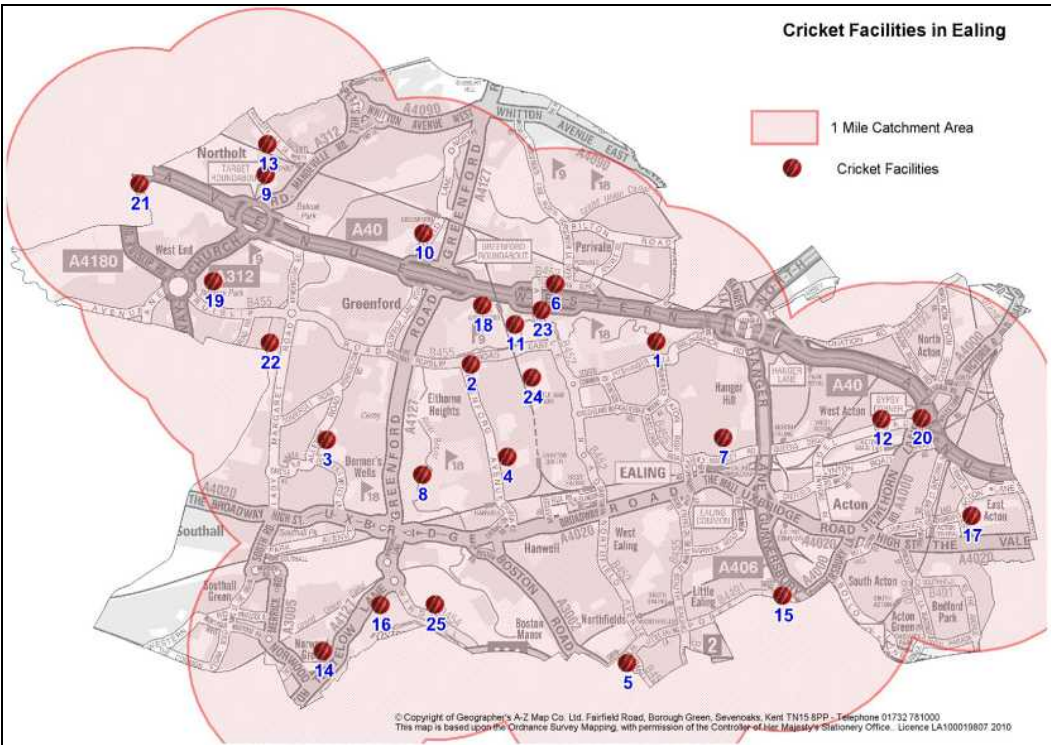
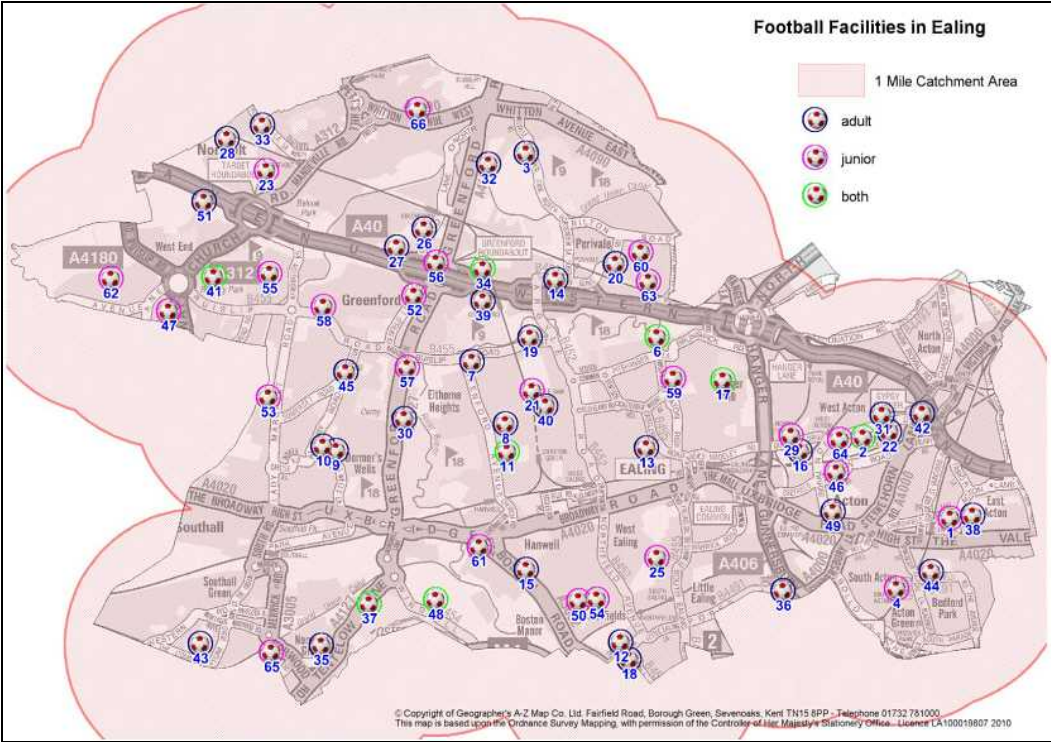
- The total population was anticipated to increase by 8.1% but the active population (defined as 6-55 years) by only 3.8%, reflecting an ageing population. The non-active population over 55 years increased by 23%, those under 6 years by 12%.
- There were absolute increases in the population mainly affecting junior sports, ranging from 4-6% for junior boys to 18% for junior girls and 15-16% for mini sports.
- There were absolute declines in numbers of both men and women from 16-45 years, (affecting adult football, rugby, etc).
- The strategy identified that the biggest growth in demand for outdoor sports would be for junior pitches, both football and cricket.
- Local demand for outdoor sports and recreational use of parks and open spaces was already high.
- Recent installations of outdoor gym equipment had proved very popular and showed that parks could make a significant contribution to public fitness through non-organised activity.

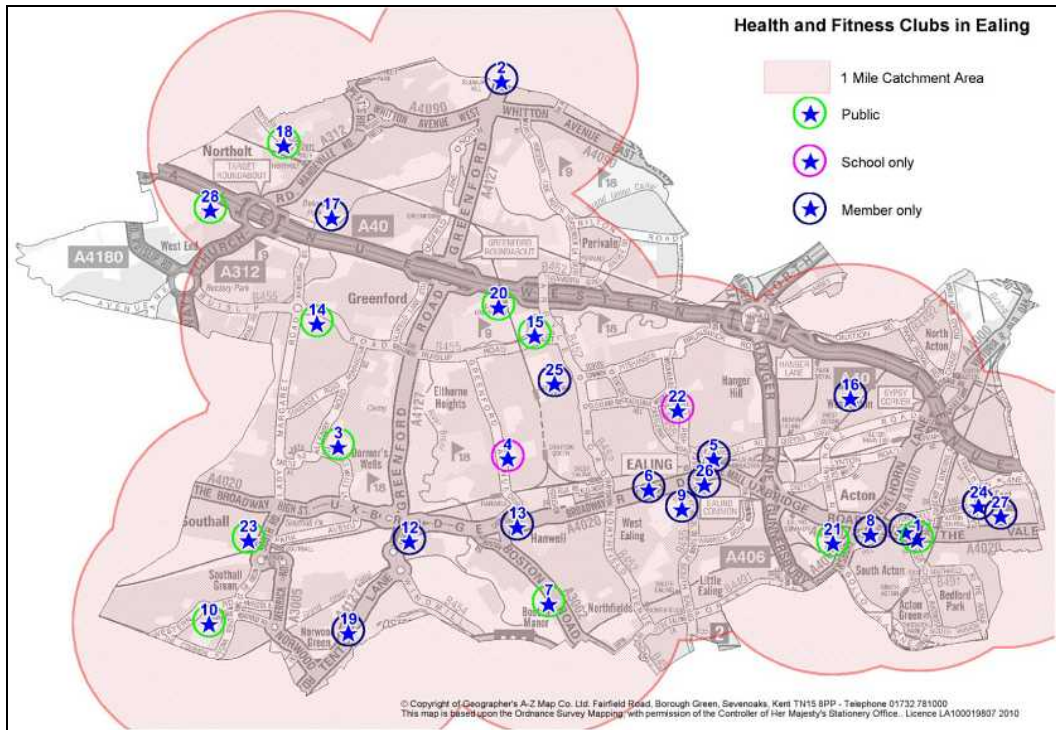
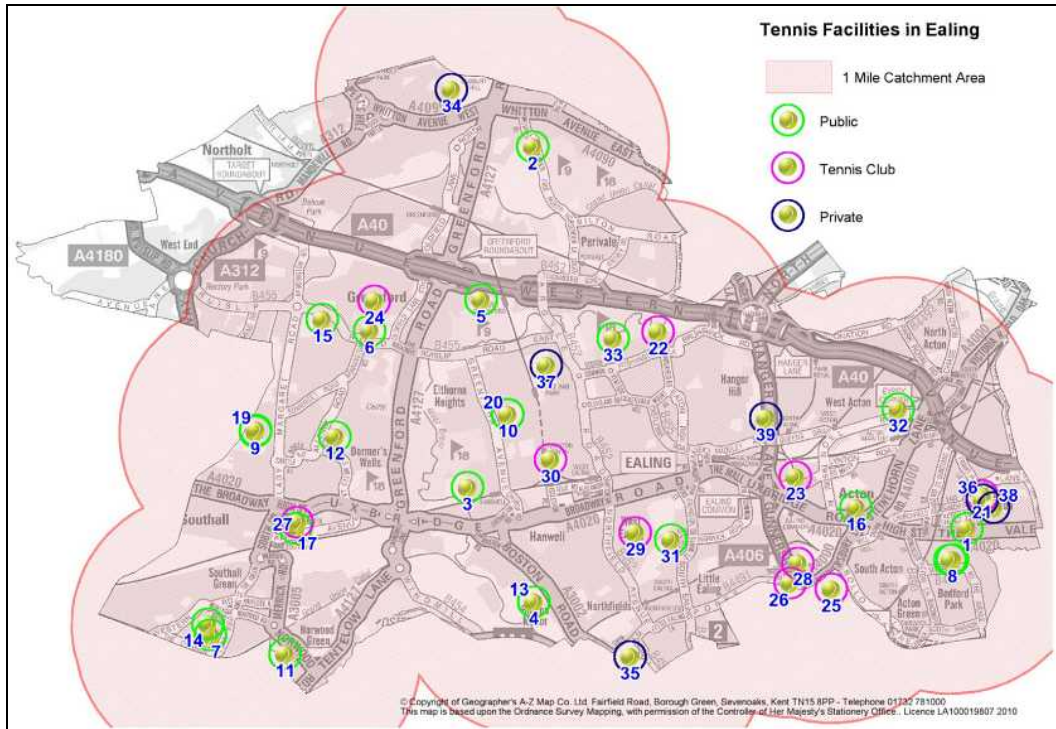
Types and Locations of Sports Facilities

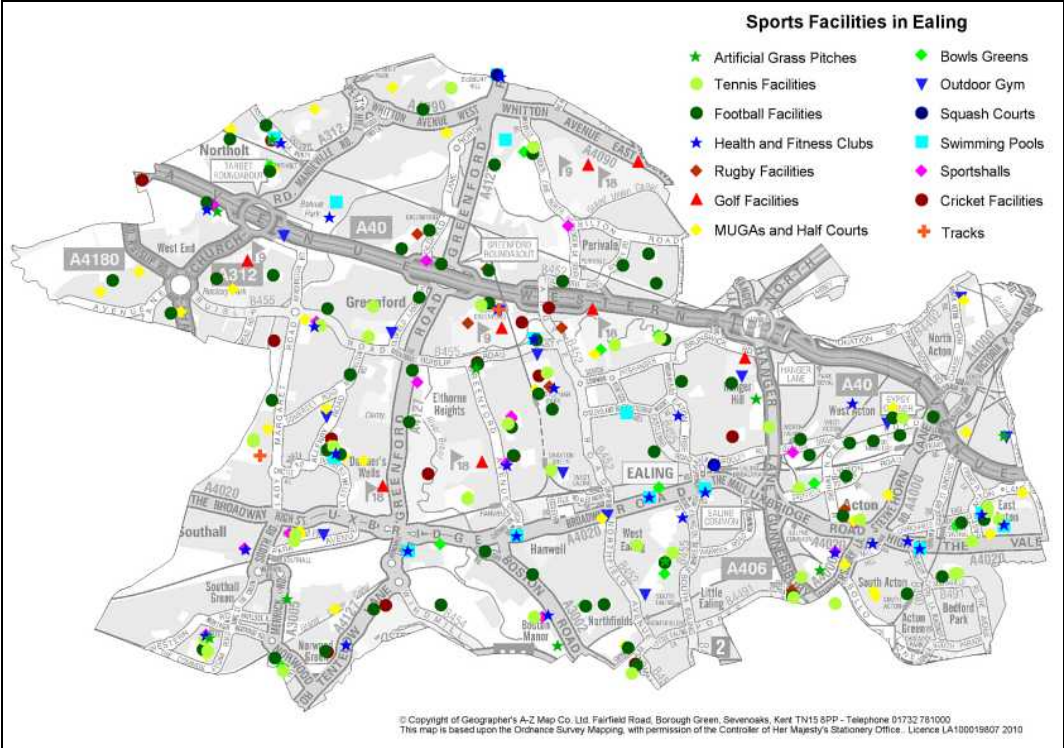
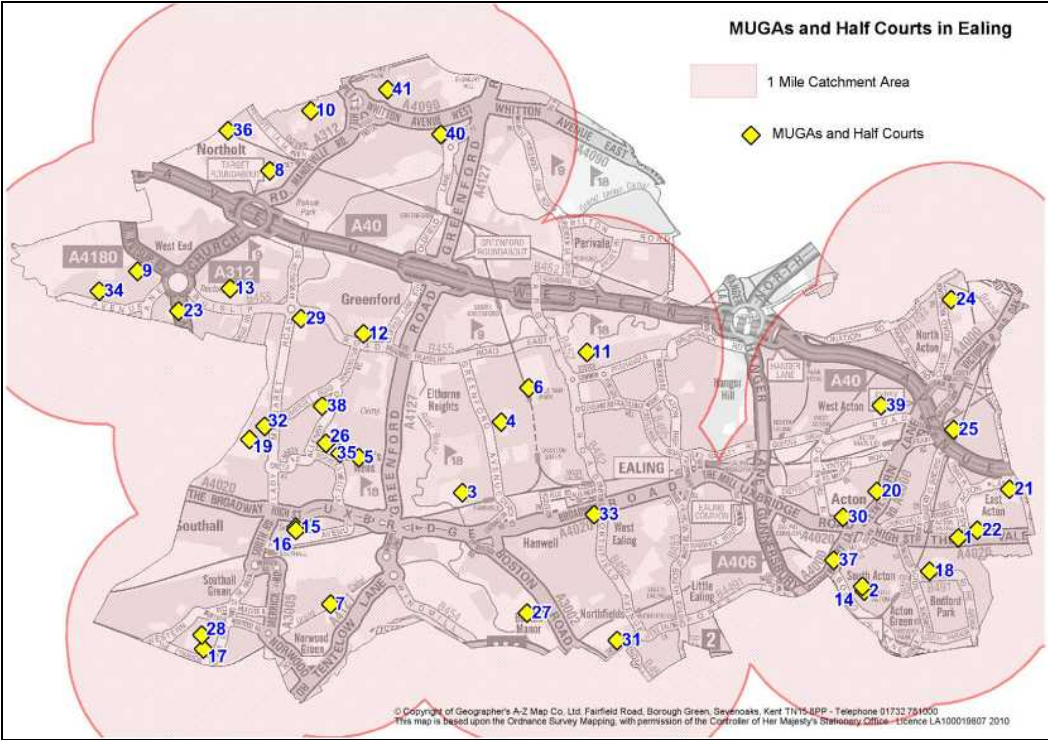
3.50 The following maps featured in the Sports Facility Strategy display the types and locations of the various sports facilities in the borough:











Key Issues

The Panel:

- referring to the difference in usage between ethnic, age and mobility groups asked why this was case and how those groups at the bottom end could be engaged more regularly.
It was advised that this was an area being taken up by community development managers, Greater London Authority and tri-borough officers, who were tasked with going out and engaging with the inactive groups. Engagement Activity Plans were in place and these were reviewed every six weeks. One of the current engagement activities in the plan was a swimming project for people with vision impairments. Greenwich Leisure Limited (GLL) was running a scheme in conjunction with Ealing Mencap which promoted group gym activities. The offer for older adults now included around 80 weekly sessions in different activities. The outdoor gyms in Southall were seeing incredible levels of uptake and the Let's Go Southall programme would provide a significant amount of helpful engagement possibilities.
- noting that 659 people would be sampled for the Let's Go Southall programme asked how these would be chosen. Whether their responses would determine how the £4m funding would be spent.
Learnt that it would be too easy and not necessarily right to go to cohorts in Southall who were already known, so a methodology was being used that would ensure a truly representative cross sample across Southall. It would be important for Members to play a part in the next stage of insight and co-design.
- expressed concern about the time delay between existing leisure centres closing for refurbishment and new ones opening. Whether there was there an option to keep a local option open whilst parts were closed off. Heard that due to the expense and lack of land, it was impossible to keep leisure services open whilst closing for refurbishment. Gurnell Leisure Centre was expected to be closed for 27 months and lots of work was being done around the displacement issues related to this.
- referring to the outreach work with people who were not active asked if small projects were possible that did not have the expense of Let's Go Southall.
Learnt that regular communications, engagement and prompts took place with appropriate messaging on exercise recommendations. The targeted work focused more around people who had other issues beyond simple inactivity.
- highlighted that an individual was able to enter a local gym easily without being a member and whether this had an effect on usage statistics.
It was advised that the Ealing run gyms had controlled access with turnstiles but to encourage engagement these needed to be removed and more use made of modern technology. 80% of gym inductions in Ealing were now undertaken online.

- congratulated the amazing work done on the leisure provision given the size of the team involved but recognised that more was needed to help promote this work especially as the obesity profile of Ealing did not reflect the level of the offer. Schools also had a limited leisure provision so what could be done collectively about working in partnership with others. It was advised that Ealing was better placed than many other boroughs regarding shared facilities. A huge range of work was being done to harness this with the building of a relationship between when children finished school and the sports offer that began at the end of the school day. Work was also taking place looking to introduce more primary school children to sport. There were also two school sports partnerships in the borough.
- expressed concern that the after-school sports offers in the borough were largely being taken up by wealthier demographics in the borough. It was advised that the school sports partnerships worked with 95% of schools in the borough and did a lot of good work with all demographics. These partnerships had once been centrally funded. However, the funding was removed but Ealing had seen the value in maintaining them.
- requested further penetration and usage data.
- on noting that the Health and Wellbeing Strategy was subsuming the Physical Activity Strategy asked whether there were risks in the amalgamation as some areas highlighted now may cease to be picked up. It was agreed that some targeted in-depth work could potentially be missed. The Joint Strategic Needs Assessment on Physical Activity had been revised two years ago but needed another update.

No.	Recommendation
R1	Ealing Council should update its Joint Strategic Needs Assessment on Physical Activity to ensure that all targeted in-depth work is included in it.

PARKS AND OPEN SPACES

- 3.51 At the second meeting, the Panel received a detailed presentation on the borough's parks and open spaces from Chris Bunting (Assistant Director, Leisure).



The second Panel meeting

- 3.52 As part of this review, Cllr Simon Woodroffe (Vice Chair) met with Alex Duncan (Contract Manager, The Event Umbrella) about their work with the Council regarding the events held in the borough's parks and open spaces.
- 3.53 Cllr Sarah Rooney attended the Plogolution event at the Rectory Park and Northala Fields in Northolt on 21 September 2019. This was a joint site visit with the Active Citizenship Scrutiny Review Panel.
- 3.54 The Panel heard that Ealing was one of the greenest boroughs in London and over a quarter of its land was open space. This included ten miles of tranquil canals and a river and over 1,000 hectares of space designated as natural conservation areas. The open spaces defined the historic character of Ealing and provided amazing and diverse spaces for residents to enjoy for all sorts of activities.
- 3.55 There were 145 parks and open spaces. The well-presented parks and green spaces provided focal points for the whole community. These were spaces where communities came together, for everyone to feel welcome and safe, enjoy the wealth of parks and green spaces and the biodiversity that Ealing had to offer. For example, the popular Northala Fields was one of the most innovative parks and the Perivale Wood Local Nature Reserve was richly biodiverse.

- 3.56 The parks and green spaces were good for the mind as well as the body. Improving such spaces and ensuring appropriate provision was fundamental to making Ealing an attractive place to live, work and visit. In order to achieve this, the Council wanted to encourage individuals, groups, and local communities to be well placed and have the opportunity to have a voice in the borough's management of its landscape.
- 3.57 The Council's vision for the borough's open spaces was *"to ensure that every area of the borough of Ealing had green and open spaces of good quality for all current and future generations to use and enjoy"*.

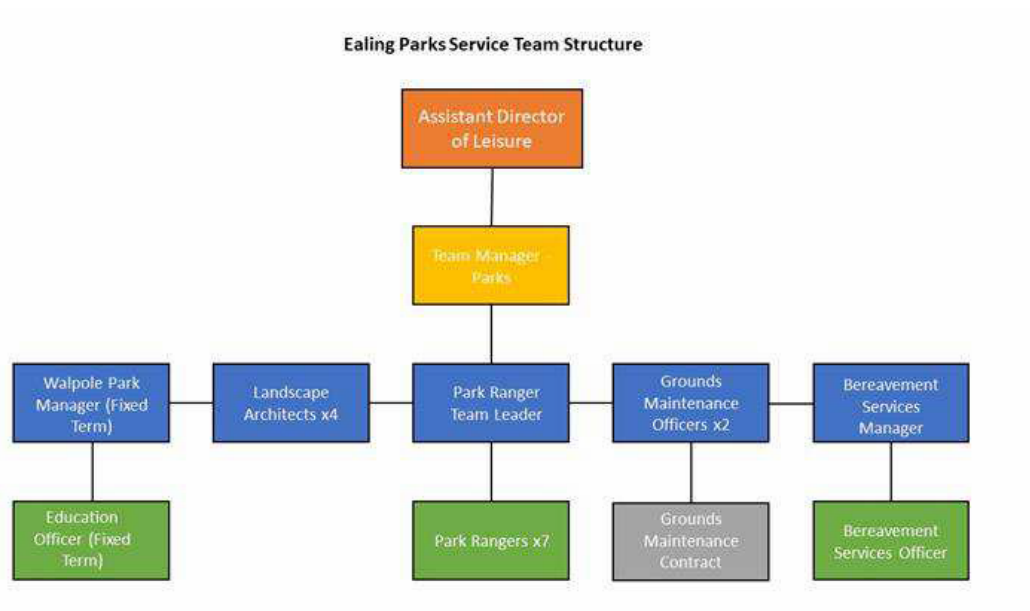


Chris Bunting (Assistant Director, Leisure) presenting to the Panel

Management Arrangements

- 3.58 Ealing's parks and open spaces were managed by a small team of staff with a variety of experience in horticulture, environment, land management, landscape architecture and education.
- 3.59 The day-to-day operations were largely managed by the two Grounds Maintenance Officers responsible for monitoring the grounds maintenance contract.
- 3.60 Nature conservation, patrolling and community engagement was led by the Park Ranger Team Leader and seven Park Rangers. Their role has become more focused of late through the Future Ealing agenda and the Active Citizens Programme, which enabled local residents to become more involved in their local areas resulting in the number of volunteers increasing dramatically.

- 3.61 There were several elements shared amongst the team such as the administration and management of Ealing’s 45 allotments and its 1,800 tenants, memorial applications, antisocial behaviour (such as street drinkers, rough sleepers, unauthorised encampments, etc.) and general enquiries.
- 3.62 As part of the Heritage Lottery Funded refurbishment project, there had been a Park Manager and an Education Officer at Walpole Park since 2014. These posts were fixed term and ended in October 2019. The Active Citizens programme would help continue the good work and strong relationships that had been built over the past five years.
- 3.63 The project work in the parks, open spaces and other green spaces was the responsibility of the Landscape Team which consisted of four Landscape Architects. They dealt with planning matters for the department and negotiated the Section 106 funds through development applications to maintain and improve the quality of Ealing’s parks and open spaces. Once the funds were in place, these officers designed and delivered a wide variety of schemes across the borough.



Users and Uses

- 3.64 Ealing was the fourth most diverse borough in England and the third in London regarding the number of people from different ethnic backgrounds residing here and the evenness of their distribution across the borough. The borough has residents from over 173 different countries. It also had one of the highest levels of international migration in London, with 46% of residents being from a black and minority ethnic (BME) background. In 2020, it was predicted that the number of people with a BME background in Ealing would be more than 50% of the total population.
- 3.65 Some of the most frequent reasons for visiting parks and open spaces were:

- Fresh air
- Exercise
- To take the children out/to the playground
- To enjoy the surroundings
- To walk the dog
- Part of a commute
- To socialise
- To play sport
- To visit events/festivals
- To enjoy wildlife

3.66 It was evident that Ealing's parks and open spaces needed to cater for a wide variety of demographics and the Parks team constantly reviewed the quality and quantity of facilities to deliver maximum enjoyment for all users.

Festivals/Events

3.67 The Council facilitated a significant number of varying events each year. Each park and open space was used by a variety of people for a range of purposes. Hence, the Council undertook careful planning and consultation so that benefits from the events could be maximised while disruption to the specific location, environment, residents and the business community could be kept to a minimum.

Festivals and Events for 2019/2020

3.68 Third Party Events in Parks and Open Spaces:

- Estimated Number of Events scheduled to take place in parks: 101
- Estimated Number of Events scheduled to take place on the highway: 17
- Number of Street Parties: 11
- Estimated Number of Applications Received: 150
- Conversion Rate: 86%
- Highlights were (attendance): Acton Greendays (4,000), Ealing Half Marathon (6,000), Great Russian Circus (3,600), Hanwell Hootie (4,999) and Pitshanger Party in the Park (5,000)
- Estimated total customer attendance at third-party led events: In excess of 200,000

3.69 Ealing Summer Festival Programme:

Some of the summer events were the Acton and Greenford carnivals, CAMRA beer festival, comedy festival, Blues festival, Jazz festival and London Mela.

Impact

3.70 Whilst most events in parks happened in the summer months and ground damage was relatively minimal, there had been some circumstances when events had not been an entirely positive experience. Therefore, the team now retained damage deposit, the level of which varied depending on the scale of the event. Fines were also highlighted in the [Charges, Deposits and Damages](#) document that were implemented if the event organiser failed to:

- comply with the [terms and conditions of hire](#) and/or there was:
 - any action or inaction that was likely to significantly compromise the safety of the public or staff
 - extreme noise
 - nuisance flytipping and marketing
 - litter or refuse left behind
 - ground damage requiring Council reinstatement

3.71 Any cost incurred by the Council was met by the event organiser with an additional sum for administrative time.

Future Considerations

- The Council was considering a reduction in the subsidy it gave the Ealing Summer Festivals and third-party led events programme. This would mean an increase in fees for community event organisers and could lead to a reduction in such events.
- Opportunities had been missed due to ideological opposition to events taking place in parks and open spaces. There was a recommendation to carry out a policy review.



Cllr Simon Woodroffe (Vice Chair) in a meeting with Alex Duncan (Contracts Manager, The Event Umbrella)

Funding and Gaps

3.72 Due to the central government funding cuts, the Parks service had seen a considerable drop in the revenue budget. The service had to reduce the number of staff by 25% over the past four years whilst trying to maintain the

same level of service and implement new ways of delivering for residents and park users.

Year	Revenue Spend	Capital Spend
2012/2013	£3,947,800	£1,921,088
2013/2014	£3,598,400	£4,417,736
2014/2015	£3,608,400	£3,881,901
2015/2016	£3,273,479	£4,068,519
2016/2017	£2,879,664	£10,542,425
2017/2018	£2,746,597	£14,242,427
2018/2019	£2,767,901	£2,449,667

*NB: the capital spend includes the £4.5m HLF project for Walpole Park (2013-2015) and the £21m project Gunnersbury Park (2016-2018).

- 3.73 With the revenue budget reducing steadily over the past five years, there was an increased pressure on the need for capital funding to ensure the assets within parks were safe and fit for purpose. Some assets such as play and outdoor gym equipment, benches and fencing that had been removed in some parks for health and safety reasons had not been replaced due to a lack of funding.
- 3.74 The current trend of budget reductions was resulting in an insufficient service for our residents, so the Parks Team was exploring a wide variety of ways and methods to minimise the cost of the service and maximise the potential of the budgets available. The team was engaged in the Active Citizens programme to involve the local community in the maintenance and management of their local space, utilising capital funds as match funding for grants to ensure the impact on site was maximised and partnering with third party organisation to help deliver valuable community projects.
- 3.75 Furthermore, the current Environment Services contract with Amey was to be terminated in July 2020 and delivered by Greener Ealing Limited, a new local authority owned company. It was deemed that operating the services similarly to an in-house service would greatly improve the flexibility of the service and improve the quality of the maintenance delivered. It would also improve the ability to support local community groups in their local area.

Sustainability and Partnership

- 3.76 The success of the service was dependent on the Council working with a range of partners organisations, external agencies and the third sector.

Active Citizen

- 3.77 The parks played a vital role in the Active Citizen's strategy, supporting community engagement and participation in a range of activities and helping to reduce isolation, improve mental health and increase physical activity.
- 3.78 Active Citizens activities included food growing, community events, wildlife monitoring and habitat improvements, volunteer gardening and maintenance, litter picking, arts activities, outdoor education and forest school. It was expected that an increasingly empowered community and

devolving management would mean reduced maintenance costs whilst aiming to maintain quality.

3.79 A substantial proportion of site budget was allocated to rubbish collection, so community involvement could make a major impact on a site's day to day running costs. In 2017 and 2018, Ealing Parks partnered with Keep Britain tidy on two separate litter behaviour and perception projects to change user's perception on litter. The first, in partnership with Parks for London, was focused on preventing abandoned picnics or litter and involved a litter gauge that marked the cost of cleaning up the parks and illustrations of what could have been obtained instead. Parks for London, wrote a brief on the project [here](#). The second project involved removing bins from parks and gauging the public perception and response. This proved to be quite successful in Ealing in the two parks that were trialled, North Acton Playing Fields and Maytrees Rest Garden. There was more than a 60%-80% reduction in the litter at the respective sites. The summary report can be found [here](#). Through behaviour change it was likely that spaces were better respected resulting in less time spent on the maintenance.

3.80 A range of innovative approaches to engage with communities, organisations and individuals had also been used to initiate litter-picking activities in parks and open spaces:

- Better Points 'Love Parks' Programme
- Plogolution
- 2 Minute Litter Pick boards with pickers
- One off events and partnership working: Ranger-led walks; groups and organisations leading litter-picks
- Rangers giving out and individuals requesting litter pickers
- Social media and comms. (Great British Spring Clean, Council, Do Something Good/Bubble, Facebook neighbourhood groups, LAGER Can) to promote and campaign

3.81 More information on these activities and how the Active Citizens programme is being delivered in the parks is available in the [Active Citizens scrutiny report](#).

Parks Foundation

3.82 The Parks Foundation which was set up by Ealing Council in November 2018. It would operate as a charitable organisation with residents, friends' groups and a board of trustees all playing a significant role in shaping the future of the borough's green spaces. The aim would be to encourage volunteering (with all its many social, mental and career benefits) whilst providing opportunities for all residents to take part in community activities, stay healthy and active in a variety of ways. The Foundation would also have a big say in the preservation, conservation and protection of local parks, particularly through community engagement projects. It would also provide the Parks service with another mechanism to raise and apply for funding to enhance and improve parks and open spaces across the borough.

Partnership

- 3.83 For several years now, the Parks service had also been working collaboratively with third party organisations to help deliver community projects. The service would continue to do so as it had proven to deliver positive change and engagement with residents and park users. One such partnership was the strategic multi-year partnership with Trees for Cities. Although Ealing had worked with Trees for Cities since 2010, it was decided in 2016 to enter into a three-year partnership with them so that they could take a more strategic approach on tree planting and creating high quality green spaces in the borough. In 2016/2017, three projects engaged with nearly 1,000 volunteers, planted more than 20,000 trees and the contribution of £25,000 by the Parks service was multiplied by Trees for Cities by over 700% for a total project budget of £177,000.



Benchmarking

- 3.84 Ealing's average (mean) of 1.97 hectares per 1,000 population compared favourably with other London boroughs.
- Westminster referred to a generally accepted standard of 1.6ha/1,000 in city environments. The Westminster standard was 1.82ha/1,000.
 - Tower Hamlets had a standard based on the current average of 1.2ha/1,000.
 - Hammersmith and Fulham quoted an open space provision of 1.35ha/1,000 people falling to 1.22ha/1,000 by 2018. However, this increased to 1.7ha/1,000 people if open space within 400 metres of the borough boundary was taken into account.
- 3.85 Whilst the average quantity of provision should not automatically be used as the benchmark for future open space provision, it provided an indicative figure of the 'status quo' whereby spatial patterns could be judged and strategic priorities formulated.

London Parks Benchmarking Group

3.86 At a service level the team regularly participate and subscribe to the [London Parks Benchmarking Group](#), an organisation of cross-London officers which met four times a year and had an online forum. The mission of the group was:

- To identify, share, and promote best practice through process benchmarking
- To share experiences, ensure best value and other improvement initiatives
- To collect and share comparative data
- To work collaboratively in an inclusive manner to improve service delivery

3.87 All regarding parks, green spaces, grounds maintenance and other related services on behalf of the member organisations, residents and visitors.

Parks for London

3.88 The Parks Service also contributed to the work of [Parks for London](#), an independent charity that worked with the people that managed, maintained and enjoyed London's parks. Parks for London hosted Head of Service meetings throughout the year to update senior managers on current and relevant topics across London and published a variety of resources tools such as [case studies](#), reports from [action groups](#), and [publications](#).

3.89 Parks for London also compiled an annual report, entitled Good Parks for London, to make the capital's parks policies and practices more visible, open to scrutiny and support London's organisations and citizens who sought to make London greener, healthier and sustainable. The Good Parks for London used 10 categories to help determine a borough's strengths and weaknesses in order to provide an overall score. The scoring criteria was:

- Public satisfaction
- Awards for Quality
- Collaboration
- Events
- Health, Fitness and Well-being
- Supporting Nature
- Community Involvement
- Skills Development
- Sustainability
- Strategic Planning

3.90 In 2018, Ealing scored the fourth highest points total of the 33 London boroughs, up 10 spots from 2017.

Overall scores



Association for public Service Excellence

- 3.91 The Parks Service also subscribed to the Association for Public Service Excellence (APSE). Like Parks for London and the London Parks Benchmarking Group, APSE worked on a not-for-profit basis and was dedicated to promoting excellence in the delivery of frontline services to local communities around the United Kingdom. Additionally, the Chief Executive of APSE, Paul O'Brien, was a panel member of the [Parks Action Group](#), which was launched as part of the government's response to the House of Common's Communities and Local Government Select Committee report into the future of parks and green spaces to help England's public parks and green spaces meet the needs of communities now and in the future. It was anticipated that this report would help outline the value and benefits of Parks and Open Spaces and set out proposals to see investment sustained to ensure the quality of Parks could be improved and maintained.

Surveys and Awards

Ealing Surveys

- 3.92 The Parks service used the Ealing resident surveys to gauge residents' perceptions of the parks. It was found that the overall satisfaction with parks and open spaces had dipped in line with the budget. However, there were some improvements in people getting involved in their local area.

Question	2014	2018
Overall satisfaction of parks	83%	64%
Usage of parks	55%	56%
Have volunteered to keep parks tidy and maintain beds	1%	4%
Willing to be involved to keep parks tidy and maintain beds	3%	6%

3.93 The Parks service was exploring the idea of a wider parks specific user survey in updating the Parks Green Spaces Strategy.

Green Flag

3.94 The Parks service also participated in the Green Flag Awards scheme to assess and obtain feedback on how it managed and maintained the parks and open spaces.

3.95 In 2019, Ealing obtained 21 Green Flags and two Community Green Flags, improving upwards to the top 10 in the country and top seven in London. Ealing would continue with this scheme and look to expand on the number of Community Green Flags through engagement via the Active Citizen programme.

Year	Green Flags	Community Green Flags	Total Green Flags
2019	21*	2	23
2018	21	1	22
2017	20	0	20
2016	18	0	18
2015	16	0	16

*Including Gunnersbury Park

London in Bloom

3.96 The Parks service had participated in the London in Bloom programme for several decades. Ealing had received a gold award for five years in a row, a discretionary award for Biodiversity in 2017 and won the Large City of the Year in 2019. Ealing's involvement and success in London in Bloom had also resulted in two nominations for Britain in Bloom in 2017 and 2018.

Year	Gold	Silver Gilt	Silver
2019	4	2	0
2018	5	6	1
2017	6	11	1
2016	4	1	0
2015	3	1	1

*2019 Ealing Council – Large City of the Year

*2017 included a Park of the Year for Walpole Park, Discretionary Biodiversity award for the Borough, Allotment of the year for Ascott Allotments.

*2015 Litten Nature Reserve – Small Conservation Site of the Year



Chris Bunting (Assistant Director, Leisure) exhibiting the London in Bloom trophy to the Panel

Playing Pitch Strategy 2017-2031

- 3.97 Sport England believed that to ensure there was a good supply of high-quality playing pitches and playing fields to meet the sporting needs of local communities, all local authorities should have an up to date Playing Pitch Strategy (PPS) according to their guidelines. By providing valuable evidence and direction, a PPS could be of significant benefit to a wide variety of parties and agendas.
- 3.98 Ealing's PPS was adopted by the Cabinet in 2017. It critically evaluated the current quantity, type, quality and distribution of outdoor sports and recreational facilities within Ealing, quantified current and potential future demand (through engagement with local stakeholders and the use of demographic and other information) and provided clear future policy recommendations and actions (both borough-wide and site specific) for protecting and enhancing existing playing pitch facilities and providing new facilities where they were most needed.
- 3.99 The agreed key objectives of the strategy provided the Council and its partners a robust document with an evidence base that could be reliably used to support spatial planning decisions, inform capital investment plans and external funding bids for new and/or enhanced playing pitch sports facilities. It would also help to improve public health by encouraging more people in Ealing to be more active by ensuring facilities for playing pitch sports were of the appropriate quality, available, accessible and sustainable for sport and leisure through sports/physical activity networks involving sports clubs and other delivery organisations.

- 3.100 The strategy informed an action plan which guided how facilities might be developed, where and by whom to meet identified demand, exploit opportunities that may arise and provide sustainable management and operational models through either engaging with voluntary or commercial partners. Each potential project had to be evaluated in light of the current situation as the strategy and action plan gave a snapshot of the position so factors on demand/supply may have changed as well as the cost and viability of the project at the point when an individual project was being considered.
- 3.101 In implementing the strategy, the Council had a major role to play in providing access to sporting opportunities at a cost that was acceptable to the wider community. The Council had a role of a direct provider of entry level playing facilities such as free to use casual football pitches and tennis courts in parks as well as pay and play summer and winter sports pitches with appropriate changing and toilet facilities to allow clubs to play against each other.
- 3.102 The Council also played an enabling role in developing better quality facilities by engaging and enabling community organisations through the asset transfer process to independently manage and operate facilities funded through partnerships with Sport England and National Governing Bodies of Sport as well as other funding organisations. Professional sports clubs based in the borough provided facilities catering for elite sport.
- 3.103 Other notable activities and partnerships that were changing the way parks and open spaces served and facilitated the demands of the local community were:
- Horsenden Hill Farm
Through support of the Park Ranger, the friends of Horsenden Hill have become a strong group and have turned a derelict space in a thriving food growing and environmental community hub.
 - Blondin Consortium
This group of 6 stakeholders, with a common interest in improving and utilising Blondin Park for a wider range of local residents and users have begun fundraising to create a community hub. They have successfully raised over £300k so far and look to take on a lease to manage and maintain the Park.
 - Allotments
Through their dedication and passion the allotment community have stepped in to aid the council in the running of allotment sites. Over 98% of the plots in Ealing are managed by local association or volunteer site managers. This level of ownership and engagement has allowed allotments in Ealing to thrive (Friends of Ascott having received the highest score in London in Bloom in 2018) and be sustainable will no dedicated staff from the Council.



Cllr Sarah Rooney and Cllr Seema Kumar (Vice Chair, Active Citizenship Scrutiny Review Panel) during the joint site visit to the Plogolution Event at the Rectory Park and Northala Fields in Northolt

Key Issues

The Panel:

- congratulated the Parks Service on the various awards that had been won.
- observed that despite a budget reduction evidence suggested that the parks were booming and blooming. Therefore, something was going right but queried the real and future impact of cuts, for example, what would happen without the Walpole Park Manager role.
It was advised that the approach had been one of reducing scheduled work, reviewing maintenance activities, increasing income and building on the active citizen programme to support residents to get more involved in their local parks and open spaces. This would be the same for Walpole Park on a smaller scale. Other measures included rationalising and modernising litter bins; including in one park the complete removal of all litter bins.
- queried whether there was a risk of the remaining bins experiencing a knock-on effect from flytipping outside parks as well as an increase in the street bins. Also, if this had been checked.
It was advised that this was possibly the case but street bins got emptied at the same frequency so no extra investment in resources was required. Since the removal of litter bins from the parks the amount of litter within parks had decreased. This approach had also cost the Council less money as any rubbish taken to bins located on the approaches to parks was the responsibility of Amey to collect. Any plastic sacks in parks had not been provided by the Council as it did not recommend the use of plastic sacks.
- noted that the trajectory for increasing the quantity of Green Flags parks had slowed and questioned whether this was due to the cuts in the service.
It was advised that a decision had to be taken to maintain 22 green Flags and adjust the focus to community led awards. In 2019, Ealing Council has the eighth highest number of Green Flag awards in England.
- remarked that not much was being done to fix the equipment in the playground areas.
It was advised that there were 84 playgrounds with over 700 pieces of equipment. The playgrounds were inspected weekly by two trained play inspectors employed by Amey plc. The Royal Society for the Prevention of Accidents (RoSPA) inspected all playgrounds and playground equipment every six months.
- stated that it was useful to have spaces very close for parents with multiple children e.g. the logistics of travelling to a playground and queried whether parents could raise money through donations for playground maintenance.
Heard that it would be unlikely that parents would raise sufficient funding to support playground maintenance and improvement. The deprivation areas in particular would not have the money to do this.

- suggested that a fund sign should be installed in each park.
It was advised that the cost of raising the funds was likely to be more than the funds raised but could consider crowdfunding for one site.
- asked about corporate volunteering e.g. who we were working with and how they were approached.
It was advised that corporate volunteering provided an important level of resource and that there were several established relationships with a range of corporations. The service worked with the corporates to determine how they could contribute as well as distributing a digital leaflet to engage. Furthermore, the service included some proactive officers on the ground who did a great deal to engage with corporate volunteers. The Council also worked with The Conservation Volunteers (TCV) who brokered corporate volunteering opportunities.
- asked whether we were considering the funding for Hanwell Zoo.
Learnt that Hanwell Zoo, formerly known as Brent Lodge Park Animal Centre, was a small zoo which was owned and operated by Ealing Council and located in the grounds of Brent Lodge Park. The zoo had been in existence for over 40 years and occupied a site of around 2.5 acres. The zoo was open all year round except for Christmas Day.

For many years, the zoo was free admission and fully subsidised by the local authority. However, as local authority budgets had been squeezed in recent years, the zoo also had to change the way in which it operated. In 2016, the Council developed a strategy for the zoo which would see it:

- rebrand from Brent Lodge Park Animal Centre to Hanwell Zoo, taking responsibility for its own promotion and marketing (though social media).
- introduce an admission charge.
- invest £100,000 in animal enclosures, play areas and visitor facilities.
- diversify the collection away from domestic/farm animals such as pigs, geese and goats and introduce more interesting and exotic species such as tamarin monkey, lemur, meerkat, capybara and flamingo.

The zoo had delivered on this strategy and consistently attracted 55,000-60,000 visitors per annum. This brought in around £210,000 of income each year which had enabled the Council to reduce its subsidy from around £250,000 per annum to £100,000 per annum.

However, the Council had expressed its intention that by 2023-2024, the zoo's subsidy must end. AMION Consulting had therefore been appointed to undertake a review of Hanwell Zoo and identify options which would allow the zoo to become subsidy free over the next five years.

- asked that given the Green Flags, etc. what the disconnect with the low satisfaction rate was in the residents' survey.

It was advised that whilst the survey outcome was disappointing the satisfaction rating had increased dramatically in 2014 and several universal services witnessed a decrease in the recent survey.

- highlighted that we did not say enough about our successes and wanted to get involved in active citizenship but found that it was not easy to do so and whether we had the skills.
It was advised that Active Citizenship was a broader behavioural change programme and not just a parks programme. Previously, there had been limited funding for marketing and communications. However, surveys indicated that volunteering in the borough had increased to 6% from 3% but there were still significant opportunities to increase engagement.
- suggested that the number and maintenance of trees could be improved as we did not promote citizens planting trees in their gardens or looking after street trees outside their front doors.
It was advised that new trees were guaranteed through the tree planting contract for three years. It was quite common for about 10% of new trees to not survive for a variety of reasons. The Council used to have a tree warden programme which the service was looking to reinstate so it was presently work in progress.
- proposed that the Council should take a more coordinated approach to active citizenship as the current arrangements were piecemeal.
- Learnt that the availability of large and suitable event spaces was limited in the borough. The Gunnersbury Park was a possible location but there were licensing restrictions in place that had been set by Hounslow Council and there was often resistance from residents to large events there. However, there was a potential for increased events in Walpole Park and at Ealing Common. The Council had a positive relationship with The Event Umbrella.
- commented that the targets set in the Playing Pitch Strategy 2017-2031 seemed ambitious, particularly as the Council had to work closely with sporting associations and governing bodies.
It was advised that the Council had many successes since 2017 to improve the range of facilities; including working with sporting and governing bodies e.g. Middlesex Football Association to deliver significant inward investment in sports facilities. The Council's asset transfer programme had also been very effective and recognised by Sport England as an exemplar.
- on noting that attendance had been down at the Greenford and Acton Carnivals, queried how much space was taken up in the parks for these events and the frequency of requests received for funfairs.
Heard that the Greenford and Acton Carnivals were challenging regarding sustainability but needed to be tested on how these were valued by the local community. The funfair programme was actively managed by The Event Umbrella to ensure that there was a balanced offer across the borough.

- queried the arrangements for the London Mela.
Heard that the London Mela was now delivered through an independent Community Interest Company and starting to re-establish itself having moved from Gunnersbury Park to Southall Park in 2018 with attendance figures of 24,000 in 2018 and circa 35,000 in 2019.
- questioned where the attendees for the London Mela came from.
Learnt that when it was held in the Gunnersbury Park, approximately 60% came from Ealing, 30% from Hounslow and 10% were from other areas of London and beyond.
- asked about the Open House event in South Ealing Cemetery.
It was explained that the Council was currently undertaking a feasibility study about the restoration of the chapels at the Cemetery.
- queried about the maintenance of Southall Park and the issue of rough sleepers in the park.
Heard that the Assistant Director of Leisure had spent two days in Southall Park at the London Mela and the quality of the park was good. All seasonal bedding had been removed and rough sleepers signposted to St Mungo's for assistance. There were no flowers in parks to save £137,000 (flowers and labour). The park was deemed to be in good health apart from the recreation ground which had litter and rough sleepers. The service was looking at an outdoor tracking centre for next spring and new footpaths in the Southall recreation centre. Homelessness was more difficult to tackle and the Council had a strategy for this.
- asked whether the Council had people to check on the homeless sleepers in the unlocked parks and whether Southall Park was locked at night.
It was confirmed that Southall Park was locked overnight.
- remarked that Gunnersbury Park was now a West London-wide park with £36m investment and whether it was perceived for bigger events. Also, if sports development was taking the shortfall in services and how Ealing was working with the neighbouring Hounslow borough.
Learnt that there had been extensive work on ensuring that the new Sports Hub had a balanced offer of usage. Both Councils jointly ensured that the best possible levels of participation were achieved. Ealing had taken a lead on the sports hub delivery phase and managed the programming aspect. Since the park restoration; the interest from major event companies has increased.

No.	Recommendation
R2	The Council's Parks Service should consider piloting crowdfunding to help improve the play facilities in parks for children of all ages.
R3	The Council's Parks Service should continue to explore further opportunities through the active citizenship initiative in increasing

No.	Recommendation
	the residents' engagement in the borough's parks.
R4	Ealing Council should take a more coordinated approach to the active citizenship initiative as the current arrangements within the organisation are fragmentary.
R5	The Council's Parks Service should reinstate the basic tree warden programme for an effective maintenance and growth of the borough's trees.
R6	The tree warden programme should also better promote residents watering the street trees and planting trees in their gardens to increase the number of trees.
R7	The Council's Parks Service should continue to work with the relevant partners in eradicating persistent antisocial behaviour e.g. rough sleepers, street drinkers, littering, etc. in some of the borough's parks.

SPORTS PROVISION

- 3.104 On reviewing the sports provision at its third meeting, the Panel received presentations from Chris Bunting (Assistant Director of Leisure, Ealing Council), Julia Roberts (Sports Development Manager, Ealing Council), Mesba Ahmed (Founder and Chief Executive, London Tigers), Lee Doyle (Chief Executive Officer, Brentford Football Club Community Sports Trust), Luke Skelhorn (Operations Director, Brentford Football Club Community Sports Trust), Pete Shears (Head of Intervention, Brentford Football Club Community Sports Trust) and Chris Barrett (Education Manager, Brentford Football Club Community Sports Trust)



The third Panel meeting

- 3.105 As part of this review, several Panel members undertook the following site visits:
- Cllr Simon Woodroffe (Vice Chair), Cllr Jon Ball and Cllr Gareth Shaw visited the London Tigers Sports Complex in Southall on 11 January 2020.
 - Cllr Simon Woodroffe (Vice Chair) and Cllr Gareth Shaw visited PACE Charitable Trust at the Havelock Community Centre in Southall on 11 January 2020.
 - Cllr Simon Woodroffe (Vice Chair) and Cllr Hitesh Tailor visited the Brentford Football Club Community Sports Trust at the Horizons Education and Achievement Centre in Hanwell on 17 January 2020.

Council's Active Ealing Team

- 3.106 Chris Bunting (Assistant Director of Leisure, Ealing Council) and Julia Roberts (Sports Development Manager, Ealing Council) explained that the

Active Ealing team client managed the two leisure contracts with GLL (trading as Better) and Sport and Leisure Management (trading as Everyone Active). The management of the contracts involved conducting site visits, holding regular progress meetings, agreeing service and delivery plans, etc. The present tri-borough leisure contract runs out in 2023 and the new contract would potentially include the rebuild/re-provision of the Dormers Wells Leisure Centre, the only facility in the borough with a 6-court sports hall. The new facility would ideally incorporate additional flexible pool space including an 8m x 25m pool and a smaller teaching pool.

- 3.107 The Ealing team led on the management of the SLM/Everyone Active Tri-borough Contract comprising Ealing, Brent and Harrow Councils including all aspects of contract management and performance.



Chris Bunting (Assistant Director, Leisure) and Julia Robertson (Sports Development Manager) addressing the Panel

- 3.108 The Active Ealing team worked in partnership with both the leisure contractors operating in the borough to ensure that there was a joined-up approach to community sports and health related project development. The Active Ealing team was often the first point of contact for national, regional and local sporting and recreational organisations wanting to work with the borough's schools, clubs and residents. Its primary role was to facilitate the development of partnerships to ensure best use of limited resources and the most effective delivery of programmes and initiatives aimed at getting more people active, reducing the number of sedentary people in Ealing, who have a much higher risk of health problems due to inactivity.
- 3.109 The team also organised representative sporting teams for the London Youth Games, an annual youth sports event involving teams from all 32

London boroughs and the City of London, involving thousands of young people across a wide range of different sports. The team also provides support to local sports clubs and organises the annual Ealing Sports Awards sponsored by Everyone Active.

- 3.110 The team also played a strategic role planning new facilities and commenting on planning applications. This work involved the development of strategic plans such as the Ealing Sports Facility Strategy 2012–2021 and the Playing Pitch Strategy 2017–2031. Both the strategies provided the evidence base to help protect and enhance existing provision of sports facilities, as well as support any related grant funding applications. The strategies also informed the development and implementation of planning policy, assessment of planning applications and the impact that new populations might have on the future sporting facility needs.
- 3.111 The service used a range of key performance indications to manage, monitor and develop the service delivery in the leisure facilities. These are provided in the table below.

Headline Summary	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Leisure operations actual - cost of s	£ 2,417,011	£ 1,454,204	£ 426,811	£ 598,928	£ 347,609	-£16,080
Number of visits	2,223,519	2516230	2,671,765	2,658,376	2,666,957	
Number of members	11,233	12,110	12,509	13,481	13,816	
Number of learn to swim members	7023	8591	9,153	9,472	9,136	
Number of leisure pass holders	1867	2479	1,266	1,175	2,192	
Cost per visit	£ 1.09	£ 0.58	£ 16.00	£ 0.22	£ 0.13	
	2014/15	2015/16	Nov 2016/17	Nov 2017/18	May 2017/18	May 2018/19
Active lives survey. Figures for adults doing 150mins of moderate activity a week.	35.7%	36.7%	53.8%	64.9%	59.5%	57.7%

- 3.112 The service collected and analysed a range of user and non-user data. The data helped shape the programmes delivered through the leisure facilities, accessibility, pricing of activities, new service and facility development. Charges for leisure activities were reviewed and benchmarked against similar facilities locally and through regional and national benchmark forums. In Ealing, customers had the option to pay as they played for activities or monthly/annual membership options. Concessionary access was provided through the Leisure Pass scheme and many targeted initiatives, including exercise on referral and the older adult's activity programmes, had specific pricing criteria to enable accessibility.
- 3.113 The data analysis had informed the development of the new Soft Play Centre at Northolt Leisure Centre and the facility offer for the Gurnell Leisure Centre redevelopment project.

User Data

- 3.114 This included:
- Total visits at the leisure facilities
 - Total visits by key target groups

- 3.115 Monthly detailed information was also collected on a range of programmes including swimming, outdoor and indoor activity visits, exercise on referral, gym and swim scheme members.
- 3.116 The Council's leisure provider operated a range of schemes which gave information on customer usage and behaviours. For example:
- the data collected from the Everyone Active Card, which was free to all users, tracked the levels of usage by the customer and was an effective retention tool.
 - The Aqua passport tracked the progress and usage patterns of the swim school customers as well as informed the programme and session development, both for the operator and the customer.
 - Data collected through the Single Customer View system was used to identify how customer needs were being met by the programmes, provided feedback from service users and used to review and develop services and activities.
 - Various social media channels offering targeted opt in promotions were used. Use of the website, online booking and the App in the Ealing centres for booking and other information was amongst the highest in the region.

Non user data

- 3.117 Information captured through the Active Lives survey, other agencies including Public Health, the Let's Go Southall Project and other targeted initiatives.
- 3.118 Active Lives data identified low participant target groups in Ealing. This informed the development and delivery of specific programme initiatives to encourage non-users.
- 3.119 The leisure operators delivered a range of outreach activity working closely with sports clubs, community groups and other providers including taster activity sessions specifically targeted at non-users.
- 3.120 Social media was increasingly being used to increase the activity levels of existing users and encourage participation by non-users through targeted and tracked promotions/offers.

Active Lives survey data

- 3.121 The Active Lives Survey data for May 2018-May 2019, released in October 2019, indicated that Ealing's residents had maintained their activity levels over the last 12 months with no significant change reported in sport and physical activity levels amongst adults aged 16 year and over.
- 3.122 The survey results showed that during this period 57.7% of people reported being active, defined as participating in 150 minutes of moderate intensity activity a week, with 12.7% reported as being fairly active, defined as doing

between 30 and 149 minutes of moderate level activity a week and 29.6% reported being inactive, doing less than 30 minutes of activity a week.

- 3.123 It also showed that Ealing's volunteering in sport percentage had risen slightly to 11%, just over the London average of 10.6%. Ealing's extensive network of sports clubs was almost solely run by volunteers.

Local Development Plan refresh 2020, Leisure's key policy statements and requirements in addition to policies in the London Plan

- 3.124 As part of the Local Delivery Plan refresh, the Leisure team would be working with the Planning team to ensure that any new development positively contributed to the network of sport and active recreation facilities across the borough for the benefit of new and existing residents.

- 3.125 The following draft policy statements had been proposed:

- Developers should include Sport England's Active Design policies and principles as standard as part of any planned development.
- Developers should reference the Council's current (and future) Sports Facility Strategy which would include the Playing Pitch Strategy and annual Action Plan.
- Planning conditions issued should be based on Sport England's standard conditions <https://www.sportengland.org/facilities-and-planning/planning-for-sport/planning-applications/>
- Sport and active recreation should feature in all design and access statements submitted by developers as part of the planning process.
- CIL contributions towards sport and active recreation should be calculated at the start of any development planning process using Sport England's Sports Facility Calculator and local strategic plans.
- All new community sports facilities including those on education sites must be built to Sport England community use/NGB guidelines and must provide access to appropriately designed facilities at an affordable price.
- Any new sports facilities must have a community use agreement in place prior to construction as well as a condition to deliver an ongoing 3–5 years community sports development plan, appropriately resourced by and effectively managed by the new facility operator. Community use of existing school facilities at an affordable price.
- Any new development which includes a health and fitness provision must ensure that an element of community access beneficial to the local community was secured through a community use agreement which would include negotiated free hours of use and/or pricing policies which allowed low participant targets groups to access the facility.

Demand for more swimming pool and sports hall space

- 3.126 As part of the Local Development Plan 2020 refresh, the Leisure team would be updating the Sports Facility Strategy 2012-2021 to identify existing and future gaps in provision. Sport England's latest London Facility Planning Model research showed that Ealing was currently deficient in both swimming pool and sports hall space.
- 3.127 The borough also needed an 8-court sports hall, ideally with room for spectator seating, that could be used by sports clubs playing at a high level and/or clubs playing sports that required a playing area larger than a standard 4-court sports hall. Another theme being considered that had proved successful in other areas, was the co-location of sports facilities with health services to influence people's attitude to seeing an active lifestyle as a health benefit encouraging people to be more active.
- 3.128 The plans to rebuild Gurnell Leisure Centre would contribute to the borough's need for more swimming pool space as would the redevelopment of Dormers Wells Leisure Centre in the next 5 years. The new high schools currently being built would contribute to the deficiency in sports hall space across Ealing.
- 3.129 Community sport would also benefit from existing school facilities being more accessible to local residents, sports clubs and community groups. The Notting Hill and Ealing High School had a 4-lane 25metre swimming pool which was currently not available for community use due to planning restrictions. Having this pool available for sports club use would help make up the shortfall of pool space in Ealing, especially during the Gurnell Leisure Centre closure period. The school also had a sports hall that was currently not available for community use.
- 3.130 There were high schools in Ealing that did not openly welcome community use of their sports facilities. This meant that sports halls were not being used outside of school hours when there was a high demand for these facilities by local people and sports clubs.
- 3.131 Ideally, all high schools should make their sports facilities available to the public outside of curriculum hours. This availability would then need to be appropriately communicated to the community. For example, schools should have a community use tab on their websites, content on social media and in-house electronic parent communication to make it easy for the wider community the school served to check what facilities were available for use, the booking procedure and price.

Facility gaps generated by the rise in demand from highly successful voluntary sports clubs based in Ealing

- 3.132 Ealing had an extensive network of sports clubs, some of significant size. For example, Ealing Swimming Club had over 1,000 members, as did Actonians. Some clubs were of significant age, including rugby and cricket, whilst others played at national premier league level such as handball, volleyball and both codes of semi/full time professional rugby clubs.

- 3.133 Through the hard work of volunteers in the sporting sector, Ealing also had a number of relatively new clubs which had grown so much in popularity that they required new facilities. For example, two hockey clubs in Ealing needed additional sand dressed floodlit hockey pitches to accommodate a growing number of players; a road running club with over 700 members needed an appropriate home to cater for a new flock of junior runners; a gymnastics club with potential future Olympians as members and a trampoline and double mini tramp club were looking for purpose built facilities; and a host of indoor sports clubs were also looking for sports hall space in Ealing.
- 3.134 This real need for more sports facilities was also supported by the Sports Facility Strategy which had identified a wide range of improvements to existing or new build sports facilities needed to meet the current and future demand in Ealing.

Existing sports facilities and locations identified as having the potential to or need for development

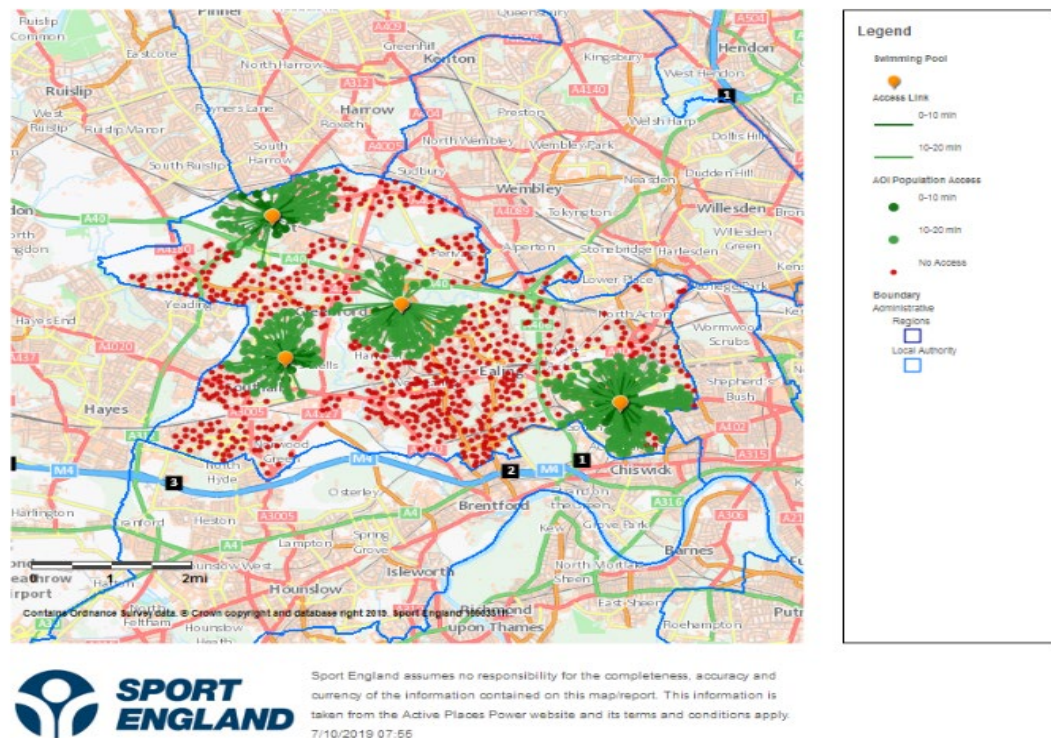
Key site location	Purpose of development	Facility mix	Timetable	Sensitivities or constraints
Existing Sites				
Gurnell Leisure Centre	Replace current facility at the end of its operational life with a more fit for purpose building with a more sustainable facility mix	50m x 10 lane pool, recreation pool, soft play, 3 studios, gym, ancillary facilities and café plus a new BMX track and skate area	Open by 2022	# Loss of playing pitches – See PPS # Enabling Housing development
Dormers Wells Leisure Centre	Replace current facility at the end of its operational life with a more fit for purpose building with a more sustainable facility mix	Gym, women only gym, 2 studios, 6 court sports hall, flexible pool space minimum 25m 6 or 8 lane plus teaching pool 12 x 16m with moveable floor	Next 5 years	# Need to build whilst retaining use of existing centre # Could use same location and footprint swap land # Football pitches not essential – see LFFP # Consider cricket facilities if playing fields remain
Actonians Sports Ground	Replace current facility at the end of its operational life with a more fit for purpose building with a more sustainable facility mix	Pavilion with bar and social space plus indoor sports facilities for badminton, squash, table tennis, netball and outdoor sports facilities for rugby, cricket, tennis, netball and football	Next 2/3 years	# Dependant on enabling development # Displacement of multiple teams whilst building works take place
Boddington Gardens	Provide second hockey pitch in line with PPS	Second floodlit sand-based hockey pitch	Open by 2021	# Loss of cricket pitch and football pitch, but NGBs

Key site location	Purpose of development	Facility mix	Timetable	Sensitivities or constraints
				aware of the position
Elthorne Sports Centre	Replace current facility at the end of its operational life with a more fit for purpose building with a more sustainable facility mix	4 court sports hall, gym, studio and changing rooms for indoor and outdoor sports facilities	Within 5 years	# Elthorne HS sports needs to be considered # Funding the rebuild or re provision # Could combine with Ealing Fields temporary site on the former Eversheds Sports Ground
Elthorne Waterside pitches	Provide community daytime year-round access to new indoor tennis courts, park café and changing rooms	Provide new indoor tennis courts, park café and changing rooms plus car park	Within 2 years	# Return the 3 tarmacadam tennis courts in Elthorne Park to grass and construct 4 indoor tennis courts on the parkland adjacent to the current MUGAs
Norwood Hall Sports Ground	To provide a pavilion alongside improved quality grass pitches and a floodlit 3G pitch for community use	Pavilion with changing rooms and social space, plus 3G floodlit pitch and grass cricket and football pitches	Within 4 years	# Jointly owned with Hammersmith and West London College # Funding required
Formers Barclays Bank Sports Ground	To provide school and community use sports facilities	Pavilion with ancillary facilities, plus floodlit sand based AGP for hockey and winter and summer playing grass pitches	Within 15 years	# Private owner
Horsenden Hill Golf Course	Change of use, to urban sport and recreation park including facilities for cycling and walking	Cycling and walking facilities with ancillary facilities and cafe	Within 5 years	# Change of use
Sites Needed				
Site to be identified - Ealing Hockey Club (Ideally in Central Ealing)	Provide new pavilion and floodlit sand dressed hockey pitch or pitches (2)	Pavilion to service one or two pitches including changing rooms and social space, plus pitch(es)	Next 2 years	# Finding a suitable site # Ideally location should be near to an existing pitch e.g. St Augustine's School, St Benedicts
Purpose-built Gymnastics facility (Good accessibility)	Provide a purpose-built gymnastics and trampolining facility to service the whole borough	Provide a purpose-built gymnastics and trampolining facility with ancillary facilities	Next 5 years	# Finding a suitable site

Key site location	Purpose of development	Facility mix	Timetable	Sensitivities or constraints
Athletics training facility – Ealing Eagles juniors	Provide a new pavilion and 246 athletics training facility	Provide a purpose-built athletics training facility	Next 2 years	# Could co locate with other sports e.g. hockey pitch # Ideally locate in a different catchment to Perivale Track

Innovative ways to fill facility provision gaps and increase the range of sustainable sport and leisure facilities available year round

- 3.135 The wider Leisure and Parks team was working on a number of innovative ideas aimed at maintaining and, where possible, enhancing existing provision to ensure residents had a range of opportunities to be active enabling them to live healthily.
- 3.136 For example, to ensure the sustainability of park tennis courts, the team was working with the Lawn Tennis Association (LTA) to investigate options for installing a gate access system on some park tennis courts, potentially solar powered. This would allow the Council to operate a paid for tennis court booking system which would measure the usage of courts, provide residents with the opportunity to reserve courts and local tennis coaches with an opportunity to deliver coaching programmes without having a facility court of their own. In turn, the income raised would be used to maintain the quality of the existing park tennis courts which were a relatively low priority for limited parks funding.
- 3.137 Switching outdoor facilities for indoor facilities was also being considered. Some of the borough’s tarmac park tennis courts were located away from main roads and inaccessible in the winter months due to a lack of lit pathways and floodlit courts. So the team was looking at potential footprint swaps to relocate and enhance tennis facilities to make them more accessible.
- 3.138 The team was also looking at prospects to develop year-round opportunities by installing floodlights to extend usage through the winter months – the new floodlit skate park in Acton Park would be available for use for the first time this winter.
- 3.139 In order to improve resident access to public pools, the team was looking at potential locations to install new modular designed pool systems which had a 25-year life span <https://totalswimmingpools.co.uk/>. The best locations would be adjacent to or part of existing service locations such as a high school, community centre or leisure facility. The map below shows by using red dots the areas outside a 20-minute walk catchment area of the four Council-owned public swimming pools in Ealing. Where possible, these areas should be prioritised as locations for any new facilities.



The contribution made to community sport and leisure facility provision by Ealing's schools

3.140 The Council is not the only provider of community sports facilities in the borough as there is a wide variety of different operating models in use across the high schools including the following:

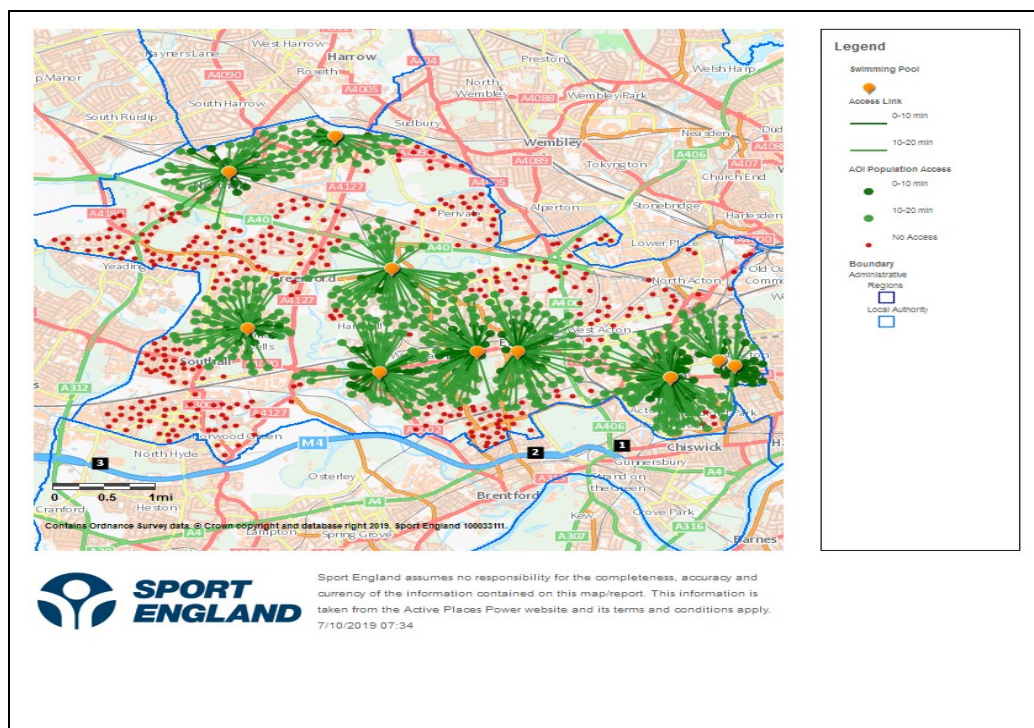
- Lettings service operated directly by the school usually through its site management team, with someone on site rather than a member of staff directly supervising the activity. The most common hirers through this system were organised groups and sports clubs who provided their own staff and loose items of equipment. Hours of operation varied across school sites.
- The PFI facility booking system not involving the Council's leisure team. This is similar to the above arrangement but the management and administration of bookings was through the PFI operator. The most common hirers through this system were also organised groups and sports clubs who provided their own staff and loose items of equipment.
- Sports centres run directly by the school with supervising staff on site and available during community hours. This model catered for clubs and groups but also for individuals wanting to use the facility on a casual basis.
- Dual use community sports centres operated by Everyone Active as part of the Council's tri-borough leisure contract, due to operate until 2023. This model catered for the same groups as directly managed school

sports facilities but had the added benefit of providing multi-site access offering a wide range of facilities including swimming pools, golf course, artificial grass pitches, etc. across the borough to individual customers.

- The majority of private schools in Ealing provided community access sports facilities to clubs and organised groups. The bookings were usually for a whole term but often for a whole year. These schools tended not to make facilities available to individuals.
- Traditionally due to their relative size, primary schools had not been a major provider of sport specific facilities both locally and nationally. However, primary schools did host more informal sport and recreational activities such as dance groups and sometimes martial arts clubs.

The contribution made to leisure facility provision by community organisations and the private sector

- 3.141 The community centres and church halls also played an important role in supporting community-based sport and active recreation. The scale of facilities varied greatly at community venues. Most had a flexible indoor space that could be used for exercise classes and martial arts activities whilst others had outdoor multi-use games areas for informal games of football, basketball, etc. The Hanwell and Perivale Community Centres were used extensively by sports clubs and informal groups of people playing sport as both had indoor spaces that were equivalent to a sports hall.
- 3.142 Privately operated facilities or members only facilities also provided sport and active recreation opportunities for residents. However, due to the cost of membership these clubs were usually only accessible to people with the highest levels of disposable income or those employed by companies that provided corporate club membership to employees. The majority of private facilities had swimming pools and Ealing had one of the highest number of private pool facilities compared with other London boroughs. The other facilities usually provided included gyms, studios, spa facilities, indoor and outdoor tennis courts.
- 3.143 The swimming pool map looked different when private swimming pool facilities were included in the catchment mapping, as shown below.



3.144 The private sector also provided low cost options for residents. 24-hour budget gyms tended to pop up where there was a demand. These facilities were often frequented by people who worked non-standard hours, were confident gym users not needing tuition or those just wanting access to a gym and did not want to use any other facilities often provided at sport and leisure centres.

Active Ealing working in partnership with others to provide opportunities for people of all ages and abilities especially low participant target groups

3.145 The purpose of Active Ealing’s sports development function was to promote existing opportunities and the benefits of a healthy active lifestyle, by working in partnership with other external agencies and Council departments such as Public Health.

3.146 The team supported Ealing’s extensive voluntary sports club network to ensure sustainable good quality opportunities existed in a range of sports for both adults and juniors of all abilities. The team also worked with Brentford Football Club Community Sports Trust on a wide range of projects targeting different low participant groups as well as the Young Ealing Foundation to ensure that sports clubs were aware of the support available outside of sport.

3.147 Two of the team’s most important relationships are with the borough’s leisure contractors, working together to improve and expand the opportunities available in Ealing’s sport and leisure facilities. The majority of activity programmes were specifically targeted at hard-to-reach groups, improving access and increasing participation, particularly among teenagers, older adults, young women, people with disabilities, people from black and minority ethnic backgrounds, people in socio-economic groups D/E and those with specific health needs.

- 3.148 By linking Everyone Active and Better colleagues with other agencies, Active Ealing laid the foundation for effective partnership delivery of a variety of projects. A recent example of this was the joint approach taken to working with The Change Foundation, a charity that used sport and physical activity to create transformational changes in young people. The Girls Win project used sport to help young women with a disability set short, medium and long-term goals empowering them to think more positively and develop their future prospects by engaging in activities that kept the body and mind healthy. Activities would take place initially at the Everyone Active Acton Centre and then move onto the new Gunnersbury Park Sports Hub facility operated by Better.

Everyone Active – Examples of current health related activities and community initiatives and partnerships

Health Related Activities

- 3.149 These included:
- Exercise on Referral programme
 - Child Weight Management programme
 - Diabetes Prevention Programme
 - Mother and Baby Group

Community Based Initiatives and Partnerships

- 3.150 These included:
- Ealing Sports Awards
 - Partnership with Gurdwara Sri Guru Singh Sabha Southall
 - Partnership with Fizzikal Futures charity
 - Jamal Edwards Delve Youth Project
 - Havelock Family Health and Fitness Festival
 - Charity Golf Corporate
 - Certitude
 - Swimming lessons for juniors with a disability and/or additional needs

Better – Examples of current community initiatives and partnerships

- 3.151 These included:
- Club Games
 - Partnership with Ealing Mencap
 - Tennis for Kids at Gunnersbury
 - ParkTennis at Gunnersbury
 - GLL Sports Foundation
 - Gunnersbury Tennis program and staffing

Marketing

- 3.152 Everyone Active and GLL used both digital and traditional hard copy/physical forms of marketing.

Local Newspapers

- 3.153 Articles celebrating recent achievements and promotion of upcoming events and activities (e.g. activities for children during school holidays, centre open days, etc.) featured regularly in the local Ealing and neighbouring boroughs' newspapers.

Digital/Social media

- 3.154 Both operators linked in to the Council's marketing for the Around Ealing magazine, and the digital platforms such as emails, Facebook, Twitter, Instagram, etc.
- 3.155 All the borough's centres had a Facebook page from which articles and or centre updates relating directly to the centre were advertised. Advertisements could also be boosted to target the relevant groups.

Websites

- 3.156 The webpages for all the centres were also linked to the Council's website, showing the centre details as well as information on the activities.

Outreach

- 3.157 Both operators regularly arranged for colleagues to attend local events to promote their centres. The events were usually supported with an activity or fitness testing to engage with people.
- 3.158 During 2018, Everyone Active celebrated the Russia World Cup, with a world cup campaign across Ealing. This involved penalty shoot outs within the centres and throughout the community. 1,088 participants took part. The event involved attending several school health fairs, Hanwell Carnival, Southall Sports Day, etc. The Northolt High Sports Centre hosted a charity football match supported by Brentford Community Trust in which many local youths participated.

Open Days

- 3.159 The centres hosted open days which were advertised in the local newspapers, flyers and leaflet drops, online and through social media. The open days were to attract new users to come along and view the centre, make enquiries, speak to the staff and try out taster sessions. The days were designed to be fun with activities for the whole family.

London Tigers Presentation

- 3.160 Mesba Ahmed (Founder and Chief Executive of London Tigers) explained that London Tigers registered as a charity in 2003. The organisation initially launched in East and North London before expanding to Ealing. It was a charitable organisation that focused on reaching out to disadvantaged groups in areas of known deprivation and worked with hard to reach people.
- 3.161 London Tigers Sports Complex in Spikes Bridge Park, Southall opened in 2014 under a 25-year lease from the Council. The complex had grass football and cricket facilities, an indoor hall that doubled as a dance studio and meeting room, a well-equipped kitchen and changing rooms, plus a dedicated car park. The new facility was home to London Tigers Development Centres for Football and Cricket with junior and senior teams playing at competitive level, a youth club for local youngsters, junior activity programmes as well as women's fitness sessions.



Mesba Ahmed (Founder and Chief Executive of London Tigers) presenting to the Panel

- 3.162 London Tigers encouraged children to take part in a wide range of activities and to become members of the sports clubs on site by promoting and running school holiday activity camps, as well as community projects and youth activities.



Cllr Simon Woodroofe (Vice Chair), Cllr Jon Ball and Cllr Gareth Shaw with Mesba Ahmed (Founder and Chief Executive of London Tigers) at the London Tigers Sports Complex

- 3.163 Some of the challenges faced at the sports complex included antisocial behaviour, vandalism through unauthorised usage and damage, drug misuse, prostitution, homeless people getting into the three minibuses and the need to replace the inherited low fencing on the 3G pitch.

- 3.164 London Tigers were working with the Police and the Council's Parks Service to try to tackle these issues. One solution was the installation of CCTV cameras to act as a deterrent and to help reduce antisocial behaviour.
- 3.165 The original facility development project was used by Sport England as a case study for good practice and Councillors from other local authorities had visited the sports complex to learn about the successful Southall model in engaging the local community through sports and leisure activities.



On the football pitch at the London Tigers Sports Complex

Brentford Football Club Community Sports Trust Presentation

- 3.166 Lee Doyle (Chief Executive Officer), Chris Barratt (Education Manager), Pete Shears (Head of Intervention) and Luke Skelhorn (Operations Director) of Brentford Football Club Community Sports Trust (BFCCST) informed the Panel of the work of their organisation within the community.
- 3.167 BFCCST worked alongside Brentford Football Club and in partnership with an extensive network of organisations, including both Hounslow and Ealing Councils. The Trust was currently working with both Councils on the Gunnersbury Park Sports Hub project and would be delivering a wide range of year-round activities for people of all ages and abilities.
- 3.168 BFCCST was an organisation embedded in the community, employing nearly 100 staff to run a large portfolio of programmes across education, employability, sports participation, health and community engagement spanning over three decades. The Trust used the lure of sport to educate, motivate, heal and inspire people from all backgrounds. For example, through sports they linked 40 young carers to local employers e.g. Hilton Hotel, Syon Park, etc. They had also helped identify undiagnosed conditions e.g. special education needs, emotional and behavioural issues, etc. in some young people and referred them to the appropriate professional services for the right individual support.



Representatives of Brentford Football Club Community Sports Trust presenting to the Panel

3.169 Sports and health related programmes currently being delivered in Ealing included school-based pupil participation activities and teacher support, post 16 education in partnership with high schools and development programmes for 5–15 year olds. Community engagement projects included the Be Inspired and Parks Football projects in Northolt and Southall, as well as the Kickz project in Northolt. Education based projects included Brighter Futures in partnership with Ealing’s Safe Team and the Danny Fullbrook Journalism Project.



Cllr Simon Woodrofe (Vice Chair) and Cllr Hitesh Tailor with Pete Shears (Head of Intervention, Brentford Football Club Community Sports Trust) at the Horizons Education and Achievement Centre in Hanwell

- 3.170 Projects working with young carers and people with disabilities and additional needs included the Ealing young carers support project, Deaf Volunteers project covering sports coaching and IT roles, support of local disability football clubs based in Perivale and Hanwell and support to Adult Deaf Clubs specifically a women's group in Greenford.



Cllr Simon Woodroffe (Vice Chair) and Cllr Hitesh Tailor helping with the cooking for the young carers

- 3.171 In recognition of this extensive and very successful community programme, BFCCST had won the 'Football League Community Club of the Year' award four times. Looking to the future BFCCST had recently, joined the European Football for Development Network and aligned its strategy with the United Nation's sustainable development goals.

Key Issues

The Panel:

- commended the presentations and the work of the organisations in the local communities particularly with the Black, Asian and Minority Ethnic groups.
- acknowledged the need for continued partnership working in the sustainability of sports provision in the borough.

- learnt that the Council funding for targeting disability participation had been cut in 2016. This had resulted in the loss of two officer posts providing specific programmes for older people and people with a disability or additional needs. There now was only one member of staff whose role was to organise representative teams for the annual London Youth Games, host the Ealing Sports Awards and offer support to local voluntary sports clubs and other organisations promoting and delivering sport.
- heard that the Council worked in partnership with community-based clubs and organisations to promote opportunities for people to be active and play sport in Ealing. For example, the promotion of PACE Charitable Trust which provided activities such as boccia to people with disabilities and additional needs; the promotion of swimming lessons for people with a visual impairment run at Northolt Leisure Centre, by Ealing Swimming Club, Everyone Active and Metro Blind Sport and supporting the Young Ealing Foundation to organise an open forum to discuss disability sport in Ealing.
- asked about the relationship between the two main sports trusts in the borough.
 Heard that the Warren Farm development would see QPR Community Sports Trust working in Ealing; BFCCST and QPR Trust had a very good working relationship and worked well together furthering local community projects. It was noted that QPR had provided £250,000 to fund community projects as part of the Warren Farm development.
- asked whether the school premium money could be used for activities involving young people.
 Heard that the school decided how to spend the money appropriately.
- queried the promotion and publicity of the BFCCST programmes.
 Learnt that their marketing and communications officer undertook this with sustainability in mind so that activity promotion would continue if/when finite project funding came to an end e.g. websites, leaflets, social media, national publicity as well as via the housing and residents' associations on estates.
- asked about the school holiday camps.
 Heard that these were popular and often encouraged further interest especially from youngsters who may not usually take part in activity.
- asked about the size of the girls' and women's cricket teams.
 Learnt that the London Tigers currently had 20-25 young girls (under 14 years old) playing cricket.
- stressed the need for the London Tigers to engage more with people living in social housing estates within the borough.
 Learnt that it would depend on securing funding to carry out this specific work.

- had observed during the site visits that London Tigers wanted to enhance physical and mental health and the leadership was very enthusiastic in their efforts in trying to do this. They saw themselves as a one-stop shop for health enhancement and had not asked for any money to provide this service. The PACE Charitable Trust which had an inclusivity agenda focused on those at risk of exclusion and were in the process of recruiting staff to increase their capacity. There had been an article in the Council's Around Ealing magazine about BFCCST's scheme for children at school (young carers) looking after adults.
- felt that these organisations were all doing excellent jobs for the community but not asking for or expecting support. It was difficult to know how to reward such positive community activity.



Cllr Simon Woodroffe (Vice Chair) and Cllr Gareth Shaw speaking to Krishna Birdy (Project Coordinator and Trustee) during their visit to the PACE Charitable Trust in Southall

No.	Recommendation
R8	Ealing Council's Parks Service should continue to work with the relevant enforcement agencies and sports organisations to help improve boroughwide sports participation.
R9	Ealing Council should work with the providers to ensure that there are more leisure activities available across the borough for people with disabilities.
R10	Ealing Council should provide more support to the local sports organisations and work closely with the residents associations in improving engagement with the people living in social housing estates in the borough.

ARTS PROVISION

- 3.172 At its fourth meeting, the Panel considered the arts provision. The meeting was held at The Questors Theatre in Ealing and preceded with a guided tour of the theatre and its facilities. The Panel received presentations from Cllr Jasbir Anand (Portfolio Holder for Business and Community Services), Council officers and representatives of nine local arts organisations that had accepted the Panel's invitation to provide their perspective on the arts and culture in the borough.



The fourth Panel meeting held at The Questors Theatre in Ealing

Portfolio Holder's Address

- 3.173 Cllr Jasbir Anand (Portfolio Holder for Business and Community Services), who was accompanied by Cllr Amarjit Jammu (Deputy Portfolio Holder for Business and Community Services), highlighted that arts and culture was for all the residents in all the seven distinct towns of the borough. It needed to reflect the rich tapestry of cultures and ambitions of all the communities. Ealing's new Arts and Culture Strategy would reflect this approach. She felt that spaces in the borough could be better used for cultural activity and the strategy had to take into account the fact that 25% of the population was below 25 years old. The Council's newly appointed Arts and Culture Manager would take charge of this strategy.



Cllr Jasbir Anand (Portfolio Holder for Business and Community Services) and Cllr Amarjit Jammu (Deputy Portfolio Holder for Business and Community Services) addressing the Panel meeting

Council's Arts and Culture Service

3.174 On presenting their report to the Panel, Chris Bunting (Assistant Director, Leisure) and Jan De Schynkel (Arts and Culture Manager) highlighted:

The Value of the Arts and Culture
Value and Impact

3.175 When we talked about the value of arts and culture to society we always started with its intrinsic value: how arts and culture could illuminate our inner lives and enrich our emotional world.

3.176 Arts and culture had a wider more measurable impact on the economy, health and wellbeing, society and education.

3.177 It was important that this impact was recognised to help people think of arts and culture as a strategic national resource.

Economy

3.178 The UK's booming creative industries made a record contribution to the economy. Industries including arts and film, TV and radio, museums and galleries were all part of this thriving economic sector. In 2016, these industries were worth almost £92bn according to the Department for Digital, Media, Culture and Sport.

3.179 The creative industries' contribution to the UK was up from £85bn in 2015 and growing at twice the rate of the economy. The sector was now one of

the fastest growing industries and continued to outperform the wider UK economy.



Jan De Schynkel (Arts and Culture Manager, Ealing Council) addressing the Panel

Health and Wellbeing

- 3.180 A 2014 impact study by Arts Council England showed that those who had attended a cultural place or event in the previous 12 months were almost 60% more likely to report good health compared to those who had not.

Society

- 3.181 The study also showed that there was strong evidence that participation in the arts could contribute to community cohesion, reduce social exclusion and isolation, and/or make communities feel safer and stronger. Employability of students who studied arts subjects was higher and they were more likely to stay in employment.

Education

- 3.182 Taking part in drama and library activities improved attainment in literacy. Participating in structured music activities improved attainment in mathematics, early language acquisition and early literacy.
- 3.183 Involvement in structured arts activities increased cognitive abilities.
- 3.184 Students from low income families who took part in arts activities at school were three times more likely to get a degree than children from low income families who did not engage in arts activities at school.
- 3.185 The impact of arts and culture was significant and measurable.

Strategic Context

Arts Council England's new 10-year Strategy

- 3.186 On 27 January 2020, Arts Council England (ACE) published its new 10-year strategy for 2020-2030. The strategy's themes chimed with the Council's emerging 'Thriving Communities' strategy and there was an opportunity to align a new cultural strategy to both.
- 3.187 The key differences in the new strategy included more emphasis on supporting people individually and at every stage of their life, championing a wider range of culture as well as increasing spending and support for libraries.
- 3.188 It also aspired to give communities in every "village, town and city" more opportunity to design and develop the culture on offer there.
- 3.189 The strategy listed four principles guiding whether ACE would invest public money – "ambition and quality", "inclusivity and relevance", "dynamism", and "environmental responsibility".
- 3.190 The strategy listed a number of important issues requiring action including:
- Persistent and widespread lack of diversity across the creative industries and in publicly funded cultural organisations.
 - Difference in understanding of the terms "arts" and "culture" across the country, with many seeing the "arts" as only the high arts.
 - Big differences in cultural engagement, geographically and socioeconomically.
 - Unequal opportunities for children outside school across the country.
 - The often fragile business models of publicly funded cultural organisations.
 - A retreat from innovation, risk-taking and sustained talent development.

Mayor of London's Culture Strategy 2018

- 3.191 The Mayor's Strategy had four priorities:
- **Love London** – more people experiencing and creating culture on their doorstep.
 - **Culture and Good Growth** – supporting, saving and sustaining cultural places.
 - **Creative Londoners** – investing in a diverse creative workforce for the future.
 - **World City** – a global creative powerhouse today and in the future.

London Borough of Culture

- 3.192 Announcements of the next successful awards for the London Borough of Culture (LBOC) for 2021 and 2023 would be in February 2020. If the scheme continued then the applications for 2025 and 2027 were likely to open around 2022. This would give Ealing Council time to build a strong foundation for applying to the next rounds.
- 3.193 The current published outcomes for LBOC were:
- more Londoners getting involved in creative activities
 - a borough where people are proud to live and work

- partnerships between culture, business, community and voluntary sector
- putting culture at the core of local plans
- outstanding artists making exciting new work
- telling the story of local people and places
- creating social connections by taking part in culture
- improving health and well-being through arts and culture

A New Cultural Strategy should link to 'Thriving Communities'

3.194 Work was underway in developing a Thriving Communities Strategy 2020–2024. This would set the strategic direction for Thriving Communities for the next four years. There were currently three emerging themes: community connections and social action; participation and engagement in decision making; and catalysts – facilitating and enabling change.

- 3.195 The programme objectives were in the early stages of development and might be around:
- Citizens leading their neighbourhoods in an inclusive way through social action and participating in decision making.
 - Shift in culture to enabling and facilitating citizens in social action.
 - More people active in their local area, supporting others and contributing to stronger neighbourhoods.
 - Improved health and well-being through inclusive social networks and activities.
 - Coordination across public, private, voluntary and community organisations to maximise the positive impact of public sector resources and community strengths.
 - Innovation at a local level, change how the Council engaged and supported residents to connect and be involved.

A New Cultural Strategy should link to priorities of 'Vision for Place'

- 3.196 The vision for the new Place Directorate offered opportunities for a new cultural strategy to align with which were set out as follows:
- Connecting communities to resources, new opportunities and each other.
 - Housing developments that emphasised strengthening relationships between neighbours through arts and culture.
 - Connecting culture with employment and skills services that helped connect people to others already in work and foster a network of professional contacts.
 - Safer communities: using arts and culture to tackle feelings of insecurity that inhibited neighbourliness.
 - Using arts and culture to remove barriers, build connections and specific interventions.

Current Arts and Culture Provision

Ealing Council's Arts and Cultural Strategy 2013-2018

3.197 The Council's previous Cultural Strategy 2013-2018 had expired so a new framework was needed. This was deemed to be a timely opportunity to link the new cultural strategy to the new Thriving Communities strategy of the new Place Directorate as well as to the Arts Council's new 10-year strategy which had a new emphasis on creative people and creative places.

The aims of the previous strategy were to:

- Enable opportunities for participation and local involvement
- Maximise contribution that the arts, culture and heritage made to Ealing
- Build capacity to attract funds and partnerships
- Raise awareness of Ealing's cultural offer

3.198 The heritage offer in particular had been progressed successfully with Pitzhanger Manor & Gallery and Gunnersbury Park & Museum.

Ealing's Arts Scene

- The service did not presently hold a directory of the arts and cultural groups. Local artists and cultural organisations were not obliged to inform the Council of their funding sources, whether grants or sponsorship. Therefore, the data in relation to investment and funding of the sector would require undertaking a mapping exercise. However, the visible players were Pitzhanger Manor & Gallery, Gunnersbury Museum, The Questors Theatre, Open Ealing, Artification BEAT Art Trail, The Ealing Club, The Hanwell Cavern, Ealing Arts and Leisure, Hanwell Hootie, Desi Radio, Ealing Summer Festivals (Jazz, Blues, Comedy as well as Greenford Carnival, Acton Carnival and London Mela), Ealing Studios, University of West London (London College of Music and the London School of Film, Media and Design), the Martinware collection at the Dominion Centre, and a large number of individual artists and creatives living in the borough. Most of these groups were supported by the Council through in-kind support and the ward forums.
- The Council's approach to supporting cultural activity had been to enable and facilitate arts activity in the borough rather than directly fund and resource arts activity. There was currently no designated arts development budget. However, lots of arts activity took place in the borough through schools, independent arts organisations, community groups, amateur arts organisations and the professional sector.

Festivals and Events

3.199 Ealing Council supported the Festival and Events programme through a contractor, The Event Umbrella, who ran the Ealing Summer Festivals and provided advice to community groups staging local events.

3.200 A 2017 consultation to inform Ealing's LBOC bid showed that respondents cited 'festivals' as what was distinctive about Ealing.

Heritage

3.201 The Cultural Strategy 2013-2018 committed the Council to secure investment and regeneration of Pitzhanger Manor (Grade I) and Gallery and Gunnersbury Park and Museum (Grade II). Both sites were completed in 2018 and were now open to the public after being transferred to the community.

3.202 For Pitzhanger Manor and Gallery, Ealing Council had invested £4.1m towards a total capital cost of £11.6m.

- 3.203 For Gunnersbury Park and Museum, Ealing Council had invested £3.7m towards a total capital cost of £12.2m. Gunnersbury Park and Museum was jointly owned with Hounslow Council.
- 3.204 In addition to the capital funding, Ealing Council had a management agreement in place with both the sites (Gunnersbury Park and Museum: £0.355m per annum and Pitzhanger Manor and Gallery: £0.427m per annum).

Opportunities and Gaps

Challenges and Gaps

- There seemed to be several evidence gaps:
 - There was an opportunity to create a framework that standardised audience/visitor data collection across the borough's public, private and voluntary sectors to develop a robust evidence base for culture. The Audience Agency's Audience Finder segments (used by Arts Council England) would be an ideal enabling tool for this <https://audiencefinder.org//>.
 - There was an opportunity to map the economic impact of culture relating to Ealing's museums, libraries and cultural organisations and how these contributed to the wider economy.
 - There was an opportunity to instigate research that quantified the savings to the public purse in terms of people's happiness, wellbeing and improved health through preventative arts and culture interventions, or other contributions to public services.
 - There was an opportunity to commission more detailed mapping, beyond the Greater London Authority's Cultural Infrastructure Map, to map cultural activity (beyond physical cultural buildings).
 - There was an opportunity to collect data on the use of digital technologies and how arts and cultural organisations were using this technology to become more resilient.
 - The most recent Active Lives Survey (2015-2017), a nationwide assessment of involvement in sporting and cultural activities, showed that across the borough fewer than two-thirds (72%) of adults attended an arts event, a museum/gallery or spent time doing an arts activity in the last twelve months. Cultural participation in Ealing was slightly lower than the London average of 74%. This was a reasonable starting point.
 - However, there was an opportunity to evaluate equality and diversity: those who were most actively involved with the arts and culture that we invested in tended to be from the most privileged parts of society; engagement was heavily influenced by levels of education, socio-economic background and where people lived. There was an opportunity to test these assumptions and recommend actions to address imbalances.

- Compared to most other London Boroughs, Ealing benefited from limited cultural capacity and infrastructure with no obvious cultural hubs (for example music venues, theatres, arts centres, galleries, Arts Council funded arts organisations (that benefited from core ACE funding), a hub or conglomeration of artist work spaces, a focal hub for digital and creative industries, etc.). In the absence of these, some isolated initiatives had sprung up. These, however, were not in a position to provide sufficient focus and leadership to transform Ealing.
- Whilst there were some good individual activities there was limited evidence of a strong collective network or strategic linked-up working from the cultural sector.
- There seemed to be no art in the public realm (either permanent or temporary).
- There was an assumption of choice outside the borough where people spent time and money.
- There was an opportunity to build culture into the local plan.

Opportunities and Potential

- The Cultural Strategy ought to be a Strategy of Cultures (in the plural), that connected and empowered all communities. The strategy should reflect an ambition of and a journey towards a democracy of cultures.
- The strategy should be developed through a partnership approach: in terms of evaluating the previous strategy; involving local people and artists in the developing of the strategy; and to embed and deliver outcomes. One of the criteria for the Mayor of London's London Borough of Culture programme was that bids should have a clear plan for involving local people in shaping the cultural programme.
- Rather than a separate document, the strategy should resemble a cross-Council framework that placed culture at the heart of all the Council's departments and acted as the glue, particularly around place-making and place-shaping, creative economy, young people and thriving communities.
- This would bring it in line with the emerging Thriving Communities strategy of the Place Directorate, the aims of which included citizens leading their neighbourhoods in an inclusive way through social action and participating in decision making; a shift in culture to enabling and facilitating citizens in social action; innovation at a local level; change how the Council engaged and supported residents to connect and be involved.

*A good **example** of such a way of working and framework was in Leeds. Leeds City Council's new culture strategy was developed through a co-production model, involving extensive consultation with the cultural sector and local communities.*

It placed culture at the heart of all policymaking for Leeds – from highways to planning and community cohesion, with the aim of creating more prosperous, healthier, stronger and happier communities. It acted as a framework for policy change, enabling a more innovative, vibrant, cost-effective and collaborative approach to place making

<https://www.local.gov.uk/developing-cultural-strategy-through-co-production-model-leeds-city-council>.

- However, against the backdrop that Ealing was currently not seen as ‘a destination’ and that there was limited cultural infrastructure (in comparison with most other boroughs), there were significant opportunities for more visible and spectacular interventions and signature moments (in partnership with national organisations) that combined started telling a unique story of Ealing. Outdoor arts interventions and art in the public realm could be key tools to achieving this. It should link to place making and regeneration.
- As there was currently no central focal point such as a professional receiving theatre or arts centre in the borough, a schedule of animation and activation events could be programmed. The purpose of such a series of interventions of differing scales and in different places was multi-fold: to test out models of practice to inform the development of policy and strategy; to help residents see Ealing differently; to inform audience impact for the cultural strategy; to inform future discussions around the role of culture in planning and place making; to think in a creative way of where culture could happen (car parks, parks, hoardings, walls, libraries, community centres, schools, squares, shopping centres, empty shops, etc).

*A good **example** of place-shaping activation events (without a ‘traditional’ venue as a focal point) was the regeneration area around New Covent Garden Market and Battersea Power Station in Nine Elms*

<https://nineelmslondon.com/arts-and-culture/>.

- There was potential to strengthen the night-time economy.
- Increasing Ealing’s profile and reputation as a cultural destination by providing quality cultural programming that drew people into the borough. Ealing Council could employ an independent creative producer on a flexible, part time contract, to help activate and animate a series of public (and hidden) spaces across the borough for different audiences. This would be a test bed for a new cultural strategy and to learn more about what audiences might like and how spaces across the borough might perform (footfall/suitability) to having activity programmed within them.
- Employ innovative new ways to engage stakeholders in the creation of a new cultural framework. For example, through commissioning a digital art installation as a fun and creative way to ask residents critical questions about the development of arts and culture within their home borough. This would ensure a wider diversity of people was reached. It

would ensure that the viewpoints of a larger group and more diverse representation of people would be captured (in comparison with the more usual consultation meetings or surveys that were sent to and completed by often the usual stakeholders).

*A good **example** of such innovative consultation process was Mystic Joe, commissioned by Crawley Borough Council*
<https://joemcalister.com/mystic-joe/>.

- Rise of pop up culture, graffiti, murals: graffiti art and murals were already becoming a focal point and possible unique selling point to be further capitalised on, particularly in the Acton area.
- Untapped potential for building on Ealing's cultural heritage, most pertinently around film and music. This would also support aims around strengthening the creative economy.
- Putting the groundwork in place to be in a better position to apply to LBOC. In 2017, Ealing unsuccessfully applied to LBOC. The feedback from the Greater London Authority had been that the bid lacked evidence of ownership across the whole Council, not just the culture team, and strong involvement of grassroots.
- A 2017 consultation to inform Ealing's LBOC bid showed that respondents cited 'cultural diversity' as what was distinctive about Ealing. What was the cultural distinctiveness of our seven town centres? How could that distinctiveness come together to form a coherent, distinctive and attractive story for Ealing as a whole?
- It was important that we developed cultural capital (<https://culturalllearningalliance.org.uk/what-is-cultural-capital/>) beyond the borough's physical locations. Returning to the principle of 'a strategy of cultures', it would be paramount that culture was defined across broader civil society as well as across the public, private and third sectors. Communities in Southall, Northolt and Perivale, for example, needed to have equal opportunities to engage with art and culture relevant to their identities, history and culture as those living in central Ealing.
- Opportunity for growth:
 - 10,000+ businesses and around 150,000 people worked here, including 56,000 travelling into the borough. Businesses and their workers were important but we still needed to better connect with as partners to build an improved borough; and as participants and audiences for our cultural offer (from the LBOC 2017 bid).
 - Ealing's creative sector represented 23% of West London's economy. 2,275 companies in the borough were in the 'creative' category providing 15% of the borough's workforce. The proximity to central London, improved transport links with the coming of Crossrail, high speed internet and flexible working meant that Ealing had a potential to attract creative/cultural businesses (from LBOC 2017 bid).

- improving the conditions for cultural businesses to thrive, stay local and get the message that Ealing was culture friendly.
- Strengthening the creative economy: Exploiting commercial income from Ealing's histories around film and music remained untapped (Arts Council's Grassroots Music report). Future digital and creative industries could be encouraged and supported through the provision of low-cost workspaces and establishing of co-working hubs.
- Significant building development in the borough: Embed culture in planning and place shaping though including capital and ongoing revenue requirements at application stage (in line with the emerging GLA guidance on how to use the planning system to secure cultural infrastructure and workspace. The GLA document would set out an approach to using planning conditions, planning obligations and the Community Infrastructure Levy to secure a positive outcome.).
- Creation of a culture network/culture board/culture task group: with a flexible shape, like task and finish groups, around particular themes and projects (laying the groundwork for a London Borough of Culture bid for 2025 or 2027). The group could also act as a peer learning network, have invited speakers and workshops to develop members' skills to aid collaborative and collegiate working across the borough.
- Heritage sites such as Gunnersbury and Pitzhanger had untapped potential to become buzzing hubs which added footfall and contributed to the wider economy (licencing and land rules may need to relax).
- The Arts Council's new 10-year strategy with added emphasis on creative communities, everyday creativity, arts and health and place making cultural participation:
 - by making a diverse range of cultural opportunities available and attractive to a wider range of local residents and engaging new audiences with the borough's cultural offer.
 - by connecting and strengthening the community-based cultural offer – by building connections and capacity amongst local cultural groups across the borough. Arts could bring people together and address divides.
- Environmental agendas and Ealing Council's Climate emergency: lots of parks, open spaces, squares, car parks, roof tops and allotments that could be locations for cultural activity around such themes.

Presentations from the Local Arts and Culture Organisations

3.205 The representatives of the organisations explained about the work of their groups and made suggestions on further improvements to the arts and culture provision in the borough.

The Questors Theatre

3.206 Alex Marker (Artistic Director, The Questors Theatre) and Andrea Bath (Artistic Director, The Questors Theatre) explained 3.203 that voluntary effort was part of the way in which The Questors Theatre worked. The theatre was 90 years old, owned its own site, purchased for £8,000 in 1929, and was entirely self-financing. The theatre had 8/9 full-time office staff. The other theatre roles included education, lighting, wardrobe and directors. It largely ran on volunteers and produced 18/19 fully resourced shows. It also provided outreach work for instance in recording elderly residents' memories and working with students from Southall Community College, enabling them to perform to their friends. The Questors Theatre was the largest non-agency run Youth Theatre in London consisting of some 400 members. However, what Questors could offer in the future may change and the meeting might inform another approach.



Alex Marker (Artistic Director, The Questors Theatre) addressing the Panel

3.207 They acknowledged the lack of money but requested if the Council could help with simple things such as:

- Installation of signposts showing the location of the theatre and other prominent arts landmarks from the borough's key transport hubs (in particular, Ealing Broadway station)
- provision of affordable communications expertise to the local arts and culture organisations.



Andrea Bath (Artistic Director, The Questors Theatre) addressing the Panel

3.208 The Panel:

- asked about the extent of Questors' outreach.
Learnt that presently it did not extend very far but there was no reason why it should not be extended to other parts of the borough.
- asked whether any national funding was received like the Shepherds Bush Theatre
Heard that the Questors Theatre was entirely self-funding and received no money either nationally or from the Council.
- asked whether more productions could be put on.
Heard that the Questors space was used all the time and that the only other expansion option would be through outreach, although he acknowledged that summer was not so busy.

Ealing Music Service

- 3.209 Yogesh Dattani (Head of Ealing Music Service and Trustee of Music Mark) explained that the Ealing Music Service (EMS) had been in existence for 20 years and was a hub. It was based in the Dominion Centre in Southall and was the lead organisation for music in the area providing music activity for some 6,500 pupils each week including ensembles and choirs. This over a year, was 30,000 pupils out of a total of 53,000. The service costed about £1million per year to run. It was 45% funded by the Department for Education and 55% by its own earnings.



Yogesh Dattani (Head of Ealing Music Service and Trustee of Music Mark) addressing the Panel

- 3.210 He explained that the EMS was an aspirational organisation concerned about the quality of provision. In order to measure this, schools had been asked to assess their satisfaction with the service. There was found to be 97-98% satisfaction with the service.
- 3.211 There was a diversity of workforce for the diverse musical genres covered by the service which included Indian music, gamelan, Japanese drumming, western music, jazz as well as classical opera. In 2018-2019, EMS had partnerships with 51 organisations e.g. Ealing Youth Orchestra. There was high quality choir provision and a satellite choir was to be based at the University of West London.
- 3.212 The Panel learnt that Yogesh Dattani played the tabla.
- 3.213 He suggested:
- involving local celebrities, such as Amanda Redman and Konnie Huq, in musical activities to attract more charitable funding.
 - that Ealing deserved its own music centre which could possibly be funded by Section 106 monies.
 - that the Panel attends the forthcoming EMS festival event.

Ealing Arts & Leisure

- 3.214 Gill Rowley (Chairman, Ealing Arts & Leisure) explained that Ealing Arts and Leisure (EA&L) had been set up with Ealing Council in 1967. There was financial support and three Councillors were on the committee. In subsequent years, the financial support was withdrawn and EA&L became a self-funding registered charity with no Council involvement.

- 3.215 EA&L had become an umbrella group for a large number of arts and leisure organisations including all types of music, a wide variety of arts and crafts, culture and learning, dance, drama and activities for children.



Gill Rowley (Chairman, Ealing Arts & Leisure) presenting to the Panel

- 3.216 EA&L drew on a rich pool of talented people willing to put time and effort into nurturing artistic ability. However, the main issues were the unavailability and/or unaffordability of suitable venues and the ability to publicise events and activities. Lack of suitable and affordable venues had become an issue since Council premises and spaces, including parks, had become unaffordable for them. Publicising EA&L events and activities had become more of an issue since the libraries refused to display posters advertising local community and charity events. The libraries also no longer accepted copies of the Ealing Arts diary, *What's On*, as these now had a paperless policy.
- 3.217 She highlighted that Arts and Culture was for everyone including the young, every ethnicity, people with disabilities and older people and that EA&L catered for all these provisions which was delivered by local community groups and charities.
- 3.218 The presentation concluded with a plea for an arts centre in, what she described as, the ideal venue of Victoria Hall in Ealing Town Hall because:
- It had originally been built by the residents of Ealing for the local people.
 - In 2012, there was over £1m of Section 106 money plus £600,000 from the sale of paintings belonging to the borough for funding an arts centre. However, only a dance studio was accommodated in the Town Hall.
 - In 2018, the Council again committed to the creation of an arts centre by

signing up to the Central Ealing Neighbourhood Plan, in which this was a key objective.

- 3.219 The hire prices rose continually as it costed the Ealing Youth Orchestra over £1,000 to hire the Victoria Hall.
- 3.220 She suggested that publishing and venue hire needed local pricing. The Council could help EA&L by:
- providing affordable space.
 - allowing publicity of local events and activities on the Council's website and premises.
- 3.221 The Panel pointed out that the use of the Town Hall was for the General Purposes Committee to discuss and not within its remit.

Borough of Ealing Art Trail

- 3.222 Kitty Hartnell (Chair, Communications and Sponsorship) and Mark Jorgensen (Finance and Advertising Officer) explained that they coordinated the running of the Borough of Ealing Art Trail (BEAT) which was a not-for-profit organisation. It was created by artists for artists in response to what BEAT believed was a gap in the offering throughout the borough. BEAT was currently preparing for a major event in the Ealing Cultural Calendar.



Kitty Hartnell (Chair, Communications and Sponsorship) and Mark Jorgensen (Finance and Advertising Officer) presenting to the Panel

- 3.223 BEAT enabled participating artists to show off and sell work in the borough and was an inclusive organisation providing mutual mentoring, encouragement and appreciation of the visual arts. BEAT had 250

participating artists and wanted to be identified as a non-selective artistic centre. The majority of its activity was in Ealing (town centre) but was also active in Acton and Northolt and hoping to present in Southall.

- 3.224 Most venues were hosted by the artists themselves. The artists were in the age range of 30-60 years and although most participating artists were in the upper age group, BEAT seemed to be attracting younger people.
- 3.225 BEAT covered every range of material and the way that art was exhibited enabled direct feedback to the artists, which was very important to them.
- 3.226 Apart from artists self-hosting, BEAT relied on offers of other venues including churches, local groups and had also been delighted to use Gunnersbury, Pitzhanger Manor and Questors.
- 3.227 Visitors came from all over the borough but BEAT also attracted people from outside the borough. It was costly to attract visitors. Ealing was a big borough and it costed between £20,000-25,000 to publicise an event each year and that this relied on sponsorship. The money came from some success in attracting sponsors but a lot more could be done.
- 3.228 They expressed that BEAT had support from the Council and the positive feedback was phenomenal. However, Ealing had so much talent but so little space to exhibit in the borough.
- 3.229 The Panel:
- commented that BEAT had done well on a shoestring budget, identified a need and filled a gap in the artistic provision in the borough.
 - highlighted that although there was a lack of space in parts of Ealing there were other parts of the borough which had space such as North Acton.
 - commented that although planned developments originally had community spaces in their plans but over time these had disappeared e.g. the Filmworks development.
- 3.230 The Portfolio Holder stated that a dialogue was required regarding facilities and funding for the arts in the borough.

Open Ealing

- 3.231 Mandie Wilde (Founder Member and Operations Director) and Jack Jones (Founder Member and Gallery Manager) explained that Open Ealing (OE) was founded in July 2010 by a group of local artists and residents with the support of local organisations such as Pathways and A2Dominion and community groups, West Ealing Neighbours and EA&L. The project had received access to numerous high street spaces from which to operate its artistic programming.
- 3.232 The presenters explained that in January 2013 the constituted community group became a limited company, OPEN Ealing Limited, and started the process of becoming a Charitable Incorporated Organisation in 2019.



Mandie Wilde (Founder Member and Operations Director, Open Ealing) addressing the Panel

- 3.233 OE used art to say that regeneration was more than bricks and mortar. It currently had six spaces opposite Ealing Fire Station. During the 10 years of its operations, OE had worked with over 500 artists and engaged with over 10,000 people.
- 3.234 OE had been given a 5-storey space to use but also used pop-up shops including Orchard Café on the Green Man Estate. In 2019, when OE lost its last space in West Ealing they spoke to British Land and the two-month lease was extended to six months. 115 artists exhibited of which 65 sold at least one thing and 14 out of the 65 were emerging artists. This had generated over £15,000 in revenue. The space was also used for nine musical performances, three of which were by young performers. The space was used by 17 nationalities and also utilised for 30 workshops.
- 3.235 British Land also wanted OE to be part of the Oak Road Development.
- 3.236 For community engagement using art as a common factor, OE bonded with the Islamic Centre and worked closely with it. At Dickens Yard in Ealing, OE was working with Christ the Saviour Church where OE had paid rent for three years to use their space at this central site. The Dickens Yard location would create a landmark contemporary gallery in West London and beyond.
- 3.237 OE was forging new community links to:
- develop artistic programming this year with the local Polish community.
 - agree to co-programme with Pitzhanger Manor and Questors Theatre.

- develop a permanent exhibition and retail space in Ealing Broadway.
- promote arts in Southall.

3.238 OE indicated that in order to continue the success it needed to keep the conversations going and engage with key people.

Pitzhanger Manor and Gallery

3.239 Rachel Page (Head of Development) explained that the vision of Pitzhanger Manor and Gallery (PM&G) was to become a meeting place for creativity, debate and participation, reanimating Sir John Soane's vision to inspire and enrich our communities with art, architecture and design.



Rachel Page (Head of Development, Pitzhanger Manor and Gallery) addressing the Panel

3.240 PM&G was run by the Pitzhanger Trust on a 25-year lease. The Manor had been restored to how it was when Sir John Soane owned it. It had reopened in March 2019 with an exhibition by Anish Kapoor which attracted 3,000 visitors during the opening week.

3.241 There had been 58,000 visitors since it reopened. The majority paid the standard rate to get in and there was also a good take up of free days offered to Ealing residents. PM&G had attracted a 5-star review and sponsorship by Coutts Bank.

3.242 The plan was to keep developing the audience by doing more outreach work and growing the Architecture in School programme. The intention being to build a sustainable business model. The Soane Brasserie and shop had proved very successful but PM&G wanted to hire out the space more.

- 3.243 A key part of vision was to nurture the relevance of Soane's work today and there was an ambitious programme to do this. The next major exhibition was to be Hogarth's London Voices London Lives which will bring back Rakes Progress to Ealing which was created for Soane. Other different events included film, photography, one-off poetry reading and a DJ event in order to diversify audiences in making them more representative of the borough.
- 3.244 An events pack had been created together with a Corporate membership offer and brand association. Global leadership attended by Hillary Clinton had taken over the Manor during the event and Sky had also used the garden for a major event.
- 3.245 The Portfolio Holder stated that the South-East Asian community spent a lot of money on weddings so the details of this venue should be taken to the local community by, for instance attending the forthcoming Asian Wedding exhibition.
- 3.246 The Panel:
- asked whether the Pitzhanger Manor and Gallery partnered with the Council.
Heard that the Mayor's Office used Pitzhanger Manor for fund raising activity.
 - commented that it hoped the Council would help publicise the Pitzhanger Manor and Gallery.

Gunnersbury Estate (2026) Community Interest Company

- 3.247 Simon Cranmer (Head of Operations and Commercial Activity, Gunnersbury Park and Museum) explained that Gunnersbury Park and Museum had reopened in 2018 after a major restoration. It was jointly owned by Ealing and Hounslow Councils and was set up as a Community Interest Charity. Gunnersbury contained Ealing's museum and a collection of 55,000 objects. It had 34,000 visitors throughout the year which was above target and had used 3,952 volunteer hours. The collection included an archive of 15,000 items managed by 10 volunteers. There was a short-term display of work from Friends of the Huntley Archive at London Archives. This collection was being digitised.
- 3.248 There had been 7,400 school visits which took in Victorian School, Below Stairs, Great Fire, Printing and Past and Romans exhibitions together with an expanded outdoor programme on Stone Age, Storytelling and Science, Dig for Victory, Numeracy and Nature and Vikings.
- 3.249 Outdoor spaces – there had been 1.1 million park visits per year compared with 650,000 in 2013. The Lovebox Festival funded by the Community Fund and the young people's music programme took place in Gunnersbury Park together with the Gunnersbury Concert series.
- 3.250 In 2020, there were plans for Secret Cinema, EMStival, Hounslow Music Services Festival, open air theatre including performances of Macbeth and HMS Pinafore, Ealing Youth Justice Service – arts projects included Secret

Cinema partnership finally there were Rose Baskets, the Community Kitchen Garden and Interpretation Design.



Simon Cranmer (Head of Operations and Commercial Activity, Gunnersbury Park and Museum) addressing the Panel

- 3.251 Indoor spaces – there were 84 bookable public events in April- December 2020, including Museum lates, BEAT, Black History Month with FHALMA, Quilting Bee, West London Folk Band Summer Concert, Winter and Midsummer Fairs.
- 3.252 Literature and Art – Gunnersbury Park had The Reader which was a shared reading programme, creative writing courses with 'Write and Shine', Partnership with Poetical Word, Neon Life Drawing, Bronze Arts Awards and Art Macabre and Orignary Arts.
- 3.253 Music and Dance were covered by a Costume video – West Thames College, Midsummer fayre – Zwiiec, Tamil dancers – Diwali, dance based activities for early years children and families and older people living with dementia, historical dance in the Museum Lates. There was also a Liam Gallagher concert involving Eric Cantona.
- 3.254 Fashion was covered in Gunnersbury's offerings in the form of Lates performances costume, 'Jane Austen and The King of Bling', Ellen Wilkinson School, and Fashion Gallery in the Museum.
- 3.255 There were advantages and disadvantages to Gunnersbury's dual ownership but it could benefit from better linkage.

- 3.256 The Panel:
- asked how many people came to Gunnersbury Park and outside. Heard that it depended on the type of activity and the park was a very diverse place.
 - felt that there could be further collaboration for instance an Ealing Arts month/an Art Fair and that the effect of such a collaboration should be measured to discover its effectiveness.
 - queried how the budget was used as it was likely to be spread quite thinly given all the activities described. Perhaps it could be a bit more focussed in future on the elderly, those with disabilities and minorities.
 - noted that although sport had not been discussed the Brentford Community Trust's involvement with Gunnersbury Park was positive for the Park as a whole.

Hanwell Hootie Music Festival CIC (Hanwell Hootie)

- 3.257 June Martin (Director) and Faye Hamilton (Director) explained that Hanwell Hootie was established in 2013 to revive Ealing's music heritage and culture. It was recognised as the largest free one-day music festival in London and had been nominated for the best medium-sized festival. As well as receiving other awards, Hanwell Hootie had found and supported young and emerging talent.
- 3.258 In 2016, Hanwell Hootie became a Community Interest Company and was a member of the Association of Independent Festivals. The event was supported by community volunteers, businesses, residents, charities and schools. 10,000 programmes were distributed throughout West London to promote the event.
- 3.259 Funding was provided by Marshall Amplification, festival attendees, corporate sponsorship (for team building in the sponsoring companies), Ealing in London, the Mayor of London – High Street Innovation Fund and Ealing Regeneration Team as well as grant applications to the Arts Council and Lottery Funding.
- 3.260 The festival had experienced year-on-year growth with over 100 bands playing in 19 venues coming out of 1,000 applications. The festival extended from Viaduct Meadow to The Foresters, Northfields Avenue.
- 3.261 Regarding funding and partnerships, 10% sponsorship came from Marshall. Hanwell Hootie targeted corporate sponsorship but had been unsuccessful in attracting Arts Council grants.
- 3.262 Over 400 volunteers supported the festival and a Wall of Sound Art Gallery was created in the previous year. Hanwell Hootie successfully agreed a deal with the Canadian Government, who flew in Canadian bands to perform at the festival. Many types of foods were available at the festival to align with the festival's health and wellbeing ethos.



June Martin (Director, Hanwell Hootie) and Faye Hamilton (Director, Hanwell Hootie) addressing the Panel

- 3.263 About 30,000 people attended the previous year (2019) which had a huge impact on pubs and bars. However, most of these businesses did not and would not contribute to the cost of the festival. Nevertheless, the festival provided great support for local businesses which were struggling. Some businesses made three months' income on the day.
- 3.264 Hanwell Hootie ran an initiative in partnership with the Association of Independent Festivals called Drastic on Plastic which started in 2017 with the introduction of recycled wine bottles. In 2018, single use plastic containers, cups, cutlery, sauce sachets and straws were banned. In 2020, an additional 10,000 reusable cups were to be added to this initiative placing sustainability and recycling at the forefront of the festivals approach. In 2019, there was an 80% reduction in plastic waste which represented a measure of the success of this approach. As a further measure of Hanwell Hootie's commitment to an environmentally friendly approach, in partnership with Ealing Park Rangers, it had planted hundreds of wild flowers on the Viaduct Meadow and installed bat boxes on green sites around the festival.
- 3.265 Hanwell Hootie needed help with the applications for grants as they had been unsuccessful in securing any funding.
- 3.266 Ealing Council could help Hanwell Hootie by providing guidance and expertise on grant applications for arts and culture organisations because these did not have the time, expertise or resources for a fund-raising team.



During the tour of The Questors Theatre

Key Issues

The Panel:

- highly commended the valuable work in the borough of all the local arts and culture organisations.
- felt that coordination and collaboration between the local arts and culture groups was missing and that if a visitor attended an event in the borough then they should be able to find out about the other events going on at the time.
- recognised the need for more space to exhibit as there were few or no traditional art spaces to use.
- acknowledged that other Councils used a percentage of Section 106 monies for cultural relevance and some were more entrepreneurial and supportive of exploring innovative funding solutions. Ealing Council should consider including agreed requirements for culture in the Local Plan.
- noted that diversity had come across in the presentations and each of the seven towns that made up the borough had its own character which needed to be reflected in Ealing's artistic and cultural offering.
- highlighted that there was a need for standardised metrics for audiences/visitors and impact as there were lots of examples of good practice.
- appreciated that there was a need for Ealing to be an attractive base for artists/arts organisations and in engaging with the people of the borough.
- considered that the culture offered needed to reflect what the borough's children and young people wanted and did. For example, the Bollo Youth Centre worked in collaboration with prestigious organisations like Tate Modern and Studio Voltaire. Ealing's music heritage was phenomenal but current musical activity was equally happening here reflecting contemporary youth culture in musical styles and genres such as drill, rap and grime.
- felt that Ealing was a borough that generally took a cautious approach to the arts which gave the impression that it punched below its weight. The borough needed to take more artistic and cultural risks and its offerings more challenging.
- highlighted that Ealing needed to establish its unique selling point when thinking about a strategy and its ambitions needed to be understood.
- acknowledged that there was a need to connect back with the communities and roadshows were a possible method of communicating with them.

- deemed that there needed to be a cultural message or narrative for Ealing saying, ‘Come to Ealing’ and when you get here these are the things that were going on, including details of when and where they were happening.
- recognised that Ealing was not regarded as ‘edgy’ when compared to some areas of East London.
- Ealing was presently not seen as a destination for cultural activity and did not sell itself fittingly. However, some organisations such as Desi Radio in Southall promoted themselves well to other neighbouring boroughs.
- appreciated that some challenging events already taking place needed to have the appropriate level of publicity such as the lesbian, gay, bisexual, and transgender (LGBT) event at Gunnersbury Park which connected with the LGBT community via a pub in South Ealing.
- felt that despite some of the negative perceptions of Ealing, the presentations by the organisations represented at the meeting had demonstrated that there was a vibrant artistic and cultural offering in the borough but it was fragmented.
- suggested that the Council could offer learning and expertise to other artistic and cultural organisations and improve signage to local venues and exhibitions in the borough.
- believed that busy people needed to be persuaded to visit the borough.
- felt that the Council could offer low cost marketing and communications expertise and advice to sell the borough as a cultural destination.
- proposed that there was a need to address the search for facilities, help with fund raising and communications within the new Arts Strategy so that the local organisations could work together more efficiently and effectively in providing arts and culture in the borough.
- a potential, if somewhat tongue in cheek, tag line for a marketing campaign for Ealing’s artistic and cultural offering could be ‘Edgy Ealing’, to attract new visitors.

No.	Recommendation
R11	Ealing Council should proactively work with the local arts and culture organisations including young people in devising the new Culture Strategy for the borough.
R12	Ealing Council should be ambitious and create the appropriate conditions for an application to be successful in the next round (2025 or 2027) of the London Borough of Culture scheme.
R13	Ealing Council should be more ambitious about the role that the arts and culture play in the local regeneration, community cohesion and economy.

No.	Recommendation
R14	Ealing Council should consider including agreed requirements for the arts and culture in the Local Plan and investigate the possibility of a Section 106 monies contribution to culture.
R15	Ealing Council should consider ways in which the Arts and Culture team can support local cultural organisations to develop sustainable business models.
R16	Ealing Council should actively signpost (physical and virtual) the arts and culture venues, exhibitions and events in the borough.
R17	Ealing Council should encourage and promote cohesive working between the local arts and culture organisations.
R18	The new Culture Strategy should consider the use of unused spaces and more innovative animation and activation of indoor and outdoor spaces for the arts and culture in the borough.
R19	Ealing Council should work with the local arts and culture organisations in creating a narrative for the borough in becoming more of a cultural destination.

FUTURE MONITORING

- 3.267 The Panel suggests that an appropriate Scrutiny Panel should undertake the monitoring of the implementation of the recommendations and further ongoing monitoring.

No.	Recommendation
R20	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.



Cllr Alex Stafford (Chair) and Cllr Simon Woodroffe (Vice Chair)

4.0 **KEY LEARNING POINTS**

4.1 Some of the key learning points for the Panel were:

- Recognising the numerous and diverse organisations that operate across the borough in different ways in managing the leisure provision.
- Engaging with the community – seeking the views of the local people through publicity, site visits and their attendance at Panel meetings were a very valuable source of gathering information directly from the key stakeholders.
- Benchmarking exercises provided important comparisons.
- Site visits made a significant difference to the information obtained.
- Established good contacts with some external agencies e.g. groups, providers, etc.
- The difficulty in engaging some external agencies and areas of the community.
- The inevitability of identifying problems in the current provision and making suggestions for improvements.
- Through the meetings, have raised the profile of the leisure provision in the borough and promoted discussion between organisations.
- Has produced ideas for future development.
- An important element in the success of initiatives is the promotion and communication of activities, opportunities and new initiatives to the widest audience using relevant communication channels.

5.0 MEMBERSHIP AND ATTENDANCE

5.1 The table below shows the membership and attendance of Panel Members.

Membership and Attendance at Panel Meetings

Name	Total Possible	Actual Attendance	Apologies Received
Cllr Alexander Stafford (Chair)	4	3	1
Cllr Simon Woodroffe (Vice Chair)	4	4	-
Cllr Jon Ball	4	4	-
Cllr Linda Burke	4	4	-
Cllr Gurmit Mann	4	2	1
Cllr Kamaljit Nagpal	4	3	1
Cllr Sarah Rooney	4	-	4
Cllr Gareth Shaw	4	3	1
Cllr Hitesh Tailor	4	4	-

Substitutes and Other Councillors

Meeting 1:

-

Meeting 2:

- Cllr Steve Donnelly substituted for Cllr Sarah Rooney
- Cllr Paul Driscoll substituted for Cllr Gareth Shaw

Meeting 3:

- Cllr Anthony Young substituted for Cllr Alex Stafford (Chair)
- Cllr Paul Driscoll substituted for Cllr Sarah Rooney

Meeting 4:

- Cllr Shahbaz Ahmed substituted for Cllr Sarah Rooney
- Cllr Jasbir Anand (Portfolio Holder for Business and Community Services)
- Cllr Amarjit Jammu (Deputy Portfolio Holder for Business and Community Services)

External Witnesses

- Mesba Ahmed (Founder and Chief Executive, London Tigers)
- Lee Doyle (Chief Executive Officer, Brentford Football Club Community Sports Trust)
- Luke Skelhorn (Operations Director, Brentford Football Club Community Sports Trust)
- Pete Shears (Head of Intervention, Brentford Football Club Community Sports Trust)
- Chris Barrett (Education Manager, Brentford Football Club Community Sports Trust)
- Andrea Bath (Artistic Director, The Questors Theatre)
- Alex Marker (Artistic Director, The Questors Theatre)
- Yogesh Dattani (Head of Ealing Music Service and Trustee of Music Mark)
- Gill Rowley (Chairman, Ealing Arts & Leisure)
- Kitty Hartnell (Chair – Communications and Sponsorship, Borough of Ealing Art Trail)
- Mark Jorgensen (Finance and Advertising Officer, Borough of Ealing Art Trail)
- Mandie Wilde (Founder Member and Operations Director, Open Ealing)
- Jack Jones (Founder Member and Gallery Manager, Open Ealing)
- Rachel Page (Head of Development, Pitzhanger Manor and Gallery)
- Simon Cranmer (Head of Operations and Commercial Activity, Gunnersbury Estate (2026) Community Interest Company)
- June Martin (Director, Hanwell Hootie Music Festival Community Interest Company)
- Faye Hamilton (Director, Hanwell Hootie Music Festival Community Interest Company)

Service Officers

- Chris Bunting (Assistant Director, Leisure)
- Julia Robertson (Sports Development Manager)
- Pauline Lawrence (Leisure Operations Manager)
- Jan De Schynkel (Arts and Culture Manager)

Site Visits

5.2 In addition to the five formal meetings, the Panel members undertook supplementary site visits as follows:

Site	Attendees
<p>1. Plogolution Event A 2k walk/5k run at Northala Fields Kensington Road, Northolt, UB5 6UR (Meeting Point: Middlesex Football Association, Rectory Park Avenue, Ruislip Rd) 11:00-12:30 – Saturday 21 September 2019</p>	<p>- Cllr Sarah Rooney</p> <p><i>This was a joint site visit with the Active Citizenship Scrutiny Review Panel.</i></p>
<p>2. Meeting with Alex Duncan (Contracts Manager, The Event Umbrella) Room M/4.07, 4th Floor, Perceval House 14:00-15:00 – Friday 27 September 2019</p>	<p>- Cllr Simon Woodroofe (Vice Chair)</p>
<p>3. Let's Go Southall Summit Dominion Centre, 112 The Green, Southall, Middlesex, UB2 4BQ 10:00-14:30 – Tuesday 12 November 2019</p>	<p>- Cllr Linda Burke - Cllr Kamaljit Nagpal</p>
<p>4. London Tigers Sports Complex Spikes Bridge Park, West Avenue, Southall, Middlesex, UB1 2AR 13:00-14:00 – Saturday 11 January 2020</p>	<p>- Cllr Simon Woodroofe (Vice Chair) - Cllr Jon Ball - Cllr Gareth Shaw</p>
<p>5. PACE Charitable Trust Havelock Community Centre, 17 Trubshaw Road (off Havelock Road) Southall, Middlesex, UB2 4XW 15:00-16:00 – Saturday 11 January 2020</p>	<p>- Cllr Simon Woodroofe (Vice Chair) - Cllr Gareth Shaw</p>
<p>6. Brentford Football Club Community Sports Trust Horizons Education and Achievement Centre, 15 Cherington Road, Hanwell, W7 3HL 17:00-19:00 – Friday 17 January 2020</p>	<p>- Cllr Simon Woodroofe (Vice Chair) - Cllr Hitesh Tailor</p>
<p>7. The Questors Theatre 12 Mattock Lane, Ealing, W5 5BQ 18:00-19:00 – Wednesday 26 February 2020</p> <p><i>The fourth Panel meeting was held thereafter at the venue in The Bernard Shaw Room.</i></p>	<p>- Cllr Simon Woodroofe (Vice Chair) - Cllr Shahbaz Ahmed - Cllr Jon Ball - Cllr Linda Burke - Cllr Jasbir Anand (Portfolio Holder for Business and Community Services) - Cllr Amarjit Jammu (Deputy Portfolio Holder for Business and Community Services)</p>

6.0 BACKGROUND INFORMATION

6.1 Useful Papers

Ealing Council's Constitution, available at

http://www.ealing.gov.uk/info/200892/decision_making/597/council_constitution

Scrutiny Review Panel 4 – 2019/2020: Leisure Terms of Reference, Work Programme, Agendas, Minutes and Reports available at

https://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/320/Default.aspx

Overview and Scrutiny Committee – 2019/2020: Agenda, Minutes and Reports available at

http://ealing.cmis.uk.com/ealing/Committees/tabid/62/ctl/ViewCMIS_CommitteeDetails/mid/381/id/34/Default.aspx

Additional reference documents provided to the Panel at the first meeting:

- Ealing, Brent and Harrow – Service Plan 2019-2020 (*pages 39-60*)
- Ealing, Brent and Harrow – Annual Report 2018-2019 (*pages 61-92*)
- Sports and Leisure Facilities in Ealing (*pages 93-94*)
- Greenwich Leisure Limited (GLL) Annual Partnership Report – Performance Review 2018-2019 (*pages 95-112*)
- GLL Annual Service Delivery Plan 2019 (*pages 113-126*)
- Facility Information Sheet: Greenford Sports Centre (*pages 127-128*)
- Leisure Pass Leaflet/Application Form (*pages 129-136*)
- Sport and Physical Activity Strategy 2013-2018 (*pages 137-200*)
- Target Groups: Older Adults Activities Across Ealing's Sports Facilities (*pages 201-202*)
- Usage Data by Centre (*pages 203-204*)

[Ealing Green Spaces Strategy](#)

[Ealing Events Policy](#)

[Ealing Playing Pitch Strategy](#)

[Good Parks for London 2018](#)

Trees for Cities Strategic Partnership 2016-2019

6.3 Useful Websites

1. Ealing Council – www.ealing.gov.uk
2. Centre for Public Scrutiny – www.cfps.org.uk
3. Government Services and Information – www.gov.uk
4. Greenwich Leisure Limited – www.gll.org
5. Better – <https://www.better.org.uk>
6. Everyone Active – <https://www.everyoneactive.com/>

6.4 Further Information

For further information about Scrutiny Review Panel 4 – 2019/2020: Leisure please contact:

Harjeet Bains, Scrutiny Review Officer

Tel: 020-8825 7120

Email: bainsh@ealing.gov.uk

7.0 RECOMMENDATIONS

Rec No.	Recommendation
R1	Ealing Council should update its Joint Strategic Needs Assessment on Physical Activity to ensure that all targeted in-depth work is included in it.
R2	The Council's Parks Service should consider piloting crowdfunding to help improve the play facilities in parks for children of all ages.
R3	The Council's Parks Service should continue to explore further opportunities through the active citizenship initiative in increasing the residents' engagement in the borough's parks.
R4	Ealing Council should take a more coordinated approach to the active citizenship initiative as the current arrangements within the organisation are fragmentary.
R5	The Council's Parks Service should reinstate the basic tree warden programme for an effective maintenance and growth of the borough's trees.
R6	The tree warden programme should also better promote residents watering the street trees and planting trees in their gardens to increase the number of trees.
R7	The Council's Parks Service should continue to work with the relevant partners in eradicating persistent antisocial behaviour e.g. rough sleepers, street drinkers, littering, etc. in some of the borough's parks.
R8	Ealing Council's Parks Service should continue to work with the relevant enforcement agencies and sports organisations to help improve boroughwide sports participation.
R9	Ealing Council should work with the providers to ensure that there are more leisure activities available across the borough for people with disabilities.
R10	Ealing Council should provide more support to the local sports organisations and work closely with the residents associations in improving engagement with the people living in social housing estates in the borough.
R11	Ealing Council should proactively work with the local arts and culture organisations including young people in devising the new Culture Strategy for the borough.
R12	Ealing Council should be ambitious and create the appropriate conditions for an application to be successful in the next round (2025 or 2027) of the London Borough of Culture scheme.
R13	Ealing Council should be more ambitious about the role that the arts and culture play in the local regeneration, community cohesion and economy.
R14	Ealing Council should consider including agreed requirements for the arts and culture in the Local Plan and investigate the possibility of a Section 106 monies contribution to culture.
R15	Ealing Council should consider ways in which the Arts and Culture team can support local cultural organisations to develop sustainable business models.

Rec No.	Recommendation
R16	Ealing Council should actively signpost (physical and virtual) the arts and culture venues, exhibitions and events in the borough.
R17	Ealing Council should encourage and promote cohesive working between the local arts and culture organisations.
R18	The new Culture Strategy should consider the use of unused spaces and more innovative animation and activation of indoor and outdoor spaces for the arts and culture in the borough.
R19	Ealing Council should work with the local arts and culture organisations in creating a narrative for the borough in becoming more of a cultural destination.
R20	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.

8.0 RECOMMENDATIONS WITH OFFICER COMMENTS

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
R1	Ealing Council should update its Joint Strategic Needs Assessment on Physical Activity to ensure that all targeted in-depth work is included in it.	<u>Chris Bunting (Assistant Director, Leisure)</u> This is Public Health's responsibility as the lead department, need to check with the Director of Public Health.	Accept
R2	The Council's Parks Service should consider piloting crowdfunding to help improve the play facilities in parks for children of all ages.	<u>Chris Bunting (Assistant Director, Leisure)</u> The Council has successfully incorporated the use of a crowdfunding platform to support the Transform Your Space (TYS) programme. Past projects have included public art projects, establishing edible gardens, improvements to allotments, creating an interesting reading space for a library and building a new kitchen for young people to use. All the projects have been developed by local groups or communities rather than prescribe where funding needs to be raised and spent. Until this programme is concluded the services would recommend focusing the limited resources on YYS rather than create a competing process.	Reject
R3	The Council's Parks Service should continue to explore further opportunities through the active citizenship initiative in increasing the residents' engagement in the borough's parks.	<u>Chris Bunting (Assistant Director, Leisure)</u> Agreed. It is anticipated that the newly established Ealing Parks Foundation will be the vehicle for increasing resident engagement.	Accept
R4	Ealing Council should take a more coordinated approach to the active citizenship initiative as the current arrangements within the organisation are fragmentary.	<u>Chris Bunting (Assistant Director, Leisure)</u> Noted, but is a wider responsibility than Leisure Services.	Accept
R5	The Council's Parks Service should reinstate the basic tree warden programme for an effective maintenance and growth of the borough's trees.	<u>Chris Bunting (Assistant Director, Leisure)</u> Noted.	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
R6	The tree warden programme should also better promote residents watering the street trees and planting trees in their gardens to increase the number of trees.	<u>Chris Bunting (Assistant Director, Leisure)</u> Noted.	Accept
R7	The Council's Parks Service should continue to work with the relevant partners in eradicating persistent antisocial behaviour e.g. rough sleepers, street drinkers, littering, etc. in some of the borough's parks.	<u>Chris Bunting (Assistant Director, Leisure)</u> Noted.	Accept
R8	Ealing Council's Parks Service should continue to work with the relevant enforcement agencies and sports organisations to help improve boroughwide sports participation.	<u>Chris Bunting (Assistant Director, Leisure)</u> Noted.	Accept
R9	Ealing Council should work with the providers to ensure that there are more leisure activities available across the borough for people with disabilities.	<p><u>Chris Bunting (Assistant Director, Leisure)</u> Leisure facilities operated by Better and Everyone Active with swimming pools are DDA compliant and provide a range of facilities for people with disabilities and additional needs. The dual use sports facilities are on school sites so meet the necessary standards for DDA compliance.</p> <p>The leisure operators already work with organisations based in Ealing providing services for people with disabilities and additional needs.</p> <p>Voluntary organisations exist to provide services to their members, see comments under Recommendation 10.</p> <p>Any additional services that we require the leisure operators and/or sports clubs to offer would need funding potentially as long as we want them to deliver the</p>	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<p>additional services to cover new adapted equipment.</p> <p>What this might look like:</p> <ul style="list-style-type: none"> - Rent subsidy for all sports clubs offering activities for this target group. - 100% rate relief for all sports clubs offering activities for this target group. - Free use of any Council sports facility for people with disabilities and/or additional needs and their carer. - Council grants to people with disabilities and or additional needs to spend on leisure activities. - Letters written by Adult and Children's Services to every person in this target group providing information on facilities and activities available. 	
R10	<p>Ealing Council should provide more support to the local sports organisations and work closely with the residents associations in improving engagement with the people living in social housing estates in the borough.</p>	<p><u>Chris Bunting (Assistant Director, Leisure)</u></p> <p>The Council supports voluntary sports clubs to provide opportunities to a wide range of people, but ultimately any voluntary organisation is constituted and managed and financed by its members to meet the specific needs of the membership of that group. Therefore, information can be provided to groups about working with different sectors of the community but ultimately it is each individual group's decision on who they engage with and how the organisation and/or sports club operates.</p> <p>What could "more support" look like?</p> <ul style="list-style-type: none"> - Rent subsidy for all sports clubs working with this target group. - 100% rate relief for all sports clubs working with this target group. 	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		<ul style="list-style-type: none"> - Council grants to sports clubs working with this target group. - Subsidised facility hire rates for sports organisations at all Council sport and leisure facilities. - Council grants for housing association residents to take coaching courses and/or take part in sport and leisure activities. - Active design and sports contributions to be guaranteed for new housing developments through planning permission and legal agreements to the level of the Sport England formula. - All new housing estates to have a free gym and flexible indoor exercise space for residents to use free of charge. 	
R11	Ealing Council should proactively work with the local arts and culture organisations including young people in devising the new Culture Strategy for the borough.	<u>Jan De Schynkel (Arts and Culture Manager)</u> A proposal will be presented to SLT in October 2020 for the drafting of a Cultural Recovery Plan, linked to a Cultural Manifesto; co-developed with the cultural sector and communities.	Accept
R12	Ealing Council should be ambitious and create the appropriate conditions for an application to be successful in the next round (2025 or 2027) of the London Borough of Culture scheme.	<u>Jan De Schynkel (Arts and Culture Manager)</u> Ownership of this is beyond the Arts and Culture (A&C) service. Aspects that need attention to strengthen a future bid are: <ul style="list-style-type: none"> • putting culture at the core of local plans (see R14). • evidence of ownership across the whole Council, with culture embedded across corporate thinking and not just the A&C service. To achieve this, councillors and senior management will have to embed culture in its overall vision and across Council priorities. • evidence of strong involvement of grassroots arts and 	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		culture organisations (links to R15, R17 and R19) – resource implication.	
R13	Ealing Council should be more ambitious about the role that the arts and culture play in the local regeneration, community cohesion and economy.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> Noted that the Council should be more ambitious, innovative, bold and risk-taking in terms of the role that arts and culture can play.</p> <p>A proposal will be presented to SLT in October 2020 for the A&C service to play a key part in the Council's economic recovery planning and work across economic growth, communities and employment & skills departments.</p>	Accept
R14	Ealing Council should consider including agreed requirements for the arts and culture in the Local Plan and investigate the possibility of a Section 106 monies contribution to culture.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> Noted.</p>	Accept
R15	Ealing Council should consider ways in which the Arts and Culture team can support local cultural organisations to develop sustainable business models.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> Noted.</p>	Accept
R16	Ealing Council should actively signpost (physical and virtual) the arts and culture venues, exhibitions and events in the borough.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> The A&C service will proactively work with the Council's Communications service, Inward Investment team and Skills & Employment team.</p> <p>We will also explore the setting up of a Cultural Education Partnership that brings together and promotes the whole cultural offer to young people.</p> <p>A dedicated website resource as a one-stop shop will</p>	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
		need additional resource and capacity to administer.	
R17	Ealing Council should encourage and promote cohesive working between the local arts and culture organisations.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> The proposed Cultural Renewal Plan will aim to bring together council departments through a more collaborative approach as well as encourage collaborative working in the sector.</p>	Accept
R18	The new Culture Strategy should consider the use of unused spaces and more innovative animation and activation of indoor and outdoor spaces for the arts and culture in the borough.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> The Council's economic recovery action plan will include the encouragement of more mixed uses of our town centres and high streets and will include proposals for the role culture can play for empty premises. Where the Council is the owner of such premises, this decision lies beyond the A&C service and the Council will have to take a position on balancing short-term financial gain through commercial lets with longer term social, cultural value (as well as economic ripple effects) that cultural uses can bring on reduced social value leases and through meanwhile use.</p>	Accept
R19	Ealing Council should work with the local arts and culture organisations in creating a narrative for the borough in becoming more of a cultural destination.	<p><u>Jan De Schynkel (Arts and Culture Manager)</u> It is becoming clear that the Film sector brings key opportunities for Ealing's economic recovery. The A&C service will work closely with the Planning and Regeneration teams as well as the Employment & Skills team to use the film sector as a key catalyst for renewal and to make it a key USP for Ealing.</p> <p>A proposal will be presented to SLT in October 2020 with plans for a year-round festivals & events programme as well as ongoing cultural animation of our high streets and public realm, to develop Ealing as a cultural destination.</p>	Accept

Rec No.	Recommendation	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject)
R20	The Overview and Scrutiny Committee should undertake the ongoing monitoring of the accepted recommendations.	<u>Sam Bailey (Head of Democratic Services)</u> The Overview and Scrutiny Committee normally reviews the progress on, a six-monthly basis, all Panel recommendations that have been accepted by the Cabinet or other bodies.	Accept

Contains Confidential or Exempt Information	NO
Title	Coronavirus Scrutiny Recommendations
Responsible Officer(s)	Helen Harris – Director of Legal and Democratic Services
Author(s)	Sam Bailey – Head of Democratic Services
Portfolio(s)	Councillor Julian Bell – Leader of the Council
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Keywords/Index	

Purpose of Report:

Overview and Scrutiny undertook some early initial scrutiny of the Council's response to the Coronavirus Pandemic during the summer. This report outlines the final recommendations from this work.

1. Recommendations

That the recommendations (see Appendix 1 to this report) made by the Overview and Scrutiny Committee are agreed.

2. Reason for Decision and Options Considered

The Overview and Scrutiny Committee decided early on in the Pandemic that it was important that there was some early scrutiny of the Council's response to the pandemic. The Committee recognised though, that as the Council was in a response phase of the pandemic any scrutiny needed to be light touch as it was important not to divert too much officer resource from responding to the pandemic. Therefore it was agreed that the committee meetings would focus on oral evidence from key officers, with the minutes of these meetings forming the evidence base for any recommendations.

Cabinet could choose to accept all the recommendations. This is the preferred option as the recommendations have been reached after careful consideration of the evidence given by officers during the pandemic.

However Cabinet could also choose to reject some, or all, of the recommendations if Cabinet do not feel they should be proceeded with.

A Scrutiny Panel has been set up to scrutinise the Council's ongoing response to and recovery from the pandemic which will cover some of the issues that were not able to be addressed in the initial scrutiny of the pandemic. It will also pick up some longer running issues. Due to the light touch nature of the scrutiny that was undertaken, if there are any recommendations that are unclear or Cabinet feels they need further development they could be referred to this Scrutiny Panel for further investigation. They could then form part of the final recommendations of this panel to Cabinet next year.

It is worth noting that one of the panels did not make recommendations on the night of the meeting but asked members to send suggested recommendations around afterwards. Although OSC agreed to send these recommendations on to Cabinet, some of the recommendations lack context or evidence as set out in the minutes. Where this is the case reasons for the recommendations are outlined in Appendix 1 to this report to assist Cabinet with deciding whether to accept the recommendations, reject the recommendations or to refer them to the COVID Scrutiny Panel.

3. Key Implications

4. Financial

Any financial implications in accepting recommendations are highlighted in Appendix 1, through comments made by Officers.

5. Legal

There are no legal implications.

6. Value For Money

Value for money is not a consideration when Scrutiny makes recommendations. However it should be considered when the decision maker decides whether to accept the recommendations or not.

7. Sustainability Impact Appraisal

A sustainability impact appraisal will need to be undertaken for any new initiatives or projects that are commissioned as a result of the acceptance of any of these recommendations.

8. Risk Management

Risk management will need to be considered undertaken for any new initiatives or projects that are commissioned as a result of the acceptance of any of these recommendations.

9. Community Safety

No implications.

10. Links to the 3 Key Priorities for the Borough

These recommendations are key in supporting the Council's priority of 'A healthy and great place', through responding to, and recovering from the Coronavirus Pandemic.

11. Equalities, Human Rights and Community Cohesion

If any of the accepted recommendations result in a change in service a full Equalities Analysis Assessment will need to be carried out before any change is made.

12. Staffing/Workforce and Accommodation implications:

None.

13. Property and Assets

There are no property implications.

14. Any other implications:

No other implications.

15. Consultation

The recommendations were made as a result of consultation across the organisation through the scrutiny review process.

16. Timetable for Implementation

Each accepted recommendation will have its own timetable for implementation.

17. Appendices

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

18. Background Information

Scrutiny panel reports, minutes and recommendations are all published on the Council's website:

<https://ealing.cmis.uk.com/ealing/Committees.aspx>

Consultation

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Helen Harris	Director of Legal and Democratic Services	12 Nov 20	18 Nov 20	
Cllr Josh Blacker	Chair of OSC	11 Nov 20	12 Nov 20	
Cllr Joanna Dabrowska	Vice Chair of OSC	11 Nov 20	12 Nov 20	
Ross Brown	Chief Finance Officer	12 Nov 20	26 Nov 20	

Report History

Decision type:	Urgency item?
Key Decision	No
Report no.:	Report author and contact for queries:
	Sam Bailey, Head of Democratic Services
	7497

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

RECOMMENDATIONS WITH OFFICER COMMENTS

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
R1	The individual risk assessments of school staff should be more than tickbox exercises and they should give staff, particularly BAME staff, the ability to raise issues and concerns. The assessments should also be available to staff as a matter of routine.		<p><u>Gary Redhead, Assistant Director of Schools:</u> Our individual staff risk assessments encourage discussion between both the school and the member of staff. All staff are given the opportunity to bring up any issues and concerns and a joint action plan is produced. The school and member of staff sign the risk assessment and a copy is given to the staff member.</p>	Accept
R2	Pupils should have access to the internet to use online learning services, this has not been possible in all families as there is an uneven access to technology.		<p><u>Gary Redhead, Assistant Director of Schools:</u> We have undertaken a survey of schools last term and it is apparent that they are at different levels of development of the remote education strategy.</p> <p>We know that some of the communities served by our schools, struggle to access online platforms and many households have limited equipment. With all of this in mind, we encourage all schools to place pupil access to high quality learning materials and interaction with their teachers at the heart of their remote provision, whatever form it takes.</p> <p>We are working through Ealing Learning Partnership to provide support to schools</p>	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject/Refer to COVID Panel)
			<p>depending on where they are in the development and implementation of the on-line offer. Further information is available on Ealing Grid for learning.</p> <p>https://www.egfl.org.uk/coronavirus/coronavirus-covid-19-guidance/remote-education</p>	
R3	There is controversy surrounding DfE and its alleged refusal to reimburse schools that did not use Edunet to issue vouchers to pupils who have free school meals. This issue should be revisited to ensure schools are not left with a large bill after the pandemic.		<p><u>Gary Redhead, Assistant Director of Schools:</u> We will continue to raise these concerns with the DfE as part of a broader concern over the costs of the pandemic for schools</p>	Accept
R4	Education services should continue to work with schools to increase parent confidence in returning their children to school.		<p><u>Gary Redhead, Assistant Director of Schools:</u> At the end of the first half term, Ealing's attendance rate was comparable to the national and London average. Where schools have concerns about attendance and despite their best efforts the family is not engaged, schools should raise these specific concerns with the attendance service</p>	Accept
R5	The Council should hold on to those new ways of working, particularly as highlighted in	There have been many advantages and good practice derived from virtual	<p><u>Paul Murphy, Safer Communities Team Leader:</u> No comments but service officers happy to accept</p>	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
	the domestic abuse presentation, which have had a positive impact.	working and tech usage. RISE has access to burner phones which they have been giving out to victims to ensure they can communicate with the service on an urgent basis. It is easy to link people and connect organisations with technology. Meetings can be arranged and take place with colleagues based at different sites. In certain cases it is more time efficient for meetings to take place remotely.		
R6	The Council should introduce training for staff who are on the phones, to better prepare them in the case of a second spike.	When the pandemic hit, there were reports of Councillors and the public trying to contact the Council by phone and not getting through to the correct departments.	<p><u>Alison Reynolds, Director of Customer Services:</u> Contact centre staff team receiving calls on the Ealing Together line set up in response to the pandemic are currently trained in a wide range of services. These include providing financial support, food support, access to online shopping, community assistance and also identification of safeguarding or services required from social care.</p> <p>The wider group of Customer Service staff are briefed on the support available and can and will direct residents as appropriate to the correct teams and services. All Customer Services staff</p>	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
			are briefed on a regular basis regarding changes relating to the pandemic which may impact residents.	
R7	The Council should ensure that all of Ealing's town centres have pre-identified community spaces which can be used by voluntary groups for food storage/packing in the case of a second spike.		<u>Kieran Read, Director of Strategy and Engagement:</u> Depending on the scale of a future pandemic wave, and the corresponding need, where there is a community response, we will seek to enable it by offering the use of appropriate community spaces. Health and safety and capacity must be considered before granting access to sites, as was the case with Gurnell community centre, Greenford Hall and YAC.	Accept
R8	The Council engages with community groups on our communications strategy and on its website interface to understand how this can be improved.		<u>Kieran Read, Director of Strategy and Engagement:</u> The Community Engagement team are in ongoing dialogue with voluntary and community organisations and improvements have been made including the creation of a new online resource hub to enable groups and individuals to download communications materials including videos, social media assets and printed materials to share with others. This includes a range of materials in community languages.	Accept
R9	A single point of contact for emails should be monitored and responded to by a team. The residents and volunteers	This relates to enquiries from the voluntary and community sector in the case of a second wave of infections.	<u>Alison Reynolds, Director of Customer Services:</u> In response to the pandemic we set up two email addresses that are continuously monitored by customer services staff relating to Covid-19.	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
	need to know what they can get and from where.		To ensure residents get the right support as quickly as possible, a decision was made at the beginning of the process to encourage residents to telephone us on the dedicated Ealing Together number rather than email with their enquiries. Residents will then speak to a trained member of staff and this gives us the opportunity to provide useful advice and gather all the information required to provide a more valuable service, tailored to their personal circumstances. We have found that this approach is quicker, more responsive and customers often receive a more comprehensive service package than they originally requested.	
R10	The Council's website needs to be developed so that it can match potential suppliers with those requiring goods.	Councillors had reported that organisations had approached them who were willing to donate goods to assist the Council and Community in their response to COVID. The examples given were PPE and food parcels. However it was difficult for these organisations to get in contact with the appropriate	<u>Kieran Read, Director of Strategy and Engagement:</u> A web form can be added to the existing "I want to help" page on the coronavirus section of the website if further calls for community action are made. This form would enable the selection of goods / services being offered from a drop-down and automated routing of the offer to the relevant service area / team	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject/Refer to COVID Panel)
		departments to make their donation.		
R11	An emergency rollout plan be built in order to involve the whole community in responding to a second wave.	There was a disconnect between the number of people offering help and the capacity of the Ealing Voluntary and Community Service to accommodate this. This partly reflected the huge uncertainty in the early days of the response and the Ealing Together volunteers scheme helpfully alleviated pressure on small organisations but some volunteers found this frustrating. Therefore, a more co-ordinated approach was required for the future.	<u>Kieran Read, Director of Strategy and Engagement:</u> Ongoing engagement with VCS partners is being maintained via Ealing Together as well as ongoing engagement with volunteers (see recommendation 12). The need going forward is uncertain but the council is committed to working in partnership with the community. The appoint of a VCS consortia led by EACH to support public health focussed community engagement and area based community engagement being led by the community engagement team are examples of how the response is evolving as we move through the pandemic.	Accept
R12	Given the greater number of volunteers than those needed to volunteer, it is important moving forwards to address this with regular communication with those who had volunteered and focus on long term active citizenship to support to the recovery.	Only around 10% of those who volunteered were utilised by the Council during the pandemic.	<u>Kieran Read, Director of Strategy and Engagement:</u> A forward plan is established to provide registered Ealing Together volunteers with regular updates for active citizenship, skills and adult-learning opportunities, alongside individual volunteering opportunities	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
R13	A workable software solution in relation to process the shielding user data efficiently, without the need for as much labour-intensive activity in processing the data.	The council's use of the shielding user data developed through the crisis. There was no established software solution in relation to shielding initially so officers had to manage the shielding cohort using Excel spreadsheets. The council invested in building a CRM system, used its master data management to prioritise calls and integrated with the Gov notify platform to enable text triage. These were all critical to the ability to manage the cohort. The council had engaged with other boroughs to share the experience. However, the process was still labour intensive. This put a high burden on staff and delivery partners at Ealing Community Transport as it was a challenge to collate all the information in time to schedule next day deliveries. Looking forward, the council	<u>Kieran Read, Director of Strategy and Engagement:</u> The council built a customer relationship management (CRM) solution in the Microsoft dynamics solution being deployed via the digital programme to manage shielding referrals and this is being updated. This and the council's use of data to triage and target residents was identified as good practice by the London Office of Technology & Innovation (LOTI). It is accepted however, that in phase 1 the large volume of data provided by Government and short timeframes made the management of data challenging both for council staff and VCS partners.	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject/Refer to COVID Panel)
		was bidding to the Ministry of Housing, Communities and Local Government digital fund for resources to further develop its capacity.		
R14	In a second wave, the Council should be more active in promoting voluntary and community sector grants.	The Council made referrals to other voluntary sector organisations, once a referral had been made to the Council. However, the Council also worked with other voluntary organisations to support them in managing their caseloads. For example, they provided grants and supported organisations with implementing best practice.	<u>Kieran Read, Director of Strategy and Engagement:</u> There are no current proposals to tender a second round of voluntary and community sector grants. If further rounds are issued then the council will be keen to raise awareness as widely. During phase 1 this was done by partnering with EHCVS, through the Ealing Together and other VCS networks and via council communication channels and we will look to see how this can be strengthened further.	Accept
R15	An alternative provider be found to run the Council's food fulfilment operation in order to maximise resilience. The type of provider (private, voluntary and community sector or public sector) should not matter, as long as the service provides a value for money for the Council and a good standard of service for residents.		<u>Kieran Read, Director of Strategy and Engagement:</u> The council has agreed a contract with Bidfood for the sourcing, assembly and distribution of high volumes of food parcels if required.	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
R16	Cabinet lobbies Central Government for material funding to address the likely ongoing budget shortfalls.		<p><u>Kieran Read, Director of Strategy and Engagement:</u> The council continues to actively make a strong case through both public (including the 'Pay Your Bill' campaign) and private channels that central government should honour commitments made at the beginning of the crisis to fully reimburse local authorities for the costs arising from the pandemic; and that this should include both additional expenditure incurred as a result of proactive measures to assist the local community and businesses during this crisis, but also the substantial levels of lost income.</p> <p>There remains a significant gap between the financial impact on the council and the funds made available by central government.</p>	Accept
R17	The breakdown of the distribution data for the discretionary support grants be circulated to the Members.		<p><u>Kieran Read, Director of Strategy and Engagement:</u> This was circulated as requested (constituency level data)</p>	Accepted
R18	The Council should amend the turnover threshold for business grants so that businesses are not excluded unnecessarily.		<p><u>Kieran Read, Director of Strategy and Engagement:</u> The turnover threshold was extended for Wave 3 of the grant scheme to extend to small businesses as well as micro businesses and sole traders. This extended the qualifying criteria to;</p> <ul style="list-style-type: none"> • Turnover: Not more than £10.2 million 	Accepted

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments (Including Any Resource and Legal Implications)	Recommended Cabinet Response (Accept/Reject/Refer to COVID Panel)
			<ul style="list-style-type: none"> • Balance sheet total: Not more than 5.1 million • Number of employees: a headcount of staff of less than 50 <p>The scheme was closed by central government on 30th September 2020.</p>	
R19	The Council should enhance the role of Councillors in the response to the pandemic as local champions to help support the businesses in their wards.		<p><u>Connor McDonagh, Assistant Director Economic Growth, Regeneration and Planning:</u> A weekly Business Newsletter issued by comms team, which highlights business support activity and how business can engage with that. The council has also set up a monthly High Streets Taskforce that councillors are invited to engage with so all areas of the borough are represented, and business support activity is shared and debated in this forum.</p>	Accept
R20	<p>Officers provide the following requests for information in writing:</p> <ul style="list-style-type: none"> • From the 1700 people who had needed support, the number of those people would already have been receiving support and the number of people who would require ongoing support. 		<p><u>Kerry Stevens, Director of Adult Services and Anna Bryden Director of Public Health:</u> In relation to bullet point 1, the information in the request does not track across to activity data we recognise. However we have continued to maintain contact with customers known to the service throughout the year.</p> <p>The average wait time for the out of hours (OOH) telephone service for April- Oct is 1 minute 22 seconds.</p>	Accept

Appendix 1 - Coronavirus Scrutiny Final Recommendations & Officer Comments

Rec No.	Recommendation	Reason for Recommendation or extract from minutes (if required)	Service Officer Comments <i>(Including Any Resource and Legal Implications)</i>	Recommended Cabinet Response <i>(Accept/Reject/Refer to COVID Panel)</i>
	<ul style="list-style-type: none"> • The number of home tests carried out in Ealing. • The impact on the use of the NHS 111 call system for care home staff from those homes using the Argyle Care Service. • Context and comparative data for the Care Home Testing in Ealing figures. • Telephone response times for the Councils emergency out of hours (OOH) services. 		<p>According to data from PHE, the total number of home test kits done by Ealing residents between 30/01/2020 and 17/11/2020 is 21,010</p> <p>From the same data we understand the total number of home tests done for residents and staff in care homes between 30/01/2020 and 17/11/2020 is 17,980. This will include all testing done as part of the Department of Health and Social Care's retesting of asymptomatic staff and residents in the care homes but will exclude all tests done on care home residents admitted to hospital. We do not have access to data which allows us to compare this position for Ealing with other boroughs.</p> <p>The remainder of data requested was circulated to the members of the Health and Adult Social Services Panel at its October meeting.</p>	

Report for: DECISION

Item Number:
12

Contains Confidential or Exempt Information	No
Title	BUDGET STRATEGY AND MTFS 2021/22 TO 2023/24
Responsible Officers	Ross Brown, Chief Finance Officer
Authors	Shabana Kausar, Assistant Director Strategic Finance
Portfolio	Councillor Bassam Mahfouz, Cabinet Member for Finance & Leisure Services
For Consideration By	Cabinet
Date to be considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Area Committees	All
Keywords/Index	Budget Strategy, Medium Term Financial Strategy (MTFS), Budget approach/process, Savings, School Funding

Purpose of Report

The budget strategy report seeks to provide an update to Cabinet of developments since the last budget strategy report to Cabinet in October 2020, which impact the 2021/22 budget gap.

This report provides summary of key announcements from the 2020 Spending Review.

Due to government only announcing a one-year settlement, the report also sets out key issues faced by the Council in planning to deliver a balanced budget for beyond 2021/22.

The report also sets out an update on the 2021/22 budget strategy for the Capital Programme, Schools Funding and for the Housing Revenue Account.

1. Recommendations

It is recommended that Cabinet:

- 1.1 Notes the ongoing impact of COVID-19 and the funding shortfall of the response from Government has a significant impact on future years budget strategy.
- 1.2 Note the lack of clarity regarding the detail timing of Governments Comprehensive Spending Review beyond 2021/22 and the lack of any indication as to the value of financial settlement to Local Authorities makes budget planning, particularly in the current environment unnecessarily complex and challenging.
- 1.3 Notes that officers will continue to prepare detailed plans and budget proposals in accordance with the Administration's priorities and financial strategy objectives (paragraph 4.2. 4.3 and 4.4), taking into account emerging expenditure and funding information (section 3.4 and 3.6) and the proposed approach to savings identification (paragraph 4.5).
- 1.4 Notes the 2020 Spend Review announcements and notes that work is on-going to further refine funding assumptions following technical release (section 5).
- 1.5 Notes the 2021/22 budget gap of £27.730m, as approved by Cabinet in October 2020 and notes progress made to date (paragraph 3.8 and 5.8).
- 1.6 Notes the forecast budget gap of £65.678m over the three-year Medium-Term Financial Strategy period and sets a requirement to also bring forward proposals to close the forecast gap in 2021/22 onwards (paragraph 3.8).
- 1.7 Notes the update regarding the London Business Rates Pool for 1 April 2021 to 31 March 2022 (paragraph 5.7).
- 1.8 Notes the capital investment process as set out in the report (section 6).
- 1.9 Notes the outcome of 2021/22 School Funding Formula changes as agreed by Schools Forum (Section 7) and:
 - a) Approves Ealing Early Years Funding Formula Factors for 2021/22 (paragraph 7.4.3).
 - b) Approves the proposed 2021/22 structure of Ealing's Funding Formula for schools as set out in Appendix 1.
 - c) Agrees that, should it be necessary to adjust the funding formula for schools so that allocations are within the funding available which will be announced later in December, this would be done by adjusting the low

prior attainment factors, as was the case in 2020/21, and by capping and/or scaling gains those schools that gain funding under the formula.

- d) Authorises Assistant Director Planning, Resources and Service Development to submit the proforma to the Education and Skills Funding Agency by 21 January 2021.

1.10 Notes Housing Revenue Account Budget Strategy will be brought back for review at January 2021 Cabinet meeting (section 8).

1.11 Notes the updated budget preparation timetable as set out in the report (section 9).

2. Reason for Decision and Options Considered

2.1 The Council made significant investment in service areas as part of the 2020/21 budget process but continues to face significant budget pressures in future years and uncertainty, including the continuing uncertainty of the level of support from Central Government over the medium term and an increased demand for services alongside the potential impact of COVID-19 into future years.

2.2 This is an update report for Members consideration on the 2021/22 Budget and Medium-Term Financial Strategy (MTFS). It updates the MTFS assumptions for 2021/22 to 2023/24 and endorses officers to continue to prepare detailed budget proposals for Member consideration as part of the annual budget-setting cycle in line with the timetable in section 9.

2.3 The overarching objective is to set a priority-led budget over the medium term that is balanced and realistic; and supported by achievable savings plans. However, it must be recognised that significant budget gaps such as that set out in this report could severely curtail the ability of the Council to deliver comparable service levels and some service areas compared to the current state.

3. Financial Context

3.1 The postponement of funding reforms and the absence of government spending plans mean that there is maximum funding uncertainty, making the preparation of medium-term financial plans highly complicated and speculative.

3.2 Reducing Government support continues to be a key driver in the budget process. Uncertainty regarding the impact of local government funding reforms and widely anticipated recession that is likely to follow the pandemic present significant risks. In addition to funding reductions, there is also the potential for significant spending pressures from demand-led services, specifically in the

Children's' with Disability, Special Education Need (SEN), Adults service, new burdens which impact on the budget and new pressures seen as a result of COVID-19. Although some growth has been built into the MTFS to help alleviate some of these pressures, they continue to present a significant budget risk, particularly in respect of the demographic and contractual pressures.

- 3.3 It is unlikely that the government will be in a position in the near future to commit to public spending levels over the medium term given the current uncertainty and flux in the economy as result of COVID-19. This in turn creates a high degree of uncertainty both within and beyond 2021/22. As such the MTFS and budget strategy is being compiled in a period of unprecedented financial uncertainty and any estimate beyond one-year is very much speculative.

3.4 Budget Statements

- 3.4.1 In 2020, the Chancellor has presented two budget statements both of which were delivered against the backdrop of the coronavirus (COVID-19) outbreak:

- a) Spring Budget Statement (March 2020)
- This was the governments first budget since October 2019 and since leaving the European Union (EU) in January 2020.
 - Budget focused significantly on measures intended to support tackling and mitigating the impact of COVID-19.
- b) Summer Budget Statement (July 2020)
- Primarily set out measures to address the national economic recovery from COVID-19.
 - Whilst there were no new announcements related to local government funding, the reported economic indicators e.g. growth were adverse. These were followed by further updates elsewhere in government which set out revised forecasts for growth, inflation and employment levels over the short- medium term. Again, these indicated a worse position compared to a year ago.

3.5 Comprehensive Spending Review

- 3.5.1 A one-year spending review was announced on 25 November 2020, with a view for government to publish a one-year provisional local government finance settlement in mid-December 2020. The final settlement will not be known until mid to late February 2021. The longer-term comprehensive spending review (CSR) has been delayed with more immediate challenges such as the COVID-19 pandemic and Brexit dominating government attention.
- 3.5.2 Below is summary of government announcements impacting local government which we will need to interpret and understand once the detail becomes

available.

3.5.3 On the face of it the announcements appear positive for local government however initial interpretation of the headlines suggest that Ealing will still be left with significant budget gap as a result of the CSR.

a) General

- Core Spending Power to rise by 4.5% in cash terms next year. This is worth an estimated additional £2.2bn in funding for local government services. Within this, councils will have access to an additional £1bn for social care next year, made up of a £0.300m social care grant and social care precept power.
- Council Tax Referendum and Social Care Precept Limits:
 - Council Tax increase upto 2%
 - Social Care Precept can be levied up to 3% (as per above)
- Government has published its response to the Treasury's consultation on PWLB Lending Terms which confirms to end the use of the PWLB for investment property bought primarily for yield.
- Public Sector Pay:
 - Public sector workers earning less than £24,000 will receive a minimum £250 increase
 - Pay rises for NHS workers and pay freeze for the rest of the public sector in 2021/22.
- National Living Wage (NLW) and National Minimum Wage (NMW) increases from April 2021:
 - NLW - 2.2% for individuals aged 23 and over from £8.72 to £8.91
 - NMW - between 1.5% to 3.6%, depending on age and role.
- Government to bring forward proposals for sustainable improvement of the adult social care system next year.

b) Specific Grants

- Continuation of Adult and Children's Social Care, Improved Better Care Fund (iBCF) and Public Health Grant (included as cash neutral within MTFS).
- £98m additional funding to be made available to enable councils to deliver the new duty to support victims of domestic abuse and their children in safe accommodation in England.
- New Homes Bonus scheme to be extended for one year with a view to implementing reform in 2022/23.

c) Schools and Education

- Schools Budget will increase by £2.2bn in 2021/22 (in line with previous commitment)
- £1.4bn of education funding, including funding for schools in England

to help children catch up on lost learning and supplementary support for free school meals

- £44m for early years education in 2021/22 to increase the hourly rate paid to childcare providers for the government's free hours offers.
- £220m to deliver Holiday Activities and Food programme including provision of healthy meals for disadvantaged children in the Easter, summer and Christmas holidays in 2021.

d) COVID-19

- Government has announced another £1.55bn of un-ringfenced grant for the pressures expected to emerge in the first few months of 2021/22.
- £254m additional resource funding to support rough sleepers and those at risk of homelessness during Covid-19 (including £103m announced earlier this year for accommodation and substance misuse). Additional funding to support frontline services through the Rough Sleeping Initiative.
- Extension of the Sales, Fees and Charges compensation scheme to end of June 2020 (refunding 75% of eligible income loss beyond a 5% threshold).
- £670m of un-ringfenced grant funding to enable them to continue reducing council tax bills for those least able to pay, including households affected by COVID-19.
- Treasury will fund 75% of the irrecoverable 2020/21 Council Tax and Business Rates losses leaving less to be carried forward by councils.

e) Capital and Infrastructure

- Capital investment in education estates to support levelling up education across England, which includes:
 - £1.8bn to maintain and improve the condition of school buildings
 - £300m for new school places for children with special educational needs and disabilities
 - £72m to start a new programme to maintain capacity and expand provision in secure children's homes
- £19bn of transport investment, of which £1.7bn will be for local roads maintenance and upgrades to tackle potholes, relieve congestion and boost connectivity.
- The Government has published the National Infrastructure Strategy (NIS) which confirms funding for the completion of Crossrail, but confirms work on Crossrail 2 will stop, and more broadly that the Government is "pivoting investment away from London."

3.5.4 There is an expectation that further information on some of these funding issues will be addressed in the local government finance technical consultation which is yet to be released.

3.5.5 The general national and local health of the economy has both direct and indirect impacts on the Council's medium-term financial strategy. The CSR usually will provide funding outlook over the short to medium term considering the latest economic performance and projections of e.g. GDP, borrowing, taxation levels and employment rates. A one-year spend review makes it difficult to assess the financial impact of the current MTFS assumptions in the medium term.

3.6 COVID-19

3.6.1 The COVID-19 pandemic is bringing unprecedented challenges alongside some remarkable responses. This global health pandemic has seen Ealing Council act swiftly to support its residents, customer and businesses, working tirelessly to ensure that it can support the community with activities ranging from leading a pan London approach to procuring PPE, to food provision and support for the clinically vulnerable through to leading the way nationally in its distribution of grants and reliefs to over 5,000 businesses. As to be expected with such a crisis, this has unfortunately resulted in financial issues coming back to the fore that now require very careful consideration.

3.6.2 The scale of net pressure as a direct result of COVID-19 faced by Ealing is currently estimated to be £38.8m in 2020/21, the gross pressure is in excess of £72m. The net pressure of £38.8m reflects the Council being allocated £33.4m of government grants relating to COVID-19.

3.6.3 Recent analysis undertaken by London Councils on the October MHCLG COVID-19 return submission shows that;

- a) Boroughs are estimating £2.0bn of extra pressure on finances this year due to COVID-19, of which £1.1bn is due to income loss and £0.952m is due to increased expenditure.
- b) The government support announced so far equates to £1bn across London, which means there is a remaining gap of £0.986m in unfunded new financial pressures.
- c) £1.1bn of the income loss is due to falling returns from General Fund fees and charges, council tax, business rates, Housing Revenue Account and commercial income.
- d) Approximately 49% of the £0.986m is anticipated increased expenditure on adult social care and in covering planned savings that will now not be achieved. Over £50m extra is expected to be spent on homelessness and rough sleeping.
- e) The spend and income loss between March and September has already exceeded the £587m of emergency funding by £368m.

¹ The latest estimate is from the Council's sixth submission to MHCLG on COVID-19 in October

3.6.4 Clearly, the government funding received thus far has gone some way to relieve immediate financial pressures. Governments commitment to give all councils the resources they need to support their residents and businesses through this pandemic cannot waver. At this stage, the level of government funding currently agreed is considerably lower than the expected financial pressures over the coming year. The Council, alongside both the Local Government Association (LGA) and London Councils, will continue to engage with government to press for further funding support. In the absence of such funding, the Council will need to consider how it meets the increasing demand on its services within its limited resources.

3.6.5 At this stage it is extremely difficult to quantify the impact of COVID-19, but the financial pressure on the Council will be substantial, even after the Government's emergency COVID- 19 funding for local authorities is taken into account. The implications of recession for future council income could be dramatic.

3.7 Brexit

3.7.1 As the end of the transition period approaches on 31 December 2020 the focus for the Council is on the progress of trade negotiations between the UK and EU, how the outcome may effect specific aspects of policy such as procurement, data sharing and access, understanding the preparations that businesses need to undertake if trading with the EU and how the Council can support and advise them, working with the London Reliance Partnership and London Councils, and supporting residents to apply to the EU Settlement Scheme. The preparation work undertaken by the Council to date, and which is continuing, means the Council is well prepared for EU exit and has robust plans in place.

3.8 2020/21 Budget MTFs 2021/22 to 2023/24

3.8.1 The MTFs, covering the 4-year period 2020/21 to 2023/24, was approved by Cabinet and Council in February 2020. It reflects the impacts of central government funding decisions, analysis of advice and information from relevant organisations and the effects of the national and local economic context. It provides a robust financial framework to support achievement of the Council's overall objectives and delivery of services.

3.8.2 By necessity the MTFs is updated to reflect changing circumstances, updated priorities and ambitions, the latest financial situation and external factors such as Government funding settlements.

2021/22 Budget Gap as at October 2020

3.8.3 The table below sets out the indicative budget gap for 2021/22, as reported to Cabinet in October.

Table 1: 2021/22 Indicative Budget Gap as at October 2020

2021/22 Budget Gap	2021/22 £M
2021/22 Budget Gap at February 2020	13.107
Additional Service Growth Requirements	3.099
Updated estimation for Corporate Budgets	0.545
Updated estimate for Levies	0.539
Reduction in New Homes Bonus grant estimate – assumption is based on MHCLG guidance issued earlier this year confirming local authorities to receive historic payments due upto 2017/18.	0.597
Contribution to Reserves	3.500
Collection Fund Impact	6.344
Net Movements serving to increase the budget gap	14.623
Indicative Budget Gap 2020/21 as at October 2020	27.730

Source: 2021-2024 MTFS Budget Strategy Report – Cabinet October 2020

3.8.4 Whilst the range of the budget gap for 2021/22 is between £18.3m to £51.9m, the current working estimate of the 2021/22 budget gap is £27.7m ('realistic' case).

3.8.5 The table below provides an updated position of the MTFS for 2021/22 to 2023/24 as at October 2020 and shows that the overall budget gap increasing, reflective of the items noted above.

Table 2: Updated Forecasted MTFS 2021/22 to 2023/24 as at October 2020

MTFS 2021/22 to 2023/24	2021/22 (Forecast)	2022/23 (Forecast)	2023/24 (Forecast)
	£M	£M	£M
Total Funding	(241.764)	(243.168)	(244.586)
Net Budget Requirement	265.994	293.424	306.765
Contributions to (+) / from (-) reserves	3.500	3.500	3.500
Net Budget Requirement after Reserves	269.493	296.923	310.264
Forecasted Budget Gap – Incremental	27.730	26.026	11.924
Forecasted Budget Gap – Cumulative	27.730	53.756	65.680

Source: 2021-2024 MTFS Budget Strategy Report – Cabinet October 2020

3.8.6 Cabinet had approved in October 2020 for saving proposals to cover the 2021/22 budget gap of £27.730m are identified by the end of the 2021/22 budget cycle. This target was set out to enable the Council to achieve a balanced budget position in 2021/22.

Budget Monitoring Outturn Forecast 2020/21

3.8.7 As detailed in November 2020 meeting of Cabinet (Budget Update 2020/21),

at the end of quarter 2 the Council were forecasting a net overspend for the year totalling £23.260m against its General Fund revenue budget after applying management actions, grants, provisions, reserves and contingency.

Table 3: Quarter 2 Summary of Net Revenue Budget Variance

Revenue Budget	Forecasted Net Variance - Quarter 2 (£M)			Net Variance - Quarter 1 (£M)
	Pre COVID-19	COVID-19 ¹	Total	
Children's and Schools	10.233	0.000	10.233	11.198
Adults & Public Health	(3.033)	0.000	(3.033)	0.502
Chief Executive	1.550	0.000	1.550	2.205
Place	4.774	0.000	4.774	3.764
COVID-19 (Council Wide)	0.000	14.946	14.946	13.542
Net Cost of Services Sub-total	13.525	14.946	28.471	31.211
Corporate Budgets	(5.211)	0.000	(5.211)	(5.211)
Total General Fund	8.313	14.946	23.260	25.999

Source: Budget Update Report 2020/21 – November 2020 Cabinet and MHCLG COVID-19 Submission October 2020

- 3.8.8 Officers are continuing to explore potential measures by way of developing council wide mitigation plans to address the forecasted overspend relating to the non COVID-19 pressure. Progress of these will be reported through the quarterly budget monitoring process and will form part of the overall financial management strategy to help deliver a balanced position in-year conjunction with the spend control measures and technical reviews.

General Fund Balance

- 3.8.9 For 2020/21 the Council's General Fund balance was set at its risk-assessed target level of £15.919m. Having reviewed the current financial challenges being faced as a result of the pandemic, the Chief Finance Officer, as the Council's Section 151 Officer, has considered the level of General Fund Balance very carefully. Following further government funding announced and allocated for the second wave, £15.919m has been assessed as being an adequate level given the risks the Council is facing and considering Ealing's spending history. The adequacy of reserves will continue to be reviewed annually and given the uniqueness of the current challenge faced is particularly difficult to determine accurately.

Adequacy of Reserves

- 3.8.10 The Council also sets aside funding in reserves for specific purposes and to mitigate financial risks as part of the budget planning and monitoring process. At 31 March 2020 the Council's General Fund earmarked reserves (excluding COVID-19 grant) totalled £90.241m (£94.339m at 31 March 2019), of which £23.732m relate to un-ringfenced reserves.
- 3.8.11 The Council's reserve balances continues to reduced year on year and whilst prudent and appropriate for the typical budgetary requirements and normal challenges faced by Ealing, they are not meant to nor have the capacity to deal

with the COVID-19 pandemic and on this scale, nor should reserves be fully depleted without very careful consideration of the impact on future years.

- 3.8.12 At the end of quarter 2 it is estimated that £15.6m net drawdown from earmarked reserves may be required in 2020/21 to fund combination of carried forward commitments, drawdown of ring-fenced grants (including COVID-19) and capital investment; before any requirement to use reserves to address any 2020/21 overspends. If these commitments are required in year, then the overall level of reserves as set above would reduce to £84.090m by 31 March 2021.
- 3.8.13 If the current forecast for 2020/21 holds true then a further drawdown from reserves will still be necessary to balance the in-year position, which will use a significant proportion of the reserves available.
- 3.8.14 As such, the councils needs to continue to act in a prudent manner and reduce the reliance on reserves in year, and importantly, not commit to any expenditure that could expose the Council to risk that may ultimately result in further reserve commitments being required.
- 3.8.15 Reliance cannot be placed on reserves as a funding strategy for 2020/21 onwards. Recurring revenue savings from service areas or new income streams must be found to meet the forecast budget gap. Further reviews of reserves will be undertaken during 2020/21 as part of the MTFs process but it should be noted that that reserves including the use of General Fund balance will only be considered as a last resort and in exceptional case in order to fulfil the statutory obligation to set a balanced budget.

4. Approach to Budget Setting

- 4.1 The Council's approach to setting the budget was set out in the Budget Strategy Report to Cabinet on 13 October 2020, a summary of the approach is set out in this section below.

4.2 Delivering the Administration Priorities

- 4.2.1 The budget process is priority-led; aligning the allocation of resources with the priorities of the Administration. There are three key Administration priorities for Ealing as set out covering the 2018/19 to 2021/22:

- Good, genuinely affordable homes
- Opportunities and living incomes
- A healthy and great place

- 4.2.2 These are supported by nine priority areas which have been agreed with local partners in health, education, policing, employment, housing, local businesses

and voluntary and community organisations via the Future Ealing programme.

4.3 Future Ealing Outcomes

4.3.1 The Council continues to use Future Ealing as a vehicle for delivering the 2021/22 and future years budget strategy.

4.3.2 The 2021/22 Future Ealing budget strategy contains two main strands:

- 1) Future Ealing Outcomes - specific areas of focus.
- 2) Future Ealing Cross Cutting – there four main workstreams (commercial, assets, efficiency and digital) which form the core of the approach.

4.4 Key Objective and Deliverable

- 1) Set and Deliver a Balanced Budget
- 2) Maximise Future Ealing as an Organisational Development approach
- 3) Ensure safe and effective delivery of COVID-19 response

4.5 Developing Proposals

4.5.1 All proposals will need to either demonstrate or consider the following:

- 1) Set the worst-case baseline of what is deliverable as early in the programme as possible to manage financial risk
 - Power / Duties review
 - Service level choice options to target levels
- 2) Set a shared ambition to limit service reductions by a collectively agreed structured programme to develop transformational proposals:
 - Demand driven statutory spend
 - Further iterations of existing Modern Council programme
 - New Cross cutting opportunities
- 3) Agree up front that new areas of work – e.g. climate change will be investment neutral
 - Deliver through influence on existing spend
 - To be funded by spend reduction elsewhere assuming capacity
 - Identify and secure new funding resource

4.6 Progress Towards Delivery of the Budget Strategy

4.6.1 In recognition to a tight timeline for develop saving proposals and setting a balanced budget for 2021/22, the Council have procured additional project management support to bolster in-house capacity to facilitate the Future Ealing process. Work is currently underway to develop proposals that will support the Future Ealing strategy set out in this section above.

- 4.6.2 To support the delivery of a balanced budget, officers are also working in parallel to the Future Ealing programme and have undertaken power/duties review which looks to develop service level options that will support delivery of a balanced budget, if this cannot be achieved through the Future Ealing programme.
- 4.6.3 Both the Future Ealing programme and Powers/Duties review proposals will go through officer and member review and challenge process. These sessions will be held over December and January following which they will be presented to Cabinet in February for decision.
- 4.6.4 In addition to the on-going engagement and consultation with officers and members the Council has also scheduled on-line budget sessions in early December with residents, businesses and the community and voluntary sector to discuss, details of which are set out in section 21 below. The sessions have been scheduled to raise awareness of the financial challenges facing the Council and provide a context for some of the difficult decisions to come in 2021. They will also give attendees the chance to give feedback and offer suggestions.

5. December MTFS Update and 2021/22 Budget Update

- 5.1 On 25 November 2020, the Chancellor of the Exchequer announced a one-year spending review. This confirmed broad public spending allocations for the next financial year. The Spending Review contained a number of policies and announcements which are likely to have an impact on local government, however detail of these will only become clear when the Local Government Finance Settlement is published in mid to late December.
- 5.2 Overall, the spending review provides more certainty for councils next year but the long-term outlook remains unclear.
- 5.3 Though announcement of additional funding for COVID-19, council tax referendum, precept powers and additional adult and children's social care is positive step towards helping the Council to address some of the budget pressures but unfortunately will not fully address all of the pressures. The Council will still have to find substantial savings to meet its legal duty to set a balanced budget.
- 5.4 Councils will continue to face demand pressures on day-to-day services, some pre-existing (such as social care, SEND, temporary accommodation) and others made more significant by the impact of COVID-19 amid substantial income losses both from revenue generating powers and sales, fees and charges.
- 5.5 As part of the continuous budget monitoring and forecasting processes, a

number of key assumptions and estimates, along with known changes, are beginning to be modelled.

5.6 Government Funding

- 5.6.1 Whilst in the main the announcement looks positive for Local Government, primarily due to the allocation and continuation of one-off grants.
- 5.6.2 The actual impact of the Spending Review on the 2021/22 budget will not be known until specific technical details are released but any adverse impact of the settlement would require the Council to take rapid action to ensure that it can set a balanced budget for 2021/22. With this in mind the MTFS forecast has remained unchanged from what was reported to Cabinet in October 2020.
- 5.6.3 With local government only receiving a one-year settlement, the Fair Funding Review determining the final roll-in of key grants and a fundamental review of the baseline funding levels, has been delayed further. This should mean that in future the Council will be reliant on council tax, business rates and fees and charges to fund its expenditure, in the short term it continues to bring a level of uncertainty to financial planning matters.
- 5.6.4 The council has made prudent assumptions in the reduction of business rates income it is expecting to receive but without confirmation of the details of the various funding announcement, future values remains a risk that the budget gap is understated.

5.7 London Business Rates Pool Arrangement

- 5.7.1 The current pool arrangement operates at participating authorities to retain 67% of the business rates income (37% GLA and 30% Ealing's share). The current MTFS assumes that the Ealing will be retaining 30% share of the business rates income locally.
- 5.7.2 London Council's submitted an application in October 2020 to MHCLG for continuing to operate a regional pool for 2021/22. Formal decision is yet to be confirmed by MHCLG.

5.8 Summary Impact of Changes

- 5.8.1 At the time of writing this report the budget gap for 2021/22 remains at £27.730m, as approved by Cabinet in October 2020 details of which are set out in paragraph 3.8.3 above.
- 5.8.2 The working assumption from a planning purpose is that, with the exception of the items noted in the table there is no change to either the level of funding or costs at this stage. Assumptions will continue to be stress tested against

various scenarios in parallel to the budget process. Changes to the budget gap will continued to be reported in accordance with the timetable set out in section 9 below.

6. Capital Investment Proposals

- 6.1 As detailed in the 2020/21 Budget Update report to Cabinet in November 2020, the revised Capital Programme for the period 2020/21 to 2024/25 totalled £877.592m. A summary of the capital programme at 30 September 2020 is set out in the table below.

Table 4: Approved Capital Programme

Capital Programme Summary	2020/21 £M	2021/22 £M	2022/23 £M	2023/24 £M	2024/25 £M	Total £M
General Fund	234.078	164.740	48.869	1.850	1.850	451.386
HRA	84.535	126.369	92.414	63.868	59.020	426.206
Total	318.613	291.108	141.283	65.718	60.870	877.592

Source: 2020/21 Budget Update Report – November 2020 Cabinet (including approved slippage)

6.2 Capital Growth

- 6.2.1 The new investment will prioritise any capital spending required to meet unavoidable Health and Safety and any funds remaining will be allocated against other priorities agreed as part of the budget setting process.

6.3 Invest to Save Proposals

- 6.3.1 The Council's invest-to-save mechanism will remain in place in 2021/22. It allows services to drive innovation in service provision, by delivering budget savings that are allocated in part to replenish the Invest-To-Save Reserve. Proposals are anticipated to be developed within the scope of the planned outcome reviews and other savings initiatives.

7. Schools Funding

- 7.1 During September and October this year the Council consulted with schools and early years providers on the structure of Ealing's funding formulas. The consultation sought views on what funding factors should be adjusted by the Council to ensure that the funding factors remained affordable, following announcement of the Dedicated Schools Grant (DSG) allocation for 2021/22 for Early Years and Schools Block in December 2020.
- 7.2 Currently both Early Years and Schools DSG block formulas reflect the national funding formula (NFF). Both funding formulas consist of mandatory and discretionary factors, with the government setting the minimum level of funding that must be allocated through the respective mandatory factors. At

the Schools Forum meeting on 5 November 2020 the following decisions were discussed and agreed to be put forward to Cabinet for approval:

- a) Schools Funding Formula - to continue to move towards the national funding formula structure and factor values.
- b) Early Years Funding Formula factors for 2021/22.

7.3 Schools DSG Block Funding Formula

7.3.1 School Funding Formula Factors are proposed to be increased in line with the NFF changes. If following the announcement of the provisional finance settlement in December 2020, the DSG allocation is less than the current estimate, then the Council will be required to undertake the following to ensure overall affordability:

- Adjust the low prior attainment factors, as was the case in 2020/21; and
- Cap and/or scale back gains for those schools that gain funding under the formula.

7.3.2 Appendix 1 sets out the proposed school funding formula factors.

7.4 Early Years DSG Block Funding Formula

7.4.1 The national Early Years Funding Formula was introduced in April 2017. The funding arrangements for 2021/22 guiding the structure of the formula remain unchanged. The maximum a council will be able to retain for central spend will remain at 5% requiring for 95% pass through regulation and to manage the affordability of the formula.

7.4.2 The provisional Early Years DSG block allocation will be published in December 2020, whilst the actual allocation will not be known until end of 2021/22 as the grant is based on pupil census data taken in January 2021 and 2022.

7.4.3 The table below sets out the proposed funding formula factors for councils Early Years DSG block for 2021/22 (based on 2020/21 updated grant allocation).

Table 5: Early Years Funding Formula Factors 2020/21 (actual) and 2021/22 (proposed)

Early Years Funding Formula Factor	2020/21 All Nursery Providers	2021/22 All Nursery Providers (proposed)
Base Rate - Universal 15 hours	90% of funding £4.63 (£4.57+6p)	90% of funding £4.63

Early Years Funding Formula Factor	2020/21 All Nursery Providers	2021/22 All Nursery Providers (proposed)
Deprivation (mandatory)	5% of supplement funding £0.26	5% of supplement funding £0.26
Quality	5% of supplement funding	5% of supplement funding
Quality QTS	£0.26	£0.26
Quality EYPS	£0.22	£0.22

Source: Schools Funding 2021/22 Schools Forum Report November 2020

- 7.4.4 In addition to the above, in the current year Maintained Nursery Schools continue to receive a supplement to their funding rate of £3.24. The ESFA allocates an additional grant to provide nursery schools protection to limit the impact of the national funding formula changes and the rate for 2021/22 will be set once the grant is finalised.

8. Housing Revenue Account (HRA) Budget Strategy

- 8.1 The HRA budget strategy will be presented to Cabinet for review in January 2021.

9. Budget Process and Timetable

- 9.1 The Council has a well-established Budget Review Process that integrates financial planning with corporate planning and considers the wider impact on the community through equalities impact assessments.

Table 6: Budget Activity Timetable

Date	Activity
November 2020	<ul style="list-style-type: none"> Comprehensive Spending Review Update
December 2020	<ul style="list-style-type: none"> Budget Consultation sessions with businesses, residents and voluntary and community sector Member Workshops to consider saving proposals Provisional Local Government Finance Settlement Cabinet report reflecting the updated MTFS forecasts and funding position, including savings

Date	Activity
	<p>proposals</p> <ul style="list-style-type: none"> • Council decision to approve updated Flexible Use of Capital Receipts policy <i>(if required)</i> • Cabinet decision regarding continued participation in the London Business Rates Pool Pilot <i>(subject to updated requirements and deadline)</i>
January 2021	<ul style="list-style-type: none"> • Provisional Local Government Finance Settlement • Section 151 officer agrees Tax Base and forecast Collection Fund surplus under delegated authority • Cabinet report to approve HRA budget for 2021/22 and 30-year business plan (including capital programme)
February 2021	<ul style="list-style-type: none"> • Consultation with Ealing Business Partnership • Budget proposals to Cabinet and Overview & Scrutiny Committee • Cabinet considers final budget proposals and makes recommendations to Full Council • Council approves Budget & Council Tax for 2021/22 • Final Local Government Finance Settlement

10. Legal

- 10.1 The Council has a legal duty to set a balanced budget.
- 10.2 Some savings proposals will have more detailed legal or practical implications. Where this is the case, these detailed implications will need to be considered before a final decision is taken on whether or not to implement the proposals or to implement them in a revised format.
- 10.3 Section 114(3) of the Local Government Finance Act 1988 (the 1988 Act) requires the Chief Finance Officer to make a report, if it appears to him that the expenditure of the council incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure.

- 10.4 Section 114A of the 1988 Act requires the Chief Finance Officer to make a report to cabinet, if it appears to him that the council is about to make a decision which would involve the council incurring expenditure which is unlawful. The council would be acting unlawfully if it has taken or is about to take a course of action which, if pursued to its conclusion, would be likely to cause a loss or deficiency on the part of the council.
- 10.5 Were the Chief Finance Officer to issue a s.114A report, the cabinet would be required to prepare a report which specifies:
- a) What action (if any) cabinet has taken in response
 - b) What action (if any) cabinet proposes to take in response and when, and
 - c) The reasons
- 10.6 If adequate measures were not to be agreed in response to a s.114 or s.114A notice, the council would be at high risk of government intervention.

10.7 In regard to the London Business Rates Pool

- 10.7.1 The Secretary of State has the power to designate two or more “relevant authorities” as a pool of authorities for the purposes of the provisions of Schedule 7B of the Local Government Finance Act 1988. The authorities covered by the designation have to agree to the designation (para 34, sub para (2)). Local authorities have the power to enter into a Memorandum of Understanding to record the governing arrangements between them, under section 111 of the Local Government Act (LGA) 1972.
- 10.7.2 Given the complexity of the Pool, London Councils and London Government commissioned independent external legal advice to consider the options for appropriate governance arrangements at the Pool’s inception. Following this legal advice, it was agreed that governance arrangements would be through a quasi-contractual approach involving a lead authority in consultation with participating local authorities and operating under a Memorandum of Understanding. Further legal advice will be obtained if any significant changes to governance arrangements are proposed for the new pool. These are not anticipated for 2021/22.

10.8 In regard to Schools Funding and Dedicated Schools Grant (DSG)

- 10.8.1 The Council currently receives funding for schools through the Dedicated Schools Grant (DSG) and has the statutory responsibility under the Schools and Early Years Finance Regulations for allocating this funding to schools.
- 10.8.2 The Schools and Early Years Finance (England) Regulations published in February 2020 sets out the grant condition and accounting regulations that local authorities must follow in respect of DSG deficit and underspend

balances.

11. Value for Money

- 11.1 The budget setting process addresses the Council's performance in delivering national and local priorities and focuses on the needs of its communities. The budget process will require services to demonstrate this through their budget proposals submissions.
- 11.2 The Council consistently monitors performance and finance in tandem, to ensure that value for money services are commissioned and provided for, as well regularly adjusting its activities to improve performance and achieve better value for money. The budget process sets the approach, providing the framework in which the Council can look to improve performance and achieve better value for money.

12. Sustainability Impact Appraisal

- 12.1 Any sustainability impacts are taken into account before final decisions are taken on whether or not to implement savings proposals as part of the budget setting process. All capital budget proposals are required to set out how the proposal contributes towards carbon emission reduction.

13. Risk Management

- 13.1 It is important that spending is contained within budget so that the Council can maintain its financial standing in the face of further pressure on resources in 2020/21 and beyond as set out in the annual review of the Medium-Term Financial Strategy (MTFS) approved by Cabinet in February 2020.
- 13.2 A significant risk to achieving a balanced budget is a combination of managing and mitigating the pre-COVID pressures, delivery of 2020/21 savings and the unfunded pressures relating to COVID-19. Close monitoring by finance officers and Strategic Leadership Team of these pressures will be undertaken to reflect success and impact of spend control measures (as set out above) and other mitigations that aid in delivering a balanced budget.
- 13.3 The Council's Medium-Term Financial Strategy is continually under review and builds in projections for the MTFS period and beyond as further details and analysis become available. These updates are regularly reviewed by SLT and the Portfolio Holder and updates on the financial environment the Council is operating in are provided in Budget Update and Budget Strategy reports to Cabinet.

14. Community Safety

14.1 There are no direct community safety implications as part of this report.

15. Links to Strategic Objectives

15.1 The Council's medium-term financial strategy, budgets and capital programme are designed to deliver the Council's strategic priorities. The budget set for 2021/22 will support to address the delivery of national and local priorities.

16. Equalities Analysis Assessments (EAAs)

16.1 There is no requirement for an Equality Impact Assessment as part of this report.

16.2 An equalities impact assessment may be required for specific proposals mentioned in this report. Where that is the case, an EIA will be carried out and its results taken into account before any decision on whether or not to proceed with the proposal in question.

17. In Regard to the Council's Public Law Duties

17.1 When making decisions the Council must act reasonably and rationally. It must take into account all relevant information and disregard all irrelevant information and consult those affected, taking into account their views before final decisions are made. It must also comply with its legal duties, including those relating to equalities as referred to above. Many proposals will impact upon third parties and where this is the case there may be a requirement for the Council to consult those affected before a final decision is taken on whether or not to implement the proposal or to amend the proposal prior to implementation.

18. Staffing/Workforce and Accommodation Implications

18.1 There are no direct staffing/workforce and accommodation implications arising from this report.

19. Property and Assets

19.1 Not applicable.

20. Any Other Implications

20.1 The overall financial position of the Council impacts on the future provision of all Council services.

21. Consultation

21.1 External Consultation and Engagement

21.1.1 The Council will be holding consultation sessions in December to raise awareness of the financial challenges facing the Council and provide a context for some of the difficult decisions to come in 2021 in the lead up to the Council's annual budget setting process.

Table 7: Budget Consultation Sessions

Session*	Date	Time
Businesses	9 December	7-8pm
Residents	10 December	7-8pm
Voluntary and Community Sector (VCS)	17 December	5-6pm

* all sessions will be held on Zoom

21.1.2 The panel will consist of the Leader of the Council and cabinet member for finance and leisure, with the latter also hosting the sessions.

21.2 Internal Consultation and Engagement

21.2.1 Information and explanations have been sought from directorates on specific aspects of this report and their comments have been incorporated.

22. Appendix

- Appendix 1 - 2021/22 Ealing's School Funding Formula

23. Background Information

23.1 Cabinet reports:

- Budget Update Report 2020/21 – 10 November 2020
- 2021-2024 MTFS Budget Strategy Report – 13 October 2020
- Budget Update Report 2020/21 – 15 September 2020
- Budget Statement Report 2020/21 – 14 July 2020
- Revenue and Capital Outturn – 14 July 2020
- Budget Strategy and MTFS 2020/21 to 2022/23 – 11 February 2020

23.2 Schools Forum Report:

- Schools Funding 2021/22 – 5 November 2020
- Schools Funding 2019/20 to 2021/22 – 24 June 2020

Consultation

Name of consultee	Department	Date sent to consultee	Date response received from consultee	Comments appear in report para:
Internal				
Ross Brown	Chief Finance Officer	Continuous	Continuous	Throughout
Paul Najsarek	Chief Executive	23/11/2020	23/11/2020	Throughout
Judith Finlay Gary Alderson	Executive Directors	23/11/2020	23/11/2020	Throughout
Helen Harris	Director of Legal and Democratic Services	23/11/2020	26/11/2020	Legal section
Councillor Bassam Mahfouz	Cabinet Member for Finance and Leisure	23/11/2020	23/11/2020	Throughout
Councillor Julian Bell	Leader of the Council	23/11/2020	23/11/2020	Throughout
Russell Dyer	Assistant Director - Accountancy	23/11/2020	23/11/2020	Throughout
Gary Redhead	Assistant Director Schools Planning & Resources	13/11/2020	18/11/2020	Paragraph 1.9; Section 7

Report History

Decision type: For decision		Urgency item? No	
Authorised by Cabinet Date: member:		Report deadline:	Date report sent:
Report	Report authors and contacts for queries: Shabana Kausar, Assistant Director Strategic Finance, 020 8825 7549		

Current and Proposed Factor values before adjustment to the Low Prior Attainment factors if required

Factor	2020/21 Ealing Funding Formula Rates		2021/22 National Funding Formula (NFF) Rates (including ACA)		Increase NFF Rates minus Ealing Rates			
	Primary School	High School	Primary School	High School	Primary		High	
	£ per pupil	£ per pupil	£ per pupil	£ per pupil	£	%	£	%
	(a)	(b)	(c)	(d)	(d) = c - a	(e) = d / a	(f) = d - b	(g) = f / b
Primary (Years R-6)	£3,274.52	£0.00	£3,579.40	£0.00	£304.87	9%		
Key Stage 3 (Years 7-9)		£4,605.19		£5,047.60			£442.41	10%
Key Stage 4 (Years 10-11)		£5,227.54		£5,688.29			£460.75	9%
FSM	£515.76	£515.76	£527.22	£527.22	£11.46	2%	£11.46	2%
FSM6	£641.84	£934.10	£659.03	£962.76	£17.19	3%	£28.65	3%
IDACI Band A	£687.68	£962.76	£710.61	£991.41	£22.93	3%	£28.65	3%
IDACI Band B	£498.57	£716.34	£544.42	£779.38	£45.85	9%	£63.04	9%
IDACI Band C	£464.19	£664.76	£510.03	£722.07	£45.84	10%	£57.31	9%
IDACI Band D	£429.80	£613.18	£469.92	£664.76	£40.12	9%	£51.58	8%
IDACI Band E	£286.54	£464.19	£298.00	£475.65	£11.46	4%	£11.46	2%
IDACI Band F	£240.69	£343.84	£246.42	£355.30	£5.73	2%	£11.46	3%
English as an Additional Language (EAL)	£613.18	£1,650.44	£630.38	£1,702.02	£17.19	3%	£51.58	3%
Mobility	£1,002.87	£1,432.68	£1,031.53	£1,478.52	£28.65	3%	£45.85	3%
Low Prior Attainment (LPA)	£1,136.00	£1,717.33	£1,255.02	£1,902.59	£119.02	10%	£185.26	11%
	Per School	Per School	Per School					
Lump Sum	£131,118.42	£131,118.42	£135,015.29	£135,015.29	£3,896.88	3%	£3,896.88	3%

Notes

1. All rates shown include the Area Cost Adjustment (ACA) for Ealing ACA for Ealing is 1.14614
2. AWPU figures for 2021-22 includes TPG and TPECG hence big cash increase in values
3. In 2020-21 Ealing Low Prior Attainment adjusted to take account of NFF affordability
4. It is proposed to adjust the Low Prior Attainment in 2021-2 if required due to affordability

Abbreviations

FSM - Free School Meals

FSM6 - Free School Meals Ever 6

IDACI - Income Deprivation Affecting Childrens Index

Report for:
FINAL
Item Number: 13

Contains Private and Confidential Information	NO
Title	Controlled Parking Zone (CPZ) Consultation Programme 2020/2021
Responsible Officer(s)	Dipti Patel, Director of Place Delivery
Author(s)	Anthony Kestla, Senior Engineer, Highway Services kestlaa@ealing.gov.uk
Portfolio(s)	Environment & Highways - Cllr Jasbir Anand
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In:	21 December 2020
Affected Wards	All
Keywords/Index	Controlled parking zone consultation programme, Policy, Review, Public consultation.

Purpose of Report:

The report puts forward areas for inclusion on the Council's CPZ Consultation Programme 2020/2021 for approval. The programme is formed of two types of schemes. The first are areas where parking issues have been identified by parking surveys, complaints, site observations etc, which may benefit from the introduction of controlled parking. The second type are existing CPZs where some concerns have been raised by residents and where parking regulations may benefit from modification.

1. Recommended Actions

It is recommended that Cabinet:

- 1.1. Agrees to the proposed CPZ Consultation Programme 2020/2021 as detailed in section 3.11
- 1.2. Note the Parking Reserve Account has committed £0.280m capital investment in 2020/21 as per approved budget proposal FE1-2002. It is expected only £0.050m will be needed in 2020/21, for planning work, and the balance required for implementation in 2021/22.
- 1.3. Delegates authority to Officers, to take the necessary steps to deliver and amend the 2020/2021 CPZ Consultation Programme, following consultation with the Portfolio Holder for Environment & Highways
- 1.4. Authorises the Director of Place Delivery, following consultation with the Portfolio Holder for Environment & Highways, to implement a CPZ in those areas subject to consideration of the

outcome of the consultation and generally only if results show a majority of affected residents are in support of a CPZ.

2. Reason for Decision and Options Considered

- 2.1. This report puts forward a list of areas to be considered for the Council's CPZ Consultation Programme 2020/2021. Through this, the Council will be able to consult local residents and businesses as to whether they are supportive of introducing CPZ regulations in their area and review the operation of existing zones that may require amendment.

3. Background

- 3.1. In 2016, as part of the Council's new CPZ Policy, it was determined that the annual CPZ Consultation Programme would be formed on the basis of parking survey data – previously relevant areas were identified through requests from residents and Ward Councillors.

- 3.2. The parking survey data enabled officers to establish those areas where parking pressure was at its greatest, therefore providing evidential justification for proposing controlled parking measures. An initial 3-year programme was formed, with 7 areas to be consulted per year. This new approach proved effective, with 4 new CPZs established within the first year.

- 3.3. However, following completion of the programme for year 1, for various reasons, revisions were made to the programme for years 2 & 3 – some were deferred, some brought forward, and others put on hold indefinitely.

- 3.4. The programme formed in 2016 has now concluded and a new consultation programme is required. However, the ongoing impact of Covid-19 means that the necessary parking surveys cannot be completed/validated. With no definitive end to the pandemic, and no way of currently knowing what impact it will have on survey companies and their operations, a revised approach is required for this year's consultation programme.

3.5. Establishing the CPZ Consultation Programme 2020-2021

- 3.6. Following discussion with the Portfolio Holder for Environment & Highways, the consultation programme for 2020-2021 has been identified by Council officers for Cabinet approval, using a combination of factors:

- 3.7. **Previous parking survey data** | Extensive parking surveys were undertaken in 2016 and 2017, of all roads not within a CPZ at that time. Many of the problem areas were consulted as part of the previous programme, but there were other smaller clusters of roads where parking pressures were also identified. Furthermore, while the data is now a few years old, it has been used to forecast those roads/areas where parking pressures may have increased as a result of new building developments or from the introduction of new CPZs nearby.

- 3.8. **Impact of parking displaced from newly formed CPZs** | Since parking surveys were last undertaken, several new zones have been implemented across the borough. CPZs often displace parking into neighbouring areas, as motorists seek out the next available free parking. As a result, some areas where parking levels were previously normal, may have seen an increase.

- 3.9. **Complaints/requests from the public/Ward Councillors** | Officers often receive parking complaints from the public and in many cases, the issues raised can only be resolved through the introduction of controlled parking. Similarly, Ward Councillors often receive complaints from their constituents which are then passed on to officers. While many of these complaints/requests originate from a single resident, officers have also received petitions and emails from groups of residents with the same concern. Petitions help provide a demonstration of support for CPZs as well as giving a clearer indication that parking issues may be present in an area.

3.10. **Officer observations and professional experience** | Council officers have extensive professional experience of implementing and reviewing CPZs. Through this experience, and knowledge of the borough, officers are able to evaluate where parking issues may arise. Furthermore, as the role of highway engineers involves inspecting the boroughs roads and noting matters for attention, officers are well placed to observe any changes to parking conditions that may develop.

3.11. Proposed CPZ Consultation Programme 2020-2021

3.12. The areas identified in the table below have been considered and assessed using the criteria set out in section 3.5. The names given to each area are in some cases a reference to the origin of complaints/requests. The full consultation boundaries can be viewed within **Appendix 1** at the back of this report. Boundaries may be subject to amendment, following further discussions with Ward Members.

Area	Ward	Reason for consideration
Newly proposed CPZ areas		
Twyford Abbey Road / Moyne Place	Hanger Hill	Long standing parking issues raised by residents and Ward Councillors
Sawyers Lawn	Cleveland	Experiencing parking displacement from recently introduced parking controls on private development. Area is now surrounded by CPZs.
Brentside	Hobbayne	Carried over from previous consultation programme. Some pressures previously existed and new zones have since been implemented nearby.
Northolt Station East	Northolt Mandeville	Carried over from previous consultation programme. A CPZ has since been introduced opposite, which has likely increased parking volumes.
Melrose Drive	Dormers Well & Lady Margaret	Petition from residents.
Reviews of existing CPZs		
Poets Corner Review	Hobbayne	Implemented in 2019. Some residents have requested that the operational times are insufficient and would like them extended.
Hanwell Station Review	Elthorne & Hobbayne	Implemented in 2017. Some residents have requested that the operational times are insufficient and would like them extended

3.13. In advance of drafting this report, officers wrote to each Councillor of the Wards in which a consultation is proposed. This is in accordance to conditions set out in the June 2016 Cabinet Report; *Controlled Parking Zone (CPZ) Consultation Programme 2016/2019*, which formed the basis of the current CPZ Policy. It states in Section 3.29, that “*officers will contact Ward Councillors of the affected Wards in advance of the Cabinet report being finalised. This will allow Members to feed into the process before the programme is confirmed*”.

- 7 Consultation Areas proposed
- 7 Wards affected by the proposals
- 20 Ward Councillors written to
- 7 responses received

3.14. Officers received several responses from Members. Some requested clarification on the details of the consultation process and these have been responded to. Others gave feedback on some of the specific issues that exist in the proposed consultation areas, and these have

been noted. The remaining comments received from Members, are summarised in the table below, together with our response to them.

Comment	Officer Response
<p>Northolt Mandeville</p> <p>Queried the inclusion of a specific road in the proposed consultation area, as residents had previously expressed their opposition to being part of a CPZ.</p>	<p>Since the introduction of controlled parking measures nearby, views may have changed and there may now be some residents that wish to be included in a CPZ; though others that still do not. Residents are not obliged to respond to the consultation, but we feel that we should at least present them with the opportunity to give their view, even if that view is a negative one. However, the consultation boundary is not set in stone, and if Members agree that it would be best to remove specific roads, then we can do so.</p>
<p>Northolt Mandeville</p> <p>Had received complaints from residents of a road in an area that is not considered for inclusion on this consultation programme.</p>	<p>The council only has the resources to consider a small number of CPZs per year and so areas are prioritised on the basis of known parking pressures and need. As detailed in the body of the report, the pandemic has impacted how the consultation programme would usually be formed. In this instance, officers felt that the areas nominated, best met the criteria set out in Section 3.5 of this report.</p> <p>In some circumstances, opportunities may arise as part of other schemes, to address parking concerns outside of the CPZ programme. The feedback received from Councillors has been recorded and will be considered as part of other future Transport and Highway schemes.</p>
<p>Dormers Wells</p> <p>Do not feel a CPZ is necessary or desired, as residents of the proposed consultation area, have not raised complaints with Ward Councillors.</p>	<p>A petition was received by the council from residents of Melrose Drive. Furthermore, a parking survey from 2016 supports the claim that parking is difficult in Melrose Drive. It is acknowledged that this doesn't mean that there are parking issues in other surrounding roads, however it is standard practice to consult a wider area rather than focusing solely on where the issues have been raised. This is because residents may be impacted by any measures that are introduced nearby, so we give a wider population the opportunity to have their say.</p>

4. Financial

	Original 2020/21 Budget	Slippage	Revised Budget 2020/1	Budget rolled forward to 2021/22
Parking Capital Programme				
CPZ implementation	0.280	(0.230)	0.050	0.230
Funded by:				
Parking Reserve	0.280	(0.230)	0.050	0.230

- 4.1. Planning costs of £0.050m in 2020/1 are expected and implementation costs of up to £0.230m in 2021/2 are expected. This is Capital Expenditure under the Highways code.
- 4.2. Funding of £0.280m has been approved for 2020/21, from the Parking Reserve, re the 2020-21 Future Ealing FE1-2002, for 'Parking income from improved road traffic control and additional CPZ's'.
- 4.3. The reviews of the two existing CPZs identified potentially would require an additional £0.050m, which would be requested for approval in 2021-22 if, after review, changes to the two existing CPZ are implemented

5. Legal

- 5.1. The Council has powers to implement Controlled Parking Zones (CPZs) pursuant to Section 6 or 9 of the Road Traffic Regulation Act 1984. In exercising this power, section 122 of the Act imposes a duty on the Council to have regard (so far as practicable) to secure the 'expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway'. The Council must also have regard to such matters as the desirability of securing and maintaining reasonable access to the premises and the effect on the amenities of any locality affected.
- 5.2. The relevant procedures are set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996. The decision on whether to finally introduce controlled parking zones or extensions to them will be taken following a full local public statutory consultation (including advertising the proposed Order in the local press and (in the case of an Order made under section 6) the London Gazette); and consideration of any comments received as a result of the consultation and advertisement).

6. Value for Money

- 6.1. The implementation of schemes is to be supervised by the Council's engineers and carried out by its term contractors, who have won a contract on the basis of competitive tendering process that represents a good value for money. Most of the investment will be recovered within the first year post implementation, through income to Parking account.

7. Risk Management

- 7.1. Any formal objection received at the statutory consultation stage that cannot be justifiably addressed, could delay the implementation of any given scheme. There is no other known risk.

8. Community Safety

- 8.1. CPZs are intended to assist in improving the safety of all types of road-user by reducing the potential for accidents due to street layout.

9. Links to Strategic Objectives

- **Making Ealing Safer**

CPZ schemes resolve issues caused by vehicles restricting sight lines at junctions and also improve road safety particularly for pedestrians and cyclist in the area. The proposals contained in the report will enhance the lives of residents, reduce congestion and improve safety of all roads in the areas.

- **Making Ealing Cleaner**

Regulating parking in an area reduces congestion on narrow streets and has environmental benefits, in that it reduces circulating traffic searching for available parking spaces. It also improves accessibility for refuse vehicles.

10. Equalities and Community Cohesion

- 10.1. An Equality Impact Assessment has been undertaken. Having regard to the equality duty the recommendations are not considered to any specific impact on any protected groups because CPZ proposals do not generally target specific categories of protected groups.

11. Staffing/Workforce and Accommodation implications:

- 11.1 None.

12. Property and Assets

- 12.1 None.

13. Any other implications:

- 13.1 None

14. Timetable for Implementation

- 14.1 If the Cabinet approves the recommendations of this report, the implementation may be completed by:

Item	Date
Approval (subject to outcome of consultation)	October 2020
Detailed design commencement	January 2021
Works commencement on site	March 2021
Works completion	May 2021

15. Appendices

Appendix 1: Proposed CPZ Consultation Plans

16. Background Information

Parking Strategy 2016-2020

Cabinet Report: June 2016 – CPZ Consultation Programme 2016/2019

Consultation

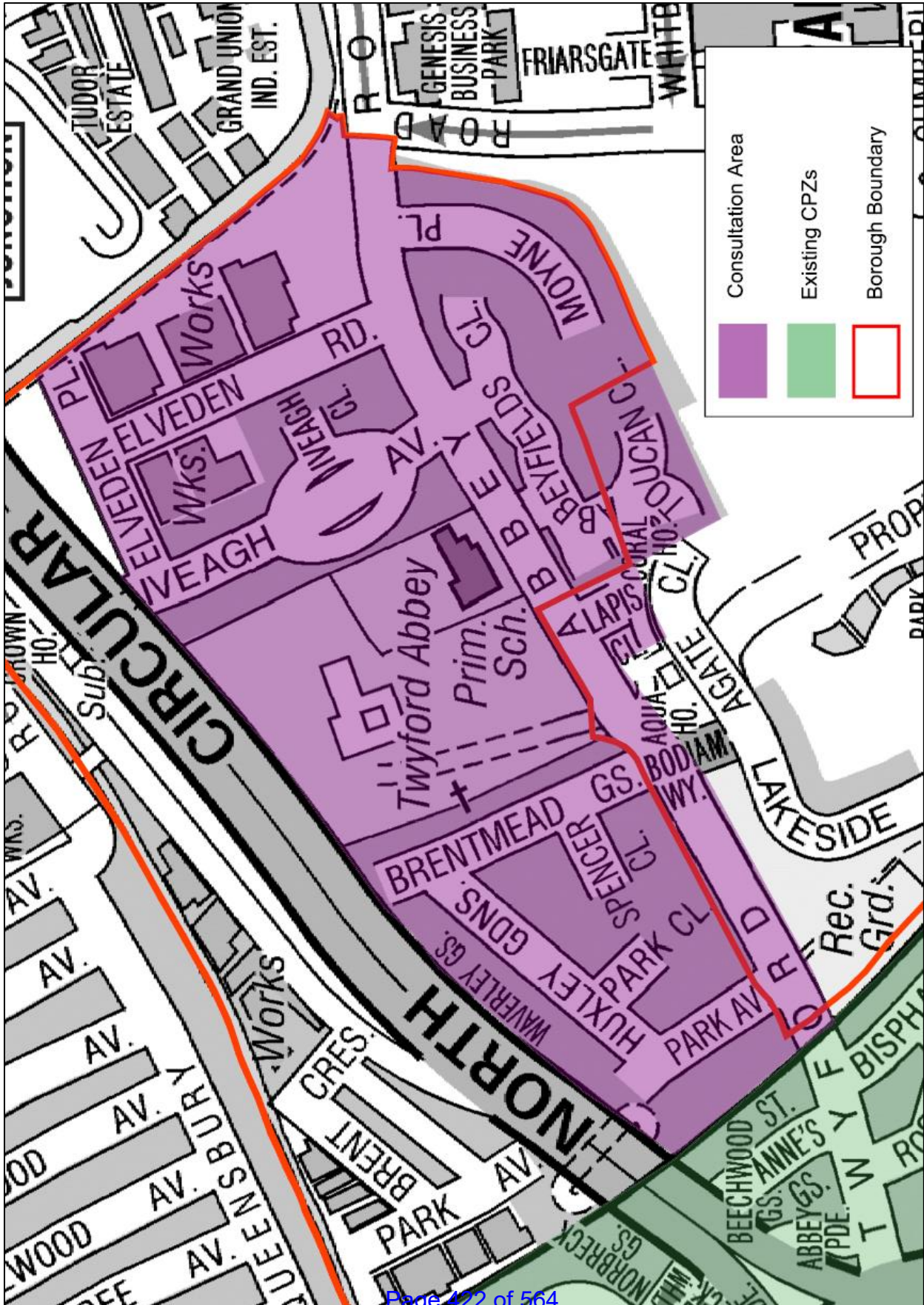
Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Jackie Adams	Head of Legal (Commercial)	17/09/2020 08/10/2020	17/09/2020	Throughout
Christopher Neale	Principal Accountant (Environment – Place)	08/10/2020	11/11/2020	1, 4
Yalini Gunarajah	Finance Manager (Place)	08/10/2020	12/11/2020	1, 4
Dipti Patel	Director of Place Delivery	09/11/2020	09/11/2020	
Councillor Mik Sabiers	Former Portfolio Holder for Environment & Highways	09/11/2020	09/11/2020	
Liz Blackburn	Finance Manager – Capital and Projects	12/11/2020	19/11/2020	
Councillor Jasbir Anand	Portfolio Holder for Environment & Highways	17/11/2020	17/11/2020	

Report History

Decision Type:			
Non-key decision		No	
Authorised by Cabinet Member:	Date Report Drafted:	Report Deadline:	Date Report Sent:
	17 September 2020		
Report No.:	Report Author and Contact for Queries:		
	Anthony Kestla Tel 0208 825 6710		

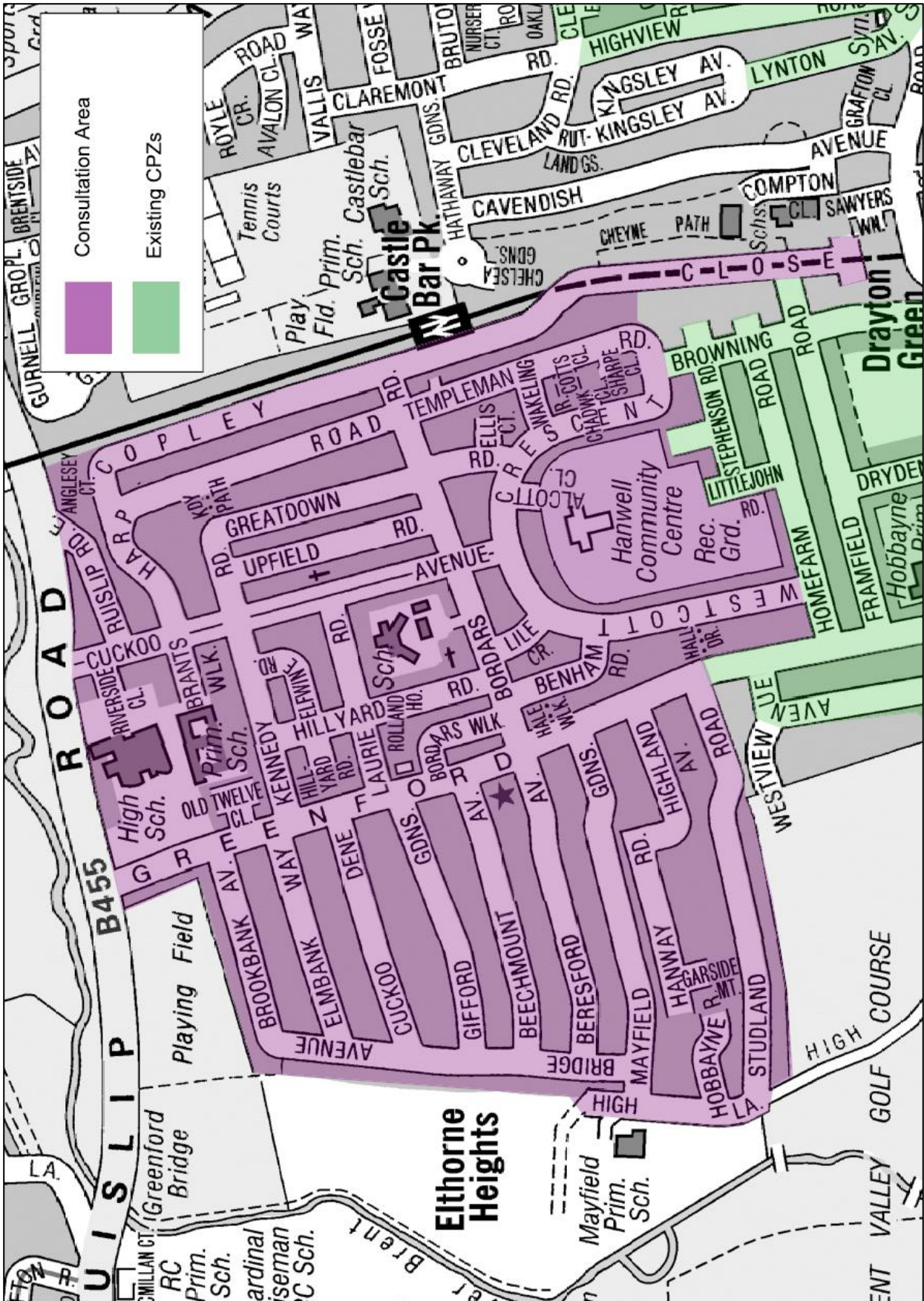
Appendix 1

Twyford Abbey Road / Moyne Place

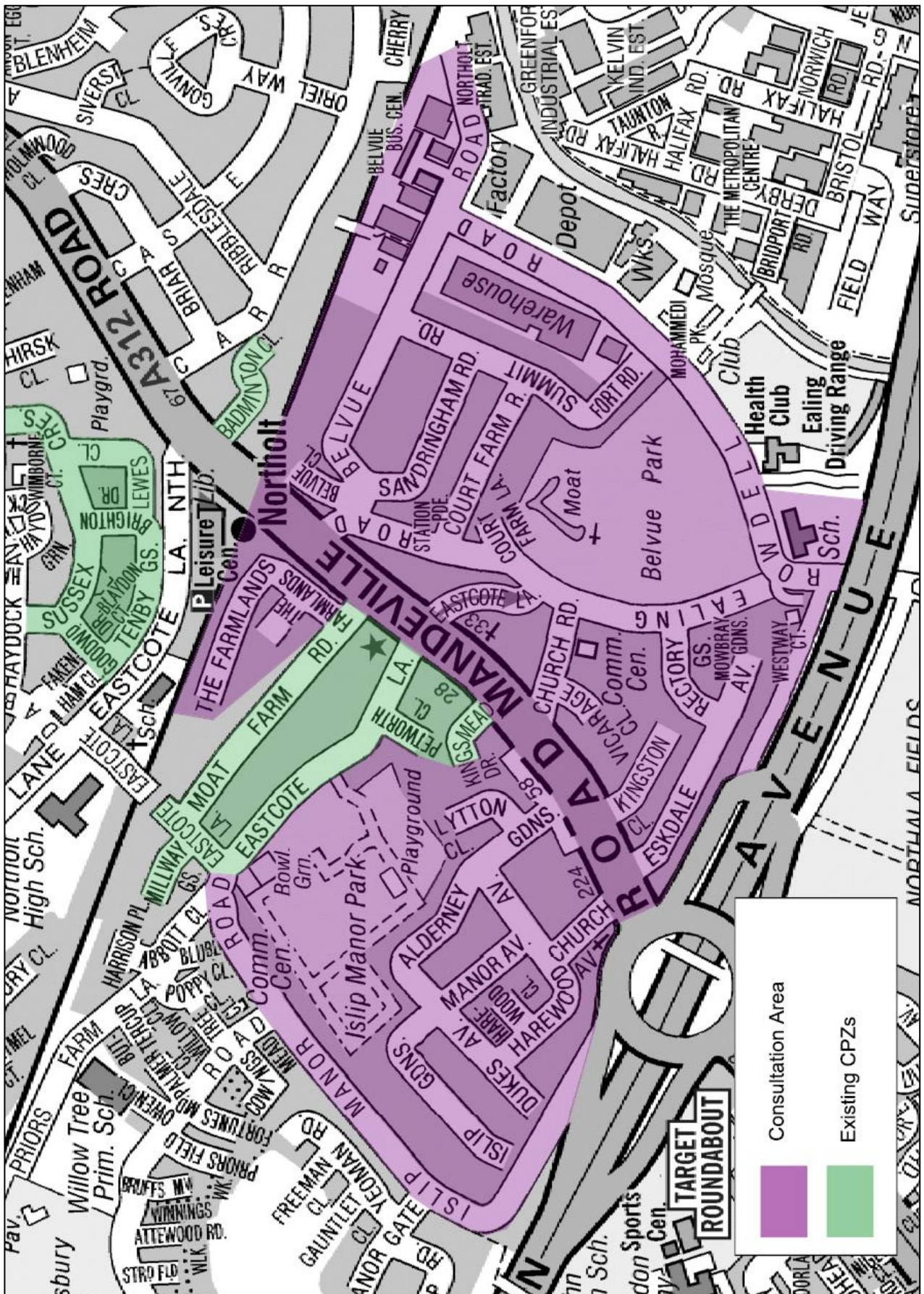


Sawyers Lawn

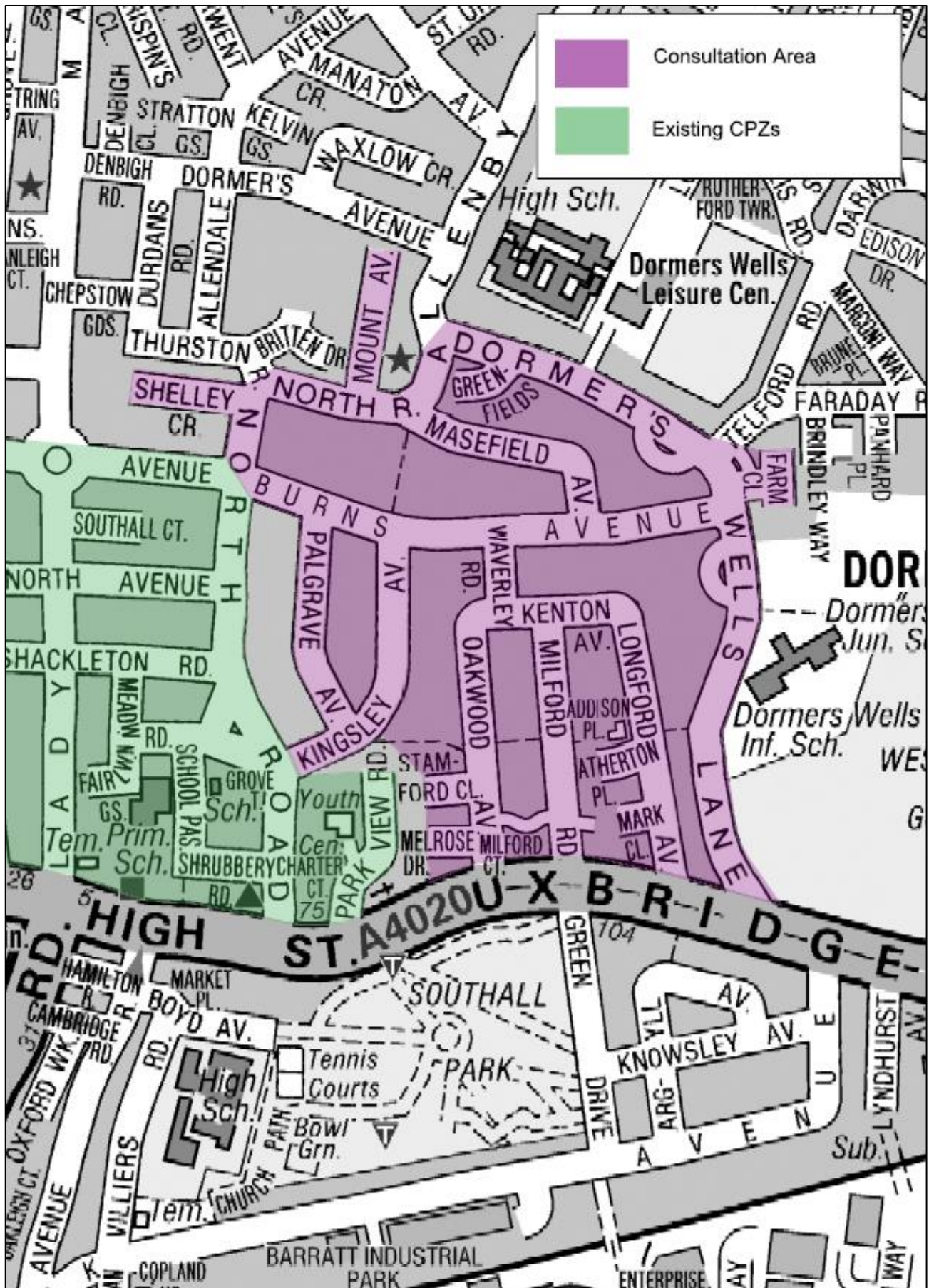




Northolt Station East

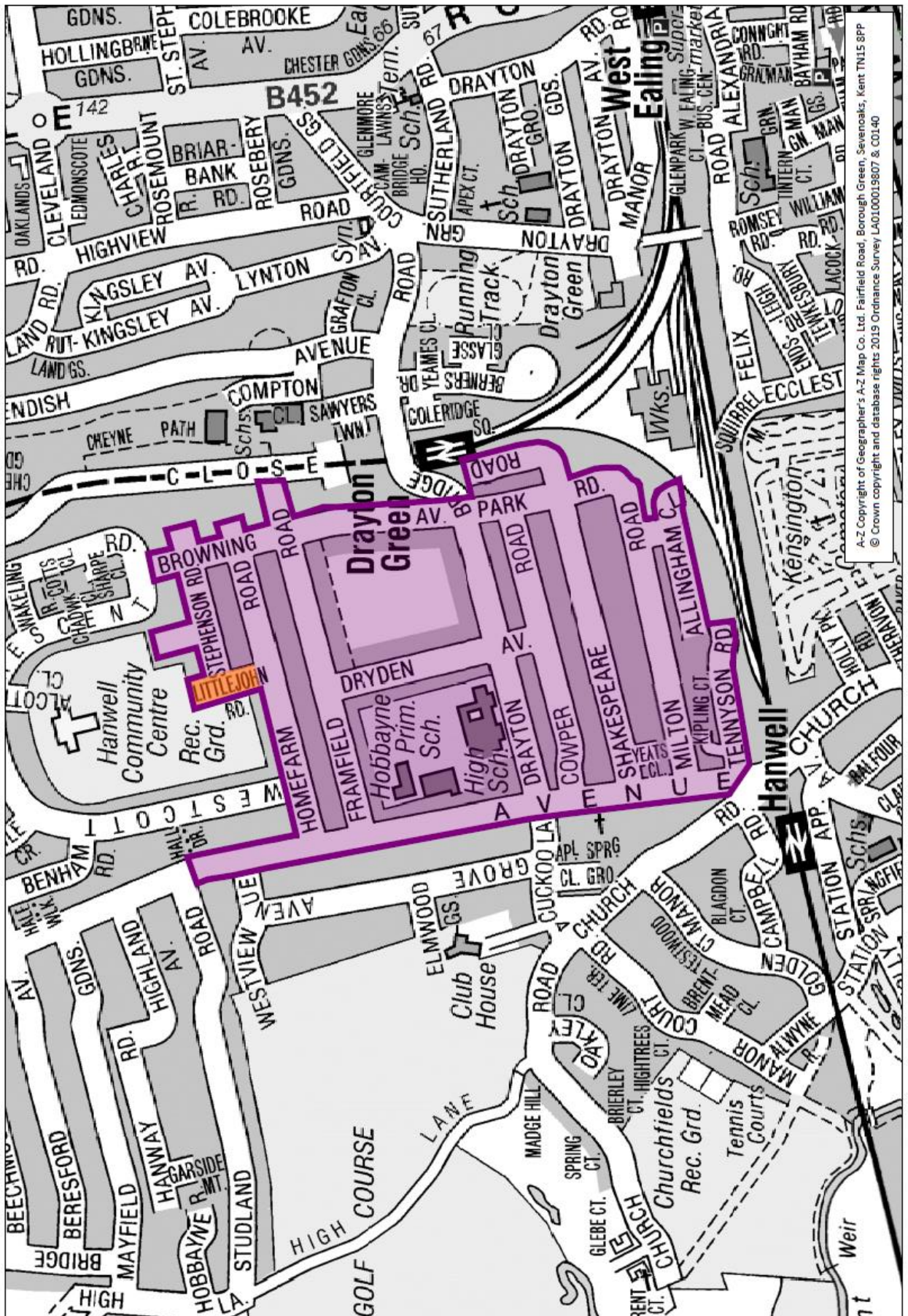


Melrose Drive






Monday - Friday 11am to 2pm | Littlejohn Road Monday - Sunday 11am - 2pm

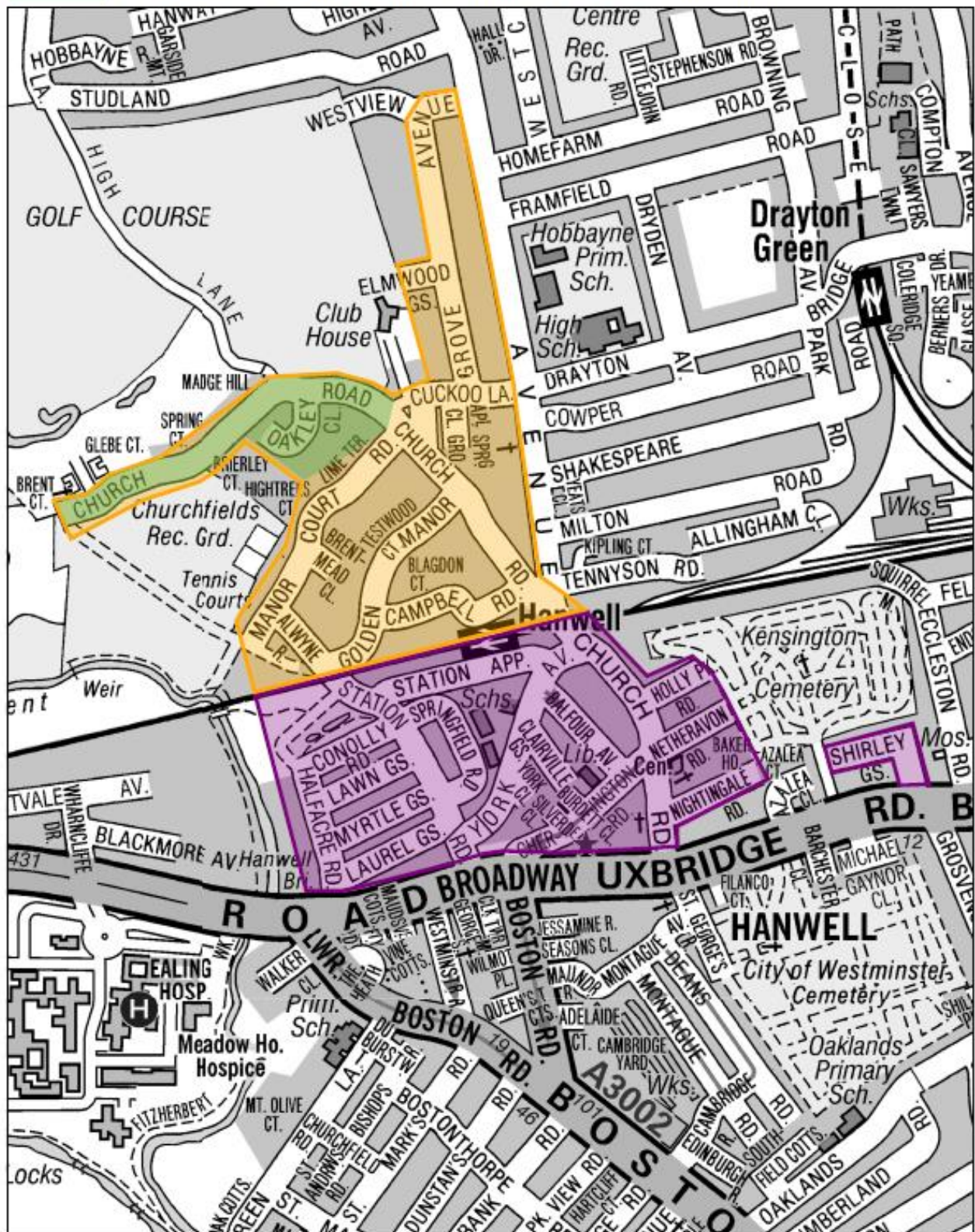
Poets Corner CPZ - Zone PC



Hanwell Station

Hanwell Station Controlled Parking Zones

-  Zone H1 | Monday to Friday - 9am - 10am & 3pm - 4pm & 6pm - 7pm
-  Zone H2 | Monday to Friday - 9am - 10am & 3pm - 4pm
-  Section of Church Road to operate Monday to Sunday 9am - 5pm



Contains Confidential or Exempt Information	NO
Title	COVID Emergency Low Traffic Neighbourhoods – Interim Assessment
Responsible Officer(s)	Dipti Patel, Director Place Delivery
Author(s)	Chris Cole, Transport Planning Service Manager and Tony Singh, Head of Highways
Portfolio(s)	Cllr Bell Regeneration and Transport, Cllr Anand Environment and Climate Action
For Consideration By	Cabinet
Date to be Considered	8th December 2020
Implementation Date if Not Called In	21 st December 2020
Affected Wards	All
Keywords/Index	COVID transport measures, LTNs, active travel

Purpose of Report:

To present the interim assessment findings of the low traffic neighbourhoods (LTNs) and proposes some changes to the LTNs arising from a review of the interim assessment.

1. Recommendations

It is recommended that Cabinet:

- 1.1 Notes the current position with regard to the LTNs introduced following the decisions made by Cabinet on 16th June 2020
- 1.2 Notes the interim assessment monitoring of the impact of the LTNs undertaken since their implementation
- 1.3 Notes and agrees in particular to changes to the LTN schemes, as outlined in paragraph 3.5 below which includes;
 - A programme of replacing bollards with camera enforcement
 - Allowing an exemption for Blue Badge holders within their own LTN
 - Allowing an exemption for Council authorised vehicles taking mobility impaired persons
- 1.4 Delegates authority to the Director of Place Delivery to implement the changes proposed, either by way of a modification to the existing orders or by means of

new orders as appropriate, including any procedures required for authorising exempted vehicles, following consultation with the Portfolio Holder for Environment and Highways and the Portfolio Holder for Regeneration and Transport and the Director of Legal & Democratic Services.

- 1.5 Notes that any modification or creation of an ETO triggers a new 6-month objection and consultation period.

2. Reason for Decision and Options Considered

2.1 Background

On 11th May 2020, The Right Honourable Grant Shapps, MP, Secretary of State for Transport announced a new national programme of Emergency Transport Measures to reallocate road space to cyclists and pedestrians in response to the COVID 19 (COVID) pandemic. It was supplemented by updated statutory guidance and associated regulation from the Department for Transport (DfT) on the Traffic Management Act 2004.

In his foreword to the details of the scheme, Mr Shapps, states: “The government therefore expects local authorities to make significant changes to their road layouts to give more space to cyclists and pedestrians. Such changes will help embed altered behaviours and demonstrate the positive effects of active travel.” The guidance advises councils to reallocate road space in order to cater for significantly increased numbers of cyclists and pedestrians. The proposals outlined from Government are designed to:

- Encourage people to continue cycling, recognising that with public transport capacity reduced, the roads in the largest cities, may not be able to cope without it.
- Enable social distancing to be in place, more space being made available for pedestrians, particularly in busier areas like town centres.
- Support fitness. Indications are that there is a significant link between COVID-19 recovery and fitness. Active travel can help us become more resilient.
- Embed what DfT have called a once in a generation opportunity to deliver a lasting transformative change in how we make short journeys in our towns and cities.
- Promote active travel, which is affordable, delivers significant health benefits, has been shown to improve wellbeing, mitigates congestion, improves air quality and has no carbon emissions at the point of use.

Following the announcement by Mr Shapps, The Mayor of London also launched the ‘Streetspace’ programme to administer the central Government funding within London. This programme was informed by data that showed that, before the pandemic, many car trips in London were for short distances. About a third of these could be walked in under 25 minutes, and two thirds could potentially be cycled in less than 20 minutes. During the earlier London lockdown, there were significant increases in walking and cycling as traffic volumes on roads fell. Such changes in travel behaviour are considered a positive given they can lead to increased physical activity levels and reduced environmental impacts – for example London’s air

pollution fell significantly during lockdown, in some areas by up to 50 per cent. The Mayor's programme therefore sought to secure change in behaviour by making amendments to the network to support more trips being made on foot and by bike. London Boroughs were encouraged to support this programme and funding was also secured from the Department of Transport to facilitate this. Transport for London (TfL) produced Interim Guidance to Boroughs on the London Streetspace Plan, which contained the application process. This was circulated to Boroughs on 15th May 2020. The document identifies 3 key criteria on which schemes will be awarded funding:

- Deliverability (The guidance required local authorities to make these changes 'as swiftly as possible').
- Location and Borough (assessment of locations where social distancing is an issue, overcrowding is likely and will pose safety concerns, and where transport, economic and social datasets show a need to intervene).
- Value (the guidance required the use of cheap temporary materials).

2.2 Ealing Streetspace Programme

To respond to these challenges and opportunities, and in line with new statutory guidance issued by the Government and the Mayor of London, the Ealing Streetspace Programme was agreed by June 2020 Cabinet. This is a programme of active travel and social distancing measures in response to; and to aid both economic and social recovery from the Covid-19 pandemic. Ealing's Streetspace programme included:

- The introduction of 12 **School Streets** around schools where motor traffic is restricted at pick-up and drop-off times, during term-time. Effective in encouraging more walking and cycling, particularly where good facilities exist on routes to the school and where the parents, children and school are involved as part of the scheme development. To date ten have commenced with the remaining two schools starting shortly.
- Installing 6 '**pop-up**' **Cycle Schemes** with physical separation from volume traffic using light segregation features such as flexible plastic wands; or quickly converting traffic lanes into temporary cycle lanes (suspending parking bays where necessary); widening existing cycle lanes to enable cyclists to maintain distancing. Three have been installed with a further three to be installed shortly.
- Implementation of 10 **Low Traffic Neighbourhoods (LTNs)** with modal filters; closing roads to motor traffic to minimise cut through, by using planters or large barriers within residential areas creating neighbourhoods that are low-traffic or traffic free and a pleasant environment that encourages people to walk and cycle and improving safety. Nine have been implemented, with the remaining LTN delayed due to further discussion with TfL.

Note: Other funding grants were used to implement footway extensions and an additional cycle lane.

2.3 Implementation of COVID Schemes

As confirmed in the June 2020 Cabinet report, COVID schemes were progressed on the basis of priorities agreed following consultation with portfolio holders as follows:

- Encourage active travel measures to enable residents to walk and cycle around the borough to assist social distancing, relieve public transport capacity and reduce the need for car journeys.
- Active travel is affordable, delivers significant health benefits and has been shown to improve well-being, mitigate congestion, improve air quality and can help individuals to become more resilient.
- The DfT and TfL both outlined this as an opportunity to deliver transformative change in how we make short journeys in our towns and cities.
- These schemes support the Council's recovery programme, climate emergency action plan and air quality priorities.

The process for implementing a Streetspace scheme particularly referencing the low traffic neighbourhood scheme includes:

1. LTN's schemes identified in the "long list" in the June Cabinet report are reviewed and refined by officers, cabinet members.
2. Officers review proposals for compliance with statutory guidance, technical feasibility, potential impacts (including on those with protected characteristics under Equalities Act) and the cost.
3. Viable schemes discussed with Lead Members for Regeneration & Transport, and Environment & Highways and determination made as to whether or not to proceed to trial.
4. Engagement with ward councillors. The Streetspace programme is a borough wide initiative with the outline details of all proposed LTN schemes contained within the Cabinet report. Ward councillors were informed of the LTN proposals and encouraging ongoing engagement.
5. Engagement with statutory consultees where required e.g. emergency services. See (3.2.1). Schools have also been engaged on specific measures to improve safety outside their premises through the use of 'school streets'.
6. Determination of progression to trial implementation (via a temporary or experimental traffic order). This is set out in the record of the Officer Decision published on the council's website on 23 October 2020.
7. Announcement of the implementation. Notification letters to residents and businesses within the vicinity of the proposed schemes were distributed 7 days prior to implementation. Through this process, interested parties are encouraged to provide feedback via the designated email addresses to add both email addresses. An online public engagement platform 'Commonplace' was procured and went live on 23rd October 2020 to encourage feedback on the LTN's schemes.
8. Trial LTN scheme implemented.
9. Data collection to ascertain as far as practicable impact of the scheme. Monitoring & collation of feedback provided to the council via both consultation and emails. Feedback received through the mechanisms is then considered at the point at which the council determines whether or not to make the scheme, or any aspects of it, permanent (more information on this below).

10. Emergency modifications if required. This decision will be made under Officer delegation following consultation with the relevant Lead Member.
11. Interim assessment. This allows for any schemes to be reviewed in the light of feedback received and any available data collected. As set out below, this review is to be undertaken with the support of an independent consultant.
12. Statutory Formal review. This formal review will update the interim assessment for all Streetspace schemes and will also be collated supported by the independent consultant. At this point a decision is made as to whether trial continues, is removed (entirely or in part) or made permanent. This decision will be taken by Cabinet and/or the relevant Lead Member and/or Director of Place Delivery officer delegation, dependant on the nature of the street scape scheme and representations received.

In total, 9 schemes have been implemented:

Scheme	Reasons for Implementation
LTN 48: Adrienne Ave	Prevent traffic using Adrienne Ave to go from northbound on Lady Margaret Road to westbound on Ruislip Road to avoid the roundabout.
LTN 34: Bowes Road	Prevent traffic using Bowes Road to leapfrog the eastbound queue on East Acton Lane heading towards Savoy Circus
LTN 8: Olive Road	Prevent traffic using Olive Road to 'turn right' from Pope's Lane to South Ealing Road, avoiding the signals
LTN 32: Junction Rd	Prevent numerous 'cut through' routes in a residential area
LTN 35: Mattock Lane	Prevent using Mattock Lane to avoid having to queue to turn left at the Bond Street signals onto Uxbridge Road.
LTN 21: W Ealing South	Prevent numerous 'cut through routes' in a residential area
LTN 25: Acton Central	Prevent numerous 'cut through routes' in a residential area
LTN 20: W Ealing North	Prevent traffic using Eccleston, Felix and Alexandria to avoid having to queue to turn left at the Lido signals into Drayton Green Road.
LTN 30: Loveday Road	Prevent numerous 'cut through routes' in a residential area

A map of the LTNs is shown in Appendix B.

2.4 Consultation and Response

The schemes were introduced by means of Experimental Traffic Orders (ETOs), following Government guidelines and, given that the conditions for the funding were to install schemes quickly, using temporary materials. This meant that it was not possible (or a legal requirement) to carry out the same level of pre-engagement undertaken for permanent orders. However, the ETO process includes a six-month statutory objection period from the time the ETO is published and during which we have launched an online public engagement platform 'Commonplace'.

There have also been around 3,250¹ emails with feedback and questions sent to the COVID transport inbox (a dedicated inbox set up for this purpose) and about 1,500¹ emails to the Traffic Notices inbox (the inbox for statutory responses to the ETO consultation).

Commonplace is an online engagement platform. It allows people to make comments and share their views with others. It has been used by the Council previously and is being used by several other London boroughs for their LTN engagement. Currently the Council is utilising the “Community Heatmap” tool, which allows users to virtually “drop a pin” onto a map to add their ideas and comments. The site had over 11,000¹ visitors, with about a quarter of those contributing to the site, leaving around 5000¹ comments and over 35,000¹ “likes” of other comments.

There has been strong support as well as strong opposition to the introduction of LTNs. Five out of the nine schemes are the subject of a legal challenge currently listed for hearing at the High Court in February 2021.

The Council is robustly defending the legal challenges. However, given the unusual circumstances of the installation of the LTNs and the level of public interest, it was felt important to monitor the scheme installation and their impacts to consider whether any changes are required to the design and/or operation of the LTNs at the approximate mid-point of the ETO six month period.

2.5 Interim Assessment & Formal Review

As required by Government, the Council is proceeding at pace with these changes, by using Experimental Traffic Orders that see wider consultation happening in parallel with the trial.

Trial schemes may be modified or even removed altogether based on evidence and consultation. Schemes may also deliver on the objectives of the programme and contribute to our wider policies around addressing the climate emergency and air quality and so may be made permanent. We also recognise that these schemes generate strong and diverging opinion and views, and therefore, throughout the process, we are encouraging residents, business and other stakeholders to provide us with their feedback on the schemes.

The LTNs are continually being monitored and reviewed as per the requirements of the Experimental Traffic Order. Where immediate action has been identified, changes have already been undertaken, for example, replacing some bollards with enforcement cameras and adding additional planters to prevent vehicles from driving on footways.

As time progresses, more data will become available, therefore, the interim assessment will not be as in-depth as the final review. In addition, it was always recognised that LTN schemes take some time to “settle in”, particularly from a traffic point of view as drivers adapt their journeys. It is normal for some larger schemes to

¹ Figures correct at the time of writing on 24th November 2020

take months to settle before a long-term pattern is set. However, the full data set should be available for the six-month review to coincide with the decision on whether to make the scheme permanent or not.

The interim assessment has used data gathered up to the end of November 2020, in order to provide a single report on all the LTNs for Cabinet. The interim assessment identifies whether any changes are recommended in the design or operation of the LTNs due to any on-going and significant negative impact directly attributable to an LTN. These are set out in paragraph 3.5 below

The final review will use data gathered up to the end of the first six-month ETO process. Each LTN will have its own report, which will be used to make the recommendation on whether to make the scheme permanent or not.

The following evidence has and will be taken into consideration when reviewing each individual scheme for both the interim assessment and the six-month review.

Summary of Monitoring Data Sources and Timing

Element	Source	Baseline	Current monitoring	Interim	Final
Main/Boundary Road traffic	Traffic Light/SCOOT data	Y	Y	Y	Y
	Open source data (e.g. Google, FLOOW, Inrix)	Y	Y	Y	Y
	iBus data	Y	Y	Y	Y
		Y	Y	Y	Y
Main/Boundary Road Air Quality	Permanent AQ Monitoring sites	Y	Y	N	Y
Internal Road traffic	Traffic survey	Some	Y	N	Y
Internal Road Air Quality	Air Quality diffusion tubes	N	Y	N	Y
Equalities impacts	Focus group and/or survey	N	Y	N	Y
Business Impacts	Focus group and/or survey	N	Y	N	Y
Emergency Service response times	Emergency service feedback	Y	Y	Y	Y
Resident feedback	Emails	n/a	Y	Y	Y
	Commonplace	n/a	Y	Y	Y
	Focus Group	N	Y	N	Y
Councillor feedback	Emails	n/a	Y	Y	Y
	Focus Group	N	Y	N	Y

It is important to recognise, therefore, that this interim assessment does not contain all the data the Council is collating on the impacts of LTNs, therefore, the analysis is not complete.

3. Key Implications

The inputs for the Interim Assessment process are:

- Feedback from Residents and stakeholders
 - Emails and other direct communications to Traffic Notices, COVID transport, Councillors and officers
 - Commonplace
 - Emergency services feedback
- Feedback from Councillors
 - Emails
 - Face to face meetings
- Surveys and data
 - Traffic and bus data from TfL or other sources
 - Bespoke traffic surveys where issues are identified

The detailed results of the Interim Assessment are available in **Appendix A** of this report. However, the main conclusions from the data are as follows: *[note: in this section the expression “specific issues” relates to suggestions for changes or improvements to the design and/or operation of the individual LTN]*

3.1 Feedback from Residents and Local Businesses

3.1.1 Initial Analysis of the Feedback

As stated in section 2.4 above, there have also been around 3,250² emails with feedback and questions sent to the COVID transport inbox and about 1,500² emails to the Traffic Notices inbox. In addition, on Commonplace there were 5000² comments and over 35,000² “likes” of other comments.

As is usual with Public Consultations on traffic schemes where an element of behavioural change is required, the majority of comments were negative or opposed to the proposals. All comments will be considered as part of the assessment no matter which method they arrive by and there is no weighting applied. The table below shows the levels of support and opposition for all LTNs, although some emails only contained questions or queries so did not necessarily explicitly state support or opposition.

It should be noted, however, that within the numbers above, there is a significant level of duplication, as many individuals have written multiple e-mails or added multiple entries on Commonplace. There are also individuals that have commented via all 3 methods. The final reports intend to analyse the entries to account for this.

It should also be noted that a significant amount of feedback was received prior to the start of the trial and a proportion of these contain misunderstandings or mis information. There have also been conscious attempts to create misinformation, particularly on social media in order to influence the consultation.

² Figures correct at the time of writing on 24th November 2020

Method Received	Support	Opposition
COVID Transport inbox	177	491
Traffic Notices Inbox	363	818
Commonplace ³	994	3422

For context there are approximately 20,750 households within the LTNs.

3.1.2 General Concerns from Residents

The vast majority of the feedback received was not specific to an LTN location, the operation or design of the LTNs, but rather general issues either opposing or supporting the principle of LTNs.

The five most common general concerns/objections raised were:

Issue	LBE response
Lack of prior consultation	See section 2.4
Impacts on emergency services	Officers meet with representatives from the emergency services regularly. Where specific requests have been made to replace bollards with cameras, this has been done immediately.
Impacts on boundary roads: specifically, on making both congestion and air quality worse	The Council has stated that it expects boundary road traffic to reduce as the scheme beds in, if the pattern mirrored that monitored in Waltham Forest
The potential effect on access for people with disabilities (i.e. people for whom a car is a mobility aid), including their carers	Access has been maintained to every property within the LTN.
Longer journeys and journey times	The Council's policy, as stated in the Transport Strategy, is to shift the mode of travel from the car to walking and cycling for appropriate (particularly short) journeys. Access is however, maintained for motor vehicles to every property within the LTN.

The three most common reasons for supporting the LTNs were:

Issue	LBE response
An appreciable improvement in air quality within the LTN	The Council has placed diffusion tubes within every LTN and will be monitoring NOx. This will be reported in the final report for each LTN.

³ Support is a combination of "positive" and "Mostly positive" comments. Opposition is a combination of "negative" and "mostly negative" comments. A neutral option was also included and reported in Appendix A.

A noticeable reduction in the number of speeding motor vehicles within the LTN, leading to reduced concerns about road safety	The Council does not currently have traffic speed data. This will be reported in the final report for each LTN. It is noted that some have reported the opposite that vehicles are speeding.
A noticeable reduction in traffic noise within the LTN, making it more pleasant to live and be out and about on local streets	Noted, although the Council does not have data on traffic noise within LTNs.

3.1.3 Specific Concerns from Residents

[Note: the section below is not an exhaustive list of every issue brought up in feedback, but is a summary of the valid issues impacting the design and operation of the LTN]

Issue	LBE response
LTN48 Adrienne Avenue	
With the filter in its current location, there is no direct access between the trading estate and Ruislip Road. Most complaints about vans and lorries from the trading estate now using residential streets have come from Kenilworth residents.	Moving the filter one street south (to just north of Kenilworth) would re-open access between the trading estate and Ruislip Road. But would require a second filter to avoid re-opening the cut through.
LTN34 Bowes Road	
Complaints reference the 'long way round' and general Savoy Circus approach congestion issues.	The Council should explore if there are any specific measures that might help reduce the queue to Savoy Circus.
LTN08 Olive Road	
Westbound queue on Popes Lane has got worse (expected in the short term), and it was already bad in peaks.	The Council should explore if there are any specific measures that might reduce queuing at the Popes Lane/South Ealing Road junction. This would not, however, be funded by the LSP programme and would require TfL's assistance.
LTN32 Junction Road	
Traffic seeking to avoid the South Ealing Road/Pope's Lane/Little Ealing Road lights is now focused on Lawrence Road and Radbourne Avenue.	The Council could implement a no-entry at the junction of Lawrence Road and South Ealing Road to prevent this cut through.

LTN35 Mattock Lane	
“There wasn’t a problem to solve”.	TfL modelling shows significant future traffic as a result of COVID.
No particular specific issues raised beyond the adequacy of signage.	The Council should undertake a specific review of advanced warning signage.
LTN30 Loveday Road	
Significant levels of opposition to the LTN for general reasons (covered above).	TfL modelling shows significant future traffic as a result of COVID.
“There wasn’t a problem to solve”.	As above.
No particular specific issues raised beyond the adequacy of signage.	The Council should undertake a specific review of advanced warning signage.
LTN21 West Ealing South	
Significant levels of opposition to the LTN for general reasons (covered above).	TfL modelling shows significant future traffic as a result of COVID.
Concern about road safety at diagonal closures.	An independent safety audit has been carried out, which did not show any issues, but signage and road markings will be reviewed.
Large levels of vandalism.	The vandalism does make monitoring the impacts of the trial a lot more difficult. Replacing regularly vandalised bollards with cameras should help.
Concerns regarding the adequacy of signage.	The Council should undertake a specific review of advanced warning signage (as above).
LTN25 Acton Central	
There wasn’t a problem to solve”.	TfL modelling shows significant future traffic as a result of COVID.
No particular specific issues raised beyond the adequacy of signage.	The Council should undertake a specific review of advanced warning signage.
LTN20 West Ealing North	
The LTN created an issue for traffic going from Argyle Road to the Uxbridge Road (westbound) is banned from turning right at the Lido junction. The LTN exacerbates this.	The Council should undertake additional surveys at Felix Road and Alexandria Road and subsequently consider the design of the LTN in light of this issue.

3.2 Emergency Services

The Council sought to send all emergency services the proposed scheme plans three weeks in advance of implementation, as per their request. However, due to an administrative error the London Ambulance Service (LAS) did not receive the plans at the correct time. The London Fire Brigade and Metropolitan Police did receive the plans as intended. Officers have had face to face meetings with all the emergency services, including LAS, since then to discuss the schemes, and listen to the services' concerns, where applicable. In addition, the Emergency Services were sent a questionnaire specifically for the Interim Assessment. The London Ambulance Service have since described Ealing's subsequent engagement as a model that could be more widely adopted.

Prior to the installation of the LTNs there were approximately 30 road closures featuring barriers across the Borough, most of which have been in operation for many years. Where emergency service gates were included, all of these used one of two standard "Fire Brigade Keys". This set the initial design standard for the bollard installations given that the Council had received no complaints or concerns over the operation of these gates.

However, as part of the conversations with emergency services, and feedback from others, it is now known that the Police and the LAS prefer not to routinely carry the keys. However, the Council purchased and has supplied additional keys to them as needed. The LAS strongly preferred that some of the drop-down bollards were replaced with camera enforcement. Cameras were, therefore installed at the following locations:

- LTN 20 - Green Man Lane / Singapore Road
- LTN 21 - Leighton Road / Seaford Road
- LTN 21 - Leighton Road / Coldershaw Road
- LTN 21 - Grosvenor Road / Oaklands Road
- LTN 25 - Acacia Road / Cumberland Road
- LTN 30 – Culmington Road / Elers Road
- LTN 30 – Elers Road/ Carew Road
- LTN 32 - Junction Road / Murray Road

Further consultation with the emergency services has shown that camera enforcement is now preferable (although not essential) at other locations.

3.3 Ward Members

Feedback from ward members has been regularly sought throughout the trial. Most ward councillors have sent e-mails citing both their personal, or their constituents' concerns or support as well as reporting issues with vandalism. Ward members will be consulted on the outcomes of the interim assessments and will be involved in the final decisions on the future of the LTNs. Regular briefing meetings have been held for members on the full range of active travel schemes, including LTNs.

In addition, the Council held a Councillor engagement for the Interim Assessment.

General issues raised by ward members during the interim assessment engagement were:

Issue	LBE response
Planters placed too close to dropped kerbs.	The planters were not originally blocking any access to dropped kerbs, but some may have been moved. The Council will ensure that the placement of planters is incorporated into the regular vandalism checks.
Access for Emergency Services.	Officers meet with representatives from the emergency services regularly. Where requests have been made to replace bollards with cameras, this has been done immediately.
Issues with vandalism.	Replacing bollards with cameras should reduce vandalism and help maintain the integrity of the trial.
Lack of prior consultation.	See section 2.4
Use “open to pedestrians and cyclists” signs on planters.	These have been ordered and will be implemented before Christmas 2020
<p>Better communications needed:</p> <ul style="list-style-type: none"> • Use of social media • Better information on the website • Success criteria 	<p>The communications team is limited in terms of capacity even in a business as usual scenario. Limited resources within the wider communications team available to support active travel comms have been deployed to support the implementation and significant amount of ongoing work associated with LTN’s and this requirement is expected to continue.</p> <ul style="list-style-type: none"> • Comms are very happy to consider what additional social media activity can be undertaken to promote cycling/active travel initiatives that are available. • Web content is devolved to services but Comms are happy to work with the service to review the structure of its pages and help develop web content and identify any gaps in content. • It will be a combination of traffic impacts, walking and cycling impacts, non-transport impacts such as air quality and feedback from residents (via the Experimental Traffic Order consultation and a

<ul style="list-style-type: none"> • Data on impacts • Better promotion of walking and cycling 	<p>second qualitative survey being worked and expected to take place around 4 to 5 months into the ETO process). The final decision will be made by cabinet, but local Ward Members will be involved in the decision and all reports will be made public.</p> <ul style="list-style-type: none"> • This interim assessment is the first opportunity to collate data on the impacts. It is also expected that the schemes would take some time to “bed in”, therefore, real time data isn’t possible. All data collected will be published. • There was no funding available for additional walking and cycling measures as TfL funding for everything except COVID emergency schemes was suspended. Under the November 2020 settlement, however, funding has resumed, and promotion can now commence.
<p>Impacts on boundary roads: specifically, on making both congestion and air quality worse.</p>	<p>The Council has stated that it expects boundary road traffic to reduce as the scheme beds in, if the pattern follows that monitored in Waltham Forest, which was the first Borough in London to implement LTNs.</p>
<p>No “prior data” collected.</p>	<p>The Council has managed to obtain traffic data for both boundary road and within LTNs from before COVID and prior to the installation of the LTNs. Whilst it is not exhaustive it will allow some comparisons.</p> <p>There are also several permanent air quality sites near many of the LTNs which will be used for before and after comparisons.</p>
<p>“Divides community into two”.</p>	<p>LTNs do not “divide communities in two”. They may prevent car journeys from one side to the other, but these journeys are easily walkable or cyclable. Vehicle access is also maintained to all properties within the LTN.</p>
<p>Longer journeys and journey times.</p>	<p>The Council’s policy, as stated in the Transport Strategy, is to shift the mode</p>

	of travel from the car to walking and cycling for appropriate (particularly short) journeys. Access is however, maintained for motor vehicles to every property within the LTN.
Impacts on businesses and deliveries.	Vehicle access is maintained to all properties within the LTN. A cargo bike delivery service has also commenced in West Ealing and many local businesses have successfully utilised this service.
The public realm and infrastructure for walking and cycling needs significant improvement.	Noted and agreed. If schemes are made permanent, then further investment will be required to make the areas even more suitable and safe. The Council is exploring funding opportunities for this.

Specific issues raised for each LTN by ward members during the interim assessment engagement were:

Issue	LBE response
LTN 48 – Adrienne Ave	
With the filter in its current location, there is no direct access between the trading estate and Ruislip Road so using other residential roads with concern about parked cars.	Moving the filter one street south (to just north of Kenilworth) would re-open access between the trading estate and Ruislip Road. But would require a second filter to avoid re-opening the cut through.
LTN 8 – Olive Road	
westbound queue on Popes Lane has got worse (congestion).	The Council should explore if there are any specific measures that might reduce queuing at the Popes Lane/South Ealing Road junction. This would not, however, be funded by the LSP programme and would require TfL's assistance.
Speeding within LTN.	The Council does not currently have traffic speed data. This will be reported in the final report for each LTN. It is noted that some have reported the opposite that vehicle speeds have reduced.
Issues with vehicles ignoring no entries.	The Council will look at additional enforcement at these locations.
LTN 32 Junction Road	
Traffic seeking to avoid the South Ealing Road/Pope's Lane/Little Ealing Road lights is now focused on Lawrence Road and Radbourne Avenue.	This is an unintended consequence that needs a full review and potential additional measures.

Traffic seeking to avoid the Windmill Road/Northfield Ave/Little Ealing Road lights is now focused on Ealing Park Gardens.	This is an unintended consequence that needs a full review and potential additional measures.
LTN 21 – West Ealing South	
Speeding within LTN.	The Council does not currently have traffic speed data. This will be reported in the final report for each LTN. It is noted that some have reported the opposite that vehicle speeds have reduced.
Anti-social behaviour.	This will be reported in the final report for each LTN.
Loading issue around Foresters Arms.	Loading arrangements in this vicinity will be reviewed.
LTN 25 -Acton Central	
Existing gate keeps getting unlocked.	Look to replace gate with camera to reduce vandalism.
LTN 20 – West Ealing North	
The LTN created an issue for traffic going from Drayton Road to the Uxbridge Road (westbound) is banned from turning right at the Lido junction. The LTN exacerbates this.	This is an unintended consequence that needs a full review and potential additional measures.
LTN 30 – Loveday Road	
High levels of contravention due to lack of enforcement.	Enforcement to go live on 7 th December 2020.

3.4 Changes implemented to date

- At the request of the London Ambulance service 8 bollards were replaced with ANPR cameras.
- Additional infrastructure was placed to prevent some cars from mounting the pavement to circumnavigate the road closures.
- “Road open to cyclists and pedestrians” signage is in the process of being installed.

3.5 Proposed Changes to LTNs

As a result of the feedback received regarding the operation and design of the LTNs, officers are recommending that Cabinet consider the following changes:

- To address feedback and provide reassurance to residents regarding access by the emergency services, there will be a programme of replacing bollards with camera enforcement.
- The location of the barriers for the Adrienne Road LTN should be moved to allow access for larger vehicles to the trading estate, whilst maintaining the principle of the LTN. This will require a modification to the ETO for LTN 48.

- To carry out traffic surveys within LTN 20 (West Ealing North) and re-consider the design
- To review and consult on proposals to eliminate the cut-through at Lawrence Road and Ealing Park Gardens.
- A review of all the advanced warning signage should be undertaken, plus signage and road markings at diagonal closures
- An exemption for blue badge holders within the LTN that they live (subject to registration) from camera enforcement, to enable them to drive through their LTN road closures. This will require a modification to all the ETOs affected.
- An exemption for Council authorised vehicles transporting people with a mobility impairment where there is camera enforcement. This will require a modification to all the ETOs affected.

It is expected that most of these changes should be completed by February 2020.

3.6 The Effect of Proposed Changes

If Cabinet approves the proposed changes to LTNs outlined in section 3.5 above, it should be noted that some of the changes will require a modification to the ETOs. The effect will be to re-set the 6-month objection period. This may be considered inappropriate by some residents.

In addition, it is considered appropriate to review whether or not the Council should issue new ETOs instead to replace the existing ETOs. A delegation is sought for the Director of Place Delivery to make the final decision once detailed consideration has been given to the implications.

4. Financial Implications

It is estimated that the cost of the proposed changes in section 3.5 above will be in the region of £140k, as shown in the table below. The funding (and the conditions for spending/implementing schemes) for the LTNs come from central Government via TfL.

The total amount of funding received by the Council for LTNs was £133k for all the schemes to be implemented. This should cover design and implementation costs, staff costs and monitoring. However, due to a large level of vandalism, particularly in LTN 21 (West Ealing) and the additional monitoring required, the budget has proven to be inadequate. The total cost of the vandalism is estimated at £30k⁴. Where cameras replaced the bollards, an additional cost of £58k was borne, plus some cameras were moved from other enforcement locations.

However, the Council can use additional grant funding including further funding for COVID transport measures and the Local Implementation Plan (LIP), which were announced by TfL in November 2020 to cover these additional costs. Any changes arising to the design or operation of the LTNs as a result of this Interim Assessment

⁴ Figure correct at the time of writing on 24th October 2020

will also be covered by these other grant funds. Therefore, no further funding is requested.

Additional Measures	Total Cost £m
Original Costs of Scheme	
Camera for Enforcement x 6 @ £20K each	£0.120
Surveys	£0.010
Minor Works, signage and road marking	£0.010
Total Cost	£0.140
Additional Costs of Scheme	
Cost of Vandalism	£0.030
Replacement of cameras instead of bollards	£0.058
Total Cost	£0.088
Revised Total Cost	£0.228
Funded By	Total Funding £m
TFL/LSP Grant	(£0.133)
LIP	(£0.095)
Total Grant	(£0.228)

5. Legal

The Highways Act 1980 places a duty on highway authorities to maintain the highway asset or network and a Code of Practice for Maintenance Management (Delivering Best Value in Highway Maintenance) gives information about the standards to be achieved. There are various Audit Commission Performance Indicators that give monitoring information of highway conditions.

The Highways Act 1980 also places a duty on highways authorities to improve highway safety, and the Greater London Authority Act 1999 requires authorities to implement projects and programmes that contribute to the Mayor's Transport Strategy. The Road Traffic Regulation Act 1984 (the 1984 Act) and the Traffic Management Act 2004 (the 2004 Act) give powers and duties on the Public Highway to manage traffic (including pedestrians and cycles) to secure that safe and expeditious movement of traffic. Under the 2004 Act, TfL has the power to approve or reject changes on Uxbridge Road that impact on capacity and buses.

By virtue of section 122 of the 1984 Act the Council must exercise functions under 1984 Act '(so far as practicable...) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway...' and having regards to matters including the desirability of securing and maintaining reasonable access to premises and the effect on the amenities of any locality affected and any other matter appearing to the Council to be relevant.

Emergency legislation came into force on 23 May 2020 to amend, temporarily, the:

- The Road Traffic (Temporary Restrictions) Procedure Regulations 1992
- The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 (the 1996 Regulations)
- The Secretary of State's Traffic Order (Procedure) (England and Wales) Regulations 1990

The Council has the power to make Experimental Traffic Orders under section 9 of the 1984 Act. The procedural requirements are set out in Regulations 22 and 23 and Schedule 5 to the 1996 Regulations.

An experimental order can only stay in force for a maximum of 18 months while the effects are monitored and assessed (and changes made as necessary as outlined below) before a decision is made whether or not to continue the ETO on a permanent basis.

The ETOs made to create the LTNs expressly provide for the suspension or modification (while the order is in force) of any provision previously made or provisions that could have been made under section 10 of the 1984 Act. The orders also contain a provision confirming that the Council's Head of Highways or anyone authorised by him may, if it appears to him or that other person 'essential in the interests of the expeditious, convenient and safe movement of traffic, or in the interests of providing suitable and adequate on-street parking facilities, or for preserving or improving the amenities of the area through which any road affected by [the relevant order] runs' modify or suspend any provision of this Order.

Any modification does not extend to making additions to the order or designating additional on-street parking for which charges are made.

The powers in section 10(2) are only to be exercised after consulting the appropriate chief officer of police and giving public notice.

6. Value for Money

There are no value for money implications resulting from this Interim Assessment of the LTNs. Value for money implications for the design and implementation of the COVID transport measures were set out in the June 2020 Cabinet Report.

7. Sustainability Impact Appraisal

There are no sustainability implications resulting from this Interim Assessment of the LTNs. Sustainability implications for the design and implementation of the COVID transport measures were set out in the June 2020 Cabinet Report.

8. Risk Management

There are no risk implications resulting from this Interim Assessment of the LTNs. Risk management implications for the design and implementation of the COVID transport measures were set out in the June 2020 Cabinet Report.

9. Community Safety

There are no community safety implications resulting from this Interim Assessment of the LTNs. Community safety implications for the design and implementation of the COVID transport measures were set out in the June 2020 Cabinet Report.

10. Links to the 3 Key Priorities for the Borough

The interventions proposed fulfil Ealing Council's key priorities:

Opportunities and living incomes

The programme will help deliver better active travel provision during a period when public transport is much less of an option. The measures will support the creation of safe town centres and public spaces and therefore encourage people to visit and use the businesses in their local area.

A healthy and a great place

As part of all standard transport schemes the Council will ensure that road safety issues are investigated and addressed. Traffic will be managed by supporting and promoting sustainable modes. This will manage emissions of carbon and other pollutants, assisting with the Council's response to the climate emergency. Transport links throughout the borough will be targeted for improvement, particularly sustainable modes (walking, cycling and public transport) and orbital journeys between areas of Outer London, including key employment hubs.

11. Equalities, Human Rights and Community Cohesion

As confirmed in the June Cabinet report, the public sector equality duty applies to the making of ETOs as well as permanent traffic orders. The needs of those with protected characteristics including the needs of disabled people are an integral part of the design and assessment process when making and reviewing ETOs. None of the ETOs have made changes to any disabled parking bays and the original design assessment did not identify any specific additional accessibility issues for the disabled over and above the restrictions on vehicular access which affect vehicle traffic generally.

The council relied in its decision making on the EAA for the Local Implementation Plan (LIP), which is the statutory Transport Strategy for the Council, to assess any equalities impacts. The EAA relied upon for the LTNs scheme has been informed and updated by the feedback and a further draft was published on 23 October 2020. This EAA shall continue to be kept under development as the schemes progress and

to inform a future decisions with respect of each scheme. There is a link to the EAA in section 17.

The United Kingdom is a signatory to the European Convention on Human Rights (ECHR) which came into force as an international treaty in 1953. The Convention comprises a statement of rights, which signatory states guarantee, and incorporates machinery and procedures for their enforcement through the European Commission of Human Rights and the European Court of Human Rights in Strasbourg.

The provisions of the ECHR which are of most relevance to the making of ETOs and exercise of powers under the Road traffic regulation Act 1984 this context are as follows.

- Article 8 - "Everyone has the right to respect for his private and family life, his home and his correspondence. There shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country. For the prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedoms of others.
- Article 1 of the First Protocol - "Every natural or legal person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and the general principles of international law. The preceding provisions shall not, however, in any way impair the right of the state to enforce such laws as it deems necessary to control the use of property in accordance with the general interest...."

The Human Rights Act 1998 came fully into force on 2 October 2000, incorporating the provisions of the ECHR into domestic law. Although the ECHR guarantees the right to peaceful enjoyment of property, it is clear from Article 1 of the First Protocol that the making of ETPOS which restrict traffic movement on the highway does not involve an infringement of the ECHR so long as it is done in the public interest and subject to the law laid down by statute. Similar considerations apply to Article 8.

12. Staffing/Workforce and Accommodation implications

There are no staffing or accommodation implications resulting from this Interim Assessment of the LTNs. Staffing and accommodation implications for the design and implementation of the COVID transport measures were set out in the June 2020 Cabinet Report.

13. Property and Assets

This report is concerned with changes to parts of the highway network in the Borough, which are a key asset of the Council.

14. Any other implications:

There are no other implications of these proposals.

15. Consultation

As reported in section 3 and 5 above, the LTNs used ETOs to implement them. ETOs have a statutory 6-month consultation period from the making of the order.

Stakeholders and the public were invited to respond to the Traffic Notices inbox by email or in writing to the Council. The Council purchased a licence with Commonplace to make consultation easier and more accessible to residents, and substantial engagement has taken place through this site. All comments received through all media have been reported in the appendix to this report and will be again for the final report on each LTN.

16. Appendices

Appendix A – Detailed Results of the Interim Assessment Monitoring

Appendix B – Map of implemented COVID transport measures (including LTNs)

17. Background Information

TfL - London Street Space Plan – interim Guidance to Boroughs – 15 May 2020:

<http://content.tfl.gov.uk/lsp-interim-borough-guidance-main-doc.pdf>

Reallocating road space in response to COVID-19: statutory guidance for local authorities:

<https://www.gov.uk/government/publications/reallocating-road-space-in-response-to-covid-19-statutory-guidance-for-local-authorities>

Cabinet Report dated 16th June 2020 item 8:

<https://ealing.cmis.uk.com/ealing/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/6514/Committee/3/Default.aspx>

Equalities Analysis Assessment for the Local Implementation plan

https://www.ealing.gov.uk/downloads/download/5891/local_implementation_plan_equalities_impact_assessment

Decision Notices and Equalities Analysis Assessment for LTNs:

<https://ealing.cmis.uk.com/ealing/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/6803/Committee/315/Default.aspx>

Consultation

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Tony Singh	Head of Highways	18/11/2020	23/11/2020	2, 3, 4
Lucy Taylor	Director of Growth and Sustainability	24/11/2020		
Dipti Patel	Director of Place Delivery	18/11/2020	20/11/2020	1,2,3,4,5, 17
Jackie Adams	Head of Legal (Commercial)	18/11/2020	22/11/2020	1,3, 5, 11
Russell Dyer	Assistant Director Accountancy	24/11/2020	30/11/2020	
Gary Alderson	Executive Director for Place	24/11/2020	30/11/2020	1, 2, 3,11
External				
N/A				

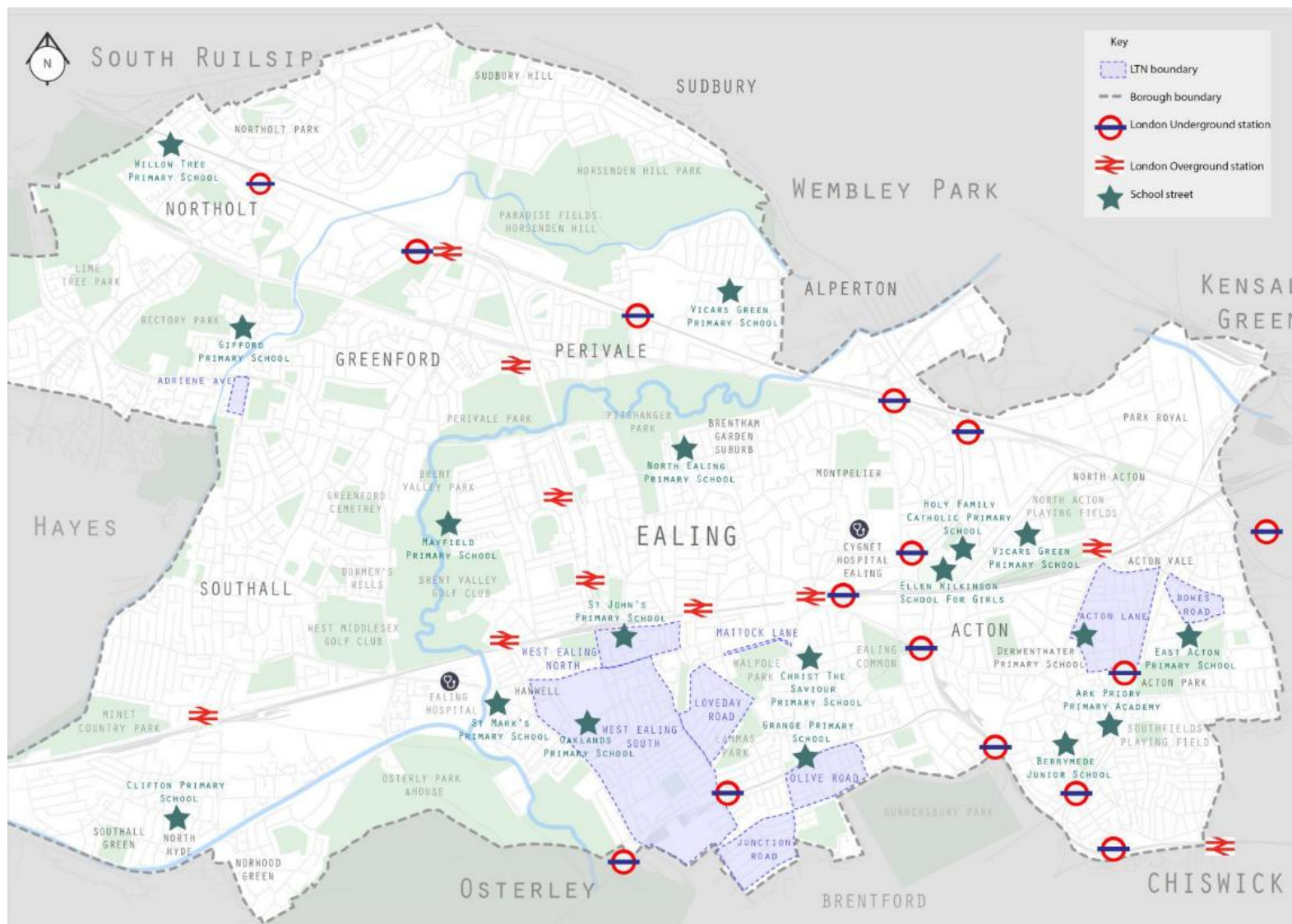
Report History

Decision type:	Urgency item? YES
Key decision	A decision for this cannot be deferred due to the public health emergency and the short deadline conditions of the available funding.
Report no.:	Report author and contact for queries:
	Chris Cole, Transport Planning Service Manager

Appendix A: Data Report for the Interim Assessment

See attached report.

Appendix B: Map of LTNs Implemented Using LSP Funding (also includes School Streets)



Information from SCOOT Junctions for Ealing LTNs Monitoring

SCOOT, or Split Cycle Offset Optimisation Technique, is a method of traffic signal control where vehicles are detected as they approach the junction. This detection is fed into a central system, which models the flow of traffic in the area and is used to adapt the phasing of the traffic light signals in accordance with traffic flows.

TfL have supplied their SCOOT data from some of the traffic lights in the vicinity of the LTNs. This provides a useful record of traffic volumes on the boundary roads around LTN 21, where “boundary road traffic” is perceived as a particular issue.

[Note: It is also acknowledged that the Popes Lane/South Ealing Road junction is also raised as a concern by many respondents, but this junction is not equipped with SCOOT].

The first set of graphs below show the SCOOT data for **Uxbridge Road/Lower Boston Road**.

For the complete junction they show:

- Since the initial lockdown in March 2020 when traffic volumes dropped by over half at this junction, there has been a steady increase in traffic (other than a few incidents which caused daily peaks or drops traffic).
- There is an increase in traffic at the junction when the LTN was introduced, although this has now settled.
- The overall volume of traffic at the junction has surpassed the pre-COVID levels of traffic by around 1000 vehicles per day (but only by a few percent of overall traffic), except on days there have been incidents on the network.
- However, congestion at the junction has increased by around a quarter (within SCOOT congestion occurs when a SCOOT detector has been occupied continually for 4 seconds).

For the individual arms of the junction, the graphs show:

- The Uxbridge Road has experienced decreases in traffic volumes of around 1000 vehicles on each arm of the junction over the day (total approximately 2,000 vehicles) since the introduction of the LTN, other than days when there have been incidents on the network.
- However, the Boston Road arm of the junction has seen the volume of vehicles increase by 3,000 over the course of the day. This has resulted in congestion on Boston Road that wasn't particularly significant prior to COVID.

The second set of graphs are for **Uxbridge Road/Northfields Avenue/Drayton Green Road**.

For the complete junction:

- Traffic Flow has increased steadily since the March 2020 lockdown, but has not returned to pre-COVID levels
- Congestion is also generally below pre-COVID levels.
- There are a lot of spikes and troughs in the data, suggestion that there isn't significant incident resilience at this junction both before and after COVID.
- There are no significant long term increases in traffic flow or congestion when either LTN 20 or LTN 21 were introduced.

For the individual arms of the junction, the graphs show:

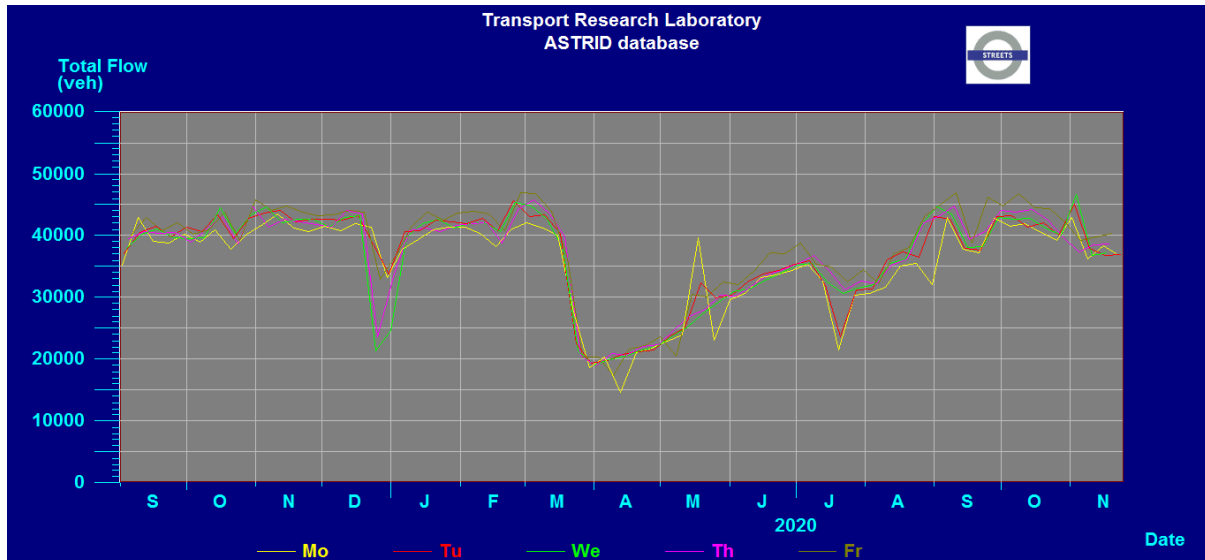
- Traffic flow and congestion on Uxbridge Road eastbound has been pretty consistent (other than when incidents occur) for several months, suggesting no impact from the LTNs.
- Traffic flow on both the Uxbridge Road westbound and Northfields Avenue has been consistent, although congestion has varied considerably. Generally, it is still a level around the same as pre-COVID however.
- On Drayton green Road, traffic volumes are still not as high as pre-COVID but show a degree of variation from one week to the next. Congestion on Drayton Green Road is also fairly erratic with peaks and troughs, which makes analysis difficult. The average is slightly down on Pre-COVID levels, but some of the peaks are higher. This suggests that it is Drayton green Road that is most susceptible to incidents.

Junction: 27/043 Uxbridge Road/Lower Boston Road

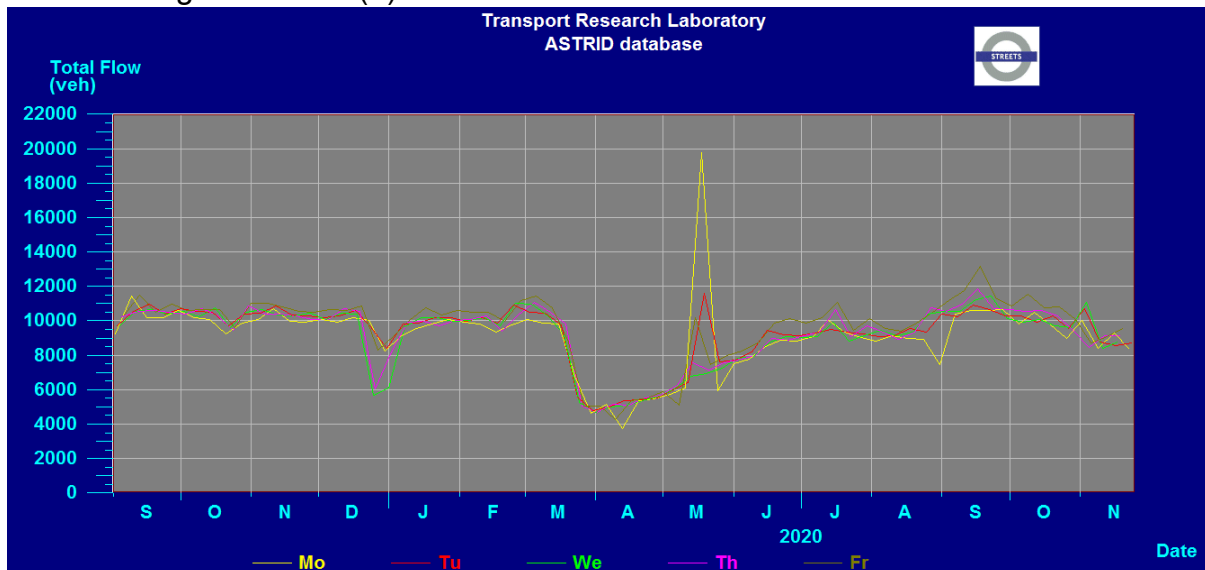
SCOOT TREND data: 01/09/19-25/11/20

Flow:

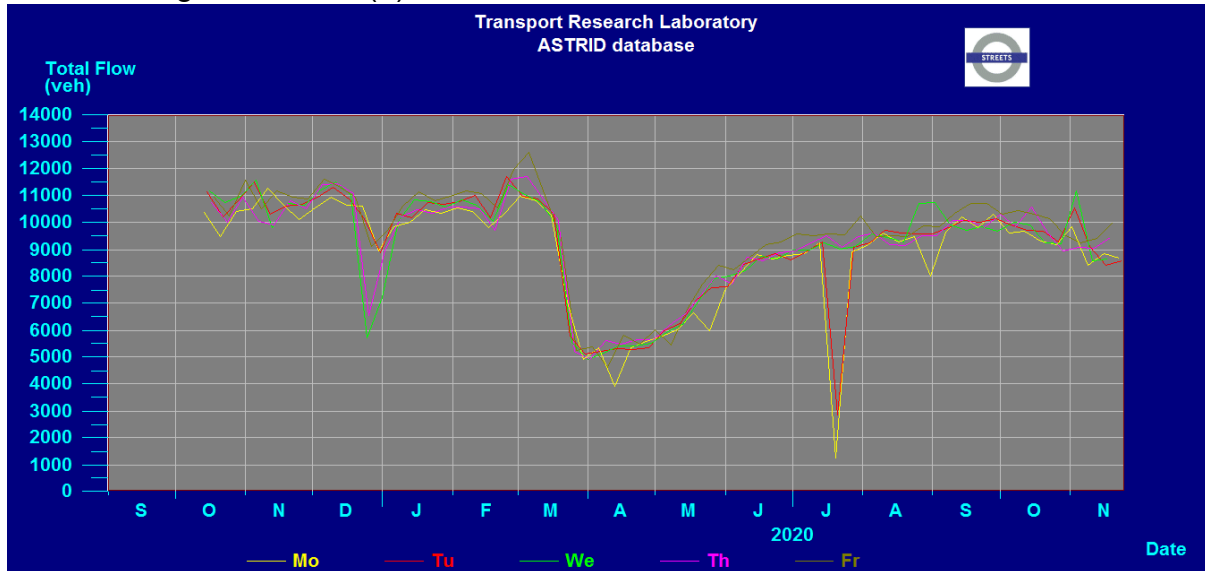
Total for all arms:



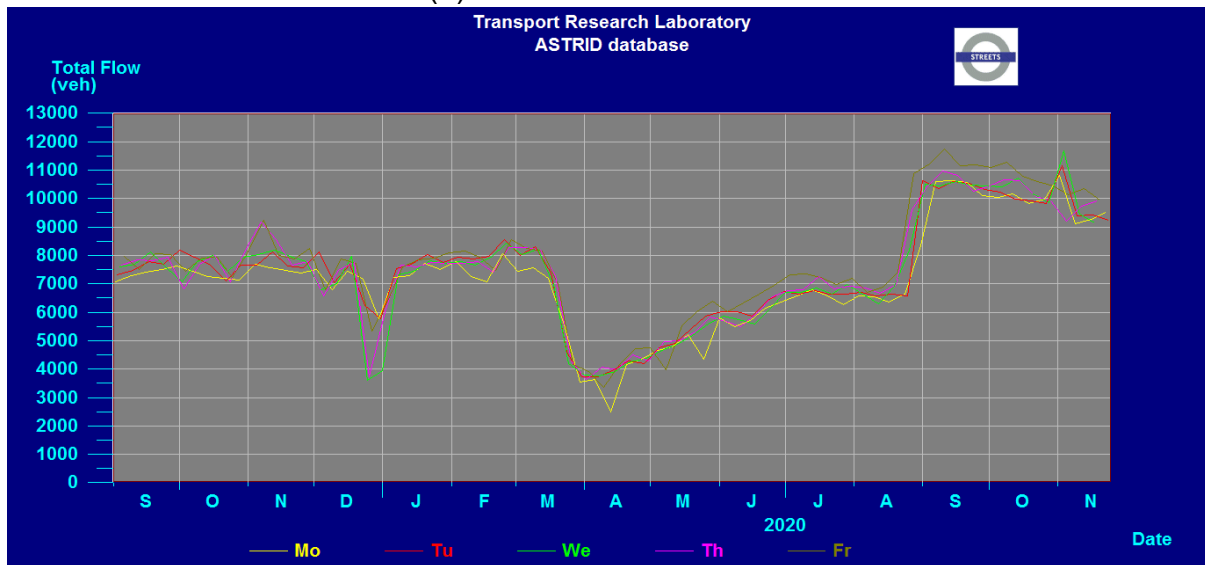
Flow Uxbridge Road EB (a)



Flow Uxbridge Road WB (d)



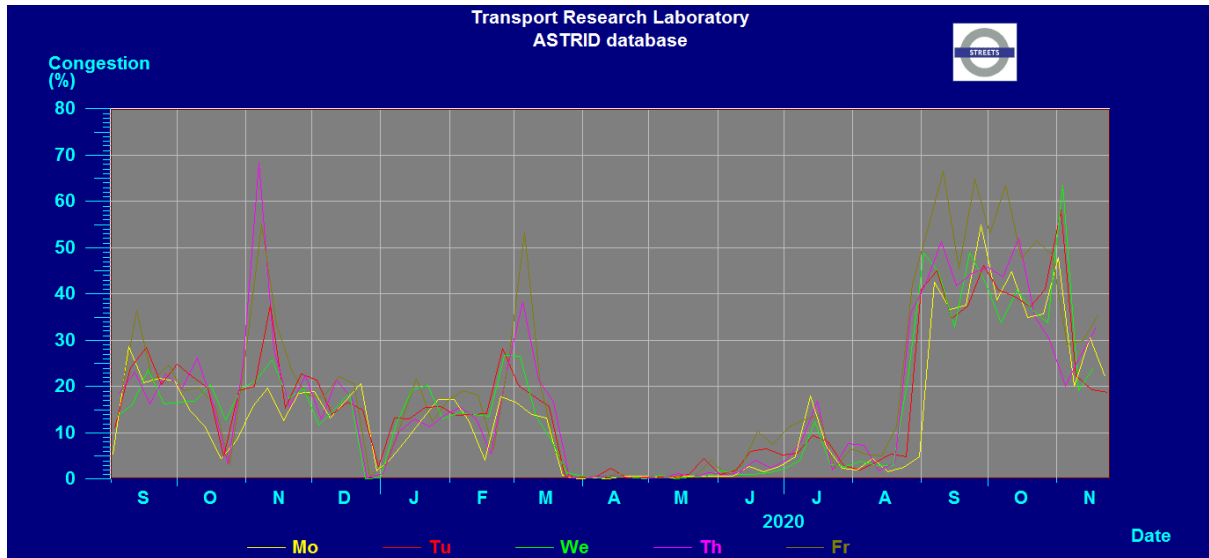
Flow Lower Boston Road NB (b)



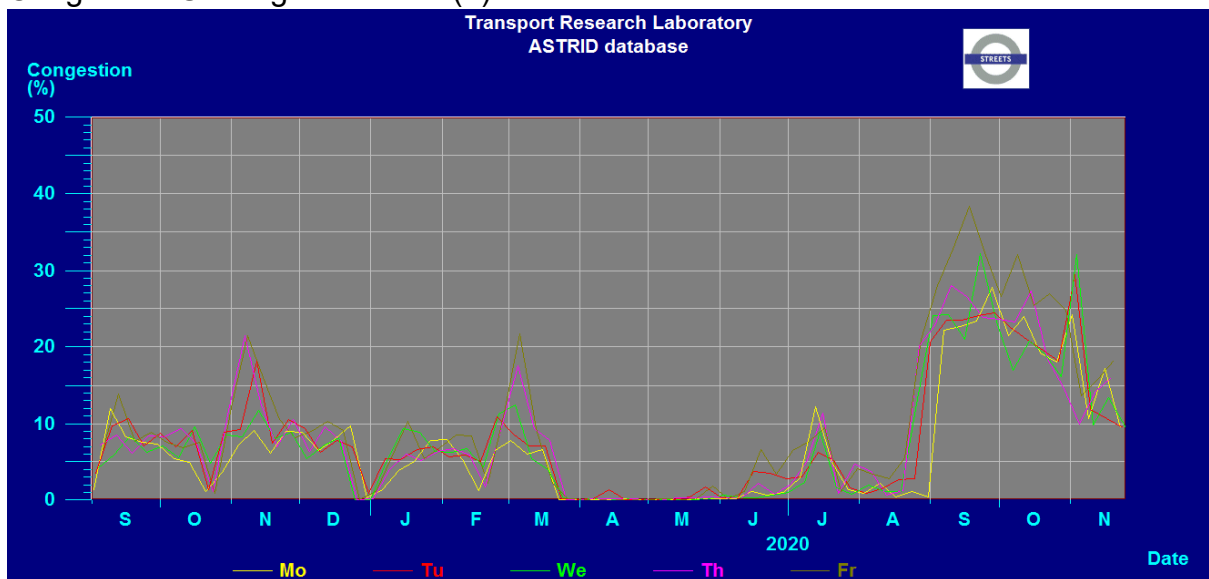
Congestion:

(N.B. Congestion is deemed to occur when a SCOOT traffic detector has been occupied continually – i.e. by a static vehicle - for 4 seconds or more.)

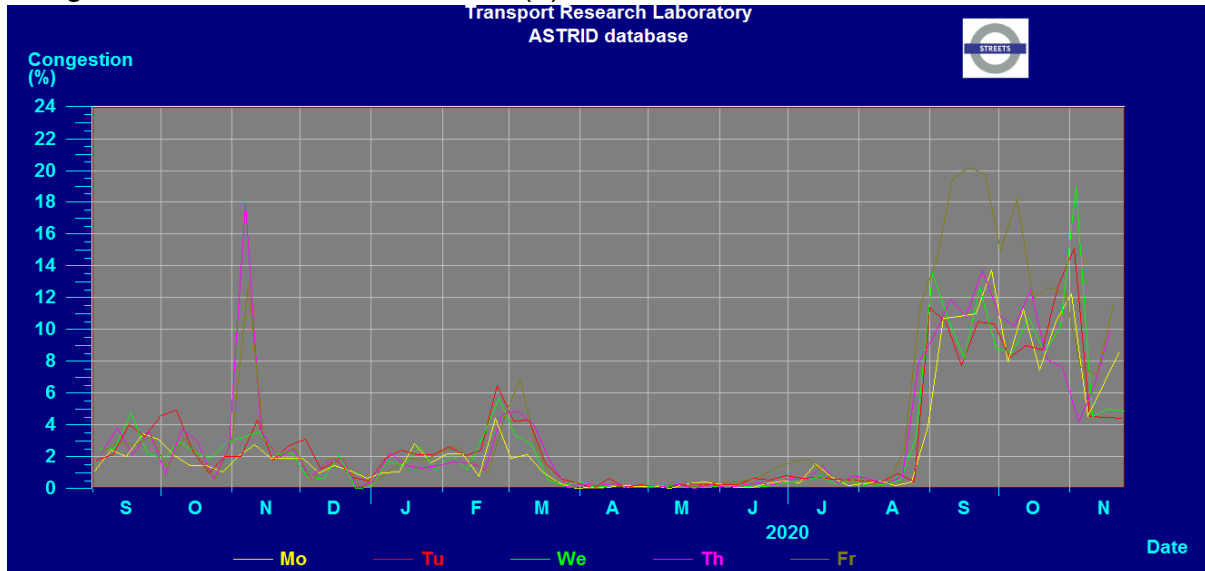
Junction overall



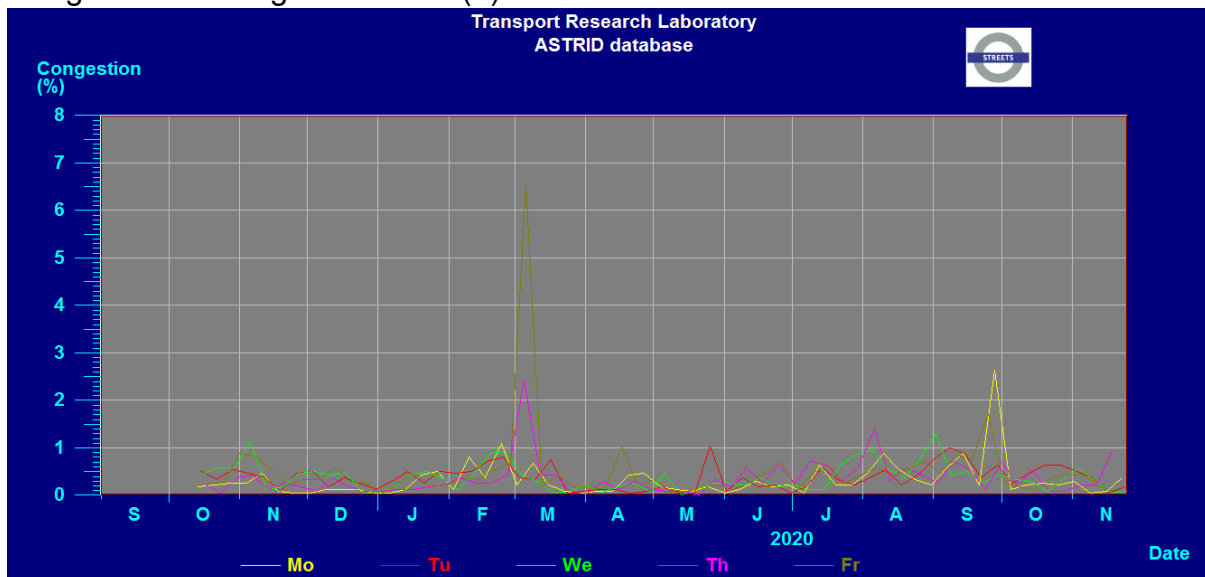
Congestion Uxbridge Road EB (a)



Congestion Lower Boston Road NB (b)



Congestion Uxbridge Road WB (d)

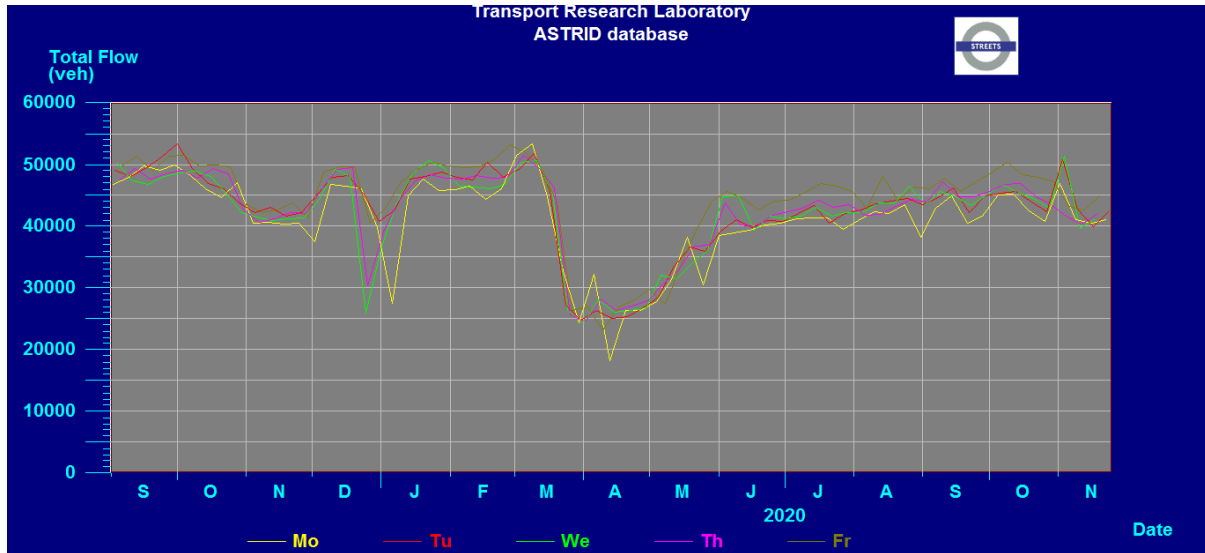


Junction: 27/020 Uxbridge Road/Northfield Avenue/Drayton Green Road

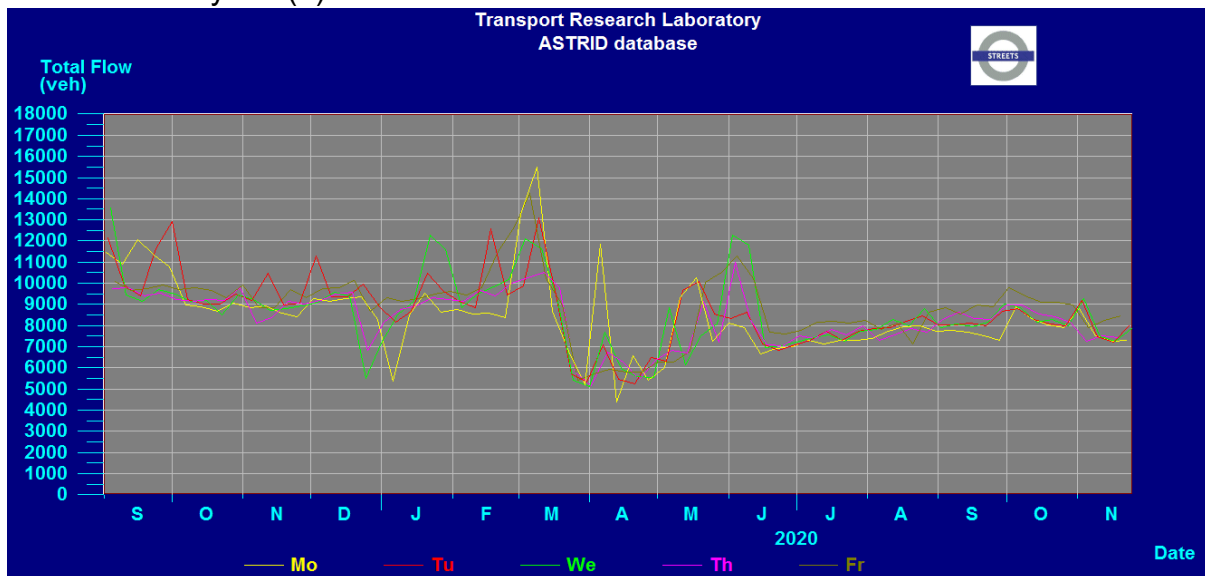
SCOOT TREND data 01/09/19-25/11/20

Flow:

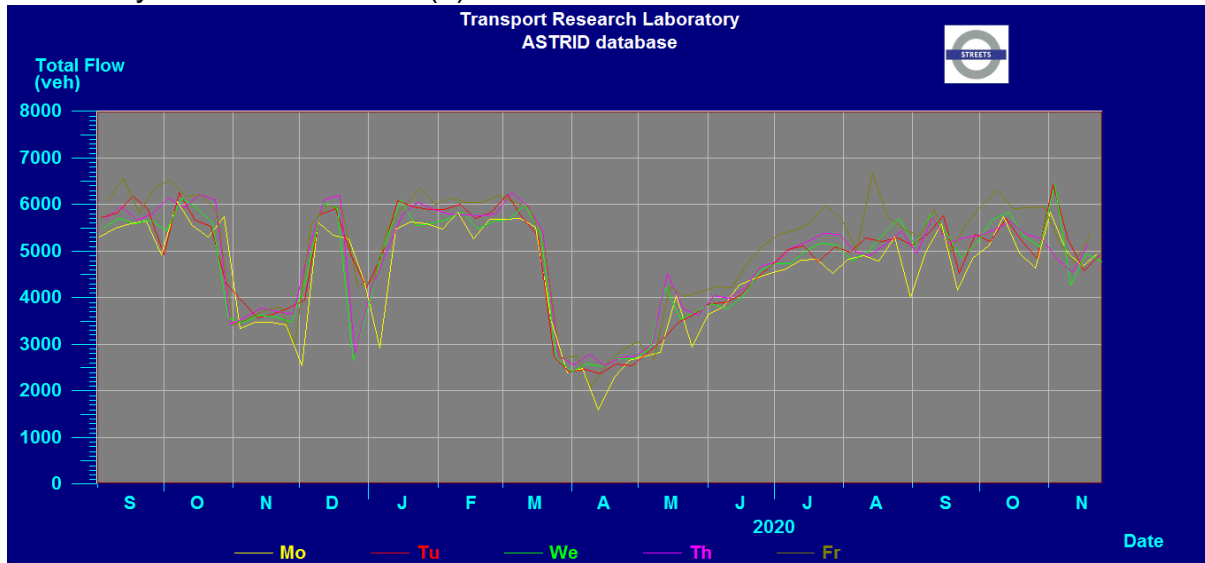
Total for all arms:



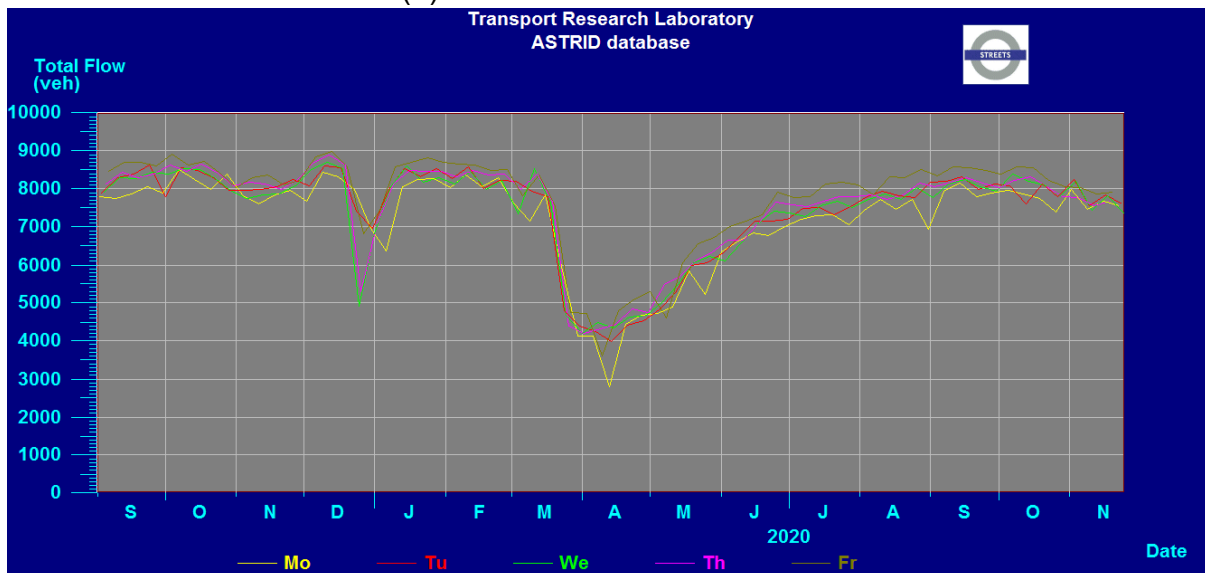
Flow Broadway EB (a)



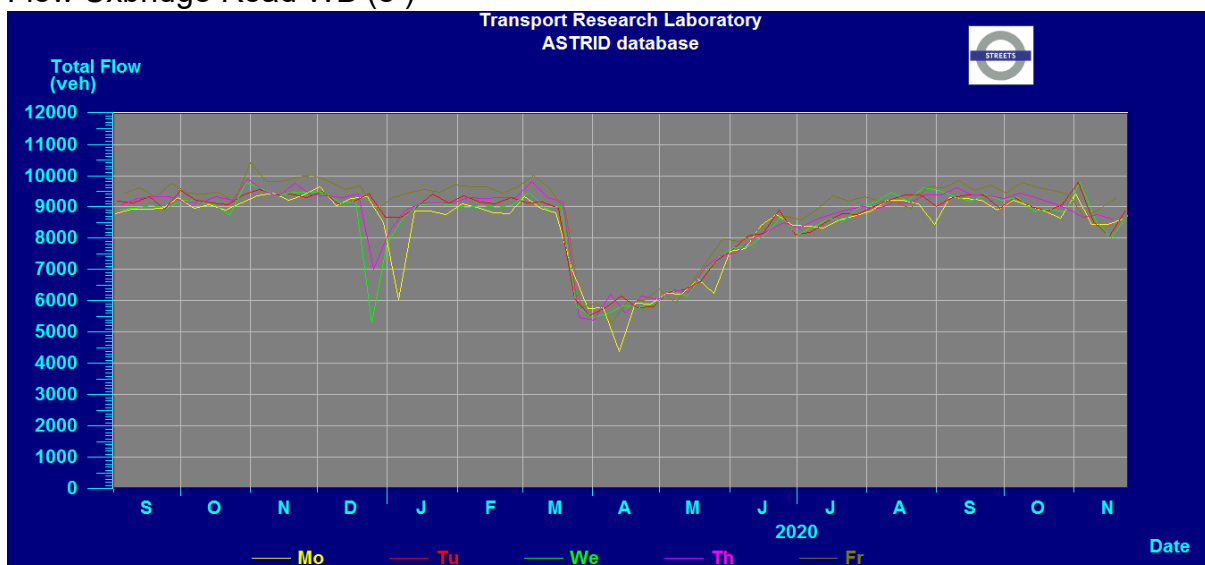
Flow Drayton Green road SB (b)



Flow Northfield Avenue NB (d)



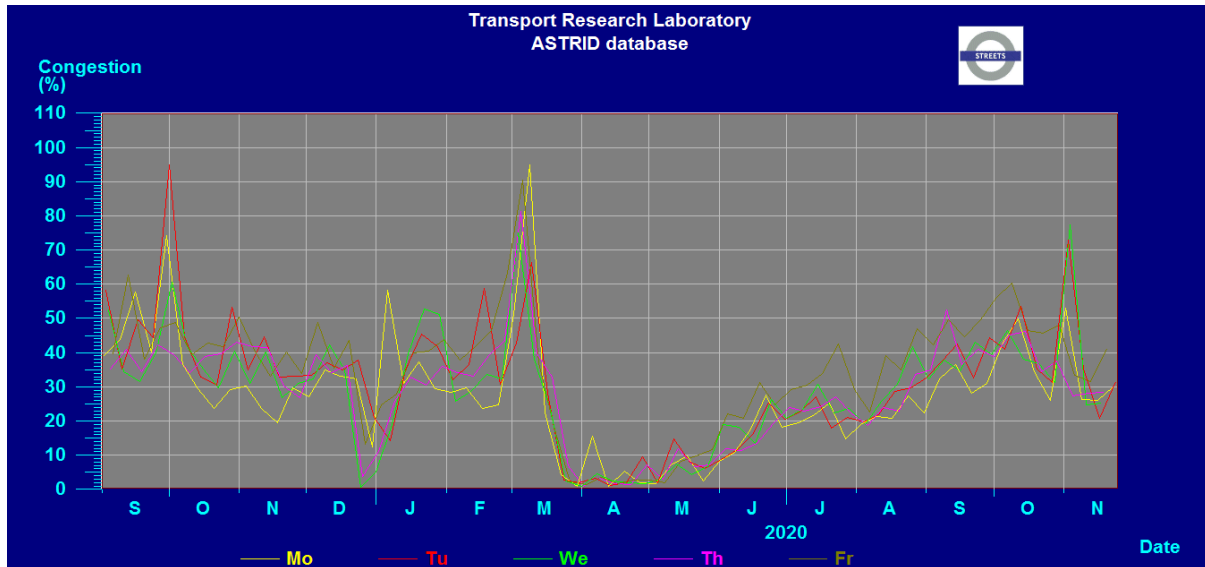
Flow Uxbridge Road WB (e)



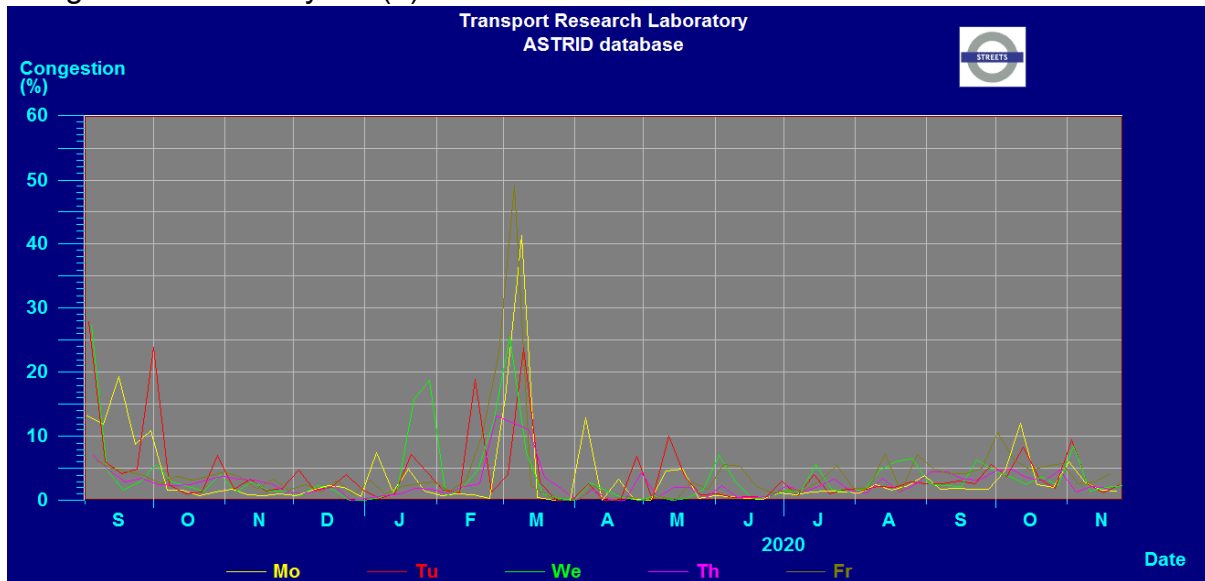
Congestion:

(N.B. Congestion is deemed to occur when a SCOOT traffic detector has been occupied continually – i.e. by a static vehicle - for 4 seconds or more.)

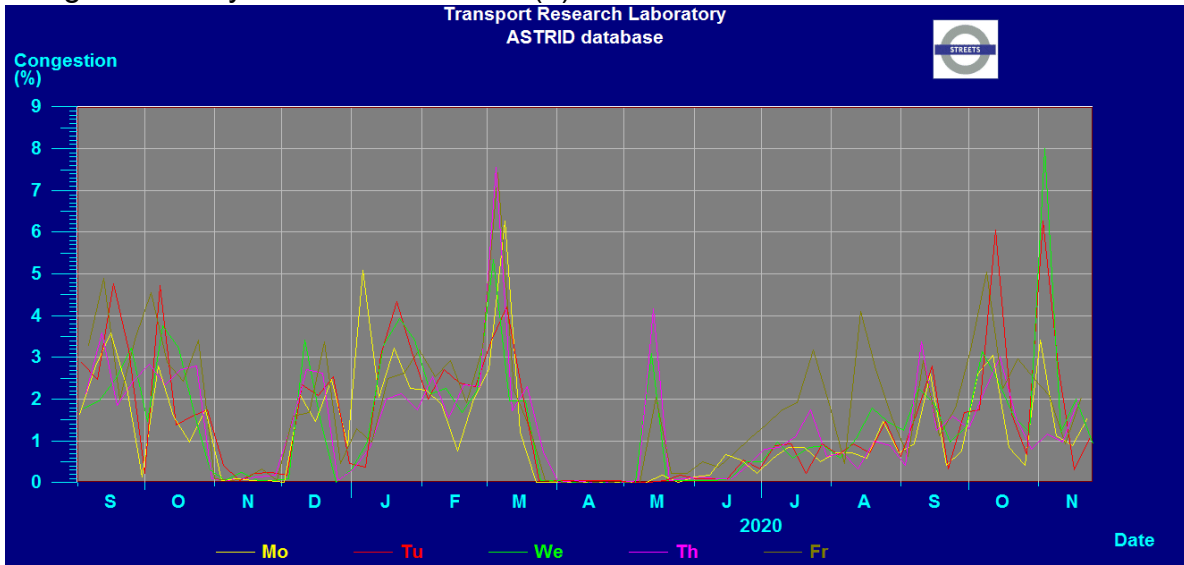
Junction overall



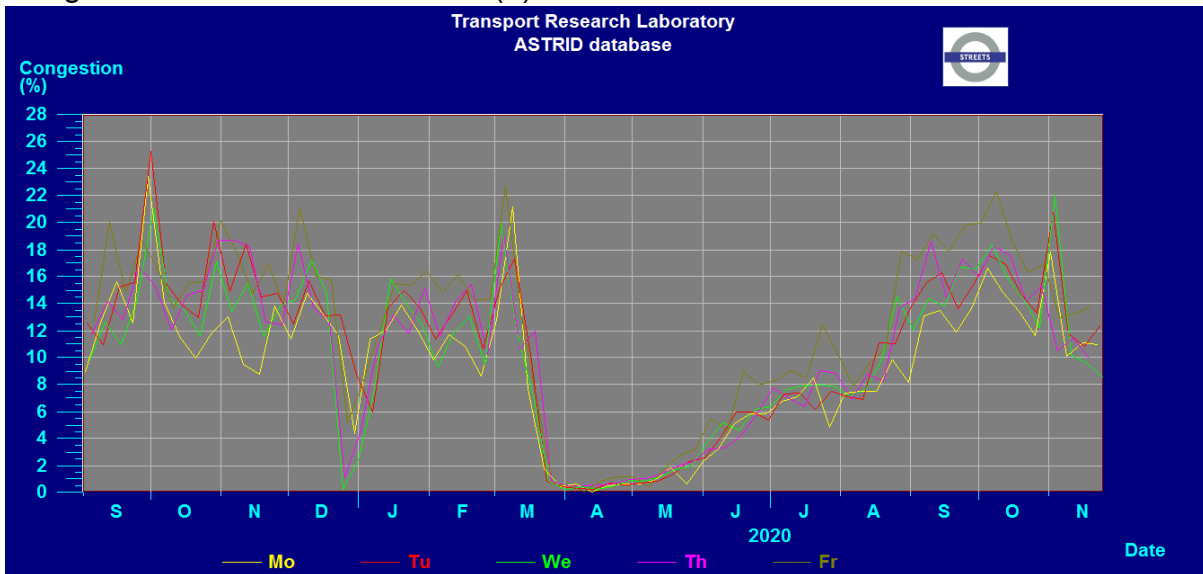
Congestion Broadway EB (a)



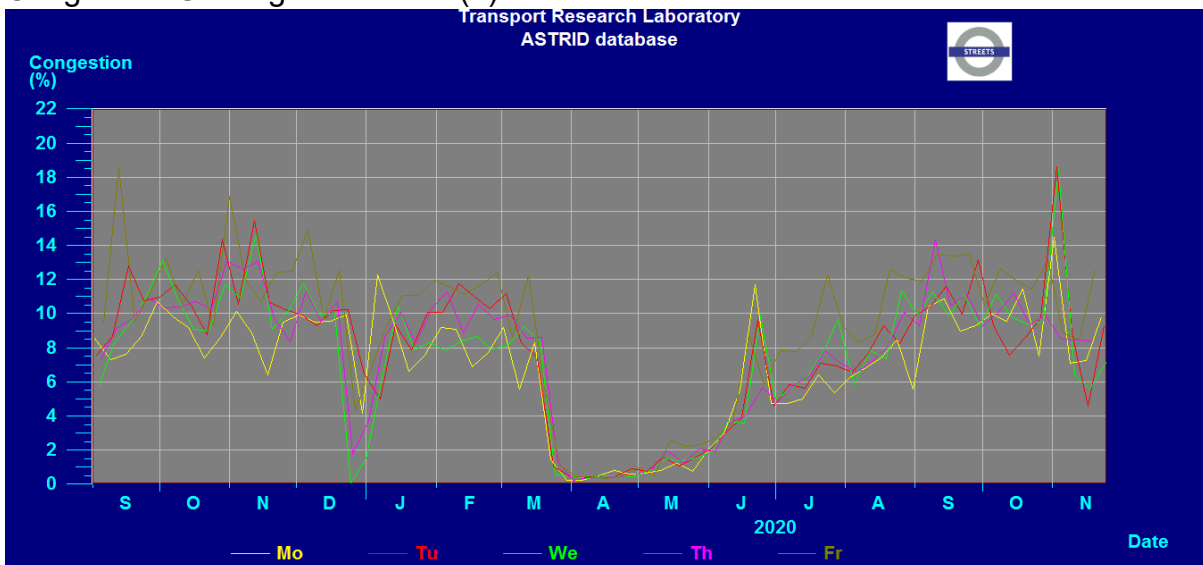
Congestion Drayton Green Road SB (b)

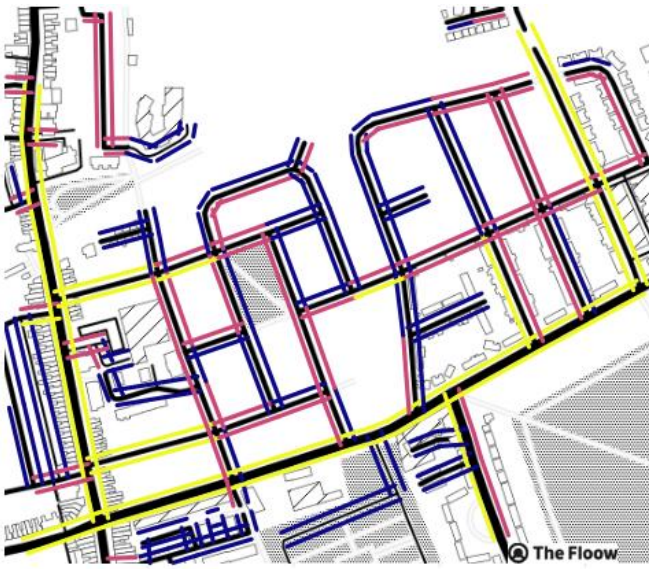


Congestion Northfield Avenue NB (d)



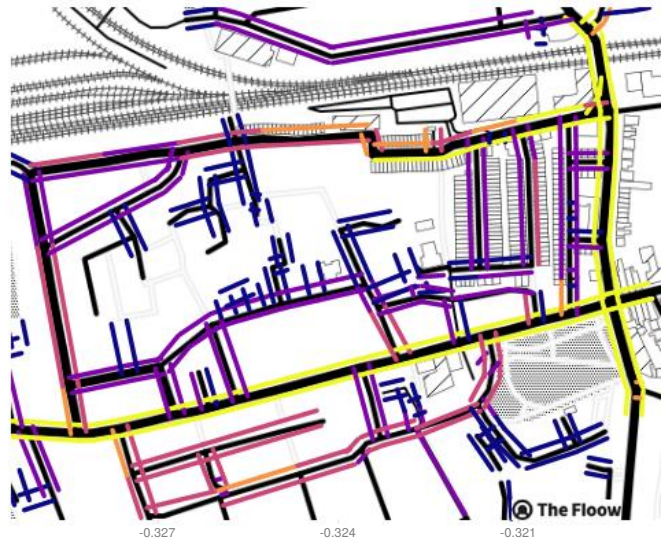
Congestion Uxbridge Road WB (e)





Estimated Cars / Hour <10 <50 <100

LTN08 Olive Road



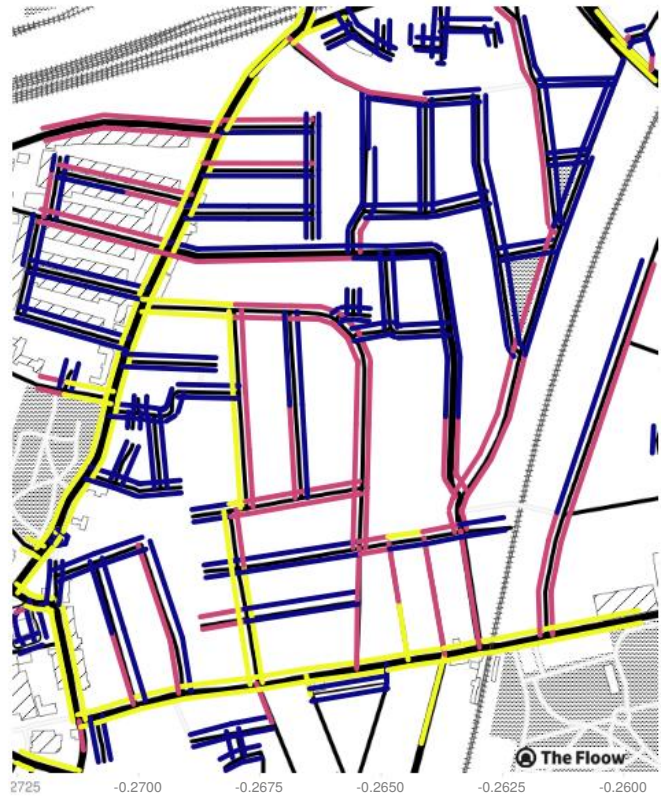
Estimated Cars / Hour <10 <50 <100 <150 <200

LTN20 West Ealing North



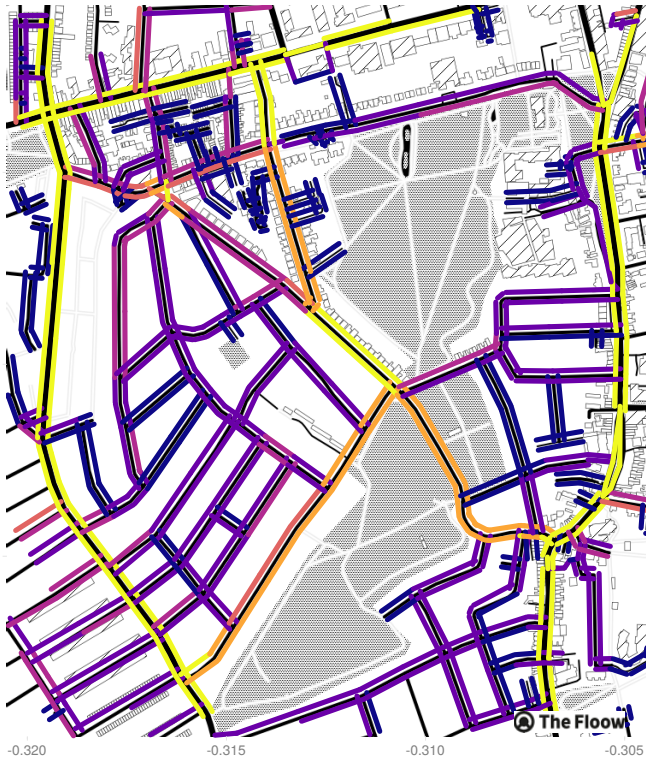
Estimated Cars / Hour <10 <50 <100 <200

LTN21 West Ealing South

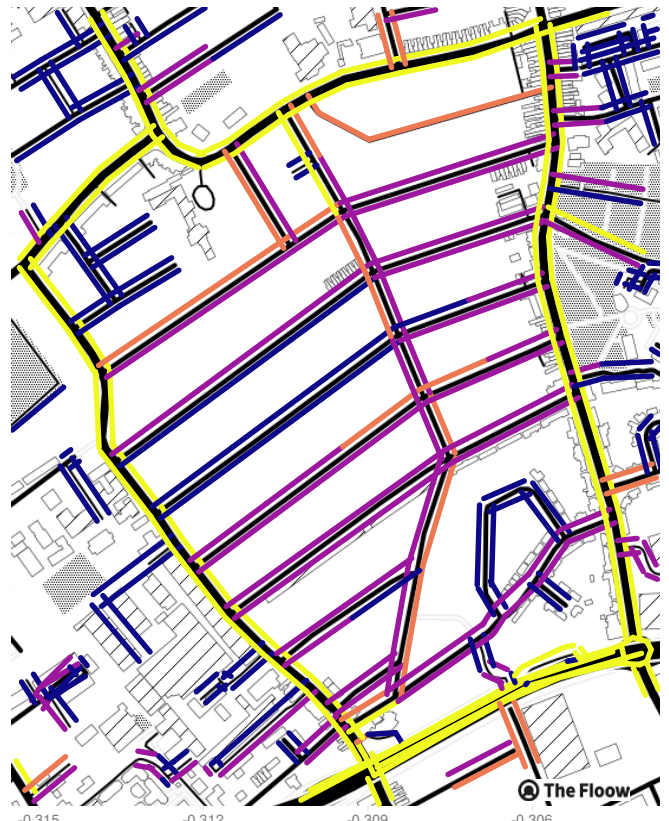


Estimated Cars / Hour <10 <50 <100

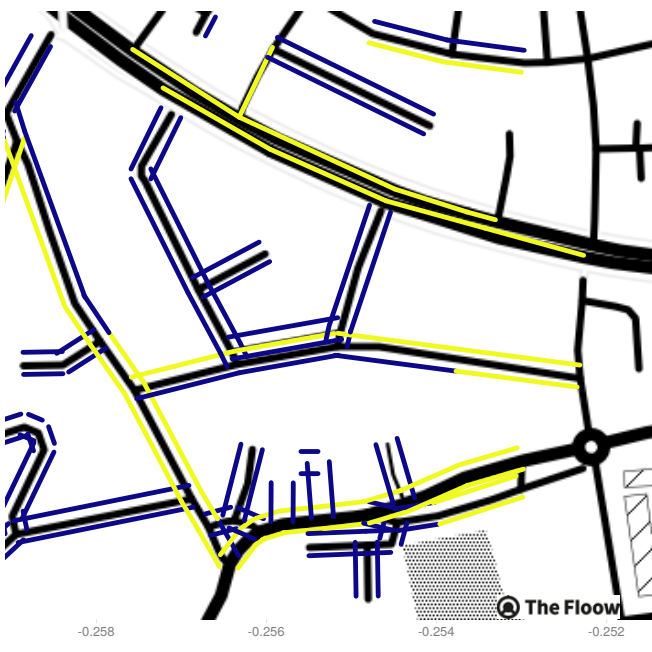
LTN25 Acton Central



LTN30/35 Loveday Road/Mattock Lane



LTN32 Junction Road



LTN34 Bowes Road



LTN48 Adrienne Avenue

Cabinet Report – Emergency Services LTN Questionnaire Summary of responses.

Date - 28/11/2020

Purpose of this report

To summarise responses received from the emergency services to a questionnaire.

Background

A questionnaire containing 6 questions was sent to the Metropolitan Police Service, London Ambulance Service and London Fire Bridge on Friday 20th November asking various questions on how they operate and how the implementation of the LTNs have affected the way that they provide services that they provide. We have received responses from all three services although some questions were not fully answered. Where possible we have been able to answer these from notes taken prior discussions held with them.

Question 1 RESPONSE TIME STANDARDS

MPS response; THIS NEEDS TO BE ASKED OF THE BOROUGH

From the mayor of London's website,

An 'I' grade call is the MPS's highest priority call, which requires a police response within 15mins from the time of receiving the call to a unit arriving to the incident.

An 'S' grade call is the MPS's second highest priority call, which requires a police response within one hour from the time of receiving the call to a unit arriving to the incident.

From historical data in Ealing the normal response times prior to the LTNs prior to implementation of the LTNs would vary between 9"24' and 10"40', we do not have post LTN implementation data.

LAS response

Category one: for life-threatening injuries and illnesses, specifically cardiac arrest. These will need to be responded to in an average time of seven minutes, and the 90th centile in 15 minutes.

Category two: for emergency calls, such as stroke patients. These will need to be responded to in an average time of 18 minutes, and the 90th centile in 40 minutes.

Category three: for urgent calls which will include patients to be treated in their own home. These will be responded to at least within 120 minutes.

Category four: less urgent calls within 180 minutes.

LFB response

1st Appliance attendance 6 mins on average

2nd Appliance attendance 8 mins on average

The only variation on this is shut in lifts deemed as non-emergencies.

Question 2 RESPONSE TIME RECORDS/MONITORING

MPS response; THIS NEEDS TO BE ASKED OF THE BOROUGH

From discussions with MPS we have not been made aware of response time standards not being met. We have an email stating one response was delayed due to LTN measures but did not state that the response time was not met.

LAS response summary

Response times are recorded automatically and available for review internally at any time on the intranet. They are available upon request via LAS communications department.

There will be a number of occasions where they do not meet a response target for a variety of reasons. LAS are currently reviewing all incidents where this has been as a result of the LTNs and are providing feedback for these directly. A number of incidents have already been fed back.

It has become apparent that the traffic on the main roads has increased since the introduction of the LTNs. This has become an issue when driving north up Boston Road. On the approach to the Uxbridge Road this traffic is unable to be passed by a vehicle on blue lights and so delays have occurred.

LFB response

Response time records and recording procedures are explained on LFB website.

The website states that average arrival times for the first appliance across London between 2015 and 2019 has varied between 5"30' and 5"14@ and for the second appliance 6"50' and 6"32'. The target percentage for 1st appliance arrival for 90% to arrive within 10 minutes, this has been exceeded in each year at between 95-96% and 2nd appliance arrivals of 12 minutes targets of 95% being achieved at 98%. No figures for Ealing response targets post LTN implementations have been published to date.

LFB state that to provide records of any incidents in Ealing, since 22nd July 2020, where response time standards were not met would be a significant amount of work to trawl through data and mapping. LFB do not have other anecdotal records or comments that relate to the effect of Ealing's LTNs on emergency response times, only the monitoring of attendance times.

3. NAVIGATION

MPS response summary

Police vehicles have internal IT with a "satnav" system. It is not updated in the same way as a normal satnav due to higher security levels. Work with their IT supplier is ongoing, to have LTN's across London uploaded onto their systems.

Local officers - Some local vehicles now carry keys for bollards, but the very process of unlocking barriers, can cause unnecessary delays. Local knowledge can assist these officers to

take alternative routes.

Pan London resources – Do not carry keys. Armed response vehicles and Traffic cars, for example will rely on IT satnav or map books. Neither will have the LTNs on them. This could cause a delay in response times.

LAS response summary

Sat-Navs within the response vehicles. Unfortunately, these are not able to be updated with the new road closures due to the system used. Significant investment would be required to change the Satnavs within our vehicles across the trust.

With regards to locked gates and bollards Crews have to find alternative routes. It is not practical for their crews to carry keys as potentially any trust response vehicle might have to respond to any part of London. Also, if a crew were having to convey a patient to hospital who was critically ill and came across a barrier, it would be inappropriate to have to stop and remove a bollard.

LBF response summary

Maps, satnav and local knowledge

Manual update or as and when Ordinance survey is updated. Mapping team will provide maps with updated road closures and route cards as required.

In emergencies we will take routes to incident locations that provide the most expedient route, hence using the road network as is rather than needing to go through LTNs. We carry Fire Brigade keys and gurda keys and in we can use equipment we carry to assist passage should there be issues.

4. DESIGN OF LTN FEATURES

When asked if they have any general or specific comments on the layout of the 'traffic filters' used in Ealing's new LTNs;

MPS response

– THIS NEEDS TO BE ASKED OF THE BOROUGH

From discussions and emails from MPS;

Barriers create crime hotspots, allowing criminal access, via two wheels, whilst preventing Police vehicular access.

Barriers encourage members of the public to commit the offence of 'Driving Elsewhere, Other Than On The Road'. They do this by driving up onto the footway, in order to pass around the obstruction. As well as it being an offence, this also creates a danger for pedestrians.

LAS response summary

They have heard anecdotally that parked cars near the planters have caused issues passing through them for our ambulances. If they get specific examples, they will forward these on to LBE.

LBF response summary

Parking close to has the potential to slow travel through some hence why they have asked some parking bays to be suspended on approach to limited LTNs. The angle of some eg Junction road would make it potentially slow to travel through LNTs as longer vehicles will need space for a swing turn on entry and exit. This has been discussed previously but we do not have the requirement to travel through them unless an incident occurs on the site of an LTN.

When asked if they have any general or specific comments on how access through filters is controlled.

MPS response - Signage and camera enforcement is preferable, over physical barriers. Police do not carry keys for lockable bollards as a matter of course. A lack of Police access can cause a delay in response times. This is particularly pertinent for non-borough officers, such as Armed Response and Traffic, who don't have the same level of local knowledge.

LAS response summary

Ideally LAS would like ALL LTN bollards/planters to be replaced with the ANPR cameras and all physical barriers removed. Physical barriers have the potential to cause preventable delays to us reaching patients and conveying them to hospital (especially if they are critically ill).

LFB response summary

No response; but from notes taken from meeting and emails; LFB want assurance that all minimum gaps and locks are regularly checked for compliance.

5. POLICE/FIRE/AMBULANCE STATIONS

From which location(s) would emergency vehicles usually be dispatched to incidents within a LTN in Ealing?

MPS response

Police resources are not despatched from a central location. When not actively involved in an incident. This includes Pan London resources.

LAS response summary

LAS have an ambulance station within the London Borough of Ealing is situated in Boston Road, Hanwell. However, due to the sheer volume of calls our vehicles tend to be dispatched as soon as they are available for their next call. This is often at hospitals, outside the previous address they attended or whilst driving.

LFB response summary

Due to their operating model LFB cannot forecast which station or location an appliance may be prior to being mobilised to an incident in an LTN.

From discussions with LFB it is very likely that appliances will be despatched from within LBE unless there is a major incident.

6. CONSULTATION

Please describe how you were consulted by Ealing Council concerning the introduction of the recent LTNs.

MPS response

Proposals are sent via email to Traffic Management Officers (TMO's), within the Metropolitan Police Service.

LAS response

Unfortunately, LAS were not consulted before the introduction of LTN 21. However, LAS now have good engagement with LBE and are working well together to address any issues or concerns

LFB Response

Email

From email history between LBF and LBE, LBF were sent detailed plans of the LTN proposals and responded to them with various comments.

When asked if they have any recommendations for how future consultation with the Council should be conducted in relation similar changes affecting emergency vehicle access

MPS response

Please provide as much notice as possible.
The current system of sending proposals through via email is sufficient.
Please ensure each scheme is sent through separately.

LAS response

Suitable points of contact between both organisations and frequent meetings to discuss issues

LFB response

Ideally less numerous in bulk consultations with more time. I is only a small team that pick these up and there is a significant amount of administration involved. The files (technical drawings) are not useful the simple PDF maps are more useful.

Summary of responses

Question 1 RESPONSE TIME STANDARDS

These have all been provided or are obtainable from websites

Question 2 RESPONSE TIME RECORDS/MONITORING

None of the emergency services stated that response time targets have been affected by the LTNs, but MPS and LAS have indicated that some of the response times may be slower than prior to LTN implementation.

Question 3 NAVIGATION

All three services use forms of Satellite Navigation. However, these systems are not updated with the LTNs as they are experimental traffic orders. LFB appliances are mainly based and despatched from within Ealing and they have access to local PDF mapping sent from LBE. LAS and MPS drivers can come from other London areas so do not have local knowledge of the LTN locations. Locally based LAS drivers have access to the LBE maps showing the LTN locations.

Question 4 DESIGN OF LTN FEATURES

MPS and LAS would prefer to see camera enforce rather than planters and bollards as this will not delay response times. LFB do not have issues with the current locations of the traffic filters.

LAS have requested that the traffic filters located in LTN 21 at 2 locations in Haslemere Avenue, specifically at the crossroad junction with Haslemere Avenue and Clitherow Avenue and also where Haslemere Avenue terminates at the junction with Midhurst Road should be replaced with camera enforcement as the current filters dictate the routes needed from Northfields Road to specific house numbers within Midhurst Road.

Question 5 POLICE/FIRE/AMBULANCE STATIONS

MPS and LAS vehicles may not be despatched from a central location depending on location and status of vehicles at the time of emergency calls. LFB would normally be despatched from within LBE

Question 6 CONSULTATION

MPS and LFB consultation was sufficient. Unfortunately, Council emails to LAS were sent to an address that was no longer monitored, and therefore feedback prior to the implementation of the first trial LTNs was not received. All services are now happy with the level of engagement they are currently experiencing with LBE.

Summary of Emails sent to TrafficNotices Inbox

Trafficnotices@ealing.gov.uk is the email address provided on the Traffic Notices which are published when a Traffic Order is made. The intention is that all statutory objection and support e-mails are sent to this inbox. The e-mail address is a permanent inbox used for all Traffic Notices, not just those relating to the LTNs, so it was operational before the publication of the first ETO relating to the LTNs, which was Adrienne Avenue.

General Statistics

At 1600hrs on 20th November there had been:

- 1181 emails received which expressed support to opposition to LTNs
- There were 363 emails supporting LTNs and 818 opposed.
- There were also emails which were comments or queries but did not explicitly state whether they were opposed or supporting the LTNs.

[Note: there are several instances where an individual has e-mailed more than once, the figures shown are the total number of e-mails not the numbers of individual people who have responded]

LTN 21 has received the most emails to date.

LTN	No.	LTN	No
All the LTNs	129	Loveday Road (LTN 30)	38
West Ealing South (LTN 21)	683	Junction Road (LTN 32)	70
West Ealing North (LTN 20)	16	Bowes Road (LTN 34)	2
Acton Central (LTN 25)	112	Mattock Lane (LTN 35)	39
Adrienne Avenue (LTN 48)	8	Olive Road (LTN 8)	25
Not clear	59		

Support and Opposition

Of those emails that stated support or opposition, and which LTN they were corresponding about, the table below shows the respective numbers.

LTN	Support	Oppose
All the LTNs	67	62
West Ealing South	220	463
West Ealing North	3	13
Acton Central	21	91
Loveday Road	6	32
Junction Road	26	44
Bowes Road	0	2
Mattock Lane	2	37
Adrienne Avenue	0	8
Olive Road	10	15
Not clear	8	51

Main Topics

For those that oppose the scheme, the vast majority are general complaints. The top 5 reasons for objecting are:

Impacts on emergency services
Impacts on boundary roads: specifically, on making both congestion and air quality worse
Pedestrian Safety
Longer journeys and/or journey times
Lack of prior consultation

Summary of Commonplace Responses

Commonplace is an online engagement platform allows connect with the whole community, hear their voices and make better, more inclusive planning decisions. It is used by over 200 organisations in the UK, including several other London Boroughs for their LTN engagement. Currently the Council is utilising the “Community Heatmap” tool, which allows users to virtually “drop a pin” onto a map to add their ideas and comments. The Commonplace site for Ealing’s LTNs went live on 23rd October 2020. The site is still live, and we be until the conclusion of the ETO consultations. Therefore, the analysis below considers all comments received up until 20th November 2020, to enable time for the analysis to be undertaken prior to publishing this report.

General Statistics

At 1600 hrs on 20th November there had been:

- 11,053 “hits” or “visits” to the site
- 4,951 comments made by 3,727 contributors.
- 35,709 “agreements” or “likes” of comments made by other contributors.
- Overall 76% of comments were negative, 19% were positive and 5% were neutral

[Note the reference in this section to “all the LTNs” was an option on Commonplace to comment on all the LTNs with a single click and is not, therefore, an aggregate.]

The most commented on LTN was LTN 21 (West Ealing South) followed by “All the LTNs”. The table below shows the comments on each LTN as a percentage of the total comments

All the LTNs	30%	Loveday Road	9%
West Ealing South	34%	Junction Road	6%
West Ealing North	3%	Bowes Road	1%
Acton Central	8%	Mattock Lane	2%
Adrienne Avenue	1%	Olive Road	2%
Outside an LTN	4%		

Sentiment

Commonplace allows respondents to click on a face icon which depicts how they feel about the proposal (i.e. sentiment). The sentiment. of comments left by LTN is as follows *[note individuals could leave multiple comments]:*

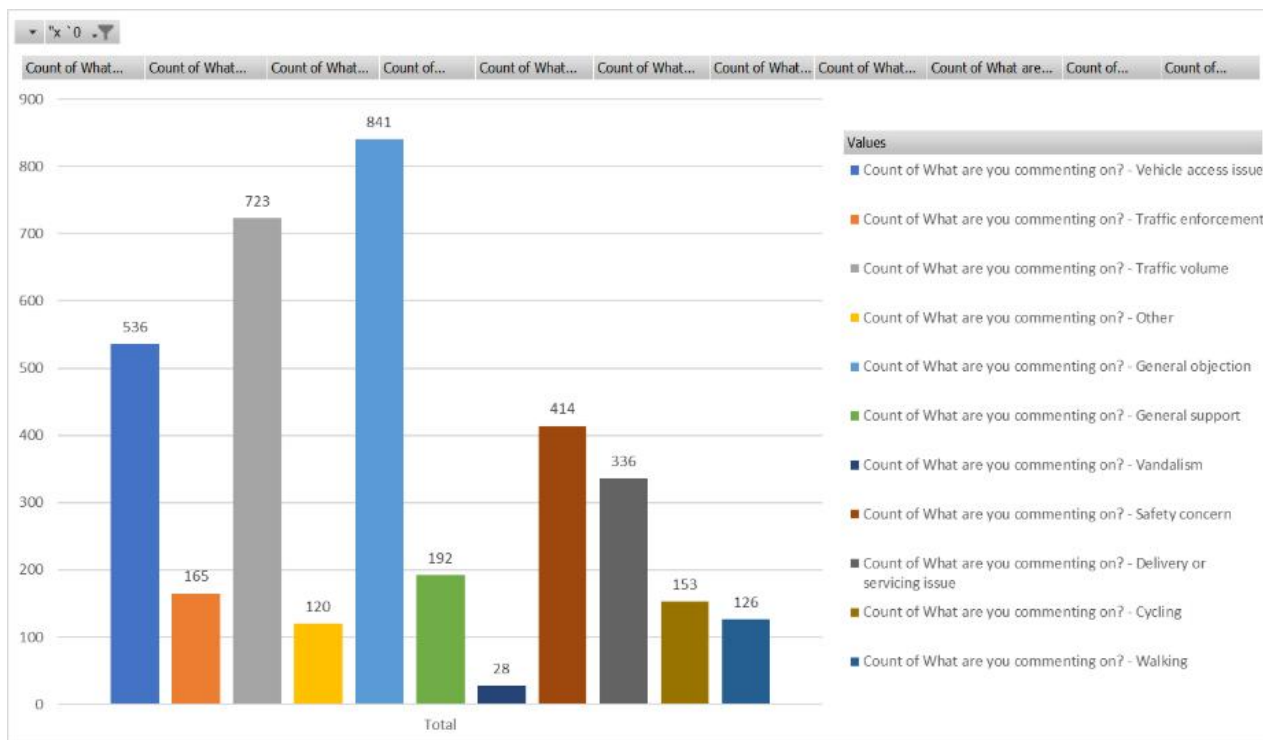
LTN	positive	mostly positive	neutral	mostly negative	negative
All the LTNs	164	28	10	64	1132
West Ealing South	331	53	10	73	1029
West Ealing North	29	4	4	8	109
Acton Central	90	11	9	23	251
Loveday Road	96	9	2	15	243
Junction Road	58	16	2	17	184
Bowes Road	11	3	0	1	6
Mattock Lane	21	4	1	6	69
Adrienne Avenue	5	3	0	2	17
Olive Road	31	5	1	7	49
Outside an LTN	19	3	8	17	100

Analysis of Comments

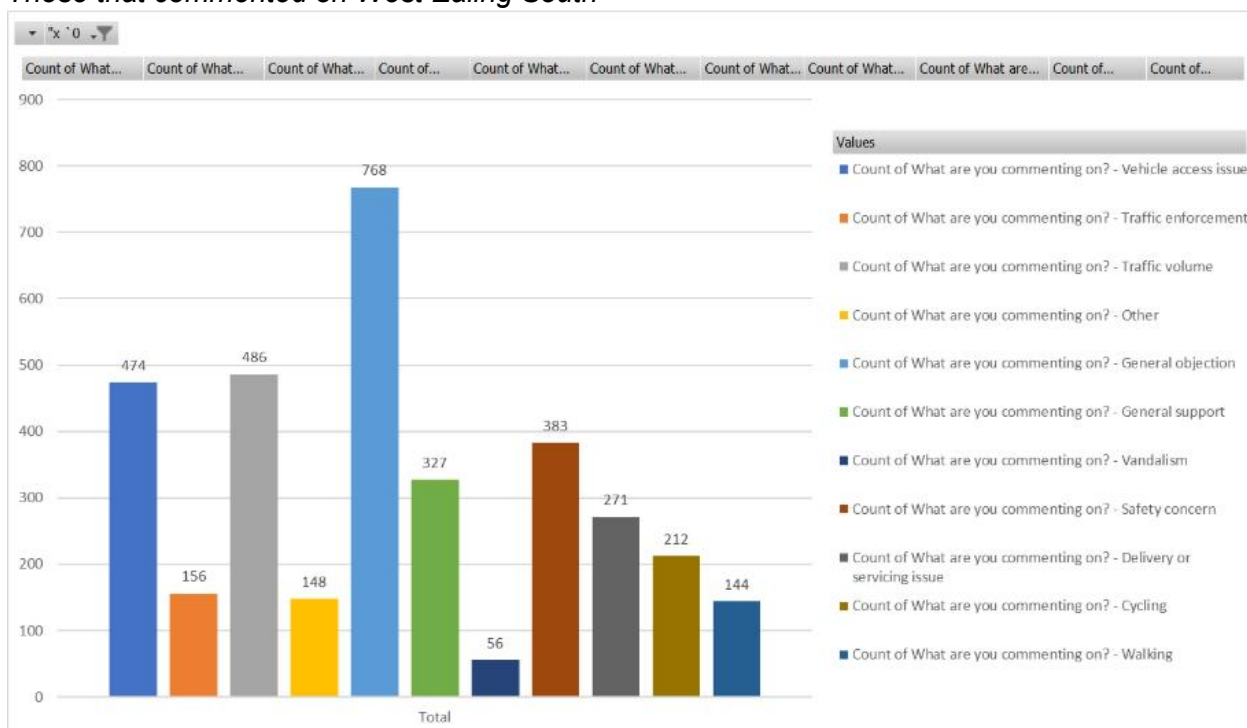
What was commented on?

The following graphs show the reasons people tagged for commenting on for each LTN

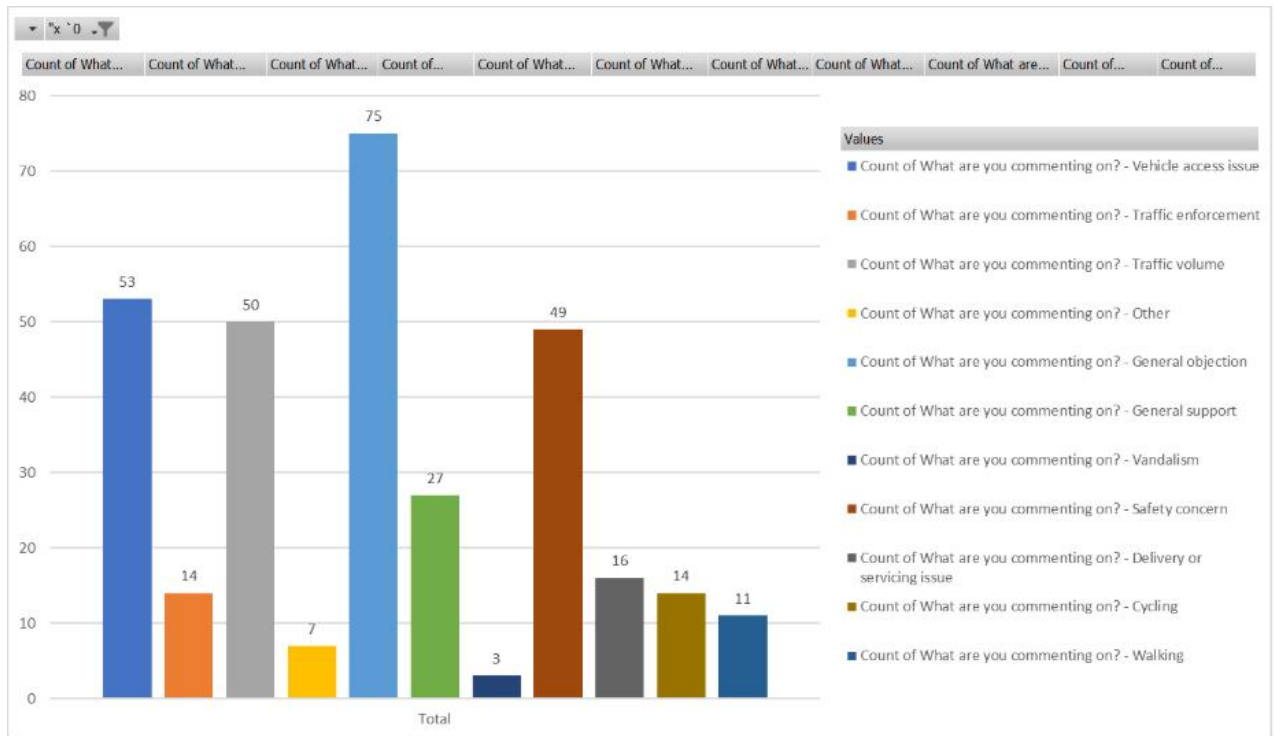
Those that commented on "All LTNs"



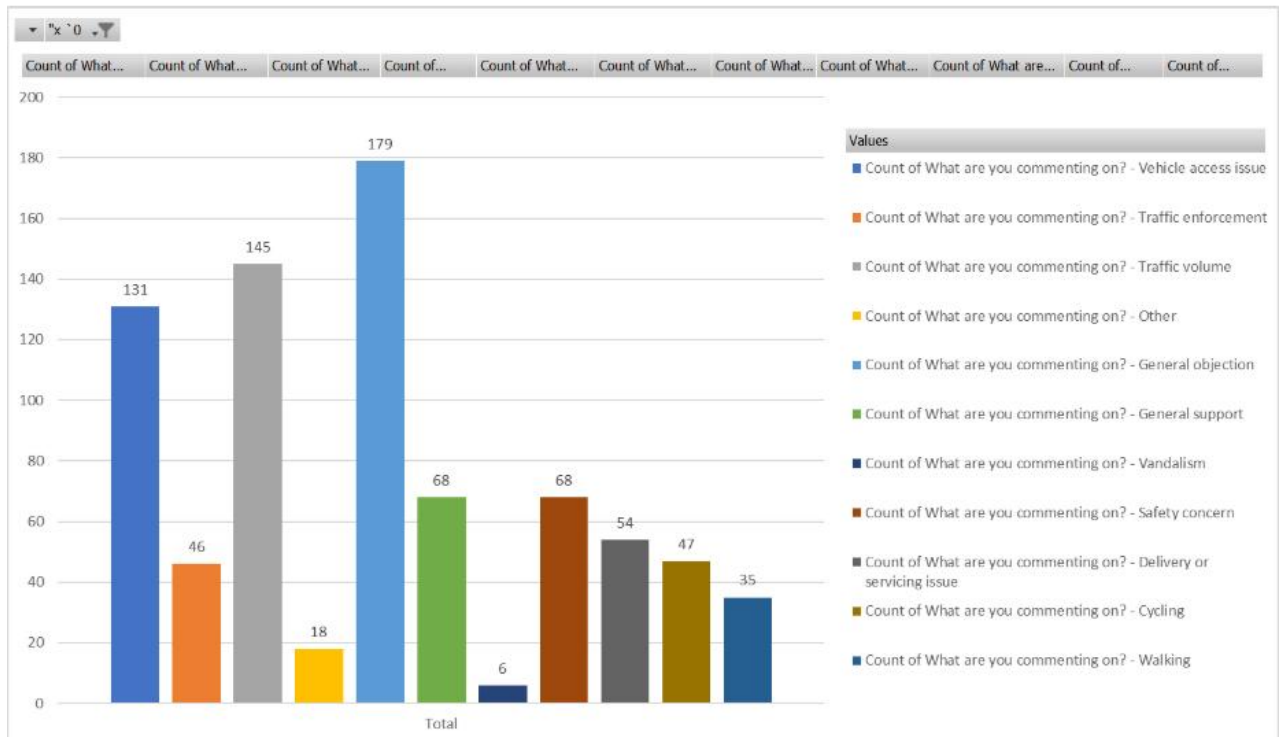
Those that commented on West Ealing South



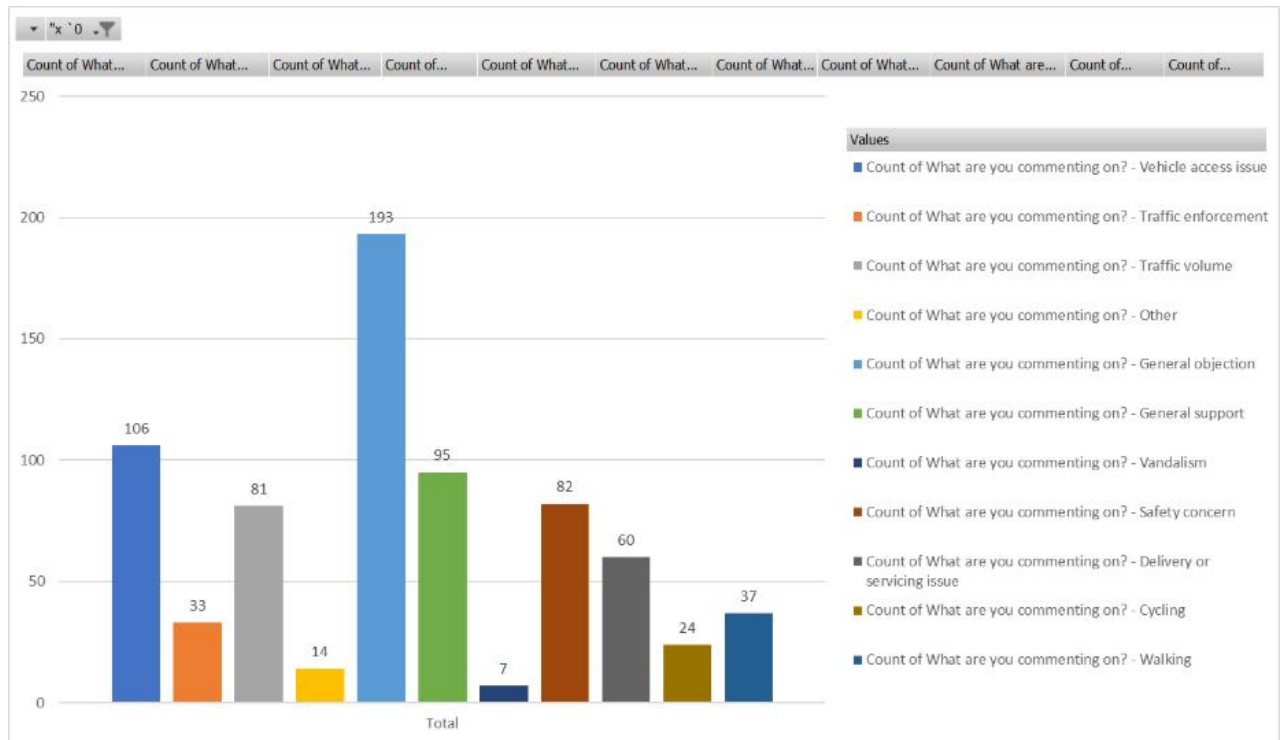
Those that commented on West Ealing North



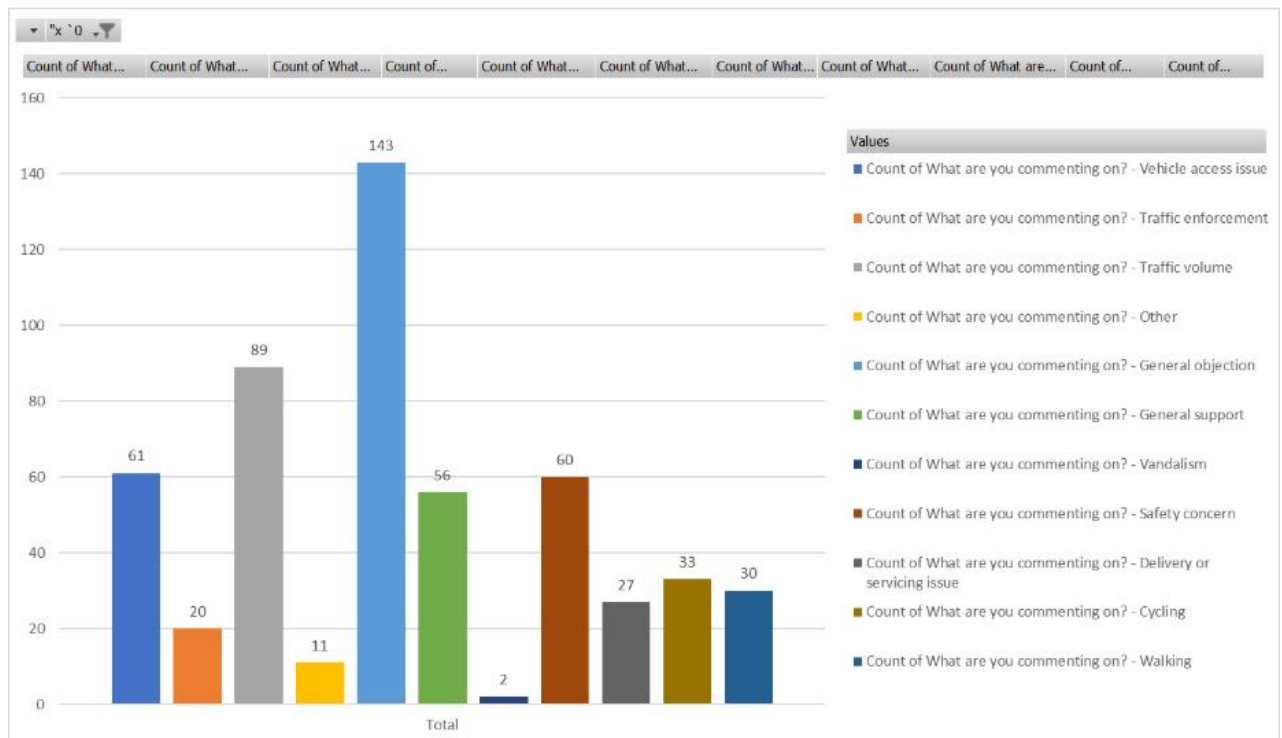
Those that commented on Acton Central



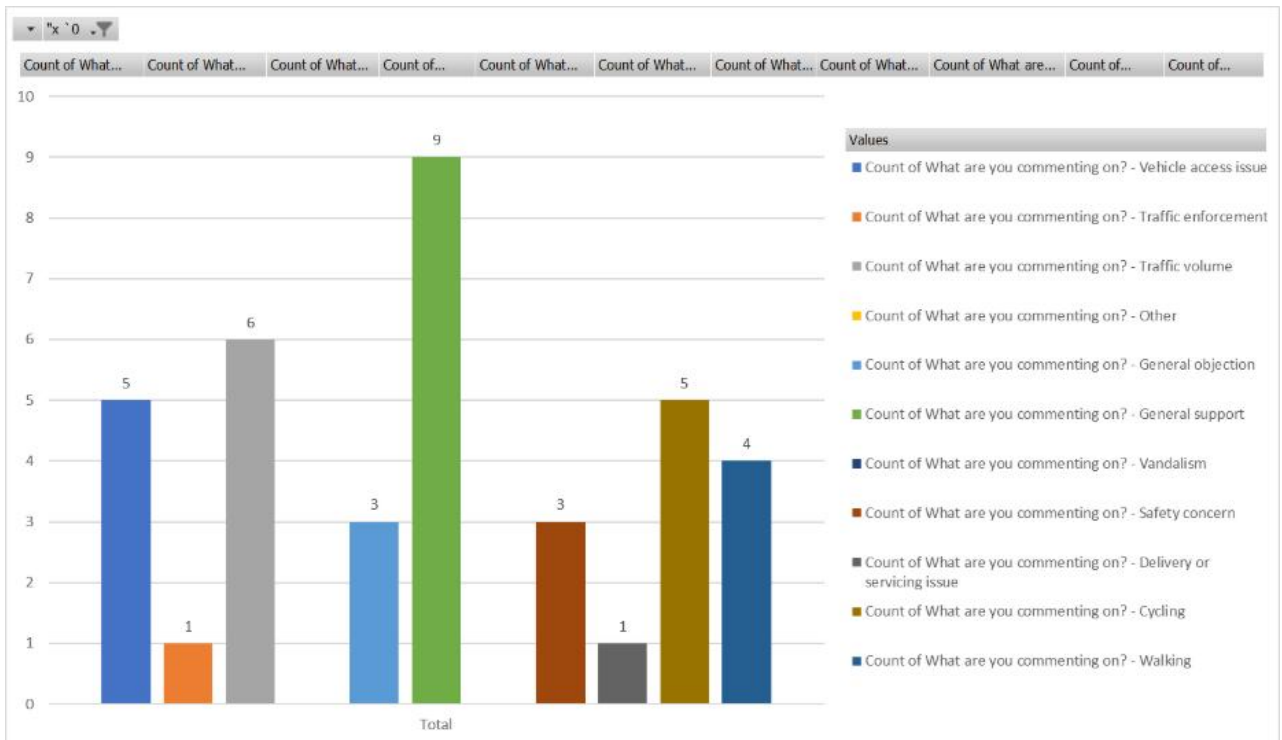
Those that commented on Loveday Road



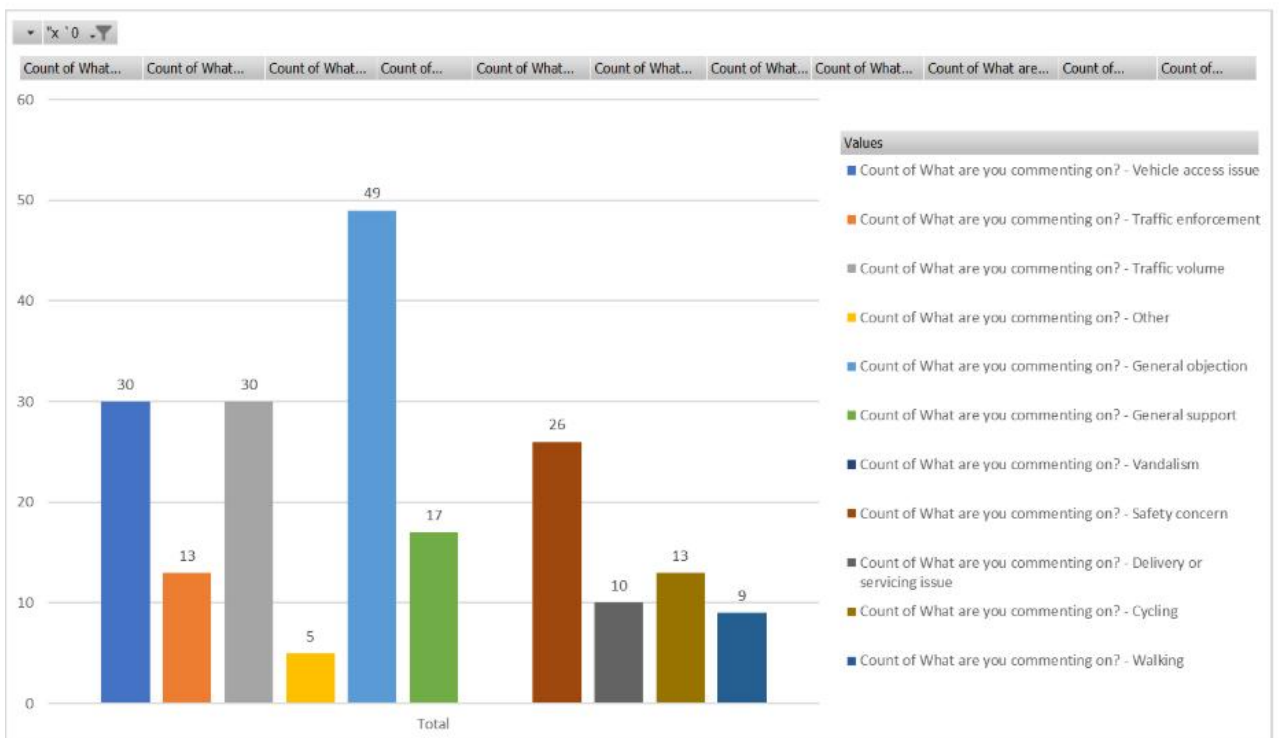
Those that commented on Junction Road



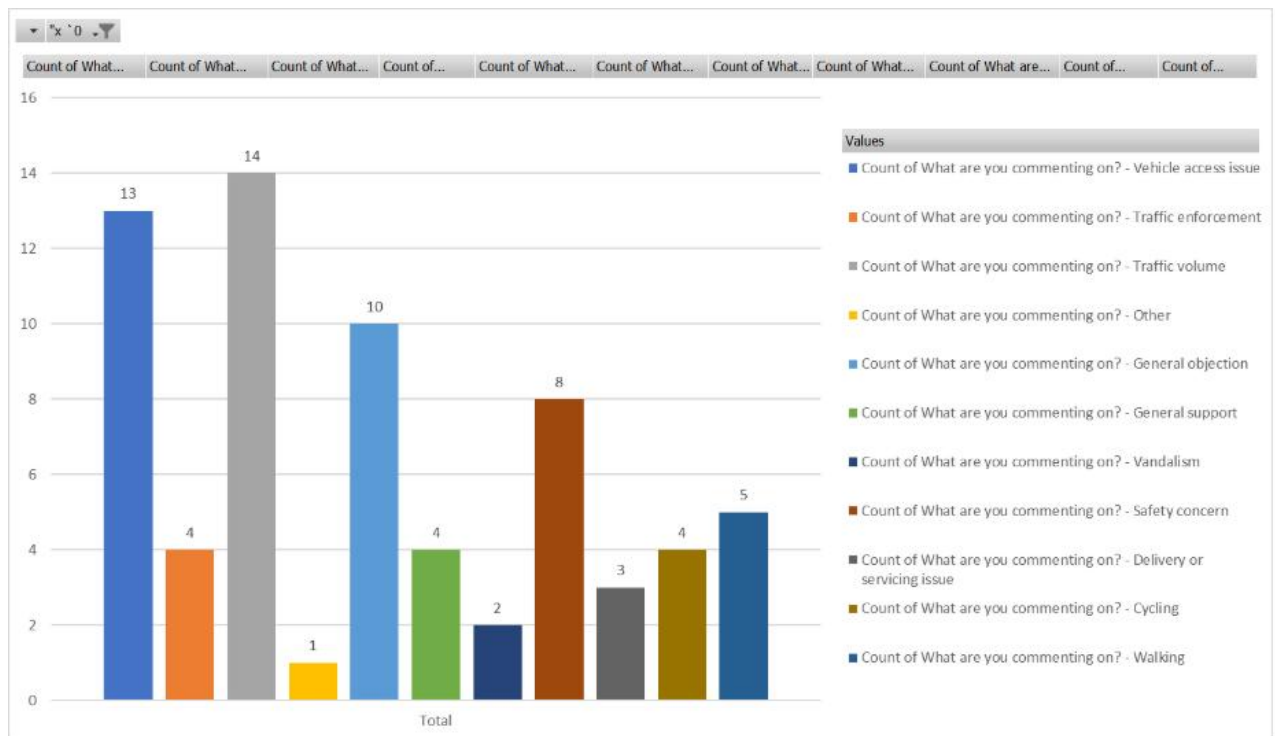
Those that commented on Bowes Road



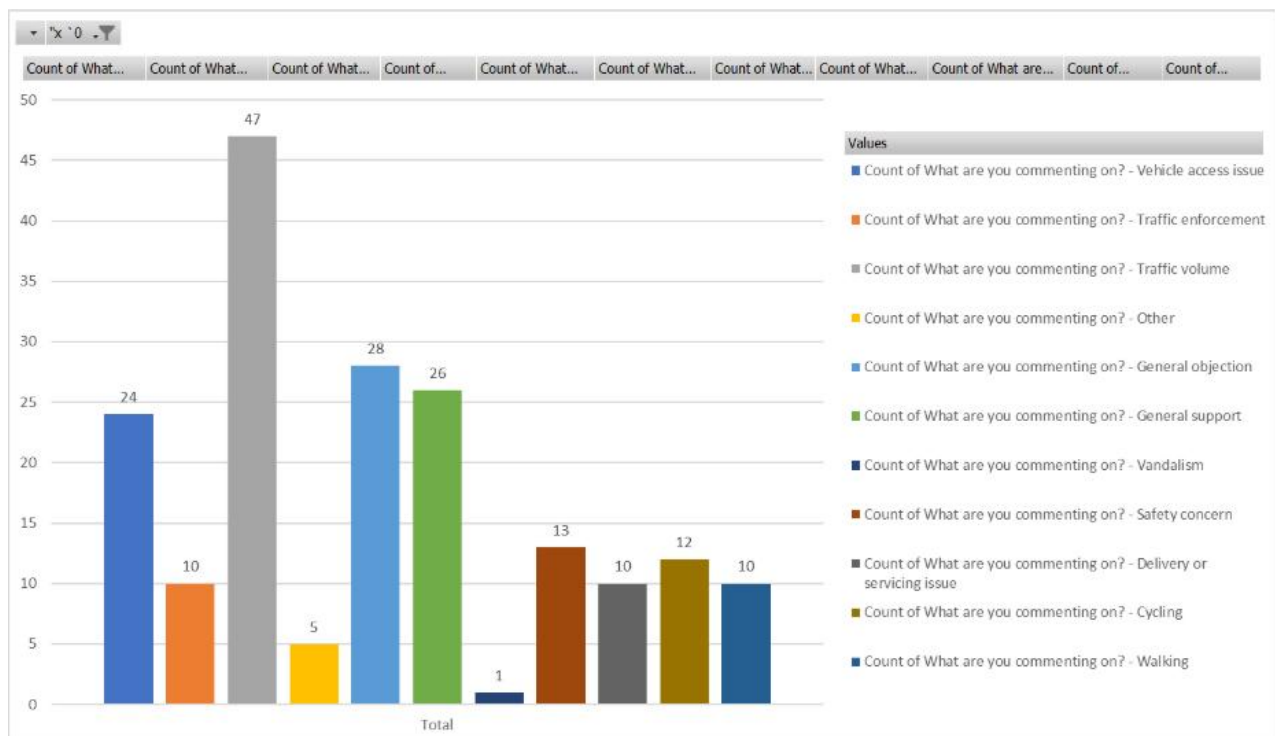
Those that commented on Mattock Lane



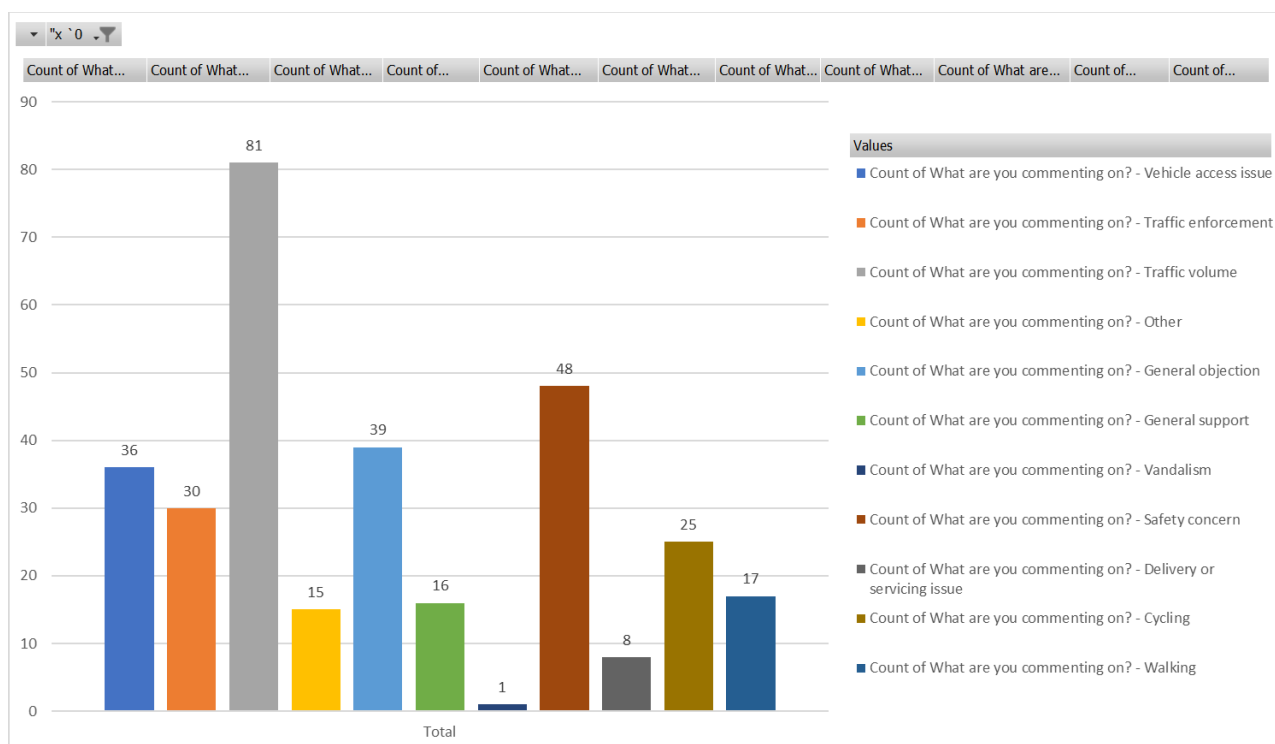
Those that commented on Adrienne Avenue



Those that commented on Olive Road



Those that commented on Area(s) outside and LTN



Specific Comments on the Operation and Design of the LTNs

The table below lists specific comments made on Commonplace relating to the operation and/or design of the LTNs, rather than general comments which are shown above.

[Note: Given that in Commonplace, the respondent could place a pin in the vicinity of their comment, some pins refer to more than one LTN, hence the additional geographical reference.]

Geographical Reference	LTN(s)	Comment	LBE Response
Northfields	21	Blockage to Boston Road/Northfields Avenue	
		Difficulty Accessing Northfields Avenue	
		Danger at the Traffic Lights	
Uxbridge Road	20, 21	Uxbridge/Northfields Junction Problems	
		Concern at banned turns	
Boston Manor	21	Danger for school	
Swyncombe Avenue and Windmill Road	21	General frustration that traffic has increased on Swyncombe Avenue	

Leighton Road	21	People driving through bollards	
Midhurst Road	21	People driving through bollards	
Churchfield Road	25	Concern that top/corner of Churchfield is dangerous	
Mattock Lane	30	Lots of people doing three-point turns	
South Ealing Road	21, 32	Frustration that these roadworks have been undertaken at same time (or shortly after) other roadworks	
Felix Road/ Endsleigh Road	20	Non-compliance at the one-way restriction	
		Concern that Felix Road is unfairly taking through traffic from Endsleigh Road	
		Unclear signage in LTN20	
Eccleston Road	20	Increase in traffic on Eccleston Road due to LTN20	
		Unclear signage on Eccleston Road	
Alexandria Road	20	Non-compliance at the one-way restriction	
		Concern at outdated road signs causing confusion	
Walmer Gardens	21	Concern at increase in traffic and speeding	
		Concern at increase in HGVs	
Darwin Road	32	Concern at drivers endangering cyclists within the LTN	
		Concern that HGVs are having to reverse along Darwin Road due to the road closure at Junction Road	
		Concern at increased traffic on Darwin Road	
Kew	21	Concern that consumers are going to Kew instead of Ealing due to LTNs	

Clitherow Avenue	21	Concern that traffic and HGVs has increased	
		Concern that consumers are going to Brentford instead of Ealing due to LTNs	
Goldsmith Avenue	25	Suggest a stronger lock on emergency gate	
		Concern that walking at night feels unsafe due to quiet street	
Lower Boston Road	21	Concern at danger to children from new rat runs	
		Concern about the pollution risk to children at St Mark's School resulting from increased congestion nearby	
Popes Lane	8	Pinch point South Ealing Road and Popes Lane, suggestion to review the phasing of traffic signals here	
Mattock Lane	30	frustration about the placement of bollards	

COVID Emergency Low Traffic Neighbourhoods – Interim Assessment

30th November 2020

Technical Appendix

1. What do we currently know about the effects of the LTNs on traffic flow?

1.1 Overview

- The recent introduction of nine trial LTNs in Ealing, part of a package of Emergency Active Travel measures called for and funded by the Government, was not accompanied by the traffic survey and analysis work that would usually have been undertaken. This was because (a) the Department for Transport expressly called for “these measures to be delivered quickly using temporary materials” (letter dated 28th May) and (b) the effects of COVID-19 and the associated lockdowns on travel patterns would have rendered most survey data collected at the time meaningless.
- The Council’s usual approach to such schemes is evidenced by the substantial data collection and consultation work undertaken in connection with two proposed LTNs (in West Ealing and Olive Road) that had been in development prior to the pandemic.
- Any data on traffic flow in Ealing since mid-March will have been subject to a number of variables that make it unsuitable for determining established patterns that might be associated with the introduction of the trial LTNs.
- In normal times, traffic surveys are undertaken in ‘neutral’ periods during which flows might reasonably be considered representative of general patterns. (So, for example, surveys are not generally undertaken during school holidays or in the winter.) There has been no time since the beginning of the pandemic when traffic conditions could be in any way described as ‘neutral’ or settled. The number of variables include the different phases of COVID-19 lockdown, the differing responses by different people to the restrictions on public transport use, varying abilities to work from home (at least part-time), and the effects of school holidays (which will have been entirely different from previous years), and the trial LTNs themselves.
- The possible effect of relatively long-term roadworks needs also to be considered, especially bearing in mind the relatively short period since the trial LTNs began to be introduced.
- The table below lists a number of events, all of which can be expected to have had some effect on traffic patterns on streets in or near the trial LTNs.

Date	Event
29 th February	End of pre-COVID period
16 th March	PM: all non-essential travel to be curtailed
23 rd March	PM: Lockdown 1
4 th -19 th April	Ealing schools Easter holiday
13 th May	PM: slight easing of Lockdown 1
28 th May	South Ealing area roadworks (gas) recommenced
1 st June	PM: further easing; Reception, Years 1&6 back to school
15 th June	PM: Non-essential shops reopen; limited return to school
6 th July	PM: pubs and restaurants allowed to reopen

22 nd July	LTN48 (Adrienne Avenue) operational
23 rd July	LTN34 (Bowes Road) operational
25 th July-1 st Sept	Ealing schools summer holiday
5 th August	LTN08 (Olive Road) operational
14 th August	LTN32 (Junction Road) operational
26 th August	LTN35 (Mattock Lane) operational LTN21 (West Ealing South) operational
2 nd September	Ealing Fields School opens
3 rd September	LTN25 (Acton Central) operational
29 th September	LTN21 (West Ealing North) operational
17 th October	London enters Lockdown Tier 2
24 th Oct-1 st Nov	Ealing schools half-term holiday
2 nd November	School Streets for Oaklands (and others) introduced
4 th November	LTN30 (Loveday Road) operational
5 th November	PM: Lockdown 2
14 th November	Major roadworks at B455/B4419 junction begin. Ongoing.

- The fact that there is known to have been a good deal of non-compliance with some LTN restrictions also makes it hard to be certain about how much traffic might have been displaced to other streets arising from the introduction of LTN measures.
- In summary, although relevant traffic data has been and will be gathered from a wide variety of sources, it is too early to be able to establish any reliable causal relationship between traffic flows and trial LTN measures, whether specific or general. As is mentioned in section 4, many people objecting to the trial LTNs do so at least partially on the basis of assertions that traffic flows on boundary roads have increased because of the LTN measures. While some displacement of traffic from streets within LTNs has almost certainly taken place, the scale of this and, especially its effect on two key considerations – congestion and air quality – cannot be identified with any certainty at this stage, not least in view of the effects of COVID-19 on car use (which are also uncertain).
- Moreover, evidence from elsewhere (e.g. Waltham Forest) indicates that overall traffic levels fall over time as a result of LTN measures, because people choose to swap some car trips to other modes (e.g. walking or cycling), or combine shorter car trips with longer ones, or simply choose not to make them. These effects may be noticeable towards the end of the six-month trial period for each LTN.

1.2 Conventional traffic count data

Relevant traffic data from the period prior to the pandemic is available from the following sources:

- Surveys undertaken for the West Ealing Liveable Neighbourhood programme.
- Surveys undertaken in bringing forward proposals for the Olive Road LTN.
- Traffic surveys undertaken on Windmill Road and Swyncombe Avenue.
- Surveys undertaken by the Department for Transport at several sites in the borough.

In terms of before/after analysis, the only traffic counts undertaken since the introduction of the first trial LTN have been on Swyncombe Avenue/Windmill Road, with surveys by both Ealing and Hounslow Councils. A summary of the available before and after data is provided in the table below.

Swyncombe Avenue (weekday, all motor vehicles, both directions combined)		
Date	7-10am	7am-7pm
February 2015	2,198	8,171
February 2019	2,172	7,863
September 2020	1,861	8,329
November 2020	1,703	6,840

These data suggest that traffic flows along Swyncombe Avenue, a boundary road for LTN21, have remained remarkably consistent over time. Subject to the caveats mentioned in section 1.1, there is no evidence that the introduction of LTN21 has yet had a significant effect either way. Anecdotal reports of congestion here seem to be the short-lived daily consequence of travel to and from the new Ealing Fields School, rather than increased traffic levels. Video surveys in November 2020 show queuing associated with the heavy use of the zebra crossing on Windmill Road at the Northfield Avenue/Little Ealing Lane junction.

A summary of conventional traffic count data from all sources is provided in Table 1. A Map showing the location of these counts is provided as Figure 1.

1.3 Additional data from Transport for London

TfL is able to provide data from two sources that are helpful in understanding the effects of the trial LTNs. This data exists for the pre-COVID-19 period, for the period between the start of the pandemic, and since the trial LTNs became operational. The sources are:

- Data from traffic signal junctions that are controlled by the SCOOT system. This data includes and estimation of traffic flows and an approximation of congestion.
- Bus journey time (iBus) data. This will help understand any congestion issues on LTN boundary roads. No information from this source has been made available in time for the Initial Assessment report, but this will be available for all relevant streets carrying bus routes for the six-month reports.

SCOOT data has been provided for the two locations of particular interest: the junction of both Lower Boston Road and Northfield Avenue with the Uxbridge Road (respectively the 'Viaduct' and 'Lido' junctions). (The signals at the junction of South Ealing Road with Pope's Lane and Little Ealing Lane is not operated under SCOOT control and so no data is available for that location). The data provided to date covers the period from 1st September 2019 to 25th November 2020. This information indicates that:

- At the Viaduct junction (Lower Boston Road), total traffic flows have broadly returned to pre-pandemic levels. However, both flows and congestion on Lower Boston Road increased to greater than pre-pandemic levels at the end of August (broadly coincident with the introduction of LTN21) but both have also since declined somewhat.
- At the Lido junction (Northfield Avenue), both traffic flows and congestion are currently slightly below pre-pandemic levels.

A more detailed analysis of the SCOOT data is appended as Attachment 1.

1.4 Additional data from third party suppliers

Estimated traffic flows on defined streets and an understanding of through traffic routing for each LTN can be obtained from two third party suppliers. Floop uses data insurance company black box recorders installed in a range of vehicles, while INRIX uses similar data from major vehicle fleet operators. Data from Floop has been obtained directly by the Council, while data from INRIX will be provided through TfL and will be available for the six-month assessment.

Data from both sources is available for the pre-Covid, Covid-to-LTNs, and post LTNs time periods. Because both datasets represent only a proportion of all vehicles, the data is more reliable the longer the period in question (i.e. the pre-Covid period/baseline data will be most reliable) and needs to be calibrated using available counts.

The information is used to estimate traffic flows on any street within or around a specified area (e.g. a LTN) and is also used to identify the proportion of traffic from any given entry point that leaves the area from each of the available exit points. This helps identify through traffic patterns.

Initial outputs have been obtained from Floop and provide estimates of traffic flows on all streets in and around all trial LTNs, and of through-routing in each LTN. The data currently received covers the pre-pandemic period only and requires to be calibrated against known actual traffic flows on relevant links (see sections 1.2 and 1.3). Comprehensive, calibrated data for all LTNs will also be available for the post-LTNs period for the six-month reviews. For the present, Attachment 2 provides a sample of the summary traffic flow data for each LTN for an average weekday (7am-7pm). Prior to calibration, all flows are best understood as relative, not actual.

The Council has also been monitoring publicly available data from SatNav providers since early October to develop an understanding of average journey times on selected routes adjacent to the LTN08, LTN20, LTN21, LTN30, LTN32 and LTN35. This helps with understanding patterns of congestion. However, the publicly available data can only be obtained for each successive present day, and historic patterns cannot be examined. This data is also for private use only, and so cannot be published at this stage. The Council will seek to obtain permission to publish details and, if possible, historic data as part of the six-month assessment. The key findings are:

- Over the period since early October, average weekday flows on all links observed show usual patterns of peaking.
- While there are a small number of outliers at specific times on specific days on specific links, there is no evidence of general patterns of excessive queuing on any links. The causes of outliers are unknown, but may include broken down vehicles, traffic collisions (however minor), or roadworks.
- The data reveals that, between the classic morning and late afternoon/evening peaks, journey times on all observed routes reduce appreciably compared with the peaks themselves. This is indicative of the fact that traffic is reasonably free-flowing past boundary road schools (e.g. St Marks', Little Ealing, Mount Carmel, Ealing Fields) during school hours. This, in turn, is indicative of there being unlikely to be particular air quality concerns related to queuing traffic.
- This data is not conclusive on congestion issues and cannot be used to suggest that anecdotal reports of long queues on some routes at some times are untrue (see section 4.3). However, it does point to the lack of any causes of general or particular concern in relation to congestion on boundary roads since the implementation of the adjacent LTNs.

Traffic Flow Summary

It is too soon to say with any certainty what the effect of the trial LTNs has been on traffic flows, specifically or generally. The available data does not point to any concerns of excessive congestion on boundary roads. Increased flows on Lower Boston Road have been recorded, though these also appear now to be declining. Increased congestion on Pope's Lanes has also been reported. Some displacement of traffic from streets within LTNs to boundary roads would be expected, but isolating the effects of LTNs from other influences on traffic levels (e.g. COVID-19, the full return to school coinciding with the introduction of LTN21) is not currently possible. More comprehensive and reliable data will be available at the end of the six-month trial periods.

2. What do we currently know about the effects of the LTNs on access by emergency vehicles?

- A report of responses by all three emergency services to a proforma questionnaire is appended as Attachment 3. The summary is provided on the last page (page 6).

Emergency Services Summary

Notwithstanding the failure to obtain comments from the London Ambulance Service prior to installing the trial LTNs, and notwithstanding also anecdotal evidence of some delays to emergency crews having arisen from negotiating certain filters, no records of failures to meet response time target attributable to any of the measures were contained in the questionnaire response. All emergency services would prefer filters to be controlled by ANPR cameras rather than fixed bollards, and this is particularly so in the case of the larger LTNs, like LTN21.

3. What do we currently know about the effects of the LTNs on air quality?

- Ealing has ten permanent AQ monitoring sites (NO_x, PMs, etc), but these are largely irrelevant in terms of location relative to the LTNs.
- Ealing has a far higher number of Diffusion Tube (NO_x only) sites, and tubes have recently been installed at 13 additional sites relevant to the LTNs. (Map to be provided.)
- No meaningful AQ data can be reported in the Initial Assessment. The way in which the information available is used, including allowing for the effect of weather and background events, needs careful consideration so that data presented cannot be used misleadingly.
- For the present, evidence of congestion can be used as a proxy for air quality (see section 1).

Air Quality Summary

It is too soon to be able to report on what effect of the trial LTNs may have had on air quality, specifically or generally. A properly considered and evidenced report will be possible at the end of the six-month trial periods.

4. What have local people said about the effects of the LTNs to date?

4.1 Overview

- All emails to the CovidTransport address up to CoP 20th November have been analysed – see table below.
- All emails to the Traffic Notices address up to CoP 20th November have been analysed – see Attachment 4.
- All comments on the Commonplace website up to CoP on 20th November have been analysed – see Attachment 5.
- Given the number of comments received, the analysis undertaken in the time available has meant that there will inevitably be some double-counting in the current reporting on the total number of comments received by different individuals (for both to supporting and objecting emails).

4.2 Summary of generic comments

Positive

- An appreciable (smellable, taste-able) improvement in air quality on streets within LTNs.
- A noticeable reduction in the total number of motor vehicles on streets within LTNs, leading to reduced concerns about road safety.
- A noticeable reduction in the speed of motor vehicles on streets with LTNs, also leading to reduced concerns about road safety.
- A noticeable reduction in traffic noise on streets within LTNs, making it more pleasant to live and be out and about on local streets.
- A reduction in the number of incidents of horn-blowing/shouting involving drivers 'facing off' at pinch-points.
- Feeling much happier to cycle and walk, especially on LTN streets, and noticing lots more people out and about on foot and cycle.
- Particular emphasis on the positive effect on children, in relation to the potential harm to them (e.g. lung damage, road safety) from motor traffic.
- General support for attempts to reduce motor traffic levels overall.

Negative

- Objections to the increase in distance for some car trips due to the need now to go 'the long way round'.
- Specific concern about the effect on access for people with disabilities (i.e. people for whom a car is a mobility aid) and for those who care for disabled or sick people locally.
- Similar specific concern about the effect of longer routing on people who need to drive for non-commuting business reasons (e.g. making deliveries, or carrying people/pets).
- Objections about the lack of prior consultation (e.g. as previously for CPZs).
- Concern about the effect on access by emergency services vehicles (supported in some instances by reports of observed incidents leading to some delays).
- Concern about the likely negative effects of LTNs on boundary roads; specifically, displaced traffic making both congestion and air quality worse.
- Concern that streets are now too quiet, prompting personal security fears.

4.3 Summary of principal issues raised for each LTN, with officer response

ISSUE	RESPONSE
LTN08 Olive Road	
<p>Banning the right turn from Pope's Lane into Oliver Road has made queues worse on the westbound Pope's Lane approach to the traffic signals at South Ealing Road.</p>	<p>This LTN had previously been requested by local people, and a permanent scheme had been in preparation, with traffic surveys and consultation undertaken prior to the pandemic.</p> <p>The purpose of the measures is to prevent drivers avoiding the right turn at the Pope's Lane/ South Ealing Road by turning right into Olive Road instead. Counts undertaken in February 2019 found an average of one vehicle/minute turning right from Pope's Lane into Olive Road in the evening peak period.</p> <p>The Pope's Lane arm of the main junction is the only one with a single lane at the stop-line and there is no room for widening. TfL has been approached to change the signals to give more time to the right turn from Pope's Lane, as there does seem to be some inefficiencies in the current method of signal control.</p> <p>The Pope's Lane traffic and queue length surveys undertaken in February 2019 should be repeated for the South Ealing Road and Olive Road junctions in early 2021 to help inform action.</p>
LTN48 Adrienne Avenue	
<p>With the filter in its current location, that rat-run is successfully blocked. However, this means there is no direct access between the trading estate and Ruislip Road. Most complaints about vans and lorries from the trading estate now using residential streets have come from Kenilworth Gdns residents.</p>	<p>Moving the filter one street south, to just north of Kenilworth Gdns, would re-open access between the trading estate and Ruislip Road, but would focus general rat-running on Woodstock Ave. A second filter could therefore be installed at the west end of Woodstock Ave</p> <p>Painting Double Yellow Lines at the junctions of all three side streets with Adrienne Avenue has been proposed as a short-term measure, to enable larger vehicles to turn safely.</p>
LTN34 Bowes Road	
<p>It was suggested that the filter could be shifted from the Glendun Road (east) side of the area to the Friar's Place Lane (west) side of the area.</p>	<p>It would be possible to swap the filter to Friars Place Lane, but this would just recreate the same issue for a larger number of residents (including those of Vyner Road and Perryn Road). The effect of a swap would in any case be likely to mean that people from the east side of the area could have longer</p>

	<p>journeys, if returning home along East Acton Lane from the west, especially at the busiest times.</p>
<p>In terms of reducing the cause of rat-running, which is eastbound traffic blocking back from Savoy Circus along East Acton Lane (EAL), suggestions were: a yellow box could be more effective than the current 'Keep Clear' markings where EAL meets Old Oak Common Lane (OOCL); the exit from EAL to OOCL could be widened; and the EAL/Bromyard junction could be changed from a roundabout to a simple priority junction so traffic coming up from The Vale and turning right at the roundabout towards Savoy Circus doesn't effectively block traffic approaching eastbound along EAL in the peaks.</p>	<p>As with other queue-avoiding rat-runs, all reasonable options that might help reduce the length of the main queue, such as these, should be explored; although this is out with the LTN programme itself.</p>
<p>LTN32 Junction Road</p>	
<p>The main specific concern reported is that traffic seeking to avoid the South Ealing Road/Pope's Lane/Little Ealing Road lights is now focused on Lawrence Road and Radbourne Avenue.</p>	<p>Previously, rat-running traffic avoiding the left turn at the signals into Little Ealing Lane could use a range of east-west side streets, from Whitestile Road northwards. The specific effect of the LTN measures on Lawrence Road is therefore plausible, even if less total rat-running would be expected, because the length of queue to avoid is shorter by the time Lawrence Road has been reached. The total amount of rat-running traffic in the northernmost section of Radbourne Ave should, at best, be no greater than previously.</p> <p>A corresponding dog-leg rat-run may exist via Ealing Park Gardens & Birkbeck Road, especially in the light of reported congestion at Windmill/Northfield/Little Ealing near the new school. However, it hasn't (yet) featured in email feedback.</p>
<p>LTN35-LTN30 Mattock Lane-Loveday Road</p>	
<p>No specific comments or suggestions other than generic issues listed in 4.2.</p>	
<p>Concern about the adequacy of signage at boundaries.</p>	<p>Signs on entry could have been more prominent and clearer to drivers unfamiliar with the area. A review will be undertaken, with proposals for change, as appropriate, for the six-month reviews.</p>

Concern about vandalism and non-compliance with regulations.	Maintenance crews have sought to keep pace with repairing damaged planters and bollards. Fines for non-compliance will be issued at ANPR sites from 7 th December 2020.
LTN21 West Ealing South	
Complaints were raised by people in the northern part of the area (e.g. Coldershaw Road etc) that the size of the LTN and the arrangement of measures means they are subject to especially long diversions on some journeys, and that this problem is compounded by their having to access their streets only via Uxbridge Road, which is generally subject to more congestion than other boundary roads.	This issue is noted, and is a consequence of the arrangement and spacing of the main roads in West Ealing. The reason why Elthorne Park Road and Leighton Road were relatively busy compared to other residential streets in LTN21 is that they had become used as a proxy east-west 'main road'. The proportionate effect on LTN21 on residents north of that route will be explored and any possible changes reported on at the six-month review.
Specific concern about the effect on Blue Badge holders (from all parts of the LTN) was raised, also citing the issues associated with the sheer size of the LTN and its effect on extending journey distances.	This issue is noted. Exemptions for Blue Badge holders living within the LTN, allowing them passage through ANPR-controlled filters will be explored.
Many respondents claimed that the arrangement of filters, along Midhurst Road in particular has 'divided the community'.	This view has been countered by supporters of the scheme who cite the ability to walk and cycle more safely and conveniently across the area makes it easier and more pleasant to visit neighbours locally.
Specific concerns were raised about the effect of the LTN on trade at Jay's Superstore on Midhurst Road.	Officers will explore this issue with the business owner.
Some respondents noticed more parking near their homes, possibly because some neighbours find it more convenient to park slightly further from their own homes, in order to be on the 'right' side of a filter for their regular journeys.	Some effects like this would be expected in general terms but impossible to predict. To be kept under review.
Concern about vandalism and non-compliance with regulations.	Maintenance crews have sought to keep pace with repairing damaged planters and bollards. Fines for non-compliance will be issued at ANPR sites from 7 th December 2020.
LTN25 Acton Central	
In addition to the generic issues listed in 4.2, the main local issue concerns the length of diversion of some car journeys due to the size of the LTN and the local geography (A40 and railway corridor boundaries).	Pre-pandemic, this LTN was part of a wider planned scheme, including changes along Churchfield Road and to side streets. As this wider scheme is reconsidered, possible changes to the current LTN will be explored.

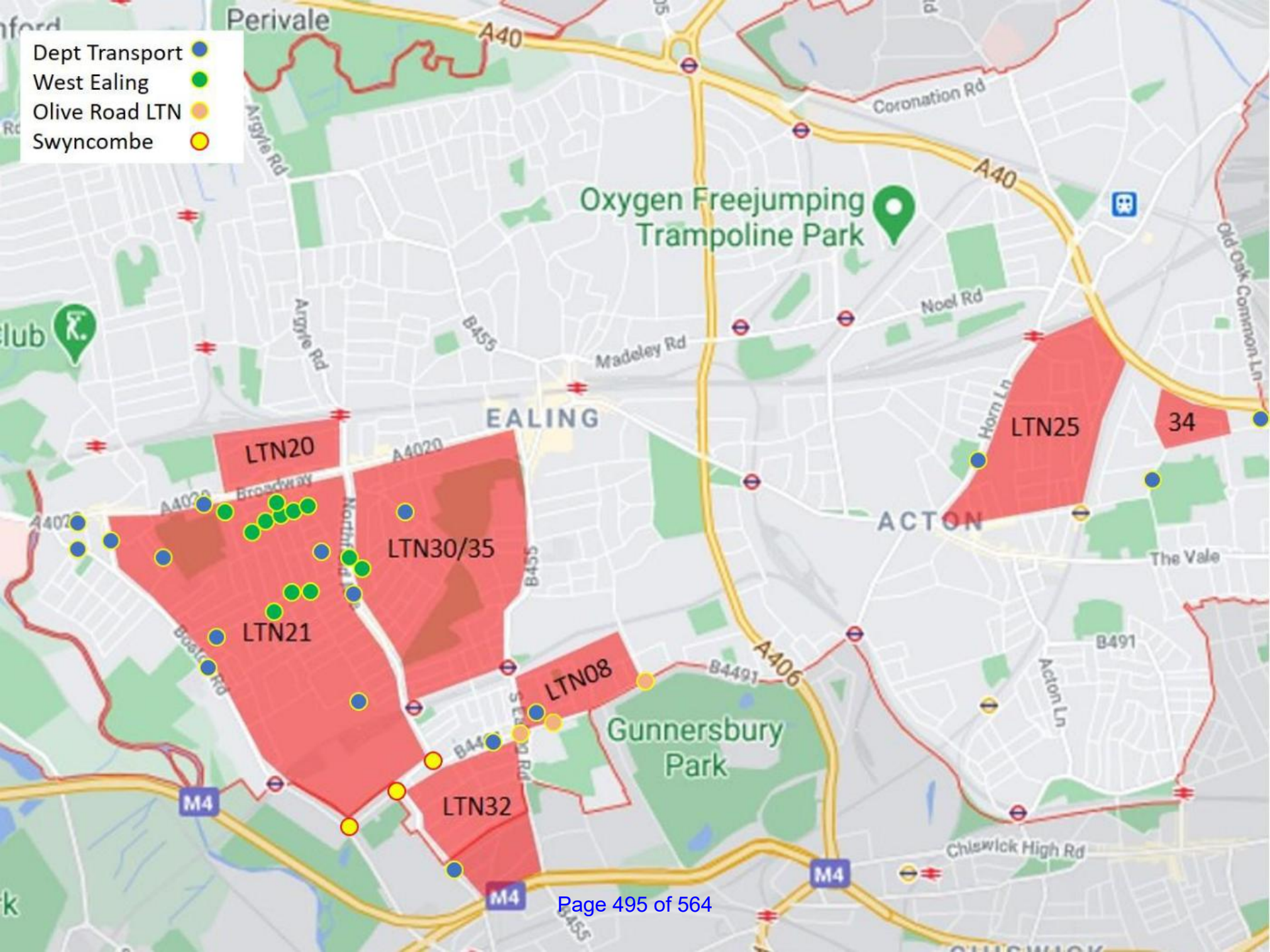
LTN20 West Ealing North	
<p>Responses generally queried whether the balance of pros/cons is excluding through traffic from routing via Eccleston, Felix and Alexandria meant residents having to route east via the already busy Uxbridge Road and Lido junctions.</p>	<p>This LTN was under prior consideration arising from the WELN project.</p> <p>While the new measures block eastbound through traffic, westbound through traffic is obliged to route via the area because the right turn from Drayton Green Road into Uxbridge Road has been banned for many years.</p> <p>That right turn should, in principle, be reinstated, but it has not been because of the modelled negative effect on the overall capacity of the Lido junction.</p> <p>In line with the Council's wider policies and actions aimed at traffic reduction, reinstating this right turn could now be reconsidered.</p> <p>If ANPR camera controls were installed, residents of LTN20 could be granted exemptions for travelling east along Alexandria Road.</p>

4.4 Future Focus Groups

- These will be undertaken for the six month assessment.
- It's relatively easy to determine what groups of people should be invited: residents, local businesses, disabled people and carers, for example.
- However, it will be more challenging to agree which individuals should take part, especially considering the need to ensure that it can fairly be said that groups represent a wide range of opinion. It will be useful to have a discussion on this with a range of officers as soon as practicable.
- A standard set of questions/prompts will also be needed.

5. What have Councillors said about the effects of the LTNs to date?

- Feedback from ward members has been regularly sought throughout the trial. Most ward councillors have sent e-mails citing both their personal, or their constituents' concerns or support as well as reporting issues with vandalism. Ward members will be consulted on the outcomes of the interim assessments and will be involved in the final decisions on the future of the LTNs. Regular briefing meetings have been held for members on the full range of active travel schemes, including LTNs.
- In addition, the Council held a Councillor engagement for the Interim Assessment in the week beginning 23rd November. See also paragraph 3.3 of the main Cabinet Report.



- Dept Transport ●
- West Ealing ●
- Olive Road LTN ●
- Swyncombe ●

Table 1 - Conventional Traffic Count Data Relevant to Ealing LTNs

All motor vehicles

Department for Transport						
Street	LTN	Last Count Date	7am-7pm	AADF Latest	Direction	Notes
East Acton Lane approach to Savoy Circus (n/b only)	34	03/07/2018	8,054	9,494	n/b only	
East Acton Lane between Churchfield and Shaa	34	14/05/2018	7,405	8,602	Both	
Horn Lane opp Springfield Gardens	25	11/07/2018	13,786	17,598	Both	
Durham Road	08	29/03/2019	1,208	1,361	Both	
Little Ealing Lane, just E of Weymouth	32	15/10/2018	7,708	8,849	Both	
Windmill Road, just S of Whitestile	32	10/05/2019	7,390	8,709	Both	
Churchfield Road, btw Somerset & Rathgar	30-35	02/05/2018	2,689	3,221	Both	
Northfield Avenue, btw Northfield Rd & Balfour Rd	21	15/03/2019	10,167	12,203	Both	
Uxbridge Road, on 'Hanwell Hill'	21	07/06/2018	17,643	22,801	Both	
Uxbridge Road, W of Grosvenor Road	21	04/06/2015	14,488	18,784	Both	
Boston Road, Hanwell town centre	21	04/07/2018	5,822	7,676	s/b only	
Lower Boston Road, approaching the Viaduct	21	08/07/2016	5,358	6,739	n/b only	
Deans Road	21	18/07/2019	1,538	1,868	s/b only	
Boston Road, opp Clitherow Avenue	21	19/06/2012	13,218	16,944	Both	2012 latest count, but AADF for 2019
Elthorne Park Road (west end)	21	21/06/2019	1,693	1,970	Both	
Glenfield Terrace	21	02/10/2019	169	204	Both	
Cranmer Avenue	21	10/10/2019	420	495	Both	

Live West Ealing: LTN Engagement Report						
Street	LTN	Date	7am-7pm	Daily	Direction	Notes
Leeland Terrace, by Melbourne Avenue	21	2019 tbc		2,677	Both	
Grosvenor Road, N of Hatfield Road	21	2019 tbc		947	Both	
Coldershaw Road, N of Oaklands Road	21	2019 tbc		2,720	Both	DfT has 1,309 AADF for section S of Oaklands Rd in 2009
St James' Avenue	21	2019 tbc		601	Both	
Melbourne Avenue	21	2019 tbc		236*	s/b only	* Street is 2-way, but count data only for s/b
Westfield Road, S of Leeland Terrace	21	2019 tbc		747	s/b only	
Seaford Road, S of Leeland Terrace	21	2019 tbc		890	n/b only	
Midhurst Road, S of Leighton Road	21	2019 tbc		1,735	Both	
Leighton Road, btw St Kilda & Adelaide	21	2019 tbc		3,073	Both	
Burns Road	21	2019 tbc		231	s/b only	* Street is 2-way, but count data only for s/b
Northfield Avenue, N of Leighton Road	21	2019 tbc		11,386	Both	DfT AADF = 12,203 (S of Leighton)
Occupation Road	30	2019 tbc		295	Both	

Olive Road Area Study						
Street	LTN	Date	7am-10am	4pm-7pm	Direction	Notes
Pope's Lane at B455 junction	08	27/02/2019	2,090	2,118	Both	
Little Ealing Lane at B455 junction	08	27/02/2019	1,596	1,742	Both	DfT AADF = 8,849 (E of Weymouth)
South Ealing Road S at B4491 junction	08	27/02/2019	3,021	3,418	Both	
South Ealing Road N at B4491 junction	08	27/02/2019	2,431	2,650	Both	
Right turn from Pope's Lane into Olive Road	08	27/02/2019	56	172	Right turn	

Swyncombe Avenue, Hounslow						
Street	LTN	Date	7am-10am	7am-7pm	Direction	Notes
Swyncombe Avenue	21, 32	26/02/2015	2,198	8,171	Both	
Swyncombe Avenue	21, 32	21/01/2019 *	2,172	7,863	Both	Figures are the average for 8 weekdays in Jan & Feb 2019
Swyncombe Avenue	21, 32	18/09/2020	1,861	8,329	Both	
Swyncombe Avenue	21, 32	10/11/2020	1,703	6,840	Both	

Contains Confidential or Exempt Information	NO
Title	Rental E-scooter trial
Responsible Officer(s)	Dipti Patel, Director of Place Delivery
Author(s)	Georgia Corr, Transport Planner
Portfolio(s)	Cllr Julian Bell, Regeneration and Transport, and Cllr Jasbir Anand, Environment and Highways
For Consideration By	Cabinet
Date to be considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	All
Keywords/Index	COVID-19 transport measures, e-scooters, shared mobility, social distancing, micro mobility, green recovery

Purpose of Report:

This report proposes the introduction of a pilot rental e-scooter hire scheme in the Borough as part of the Pan-London framework trial co-ordinated by Transport for London for a maximum period of 12-months, commencing in early 2021 and subject to the trial being at least cost-neutral.

1. Recommendations

It is recommended that Cabinet:

- a. Agrees to participate in the pan London e-scooter trial conditionally should a range of financial conditions be met that would enable selected rental e-scooter companies to operate in Ealing using designated parking spaces up to a maximum period of 12-months, with the option to extend by a further 6 months. The trial is being coordinated by Transport for London. Please refer to section 4 for more details.
- b. Delegates authority to the Director of Place Delivery,
 - (i) to make the necessary arrangements (including agreeing terms and conditions and entering into a service agreement and granting licenses to each selected operator) to introduce the pilot scheme, end the scheme or extend the pilot as appropriate in accordance with the contract and licence terms, and
 - (ii) approve the scheme on a permanent basis across the Borough depending upon the outcome of the pilot and final legal position with regard to the status and use of e-scooters

following consultation with the Director of Legal & Democratic Services.

- c. Notes that the Director of Place Delivery will exercise her existing delegated powers to make any traffic orders as may be necessary to implement the scheme and including permitting parking of the e-scooters on the footway (on the basis outlined below) subject to the outcome of statutory consultation.
- d. Notes that the implementation cost of the pilot scheme is expected to be managed within existing staff resources, but that if the cost of the trial exceeds the minimum upfront cost provided by the operators Ealing should only participate if the total cost of setting up the trial is guaranteed from payments by operators.

2. Reason for decision and Options considered

- 2.1 To support a green recovery in response to COVID-19, the Department for Transport (DfT) announced that rental e-scooter trials would be fast tracked to provide an additional mobility option to help reduce the pressure on public transport systems and minimise the spread of COVID-19.
- 2.2 Under previous legislation, e-scooters were illegal to use on the highway and only permitted in private developments. Given the need to react quickly, the DfT amended existing regulations to enable the use of rental e-scooters on the highway from July 4th, 2020 in England. The rental e-scooters will be permitted to be ridden on carriageways, shared footways and cycle lanes and tracks, but are prohibited to be ridden on footways.
- 2.3 The scheme would involve free standing e-scooters available for hire, similar to dockless bikes. The e-scooters themselves feature an individual locking device which is unlocked through an app on the user's mobile phone (Android and IOS). At the end of the journey the e-scooter will be required to be left within a designated parking area, which may take the format of bays, ready for its next use.
- 2.4 London Councils, Transport for London (TfL) and all 33 boroughs have been working in collaboration, at the request of the DfT, to develop a pan-London proposal for the operator selection process in which up to three rental e-scooter operators will be appointed following an OJEU compliant procurement using the innovation partnerships procedure are leading on the procurement of the operators, whom will be operating in all participating boroughs which will ensure continuity across the capital, overcoming inconsistencies in provision and operator protocol that resulted during the emergence of dockless bikes in London. The invitation to tender was launched by TfL on 17th November with successful operators anticipated to be announced early 2021.
- 2.5 This trial is only applicable to rental e-scooters and is anticipated to run for 12-months, with the option to extend by a further 6 months. Privately owned e-scooters will remain illegal to use other than on private property.

3. Key Implications

- 3.1 A e-scooter trial, if successful, would potentially enable a significant mode shift in Ealing. This could help alleviate pressure on the public transport network at a time where this is needed to minimise the spread of COVID-19 and reduce private vehicle use leading to better air quality and less congestion. The scheme fits with several of the Council's priorities and transport policies. Similar e-scooter schemes have already been introduced in many other world cities such as Paris, France, Portland and Los Angeles in the USA plus Singapore.
- 3.2 If scheme goes ahead Ealing would be amongst the first local authorities in the country to have such an e-scooter hire scheme.
- 3.3 The benefit of the scheme is that it would enable cheap e-scooter use for potentially every resident or visitor in the Borough, enabling them to trial a new mobility option. Currently private e-scooters are illegal to use other than on private property, therefore users would be able to experience a new mobility without the need to worry about it being stolen or having suitable parking facilities at their residence.
- 3.4 Concerns about e-scooter speeds have been raised by several groups including the RNIB as they state e-scooters will be difficult to see and hear and will be travelling very fast in comparison to pedestrians, potentially increasing the risk of collisions. To mitigate these concerns e-scooters will be illegal to use on the footway (unless it is a shared footway) so the risk of e-scooters and pedestrians mixing together should be low. Boroughs will also have the capability to choose areas where e-scooter speeds are limited to 8mph and can amend throughout the trial based on feedback.
- 3.5 E-scooters are low maintenance, predominantly made of aluminium and contain a GPS tracker that enables users to find their nearest rental via a smartphone app. For the trial to take place, the DfT have decided to classify e-scooters as motor vehicles, meaning that operators will need to have an insurance policy that covers the users of the vehicles, and e-scooter users will need to hold a provisional or full driving license ([categories AM, A1, A2, A and B](#)), which will limit the age range of users to at least 15 years and 9 months old. However, depending on the operators selected and their insurance, this may increase the minimum age to hire an e-scooter.
- 3.6 The DfT has requested Operators have stringent rider verification, which includes only allowing a driving license to be associated with a single account at one time to prevent fraudulent misuse.
- 3.7 The successful Operators e-scooters will be compliant with the standards the DfT have set out, which includes:
 - Being fitted with an electric motor with a maximum continuous power rating not exceeding 500 watts,
 - has two wheels, one front and one rear, aligned along the direction of travel,
 - are designed to carry no more than one person, has a maximum weight (excluding the rider) of 55kg,
 - Has a power control that defaults to the 'off' position,

- Have a bell or acoustic warning device fitted,
 - Have lighting at both the front and rear, which is always on throughout the rental period, and
 - Limited to a maximum speed of 15.5mph.
- 3.8 TfL are leading on the procurement process which is an open (one stage tender) innovation partnerships procedure. Ealing Council will have to use all providers selected through the open procedure. A PIN notice has been published and would use an accelerated timescale.
- 3.9 Specific details of the rental e-scooters will be provided as soon as the successful operators have been announced in early 2021. Borough Officers are updated on the trial's status weekly by TfL and London Councils in pan-London meetings.
- 3.10 Rental, and private e-scooters up to this point, have previously been illegal in England. As part of the trial, rental e-scooters will be permitted to be ridden on the public highway (except motorways), shared footways and cycle lanes and tracks. E-scooters will be prohibited to be ridden on footways.
- 3.11 Initially it is proposed that the scheme be introduced in Ealing Broadway and Acton as a first phase. TfL user modelling data has forecasted high levels of demand in Ealing Broadway and Acton based on people's propensity to change transport choice, and areas where overcrowding on the tube and buses compromise social distancing in the most crowded hour. This forecasting is in line with usage data for dockless bikes within Ealing due to being areas of major transport hubs, destination areas and areas with higher propensity to change transport behaviour. Assuming the e-scooters are successful in these areas or residents request an expansion in the operation area, officers would look to do so incrementally within the 12-month trial period.
- 3.12 Following learnings from other trial areas throughout the country, Ministers have suggested that trials should begin small and grow, allowing for early teething issues to be dealt with. At the start of the trial therefore, each operator would be permitted to have a maximum of 50 vehicles. Each operator would be required to keep a minimum of 20 vehicles in each borough. As up to three operators will be appointed, a maximum of 150 vehicles in total would be available at the start of the trial, while 20 vehicles is the minimum number with one operator selected. Ealing has the flexibility to decide the size of parking bays and set the absolute maximum number of vehicles that are permitted within that space. In areas where the Borough wants to guarantee provision, they can label this a 'priority area'. Within priority areas a minimum of 3 vehicles per operator would be required.
- 3.13 As the trial progresses, the number of e-scooters available in the Borough could be revised up, down or stay the same depending on the operator's performance on a monthly basis. A 'dynamic cap' process will be utilised which will allow operators to increase their permitted fleet sizes but also force them to decrease where necessary.
- 3.14 The following three stage review process will be followed for changes to fleet size; performance against key metrics (Stage 1), boroughs, TfL, Police, and any other participating parties (e.g. private landowners) feedback (Stage 2), and operator feedback (Stage 3). This review shall be conducted on a pan-trial

area basis, factoring in an operator's performance across all participating boroughs and sites to ensure demand and performance is consistent across the entire trial area. The review process will be conducted with input from stakeholders as outlined in the 3-stage process.

- 3.15 The metrics to be used in Stage 1 shall assess the need for a change in vehicle numbers and shall be judged across the trial area (i.e. not scored on a borough by borough basis to avoid operators targeting efforts at the expense of other boroughs). The detail of monthly metrics that Operators will be judged on to assess their eligibility for changes to their total fleet numbers will be decided in advance of the upcoming review period, agreed on by the project board composed of TfL, London Councils and representatives from London Boroughs. Where metrics are not met, an operator will not be permitted to increase their fleet size. Where a lower limit exists, if the operator falls below this, they may also be forced to decrease the size of their fleet for the next period (28 days in each period).
- 3.16 There will not be a cap on how many vehicles Operators fleet size can increase or decrease by, which will provide greater flexibility and control, enabling fleets to more easily reflect performance, demand and trial capacity. However, the maximum number of e-scooters in London is capped at 19,800 vehicles across all operators.
- 3.17 Following the 3 stages operators will be informed of the review processes and the outcome.

Parking and Enforcement

- 3.18 The proposed approach to e-scooter parking will be flexible. Officers intend to have a mix of designated parking bays in high footfall areas such as at stations and town centres to ensure the scooters cause little disruption, accompanied by larger geofenced areas elsewhere, with excluded zones highlighted. Officers propose installing the designated parking bays in the first instance on the footway, and as the trial progresses will be able to adapt this approach and the parking areas as our understanding of demand becomes clearer - subject to payments received by operators. The intention is that in high-footfall areas such as prominent train stations these will be bays large enough to accommodate surge demand expected at key destinations.
- 3.19 In London, pavement parking of motorised vehicles is banned in all London Boroughs and the City of London under the Greater London Council (General Powers) Act 1974. Local Councils can however choose to exempt vehicles in certain circumstances. Officers recommend that this approach is adopted for the duration of the trial and will take the approach to identifying suitable parking locations on the footway as outlined in paragraph 3.22. By designating suitable location, it is hoped to minimise unlawful parking of e-scooters on the footway given the issues that there might otherwise be with enforcement. Unlike motorised vehicles such as cars, e-scooters are without a number plate which is generally used to administer a penalty charge notice. Alternatives being considered include using the vehicles unique serial number and sending the penalty charge notice to the operator, rather than the rider.
- 3.20 To encourage sensible rider behaviour and mitigate the chance of collisions between e-scooter riders and pedestrians, shared use paths with pedestrians

will be made into 'go slow areas' with the e-scooter maximum speed limit being capped at 8mph. The Borough has complete autonomy to amend these areas at any point throughout the trial through geofencing technology. These areas will not be limited to shared footways.

- 3.21 Similarly, the Borough will be able to add and amend 'no-go' areas at any point throughout the trial where e-scooters cannot be ridden. Operators will have location-based speed deactivation capabilities which safely stops the motor of the e-scooter and will not reactivate until the vehicle is taken outside the geofenced no-go area and back into the trial area.
- 3.22 In areas where the Council want to guarantee provision such as outside a train station to support last mile journeys, the Council can choose to designate specific areas where operators must ensure a minimum vehicle number is met by a specific time e.g. 18 vehicles by 5am every day, these are called 'priority areas'. A minimum of 3 vehicles per operator are required within the priority areas. The Council can amend these areas at any point throughout the trial and should the utilisation rate in the priority area fall below 1 for 3 consecutive days within the 28-day period, the Council can consider relocating or adjusting the vehicle requirement as per the dynamic cap process.
- 3.23 In areas of high footfall such as town centres or at stations, the intention will be to designate bays virtually through geofencing, and where budgets permit, through a form of physical delineation such as vinyl on the footway to begin with. Officers will carefully select appropriate locations accounting for minimum COVID-19 footway widths of 2 metres. This is not expected to exceed the amount received by the operator, and should it do so, the ongoing costs will be put towards the cost the Council incurred. Should parking bays on the carriageway be sought at a later date when increased user data is obtained, the traffic order could cost up to £1500 per order, but multiple sites can be included on a single order.
- 3.24 Guidance on the signage and bay design for parking is still awaited on by the DfT. The design of the bays adopted may differ depending on what the DfT propose.

Fee structure

- 3.25 As part of the trial each operator will be required to pay an upfront payment to assist the Borough to cover the costs of amending traffic orders and installing any infrastructure, they deem necessary to facilitate e-scooters.
- 3.26 There is an added incentive to join the trial earlier as the upfront amount payable by each operator decreases by 5% from the starting cost of £5000 over each trial period (28 days) up until period 6. For instance, if the Council joined in period 1 the amount payable to the borough from the operators for the upfront cost would be £5000, whereas this would reduce to £4750 (5% decrease) if the borough joined during period 2. The minimum upfront payment shall be £3,000 (per operator) and shall remain the case for any borough joining in the trial, even if it should extend beyond the original 13 periods. TfL are considering changing the on-boarding process to join the trial to every 8 weeks, subject to discussions with operators on whether a 28-day period is operationally possible. Should an eight-week onboarding process to join the trial be adopted, it would mean that the amount received per operator would

reduce by £500 for one period, as it covers two full periods of 28-days. The default position remains that Boroughs will be able to join the trial every four weeks. Boroughs must provide 28 days' notice to join the trial.

- 3.27 Operators will be required to pay the upfront cost in the preceding week, or further in advance (i.e. when the review process in advance of the next period is happening).
- 3.28 95% of the upfront payment will be allocated to the Borough, with TfL taking a 5% fee to pay for facilitating corresponding changes on the TLRN.
- 3.29 Operators will also be required to pay an ongoing monthly cost per vehicle deployed ranging from £5.50 to £7.50 per vehicle depending on the number of vehicles available. This shall be calculated using the average number of scooters made available to hire throughout the preceding review period across the overall trial area, multiplied by a tiered per vehicle fee dependent on the number of scooters in an operator's fleet. Officers will be required to reinvest this money back into the trial, for instance, identifying new dockless parking bays.
- 3.30 For ongoing payments, they will be apportioned as follows and paid into a second centralised pot administered by TfL:

45% of the amount collected for the previous period (sum of all operator's payments) shall be split equally between all participating boroughs for the period

55% shall be split proportionately based on the number of trips which ended in each borough. This shall be calculated by the number of trips ended in a borough divided by the total number of trips in that period. This formula allows greater amounts to be paid to Boroughs where greater infrastructure changes are needed, and therefore costs, are likely to be required. Trips ending on the Transport for London Road Network (TLRN) within a Borough will count towards a Borough's total.

TfL will be take £1 per vehicle trip to pay for ongoing TLRN changes, project management costs and to fund the data platform.

Table 1

Average number of vehicles made available over the 28-day period	Monthly Fee per vehicle
0 - 2200	£5.50 per vehicle
2201 – 4400	£6.50 per vehicle
4401 +	£7.50 per vehicle

- 3.31 In terms of the Council's role, the scheme is essentially permissive. It is proposed that the Council will sign a service agreement with each Operator that will specify the terms and conditions of how the trial will run. In this way, the Council will be able to hold the Operators accountable. This will also enable more consistency across London, with all London Boroughs participating in the trial required to sign these agreements with Operators.

3.32 Within the terms and conditions, there will be a termination clause providing flexibility for the borough to leave the trial if the borough is dissatisfied. The terms and conditions will state that a borough could leave the trial at the start of the next period (i.e. 28 days) and provide operators with 7 days' written notice. The operators will be required to remove all of their e-scooters. It must be noted, that should the Borough decide to leave the trial before it finishes, they will not be able to re-join the trial.

4. Financial implications

4.1 It is likely that some officer time will be required, particularly during the implementation period, to identify suitable sites, areas where e-scooters should not be parked and to assist with comms/marketing. At this stage it is difficult to estimate how many hours this will require, but it is thought that it can be accommodated within existing workloads without the need for additional staff.

4.2 As e-scooters are a new mobility, and for the duration of the trial will remain classified as motor vehicles, there will be a cost to amend cycle track traffic orders to permit their use. The DfT have confirmed they will amend regulations to disapply the requirement for carriageway standards on re-classified cycle tracks. TfL, London Councils, and all Borough Officers are awaiting confirmation from the DfT on updates to the regulation. The DfT have indicated that they are considering the provisions and potential drafting amendments and plan to consult on these changes to the Traffic Signs Regulations and General Directions 2016 (TSRGD) in November, with a view to introducing the changes early in the New Year.

4.3 Officers are striving for Ealing to join the trial within the first period, being one of the first London Boroughs to formally express interest in participating. Under a worst-case scenario of one operator being selected, Ealing Officers expect to receive a minimum of £4750 as a one-off upfront cost (accounting for the 5% fee to TfL). This may be subject to change depending on the DfT's decision on how Boroughs can permit e-scooters to use cycle tracks and subsequent changes to traffic orders and required upfront costs, as discussed in in 8.11 risk management section.

4.4 To ensure Ealing has the opportunity to join the trial within the first period, if not second, notwithstanding the pending information on the cycle track traffic orders, the table below indicates worst-case scenarios and cost implications on the ability of the upfront payment to cover the costs of the trial. The traffic order costs are to be confirmed based on the DfT's decision.

4.5 Should Ealing's participation in the trial be confirmed, to ensure the Borough can join as soon as possible, internal existing budgets will be used to cover the set-up costs which will be remunerated by the upfront payment received from operators.

4.6 The fee levels are shown in a table in the above fee structure section. The collected monthly sum will be distributed using the methodology indicated in fee structure section 3.30. This shall be calculated using the average number of e-scooters made available to rent throughout the preceding review period across the overall trial area, multiplied by a tiered per vehicle fee dependent on the number of scooters in an operator's fleet. Officers will be required to reinvest this money back into the trial.

Table 2

Variable	Scenario 1	Scenario 2	Scenario 3	Notes
Number of operators	1	2	3	
Maximum starting number of vehicles	50	100	150	Maximum permitted number of starting vehicles
One-off upfront Operator payment	£4,750	£9,500	£14,250	Accounting for TfL 5% fee, joining period 1
Infrastructure costs	£278	£556	£833	Based on 50% of bays requiring physical infrastructure i.e. paint/vinyl to house 9 scooters. Cost of bays and infrastructure tbc estimated at £100 per bay.
Estimated traffic order costs	£9,000	£9,000	£9,000	Based on previous traffic orders costing £3,000 each. 3 cycle tracks identified in Ealing. Cost TBC.
Ealing project management cost	£494	£987	£1,481	10% of upfront cost
Total Ealing Set up Cost	£9,771.50	£10,543	£11,315	
Net (loss)/surplus	£-5021.50	£-1,043	£2,935	
Would the upfront payment cover the set-up costs of the trial	No	No	Yes	
Estimated minimum monthly income expected	£75	£150	£225	Assumed 20 vehicles per operator
What month would the upfront cost and ongoing payments break even	It doesn't	8	Immediately at launch	Assumed each e-scooter operator has 100 vehicles per month, from period 2, and starting vehicle number at 20 per operator
Would the minimum upfront payment cover the trial set up costs	No	No	No	Minimum upfront payment per operator is £3,000

4.7 The table above, Table 2, provides a range of scenarios to show the combined anticipated upfront and minimum monthly payments expected from operators based on a range of scenarios. As the expected final cost of setting up the trial is dependent on a number of factors including the number of operators selected (as this will influence how many parking bays will likely be needed) and the

traffic management order process the DfT requires and therefore, costs, the table provides an indication of expected payments from operators, costs required by the Council to facilitate the trial's set-up, and an overview of whether expected payments received by Operators will cover the trial's costs.

- 4.8 The trial's monthly amount of money payable will be dependent on a number of factors such as number of operators selected, the number of Boroughs participating (as this will influence number of e-scooters in circulation), the number of e-scooters a Borough will permit, and apportionment of monthly costs. Therefore, predicting the monthly income is difficult at this stage. The table below, Table 3, provides two scenarios to show the likely anticipated income on average for a trial period of 28-days. As there are too many variables it is only an indication to show how the income is calculated.

Table 3

Ongoing income	Scenario 1	Scenario 2	Notes
No of participating Boroughs	11	11	Based on the current, at the time of writing, confirmed interest in participating in the trial from period 1
No of Operators	2	3	
Minimum e-scooters in circulation in London	440	660	Minimum 20 per operator per Borough
Minimum scooters in Ealing	40	60	
Charge per e-scooter	£5.50	£5.50	
Total monthly income collected	£2,420	£3,630	Across the 11 Boroughs
Ealing share of 45%	£99	£148.50	Shared equally between 11 Boroughs
Total number of e-scooter trips in London	61,600	92,400	Assumed 5 trips per scooter for 28-day trial period
Trips finishing in Ealing	1,848	2,772	Assumed 3% of total trips
Ealing share of 55%	£51	£76	
Total monthly income to Ealing	£150	£224.50	Estimated minimum income to be received for a trial period of 28-days

- 4.9 Ealing Officers recommend that Ealing only participates in the trial should the total cost of setting up the trial be guaranteed by operator payments. The cost of setting up the trial is dependent on a number of factors which are awaited, including the number of operators selected and the cost of the traffic orders.

4.10 While there is uncertainty, for both costs, and estimated revenue at this current time, Ealing Officers will have all of the required information to calculate accurate projections before recommending the final decision to the Director of Place Delivery and agreeing to the trial and signing agreements with operators.

5. Legal

5.1 Under section 137 of the Highways Act 1980 it is an offence to obstruct the free passage along a highway without lawful authority or excuse. Any scheme proposed will need to operate on the basis that bicycles are left only where or in circumstances where they do not cause an obstruction or where express authority has been given whether by means of a traffic order or otherwise as appropriate.

5.2 The Electric Scooter Trials and Traffic Signs (Coronavirus) Regulations and General Directions 2020 (SI 2020/663) came into force on 4th July 2020. These were made in order to enable a trial of electric scooters to assess their suitability for use on roads.

5.3 The proposals are to regulate rental e-scooter trials as similarly as possible to electrically assisted pedal cycles (EAPCs). During the trial, however, e-scooters will continue to be classed as motor vehicles, meaning requirements to have insurance and the correct type of driving license will continue to apply. The DfT note that following trials, they may look to amend the law to treat e-scooters more like EAPCs, which are not treated as motor vehicles in law.

5.4 To enable the e-scooter trials the following regulatory changes have been made:

- E-scooters will continue to fall within the statutory definition of a motor vehicle and will be required to have the following standards as laid out in paragraph 3.6
- The DfT will issue vehicle orders under s44 and s63(5)-(7) of the Road Traffic Act 1988 for vehicles of particular operators assessed as being suitable to participate in the trials.
- E-scooters can have a maximum speed limit of 15.5mph matching the speed limit for EAPCs, have a permitted vehicle mass from 35kg to 55kg, and have seating provision.

5.5 To ride a rental e-scooter, riders will be required to have a full or provisional license (categories AM, A1, A2, A and B). The DfT will amend the various existing requirements in the [Motor Vehicles \(Driving Licences\) Regulations 1999](#) that currently require users to hold a full category A, AM licence, a full category B licence pre-2001, or later full category B licence plus CBT certificate.

5.6 To permit e-scooters within the definition of vehicles permitted, the DfT have made regulatory changes to the [Traffic Signs Regulations and General Directions 2016](#).

5.7 The definition of a cycle lane will be amended to read 'part of a carriageway of a road reserved for pedal cycles and/or electric scooters that is separated from the rest of the carriageway—' or similar. This will permit e-scooters to be used

in cycle lanes. It also means that the cycle symbol on signs will apply to e-scooters.

- 5.8 Ealing will be required to amend our traffic orders that apply to cycle lanes, to reflect the change in regulations that the cycle lane is for use by pedal cycles or e-scooters.
- 5.9 Ealing also has cycle tracks in the borough. The DfT have stated that local authorities can designate road space as either cycles lanes or cycle tracks. To enable e-scooter use, cycle tracks would need to be redesignated as cycle lanes. The DfT are expected to amend Traffic Signs Regulations and General Directions 2016 to enable Boroughs to reclassify cycle tracks. They are in the process of drafting these amendments which they intend to consult on the changes in November, with a view of introducing the changes in the New Year.
- 5.10 In London, pavement parking of motorised vehicles is banned in all London Boroughs and the City of London under section 15 of the Greater London (General Powers) Act 1974. Section 15 does however give London councils the power to permit parking of motor vehicles on the footway as specified in subsections 15(4) to (6) of the 1974 Act in certain circumstances.
- 5.11 The procurement is being conducted by TfL in accordance with the Public Contracts Regulations 2015 (as amended) which permit the use of the innovation partnership procedure under Regulation 31 and allows a contracting authority to procure a provider(s) to work with it to research, develop and then exploit a service or supply that does not currently exist.

6. Value For Money

- 6.1 The scheme offers good value for money because operators are required to pay an upfront cost of to assist the Council in setting up the trial, in addition to an ongoing cost per e-scooter (ranging from £5.50 per scooter to £7.50 per month).
- 6.2 While the trial may not extend past 12 months, Officers intend to use the money supplied by operators as part of this trial to create dockless parking bays for e-scooters and dockless bikes. This will benefit the Council in the long term as designated parking bays will be required as part of the pan London dockless byelaw that is anticipated to be enacted shortly, therefore reducing the cost to the Council in terms of officer time and infrastructure.

7. Sustainability Impact Appraisal

- 7.1 A comprehensive Strategic Environmental Assessment covering transport projects has been completed as part of the LIP 2019-22.
- 7.2 This proposal is in alignment with the Ealing Transport Strategy and TfL's Mayor's Transport Strategy.
- 7.3 The proposal may contribute to lowering carbon emissions in the Borough by providing an alternative sustainable mobility solution, helping to improve local air quality.

- 7.4 Any surplus income generated by the ongoing monthly payments will be reinvested in the maintenance of existing and the identification of new dockless parking bays to enable more people the option to travel sustainably.
- 7.5 Environmental credentials will be assessed as part of any selection process to ensure only the most environmentally friendly operators are permitted to operate in London. This includes an environmental focus on minimising their own environmental and congestion impacts associated with deployment, collection and redistribution of vehicles, Ensuring that the vehicles in use have a low lifecycle environmental impact, being able to demonstrate their environmental credentials in manufacture, maintenance, durability (including expected lifespan) and end-of life processes; and minimising waste generated in the course of operations.
- 7.6 Operators must provide monthly updates on energy consumption, stats on servicing, lifetime mileage, maintenance schemes and recycling.

8. Risk Management

- 8.1 While operators will be required to pay an upfront payment to the Council and an ongoing monthly payment for the duration of the Council's involvement in the trial, as the DfT are yet to outline the process of how to amend cycle track traffic orders, there is a risk that depending on the solution the DfT identifies, there may be higher set up costs which would not be covered by the minimum upfront cost payable of £3,000 if one operator was to be selected.
- 8.2 There is a financial risk that should operators want to increase their fleet size, which would need to go through the approval process outlined in section 3.13 and 3.14, that this would require additional infrastructure. However, this is mitigated as London Borough representatives will form part of the project review board, alongside TfL and London Councils who will be taking into account the deliverability of increasing fleet sizes and associated needed infrastructure.
- 8.3 Although low, there is the possibility of a reputational risk to the Council if residents or businesses do not like the scheme and complaints are high and they associate the scheme with the Council. As the scheme will be monitored and reviewed monthly against a set of metrics this will enable Officers to make necessary changes to address concerns. If the Council does however feel that the trials outcomes do not align with the Council's policies, the Borough can leave the trial at any point.
- 8.4 Minimizing and addressing safety concerns have been at the forefront of the trials design.
- 8.5 The DfT requires that in order to use a rental e-scooter, the rider must hold a full or provisional driver's license ([categories AM, A1, A2, A and B](#)), this means that people over the age of 15 will legally be able to access the scheme, subject to the operators selected and the insurance that they hold which may increase the minimum age required to hire an e-scooter such as the recently launched Milton Keynes trial where the minimum age of hire is 18. The operators selected will be required to have an authentication step verifying this such as photo identification of the necessary license. As young people with provisional licenses will be permitted to hire a rental e-scooter this may pose a road safety

risk as they may be unfamiliar with the Highway Code and navigating the highway with other vehicles.

- 8.6 Operators will be expected to provide comprehensive and clear information and training to users on how to ride e-scooters safely and considerately. Information provided should inform riders of how to operate the device safely, the rules for user and relevant traffic offences.
- 8.7 Visible, easily legible, clear safety information will be made available on each vehicle. Safety information will include requirements to obey all relevant legislation and trial rules.
- 8.8 The DfT have not mandated helmet use, although operators are encouraged to provide these.
- 8.9 The Borough will agree with the operators on where the vehicles will be deployed, this will help address any safety concerns that are received by residents.
- 8.10 There is a risk that as e-scooters will be new to the streets of Ealing, residents will not at first be aware of them. Due to the relatively small size of e-scooters and their motor size they are generally quiet. This may cause issues with other road users such as cyclists in cycle lanes and tracks. While advice on how to use the road will be provided on each vehicle to help minimize any conflict, there is still a small risk. There is potential to work with Operators to explore the possibility of running education schemes with new users on how to safely ride on e-scooters and mix with other road users, particularly in areas of high usage of young people to address road safety concerns they may pose.
- 8.11 To minimize the risk of the e-scooters becoming a trip hazard, particularly in high footfall areas, Officers will seek to install bays within the 'furniture zone' of the footway – i.e. areas which already have street furniture. Officers will also carefully select appropriate locations accounting for minimum COVID-19 footway widths of 2-metres in these high footfall areas where the e-scooters must be left. The dockless parking bay will be geofenced at a minimum enabling the rider to know where they can leave the vehicle, although a small margin of error will be permitted. Should the Council receive feedback on specific bays the locations can be amended at any time throughout the trial.
- 8.12 Should the trial be extended, or e-scooters be made legal permanently the Council will likely look to install more robust parking bays such as corrals which will require upfront costs in terms of infrastructure and traffic order amendments.

9. Community Safety

- 9.1 From a community safety point of view, the Borough may receive reports of anti-social behaviour surrounding the e-scooters; poor parking, e-scooters being moved by non-users and stolen e-scooters. The responsibility for correcting these issues will lie with the Operators respective Operations Team. As these issues form part of the review criteria should such issues arise the Council will be able to flag this with the intention to begin a review of the number of operating vehicles in the Borough as part of the dynamic cap process.

- 9.2 It is likely that the most popular locations for picking up/dropping off e-scooters will be around stations and in town centres, which are already covered by CCTV. This should also help reduce any anti-social behaviour and provide a better chance for perpetrators to be caught.
- 9.3 Should comments or complaints about how e-scooters are being ridden or parked be received, the Council will be able to amend no-go, go-slow and parking areas.
- 9.4 The DfT requires all devices to be fitted with a bell or acoustic warning device fitted to alert pedestrians when they use shared footpaths.

10. Links to the 3 Key Priorities for the Borough

- **Good genuinely affordable homes**
The transport offering in the Borough will be improved, helping local people to access services more effectively.
- **Opportunities and living incomes**
The proposal will offer an alternative mobility solution for residents to access jobs, education and services more effectively including those without access to a car during a period when public transport is much less of an option. If the scheme helps to increase the mode share of e-scooters by reducing the use of the car, then the air quality in the Borough will improve.
- **A healthy and great place**
If the scheme helps to increase the mode share of e-scooters by reducing the use of the car, then the air quality in the Borough will improve.

11. Equalities, Human Rights and Community Cohesion

- 11.1 An e-scooter specific Equalities Analysis Assessment has been produced and can be found in Appendix 1.
- 11.2 If the scheme is successful, it could provide cheap access to e-scooters in the borough without the need for residents to worry about the scooter being stolen, and having to purchase other, potentially expensive, security paraphernalia.
- 11.3 To ensure the service provides an affordable service that is genuinely able to compete with other transport options in London, the selected operators will be required to offer low-income/equitable access customer plans, details of these will be released once the operators have been selected.

12. Staffing/Workforce and Accommodation implications

- 12.1 There is no impact on Council accommodation.
- 12.2 It is certain that some officer time will be required to help operators set up the scheme (e.g. identifying potentially locations where e-scooters may or may not be left), to assist in developing the comms, and to monitor the performance of the operators against key metrics set. It is also likely that there will be a number of complaints from residents and businesses, particularly in the first weeks of implementation as the public get used to the scheme. At this stage it is difficult

to estimate how many hours this will require, but it is thought that it can be accommodated within existing workloads without the need for additional staff.

13. Property and Assets

- 13.1 There are no impacts on Council property.
- 13.2 If the scheme proves very successful, it may be appropriate to convert some existing parking spaces to provide dockless parking, to ensure that dockless bicycles and e-scooters are parked in more convenient locations (e.g. close to popular destinations like stations or town centres) on the carriageway. This may have a small impact on income. In the first instance, it is not expected to convert any parking spaces. Should dedicated on-carriageway parking spaces be identified as necessary as the trial progresses, Officers will assess the impact of this on income and proceed where deemed appropriate.

14. Any other implications:

- 13.1 There are no other implications of these proposals.

15. Consultation

- 15.1 Should any parking spaces require converting to e-scooter/dockless hire mobility parking spaces, these could be installed using an experimental traffic order or statutory traffic order consultation.
- 15.2 As e-scooters are not currently permitted to be used in Ealing, amendments to existing cycle track traffic orders are required to permit their use. The DfT have issued guidance that these changes to traffic orders can be amended under an experimental traffic order to promptly respond to COVID-19.
- 15.3 We are still waiting on the DfT to release guidance on how to amend cycle track traffic orders to permit e-scooters, but anticipate that any consultation required will follow the experimental traffic order consultation of notices.
- 15.4 All traffic notices must be in place prior to the start of the trial in order to legally permit e-scooters.

16. Timetable for Implementation

- 16.1 Given the nature of the trial, Officers recommend that in keeping with the COVID-19 recovery purpose the scheme, its best to begin preparing for the launch of the trial as soon as possible.
- 16.2 The following timetable provides a provisional indication of likely timeframes.

Item	Date
Cabinet decision	8 December 2020
TfL launch operator procurement process	17 November 2020
TfL award contracts to successful operators	Early 2021
Other London areas commence trial	Spring 2021
Ealing Trial set up	Spring 2021
Commencement of trial in Ealing	Spring 2021
Review of trial	Monthly
Conclusion of 12-month trial	Spring 2022

17. Conclusion

17.1 Permitting rental e-scooter hire scheme on a trial basis should the payments received by operators cover the trials set up would appear to have several advantages for the Borough:

- Provide a green alternative mobility option at a time where there is reduced public transport capacity whilst helping to minimise the spread of COVID-19.
- It could facilitate modal shift from motorised transport with associated air quality benefits.
- As one of the first Councils to implement the scheme, it could have benefits being associated with an innovative transport scheme.
- There is little to no reputational risk to the Council, with the option to withdraw support at any point.
- There is little financial risk as other than officer time and traffic order costs, there is no financial commitment to the scheme.

18. Appendices

18.1 Appendix 1: E-scooter trial Equalities Analysis Assessment.

18. Background Information

- Guidance issued by the DfT on the trial can be found [here](#).
- Electric Scooter Trials and Traffic Signs (Coronavirus) Regulations and General Directions 2020 SI 2020/663
- Dockless Cycle Hire – Cabinet report, 11 July 2017
- Local Implementation Plan (Transport) 2019-22 – Cabinet Report, 12 February 2019
- Transport Strategy, Cabinet Report, 5 June 2018
- Mayor’s Transport Strategy – Mayor of London, 2018

Consultation:

Name of consultee	Post held	Date sent to consultee	Date Response received	Comments appear in report paragraph:
Internal				
Tony Singh	Head of Highways	30/07/2020		
Lucy Taylor	Director of Growth and Sustainability			
Dipti Patel	Director of Place Delivery			
Jackie Adams	Head of Legal (Commercial)	13/08/2020, 09/09/2020, 08/10/2020, 5/11/2020	14/08/2020, 22/11/2020	
Gina Cole	Head of Parking Services	30/07/2020		
Chuhr Nijjar	Senior Contracts Lawyer	17/08/2020, 09/09/2020, 08/10/2020, 5/11/2020	20/08/20, 22/11/2020	
Surekha Chavda	Commercial Manager	14/09/2020	14/09/2020	
Russell Dyer	Assistant Director Accountancy	18/08/2020, 09/09/2020, 08/10/2020, 5/11/2020		
Gary Alderson	Interim Executive Director of Place			

Report History:

Decision type:	Urgency item?
Key decision	No

Report no.	Report author and contact for queries:
	Georgia Corr, Transport Planner Email: corrgeorgia@ealing.gov.uk
	Tel: (020) 8825 9267

Appendix 1: E-scooter trial Equalities Analysis Assessment

EAA Title	E-scooter trial Equalities Analysis Assessment
Please describe your proposal?	Project
Is it HR Related?	No
Corporate Purpose	Cabinet Report Decision

1. What is the Project looking to achieve? Who will be affected?

(i.e. Please provide an overview of the aims, objectives and desired outcomes of what you are proposing. Who currently uses the service that will be affected by your proposal? Who will be affected by any changes? What are their current needs? Please add your data here.)

To support a green recovery in response to COVID-19, the Department for Transport (DfT) announced that rental e-scooter trials would be fast tracked to provide an additional mobility option to help reduce the pressure on public transport systems and minimise the spread of COVID-19.

Ealing has been working with London Councils, Transport for London (TfL) and all boroughs to develop a Pan-London proposal for a rental e-scooter trial. TfL are leading on the procurement of the operators, whom will be operating in all participating boroughs which will ensure consistency across the capital, overcoming inconsistencies in provision and operator protocol that resulted during the emergence of dockless bikes in London.

Up to three rental e-scooter operators are anticipated to be selected which would allow them to make free standing e-scooters available for hire, similar to dockless bikes. The e-scooters themselves feature an individual locking device which is unlocked through an app on the user's mobile phone (Android and IOS). It is estimated that a 10-minute journey will cost each user £2.50. At the end of the journey the e-scooter will be required to be left within designated parking areas, which may take the format of bays, ready for its next use.

This trial is only applicable to rental e-scooters and is anticipated to run for 12-months, with the option to extend by a further 6 months. Privately owned e-scooters will remain illegal to use other than on private property.

The rental e-scooters will be permitted to be ridden on highways (except motorways), shared footpaths and cycle lanes and tracks, but are prohibited to be ridden on footways. The Borough will also have autonomy throughout the entirety of the trial to amend areas 'geofenced' as 'go slow areas' where e-scooter maximum speed limits will be capped at 8mph.

Similarly, the Borough will be able to add and amend 'no go' areas at any point throughout the trial. Operators will have location-based speed deactivation capabilities which safely stops the motor of the e-scooter and will not reactivate until the vehicle is taken outside the geofenced no-go area and back into the trial area.

As e-scooters have only been legalised by the DfT in early July, there is currently little data on how they are used in the context of the UK. The intended outcomes of the trial are therefore as follows:

- Provide a new mobility service to ensure resilience against COVID-19 and reduce strain on public transport capacity.
- To explore and understand the appropriate e-scooter operating standards, safety standards and regulations to ensure they benefit e-scooter users as well as Londoners as a whole, and feed this insight gleaned through data collection into the DfT ahead of any changes to relevant legislation.
- To understand the impact of e-scooters on demand for travel by car, walking and cycling and public transport as well as where e-scooters can enhance transport options and complement existing public transport.
- To support ongoing restart and recovery objectives by providing a genuine green alternative to both private car and capacity restricted public transport, as part of London's wider re-opening following the coronavirus pandemic.
- To understand user and non-user reaction to e-scooters, their attitudes and perceptions.
- To understand the commercial viability of rental e-scooters in London, determine any areas of market failure including inequality in access.

Other users of cycleways, roads and shared pathways will be affected by this proposal.

2. What will the impact of your proposal be?

(i.e. Please provide a before and after picture of the service that will be affected by your proposal e.g. how does it currently operate and then how it will operate after your proposal has been implemented. Where possible please be clear on the number of people or size of the community affected)

As this is a 12-month trial - with the option for a 6-month extension - and rental e-scooters have only been legalised by the DfT in England, on 4th July 2020, there is currently little data on how they are used in the context of the UK.

Similar e-scooter schemes have already been introduced in many other world cities such as Paris, Portland and Los Angeles, plus Singapore. In Paris, from January 2020, a total of 15,000 e-scooters were made available to hire from 3 operators. Research conducted revealed that 30 per cent of Paris residents who used an e-scooter in 2019 said they would have used public transport if the service did not exist. In light of COVID-19, this indicates that similar, if not more residents and visitors may seek to use e-scooters rather than use public transport, helping to minimise the spread of the virus.

The success of e-scooters in tackling issues such as these is indicated by research undertaken in Santa Monica, California, which states that 40% of trips made by e-scooter would have been made by car otherwise. E-scooter rider in Lisbon were estimated to save 120 metric tonnes (120,000 kgs) of CO₂ from being emitted nationwide, emphasising the schemes potential as part of the Council's green transport recovery.

Initially it is proposed that the scheme be introduced in Ealing Broadway and Acton as a first phase. TfL user modelling data has forecasted high levels of demand in Ealing Broadway and Acton, based on people's propensity to change transport choice, and areas where overcrowding on the tube and buses compromise social distancing in the most crowded hour. This forecasting is in line with usage data for dockless bikes within Ealing due to being areas of major transport hubs, destination areas and areas with higher propensity to change transport behavior. Assuming the e-scooters are successful in these areas or residents request an expansion in the operation area, officers would look to do so incrementally within the 12-month trial period.

All data gained will be used to determine whether Ealing would benefit from scooters in the future.

To hire an e-scooter, users will need to hold a provisional or full driving license (categories AM, A1, A2, A and B), this will limit the age range of users to at least 15 years and 9 months old. However, depending on the operators selected and their insurance, this may increase the minimum age to ride an e-scooter.

At the start of the trial each operator would be permitted to have a maximum of 50 vehicles available in the Borough. As up to three operators will be appointed, a maximum of 150 vehicles in total would be available at the start of the trial. Within a set parking bay/area, a minimum of 3 per operator would be required (minimum of 9 e-scooters per bay at all times). The total number of e-scooters in operation in Ealing is not set at 150, Operators will be able to apply to increase their fleet numbers which will need to go through a three-step review process. Should an operator be successful they will be able to increase their total number of e-scooters. There is no cap on the number they can increase their e-scooters by. Offices from London Boroughs will be part of the review project board approving the increase in fleet sizes.

Similarly, to encourage good operator compliance, should a Borough be dissatisfied with an operator's performance as they do not meet the criteria, they can begin the process to reduce the number of e-scooters in operation.

Overall, the proposal will potentially create larger numbers of users of the local cycleways and shared footpaths and a reduction in public transport usage.

2. Impact on Groups having a Protected Characteristic

AGE: *A person of a particular age or being within an age group.*

State whether the impact is positive, negative, a combination of both, or neutral: **Combination**

Describe the Impact

(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please identify any differential impact on different age groups. Please note if there is no differential impact on people with this characteristic, please state this)

As riders will be required to hold a provisional or full license, only those that hold a license and are over the age of 15 years legally will be able to access and benefit from the scheme first-hand. This is subject to the operators selected and the insurance they hold which may increase the minimum riders age. As part of the Governments bail-agreement with TfL, from October half term children who are 15 and live less than two miles from their school will no longer be eligible for free travel. Rental e-scooters will therefore provide an alternative mobility solution for this group which enables social distancing.

Similarly, the scheme will enable other groups such as commuters to try out this low carbon mobility option. This will help reduce the strain on public transport when it's at reduced capacity, reduce the risk of the virus transmitting while also contributing to a green transport recovery.

As the scheme will enable those who hold a provisional license to hire an e-scooter and mix with general traffic, this does pose a road safety concern as they may be unfamiliar with the Highway Code and navigating the highway with other vehicles.

As the scheme will provide a new mobility option, it is anticipated that this may result in less car trips being made, helping to improve the local air quality benefiting groups such as children and the elderly that may not necessarily take these trips themselves, but are susceptible to poor air quality and will benefit from the expected environmental improvements.

Alternatives and mitigating actions which have been considered in order to reduce negative effect:

Describe the Mitigating Action

(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)

To counter any negative safety concerns, operators will be expected to provide comprehensive and clear information and training to users on how to ride e-scooters safely and considerately. Information provided should inform riders of how to operate the device safely, the rules for user and relevant traffic offences.

Visible, easily legible, clear safety information will be made available on each vehicle. Safety information will include requirements to obey all relevant legislation and trial rules. While advice on how to use the road will be provided on each vehicle to help minimize any conflict, there is still a small risk. There is potential to work with Operators to explore the possibility of running education schemes with new users on how to safely ride on e-scooters and mix with other road users, particularly in areas of high usage of young people to address road safety concerns they may pose.

DISABILITY: *A person has a disability if s/he has a physical or mental impairment which has a substantial and long term adverse effect on their ability to carry out normal day to day activities¹.*

State whether the impact is positive, negative, a combination of both, or neutral: Combination

Describe the Impact

(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please identify any differential impact on people with different types of disabilities. Please note if there is no differential impact on people with this characteristic, please state this)

At the initial launch, Ealing will look for riders and Operators to park the e-scooters within designated parking bays on the footway which may present a trip hazard to some disabled groups such as those who are blind or partially sighted. The parking bays will be delineated virtually by geofencing at a minimum, and where budgets permit, physical delineation to ensure greater compliance. Riders will be only be allowed to end their ride and leave their scooters within these bays, so there will be clusters of vehicles in certain locations. Should the trial be extended, or e-scooters be made legal permanently the Council will likely look to install more robust parking bays such as corrals helping to physically delineate parking spaces on the carriageway.

E-scooters will be illegal to use on the footway (unless it is a shared footway) so the risk of e-scooters and pedestrians mixing together should be low.

The DfT's legal definition of an e-scooter can have seating permission. Depending on the operators selected and whether they have this facility, this will be able to appeal to the elderly and those with some disabilities.

¹ Due regard to meeting the needs of people with disabilities involves taking steps to take account of their disabilities and may involve making reasonable adjustments and prioritizing certain groups of disabled people on the basis that they are particularly affected by the proposal.

Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
<i>(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)</i>
<p>To minimize the risk of the e-scooters becoming a trip hazard, particularly in high footfall areas, Officers will seek to install bays within the 'furniture zone' of the footway – i.e. areas which already have street furniture. Officers will also carefully select appropriate locations accounting for minimum COVID-19 footway widths of 2-metres in these high footfall areas where the e-scooters must be left, through a virtual geofenced bay and where budgets permit through physical infrastructure. The dockless parking bay will also be geofenced enabling the rider to know where they can leave the vehicle, although a small margin of error will be permitted. Should the Council receive feedback on specific bays the locations can be amended at any time throughout the trial. Parking locations will be communicated to the operators to ensure geofenced parking restrictions are correctly established.</p> <p>To encourage sensible rider behaviour and mitigate the chance of collisions between e-scooters and pedestrians, shared use footways with pedestrians such as those in parks will be made into 'go slow areas' with the e-scooter maximum speed limit being capped at 8mph. The Borough has complete autonomy to amend these areas at any point throughout the trial through geofencing technology. These areas will not be limited to shared footway.</p> <p>As e-scooters are anticipated to be quiet vehicles due to their nature, the DfT have required that all scooters will have a bell or acoustic warning device fitted. This will help alert blind or partially blind groups of their presence.</p> <p>All e-scooters will be required to have lighting at both the front and rear of the vehicle which is always on throughout a rental period after as per the DfT's requirements. This may aid visibility for pedestrians with low visibility.</p>

GENDER REASSIGNMENT: <i>This is the process of transitioning from one sex to another. This includes persons who consider themselves to be trans, transgender and transsexual.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
<i>(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please note if there is no differential impact on people with this characteristic, please state this)</i>
There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
<i>(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)</i>
Not applicable.

RACE: A group of people defined by their colour, nationality (including citizenship), ethnic or national origins or race.
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
<i>(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please identify any differential impact on people from different ethnic backgrounds. Please note if there is no differential impact on people with this characteristic, please state this)</i>
There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
<i>(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)</i>
Not applicable.

RELIGION & BELIEF: Religion means any religion. Belief includes religious and philosophical beliefs including lack of belief (for example, Atheism). Generally, a belief should affect a person's life choices or the way you live for it to be included.
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
<i>(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please identify any differential impact on people with different religious beliefs. Please note if there is no differential impact on people with this characteristic, please state this)</i>
There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
<i>(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)</i>
Not applicable.

SEX: Someone being a man or a woman.
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
<i>(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please note if there is no differential impact on a persons gender, please state this)</i>
There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action

(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)

Not applicable.

SEXUAL ORIENTATION: *A person's sexual attraction towards his or her own sex, the opposite sex or to both sexes.*

State whether the impact is positive, negative, a combination of both, or neutral: Neutral

Describe the Impact

(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please note if there is no differential impact on people with this characteristic, please state this)

There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.

Alternatives and mitigating actions which have been considered in order to reduce negative effect:

Describe the Mitigating Action

(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)

Not applicable.

PREGNANCY & MATERNITY: *Description: Pregnancy: Being pregnant. Maternity: The period after giving birth - linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, including as a result of breastfeeding.*

State whether the impact is positive, negative, a combination of both, or neutral: Neutral

Describe the Impact

(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please note if there is no differential impact on people with this characteristic, please state this)

There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.

Alternatives and mitigating actions which have been considered in order to reduce negative effect:

Describe the Mitigating Action

(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)

Not applicable.

MARRIAGE & CIVIL PARTNERSHIP: *Marriage: A union between a man and a woman. or of the same sex, which is legally recognised in the UK as a marriage
Civil partnership: Civil partners must be treated the same as married couples on a range of legal matters.*

State whether the impact is positive, negative, a combination of both, or neutral: Neutral

Describe the Impact

(Please be as specific and clear as possible when describing the impact and include any local data i.e. service usage. If this is lacking please include regional or national data or research. Please note if there is no differential impact on people with this characteristic, please state this)

There is no clear evidence, data or rationale to expect that these works will have a differential impact on people with this characteristic.

Alternatives and mitigating actions which have been considered in order to reduce negative effect:

Describe the Mitigating Action

(Please describe 'any' actions you will take to limit the impact of your proposal on this group. Please be open and forthright, decision makers need to be provided with as clear a picture as possible.)

Not applicable.

3. Human Rights²

4a. Does your proposal impact on Human Rights as defined by the Human Rights Act 1998?

No

4b. Does your proposal impact on the rights of children as defined by the UN Convention on the Rights of the Child?

No

4c. Does your proposal impact on the rights of persons with disabilities as defined by the UN Convention on the rights of persons with disabilities?

No

(If yes, please describe the effect and any mitigating action you have considered.)

4. Conclusion

(Please provide a brief overview/summary of your analysis in light of the protected characteristics. Please describe the overall impact of your proposal where possible and mitigating actions undertaken by other areas of the Council or by local partners)

The project is intended to offer a new mobility option for residents and visitors of Ealing to help reduce pressure on public transport whilst it's at reduced capacity, limit the spread of COVID-19 and form part of a green recovery; global data indicates that e-scooters hold the potential to help achieve this.

The groups with the following protected characteristics may be affected by the e-scooter trial:

- Disability
- Age

There is no evidence of anticipated impacts on groups with the following protected characteristics:

- Sex
- Sexual Orientation
- Gender Reassignment
- Marriage & Civil Partnership
- Race
- Religion & Belief
- Pregnancy & Maternity

² For further guidance please refer to the Human Rights & URNC Guidance on the Council Equalities [web page](#).

4a. What evidence, data sources and intelligence did you use to assess the potential impact/effect of your proposal? Please note the systems/processes you used to collect the data that has helped inform your proposal. Please list the file paths and/or relevant web links to the information you have described.

(Please list all sources here: i.e. local consultation, residents' survey, census etc.)

- Guidance issued by the DfT on the trial can be found [here](#).
- Lime 2018 end of year report can be found [here](#)
- Lime (2019) analysis on Portugal's e-scooter experience can be found [here](#)

5. Action Planning: *(What are the next steps for the proposal please list i.e. what it comes into effect, when migrating actions³ will take place, how you will measure impact etc.)*

Action	Outcomes	Success Measures	Timescales/ Milestones	Lead Officer (Contact Details)
Cabinet Approval	Report submitted to Council Cabinet Meeting	Formal approval from the Council Cabinet	December 2020	Georgia Corr
Taking into account any ongoing feedback received in relation to the trial, with any adverse impacts listened to and parking areas and geofenced areas (no go, go slow, priority areas) adjusted accordingly.	Trial is given permission to go ahead.	No	Spring 2021 – Spring 2022	Georgia Corr

Additional Comments:

None.

6. Sign off: *(All EAA's must be signed off once completed)*

Completing Officer Sign Off:	Service Director Sign Off:	HR related proposal (Signed off by directorate HR officer)
Signed:	Signed:	Signed: N/A
Name (Block Capitals): GEORGIA CORR	Name (Block Capitals): DIPTI PATEL	Name (Block Capitals): N/A
		Date:

³ Linked to the protected characteristics above

Date: 26/11/2020	Date:	
For EA's relating to Cabinet decisions: received by Committee Section for publication by (date):		

Appendix 1: Legal obligations under Section 149 of the Equality Act 2010:

- As a public authority we must have due regard to the need to:
 - a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- The protected characteristics are: AGE, DISABILITY, GENDER REASSIGNMENT, RACE, RELIGION & BELIEF, SEX, SEXUAL ORIENTATION, PREGNANCY & MATERNITY, MARRIAGE & CIVIL PARTNERSHIP

- Having due regard to advancing equality of opportunity between those who share a protected characteristic and those who do not, involves considering the need to:
 - a) Remove or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - b) Take steps to meet the needs of persons who share a relevant characteristic that are different from the needs of the persons who do not share it.
 - c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

- Having due regard to fostering good relations between persons who share a relevant protected characteristic and persons who do not, involves showing that you are tackling prejudice and promoting understanding.

- Complying with the duties may involve treating some people more favourably than others; but this should not be taken as permitting conduct that would be otherwise prohibited under the Act.

Contains Confidential or Exempt Information	YES (Part) Confidential Appendix 1 contains information which is exempt by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972
Title	Southall Gateway redevelopment and disposal of land
Responsible Officer(s)	Lucy Taylor, Director of Growth and Sustainability
Author(s)	Eleanor Young, Strategic Regeneration Adviser
Portfolio(s)	Cllr Julian Bell, Transport and Regeneration, Cllr Mik Sabiers, Housing, Planning and Transformation
For Consideration By	Cabinet
Date to be Considered	8 December 2020
Implementation Date if Not Called In	21 December 2020
Affected Wards	Southall Gateway
Keywords/Index	Southall Gateway, Park Avenue, Southall Big Plan

Purpose of Report:

To update Cabinet on proposals for Council owned land in Southall Gateway. To seek conditional authority to dispose of sites previously acquired for redevelopment to PA Housing (PAH) to develop a housing scheme.

1. Recommendations

Cabinet is recommended to:

- 1.1 Note the current position with regard to the proposed redevelopment of the Southall Gateway (Park Avenue) Site (known as 'the Site) and proposed disposal to with PA Housing for the purpose of redevelopment for housing, primarily affordable housing.
- 1.2 Agree to dispose of the Site as set out in section 2 below paragraphs 2.10-2.18 and shown on the plan in Figure 1.
- 1.3 Agree to delegate to the Executive Director, Place, in consultation with the Director of Democratic Services the authority to negotiate the detailed terms of, and the authority to agree that the Council enters into, a Development Agreement with PA Housing (and any necessary ancillary agreements) on the basis set out in paragraphs 2.19-2.20 below and Appendix 2, subject to formal GLA approval and 'best consideration' sign off.

- 1.4 Delegate formal sign off for the Development Agreement with PA Housing (and any necessary ancillary agreements including the necessary funding agreements with the GLA) to the Executive Director, Place, once formal approvals have been completed.
- 1.5 Authorise the Council to agree and enter into any agreements required by Network Rail to dispose of parcels of land as may be required to facilitate the development.
- 1.6 Agree in principle that the Southall Gateway (Park Avenue) Site be appropriated for planning purposes.
- 1.7 Delegate authority to the Executive Director of Place to agree the appropriation at the appropriate time following consultation with the Director of Legal and Democratic Services.

2. Reason for Decision and Options Considered

Background

- 2.1 In 2014, the adopted Southall Opportunity Area Planning Framework identified for development a site SOU4 from the sites DPD (adopted December 2013) known as 'Southall Gateway'. Prior to this the Council had carried out detailed discussions with the local Gurdwara (the Gurdwara Sri Singh Sabha) about a comprehensive scheme to redevelop the land next to the station and reprovide a new religious and community facility in land to the east of the former and proposed new pedestrian footbridge. To support this scheme, SPD for the site was adopted in 2015.
- 2.2 Having secured loan funding from the GLA via the LEAP scheme 'growing places' and the 'Housing Zone' funding, the Council set out to acquire sites then in third party ownership including Network Rail. The first acquisition of the 'Thames Materials' site was in 2016 followed by the Network Rail 'Silverline' site in 2018.
- 2.3 Despite the best efforts of both parties to work together on a collaborative scheme it did not prove possible to agree with the Gurdwara a suitable scheme that was financially viable for the site. The Gurdwara community became concerned that a new Gurdwara would be better suited to the west of the footbridge, rather than to the east as originally proposed.
- 2.4 Therefore in 2018 officers reported to members that the site would be split into two halves, with the west side controlled by the Gurdwara for reprovion of the religious / cultural / community facility and some additional commercial and housing provision, and the east site controlled by the Council to be disposed of for housing, with a large proportion of affordable housing (then assumed to be 50%) for affordable provision to meet local needs.

- 2.5 Officers had proposed to dispose of the Ealing Council owned Site via the London Development Panel once the other neighbours (PA Housing, owners of the Milan Road housing estate) had been consulted about this.

Progress since December 2018

- 2.6 Since that last Cabinet report officers consulted the adjacent landowners, PA Housing. There had previously been a couple of discussions in the past however, at no stage had PA Housing (previously ASRA Housing) expressed any interest in redevelopment. However, in early 2019, PA Housing (PAH) told the Council it now wished to review the site as part of its development programme and would be interested in working with the Council to maximise their site's potential. PAH was aware that there was due to be considerable development to the east of its site, at the TfL / Grainger site on which a planning application was approved in September 2020. As a result, residents may have to put up with a lot of disruption and may wish to relocate away from the immediate area. That would not be possible for PAH to arrange unless as part of a redevelopment scheme (which would also give residents the option to return to a new home on site if that is what they preferred). PAH were also concerned that the residual site may look somewhat incongruous in the context of new development to the South, East and West of it.
- 2.7 At the same time, Ealing Council's own Housing team (on behalf of BLRP) was seeking to increase productivity of its own and had been successful in securing new GLA funding for affordable housing. As a result, the team working on the Council Housing Delivery Programme was actively looking for new sites.
- 2.8 An initial feasibility study in March 2019 concluded that either site developed in isolation would be sub-optimal and that if both sites came forward together there would be a net uplift of c. 200 new homes. Following this, PAH and LBE Housing agreed to enter into a 'collaboration agreement' to carry out a more detailed feasibility project aimed at resolving how to fund and deliver a scheme together on the two sites. As part of this collaboration work the two parties have:
- Commissioned an outline scheme and taken pre application advice from Ealing Council Planning Services and Network Rail
 - Commissioned cost consultants to advise on the scheme build costs
 - Carried out financial appraisals of the investment required to deliver the schemes
 - Taken wider market advice (both before and during the Covid 19 pandemic crisis) on prevailing sales opportunities and property values
 - Considered a delivery structure to take the project forward to the next stage
- 2.9 The team proposed a new scheme for the site which would be comprised largely of affordable housing. Council officers along with officers from PAH have been in discussion with GLA officers during the summer regarding options for social housing investment in the site. This has resulted in October 2020 in the GLA inviting bids to be made for funding in the current programme. As a result of this decision, there is thought to be a viable and

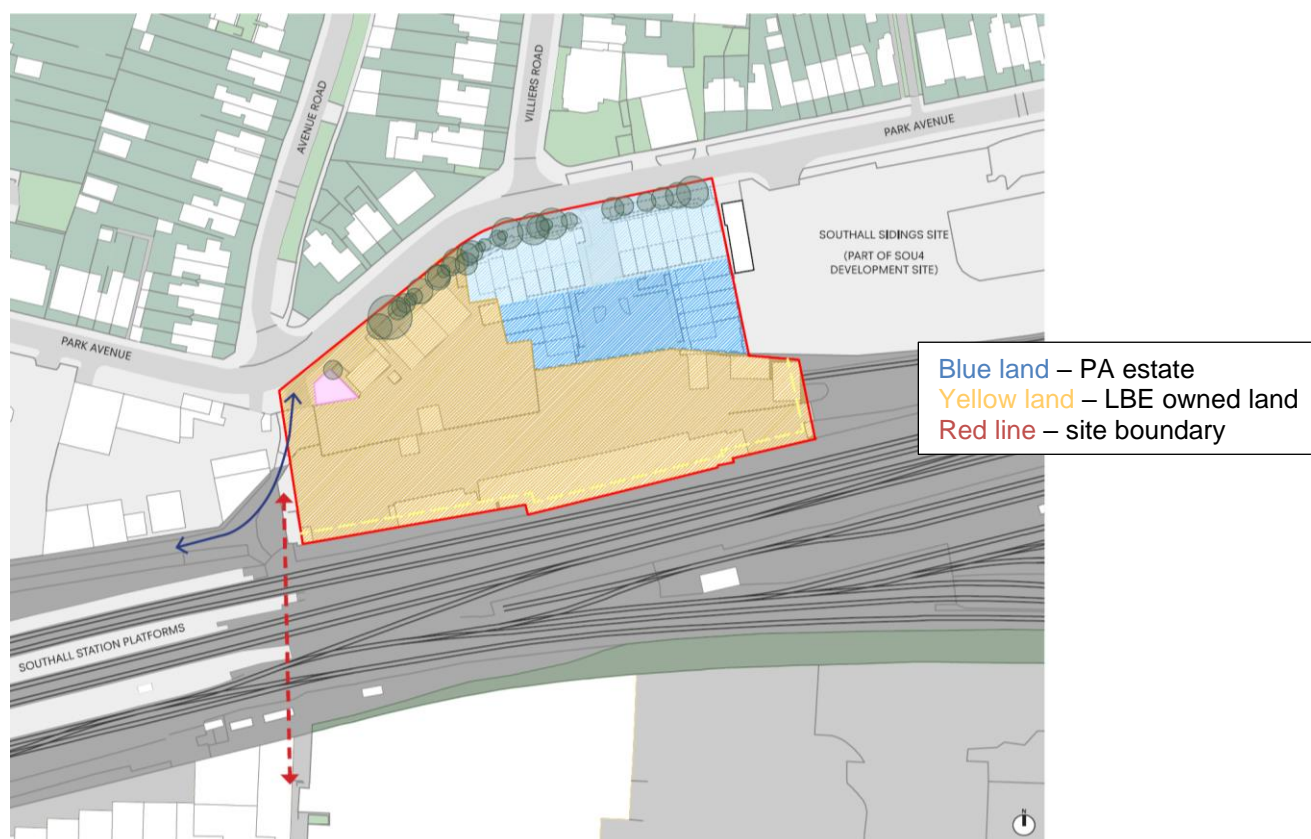
deliverable scheme. However, due to Broadway Living having a large programme recently agreed by Cabinet for delivery in the same period, BL has now withdrawn from bidding for the opportunity so as to allow PAH to deliver the site itself, which would be achievable within the constraints of the current GLA programme.

- 2.10 The GLA is clear that the scheme cannot be delayed beyond the current programme window and funding for it is contingent upon delivery within that period. Overall, officers consider that certainty of delivering outputs soon is desirable partly to benefit those families now waiting for a new affordable home and partly to meet the Council's existing contractual obligations to the GLA in respect of the land purchase delivering outputs. Therefore, officers are now recommending that the scheme be delivered by PAH acting alone rather than by PAH and Broadway Living acting together.

The proposed new housing scheme

- 2.11 The feasibility stage of the work has now concluded and officers have assessed that there is a scheme which could be delivered which would optimise the development potential of the two sites together.

Figure 1 – plan of the Park Avenue housing sites



- 2.12 Overall the scheme proposed at present is expected to deliver 531 residential units. This model scheme is subject to planning and the design assumptions set out below are indicative. In addition to the homes, the combined site would

bring forward commercial spaces and public realm benefits. The combined scheme has been reviewed by the Planning Services at LBE and has received significant feedback and guidance accordingly.

2.13 Following recent financial modelling the entire premise of this project has been reconfigured to adapt to market conditions. Previously this was a market facing scheme with 50% of the units proposed for outright sale etc. However, due to adverse market conditions arising from both the Covid 19 pandemic and the forthcoming Brexit situation it is now proposed that the scheme should now be an affordable housing led project with a much-reduced outright sale element.

2.14 The current 531 home scheme would produce the following mix of homes:

Table 1 – indicative unit type and mix

Unit type	LAR	LLR	SO	OMS	Total
Number of units	190	105	160	76	531

LAR = London Affordable Rent; LLR = London Living Rent; SO = Shared Ownership; OMS = Market for Sale

2.15 The scheme must start in full by March 2023 to qualify for GLA grant as agreed. Completions are expected to be delivered in full by 2027.

2.16 Please note that the overall design is far from a finished presentation and the attached is simply to highlight design direction and potential massing. The current scheme design for the combined site is below:

Figure 2 – indicative scheme massing



2.17 The designed scheme will be procured to meet the highest environmental standard (subject to overall viability) and the architects Gort Scott will be

designing the scheme to attain Passiv Haus standard. The scheme has been reviewed by Network Rail and they were supportive of the project in principle subject to both build methodology and relationship to the railway being agreed.

- 2.18 The scheme is dependent on obtaining vacant possession. There are a number of industrial tenants on short term tenancies in the Thames Materials part of the site. The 'Silverline' site has now been cleared to allow for it to be used as a work site for the new foot and cycle bridge at Merrick Road. The pedestrian bridge is programmed to be installed in Dec 2020 and expected to be practically complete by July 2021. The bridge can only be installed on Christmas Day without incurring business interruption surcharges by Network Rail.
- 2.19 It is proposed to deal with the land disposal by way of a Development Agreement with PAH whereby PAH would build out the scheme under license, following completion of the scheme to 'golden brick' stage, the Council would transfer the relevant parcels of land to PAH on a freehold / long leasehold basis [subject to detailed agreement through legal workshop]. For the purposes of the DA the transfer fee is set out in **Confidential Appendix 1** however there would be a viability appraisal prior to transfer and if the market position had improved significantly or there had been any changes to the planning consent to allow for a different mix including more market or affordable housing then the position could be checked at that time. The 'Heads of Terms' for this agreement are attached as **Appendix 2**.
- 2.20 Authority to negotiate the detailed terms of, and the authority to agree that the Council enters into, the Development Agreement (DA) should be delegated to the Executive Director, Place. The DA cannot be signed until all the preconditions have been met which include:
- text of legal agreements being finalised by LBE and PAH legal teams
 - GLA grant approval for PA (social Housing Grant) and LBE (conversion of Housing Zone recyclable grant to deliver social housing units)
 - Section 123 'best consideration' sign off received from external surveyor

3. Key Implications and options considered

- 3.1 When considering the options for the future of the site there are a number of considerations:
- **Financial** – The Council has spent money acquiring the sites and this needs to be repaid or converted into a grant investment by the GLA. See **Confidential Appendix 1** for more details on this.
 - **Housing delivery / contractual outputs** – as well as the Council's own local planning housing delivery targets, the Council is contractually obliged to provide housing and affordable housing on these sites as a result of the GLA grant funding and loan requirements.
 - **Regeneration** – there is an existing small housing estate in situ on the PA site. One part of the Gateway site owned by the Council is industrial estate which is partly still operational (Thames Materials). The southern part of the Gateway site acquired by the Council (Silverline) has now been cleared of its

most of previous industrial tenants to allow for it to be used as a construction site for the Merrick Road Foot and Cycle Bridge. Once that project is complete the site needs to be secured or brought back into active uses to prevent dereliction and the opportunity for squatters / anti social behaviour to arise. The cycle bridge project is expected to complete in Summer 2021.

- **Legal** – the Council needs to show that it has achieved ‘best consideration’ for the site disposal and also that we have disposed of the site in a way that cannot be challenged by third parties.

3.2 Officers have considered a number of options for the future of this site and in December 2018 reported that the site would be advertised via the London Development Panel for redevelopment for a housing scheme with a minimum of 50% affordable housing. However once discussions began with PA and massing studies demonstrated that the scheme would be optimised if the two sites were brought together it became clear that from a regeneration / housing outputs point of view the site should be considered as a whole. The **benefits** of the proposed solution now are as follows:

- Optimise housing outputs by bringing two sites together, offer full replacement of existing social rented homes and allow for existing residents to move away permanently or return to a new home on site depending on their preference and circumstances.
- Generate a substantial proportion (up to 85%) net new affordable homes including an anticipated 190 new homes at LAR rent levels and 105 new homes at LLR for local families in need. There are a further 160 proposed shared ownership units in the scheme.
- Provide a scheme that can proceed quickly subject to legal agreements being put in place and the planning application being progressed

3.3 However there are a number of **risks** associated with the proposed scheme which are set out in more detail in section 8 below.

3.4 Officers have considered **alternative** scenarios to the one now proposed as can be seen from previous cabinet reports (listed at the end of this report). The most obvious alternative proposal now is to try to seek a private development partner on the open market to deliver an enhanced land receipt. However, at this stage, the risk of doing that is considered to outweigh the benefits due to prevailing market conditions and the likelihood that delivery of 50% affordable housing by a private partner would prove more challenging in the circumstances than usual. Further it would not be possible to deliver the site without PA housing, so any disposal by the Council to a third party would be for a smaller scheme, probably with fewer affordable units and would scupper the opportunity to realise the redevelopment potential of the two sites together.

3.5 In summary, the benefits of the scheme proposed now are considered substantial enough that the alternative scenario is not considered the best solution for the site.

3.6 The other option is to **do nothing** now. That way it may be possible to preserve the value of the asset pending an upturn in the market. However,

that is not considered an attractive option as it would not support the Council's key corporate priority of delivering new genuinely affordable homes and it would also allow the site to become vacant should the Council not find an alternative meanwhile use. This would also have cost implications, as the site will need to be made ready for letting post the bridge construction and will need to have security in place while it is vacant to avoid it being targeted by squatters. Further there are financial risks to the Council as failure to sell the land may mean the GLA insists on full repayment of the capital grant used to purchase the land in advance of a future sale, which is capital funds the Council does not have available.

4. Financial

- 4.1 Please refer to **Confidential Appendix 1** for the financial background and issues.

5. Legal

- 5.1 The Council has power under section 111 of the Local Government Act 1972 to do anything which is calculated to facilitate, or is conducive or incidental to, the discharge of its functions.
- 5.2 The Council may further rely upon the General Power of Competence provided for in Section 1 of the Localism Act 2011 to pursue the proposed land disposal by way of a Development Agreement with PAH and related contractual structure. The general power is a wide power which allows the Council to do anything that an individual may do (subject to public law principles), but it is subject to certain statutory limitations.
- 5.3 Sections 8 and 9 of the Housing Act 1985 impose a duty on local authorities to review housing needs in their district and provides them with related powers to provide housing accommodation by building and acquiring houses or by converting other buildings into houses. These powers can include provision via third parties.
- 5.4 The Council has acquired the land for the Council element of the scheme for planning purposes under section 227 of the Town & Country Planning Act 1990. The Council has the power to dispose of property which is held for planning purposes under section 233 of the Town & Country Planning Act 1990. This is subject to an obligation to obtain the best consideration that can reasonably be obtained (except for leases of seven years or less), unless the Secretary of State's consent is obtained for the disposal.
- 5.5 Under section 203 of the Housing and Planning Act 2016 the Council may override easements and other third party rights in specified circumstances where land is held for planning purposes although the beneficiaries of any rights overridden may claim statutory compensation but cannot seek an injunction to delay or terminate the development.

- 5.6 Under the proposed land disposal, land in the Council's ownership will be transferred to PAH for development. By virtue of Section 123 of the Local Government Act 1972, the Council may dispose of land held by it in any manner it wishes subject to obtaining the best consideration reasonably obtainable. Therefore, at the time of disposal, the Council must ensure that the value attributed to the land meets the Council's s.123 obligations.
- 5.7 Officers have taken advice from colleagues in legal and procurement on the risk of challenge regarding a direct disposal of the Site to the neighbouring land owner, without whom the scheme could not proceed. While Regulation 10(a) of the Public Contract Regulations 2015 (PCR) specifically excludes land transfers, in this case the proposal is to proceed by way of a Development Agreement, so the transaction would not automatically be excluded from the full application of the PCR. However Regulation 32 (2) (b) (iii) of the PCR can be relied upon to justify no competitive procurement process being undertaken, on the basis that the developer (in this context the neighbouring land owner) has an exclusive right that other competitors could not take advantage of. The rationale being that no other potential developer would be able to carry out the development in the absence of the Council acquiring that land on their behalf, and the neighbouring landowner would either refuse to sell or would have good standing to object to a potential CPO.
- 5.8 The Council intends to procure external legal advice in relation to the land disposal by way of a Development Agreement with PAH, including in relation to compliance with the PCR.
- 5.9 The Council is obliged under legal agreements with the GLA in respect of Growing Places Funding (see Cabinet Report June 2014) and Housing Zone Funding (see Cabinet Report February 2015) to recoup and repay the costs of the land acquisition and to bring forward housing outputs on the sites that have been acquired using these funds unless otherwise agreed with the GLA.
- 5.10 State aid legal compliance will need to be managed by the Council on an ongoing basis, including in relation to land transfers and funding arrangements.
- 5.11 Public law constraints will apply to the project, including the Council's fiduciary duty to act prudently with public monies entrusted to it. The Council therefore must establish (and maintain a full audit trail to support) that the project and its various components are 'intra vires' and that the decision to undertake the project is made after having given due and proper consideration to all relevant factors (disregarding irrelevant factors) and in accordance with normal public law considerations.

6. Value For Money

- 6.1 This proposed scheme is considered to be good value for money for the Council on the basis that:

- Ealing to attract ‘best consideration’ for the site
- PAH to deliver mixed tenure scheme with focus on affordable housing
- Scheme to be delivered to high quality design standards
- Scheme to be delivered to high environmental standards with the aim of achieving Passiv House compliance.

6.2 The proposed disposal will also need to meet the Council’s duties under Section 123 of the Local Government Act 1972 or Section 233 of the Town & Country Planning Act 1990, and prior to signing any development agreement an external surveyors’ report will be necessary to confirm this.

7. Sustainability Impact Appraisal

7.1 The sustainability issues for this scheme will be considered properly through the planning process so no additional sustainability impact appraisal is required. The scheme is proposed to be built to Passive Haus standards in line with the Council’s declaration of a Climate and Ecological Emergency in May 2020.

8. Risk Management

Risk	Mitigation	Residual risk
Sales values fall /market absorption issues on SO / Market units	Minimise number of units for open market sale; shared ownership units in scheme	Sales risk is still there but is needed to allow for cross subsidy to affordable units
Build costs increase	Robust assumptions about build costs have been made at feasibility stage including provision for high environmental standards.	This risk cannot be eliminated but by allowing for some inflation over time the valuation model
Network Rail (NR) objection to scheme	Initial discussions with NR at feasibility stage – positive feedback so far. NR has suggested that a sliver of land is sold back to them to enable efficiency of railway management.	This is usual in a scheme alongside the railway but can be managed through efficient design of scheme.
Neighbours objection to the scheme	There are two main neighbours to the West (the Gurdwara) and East (TfL Grainger) of the site plus an additional smaller neighbour (the Church). There are neighbours to the north who will be consulted as part of the planning process.	The scheme is considered acceptable in principle by planning officers. Building mass and heights have been kept to a maximum of four storeys on the Park Avenue frontage; towers to the south of the site are designed to mitigate the impact of taller towers south of the railway on views from the North of the site.

	The scheme is broadly acceptable in strategic policy terms.	
Residents on the existing housing estate object	Residents will be consulted 1-1 and will be offered suitable decant options. All residents on site are assured tenants. Discussions with PAH tenants are due to commence in early 2021.	PA Housing has experience of dealing with decant in regeneration schemes and is committed to making genuinely attractive offers to its existing tenants.

9. Community Safety

9.1 The scheme design of the new homes will have regard to the latest standards in safety design and the local police will be consulted about the plans. Currently the site is partly unoccupied and is being actively targeted for fly tipping and unauthorised occupation. Ealing Council has employed Carter Jonas to manage and secure the site until it is in active use as a worksite for the construction of the foot and cycle bridge but after that we do not wish to see a long period of vacancy which would allow for anti social behaviour in the area.

10. Links to the 3 Key Priorities for the Borough

10.1 The council's administration has three key priorities for Ealing. They are:

- Good, genuinely affordable homes
- Opportunities and living incomes
- A healthy and great place

10.2 The proposed scheme would contribute to all three of the above themes, particularly the first one through the provision of (net new) 508 homes of which the majority would be affordable including a total of 167 net new homes for social rent and a further 265 units for intermediate housing tenures. There would in addition be 76 private market units on site. The 23 existing social rent units would also be replaced in the new scheme. As such the scheme provides a total of 85% affordable housing on a net basis.

11. Equalities, Human Rights and Community Cohesion

An EAA has been carried out and is attached as Appendix 3. This scheme would contribute to meeting local affordable housing needs which disproportionately affects people of Black, Asian and Minority Ethnic origin. The scheme would also help meet the needs of disabled people by providing all housing to 'lifetime homes' standards and 10% of the new homes to be suitable for wheelchair users.

12. Staffing/Workforce and Accommodation implications:

None.

13. Property and Assets

This report affects council property / assets.

14. Any other implications:

None.

15. Consultation

This report has not been considered by a Scrutiny Panel. The Lead Member for Regeneration and Transport has been consulted.

16. Timetable for Implementation

November 2020 – PA Board approval

December 2020 – Cabinet approval

December 2020 – GLA grant funding approval expected

January / February 2020 – Legal agreements signed and detailed planning application to commence

Summer 2021 – Planning application and public consultation

Winter 2021/22 – Planning consent granted

Summer 2022 – start on site

Spring 2024 – completion of first homes

Autumn 2027 – completion of last homes

17. Appendices

- Confidential Appendix 1 – commercial / financial considerations
- Appendix 2 – Heads of Terms for Development Agreement
- Appendix 3 – Equalities Assessment Analysis

18. Background Information

Refer to previous cabinet reports:

- February 2014
- July 2015
- September 2017
- December 2018

Consultation

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Gary Alderson	Executive Director, Place	12/11/20	17/11/20	various
Lucy Taylor	Director, Growth and Sustainability	12/11/20	17/11/20	
Ross Brown	Chief Finance Officer	12/11/20		
Russell Dyer	Finance	3/11/20	10/11/20	Financial
Jackie Adams	Head of Legal (Commercial)	3/11/20	10/11/20	Throughout
Cllr Julian Bell	Lead Member Regeneration and Transport	12/11/20	24/11/20	
Cllr Mik Sabiers	Lead Member Housing, Planning and Transformation	12/11/20	16/11/20	
Sarah Hadland	Category Lead (Place), Commercial Hub	19/11/20	19/11/20	Procurement issues
External				
Suzannah Taylor	Assistant Director, PA Housing	3/11/20	5/11/20	References to proposed scheme, Milan Road and PA housing tenants
Nick Hurley	Associate, Browne Jacobson	12/11/20	18/11/20	Legal

Report History

Decision type:	Urgency item?
EITHER: Key decision OR Non-key decision OR For information (delete as applicable)	Key Decision
Report no.:	Report author and contact for queries: 07765 896758
	Eleanor Young, Strategic Regeneration Adviser

Appendix 2 – Heads of Terms for Development Agreement Southall Park Avenue and Milan Road

1. Parties:

Ealing Borough Council (LBE) (the Seller)

Paragon Asra Housing Ltd (PAH) (the Buyer)

2. Definitions:

Sale price: £[X]m (exact amount TBC – inc / exc **VAT** requires clarification)

Required Housing Zones Affordable Units: 31 London Affordable Rent units and 39 London Shared Ownership Units that must be provided by the Buyer without application for further grant funding from the GLA.

Target Scheme Outputs: A scheme that delivers 530 housing units of which 85% are affordable homes.

Financial test: Test to establish whether a Viable Scheme can be provided the agreed inputs to which are set out in Schedule XXXX.

Viable Scheme: A scheme that complies with PA Housing's internal financial hurdle rates as detailed in Schedule XXX and delivers a minimum land price to LBE

Start on Site Milestone: 31st March 2023

3. General terms of the Development Agreement:

- The Seller will sell and the Buyer will buy land parcels with title numbers xxx and xxx identified on the attached plans subject to the conditions set out in Clauses XX to YY.
- The Seller's reasonably incurred costs identified in Schedule XX that cannot be reclaimed against GLA grant funding drawn down will be met by the Buyer.
- The Buyer commits to progressing the scheme to obtain a Satisfactory Planning Consent by [July 2022].
- The Buyer commits to the inclusion of its land at Milan Road Southall (subject to Vacant Possession) within the development scheme with a view to achieving the Target Scheme Outputs.
- The Buyer will own and manage (or secure management of) all residential and commercial properties within the development.

- The management of public realm is to be agreed between the Buyer and the Council's Highways Department and secured through s278 agreement.
- A nominations agreement is in place between the Seller and the Buyer (subject to planning)
- The Seller will grant a Building Licence (attach draft form) within one month of the notification by the Buyer, assuming all conditions precedent had been met, in order to permit the commencement of the development scheme.
- The Buyer will pay the Seller's reasonable costs on signature of the DA and will pay the Sale price to the Seller at the Unconditional Date.
- Approval of the Board of Paragon Asra Housing Ltd
- Approval of Ealing London Borough Council (Delegated to Executive Director of Place via Cabinet December 2020)
- Completion of GLA grant funding contracts (with PAH re new funding and with Ealing re existing grant funding)

4. Conditions precedent to Unconditional DA:

- Vacant Possession of the Seller's land
- VP of buyer's land – agreed strategy has been achieved
- Completion of works to pedestrian and cycle bridge
- Satisfactory Planning Consent obtained (S106 to be entered into)
- Agreement of Public Realm Strategy with Ealing Council
- Nominations agreement in place
- Satisfaction of the Financial Test to ensure a Viable Scheme
- Title

Longstop date for satisfaction of CPs (31st March 2023)

5. Conditions precedent to Completion of Sale:

- The development scheme has reached Golden Brick stage.

Longstop date for satisfaction of CPs [31st March 2024]

Park Avenue, Southall, Cabinet update: APPENDIX 3 - Full EAA

1. Proposal Summary Information	
EAA Title	Redevelopment of Land at Park Avenue Southall Gateway
Please describe your proposal?	Scheme
Is it HR Related?	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Corporate Purpose	Cabinet Report Decision

1. What is the Scheme looking to achieve? Who will be affected?

The proposal is to redevelop a land asset, Park Avenue Southall, after it has been vacated by the current tenants now in place and once the Merrick Road foot and cycle bridge project is completed. The proposal is to dispose of the asset to Paragon Asra Housing (PAH), so that it can be redeveloped for new homes (c. 530 units taken together with the site next door in PAH's ownership (Milan Road).

The people affected will be:

- a) Residents at Milan Road
 - b) Industrial occupiers of the Park Avenue site
 - c) Future residents of the scheme
 - d) Other neighbours and residents of Southall
-
- a) This EAA does not consider the impacts on residents of Milan Road as they are covered by PAH equality duty as a charitable organisation. LBE is not aware of any protected or other characteristics of this group due to GDPR restrictions. All residents who are entitled to be rehoused will be rehoused by PAH.
 - b) The industrial occupiers of the Park Avenue site (2-3 businesses) have been held on short term leases since April 2016 and are aware they need to make plans to relocate their businesses. The Council is not aware of any specific impacts on groups with protected characteristics.
 - c) The scheme would provide new, predominantly affordable housing for people from Ealing, including properties suitable for families and for disabled people. Consideration of their needs is set out below.
 - d) The scheme would be designed to high quality with excellent environmental standards and would provide a screen to the proposed developments to the South of the railway. The area would be designed to allow for inclusive public realm and support the provision of the new public foot and cycle bridge with enhanced adjacent public realm. This scheme would contribute a positive impact to the development quality and landscape of Southall.

The main impacts on other groups are set out in section 2 below.

Park Avenue, Southall, Cabinet update: APPENDIX 3 - Full EAA

2. What will the impact of your proposal be?

The main impact of the proposal will be the creation of over 500 (net new) homes for Ealing residents of which the majority (up to 85%) will be affordable homes.

As of October 2020, Ealing Council has **10,589** households on its waiting list for housing including **3,173** families in overcrowded accommodation and a total of **5,884** families, which collectively include **10,590** children. **2,366** households applying for accommodation include a person who considers themselves to have a disability. Ealing Council has a statutory responsibility to house many of these families, in particular those comprising vulnerable people.

On average last year **37%** of new lettings were to homeless households in priority need.

2. Impact on Groups having a Protected Characteristic

AGE: *A person of a particular age or being within an age group.*

State whether the impact is positive, negative, a combination of both, or neutral:

Describe the Impact

There is no additional impact on people of particular age groups.

Describe the Mitigating Action

DISABILITY: *A person has a disability if s/he has a physical or mental impairment which has a substantial and long term adverse effect on their ability to carry out normal day to day activities¹.*

State whether the impact is positive, negative, a combination of both, or neutral:

Describe the Impact

The provision of new homes will ensure that all units comply with 'lifetime homes' standards and that 10% are suitable for wheelchair users thereby meeting the needs of people who may be disabled now or become disabled in the future. This is better provision for disabled people than the existing stock.

The public realm will offer inclusive access to the new housing.

Describe the Mitigating Action

None

¹ Due regard to meeting the needs of people with disabilities involves taking steps to take account of their disabilities and may involve making reasonable adjustments and prioritizing certain groups of disabled people on the basis that they are particularly affected by the proposal.

Park Avenue, Southall, Cabinet update: APPENDIX 3 - Full EAA

GENDER REASSIGNMENT: <i>This is the process of transitioning from one sex to another. This includes persons who consider themselves to be trans, transgender and transsexual.</i>
State whether the impact is positive, negative, a combination of both, or neutral:
Describe the Impact
<i>No additional impact</i>
Describe the Mitigating Action
N/A

RACE: <i>A group of people defined by their colour, nationality (including citizenship), ethnic or national origins or race.</i>																								
State whether the impact is positive, negative, a combination of both, or neutral:																								
Describe the Impact																								
<i>A breakdown of the Council's housing waiting list in July 2020 showed that it was comprised of the following groups by ethnicity shows that the vast majority of applicants are from black and minority ethnic communities. Therefore the provision of new affordable homes should have a positive beneficial impact for these communities:</i>																								
<table border="1" style="width: 100%; border-collapse: collapse; margin-bottom: 10px;"> <thead> <tr> <th style="text-align: left;">Ethnicity</th> <th style="text-align: left;">Percentage</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>26.6%</td> </tr> <tr> <td>Mixed white & black</td> <td>3.6%</td> </tr> <tr> <td>Mixed white & asian</td> <td>1%</td> </tr> <tr> <td>Mixed other</td> <td>1.6%</td> </tr> <tr> <td>Asian</td> <td>22.8%</td> </tr> <tr> <td>Black</td> <td>29%</td> </tr> <tr> <td>Gypsy Romany</td> <td>0.12%</td> </tr> <tr> <td>Chinese</td> <td>0.18%</td> </tr> <tr> <td>Other</td> <td>8.1%</td> </tr> <tr> <td>Not stated</td> <td>7%</td> </tr> <tr> <td>Total</td> <td>100%</td> </tr> </tbody> </table>	Ethnicity	Percentage	White	26.6%	Mixed white & black	3.6%	Mixed white & asian	1%	Mixed other	1.6%	Asian	22.8%	Black	29%	Gypsy Romany	0.12%	Chinese	0.18%	Other	8.1%	Not stated	7%	Total	100%
Ethnicity	Percentage																							
White	26.6%																							
Mixed white & black	3.6%																							
Mixed white & asian	1%																							
Mixed other	1.6%																							
Asian	22.8%																							
Black	29%																							
Gypsy Romany	0.12%																							
Chinese	0.18%																							
Other	8.1%																							
Not stated	7%																							
Total	100%																							
Describe the Mitigating Action																								
N/A																								

RELIGION & BELIEF: <i>Religion means any religion. Belief includes religious and</i>

Park Avenue, Southall, Cabinet update: APPENDIX 3 - Full EAA

philosophical beliefs including lack of belief (for example, Atheism). Generally, a belief should affect a person's life choices or the way you live for it to be included.

State whether the impact is positive, negative, a combination of both, or neutral:

Describe the Impact

No additional impact

Describe the Mitigating Action

N/A

SEX: Someone being a man or a woman.

State whether the impact is positive, negative, a combination of both, or neutral:

Describe the Impact

No additional impact

Describe the Mitigating Action

N/A

SEXUAL ORIENTATION: A person's sexual attraction towards his or her own sex, the opposite sex or to both sexes.

State whether the impact is positive, negative, a combination of both, or neutral:

Describe the Impact

No additional impact

Describe the Mitigating Action

N/A

PREGNANCY & MATERNITY: <i>Description: Pregnancy: Being pregnant. Maternity: The period after giving birth - linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, including as a result of breastfeeding.</i>
State whether the impact is positive, negative, a combination of both, or neutral:
Describe the Impact
<i>No additional impact</i>
Describe the Mitigating Action
<i>N/A</i>

MARRIAGE & CIVIL PARTNERSHIP: <i>Marriage: A union between a man and a woman or of the same sex, which is legally recognised in the UK as a marriage Civil partnership: Civil partners must be treated the same as married couples on a range of legal matters.</i>
State whether the impact is positive, negative, a combination of both, or neutral:
Describe the Impact
<i>No additional impact</i>
Describe the Mitigating Action
<i>N/A</i>

3. Human Rights²
4a. Does your proposal impact on Human Rights as defined by the Human Rights Act 1998?
Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
4b. Does your proposal impact on the rights of children as defined by the UN Convention on the Rights of the Child?
Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
4c. Does your proposal impact on the rights of persons with disabilities as defined by the UN

² For further guidance please refer to the Human Rights & UNRC Guidance on the Council Equalities [web page](#).

Park Avenue, Southall, Cabinet update: APPENDIX 3 - Full EAA

Convention on the rights of persons with disabilities?

Yes No

Under the Human Rights Act 1988 Act, it is unlawful for a public authority such as the London Borough of Ealing to act in a manner, which is incompatible with the European Convention on Human Rights. In the context of this redevelopment proposal Article 8 (right to respect for private and family life), Article 1 of the First Protocol (protection of property) are relevant and will be taken into account before any decision to proceed is taken.

Members will need to be satisfied that although the recommendations in the Cabinet report will require a small number of businesses to relocate thereby potentially affecting their human rights, this is necessary to protect the rights and freedoms of others (in this case, the rights of the Council as landowner to dispose of the property for redevelopment). The Council is permitted to control the use of property in accordance with the general interest and Cabinet will need to be satisfied that the recommendations in the report are proportionate in all the circumstances.

4. Conclusion

In conclusion the proposal affects people with protected characteristics on account of their race and or disability. This offers significant opportunities to these protected groups. It also affects other vulnerable groups including homeless people and children.

4a. What evidence, data sources and intelligence did you use to assess the potential impact/effect of your proposal? Please note the systems/processes you used to collect the data that has helped inform your proposal. Please list the file paths and/or relevant web links to the information you have described.

Southall Opportunity Area Planning Framework 2014

<https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/opportunity-areas/opportunity-areas/southall>

Data from Ealing's council house waiting list and housing department.

5. Action Planning: *(What are the next steps for the proposal please list i.e. what it comes into effect, when migrating actions³ will take place, how you will measure impact etc.)*

Action	Outcomes	Success Measures	Timescales/ Milestones	Lead Officer (Contact Details)
Enter conditional contracts to	PAH can commit to fund planning	Contracts in place	Agree contract terms in line with	Eleanor Young, Ealing Council;

³ Linked to the protected characteristics above

Park Avenue, Southall, Cabinet update: APPENDIX 3 - Full EAA

dispose of the land	and next stages of project		HOT agreed by Cabinet – Spring 2021	Suzannah Taylor PAH
Apply for planning consent for the new scheme	Ensure policies on affordable new homes and accessible homes are implemented	Planning consent for policy compliant scheme	2021 (by June 2022 at the latest) Informal advice taken. Pre app to be complete summer 2020.	Suzannah Taylor PAH
Obtain vacant possession of the sites required	Residents secure alternative homes; businesses relocate	Decant complete		Eleanor Young, Ealing Council; Suzannah Taylor PAH

Additional Comments:

6. Sign off: *(All EAA's must be signed off once completed)*

Completing Officer Sign Off:	Service Director Sign Off:	HR related proposal <i>(Signed off by directorate HR officer)</i>
Signed:  Name (Block Capitals): ELEANOR YOUNG Date: 26/11/2020	Signed:  Name (Block Capitals): LUCY TAYLOR Date: 26/11/2020	Signed: N/A Name (Block Capitals): Date:

For EA's relating to Cabinet decisions: received by Committee Section for publication by (date):

Appendix 1: Legal obligations under Section 149 of the Equality Act 2010:

- As a public authority we must have due regard to the need to:
 - a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- The protected characteristics are: AGE, DISABILITY, GENDER REASSIGNMENT, RACE, RELIGION & BELIEF, SEX, SEXUAL ORIENTATION, PREGNANCY & MATERNITY, MARRIAGE & CIVIL PARTNERSHIP

- Having due regard to advancing equality of opportunity between those who share a protected characteristic and those who do not, involves considering the need to:
 - a) Remove or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - b) Take steps to meet the needs of persons who share a relevant characteristic that are different from the needs of the persons who do not share it.
 - c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

- Having due regard to fostering good relations between persons who share a relevant protected characteristic and persons who do not, involves showing that you are tackling prejudice and promoting understanding.

- Complying with the duties may involve treating some people more favourably than others; but this should not be taken as permitting conduct that would be otherwise prohibited under the Act.



Report for: ACTION
Item Number: 17

Contains Confidential or Exempt Information	NO
Title	Redevelopment of Northolt High School
Responsible Officer(s)	Tamara Quinn, Assistant Director Planning, Resources & Service Development, Ext. 8444, E-mail: TQuinn@ealing.gov.uk
Author(s)	Laurence Field, FieldL@ealing.gov.uk , 020 8825 5425
Portfolio(s)	Cllr Yvonne Johnson, Schools and Children's Services and Deputy Leader
For Consideration By	Cabinet
Date to be Considered	8 th December 2020
Implementation Date if Not Called In	21 st December 2020
Affected Wards	Northolt Mandeville
Keywords/Index	Northolt High School, Redevelopment, Rebuild, Schools procurement, contract award, capital programme, capital approvals.

Purpose of Report:
 The purpose of this report is to provide an update to Cabinet on plans to redevelop Northolt High School funded through a combination of capital funding generated through the sale of land owned by the school and additional funding previously allocated by the Council to address the school's condition and requirement for capital investment. The report seeks authority to proceed to the procurement stage of the project for the appointment of a building contractor to undertake the redevelopment works.

1. Recommendations

It is recommended that Cabinet:

- i. Notes the update provided in this report relating to the proposed redevelopment of Northolt High School including the proposed funding strategy for the project;
- ii. Notes the revised proposed additional allocation of £17.200m into the rebuild of Northolt High School to be funded from a capital receipt generated through the sale of a parcel of land owned by the school to be added to the £9.000m contribution from within the existing capital programme bringing the funding secured for the scheme to £26.200m;
- iii. Authorises the initial consultation to commence for the opening of an ARP at Northolt High School as part of the redevelopment plans for the school. Notes that further reports will be presented to Cabinet to decide whether to progress with this, funded from the existing schools SEN Expansion capital programme;

- iv. Authorises the Assistant Director Planning, Resources and Service Development:
 - a. to invite and evaluate tenders for the pre-construction services agreement to develop proposals for redevelopment works at Northolt High School at an estimated value of £1.4m, intended to fully or substantially rebuild the school from the available budget of £26.200m, and which is expected to be for a period of 12-18 months;
 - b. to invite and evaluate tenders for any enabling and temporary accommodation works required for the redevelopment works at Northolt High School at an estimated value of £2.100m;
 - c. to submit any planning applications required to progress with the redevelopment of the school.

- v. Notes that building contracts will not be entered into until further Cabinet approval has been obtained.

2. Reason for Decisions and Options Considered

Proposals for the redevelopment of Northolt High School were last presented to Cabinet on 17th October 2017, when capital approvals were given to progress with procurement for the project. Considerable work took place involving the school and Council, including the invitation of contractors to a mini competition to commence the pre-construction stage of the project. However, the associated sale of a parcel of land by the school at a nearby site has taken significantly longer than was initially anticipated. The planning application submitted by the developer for the parcel of land being sold by the school was refused in 2018. As release of the capital receipt was reliant on planning approval being granted, the refusal caused a delay to the project while the developer decided how to proceed. The procurement process that had commenced could therefore not be completed. A further planning application was subsequently submitted by the developer in November 2019, and this was approved in October 2020. The sale of the land should now follow along with the associated capital receipt.

The capital receipt from the land sale has reduced to £17.200m from the £20.000m which was originally anticipated. The Council's agreed contribution towards the rebuild of the Vincent Block at Northolt High School from mainstream borrowing is £9.000m. The school is investigating the possibility of generating additional funds to enable a full rebuild of the school rather than the substantial rebuild enabled by the current available funds.

As reported to Cabinet in October 2017, the possibility of an Additionally Resourced Provision ("ARP") at the school has been discussed to help meet demand for places for students with additional needs but who do not need a place at a special school. It is now proposed to consult with school staff, students, parents and the wider community on the inclusion of an ARP as part of the redevelopment. The Council has a statutory duty to secure sufficient school places and to promote high educational standards, ensure fair access to educational opportunity and promote the fulfillment of every child's educational potential. The Council must also promote choice and diversity. The Council has seen a significant increase in the number of pupils eligible for a place in specialist provision and additional ARP places are part of the funded capital programme to meet this need.

The legal framework within which Cabinet must consider the proposals is set out in **section 5**.

The relevant background report, Redevelopment of Northolt High School, which was presented to Cabinet on the 17th of October 2017, can be accessed via the following link:

<https://ealing.cmis.uk.com/ealing/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/4974/Committee/3/Default.aspx>

3. Key Implications

3.1. Northolt High School had been identified as being in poor condition from at least as early as 2008 in the lead up to the national Building Schools for the Future (BSF) programme. The school was allotted a place in the second phase of BSF and would have received substantial capital investment at that time. However, BSF was cancelled in July 2010 and the school did not receive investment through that programme. Subsequently, the Council has submitted two bids to the Department for Education on behalf of the school for it to be rebuilt under the Priority Schools Building (PSB) Programme, first in 2012 and again in 2014. Unfortunately, both of these bids were unsuccessful. This was largely thought to be due to the significant oversubscription of the PSB Programme nationally.

3.2 In recognition of the significant need for investment into the school, the Council has allocated £9.000m for the rebuild of one of the two main school blocks and this is currently allocated as part of the approved schools service capital programme. The school also sought to generate capital funding through the sale of a parcel of land in the vicinity of the main school site (Dabb's Hill). This land is owned by the school and was originally intended to act as an offsite playing field but had been disused for a number of years and had fallen into disrepair. The school had completed a marketing secured a buyer for the site in 2017 but the sale was conditional on planning permission being secured for housing on the site by way of enabling development and this planning permission was not formally secured until the issue of the planning decision notice on 2nd October 2020.

3.3 The Council has also allocated £1.400m towards providing an additional secondary phase ARP (Additionally Resourced Provision) and it is proposed to now progress with initial the consultation to include this provision within the Northolt redevelopment project.

3.4 It is proposed that the existing approved capital funds are combined with the capital receipt generated through the sale of the school's parcel of land at Dabb's Hill and any additional funding the school is able to secure in order to provide as complete a rebuild of the school as possible. Updated Cabinet approval is sought for the scheme to proceed to the procurement phase and to invite and review tenders for the appointment of contractors to redevelop the school including associated enabling and temporary accommodation works.

3.5 Authority to award the associated contracts will be sought through further decisions from Cabinet.

4. Financial Implications

Financial impact on the budget

4.1 Approval was given by Cabinet in October 2017 to progress in further reviewing options and to proceed to the procurement stage. The costs were based upon the Council undertaking a two-stage design and build procurement process and including awarding a Pre-Construction Services Agreement (PCSA) with a preferred bidder to develop the scheme. It is now proposed to re-commence the procurement processes for the pre-construction stage of the redevelopment, along with enabling and temporary accommodation works associated with the project.

4.2 As the school has foundation status, the capital receipt from sale of the school's land to a developer will not pass directly to the Council. It will however be applied solely to the redevelopment of the school and the agreement with the school confirms this.

4.3 The full current funding for the scheme is summarised in **Table 1** below with a revised indicative cashflow.

TABLE 1: Anticipated Revised Spend Profile

	To 2019/20	2020/21	2021/22	2022/23	2023/24	Total
	£m	£m	£m	£m	£m	£m
Existing Approved Expenditure Budget	0.752	0.300	-	-	7.948	9.000
Revised Additional Expenditure Budget Profile	-	-	3.500	9.000	4.700	17.200
Total Expenditure	0.752	0.300	3.500	9.000	12.648	26.200
Funded by:						
Mainstream Funding	0.752	0.300	-	-	7.948	9.000
Capital Receipt for Additional Budget	-	-	3.500	9.000	4.700	17.200
Total Funding	0.752	0.300	3.500	9.000	12.648	26.200

Subject to consultation and Cabinet approval, the intention would be to provide an Additionally Resourced Provision which would be funded from £1.400m which was also previously approved by Cabinet on 14th February 2017 as part of the MTFS Budget Strategy update. Additionally, there is Section 106 funding associated with the planning application for the school land being sold including an Education Infrastructure contribution from the developer of £0.217m which it is proposed to add to the budget through a later Cabinet report.

4.4 There are no expected adverse revenue implications for the Council arising from the scheme. The financing costs for the mainstream borrowing are contained within the Treasury Management budget. Revenue costs for the school are met from the schools block from within the Dedicated Schools Grant. Any additional revenue costs arising from the project are expected to be contained within the devolved Northolt High School revenue budget. The inclusion of accommodation for an ARP is projected to save £0.027m per annum per place relative to the costs of alternative arrangements which the Council would otherwise be required to make.

4.5 Special education needs places are funded from the “high needs block” of the Dedicated Schools Grant (DSG) and the number of places are formally agreed with the Education and Skills Funding Agency (ESFA) each year. Schools also receive ‘top-up’ funding on a per pupil basis which relates to standard support needs and the school setting. All revenue costs are therefore expected to be contained within this DSG allocation. SEN expansion programme is a key cost avoidance feature of the LA’s High Needs deficit recovery plan There are no General Fund implications for the Council arising from these capital works.

4.6 Any building contracts let by the Council will be managed by the Council’s internal Projects Delivery Unit (PDU). Schools Service budgets, DSG usage and the Council’s capital programme are monitored as part of the Council’s budget monitoring process.

5. Legal

5.1 The contracts for the building works described in this report will be let in accordance with the Council’s Contract Procedure Rules and the Public Contract Regulations 2015 (as amended) as applicable.

5.2 Section 14 of the Education Act 1996 establishes that the Council holds a statutory duty to ensure that there are sufficient school places in their area, to promote high educational standards, to ensure fair access to educational opportunity and to promote the fulfilment of every child’s educational potential. They must also ensure that there are sufficient schools in their area and promote diversity and increase parental choice.

5.3 It is proposed that the Council will enter into a binding funding agreement with the School to record both parties’ commitment to the project.

5.4 The School has entered into a conditional contract for the sale of land subject to the Buyer obtaining satisfactory planning permission for a residential development. The planning permission has now been secured and the school anticipates the sale of the land will now follow with the funds expected from the School becoming available on completion of sale. The Council will not commit to entering into the contract for the main building redevelopment works until funding is in place.

6. Value for Money

All proposals pursued are subject to rigorous value for money (VfM) procedures through the feasibility study and option appraisal process. Providing Cabinet approval is granted, tenders will be sought in accordance with the Contract Procedure Rules and Public Contracts Regulations 2015 (as amended) as appropriate and will be evaluated to establish the most economically advantageous tender to the Council. During the execution of the project, regular progress review meetings will be held to ensure the projects are being executed to the approved budget and the timescales.

7. Sustainability Impact Appraisal

The planning applications for building works will include an assessment of the impact on sustainability as outlined within the Council’s procurement policies.

8. Risk Management

There are risks arising from construction cost increases, and the position will be monitored throughout the process.

There are established processes for managing capital projects and risks are identified and managed as part of the project management process. Risk Registers will be maintained for the project, and these will be updated and managed until completion.

Associated tendering processes will comply with best practice and be fully compliant with the Contract Procedure Rules and the requirements under the Public Contracts Regulations 2015 (as amended) as appropriate.

9. Community Safety

Concerns about transport, traffic and travel will be addressed during the planning process.

10. Links to the 3 Priorities for the Borough

The project is linked to 'Opportunities and living incomes' and 'A healthy and great place' priorities.

11. Equalities, Human Rights and Community Cohesion

Equalities analysis assessments have been undertaken and due regard will be paid to the Council's equalities duties through the procurement process.

12. Staffing/Workforce and Accommodation implications

The project would involve the rebuild of existing school accommodation.

13. Property and Assets

This report deals with schools' property and assets.

14. Any other implications

None.

15. Consultation

Consultation has taken place, as required, with the Portfolio Holder. In respect of formal proposals, statutory consultation requirements will be met if it is decided to progress to the next stage.

16. Timetable for Implementation

Subject to Cabinet approval, it is anticipated that the enabling and temporary accommodation works would take place in summer 2021 in parallel with the pre-construction design for the main scheme which would commence in 2022 and complete for the September 2023 Academic year.

17. Appendices

Appendix A: EAA

18. Background Information

1. The relevant background report, Redevelopment of Northolt High School, which was presented to Cabinet on the 17th of October 2017, can be accessed via the following link:

<https://ealing.cmis.uk.com/ealing/Meetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/4974/Committee/3/Default.aspx>

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Cllr. Yvonne Johnson	Portfolio Holder, Schools and Children's Services	12/11/20	12/11/20	Throughout
Judith Finlay	Executive Director Children, Adults and Public Health	12/11/20	12/11/20	Throughout
Tamara Quinn	Assistant Director, Planning, Resources & Service Development	10/11/20	10/11/20	Throughout
Justin Morley	Head of Legal Services (Litigation)	9/11/20		
Kamaljit Kaur	Interim Senior Finance Business Partner, Children & Schools	9/11/20		
Craig McDowell	Category Lead (People)	9/11/20		
Chuhr Nijjar	Senior Contracts Lawyer	9/11/20	10/11/20	1
Gary Redhead	Assistant Director, Schools Planning and Resources	12/11/20	12/11/20	2,3,4
Russell Dyer	Assistant Director, Accountancy	12/11/20	13/11/20	

Report History

Decision type:	Urgency item?
Key decision	No
Report no.:	Report author and contact for queries:
	Laurence Field, fieldl@ealing.gov.uk 020 8825 5425

Equalities Impact Assessment

1. Proposal Summary Information

EAA Title	Redevelopment of Northolt High School
Please describe your proposal?	Scheme: approval for the recommencement of plans to redevelop Northolt High School including consultation on opening an ARP.
Is it HR Related?	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
Corporate Purpose	Cabinet Decision

1. What is the Initiative/Function/Policy/Project/Scheme (*pick one*) looking to achieve? Who will be affected?

Seeks Cabinet approval for the re-commencement of plans to redevelop Northolt High School including consultation on opening an ARP within the redeveloped school providing facilities for children aged 11-16 with an Education Health and Care Plan with needs on the Autistic Spectrum or related Speech, Language and Communications needs.

2. What will the impact of you proposal be?

The impact of the Redevelopment of Northolt High School proposal is to ensure sufficient school places in good quality physical educational environment are available to serve the local community including for pupils with Special Education Need and Disability (SEND).

2. Impact on Groups having a Protected Characteristic

Equalities Impact Assessment

AGE: <i>A person of a particular age or being within an age group.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Positive
Describe the Impact
The redevelopment is considered to have a positive impact on current and future high school age students attending the school. The proposal includes initial consultation on providing Additionally Resourced Provision for High Needs places to serve the local community which would have a positive impact on those who are of school age. If there are not sufficient specialist SEND school places in an area then pupils may not be able to access provision most appropriate to meet their needs. There is inequality between those of the same age living in the same area as some children either have to remain in a mainstream school with additional support at a higher cost than an ARP or will be offered places in an ARP (if available) much further away.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

DISABILITY: <i>A person has a disability if s/he has a physical or mental impairment which has a substantial and long term adverse effect on their ability to carry out normal day to day activities¹.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Positive
Describe the Impact
Redevelopment is considered to have a positive impact for the users of the school and the wider community. If an ARP proceeds, it is considered that this will have a positive impact for children and young people with Special Educational Needs, specifically with needs on the Autistic Spectrum or related Speech, Language and Communications needs. The ARP accommodation would be designed to meet the needs of people with disabilities by taking steps to take account of their disabilities and making reasonable adjustments. The proposal prioritizing the needs of pupils on the Autistic Spectrum or related Speech, Language and Communications needs on the basis that they are particularly affected by the proposal.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

¹ Due regard to meeting the needs of people with disabilities involves taking steps to take account of their disabilities and may involve making reasonable adjustments and prioritizing certain groups of disabled people on the basis that they are particularly affected by the proposal.

Equalities Impact Assessment

GENDER REASSIGNMENT: <i>This is the process of transitioning from one sex to another. This includes persons who consider themselves to be trans, transgender and transsexual.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
Neutral impact. Persons who are undergoing gender reassignment or consider themselves to be trans, transgender and transsexual may have children at, or intending to attend, the school.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

RACE: <i>A group of people defined by their colour, nationality (including citizenship), ethnic or national origins or race.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
Neutral impact. Places at the school are available to all, and there is no discrimination by race, ethnic origins or nationality.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

RELIGION & BELIEF: <i>Religion means any religion. Belief includes religious and philosophical beliefs including lack of belief (for example, Atheism). Generally, a belief should affect a person's life choices or the way you live for it to be included.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
The school is open to young people of all religions and beliefs, and there would be no negative impact to people of any faith or belief as a result of this proposal.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

SEX: <i>Someone being a man or a woman.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
Neutral effect identified in terms of the above recommendations.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

Equalities Impact Assessment

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SEXUAL ORIENTATION: <i>A person's sexual attraction towards his or her own sex, the opposite sex or to both sexes.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
No differential impact on people based on sexual orientation so neutral impact identified.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

PREGNANCY & MATERNITY: <i>Description: Pregnancy: Being pregnant. Maternity: The period after giving birth - linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, including as a result of breastfeeding.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
There should be a neutral impact on pregnancy & maternity.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

MARRIAGE & CIVIL PARTNERSHIP: <i>Marriage: A union between a man and a woman. or of the same sex, which is legally recognised in the UK as a marriage Civil partnership: Civil partners must be treated the same as married couples on a range of legal matters.</i>
State whether the impact is positive, negative, a combination of both, or neutral: Neutral
Describe the Impact
There should be a neutral impact on marriage & civil partnership.
Alternatives and mitigating actions which have been considered in order to reduce negative effect:
Describe the Mitigating Action
No negative effect identified.

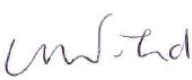
Equalities Impact Assessment

3. Human Rights²
4a. Does your proposal impact on Human Rights as defined by the Human Rights Act 1998? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
4b. Does your proposal impact on the rights of children as defined by the UN Convention on the Rights of the Child? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
4c. Does your proposal impact on the rights of persons with disabilities as defined by the UN Convention on the rights of persons with disabilities? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>
The proposal links to article 28 (right to education) as defined by the UN Convention on the Rights of a Child. The Act facilitates the education of the most educationally and physically disabled children. It supports high aspirations and plans around the child. This provision will enhance the education and life chances of such children.

4. Conclusion				
The proposals will not disadvantage any group or individual with a protected characteristic. The ARP proposal would have a positive impact for children with Special Educational Needs, specifically with needs on the Autistic Spectrum or related Speech, Language and Communications needs.				
4a. What evidence, data sources and intelligence did you use to assess the potential impact/effect of your proposal? Please note the systems/processes you used to collect the data that has helped inform your proposal. Please list the file paths and/or relevant web links to the information you have described.				
SEN Code of Practice; Special Educational Needs and Disability Regulations 2014; Children and Families Act 2014; Early Years Census Data reports; Connexions data on attendance at Ealing Youth Centres.				
5. Action Planning: (What are the next steps for the proposal please list i.e. what it comes into effect, when migrating actions³ will take place, how you will measure impact etc.)				
Action	Outcomes	Success Measures	Timescales/ Milestones	Lead Officer (Contact Details)
Additional Comments:				
No mitigating actions to be taken.				
6. Sign off: (All EAA's must be signed off once completed)				

² For further guidance please refer to the Human Rights & URNC Guidance on the Council Equalities [web page](#).
³ Linked to the protected characteristics above

Equalities Impact Assessment

Completing Officer Sign Off:	Service Director Sign Off:	<i>HR related proposal (Signed off by directorates HR officer)</i>
Signed:  Name (Block Capitals): L M FIELD Date: 12 th November 2020	Signed:  Name (Block Capitals): T QUINN Date: 12 th November 2020	Signed: Name (Block Capitals): Date:

For EA's relating to Cabinet decisions: received by Committee Section for publication by (date):

Appendix 1: *Legal obligations under Section 149 of the Equality Act 2010:*

- As a public authority we must have due regard to the need to:
 - a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- The protected characteristics are: AGE, DISABILITY, GENDER REASSIGNMENT, RACE, RELIGION & BELIEF, SEX, SEXUAL ORIENTATION, PREGNANCY & MATERNITY, MARRIAGE & CIVIL PARTNERSHIP
- Having due regard to advancing equality of opportunity between those who share a protected characteristic and those who do not, involves considering the need to:
 - a) Remove or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
 - b) Take steps to meet the needs of persons who share a relevant characteristic that are different from the needs of the persons who do not share it.
 - c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- Having due regard to fostering good relations between persons who share a relevant protected characteristic and persons who do not, involves showing that you are tackling prejudice and promoting understanding.

Complying with the duties may involve treating some people more favourably than others; but this should not be taken as permitting conduct that would be otherwise prohibited under the Act.