



Cabinet

Tuesday 14 January 2020 at 4.00 pm

Boardrooms 3 - 5 - Brent Civic Centre, Engineers Way,
Wembley, HA9 0FJ

Membership:

Lead Member Councillors:

Portfolio

M Butt (Chair)

McLennan (Vice-Chair)

Agha

Farah

Hirani

Miller

M Patel

Krupa Sheth

Southwood

Tatler

Leader of the Council

Deputy Leader of the Council and Lead Member for
Resources

Lead Member for Schools, Employment and Skills

Lead Member for Adult Social Care

Lead Member for Public Health, Culture & Leisure

Lead Member for Community Safety and Engagement

Lead Member for Children's Safeguarding, Early Help
and Social Care

Lead Member for Environment

Lead Member for Housing & Welfare Reform

Lead Member for Regeneration, Property & Planning

For further information contact: Thomas Cattermole, Head of Executive and
Member Services, 020 8937 5446 thomas.cattermole@brent.gov.uk

For electronic copies of minutes, reports and agendas, and to be alerted when the
minutes of this meeting have been published visit: **democracy.brent.gov.uk**

The press and public are welcome to attend this meeting

Notes for Members - Declarations of Interest:

If a Member is aware they have a Disclosable Pecuniary Interest* in an item of business, they must declare its existence and nature at the start of the meeting or when it becomes apparent and must leave the room without participating in discussion of the item.

If a Member is aware they have a Personal Interest** in an item of business, they must declare its existence and nature at the start of the meeting or when it becomes apparent.

If the Personal Interest is also significant enough to affect your judgement of a public interest and either it affects a financial position or relates to a regulatory matter then after disclosing the interest to the meeting the Member must leave the room without participating in discussion of the item, except that they may first make representations, answer questions or give evidence relating to the matter, provided that the public are allowed to attend the meeting for those purposes.

***Disclosable Pecuniary Interests:**

- (a) **Employment, etc.** - Any employment, office, trade, profession or vocation carried on for profit gain.
- (b) **Sponsorship** - Any payment or other financial benefit in respect of expenses in carrying out duties as a member, or of election; including from a trade union.
- (c) **Contracts** - Any current contract for goods, services or works, between the Councillors or their partner (or a body in which one has a beneficial interest) and the council.
- (d) **Land** - Any beneficial interest in land which is within the council's area.
- (e) **Licences** - Any licence to occupy land in the council's area for a month or longer.
- (f) **Corporate tenancies** - Any tenancy between the council and a body in which the Councillor or their partner have a beneficial interest.
- (g) **Securities** - Any beneficial interest in securities of a body which has a place of business or land in the council's area, if the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body or of any one class of its issued share capital.

****Personal Interests:**

The business relates to or affects:

(a) Anybody of which you are a member or in a position of general control or management, and:

- To which you are appointed by the council;
- which exercises functions of a public nature;
- which is directed is to charitable purposes;
- whose principal purposes include the influence of public opinion or policy (including a political party of trade union).

(b) The interests of a person from whom you have received gifts or hospitality of at least £50 as a member in the municipal year;

or

A decision in relation to that business might reasonably be regarded as affecting the well-being or financial position of:

- You yourself;
- a member of your family or your friend or any person with whom you have a close association or any person or body who is the subject of a registrable personal interest.

Agenda

Introductions, if appropriate.

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1	Apologies for Absence	
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2	Declarations of Interest	
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Members are invited to declare at this stage of the meeting, the nature and existence of any relevant disclosable pecuniary or personal interests in the items on this agenda and to specify the item(s) to which they relate.

3	Minutes of the Previous Meeting	1 - 6
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To approve the minutes of the previous meeting held on Monday 9 December 2019 as a correct record.

4	Matters Arising (if any)	
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To consider any matters arising from the minutes of the previous meeting.

5	Petitions (if any)	
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To discuss any petitions from members of the public, in accordance with Standing Order 66.

6	Reference of item considered by Scrutiny Committees (if any)	
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To consider any reference reports from any of the Council's two Scrutiny Committees.

6a.	Air Quality Scrutiny Task Group Report	7 - 122
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To present Cabinet with the report and recommendations from the Air Quality Scrutiny Task Group.

Ward Affected:
All Wards

Lead Member: Lead Member for Environment
(Councillor Krupa Sheth)

Contact Officer: Pascoe Sawyers, Head of
Strategy & Partnerships
Tel: 020 8937 1045
Email: pascoe.sawyers@brent.gov.uk

Community Well-being reports

This report presents Cabinet with the feedback gathered through the recent consultation on the Homelessness and Rough Sleeping Strategy (2020 – 2025) and seeks approval to an amended strategy following this feedback.

Ward Affected:
All Wards

Lead Member: Lead Member for Housing and Welfare Reform (Councillor Eleanor Southwood)
Contact Officer: Laurence Coaker, Head of Housing Needs
Tel: 020 8937 2788
Email: laurence.coaker@brent.gov.uk

Children and Young People reports

8 **Admissions Arrangements for Community Schools 2021/22**

151 - 172

This report seeks Cabinet agreement to the proposed admission arrangements for Brent community schools for 2021/22 in accordance with statutory requirements, with Admission authorities required to determine their admission arrangements by 28 February in the determination year.

Ward Affected:
All Wards

Lead Member: Lead Member for Schools, Employment & Skills (Councillor Amer Agha MB BS, MSc, PHCM)
Contact Officer: Brian Grady, Operational Director, Safeguarding, Partnerships & Strategy
Tel: 0208 937 4173
Email: Brian.Grady@brent.gov.uk

Regeneration and Environment reports

9 **Morland Gardens Redevelopment**

173 - 220

This report seeks Cabinet approval to redevelop a site in Morland Gardens, Stonebridge in order to deliver a new education centre, council homes, affordable workspace, a public facing café and public realm improvements. The report highlights the strong level of community engagement in the design of the scheme along with the high standards of environmental sustainability that the building will achieve.

Ward Affected:
Stonebridge

Lead Member: Lead Member for Schools, Employment & Skills (Councillor Amer Agha MB BS, MSc, PHCM)
Contact Officer: Matthew Dibben, Head of Employment, Skills and Enterprise
Tel: 020 8937 1815
Email: matthew.dibben@brent.gov.uk

10 London Councils' Transport and Environment Committee – 221 - 290 Governing Agreement Amendment for Electric Vehicle Charging

This report informs Cabinet of proposals by London Councils' Transport and Environment Committee (LCTEC) to establish a partnership arrangement to take on the operational management as well as strategic oversight of a London-wide electric vehicle charging point network on behalf of London boroughs and the City of London, should this be required. As part of this process, the report also seeks approval to amend the LCTEC Governing Agreement to give London Councils permission to actively participate in the delivery of the electric vehicle infrastructure coordination and delivery function.

Ward Affected:
All Wards

Lead Member: Lead Member for Environment
(Councillor Krupa Sheth)
Contact Officer: Gerry Ansell, Head of Planning
and Development
Tel: 0208 937 6477
Email: gerry.ansell@brent.gov.uk

Chief Executive's reports

11 Quarter 3 Revenue Budget Monitoring Report 291 - 320

This report provides Cabinet with an update on the current forecast of income and expenditure against the Council's revenue budget for 2019/20 and other key financial data.

Ward Affected:
All Wards

Lead Member: Deputy Leader (Councillor
Margaret McLennan)
Contact Officer: Minesh Patel, Director of
Finance
Tel: 020 8937 4043
Email: minesh.patel@brent.gov.uk

12 Quarter 3 Capital Budget Monitoring Report 321 - 336

This report sets out the current forecasts of capital expenditure against the budget for 2019/20, highlights the key achievements of the programme, notes any budget changes since initial approval and sets out the various elements of financing.

Ward Affected:
All Wards

Lead Member: Deputy Leader (Councillor
Margaret McLennan)
Contact Officer: Minesh Patel, Director of
Finance
Tel: 020 8937 4043
Email: minesh.patel@brent.gov.uk

13 Exclusion of Press and Public

No items have been identified in advance of the meeting that will require the exclusion of the press or public.

14 Any other urgent business

Notice of items to be raised under this heading must be given in writing to the Head of Executive and Member Services or his representative before the meeting. Any decisions taken urgently under this heading must comply with the provisions outlined in paragraph's 12 and 38 of the Council's Access to Information Rules (Part 2 of the Constitution).

Date of the next meeting: Monday 10 February 2020



Please remember to set your mobile phone to silent during the meeting.

- The meeting room is accessible by lift and seats will be provided for members of the public.



LONDON BOROUGH OF BRENT

MINUTES OF THE CABINET Monday 9 December 2019 at 10.00 am

PRESENT: Councillor M Butt (Chair), Councillor McLennan (Vice-Chair) and Councillors Agha, Farah, Hirani, Miller, M Patel, Krupa Sheth, Southwood and Tatler

1. **Apologies for Absence**

None.

2. **Declarations of Interest**

None.

3. **Minutes of the Previous Meeting**

RESOLVED that the minutes of the previous meeting held on 11 November 2019 be approved as an accurate record of the meeting.

4. **Matters Arising (if any)**

5. **Petitions (if any)**

None.

6. **Reference of item considered by Scrutiny Committees (if any)**

None.

7. **Housing - New Council Homes Development Programme - Mixed Sites Approval**

The Cabinet Member for Housing and Welfare Reform, Councillor Eleanor Southwood, introduced the report providing an update on progress made towards delivering against the Council's housing target of 1,000 new affordable homes over the next five years (2019 - 2024) through the New Council Homes Programme (NCHP). Councillor Southwood indicated that examples of Landscaping Project Design and New Council Homes Programme were detailed in the Appendices A, B and C of the report respectively.

The Leader of the Council, Councillor Muhammed But, welcomed the report.

RESOLVED that the Cabinet:

- (1) Note the contents of the report and progress to date in delivering both the New Council Homes Programme (NCHP) and other programmes and projects in place to deliver a total of 5,000 new affordable homes in the borough by 2024.
- (2) Approve the following 5 development sites, as detailed within the report:
 - Dudden Hill Community Centre (Brent Indian Community Centre);
 - Honeypot Lane;
 - London Road;
 - Learie Constantine; and
 - Stonebridge (3 individual sites).
- (3) Agrees to delegate authority to the Strategic Director of Community Wellbeing, in consultation with the Lead Member for Housing and Welfare Reform, to award development / construction contracts with developers / contractors in respect of the sites listed in (2) above using the procurement approach set out within section 7 of report.
- (4) Note the steps being taken as set out principally in Sections 4 and 8 of the report, to add value to the programme, specifically in relation to stakeholder engagement, quality management, landscaping and communications.
- (5) For the reasons detailed in paragraph 6.6 of the report, agrees to delegate authority to the Strategic Director of Community Wellbeing, in consultation with the Lead Member for Housing and Welfare Reform, to award development / construction contracts with developers / contractors in respect of any sites listed in Section 6 should these be classified as High Value Contracts on receipt of tenders.

8. John Barker Court - Title Restriction

The Cabinet Member for Housing and Welfare Reform, Councillor Eleanor Southwood, introduced the item stating that the report ensured compliance with due process by specifically seeking approval of the removal of the restriction on the title of John Barker Court to enable affordable rented and shared ownership housing to be made available to those in need regardless of their age. The official copies of 'Transfer' and 'Register' were enclosed with the report as Appendix A and B respectively.

It was noted that the recommendations at paragraph 2 of the report were subject to any necessary prior approval of the Secretary of State in accordance with the terms of the Transfer dated 2nd October 2000 between the Mayor and Burgesses of the London Borough of Brent (1) and Willow Housing Limited (2).

RESOLVED that the Cabinet:

- (1) Note that the change to the Section 106 legal agreement associated with the planning consent can be approved under delegated authority, as it does not materially change the consented development.

- (2) Approves the removal on the title of John Barker Court so that the existing properties on the land can be sold or rented to people of any age and that the land can be used for the development of affordable housing.

9. St Raphael's Masterplanning

Councillor Muhammed Butt, Leader of the Council, welcomed Mr Asif Zamir, Chair of St Raphael's Voice. Mr Zamir stated that St Raphael's Voice was the resident representative group for the estate.

Mr Zamir addressed the Cabinet on the purpose and work of the Board along with their commitment to working with the Council to engage residents on the estate in the development of future proposals. Mr Zamir stated that St Raphael's Voice would play its part in making this happen and continue to be a key part of shaping the future of St Raphael's Estate.

The Cabinet Member for Housing and Welfare Reform, Councillor Eleanor Southwood, introduced the report providing an update on the progress of establishing community-led masterplans, along with a summary of this work and recommendations arising from it. It was noted that as a part of the standard masterplanning process, the area under consideration, known as the 'red line', had been evaluated in order to provide an early indication of deliverability.

RESOLVED that the Cabinet:

- (1) Note the project progress as detailed in Section 4 of the report.
- (2) Acknowledges the work and commitment of the Resident Board, St Raphael's Voice having noted the deputation received at the meeting.
- (3) Note the masterplanning timeline as detailed at Appendix A of the report.
- (4) Note the community design priorities as detailed in Section 4.13 of the report.
- (5) Approves the adjustment of the red line masterplanning area to focus the masterplan only on the area known as St Raphael's Estate (Area A) as shown in the map at Appendix B of the report.
- (6) Subject to redevelopment being progressed, and in line with the Council's Allocations Scheme, to approve the proposal for the council to consult on establishing a Local Lettings Policy for all council tenants living on St Raphael's (Area A, B and C as shown in the map at Appendix B of the report).
- (7) Approves the additional project budget of £300k in order to deliver the extended community led masterplanning through to ballot in autumn 2020.

10. Inclusive Growth Strategy 2019-2040

The Cabinet Member for Regeneration, Property & Planning, Councillor Shama Tatler, introduced the report - following its consideration by Full Council on 25 November 2019 - presenting the Brent Council's Inclusive Growth Strategy, for

approval prior to its publication. The Full Council report and Equality Analysis were appended to the report.

RESOLVED that the Cabinet:

- (1) Note the Inclusive Growth Strategy 2019-2040.
- (2) Approves the Inclusive Growth Strategy research base, strategy documents and video prior to publishing the strategy documents on the Council's website, and disseminating the same to key partners and stakeholders.

11. Park Royal Liveable Neighbourhoods Match Funding Bid

The Cabinet Member for Regeneration, Property & Planning, Councillor Shama Tatler, introduced the report. She stated that the report highlighted that Transport for London (TfL) had an annual discretionary fund for Boroughs to bid for up to £10m to deliver transformational schemes to improve neighbourhoods for walking, cycling and public transport. Brent had collaborated with Ealing Council and Old Oak Park Royal Development Corporation (OPDC) to improve the Park Royal industrial area. This report sought agreement to commit up to £1.1m as Brent's contribution towards the scheme submitted, should any bid be successful.

In addition to the above, it was noted that the report contained the following: Appendix A – Project Timeline, Appendix B – Red Line Boundary, Appendix C – Building Typologies, Appendix D – Summary of Community, Engagement and Design Events, Appendix E – Local Area Constraints and Appendix F – Equalities Analysis.

The Leader of the Council, Councillor Muhammed Butt, welcomed the comprehensive nature of the report presented to Cabinet.

RESOLVED that the Cabinet:

- (1) Agrees that if the bid is successful, Brent will contribute £1.1m Strategic CIL towards the cost of implementing the proposed works.
- (2) Agrees to delegate authority to the Strategic Director, Regeneration and Environment to undertake the publication and consultation procedure in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 and to consider any representations made in consultation with the Lead Member for Regeneration, Property and Planning.

12. Borough Plan update

The Deputy Leader of the Council and Cabinet Member for Resources, Councillor Margaret McLennan, introduced the report providing a summary of the mid-year update on delivery of the Borough Plan for 2019-20.

RESOLVED that the Cabinet notes and approves the update report.

13. Q2 Corporate Performance Report

The Deputy Leader of the Council and Cabinet Member for Resources, Councillor Margaret McLennan, introduced the report providing the performance scorecard, attached as Appendix A to the report, together with an update on the Council's performance in the second quarter of 2019/20.

RESOLVED that the Cabinet:

- (1) Note the performance information contained in this report.
- (2) Having considered the current and future strategic risks associated with the information provided in the report, agrees to the remedial actions on strategic risks.

14. Brent Neighbourhood Community Infrastructure Levy (NCIL) Project

The Cabinet Member for Regeneration, Property & Planning - Councillor Shama Tatler, introduced the report which sought Cabinet approval in relation to the allocation of Neighbourhood CIL (NCIL) funds to one further community project from round one of the 2019/20 NCIL programme.

RESOLVED that Cabinet approve the NCIL allocation of £190,000 to support the improvement of Leybourne Open Space to be delivered by Brent Council.

15. Equality Strategy 2019-23

The Deputy Leader of the Council and Cabinet Member for Resources, Councillor Margaret McLennan, introduced the report providing a summary of the findings from the recent Equality Matters consultation and presented the draft Equality Strategy 2019-23 together with an Action Plan for 2019/20.

RESOLVED that Cabinet, having considered the headline findings of the consultation, approves the draft Equality Strategy 2019-23 as set out in Appendix 1 of the report and the Action Plan as set out in Appendix 2 of the report.

16. Exclusion of Press and Public

There were no items that required exclusion of the press or public.


17. Any other urgent business

None.

The Leader of the Council, Councillor Muhammed Butt, took the opportunity at the end of the meeting to wish residents, staff and colleagues a Merry Christmas and Happy New Year. He extended thanks to Council staff for their hard work and dedication throughout 2019.

The meeting ended at 10.36 am

COUNCILLOR MUHAMMED BUTT
Chair

	Cabinet 14 January 2020
	Report from Assistant Chief Executive
Air Quality Scrutiny Task Group Report	

Wards Affected:	All
Key or Non-Key Decision:	Non Key Decision
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Appendix 1: Brent Breathes - Report of the Resources and Public Realm Scrutiny Committee: Air Quality Scrutiny Inquiry
Background Papers:	None.
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Michael Carr - Senior Scrutiny Policy Officer michael.carr@brent.gov.uk 020 8937 2855

1.0 Purpose of the Report

- 1.1 The purpose of this report is to present the Air Quality Scrutiny Task Group Report for consideration and executive response (attached at Appendix 1).

2.0 Recommendation(s)

- 2.1 That the Air Quality Scrutiny Report and recommendations be noted.

3.0 Detail

- 3.1 The Resources and Public Realm Scrutiny Committee established a Scrutiny Task Group to consider the issue of Air Quality in Brent in July 2019, in accordance with Part 4 paragraph 5 of the Council Constitution. The Task Group has now concluded and a report and recommendations has been agreed by the Resources and Public Realm Scrutiny Committee and referred to Cabinet for consideration.
- 3.2 The report includes ten recommendations to Brent Council, which are summarised on page 4 of the report.

4.0 Financial Implications

- 4.1 It is envisaged that any financial implications arising from the recommendations will be contained within existing budgets.
- 4.2 Any requests for additional funding, or savings arising out of its implementation, will be managed through the normal budgeting setting process.

5.0 Legal Implications

- 5.1 There are no legal implications for the purposes of this report.

6.0 Equality Implications

- 6.1 There are no equality implications for the purposes of this report.

7.0 Consultation with Ward Members and Stakeholders

- 7.1 The Chair of the Scrutiny Task Group has been consulted on this cover report. The main report at Appendix 1 list the stakeholders that have been consulted and involved in the scrutiny inquiry.

8.0 Human Resources/Property Implications (if appropriate)

- 8.1 There are no Human Resources/property implications for the purposes of this covering report.

Report sign off:

PETER GADSDON
Assistant Chief Executive

Brent Breathes

Report of the Air Quality Scrutiny Inquiry of Brent Council's Resources and Public Realm Scrutiny Committee

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Chapter 1 - About this scrutiny inquiry

List of recommendations

- **Recommendation 1:** That the Council update the Air Quality Strategy, and set out an aspiration to meet World Health Organisation limits on air pollution, commit to addressing inequality in air quality and complement the wider climate emergency agenda. We should also lobby national government where we are unable to effect change ourselves.
- **Recommendation 2:** That the Council, in consultation with Transport for London and the Football Association, agree a strategy to reduce the air quality impact of non-resident car usage in Brent.
- **Recommendation 3:** That the Council set up a Green Brent Partnership: a forum with organisations impacting air quality in Brent – including the private sector, community organisations and campaign groups – to agree shared targets to improve air quality locally. We should also lead by example by taking steps to reduce the air quality impact of Brent Council's own activities.
- **Recommendation 4:** That the Council closely monitor and review the air quality impact of current policies, most particularly the Ultra-Low Emission Zone, and consider implementing and/or lobbying for stronger measures if necessary. It should also keep the provision of air quality monitoring sites under constant review.
- **Recommendation 5:** That the Council make the delivery of healthy streets a central corporate and political priority across the borough, working closely with local residents to expand the number of healthy streets locally.
- **Recommendation 6:** That the Council outline, publish and consult on a clear strategy for engagement with Transport for London on active travel initiatives – including the planned Willesden-Wembley Cycle Superhighway, measures to improve public transport provision and any future initiatives to improve accessibility over the North Circular.
- **Recommendation 7:** That the Council expand the number of initiatives for dealing with the air quality impact of housing and the built environment, and engage closely with experts to consider further steps as new evidence and technology emerges.
- **Recommendation 8:** That the Council continue to promote green space as a way of supporting active travel, and because of its wider benefits to health, the climate and biodiversity, but ensure that measures to improve greening are not promoted as a alternative to dealing with the underlying causes of poor air quality.
- **Recommendation 9:** That the Council continue to promote measures to improve air quality in our schools, and where possible enhance and expand on existing initiatives. It

should work in partnership with schools and students to agree a shared approach to improving air quality in the borough.

- **Recommendation 10:** That the Council, working with the health sector, statutory partners and Brent's public health team, spearhead a public health awareness and behavioural change campaign about air quality. The local NHS should also play its full part in delivering this, and lead by example in the measures they take to improve air quality.



Foreword from the Chair

To whom it may concern,

In July 2019, my fellow Scrutiny Inquiry members and I were honoured to have been appointed by Brent Council's Resources and Public Realm Scrutiny Committee to serve on a Scrutiny Inquiry into air quality in our borough. After six months of work, it is a pleasure to present the results of our investigations, and to present recommendations on what more the Council needs to do to improve air quality in Brent.

Poor air quality is the greatest environmental risk to ill health in the UK, and the fourth-greatest threat to public health after cancer, heart disease and obesity.¹ A shocking proportion of UK deaths – some 8% – are linked to air pollution in some way.² We should be candid in accepting that for far too long, successive governments, private companies and regulators have at best neglected this public health crisis; and at worst wilfully misrepresented the evidence (as we now know to be the case with many car manufacturers). National and local policies have simply not kept pace with advancements in the scientific understanding of the harmful health effects of poor air quality; and given the scale of impact air quality has on public health, the public health sector has invested far too little energy and resources in raising awareness about the problem.

We must act urgently and decisively to redress this imbalance. Brent's own air quality challenges are by no means unique to the borough, and the issues we face are similar to those of many other London boroughs – most especially those, like us, which straddle inner and outer London, with the heavily-polluting North Circular in-between. But the challenges we face are nonetheless considerable, with Friends of the Earth research suggesting four of the ten most polluting areas in London are in Brent.³ Across the borough as a whole, levels of Nitrogen Dioxide breach EU legal limits, and whilst levels of Particulate Matter (PM) 2.5 and PM10 are within EU air pollution limits, some parts of the borough exceed the more stringent *World Health Organisation* limits for PM (see Chapter 2).

We know from our day-to-day engagement with Council Officers, Cabinet Members and other Councillors how seriously this issue is taken in the borough, and the scrutiny inquiry is supportive of the policies Brent has already implemented to address this. We particularly support the Council's diesel surcharge, its School Streets pilots and its exploratory work on Low Emission Zones. At a London-wide level, the October 2021 extension of the Ultra-Low Emission Zone to the border of the North Circular will dramatically improve air quality in Brent, and we encourage the Council to fully support this initiative, work with Transport for London to raise awareness about

it and lobby strongly for the Government to contribute towards scrappage and trade-in schemes for affected residents and businesses.

However, much more can and should be done, especially in light of the Council's recent declaration of a climate and ecological emergency. In order to explore this in further detail, the scrutiny inquiry has spent the past six months speaking to dozens of experts and key stakeholders, and reviewing the latest evidence. We have also commissioned five reports from the Council to understand more about air quality in the borough, and attended a number of public meetings to gather further evidence. A full list of witnesses engaged with, reports commissioned and meetings attended is contained in Appendix A and B of this report.

This report sets out the results of our work, and is split into nine chapters. The first two chapters set out information on this Scrutiny Inquiry (Chapter 1) and a situation analysis of current air quality issues in Brent, in the context of the wider issues in the UK and London (Chapter 2). The succeeding chapters of this report then review what more Brent needs to do to address air quality in six key areas: reviewing the objectives of Brent's Air Quality Action Plan (chapter 3); personal car usage, freight and procurement (Chapter 4); public transport, walking and cycling (Chapter 5); housing, planning and the built environment (Chapter 6); schools, children and young people (Chapter 7); and engagement, awareness-raising and public health (Chapter 8).

The final chapter of this report (Chapter 9) brings together the results of this analysis, and makes ten key recommendations to the Council. The full details of these recommendations and how we propose to implement them are contained in the succeeding pages; but to summarise them at the outset, we recommend that the Council:

1. **Commit to meeting and exceeding stronger World Health Organisation limits on air quality and addressing inequality in air quality in the borough.** We should accept that EU air quality limits are insufficient, and lobby national government for stronger standards, and more concerted action, where we are unable to effect change.
2. **Set out a dedicated strategy to reduce non-resident car usage in the borough, most especially on Wembley Event Days and through the North Circular.** Amongst other things, the Council should agree a cap on non-resident parking on Event Days with the Football Association, and private commercial car parks in Brent for non-residents should charge a diesel surcharge along the same lines as Brent Council's diesel surcharge.
3. **Establish a 'Green Brent Partnership: a forum to get the private sector to commit to reducing the air quality impact of their activities.** This partnership should work with companies to reduce the air quality impact of its freight and procurement processes, by integrating procurement and using low- and zero-emission vehicles for deliveries. The Council should also lead by example, setting a clear timetable and strategy for reducing the air quality impact of its own fleet.
4. **Closely monitor the impact of policies on air quality, especially the Ultra-Low Emission Zone (ULEZ), and consider further measures if necessary.** The Council should support and raise awareness of the ULEZ and closely monitor its impact north of the North Circular.

5. **Make the delivery of healthy streets a key political and corporate priority, and work to support a 'modal shift' to increase the number of trips taken by walking, cycling and public transport.** The Council's air quality objectives cannot be met simply by shifting to electric vehicle usage: wherever possible, we also need to support more residents to walk, cycle and use public transport.
6. **Invest in better public transport provision, publishing and consulting on an engagement strategy with Transport for London on a range of public transport and active travel initiatives.** We should engage with residents and campaign groups at the earliest stage of development of these projects, by reviewing and expanding the remit of the Brent Public Transport Forum and Brent Active Travel Forum.
7. **Take further steps to reduce the air quality impact of housing and the built environment.** Amongst other things, the Council should consider investing the proceeds of its carbon offset funds in initiatives to reduce the air quality impact of household heating systems, review the heating standards in Private Rented Sector housing and improve the heating standards in its own council housing stock and those of registered providers.
8. **Promote the greater use of green space to improve the attractiveness of walking and cycling routes.** Green space alone cannot solve the air pollution crisis as this can only come with addressing the underlying causes of poor air quality, but it does still have a crucial role to play and have a range of wider benefits to mental health, biodiversity and CO2 levels.
9. **Enhance measures to improve air quality in our schools, including by looking to implement a presumption in favour of School Streets.** The Council must also set out a dedicated strategy to improve air quality in schools and school playgrounds next to main roads where School Streets cannot be implemented, and redouble efforts to ensure all schools have 'Gold' STARS accreditation and active travel plans.
10. **Lead in developing a public awareness and behavioural change campaign on air quality.** This campaign should particularly work to use the existing assets of the Council, Transport for London, the Football Association and others to more widely promote public health messages – for example by training a much wider range of staff and volunteers on Event Days to tackle engine idling, and by ensuring public health messages on air quality reach non-resident drivers along the North Circular.

We are pleased that the Resources and Public Realm Scrutiny Committee gave full formal endorsement to this report, and its recommendations, at its meeting on Wednesday 4 December 2019. We now look forward to each of these recommendations being considered by, and respond to, by Cabinet at the earliest opportunity in the New Year. In the meantime, we will be working to secure a motion on these recommendations at a forthcoming Full Council meeting. This will effectively update the previous Full Council motion declaring a climate emergency, to reflect Brent Council's political commitment to improving air quality in the borough.

In the intervening period, my fellow Scrutiny Inquiry members and I would welcome the opportunity to meet with Council Officers and Cabinet and the public to discuss this report

further, and to suggest timelines for its implementation and prioritise tasks. In light of the growing public interest in air pollution, global heating and the climate emergency, we think that the objectives of this report would best be implemented by establishing a dedicated team within Brent Council with sole and specific responsibility for acting on the climate emergency and air pollution crisis. This team should then lead a steering group within the Council, drawing expertise from every Council Department, in order to devise a cross-departmental strategy on this issue.

Finally, I would like to end by expressing my sincere thanks to all those who devoted their time and energy to the work of this Scrutiny Inquiry, including the many Officers in Brent Council who have supported our work and the many witnesses who have gone out of their way to provide evidence to this inquiry. I would like to particularly thank the six fellow Councillors and two co-opted organisations, Clean Air for Brent and Brent Cycling Campaign, who served with me on this scrutiny inquiry. Particular thanks must also go out to Michael Carr, Senior Policy and Scrutiny Officer in Brent Council, for his dedicated support and assistance throughout the course of our work.⁴

Yours faithfully,

Councillor Thomas Stephens

Chair, Air Quality Scrutiny Inquiry of Brent Council's Community and Wellbeing Scrutiny Committee

Labour Councillor for Sudbury Ward

Scrutiny inquiry membership

This scrutiny inquiry benefitted from input and contributions from **six Brent Councillors** who served as members:

- **Cllr Elliot Chappell**, Willesden Green Ward
- **Cllr Lia Colacicco**, Mapesbury Ward
- **Cllr Janice Long**, Dudden Hill Ward
- **Cllr Michael Maurice**, Kenton Ward
- **Cllr Neil Nerva**, Queen's Park Ward
- **Cllr Thomas Stephens**, Sudbury Ward



In addition, we were proud that two external organisations within Brent, the **Brent Cycling Campaign** and **Clean Air for Brent**, agreed to be co-opted to serve on the scrutiny inquiry:



Whilst these two organisations were appointed in their own right to serve on the scrutiny inquiry, we would like to pay particular tribute to the individuals from these organisations who devoted many evenings to discussing the work of the task group, in our numerous meetings; in particular:

- **David Arditti**, Brent Cycling Campaign
- **Sarah Crawley**, Clean Air for Brent
- **Mark Falcon**, Clean Air for Brent
- **Charlie Fernandes**, Brent Cycling Campaign
- **Sylvia Gauthereau**, Brent Cycling Campaign
- **Robin Sharp CBE**, Clean Air for Brent

Finally, throughout the course of its work, the inquiry also benefitted significantly from support and assistance by Michael Carr, Senior Policy and Scrutiny Officer in Brent Council.

Terms of Reference

This scrutiny inquiry was established at Brent Council's Resources and Public Realm Scrutiny Committee on 3 July 2019, with the following Terms of Reference:

1. **Set out the latest evidence** on current issues with air quality in the borough, both across Brent as a whole and between different local communities and neighbourhoods
2. **Review and scrutinise** the steps which Brent Council, its statutory partners and stakeholders operating across the borough which have an impact on air quality are taking to address these issues
3. **Engage widely** with a diverse and representative range of local stakeholders across Brent on issues with air quality and the steps they would like to see taken on this issue
4. **Review and scrutinise** relevant local, national and international examples of best practice in addressing air quality; and explore their applicability to Brent
5. **Should it so wish, make recommendations** as to what Brent Council, its statutory partners and stakeholders across the borough who are impacting on local air quality to address these issues

Research process and evidence base

Oral and written evidence

This scrutiny inquiry was conducted between July 2019 to December 2019 inclusive. During this process, the inquiry sought oral and written evidence from XX stakeholders, and subsequently took evidence from XX of them, including but not limited to:

- **A range of Departments within Brent Council**, including our environmental team, our roads and highways team, our housing department, our planning team, our schools department and our public health department
- **Five Local Authorities** Birmingham City Council, the London Borough of Camden and the London Borough of Waltham Forest
- **Local businesses and other organisations which impact on air quality in Brent**, including the Football Association at Wembley Park and Ace Café Wembley

- **Academics with expertise in air quality**, particularly King's College London's Environmental Research Group (ERG)
- **Transport for London**, who provided a wealth of written evidence to us and held two meetings with us to discuss issues ranging from the importance of greening our bus network to how we can support walking and cycling and the Ultra-Low Emission Network
- **Local schools within Brent which are taking action on air quality**, particularly Ark Franklin Primary Academy, who kindly arranged a site visit for the scrutiny inquiry. A number of other Brent schools were also approached as part of this inquiry
- **Trade Unions with an interest and expertise in air quality**, namely the National Education Union and the Trade Union Clean Air Network
- **A range of campaign organisations and pressure groups with interest and expertise in air quality**, including the London Cycling Campaign and Clean Air for London
- **A number of external consultants with expertise in air quality and the environment**, who kindly donated their time free of charge to offer their expertise to the task group

A wider appeal for evidence was also issued through a range of organisations. A full list of organisations approached and witnesses we received evidence from is included in Appendix A.

Reports commissioned by the scrutiny inquiry

In addition, the task group commissioned **five reports** from Brent Council officers to inform its work, covering the following topics:

- **Report 1:** A situation analysis of air quality in Brent, which was used to inform Chapter 1 of this report
- **Report 2:** Progress update on Brent Council's 2017-2022 Air Quality Action Plan
- **Report 3:** A partnerships report, detailing a range of local organisations within Brent which have an impact on air quality in the borough
- **Report 4:** A further report providing answers to a range of questions asked by the scrutiny inquiry, including on the 'STARS' accreditation of Brent's schools, localised data on air quality hotspots in Brent and information on the air quality impact of planning developments approved in Brent
- **Report 5:** A report from Brent Council's public health team on air quality in the borough

The information from these reports has proven instrumental in informing our report, and is referenced and utilised throughout this report.

Literature review

Finally, throughout the course of its work, the inquiry reviewed evidence from a range of external sources, which are referenced throughout this report. A number of members of the public who heard about the work of the scrutiny inquiry through various channels also approached the Chair to provide evidence and comments. A full list of resources used is located in the references section at the end of this report.

Chapter 2 - Situation analysis

Defining 'poor air quality'

What are the harmful particles and gases in our air?

In recent decades, our understanding of the health impact of the air we breathe has changed dramatically. It is only relatively recently that we have begun to understand the true impact that a range of particles and gases which we are exposed to in our daily lives – many of which are invisible to the naked eye – can have on our own health, as well as that of our children and families.

For the purposes of this inquiry, we are concerned about the health impact of three compounds in particular:

- **Nitrogen dioxide (NO₂):** NO₂ is a gas produced by combustion processes, alongside Nitric Oxide (NO). Together they are often referred to as oxides of nitrogen (NO_x). The Department for Environment, Food and Rural Affairs estimates that 80% of NO_x emissions in areas where the UK exceeds NO₂ limits are caused by transport, and the largest source of these is “light duty diesel vehicles” (cars and vans).⁵

Exposure to NO₂ has been linked to irritations to the respiratory system that can cause inflammations to the airways. It is also associated with reduced lung development and respiratory issues in early childhood, and poor lung function into adulthood.⁶ Studies have also associated it with reduced life expectancy.⁷

- **Particulate Matter 2.5 (PM 2.5):** Public Health England states PM is “a generic term used to describe a complex mixture of solid and liquid particles of varying size, shape and composition.” Many are created by combustion processes, but a significant amount of PM is also created by non-combustion sources such as cars skidding and breaking along the road. Others are also created by ‘secondary’ sources: they mix with other particles in the air after they are produced.

PM comes in various shapes and sizes, and tends to be classified according to their diameter. PM_{2.5} are finer particles which are less than 2.5 microns (µm) in diameter. These are small enough for them to go deeper into the lung, and because of this, Public Health England says “the strongest evidence for effects on health is associated with PM_{2.5}.” When breathed in, these particles can get in the nose, throat and lungs or even enter the blood stream, and there is evidence that long-term exposure “increases mortality and morbidity from cardiovascular and respiratory diseases.”⁸

- **Particulate Matter 10 (PM 10):** Finally, PM₁₀ are larger particles that are less than 10 microns (µm) in diameter but more than 2.5 µm. Because of their larger size they are mainly deposited in the nose and throat, and are therefore associated with different poor health outcomes.

There are also a range of other particles and gases which can have an impact on our health. These include **Ozone**, **sulphur dioxide (SO₂)**, **ammonia (NH₃)**, **carbon monoxide (CO)**, ultra-fine particles less than 0.5 µm in diameter (**PM 0.5**) and **non-methane volatile organic compounds (NMVOCs)**. The health impact caused by these is also hugely significant, but they do not form the focus of our inquiry – partly because London now meets legal limits in these areas; partly because of a lack of local data on their prevalence; and partly because many of them are predominantly caused by factors outside of the Council's control, such as agriculture, energy industries and industrial processes.

Another gas, **Carbon dioxide (CO₂)**, is also worth highlighting. CO₂ is not like the compounds above because in the levels it is currently breathed in in Brent, it does not have a direct health impact on people in the borough. However, it of course has a very significant *indirect* impact, because large amounts of CO₂ create a 'greenhouse gas' effect and contribute to global heating. The scrutiny inquiry recognises that measures Brent Council takes to combat poor air quality need to complement the wider national and international climate emergency and environmental agenda. This is a theme we will return to later on in this report.

It is worth underlining that the evidence on the health impact of poor air quality is constantly being updated, and the scrutiny inquiry had the opportunity to discuss the latest evidence when we held an evidence session with Dr Ian Mudway, Lecturer in Respiratory Toxicology at the King's College London Environmental Research Group. The mass of particulates themselves is not actually the best way of determining the health impact of poor air quality: it is about the health impact of the particular elements and compounds in the particles. A better way of measuring the health impact of air quality would be to look at each individual harmful elements and compounds created by each source, and to analyse the health impact of each of these individual things.⁹

At present, however, the way we measure air quality both in the UK and around the world is not sophisticated enough to reflect this latest evidence. Measurements of air quality taken by local and national government tend to focus on the overall mass of Particulate Matter created, but as science increasingly comes to understand the damage caused by the elements within this particulate matter we will need – like the rest of the world – to devise a more sophisticated approach to measurement. Brent Council must ensure it regularly engages with experts to stay updated on the evidence, and that we play our part in pressing national government to invest in and develop more sophisticated ways of measuring air quality impact. We reflect this important lesson in one of our recommendations (Recommendation 1).

What is the 'safe limit' for air pollution?

During the course of our work, the scrutiny inquiry came to realise there is a great deal of confusion and controversy surrounding this question. There are two internationally-recognised sets of 'limits' on air quality, set by two different organisations. At the moment, UK Local Authorities are only legally required to meet the first, less stringent, one of these limits:

- **European Union (EU) limits.** These are the agreed legal limits set by EU member states on air quality. When setting these limits, EU states of course had strong regard to expert opinion on the health impact of poor air quality, but the measures set were also to some extent a compromise between EU member states. This means that the EU limits on PM_{2.5} and PM₁₀ are not as stringent as evidence on health effects suggests they should be.

- **World Health Organisation (WHO) limits.** These limits are considered to be more closely related to the actual health impact of poor air quality. Whilst the WHO limits on NO₂ are the same as EU limits, they are lower than EU limits for PM₁₀ and PM_{2.5}.

Table 1 below compares WHO and EU limits, and shows that the WHO limits for PM are significantly more stringent. At present, UK regulations only require Councils to meet the less stringent EU limits on air quality,¹⁰ and accordingly most councils' air quality strategies (including Brent's) are built around meeting these limits.

Table 1. How WHO limits on air quality differ from EU legal limits. Adapted from Camden Council's Clean Air Action Plan 2019-2022¹¹

POLLUTANT	UK NATIONAL AIR QUALITY OBJECTIVES	WHO AIR QUALITY GUIDELINES
NO₂	40µg/m ³ (from 1 January 2006)	40µg/m ³
PM₁₀	40µg/m ³ (from 1 January 2005)	20µg/m ³
PM_{2.5}	25µg/m ³ (from 1 January 2021)	10µg/m ³

There is a growing debate over whether or not the UK could go further and set targets to meet the WHO limits also, and the Government has previously indicated that they may introduce legislation along these lines.¹² Despite this, across the UK as a whole, projections suggest we are unlikely to meet even the less stringent EU emissions targets for PM_{2.5} by the target dates of 2020 and 2030, and we are also set to miss a range of other environmental goals.¹³ We will revisit this theme in Chapter 3.

Set against this, experts in the science have stressed that there is no 'safe' limit of these compounds, and that whilst WHO limits are a positive step forward there is a need for governments to go even further in future. It is also worth putting the steps local Councils need to take in the context of the wider national and international measures against air quality which need to be implemented: we have been advised that even if all of London reduced the PM created by London-based sources below WHO limits, all else held equal, the air quality in London could still exceed WHO limits due to the air pollution created outside of London. This should not, however, act as an excuse for Councils not taking local action: we should lead by example, and take all the steps necessary to ensure that, if all Councils followed suit, we would be brought within WHO limits.¹⁴

National and regional context

Air quality in the UK

Globally, air pollution is now the biggest environmental risk to early death, and the most recent Global Burden of Disease study estimates that both indoor and outdoor air pollution was the

cause of 5.5 million deaths globally in 2013. In line with this, it is the top environmental risk to ill health in the UK, and is the fourth greatest threat to public health after cancer, heart disease and obesity.¹⁵

Across the UK as a whole:

- Long-term exposure to man-made air pollution is thought to have an effect equivalent to **28,000 to 36,000 deaths a year**¹⁶
- PM2.5 alone is estimated to cause an average loss of life expectancy of 7 months for the UK population as a whole¹⁷
- The health costs arising from air pollution are thought to add up to more than **£20 billion** per year,¹⁸ but it is thought that even this figure is conservative and the true cost could be higher
- **More than 8%** of all deaths in the UK are linked to air pollution. This is much lower than in many developing countries, where as many as a quarter of deaths are attributable to air pollution, but it still puts us 55th in the world in terms of the proportion of deaths caused by air pollution –higher than a range of other countries including the United States, Iceland, Sweden, Canada and Norway¹⁹
- **Almost all** cities and parts of the UK are above legal limits on at least some air pollutants²⁰

Figure 1. Sources of air pollution in the UK. Figures derived from Public Health England.²¹

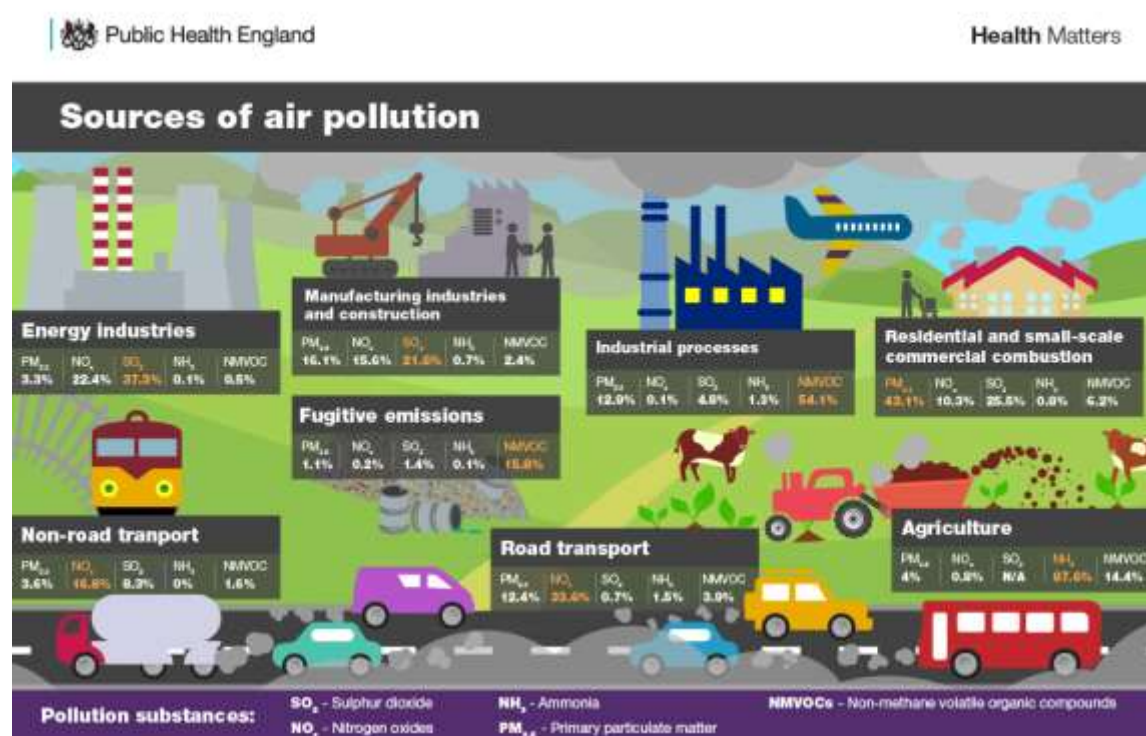


Figure 1 above provides a breakdown of all the sources of air pollution in the UK. It shows that the single largest source of PM 2.5 (43.1%) is residential and small-scale commercial combustion – such as heating in households, wood burning and cooking processes – whilst the largest source of NOx (33.6%) is road transport. Agriculture, manufacturing industries, industrial processes, non-



road transport and energy industries also make a significant contribution to air pollution, but these largely fall outside the scope of this inquiry.

Air quality in London

London now meets legal limits for most pollutants, and the ‘great smogs’ which London saw in previous decades – and which brought about the passage of our past Clean Air Act over six decades ago – are now thankfully a thing of the past. But as new technology and modes of transport have been adopted, new challenges have now emerged in the capital and are yet to be addressed. London fails to meet the legal limits for NO₂, and there are also concerns about the health impact caused by PM.

In our capital:

- It is estimated that in 2010 alone, **9,000 Londoners** died prematurely due to long-term exposure to air pollution²²
- **Around half** of London’s air pollution is caused by road transport²³
- **Two million Londoners** live in areas that continually exceed safe air pollution limits, including 400,000 children²⁴
- King’s College London research into the immediate, short-term impact of air pollution has found that of 9 UK cities researched, London air quality is responsible for by far the most hospitalisations due to cardiac arrest, strokes and asthma related to poor air quality²⁵
- There is of course a great deal of variation in exposure to air pollution across the capital, with central London, Heathrow and the area around the north and south circular much more exposed to NO_x than the suburbs and outskirts (see Figure 2 overleaf)

Whilst the challenge facing our capital is stark, they are in no way unique, and it is worth putting this into the context of the problems facing other global cities. London is Europe’s largest city, and this brings with it a range of considerable air quality challenges. But it has less air pollution than many other European cities. Indeed, if we rank the 3,226 world cities with a population over 100,000 according to their level of air pollution, London comes towards the bottom end of the scale, at 2,516.²⁶

The Greater London Authority (GLA) Environment Strategy has set ambitious targets to address this. London is aiming to have the best air quality of any major world city by 2050, and aims to minimise inequalities in air pollution. It has a target to achieve compliance with EU legal limits on air quality “as soon as possible”, and to meet the more stringent WHO limits by 2030.²⁷ The policies the GLA have adopted to address these issues will be explored in a later section of this report.

Local context

Sources of poor air quality in Brent

In order to understand more about air pollution in Brent specifically, this scrutiny inquiry commissioned a number of reports from the Council. We also carried out a literature review of existing Brent commitments on, and reports into, air pollution. The figures overleaf give information on the causes of air pollution in Brent by source for NO_x, PM_{2.5}, PM₁₀ and CO₂.²⁸ Amongst other things, they show that:

- **Road transport makes the single biggest contribution to NOx and PM emissions in Brent**, and is responsible for 49% of NOx emissions, almost half of PM2.5 emissions and over 40% of PM10 emissions
- **Of all road transport sources, diesel cars make the single biggest contribution to NOx and PM2.5**, but not PM10. For NOx, TfL buses make the second-biggest contribution, whilst for PM2.5 it is petrol cars
- **However other, often-overlooked sources also make a considerable contribution to air pollution.** When taken together, domestic heat and power generation, construction and industrial processes all rival road transport as a cause of air pollution. Any strategy to combat local air pollution needs to be mindful of this
- **The relative contribution of residents and non-residents to air pollution in Brent is largely not known.** This will have a significant bearing on the policies required
- **CO2 emissions in Brent are caused by a different range of factors**, with industrial and commercial processes the single largest cause, followed by domestic heat and power

Figure 2. Annual average nitrogen dioxide concentrations in London in 2016. Source: London Atmospheric Emissions Inventory.²⁹

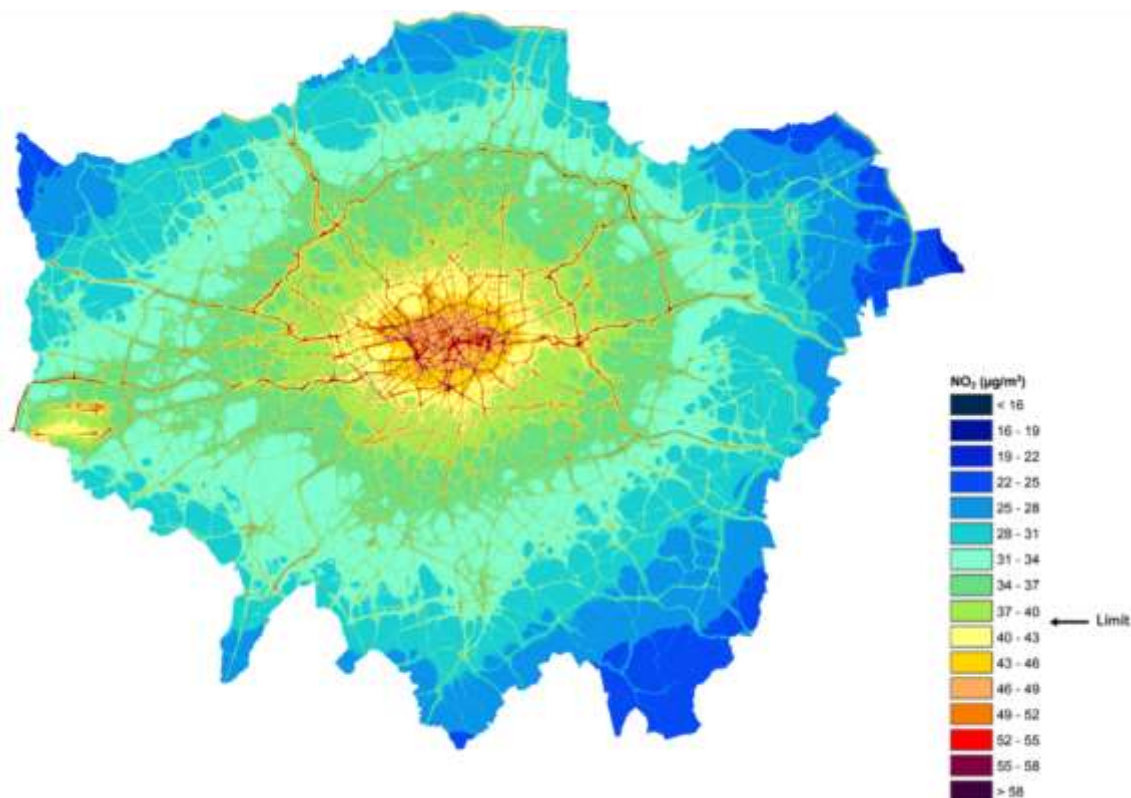


Figure 3. NOx emissions in Brent by source. Source: London Atmospheric Emissions Inventory 2016³⁰

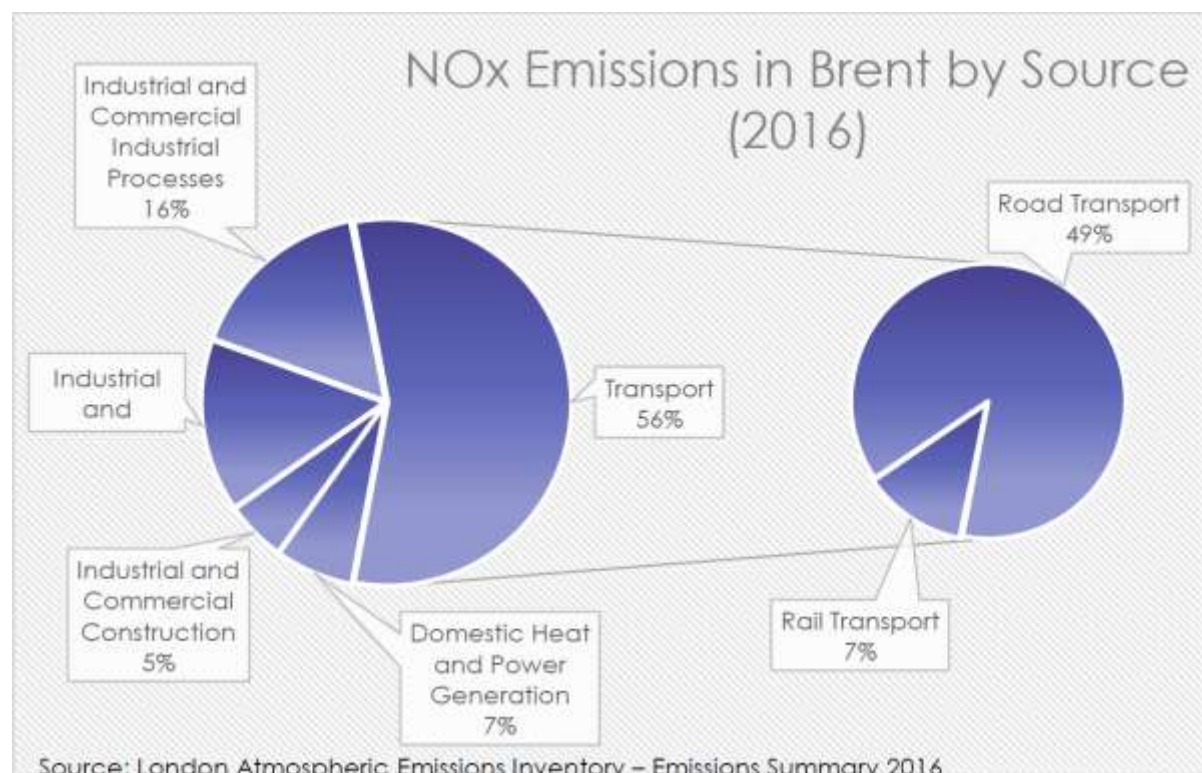


Figure 4. NOx emissions in Brent by road transport. Source: London Atmospheric Emissions Inventory 2016³¹

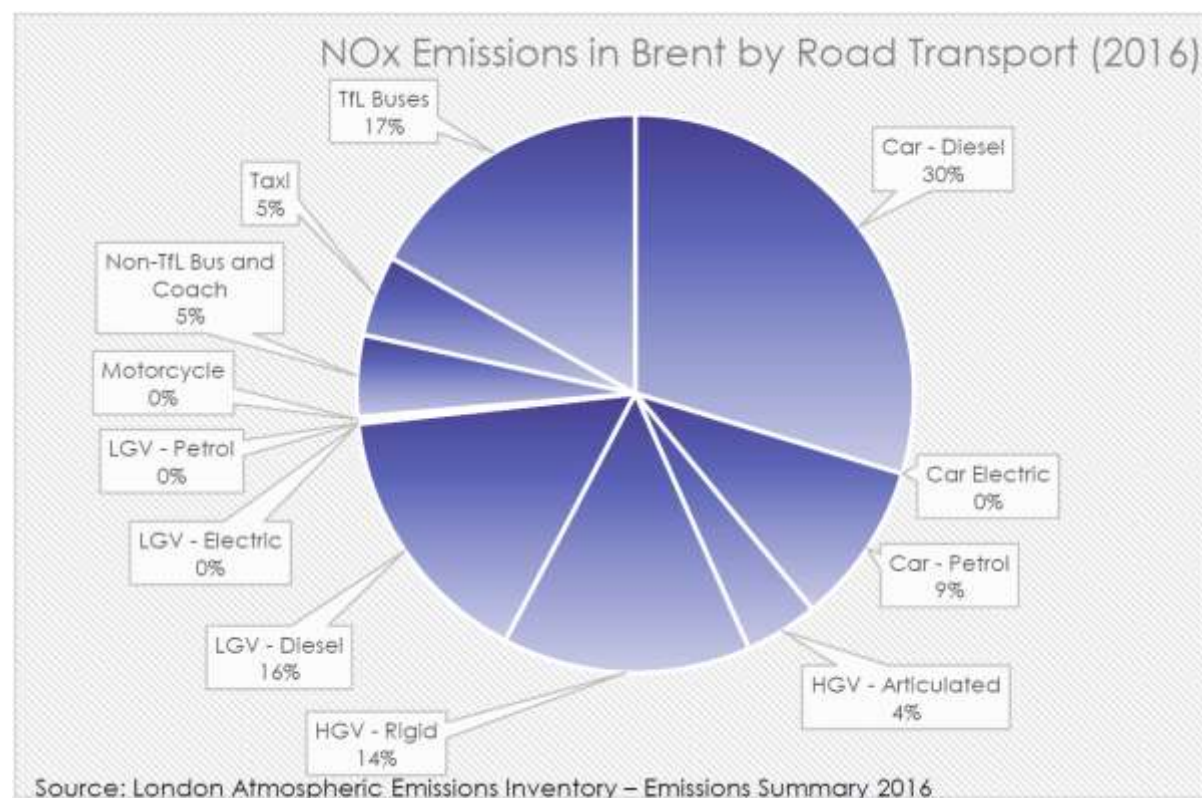


Figure 5. PM2.5 emissions in Brent by source. Source: London Atmospheric Emissions Inventory 2016³²

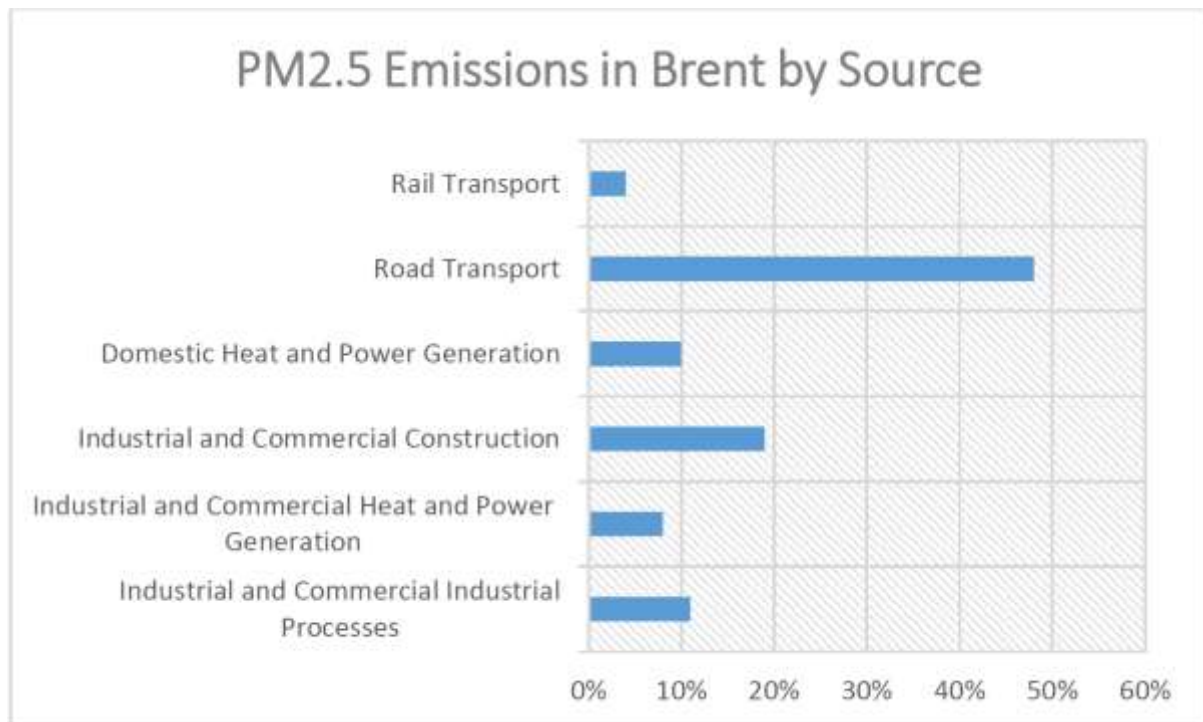


Figure 6. PM2.5 emissions in Brent by road transport. Source: London Atmospheric Emissions Inventory 2016³³

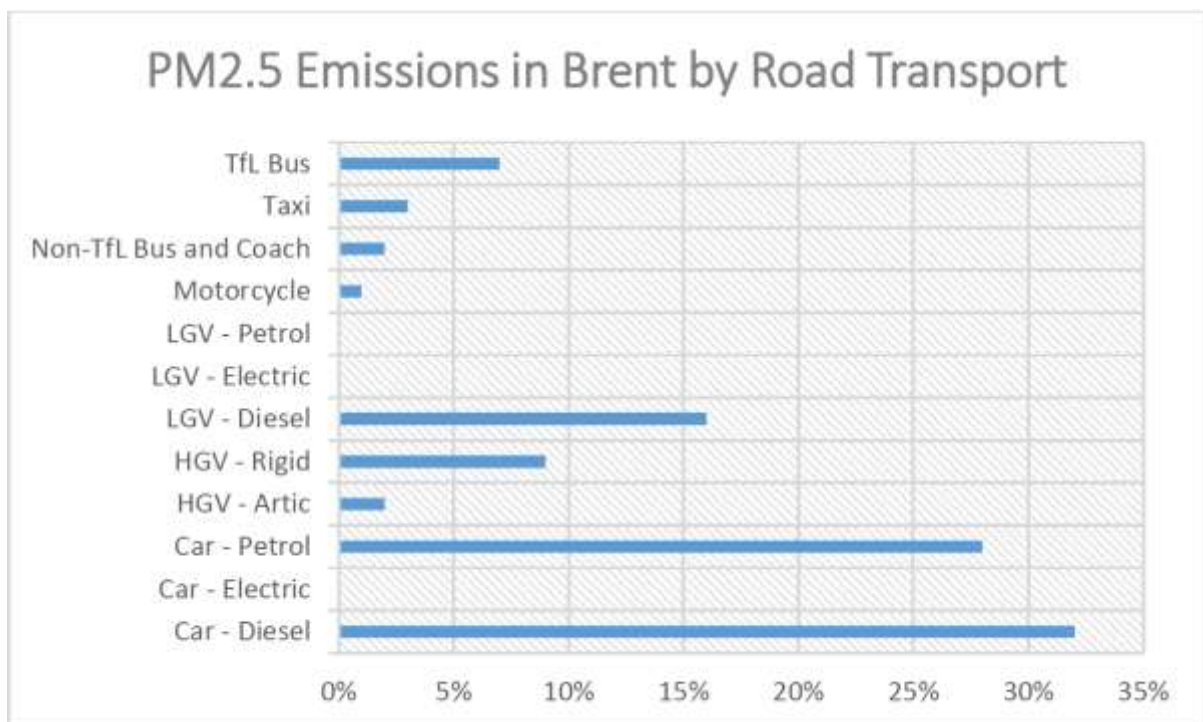


Figure 7. PM10 emissions in Brent by source. Source: London Atmospheric Emissions Inventory 2016³⁴

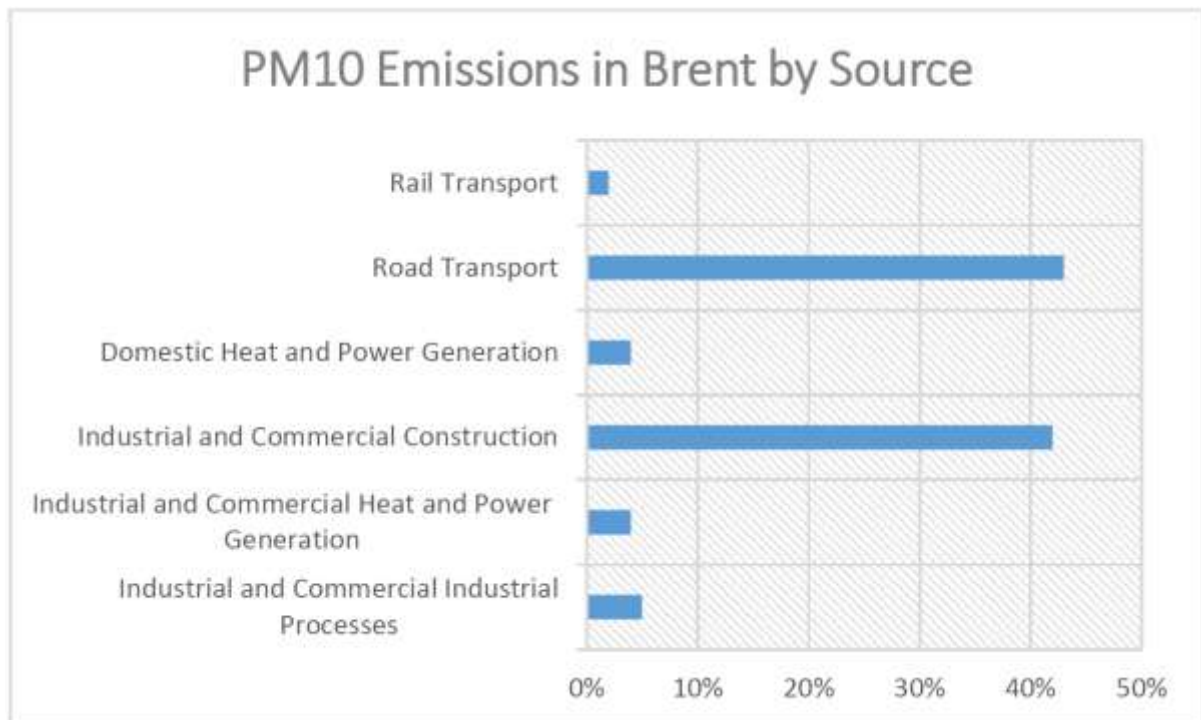


Figure 8. PM10 emissions in Brent by source. Source: London Atmospheric Emissions Inventory 2016³⁵

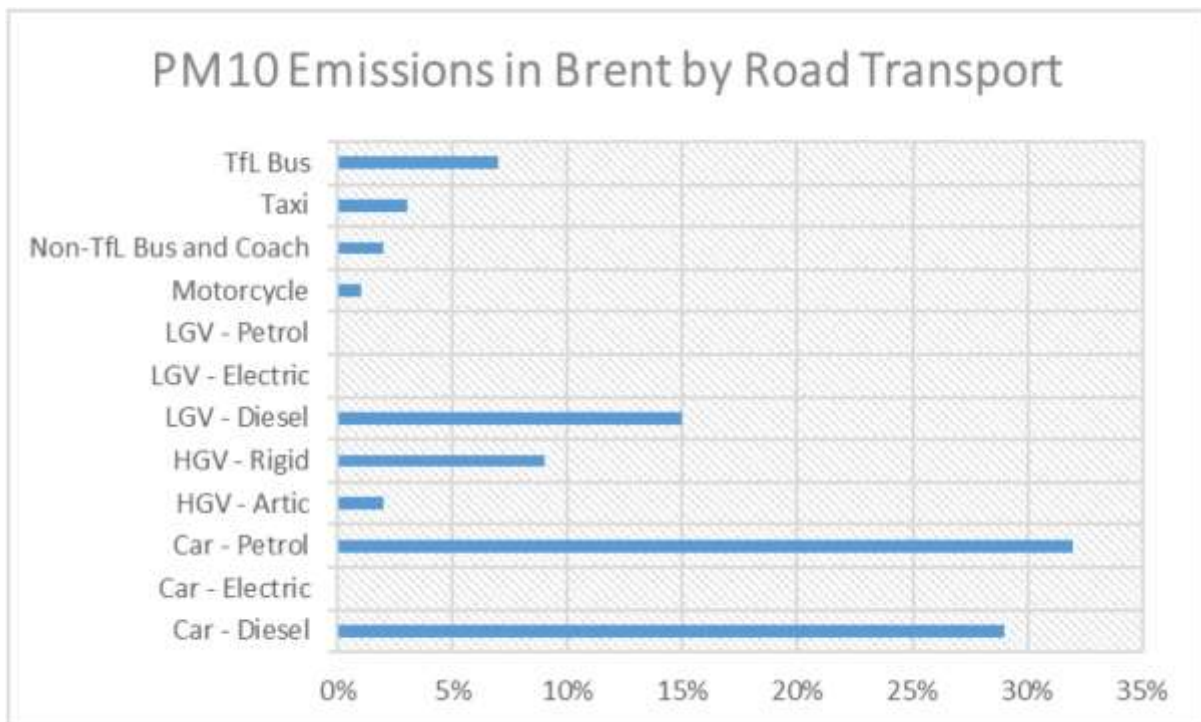
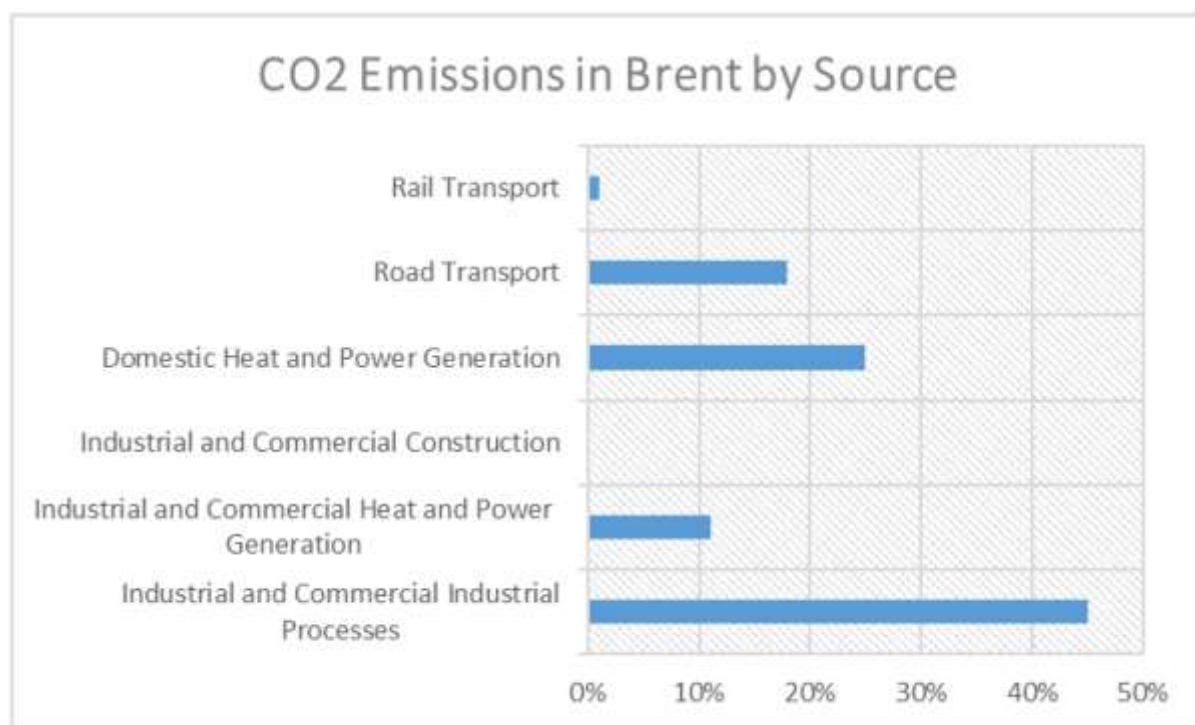


Figure 9. CO2 emissions in Brent by source. Source: London Atmospheric Emissions Inventory 2016³⁶



The impact of poor air quality in Brent

Across the borough, on average, Brent is compliant with EU legal limits on PM2.5 and PM10 in most areas this is measured, but as with London as a whole we are not compliant with legal limits on NO2. Parts of Brent, however, are not compliant with the more stringent WHO limits on air PM10. There is a general trend towards a fall in air pollution, but significant challenges remain and there are concerns that many pockets of the borough are not compliant with EU legal limits, let alone the more stringent limits of the World Health Organisation.

There is not always localised data available on the impact of air quality in Brent, but the scrutiny inquiry was made aware of the following stark statistics:

- Recent Friends of the Earth research suggested four of the 10 most-polluted roads in London are in Brent
- A 2010 study attributed **133 deaths** in Brent in 2008 to PM2.5 exposure³⁷
- A 2012 study attributed **7.2%** of mortality in Brent to long-term exposure to PM2.5, which puts us in the middle of the league table of London boroughs³⁸
- Mortality caused by PM2.5 in Brent is above some comparable London boroughs like Barnet (6.8%) and Harrow (6.4%) but below inner London boroughs like Camden (7.7%), the City of London (9%) or Islington (7.9%)³⁹

Neighbourhood-level analysis: how does air quality vary within Brent?

As with any Local Authority, there are clearly significant variations in exposure to air pollution across Brent. Across the UK as a whole, more deprived neighbourhoods tend to be exposed to greater concentrations of air pollution and suffer more of the health effects of poor air pollution.

Although the scrutiny inquiry has not been made aware of any similar borough-level analysis within Brent, it is likely that the same picture is apparent here.⁴⁰

In addition, in line with many other Councils – especially those lying between the North Circular, and straddling Inner and Outer London – Brent’s infrastructure and built environment clearly has some significant challenges which cause a great deal of inequality in exposure to air pollution across the borough. Brent is separated to the north and south by the North Circular, and to the east and west in two places by a tube network. These factors can make it hard to plan and construct routes for pedestrians and cyclists, and can significantly contribute to high levels of air pollution along the north circular.

There are also large differences in accessibility to public transport across the borough, which drive significant variations in car usage between different areas of Brent.⁴¹ Many of the factors which drive this variation are not under the direct control of the Council, and other stakeholders – most especially Transport for London, local businesses and non-residents who travel through Brent – need to be engaged to address these challenges. These challenges will be discussed in further detail in Chapters 3 and 4, where we look at differences in road car ownership and public transport accessibility in the borough.

In order to understand more about different levels of air pollution in the borough, the scrutiny inquiry requested some localised information from Brent Council, and carried out a review of existing evidence. They provided analysis showing that the following 9 ‘air pollution hotspots’ in the borough, based on modelling data from 2016. These are mapped in Figure 12 overleaf and consist of the following areas:

- Wembley High Road / Wembley Central
- Neasden / Blackbird Hill
- Stonebridge
- Harlesden Town Centre
- Willesden High Road
- Chamberlayne Road
- Cricklewood Broadway
- Lower Kilburn High Road
- Burnt Oak Broadway

In addition, Brent Council’s 2017-2022 Air Quality Action Plan⁴² also contains information on localised air pollution in the borough. It designates four parts of Brent as Air Quality Focus Areas (AQFAs), in need of specific policies to address air pollution: Wembley and Tokyngton; Neasden town; Church End; and the Kilburn Regeneration Area. Many of the above hotspots are contained within these AQFAs. The scrutiny inquiry is also mindful of the considerable air pollution issues around St Raphael’s estate in Stonebridge Ward, which has been the subject of an equality analysis to be presented to Cabinet on 9 December.⁴³

Finally, in 2016, the Council commissioned a consultancy to carry out an analysis of local levels of air pollution across Brent.⁴⁴ Amongst other things, this report used a model to estimate average concentrations of NO₂ and PM₁₀ across the borough (they did not analyse levels of PM_{2.5}). The results of their analysis are contained in Figures 11 and 12 below, and give an impression of the variation of air quality across Brent. As a result of this analysis, almost all of Brent has been legally

designated an Air Quality Management Area (AQMA) by the Council, with only parts of Kenton, Sudbury and Welsh Harp outside of the AQMA.⁴⁵

Figure 10. Modelling estimates of average PM₁₀ concentrations in Brent in 2015. Source: Ricardo Energy & Environment analysis for Brent Council.⁴⁶

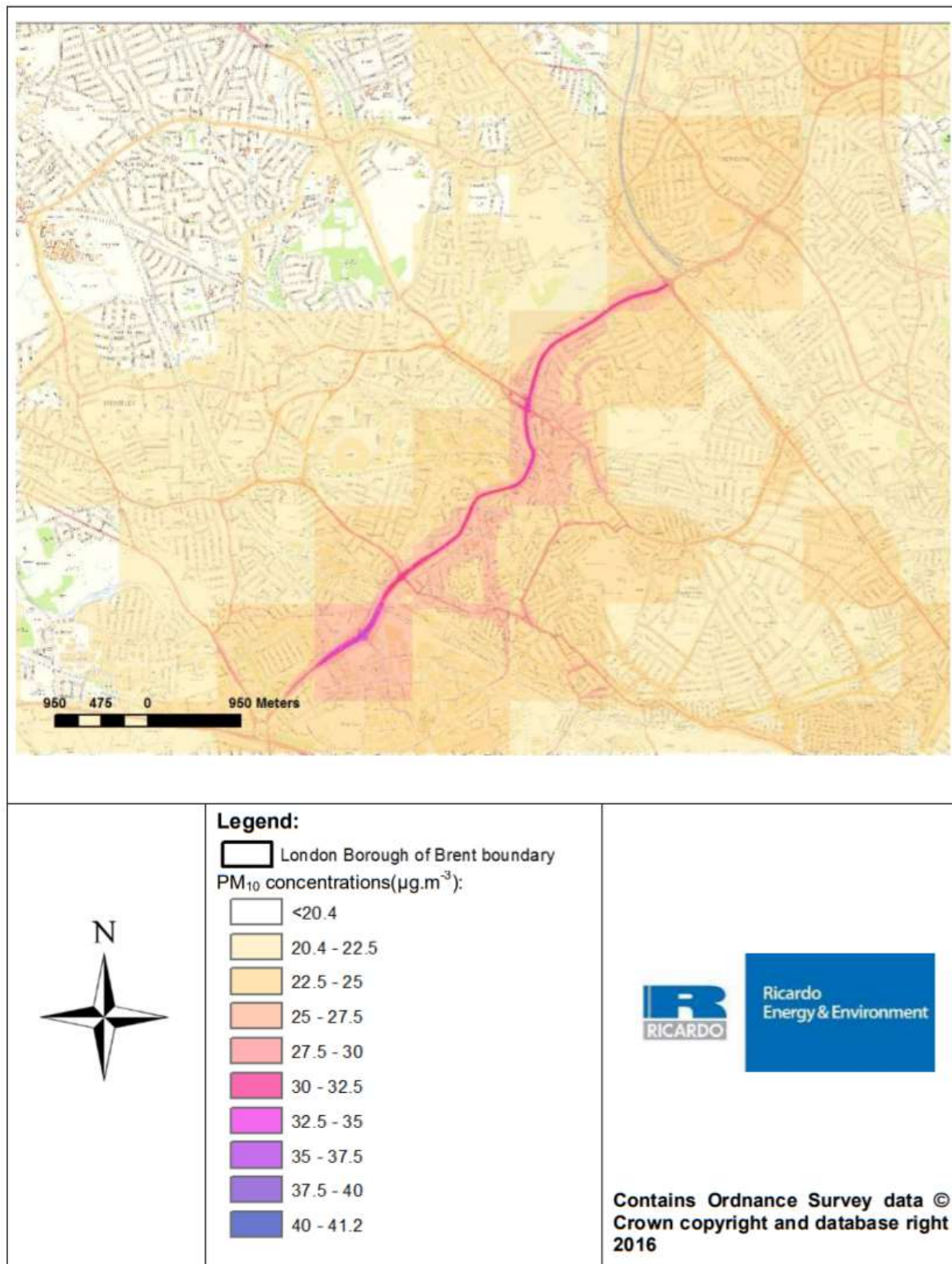


Figure 11. Modelling estimates of average NO₂ concentrations in Brent in 2015. Source: Ricardo Energy & Environment analysis for Brent Council.⁴⁷

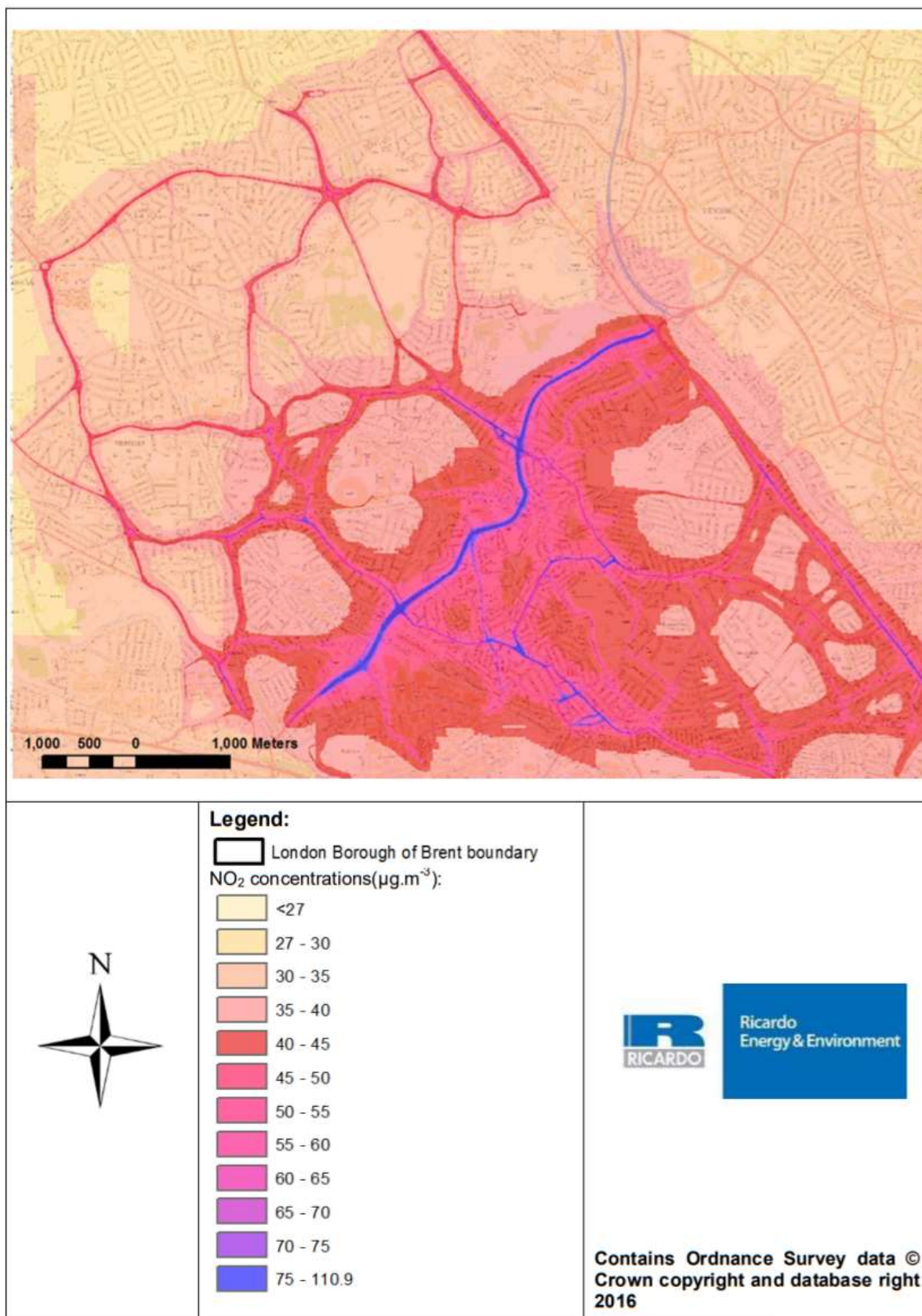
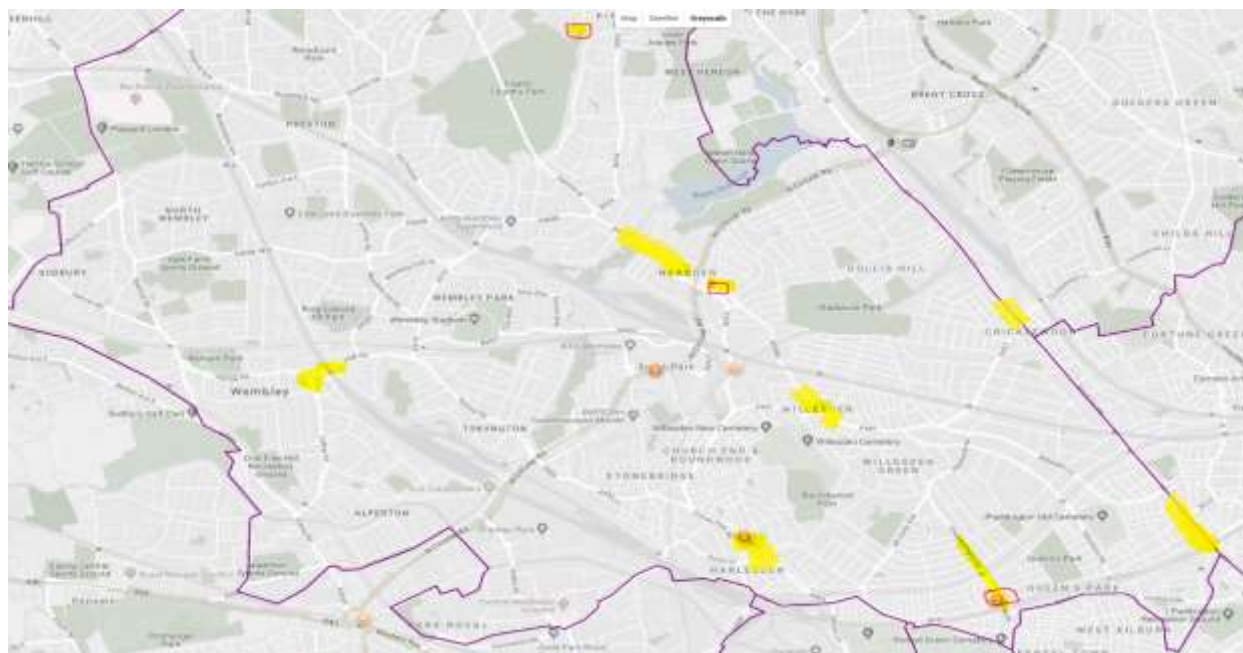


Figure 12. Identified ‘air pollution hotspots’ in Brent. Source: London Atmospheric Emissions Inventory 2016 model prediction of air quality up to 2020. Data provided by Brent Council.⁴⁸





Chapter 3

Objectives of Brent's Air Quality Action Plan

Introduction

This chapter reviews the over-arching objectives of Brent's 2018-2022 Air Quality Action Plan, such as the air quality standards we are to meet and how we will measure progress across the borough.⁴⁹ We will scrutinise how Brent proposes to meet these objectives in succeeding chapters of this report, but our focus in this chapter will be on the overall, high-level goals set in the action plan.

Existing commitments by Council and GLA

Brent's existing air quality action plan is focussed on one over-arching objective, namely achieving and exceeding existing EU legal limits on air quality. Air quality across the borough as a whole is measured using annual averages from Brent's network of 27 diffusion tubes which measure NO₂ and five 24-hour monitoring stations, which are scattered at key strategic points across Brent.⁵⁰

The data from these monitoring stations, both in Brent and across London, is also used to inform a model which estimates air quality across every neighbourhood in London, even in areas where there is no monitoring station. This model is developed by the London Air Quality Network of King's College London, and is used to produce maps of air quality across London, the latest of which is from 2016.⁵¹

The scrutiny inquiry understands that the objective to meet EU limits on air quality across the borough as a whole is the only *outcomes*-focussed objective of Brent's air quality action plan. Beyond this, the Council's action plan has 25 objectives, all of which are *output-focussed*. We understand this objective will be met if EU limits on air quality are met across the borough as a whole, using the average data across the air quality monitoring stations, even if modelling suggests that certain neighbourhoods in the borough are above legal limits on air quality.

At the request of this scrutiny inquiry, the Council has provided an update on its progress in meeting these 25 objectives. We understand the Council will be publishing this progress report at a future date.

Scrutiny of commitments and scope for further action

In general, the scrutiny inquiry welcomes the general *outputs*-focussed nature of the 2017-2022 Air Quality Action Plan, and agrees that any strategy to address air quality should focus on setting practical, tangible objectives on the outcomes it expects to deliver. Clearly any air quality action plan should focus predominantly output-focussed objectives to improve air quality locally, with only a small and focussed number of over-arching objectives.



However, in our engagement with other Councils on air quality during the course of this inquiry, we were struck that other local authorities' air quality action plans, most particularly Camden's, set some additional overarching objectives which set stronger objectives and have been clearer on the need for the Council to lobby for change where it is unable to foster change itself. These have helped foster greater public confidence in the strength of their intentions.

In addition, in order to understand even more about what Brent's over-arching air quality objectives should be, the scrutiny inquiry also held an evidence session with the Trade Union Clean Air Network (TUCAN) – a coalition of trade unions, large and small, dedicated to raising awareness about air quality –,⁵² and sent out an appeal to information to a range of organisations dedicated to campaigning on the climate emergency, including Brent Friends of the Earth and Extinction Rebellion Brent.

Based on this engagement, the scrutiny inquiry feels that:

- **There is scope for Brent Council's strategy to commit to meeting more stringent World Health Organisation limits on air quality, and not merely meeting EU limits.** As noted in Chapter 2, whilst WHO and EU limits are the same for NO₂, they differ markedly for PM₁₀ and PM_{2.5} (see Table 1. In January 2018, Camden became the first Council to officially commit to meeting WHO limits.⁵³ This is in line with the GLA, which has also set an objective for London to meet WHO limits on air quality.⁵⁴ Whilst committing to WHO limits, as noted in Chapter 1, the strategy must also explicitly recognise that there is no safe limit of air pollution, and commit to regularly engaging with experts to stay updated on latest developments in the evidence.
- **The Council should do more to set additional targets to address inequality in air quality between neighbourhoods.** Camden's air quality strategy has explicitly recognised that it is not sufficient merely to meet legal limits for average air quality, across the borough as a whole. The Council has explicitly stated that unless they meet EU legal limits in the worst-affected neighbourhood in their borough, the objectives of their strategy will not be met.⁵⁵
- **Where the Council cannot implement the desired changes itself, it should set out a range of ways in which it will lobby the Government to achieve change,** either by introducing legislation, by better-funding Councils or by calling for greater investment at a national level. For example, Camden's strategy includes objectives to lobby national government on a car scrappage scheme, to phase out diesel trains by 2040 and to lobby large delivery companies such as Amazon to reduce their air quality impact.
- **Brent's air quality strategy must link with, and complement, the wider climate change and climate emergency agenda.** Without linking-in with this agenda, measures to combat air quality could have the unintended effect of exacerbating the climate crisis globally. For example, if there is a resource-intensive, highly-polluting and wasteful process of procuring electric cars, we may improve air quality on our own streets only to cause pollution elsewhere in the world and exacerbate global heating.

- **Brent's strategy should recognise that poor air quality is an occupational health hazard as well as a public health hazard.** For many air pollutants, existing air quality standards in the workplace, set by the Health and Safety Executive and in national legislation, are in fact weaker than WHO standards, and TUCAN feel that national air quality standards in the workplace need to be aligned to WHO standards.⁵⁶ It is also clear that many employers, including local Councils, are not meeting their legal obligations in assessing their employees' and contractors' exposure to carcinogens in the air. Brent's air quality strategy should be clear on the need for national government to take action in this area, address air quality as an occupational as well as a public health risk.

Recommendations

In light of the above, this scrutiny inquiry **RECOMMENDS:**

RECOMMENDATION 1:

THAT THE COUNCIL UPDATE THE AIR QUALITY STRATEGY, AND SET OUT AN ASPIRATION TO MEET WORLD HEALTH ORGANISATION LIMITS ON AIR POLLUTION, COMMIT TO ADDRESSING INEQUALITY IN AIR QUALITY AND COMPLEMENT THE WIDER CLIMATE EMERGENCY AGENDA. WE SHOULD ALSO LOBBY NATIONAL GOVERNMENT WHERE WE ARE UNABLE TO EFFECT CHANGE OURSELVES.

We recommend that the objectives Brent Council sets to improve air quality in the borough be updated to:

- **Commit the Council to meeting and exceeding WHO limits on air pollution, whilst also acknowledging that there is no 'safe' limit of air pollution.** This would bring the Council in line with the GLA's Environmental Strategy and the air quality strategies in other Councils. We must also lobby the Government to set World Health Organisation (WHO) limits as the legal limit for air pollution in national legislation, and provide Councils with the necessary funding to meet them.
- **Set targets to address the inequality in air pollution between areas,** such that our air quality strategy objectives will not be met until the worst-affected neighbourhood in our borough meet limits on air quality. It should build on its existing approach to air quality hotspots and set a target to bring air quality in all of these hotspots within WHO limits
- **Acknowledge that our air quality objectives will not be met without a modal shift in the way we go out and about in the borough,** with a greater number and proportion of future journeys involving cycling, walking and public transport. This requires measures to support the greater use of active travel and public transport usage, and not simply encourage existing drivers to switch to electric and hybrid cars. It should explicitly raise awareness of and support initiatives such as the Ultra-Low Emission Zone, which evidence shows will be the most effective in improving air quality
- **Complement and reinforce the wider global heating and climate emergency agenda.** The air quality strategy must ensure that measures Brent Council takes to address air quality also contribute to meeting our wider climate objectives, and must not have the unintended effect of exacerbating the climate emergency. All policies in our action plan should be tested against this objective.

- **Where we are unable to make the changes ourselves, lobby national Government and the Greater London Authority for the changes and funding we need.** This will help foster public confidence in our air quality strategy, and make it clear where we are prevented from implementing certain policies by factors outside of our control.

Amongst other things, we should lobby for:

- The Government to enshrine a right to clean air in national legislation.
- Better workplace air quality standards, so that they reflect the actual health impact of poor air quality on the workforce, and work with trade unions to consistently promote air quality as an occupational health issue as well as a public health issue.
- Stronger legislation to take action against engine idling, such that in certain instances, most especially around schools, fines for idling can be issued more easily than at present without the need to first ask drivers to turn off their engines.
- Make it easier for councils to take enforcement action against wood and waste burning, where this is having a proven negative impact on air quality.
- Companies like Amazon, JustEat and other delivery firms to take a more responsible approach to their deliveries, which minimises air quality impact – for example by pooling together deliveries, using cyclists as deliverers and delivering to community 'hubs' rather than individual addresses where possible.

The Council should also regularly engage with experts in air quality, including the London Air Quality Network of King's College London (of which we are already a member) in order to maintain an up-to-date picture of the health impact of air quality and the factors which cause poor air quality. It should pay particular regard to the evidence of the air quality impact of electric vehicles, and the growing understanding of the specific chemicals within particulate matter which cause most damage to human health.

In order to signify the strength of the Council's intent in this area and further codify some of these objectives, there should be a Full Council motion on air quality, updating and enhancing the Council's previous commitments in its climate emergency motion.



Chapter 4

Personal car usage, freight and procurement

Brent's current situation

As noted earlier, road transport is the single largest cause of NO₂, PM_{2.5} and PM₁₀ emissions in Brent, in London and across the UK as a whole, and is responsible for roughly half of the gases and particles in our air.

Within this, personal transport usage is the single biggest contributor to air pollution, with wider procurement processes by businesses also making a significant contribution. This chapter will consider both issues in turn.

Personal car usage

A 2010/11 study by TfL found were 2.6 million cars registered in London, or 0.3 cars per adult in London, with 54% of London households having at least one car. Their statistical analysis found that, perhaps unsurprisingly, car ownership rates are seen amongst those who:⁵⁷

- Live in outer London
- Live in an area with poor access to public transport
- Are aged 55-59: personal car ownership increases up to a peak at age 55-59, but declines thereafter
- Have higher household incomes: ownership increases up to £75,000 but flattens off afterwards
- Have children, with people in households with at least one child nearly a third more likely to own a car than those without
- Are in full-time employment
- Are of Western European nationality

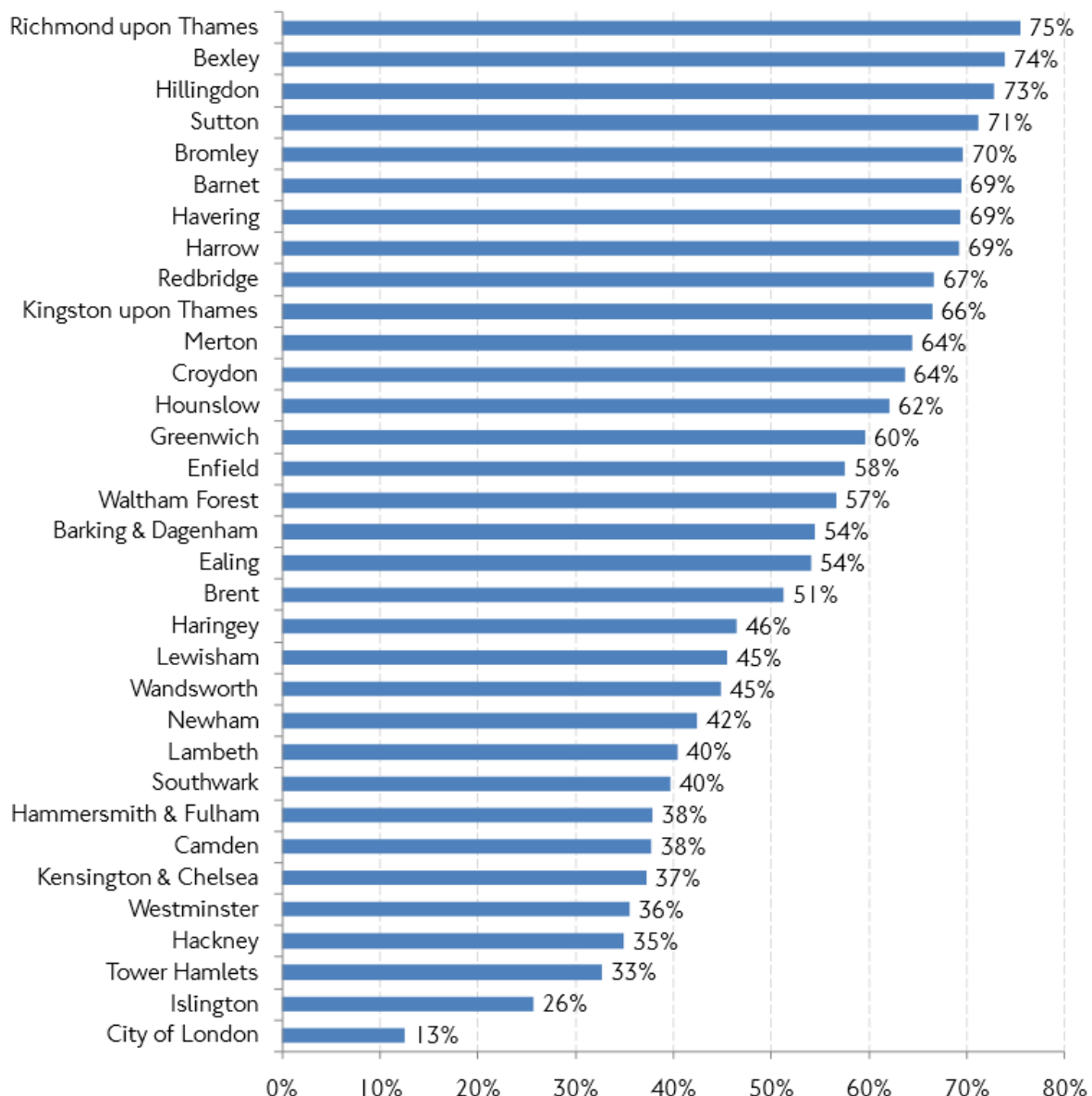
Car ownership levels vary substantially across London boroughs, with outer London boroughs tending to have significantly higher car ownership rates than those in inner London boroughs. However, as illustrated by Figure 13 below, contrary to what might be assumed car ownership levels in Brent actually put us in the bottom half of the London league table, with lower car ownership rates than Councils like Harrow, Barnet and Ealing. Of the outer London boroughs, only Haringey and Newham have fewer households with access to a car.

As part of its work, the scrutiny inquiry asked the Council to provide estimates of the number of diesel cars registered in Controlled Parking Zones in the borough. Although they do not collect data on the number of registered diesel vehicles specifically, as there are 33,000 permit holders in the borough, their assumption is that in line with national data on the size of the diesel car market approximately 10,000 of these are diesel. Their data also shows that as a result of changes

to the emissions-based banding of resident parking permits in April 2017, there was a 16% reduction in the number of 'high' emission permits sold between 2017/18 and 2018/19, from 3,144 down to 2,629.⁵⁸

Figures from the three previous censuses, collated in Brent's 2015 Parking Strategy, showed that in 2011, 110,286 households in Brent owned a car (see Table 2 overleaf). Of all Brent households, 43% do not own a car, 39.5% own one car, 13.5% own two cars and 4% own three or more cars. As a percentage of Brent's population, car ownership was down in 2011 from what it was in 2001 or 1991, but – very crucially – because of increases in Brent's population, the overall number of

Figure 13. Percentage of households in London boroughs with access to a car. Source: Transport for London Roads Task Force review.⁵⁹



households who own a car is higher than it was in 2001. As Brent's population increases, the forecast demand for parking and the pressures on roads and infrastructure may continue to increase, even if car ownership levels continue to decline.⁶⁰ Even if all these drivers use vehicles

with zero emissions from the exhaust, the PM2.5 and PM10 created by this increased traffic will have implications for air quality in the borough. This underlines the need for the Council to encourage a modal shift in the way we go out and about in the borough: we all need to think carefully about the journeys we make, and work to take more journeys by using public transport, walking and cycling.

In addition, data from the 2011 London Travel Demand Survey indicates that between 2005/06 and 2009/10, 44% of the trips made by Brent residents were made by car or motorcycle. This is a higher percentage than any inner London borough and above the Greater London average (38%), but below the outer London average (50%) and the sixth lowest of any outer London borough.

Table 2. Number of cars and vans per household in Brent, 1991-2018. Adapted from Brent Council's 2015 Parking Strategy.⁶¹

NO. OF CARS / VANS PER HOUSEHOLD	1991		2001		2011	
	No. of households	%	No. of households	%	No. of households	%
0 (CAR-FREE)	40,756	43.4%	37,287	37.3%	47,417	43%
1	38,153	40.6%	42,606	42.6%	43,598	39.5%
2	12,705	13.5%	16,207	16.2%	14,884	13.5%
3+	2,350	2.5%	3,891	3.9%	4,385	4%
TOTAL HOUSEHOLDS	93,964	100%	99,991	100%	110,286	100%

This is lower than boroughs like Barnet (49%) and Harrow (52%), but higher than Waltham Forest (41%) or Barking and Dagenham (40%).⁶² More recent Department for Transport data shows the number of licensed cars, heavy goods vehicles and light goods vehicles in Brent has increased from 98,120 in 2011 to 102,236 in 2018 – this only serves to reinforce the points made in the 2015 Parking Strategy, as it shows that despite reductions in the proportion of Brent residents owning cars and vans, the overall number of cars and vans owned by Brent residents has continued to increase due to increases in Brent's population.⁶³

Taken together, the evidence outlined above shows that there is significant scope for Brent to go further in reducing the air quality impact of car journeys and shifting travel to public transport, walking and cycling (something which will be revisited in Chapter 5). However, the data also show that rates of car ownership and car travel in Brent are not as high as might often be assumed, and the proportion of Brent residents who use cars has declined in recent years (even if the overall number of households owning cars has risen).

Set against this, however, there are also questions over the contribution which non-residents travelling through Brent make to air pollution in the borough. The scrutiny inquiry asked both the Council and Transport for London to shed light on this, but we were advised that it is not known how much air pollution in Brent caused by car usage is attributable to non-residents. However, because of the presence of the North Circular and the frequency of Wembley Event Days, it is likely that a considerable amount of air pollution in the borough is due to non-resident car journeys. This presents all Local Authorities with a considerable public policy challenge, because whilst it is relatively easy to encourage residents to shift to less polluting vehicles (through for

example the diesel surcharge in Controlled Parking Zones), the policy options Councils have available to change *non-resident* behaviour are more limited.

For event days, however, the Football Association provided us with a breakdown of the percentage of journeys made by car for each type of event in the borough.⁶⁴ Table 3 below provides a breakdown for all six event types which took place at the stadium in 2017/18. The average across all event types was that 78.5% of journeys took place using mainline rail, London Underground and the London Overground, with 6.6% taking place by car. The lowest car share was 4.7% for NFL events, whilst the highest car share was 7.9% for rugby. The Football Association advised us that there can be particular difficulties in getting high public transport usage for sports matches for teams outside of London with relatively poor or expensive railway links, such as certain Championship play-offs.⁶⁵

There were 2,350 car parking spaces in Wembley in official sites around the stadium and there are plans to increase this to just short of 3,000, but the true level of event day parking is even higher than this: it is also understood by the FA that there are at least an additional 7 'pirate' parking sites in the borough which both the Council and FA are constantly trying to close down, and parking both inside and outside of the event day Controlled Parking Zone is also known to take place.

Table 3. Modal share of journeys at Wembley event days. Adapted from the Football Association's Wembley Stadium Spectator Travel Plan 2018.⁶⁶

	ENGLAND INTERNATIONAL	'OTHER' FOOTBALL MATCHES	TOTTENHAM HOTSPUR MATCHES	CONCERTS	RUGBY	NFL
CAR	7.2%	7.2%	7.0%	6.4%	7.9%	4.7%
COACH	5.1%	8.8%	2.7%	2.7%	28.9%	2.5%
MOTORCYCLE	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
BLUE BADGE	0.2%	0.4%	0.4%	0.2%	0.5%	0.0%
MINIBUS	0.4%	0.5%	0.2%	0.0%	0.3%	0.0%
MAINLINE RAIL AND TFL	86.9%	81.2%	80.5%	75.5%	58.0%	84.2%
OTHER	0.2%	1.9%	9.2%	15.0%	4.3%	8.6%

Freight, deliveries and procurement

In addition to this, there are also concerns about the contribution which the procurement processes and deliveries for businesses, households and other organisations operating in the borough – including the Council – make to air quality locally. Data provided to the scrutiny inquiry by the Council (see Chapter 1) highlights that heavy goods vehicles (both 'articulated and 'rigid') and light goods vehicles ('diesel') are responsible for a significant proportion of the air pollution caused by road transport in the borough, namely:⁶⁷

- **34%** of NOx emissions
- **28%** of PM2.5 emissions
- **28%** of PM10 emissions



Even these figures will be an understatement, because they don't count for the air pollution caused by cars or motorcycles involved in the procurement and deliveries business – such as JustEat and other takeaway deliveries delivered directly to people's homes. As the popularity of supermarkets and retail environments continues to decline, there are concerns that younger generations may increasingly resort to home deliveries and thus inadvertently impact on air quality. There is an urgent need for local and national government to raise awareness of the implications of this, and work to force the private sector to reduce the air quality impact of this delivery.

It is thought that the air quality impact of freight and delivery processes could be significantly reduced through a number of measures. The Council could lead by example by minimising the air quality impact of its own processes in these ways, but it also has a crucial role to play in ensuring the private sector follows suit:

- **Maximising the use of active travel, such as cycling, for deliveries** – especially for the 'final mile' when small deliveries are delivered directly to people's homes or to small businesses.
- **Integrating local procurement processes to remove duplication from businesses.** For example, rather than having several businesses in the same location source milk from several separate suppliers, these firms could integrate processes and get things delivered in a single vehicle.
- **Changing the times of deliveries to minimise traffic impact**, for example by ensuring that as few deliveries as possible take place during rush hour.
- **Encouraging people to collect orders in 'central hubs', rather than delivering directly to their homes.** Councils could play a role in identifying where these hubs could be located, and encouraging individuals to use them.
- **Where vehicles have to be used, switching to low emission vehicles** such as electric cars and vans. For example, work is currently being undertaken to explore whether Brent Council's Veolia waste collection lorries could be switched to electric in the years to come

It has not been possible to obtain exact figures on the air quality benefits which could be achieved in Brent from the above activities. However, the scrutiny inquiry is aware of successful initiatives in Westminster City Council and the Cross-River Partnership which have achieved considerable success. A 'preferred suppliers' initiative for waste collection in Bond Street, spearheaded by the Cross-River Partnership, was able to deliver:⁶⁸

- A reduction in waste collection companies from **47 to 5**
- A **75% reduction** in the use of waste vehicles
- **40%** fewer bin bags left on the street
- **25%** average savings on annual waste removal and recycling costs

The scrutiny inquiry discussed these initiatives with both the Football Association and with the Environmental Research Group of King's College London. It was highlighted that as well as delivering considerable environmental benefits, these initiatives tend to deliver significant cost savings to businesses. Local government and public/private partnerships such as the Cross-River Partnership in Central London have a crucial part to play in making businesses aware of these savings, and working with them to coordinate deliveries, reducing air quality impact whilst also delivering cost savings for businesses.



Existing commitments by Council and GLA

Brent Council's existing air quality strategy sets a number of wide-ranging objectives to address the air quality impact caused by personal car usage, freight, deliveries and procurement. In particular:

- In July 2019, the Council introduced a diesel surcharge in all Controlled Parking Zones in the borough for both resident and annual visitor parking permits, in order to encourage a shift towards lower-emission vehicle uses.⁶⁹ The scrutiny inquiry asked for figures on the success of this initiative, but given that it has only recently been initiated it is too early to assess its impact. At present, the surcharge does not apply to 'Pay and Display' parking
- A significant expansion of ultra-low emission vehicle and electric vehicle charging points, to make it easier for car users to switch to electric cars.
- Discouraging unnecessary idling by taxis and other vehicles
- Exploring the feasibility of introducing Low Emission Neighbourhoods in certain parts of the borough
- Encouraging the use of car sharing and car pooling
- Engaging with businesses on air quality, primarily through encouraging the uptake and implementation of workplace travel plans
- Developing a freight strategy to reduce the emissions caused by deliveries to local businesses and residents. This is being done mainly by encouraging businesses to re-time when they do deliveries, so they do not do them during congested hour
- Reducing emissions from the Council's existing fleet of vehicles, in order to ensure we can lead by example

The scrutiny inquiry broadly welcomes these initiatives, and particularly supports the efforts the Council has made to introduce a diesel surcharge. These have the potential to make a significant contribution to addressing issues related to air pollution. However, as important as these initiatives are, the evidence is clear that by far the most significant and beneficial policy that can be implemented to address these issues, both at a Council and a GLA level, is the introduction of clean air charging zones, which impose daily charges on vehicles travelling through cities which fail to meet certain emissions standards.

To this end, both Leeds City Council⁷⁰ and Birmingham City Council⁷¹ have recently set out plans to introduce these charging zones. The scrutiny inquiry met with the latter during the course of our investigations, who confirmed that clean air charging zones must lie at the centre of any initiative to address the air quality impact caused by personal car usage, freight and procurement. These initiatives also have the added advantage of not discriminating against resident or non-resident drivers, and thus reassuring residents in affected areas that non-residents passing through their local area are not unfairly exempted from measures to improve air quality.

Consistent with this, at a GLA level, two highly effective policies have been implemented or are now in the process of being implemented, and have already had significant positive benefits. The charges these policies have imposed are in addition to the congestion charge for those vehicles travelling in the congestion charging zone:

- **Introducing a London-wide Low Emission Zone (LEZ) charge for the most polluting heavy diesel vehicles, including vans, lorries, HGVs and specialist heavy vehicles.** This is

a 24/7 charge set at two levels, £100 and £200 a day, depending on the weight of the vehicle, and covers the whole of Greater London.⁷²

These standards are based on how much PM a vehicle emits, but the standards will be toughened from 26 October 2020 based on the impact these vehicles have on NO_x and to align them to Ultra Low Emission Zone (ULEZ) standards (see below), and higher charges will be set for heavier vehicles which do not meet certain standards.⁷³

- **Introducing a more targeted Ultra-Low Emission Zone (ULEZ) charge for all vehicles, including cars, which fail to comply certain emissions standards.** These charges are set based on the NO_x emissions of vehicles, and are set at £12.50 a day for cars, motorcycles and vans up to and including 3.5 tonnes, and £100 a day for heavier vehicles.⁷⁴

On 8 April 2019 the ULEZ was extended to the same area covered by the congestion charge, replacing a previous toxicity charge (T-charge) which was already in operation in London, but from 26 October 2021 it will be extended to the border of the North Circular (it will not include the North Circular itself), and will therefore cover the southern half of Brent.⁷⁵

Early evidence on the impact of the ULEZ has been highly positive, and the scrutiny inquiry had a meeting with Transport for London which was specifically dedicated to understanding the impact of the ULEZ in central London and drawing any lessons which we could apply for when the ULEZ is extended to outer London boroughs in October 2021. Early evidence shows that as a result of the extension, Central London has seen:⁷⁶

- A **29% reduction** in NO_x emissions
- **13,500 fewer** polluting vehicles on roads
- **77%** of vehicles travelling through the ULEZ have been compliant with the standards

Figure 14. Predicted impact of the 2021 ULEZ extension in Brent: map of areas exceeding the legal NO₂ limits before and after the ULEZ extension. Source: Clean Air for Brent adaptation of Transport for London figure.⁷⁷





- There is no evidence of any “traffic displacement” having taken place (areas just outside of the ULEZ facing greater traffic pressures as a result of the ULEZ introduction)
- Although the ULEZ was not introduced with the specific aim of reducing PM emissions, TfL expects that there has also been a reduction here due to reductions in overall car usage

Clean Air for Brent has further highlighted that as a result of the Ultra-Low Emission Zone, extension in 2021, it is predicted that in Brent:⁷⁸

- There will be a **74% reduction** in road length exceeding NOx limits within Brent (see Figure 14 below)
- **84%** fewer residents (4,700) will live in areas exceeding NOx limits
- All of Brent’s schools will be taken out of areas exceeding NOx limits
- The impact of the ULEZ will be felt even in areas outside of the ULEZ itself, with many areas north of the North Circular brought within legal limits for NOx
- Despite this, much of the North Circular within Brent will remain above legal limits for NOx, as will a number of areas in north and south Brent

Scrutiny of commitments and scope for further action

The scrutiny inquiry broadly welcomes the initiatives Brent Council and the Greater London Authority has taken to address these problems, and is supportive of the direction of travel. The ULEZ and LEZ in particular will be instrumental in improving air quality in the borough, even in areas outside of the North Circular. Brent Council must give these initiatives its full support, and seek to raise awareness amongst residents about the positive impact it is due to have and the urgent need for these measures to be implemented.

Nevertheless, we feel there is scope for the Council, working with stakeholders across Brent, to further develop its measures to address the air quality impact of personal car usage, freight and procurement in a number of ways:

- **More could be done to raise awareness of the impact of the Ultra-Low Emission Zone, extension, and push for people to upgrade, sell or scrap their vehicles before October 2021.** The scrutiny inquiry has been advised by Transport for London that its awareness campaign will step up next year, and its focus will be on ensuring as many drivers as possible are compliant before the ULEZ takes place. The Council needs to play its part in this campaign and raise awareness through its own channels.

Brent must also strongly lobby the Government for a vehicle trade-in scheme to support small businesses and those on low incomes, building on the commitments already made by Transport for London.⁷⁹ This trade-in scheme must offer an equal incentive for drivers to switch to cycling, walking or public transport usage as it does for people to simply switch the model of car they drive. Whilst the April 2019 ULEZ introduction was able to achieve this by paying towards use of a Santander Cycle, this is not possible in outer London and further measures need to be taken.

- **There is insufficient focus on the need for a modal shift in the way we travel, with reductions in the proportion of journeys being made by car – either as part of the ULEZ**



awareness, or through wider messaging by the Council and TfL. Messaging about the ULEZ should not give the false impression that by switching to a compliant car, drivers are causing ‘zero pollution’: it should highlight the general health impact of all forms of vehicle travel, and not just those cars which are non-compliant with the ULEZ. This must also be reflected in Brent Council’s messaging and policies.

Whilst electric cars will, if more widely adopted, do much to reduce NOx exposure, many models do little to reduce PM levels, because some 80%-90% of PM emissions from cars come from non-exhaust sources.⁸⁰ In addition, the level of PM created by vehicles is positively correlated with their weight, and because of the weight of their batteries electric vehicles are 25% heavier on average than non-electric vehicles.⁸¹ The same argument applies to any large and heavy vehicles which have ULEZ-compliant engines, such as many SUVs. As we continue to successfully reduce NOx exposure from exhaust exposure, particularly diesel vehicles, the focus of our policies needs to shift to reducing overall levels of car usage: this means supporting the greater use of public transport, walking and cycling, and lobbying for better public transport access across the borough – all themes we will return to in Chapter 5.

- **As the ULEZ is extended to the border of the North Circular, the Council must closely monitor its impact on traffic levels – most especially in areas just north of the North Circular.** As noted previously, the introduction of the ULEZ in the congestion charge zone did not lead to any displacement just outside of the ULEZ. Nevertheless, given the different levels of car ownership in outer London, it is possible that behaviour patterns may be different once ULEZ is extended in October 2021.

Indeed, a recent study by Imperial College London and Clean Air for Brent partly investigated precisely this issue. As part of its research, the study carried out an online survey of 180 individuals living both inside and outside of the ULEZ to ask how they would respond to its introduction in October 2021, and compared responses between both samples. Whilst the sample is not necessarily representative, the proportion of respondents living outside the ULEZ who said they would choose to pay the daily charge was double that of those inside, whilst twice as many respondents living inside the ULEZ said they would choose to purchase a compliant vehicle.⁸² This suggests that the response to the ULEZ may differ in outer London boroughs, and underlines the need for further research to be undertaken to explore this further.

To this end, Transport for London advised the scrutiny inquiry that they have commissioned modelling experts to assess whether there will be any vehicle displacement or other negative impact from the ULEZ just outside the extended ULEZ. It is essential that Brent Council engages closely with TfL during this process, and works to understand the impact from the ULEZ. Should issues arise, the Council should consider further measures to address its impact, so that the whole borough can see improvements in air quality as a result of this policy.

- **Brent Council will need to revise its air quality focus areas, and update its policies, to respond to the impact of the ULEZ extension.** Whilst the ULEZ will deliver significant



positive impact in Brent, but it will not entirely address the health impact of poor air quality: the Council will need to adjust its policies, and shift its focus, in order to address those issues which ULEZ does not address. In particular:

- **The health impact of particulate matter is likely to become more of a focus in future.** The ULEZ is likely to partly improve this, but its main focus is reducing NOx and when we met with TfL, they had not carried out any specific analysis to date on whether the April 2019 ULEZ extension had achieved any reductions in PM (though they were confident that it had). Other policies will need to address this, and given the PM created by electric vehicles these will, to at least some extent, have to involve the promotion of public transport and active travel as an alternative to car usage.
- **The Council may need to revisit its Air Quality hotspots, and potentially identify new areas to the focus of activity.** Much of the North Circular and a number of areas either side of the North Circular are predicted to remain at illegal levels of NOx, yet not all of these are currently identified as air quality hotspots. We suggest the Council considers designating them as such, and devising a plan to bring them into compliance through measures which build on the ULEZ.
- **Brent Council needs to explore measures to complement and build on the ULEZ in areas which will require mitigating measures, particularly to combat non-resident driving and 'rat runs.'** Now that we are two years away from the ULEZ extension, Transport for London is actively considering and supporting initiatives to complement and build on the ULEZ in areas affected by the extension. They are particularly looking for measures which could encourage healthy streets and active travel, such as pocket parks, modal filters, Low Traffic Neighbourhoods and schemes to address issues related to non-resident travel.

The Council needs to seize this opportunity, and make healthy streets a central political and strategic priority for the borough – a theme we will return to in Chapter 5. So far as possible, the Council should of course endeavour to seek TfL funding for these initiatives, but they also need to provide match funding using money from the Local Implementation Plan, Community Infrastructure Levy and other funding sources.

- **The private sector, and any organisation impacting on air quality in Brent, needs to be involved in a wider and broad-ranging initiative to reduce the air quality impact of personal car usage, freight, deliveries and procurement.** At present, Brent's air quality action plan is too narrowly focussed on a relatively small range of initiatives in this area. Based on our engagement with other councils, and a review of other local authorities' plans, we feel that for Brent to lead successful initiatives in this area, it needs to take further action. In particular:
 - **It should convene a local forum or institution to identify ways to improve air quality in the borough.** Some inner London has been able to significantly reduce the air quality impact of freight and procurement through one such body: the Cross River Partnership. There is no similar institution in Brent, and the scrutiny inquiry feels it would be unlikely for the Council to devise ways to address the air quality impact of freight and procurement unless we convene a similar forum.
 - **The Council work with local organisations to agree shared targets to improve air quality.** Camden's air quality strategy includes specific targets on air quality from the

private sector and from other local organisations impacting on air quality, and the abovementioned forum should seek to do the same thing. Large companies like Tesco, Sainsbury's and IKEA Wembley have not taken sufficient action on air quality, and need to be challenged as part of this process to do much more in the borough.

- **The Council should work to minimise unnecessary deliveries directly to people's doors, seeking to encourage a 'green last mile', create delivery hubs, spread best practice across the housing sector and raise awareness of the air quality impact of these deliveries.** The scrutiny inquiry understands that some Quintain developments in Wembley have sought to address this by capping the number of delivery vehicles which can go to their buildings in an hour, thus forcing delivery companies to integrate their processes. Similar initiatives should be spread in housing developments across the borough, and where possible the Council should spearhead the development of convenient central 'delivery hubs' in accessible areas of the community.
- **There needs to be a specific strategy to address the air quality impact of non-residents travelling through the borough in cars, and work should be done to support the greater use of public transport and active travel by non-residents.** Whilst we support the diesel surcharge in CPZs, it is essential that the Council do more to address the air quality impact caused by non-residents travelling through the borough. This will help demonstrate to residents that a fair and consistent approach is being taken to address air quality, and that the whole community has a responsibility to improve air quality in the borough.

As part of this, we encourage the Council to work closely with the Football Association, Transport for London, Wembley Arena and others to identify a specific strategy to address the air quality impact of non-resident travel through the borough. Amongst other things, we suggest that the Council work with the Football Association to agree a variable cap on event day car usage for event days, and work with private car parks across the borough to apply a diesel surcharge to non-resident parking.

Linked with this initiative, we suggest that the Council particularly explore the impact of Nottingham City Council's initiative – unique across Councils in the UK – to introduce a levy on excess workplace parking spaces to pay for public transport in the city.⁸³ The Council should explore the scope for a similar highly-targeted initiative in Brent to address non-resident parking in certain targeted areas of the borough. Further steps can also be taken to enforce contraventions of event day parking restrictions by non-residents, and a public awareness campaign on air quality needs to be extended to the North Circular so it directly reaches non-residents travelling through the borough (we develop this proposal in recommendation 10).

- **The Council should lead by example, working to ensure that its own processes are up to the high standards it expects of all private and community organisations across the borough.** The current air quality strategy sets out some welcome intentions in this area, and is currently in the process of reviewing its contracts in a range of areas in advance of the re-tendering of a significant number of its contracts in 2021.



A clear timetable for this needs to be set, with a range of clearer targets adopted to green the Council's fleet and change its procurement processes. A workplace parking strategy also needs to be devised to reduce car journeys by Council employees and Councillors. It is only by spearheading these initiatives that the Council can convince the private sector and other actors operating in the borough that it is serious about the steps it is taking.

Recommendations

In light of the above, this scrutiny inquiry **RECOMMENDS**:

RECOMMENDATION 2:

THAT THE COUNCIL, IN CONSULTATION WITH TFL AND THE FA, AGREE A STRATEGY TO REDUCE THE AIR QUALITY IMPACT OF NON-RESIDENT CAR USAGE IN BRENT.

Brent Council, working with Transport for London, the Football Association and others, should put in place a dedicated strategy on non-resident car usage in the borough. This strategy will work to reduce non-resident car usage across the borough, and encourage people to use alternative modes of travel when visiting and driving through Brent.

As part of this strategy, the Council should consider:

- **Agreeing caps to non-resident parking with the FA on event days.** The present maximum provision of 2,900 commercial car parking spaces should never be exceeded, and no further commercial parking provision should be provided for event days. Indeed, significantly lower limits should be agreed on a case-by-case basis depending on the identified capacity requirements at individual events, with the Council adopting a presumption in favour of the lowest possible limits.
- **Working with Transport for London and the FA to reconsider the current redirection of bus routes during Wembley event days.** This risks sending completely the wrong message to both residents and non-residents alike, making it easier for people to drive than to use public transport. It should work alongside the FA to develop their proposals to stop this by improving infrastructure around Wembley Triangle, so that it will not need to be closed to public transport during event days.
- **Build on the diesel surcharge by working with Quintain, the FA and other commercial car parks in Brent to agree emissions-based parking charges,** along the same lines of Brent Council's diesel surcharge. This would help penalise the most polluting non-resident drivers, and encourage people to shift to lower emission forms of transport.
- **Reconsidering the current placement of event day Controlled Parking Zones, and updating it in light of new evidence of where it is taking place.** It should particularly consider extending them around tube stations in the borough. Such measures would prevent non-resident parking in more areas of the borough during event days, at a minimal annual cost to local residents. It could also support the FA and others in taking enforcement action against drivers.
- **Actively supporting proposals to expand railway, tube and public transport provision to reduce car usage on event days.** The Council should support measures to expand capacity in Wembley Stadium and Wembley Park and increase the number of railway journeys to Wembley Central station. We expand on these proposals in Recommendation 6.

- **Working with the FA to eliminate the use of pirate parking during event days.** We should work to undertake joint patrols with HM Revenue & Customs to tackle parking businesses which are not registered for tax purposes, and review the parking licenses of any car parks found to be undertaking pirate parking.
- **Taking measures to improve the enforcement of the event day CPZ,** including by considering larger fines for breaches (or lobbying for the levying of larger fines), because at present the fines for breaching the CPZ are comparable to the cost of using commercial car parks anyway. We should also ensure the CPZ is enforced at all hours, including late-day and weekend football matches, and consider the use of clamping and greater provision of vehicle toeing to combat non-resident parking.
- **Expand the use of public health messaging and awareness-raising about air quality along the North Circular, and during event days.** We expand on this proposal in Recommendation 10, when we consider the role that public health messaging and awareness-raising could play in addressing issues with air quality.
- **Encourage greater use of cycling to event days,** by increasing cycle storage provision around the stadium and providing a route to the stadium via the forthcoming Willesden-to-Wembley Cycle Superhighway.
- **Consider the potential merits of a highly targeted levy to tackle non-resident parking in the borough, along the lines of that implemented in Nottingham.** The Council should explore the applicability of this levy to Brent, and identify whether highly targeted areas of the borough could benefit from a similar levy, with the proceeds used to fund affordable public transport initiatives. It should actively work with London Councils which are considering similar limits, such as Hillingdon and Camden.
- **Demanding that IKEA Wembley, Tesco and other supermarkets and retail stores take urgent steps to promote active travel and lower-emissions travel from non-residents to their stores in Brent,** including by installing electric vehicle charging points in car parks, making provision for more cycle storage and working to improve pedestrian and cyclist access to their stores.
- **Working, in full consultation with residents, to take measures against non-resident driving through residential streets in Brent, including rat runs.** This could include measures to block through-traffic through residential streets, along the lines of schemes implemented in Waltham Forest (see Recommendation 5 for further details). Such measures should only be implemented with the consent of local residents and on a case-by-case basis, in response to local concerns about non-resident driving.
- **Considering the use of Low Emission Neighbourhoods in areas heavily impacted by non-resident driving and event day activities,** in order to prevent high-emission vehicles from travelling in these areas. This should be a particular priority in residential streets heavily impacted by event day activities and non-resident driving on and around the North Circular and other major roads in Brent.

RECOMMENDATION 3:

THAT THE COUNCIL SET UP A GREEN BRENT PARTNERSHIP: A FORUM WITH ORGANISATIONS IMPACTING AIR QUALITY IN BRENT –INCLUDING THE PRIVATE SECTOR, COMMUNITY ORGANISATIONS AND CAMPAIGN GROUPS – TO AGREE SHARED TARGETS TO IMPROVE AIR



QUALITY LOCALLY. WE SHOULD ALSO LEAD BY EXAMPLE BY TAKING STEPS TO REDUCE THE AIR QUALITY IMPACT OF BRENT COUNCIL'S OWN ACTIVITIES.

Building on the success of Brent's Climate Assembly, and learning lessons from similar initiatives in central London such as the Cross River Partnership, Brent Council should establish an ongoing forum with stakeholders in Brent (working title: 'Green Brent Partnership'), to identify ways we can all work together to improve air quality in the borough. Members of the partnership should include, but should not be limited to, the Royal Mail, IKEA Wembley, local supermarkets, the Football Association, retail outlets such as London Designer Outlet, food providers, Clean Air for Brent and Brent Cycling Campaign.

The Green Brent Partnership should work with stakeholders in Brent to, amongst other things:

- **Agree a shared set of goals to improve air quality in the borough**, and regularly monitor and provide updates on progress in meeting these goals. Each member of the partnership which has an impact on air quality locally should agree these targets, and the Council should play a leading role in assessing their progress in meeting these objectives.
- **Developing a freight strategy for Brent to integrate procurement and delivery processes to minimise impact on air quality.** This should draw from the expertise of the West London Alliance, West Trans and the Cross-River Partnership. As part of this, the Council should conduct a pilot into integrating procurement processes in a town centre in Brent; review the journey times of delivery vehicles to minimise travel during rush hour; and work with businesses to improve emissions standards of delivery vehicles.
- **Encourage people and businesses to use zero emission forms of delivery**, such as the 'green last mile': using bikes rather than vehicles to deliver goods to their final destination.
- **Encourage residential developments in Brent to streamline and reduce vehicle deliveries**, encouraging residents and businesses to pool deliveries to reduce air quality impact and deliver items to community 'hubs' rather than directly to residential areas. Sites such as Box Park, local supermarkets, community libraries and every local station in Brent should be considered as potential locations for these hubs.
- **Promote the provision of cycle storage, electric vehicle charging and emissions-based parking charges in customer car parks across the borough**, including in IKEA Wembley, local supermarkets and commercial car parks.
- **Promote and highlight the savings which businesses could make from better procurement processes**, whilst at the same time significantly improving air quality. Where measures are not cost-saving, the Council should review the possibility of a scheme to provide business rates relief to these businesses in order to incentivise measures which deliver public health benefit.

In each of these cases, Brent Council itself should also lead by example, to show the way to organisations throughout Brent. We recommend that the Council:

- **Set a clear timeline for greening its own fleet**, including bin lorries and council vehicles, as part of its 'Project 2023' initiative.
- **Review the travel times of Council vehicles**, to minimise travel during rush hour and areas of worst air quality impact where possible.



- **Establish the impact which poor air quality, is having on its own council employees and contractors**, in order to encourage all other employers to meet their legal obligations in this area.
- **Develop a workplace ‘green travel policy’** for Council employees, Councillors and others who use Brent Council facilities, minimising the use of car travel and supporting the use of active travel and public transport.
- **Regularly review and report on the air quality impact of Brent Council’s pension fund investments**, and seek to invest in initiatives with minimal poor air quality impact where this is prudent and consistent with the Pension Fund’s fiduciary duties.
- **Ensure the materials used in the Council’s own manufacturing process keep air quality and environmental damage to a minimum**, including footways and housing improvements.

RECOMMENDATION 4:

THAT THE COUNCIL CLOSELY MONITOR AND REVIEW THE AIR QUALITY IMPACT OF CURRENT POLICIES, MOST PARTICULARLY THE ULTRA LOW EMISSION ZONE, AND CONSIDER IMPLEMENTING AND/OR LOBBYING FOR STRONGER MEASURES IF NECESSARY. IT SHOULD ALSO KEEP THE PROVISION OF AIR QUALITY MONITORING SITES UNDER CONSTANT REVIEW.

A number of positive steps have been taken to improve air quality in the borough, and evidence suggests that the forthcoming Ultra-Low Emission Zone (ULEZ) extension to the border of the North Circular will be by far the most effective in improving air quality in Brent. The Council should support this extension and seek to raise awareness about it, whilst also lobbying Transport for London and the Government for a trade-in scheme for those residents and businesses who currently use vehicles which are non-compliant with it.

But the ULEZ, and other policies, may also have knock-on effects which necessitate the use of further measures to improve air quality. There are also considerable concerns from residents just outside the ULEZ, especially those on the North Circular itself, who feel they will not see sufficient air quality benefits from the ULEZ.

We therefore recommend that the Council:

- **Raise awareness of the ULEZ extension to Brent residents and seek to build public support for it**, by highlighting the health benefits it will bring and seeking to secure a vehicle trade-in scheme for affected residents and businesses from the Greater London Authority and the Government
- **Seek to maximise the number of people who switch to active travel and public transport as a result of the ULEZ**, by making public transport usage and active travel easier and more affordable; and ensuring all vehicle trade-in schemes for non-compliant vehicles provide an equal and opposite financial incentive for drivers to switch to active travel and public transport instead.
- **Pay particular regard to the impact of the ULEZ north of and including the North Circular, and consider the provision of measures such as Low Emission Zones and other initiatives should progress be insufficient** – for example, if an increased number of vehicles park ‘just’ outside the ULEZ and enhance traffic pressures.

- **Work closely with other Local Authorities along the North Circular to agree a shared approach to the ULEZ,** and jointly lobby TfL on this area where air quality impact is not sufficient.
- **Review the impact that the ULEZ has on inequality in air quality in the borough.** Whilst the south of the borough currently tends to have the greatest issues in air quality, the ULEZ extension may necessitate a shift in focus towards the north of the borough where progress is less positive, and this may necessitate the use of further measures.
- **Particularly closely review the impact of the ULEZ on residential areas along the North Circular.** The scrutiny inquiry is deeply concerned about the considerable health effects of air pollution on these residents, and feels this needs to be particularly closely explored in any reviews of the ULEZ.

In addition, the Council should also continue to keep the provision of air quality monitoring stations under constant review. It should consider the provision of further monitoring stations where this may be necessary (eg to explore the impact of event days). However, the Council should also be clear to only use and promote effective air quality monitoring devices commissioned from reputable institutions, such as the London Air Quality Network from King's College London. It should actively discourage residents, businesses and other public bodies from using poorer-quality and ineffective monitoring devices, and should encourage them to instead direct their funds towards measures which will tackle the underlying causes of poor air quality.

Chapter 5

Public transport, walking and cycling

Brent's current situation

Modes of travel in Brent

Public transport and active forms of travel can make a significant contribution to improving air quality, and in all cases should be preferred over private car usage. In addition, Brent's population is forecast to increase by 20%, equating to 64,900 people, in the next 23 years, our existing road infrastructure will not be able to sustain this number of people using private transport.⁸⁴

If it is therefore essential that there is a 'model shift' in the way we go out and about in the borough, and that steps are taken to make it easier and cheaper for people to travel using public transport or active forms of travel in the years to come. At present, however, cars are responsible for almost half (45%) of traffic volume in Brent, whilst walking is responsible for 32% and bus usage for a fifth (see Figure 15 below).⁸⁵

As the Council itself acknowledges, there is also "a distinct north-south divide" in Brent. South of the North Circular, modes of travel are "more typical of people living in inner London", whilst in the north they are "more typical of an outer London borough".

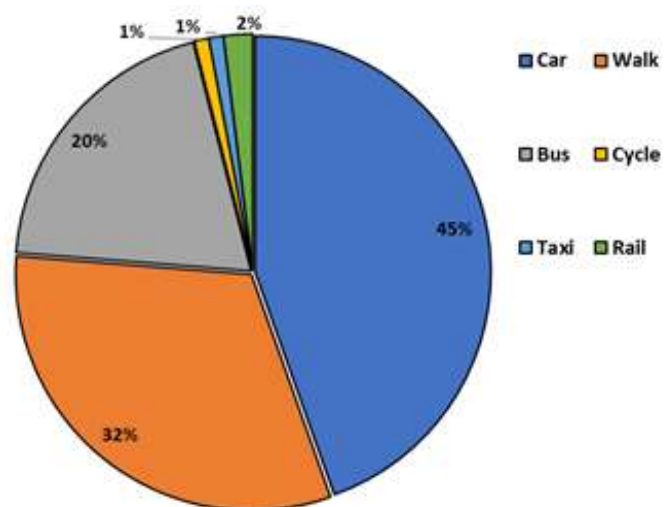
Office for National Statistics figures show that:⁸⁶

- On average, **less than 50%** of households in the south of the borough own a car, and residents there use a car for **less than a quarter** of journeys
- In the north, **68%** of households own at least one car, and residents use the car for **half** of their journeys

Public transport

These differences in use of public transport are likely at least partly driven by inequalities in access to good public transport across the borough. Indeed, as noted in Chapter 4, there is an association between levels of car ownership and public transport accessibility. Brent overall is well-served by public transport, with 52 daytime bus routes, 14 night bus routes and 26 Network Rail, London Overground and London Underground stations in the borough. However public transport

Figure 15. Modal split of total traffic volume in Brent in 2017.
Source: Brent Council's draft Local Implementation Plan 3



accessibility varies across our community, with stark inequalities in access between north and south.

Table 4 to the right provides a breakdown of Public Transport Accessibility Levels (PTALs) for every ward in Brent (PTALs are a statistical method used by TfL to calculate how accessible each neighbourhood in London is to public transport). The majority of Brent's wards (12/21) have relatively poor PTAL levels, and only two of Brent's wards – both in the south of the borough – have PTAL towards the higher end of the scale. It is significant that only one ward north of the North Circular (Wembley Central) has a PTAL level above 2.⁸⁷

Finally, it should also of course be acknowledged that diesel buses make a significant contribution to air pollution, and as noted in Chapter 1 TfL buses responsible for around 7% of PM2.5 and PM10 emissions and 17% of NOx emissions in the borough. The scrutiny inquiry also recognises that there are particular areas of Brent which are particularly affected by high levels of emissions caused by public transport, such as Chamberlayne Road, which we visited as part of our scrutiny inquiry. Whilst greater use of public transport, including buses, is an instrumental means of improving air quality, it is essential that Transport for London works to 'green' its bus fleet as soon as possible.

Encouragement of active travel, such as walking and cycling

To compound this issue with public transport access, in common with many London boroughs straddling inner and outer London and separated by the North Circular, the built environment in Brent is not always conducive to active forms of travel, such as walking and cycling. In a July 2019 report, a coalition of active travel campaign organisations produced a 'Healthy Streets Scorecard' of all London boroughs.

This produced a rank of London boroughs, from 1 to 10, by bringing together data from eight different sources – including mode of transport, road usage and road casualties. The scores of all London boroughs are contained in Figure 16 below.⁸⁸ Using this metric, Brent is in the bottom half of the London league table, ranking 19th out of 33 London boroughs on the 'healthy streets' scorecard, although we do rank relatively well compared to most outer London boroughs (5th out of 19 boroughs).

This means that despite some positives, there is significant room for improvement in Brent, and we may wish to pay particular regard to the relatively better scores of outer London boroughs with similar geographic challenges to ours – particularly Haringey (the best-scored outer London borough) and Waltham Forest (with the second-best score of any outer London borough).⁸⁹

Table 4. Public Transport Accessibility Levels (PTALs) in Brent's Wards.

Source: Transport for London. Each area in London is graded between 0 and 6b, where a score of 0 is very poor public transport access and 6b is excellent access.

WARD	PTAL LEVEL
NORTHWICK PARK	2
PRESTON	2
STONEBRIDGE	2
WELSH HARP	2
BARNHILL	2
FRYENT	2
SUDBURY	2
ALPERTON	2
TOKYNGTON	2
KENTON	2
DOLLIS HILL	2
QUEENSBURY	2
WEMBLEY CENTRAL	3
KENSAL GREEN	3
HARLESDEN	3
WILLESDEN GREEN	3
BRONDESBURY PARK	3
DUDDEN HILL	3
MAPESBURY	3
QUEENS PARK	4
KILBURN	5

Figure 16. 'Healthy streets' scorecard of all London boroughs. Source: London Cycling Campaign. All boroughs ranked from 1 to 10 based on data from eight different indicators.⁹⁰



Existing commitments by Council and GLA

Active travel

Both the Council and GLA have been clear and ambitious in how they want to make it easier for people to use alternative forms of travel. The GLA's Transport Strategy aims that by 2041, 80% of all trips in London to be made by walking, cycling and public transport usage, and for all Londoners to do at least 20 minutes of active travel a day.⁹¹ In turn, Brent's third 'Local Implementation Plan' for the GLA's transport strategy (LIP 3), covering the period 2019-2041, sets out how we intend to implement this at a local level in the coming years.⁹²

Consistent with this, both the GLA and Brent Council have set out a number of aims to try and achieve these goals:

- Regular temporary car free days in the borough, to promote the use of alternative modes of transport and help create a 'buzz' and some enjoyment around car free travel
- Providing infrastructure to support cycling and walking



- In written and oral evidence, the Scrutiny Inquiry has been advised that Brent Council is actively lobbying for routes to promote active travel, with a 5km Wembley to Willesden Junction Cycle Superhighway in the late stages of planning. This will be the first major cycle route in North West London, and was committed to by the GLA in January 2018.⁹³
- The Council has recently taken a lead in the promotion of convenient, hop-on hop-off electric 'Lime' bikes across the borough, with the Council becoming one of the first boroughs in London to introduce them.⁹⁴
- The GLA has set out a 'Healthy Streets for London' approach, prioritising walking, cycling and public transport in order to encourage their usage in the years to come.⁹⁵
- In May 2019, Brent Council won 'gold' at the London Transport Awards under the 'excellence in cycling and walking' category, particularly for its work in engaging 23,000 pupils in behaviour change programmes such as Bike it Plus. This led to an 85% increase in children cycling regularly, and contributed to a trebling of the number of journeys made by bike in Brent since 2013.⁹⁶

Public transport

The scrutiny inquiry recognises that both the Council and, in particular, Transport for London, have made a number of commitments in order to improve public transport accessibility across the borough, and the Council is also actively lobbying for improvements in a number of areas:

- Working with Brent Council and other councils along the route, Transport for London is in the process of developing a West London Orbital line, running along the Dudding Hill line (currently used only for freight) in the north of the borough and then going south to connect Brent Cross and Wembley to Old Oak Common and the Great West Corridor.⁹⁷
- Brent's third Local Implementation Plan for the GLA Transport Strategy, covering the period 2019-2041, sets out a range of initiatives to improve public transport and promote active travel in the borough in the coming years, and has identified a range of localised borough targets for delivery of the Transport Strategy. Public transport initiatives include, amongst other things:⁹⁸
 - Initiatives to upgrade signalling and control systems in the Piccadilly and Bakerloo lines
 - Exploration of a bus rapid transit network for orbital links between Brent Cross and Ealing
 - Consolidation of existing 20mph zones and to have a phased approach to deliver a borough-wide 20mph strategy from 2020-2025
 - Neasden transport improvements from 2020-2025, to provide "improved public realm, air quality and accessibility to public services"
 - Addressing issues with public transport accessibility in Alperton through the Alperton Master Plan
- Partly as a result of the ULEZ extension and other policies by the GLA, Transport for London and Brent Council are due to review bus routes in Brent and explore the need for additional bus provision, particularly in the north of the borough.⁹⁹

In addition to this, Transport for London has set a range of targets to improve the air quality of its bus fleet:

- 12 areas of London were designated Low Emission Bus Zones, where all scheduled buses travelling through these areas now meet or exceed the latest Euro VI emissions standards, which can reduce NO2 emissions by up to 95%. Buses on these routes include a mix of new Euro VI buses, old buses retrofitted to Euro VI standards, hybrids which meet or exceed Euro VI standards and electric buses which cause zero tailpipe emissions.¹⁰⁰
- Since 2014 all new buses have been equipped to Euro VI standards, and are being introduced at a rate of 700-1000 a year.¹⁰¹ By 2020 all TfL buses across London will meet Euro VI standards. They will either be new buses with Euro VI compliant engines or will be old buses retrofitted to Euro VI standards. In an evidence session with TfL, the scrutiny inquiry, when asked, received explicit assurance that old buses retrofitted to Euro VI standards will have exactly the same air quality impact as new Euro VI compliant buses.¹⁰²
- From 2020, all new single decker buses entering the fleet will be zero emission (at tailpipe), although of course these buses will create PM 2.5 and PM 10 through non-exhaust sources.
- By 2037 at the latest, all 9,200 buses across London will produce zero emissions from the tailpipe. By 2050, it is aimed that London's entire transport system will be zero emission at the tailpipe.¹⁰³

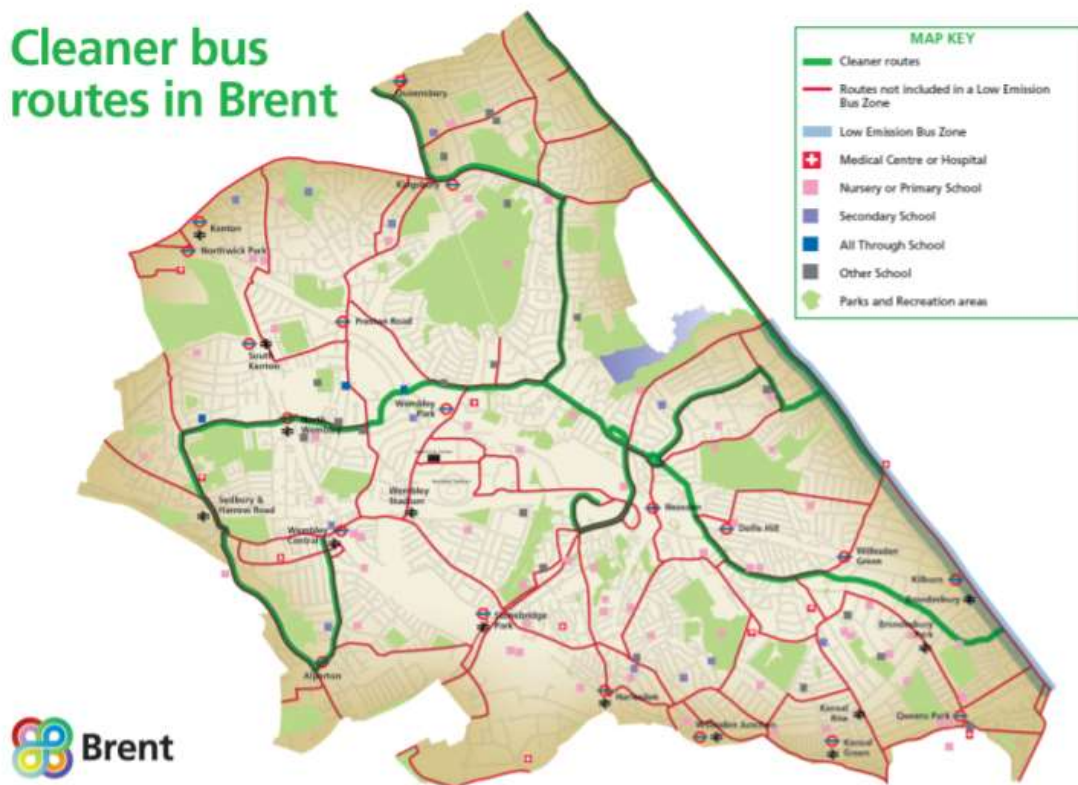
Figure 17 below, sourced from Brent Council's draft Local Implementation Plan 3, gives a map of the bus routes in Brent which have thus far been designated cleaner routes or are in Low Emission Bus Zones. One part of Brent (Kilburn to Maida Vale) benefitted from being designated a Low Emission Bus Zone. In addition, three of the proposed twelve Low Emission Bus Zones to be implemented by 2020 are to benefit Brent in some way.¹⁰⁴

The Scrutiny Inquiry was disappointed that other areas in Brent which are poorly-affected by low air quality from buses, most particularly Chamberlayne Road and Harlesden High Road, were not designated Low Emission Bus Zones at the time. We feel that based on the evidence of air quality in these areas, action there could and should have been taken sooner.

However, as a result of the further commitments made by TfL, by 2020 all future routes are to meet the more stringent Euro VI standards anyway and as such will effectively have the same air quality standards as if they had been Low Emission bus Zones. This will effectively make the Low Emission Bus Zone policy redundant by 2020.¹⁰⁵

In our engagement with Transport for London, Brent Council has been advised that we should therefore change our strategy for engagement with TfL and bus contractors in light of this: if we want to increase the number of electric bus routes going through Brent, we will need to engage with bus contractors in Brent as and when local contracts expire, in order to support them in making an attractive business case to Transport for London to prioritise our bus routes. We reflect this in our recommendations later in this chapter.¹⁰⁶

Figure 17. Cleaner bus routes in Brent: commitments from TfL. Source: Brent Council's draft Local Implementation Plan 3.¹⁰⁷



Scrutiny of commitments and scope for further action

Public transport

Brent Council held a scrutiny meeting with Transport for London which discussed in detail the air quality standards and accessibility of our public transport, how Brent could best lobby for better standards in public transport and improved accessibility across the borough. As already noted, we also commissioned a report from Brent Council which was specifically dedicated to exploring what further steps our statutory partners, including TfL, could take to further improve air quality in the borough.

Based on these discussions, and on our wider review of our evidence base, we feel that Brent Council and Transport for London needs to pay further regard to the following:

- **Now that all buses to be Euro VI compliant, Brent Council's focus needs to shift to encouraging the fast adoption of zero-emission buses in the borough.** Unless future leaders in London change TfL policy, there will be no repetition of the previous geography-focussed policy of implementing Low Emission Bus Zones.

Rather, the electrification / hybridisation of future bus routes will be decided on a case-by-case basis, as and when existing contracts expire. It will depend on the business case made by bus operating companies, which will depend in part on the cost of operating electric routes on the bus route in question.



Brent Council needs to adapt to this. We need a strategy to support bus operators in making their business cases for electric buses in all bus routes operating in Brent, as and when contracts expire. We have obtained this data from Transport for London, and a full list of expiry dates for Brent bus routes has been provided to the scrutiny inquiry by Transport for London during the process of this inquiry.

- **Transport for London could do more to address the air quality impact from non-exhaust sources, such as the particulate matter created by electric buses; and explore when (and where) hybrid buses will travel in diesel mode.** The GLA's existing commitment to make all buses "zero emission" by 2037 risks reinforcing misperceptions about the air quality impact of electric vehicles, and many of the concerns the Scrutiny Inquiry raised in Chapter 4 of this report, on car travel, are equally applicable to the bus network.

The Scrutiny Inquiry also asked TfL about how hybrid buses will alternate between diesel and electric mode, due to concerns from some residents that by the time these buses arrived in Brent they will be out of power and stuck on diesel mode. Whilst they reassured us that there was no explicit geography-based criteria for when these buses enter diesel mode, we were not provided information to reassure us that – for some unrelated reason – these buses would not end up in diesel mode by the time they reached outer London boroughs.

To address these issues, both Transport for London and Brent Council need a strategy to address the wider air quality impact of London's bus fleet, and reassurance about the air quality impact of hybrid buses needs to be provided. Future electric vehicles need to be designed in such a way as to minimise non-exhaust emissions, by utilising the latest technology, and the private sector needs to be actively encouraged to innovate in this area.

- **Brent needs to set out plans to actively lobby for better bus transport access to certain areas of the borough, and work with TfL to significantly improve Public Transport Accessibility levels in these areas.** If the GLA and Brent's LIP 3 report are serious about the target to significantly increase the proportion of non-road journeys in Brent, LIP 3 needs a strategy to increase accessibility of the north of the borough to green, clean and quiet electric buses. The Scrutiny Inquiry feels it will be impossible to meet these ambitious objectives without significant improvements in PTAL levels across the borough, most especially north of the North Circular.
- **Brent Council needs a strategy to lobby for improvements in the affordability of public transport across the borough.** Charges for Brent's stations on the Jubilee, Bakerloo and Piccadilly lines increase very steeply in just a few stations, and cover zones 2-4 of TfL's charging zone. Similar boroughs positioned around the North Circular, notably Waltham Forest, do not have the same challenge, and despite being at the other end of the Jubilee line Stratford has received a special dispensation from TfL and is in zone 2/3. The Scrutiny Inquiry encourages Brent Council to lobby for the same, and to enshrine this objective in Local Implementation Plan 3.



Walking and cycling

The scrutiny inquiry held a meeting with Brent Cycling Campaign and London Cycling Campaign which was specifically dedicated to encouraging active forms of travel. We also held an evidence session with Transport for London dedicated to active travel, and regularly raised this issue in meetings with Brent Council. We also received evidence from a number of groups which addressed active travel, such as evidence from 20's Plenty.

Based on this information, and following scrutiny sessions with the Council, we feel that future strategies by Brent Council and Transport for London need to pay regard to the following factors:

- **Drawing from the experience of Waltham Forest Council, Brent Council needs to make healthy streets a central political and strategic priority.** Waltham Forest has a number of similar challenges to Brent, straddling inner and outer London and with the North Circular going through it. Yet despite this, the borough performs considerably better than Brent on the 'healthy streets' scorecard (see Figure 16) and has had considerable success in encouraging active travel through a range of initiatives on residential roads – including modal filters, Low Traffic Neighbourhoods, cycle lanes, pocket parks, mini-Hollands and the greater provision of cycle parking facilities.

The Scrutiny Inquiry met with Waltham Forest Council during the process of this inquiry, and also held a site visit in Waltham Forest to look at the initiative in further detail.¹⁰⁸ We were advised that in order to support the wider adoption of these schemes and promote healthy streets, Councils need to make healthy streets a central political and strategic objective, incorporated into everything the Council does rather than siloed off into a specific area. We were further advised that the Highways department, and not Transport, should hold ultimate responsibility for spearheading the initiative, as they have more day-to-day involvement in place-building and as such will be able to integrate it into their processes.

All of the successful schemes brought forward in Waltham Forest had the full support of local residents on the streets they concerned, and the Council followed a policy of only working in those areas where there was public support for these initiatives. In areas which did take them up, tackling non-resident driving – and particularly 'rat runs' through residential streets – were often a key reason why residents supported these changes. We suggest the same approach is followed in Brent Council, with the whole Local Authority – with the Highways team at the lead – working with supportive residents to offer these solutions as a potential issue to street issues they raise, particularly non-resident driving and parking on residential roads.

- **Future initiatives to encourage active travel – most particularly the Willesden-Wembley Cycle Superhighway – need to involve wider community and expertise at the earliest stages, so they can input on ideas around how best to encourage active travel at a point where they can genuinely effect change.** The Scrutiny Inquiry received positive feedback from a number of witnesses about some active travel initiatives in Brent, However we received less positive feedback about some others, which witnesses felt were not built to sufficiently high standards.

In cases where Brent Council and TfL were perceived to fall short, this was put down to the fact that engagement on route design took place at too late a stage, at a point when stakeholders were unable to significantly effect change. We received positive feedback about the Brent Public Transport Forum and Brent Active Travel Forum, which previously did involve stakeholders in these discussions and could act as a forum through which to have these discussions. The Scrutiny Inquiry feels that future plans need to involve the wider community at the earliest stage, and a reinvigorated Brent Public Transport Forum and Brent Active Travel Forum – or a new set of bodies – should play a central role in having early dialogue about the design of future active travel initiatives.

- **Both the Council and TfL need jointly to develop a specific, dedicated strategy to improve accessibility over the North Circular.** Throughout the course of the Scrutiny Inquiry, accessibility over (and under) the North Circular has proved a key and central concern. Pedestrians and cyclists alike find it difficult to take up active forms of travel due to the barrier provided by it, and the lack of routes over or under it at critical points along it. Brent Council and Transport for London need to devise a strategy to address these issues, and Brent Council's desire to improve access routes over the North Circular needs to be expressly acknowledged and set out in LIP 3. We have raised this with TfL and have initially been advised that any such access routes could prove prohibitively expensive, but we feel this needs to be set against the significant contribution they could make to meeting the GLA's Transport Strategy objectives and the cost savings due to the reduced health impact caused by travel.
- **Policies dedicated to active travel need to address public concerns about the 'safety' of walking and cycling.** When asked in surveys about the barriers to taking up cycling, 'safety' is regularly cited as the key reason why people are averse to taking up cycling.¹⁰⁹ Much of this concern is due to a misplaced *perception* that cycling is unsafe, but it is thought to be driven by:
 - A feeling that the built environment is 'built for' cars and not pedestrians or cyclists
 - Concerns about the way some drivers go out and about, such as how they sometimes 'cut through' cyclists
 - The limited dedicated space available to cyclists and pedestrians on a number of routes
 - Issues with the speed of vehicles on a number of major routes in the borough. These routes also often happen to be the easiest and most convenient routes for cyclists to get out and about in the borough, so can significantly discourage take-up
 - Concerns about the storage of bikes, and the ability to keep bikes kept away safely and securely in-between journeys – when at work, at home or when shopping

Brent Council and Transport for London strategies need to have, as a central objective, the need to address public concerns about the safety of active travel. Many other necessary policies to improve the built environment flow from on from this policy.

- **Future active travel initiatives in Brent also need to consider the safety and accessibility of residential routes, outside of main routes.** In our meeting with witnesses engaged in the promotion of active travel, this has emerged as a key and often-overlooked issue.

Whilst cyclists tend to predominantly travel through main routes to get to and from work, there are significant concerns about the safety of some residential routes – such as the speed of some vehicles, and the use of residential routes as ‘rat runs’ by drivers – which can significantly affect their willingness to take up cycling.

Brent Council needs to explore this issue in detail and take specific steps to improve safety and accessibility in residential routes. This should include reviewing speed limits on these routes on a case-by-case basis, where they exceed 20mph, building on the Local Implementation Plan 3’s existing commitment in relation to a borough-wide 20mph strategy. The use of residential routes as ‘rat runs’ should also be actively discouraged, and it is possible that steps to address this could attract the support of both local residents and cyclists.

- **All future cycling initiatives need to be disability-inclusive, promoting a wider range of cycling than simply bicycles.** We have heard concerns from stakeholders that some initiatives in London boroughs inadvertently block the use of forms of active travel for those with disabilities, such as three-wheel cycling. Narrow cycle lanes can stop people with disabilities from engaging in active travel, as too can measures such as gates to slow down cyclists or prevent the use of motorbikes on alleyways.
- **The Council should prioritise the provision of cycle storage space just as much as electric vehicle charging points.** The lack of cycle storage space can significantly affect people’s willingness to take up cycling. The Council’s air quality action plan currently neglects questions and concerns about storage space in existing residential premises (including social housing and private rented homes) and on streets, and there is a need for an update on the commitments in the Brent Cycle Strategy in relation to cycle storage and cycle parking.¹¹⁰

The Council should take steps to address this, including by:

- Investing in cycle storage space in social housing developments (or encouraging residents to seek funding for this outside of the Housing Revenue Account, through the Community Infrastructure Levy or other sources)
 - Encouraging private landlords to support cycle storage in private rented homes, through the licensing system and through engagement with landlords in forums
 - Ensuring that the Green Brent Partnership actively encourages businesses and others in the borough to facilitate easy cycle storage in their premises
 - Actively pursuing opportunities to create cycle storage space in town centres and communal areas, through the use of CIL money or otherwise, to enable residents to make short cycling trips to town centres for shopping, social activities, etc
- **Future vehicle trade-in schemes for electric vehicles – whether driven by Government, the Greater London Authority or Brent Council – need to provide equal incentives for the take-up of active forms of travel.** An individual looking to trade-in their car to avoid ULEZ should be offered an equal incentive, to an equivalent financial value, to instead forego a car entirely and take up active forms of travel (or use public transport). The

Scrutiny Inquiry is glad to see this reflected in the GLA's current trade-in scheme, but it is essential that all future schemes continue in the same vein, and Brent Council should lobby to ensure this.

Recommendations

In light of the above, this scrutiny inquiry **RECOMMENDS**:

RECOMMENDATION 5

THAT THE COUNCIL MAKE THE DELIVERY OF HEALTHY STREETS A CENTRAL CORPORATE AND POLITICAL PRIORITY ACROSS THE BOROUGH, WORKING CLOSELY WITH LOCAL RESIDENTS TO EXPAND THE NUMBER OF HEALTHY STREETS LOCALLY.

Responsibility for delivery of this should involve all Departments in Brent, but should ultimately rest within the Highways Department and not Transport, because Highways will be able to integrate this approach within their operational work and routinely consider this whenever they consult on schemes or works need to be carried out. This also needs to feature centrally in a future Borough Plan, in Local Implementation Plan 3 and in the Local Plan.

In order to deliver this priority, Brent Council should set out a minimum offer to streets across the borough when considering improvements to areas:

- **Routinely consider how we can support healthy streets all our infrastructure and transport projects**, ensuring our highways team and others regularly consider how they can better-promote healthy streets and active travel whenever works are due to take place or improvement projects are being carried out. As part of this, the Council should also proactively identify a list of streets in the borough which are most impacted by poor non-resident parking behaviour, such as rat runs, and work with these streets to introduce measures to address these issues.
- **Engage people on healthy streets initiatives at the earliest stage of projects, so they can genuinely feed into the process of developing ideas.** This will help address concerns that some early cycling infrastructure projects in Brent were as well-designed as they could be, and were consulted on too late in the developmental process. The Brent Public Transport Forum and Brent Active Travel Forums should be reinvigorated, with an expanded remit, to help ensure these conversations take place as early as possible and future projects are delivered to the highest standards. We should review the membership of these forums to ensure that campaign groups engaged in active travel in Brent have ex-officio membership of it.
- **Engage with residents about initiatives to tackle non-resident driving in residential streets**, such as blocking through-routes, 20mph speed limits, Low Traffic Neighbourhoods and modal filters, in order to make streets more friendly and accessible for residents. This raft of measures needs to be part of Brent Council's 'toolkit' whenever residents raise concerns about non-resident driving, building on our proposal in recommendation 2. Such initiatives should only be carried out with the consent of local residents and considered on a case-by-case basis where it is appropriate for local streets, and should be focussed on tackling residents' concerns about non-resident parking.

- **A more consistent and clear approach to the provision of 20mph zones needs to be established.** For many of these initiatives, 20mph speed limits will be an essential prerequisite to delivering other aspects of the healthy streets approach, and this should be factored into highway improvements. Greater provision of 20mph zones across the borough are also easier to enforce than piecemeal zones.
- **Give the provision of cycle storage, and cycle parking the same level of priority as electric vehicle charging.** Working with TfL, the Council should routinely look for opportunities to expand cycle storage space, most especially around tube stations. Opportunities to provide cycle storage in under-utilised car parking bays or on wide footways need to be routinely explored. Residents should be invited to bid for cycle storage using Community Infrastructure Levy funds. The Council should work to enhance the cycle storage capacity of its own housing stock, and continue to press for similar standards from Registered Providers, developers, businesses and others.
- **Ensure additional cycling space is not delivered at the expense of pedestrians, and vice-versa,** as has sadly sometimes been the case in other developments. The presumption should be in favour of encouraging active travel through reducing space for private car usage, or through creating extra space in other ways.
- **Review the current maximum provision of parking permits for households in Controlled Parking Zones,** with particular regard to the parking pressures caused by the larger number of permits which can be claimed by Houses of Multiple Occupation. The Council should seek to move away from the current “one size fits all” approach to CPZ permits regardless of household type or location. A cap on the number of permits in HMOs could significantly reduce parking pressures in some residential areas, freeing up space for greater provision of more space for active forms of travel.
- **Extend the diesel surcharge to pay and display parking,** building on the current surcharge in controlled parking zones, in order to deliver a clear and consistent message about the impact of poor air quality and encourage the use of active travel and lower emission vehicles.
- **Continue to promote and expand the use of car free days,** building on the successful initiatives already established. The scrutiny inquiry feels that Brent’s year as London Borough of Culture 2020 offers an enormous opportunity to promote the benefits of car free days on our streets, and our borough of culture team should exploit all opportunities to promote successful car free days on streets throughout 2020.
- **Ensure all future cycling initiatives are disability-inclusive,** and support the use of a wide range of cycling devices and not just bicycles. This requires the provision of sufficiently wide cycle ways, and it means avoiding certain traffic calming methods or blocks which – whilst easy for bicycles to get around – may prevent people with disabilities from using active travel methods.

RECOMMENDATION 6

THAT THE COUNCIL OUTLINE, PUBLISH AND CONSULT ON A CLEAR STRATEGY FOR ENGAGEMENT WITH TRANSPORT FOR LONDON ON ACTIVE TRAVEL INITIATIVES – INCLUDING

THE PLANNED WILLESDEN-WEMBLEY CYCLE SUPERHIGHWAY, MEASURES TO IMPROVE PUBLIC TRANSPORT PROVISION AND ANY FUTURE INITIATIVES TO IMPROVE ACCESSIBILITY OVER THE NORTH CIRCULAR.

During the course of our inquiry, we have become aware that there are plenty of ideas across the borough on how we could better-promote active travel across the borough, and improve our infrastructure to make it easier for pedestrians and cyclists to go out and about.

In order to identify and exploit these opportunities, Brent Council needs to be open about its approach to engagement with TfL, using new forums – like the recently-convened Brent Climate Assembly, and the Green Brent Partnership (see recommendation 3) – to engage with residents about potential opportunities.

In drawing up this strategy, Brent Council should:

- **Make improving safety for pedestrians and cyclists a key corporate priority**, and address the misplaced *perception* of safety issues through improvements to the built environment.
- **Look to improve pedestrian and cyclist accessibility over the North Circular**, in order to reduce barriers between north and south Brent and promote more active forms of travel. The Council should work with TfL to explore the provision of more bridges over the North Circular in order to achieve this.
- **Actively lobby to improve public transport accessibility in under-served areas of the borough**, most particularly areas north of the North Circular with low Public Transport Accessibility Level ratings. The Council should work with TfL to devise a strategy to improve PTAL levels in areas of the borough where provision is poor.
- **Work with bus contractors to speed up the adoption of electric buses across Brent, as and when existing contracts expire**. The speed at which electric buses are adopted in Brent will depend on the strength of the business case contractors present to TfL, and Brent Council must play a central role in making business cases for Brent bus routes as strong and robust as possible.
- **Prepare a plan to actively lobby for better public transport access for Brent for when the Chiltern franchise comes up for renewal in December 2021**, working to bring together Transport for London, local businesses, community groups and others together in a campaign for better railway transport access to the borough. For example, the strategy should include lobbying for a more regular service to Sudbury and Harrow Road station as part of the Chiltern franchise.
- **Lobby strongly to improve the affordability of public transport in the borough**, seeking to secure special dispensation from TfL to be part of a cheaper ticketing zone, along the same lines as Stratford, and inserting this as an objective in Local Implementation Plan 3.
- **Set out clear proposals for a Willesden-Wembley Cycle Superhighway**, and fully consult with local residents on how this project should be delivered. As noted in Recommendation 2, the Council should explore extending the superhighway to Wembley Park to increase cycle usage on event days.
- **Work alongside the FA to lobby for improved capacity in stations including Wembley Park, Wembley Stadium and Wembley Central** in order to reduce car usage on event days, as set out in Recommendation 2.



Chapter 6

Housing, planning and the built environment

Brent's current situation

Direct impact

The average individual spends over 90% of their time indoors, which means that good indoor air quality and good air quality in the built environment is vital for public health.¹¹¹ As noted in Chapter 1, whilst road transport contributes half of air pollution in Brent, the other half is caused by a range of factors associated with housing and the built environment.

These are:

- **Heat and power generation**, which is responsible for 35% of CO₂ emissions, 22% of NO₂, 20% of PM_{2.5} and around 8% of PM₁₀ emissions. This is further broken down into:
 - **Domestic heat and power generation**, responsible for 25% of CO₂, 10% of PM_{2.5}, 7% of NO₂ and less than 5% of PM₁₀ emissions
 - **Industrial and commercial heat and power generation**, which is responsible for 10% of CO₂, less than 10% of PM_{2.5}, 15% of NO₂ and 3% of PM₁₀ emissions
- **Industrial and commercial industrial processes**, which is responsible for 35% of CO₂, 20% of PM_{2.5}, 22% of NO₂ and around 8% of PM₁₀ emissions.
- **Industrial and commercial construction**, responsible for 0% of CO₂, 20% of PM_{2.5}, 5% of NO₂ and 41% of PM₁₀ emissions.

Within this, a range of often-overlooked factors make a significant contribution to air pollution, including:

- **Wood burning** and the burning of household waste
- **Commercial cooking**. It is now estimated that commercial cooking produces 13% of London's particle pollution,¹¹² especially in areas with high concentrations of restaurants
- **Household heating and cooking**, which can release particulate matter, carbon monoxide, nitrogen oxide and sulphur dioxides¹¹³
- **Damp** in the household¹¹⁴
- **Chemicals used for cleaning or decoration** in our homes¹¹⁵
- **Asbestos** in homes¹¹⁶
- **Building construction** and demolition¹¹⁷
- **Heavy duty non-road mobile machinery (NRRM)** used whilst constructing buildings. For example, excavators contribute 46% of the NO_x of NRRM in London, followed by dumpers (11%) and forklifts (7%)¹¹⁸



Indirect impact

In addition, housing, industrial processes and the built environment can also have a significant indirect effect on air pollution. Poorly-planned developments can make it harder to take lower-emission forms of travel or plan public transport routes. This can also be the case for poorly-situated developments placed in areas with poor public transport accessibility, and without any associated measures to improve access to public transport as part of the development process (or force developers to contribute to this).

Along the same lines, there is also some debate over the contribution that green spaces can make to addressing air quality and (conversely) the role that *a lack* of green space in many areas of Brent plays in air pollution issues in the area. The scrutiny inquiry received a range of written representations from Brent residents during the process of this inquiry, and a considerable number of these specifically raised questions about the part that green space could play in improving the quality of our air. These residents also rightly highlighted that many air quality hotspots in the borough also suffer from a considerable lack of green space – a claim we do not contest, and one which we agree needs to be addressed.

When we met with Dr Ian Mudway of King’s College London’s Environmental Research Group, we specifically asked him what role green space should play in tackling poor air quality, and whether it has any direct or indirect benefit on air quality.¹¹⁹ He strongly agreed that green space has a crucial *indirect* role to play in improving air quality, most especially by making pedestrian and cyclist routes more attractive and safer and thus encouraging a modal shift. It can also play a crucial role in reducing levels of CO₂ and therefore addressing the greenhouse gas effect. Although not related to NO_x and PM specifically, he also stressed the strong evidence on the wider benefits of green space, including in health and enhancing biodiversity. Efforts to encourage green space therefore need to be strongly encouraged, and many areas affected by poor air quality will require intensive and targeted provision of further green space.

However, he strongly advised against Councils promoting green space as a *direct* solution to poor air quality: it cannot, in and of itself, improve the quality of our air, and Councils’ efforts to improve air quality must centre on addressing the *underlying causes* of poor air quality. Some of the things being planted as part of ‘greening’ initiatives in other areas of London are also highly allergenic, and risk making it harder for people with hayfever and other issues from going out and about. The scrutiny inquiry also felt that greening can potentially offer Councils a route to be ‘let off the hook’, letting them promote superficial ‘solutions’ to poor air quality rather than taking measures to address the things which cause PM and NO_x emissions in the first place. We will this theme later in this chapter, where we will identify recommendations as to how Brent Council can best address air quality issues through the provision of green space.

Existing commitments by Council and GLA

To at least some extent, addressing the issues above requires some action at a national level, such as changes to building and construction regulations and improvements in heating standards. However, concerted action can still be taken at a local and regional level, and a number of steps are currently being taken and considered by the Greater London Authority and Brent Council.

At a regional level, the London Plan, which determines planning policy across all London Planning Authorities, sets out a range of requirements on developers for air quality. This plan has been updated in July 2019 and a draft version is now being consulted on. Proposed requirements in the new draft London Plan include:¹²⁰

- Development proposals must not: (Policy SI1, B1):
 - (a) lead to further deterioration in existing air quality
 - (b) create any new areas that exceed air quality limits or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits
 - (c) create unacceptable risk of high levels of exposure to poor air quality
- In order to meet the requirements set out above, development proposals must (Policy SI1, B2):
 - (a) Be at least air quality neutral
 - (b) Use design solutions to prevent or minimise increased exposure to existing air pollution and make provision to address local problems of air quality
 - (c) Major development proposals must be submitted with an Air Quality Assessment, which sets out how it meets the requirements of policy SI1, B1
 - (d) Development proposals in air quality focus areas or that are likely to be used by large numbers of people vulnerable to poor air quality ... which do not demonstrate that design measures have been used to minimise exposure should be refused
- There are also separate sets of guidance on the control of dust and emissions from construction and demolition activities in London. A range of measures are being taken by several Councils, in collaboration, to address issues related to air quality from the construction process, and to force construction companies to take a more responsible approach.¹²¹
- In order to support Councils in making air quality neutral assessments, the Air Quality Neutral Planning Support document was published in March 2013 and updated in April 2014. It provides specialist consultants with a methodology to undertake an 'air quality neutral' assessment, as well as emission benchmarks for buildings and transport, against which the predicted values for the proposed development can be compared.¹²²

We asked the Council whether any major developments in Brent failed to meet the air quality neutral requirement. We were advised that "no major development in Brent has failed to meet the air quality neutral requirement due to the fact that the environmental health team that scrutinises air quality neutral assessments will work with developers until air quality neutrality is achieved on each development proposal." However, currently minor developments are not legally required to be air quality neutral due to what is perceived to be their insignificant impact on local air quality, and small developers are not required to make an air quality neutral assessment. We queried this issue with small developers, and were advised that addressing the air quality impact of small developments would require changes to planning policy at a national level.¹²³

At a local level, Brent is already giving effect to these policies and striving to improve the air quality of housing and the built environment in a number of ways:

- Our Planning Department and Planning Committee give effect to the ‘air quality neutral’ and other requirements in the London Plan and other documents. Our air quality action plan has a target to increase the percentage of developments which are air quality neutral or better.¹²⁴ Based on the evidence received (see above), we understand all large developments meet the air quality neutral requirement.
- Brent Council’s Local Plan, which will determine how Brent’s planning policy reflects the London Plan, is currently in draft form and is in the process of being consulted on. It commits to continuing to combat air pollution through greening initiatives; working in partnership with other Local Authorities to combat air pollution; and reducing air pollution from vehicles through the promotion of active travel.¹²⁵
- Brent is part of the Low Emission Construction Partnership, which is working to implement tough emission standards on NRRM and in the construction process for buildings. We require construction dust to be managed and require NRRM to meet certain standards for developments taking place in the borough.¹²⁶
- The Council is responsible for the regulation of small, less complex industrial processes which have the potential to cause air pollution (larger industrial processes are regulated by the Environment Agency). We operate a permit process for these industrial sites and are responsible for setting environmental standards for them. Complaints about any sites can be made directly to Brent Council.¹²⁷
- Our air quality action plan has a commitment to creating a register of combined heat and power plants in the borough, ensuring all new major developments install low emission boilers as a minimum requirement and reducing the estimated level of emissions caused by these processes locally. It also commits to improving energy efficiency in council buildings, and achieving a percentage emissions reduction through energy conservation measures.¹²⁸
- The planned South Kilburn regeneration scheme promises to have a positive effect on air quality through the provision of an efficient communal heating system for tenants. However because of restrictions under UK legislation, Councils are prevented from tapping into the full air quality benefits of communal heating systems because private households are unable to buy-in to these systems – something which could be addressed through changes to national legislation.¹²⁹
- Finally, the air quality action plan is committed to a targeted upgrade of green infrastructure across the borough to indirectly mitigate against the impact of poor air quality. It has committed to undertaking an audit to identify areas where upgrades to green infrastructure are required and publishing a programme of upgrades.¹³⁰

Scrutiny of existing measures and scope for further action

The Scrutiny Inquiry broadly welcomes these commitments, as well as the positive direction of travel set at both a Council and GLA level. However, based on our engagement with other

stakeholders and our review of the wider literature, we feel there is scope for further action in a number of areas:

- **Brent Council's air quality strategy currently lacks commitments to address the air quality impact of commercial cooking processes, particularly in town centres.** Camden's air quality strategy has specifically identified this as a key issue in dense town centres in their borough and a key cause of poor air quality.¹³¹ The Trade Union Clean Air Network has also highlighted this as a key and often-overlooked occupational health risk.¹³² The Council should explore what steps it could take locally to address these issues, including by:

 - Working to audit the level of air pollution caused by commercial cooking in certain hotspots within Brent, and using this to inform target areas identified in the Council's air quality strategy
 - Ensuring town centre strategies, and town centre managers, proactively seek to address these issues and engage with local businesses about problems
 - Engaging with businesses to spread best practice and work jointly to devise solutions, through the proposed Green Brent Partnership
 - Working in partnership with trade unions to address the occupational health risks caused by commercial cooking processes
 - Where we can't effect change locally, lobbying for change and better standards at a national level
- **The Council should consider further steps to improve the heating standards in the housing sector.** We welcome the existing commitments in the air quality action plan to improve heating standards in our housing stock and push for better standards in new developments. The Council itself is leading by example here with the South Kilburn development. But further steps could be taken:

 - We suggest the Council undertake a feasibility study into the role that private rented sector engagement, including through the licensing system, could play in improving heating standards in Brent's PRS properties
 - The Council should set specific targets and timescales for improving the heating standards of our own housing stock, building on the commitment already made in its air quality action plan
 - In line with steps taken in Croydon Council, the Council's should explore the merits of investing the proceeds of its Carbon Offset Fund into measures to address the air quality of heating across the housing sector and in small businesses¹³³
- **A wider lobbying and public awareness campaign could be undertaken to raise awareness about the impact of wood burning and other household activities.** Whilst the Council's air quality action plan already commits to some measures to address the burning of waste, further steps could be taken:

 - A seasonal public awareness campaign could be undertaken to highlight the damage caused by wood burning (we expand on the need for a public awareness campaign in chapter 8 of this report)



- Where it is not possible to take effective enforcement action due to loopholes in current legislation, the Council should actively lobby national Government for better standards so we can take action more easily
- **The Council's efforts to address air quality through green spaces should be evidence-based, and focused for example on how greening can reduce vehicle usage by making active travel more attractive.** The scrutiny inquiry is strongly in favour of the provision of more green space throughout the borough, and also feels that a great deal of this should be provided in air quality hotspots. The borough should enhance its greening initiatives for a whole host of reasons – not least because of the considerable benefits it can bring to mental health and biodiversity, and the role it can play in addressing global heating.

However, the Council should not promote greening as the sole solution to issues of poor air quality, and it should not use it as an excuse for avoiding to tackle the underlying causes of air pollution. Rather, greening should be promoted for a while host of broader reasons, and because of the indirect benefit it can bring in encouraging modal shift. Where residents approach the Council to ask for air quality through greening, the Council should introduce greening as part of a wider package of measures to address the root causes of the air pollution on residents' streets.

Recommendations

In light of the above, this scrutiny inquiry **RECOMMENDS**:

RECOMMENDATION 7

THAT THE COUNCIL EXPAND THE NUMER OF INITIATIVES FOR DEALING WITH THE AIR QUALITY IMPACT OF HOUSING AND THE BUILT ENVIRONMENT, AND ENGAGE CLOSELY WITH EXPERTS TO CONSIDER FURTHER STEPS AS NEW EVIDENCE AND TECHNOLOGY EMERGES.

We recommend that the Council consider taking action in the following additional areas:

- **Consider using proceeds from the Council's forthcoming Carbon Offset Fund to invest in initiatives to reduce the air quality impact of heating in homes and businesses,** along the same lines as steps taken by carbon offset funds in other Councils, such as the Croydon Healthy Homes Scheme.
- **Address the air quality impact of commercial cooking, particularly in town centres.** Other councils' air quality strategies have identified this as a key issue. It is also a key occupational health hazard, and offers an opportunity for greater engagement and partnership with trade unions. Brent's air quality action plan should set out steps which could be taken here, and the Green Brent Partnership (see recommendation 3) should be empowered to work with businesses in town centres to address these issues.
- **We should consider further steps to improve heating standards in private rented housing and Registered Providers.** The Housing Department should consider whether more stringent PRS licensing standards could help drive up standards in the sector, and it should also actively engage with Registered Providers to ensure that the air quality standards of their own housing stock are improved in line with ours. The Council should also set a clear timeline for the delivery of improvements of air quality standards in our housing stock.

- **There should be a public awareness and lobbying campaign to address issues with the air quality impact of wood burning and waste burning.** A seasonal campaign against wood burning could help highlight the severe impact this causes. Where Brent Council is prevented from taking enforcement action due to restrictions in national legislation then, as set out in recommendation 1, we should lobby for more stringent laws.

Because the evidence on the air quality impact of these factors (and the best ways to address them at a local level) is still in the process of being developed, we recommend that the Council closely engage with experts on this and stay regularly updated on the evidence. Where new technology is able to reduce the air quality impact of heating and cooking processes, the Council should work through the Green Brent Partnership to actively encourage greater use of this by businesses and developers.

RECOMMENDATION 8

THAT THE COUNCIL CONTINUE TO PROMOTE GREEN SPACE AS A WAY OF SUPPORTING ACTIVE TRAVEL, AND BECAUSE OF ITS WIDER BENEFITS TO HEALTH, THE CLIMATE AND BIODIVERSITY, BUT ENSURE THAT MEASURES TO IMPROVE GREENING ARE NOT PROMOTED AS AN ALTERNATIVE TO DEALING WITH THE UNDERLYING CAUSES OF POOR AIR QUALITY.

The scrutiny inquiry is extremely supportive of the greater use of green space for a whole host of reasons, not least the measurable impact it has on mental health and wellbeing and its potential to reduce CO2 levels. However, the evidence we have received from experts has been clear that the provision of green space is not effective in improving air quality. The only effective way of addressing poor air quality is to address the underlying causes of it, and it would be greatly misleading to promote green space as a way of mitigating these problems.

Green space does, however, have a significant indirect benefit on air quality, as it can make areas more attractive for pedestrians and cyclists. In some road schemes it can also be used as an attractive way of slowing traffic down and thus promoting active travel and addressing concerns about safety. In many cases, areas in greatest need of green space are also areas of poor air quality, and therefore clearly require significant investment in green space for a whole host of reasons.

The scrutiny inquiry therefore recommends that the Council take an evidence-based approach to the promotion of green space in its air quality strategy. The Council should promote the use of green space as a way of helping to change behaviour and encourage modal shift, and should invest in greater provision of green space across the borough (including in air quality hotspots), but it should not risk creating the misleading impression that more green space could ever tackle the underlying causes of air quality on its own.

This should not, however, detract from the fact that the Council needs to considerably expand the amount of green space and trees available in Brent, for a whole host of wider reasons. We therefore encourage the Council to expand the availability of green space across the borough, and ensure there is no net reduction in green space or net loss of trees as a result of any of the Council's developments and initiatives, including the footways improvements programme.



Chapter 7

Schools, children and young people

Brent's Current situation

There is strong evidence that children are particularly vulnerable to air pollution because of their size relative to sources of air pollution, and because their lungs are still in development. High levels of exposure in childhood will considerably affect their future health and wellbeing – shortening lives, causing health problems such as asthma and, in a number of deeply tragic causes, causing their deaths.¹³⁴

Exposure in and around primary schools and nurseries makes a significant contribution to this health problem. Across London as a whole, over 450 schools are in areas with dangerously high air pollution levels.¹³⁵ There are also issues with indoor air quality in schools, and a 2018 report commissioned by the GLA found wide variations in interior air quality between schools.¹³⁶

Within Brent, the GLA has commissioned air quality audits from two of Brent's primary schools, both of which exceed legal limits for air pollution. However it should not be assumed from these audits that these are the only schools in Brent which exceed legal limits (they are not), or that they are necessarily the worst schools in the borough.

Both these audits identified that whilst much more can and should be done to reduce the air quality impact of school and teacher travelling, this was not the sole cause of air pollution in either school:

- **John Keble Primary School.** The report identified that 11,500 vehicles per day travel within a 200-metre radius of the school, which puts it within the top 25% of schools assessed in the audit in terms of traffic volume. By contrast, there are 450 pupils in the school, of whom 18% went to school by car at the time the audit was carried out.¹³⁷
- **Ark Franklin Primary Academy.** Similarly, the report observed that approximately 10,500 vehicles a day travel within a 200-metre radius of the school along core roads around it. This is also within the top 25% in terms of traffic volume of the 50 schools assessed as part of the programme. To put these figures into context, there are just 650 pupils in the school, of whom 26% travelled by car at the time the audit was carried out.¹³⁸

Addressing these issues, and improving the air our children and young people breathe, therefore requires a mix of measures. They should not be solely focussed on changing travel behaviour of parents and teachers, important as this is, but instead grounded in a wider set of measures to improve air quality in the wider environment around schools themselves. This requires the Council to work in partnership with schools in Brent, working with them to identify what steps the Council needs to take to improve air quality in and around local schools.

The trajectory of change in Brent is positive, with modelling suggesting that all Brent's schools will be brought within legal limits of NO_x as a result of the Ultra-Low Emission Zone (see Figure 14),



although this of course says nothing of the PM created around schools, for which there is no 'safe' limit.¹³⁹

However, best practice needs to be spread more widely, and further steps need to be taken to accelerate the pace of change. The fight against poor air quality for children also needs to be broadened to encompass nurseries, secondary schools, colleges, sixth forms and universities, and to involve children and young people more widely in measures to address air quality and in the creation and delivery of public health messages about the dangers of our poor air. We return to these issues later on in this chapter.

Existing commitments by Council and GLA

Air quality in schools is rightly recognised as a key issue both in the borough and across London, and both Brent Council and the Greater London Authority have already committed to take action in this area in the following ways:

- **Auditing air quality in some of the worst-affected primary schools and nurseries, and investing funds to address air quality issues in these schools.** This initiative has been spearheaded by the GLA and has helped inform local measures to improve air quality in a number of Brent schools.
- **Piloting School Streets in Harlesden Primary School and Wykeham Primary School**, on Minet Avenue and Annesley Close. Under this initiative, residents on these streets can still drive down their road as usual, but other motorists who drive down them during peak times during term time will be caught on camera and face a fine.¹⁴⁰ This pilot started in June 2019 and is set to last at least 18 months. An interim review of its progress will take place in December 2019, with a final decision made on the continuation of the programme after the full 18 months. The scrutiny inquiry has been encouraged by what we have heard thus far by the progress of these pilots.
- **Encouraging schools to join Transport for London's Safer Travel: Active, Responsible, Safe (STARS) accreditation programme to promote active travel.** Under the STARS programme, schools are able to sign up with TfL to explore what other schools are doing around active travel, implement their own active travel measures and then showcase and promote their success. It is an initiative designed to spread and promote best practice across London's schools.

After being signed up, schools are accredited according to three different standards (Bronze, silver or gold). Brent Council's air quality action plan already has a target to ensure all schools have active travel plans, and support schools to attain STARS accreditation or maintain existing STARS accreditation. Table 5 in the Appendix, provided at the scrutiny inquiry's request by Brent Council, illustrates the current accreditation standards of each of Brent's 97 schools. It shows that:

- **55 of 97** schools in Brent (56%) do not yet have STARS accreditation
- **7 of 97** schools (7%) have bronze STARS accreditation
- **5 of 97** schools (5%) have silver STARS accreditation

- **30 of 97** schools (31%) have gold STARS accreditation

Brent Council's air quality action plan is committed to ensuring 100% of Brent schools have an active travel plan, and 40% of schools with an existing travel plan achieve a higher level of compliance. There are currently 50 schools and 20 nurseries with an active travel plan in Brent (see Table 5 in Appendix C for a full list of schools with active travel plans, cross-referenced with the above STARS data).¹⁴¹

- **Holding at least 8 anti-idling events in schools.** Finally, Brent Council is committed to getting all schools to participate in the Breathe Clean project. They are also committed to improving the provision of guidance for reporting issues and strengthening measures for enforcement of anti-idling regulations.

Scrutiny of existing commitments and scope for further action

As part of its investigations the scrutiny inquiry held a site visit to Ark Franklin Primary Academy and met with the National Education Union, and received evidence from a number of people in the public about childrens' exposure to air quality and local schools' policies. We also carried out a broader review of other councils' policies on school air quality, in order to understand whether there were any areas of best practice which the Council should draw from.

Based on these discussions, we would particularly highlight that there is scope for Brent Council to build on its policies in the following areas:

- **The best way to encourage wider take-up of school initiatives is for the Council to take leadership alongside schools, encouraging a broad range of schools to act in unison.** It can sometimes be challenging being the first school to take action on air quality locally. Schools which take the initiative on air quality can, when acting in isolation, run the risk of being mischaracterised as being 'the worst' school locally for air quality – a concern which the scrutiny inquiry heard from a number of parents who approached us.

This fear can often make it harder for individual schools to come forward to take action. The Council can help address this is if it takes a leadership role, encouraging all schools to act in unison rather than in isolation, and by actively challenging negative perceptions about the schools which are taking the initiative. We suggest that the Council support this by equipping Councillors to act as clean air champions for local schools in their wards, and (so far as is possible) equipping them with the information needed to engage with their local schools on the issue and support their schools in taking action.

- **The successful school streets pilots should be enhanced and built upon, drawing from best practice in other Councils, with a presumption in favour of school streets.** The scrutiny inquiry was particularly interested in the steps Haringey Council is considering in this area, where their Local Implementation Plan has committed to implementing at least 12 more school streets by 2022, in order to address concerns about non-resident parking during school hours across the Local Authority.¹⁴² The Council will then actively engage with all schools in the borough on the issue, and work to implement these schemes where they have the support of local residents.

A similar initiative needs to be spearheaded by Brent Council, in order to expand the benefits of the successful school streets pilots to other areas of the borough. This would also have the added advantage of persuading a broader range of schools to take action on air quality, where they have not done so already, through the use of school travel measures, by reassuring them that the Council will play its full part in addressing the wider causes of poor air quality around schools, which are outside of their control.

- **The Council needs to devise a specific strategy to address air quality in schools where school streets will not address the issues sufficiently.** A number of Brent schools are situated along main roads, where school streets may not be possible. In others, school playgrounds are located near main roads, potentially heightening childrens' exposure to poor air quality.

The scrutiny inquiry feels that even in these instances, the preference should always be to implement school streets where possible. Where this is not possible, whether due to restrictions on Transport for London roads or otherwise, a specific set of measures needs to be taken to address the problem and devise bespoke solutions. Based on our engagement with Ark Franklin Primary, the National Education Union and others, we feel that measures could include:

- The erecting of 'green barriers' in school playgrounds which are exposed to air pollution where evidence suggests that they could be effective in protecting children from poor-quality air, as a potential mitigating interim measure. This should not, however, be used as an excuse not to tackle the underlying causes of poor air quality in these schools. Evidence shows that whilst green screens can block some polluted air from school playgrounds, they have not been sufficient, on their own, to bring NOx pollution into legal levels in schools studied¹⁴³
 - Ensuring school entrances / exits do not lead off into heavily-polluting main roads, in line with successful steps taken by Ark Franklin
 - Working with Transport for London, local businesses and others to address the causes of poor air quality along main roads and playgrounds
- **Strategies to address air pollution in schools need to deal with the wider underlying causes of air pollution in and around schools, as well as measures to encourage active travel by parents and teachers. The Council has a central role to play in this area.** As the air quality audits in John Keble and Ark Franklin primary schools show, whilst initiatives to encourage parents, teachers and children to walk and cycle to school are essential, this is not the key cause of air pollution in either of these areas. Instead, air pollution caused by the wider surrounding area, such as commuter traffic and public transport, is the central cause of air pollution in these schools.

Parents and teachers absolutely must play their part in addressing the problem, but this must come part of a wider set of initiatives. Brent Council's initiatives must recognise this. The promotion of active travel and STARS accreditation alone in Brent schools in areas with poor air quality will not, in and of itself, be sufficient to address issues: the Council's

approach must recognise that school streets and other initiatives to address non-resident travel must run alongside them.

- **The Council should continue to work with schools to improve air quality through greener school travel arrangement, but it must also work to address some of the wider, structural factors which can prevent greater use of active travel by parents and teachers.** We feel the Council should set a target for all schools in Brent to be 'gold' STARS accredited and to have active travel plans in place, and it must play a leading role in strongly promoting active travel and spreading best practice across the borough.

However, as part of this, the Council must also engage with education unions about how it can support them in addressing some of the underlying causes of low take-up of active travel, particularly for teachers. These can include:¹⁴⁴

- Low teacher pay, which is increasingly forcing teachers to live outside of London in places with limited access to public transport
- No provision for key worker housing for teachers and other public sector workers
- Catchment areas for some schools, especially secondary schools, which tend to draw from a larger catchment area
- Changes in school admissions policies, particularly academies, which can see students being drawn from increasingly wider catchment areas without easy access to public transport or active travel
- A chaotic, low-paid and difficult jobs environment for some parents, who may have employers which do not offer flexible working arrangements for school travel

Some of these steps may be impossible for the Council to address on its own, and where it is unable to effect change itself it should lobby national Government for the change required. Others could potentially be addressed by the Council, for example by considering teacher key worker housing as part of the Council's commitment to provide key worker housing in the borough.

- **The Council should consider further steps to promote better enforcement of idling, traffic and parking issues around schools.** A number of people we have engaged with as part of this inquiry have highlighted that there are issues with the enforcement of idling, parking and traffic issues around a number of Brent's schools, with traffic officers not always being as effective in enforcing it as they should be. Anti-idling signs should also be more prominent and clearer around schools.

Addressing this partly requires better enforcement by traffic officers, but it can also be achieved by equipping a broader range of stakeholders to take action against idling and traffic issues, and the use of a wider public health campaign – something which is partly addressed by other recommendations in this report (see Recommendation 2 and 10). If delivered alongside measures to improve enforcement by council officers, this would help address the root causes of poor behaviour around schools by making the practice socially unacceptable.

- **More could be done to provide more detailed audits of the extent of active travel in our schools, potentially drawing from external funding.** We are aware of steps being taken by Ark Franklin and others to audit how pupils get to school and assess the distance they live from schools. Anecdotally, we have been advised that the parents who drive to schools are not always the ones who live furthest away, suggesting there is not necessarily a clear correlation between distance travelled and use of active travel.

Ideally, local schools and Brent Council should work together to undertake a comprehensive audit of school travel methods, to inform the development of active travel schemes and work out what further steps the Council needs to take to support active travel. This would help take considerable pressure away from schools, which are having to audit travel arrangements in addition to their many other responsibilities. The scrutiny inquiry suggests the funding for this could be sought from an external source which may be willing to support the scheme, perhaps drawing from a company's corporate social responsibility fund.

- **Children and young people could play their part in wider awareness-raising initiatives, and the Council could play a greater role in actively informing young people about air quality and equipping them to raise awareness.** The scrutiny inquiry feels that there is untapped potential in helping children and young people to play a more central role in raising public awareness of air quality, and supporting them in actively lobbying for changes – both locally and nationally.

Existing forums, such as the Brent Youth Parliament, should be supported with educational materials and information to highlight key air quality issues in the borough and equip them to effect change. The Council should also consider innovative uses of Community Infrastructure Levy and Love Where You Live funds to support young people-led initiatives to raise awareness of air quality issues – a theme which we return to in Chapter 8.

- **The Council should work in partnership with schools, teachers' unions, school councils and the Brent Youth Parliament in raising awareness about poor air quality in our schools.** Building on the above, in the past, Brent Council has taken a leading role in convening local conferences with schools to discuss how they could work together to address key issues of shared concern.

The climate emergency and air pollution crisis surely offer a further opportunity to convene such a conference. Such a conference should seek full participation from Brent's schools, including academies and free schools, and seek to involve school councils, school leadership and trade union representatives alongside Council officers who can offer expertise on air quality in Brent schools.

Recommendations

In light of the above, this scrutiny inquiry **RECOMMENDS**:

RECOMMENDATION 9



THAT THE COUNCIL CONTINUE TO PROMOTE MEASURES TO IMPROVE AIR QUALITY IN OUR SCHOOLS, AND WHERE POSSIBLE ENHANCE AND EXPAND ON EXISTING INITIATIVES. IT SHOULD WORK IN PARTNERSHIP WITH SCHOOLS AND STUDENTS TO AGREE A SHARED APPROACH TO IMPROVING AIR QUALITY IN THE BOROUGH.

The scrutiny inquiry is fully supportive of the measures Brent Council has already taken in this area, and particularly welcomes the school street pilots which are currently being implemented. We also agree with the objective to pursue STARS accreditation for all schools, and support the ongoing audits of air quality in our schools and nurseries.

But in order to encourage more schools to participate, it is important Brent Council builds on this success, and plays a leading role in the borough in promoting air quality in our schools. This will help protect and support those schools which have taken leadership locally, giving head teachers, parents and students the support they need.

We therefore recommend that the Council:

- **Work with schools to identify how it can address air quality issues around schools.** Schools which lead the way in improving air quality can only go so far, and the Council must play its part in addressing air quality around schools, most especially from non-residents. When we engage with schools we need to ensure that a multi-disciplinary team of Council officers, from the highways team and otherwise, also engage with schools and actively discuss what steps we could take to support them.
- **Expand the school streets initiative, and consider a presumption in favour of school streets where there is support from local residents.** This will help deliver improvements across the board in Brent, and help better-support those schools which have been at the vanguard of improving air quality in their areas.
- **Set out a specific strategy to improve air quality in schools near main roads,** where school streets cannot be introduced. This could include changing the location of entrances to students so they do not have to walk to school on main roads, and considering the use of Low Emission Neighbourhoods and better traffic management to address the poor air quality impact of main roads. The Council must also ensure that air pollution levels in any new schools built in the borough are within legal limits, and that a clear strategy is always in place to ensure this.
- **Work with schools to undertake an annual survey of school travel methods.** This survey should particularly look at the distance from homes, as the scrutiny inquiry has received evidence suggesting that because of the small size of many primary school catchment areas many car journeys are in fact shorter distances than might be assumed. A 'league table' of schools based on use of active travel should be created. We feel the provision of this survey could be funded using funding from an external source within Brent, such as a developer in Wembley.
- **Take a zero-tolerance approach to parking on yellow lines around schools and/or vehicle idling around schools,** and strive for better enforcement of these standards during and outside of the school run. Whilst we acknowledge that stronger enforcement measures are not always possible due to the restrictions of the Protection of Freedoms Act 2012, the Council should strive to be innovative in the approaches it takes to enforcement.

- **Build on the commitment for active travel plans and TfL Safer Travel: Active Responsible, Safe (STARS) accreditation, further engaging with Brent schools to deliver active travel plans and STARS accreditation.** Schools which are not taking part in the STARS initiative and/or which have yet to develop active travel plans need to be publicly identified and supported to become accredited, and we should set a target for all schools to achieve 'gold' STARS accreditation by a set date.
- **Work with schools to insert some commitments to active travel in home/school agreements,** so that clear commitments and a shared understanding is made between parents and schools around school travel methods, where there are no mitigating circumstances.
- **Involve schools, children and young people in the delivery of broader public health messages on air quality, and support schools to provide educational materials on air quality.** The scrutiny inquiry feels there is considerable untapped potential in involving young people in public awareness campaigns around air quality, and making innovative use of CIL and LWYL funds to help them deliver hard-hitting messages about the impact it is having. This will also support their education and help equip teachers to raise awareness about the impact of air quality. We expand on this suggestion in Chapter 8 of this report.
- **Prevent children being exposed to air pollution from ice cream vans.** This is a hugely emotive issue and the scrutiny inquiry received a number of representations from parents about this problem, as they were rightly concerned about their childrens' exposure to poor air quality from idling ice cream vans. Following the approach taken by Camden Council, Brent Council should look to implement restrictions on the locations of ice cream vans, and set out a strategy – working with manufacturers of vans – to bring exhaust emissions of all ice cream vans down to zero.
- **Devise a strategy to address air quality and improve active travel in nurseries, secondary schools, colleges, sixth forms and universities,** where many of the principles set out in primary school engagement will need to be applied in future. For secondary schools, colleges, sixth forms and universities, there should be a presumption in favour of active travel for all students, and educational institutions should be actively discouraged from introducing all but the most essential parking provision.
- **Convene an air quality and climate emergency summit with all schools in Brent,** inviting school councils, school management and teachers' unions to agree a shared approach to improving air quality in the borough. This summit could act as a catalyst for more shared action in this area, and help provide students in schools with important educational resources to help them understand issues with air quality and how they might work to address them.



Chapter 8

Engagement, awareness-raising and public health

Brent's current situation

As noted earlier, poor air quality is the greatest environmental risk to ill health in the UK, and the fourth-greatest threat to public health after cancer, heart disease and obesity.¹⁴⁵ Yet despite its significance, it is given disproportionately less priority in national public health messaging, and throughout the course of our investigations, this inquiry has been surprised by how little air quality is prioritised in public health initiatives, both nationally and locally.

For example, when the pollen count is high, warning messages are usually very prominent in national weather forecasts and attract a great deal of public health and media attention. By contrast, whilst Public Health England¹⁴⁶ and the King's College London Environmental Research Group¹⁴⁷ publish similar warnings whenever air quality is poor, these messages tend not to filter through or attract nearly as much prominence.

Furthermore, there are range of useful apps which can help inform people about air quality issues – such as AirText (which provides people an automated text whenever local air quality is poor)¹⁴⁸ or WalkIt (which tells users the safest route to walk between two destinations, in a way which minimises air pollution) – but whilst these apps are promoted on the Brent Council website¹⁴⁹ and on the London Air Quality Network website,¹⁵⁰ it again does not appear that they are being utilised on the frontline to support particularly vulnerable groups.

When considering why this is the case, the scrutiny inquiry felt that there are a number of factors, some of which are relatively unique to air pollution as an issue, which can make it particularly difficult to change individual behaviour on air quality through awareness-raising and public health initiatives. Most notably:

- Unlike other public health messages, such as the need to exercise or eat healthily, improving air quality does not have the same *direct* public health benefit to the individual taking the action. Improving air quality has undoubted health benefits across the whole population, but the individual we are asking to change their behaviour is only indirectly benefitting – not in the same direct way that an individual being asked to eat healthily will enjoy very clear and direct benefits from changing their behaviour. This can make it hard to persuade people that it is in their own personal interests to take action on air quality.
- Many of the terms to describe the level of air pollution are complicated, and extremely hard for the general public to understand. Terms like PM2.5, PM10 and NO2 are hard to relate to or understand in intelligible terms. Put simply, there is no 'air quality equivalent' of the '5-a-day.'



- The air pollutants of today are generally invisible to the naked eye – a stark contrast to the ‘great smogs’ of the 1950s, which led to the last Clean Air Act in the UK and saw significant improvements in air quality in the capital. It can be hard for the layperson to understand that invisible particulates –the majority of which are created from non-exhaust sources such as cars skidding – can cause so much damage to individual health.
- Finally, and linked with the above, there is a risk of the public misunderstanding how they can protect themselves from poor air quality, or mitigate their effects. There is a belief amongst some that you can ‘hide’ from the effects of air pollution by using a car, when in fact evidence suggests that car drivers are more exposed to ambient air pollution than those who walk or cycle along the same roads.¹⁵¹ This misperception, if not corrected, risks leading to kinds of behaviour that exacerbate worsen air quality for everyone

The scrutiny inquiry feels there is a need for a wider public health campaign on air quality, to raise awareness about the impact it is having and, in the long-term, promote behavioural change. Brent has a number of existing assets in the borough, notably event days and the North Circular, which mean any such messages would likely get a great deal of coverage. This must be matched with a drive in the wider health sector, across the NHS, to promote initiatives to improve air quality. This chapter considers the role that such initiatives could play in improving air quality in the borough.

Existing commitments by Council, GLA and health sector

At present, the measures Brent Council, the public health team and the wider health sector are taking to address issues with poor air quality are relatively limited, as the focus of Council policies in particular has tended to be addressing the underlying causes of air quality rather than raising awareness about the issue.

Nevertheless, what initiatives and commitments there are include:

- The promotion and dissemination of high pollution alert services, such as AirText and WalkIt, by Brent Council
- Publishing guidance on options for low-pollution routes for walking and cycling, alternative travel and other action to be taken on high-pollution days
- Raising awareness about air quality issues through the expansion of current low emission days, such as ‘Play Streets’ and ‘Walk on Wednesdays’, to “include community-based action days”
- Provide guidance to local communities on the most effective local action to reduce exposure to local pollution

Scrutiny of existing commitments and scope for further action

In order to understand more about these issues, the scrutiny inquiry held an evidence session with an expert consultant in public health messaging and behavioural change and ‘nudge’ theory, who offered his services to the inquiry on a pro-bono basis. We also met with Brent Council’s Public Health team and with Transport for London to discuss awareness-raising and public health initiatives.



We approached the North West London collaboration of CCGs for a meeting also, but despite a number of attempts we were deeply disappointed that they did not respond to our request to meet.

Based on these discussions, we suggest that further public awareness campaigns on air quality, as well as wider steps on air quality spearheaded by the health sector, need to take account of the following:

- **Public awareness and behavioural change campaigns need to be framed in intelligible terms, using easy-to-understand and relatable ways of describing the impact of poor air quality.** The scrutiny inquiry considers that the use of public health data on air quality, such as the number of ventilators used as a result of it, could prove particularly useful in informing such campaigns.
- **Campaigns need to focus very specifically on challenging misperceptions about poor air quality (and its causes).** A range of public health messages need to be devised which correct these misperceptions, for example by highlighting that car drivers are more exposed to ambient air pollution than those who use more active forms of travel.
- **They must reach out to, and specifically target, non-residents travelling through the borough.** Transport for London, the Council, the Football Association and others have a responsibility to encourage behaviour change in non-residents travelling through Brent, and raise awareness of the impact of personal car usage on air quality in the borough and promote alternative ways of getting out and about. As part of this, we have discussed with Transport for London the possibility of using public health messages along the North Circular. It is curious that whilst TfL's air quality campaign is prominent in the tube network (users of which have no impact on air quality) it is not being utilised on TfL-operated roads (where users do).
- **Public awareness campaigns need to be positive, and focussed on the individual benefits that different behaviours can bring.** Evidence shows that positively-framed campaigns, focussed on individual self-interest, can be the most effective in changing individual behaviour. As part of this, we would particularly stress the importance of not 'talking down' local areas in any campaign: areas of poor air quality which require targeted action should be framed in positive terms which focus on the action being taken, such as 'Clean Air Zones.'
- **Campaigns must involve the whole community in delivering public health messages.** The scrutiny inquiry would support the innovative use of Community Infrastructure Levy and Love Where You Live grants to support community-driven public awareness and behavioural change campaigns, including from children and young people.
- **The wider health sector must play its part in raising awareness, and must lead by example in the actions it takes to improve air quality.** The local health sector is not currently routinely working with Brent's public health team, or with other stakeholders, to provide intelligible data on the local health impact of air quality. This needs to change.

In addition, the scrutiny inquiry was also impressed by the steps other hospitals in London have taken to demonstrate action on air quality, with a number of trusts across England in declaring a climate emergency. The rest of the health sector needs to follow suit, signing up to initiatives to improve air quality and joining other trusts in declaring a climate emergency.¹⁵²

Recommendations

In light of the above, this scrutiny inquiry **RECOMMENDS**:

RECOMMENDATION 10

THAT THE COUNCIL, WORKING WITH THE HEALTH SECTOR, STATUTORY PARTNERS AND BRENT'S PUBLIC HEALTH TEAM, SPEARHEAD A PUBLIC HEALTH AWARENESS AND BEHAVIOURAL CHANGE CAMPAIGN ABOUT AIR QUALITY. THE LOCAL NHS SHOULD ALSO PLAY ITS FULL PART IN DELIVERING THIS, AND LEAD BY EXAMPLE IN THE MEASURES THEY TAKE TO IMPROVE AIR QUALITY.

This public awareness and behavioural change campaign must be delivered according to the principles set out earlier in chapter 8. It must particularly focus on using all existing assets and opportunities available to deliver public health messages, and thinking about all the potential opportunities to get messages out to people. We believe there is scope for the funding of this to be leveraged from external sources, both in-cash and in-kind.

We recommend that the strategy:

- **Broaden the fight against engine idling, by working to ensure a broader range of enforcement officers and members of the public are able to deliver these messages to drivers.** For example, all FA staff at Wembley event days should be trained and equipped to challenge those caught idling vehicles and volunteers should be used at times of heavy traffic to deliver public health messages on idling to vehicles, as they have been successfully in parts of central London.
- **A creative approach should be taken to delivering public health messages on a wide range of assets, both Council-owned and non-Council-owned.** For example anti-idling messages should also be widely displayed on event days, including on the vests of FA staff and in FA display screens. The Brent Magazine and Brent Council website should also be used to full effect.
- **Particularly focus on delivering messages to non-residents travelling through the borough,** such as on the North Circular and on Wembley event days. We should work with Transport for London to deliver messages about air quality impact directly to those who are having the greatest effect in the borough.
- **Challenge misperceptions and myths about air quality,** making it clear that car drivers are more exposed to ambient air pollution than pedestrians and cyclists and highlighting that the way you drive can significantly affect air pollution.
- **Involve the whole community in delivering public health messages,** considering innovative use of CIL and LWYL funds to promote messages about air quality. The whole community

should also be involved in initiatives to tackle engine idling in times of heavy traffic, delivering public health messages to drivers to turn off their engines.

- **Focus on the positive impact that improving air quality can bring, and appeal to people's self-interests.** Air quality hotspots, which are the focus of Council action on air quality, should be framed in positive rather than negative terms – highlighting the positive action that is being taken.
- **It must use intelligible, easy-to-understand public health data about the impact of air quality.** Ideally, the campaign should be informed by clear, local public health data on the impact of poor air quality – such as ventilator usage.
- **It should promote the wider use of apps and other monitoring devices, including AirText,** so people who are particularly vulnerable to unclean air know when air quality levels outside are at unsafe levels.
- **It must include a seasonal campaign to raise awareness about the impact of wood and waste burning,** especially during the winter months, and highlight the enforcement action which can be taken to those found in breach of air quality standards.

As part of this campaign, the health sector locally must itself lead by example. We recommend that:

- **The local health service quantifies the impact of poor air quality on health,** so the Council can use this to inform public health messages. The success of these messages, and of the wider air quality strategy, should partly be measured based on whether Brent sees a reduction in the health impact of poor air quality.
- **The local NHS, in collaboration with the Council, actively lobby TfL for better public transport provision to hospitals and general practices,** in order to reduce the air quality impact of hospital journeys and better-support the most vulnerable residents.
- **Trusts across the North West London Collaboration of CCGs declare a climate emergency and commit to taking measures to improve air quality,** along the lines taken by trusts in other parts of the UK

Chapter 9

Summary of recommendations

Conclusion

In order to address the issues outlined in this report, and particularly in light of the recent declaration of a climate emergency in Brent, the scrutiny inquiry is calling on Brent Council to spearhead a step change in how we address air pollution in the borough. In the previous chapters of this report, we have set out ten detailed recommendations outlining how the Council needs to achieve this, building on the positive steps which it has already taken to improve air quality throughout Brent. This chapter simply brings together all of these recommendations into a single place.

We are delighted that on 3 December 2019, the Resources and Public Realm Scrutiny Committee endorsed the recommendations of this inquiry and formally submitted the report to Cabinet. We hope that each of these recommendations will be considered in detail by the Cabinet and given a point-by-point response, and we trust that a Cabinet meeting will take place as early as possible in the New Year.

In the intervening period, the scrutiny inquiry is keen to do all it can to support the fast of these recommendations, and we would be happy to discuss them in further detail in order to support the creation of a more concrete delivery plan, with a clear timeline for their implementation. We are also happy to offer advice on the order in which these recommendations can be prioritised. We will also be pushing for a Full Council motion on air quality, in order to update the Council's previous motion on the climate emergency and signify the strength of our intent.

Based on the engagement we have had with stakeholders in Brent, we feel some of these recommendations could be funded from external sources without cost implications for the Council. For example, local organisations impacting on air quality in Brent should be expected to support the adoption and delivery of a non-resident air quality strategy, and fund the development of a public awareness campaign. However, we recognise that even in spite of this, some of these recommendations will require additional resources and may have staffing implications.

Given the ever-increasing political importance of the climate emergency and air quality, and the strong will amongst Brent residents to tackle these crises, we feel that the time has come for Brent to establish a dedicated team within the borough with sole and direct responsibility for driving forward the Council's policies on air quality and the climate emergency. These officers should then lead in developing and convening a steering group within the Council – drawing together officers from all Departments – in order to deliver on the objectives of the Council's air quality strategy and implement the recommendations of this report.

Full list of recommendations

RECOMMENDATION 1:

THAT THE COUNCIL UPDATE THE AIR QUALITY STRATEGY, AND SET OUT AN ASPIRATION TO MEET WORLD HEALTH ORGANISATION LIMITS ON AIR POLLUTION, COMMIT TO ADDRESSING INEQUALITY IN AIR QUALITY AND COMPLEMENT THE WIDER CLIMATE EMERGENCY AGENDA. WE SHOULD ALSO LOBBY NATIONAL GOVERNMENT WHERE WE ARE UNABLE TO EFFECT CHANGE OURSELVES.

We recommend that the objectives Brent Council sets to improve air quality in the borough be updated to:

- **Commit the Council to meeting and exceeding WHO limits on air pollution, whilst also acknowledging that there is no 'safe' limit of air pollution.** This would bring the Council in line with the GLA's Environmental Strategy and the air quality strategies in other Councils. We must also lobby the Government to set World Health Organisation (WHO) limits as the legal limit for air pollution in national legislation, and provide Councils with the necessary funding to meet them.
- **Set targets to address the inequality in air pollution between areas,** such that our air quality strategy objectives will not be met until the worst-affected neighbourhood in our borough meet limits on air quality. It should build on its existing approach to air quality hotspots and set a target to bring air quality in all of these hotspots within WHO limits
- **Acknowledge that our air quality objectives will not be met without a modal shift in the way we go out and about in the borough,** with a greater number and proportion of future journeys involving cycling, walking and public transport. This requires measures to support the greater use of active travel and public transport usage, and not simply encourage existing drivers to switch to electric and hybrid cars. It should explicitly raise awareness of and support initiatives such as the Ultra-Low Emission Zone, which evidence shows will be the most effective in improving air quality
- **Complement and reinforce the wider global heating and climate emergency agenda.** The air quality strategy must ensure that measures Brent Council takes to address air quality also contribute to meeting our wider climate objectives, and must not have the unintended effect of exacerbating the climate emergency. All policies in our action plan should be tested against this objective.
- **Where we are unable to make the changes ourselves, lobby national Government and the Greater London Authority for the changes and funding we need.** This will help foster public confidence in our air quality strategy, and make it clear where we are prevented from implementing certain policies by factors outside of our control.

Amongst other things, we should lobby for:

- The Government to enshrine a right to clean air in national legislation.
- Better workplace air quality standards, so that they reflect the actual health impact of poor air quality on the workforce, and work with trade unions to consistently promote air quality as an occupational health issue as well as a public health issue.

- Stronger legislation to take action against engine idling, such that in certain instances, most especially around schools, fines for idling can be issued more easily than at present without the need to first ask drivers to turn off their engines.
- Make it easier for councils to take enforcement action against wood and waste burning, where this is having a proven negative impact on air quality.
- Companies like Amazon, JustEat and other delivery firms to take a more responsible approach to their deliveries, which minimises air quality impact – for example by pooling together deliveries, using cyclists as deliverers and delivering to community ‘hubs’ rather than individual addresses where possible.

The Council should also regularly engage with experts in air quality, including the London Air Quality Network of King’s College London (of which we are already a member) in order to maintain an up-to-date picture of the health impact of air quality and the factors which cause poor air quality. It should pay particular regard to the evidence of the air quality impact of electric vehicles, and the growing understanding of the specific chemicals within particulate matter which cause most damage to human health.

In order to signify the strength of the Council’s intent in this area and further codify some of these objectives, there should be a Full Council motion on air quality, updating and enhancing the Council’s previous commitments in its climate emergency motion.

RECOMMENDATION 2:

THAT THE COUNCIL, IN CONSULTATION WITH TFL AND THE FA, AGREE A STRATEGY TO REDUCE THE AIR QUALITY IMPACT OF NON-RESIDENT CAR USAGE IN BRENT.

Brent Council, working with Transport for London, the Football Association and others, should put in place a dedicated strategy on non-resident car usage in the borough. This strategy will work to reduce non-resident car usage across the borough, and encourage people to use alternative modes of travel when visiting and driving through Brent.

As part of this strategy, the Council should consider:

- **Agreeing caps to non-resident parking with the FA on event days.** The present maximum provision of 2,900 commercial car parking spaces should never be exceeded, and no further commercial parking provision should be provided for event days. Indeed, significantly lower limits should be agreed on a case-by-case basis depending on the identified capacity requirements at individual events, with the Council adopting a presumption in favour of the lowest possible limits.
- **Working with Transport for London and the FA to reconsider the current redirection of bus routes during Wembley event days.** This risks sending completely the wrong message to both residents and non-residents alike, making it easier for people to drive than to use public transport. It should work alongside the FA to develop their proposals to stop this by improving infrastructure around Wembley Triangle, so that it will not need to be closed to public transport during event days.
- **Build on the diesel surcharge by working with Quintain, the FA and other commercial car parks in Brent to agree emissions-based parking charges,** along the same lines of Brent

Council's diesel surcharge. This would help penalise the most polluting non-resident drivers, and encourage people to shift to lower emission forms of transport.

- **Reconsidering the current placement of event day Controlled Parking Zones, and updating it in light of new evidence of where it is taking place.** It should particularly consider extending them around tube stations in the borough. Such measures would prevent non-resident parking in more areas of the borough during event days, at a minimal annual cost to local residents. It could also support the FA and others in taking enforcement action against drivers.
- **Actively supporting proposals to expand railway, tube and public transport provision to reduce car usage on event days.** The Council should support measures to expand capacity in Wembley Stadium and Wembley Park and increase the number of railway journeys to Wembley Central station. We expand on these proposals in Recommendation 6.
- **Working with the FA to eliminate the use of pirate parking during event days.** We should work to undertake joint patrols with HM Revenue & Customs to tackle parking businesses which are not registered for tax purposes, and review the parking licenses of any car parks found to be undertaking pirate parking.
- **Taking measures to improve the enforcement of the event day CPZ,** including by considering larger fines for breaches (or lobbying for the levying of larger fines), because at present the fines for breaching the CPZ are comparable to the cost of using commercial car parks anyway. We should also ensure the CPZ is enforced at all hours, including late-day and weekend football matches, and consider the use of clamping and greater provision of vehicle toeing to combat non-resident parking.
- **Expand the use of public health messaging and awareness-raising about air quality along the North Circular, and during event days.** We expand on this proposal in Recommendation 10, when we consider the role that public health messaging and awareness-raising could play in addressing issues with air quality.
- **Encourage greater use of cycling to event days,** by increasing cycle storage provision around the stadium and providing a route to the stadium via the forthcoming Willesden-to-Wembley Cycle Superhighway.
- **Consider the potential merits of a highly targeted levy to tackle non-resident parking in the borough, along the lines of that implemented in Nottingham.** The Council should explore the applicability of this levy to Brent, and identify whether highly targeted areas of the borough could benefit from a similar levy, with the proceeds used to fund affordable public transport initiatives. It should actively work with London Councils which are considering similar limits, such as Hillingdon and Camden.
- **Demanding that IKEA Wembley, Tesco and other supermarkets and retail stores take urgent steps to promote active travel and lower-emissions travel from non-residents to their stores in Brent,** including by installing electric vehicle charging points in car parks, making provision for more cycle storage and working to improve pedestrian and cyclist access to their stores.
- **Working, in full consultation with residents, to take measures against non-resident driving through residential streets in Brent, including rat runs.** This could include measures to block through-traffic through residential streets, along the lines of schemes implemented in Waltham Forest (see Recommendation 5 for further details). Such measures should only be implemented with the consent of local residents and on a case-by-case basis, in response to local concerns about non-resident driving.



- **Considering the use of Low Emission Neighbourhoods in areas heavily impacted by non-resident driving and event day activities**, in order to prevent high-emission vehicles from travelling in these areas. This should be a particular priority in residential streets heavily impacted by event day activities and non-resident driving on and around the North Circular and other major roads in Brent.

RECOMMENDATION 3:

THAT THE COUNCIL SET UP A GREEN BRENT PARTNERSHIP: A FORUM WITH ORGANISATIONS IMPACTING AIR QUALITY IN BRENT –INCLUDING THE PRIVATE SECTOR, COMMUNITY ORGANISATIONS AND CAMPAIGN GROUPS – TO AGREE SHARED TARGETS TO IMPROVE AIR QUALITY LOCALLY. WE SHOULD ALSO LEAD BY EXAMPLE BY TAKING STEPS TO REDUCE THE AIR QUALITY IMPACT OF BRENT COUNCIL’S OWN ACTIVITIES.

Building on the success of Brent’s Climate Assembly, and learning lessons from similar initiatives in central London such as the Cross River Partnership, Brent Council should establish an ongoing forum with stakeholders in Brent (working title: ‘Green Brent Partnership’) , to identify ways we can all work together to improve air quality in the borough. Members of the partnership should include, but should not be limited to, the Royal Mail, IKEA Wembley, local supermarkets, the Football Association, retail outlets such as London Designer Outlet, food providers, Clean Air for Brent and Brent Cycling Campaign.

The Green Brent Partnership should work with stakeholders in Brent to, amongst other things:

- **Agree a shared set of goals to improve air quality in the borough**, and regularly monitor and provide updates on progress in meeting these goals. Each member of the partnership which has an impact on air quality locally should agree these targets, and the Council should play a leading role in assessing their progress in meeting these objectives.
- **Developing a freight strategy for Brent to integrate procurement and delivery processes to minimise impact on air quality.** This should draw from the expertise of the West London Alliance. West Trans and the Cross-River Partnership. As part of this, the Council should conduct a pilot into integrating procurement processes in a town centre in Brent; review the journey times of delivery vehicles to minimise travel during rush hour; and work with businesses to improve emissions standards of delivery vehicles.
- **Encourage people and businesses to use zero emission forms of delivery**, such as the ‘green last mile’: using bikes rather than vehicles to deliver goods to their final destination.
- **Encourage residential developments in Brent to streamline and reduce vehicle deliveries**, encouraging residents and businesses to pool deliveries to reduce air quality impact and deliver items to community ‘hubs’ rather than directly to residential areas. Sites such as Box Park, local supermarkets, community libraries and every local station in Brent should be considered as potential locations for these hubs.
- **Promote the provision of cycle storage, electric vehicle charging and emissions-based parking charges in customer car parks across the borough**, including in IKEA Wembley, local supermarkets and commercial car parks.
- **Promote and highlight the savings which businesses could make from better procurement processes**, whilst at the same time significantly improving air quality. Where measures are not cost-saving, the Council should review the possibility of a scheme to provide business

rates relief to these businesses in order to incentivise measures which deliver public health benefit.

In each of these cases, Brent Council itself should also lead by example, to show the way to organisations throughout Brent. We recommend that the Council:

- **Set a clear timeline for greening its own fleet**, including bin lorries and council vehicles, as part of its 'Project 2023' initiative.
- **Review the travel times of Council vehicles**, to minimise travel during rush hour and areas of worst air quality impact where possible.
- **Establish the impact which poor air quality, is having on its own council employees and contractors**, in order to encourage all other employers to meet their legal obligations in this area.
- **Develop a workplace 'green travel policy'** for Council employees, Councillors and others who use Brent Council facilities, minimising the use of car travel and supporting the use of active travel and public transport.
- **Regularly review and report on the air quality impact of Brent Council's pension fund investments**, and seek to invest in initiatives with minimal poor air quality impact where this is prudent and consistent with the Pension Fund's fiduciary duties.
- **Ensure the materials used in the Council's own manufacturing process keep air quality and environmental damage to a minimum**, including footways and housing improvements.

RECOMMENDATION 4:

THAT THE COUNCIL CLOSELY MONITOR AND REVIEW THE AIR QUALITY IMPACT OF CURRENT POLICIES, MOST PARTICULARLY THE ULTRA LOW EMISSION ZONE, AND CONSIDER IMPLEMENTING AND/OR LOBBYING FOR STRONGER MEASURES IF NECESSARY. IT SHOULD ALSO KEEP THE PROVISION OF AIR QUALITY MONITORING SITES UNDER CONSTANT REVIEW.

A number of positive steps have been taken to improve air quality in the borough, and evidence suggests that the forthcoming Ultra-Low Emission Zone (ULEZ) extension to the border of the North Circular will be by far the most effective in improving air quality in Brent. The Council should support this extension and seek to raise awareness about it, whilst also lobbying Transport for London and the Government for a trade-in scheme for those residents and businesses who currently use vehicles which are non-compliant with it.

But the ULEZ, and other policies, may also have knock-on effects which necessitate the use of further measures to improve air quality. There are also considerable concerns from residents just outside the ULEZ, especially those on the North Circular itself, who feel they will not see sufficient air quality benefits from the ULEZ.

We therefore recommend that the Council:

- **Raise awareness of the ULEZ extension to Brent residents and seek to build public support for it**, by highlighting the health benefits it will bring and seeking to secure a vehicle trade-in scheme for affected residents and businesses from the Greater London Authority and the Government

- **Seek to maximise the number of people who switch to active travel and public transport as a result of the ULEZ**, by making public transport usage and active travel easier and more affordable; and ensuring all vehicle trade-in schemes for non-compliant vehicles provide an equal and opposite financial incentive for drivers to switch to active travel and public transport instead.
- **Pay particular regard to the impact of the ULEZ north of and including the North Circular, and consider the provision of measures such as Low Emission Zones and other initiatives should progress be insufficient** – for example, if an increased number of vehicles park ‘just’ outside the ULEZ and enhance traffic pressures.
- **Work closely with other Local Authorities along the North Circular to agree a shared approach to the ULEZ**, and jointly lobby TfL on this area where air quality impact is not sufficient.
- **Review the impact that the ULEZ has on inequality in air quality in the borough**. Whilst the south of the borough currently tends to have the greatest issues in air quality, the ULEZ extension may necessitate a shift in focus towards the north of the borough where progress is less positive, and this may necessitate the use of further measures.
- **Particularly closely review the impact of the ULEZ on residential areas along the North Circular**. The scrutiny inquiry is deeply concerned about the considerable health effects of air pollution on these residents, and feels this needs to be particularly closely explored in any reviews of the ULEZ.

In addition, the Council should also continue to keep the provision of air quality monitoring stations under constant review. It should consider the provision of further monitoring stations where this may be necessary (eg to explore the impact of event days). However, the Council should also be clear to only use and promote effective air quality monitoring devices commissioned from reputable institutions, such as the London Air Quality Network from King’s College London. It should actively discourage residents, businesses and other public bodies from using poorer-quality and ineffective monitoring devices, and should encourage them to instead direct their funds towards measures which will tackle the underlying causes of poor air quality.

RECOMMENDATION 5

THAT THE COUNCIL MAKE THE DELIVERY OF HEALTHY STREETS A CENTRAL CORPORATE AND POLITICAL PRIORITY ACROSS THE BOROUGH, WORKING CLOSELY WITH LOCAL RESIDENTS TO EXPAND THE NUMBER OF HEALTHY STREETS LOCALLY.

Responsibility for delivery of this should involve all Departments in Brent, but should ultimately rest within the Highways Department and not Transport, because Highways will be able to integrate this approach within their operational work and routinely consider this whenever they consult on schemes or works need to be carried out. This also needs to feature centrally in a future Borough Plan, in Local Implementation Plan 3 and in the Local Plan.

In order to deliver this priority, Brent Council should set out a minimum offer to streets across the borough when considering improvements to areas:

- **Routinely consider how we can support healthy streets all our infrastructure and transport projects**, ensuring our highways team and others regularly consider how they can better-

promote healthy streets and active travel whenever works are due to take place or improvement projects are being carried out. As part of this, the Council should also proactively identify a list of streets in the borough which are most impacted by poor non-resident parking behaviour, such as rat runs, and work with these streets to introduce measures to address these issues.

- **Engage people on healthy streets initiatives at the earliest stage of projects, so they can genuinely feed into the process of developing ideas.** This will help address concerns that some early cycling infrastructure projects in Brent were as well-designed as they could be, and were consulted on too late in the developmental process. The Brent Public Transport Forum and Brent Active Travel Forums should be reinvigorated, with an expanded remit, to help ensure these conversations take place as early as possible and future projects are delivered to the highest standards. We should review the membership of these forums to ensure that campaign groups engaged in active travel in Brent have ex-officio membership of it.
- **Engage with residents about initiatives to tackle non-resident driving in residential streets,** such as blocking through-routes, 20mph speed limits, Low Traffic Neighbourhoods and modal filters, in order to make streets more friendly and accessible for residents. This raft of measures needs to be part of Brent Council's 'toolkit' whenever residents raise concerns about non-resident driving, building on our proposal in recommendation 2. Such initiatives should only be carried out with the consent of local residents and considered on a case-by-case basis where it is appropriate for local streets, and should be focussed on tackling residents' concerns about non-resident parking.
- **A more consistent and clear approach to the provision of 20mph zones needs to be established.** For many of these initiatives, 20mph speed limits will be an essential prerequisite to delivering other aspects of the healthy streets approach, and this should be factored into highway improvements. Greater provision of 20mph zones across the borough are also easier to enforce than piecemeal zones.
- **Give the provision of cycle storage, and cycle parking the same level of priority as electric vehicle charging.** Working with TfL, the Council should routinely look for opportunities to expand cycle storage space, most especially around tube stations. Opportunities to provide cycle storage in under-utilised car parking bays or on wide footways need to be routinely explored. Residents should be invited to bid for cycle storage using Community Infrastructure Levy funds. The Council should work to enhance the cycle storage capacity of its own housing stock, and continue to press for similar standards from Registered Providers, developers, businesses and others.
- **Ensure additional cycling space is not delivered at the expense of pedestrians, and vice-versa,** as has sadly sometimes been the case in other developments. The presumption should be in favour of encouraging active travel through reducing space for private car usage, or through creating extra space in other ways.
- **Review the current maximum provision of parking permits for households in Controlled Parking Zones,** with particular regard to the parking pressures caused by the larger number of permits which can be claimed by Houses of Multiple Occupation. The Council should seek to move away from the current "one size fits all" approach to CPZ permits regardless of household type or location. A cap on the number of permits in HMOs could significantly

reduce parking pressures in some residential areas, freeing up space for greater provision of more space for active forms of travel.

- **Extend the diesel surcharge to pay and display parking**, building on the current surcharge in controlled parking zones, in order to deliver a clear and consistent message about the impact of poor air quality and encourage the use of active travel and lower emission vehicles.
- **Continue to promote and expand the use of car free days**, building on the successful initiatives already established. The scrutiny inquiry feels that Brent's year as London Borough of Culture 2020 offers an enormous opportunity to promote the benefits of car free days on our streets, and our borough of culture team should exploit all opportunities to promote successful car free days on streets throughout 2020.
- **Ensure all future cycling initiatives are disability-inclusive**, and support the use of a wide range of cycling devices and not just bicycles. This requires the provision of sufficiently wide cycle ways, and it means avoiding certain traffic calming methods or blocks which – whilst easy for bicycles to get around – may prevent people with disabilities from using active travel methods.

RECOMMENDATION 6

THAT THE COUNCIL OUTLINE, PUBLISH AND CONSULT ON A CLEAR STRATEGY FOR ENGAGEMENT WITH TRANSPORT FOR LONDON ON ACTIVE TRAVEL INITIATIVES – INCLUDING THE PLANNED WILLESDEN-WEMBLEY CYCLE SUPERHIGHWAY, MEASURES TO IMPROVE PUBLIC TRANSPORT PROVISION AND ANY FUTURE INITIATIVES TO IMPROVE ACCESSIBILITY OVER THE NORTH CIRCULAR.

During the course of our inquiry, we have become aware that there are plenty of ideas across the borough on how we could better-promote active travel across the borough, and improve our infrastructure to make it easier for pedestrians and cyclists to go out and about.

In order to identify and exploit these opportunities, Brent Council needs to be open about its approach to engagement with TfL, using new forums – like the recently-convened Brent Climate Assembly, and the Green Brent Partnership (see recommendation 3) – to engage with residents about potential opportunities.

In drawing up this strategy, Brent Council should:

- **Make improving safety for pedestrians and cyclists a key corporate priority**, and address the misplaced *perception* of safety issues through improvements to the built environment.
- **Look to improve pedestrian and cyclist accessibility over the North Circular**, in order to reduce barriers between north and south Brent and promote more active forms of travel. The Council should work with TfL to explore the provision of more bridges over the North Circular in order to achieve this.
- **Actively lobby to improve public transport accessibility in under-served areas of the borough**, most particularly areas north of the North Circular with low Public Transport Accessibility Level ratings. The Council should work with TfL to devise a strategy to improve PTAL levels in areas of the borough where provision is poor.
- **Work with bus contractors to speed up the adoption of electric buses across Brent, as and when existing contracts expire**. The speed at which electric buses are adopted in Brent will

depend on the strength of the business case contractors present to TfL, and Brent Council must play a central role in making business cases for Brent bus routes as strong and robust as possible.

- **Prepare a plan to actively lobby for better public transport access for Brent for when the Chiltern franchise comes up for renewal in December 2021**, working to bring together Transport for London, local businesses, community groups and others together in a campaign for better railway transport access to the borough. For example, the strategy should include lobbying for a more regular service to Sudbury and Harrow Road station as part of the Chiltern franchise.
- **Lobby strongly to improve the affordability of public transport in the borough**, seeking to secure special dispensation from TfL to be part of a cheaper ticketing zone, along the same lines as Stratford, and inserting this as an objective in Local Implementation Plan 3.
- **Set out clear proposals for a Willesden-Wembley Cycle Superhighway**, and fully consult with local residents on how this project should be delivered. As noted in Recommendation 2, the Council should explore extending the superhighway to Wembley Park to increase cycle usage on event days.
- **Work alongside the FA to lobby for improved capacity in stations including Wembley Park, Wembley Stadium and Wembley Central** in order to reduce car usage on event days, as set out in Recommendation 2.

RECOMMENDATION 7

THAT THE COUNCIL EXPAND THE NUMER OF INITIATIVES FOR DEALING WITH THE AIR QUALITY IMPACT OF HOUSING AND THE BUILT ENVIRONMENT, AND ENGAGE CLOSELY WITH EXPERTS TO CONSIDER FURTHER STEPS AS NEW EVIDENCE AND TECHNOLOGY EMERGES.

We recommend that the Council consider taking action in the following additional areas:

- **Consider using proceeds from the Council's forthcoming Carbon Offset Fund to invest in initiatives to reduce the air quality impact of heating in homes and businesses**, along the same lines as steps taken by carbon offset funds in other Councils, such as the Croydon Healthy Homes Scheme.
- **Address the air quality impact of commercial cooking, particularly in town centres**. Other councils' air quality strategies have identified this as a key issue. It is also a key occupational health hazard, and offers an opportunity for greater engagement and partnership with trade unions. Brent's air quality action plan should set out steps which could be taken here, and the Green Brent Partnership (see recommendation 3) should be empowered to work with businesses in town centres to address these issues.
- **We should consider further steps to improve heating standards in private rented housing and Registered Providers**. The Housing Department should consider whether more stringent PRS licensing standards could help drive up standards in the sector, and it should also actively engage with Registered Providers to ensure that the air quality standards of their own housing stock are improved in line with ours. The Council should also set a clear timeline for the delivery of improvements of air quality standards in our housing stock.
- **There should be a public awareness and lobbying campaign to address issues with the air quality impact of wood burning and waste burning**. A seasonal campaign against wood

burning could help highlight the severe impact this causes. Where Brent Council is prevented from taking enforcement action due to restrictions in national legislation then, as set out in recommendation 1, we should lobby for more stringent laws.

Because the evidence on the air quality impact of these factors (and the best ways to address them at a local level) is still in the process of being developed, we recommend that the Council closely engage with experts on this and stay regularly updated on the evidence. Where new technology is able to reduce the air quality impact of heating and cooking processes, the Council should work through the Green Brent Partnership to actively encourage greater use of this by businesses and developers.

RECOMMENDATION 8

THAT THE COUNCIL CONTINUE TO PROMOTE GREEN SPACE AS A WAY OF SUPPORTING ACTIVE TRAVEL, AND BECAUSE OF ITS WIDER BENEFITS TO HEALTH, THE CLIMATE AND BIODIVERSITY, BUT ENSURE THAT MEASURES TO IMPROVE GREENING ARE NOT PROMOTED AS AN ALTERNATIVE TO DEALING WITH THE UNDERLYING CAUSES OF POOR AIR QUALITY.

The scrutiny inquiry is extremely supportive of the greater use of green space for a whole host of reasons, not least the measurable impact it has on mental health and wellbeing and its potential to reduce CO2 levels. However, the evidence we have received from experts has been clear that the provision of green space is not effective in improving air quality. The only effective way of addressing poor air quality is to address the underlying causes of it, and it would be greatly misleading to promote green space as a way of mitigating these problems.

Green space does, however, have a significant indirect benefit on air quality, as it can make areas more attractive for pedestrians and cyclists. In some road schemes it can also be used as an attractive way of slowing traffic down and thus promoting active travel and addressing concerns about safety. In many cases, areas in greatest need of green space are also areas of poor air quality, and therefore clearly require significant investment in green space for a whole host of reasons.

The scrutiny inquiry therefore recommends that the Council take an evidence-based approach to the promotion of green space in its air quality strategy. The Council should promote the use of green space as a way of helping to change behaviour and encourage modal shift, and should invest in greater provision of green space across the borough (including in air quality hotspots), but it should not risk creating the misleading impression that more green space could ever tackle the underlying causes of air quality on its own.

This should not, however, detract from the fact that the Council needs to considerably expand the amount of green space and trees available in Brent, for a whole host of wider reasons. We therefore encourage the Council to expand the availability of green space across the borough, and ensure there is no net reduction in green space or net loss of trees as a result of any of the Council's developments and initiatives, including the footways improvements programme.

RECOMMENDATION 9

THAT THE COUNCIL CONTINUE TO PROMOTE MEASURES TO IMPROVE AIR QUALITY IN OUR SCHOOLS, AND WHERE POSSIBLE ENHANCE AND EXPAND ON EXISTING INITIATIVES. IT SHOULD WORK IN PARTNERSHIP WITH SCHOOLS AND STUDENTS TO AGREE A SHARED APPROACH TO IMPROVING AIR QUALITY IN THE BOROUGH.

The scrutiny inquiry is fully supportive of the measures Brent Council has already taken in this area, and particularly welcomes the school street pilots which are currently being implemented. We also agree with the objective to pursue STARS accreditation for all schools, and support the ongoing audits of air quality in our schools and nurseries.

But in order to encourage more schools to participate, it is important Brent Council builds on this success, and plays a leading role in the borough in promoting air quality in our schools. This will help protect and support those schools which have taken leadership locally, giving head teachers, parents and students the support they need.

We therefore recommend that the Council:

- **Work with schools to identify how it can address air quality issues around schools.** Schools which lead the way in improving air quality can only go so far, and the Council must play its part in addressing air quality around schools, most especially from non-residents. When we engage with schools we need to ensure that a multi-disciplinary team of Council officers, from the highways team and otherwise, also engage with schools and actively discuss what steps we could take to support them.
- **Expand the school streets initiative, and consider a presumption in favour of school streets where there is support from local residents.** This will help deliver improvements across the board in Brent, and help better-support those schools which have been at the vanguard of improving air quality in their areas.
- **Set out a specific strategy to improve air quality in schools near main roads,** where school streets cannot be introduced. This could include changing the location of entrances to students so they do not have to walk to school on main roads, and considering the use of Low Emission Neighbourhoods and better traffic management to address the poor air quality impact of main roads. The Council must also ensure that air pollution levels in any new schools built in the borough are within legal limits, and that a clear strategy is always in place to ensure this.
- **Work with schools to undertake an annual survey of school travel methods.** This survey should particularly look at the distance from homes, as the scrutiny inquiry has received evidence suggesting that because of the small size of many primary school catchment areas many car journeys are in fact shorter distances than might be assumed. A 'league table' of schools based on use of active travel should be created. We feel the provision of this survey could be funded using funding from an external source within Brent, such as a developer in Wembley.
- **Take a zero-tolerance approach to parking on yellow lines around schools and/or vehicle idling around schools,** and strive for better enforcement of these standards during and outside of the school run. Whilst we acknowledge that stronger enforcement measures are

not always possible due to the restrictions of the Protection of Freedoms Act 2012, the Council should strive to be innovative in the approaches it takes to enforcement.

- **Build on the commitment for active travel plans and TfL Safer Travel: Active Responsible, Safe (STARS) accreditation, further engaging with Brent schools to deliver active travel plans and STARS accreditation.** Schools which are not taking part in the STARS initiative and/or which have yet to develop active travel plans need to be publicly identified and supported to become accredited, and we should set a target for all schools to achieve 'gold' STARS accreditation by a set date.
- **Work with schools to insert some commitments to active travel in home/school agreements,** so that clear commitments and a shared understanding is made between parents and schools around school travel methods, where there are no mitigating circumstances.
- **Involve schools, children and young people in the delivery of broader public health messages on air quality, and support schools to provide educational materials on air quality.** The scrutiny inquiry feels there is considerable untapped potential in involving young people in public awareness campaigns around air quality, and making innovative use of CIL and LWYL funds to help them deliver hard-hitting messages about the impact it is having. This will also support their education and help equip teachers to raise awareness about the impact of air quality. We expand on this suggestion in Chapter 8 of this report.
- **Prevent children being exposed to air pollution from ice cream vans.** This is a hugely emotive issue and the scrutiny inquiry received a number of representations from parents about this problem, as they were rightly concerned about their childrens' exposure to poor air quality from idling ice cream vans. Following the approach taken by Camden Council, Brent Council should look to implement restrictions on the locations of ice cream vans, and set out a strategy – working with manufacturers of vans – to bring exhaust emissions of all ice cream vans down to zero.
- **Devise a strategy to address air quality and improve active travel in nurseries, secondary schools, colleges, sixth forms and universities,** where many of the principles set out in primary school engagement will need to be applied in future. For secondary schools, colleges, sixth forms and universities, there should be a presumption in favour of active travel for all students, and educational institutions should be actively discouraged from introducing all but the most essential parking provision.
- **Convene an air quality and climate emergency summit with all schools in Brent,** inviting school councils, school management and teachers' unions to agree a shared approach to improving air quality in the borough. This summit could act as a catalyst for more shared action in this area, and help provide students in schools with important educational resources to help them understand issues with air quality and how they might work to address them.

RECOMMENDATION 10

THAT THE COUNCIL, WORKING WITH THE HEALTH SECTOR, STATUTORY PARTNERS AND BRENT'S PUBLIC HEALTH TEAM, SPEARHEAD A PUBLIC HEALTH AWARENESS AND BEHAVIOURAL CHANGE CAMPAIGN ABOUT AIR QUALITY. THE LOCAL NHS SHOULD ALSO PLAY ITS FULL PART IN DELIVERING THIS, AND LEAD BY EXAMPLE IN THE MEASURES THEY TAKE TO IMPROVE AIR QUALITY.

This public awareness and behavioural change campaign must be delivered according to the principles set out earlier in chapter 8. It must particularly focus on using all existing assets and opportunities available to deliver public health messages, and thinking about all the potential opportunities to get messages out to people. We believe there is scope for the funding of this to be leveraged from external sources, both in-cash and in-kind.

We recommend that the strategy:

- **Broaden the fight against engine idling, by working to ensure a broader range of enforcement officers and members of the public are able to deliver these messages to drivers.** For example, all FA staff at Wembley event days should be trained and equipped to challenge those caught idling vehicles and volunteers should be used at times of heavy traffic to deliver public health messages on idling to vehicles, as they have been successfully in parts of central London.
- **A creative approach should be taken to delivering public health messages on a wide range of assets, both Council-owned and non-Council-owned.** For example anti-idling messages should also be widely displayed on event days, including on the vests of FA staff and in FA display screens. The Brent Magazine and Brent Council website should also be used to full effect.
- **Particularly focus on delivering messages to non-residents travelling through the borough,** such as on the North Circular and on Wembley event days. We should work with Transport for London to deliver messages about air quality impact directly to those who are having the greatest effect in the borough.
- **Challenge misperceptions and myths about air quality,** making it clear that car drivers are more exposed to ambient air pollution than pedestrians and cyclists and highlighting that the way you drive can significantly affect air pollution.
- **Involve the whole community in delivering public health messages,** considering innovative use of CIL and LWYL funds to promote messages about air quality. The whole community should also be involved in initiatives to tackle engine idling in times of heavy traffic, delivering public health messages to drivers to turn off their engines.
- **Focus on the positive impact that improving air quality can bring, and appeal to people's self-interests.** Air quality hotspots, which are the focus of Council action on air quality, should be framed in positive rather than negative terms – highlighting the positive action that is being taken.
- **It must use intelligible, easy-to-understand public health data about the impact of air quality.** Ideally, the campaign should be informed by clear, local public health data on the impact of poor air quality – such as ventilator usage.
- **It should promote the wider use of apps and other monitoring devices, including AirText,** so people who are particularly vulnerable to unclean air know when air quality levels outside are at unsafe levels.
- **It must include a seasonal campaign to raise awareness about the impact of wood and waste burning,** especially during the winter months, and highlight the enforcement action which can be taken to those found in breach of air quality standards.

As part of this campaign, the health sector locally must itself lead by example. We recommend that:

- **The local health service quantifies the impact of poor air quality on health**, so the Council can use this to inform public health messages. The success of these messages, and of the wider air quality strategy, should partly be measured based on whether Brent sees a reduction in the health impact of poor air quality.
- **The local NHS, in collaboration with the Council, actively lobby TfL for better public transport provision to hospitals and general practices**, in order to reduce the air quality impact of hospital journeys and better-support the most vulnerable residents.
- **Trusts across the North West London Collaboration of CCGs declare a climate emergency and commit to taking measures to improve air quality**, along the lines taken by trusts in other parts of the UK

Appendix

Appendix A – Full list of scrutiny inquiry evidence sessions and stakeholders engaged with

In addition to the below specific meetings, general appeals for information were also sent out to a range of other organisations, including Extinction Rebellion Brent, Brent Friends of the Earth and a number of residents' associations and community groups across the borough. The profile of the scrutiny inquiry was further raised thanks to a meeting of Clean Air for Brent on Tuesday 12 November.

As a result of this general engagement, a number of pieces of written evidence were submitted by a number of members of the public and residents' associations. They were responded to on a case-by-case basis by the Chair and shared with the wider scrutiny inquiry. The representations made by these individuals have played a crucial role in informing the recommendations of this inquiry.

MEETING	WITNESSES
THURSDAY 15 AUGUST BRENT COUNCIL'S AIR QUALITY STRATEGY: AN OVERVIEW	<ul style="list-style-type: none"> Chris Whyte, Operational Director of Environment Services Simon Legg, Head of Regulatory Services, Environment Services (air quality monitoring) Debbie Huckle, Team Leader – Safety & Travel Planning, Highways and Infrastructure Sandor Fazekas, Projects Development Manager, Highways and Infrastructure Seymour Zajota, Air Quality Project Officer Paul Lewin, Team Leader – Plan Making, Planning Transport and Licensing Chatan Popat, Corporate Performance Team Leader, Strategy and Partnerships Sean Gallagher, Head of Service – Housing Management Property, Housing Emily Rae-Maxwell, External Partnerships Manager, Housing Mark Wilsmore, Managing Director, Ace Café Wembley
WEDNESDAY 28 AUGUST ADDRESSING AIR QUALITY THROUGH PUBLIC AWARENESS AND BEHAVIOURAL CHANGE	<ul style="list-style-type: none"> Tim Evans, Environmental Consultant and former Civil Servant at the Department for Energy and Climate Change
THURSDAY 29 AUGUST CASE STUDY: AIR QUALITY IN CHAMBERLAYNE ROAD AND KENSAL RISE	<ul style="list-style-type: none"> Fiona Mulaisho, Air Quality Advocate and Secretary of the Kensal Rise Residents' Association James Hewitt, Independent Environmental Consultant
THURSDAY 5 SEPTEMBER PARTNERSHIPS REPORT FROM COUNCIL: IDENTIFICATION OF STAKEHOLDERS TO IMPROVE AIR QUALITY	<ul style="list-style-type: none"> Chris Whyte, Operational Director, Environment Services Sandor Fazekas, Projects Development Manager, Highways and Infrastructure

MONDAY 9 SEPTEMBER PUBLIC HEALTH AND AIR QUALITY	<ul style="list-style-type: none"> • Cllr Krupesh Hirani, Cabinet Member for Public Health, Culture & Leisure • Melanie Smith, Director of Public Health
MONDAY 9 SEPTEMBER CASE STUDY: CAMDEN COUNCIL'S AIR QUALITY STRATEGY	<ul style="list-style-type: none"> • Cllr Adam Harrison, Cabinet Member for a Sustainable Camden • Plus Officers from Camden Council
TUESDAY 17 SEPTEMBER CASE STUDY: BIRMINGHAM CITY COUNCIL'S AIR QUALITY STRATEGY	<ul style="list-style-type: none"> • Cllr Waseem Saffar, Cabinet Member for Transport and Environment, Birmingham City Council
TUESDAY 1 OCTOBER ADDRESSING AIR QUALITY THROUGH CYCLING AND ACTIVE TRAVEL	<ul style="list-style-type: none"> • Simon Munk, Infrastructure Campaigner, London Cycling Campaign • Charlie Fernandes, Brent Cycling Campaign • David Arditti, Brent Cycling Campaign • Henry Lancashire, Brent Cycling Campaign • Sylvia Gauthereau, Campaign Co-Ordinator, Brent Cycling Campaign
WEDNESDAY 16 OCTOBER PRESENTATION FROM CLEAN AIR FOR BRENT	<ul style="list-style-type: none"> • Sarah Crawley, Clean Air for Brent • Mark Falcon, Clean Air for Brent • Robin Sharp CBE, Clean Air for Brent
WEDNESDAY 23 OCTOBER TRANSPORT FOR LONDON: BUSES, ACTIVE TRAVEL AND ROAD TRAFFIC	<ul style="list-style-type: none"> • Various Transport for London Officers responsible for bus policy, active travel and road traffic modelling
THURSDAY 7 NOVEMBER TRADE UNIONS AND AIR QUALITY: ADDRESSING AIR QUALITY AS AN OCCUPATIONAL HEALTH HAZARD	<ul style="list-style-type: none"> • Mick Holder, Trade Union Clean Air Network
MONDAY 11 NOVEMBER CASE STUDY: WALTHAM FOREST'S AIR QUALITY STRATEGY	<ul style="list-style-type: none"> • Cllr Clyde Loakes, Deputy Leader, London Borough of Waltham Forest
TUESDAY 12 NOVEMBER CASE STUDY: ADDRESSING AIR QUALITY IN ARK FRANKLIN PRIMARY ACADEMY	<ul style="list-style-type: none"> • Janine Ryan, Principal of Ark Franklin Primary Academy
WEDNESDAY 13 NOVEMBER CASE STUDY: THE FOOTBALL ASSOCIATION'S APPROACH TO ADDRESSING POOR AIR QUALITY	<ul style="list-style-type: none"> • Representatives from the Football Association, Wembley Stadium
THURSDAY 14 NOVEMBER MEETING WITH KING'S COLLEGE LONDON'S ENVIRONMENTAL RESEARCH GROUP	<ul style="list-style-type: none"> • Dr Ian Mudway, Lecturer in Respiratory Toxicology, King's College London Environmental Research Group
FRIDAY 15 NOVEMBER CONSIDERATION OF DRAFT RECOMMENDATIONS	<ul style="list-style-type: none"> • Private meeting of the Air Quality Scrutiny Inquiry
MONDAY 18 NOVEMBER TRANSPORT FOR LONDON: THE ULTRA-LOW EMISSION ZONE	<ul style="list-style-type: none"> • Representatives from Transport for London responsible for the Ultra-Low Emission Zone

MONDAY 18 NOVEMBER
FURTHER DISCUSSION OF DRAFT
RECOMMENDATIONS

TUESDAY 19 NOVEMBER
TEACHERS' UNIONS AND AIR QUALITY:
MEETING WITH THE NATIONAL
EDUCATION UNION

TUESDAY 3 DECEMBER
EVIDENCE FROM CLEAN AIR FOR LONDON

- Cllr Krupa Sheth, Cabinet Member for the Environment
- Sandor Fazekas, Projects Development Manager, Highways and Infrastructure
- Chris Whyte, Operational Director of Environment Services
- Jenny Cooper, Brent District Joint Secretary, Brent State Education Branch, National Education Union
- Simon Birkett, Clean Air for London

Appendix B – Reports received and evidence-gathering sessions attended by inquiry

As noted earlier, the scrutiny inquiry commissioned five reports directly from Brent Council to inform the work of our inquiry:

- **Report 1:** A situation analysis of air quality in Brent, which was used to inform Chapter 1 of this report
- **Report 2:** Progress update on Brent Council's 2017-2022 Air Quality Action Plan
- **Report 3:** A partnerships report, detailing a range of local organisations within Brent which have an impact on air quality in the borough
- **Report 4:** A further report providing answers to a range of questions asked by the scrutiny inquiry, including on the 'STARS' accreditation of Brent's schools, localised data on air quality hotspots in Brent and information on the air quality impact of planning developments approved in Brent
- **Report 5:** A report from Brent Council's public health team on air quality in the borough

In addition to this, the scrutiny inquiry also received reports from a number of external organisations. Scrutiny inquiry members also had an opportunity to broaden their knowledge by attending a number of external meetings during the course of this inquiry:

- We received a report from 20's Plenty, making the case for a borough-wide 20mph zone
- The Football Association provided additional written evidence to the inquiry on car usage during Wembley event days, ahead of our evidence sessions with them
- The Chair of the scrutiny inquiry raised the work of the inquiry during a meeting of the Brent teachers' Joint Consultative Committee on Thursday 25 July, and discussed air quality in schools with a number of attendees at that meeting
- On Tuesday 10 September, the Chair of the scrutiny inquiry attended the London Sustainability Exchange event 'Ideas to action: an air quality exchange', where a number of presentations from organisations were made on best steps to address air quality in the borough
- The Chair of the scrutiny inquiry attended a meeting of the Brent Youth Parliament on Saturday 28 September, where he raised awareness about the work of the air quality scrutiny inquiry and answered a number of questions young people had about the work of the inquiry

- Finally, on Tuesday 12 November the Chair of the scrutiny inquiry spoke about the work of the scrutiny inquiry at Clean Air for Brent's Annual General Meeting, and answered a number of questions residents and campaigners had about the work of the inquiry

Appendix C – Additional tables and figures

Table 5. STARS and active travel accreditation of Brent schools. Source: Brent Council.^{153,154}

School Name	STARS accreditation	Active travel plan
Al-Sadiq and Al-Zahra Schools	No	Gold
Alperton Community School	Gold	Silver
Anson Primary School	No	No
Ark Academy	No	No
Ark Elvin Academy (formerly Copland Community School)	No	No
ARK Franklin Academy	No	No
Ashley College - medical needs pupil referral unit	No	No
Barham Primary School	Gold	Gold
Bnos Beis Yaakov Primary School	No	No
Braintcroft Primary School	No	No
Brent River College	No	No
Brentfield Primary School	Bronze	No
Brondesbury College London	No	No
Buxlow Preparatory School	No	No
Byron Court Primary School	Gold	Gold
Capital City Academy	No	No
Carlton Vale Infant School	Gold	Gold
Chalkhill Primary School	Gold	Gold
Christ Church C of E Primary School	Gold	Gold
Claremont High School	Gold	Gold
College Green Nursery School	No	No
Convent of Jesus and Mary Catholic Infants School	No	No
Convent of Jesus and Mary Language College	Gold	Gold
Curzon Crescent Childrens Centre	No	No
Donnington Primary School	Bronze	No
Elsley Primary School	Gold	Gold
Fawood Childrens Centre	No	No
Fryent Primary School	Gold	Bronze
Furness Primary School	Silver	Bronze
Gladstone Park Primary School	No	No
Gower House School	No	No
Granville Plus Nursery School	No	No
Harlesden Primary School	Bronze	No
Islamia Girls' Secondary School	No	Gold
Islamia Primary School	No	No
JFS	No	No
John Keble C of E Primary School	Gold	Gold

Kilburn Grange School	No	No
Kingsbury Green Primary School	No	No
Kingsbury High School	Bronze	No
Leopold Primary School	No	Gold
Lyon Park Primary School	No	No
Malorees Infant School	No	No
Malorees Junior School	No	No
Manor School	No	No
Maple Walk	Gold	Gold
Michaela Community School	No	No
Mitchell Brook Primary School	No	Gold
Mora Primary School	Gold	Gold
Mount Stewart Infant School	Gold	Gold
Mount Stewart Junior School	Silver	Silver
Newfield Primary School	No	No
Newman Catholic College (formerly Cardinal Hinsley)	No	No
Noam Primary School	No	No
North West London Jewish Day Primary School	No	No
Northview Primary School	No	No
Oakington Manor Primary School	No	No
Oliver Goldsmith Primary School	No	Gold
Our Lady of Grace Catholic Infants School	Gold	Gold
Our Lady of Grace RC Juniors School	Gold	Gold
Our Lady of Lourdes Catholic Primary School	Gold	Gold
Park Lane Primary School	Gold	Gold
Phoenix Arch School	Gold	Gold
Preston Manor School	No	No
Preston Park Primary School	Bronze	No
Princess Frederica C of E Primary School	No	Gold
Queens Park Community School	No	Bronze
Roe Green Infant School	Gold	Gold
Roe Green Junior School	Silver	No
Roe Green Strathcona	Gold	Gold
Salisbury Primary School	Gold	Gold
Sinai Jewish Primary School	No	No
St Andrew and St Francis C of E Primary School	Bronze	Silver
St Christophers School	No	No
St Gregorys Science College	No	No
St Josephs Catholic Infant School	Gold	Gold
St Joseph's Catholic Junior School	Gold	Gold
St Josephs Catholic Primary School	Gold	Gold
St Margaret Clitherow Catholic Primary School	No	No
St Mary Magdalens Catholic Junior School	Gold	Gold
St Marys C of E Primary School	Silver	Gold
St Marys Catholic Primary School	No	No
St Nicholas School	No	No
St Robert Southwell Catholic Primary School	Gold	Gold
Sudbury Primary School	Gold	Gold

The Crest Academy
 The Kilburn Park School Foundation
 The School of the Islamic Republic of Iran
 The Stonebridge Primary School
 The Swaminarayan School
 The Village School
 Torah Temimah Primary School
 Uxendon Manor Primary School
 Wembley High Technology College
 Wembley Primary School
 Woodfield Secondary School
 Wykeham Primary School

No	Gold
No	No
No	No
Gold	Silver
No	No
No	No
No	No
Gold	Gold
No	No
No	No
Bronze	Bronze
Silver	Bronze

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	Cabinet 14 January 2020
	Report from the Strategic Director of Community Wellbeing
Homelessness & Rough Sleeping Strategy (2020 – 2025)	

Wards Affected:	All
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Three Appendix 1: Homelessness & Rough Sleepers Strategy Appendix 2: Consultation Portal Feedback Appendix 3: Homelessness Forum Feedback
Background Papers:	None.
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Laurence Coaker Head of Housing Needs Laurence.Coaker@brent.gov.uk 020 8937 2788

1.0 Purpose of the Report

- 1.1 This report presents the feedback gathered through the recent consultation on the Homelessness and Rough Sleeping Strategy (2020 – 2025) and includes an amended strategy draft following this feedback.

2.0 Recommendations for Cabinet

- 2.1 That cabinet note the consultation feedback and subsequent amendments to the draft Homelessness and Rough Sleeping Strategy (2020 – 2025).
- 2.2 That Cabinet approves the finalised version of the Homelessness and Rough Sleeping Strategy (2020 – 2025) for publication.

3.0 Background

- 3.1 Under Section 1(1) of the Homelessness Act 2002, every local authority in England has the power to carry out a homelessness review for their district and

formulate a homelessness strategy based on the results of that review. In order to appropriately inform this strategy, a homelessness review must take place. Section 2(1) of the Homelessness Act 2002 states that a homelessness review should consider:

- The current and likely future levels of homelessness within the local area;
- The activities which are carried out for preventing homelessness as well as securing accommodation or providing support for those who are, may become or have been homeless; and
- The resources allocated to these activities.

- 3.2 Pursuant to section 1(4) of the Homelessness Act 2002, the Council must exercise its power to carry out and publish a homelessness strategy so as to ensure that a new homelessness strategy for their area is published within the period of five years beginning with the day on which their last homelessness strategy was published.
- 3.3 In August 2018, the Ministry of Housing, Communities & Local Government (MHCLG) published the Cross-Government Rough Sleeping Strategy, which committed to ensuring that all local authorities have an up to date homelessness strategy, which is available online by winter 2019. They also asked that strategies be rebadged as homelessness and rough sleeping strategies.
- 3.4 In February 2019, a review of homelessness in Brent was undertaken, in order to evaluate current services, identify need and set a strategic vision. The team worked with local delivery partners, through the Brent Homelessness Forum, to conduct a gap analysis, take a snapshot of homelessness services available across the borough and identify any gaps in services. The review also included some qualitative research on the services available to those experiencing rough sleeping across the borough. Interviews and two focus groups were carried out with both service-users and support staff from Crisis. The findings from this review informed the development of five core strategy commitments and the basis of the new Homelessness and Rough Sleeping Strategy.
- 3.5 The draft strategy was presented to CMT on 19 September, and Cabinet Members on 26 September and the decision of the Lead Member for Housing and Welfare Reform, in consultation with the Leader, was to approve and commence the consultation process from 30 September – 25 November.
- 3.6 Throughout this period, a number of approaches to consultation were undertaken, including; the use of Brent's online consultation portal, staff drop-in sessions and two strategy focused meetings with the Homelessness Forum. Specific engagement was focused on the Homelessness Forum as it is made up of key homelessness sector partner organisations and individuals who regularly work closely with service-users in Brent, giving them an unrivalled understanding and knowledge of the key challenges faced, as well as oversight of gaps in current services.

- 3.7 From review of the feedback received during this consultation period, it is apparent that the drafted strategy has been well received, resulting in only minor changes being made to the final version.

4.0 Detail

- 4.1 The five core commitments set out in the strategy are as follows;
- 4.1.1 We seek to fully understand the challenge of homelessness in Brent and how it is experienced by individuals, so we can develop informed, targeted solutions and continually improve the quality of the services we deliver.
- 4.1.2 Our services are prevention focused and we ensure the right advice and support is available to those who need it.
- 4.1.3 We work to increase the supply of and access to stable and affordable homes across the borough.
- 4.1.4 We minimise the use of temporary accommodation, but where this is unavoidable, work to improve the quality of accommodation offered and keep the stay as stable and as short as possible.
- 4.1.5 We seek to personalise our services to individuals' needs, and work collaboratively with our partners to ensure those needs are met.
- 4.2 Feedback received during this consultation is summarised below and resulting amendments are highlighted within the updated strategy draft (Appendix 1). Please see Appendix 2 for details of the results from the consultation portal and Appendix 3 for detailed outputs of the Homelessness Forum consultation sessions.
- 4.3 All proposed strategy commitments received positive support as part of the consultation activities during the 8-week time period.
- 4.4 59% of those consulted with agreed that **Commitment 1** would effectively address the key issues raised as part of the homelessness review, and respondents highlighted the need to embed a culture of respect and empathy, driving forward a person-centred approach in our services as the priority action under this commitment. Although this commitment received a lower level of support than others as part of the customer portal feedback, it is important to note that it received strong support from the Homelessness Forum, where it was acknowledged that actions around good quality data and effective service-user engagement were the building blocks of delivering improvements to homelessness services.
- 4.5 62% of those consulted with agreed that **Commitment 2** would effectively address the key issues raised as part of the homelessness review, and respondents highlighted the need to enable earlier, more effective prevention through the use of predictive analytics as the priority action under this commitment. Although this commitment also received lower levels of support

than others as part of the customer portal feedback, it is important that Brent continues to develop its approach to prevention, focusing on early intervention in order to reduce the number of people reaching crisis point.

- 4.6 81% of those consulted with agreed that **Commitment 3** would effectively address the key issues raised as part of the homelessness review, and respondents highlighted the successful delivery of the housing service's own new build programme as the priority action under this commitment.
- 4.7 78% of those consulted with agreed that **Commitment 4** would effectively address the key issues raised as part of the homelessness review, and respondents highlighted that increasing the supply of council-developed temporary accommodation, avoiding the need for nightly paid accommodation as the priority action under this commitment.
- 4.8 78% of those consulted with agreed that **Commitment 5** would effectively address the key issues raised as part of the homelessness review, and respondents highlighted that providing additional training for staff to deliver tailored advice (e.g. family mediation, supporting LGBTQ individuals etc.) as the priority action under this commitment.
- 4.9 All feedback received during this consultation has been considered when making amendments to the drafted Homelessness and Rough Sleeping Strategy (2020 – 2025). Please see highlighted sections of Appendix 1 for these changes.

5.0 Financial Implications

- 5.1 Financial modelling of the projected reduction in the use of temporary accommodation indicates that delivering a revised Homeless Strategy is likely to lead to significant financial savings and cost avoidance. Where the Council obtains greater capacity to meet housing demand in house, this lowers demand for accommodation from external providers resulting in lower costs.
- 5.2 Further improvements will also be obtained through working collaboratively with other London boroughs on the Capital Letters project. This is expected to lead to more properties becoming available for those in Temporary Accommodation, leading to a reduction in the time families spend waiting for a permanent home.

6.0 Legal Implications

- 6.1 The relevant legislation relating to homelessness reviews and strategies are set out in sections 1 to 3 of the Homelessness Act 2002 ("the 2002 Act"). Further details as to what should be included in a homelessness strategy are set out in section 3 of the 2002 Act. Details as to what a homelessness review should cover are set out in section 2 of the 2002 Act and in section 2(3) of the 2002 Act, it states that the results of the Council's homelessness review must be available for public inspection after its completion.
- 6.2 Under section 1 of the 2002 Act, local housing authorities may from time to time carry out a homelessness review for their district and formulate and publish a

homelessness strategy based on the results of that review. They must ensure that a new homelessness strategy is published within five years of the date of the publishing of their last homelessness strategy.

- 6.3 As set out in section 3(7A) of the 2002 Act, in formulating or modifying a homelessness strategy, a local housing authority shall have regard to—
(a) its current allocation scheme under section 166A of the Housing Act 1996;
(b) its current tenancy strategy under section 150 of the Localism Act 2011; and
(c) in the case of an authority that is a London borough council, the current London housing strategy that is prepared by the Mayor of London. The Council's allocations scheme was amended by the Cabinet in June 2019. The Council's tenancy strategy is currently being reviewed and a draft amended tenancy strategy is likely to go out to consultation in December 2019.
- 6.4 Section 3(8) of the 2002 Act states that before adopting or modifying a homelessness strategy, the a local housing authority shall consult such public or local authorities, voluntary organisations or other persons as it considers appropriate.

7.0 Equality Implications

- 7.1 As we have identified within the strategy, we are placing a renewed focus on improving the data we hold; which currently limits our ability to fully understand both the nature of the homelessness challenges in Brent, and the potential equality impact of these strategy commitments. We have plans in place to address this, both through specific data collection and cleansing projects, and through collecting evidence from pilot initiatives such as our complex needs panel, which will inform more robust EIAs to be completed.
- 7.2 Where an initiative has already started, such as Capital Letters, an EIA has already been carried out, but in the most part, initiatives detailed within the strategy will have a project specific EIA carried out as they are being developed. This in turn will then enable us to carry out a cumulative impact assessment of the strategy as a whole

8.0 Proposed Consultation with Ward Members and Stakeholders

- 8.1 The 8 week consultation period is now complete which gave the opportunity for key stakeholders to engage and give feedback on the proposed strategy commitments.

Report sign off:

PHIL PORTER

Strategic Director of Community Wellbeing

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LONDON BOROUGH OF BRENT

Homelessness and Rough Sleeping Strategy

[2020–2025]

Introduction

At Brent we believe that everyone deserves a safe, stable place to call home and are committed to preventing and tackling homelessness across the borough.

As a result of changes to the welfare system, the increasing cost of living and a shortage of secure, affordable homes, homelessness throughout the country has significantly increased over recent years. As a local authority, we have been working hard to address the impact of this in Brent, providing advice, preventing homelessness wherever possible and supporting people to access safe, affordable accommodation. However, there is still more to do.

Informed by a robust homelessness review, this strategy introduces five outcome-based commitments. These commitments set out how we intend to build upon the existing homelessness services we deliver to not only ensure that we meet our statutory obligations and strive to end homelessness in Brent, but that we also provide a service that is efficient, person-centred and forward-thinking.

Vision

This strategy supports the Council's vision for '[Building a Better Brent](#)' and closely correlates with four of its five overarching themes, reflecting how fundamental suitable housing is to every individual's ability to thrive:

- *Every opportunity to succeed.*
- *A future built for everyone, an economy fit for all.*
- *A borough where we can all feel safe, secure, happy and healthy.*
- *Strong foundations.*

The Borough Plan also sets out five housing specific aims, which are also reflected in this Homelessness and Rough Sleeping Strategy:

- *To reduce the number of households living in temporary accommodation;*
- *Increase supply of affordable homes across the borough;*
- *Early intervention and prevention of homelessness via support services;*
- *Contribute to better health and wellbeing for homeless households; and*
- *Increase satisfaction with services through resident involvement.*

This strategy will also work alongside other strategies across the housing service to maximise the prevention of homelessness and to minimise the negative impacts of homelessness upon families and individuals where prevention is not possible.

This means continuing to be pro-active about tackling the prevailing housing conditions in the area by helping to sustain existing tenancies where possible and by increasing the supply of affordable accommodation to those who are in the greatest need.

This is being achieved not only by building effective relationships with landlords in the private sector but also through innovations such as i4B

Holdings – a company set up by Brent to provide high quality, affordable rental properties with the specific intention of reducing homelessness.

However, in providing practical solutions it is important that we do not lose sight of other aspects of the customer journey and our key strategies for the next five years encompass both of these areas of service delivery.

National Context

Under the Homelessness Act 2002, every local authority in England has a statutory duty to complete a review of homelessness within their area which should consider:

- *The current and likely future levels of homelessness within the local area;*
- *The activities which are carried out for preventing homelessness as well as securing accommodation or providing support for those who are, may become or have been homeless; and*
- *The resources allocated to these activities.*

The findings of this review must then be used to develop and publish a strategy to tackle and prevent homelessness which is renewed every five years.

In addition to this, in August 2018, the Ministry of Housing, Communities & Local Government (MHCLG) published the Cross-Government Rough Sleeping Strategy, which committed to ensuring that all local authorities have an up to date homelessness strategy, to include rough sleeping, to be available online by Winter 2019.

We completed a Homelessness Review in Summer 2019 which encompassed services for rough sleepers and its findings have directly informed this strategy.

It is imperative that the new homelessness and rough sleeping strategy also reflect the legislative changes under the Homelessness Reduction Act 2017 which came into force on 3rd April 2018, as well as the additional funding sources made available to local authorities to address rough sleeping.

The Homelessness Reduction Act 2017 constitutes the most significant change to homeless legislation in 40 years and places greater duties upon

local authorities in respect of the prevention and relief of homelessness. As such, this particular homelessness and rough sleeping strategy is of key importance in establishing a new approach to homelessness, not just for the next 5 years but for future strategies.

Recent national statistics on homelessness and rough sleeping only serve to highlight the importance of having a clear strategic approach and associated monitoring systems.

National Audit Office figures reflect that homelessness of all kinds rose significantly between 2010-2017 with a 60% rise in households living in temporary accommodation and a 134% rise in rough sleepers.

The impact of the implementation of the Homelessness Reduction Act 2017 is still being assessed using the new H-CLIC data gathering system with related statistics being referred to as experimental.

Nevertheless, analysis by Shelter suggests that 320,000 people were recorded as homeless in Britain in 2018. These figures were presented by the homelessness charity as being conservative as a result of not accounting for many of the 'hidden homeless', i.e. those sofa surfing or living in insecure, unsuitable accommodation such as sheds or cars. In London as a whole 170,000 people have no home. This is equivalent to one in 52 people.

Key causes for these increases include spiralling rental costs and welfare benefit reforms, with the ending of private sector tenancies having become the main cause of homelessness in England.

Meanwhile, the charity Crisis highlights the impact of homelessness in its campaigns, reporting that on average, a homeless person dies at the age of 44 and that people who are rough sleeping are 17 times more likely to have been victims of violence and are 9 times more likely to take their own lives than the general population.

Local Context

The prevailing housing conditions within London as a whole and within Brent specifically are particularly challenging.

In 2018, the GLA published its London Housing Strategy, which sets out the Mayor's vision and priorities for tackling the housing crisis across London. In relation to homelessness specifically, the strategy highlights the importance of prevention and the need to address the root causes of homelessness in order to drive forward effective prevention work.

The independent charity Trust for London, which exists to tackle poverty and inequality in the capital, reports that 33% of Brent's households live in poverty and that 31% of employees earn less than the London Living Wage. A figure that is only exceeded by the London Borough of Newham. The charity also highlights how expensive the private rental sector is in this area, relative to local low earnings, with only Kensington & Chelsea, Westminster & Camden having more expensive lower quartile rents compared to lower quartile salaries. This is, in turn, reflective of the fact that there is a higher rate of evictions in Brent than in any other borough except Enfield.

This broadly reflects our own data on homelessness approaches which increased from 3500 for the year 2017-2018 to 5500 for the year 2018-2019.

For the year 2018 – 2019 the main causes of homelessness within Brent were the ending of tenancies in the private rented sector, with relatives/friends no longer being willing or able to accommodate coming in at a close second. This is in line with the reasons for homelessness across London as a whole.

Nevertheless, Brent Council have still succeeded in going against the trend for increases in temporary accommodation occupancy across London. We have reduced the overall number of households in TA by 10% year on year for the last 5 years. Brent has also gone from having the highest number of households in TA to the 7th highest.

In addition, we have achieved a 63% reduction in the number of households starting placements in B&B accommodation, going from 752 placements in 2014 to 275 in 2018.

These figures are reflective of the fact that in the year 2018/19, approximately 70% of all approaches to Brent Council homelessness services were resolved under the new prevention or relief duties. This also accords with the level of emphasis placed upon prevention in the Homelessness Reduction Act 2017.

This has all been accomplished despite continually increasing rental rates and the ongoing roll-out of welfare reform. However, forecasted increases in the numbers of homelessness approaches to Brent over the next two years and the current uncertainty surrounding Brexit only serve to emphasise how vital it is that we continue to strive for the best possible outcomes for our residents.

In carrying out our recent Homelessness Review we consulted with our housing partners with a view to tailoring our service more closely to the needs of customers within Brent. Communication and how people are able to access our services were both highlighted as areas for improvement and this is reflected in the commitments and associated actions detailed over the following pages.

Key initiatives that we will continue

Find Your Home

The Find Your Home scheme is a service provided by the Housing Needs team, who proactively work with households who are threatened with homelessness, to help them to secure accommodation in the Private Rented Sector (PRS), before they become homeless. Households are encouraged to access services as soon as they are aware that there is a threat that they may become homeless, to maximise the time available for prevention work to be successful.

Domestic Abuse Service

Our dedicated Domestic Abuse Service is embedded in the Housing Options team and provides a specialist service to survivors of domestic abuse; supporting them to finding a solution to their housing needs. The team have been working with the Domestic Abuse Housing Alliance's (DAHA) to improve our response to domestic abuse through the introduction and adoption of an established set of standards and are working to achieve DAHA Accreditation status.

Capital Letters

Brent are a founder member, along with 12 other London boroughs, of Capital Letters. This is a new initiative to help increase the supply of affordable Private Rented accommodation available in Brent. Brent officers have been seconded into Capital Letters, to work collaboratively with the other 12 member Councils to increase access to affordable private rented accommodation in our borough by avoiding competition between member Councils.

Single Homeless Prevention Service

The Single Homeless Prevention Service (SHPS) was launched in September 2017, and is delivered by officers from the voluntary sector, who are co-located at the Council offices. SHPS prevent or relieve homelessness through landlord mediation, sourcing new accommodation, preparing clients for tenancies, and securing Discretionary Housing Payments to Landlords.

The service provides support for up to 8 months to help clients become stable in their accommodation and eventually sustain their tenancies independently. SHPS is the first payment by results Homelessness Prevention service in the country; it was shortlisted for Homelessness Project of the Year at the 2019 UK Housing Awards, and is now being replicated by other London councils through the Life Chances fund.

Hospital Housing Advice Service

The Hospital Housing Advice Service is embedded in the Council's Single Homelessness Service, to support the hospital discharge teams within the London North West Healthcare Trust Hospitals, to facilitate a timely and effective discharge from hospital into suitable accommodation. The team work in partnership with the Healthcare Trusts, to reduce delayed discharges by ensuring that patients with a housing need are identified on admission and working to address issues such as the need for minor adaptations to facilitate the patients discharge.

Brent Sanctuary of Shelter

A cold weather shelter for rough sleepers in Brent, delivered in partnership with the Brent Multi Faith Forum and Housing Justice. The shelter ran for 7 nights a week for up to 15 men throughout the cold weather months. It aimed to provide vital positive social interaction, and act as a locus for providing rough sleepers access to advice and support.

Commitment One:

We seek to fully understand the challenge of homelessness in Brent and how it is experienced by individuals so we can develop informed, targeted solutions, and continually improve the quality of the services we deliver.

In order to work on effectively resolving a problem, it is important to develop a thorough understanding of the issue, the causes of it and its impact. Accurate and reliable data is key to understanding the demand on our homelessness services; allowing us to better target resources and maximise the impact of our initiatives and interventions. Ensuring we have good quality data also means we can better share an accurate representation of homelessness in Brent as part of our statutory submissions to central government, allowing us to effectively inform national policy and decision making around funding.

The insight gained through conversations with service-users as part of our homelessness review highlighted the differing ways that people may become homeless, as well as the varied ways they will likely experience it and the challenges they will face. It is important that these conversations are not a one-off exercise and that we continue to take opportunities to listen to service-users and act on what they tell us, so we can develop interventions that work effectively to tackle the key issues.

Understanding the way that people experience homelessness also means understanding how they feel about the services we provide. Our Homelessness Forum members have stressed the importance of providing good quality services that foster trust and respect between service-users and officers. Ensuring that we develop person-centred approaches and an empathy driven culture, as well as effectively using feedback we receive is key to improving the experience of those who are accessing our services.

To achieve this, we will:

- Embed **service standards that foster** a culture of respect and empathy and reduce stigma, working with front-line officers to drive forward a person-centred approach to our services, improving the experience of those who access them.
- **Build on analysis carried out as part of the homelessness review to fully understand the lived experience of individuals and design effective interventions for preventing and tackling homelessness.**
- **Review our approach to data collection and ensure data quality is maintained so we can monitor any changing trends and more effectively target resources.**
- **Develop mechanisms for gaining insight through a variety of feedback routes and review complaints made to the service, ensuring this is used to shape and drive improvements. Associated service improvements will then be monitored through the Homelessness Forum.**

Commitment Two:

Our services are prevention focused and we ensure the right advice and support is available to those who need it.

In Brent, approaches to the housing needs service for advice and support are increasing, having seen a significant spike of more than 50% since the implementation of the Homelessness Reduction Act in April 2018. A forecasting exercise carried out as part of our homelessness review predicts that, although statutory homeless acceptances will decrease as a result of more robust prevention work, we will likely see approaches to the service continue to grow over the next few years. Recognising that resources are scarce, it is vital that we continue to focus and develop our services with prevention in mind so that we can avoid the costly and traumatic impact of a household reaching crisis point.

In Brent we have already made a number of important changes to the way our teams work and have launched a number of key initiatives that successfully drive forward prevention focused interventions, enabling us to prevent 70% of all approaches under the new prevention or relief duties in 2018/19. We want to continue to develop our offer, however, and although having such a wide variety of initiatives aimed at tackling homelessness in the borough is positive, feedback as part of the homelessness review has identified it can have the unintended consequence of making them difficult to navigate. It is important that we make the support services across Brent as easy to access as possible so we can maximise their impact.

The impact of Brexit and what this will mean for EU nationals living in the UK is still uncertain. However, rough sleeping data for Brent identifies that a large proportion of our rough sleeping population is made up of Central and Eastern European individuals. It is important that our officers are providing the right advice to this group so that they are able to continue to access the support they need to improve their housing situation.

Alongside this, it is increasingly important that we bolster our understanding of who is at risk of homelessness as soon as possible so we can target pro-active prevention advice and initiatives at an early stage. By working with other service areas such as Social Care, Public Health and welfare teams we can identify trends and early signs that highlight a possible risk of homelessness and start to develop interventions that prevent households reaching that point.

To achieve this, we will:

- **Get upstream of homelessness, enabling earlier and more effective prevention work, including utilising predictive analytics so we can identify risk factors for homelessness and put in place effective pre-crisis intervention.**
- **Ensure online advice and signposting information is accurate and up to date by developing a regular programme for reviewing web pages and develop staff awareness of homelessness and the corporate support that is available for vulnerable people to access online services.**
- **Identify opportunities to support homeless households to access employment so we can better address the issue of affordability.**
- **Consult with central policy teams to understand the impact of Brexit and develop a clear plan to ensure officers are providing the right advice to those who may be affected.**

Commitment Three:

We work to increase the supply of and access to stable and affordable homes across the borough.

At the centre of the homelessness crisis in the UK sits the housing crisis. As populations have grown (the number of people living in Brent increased by almost 30% between 1997 – 2017), the cost of living has increased and the building of affordable homes has slowed down on a national scale, finding somewhere stable and affordable to live has been increasingly difficult for more and more people. Research commissioned in 2017 found that 50% of single people, 56% of couples with one child, and 91% of lone parents with one child could not afford the Local Housing Allowance rent for the appropriate sized property in North West London.

As a local authority, it is important that we drive forward our own development plans, as well as working with registered providers to encourage and support their building programmes, with the aim of providing more affordable homes across the borough. **We have a target to deliver 5000 truly affordable homes over the next 5 years. 1000 of these properties will be developed by the Council and will be let at London Affordable Rent. The remaining 4000 will be delivered by our partners, and it is our intention that these rents will be no more than 65% of market rent**

In Brent, our homelessness review has shown that the loss of a private sector assured-shorthold tenancy is still the most common reason for people to approach our services for help. Working to improve access to and conditions in the private sector is vital for providing a wider housing offer for Brent residents.

To achieve this we will:

- **Deliver our own new build programme, providing new affordable homes across the borough that effectively meet local need in accordance with the annual lettings plan.**
- **Create the conditions that encourage Registered Providers to develop more homes in the borough.**
- **Maximise the supply of stable, affordable private rented accommodation through schemes such as Capital Letters and i4B.**
- **Drive up conditions in the private rented sector across Brent through licensing and enforcement processes and work together with local landlords through our Landlord forum to improve standards. Continuing to facilitate access to stable homes in the private rented sector.**

Commitment Four:

We minimise the use of temporary accommodation, but where this is unavoidable, work to improve the quality of accommodation offered and keep the stay as stable and as short as possible.

We recognise that temporary accommodation is not only costly to us as an organisation, but has severely negative impacts to the health and wellbeing of those who need to use it. In Brent we have reduced our temporary accommodation usage by 10% year on year for the last five years and we are placing fewer and fewer households in emergency bed and breakfast (B&B) accommodation, with a significant reduction in B&B usage over the last year. It is important that we continue to strive towards reducing the number of people needing to live in temporary accommodation and that we eradicate the use of B&B's completely.

It is important that we recognise the length of time some households are required to spend in temporary accommodation, and the impact that this can have on their lives and wellbeing. Providing opportunities for residents to give their feedback will allow us to drive up the standards of the temporary accommodation offered and improve the services we provide to those who live there.

To achieve this, we will:

- **Increase the supply of council-developed temporary accommodation so we can avoid placing households in Bed and Breakfast or other forms of nightly paid accommodation, reducing the likelihood of multiple moves.**
- **Work with our providers and partners to improve the quality of temporary accommodation offered, and ensure individuals with specific or complex needs are provided accommodation through Housing Related Support services.**
- **Develop opportunities for temporary accommodation residents to give regular feedback and use this to inform improvements.**

Commitment Five:

We seek to personalise our services to individuals' needs, and work collaboratively with our partners to ensure those needs are met.

In Brent we deliver targeted initiatives for homeless families, single households and rough sleepers. However, we also recognise that people's experience of homelessness will vary greatly for a number of different reasons, including their individual circumstances, needs and backgrounds. Our homelessness review highlighted the need to think differently about the way we deliver our services and provide more individually tailored advice and support.

The Homelessness Forum specifically highlighted the lack of specialised support services for LGBTQ individuals and sex workers. Our data tells us that BAME households are disproportionately at risk of homelessness and that young people experiencing homelessness as a result of parental eviction is second only to the ending of a private sector tenancy as the most common reasons for approaching our services in Brent.

Some of the most impactful initiatives we have delivered have been in partnership and have focused on providing holistic support for those experiencing homelessness. It is important that we focus on strengthening our partnerships with providers, faith groups and the voluntary and community sector across the borough, enabling us to provide more streamlined services and interventions that address the often complex needs of those experiencing homelessness.

To achieve this, we will:

- **Provide additional staff training so officers feel equipped to provide tailored advice (e.g. family mediation, supporting LGBTQ individuals, sex workers, BAME households, Eastern European Rough Sleepers) and ensure tools are in place to tackle language barriers when they arise.**
- **Build on successful initiatives such as Brent Shelter of Sanctuary, working in partnership to find innovative ways to create focal points for holistic advice and support, improving health, wellbeing and access to employment.**
- **Consider how we can better share information across our partner organisations and our community hubs so we can deliver a more joined-up approach to providing support, ensure smooth handover of cases, and drive forward a single referral process.**
- **Work in partnership with our Homelessness Forum to develop a better understanding of those with complex needs and pilot an approach to supporting them more holistically.**
- **Continue to develop partnership working through 'duty to refer' in line with the Homelessness Reduction Act 2017, as well as the Complex Needs Panel.**

Moving forward

Within this strategy, Brent Council commits to improving the housing services that it already delivers whilst taking a pro-active and innovative approach towards the future challenges that we face.

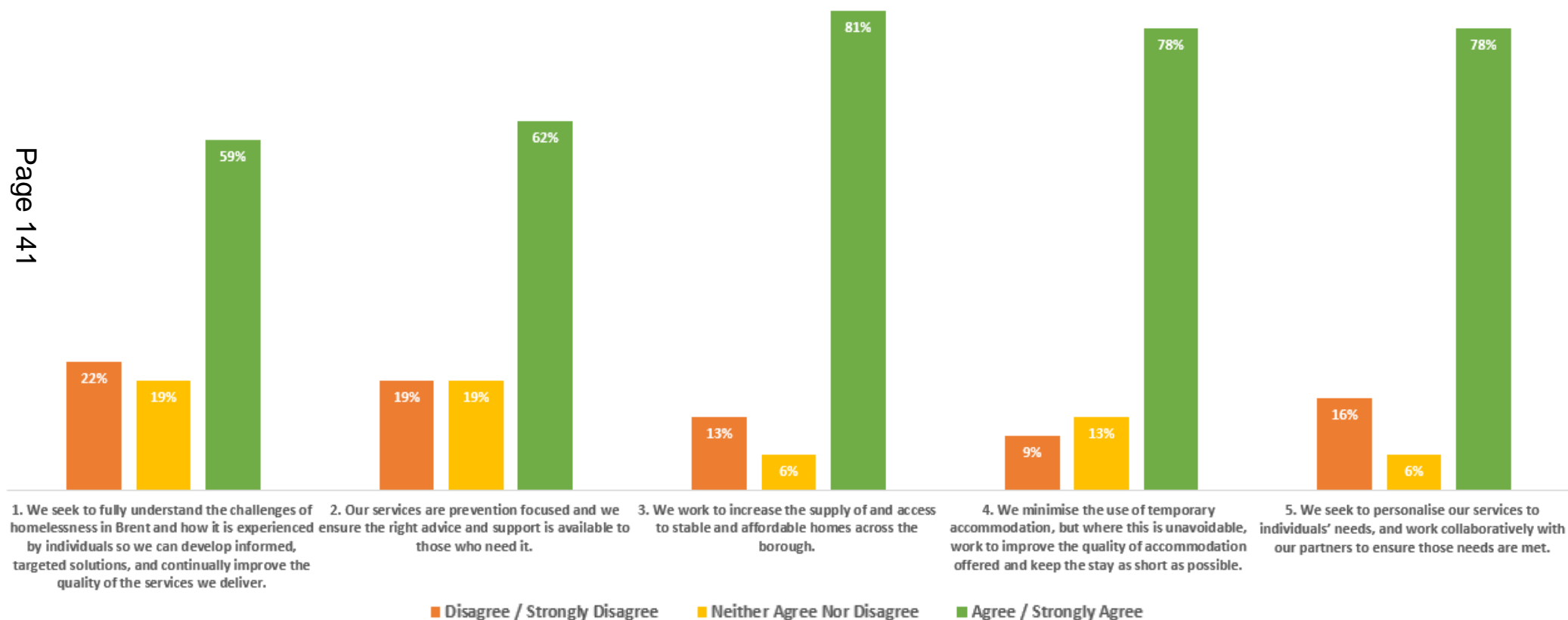
By better understanding the challenge of homelessness in Brent and how it is experienced by individuals, we can develop informed, targeted solutions, and continually improve the quality of the services we deliver. By making our services even more prevention focussed, we can ensure that the right advice and support is available to those who need it, at the right time. By increasing the supply of and access to stable and affordable homes across the borough, we can meet local housing need. By minimising the use of temporary accommodation and improving the quality of what we do offer, we can reduce the negative impacts of homelessness upon health and wellbeing. By making our services more personalised we can ensure that specialised and complex needs are met and that the housing solutions that we provide are suitable and sustainable.

The delivery of this strategy will be monitored by Senior Managers and by the Brent Homelessness Forum. A tabular monitoring system will be set up to enable team managers to track the completion of specific activities by individual staff members.

Appendix 2

Level of agreement that the commitments address the issues highlighted in the homelessness review

Those responding to the consultation were asked to indicate how far they agreed that the proposed commitments addressed the key issues highlighted as part of the homelessness review. The graphs below set out the results against each commitment.



Prioritisation of commitment actions

Those responding to the consultation were asked to prioritise the proposed actions under each commitment, indicating which areas the service should choose to focus on first.

Commitment 1	Priority Ranking	Action
We seek to fully understand the challenge of homelessness in Brent and how individuals experience it so we can develop informed, targeted solutions, and continually improve the quality of the services we deliver.	1	Embed a culture of respect and empathy to reduce stigma and work with front-line officers to drive forward a person-centred approach to our services, improving the experience of those who need to access them.
	2	Build on analysis carried out as part of the homelessness review to fully understand the lived experience of individuals and design effective interventions for preventing and tackling homelessness.
	3	Review our approach to data collection and ensure data quality is maintained so we can monitor any changing trends and more effectively target resources.
	4	Develop mechanisms for gaining insight through surveys and complaints made to the service and ensure this is used to shape and drive improvements.
Commitment 2		
Our services are prevention focused and we ensure the right advice and support is available to those who need it.	1	Get upstream of homelessness, enabling earlier and more effective prevention work, including utilising predictive analytics so we can identify risk factors for homelessness.
	3	Ensure online advice and signposting information is accurate and up to date by developing a regular programme for reviewing web pages.
	2	Identify opportunities to support homeless households to access employment so we can better address the issue of affordability.

	4	Consult with central policy teams to consider the impact of Brexit and ensure officers are providing the right advice to those who may be affected.
Commitment 3		
We work to increase the supply of and access to stable and affordable homes across the borough.	1	Deliver our own new build programme, providing new affordable homes across the borough.
	4	Create the conditions that encourage Registered Providers to develop more homes in the borough.
	2	Maximise the supply of stable, affordable private rented accommodation through schemes such as Capital Letters and i4B.
	3	Drive up conditions in the private rented sector across Brent through licensing and enforcement processes and work together with local landlords through our Landlord forum to improve standards and access to stable homes.
Commitment 4		
We minimise the use of temporary accommodation, but where this is unavoidable, work to improve the quality of accommodation offered and keep the stay as stable and as short as possible.	1	Increase the supply of council-developed temporary accommodation so we can avoid placing households in Bed and Breakfast or other forms of nightly paid accommodation and to eradicate the need for multi moves households endure in temporary accommodation.
	2	Work with our providers and partners to improve the quality of temporary accommodation offered.
	3	Develop opportunities for temporary accommodation residents to give regular feedback and use this to inform improvements.

Commitment 5		
<p>We seek to personalise our services to individuals' needs, and work collaboratively with our partners to ensure those needs are met.</p>	1	<p>Provide additional staff training so officers feel equipped to provide tailored advice (e.g. family mediation, supporting LGBTQ individuals, sex workers, BAME households, Eastern European Rough Sleepers).</p>
	4	<p>Build on successful initiatives such as Brent Shelter of Sanctuary, working in partnership to find innovative ways to create focal points for holistic advice and support, improving health, wellbeing and access to employment.</p>
	3	<p>Consider how we can better share information across our partner organisations and our community hubs so we can deliver a more joined-up approach to providing support, ensure smooth handover of cases, and drive forward a single referral process.</p>
	2	<p>Work in partnership with our Homelessness Forum to develop a better understanding of those with complex needs and pilot an approach to supporting them more holistically.</p>

Appendix 3

Two sessions were held with the Homelessness Forum to gain feedback on each proposed strategy commitment and the group submitted an official response. The below is a summarised version of the response.

Commitment	Feedback
<p>Commitment 1: We seek to fully understand the challenge of homelessness in Brent and how individuals experience it so we can develop informed, targeted solutions, and continually improve the quality of the services we deliver.</p> <ul style="list-style-type: none"> • Embed a culture of respect and empathy to reduce stigma and work with front-line officers to drive forward a person-centred approach to our services, improving the experience of those who need to access them. • Build on analysis carried out as part of the homelessness review to fully understand the lived experience of individuals and design effective interventions for preventing and tackling homelessness. • Review our approach to data collection and ensure data quality is maintained so we can monitor any changing trends and more effectively target resources. • Develop mechanisms for gaining insight through surveys and complaints made to the service and ensure this is used to shape and drive improvements. 	<p>The forum would like to see the development of clear service standards for the homelessness service and it is suggested that the council bring these back to the Homelessness Forum and use them as the basis of satisfaction surveys and KPI's to ensure they are met.</p> <p>Would like to see more detail around how this input from service-users will be gathered and how governance arrangements will ensure that the insight is built into service improvements.</p> <p>The forum strongly agrees that more and better quality data is needed in order to deliver improvements to services. Specifically would like to see better use of H-Clic data, benchmarking and peer-to-peer research (Homelessness Impact is a particularly good resource).</p> <p>Crucial to offer alternative options for giving feedback (not just online), ensuring a variety of feedback routes.</p>


<p>Commitment 2: Our services are prevention focused and we ensure the right advice and support is available to those who need it.</p> <ul style="list-style-type: none"> • Get upstream of homelessness, enabling earlier and more effective prevention work, including utilising predictive analytics so we can identify risk factors for homelessness. • Ensure online advice and signposting information is accurate and up to date by developing a regular programme for reviewing web pages. • Identify opportunities to support homeless households to access employment so we can better address the issue of affordability. • Consult with central policy teams to consider the impact of Brexit and ensure officers are providing the right advice to those who may be affected. 	<p>The Forum is pleased to see the inclusion of prevention as a key commitment.</p> <p>Ensure that predictive analytics will yield data on the type of need and not just the number of people likely to be affected. Would like to see the inclusion of pre-crisis intervention e.g. joint working arrangements with environmental health services, children’s early help services, court duty advice service etc.</p> <p>Ensure vulnerable people are not funnelled to online advice and services as it can be hard for this group to gain internet access. There should be training and awareness-raising for all council staff on where people can find support. Increased comms around tenant rights is also needed.</p> <p>Standard use of an affordability calculator by homelessness officers so that any property that someone is pointed to will be affordable for them.</p> <p>Strongly hope Brexit planning is happening already. Acknowledging challenges in communicating changes to rights / entitlements, there should be a clear plan for how information is shared with officers and communicated to service-users.</p>
<p>Commitment 3: We work to increase the supply of and access to stable and affordable homes across the borough.</p> <ul style="list-style-type: none"> • Deliver our own new build programme, providing new affordable homes across the borough. • Create the conditions that encourage Registered Providers to develop more homes in the borough. 	<p>Would like to see detailed plans on how these home will be delivered, how they will be funded and how they will be quantified by need. Also keen to understand how this commitment will be measured and monitored. Consider inclusion of an annual lettings plan to match anticipated supply of council and HA properties against demand from different groups.</p> <p>Clarity is needed on how Brent defines ‘affordable’ and what standards are acceptable in terms of accommodation. Also need to ensure single homeless people are supported to access a suitable affordable home.</p>

<ul style="list-style-type: none"> • Maximise the supply of stable, affordable PRS accommodation through schemes such as Capital Letters & I4B. • Drive up conditions in the private rented sector across Brent through licensing and enforcement processes and work together with local landlords through our Landlord forum to improve standards and access to stable homes. 	<p>A plan is needed for how the social housing sector will be involved in increasing supply, and how does the allocation policy facilitate in move-on from any supported accommodation?</p> <p>Does the allocations policy criteria need to be reviewed? If not, what can be put in place in terms of support for those who no longer meet the threshold?</p> <p>Would also like to see a plan for tackling high rent levels in the PRS, providing deposit support and improving tenure security.</p>
<p>Commitment 4: We minimise the use of temporary accommodation, but where this is unavoidable, work to improve the quality of accommodation offered and keep the stay as stable and as short as possible.</p> <ul style="list-style-type: none"> • Increase the supply of council-developed temporary accommodation so we can avoid placing households in Bed and Breakfast or other forms of nightly paid accommodation and to eradicate the need for multi moves households endure in temporary accommodation. • Work with our providers and partners to improve the quality of temporary accommodation offered. • Develop opportunities for temporary accommodation residents to give regular feedback and use this to inform improvements. 	<p>The Forum strongly agrees with the commitment to reduce the use of temporary accommodation and is keen to see more details about how this will be achieved (improved procurement plans?) as well as the TA offer to be developed to include:</p> <ul style="list-style-type: none"> • Provision of appropriate support for people in temporary accommodation and clarity on what this support will look like. • A clear plan for emergency accommodation e.g. in the event of extreme weather conditions. • A rapid rehousing approach i.e. offering households mainstream housing and relevant support. • Ensuring TA is appropriate for people with specific, complex needs so that, for example, individuals with drug or alcohol problems are not housed together in the same accommodation – link also to commitment 5 and the need for personalised services.
<p>Commitment 5: We seek to personalise our services to individuals' needs, and work collaboratively with our partners to ensure those needs are met.</p> <ul style="list-style-type: none"> • Provide additional staff training so officers feel equipped to provide tailored advice (e.g. family mediation, supporting 	<p>The Forum strongly agrees with this commitment, having witnessed clients struggling to access support to end their homelessness that is tailored to their individual barriers and circumstances.</p>

<p>LGBTQ individuals, sex workers, BAME households, Eastern European Rough Sleepers).</p> <ul style="list-style-type: none"> • Build on successful initiatives such as Brent Shelter of Sanctuary, working in partnership to find innovative ways to create focal points for holistic advice and support, improving health, wellbeing and access to employment. • Consider how we can better share information across our partner organisations and our community hubs so we can deliver a more joined-up approach to providing support, ensure smooth handover of cases, and drive forward a single referral process. • Work in partnership with our Homelessness Forum to develop a better understanding of those with complex needs and pilot an approach to supporting them more holistically. 	<p>The Forum would like to see inclusion of plans to:</p> <ul style="list-style-type: none"> • Ensure access to mental health assessment and rapid access to treatment for homeless people with complex needs • A pro-active approach to supporting those who dual-diagnosis with services designed to address both needs simultaneously • Ensure Care Act assessments are available to homeless people in a timely manner and that they can expect a tailored package of support • Ensure homeless people are seen by local health and care services within a reasonable timescale and these services are designed to be trauma-informed. <p>More joined up working would also be beneficial so homeless people do not have to make multiple applications throughout the housing pathway. The commissioned emergency accommodation and prevention / outreach services should be able to access the Councils internal referral system for supported accommodation and the single homeless pathway, as if often the case in other boroughs.</p> <p>Given the high level of migrant homelessness in the borough, tackling language barriers should also be a key part of personalising services.</p>
<p>General feedback</p>	
<ul style="list-style-type: none"> • The current commitments are missing an explicit cross-departmental corporate commitment to tackling homelessness. Which other departments could help deliver the strategy and can they make a public commitment around this? • An overarching vision should be included and an action plan developed around delivery of the commitments, including clear arrangements for monitoring, evaluation and review. Consider a formal role for the Forum in the governance of the strategy's delivery as well as a service-user forum to feed in to strategy delivery. 	

- Brent should consider how relevant cabinet and ward members can be directly engaged by sector partners on delivery of housing and homelessness strategies. Possibly via scheduled sessions with the Homelessness Forum, site visits, sharing feedback from peer research etc.
- The Forum would like to hear more about I4B.
- Would like to see more detail around plans to end rough sleeping, including the expansion of the current Housing First model.
- Make better use of the Duty to Refer in order to build stronger partnerships rather than a simple referral process, including working with Jobcentre staff to recognise homelessness and those at risk.
- Given that the review identified a lack of support services for those with no recourse to public funds (NRPF), the Forum would welcome plans for how Brent will work with migrants who are not eligible for statutory services.
- Would like to see improved access to social prescribing, recognising that it can reduce the isolation often experienced by homeless people, improving health and wellbeing outcomes.

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 Brent	Cabinet 14 January 2020
	Report from the Strategic Director of Children and Young People
Brent Council's School Admission Arrangements for Community Primary Schools 2021/22	

Wards Affected:	All
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Three Appendix 1: List of Community Primary Schools in Brent Appendix 2: Proposed Admissions Arrangements for Community Schools 2021/2022 Appendix 3: Consultation document on oversubscription criteria for Brent Community Primary Schools for 2021/2022 entry
Background Papers:	None
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Brian Grady Operational Director, Safeguarding, Partnerships and Strategy Brian.grady@brent.gov.uk 020 8937 4713

1.0 Purpose of the Report

- 1.1 This report seeks Cabinet agreement to the proposed admission arrangements for Brent community schools for 2021/22 in accordance with statutory requirements. Admission authorities are required to determine their admission arrangements by 28 February in the determination year.

2.0 Recommendations

That Cabinet:

- 2.1 Agrees the proposed admission arrangements for Brent community schools for the 2021/2022 academic year (Appendix 2).

3.0 Detail

- 3.1 This report relates to the admission arrangements and oversubscription criteria of Brent community primary schools only. Brent Council is the admission authority for 30 community primary schools in the Borough (Appendix 1). Voluntary Aided (VA) and foundation schools, academies and free schools are their own admission authority and determine their own admission arrangements and oversubscription criteria.
- 3.2 The School Admissions Code issued under Section 84 of the School Standards and Framework Act is the legal framework for school admissions matters. The Admissions Code requires that admission authorities have a mechanism to rank applications in order of priority. All schools and admission authorities must have admission arrangements that clearly set out how children will be admitted, including the criteria that will be applied if there are more applications than places at the school. Admission arrangements for Brent community schools are determined by the Council as the admission authority.
- 3.3 At its meeting on 14 October 2019, Cabinet granted approval for the council to carry out public consultation to amend its admission arrangements for the academic year 2021/2022.
- 3.4 Consultation was carried out with all relevant parties, as identified in the School Admissions Code 2014, for a period of six weeks between 22 October 2019 and 3 December 2019.
- 3.5 The consultation document (Appendix 3) was available to view on the Admission pages of the Brent website and was a featured consultation on Brent's consultation portal.

4.0 Outcome of consultation

- 4.1 Consultation was undertaken on the following amendments to the existing admission arrangements:
- a) to refine the wording of the oversubscription criteria so that it is clearer and easier to understand;
 - b) to introduce a provision for multiple birth children to receive a higher priority for a named school if one of the children has an Education, Health and Care Plan;
 - c) to introduce a mechanism for making decisions about applications in situations which are not covered in the arrangements;
 - d) to expand the information available within the admission arrangements.
- 4.2 One formal response to the consultation was received during the consultation period. The respondent was in agreement with the proposed changes.

- 4.3 In response to the question 'Do you agree or disagree with the proposed Admission Arrangements for 2021/2022?' the respondent indicated that they 'strongly agreed'.
- 4.4 No material changes have been made to the main admission criteria. The wording and formatting have been updated for the purposes of clarity and understanding. The changes include:
- clarifying the definition of a previously looked after child;
 - clarifying which junior schools use the third criterion 'Linked infant school';
 - expanding the definition of what would constitute a medical or social need;
 - clarifying the types of acceptable evidence for this criterion;
 - expanding the sources of advice which may be used in assessing these applications.
- 4.5 With the increase in children with an Education, Health and Care Plan, the local authority is receiving more applications for children of multiple birth whose sibling has an Education, Health and Care Plan which names a specific school. The new arrangements will allow that these children are automatically categorised against the social/medical criterion (where they do not meet a higher criterion). This will go some way to ensuring that an offer can be made for all children from the multiple birth at the same school (where no higher preference offer can be made).
- 4.6 The admission arrangements are written to cover all eventualities and ensure parents are clear about how an application should be made, and how it will be processed. If a dispute arises which cannot clearly be resolved within the scope of the admission arrangements, admission legislation or other admission guidance, an admission panel will be formed to make a clear and consistent decision. This will not affect a parent or carer's right to appeal if they do not receive an offer at one of their preference schools.
- 4.7 Other changes to the admission arrangements include expansion of and additions to the supplementary information provided to cover tie-breaker scenarios, address validation, multiple addresses and multiple applications, applications from overseas and applications from members of the UK armed forces.
- 4.8 The Schemes of Co-ordination that Brent includes with the admissions arrangements are based on the suggested wording provided by the London Inter Authority Admissions Group (LIAAG) and adopted by all London local authorities. These will be published on the Brent website by 31 December 2019 and will be appended to the Admission Arrangements when they have been determined.

5.0 Financial Implications

- 5.1 There are no specific financial implications arising from this report.

6.0 Legal Implications

- 6.1 The Council as admission authority has a duty to undertake consultation on admission policies in order to determine admission arrangements, including admission numbers under Part III of the School Standards and Framework Act

- 6.2 Admission authorities must act in accordance with the mandatory requirements of the School Admissions Code 2014 and have due regard to the discretionary elements of the Code. They must also act in accordance with other laws relating to admissions and relevant human rights and equalities legislation
- 6.3 Oversubscription criteria must be reasonable, clear, objective and comply with all relevant legislation, including equalities legislation. Highest priority in the oversubscription criteria must be given to looked after children and previously looked after children (Regulation 7, Admission Arrangements Regulations 2012). Subject to these requirements it is for the admission authority to decide which criteria would be suitable according to the local circumstances. The criterion proposed to be consulted upon to give priority to children previously in state care outside England, is not referenced by legislation or the School Admissions Code 2014, but may be considered for inclusion as the School Admissions Code does not give a definitive list of acceptable oversubscription criteria.
- 6.4 The local authority must determine admission arrangements for 2021/22 by 28 February 2019.

7.0 Equality Implications

- 7.1 The public sector equality duty, as set out in section 149 of the Equality Act 2010, requires the Council, when exercising its functions, to have “due regard” to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, to advance equality of opportunity and foster good relations between those who have a “protected characteristic” and those who do not share that protected characteristic. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
- 7.2 Having due regard involves the need to enquire into whether and how a proposed decision disproportionately affects people with a protected characteristic and the need to consider taking steps to meet the needs of persons who share a protected characteristic that are different from the needs of persons who do not share it. This includes removing or minimising disadvantages suffered by persons who share a protected characteristic that are connected to that characteristic.
- 7.3 There is no prescribed manner in which the council must exercise its public sector equality duty but having an adequate evidence base for its decision is necessary. The Admissions Criteria ensure fair access to school places. Cabinet is referred to the contents of this report for further information, in particular section 4.0.

8.0 Consultation with Ward Members and Stakeholders

- 8.1 The Cabinet member for Education, Skills and Employment has been briefed on the proposed changes set out in section 4.0. The proposed changes affect community schools in all wards.

9.0 Human Resources/Property Implications (if appropriate)

9.1 There are no human resources or property implications.

Report sign off:


BRIAN GRADY
Operational Director

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Appendix 1 – List of Community Primary Schools in Brent

Anson Primary School	Kingsbury Green Primary School	Oliver Goldsmith Primary School
Barham Primary School	Leopold Primary School	Park Lane Primary School
Brentfield Primary School	Lyon Park Primary School	Preston Park Primary School
Byron Court Primary School	Malorees Infant School	Roe Green Infant School
Carlton Vale Infant School	Mitchell Brook Primary School	Roe Green Junior School
Chalkhill Primary School	Mora Primary School	Salisbury Primary School
Donnington Primary School	Mount Stewart Infant School	The Stonebridge School
Elsley Primary School	Mount Stewart Junior School	Uxendon Manor Primary School
Fryent Primary School	Newfield Primary School	Wembley Primary School
Harlesden Primary School	Northview Primary School	Wykeham Primary School

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	ADMISSION ARRANGEMENTS FOR BRENT COMMUNITY SCHOOLS and SCHEMES OF CO-ORDINATION FOR 2021/2022
	To be determined

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**Brent Community Primary School Published Admission Numbers and
Grid Reference Measuring Points for Admission in 2021/2022**

Name of School	Published Admission Number	Grid Reference Measuring Point	
		Easting	Northing
Anson Primary School	52	523552	185345
Barham Primary School	120	517506	184655
Brentfield Primary School	90	520541	184537
Byron Court Primary School	150	517133	186955
Carlton Vale Infant School	60	524938	182956
Chalkhill Primary School	60	520005	186210
Donnington Primary School	30	522577	184004
Elsley Primary School	120	518869	184738
Fryent Primary School	120	520385	187897
Harlesden Primary School	60	521141	183461
Kingsbury Green Primary School	90	520010	188549
Leopold Primary School	120	521640	184310
- Gwenneth Rickus Site		520810	184490
Lyon Park Primary School	120	518820	184115
Malorees Infant School	60	523952	184011
Mitchell Brook Primary School	90	521010	184768
Mora Primary School	60	523141	185939
Mount Stewart Infant School	90	517785	187999
Mount Stewart Junior School	90	517785	187999
Newfield Primary School	60	521890	184050
Northview Primary School	30	521580	185500
Oliver Goldsmith Primary School	60	520809	188559
Park Lane Primary School	60	518380	185490
Preston Park Primary School	120	517930	187200
Roe Green Infant School	120	519772	189316
Roe Green Junior School	120	519772	189316
Salusbury Primary School	90	524528	183518
The Stonebridge School	90	520512	183844
Uxendon Manor Primary School	90	518023	188541
Wembley Primary School	120	518365	186130
Wykeham Primary School	60	521087	186286

Oversubscription Criteria for Brent Community Schools in 2021/2022

The criteria set out below apply to the 30 Brent community schools listed on page 2.

Voluntary aided or religious faith schools, foundation schools, free schools and academies have their own admission policies. Parents should visit the website of these schools for a copy of their admission arrangements or visit www.brent.gov.uk/admissions

Applications for children with an Education, Health and Care Plan (EHCP) are made by Local Authority SEN teams. The placement of such children is made after a process of consultation between parents, the school and the Local Authority. Children with an EHCP receive priority over others for admission to the school named on their EHCP. An EHCP is a plan made by the Local Authority under Section 37 of the Children and Families Act 2014 specifying the special education provision required for that child.

Schools should not admit more than 30 pupils in each class for Reception, Year 1 and Year 2. This is to enable the Local Authority to meet its statutory duty of having no more than 30 pupils in each class at Key Stage 1. Three-year-old children should not be admitted to Reception classes.

The following criteria are clear, fair and objective. It is illegal for schools to discriminate against a pupil on the basis of his/her ethnicity.

Whenever and wherever possible, children are offered a school of their parents' preference and in practice the majority of children go to the school which their parents select for them.

Sometimes, however, there are more applications for a particular school than there are places available. This is described as oversubscription. Whenever this happens, pupils are offered places in the following order of priority:

1. Looked After Children or previously Looked After Children

A 'looked after child' or a child who was previously looked after but immediately after being looked after became subject to an adoption, residence, or special guardianship order.

- The highest priority must be given to looked after children and all previously looked after children. Previously looked after children are children who were looked after, but ceased to be so because they were adopted, or became subject to a child arrangements order, or special guardianship order immediately following having been looked after.

2. Children adopted from state care outside of England

Children who appear to Brent Council to have been in state care outside of England and ceased to be in state care as a result of being adopted.

- A child is regarded as having been in state care in a place outside of England if they were accommodated by a public authority, a religious organisation or any other provider of care whose sole purpose is to benefit society.

3. Linked infant school

Children attending an infant school on the same site as a junior school.

- This criterion only applies to Year 3 applications to Mount Stewart Junior School (for children attending Mount Stewart Infant School) and Roe Green Junior School (for children attending Roe Green Infant School).

4. Medical or Social needs

Exceptional circumstances to do with significant medical needs and or social needs which necessitate a child's placement at one particular school.

This criterion relates to the child's medical and/or social needs. The application must be supported by written evidence (see below) that sets out the particular reasons why the school in question is the most suitable and the difficulties that would be caused if the child had to attend another school. The recommendation for this specific school should demonstrate knowledge of the school in terms of location, resources and organisation which deems it essential that the named pupil be admitted to the specific school. The Council will not give higher priority to children under this criterion if the required documents have not been submitted. Decisions on whether to allow the criterion will be made by an admission panel, based on all the evidence available, and will be consistent.

- *Medical Needs*

Applications made on the child's medical grounds must be accompanied by compelling medical evidence from a GP/hospital consultant at the time of application. The letter from the GP/hospital consultant must provide information about the child's medical condition, the effects of this condition and why, in view of this, the child needs to attend the parent's preferred school.

If the school is not the closest to home, the consultant must set out in detail the wholly exceptional circumstances for attending this school and the difficulties that may exist if the child had to attend another school. Medical claims will only be considered for one school and this should be named by the GP/hospital consultant. In assessing these applications, advice will be sought from relevant professionals as required.

- *Social Needs*

Applications made on the child's social grounds must be accompanied by compelling evidence at the time of application. Social needs claims will be considered where there is involvement from a social worker, or other professional and where it can be demonstrated that the child has exceptional social needs that cannot be met at any other school than the named school. Parents' circumstances can have an impact on a child's social needs and evidence of this will be considered. In assessing these applications, advice will be sought from relevant professionals as required.

5. Siblings in catchment area

Brothers or sisters of a child who attends the school, or an infant or junior school on the same or adjoining site, *living in the catchment area of the school* and who will continue to do so on the date of admission.

- This includes half and step brothers and sisters and foster children so long as they live at the same address - but **not** cousins. Siblings attending the same school should have priority over those attending a separate school on the same site.

6. Children of staff

Children whose parent is a member of staff who has been employed at the school for two or more years at the time of application or has been recruited to fill a vacancy for which there is a demonstrable skill shortage.

7. In catchment area

Children living within the school's catchment area.

8. Siblings outside catchment area

Brothers or sisters of a child who attends the school, or an infant or junior school on the same or adjoining site, and who will continue to do so on the date of admission.

- This includes half and step brothers and sisters and foster children so long as they live at the same address - but **not** cousins. Siblings attending the same school should have priority over those attending a separate school on the same site.

9. All other applicants.

‘Tie-break’ Distance Measurement

Where pupils meet the same criteria, places will be offered in order of the distance from home to school which will be measured by straight-line, from the address point in the property to the address point in the school, as determined by LLPG (Local Land Property Gazetteer) data. Those living nearer the school will have the higher priority. The measuring system is an integral part of the admission software produced by Servelec Synergy Ltd, uses Ordnance Survey maps and LLPG data and is accurate to 1 centimetre.

Where two or more children, sharing the same priority, live equidistant from a community school and only one place remains, the local authority will use a computerised random allocation to determine which child should be given priority.

Catchment Area

The catchment area is the defined neighbourhood in which the school is sited. It is generally bounded by major roads and/or railway/tube. The catchment area is defined by the Local Authority and is designed to ensure that each address in the borough falls into the catchment area of one school. Information on which streets make up a catchment area can be obtained from the Local Authority, the school, the Local Authority’s website and the Local Authority’s composite prospectus.

Home Address

The address used must be the child’s permanent home address on the closing date for on-time applications or at the time of application for late or in-year applications.

This cannot be a business address, childminder’s or relative’s address, or any address other than child’s permanent home address. Only in circumstances where the relative or carer has legal guardianship, and is the main carer, will a different address be considered as the main residence. Evidence will be requested to support this arrangement.

Proof of address is not required to be sent with an application. The council tax reference number should be supplied on the application if the applicant is responsible for paying it. Brent Council will check internal council databases in order to verify the address. Where it is not possible to verify the address or the applicant has recently moved, the Council will write to the applicant to ask for two proofs of address.

Any offer of a place on the basis of address is conditional upon the child living at the appropriate address on the relevant date. Applicants have a responsibility to notify the local authority of any change of address.

Any applications received containing fraudulent or misleading information, or any offers made based on fraudulent or misleading information may be withdrawn where other applicants have been disadvantaged.

Twins, Triplets and other children of multiple births

In the event that the school has one place to offer and the next child on the waiting list is one of twins, triplets or other children of multiple births, the Local Authority will offer both twins, all triplets or children of multiple birth a place even if this means temporarily going over the published admission number.

In the event that one child from a multiple birth has an Education, Health and Care Plan which names a particular community school, all other children from the same multiple birth will be considered under the fourth criteria for the same school – medical or social needs – unless a higher criteria should be applied.

Split residence

Where a child lives with parents/carers with shared responsibility, each for part of a week, the address where the child lives is determined using a joint declaration from the parents stating the pattern of residence. If a child's residence is split equally between both parents, then parents will be asked to determine which residential address should be used for the purpose of admission to school. If the residence is not split equally between both parents, then the address used will be the address where the child spends the majority of the school week.

If it is not possible to determine which residential address should be used through a joint declaration, then the address of the parent who is in receipt of child benefit will be used for the purpose of the application. In cases where parents are not eligible for child benefit the address will be that of the parent where the child is registered with the doctor. In cases that still cannot be determined, or are open to dispute by parents/carers, an admission panel will determine how to proceed with the application in accordance with these arrangements, the Admissions Code and any other relevant legislation or guidance. This will not impact on parents'/carers' right to appeal against any decision not to offer a preference school.

Multiple applications

Only one application can be processed for each child. In the event that the local authority receives more than one application for the same child, whether from the same parent/carer or not, the most recently received application will be processed. This includes applications that have been submitted online and by post.

Parents/carers are responsible for ensuring that only one application is received. If multiple applications are received and it is not possible to obtain a joint declaration from both parents /carers (or those with parental responsibility) regarding which schools should be included as preferences, an admission panel will determine how to proceed with the application in accordance with these arrangements, the Admissions Code and any other relevant legislation or guidance. This will not impact on parents'/carers' right to appeal against any decision not to offer a preference school.

Applications from overseas

Applications with an overseas address will not be accepted for processing by the local authority unless there is evidence of a link to an address in the area and evidence that a child will be living in the area on or before the date of admission.

Where an application is accepted, the address used on the application will be the overseas address until such time as there is evidence of the child's return to the linked address prior to the closing date (or the date for accepting applications as late for good reason). Such evidence received after the closing dates will be considered on the application after National Offer Day.

The local authority is only responsible for making offers for children currently living in the area. If it is not possible to make a preference offer prior to a child's arrival on the relevant offer days, an alternative offer will not be made.

Applications will not be accepted from overseas addresses for in-year applications with the exception of applications for Children of UK Service Personnel (UK Armed Forces) and Crown Servants.

Children of UK Service Personnel (UK Armed Forces) and Crown Servants

Families of service personnel with a confirmed posting to the area, or crown servants returning from overseas to live in the area, can apply to the local authority in advance of their arrival provided the application is accompanied by an official letter that declares a relocation date and a Unit postal address or quartering area address.

The address used on the application will be the postal address or quartering area address provided.

Offers will be made in advance of a child's arrival for in-year applications and on the relevant offer date for normal round applications.

How places will be allocated at Brent community schools for September 2021 in Reception (Primary and Infant schools) and Year 3 (Junior Schools)

There is **no** automatic transfer from nursery to Reception class. Parents wanting to apply for a place at Reception **must** complete an application which is available on line or a paper Common Application Form (CAF).

If more applications are received than there are places available, places are offered up to a school's planned admission number to applicants whose application is received by the closing date in accordance with the oversubscription criteria listed on page 3 using an equal preference system (see below).

Equal preferences

Each preference is treated as a separate application. Then using the oversubscription criteria each application is considered and ordered in a list based on how well it meets the oversubscription criteria (page 3).

If applicants qualify for a place at more than one school, a place is offered at the school given the highest ranking by the applicant.

Application forms will be available from September 2020 and the closing date for applications will be 15 January 2021. Offer letters and e-mails will be sent out on 16 April 2021.

Deferred Entry

Parents can request that the date their child is admitted to school is deferred until later in the year for which they apply or until the term in which the child reaches statutory school age. Statutory school age begins the first day of the term after a child's fifth birthday.

Parents wishing to defer entry must contact the school to advise them of this after a place has been offered.

Parents can also request that their child attends part-time until their child reaches statutory school age.

Applications for children outside the normal age group

The Council's policy is for children to be educated within their correct chronological year group, with the curriculum differentiated as necessary to meet the needs of individual children. This is in line with the Department for Education's (DfE) most recent "Advice on the Admission of Summer Born Children", published in December 2014, which states that, "in general, children should be educated in their normal age group, with the curriculum differentiated as appropriate, and that they should only be educated out of their normal age group in very limited circumstances".

If parents/carers believe their child should be educated in a different year group they should submit an application for the 'normal' Reception round for their child, and provide supporting evidence from relevant professionals working with the child and family stating why it is in the child's best interest to be placed outside their normal age appropriate cohort. DfE guidance makes clear that "it is reasonable for admission authorities to expect parents to provide them with information in support of their request – since without it they are unlikely to be able to make a decision on the basis of the circumstances of the case".

For community schools, the Council as the admission authority will decide whether the application will be accepted on the basis of the information submitted. Decisions will be based on the individual circumstances of each case including the view of parents, the relevant head teacher(s), the child's social, academic and emotional development and whether the child has been previously educated out of year group.

There is no guarantee that an application will be accepted on this basis. If the application is not accepted this does not constitute a refusal of a place and there is no right to an independent statutory appeal. Similarly, there is no right of appeal for a place in a specific year group at a school. The internal management and organisation of a school, including the placement of pupils in classes, is a matter for the head teacher and senior leadership of individual schools.

Late Applications and changes after the closing date

Application forms must be received by Brent Council by the closing date of 15 January 2021.

Applications received after the closing date will be considered as late applications and will be processed after places have been allocated to applicants who applied on-time. However, in very exceptional circumstances applications received after the closing date may be considered as on time.

Applicants who consider they have exceptional circumstances that prevented them from applying between applications opening in September 2020 and the closing date of 15 January 2021 should provide independent written evidence explaining why the application was late no later than 5pm on Friday 5 February 2021.

Additionally, any changes to the application (e.g. order of school preference or change of preferences) received after the closing date will be treated in the same way as late applications.

Changes of Address after the closing date

Changes of address will only be considered after applicants are resident at the new address and evidence to demonstrate this has been supplied. Applications will not be processed from an intended future address except in the case of Crown servants and UK service personnel.

Evidence must be received by 5pm on Friday 5 February 2021 for the new address to be used when processing the application and calculating home to school distances. Any change of address evidenced after 5pm on Friday 5 February 2021 will not be included until after National Offer Day 16 April 2021.

Waiting Lists

If the school place allocated is not the first preference, the child's name will automatically be placed on the waiting list for schools which have been ranked higher than the offer made. Community school waiting lists will then be maintained by the Council whilst voluntary aided, foundation and academy schools' waiting lists will be maintained by the relevant schools.

Waiting lists are not maintained on a 'first come - first served' basis. Waiting lists are kept in the priority order as explained in the oversubscription criteria.

Places are offered from the waiting list throughout the year. When a place becomes available, it is offered to the first child on the list and, if it is accepted, all other children will move up the list. Children may also move down the waiting list if another family, with a higher priority under the oversubscription criteria, ask for their child's name to be added to the list.

Applicants, who ask for their child's name to be placed on the waiting list for another school after a school place has been allocated, are indicating they prefer this school to the other school already allocated. If at a later date a place is offered from the waiting list, this new offer will supersede any previous offer, which will then be withdrawn.

Looked after children and previously looked after children, and those allocated a place at the school in accordance with Brent's Fair Access Protocol, will take precedence over those on a waiting list.

Lists will be maintained throughout the school year. A child's position on the waiting list does not depend upon the time they have been on the list but will be determined by how they meet the oversubscription criteria.

This means that a child's position on the list can go down as well as up, depending upon the child's circumstances and those of other applicants.

The waiting list will be closed each year and will not roll over. A new application will have to be made for a new academic year.

Appeals

Parents can appeal against any decision made by Brent Council about the school where they would like their child to be educated.

When an appeal form is requested, the child's name is automatically placed on the waiting list for that school, if it is not already included.

A child admitted to a school as a result of a successful appeal will be admitted in precedence to those on the waiting list.

There is no right of appeal against any decision not to offer a place in a nursery.

Admission to community school nurseries

The timeline and oversubscription criteria for a place in a nursery class in a community school are the same as for a Reception place. The council does not co-ordinate applications for nursery places. Applications for a nursery place in a community school must be made directly to the school by 15th January 2021. Offers will be made on 16th April 2021 by the school. If the nursery is oversubscribed the Community Schools Oversubscription Criteria will be applied.

In-Year Applications

Applications received outside the normal admission round will be considered in line with the oversubscription criteria.

A place will be offered at the school requested provided there is a vacancy in the appropriate year group. Where the year group is full and it is not possible to meet the parental preference, a place will be offered at the nearest primary school with a vacancy in the year group.

The address used to process the application will be the address where the parent and child normally live and they must be living there at the time of application.

Admission of one child to a primary school does not give a right of admission for brothers or sisters, if places are not available for all at the same time.



CONSULTATION ON ADMISSION ARRANGEMENTS FOR BRENT COMMUNITY SCHOOLS FOR 2021/2022 ENTRY

October 2019

Introduction

1. In accordance with the School Admission (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012 the admission authorities for schools located in the London Borough of Brent are required to consult where changes are proposed to admission arrangements. A consultation period must run for a minimum of 6 weeks and take place between 1 October and 31 January of the year before those arrangements are to apply.
2. This consultation starts on **Tuesday 22 October 2019** and will end on **Tuesday 3 December 2019** and applies to admission to the academic year from September 2021 until August 2022.
3. Brent Council is the admission authority for 30 community primary schools in the borough. These are indicated below with their proposed Published Admission Number (PAN) for 2021 Admission

Community Primary Schools 2021/22 Academic Year	PAN
Anson Primary School	52
Barham Primary School	120
Brentfield Primary School	90
Byron Court Primary School	150
Carlton Vale Infant School	60
Chalkhill Primary School	60
Donnington Primary School	30
Elsley Primary School	120
Fryent Primary School	120
Harlesden Primary School	60
Kingsbury Green Primary School	90
Leopold Primary School	120
Lyon Park Primary School	120
Malorees Infant School	60
Mitchell Brook Primary School	90
Mora Primary School	60
Mount Stewart Infant School	90
Mount Stewart Junior School	90
Newfield Primary School	60
Northview Primary School	30
Oliver Goldsmith Primary School	60

Park Lane Primary School	60
Preston Park Primary School	120
Roe Green Infant School	120
Roe Green Junior School	120
Salusbury Primary School	90
Stonebridge Primary School	90
Uxendon Manor Primary School	90
Wembley Primary School	120
Wykeham Primary School	60

Feedback

4. The council invites feedback in writing on the proposals outlined below. Feedback should be submitted on the form provided and posted to Michael Rollin, Admissions Consultation, PO Box 1057, Wembley, HA9 1HJ or e-mailed to school.admissions@brent.gov.uk
5. Responses can also be submitted online via Brent Council's consultation portal.
6. Proposed admission arrangements will apply only to those schools listed above. The full proposed admission arrangements for 2021/22 accompany this consultation paper.

Proposed changes to the criteria

7. No material changes are proposed to the main criteria. However, it is proposed that the wording and format are updated for the purposes of clarity and understanding. The proposed changes include:
 - 1) Clarifying the definition of a previously looked after child
 - 2) Clarifying which junior schools use the third criterion 'Linked infant school'
 - 3) Expanding the definition of what would constitute a medical or social need
 - 4) Clarifying the types of acceptable evidence for this criterion
 - 5) Expanding the sources of advice which may be used in assessing these applications
8. The description of previously looked after children in the first criteria has been refined to make it clearer and easier to understand.
9. The description of linked infant schools in the third criteria has been amended to specify which schools the criteria applies to.
10. The initial description in the fourth criteria for social and medical needs now specifies that any exceptional circumstances that parents wish to be taken into account must necessitate a child's placement at one particular school.

11. The further description in the fourth criteria Medical or Social needs now suggests that recommendations for a particular school should demonstrate knowledge of the school's location as well as resources and organisation.
12. Under the heading for Medical Needs in the fourth criteria, clarity is provided that medical evidence can be provided by a GP as well as a hospital consultant.
13. Under the headings for Medical Needs and Social Needs, the final sentence has been changed to specify that advice will be sought from relevant professionals as required. Previously arrangements indicated that advice would be sought from Brent's Special Education Needs Service.

Other Changes

14. The description for 'Tie Break' Distance Measurement has been expanded to clarify children living nearer a school have priority and how places may be allocated if children live equidistant from a school.
15. Additional information has been included for the description of Twins, Triplets and children of multiple births which states that the social medical criteria will be given to siblings from a multiple birth where the other sibling has a named community school on their Education, Health and Care Plan.
16. Additional information has been included for the description of Split Residence which explains how applications will be processed and the use of an Admissions Panel to resolve any cases where it is not possible to determine which address should be used.

Other additions

17. An additional section has been added to inform how the Local Authority will process multiple applications, including the use of an Admissions Panel to resolve any cases where it is not possible to determine which application should be used.
18. An additional section has been added to inform how the Local Authority will process applications from overseas.
19. An additional section has been added to inform how the Local Authority will process applications for children of UK Service Personnel and Crown Servants.



Brent

CONSULTATION ON ADMISSION ARRANGEMENTS FOR BRENT COMMUNITY SCHOOLS FOR 2021/2022 ENTRY

Consultation Response Form


Do you agree or disagree with the proposed Admission Arrangements for 2021/2022?

- ☐ Agree
- ☐ Agree partially
- ☐ Neither agree nor disagree
- ☐ Disagree partially
- ☐ Disagree

If you have indicated that you partially agree or disagree with the proposed changes, please indicate in the box below which aspects you agree or disagree with, and provide your reasons.

Please use the space below for any other comments you would like to make about the proposed admission arrangements.

Your response should be submitted by **Tuesday 3 December 2019** to:
Michael Rollin, Admissions Consultation, PO Box 1057, Wembley, HA9 1HJ
or e-mailed to school.admissions@brent.gov.uk

	Cabinet 14 January 2020
	Report from the Strategic Director Regeneration and Environment
Morland Gardens Redevelopment	

Wards Affected:	Stonebridge
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Seven: Appendix 1: Morland Gardens Project Overview Appendix 2: Consultation feedback Appendix 3: Brent Start Performance Data Appendix 4: Sustainability in Design Appendix 5: Equality Impact Assessment (EIA) Appendix 6: Brent Start Demographic Data Appendix 7: Economic Indices of Deprivation
Background Papers:	N/A
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	<p>Matt Dibben – Head of Employment, Skills and Enterprise Matthew.Dibben@brent.gov.uk 020 8937 1815</p> <p>Andrew Appleby – Interim Development Project Manager (Property) Andrew.Appleby@brent.gov.uk 020 8937 2869</p> <p>Glenn Miller – Head of Property Glenn.Miller@brent.gov.uk 020 8937 2050</p> <p>Akin Adenubi – Development Manager (Housing Partnerships) Akin.Adenubi@brent.gov.uk 020 8937 2518</p>

1.0 Purpose of the Report

- 1.1 To seek approval to redevelop 1 Morland Gardens, Stonebridge, London NW10 8DY, delivering a new education centre, new council homes, affordable workspace, a public facing café, and public realm improvements.

- 1.2 To outline the delivery of the ambitious mixed use scheme to improve skills and improve the quality of life of residents in an area of economic deprivation as well as housing demand, and that provides important education and civic space in an area that lacks such assets.
- 1.3 To highlight the strong level of community engagement and ward members in the design of the scheme and the support they have provided for the development.
- 1.4 To provide detail of the design, particularly the high standards of environmental sustainability that the building will achieve, outlined further in 3.31. The design is available in Appendix 1.

2.0 Recommendation(s)

That Cabinet:

- 2.1 Approve the proposal to invest up to £43m to deliver a state of the art adult education centre, 65 new affordable homes, 675 sq metres affordable workspace for start-up businesses from the local community, and a public facing café at 1 Morland Gardens.
- 2.2 Note that the proposal to invest up to £43m at 1 Morland Gardens includes the cost of the 2 year service decant and encompasses £6.5m of the GLA affordable housing grant.
- 2.3 Note the risk that if the Stonebridge Primary School Annexe isn't used for decant, outlined in paragraphs 3.43-3.47, it may not be viable to deliver the project in accordance with the delivery timetable at paragraph 3.42, with there being various risks as detailed in paragraph 3.48, to include a risk that alternative capacity for classes could not be found, meaning a period of 2 years where Brent Start would have to close a significant portion of its provision.
- 2.4 Delegate authority to the Strategic Director Regeneration and Environment, in consultation with the Cabinet Member for Schools, Employment and Skills, to carry out the consultation process with third parties prior to appropriation and thereafter to consider responses prior to appropriating 1 Morland Gardens.
- 2.5 Delegate authority to the Strategic Director Regeneration and Environment to appropriate 1 Morland Gardens for planning purposes and use its powers under section 203 of the Housing and Planning Act 2016 to override third party rights.
- 2.6 Approve the procurement of a delivery partner to deliver the redevelopment of 1 Morland Gardens.
- 2.7 Delegate authority to the Strategic Director Regeneration and Environment to approve the pre-tender considerations for the procurement of the delivery partner and thereafter arrange for Officers to evaluate tenders on the basis of the approved evaluation criteria.
- 2.8 Delegate authority to the Strategic Director Regeneration and Environment in consultation with the Cabinet Member for Schools, Employment and Skills, to award the contract for a developer partner.

3.0 Background

- 3.1 The council fully owns 1 Morland Gardens, which presents an opportunity to deliver an innovative and high quality mixed use development in the heart of Stonebridge and on the doorstep to the communities of Church End and Harlesden. This encompasses new council homes, a new adult education centre, affordable workspace, and a café for housing tenants, learners and the wider public.
- 3.2 Involvement of residents and local stakeholders to date suggests that there is great appetite to take forward such as scheme. Engagement with the community has highlighted its potential to deliver much-needed council homes and to put Brent Start on the map with a high quality facility. In addition, the building also respond to a range of local aspirations in the community by providing access to the new facility for community rental on evenings and weekends and partnership uses.
- 3.3 The Community Steering Group (see para. 3.11 for representation) articulated the opportunity to create an environment for people to access education, employability support and jobs, self-service IT for learning and to access services, social housing, as well as much needed spaces for networking and community activity such as the new café and hire facilities (e.g. of the hall and classroom spaces).
- 3.4 The Community Steering Group will ensure that the community continue to steer how this asset can be utilised for the benefit of local residents and businesses.
- 3.5 The design and function of the new building responds to the Borough Plan 2019-23 aspirations:

3.5.1 A future built for everyone and an economy fit for all.

Higher Level Skills Achievement:

- 7% of residents having no qualification and 28% of residents do not have NVQ 2 qualifications (equivalent to 4/5 GCSEs A-C), which in particular hampers people's ability to access employment.
- The education centre will be a major contributor to Brent Start's ability to improve skills in the borough for the benefit of local communities. 42% of Brent Start's learners reside in the five most deprived Wards of the borough.

High Value Employment and Increase in Average Wage:

- Currently Brent workers are relatively low paid with almost one third of residents (31%) earned less than the London Living Wage – the second highest rate in London, after Newham. Brent Start supports residents to develop skills to access quality work (preferably paid Living Wage and not zero hour contracts). Also to develop skills of residents in-work, to help them progress in employment.

- The new enterprise hub will also be a boost for local business start-ups, providing support to residents with latent skills that aren't being utilised.

3.5.2 Housing Supply

Increased social and council housing supply:

- There are 12,200 households currently in affordable housing need in Brent. Of these, 3,657 currently occupy housing that does not meet their needs. Also, to re-house residents currently in Temporary Accommodation (TA), from the current cohort of over 2,300 homeless households living in TA.
- The new scheme provides 65 new social rented homes that will assist in responding to this need.

3.5.3 Every opportunity to succeed.

Outcomes for Young Black Men:

- In 2016, the unemployment rate for Black Caribbean and Black African young men (aged 16 to 24) was 29%. This was almost double the average unemployment rate for all young men, which was 15%.
- The Moving on Up project to support young black men into quality employment has highlighted the demand from the community for access to entrepreneurship programmes. There are opportunities to link the Moving on Up project to the new enterprise workspace to support self-employment skills and start-up businesses.

Outcomes for residents with learning disabilities:

- There are 648 service users 18-64 years old known to social care, of which 18 (2.8%) are in employment, compared to a London average for 2017-18 of 7.5%, with some London boroughs achieving over 10%.
- The specification for the café will make available social value opportunities to support Brent Start learners with learning disabilities, building on the existing café enterprise programme. This will help them to gain work experience and improve their skills and where appropriate to access employment.

3.5.4 A borough where we can all feel safe, secure, happy and healthy.

Employment and health:

- In 2019 there are over 10,800 residents in receipt of Employment Support Allowance (ESA) in Brent, the out of work benefit related to disability or sickness. Of this number, over 5,000 are known to have a mental health issue.
- The Work and Health Programme provided by The Shaw Trust will be able to provide outreach support from the building, responding the Mental Health and Employment Outcome Based Review findings, ensuring that there is a locally accessible offer linking health and employment.

Preventing re-offending:

- The new Bright Futures project to help ex-offenders into employment can run skills related activities in the building.

Community Involvement

- 3.6 The community have been involved throughout the project to ensure the design responds to their feedback and that the uses of the building reflect local needs and aspirations.
- 3.7 The Ward Members of Stonebridge Ward have been involved, with their feedback contributing to the mix of uses and the design, with the following results:
- Preference was given for delivery of social housing.
 - Members were supportive of the need for a new education centre.
 - Members were supportive of the proposed Community Steering Group to bring together local stakeholders to discuss the future building, its uses, and further community engagement focus groups that have since been delivered.
- 3.8 A Community Steering Group has been established and has met twice to date. The group includes local churches, voluntary and community sector and housing association representatives from Stonebridge, Church End and Harlesden. They approve of the mix of uses and design of the building.
- 3.9 A steer from the Community Steering Group was for new homes to be council housing and that there should be an appropriate proportion that are for families.
- 3.10 They have also reflected that the facility can put Brent Start on the map whilst simultaneously becoming an asset that can be utilised by the local community. The steering group highlighted the following:
- The affordable workspace should prioritise access to start-up business support for local businesses. It will be able to support entrepreneurship, skills and employment for young people and adults. It should be leased to a provider to deliver an innovative enterprise function that is focussed on engagement with the local community. It is an opportunity to establish creative enterprises in a shared workspace, with on-hand training and business support.
 - The space will be available for hire for use by partners for activities relating to skills, employment, enterprise, and related provision such as financial inclusion and health advice.
 - The space will be available for hire on evenings and weekends.
 - The café should be open to the public as there is a gap in this offer locally at Hillside.

- Employment programmes such as the Brent Works, Work and Health Programme and vocational courses commissioned by the Department for Work and Pensions should be delivered from the centre to help with progression to employment.

3.11 The Steering Group representatives are:

- St Michael and All Angels Church: Sarah Liebert (Vicar)
- The Five Previous Wounds Catholic Church: Antonio Ritaccio (Parish Priest)
- Bang: Errol Donald (Creative Director)
- Crisis: Atara Fidler (Director)
- Catalyst Housing: Sahil Khan (Head of Community Engagement)
- Hyde Housing: Evelina Sredovska (Community Engagement Manager)
- Brent Council: Matt Dibben (Head of Employment, Skills and Enterprise)

3.12 Consultation on the proposed scheme and the uses proposed has been ongoing since April 2019, including a range of opportunities for local residents, staff and students of Brent Start to contribute. This included a number of open days at the existing Morland Gardens site where designs were available for people to comment on. The consultation timeline and a summary of feedback is available in Appendix 2.

Brent Start – Adult Education

3.13 Morland Gardens is the location of the adult education facility for Brent Start. It is in need of significant repairs and investment and part of building is now unusable due to subsidence. It also only partially utilises the council owned site and is low in density.

3.14 A new state of the art centre is needed to create an aspirational learning environment for the community, partners, learners and staff. This is a key workstream in delivering the aim for Brent Start to become Ofsted Outstanding, as identified in the Borough Plan 2019-23.

3.15 The new facility will help to put Brent Start on the map, raising its profile in the community and borough wide. It will be an asset to be utilised with and by the local communities of Stonebridge, Harlesden and Church End, the areas of Brent with the lowest average income, skills, and highest economic inactivity.

3.16 In 2018-19 Brent Start has supported 2,780 learners. A summary of performance is attached in Appendix 3.

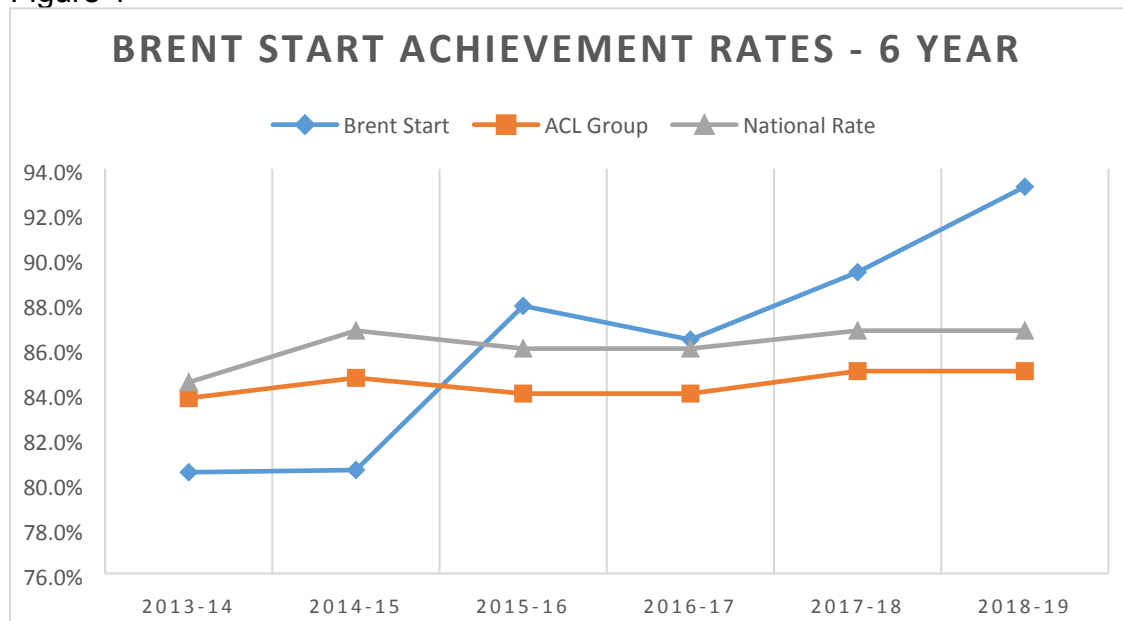
- 42% of Brent Start learners are from Brent's five most deprived Wards.
- 30% of learners were employed and seeking to improve their skills for work
- 41% were unemployed or economically inactive and looking for work.

- 29% are economically inactive and not seeking work (this can include residents claiming Disability Living Allowance, full fee payers, people on low wages but not claiming benefits, or retired).

3.17 The performance of Brent Start was judged by Ofsted in 2017 to be Good. The service now self-assesses overall as Outstanding with areas of Good.

3.18 It has an achievement rate (those that start a course that successfully complete) over 93%, higher than the national average and a 10% increase in the last 4 years. See Figure 1 below.

Figure 1



3.19 96% customer satisfaction verified by an independent survey by the Education Skills and Funding Agency.

Housing

3.20 The upper floors will provide 65 social rented homes. The proposed breakdown of 1-4 bed units is outlined in Figure 2, with 32% of units being 3 and 4 beds, above the planning policy requirement of 25%.

Figure 2: Housing Unit Mix

Floor	1 bed (46-51m ²)	2 bed (63-76m ²)	3 bed (86-99m ²)	4 bed (99-117m ²)	Cumulative Units
1	4	6	1	7	18
2	4	3	0	1	8
3	5	1	2	1	9
4	5	1	2	1	9
5	5	1	2	1	9
6	1	2	1	0	4
7	1	2	1	0	4
8	1	2	1	0	4
All Floors	26	18	10	11	
	40%	28%	15%	17%	
	Total Units				65

- 3.21 Housing is arranged in two residential blocks, which are 5 and 8 stories, which are positioned around a broad courtyard. 75% of units are dual aspect and 82% have an outlook onto the central courtyard
- 3.22 The larger 4 bed maisonette units are situated between the two residential blocks, either side of the central courtyard.
- 3.23 All units have access to a series of high quality landscaped amenity spaces in addition to their own private balconies and terraces, which meet with National Space Standards. The total amenity on site is over 2,200 sq. m, which amounts to 78% of the building footprint. This additional provision adheres to Brent policy DMP19. Of these spaces 645 sq. m is dedicated play space.
- 3.24 The primary courtyard shelters residents from the busy urban environment and forms a reservoir of clean air. This high quality landscaped space will promote outdoor living and healthy lifestyles. It will also be an active and sociable space as 9 units are accessed directly from it. A secondary courtyard offers a more open outlook and a large play area. An upper terrace at the 6th floor will create a further amenity zone for residents to enjoy. Each unit has access to at least one private balcony with in-built planters to promote gardening and care of plants.

Community Uses

- 3.25 Victim Support currently occupy 110 sq. m of space at Morland Gardens. A record of the lease has been obtained that shows agreement with Victim Support to occupy such space on a 99 year lease, starting in 2010, with no rental fee.
- 3.26 The council is in dialogue with Victim Support to consider options for them moving into a discrete area of workspace, circa 50 sq. m, that is available in the new building, and how they can be supported during the development.
- 3.27 The new workspace within the building will be leased to an external operator. The focus of the specification for the lease is proposed as a Creative Enterprise Hub for local entrepreneurs.

- 3.28 The proposal for the café is for it to be leased to an external operator and social value will be sought through the lease.
- 3.29 The education facility will be set-up flexibly so that the halls and classrooms can be utilised for hire by the local community and services in the borough. Examples provided by the Community Steering Group include use by employment programmes, as well as community uses such as local functions.

Design Quality and Sustainability

- 3.30 Below provides the existing site footprint, the current uses, and those proposed through a new development. The development land is within the red line boundary in Figure 3.
- 3.31 The site will vary in heights, responding to the surrounding context, with the highest point at 8 stories at the corner of the site adjacent to the crossroads.
- 3.32 The adult education offer will be based on one floor at ground level. Due to the slope of the site, affordable workspace, plant and service access will be at the lower ground level. New homes will be on floors 1-8.

Figure 3: Morland Gardens site red line and existing uses



Existing Uses	Proposed Uses
Brent Start - 1,630 sq.m	Brent Start - 2,600 sq.m
Public Realm - 800 sq.m	Public Realm - 800 sq.m
	65 new social rented homes. GIA (Gross Internal Area): 6073 sq.m
	Affordable Workspace - 675 sq.m

- 3.33 The existing building has a section that is locally listed, see Figure 4. This is not a statutory designation, however, its history is as a Victoria villa. The exterior is intact but the interior has been significantly affected over decades of use as an education centre. This must be taken into consideration in planning decisions. The listing has informed the proposed design of the building.

- 3.34 Development options that retain the locally listed building have been explored, but to achieve this, it would considerably reduce the size and viability of the scheme. In summary, retention of the building would deliver half of the proposed new homes (32 less) and 30% less education space.

Figure 4: Area of the existing site that is locally listed.



- 3.35 The Council requires high design standards to allow the replacement of a local listing. This facility will meet with the BREEAM Excellent standard and incorporate the latest sustainable approach to building technologies, construction materials and procurement methods. This standard is also Brent's policy requirement for all major non-residential development.

In summary, the scheme has the following environmental credentials, see Appendix 4:

- At 35m, this will be one of the tallest buildings in the UK with a structure of Cross-Laminated Timber (CLT). CLT uses far less embodied carbon than either steel or concrete significantly reducing our carbon footprint and dramatically speeds up the build time. Our building also uses an innovative hybrid steel reinforcement in its fire-proof external wall to ensure that it is fully compliant with recent changes in legislation.
 - BREEAM excellent accreditation ensures we are meeting the highest energy saving standards.
 - It is a mixed-use building that will use innovative thermal storage techniques which allows the excess energy produced by the adult education building to heat water and power utilities in the residential towers. Air source heat pumps will power this system and are far more fuel efficient than traditional gas or oil boilers.
 - Extensive gardens over four terraces ensure that no external space is wasted, promoting bio diversity as well as encouraging residents to spend time outside.
- 3.36 National, regional and local policies all require a high standard of elevation design and materials. This is reinforced by the fact the proposed scheme will

replace a Locally Listed building and deliver equal or improved quality to the urban environment.

- 3.37 Pre-application dialogue with planning has confirmed that the existing building does not need to be retained and the proposal for the development is to remove the existing building in its entirety in order to deliver the benefits of the scheme.

Public realm

- 3.38 This project will improve the public realm in Stonebridge. A key part of the works will be to repair and upgrade an existing community garden, which dates from the 1994 Harlesden City Challenge.
- 3.39 The scheme will also see wider pavements and new street trees planted along Hillside. This will link the repaired garden to the existing high quality public spaces in front of the Hyde Housing community building immediately to the west of the site.
- 3.40 The public realm should also respond to wider work in partnership with Transport for London, with the council working on the initial design stages of Cycle Future Route (CFR) 23 (Wembley to Willesden Junction). The proposed improvements on Hillside will take into consideration this new cycle route.

Delivery Timetable

- 3.41 The following timetable is proposed:

Milestones	Timescale
Architects commissioned	November 2018 - complete
Cabinet Member consultation (including Leader, Deputy Leader, Lead Member for Housing and Lead Member for Education, Employment and Skills)	February-March 2019 - complete
Ward Member consultation	March 2019 – August 2019 - complete
Engagement with Victim Support	March - December 2019 - complete
Brent Start management consultation	February 2019 - complete
Pre-application meetings with Planning	March 2019 – complete April 2019 – complete August 2019 – complete
Learner, staff, and community consultation	April 2019 - September – complete
Steering group focus group	August and September 2019 – complete

X3 focus groups with residents organised in partnership with steering group members	September 2019 – complete
Decant Options Study for Brent Start	August-November 2019 – complete
Cabinet approval	January 2020
Submission of Planning Application	January 2020 (following Cabinet)
Planning approval	April 2020
Commission development partner	February – July 2020
Developer mobilisation	July - August 2020
Decant and vacant possession	August 2020
Development commences	September 2020
Development completed	July 2022
Service Go-Live	September 2022

Decant of the Adult Education Service and Victim Support

- 3.42 The delivery timetable (see 3.42) suggests that Brent Start will require an alternative location for delivery for two academic years. The proposed timescale will mean that decant will be required from August 2020 to August 2022, with completion of decant out of Morland Gardens required by the end of August 2020.
- 3.43 An extensive search has been undertaken to identify alternative property arrangements.
- 3.44 The preferred option is The Stonebridge Primary School Annexe, which is located nearby to the Morland Gardens site, is council owned, vacant and an education building. Circa £0.5m is required to refit the building and to move equipment from Morland Gardens. A maximum of £1.5m is available from the Capital Transformation Fund as a contingency to complete the decant.
- 3.45 It is proposed that the site is used for an interim period of two years as an adult education provision, to enable the decant and redevelopment of Morland Gardens. Legal advice has been provided that clarifies that the building can be used for the decant period for Brent Start as an adult education use. This doesn't require change of use.
- 3.46 This outdoor space on site is subject to a proposed application under Section 77 of the School Standards and Framework Act 1988 to the Education and Skills Funding Agency (ESFA), which will change the use of the 'playground space' from education to residential to enable the redevelopment of the site.

The use of the Stonebridge Primary School Annexe for adult education means that the development of the site will need to be phased. This is based on the Morland Gardens development starting in September 2020 and completing by

September 2022. Once the building is vacant, this part of the site can be developed.

If the Section 77 application is approved by the Department for Education to develop the outdoor area of the site as residential, this can be developed as a separate phase.

- 3.47 If this option is not progressed for the decant, this creates a series of risks.
- There is not sufficient space elsewhere in the borough to deliver the full Morland Gardens based provision, other than space in Strategic Industrial Land (SIL), which wouldn't be preferable for adult education.
 - Best endeavours would be made to deliver some provision from other community or civic venues, but it would mean a significant reduction to the service.
 - A significant reduction in service would require negotiation with the GLA to agree a temporary reduction to the contract value, which would then be at risk longer term of not being re-set at its current level when the Morland Gardens project completes.
 - It would also create a HR risk, as a number of staff may be made redundant because of a two-year reduction in service.

Facilities Management

- 3.48 The new building will be encompassed within the new Facilities Management arrangements for the council's properties, with the same arrangements as the Civic Centre and Willesden Green Library.

4.0 Financial Implications

- 4.1 The build cost of the scheme is estimated to cost up to £43m after incorporating professional fees, CIL liabilities, fit-out and decant costs.
- 4.2 The build cost for the affordable homes will be supplemented by GLA grant of £100k per unit, which equates to £6.5m.
- 4.3 Up to £1.5m is required to implement alternative property arrangements for the decant of the Adult Education service, although the aim is to spend less than £0.5m if the preferred option is taken forward. It is proposed that this element of the scheme is funded by a one off call on the capital transformation reserve. The preferred option is the Stonebridge Primary Schools Annex, which is a council owned site.
- 4.4 Officers have evaluated the proposal by undertaking a high level analysis that aggregates the annual rental income and associated costs profiled over a duration of 60 years and discounted to convert to today's values.
- 4.5 The residential element of the scheme will be paid for with a combination of GLA capital grant (see para 4.2) and HRA borrowing as all units are affordable in the scheme, which is now possible following the lifting of the HRA debt cap. The residential element of the scheme pays for itself after 50 years via housing

income from rents. For the purpose of this analysis, the 65 units are assumed to be let at LAR (London Affordable Rent) levels.

- 4.6 It is proposed that the Education centre and workspace is funded entirely from Strategic Community Infrastructure Levy (CIL), other than the £1.5m call on the capital transformation reserve for the decant. If agreed, there will be no borrowing costs arising and no impact on General Fund revenue.
- 4.7 In addition, the Education Centre attracts some fee income of circa £0.07m per annum and external revenue grant of £3m per annum from the GLA, whilst the Workspace is expected to generate additional rental income of approximately £0.08m per annum at an affordable rate of £11 per sq.ft.
- 4.8 The following table outlines the estimated scheme costs, sources of funding and payback periods.

Element of the scheme	Total cost	Funding Source	Cost	Average annual revenue cost/ (surplus) after debt repayment	Payback period for borrowing (years)
Education and Workspace (including café)	£16.7m	Strategic CIL	£15.2m	(£85k)	N/A
		Capital Transformation Fund	£1.5m		
Housing	£26.2m	GLA Grant (at £100k per unit)	£6.5m	(£651k)	50
		HRA Borrowing	£19.7m		

- 4.9 Ongoing revenue expenditure for facilities management, utilities and rental of the Education Centre has been factored into the service budget.

5.0 Legal Implications

- 5.1 The report details that consultation regarding proposed development of the site has taken place with Brent Start learners and staff, and members of the community. Members should have full regard to the outcome of such consultation in considering proposals for the proposed development.
- 5.2 Victim Support occupy 110 sq. m of space at Morland Gardens. Evidence of the legal agreement has not yet been found, but a letter exists from Victim Support in 2010 suggesting that a 99 year lease at peppercorn rent was agreed with the council. Subject to further checks, the council will therefore need to

negotiate accommodation arrangements with Victim Support, which is likely to require that Victim Support is offered space in the new community space in the building. Victim Support has suggested that they are willing to enter a new lease at an affordable rent.

- 5.3 In relation to the proposal to lease the Café and lease a space to Victim Support for less than market rent section 123 of the Local Government Act 1972 places the Council under a statutory obligation to obtain best consideration in relation to the disposal of its property assets other than for leases for a period of seven years or less. The Secretary of State provides general consent which allows the Council to dispose of properties at an undervalue where the value between the actual consideration/rent paid and the undervalue does not exceed £2m and the disposal adds to the economic, environmental and social benefit of the Borough. It is advisable to evidence this by showing the well-being benefit in financial terms.
- 5.4 In view of the new development and the new height of the building, prior to progressing this matter any further a legal report should be undertaken which would highlight any third party rights and covenants on the land that may restrict the ability to develop the land. A right to light surveys report will also need to be undertaken. The reports will set out any compensation payable to neighbouring owners.
- 5.5 Section 122 of the Local Government Act 1972 and section 232 of the Town and Country Planning Act 1990 provides the Council with powers to appropriate land to planning purposes – section 255 of the Town and Country Planning Act 1990 provides statutory powers to build and develop land appropriated to planning purposes.
- 5.6 Third party rights highlighted in the legal report can be overridden where the Council invokes its powers section 203 of the Housing and Planning Act 2016. Compensation may be payable to third parties. Prior to using these powers, however the Council will need to consult those with the benefit of the third party rights for a period of ten to thirteen weeks. This amount of time should be taken into consideration in the build timeline. Compensation may be payable to third parties
- 5.7 Appropriation of the Site for planning purposes would facilitate the carrying out of the development provided that there is a compelling case in the public interest to appropriate the site for planning purposes, as developing the Site would serve the public interest by providing new and improved housing and community facilities and accordingly, such development outweighs the effect of the appropriation on the private rights of individuals.
- 5.8 The Strategic Director Regeneration and Environment should state prior to appropriation that 1 Morland Gardens is surplus to requirements.
- 5.9 Current estimates of build cost (excluding decant) are up to £42m. This would be a classed as a High Value Contract under the Council's Contract Standing Orders and Cabinet approval is required to procure such contract. Cabinet is asked to delegate the setting of pre-tender considerations and the evaluation of tenders to the Strategic Director Regeneration & Environment. Also Cabinet is asked to delegate the subsequent award of the contract with a developer partner to the Strategic Director Regeneration & Environment in consultation

with the Lead Member for Regeneration, Property & Planning. The estimated value of the contract is such that it is subject to full application of the Public Contracts Regulations 2015 in respect of its procurement.

- 5.10 Authority to undertake highway works is delegated to the Strategic Director Regeneration and Environment provided the highways and transportation matters involving expenditure over £2m for services and supplies and or £5m works;
- 5.11 There is a General Power under section 62 of the Highways Act to make improvements to the highway.
- 5.12 Advice has been received from Sharpe Pritchard that consent from the Secretary of State in relation to section 77 of the School and Standards Framework Act 1998 is not required in relation to this matter as the Council only intends to use the school building and not the playing fields.
- 5.13 The intended use of the school building for adult education purposes however constitutes a change of use and the Council is therefore under an obligation to advise the Secretary of State of the change of use in accordance with schedule 1 of the Academy Act 2010. A letter should be sent to the Department for Education (DoE) to inform them of the change of use prior to occupation.

6.0 Equality Implications

- 6.1 The decant of Brent Start may result in provision being delivered for the period of development in a location elsewhere in the borough, before returning to Stonebridge upon completion of the site. More vulnerable learners will be supported to establish new travel plans, for example, adults with learning disabilities. Childcare advice will also be given.
- 6.2 An Equality Impact Assessment has been completed, see appendix 5, showing that the scheme has a number of benefits, including improved accessibility to the adult education centre on one level (the current building includes areas that are not accessible to people with physical disabilities), a new prayer room is to be provided, and the social housing will be allocated based on the Housing Allocations Policy.
- 6.3 Brent Start learners are from a highly diverse demographic base (see Appendix 6) and communication regarding the decant and new development will need to be clear and provided with significant advance notice of the changes.
- 6.4 Equality implications will continue to be reviewed on an ongoing basis.

7.0 Consultation with Ward Members and Stakeholders

- 7.1 The Stonebridge Ward Members have been consulted and were supportive of the scheme being progressed. They have also been consulted on the approach to public consultation and approved a three phase consultation, starting with Brent Start learners and staff, followed by wider public engagement, and the establishment of a stakeholder steering group and additional community focus groups.
- 7.2 Brent Start learners and staff were consulted in April and September 2019.

8.0 Human Resources/Property Implications (if appropriate)

8.1 Brent Start staff have been consulted.

8.2 Clear and ongoing communication with staff will be required to ensure they understand the interim arrangements during delivery of the new building in order to adjust their travel to work plans.

Report sign off:

AMAR DAVE

Strategic Director Regeneration &
Environment

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Resident's Courtyard

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Appendix 2: Morland Gardens Redevelopment – Consultation Timeline and Feedback

The consultation timeline and a summary of feedback is as follows.

Phase – description	Date(s)	Notes
Students of Brent Start and residents of the local area	April 2019	<p>4 consultation events were hosted at Morland Gardens for staff, students, and the local community in April to May 2019.</p> <p>Over 100 respondents fed into the events.</p> <p>89% of consultees approved of the scheme, 3% disapproved, and the remainder neither approved or disapproved.</p> <p>Positive comments included:</p> <ul style="list-style-type: none"> - Provision of an open resource centre with self-service computers and a small library space. - More overall space and larger classrooms - Better security for students/ a controlled access point - More social space - Mixed use development with housing and workspace - Provision of a multi-faith room - College space is all on one level, ground floor - Location of a public facing café that is lacking in the area.

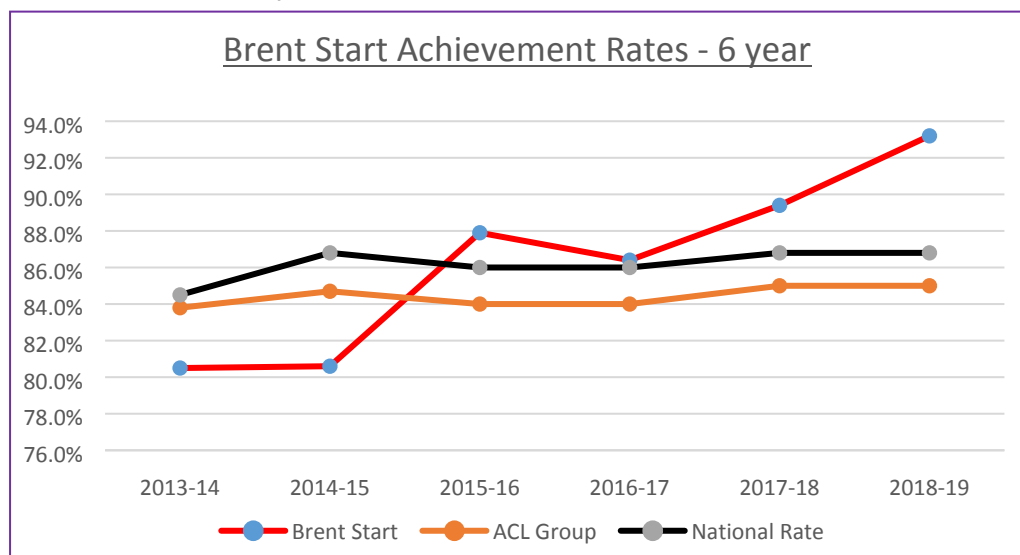
		<p>Negative comments, although from a minority of respondents, included:</p> <ul style="list-style-type: none"> - Less parking for staff or students - Would prefer no housing in the scheme. - No outdoor space for students - Only single entrance - Concern over decant of college during build. - One respondent, the Willesden Heritage Society, suggested retaining the Victorian Villa. <p>How the feedback has informed the scheme:</p> <ul style="list-style-type: none"> - The scheme is in an area with strong transport connectivity, it is a car free development, only with spaces for housing and education use to meet the disability access requirements. - The majority were supportive of new homes if social housing, so this has not been removed from the proposition. - Outdoor garden space has been provided within the new designs for Brent Start staff and learners. - An additional entrance has been provided via the public café to the education centre. - Decant options have been considered and disruption to staff and learners will be minimised by delivering this in holiday periods.
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		<ul style="list-style-type: none"> - The proposed scheme will remove the Victorian Villa, as it compromises delivery of the education centre and new homes. The design has been updated to provide features that reflect the existing use, such as additional use of arches throughout the façade.
Ward Member meetings	<p>April 2019</p> <p>July 2019</p>	<p>All Stonebridge Ward Members attended sessions with the architects. Feedback included:</p> <ul style="list-style-type: none"> - The need for a new high quality adult education centre, as the current building is in very poor condition and not aspirational for the local community. - New housing should be entirely social housing and should not include any market sale homes. <p>An additional meeting was held in July 2019.</p> <ul style="list-style-type: none"> - At this meeting it was agreed that a Community Steering Group would be established made up of local organisations and emphasised the need for community involvement in the scheme to ensure it fully benefits local residents and businesses.
Community Steering Group	<p>August and September 2019</p>	<p>Focus groups held in Church End, Stonebridge and Harlesden reflected the following:</p> <ul style="list-style-type: none"> - Very supportive of the building design and proposed mix of housing (particularly as social rented housing and the number of 3 and 4 bedroom homes), as well as the new education and workspace facilities. - The group want to work together with the council to create an ambitious proposal for the uses in the building that supports local partnership working, focussed on the skills and employability of residents. The space could also be utilised to support entrepreneurial skills of the local community, building on the latent skills base to generate business start-ups (likely to be a maker space, utilising skills of cooking, clothing and jewellery). - Would like the café to be utilised to support learners of Brent Start and potentially respond to other issues such as homelessness or helping residents with learning disabilities.

		<ul style="list-style-type: none"> - Interested in utilising bookable areas of the centre for functions. The group believe there is demand locally for such spaces for hire in evenings and weekends. - Agreed input ideas and feedback to the internal design to ensure accessibility for the local community. One idea is to include artwork and historic information of the area to help represent the local community. <p>How the feedback will inform the scheme:</p> <ul style="list-style-type: none"> - The existing café in Morland Gardens is utilised for Brent Start learners with learning disabilities in 'café enterprise' courses. <p>For the future public facing café, this will be encouraged through the tender for an occupant.</p> <ul style="list-style-type: none"> - The building will be utilised for hire with promotion focussed in local communities, including specific partnerships. For example, The Five Precious Wounds Church would like to promote spaces for post-funeral events on weekends, something that the state is a clear gap in the local area. - Soft market testing will be completed for the affordable workspace. The focus will be on proposals to support local entrepreneurship, to use the space as an enterprise facility that can support start-ups and training.
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Appendix 3: **Headline Performance**

- **Overall Achievement Rate 93.2%**; AEB national 86.8% (tbc), Provider Type 85% (tbc)
- **Community Learning Achievement Rate 97.7%**; National rate 89.9%
- **Learner Retention Rate 96.3%**; National rate 91.1%, Provider Type 90.8%
- **Learner Pass rate; 96.8%**



Student Profile 2018-19

2,162 students; 5,731 enrolments

Employment status	%
JSA/ESA/UC claimants	17%
Other benefits /looking for work	42%
Employed	30%
Economically inactive	69%
Equalities	
Black and minority ethnic	95%
Female	84%
Male	16%
Disabilities/learning difficulties	22%
Age	
19-29 years	14%
30-39 years	35%
40-49 years	25%
50-59 years	15%
60-69 years	6%
Over 65 years	5%
Residence	
In Brent	88%
In other boroughs	12%
In 5 most disadvantaged wards	42%

Provision

558 Courses, mostly part time or short intensive

By level	%
Entry (+ Pre-entry)	49%
Level 1	11%
Level 2	3%
Other	37%

Enrol

	Enrol	%
Child Development / Learning Support	82	2%
Crafts, Creative Arts / Design	869	16%
English	263	5%
ESOL	1463	37%
Functional Skills	253	5%
Health and Social Care	17	1%
Hospitality and Catering	39	2%
ICT	424	6%
Mathematics	798	15%
Preparation for Work	497	9%
Sport, Leisure and Recreation	115	2.1%

ments by Curriculum Area

Employability and Support to Employers

Vocational Training

- Health and Social Care, Childcare, Learning Support
- First Aid
- Food Hygiene, Food Safety
- Health & Safety

Core Skills for Employment

- Mathematics, English, ESOL, ICT
- Confidence building
- Physical & Mental Health
- Health & Safety
- Careers Information and Guidance

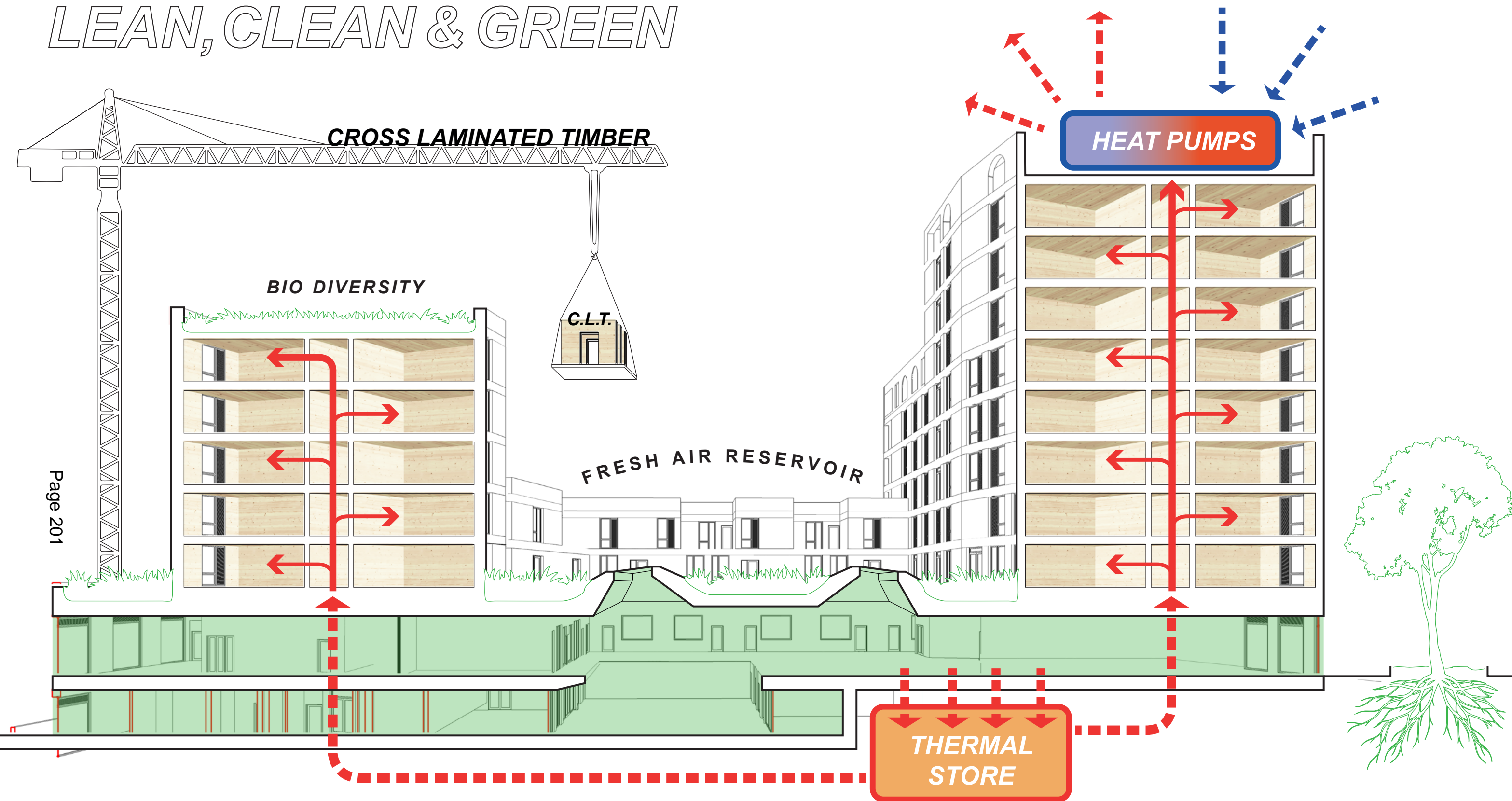
Pre-Employment Training / Employability

- WorkSkills – Job search, CV writing, interview skills
 - Sector Based Work Academies
 - Employment Skills for LLDD
 - Independent Living Skills

Other Outcomes

Destination Data		In 2017-18 we asked students to tell us about positive outcomes they had achieved during their course and their next steps as a consequence	
Intended Destination	%	As a result of my course I now have more confidence to:	
Next level at Brent start	24%	Use English when I go to the doctor/dentist	92%
Other course at Brent start	16%	Make appointments	85%
Other education institution	1%	Read newspapers / watch TV	83%
Employment	5%	Help my children with their homework	70%
Next level & employment	1%	Use the internet / write emails & letters	83%
Other course & employment	1%	Work out weekly bills	80%
Further learning at same level	29%	Go shopping	81%
Other	23%	Follow recipes	75%

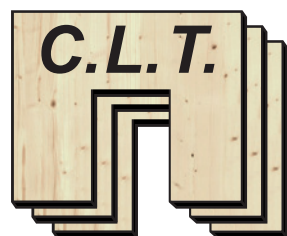
LEAN, CLEAN & GREEN



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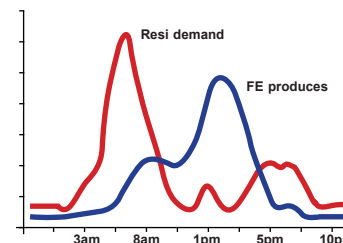


75%
less CO₂ in
Construction



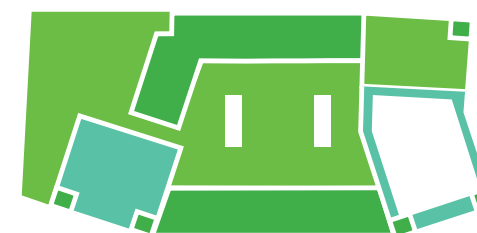
Embodied Energy Saving from CLT
over conventional concrete construction

39%
less CO₂
in Heating



Operational saving via Ambient Loop System
over separate buildings on gas power

78%
Green
Footprint



Extensive gardens give residents 2,200m² outdoor
space promoting healthy living and biodiversity

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APPENDIX 5: EQUALITY ANALYSIS (EA)

POLICY/PROPOSAL:	Morland Gardens Redevelopment
DEPARTMENT:	Regeneration and Environment
TEAM:	Employment, Skills and Enterprise
LEAD OFFICER:	Matt Dibben
DATE:	17.12.2019

NB: Please ensure you have read the accompanying EA guidance and instructions in full.

SECTION A – INITIAL SCREENING

1. Please provide a description of the policy, proposal, change or initiative, and a summary its objectives and the intended results.

The redevelopment of 1 Morland Gardens, Stonebridge, London NW10 8DY, delivering a new adult education centre, 65 new council homes, affordable workspace, a public facing café, and public realm improvements.

This replaces the existing adult education centre on site. It is a council owned site.

2. Who may be affected by this policy or proposal?

Brent Start is the adult education provider on site currently and who will move to a decant site and then back into the building when it is completed.

The adult learners are 19+ and from a diverse demographic mix primarily from within Brent.

The new housing will be provided to those on based on the Housing Allocation Policy.

New business space will be let to a third party with encouragement in the specification to engage the local community,

3. Is there relevance to equality and the council's public sector equality duty? Please explain why. If your answer is no, you must still provide an explanation.

The Equality Act 2010 and Public Sector Equality Duty informs that the Council must, in the making of decisions in exercise of its functions, have due regard to the need to:

- (a) eliminate discrimination, harassment and victimisation;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it, pursuant to s149 (1) Equality Act 2010. This is known as the Public Sector Equality Duty.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:

- (a) remove or minimise 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 protected characteristic that are different from the needs of 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.

The Public Sector Equality Duty covers the following nine protected characteristics: age, disability, marriage and civil partnership, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The development will deliver the following, with relevance to the Equality Act 2010 and Public Sector Duty:

- Brent Start provides education to circa 3,000 adults per annum from a broad geographic and demographic spectrum. This includes adults with learning difficulties and disabilities, low skills, parents and carers.
- New affordable council homes will be provided including 7 accessible units, as per planning policy, 10% of units are wheelchair adaptable, across all unit sizes. There are also disabled parking spaces for these tenants. 100% of units are affordable as London Affordable Rent (council housing).
- New affordable workspace will be provided responding to demand for low cost business space in London.

4. Please indicate with an "X" the potential impact of the policy or proposal on groups with each protected characteristic. Carefully consider if the proposal will impact on people in different ways as a result of their characteristics.

Characteristic	IMPACT		
	Positive	Neutral/None	Negative
Age	X		
Sex		X	
Race		X	
Disability	X		
Sexual orientation		X	
Gender reassignment		X	
Religion or belief	X		
Pregnancy or maternity	X		
Marriage		X	

5. Please complete **each row** of the checklist with an "X".

SCREENING CHECKLIST		
	YES	NO
Have you established that the policy or proposal <i>is</i> relevant to the council's public sector equality duty?	X	
Does the policy or proposal relate to an area with known inequalities?	X	
Would the policy or proposal change or remove services used by vulnerable groups of people?		X
Has the potential for negative or positive equality impacts been identified with this policy or proposal?	X	
If you have answered YES to ANY of the above, then proceed to section B. If you have answered NO to ALL of the above, then proceed straight to section D.		

SECTION B – IMPACTS ANALYSIS

1. Outline what information and evidence have you gathered and considered for this analysis. If there is little, then explain your judgements in detail and your plans to validate them with evidence. If you have monitoring information available, include it here.

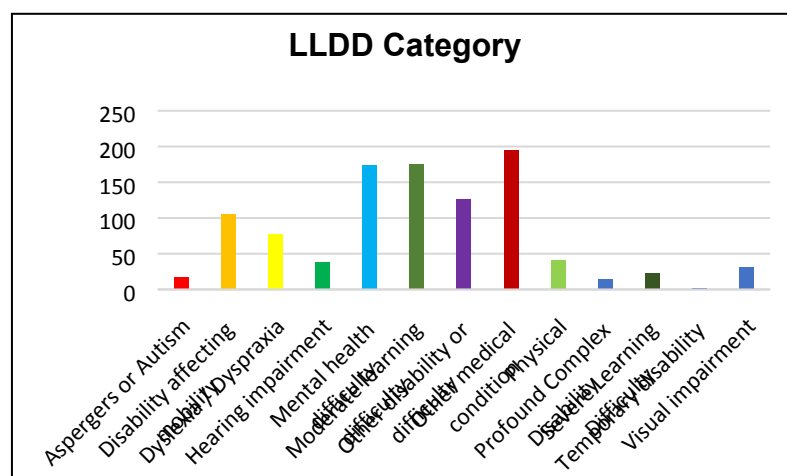
Brent Start learner demographics:

- 30% of learners are employed, 70% are economically inactive.
- 42% of learners are from the 5 most deprived wards in the borough.
- Diverse ethnicity make-up, with 20% 'Black or Black British – African' and 10.5% 'Asian or Asian British – Indian' being the largest proportion of learners.
- Age profile is diverse and covers all ages 19+

1819 Proportion of Learners by Age			
Borough	Age Band	Starts	%
Brent	19-29	679	11.7%
	30-39	1781	30.8%
	40-49	1271	22.0%
	50-59	778	13.4%
	60-69	326	5.6%
	70+	223	3.9%
Neighbouring Boroughs			12.6%

- 83% of learners are female.
- Overall 18.4% of enrolments have some form of recorded learning difficulty or disability.

Overall Enrolments by Learning Difficulty and LLDD Health Category



Meeting wider socio-economic needs:

Improving Skills

- 7% of Brent residents having no qualification and 28% of residents do not have NVQ 2 qualifications (equivalent to 4/5 GCSEs A-C), which in particular hampers people's ability to access employment.
- The education centre will be a major contributor to Brent Start's ability to improve skills in the borough for the benefit of local communities. 42% of Brent Start's learners reside in the five most deprived Wards of the borough.

High Value Employment and Increase in Average Wage:

- Currently Brent workers are relatively low paid with almost one third of residents (31%) earned less than the London Living Wage – the second highest rate in London, after Newham. Brent Start supports residents to develop skills to access quality work (preferably paid Living Wage and not zero hour contracts). Also to develop skills of residents in-work, to help them progress in employment.
- The new enterprise hub will also be a boost for local business start-ups, providing support to residents with latent skills that aren't being utilised.

Outcomes for Young Black Men:

- In 2016, the unemployment rate for Black Caribbean and Black African young men (aged 16 to 24) was 29%. This was almost double the average unemployment rate for all young men, which was 15%.
- The Moving on Up project to support young black men into quality employment has highlighted the demand from the community for access to entrepreneurship programmes. There are opportunities to link the Moving on Up project to the new enterprise workspace to support self-employment skills and start-up businesses.

Outcomes for residents with learning disabilities:

- There are 648 service users 18-64 years old known to social care, of which 18 (2.8%) are in employment, compared to a London average for 2017-18 of 7.5%, with some London boroughs achieving over 10%.
- The specification for the café will make available social value opportunities to support Brent Start learners with learning disabilities, building on the existing café enterprise programme. This will help them to gain work experience and improve their skills and where appropriate to access employment.

Employment and health:

- In 2019 there are over 10,800 residents in receipt of Employment Support Allowance (ESA) in Brent, the out of work benefit related to disability or sickness. Of this number, over 5,000 are known to have a mental health issue.

- The Work and Health Programme provided by The Shaw Trust will be able to provide outreach support from the building, responding the Mental Health and Employment Outcome Based Review findings, ensuring that there is a locally accessible offer linking health and employment.

Preventing re-offending:

- The new Bright Futures project to help ex-offenders into employment can run skills related activities in the building.

Housing needs demand:

- There are 12,200 households currently in affordable housing need in Brent. Of these, 3,657 currently occupy housing that does not meet their needs. Also, to re-house residents currently in Temporary Accommodation (TA), from the current cohort of over 2,300 homeless households living in TA.
- The new scheme provides 65 new social rented homes that will assist in responding to this need.
- The mix of affordable housing: 100% will be council housing at London Affordable Rent, which was informed thorough the consultation with the community, staff, learners, and Elected Members.
- Mix of home sizes: Within Brent, there are communities who tend to have larger family sizes. 32% of the homes in the scheme are 3 and 4 bed homes.
- Accessible homes: Many households in London already require accessible or adapted housing in order to lead dignified and independent lives: 28,000 are attempting to move to somewhere more suitable to cope with a disability and more than 267,000 need a home adaption. More Londoners are living longer and more older people are choosing to remain in their own homes rather than go into residential institutions. To address these and future needs, 90 per cent of London's new build housing should be built to Building Regulation requirement 'M4 (2): Accessible and adaptable dwellings and the remaining 10 per cent of new build housing should be built to Building Regulation requirement 'M4 (3): Wheelchair user dwellings', which is the case in this scheme with 7 of the 65 units to be accessible accommodation.

1. For each “protected characteristic” provide details of all the potential or known impacts identified, both positive and negative, and explain how you have reached these conclusions based on the information and evidence listed above. Where appropriate state “not applicable”.

AGE	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy. Lift access will be available throughout the scheme.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre. It will be accessible on one floor.</p> <p>New workspace will provide opportunities for people that aren't currently available.</p> <p>The decant location for Brent Start will need to be fitted out appropriately to be accessible. It is all on one ground floor level and has sufficient parking to ensure accessibility. It is also easily accessible via bus or Stonebridge underground.</p>
DISABILITY	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy. It will include homes with disability access, and 7 accessible homes designed for people with disabilities. There is lift access to all properties above the ground floor level.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre. It will be based across 1 highly accessible floor, as opposed to the current site that is across a number of floors, including areas that aren't accessible by wheelchair.</p> <p>A Changing Places toilet will be considered for inclusion in the education centre.</p> <p>Dementia friendly design principles will be adopted for the garden space.</p>

	<p>Input to the Community Steering Group will also be sought from a disability charity. Bang who are on the group provide expertise in mental health.</p> <p>Two contemplation rooms are being provided in the new building, which can be utilised for mental health first aid or meditation as well as for prayer.</p> <p>New workspace will provide opporutnities for people that aren't currently available.</p> <p>The decant location for Brent Start will need to be fitted out appropriately to be accessible. It is all on one ground floor level and has sufficient parking to ensure accessibility. It is also easily accessible via bus or Stonebridge underground.</p>
RACE	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre.</p> <p>New workspace will provide opportunities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p>
SEX	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre. There is a greater proportion of women than men accessing the adult education, which the new centre can seek to redress by providing access to a wider range of services on site.</p> <p>New workspace will provide opporutnities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p>

SEXUAL ORIENTATION	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre.</p> <p>New workspace will provide opportunities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p> <p>The offer will be available to residents with all protected characteristics and will not disadvantage any of them.</p>
PREGANCY AND MATERNITY	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre.</p> <p>Brent Start provides Family Learning and has flexible access to courses for parents or parents to be. There is collaboration with the nearby children's centres at Fawood and Curzon.</p> <p>Childcare support is available via a flexible fund at Brent Start, allocated on a needs basis. Childcare advice is also provided and signposting is given to the Childminder network locally and Family Information Services.</p> <p>New workspace will provide opportunities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p>
RELIGION OR BELIEF	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre.</p> <p>The new centre will have two contemplation rooms, which are not, which is not available in the current building. Current prayers take</p>

	<p>place in any free space that can be found but there isn't a dedicated space.</p> <p>New workspace will provide opportunities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p> <p>The project has involved input from a Community Steering Group including two of the local churches in the area to encourage involvement from the local community.</p> <p>The offer will be available to residents with all protected characteristics and will not disadvantage any of them.</p>
GENDER REASSIGNMENT	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre.</p> <p>New workspace will provide opportunities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p>
MARRIAGE & CIVIL PARTNERSHIP	
Details of impacts identified	<p>More social housing will be made available. This will be allocated based on the Housing Allocations Policy.</p> <p>The new adult education centre will be available for 19+ year olds. Demographic information shows a broad range of residents accessing Brent Start. The new centre will be larger and have greater capacity than the existing centre.</p> <p>New workspace will provide opportunities for people that aren't currently available. The aim of the lease is to focus on opportunities for local residents.</p>

2. Could any of the impacts you have identified be unlawful under the Equality Act 2010?

No.

3. Were the participants in any engagement initiatives representative of the people who will be affected by your proposal and is further engagement required?

Participants were from the local community representing the diverse demographic make-up of the local area. This included over 150 residents and a Community Steering Group of local representative groups, as well as engagement with Brent Start staff and learners.

Further engagement activity will take place to inform the management and utilisation of the building, including the Community Steering Group made up of local partner organisations, as well as local residents who will be able to utilise the building.

4. Please detail any areas identified as requiring further data or detailed analysis.

Evaluation will be required on the redesign of the decant option at the Stonebridge Primary School Annexe, to ensure it is sufficiently accessible.

The Brent Start service and future lease of the affordable workspace should continue to engage with the local community to assist with communication and access. E.g. if materials are required in different languages or formats to ensure breadth of access to available opportunities by the community.

5. If, following your action plan, negative impacts will or may remain, please explain how these can be justified?

There are not any further negative impacts following the action plan and proposed mitigations.

6. Outline how you will monitor the actual, ongoing impact of the policy or proposal?

The housing allocations will be managed according to policy and recorded/ monitored.

The Brent Start enrollments to courses are monitored based on demographics (according to data that is offered by learners, it is not mandatory for learners to complete equality monitoring forms or to complete all sections of them).

There are also regular surveys of staff and learners at Brent Start.

The lease agreement for the affordable workspace will need to include a requirement for demographic analysis of its users of the business space.

SECTION C - CONCLUSIONS

Based on the analysis above, please detail your overall conclusions. State if any mitigating actions are required to alleviate negative impacts, what these are and what the desired outcomes will be. If positive equality impacts have been identified, consider what actions you can take to enhance them. If you have decided to justify and continue with the policy despite negative equality impacts, provide your justification. If you are to stop the policy, explain why.

The redevelopment provides improved accessibility and contemplation/ prayer facilities for the Brent Start adult education service.

The decant building for Brent Start is in a similar location, set across one floor so with improved accessibility, and has capacity for a prayer room, as well as plentiful parking and accessible via bus.

It provides new social housing that itself is specified to be accessible and includes 7 accessible homes for people with disability.

The new workspace will also be accessible and will be targeted to people in the local community.

Communication to learners at Brent Start will have to be given throughout the process of redevelopment, decant and re-entry to the new site. This will have to be given through extensive communications.

SECTION D – RESULT

<i>Please select one of the following options. Mark with an "X".</i>		
A	CONTINUE WITH THE POLICY/PROPOSAL UNCHANGED	X
B	JUSTIFY AND CONTINUE THE POLICY/PROPOSAL	
C	CHANGE / ADJUST THE POLICY/PROPOSAL	
D	STOP OR ABANDON THE POLICY/PROPOSAL	

SECTION E - ACTION PLAN


This will help you monitor the steps you have identified to reduce the negative impacts (or increase the positive); monitor actual or ongoing impacts; plan reviews and any further engagement or analysis required.

Action	Expected outcome	Officer	Completion Date
Deliver a communications campaign to ensure that all current and prospective learners are aware of the move to the decant site and the redevelopment plan. That the service will still be open and operational.	Continued level of enrolments from local communities and without a significant change to the demographic take-up of courses, or by those with disabilities or carers.	Adult Education Senior Manager	July 2020
Ensure air quality of the new buildings housing is managed and any affects of being adjacent to a main road are mitigated (e.g. through the planters that are included throughout the building design).	To mitigate any air quality issues for tenants of the building.	Property Development Manager	January 2020
Monitor Brent Start learner demographics	Continued balance of learners that reflects local demographics.	Adult Education Senior Manager	During decant period (December 2020) and in new building (December 2022)
Seek feedback from Brent Start learners, staff, the Community Steering Group including a disability organisation, on the accessibility of the new building.	Accessibility in new building has improved from the current offer.	Brent Start Senior Manager	August 2020
Seek feedback from Brent Start learners and staff on the new buildings contemplation rooms	Improved facilities for prayer, contemplation, mental health first aid, or meditation.	Brent Start Senior Manager	August 2020

Manage and monitor housing allocations according to the Housing Allocations Policy	Allocations reflective of housing needs.	Housing Development Manager	January 2023
Track the make-up of businesss accessing the new affordable workspace.	Take-up of business space reflective of local demographics.	Economic Growth Senior Manager	January 2023

SECTION F – SIGN OFF

Please ensure this section is signed and dated.

OFFICER:	Matt Dibben
REVIEWING OFFICER:	Natalie Gordon -
HEAD OF SERVICE:	Matt Dibben – Head of Employment, Skills and Enterprise 04.01.2020 

1819 Proportion of Learner by Ward		
Ward	Starts	%
Alpertown	243	4.3%
Barnhill	235	4.2%
Brondesbury Park	107	1.9%
Dollis Hill	211	3.7%
Dudden Hill	231	4.1%
Fryent	97	1.7%
Harlesden	565	10.0%
Kensal Green	220	3.9%
Kenton	56	1.0%
Kilburn	106	1.9%
Mapesbury	144	2.6%
Northwick Park	84	1.5%
Preston	193	3.4%
Queens Park	64	1.1%
Queensbury	58	1.0%
Stonebridge	1057	18.8%
Sudbury	163	2.9%
Tokyngham	401	7.1%
Unknown	54	1.0%
Welsh Harp	195	3.5%
Wembley Central	243	4.3%
Willesden Green	307	5.5%
Neighbouring Boroughs		10.6%

1819 Proportion of Learners by Age			
Borough	Age Band	Starts	%
Brent	19-29	679	11.7%
	30-39	1781	30.8%
	40-49	1271	22.0%
	50-59	778	13.4%
	60-69	326	5.6%
	70+	223	3.9%
Neighbouring Boroughs			12.6%

Employment status	%
Employed	30%
JSA/ESA/UC claimants	6%
Other benefits /looking for work	28%
Not claiming benefits*	66%
Economically inactive	69%
JSA/ESA/UC claimants	22%
Other benefits /looking for work	49%
Not claiming benefits*	29%
Unknown – Not Provided	1%

* Not claiming benefits – consists of learners who may be one of the following categories:

Carers

Retired

Full fee payers

Disabled living allowance (DLA)

Low wage

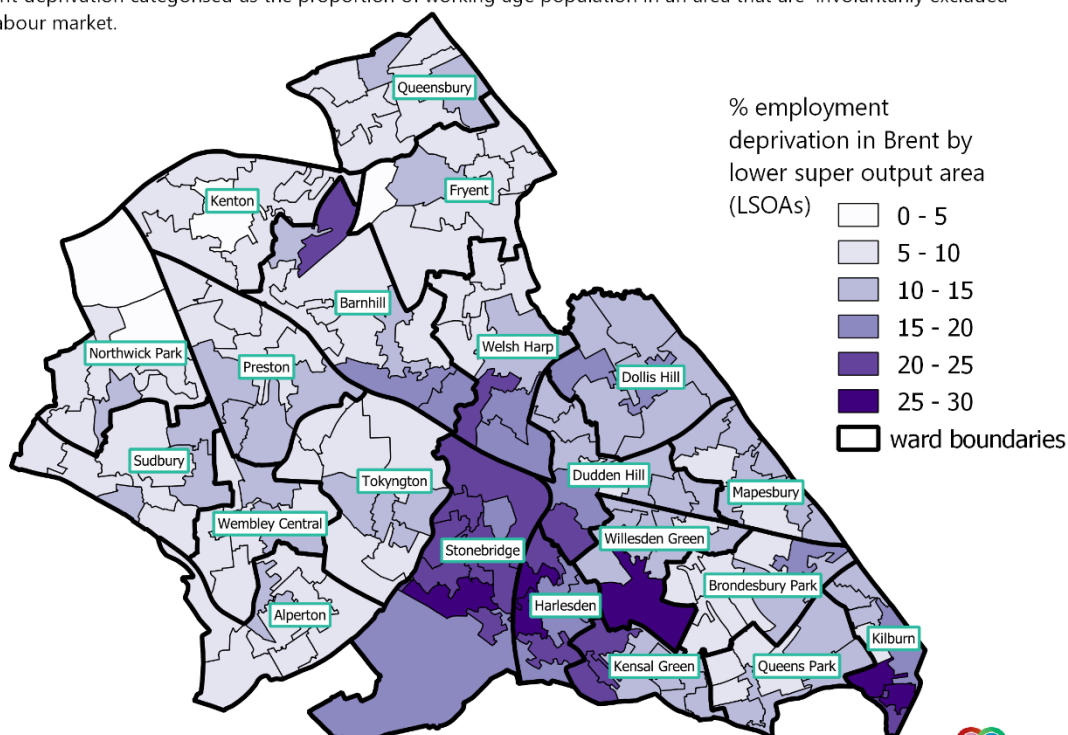
1819 Proportion of Learners by Ethnicity			
Borough	Ethnicity	Starts	%
Brent	Any other ethnic group	193	3.3%
	Any Other White background	504	8.7%
	Arab	454	7.8%
	Asian or Asian British - Bangladeshi	74	1.3%
	Asian or Asian British - Chinese	19	0.3%
	Asian or Asian British - Indian	607	10.5%
	Asian or Asian British - Other	423	7.3%
	Asian or Asian British - Pakistani	232	4.0%
	Black or Black British - African	1142	19.7%
	Black or Black British - Caribbean	373	6.4%
	Black or Black British - Other	158	2.7%
	English/Welsh/Scottish/N.Irish/British	215	3.7%
	Gypsy or Irish Traveller	9	0.2%
	Irish	50	0.9%
	Mixed - Other -Any Other Multiple Ethnic	128	2.2%
	Mixed - White and Asian	68	1.2%
	Mixed - White and Black African	98	1.7%
	Mixed - White and Black Caribbean	91	1.6%
	Not Provided	218	3.8%
	Unknown	2	0.0%
Neighbouring Boroughs			12.6%

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Appendix 7: Economic Indices of Deprivation

Employment deprivation domain (ID 2015)

Employment deprivation categorised as the proportion of working age population in an area that are 'involuntarily excluded' from the labour market.

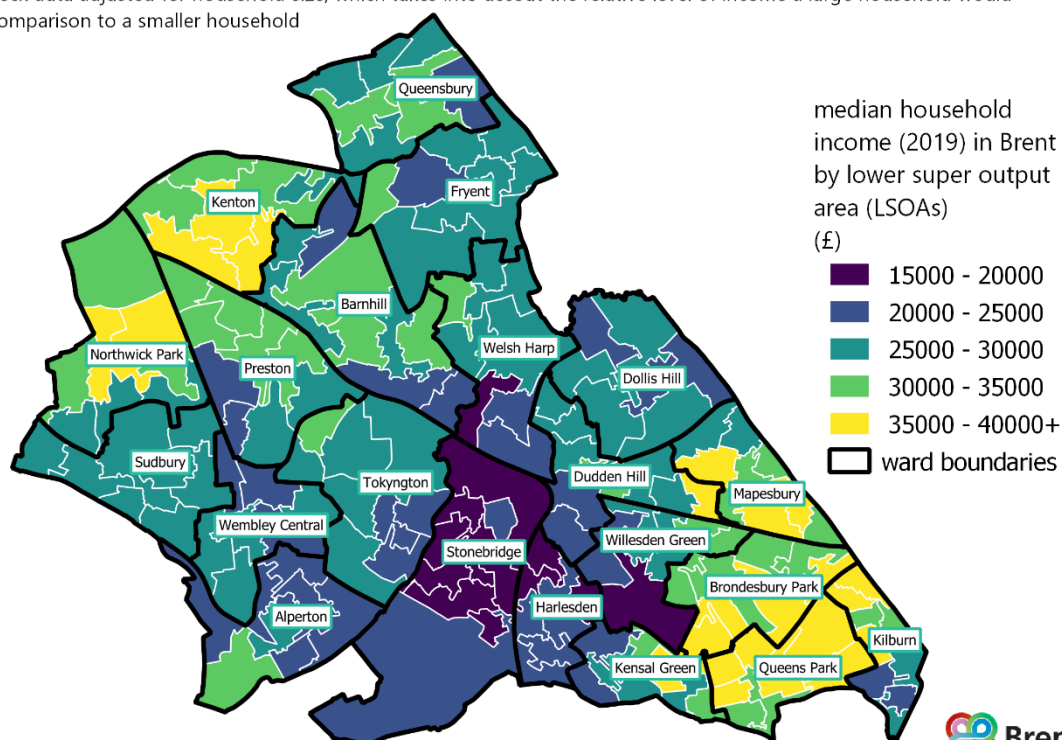


Source: DCLG Indices of Deprivation 2015 & LGA (for ward level estimates)



Household Income 2019


CACI paycheck data adjusted for household size, which takes into account the relative level of income a large household would require in comparison to a smaller household



Source: CACI 2019



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	Cabinet 14 January 2020
	Report from the Strategic Director of Regeneration and environment
London Councils' Transport and Environment Committee –Governing Agreement Amendment for Electric Vehicle Charging Infrastructure	

Wards Affected:	All
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Appendix A: LTEC Electric Vehicle Coordination Function October 2019 Appendix B: LTEC Proposed Responsibilities of EV Coordination Function Appendix C: LTEC Governing Agreement 2001 (updated to July 2017)
Background Papers:	None
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Sandor Fazekas Project Development Manager Sandor.fazekas@brent.gov.uk 020 8937 5113

1. Purpose of the Report

- 1.1. To inform Cabinet of proposals by London Councils' Transport and Environment Committee (LCTEC) to establish a partnership arrangement to take on the operational management as well as strategic oversight of a London-wide electric vehicle charging point network on behalf of London boroughs and the City of London, should this be required.
- 1.2. To provide details of the requirement to amend the LCTEC Governing Agreement to give London Councils permission to actively participate in the delivery of the electric vehicle infrastructure coordination and delivery function.

2. Recommendation(s)

- 2.1. Cabinet agrees to delegate authority to London Councils' Transport and Environment Committee to exercise the further functions under section 16 of the 2013 London Local Authorities and Transport Act 2013 as set out in this report in paragraph 3.13 and Appendices A and B.

- 2.2. Cabinet authorises the Council's Director of Legal, HR, Audit and Investigations to sign any necessary documents to give effect to the variation of the London Council's Transport and Environment Committee Governing Agreement dated 13 December 2001 (as amended).

3. Detail

- 3.1. All London authorities participate in the LCTEC. This committee provides a range of services such as the administration of parking and traffic appeals, the Lorry Control Scheme and the Freedom Pass scheme. LCTEC also lobbies on behalf of London boroughs regarding transport and environment policies generated by government departments, the European Union, and the Mayor of London.
- 3.2. London is currently suffering from poor air quality, a major source being from transport emissions. Electric vehicles offer an opportunity to reduce the source of air pollution. Development of an electric vehicle charging network will encourage residents and businesses to switch from petrol and diesel vehicles to cleaner electric vehicles, removing the charging angst that is preventing an increased uptake at present.
- 3.3. London Councils' Go Ultra Low City Scheme (GULCS) bid to the Office for Low Emission Vehicles' was submitted by the Mayor of London, Transport for London (TfL) and London Councils in October 2016. The bid involved a number of work streams including installation of residential charge points, installation of charge points at car club bays and the establishment of a Pan-London delivery vehicle for new charging points. London's bid was successful and was awarded £13m of funding.
- 3.4. London Councils and TfL are currently delivering the GULCS project, which involves granting funds to various London local authorities to install electric vehicle charging points for public use. London Councils have also established a procurement framework to assist boroughs in delivering their agreed GULCS initiatives. Brent was successful in securing some of this funding award to deliver lamp column chargers as well as Rapid chargers in the borough. Officers have submitted a bid for further funding for lamp column chargers in November 2019.
- 3.5. During the early stages of the GULCS project, it became apparent that some form of centralised contract management and customer facing partnership body was desirable, given the resource constraints boroughs are facing and the benefits a consistent approach might deliver.
- 3.6. It is recognised that there is a need for continuation and expansion of the role of the GULCS programme after the programme support and coordination ends in March 2020. This is supported by the findings of the Mayors EV Infrastructure Taskforce who have recommended a new Pan-London EV coordination function is created to facilitate and oversee charge point installation.
- 3.7. London Councils' project team for the GULCS project are investigating the potential to establish a delivery partnership arrangement for the management of establishing electric vehicle charging infrastructure across London.

- 3.8. Brent Council is represented at LCTEC by Councillor Krupa Sheth (Lead Member for Environment).
- 3.9. Appendix A is report to LCTEC on 10th October 2019 providing an update on the Electric Vehicle Coordination Function which requires an amendment to the LCTEC Governing Agreement. Appendix B provides details of the proposed Electric Vehicle Coordination function, in support of GULCS activities.
- 3.10. The amendment proposed to the Governing Agreement is required to provide LCTEC with the authority to take on the operational management, as well as the strategic oversight of a London-wide electric vehicle charging point delivery partnership on behalf of London's local authorities, should this be required.
- 3.11. This new function would require each of the 33 London local authorities to delegate the exercise of additional functions to LCTEC and to formally agree to the variation of the London Councils' Transport and Environment Committee Governing Agreement 2001 (updated to July 2017) see Appendix C.
- 3.12. As of 10th October 2019, 17 London boroughs have signed the amendment to the Governing Agreement; Barking & Dagenham, Barnet, Camden, Croydon, Ealing, Enfield, Hackney, Harrow, Hounslow, Islington, Kingston, Lewisham, Merton, Redbridge, Richmond, Wandsworth, and Westminster. London Councils has not received any indication from the remaining London authorities that they are not proposing to sign up to the amendment. Without all authorities signing the agreement, LCTEC will be unable to take on this new role in leading the EV coordination function.
- 3.13. Each London local authority has been requested by London Council's to agree to the following amendment to part 3(D) Functions, inserting a new paragraph 2(b) as follows:
- “(b)(i) The provision and operation of charging apparatus for electrically powered motor vehicles and/or the grant of permission to provide and operate charging apparatus for electrically powered motor vehicles under section 16 of the London Local Authorities and Transport for London Act 2013 PROVIDED THAT such provision and operation may only take place at locations first agreed by the Participating Council which is the highway authority for the affected road (or, where it is the highway authority for the affected road, TfL) AND PROVIDED FURTHER THAT any grant or other monies provided to LCTEC for the purpose of providing and/or operating charging apparatus for electrically powered motor vehicles shall be applied to any such provision and operation by LCTEC which shall be at no cost or expense to the Participating Councils unless first agreed.*
- (b)(ii) The exercise of powers under Section 1 of the Localism Act 2011 for the purposes of giving effect to the joint exercise of functions under Section 16 of the London Local Authorities and Transport for London Act 2013 by LCTEC, or otherwise for the purposes of supporting and facilitating the Participating Councils and/or TfL in their exercise of those functions, including but not limited to oversight and management of the arrangements*

(b)(iii) For the purposes of exercising functions under (b)(i) and (b)(ii) above LCTEC may appoint TfL to act as its agent (subject to Part 7 of this Agreement applying to any such appointment, including its termination) and FOR THE AVOIDANCE OF DOUBT the functions referred to at (b)(i) and (b)(ii) above may be exercised directly by LCTEC or pursuant to a contract or Service Level

Agreement between LCTEC and TfL (or between LCTEC and another appropriate body) or through such servant, agent or contractor as LCTEC may appoint.

- 3.14. The amendments to Part 3(D) are not minor variations for the purposes of Clause 15 of the LCTEC Governing Agreement, but are made by the procedure set out in Paragraph 3(D) 1 of the LCTEC Agreement, which provides an alternative process for delegating the exercise of functions to the joint committee without requiring a separate formal variation agreement to be agreed by each authority before the delegation to the joint committee is effective. The procedure was adopted under an earlier formal variation to the Governing Agreement with the consent of all the London local authorities and TfL, and provides that the functions may be delegated by each London local authority to operate under the existing terms of the Governing Agreement “subject to consultation with the Participating Councils and the written agreement of each Participating Council”.
- 3.15. Given the uncertainties surrounding the establishment of a London-wide delivery arrangement, mainly due to funding constraints, LCTEC may not choose to utilise this delegation. However, given the possibility that it may be the preferred route for LCTEC to undertake both the strategic oversight and operational management role for the boroughs and TfL, and considering the time required for all 33 local authorities to formally agree to this variation, officers from London Councils seek to investigate the feasibility of a delivery arrangement in parallel with the process of securing formal agreement to the variation of the LCTEC Governing Agreement.
- 3.16. Officers from London Councils are currently developing a detailed business case which will be reported to LCTEC for future consideration before any decision is taken to use the delegated authority. The boroughs would also need to agree any delegated action which resulted in additional cost or expense being incurred.

4. Operational Implications

- 4.1. Amending the Governing Agreement will not remove the ability for Brent Council to decide where and what charging infrastructure will be placed on our highway network. It will allow, if needed, Brent council to request LCTEC involvement and opt into any delivery agreement that is created by LCTEC. It is not mandatory to join.
- 4.2. London Councils have estimated that their delivery partnership model could cumulatively save London local authorities up to £30 million over a 10-year period¹ through efficiency gains and economy of scale. The delivery partnership could result in cost savings to the Council from less resource being dedicated to the management of electric vehicle charging infrastructure.

¹ Taken from presentation by London Council's on 4 July 2018

- 4.3. The exact role and responsibilities of the LCTEC delivery partnership are still being defined. One responsibility is the creation of a single Pan-London customer interface for users of charge points that are delivered under the partnership. This would benefit residents through simplifying payment methods and enhancing customer service.
- 4.4. Currently Brent Council uses commercial networks, such as Source London and Char.gy to deliver, manage, operate and maintain a charge point network. A small income is generated from allowing use of the public highway. The proposed delivery partnership network is intended to complement London's existing commercial networks and is likely to cover local authority owned public electric vehicle charge points rather than those owned and managed by private companies or land owners.
- 4.5. Brent currently does not own any electric vehicle charging infrastructure. However, these could be transferred back into Council ownership at the end of the concession contract at a cost. This would allow the Council to take full advantage of the LCTEC delivery partnership in the future, if this was deemed the most suitable way forward. New charge points to be implemented could be procured in a manner to ensure they are consistent with a future LCTEC delivery partnership.
- 4.6. Approving the further delegations to LCTEC will make it possible for London Councils to develop a London-wide delivery partnership for electric vehicle charging infrastructure. Such a partnership has the potential to improve the efficiency of rolling out and managing out of electric vehicle charging infrastructure. The delivery partnership is likely to benefit both the Council and end-users of electric vehicle charging points.

5. Organisational Implications

- 5.1. In order for the LCTEC Governing Agreement to be amended, it requires all London local authorities to agree to the change. Therefore, if a Council does not agree to the proposed changes, it would prevent other boroughs from taking advantage of the 'offer' from London Councils to help deliver and manage their electric charging infrastructure. Conversely, no individual local authority is under any obligation as a result of agreeing to the proposed amendment to the LCTEC Governing Agreement.
- 5.2. As electric vehicle charge points are an emerging and developing technology Brent Council have opted not to own infrastructure. Due to the speed at which technology is changing there is a risk of the asset becoming out-of-date and requiring expensive upgrades to keep it fit for purpose. As such our current approach is to enter into contracts with commercial suppliers who are better equipped to utilise emerging technology and innovation.
- 5.3. The maintenance and management of electric vehicle charging points is a relatively complicated and specialist task that would benefit from more centralised planning and consistency across London.
- 5.4. The demand for electric vehicle charging infrastructure is increasing and this is forecast to continue. The Ultra-Low Emission Extension (ULEX) to the north and

south circulars in October 2021 could accelerate this demand. Officers consider there would be benefits in London Councils taking responsibility for the coordination and delivery of EV charging points.

6. Financial Implications

- 6.1. There are no direct financial implications at this time. Should any additional costs or expenses incurred as a result of Brent Council participating in any finalised LCTEC delivery partnership, these will need to be agreed by the Council first.

7. Legal Implications

- 7.1. In accordance with Section 101(5) of the Local Government Act 1972, two or more local authorities may discharge any of their functions jointly. Where arrangements are in force for them to do so, they may also arrange for the discharge of those functions by a joint committee in which they have representation. These powers enable the Council to delegate functions to LCTEC.
- 7.2. The function which the Cabinet is giving authority to London Councils' Transport and Environment Committee to exercise on behalf of the Council is pursuant to section 16 of the London Local Authorities and Transport Act 2013 which deals with charging points for electric vehicles. This is an executive function.

8. Equality Implications

- 8.1. The public sector duty set out at Section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a protected characteristic and those who do not share a protected characteristic
- 8.2. There are not considered to be any equality implications arising from the recommendations of this report. An Equality Impact Assessment has not been completed because it is not considered applicable to the proposed amendment to the LCTEC Governing Agreement. However, equality implications will need to be specifically considered at the appropriate time in the context of any individual actions proposed by LCTEC.

9. Consultation with Ward Members and Stakeholders

- 9.1. No consultation with ward members and stakeholders has been completed at this time as the proposed changes to the LCTEC Governing Agreement do not involve any commitment to the installation of additional electric vehicle infrastructure (since it is merely a potential change in the administration and/or management of charging point infrastructure).
- 9.2. The proposed delivery partnership is likely to result in a more efficient method of installing and operating London's public electric vehicle charging network, thus

helping to increase uptake of electric vehicles and leading to increased environmental benefits.

- 9.3. Site specific consultation would be undertaken, and the results considered before any electric charging infrastructure is installed.

Report sign off:

AMAR DAVE

Strategic Director of Environment and Regeneration

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London Councils' Transport & Environment Committee

Electric Vehicle Coordination Function

Item no:

XX

Report by:	Claudia Corrigan	Job title:	GULCS Senior Lead
Date:	10 October 2019		
Contact Officer:	Claudia Corrigan		
Telephone:	020 7934 9829	Email:	claudia.corrigan@londoncouncils.gov.uk

Summary: This report provides an overview of the proposed electric vehicle (EV) coordination function activities for review and feedback. TEC members are asked to progress sign off of the proposed amendment to the LCTEC agreement for their borough to enable London Councils to progress this work.

Recommendations: The Committee is asked to:

- Note the report;
- Review and provide feedback on the proposed activities of the electric vehicle coordination function provided in Appendix B;
- Where it has not already been signed, TEC members are asked to progress sign off and return of the proposed amendment to the LCTEC agreement for their borough by the end of 2019. This will give London Councils permission to actively participate in the delivery of the electric vehicle coordination function.

Overview

1. In 2016, the Go Ultra Low Cities Scheme (GULCS) funding bid proposed the delivery of a London-wide 'delivery partnership' in addition to the delivery of charge point infrastructure. The role of the delivery partnership was to coordinate and support electric vehicle (EV) infrastructure delivery, and some of its original functions have been delivered through the GULCS programme, specifically the GULCS Senior Lead at London Councils and wider project team at Transport for London (TfL). However, this support will no longer continue when the funding for the GULCS Senior Lead role ends in March 2020.
2. It is recognised that there is a need for London Councils to continue to coordinate and support EV infrastructure delivery in London after March 2020. This is supported by the findings of the Mayor's EV Infrastructure Taskforce, which has recommended that a new pan-London EV coordination function is created to facilitate and oversee charge point installation. London Councils has committed to take this recommendation forward.
3. For work to progress on the delivery of the coordination function after March 2020, funding is required to provide the necessary resources. It is envisaged that some TEC reserve funding is used for this purpose. A paper setting out details of the funding required, and requesting approval for funding to be allocated for this purpose, will be presented to the TEC executive sub-committee in November.
4. Approval of TEC reserve funding for the coordination function will be subject to all London boroughs agreeing to the proposed TEC variation, which has been in circulation since June 2017. Where it has not already been signed, TEC members are asked to progress sign-off within their borough by the end of 2019.

Background

5. As TEC members may recall, the original Go Ultra Low Cities Scheme (GULCS) bid proposed the delivery of a London-wide 'delivery partnership' in addition to the delivery of charge point infrastructure. The partnership was proposed to simplify the provision of borough-led charging infrastructure and provide one point of contact for all EV charging infrastructure queries. Following borough engagement and research into the options for the delivery of a partnership within the parameters of the GULCS programme, the scope of the proposal was redefined as a coordination and support function for the London boroughs participating in the GULCS programme. This support was delivered through the role of the GULCS Senior Lead at London Councils, with procurement and legal expertise provided from Transport for London (TfL).
6. The work of the GULCS programme has been instrumental in supporting London boroughs to deliver EV charging infrastructure. The procurement and project support, facilitation of knowledge sharing and provision of information and guidance on the delivery of EV charge point infrastructure has been widely recognised and appreciated by the London boroughs, London Councils, TfL and the GLA. The provision of this support has been mostly coordinated and provided through the GULCS Senior Lead role at London Councils, which is funded through the GULCS programme budget until March 2020.

7. It is recognised that there is a need for a continuation, and expansion of the role of the GULCS programme to support EV infrastructure delivery after March 2020. This is supported by the findings of the Mayor's EV Infrastructure Taskforce, who have recommended that a new pan-London EV coordination function is created to facilitate and oversee charge point installation. This is one of the recommendations published in the London electric vehicle infrastructure delivery plan in June 2019. London Councils has committed to take this recommendation forward and work has begun, through the GULCS programme, to scope out the remit of the proposed coordination function and deliver its activities for 2019 set out in the delivery plan (extract provided in Appendix A). This includes, for 2019, the launch of a one-stop-shop website and data collection and analysis. Both activities are planned for delivery through the GULCS programme in 2019.
8. London Councils TEC has previously indicated that it would be the best organisation to take on any delivery partnership or coordination role. At its meeting on 15 June 2017 London Councils TEC considered a report proposing amendments to the TEC Agreement in support of the proposed Go Ultra Low City Scheme (GULCS) delivery partnership activities. The proposal was to provide London Councils TEC with the authority to take on the operational management as well as the strategic oversight of a London wide residential electric vehicle charging point delivery partnership on behalf of London's local authorities, should this be required.
9. The EV coordination function is proposed to take on a similar strategic and coordination role to that proposed for the GULCS delivery partnership in 2017 but adapted to the current circumstances.
10. London Councils has the skills, knowledge and experience required to lead on the delivery of the EV coordination function, mainly from work to date on the GULCS programme. which has supported boroughs to deliver over 1,300 on-street charge points to date, and will provide funding for the delivery of more than 2,000 charge points in total. London Councils is also a trusted entity by key stakeholders including the boroughs (both members and officers) and charge point operators.
11. After March 2020, the role of GULCS Senior Lead will no longer be funded through the programme and so work on the coordination of EV activity cannot be progressed in this way. To deliver the EV coordination function, and deliver the activities identified in the delivery plan for 2020 and 2021, funding will be required. This paper asks TEC to approve in principle the use of TEC reserve funding for this purpose.

Proposal

12. The EV delivery plan proposes a number of activities for the coordination function (extract provided in Appendix A) based on discussions between Taskforce members. It is proposed in the delivery plan that further work should be done in 2019 to scope out the remit of the function with key stakeholders, and this has been led by the GULCS programme. In July 2019 a GULCS borough event was held at City Hall and attended by 27 boroughs. The event was used to discuss the coordination function proposal included in the delivery plan to understand support for the proposed activities and identify any additional activities that could be included. The feedback on the proposal in the delivery plan was overwhelmingly supportive, with boroughs confirming that the

activities identified were required to support the delivery of EV charging infrastructure after the GULCS programme support and coordination ends in March 2020.

13. Borough officers emphasised a requirement for the coordination function to continue to provide the support that they have received through the GULCS programme, particularly in procurement and contract management, and the facilitation of knowledge sharing between London boroughs. They also confirmed that functions not currently delivered through the GULCS programme, such as the coordination and analysis of charge point usage data, and research to understand customer experience and charging behaviours, would be required to support the delivery of future charge points.
14. Feedback from the boroughs at the GULCS event in July has informed a more detailed proposal of the coordination function responsibilities and actions, provided in Appendix B. The responsibilities of the coordination function are categorised across four areas: knowledge sharing, supporting borough delivery, data and monitoring and other, and include eleven key areas of responsibility, with sixteen corresponding actions. These include the activities included in the delivery plan, and feedback received from borough officers. Before the responsibilities of the coordination function are finalised, TEC members are asked to review and comment on the proposal included in Appendix B.
15. Based on the responsibilities and actions of the coordination function in Appendix B, it is proposed that resource is based at London Councils to deliver the actions identified in Appendix B from March 2020. Details of the resource required, and subsequent costs are to be finalised.
16. It is proposed that some TEC reserve funding is allocated to fund the EV coordination function, and a paper will be presented to the TEC executive sub-committee in November to request approval for this, with details of the funding required. As TEC members may recall, in December 2018, a transfer of funds from the general reserve to the specific reserves was approved for the use of 'future project work to be determined by the Committee'. It is part of this funding that is proposed for allocation to the EV coordination function.
17. This proposal relies on the continuation of the existing GULCS resource structure which includes the provision of procurement, legal and project support from TfL. Discussions are underway with TfL and the GLA to confirm the continuation of these support functions and the potential for a contribution of funding to the coordination function.

Amending the TEC Variation

18. As TEC members are aware, for London Councils to play a direct role in the delivery of EV charging infrastructure the London Councils' Transport and Environment Committee Agreement (LC TEC Agreement) needs to be amended. The reason the Agreement needs to be amended is because none of the local authorities' functions relating to EV charging points are currently delegated as functions of LC TEC and the Committee therefore does not currently have the legal authority to undertake this function on behalf of the London local authorities.

19. An amendment has been circulated for the London boroughs to sign and to date, this has been signed by seventeen London boroughs (the amendment has been signed by: Barking & Dagenham, Barnet, Camden, Croydon, Ealing, Enfield, Hackney, Harrow, Hounslow, Islington, Kingston, Lewisham, Merton, Redbridge, Richmond, Wandsworth, Westminster). Without all authorities signing the variation to the TEC Agreement LC TEC will be unable to take on this new role in leading the EV coordination function.
20. The proposed variation does not provide LC TEC with the power to act as a decision maker on behalf of the London local authorities and does not put any borough under any obligation to take part in any proposed activity in this area. It simply allows LC TEC to take on a limited, collaborative role in relation to electric vehicle charging infrastructure. The amendment wording sets out the types of actions that a function managed by LC TEC could undertake. The reason the amendment is worded in this way is to ensure that further amendments to allow some development of the role would not be needed. Any decision making would still need to be agreed by TEC and every London local authority would need to agree to participate in any proposed activity.
21. The allocation of TEC reserve funding for the coordination function is subject to all London boroughs agreeing to the proposed TEC variation. TEC members are therefore asked to progress sign-off in the sixteen outstanding boroughs by the end of 2019.

Next Steps

22. It is proposed that the GULCS Senior Lead continues to deliver the coordination function deliverables for 2019 identified in the delivery plan. This includes the delivery of an online function for Londoners to request on-street charge points, and the collection and analysis of charge point usage data.
23. A paper will be presented to the TEC executive sub-committee in November to request approval to use some TEC reserve funding to deliver the proposed EV coordination function. Negotiations with GLA and TfL as to their contributions to this function will also continue.
24. TEC members of the sixteen authorities who have not yet signed the TEC amendment are asked to progress this within their borough as a matter of urgency, by the end of 2019. To ensure boroughs retain control and are fully supported in the future roll out of EV charge points across London, it is vital that London Councils has the required delegated authority to act on borough's behalf.

Recommendations

The Committee is asked to:

- Note the report;
- Review and provide feedback on the proposed activities of the electric vehicle coordination function provided in Appendix B;
- Where it has not already been signed, TEC members are asked to progress sign off and return of the proposed amendment to the LCTEC agreement for their borough by the end of 2019. This will give London Councils permission to actively participate in the delivery of the electric vehicle coordination function.

Financial Implications

None arising from this report

Legal Implications

None arising from this report

Equalities Implications

None arising from this report

Appendices

Appendix A – Extract from EV Delivery Plan

Appendix B – Proposed responsibilities of the EV coordination function

Enabler 3. New pan-London coordination body to facilitate and oversee charge point installation

Through the extensive consultation and information gathering of the taskforce activity, it is very clear that there is strong support for the setting up of a new pan-London coordination body, to provide a service that will save money, pool resources and ensure a consistent approach for public charging infrastructure is adopted across London. This would build on the existing GULCS project, be a focus for activity, and the voice of authority and advice on the provision of EV infrastructure in London. Stakeholders have recommended that this service should centrally facilitate pre-installation, installation and business-as-usual activities.

Further work needs to be done in planning the functions of the body and how it would work in practice. It is proposed that it focuses on being a public interface and a central place to share best practice and analyse data. The taskforce work to date has come up with the following potential activities:

- Manage public charge point requests from Londoners via a one-stop-shop website, to provide a consistent approach across all of London's boroughs for its residents
- Assist with maximising the utilisation of existing infrastructure, by providing people with information on where nearby sites are located when they enquire, minimising the risk of stranded assets
- Navigate the planning processes, to allow those who are trying to install a charge point to better understand what permissions they may need, help promote the quickest and best

routes to installation, and determine who else they may need to involve

- Collect and share data on charge point usage, identify patterns of use to help understand current and future demand in consultation with operators
- Provide procurement and contract management support, helping fill gaps in resource and knowledge and a consistent approach to be adopted
- Monitor customer experience and charging behaviour, reporting network reliability and providing reassurance around capacity
- Lead communications including myth-busting and awareness raising, supporting marketing by Go Ultra Low and any specific information from London boroughs and TfL
- Facilitate sharing of best practice regarding charge point installation and management

The first step would be to establish a one-stop-shop website, where Londoners could submit requests for an on-street slow to fast charge points. The intention would be for the remit of the body to be wider than just facilitating on-street slow to fast charge points, however. TfL has a lot of learnings and experience to offer in the delivery of rapid charge points in London, for both singles and hubs.

An indicative timeline is set out in Table 9.

Taskforce members: London Councils lead, input from BEAMA, CRP GLA, London First, OLEV, RAC, SMMT, SSE Enterprise, TfL and UKPN

Table 9: Indicative timeline for new pan-London coordination body

2019	<ul style="list-style-type: none"> • Scope out with key stakeholders over the summer the full remit of the body • Launch at the end of 2019 – one-stop-shop website will go live • Begin data collation and analysis
2020	<ul style="list-style-type: none"> • Use new TfL guidance to support boroughs and others in installing infrastructure • Customer experience and market research
2021	<ul style="list-style-type: none"> • Expand coordination body to facilitate deployment of rapid charge points

5.2 Reduce energy barriers

Enabler 4. New energy network constraints online tool/‘heat mapping’
The role of DNOs is to facilitate connections within their regulatory framework. This can be achieved either through procuring flexibility or building new infrastructure. One way to help, and reduce potentially unnecessary investigation, is ‘heat mapping’ of the electricity distribution network. Such geographic information could indicate areas of constraint, and therefore locations where connections could be problematic. Even in a constrained area of the network, however, it does not prevent connection, but involves the need to reinforce the network for the increased load.

In London, UKPN has made a commitment to publish heat maps of potential future flexibility requirements in response to low voltage (LV) constraints. To support UKPN's pledge to be more transparent, the DNO has developed a roadmap to deliver London's future flexibility needs – which by inference

is where UKPN predicts constraints on its network over the coming years. One end result is that it helps customers wanting to connect EV charge points to understand where constrained (and by exception unconstrained) parts of the network may be, which will enable them to choose more cost-effective locations for placing charge points.

UKPN plans to release a forecasted EV-driven LV constraint map covering the GLA area, and offer it via the same access conditions currently offered for their Distributed Generation (DG) mapping tool (with controlled access). This map will identify LV transformer sites and general network radii that are likely to be constrained without deployment of any Smart or managed charging. This will be a forecast and should be treated as such, and is made available with the intention to provide customers with more information than currently available in order to make more informed decisions.

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Appendix B – Proposed responsibilities of EV coordination function

Category	Responsibility	Action	Key Stakeholder(s)	Lead
A: Knowledge sharing	1. Act as a first point of contact for London boroughs, the GLA, TfL, existing and new charge point operators, and other relevant stakeholders seeking information about charge point installation in the capital	i) Respond to and, where relevant, signpost queries to relevant guidance documents or contacts within other organisations.	London boroughs, the GLA, TfL & charge point operators	London Councils
		ii) Welcome new market entrants to the capital and provide relevant information on requirements for operation in London.		
		iii) Promote the quickest and best routes to charge point installation.		
	2. Facilitate sharing of best practice and other relevant information amongst London boroughs and other relevant stakeholders	i) Facilitate sharing of best practice. developments in charge point technology and technical requirements for delivery through working groups, events and guidance documents.	London boroughs, TfL charge point operators	London Councils
		ii) Coordinate, promote and attend relevant meetings and training events.		
	3. Collate and share information to encourage Londoners to switch to Evs	i) Share information on EV charging in London and direct Londoners to borough processes to request on-street charge points.	London boroughs, OLEV	London Councils
ii) Lead communications including myth busting and awareness raising of the benefits of EVs. Support marketing by Go Ultra Low campaign.				
B: Support borough delivery	4. Liaise with TfL to provide procurement and contract management support to London boroughs to support delivery of EV charge points	i) Provide procurement advice and support to London boroughs.	TfL, London Boroughs	TfL
	5. Oversee delivery of GULCS programme to the end of 2020.	i) Oversee borough delivery of charge points through the GULCS programme ensuring funding is spent by the end of 2020 and lessons learnt are captured and shared.	TfL, GLA, OLEV, London boroughs	London Councils & TfL
	6. Secure and distribute funding to London boroughs for the delivery of on-street charging points.	i) Identify and bid for funding to continue on-street charging point delivery through the London boroughs.	London boroughs	London Councils
C: Data & monitoring	7. Monitor and support data sharing between charge point operators, London boroughs, TfL and other relevant stakeholders	i) Act as a first point of contact for boroughs and charge point operators seeking information on charge point data requirements and recommendations.	London boroughs, GLA, TfL & charge point operators	London Councils
		ii) Monitor and support a successful flow of data from operators to London boroughs and TfL.		
	8. Analyse charge point usage data. Share and promote key findings with relevant stakeholders.	i) Analyse charge point usage data and share key trends, patterns and other findings f to inform future planning and delivery across the capital.	TfL, GLA, OLEV, London boroughs	London Councils
	9. Collate and share locations of charge points delivered	i) Assist with maximising the utilisation of existing infrastructure, by providing up to date and accurate information on charge point locations, where possible.	Charge point operators	London Councils & GLA
	10. Monitor customer experience and charging behaviour	i) Lead on research to monitor customer experience and charging behaviour. Share findings to inform future delivery.	Charge point users, London boroughs	London Councils
D: Other	11. Identify funding and partnership opportunities to continue the role of the coordination body from 2022	i) Engage with relevant partners to identify funding and partnership opportunities to continue the role of the coordination body from 2022.	London boroughs, charge point operators	London Councils

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London Councils Transport and Environment Committee (LCTEC) Governing Agreement (consolidated version)

13 December 2001

DATED 13 DECEMBER, 2001

[LONDON COUNCILS]¹

TRANSPORT AND ENVIRONMENT COMMITTEE: AGREEMENT

This joint committee approved the change of name of the Association of London Government Transport and Environment Committee (“ALGTEC”) to London Councils Transport and Environment Committee (“LCTEC”) on 17 October 2006. In this agreement, references to “ALGTEC” have been replaced with “LCTEC”.

In addition, the joint committee established in accordance with the London Councils Agreement referred to in Recital 1.1 below and otherwise known as Leaders’ Committee changed its name from the Association of London Government to London Councils on 12 September 2006. In this agreement, references to ‘Association of London Government’ and “ALG” have been replaced with “London Councils”.

Ref: TL0100/003/LJ

¹ This joint committee approved the change of name of the Association of London Government Transport and Environment Committee (“ALGTEC”) to London Councils Transport and Environment Committee (“LCTEC”) on 17 October 2006.

THIS AGREEMENT is made this 13th. day of December, 2001

BETWEEN THE Councils listed in Schedule 1 hereto and Transport for London of 14th. Floor, Windsor House, 42-50 Victoria Street, London SW1H 0TL in pursuance of arrangements made under sections 73 and 74 Road Traffic Act 1991 (as amended by section 283 Greater London Authority Act 1999), sections 101(5) and 101(5B) and 102 Local Government Act 1972, section 20 Local Government Act 2000, the Local Authorities (Arrangements for the Discharge of Functions) Regulations 2000², the Local Authorities (Goods and Services) Act 1970 and all other enabling powers

1. **RECITALS**

1.1 By the Transport Committee for London Agreement dated 15 January, 1998, as amended by the Association of London Government Agreement dated 1 April, 2000, the Councils named in Schedule 1, in the interests of achieving greater efficiency and economy in the use of their resources, delegated the functions previously carried out by joint committees established under Sections 101 and 102 Local Government Act 1972 (as amended) and known as the London Lorry Ban and the London Committee on Accessible Transport ("LCAT") respectively to the joint committee established pursuant to Section 73 Road Traffic Act 1991 known as the Parking Committee for London and changed the name of the Parking Committee for London to the Transport Committee for London to reflect its wider remit

1.2 On 30th August, 2000, Transport for London became a member of the Transport Committee for London in accordance with section 283 Greater

² Reference to section 20 of the Local Government Act 2000 and the Local Authorities (Arrangements for the Discharge of Functions) Regulations 2000 should now be read as section 9EB of the Local Government Act 2000 and the Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012; those provisions having been substituted in England

London Authority Act 1999 for the purposes of the functions set out in Parts 1 and 2 of Schedule 2

- 1.3 On 20th June, 2000, the name of Transport Committee for London was changed to the Association of London Government Transport and Environment Committee (“ALGTEC”)³
- 1.4 The Councils referred to in Clause 1.1 above are herein collectively named “the Participating Councils”
- 1.5 The functions discharged by [LCTEC] are set out in Schedule 2
- 1.6 The functions of some of the Participating Councils set out in Schedule 2 are the responsibility of the executive of those Councils under executive arrangements adopted for the purposes of section 10 Local Government Act 2000 while the functions of other Councils remain the responsibility of the Councils themselves
- 1.7 It is expedient that any Participating Council which should adopt executive arrangements after the date of this Agreement should be able through arrangements made by their mayors, executives, members of executives, committees of executives, executive leaders or council managers (as appropriate) to continue as or to become parties to this Agreement.
- 1.8 This joint committee approved the change of name of the Association of London Government Transport and Environment Committee (“ALGTEC”) to London Councils Transport and Environment Committee (“LCTEC”) on 17 October 2006 (shortly after the Association of London Government had changed its name to London Councils)

³ This joint committee approved the change of name of the Association of London Government Transport and Environment Committee (“ALGTEC”) to London Councils Transport and Environment Committee (“LCTEC”) on 17 October 2006. (Additional information: The Association of London Government changed its name to London Councils on 12 September 2006.)

IT IS HEREBY AGREED AS FOLLOWS

2. COMMENCEMENT AND DURATION

2.1 This Agreement shall commence on 13th. December, 2001 ("the Commencement Date") and shall replace the Agreement referred to in Recital 1.1, above, and shall continue until terminated in accordance with the provisions of Clause 13 below

3. DEFINITIONS AND INTERPRETATION

3.1 ["London Councils" means the joint committee of all the Participating Councils established in accordance with the London Councils Agreement referred to in Recital 1.1 above]⁴

3.2 "the [London Councils] Agreement" means the agreement of even date herewith made by all the Participating Councils

3.3 "the Finance Officer" means the Finance Officer appointed in accordance with Clause 8.3⁵

3.4 "the Previous Agreement" means the Transport Committee for London Agreement referred to in Recital 1.1 above

[3.4(A) "the Schedule 1 Part 2 Participating Councils" means those Councils listed in Schedule 1 Part 2 hereto]⁶

3.5 The Schedules annexed hereto are intended to form part of this Agreement

⁴ The Association of London Government changed its name to London Councils on 12 September 2006. This joint committee is otherwise known as Leaders' Committee. [Deleted: "ALG" means the Association of London Government, the joint committee of all the Participating Councils established in accordance with the Association of London Government Agreement referred to in Recital 1.1 above.]

⁵ It is noted that this definition is not in alphabetical order.

⁶ Inserted by Variation (also known as the Second ALG TEC Agreement) dated 1 May 2003

3.6 Words importing the singular shall include the plural and vice versa Words importing any gender shall include both genders and words importing persons shall include bodies corporate, unincorporated associations and partnerships

3.7 Clause headings are inserted for reference only and shall not affect the interpretation or construction of this Agreement

4. **FUNCTIONS OF [LCTEC]**

4.1 As from the Commencement Date the Participating Councils and (insofar as relevant) Transport for London have delegated the functions set out in Schedule 2 to [LCTEC]

[4.1(A) As from the Second [LCTEC] Agreement Commencement Date the Schedule 1 Part 2 Participating Councils have delegated the functions set out in Schedule 2 Part 3(A) to [LCTEC]. Any of the Participating Councils listed in Schedule 1 Part 1 may elect at any time to delegate the functions set out in Schedule 2 Part 3(A) to [LCTEC]. Such delegation is hereby deemed a minor variation for the purposes of Clause 15.1 and this Agreement shall thereafter be construed as if each of those Participating Councils were listed in Schedule 1 Part 2. Any of the Schedule 1 Part 2 Participating Councils may at any time revoke the delegation of the functions set out in Schedule 2 Part 3(A) to [LCTEC]. Such revocation is hereby deemed a minor variation for the purposes of Clause 15.1 and this Agreement shall thereafter be construed as if that Schedule 1 Part 2 Participating Council's name were removed from Schedule 1 Part 2]⁷

[4.1(B) As from 30th November 2006 the Schedule 1 Part 1 Participating Councils have delegated to LCTEC the functions set out in Part 3(B) of Schedule 2 of this

⁷ Inserted by Variation (also known as the Second ALCTEC Agreement) dated 1 May 2003

Agreement. Any of the Schedule 1 Part 1 Participating Councils may at any time revoke the delegation of the functions set out in Part 3(B) of Schedule 2 in accordance with Clause 13.2]⁸

[4.1(C) As from 8th June 2009 the Schedule 1 Part 1 Participating Councils have delegated to the Committee the functions set out in Part 3(C) and Part 3(D) of Schedule 2 to this Agreement. Any of the Schedule 1 Part 1 Participating Councils may at any time revoke the delegation of the functions set out in Part 3(C) and Part 3(D) of Schedule 2 in accordance with Clause 13.2]⁹

[4.1(D) The Schedule 1 Part 1 Participating Councils have delegated to LCTEC the functions set out in Part 3(E) of Schedule 2 of this Agreement. The Participating Councils may revoke this delegation in accordance with clause 13.2, that is with the unanimous consent of all the Participating Councils or otherwise in accordance with clause 13.2.3]¹⁰

4.2 [LCTEC shall submit, by way of the organisation's Corporate Plan, a statement regarding its functions for the following financial year for consultation by London Council's.]¹¹

5. MEMBERSHIP AND CONSTITUTION OF [LCTEC]

5.1 Each Participating Council and Transport for London shall appoint a representative to [LCTEC] in accordance with law and its own constitutional arrangements

5.2 Each Participating Council and Transport for London shall as soon as

⁸ Substituted by Second Further Variation (also known as the Fourth ALGTEC Agreement) dated 8 June 2009

⁹ Inserted by Second Further Variation (also known as the Fourth ALGTEC Agreement) dated 8 June 2009

¹⁰ Inserted by Third Further Variation (also known as the Fifth ALGTEC Agreement) dated 14 May 2015

¹¹ Substituted by minor variations approved by LCTEC on 17 July 2014

practicable after becoming party to this Agreement notify the Director of [LCTEC] of the identity of its representative and the identity of any substitute representative

5.3 Each Participating Council and Transport for London shall be entitled by notice in writing in accordance with Clause 5.4 below to remove such representative from [LCTEC] at any time or until he ceases to be entitled to be a representative of that Participating Council or Transport for London under the constitutional arrangements applicable to the appointing Participating Council or Transport for London and by like notice to appoint to [LCTEC] any other representative from that Participating Council or Transport for London in place of the representative so removed

5.4 A notice of appointment or removal shall be signed by a duly authorised officer of the Participating Council or Transport for London as the case may be and shall take effect upon delivery thereof to the Director of [LCTEC]

5.5 Every representative appointed pursuant to Clause 5.1 shall hold office until he is either removed from office or dies or resigns or until he ceases to be entitled to be a representative of the Participating Council or Transport for London under the constitutional arrangements applicable to that Participating Council or Transport for London

6. MEETINGS AND PROCEEDINGS OF [LCTEC]

6.1 [LCTEC] shall hold at least 2 meetings each year one of which shall be an Annual General Meeting

6.2 Subject to Clause 6.1 above, meetings of [LCTEC] shall be called in accordance with the Standing Orders set out in Schedule 6 of the [London

Councils] Agreement and the procedure to be adopted at such meetings shall be determined in accordance with those Standing Orders

- 6.3 No representative appointed by [a Participating Council or]¹² Transport for London shall be entitled to speak or vote or receive papers relating to any question arising in respect of a function to which [that Participating Council or]¹³ Transport for London does not subscribe and shall not be counted as part of the quorum for the meeting or part thereof wherein such question is considered

7. LEAD AUTHORITY FUNCTIONS

- 7.1 [LCTEC] may by agreement with the Participating Council and/or [London Councils] appoint one or more of the Participating Councils and/or [London Councils] to act as its agent in discharging all or any of the functions which are set out in Schedule 3
- 7.2 In the event that any Participating Council or [London Councils] withdraws its consent to discharge a Lead Authority function it shall give (unless otherwise agreed) not less than six calendar months' written notice (to expire on 31st March) of its intention to do so to
- 7.3 [LCTEC] may terminate the appointment of a Participating Council or [London Councils] in respect of any Lead Authority function following a majority vote of the members of [LCTEC]
- 7.4 Subject to Clause 7.5 below, any termination pursuant to Clause 7.3 may be made by [LCTEC] giving (unless otherwise agreed) not less than six calendar months' notice in writing to the Participating Council or [London Councils] of its

¹² Inserted by Variation (also known as the Second ALGTEC Agreement) dated 1 May 2003

¹³ Inserted by Variation (also known as the Second ALGTEC Agreement) dated 1 May 2003

intention to terminate the appointment and may be given at any time.

- 7.5 Notwithstanding Clause 7.4, if the Participating Council or [London Councils] is in material breach of any of its obligations in respect of a Lead Authority function (whether the obligations are contained in this Agreement or in any Service Level Agreement for the time being between [LCTEC] and the Participating Council or [London Councils]) any such termination pursuant to Clause 7.3 may be made at any time thereafter by [LCTEC] giving not less than one calendar month's notice in writing to the Participating Council or [London Councils] of its intention to terminate the appointment
- 7.6 Notwithstanding Clause 7.2 above if [LCTEC] is in material breach of any of its obligations to the Participating Council or [London Councils] (whether the obligations are contained in this Agreement or in any Service Level Agreement between [LCTEC] and the Participating Council or [London Councils]) the Participating Council or [London Councils] may withdraw its consent to act in respect of a Lead Authority function by giving not less than three calendar months' notice in writing to [LCTEC] of its intention to withdraw its consent
- 7.7 [LCTEC] shall reimburse each Participating Council and/or [London Councils] appointed under this Clause 7 all costs and charges including VAT correctly levied in the provision of all services provided by that Participating Council and/or [London Councils] hereunder (or arising/outstanding under the Previous Agreement) within 30 days of receipt of invoices submitted by it to [LCTEC]
- 7.8 The consideration payable by [LCTEC] to each Participating Council and/or [London Councils] appointed or acting under this Clause 7 shall be subject to audit by [LCTEC] and the Participating Council(s) and/or [London Councils] shall upon request make available all accounts records and other documents

reasonably required for such purpose

- 7.9 Upon the termination of any appointment of a Participating Council or [London Councils] under this Clause 7 howsoever occasioned, the Participating Council or [London Councils] shall be entitled to claim from [LCTEC] any outstanding costs reasonably incurred in the performance of its duties in respect of a Lead Authority function

PROVIDED THAT if [LCTEC] appoints [London Councils] to discharge the functions set out in paragraph 2 and/or 3 of Schedule 3, references to [London Councils] shall be construed as meaning all the Participating Councils acting by [London Councils]

8. OBLIGATIONS OF [LCTEC]

- 8.1 [LCTEC] shall carry out the functions contained in Schedule 2 and in so doing shall act in the collective interests of the Participating Councils and (insofar as relevant) Transport for London
- 8.2 [LCTEC] shall comply with the Standing Orders set out in Schedule 6 of the [London Councils] Agreement, the Financial Regulations contained in Schedule 7 of the [London Councils] Agreement and the financial arrangements contained in Clauses 11 and 12
- 8.3 [LCTEC] shall procure the appointment of a Finance Officer to be responsible for the proper administration of the financial affairs of [LCTEC]
- 8.4 [LCTEC] shall procure the appointment of an auditor approved by the Audit Commission to complete an audit of the annual accounts of [LCTEC] at the end of each financial year. Copies of audited accounts shall be sent to each of the Participating Councils and the relevant extracts of the audited accounts shall be

sent to Transport for London

9. OBLIGATIONS OF PARTICIPATING COUNCILS AND TRANSPORT FOR LONDON

9.1 Each Participating Council and Transport for London shall:

9.1.1 contribute to the costs and expenses of [LCTEC] in accordance with the provisions of Clause 12 and Schedule 4

9.1.2 provide [LCTEC] with such information as is required by [LCTEC] to carry out the functions set out in Schedule 2 and to recover costs in accordance with Schedule 4

[9.1.3 act jointly in relation to those functions of [LCTEC] set out in Schedule 2

9.1.4 share any information, including (in so far as they may in accordance with the Data Protection Act 1998) 'personal data', as defined under the Data Protection Act 1998, in order to comply with their obligations under this Agreement]¹⁴

10. ASSETS AND LIABILITIES

10.1 The assets and liabilities which vested in [LCTEC] prior to the Commencement Date shall continue to so vest following the Commencement Date

11. FINANCIAL ARRANGEMENTS

11.1 [Each year, LCTEC shall cause draft budgets for the following financial year to be sent in respect of the operation of each of the functions contained in

¹⁴ Inserted by Variation (also known as the Second ALCTEC Agreement) dated 1 May 2003

Schedule 2 for comment by the Participating Councils and LCTEC shall send a draft budget for the following financial year in respect of the operation of the functions contained in Parts 1 and 2 of Schedule 2 to Transport for London. The budget for each function shall be finalised and approved by LCTEC in December of each year or such other date as shall be agreed by LCTEC The annual budget (including any contingency sum) in respect of any function shall not be exceeded without the prior approval of LCTEC]¹⁵

11.2 [LCTEC] shall cause proper accounts to be kept and shall make all accounts records and other documents available for inspection by any Participating Council on request and shall make all accounts records and other documents relevant to the Schedule 2 Parts 1 and 2 functions available for inspection by Transport for London on request

11.3 Whenever any sum of money is recoverable from or payable by a Participating Council and/or Transport for London it may be deducted from any sum then due to that Participating Council and/or Transport for London and vice versa

11.4 [LCTEC] shall cause a separate balance sheet to be maintained for all payments received from the Participating Councils and Transport for London in respect of each of the functions set out in Schedule 2 such payments to be held as nominee for the Participating Council or Transport for London as the case may be

12. **COSTS AND EXPENSES**

12.1 The costs and expenses of [LCTEC] shall be reimbursed by the Participating Councils and Transport for London in accordance with the provisions of

¹⁵ Substituted by minor variations approved by LCTEC on 17 July 2014. In effect the change is that "Each year" has been substituted for "In October of each year" at the beginning of the clause.

Schedule 4. This shall be subject to review by [LCTEC] For the avoidance of doubt the consent of all Councils and Transport for London participating in each of the functions set out in Part 2 of Schedule 2 shall be required to change the basis on which costs are apportioned in respect of that function

12.2 In the event [LCTEC] cannot reach agreement at a meeting of [LCTEC] on the proportions in which the costs and expenses of [LCTEC] are to be defrayed by the Participating Councils and Transport for London the matter shall be referred to an arbitrator nominated by the Chartered Institute of Arbitrators and the decision of the arbitrator shall be binding on [LCTEC] The costs of any arbitration hereunder shall be met by the Participating Councils and Transport for London in equal shares

12.3 [LCTEC] shall cause to be notified each of the Participating Councils and Transport for London by not later than 31st January in each year of the amount due from that Participating Council and Transport for London under Clause 12.1 other than in relation to the Concessionary Fares Scheme (as described in Schedule 2 Part 3) such notification to include a breakdown of the sums payable in respect of each of the heads set out in Schedule 4 (other than the Concessionary Fares Scheme) and the date on which payment is due. In addition, in relation to the Concessionary Fares Scheme, [LCTEC] shall cause to be notified to each of the Participating Councils by not later than 31 January in each year of the amount due from that Participating Council in relation to the share to be borne by it of the cost of the Current Concessions (as defined in Schedule 2 Part 3) in the ensuing fiscal year and as to the date(s) on which payment by that Participating Council is due to the Transport Operators (as defined in Schedule 2 Part 3) by direct payment by that Participating Council to

Transport for London and to [LCTEC] for payments to the Association of Train Operating Companies or its successors.

- 12.4 Interest shall accrue at the rate of 2 per cent above the base rate for the time being of National Westminster Bank Plc on all amounts due to [LCTEC] Transport for London or the Transport Operators (as defined in Clause 12.3) pursuant to Clause 12.3 from the due date of payment until the date of payment in full inclusive
- 12.5 In the event of any disagreement as to the amount of costs and expenses to be borne by Transport for London and/or any Participating Council Transport for London and/or the Participating Council(s) in dispute shall not later than 14th February or a date agreed with the Finance Officer following the date of notification under Clause 12.3 notify the Finance Officer of the nature of the dispute and shall provide full supporting reasoning and documentation as appropriate to the Finance Officer. The Finance Officer and Transport for London and/or the Participating Council(s) shall thereafter use all reasonable endeavours to resolve the dispute. In the event that the dispute remains unresolved on 14th March or a date to be decided by the Finance Officer following the date of notification under Clause 12.3 the matter shall be referred by [LCTEC] to an independent Chartered Accountant of not less than ten years' standing. Any such independent Chartered Accountant shall be deemed to act as an expert and not as an arbitrator and his determination shall in the absence of manifest error be binding on [LCTEC] and Transport for London and/or the Participating Council(s). In the event that the dispute is resolved at first instance by the Finance Officer or by the Chartered Accountant in favour of Transport for London and/or the Participating Council(s) interest shall not be payable on any

outstanding sums In the event that the dispute is resolved in favour of [LCTEC] by the Chartered Accountant interest shall accrue on all outstanding payments in accordance with Clause 12.4 Costs of arbitration hereunder shall be met by the unsuccessful party

13. TERMINATION AND BREACH

13.1 The termination of this Agreement or any part thereof however caused and the serving of notice to terminate shall be without prejudice to any obligations or rights of any of the parties which have accrued prior to such termination and shall not affect any provision of this Agreement which is expressly or by implication provided to come into effect on or to continue in effect after such termination

13.2 Without prejudice to any other rights or remedies this Agreement or any part thereof shall terminate on the earlier of:-

13.2.1 unanimous agreement of all the Participating Councils and Transport for London in respect of the functions set out in Part 2 of Schedule 2

13.2.2 unanimous agreement of all the Participating Councils in respect of the functions set out in Part 3 of Schedule 2

13.2.3 where by reason of any change in law or other reason not attributable to the fault of the Participating Councils and/or Transport for London they shall be prohibited from giving effect to their obligations hereunder

13.3 This Agreement may be terminated in relation to any Participating Council by

[LCTEC] by written notice effective on receipt on the occurrence of any of the following events:-

13.3.1 that Participating Council materially breaches any of the provisions of this Agreement and in the case of a breach capable of remedy fails to remedy the same within 28 days of being notified of the breach by [LCTEC] and being required to remedy the same; or

13.3.2 where by reason of any change in law or other reason not attributable to the fault of the Participating Council or Transport for London that Council or Transport for London shall be unable to give effect to its obligations hereunder

PROVIDED THAT termination under Clause 13.3.1 cannot take place in respect of the Schedule 2 Part 1 functions

13.4 This Agreement may be terminated by any Participating Council in respect of:

13.4.1 the London Taxicard Scheme as set out in Part 3 of Schedule 2 for which the period of notice shall be six months to expire on 31st March;

13.4.2 the Schedule 2 Part 2 functions (the London Lorry Ban) by the Participating Council giving one year's notice to expire on 31st. March¹⁶

[13.5 Part 3(E) of Schedule 2 of this Agreement may be terminated by LCTEC by a resolution of LCTEC passed in accordance with the joint committee's normal

¹⁶ Barnet, Havering, Hillingdon and Redbridge have terminated under this clause 13.4.2

procedures]¹⁷

14. GENERAL

14.1 Notices

All notices which are required to be given hereunder shall be in writing. Any such notice may be delivered personally or by first class prepaid letter or facsimile transmission and shall be deemed to have been served if by personal delivery when delivered if by first class post 48 hours after posting and if by facsimile transmission on successful transmission. Any notice sent by facsimile transmission shall be confirmed by letter delivered personally or by first class pre-paid post by the close of business on the next following business day (in which case, the effective notice shall be deemed to be that sent by facsimile transmission).

14.2 Continuing Agreement

All provisions of this Agreement shall so far as they are capable of being performed and observed continue in full force and effect notwithstanding termination except in respect of those matters then already performed.

14.3 Good Faith

Each of the parties undertakes with each of the others to do all things reasonably within its powers which are necessary or desirable to give effect to the spirit and intent of this Agreement.

14.4 Further Assurance

Each of the parties shall (and shall insofar as it is able use its reasonable

¹⁷ Inserted by Third Further Variation (also known as the Fifth ALGTEC Agreement) dated 14 May 2015

endeavours to procure that any necessary third party with whom such party has entered into any contractual or other arrangement for the purposes of this Agreement shall) do execute and perform all such further deeds documents assurances acts and things as any other party may reasonably require by notice in writing to the first party to carry the provisions of this Agreement into full force and effect

14.5 Waiver

No failure to exercise and no delay in exercising on the part of any of the parties any right power or privilege hereunder shall operate as a waiver thereof nor shall any single or partial exercise of any right power or privilege preclude any other or further exercise thereof or the exercise of any other right power or privilege The rights and remedies provided in this Agreement are cumulative and not exclusive of any rights or remedies otherwise provided by law

14.6 Severability

Notwithstanding that any provision of this Agreement may prove to be illegal or unenforceable the remaining provisions of this Agreement shall continue in full force and effect

[14.7 The Data Protection Act 1998 ('the DPA')]

14.7.1 [London Councils] is the data controller in respect of the processing of all personal data, required for:

- i. the performance by LCTEC of its obligations set out in this Agreement, and
- ii. the performance by [London Councils] of its obligations set out in Schedule 3 when acting as Lead Authority for

[LCTEC]

14.7.2 Each of the parties shall take all necessary steps to ensure that they comply with the provisions of the DPA when processing any personal data held by them as a result of the performance of their obligations under this Agreement

14.7.3 The meaning of 'data controller', 'processing' and 'personal data' in this Clause shall be as defined in the DPA]¹⁸

15. ENTIRE AGREEMENT

15.1 This Agreement, the [London Councils] Agreement and any service level agreements between [LCTEC] and any Participating Council(s) discharging any Lead Authority functions constitute the entire agreement between the parties with respect to the matters dealt with herein and supersedes any previous agreement between the parties in relation to such matters. No variation of this Agreement other than variations which [LCTEC] reasonably considers to be minor shall be valid or effective unless made by one or more instruments in writing signed by all the parties. For the purposes of this clause minor variations shall not involve any additional financial contributions other than those specifically provided for herein and each Participating Council and Transport for London shall be given 28 days' notice of the variation which shall only come into effect if no objection is received from any Participating Council and/or Transport for London during the notice period.

16. EXECUTION

16.1 This Agreement is executed by each party signing the annexed Memorandum of

¹⁸ Inserted by Variation (also known as the Second ALCTEC Agreement) dated 1 May 2003

Participation on behalf of that party and such Memorandum of Participation shall be evidence of execution by that party when Memoranda executed by all the parties are incorporated into this Agreement

SCHEDULE 1

PART 1

THE PARTICIPATING COUNCILS

Council

The London Borough of Barking and Dagenham

The London Borough of Barnet

The London Borough of Bexley

The London Borough of Brent

The London Borough of Bromley

The London Borough of Camden

The London Borough of Croydon

The London Borough of Ealing

The London Borough of Enfield

The London Borough of Greenwich

The London Borough of Hackney

The London Borough of Hammersmith and Fulham

The London Borough of Haringey

The London Borough of Harrow

The London Borough of Havering

The London Borough of Hillingdon

The London Borough of Hounslow

The London Borough of Islington

The Royal Borough of Kensington & Chelsea

The Royal Borough of Kingston-upon-Thames

The London Borough of Lambeth

The London Borough of Lewisham

The London Borough of Merton

The London Borough of Newham

The London Borough of Redbridge

The London Borough of Richmond upon Thames

The London Borough of Southwark

The London Borough of Sutton

The London Borough of Tower Hamlets

The London Borough of Waltham Forest

The London Borough of Wandsworth

The City of Westminster

The Mayor and Commonalty and Citizens of the City of London

[PART 2

THE SCHEDULE 1 PART 2 PARTICIPATING COUNCILS

The London Borough of Barking and Dagenham

The London Borough of Barnet

The London Borough of Brent

The London Borough of Camden

The London Borough of Croydon

The London Borough of Ealing

The London Borough of Enfield

The London Borough of Greenwich

The London Borough of Hackney

The London Borough of Hammersmith and Fulham

The London Borough of Haringey

The London Borough of Harrow

The London Borough of Hillingdon

The London Borough of Hounslow

The London Borough of Islington

The Royal Borough of Kensington and Chelsea

The London Borough of Lambeth

The London Borough of Lewisham

The London Borough of Merton

The London Borough of Newham

The London Borough of Richmond upon Thames

The London Borough of Southwark

The London Borough of Sutton

The London Borough of Tower Hamlets

The London Borough of Waltham Forest

The London Borough of Wandsworth

The City of Westminster

The Mayor and Commonalty and Citizens of the City of London]¹⁹

¹⁹ Inserted by Variation (also known as the Second ALGTEC Agreement) dated 1 May 2003

SCHEDULE 2

PART 1 FUNCTIONS: IN RESPECT OF ARRANGEMENTS PURSUANT TO SECTION 73 and 74 ROAD TRAFFIC ACT 1991 (as amended)²⁰

1. STATUTORY

- (a) Appoint parking adjudicators for the purposes of the Road Traffic Act 1991 subject to the Lord Chancellor's consent
- (b) Provide accommodation and administrative staff for the parking adjudicators
- (c) Determine the penalty charge levels and fees for de-clamping vehicle recovery storage and disposal subject to the approval of the Secretary of State
- (d) Determine the rate of discount for early payment of penalty charge notices
- (e) Determine the form for aggrieved motorists to make representations to Local Authorities under Section 71 of the Act
- (f) Determine the places at which parking adjudicators are to sit
- (g) Make and publish an annual report in writing to the Secretary of State on the discharge by the parking adjudicators of their functions

2. NON-STATUTORY

Any functions (subject to Section 111 of the Local Government Act 1972) which [LCTEC] agrees are appropriate for its implementation Without prejudice to the

²⁰ Although sections 73 & 74 of the Road Traffic Act 1991 have now been repealed, these arrangements continue in force until such time as they are varied or replaced by virtue of regulations 15(2) & 24(3) of the Civil Enforcement of Parking Contraventions (England) General Regulations 2007

generality of the foregoing such functions may include but not be limited to the following:-

- (a) The publication and updating as necessary of the Code of Practice for Parking in London
- (b) The co-ordination and maintenance of vehicle removal and clamping operations
- (c) The establishment and maintenance of a communications and control service to deal with vehicle removals
- (d) The establishment and maintenance of a communications and control service to deal with wheel clamping
- (e) The establishment of links with the Metropolitan and City Police the County Courts and the DVLA
- (f) The co-ordination of -
 - (i) payment facilities
 - (ii) pound facilities
- (g) The maintenance of records detailing persistent evaders and ringed vehicles
- (h) Ticket Processing
- (i) General data collection and service monitoring
- (j) The co-ordination of publicity and public relations activities
- (k) the establishment of common training standards in connection with parking standards the accreditation of training centres and award of qualifications
- (l) the establishment of London-wide parking schemes

Any changes to the agreed non-statutory functions shall be approved and evidenced in writing by [LCTEC]

In the event of [LCTEC] electing to provide any of the non-statutory functions detailed above any Participating Council and/or Transport for London may (without obligation to do so) avail itself of the services provided at the costs set out in Schedule 4

PART 2 FUNCTIONS: IN RESPECT OF THE IMPLEMENTATION AND ENFORCEMENT OF THE GREATER LONDON (RESTRICTION OF GOODS VEHICLES) TRAFFIC ORDER 1985

("THE LONDON LORRY BAN")

To provide for the implementation and enforcement of the Greater London (Restriction of Goods Vehicles) Traffic Order 1985 (the Principal Order) including, but not limited to, the monitoring of the effectiveness of the said implementation and enforcement, the examination of vehicles, the issue of permits including the consideration of appeals arising from the refusal or conditioning of permits, the erection of adequate signs, liaison with the police, the prosecution of offences arising under the Principal Order and any amendment thereto approved from time to time, the updating of technical information on new vehicle designs, the taking of all necessary steps to promote and make amending supplementary and other variation orders affecting the Principal Order and the determination and implementation of policy and the giving of advice.

**PART 3 : IN RESPECT OF TRAVEL CONCESSION ARRANGEMENTS UNDER
SECTION 244 GREATER LONDON AUTHORITY ACT 1999**

1. DEFINITIONS

In this Part 3 of this Schedule 2:

- 1.1 "Concession" means the reduction or waiver of a fare or charge (either absolutely or subject to terms limitations or conditions) granted pursuant to Section 240 of the Greater London Authority Act 1999 or any successor legislation;
- 1.2 "Current Concessions" means the Concessions applicable to the London Concessionary Fares Scheme for each fiscal year as such Concessions are described in current Contracts in force with the Transport Operators (or their agents) or such other Concessions as may be unanimously agreed by the Participating Councils and the Transport Operators;
- 1.3 "Limited Concessions" means Current Concessions where a reduced fare is charged on certain limited stop or express bus services such reduced fare to be determined by [LCTEC].
- 1.4 "External Auditor" means the District Auditor or such firm of Chartered Accountants as the Audit Commission may from time to time determine;
- 1.5 "Functions" means powers and duties and includes the power to do anything which is calculated to facilitate or is conducive or incidental to the discharge of any of those functions;
- 1.6 "Hours of Availability" means the times during the day and during the week in which the Transport Operators agree to apply the Concessions;
- 1.7 "the London Taxicard Scheme" means the scheme established to

provide a taxi service for disabled Londoners who find it difficult or impossible to use bus, underground or railway services to travel around London or in the vicinity of London;

1.8 "the London Taxicard Scheme Participating Councils" means the Participating Councils who have notified to [LCTEC] their agreement to participate in the London Taxicard Scheme for a period of not less than one fiscal year (1 April to 31 March) in any contract period for that Scheme.

1.9 "The Transport Operators" means all or any of London Regional Transport, Transport for London, a PPP company for the purposes of section 210 Greater London Authority Act 1999, Docklands Light Railway and any independent transport service operators or their successors, as defined in section 240(6) Greater London Authority Act 1999.

2. CONCESSIONARY FARES SCHEME

2.1 [LCTEC] shall carry out the following functions:-

- (a) all arrangements pursuant to Section 244 of the Greater London Authority Act 1999 (or any subsequent re-enactment or amendment of that section); and
- (b) all administrative arrangements made with a view to, or consequent upon, the arrangements referred to in paragraph (a) of this Clause;

all as more particularly described below subject to such conditions and restrictions as may from time to time be agreed by the Participating

Councils.

- 2.2 In particular [LCTEC] shall have the power to negotiate contracts in the name of the Participating Councils not exceeding seven years in duration (the duration of such contracts current at the date of this Agreement not to be exceeded without the consent of all the Participating Councils) with the Transport Operators which shall be binding on all the Participating Councils and [LCTEC] shall have the power to agree to reimburse to the Transport Operators the cost of Concessions granted pursuant to Section 240 of the Greater London Authority Act 1999 except the unanimous consent of the Participating Councils shall be required for any increase, decrease or variation in the Current Concessions (but not the Limited Concessions any increase, decrease or variation in which may be agreed by [LCTEC]) and for any increase, decrease or variation in the Hours of Availability.
- 2.3 To manage on behalf of the Participating Councils the Concessionary Fares Scheme and in particular to make arrangements to reimburse to the Transport Operators the cost of the Current Concessions.
- 2.4 To make appropriate arrangements for the issue of travel permits, photocards, blind persons cards etc to eligible persons for the purpose of the Concessionary Fares Scheme.
- 2.5 To carry out or have carried out or commission and oversee such research and survey work as shall from time to time be deemed necessary for the calculation of an appropriate reimbursement to the Transport Operators for providing concessionary travel on their services;

- 2.6 To approve survey work associated with assessment of the volume and notional value of bus travel made by holders of concessionary free travel permits;
- 2.7 To monitor and assess the performance of the consultants selected to carry out the work of the Greater London Bus Passenger Survey;
- 2.8 To approve survey work associated with the London Underground, Docklands Light Railway and any such other rail survey work as is deemed appropriate;
- 2.9 To approve survey work associated with establishing payment to bus operators or other independent bus operators.
- 2.10 To negotiate with Post Office Counters Limited or other bodies agency legal agreements and charges for the distribution of elderly and/or disabled persons' travel permits.
- 2.11 Providing that nothing herein shall prevent any of the Participating Councils from setting their own eligibility criteria for the discretionary elements of the Concessionary Fares Scheme

3. DELEGATION OF FUNCTIONS IN RELATION TO THE LONDON TAXICARD SCHEME

- 3.1 The London Taxicard Scheme shall be subject to such general conditions and restrictions as may from time to time be unanimously agreed by the London Taxicard Scheme Participating Councils PROVIDED THAT nothing herein shall prevent any of the Participating Councils from setting their own eligibility criteria for the discretionary elements of the London

Taxicard Scheme

- 3.2 [LCTEC] shall have the duty to carry out tendering procedures and the power to enter into contracts²¹ in the name of the London Taxicard Scheme. Participating Councils with taxi operators which shall be binding on all the London Taxicard Scheme Participating Councils whereby [LCTEC] pays the taxi operators the sums due from each of those London Taxicard Scheme Participating Councils for taxi journeys made by persons who are approved members of the Scheme and resident in the area of the Council concerned provided such journeys are made in accordance with the particular restrictions respectively imposed by each such Council.
- 3.3 To provide policy and development advice concerning the London Taxicard Scheme to London Taxicard Scheme Participating Councils and any other relevant organisations.
- 3.4 To manage the day to day operation and budget of the London Taxicard Scheme to ensure that agreed strategic aims, objectives and targets of the Scheme are fully implemented in accordance with [LCTEC]'s Annual Business Plan and so as to comply with eligibility, membership, budgetary provision and trip allocation requirements specified by London Taxicard Scheme Participating Councils.
- 3.5 To make appropriate arrangements for the issue of taxicards, photocards etc. to eligible persons for the purpose of the London Taxicard Scheme.

²¹ The words “(not exceeding four years in duration)” deleted by way of minor variation agreed by the LCTEC on the 15 June 2017 and notified to the Participating Councils and Transport for London on [INSERT DATE] without any objection being received within 28 days of that notice, per clauses 14.1 and 15.1 of the Governing Agreement .

- 3.6 To prepare an Annual Business Plan for the London Taxicard Scheme for incorporation within the overall [LCTEC] Annual Business Plan for submission to [LCTEC] and taking account of economic, demographic, technical and other relevant considerations.
- 3.7 To prepare, monitor and review the Annual Budget for the London Taxicard Scheme and authorise expenditure from the Budget in accordance with financial regulations and procedures in force.

4. **ACCESSIBLE TRANSPORT**

- 4.1 [LCTEC] may consider issues relating to accessible transport in London and inform, advise and consult with the Participating Councils so as to assist them in formulating policies and in carrying out their powers and duties in the field of accessible transport for people with disabilities.
- 4.2 [LCTEC] may consider issues relating to the accessibility of transport whenever any new service of public transport, e.g. trams or service on the Thames, is being developed.
- 4.3 To prepare policy reports for, and give advice on matters concerning transport for mobility handicapped people
- 4.4 To originate, plan and execute research and development initiatives in the field of transport for people with disabilities, and report as appropriate.

**[PART 3(A): IN RESPECT OF ROADSIDE VEHICLE EMISSIONS TESTING AND
ISSUING OF FIXED PENALTY NOTICES PURSUANT TO THE ROAD TRAFFIC
(VEHICLE EMISSIONS) (FIXED PENALTY) (ENGLAND) REGULATIONS 2002**

1. Pursuant to Regulation 6(1) and in accordance with Regulation 6(2) of the Road Traffic (Vehicle Emissions) (Fixed Penalty) (England) Regulations 2002 (“the Regulations”) authorise any officer or person -
 - 1.1 to carry out tests on vehicles which are in, or which are about to pass through, or which have passed through an area designated as an air quality management area; and
 - 1.2 to issue fixed penalty notices in respect of emission offences; and
 - 1.3 to carry out any other functions required or permitted by Part 5 of the Regulations.
- 2 The reduction or waiver of fixed penalties in accordance with Regulation 19 of the Regulations.
- 3 The withdrawal of a fixed penalty notice in accordance with Regulation 20 of the Regulations.
- 4 The recovery of unpaid fixed penalties in accordance with Part 8 of the Regulations.
- 5 The prosecution of offences arising under Regulation 9(7), Regulation 11(2) and Regulation 18(2) of the Regulations.
- 6 The service of a fresh fixed penalty notice in accordance with Regulation 23(4)(e) of the Regulations.
- 7 The carrying out of any other function required or permitted by the Regulations.]²²

²² Inserted by Variation (also known as the Second ALGTEC Agreement) dated 1 May 2003

**[PART 3(B) FUNCTIONS: IN RESPECT OF FUNCTIONS UNDER THE LONDON
LOCAL AUTHORITIES AND TRANSPORT FOR LONDON ACT 2003 AND THE
LONDON LOCAL AUTHORITIES ACT 2004**

1. To set the levels of fixed penalties for any fixed penalty offences under the London Local Authorities and Transport for London Act 2003 and the London Local Authorities Act 2004.
2. To undertake any other functions that are required or permitted to be undertaken by a joint committee of London local authorities under the London Local Authorities and Transport for London Act 2003 and the London Local Authorities Act 2004.]²³

²³ Inserted by Further Variation (also known as the Third ALGTEC Agreement) dated 30 November 2006

**[PART 3(C) FUNCTIONS: IN RESPECT OF THE EXERCISE OF FUNCTIONS
UNDER THE LONDON LOCAL AUTHORITIES ACT 2007**

1. To publish a code of practice in accordance with section 11 of the London Local Authorities Act 2007 (unauthorised advertising: measures to be taken).
2. To publish a code of practice in accordance with section 25 of the London Local Authorities Act 2007 (powers to require removal of waste unlawfully deposited) after consultation with each of the Participating Councils.
3. In accordance with section 28 of the London Local Authorities Act 2007 (disposal of removed vehicles), to prescribe the sum to be paid as a bond under subsection 4(5) of the Refuse Disposal (Amenity) Act 1978.
4. To set the levels of penalty charges in accordance with sections 66 of the London Local Authorities Act 2007.
5. To undertake any other functions that are required or permitted to be undertaken by a joint committee of London local authorities under the London Local Authorities Act 2007.]²⁴

²⁴ Inserted by Second Further Variation (also known as the Fourth ALGTEC Agreement) dated 8 June 2009

[PART 3(D) FUNCTIONS: IN RESPECT OF THE EXERCISE OF ANY OF THE PARTICIPATING COUNCILS' STATUTORY FUNCTIONS CONFERRED UNDER EXISTING OR FUTURE LONDON ACTS AS THEY RELATE TO TRANSPORT, ENVIRONMENT AND PLANNING MATTERS

1. To undertake any other functions conferred on the Participating Councils and Transport for London under any other legislation insofar as such legislation relates to transport, environment and planning matters, subject to consultation with the Participating Councils and the written agreement of each Participating Council and, insofar as is relevant, Transport for London, such functions to be listed at paragraph 2 below.
2. Pursuant to paragraph 1 above, the further functions which the Participating Councils, and where relevant Transport for London, have agreed shall be exercised by the Committee under Part 3(D) of this Agreement are:
 - a. [Make pan-London traffic order(s) under section 6 of the Road Traffic Regulation Act 1984, and all other enabling powers, where it is in the collective interests of the Participating Authorities, and TfL as relevant, such decision to be taken only after consultation with each of them. To provide for the implementation and enforcement of any order(s) so made including but not limited to the monitoring of the effectiveness of the said implementation and enforcement, the examination of vehicles, the issue of permits including the consideration of appeals arising from the refusal or conditioning of any such permits, the erection of adequate signs, liaison with the police, the prosecution of offences arising under such order(s) and any amendments approved from time to time, the updating of technical information on new vehicle designs,

the taking of all necessary steps to promote and make amending, supplementary and other variation orders affecting the primary order(s) and the determination and implementation of policy and the giving of advice.]²⁵

...

3. At such time as amendments are made under this Part 3(D), the Committee shall provide each Participating Council and Transport for London with an updated copy of this Part 3(D) reflecting the amendments to paragraph 2.]²⁶

1. **[PART 3(E) FUNCTIONS – PARKING ON PRIVATE LAND APPEALS SERVICE**

2. The general power of competence under section 1 of the Localism Act 2011 for the purpose of providing, on a full cost recovery basis, and independent appeals service for disputes arising in respect of parking on private land (with reference to section 56 and Schedule 4 of the Protection of Freedoms Act 2012)]²⁷

PART 4 FUNCTIONS: GENERAL

1. To do anything which is calculated to facilitate or is conducive or incidental to any of the functions set out in [Parts 1-3E]²⁸ of this Schedule ("the Functions")
2. To procure the employment of such staff on such terms and conditions of

²⁵ At 27th October 2014 all the Participating Councils and Transport for London had made the delegation in the same form.

²⁶ Inserted by Second Further Variation (also known as the Fourth ALGTEC Agreement) dated 8 June 2009

²⁷ Inserted by Third Further Variation (also known as the Fifth ALGTEC Agreement) dated 14 May 2015

²⁸ Substituted by Third Further Variation (also known as the Fifth ALGTEC Agreement) dated 14 May 2015

employment as [LCTEC] considers appropriate to discharge the Functions

3. To enter into contracts for goods works and services in relation to any aspect of the Functions or such other functions as [LCTEC] can lawfully discharge and to enter into service level agreements with any of the Participating Councils in relation thereto. For the avoidance of doubt the Participating Councils have hereby delegated to [LCTEC] the function of negotiating and entering into a contract with Transport for London for the purposes of the recovery of costs pursuant to section 275(3) Greater London Authority Act 1999 to [LCTEC] (the installation operation and maintenance of traffic signal and associated traffic control equipment on borough roads and associated advice)
- [4. To undertake any policy actions on behalf of the Participating Councils in relation to any aspect of the Functions or other such functions as [LCTEC] can lawfully discharge, including functions conferred on the Participating Councils under any legislation insofar as such legislation relates to transport, environment and planning matters, such policy actions to be subject to consultation with the Participating Councils
5. To publish any statutory codes of practice in relation to any aspect of the Functions or other such functions as [LCTEC] can lawfully discharge, including functions conferred on the Participating Councils under legislation insofar as such legislation relates to transport, environment and planning matters
6. In this Part of this Schedule:
 - (a) “policy action” shall mean any of the following actions on behalf of the

Participating Councils:

- (i) the lobbying of Government bodies in relation to proposed legislation and Government policy,
 - (ii) responding to Government consultations,
 - (iii) liaising with other persons and bodies and representing the views of the Participating Councils in relation to the development of policies,
 - (iv) drafting policies, guidance, model documents and codes of practice for adoption or use by the Participating Councils
PROVIDED THAT no policy or code of practice so drafted shall be deemed to have been adopted by a Participating Council unless approval to it has been given by that Council or it is a statutory code of practice which falls within paragraph 6(b) below
- (b) “statutory code of practice” shall mean a code of practice published (after consultation with each of the Participating Councils) in response to a stipulation in an Act of Parliament or in subordinate legislation or in response to an undertaking given to Parliament that certain powers contained in that Act of Parliament or subordinate legislation may not be or will not be (as the case may be) exercised until a joint committee of the London local authorities has published a code of practice in relation thereto]²⁹

²⁹ Inserted by Second Further Variation (also known as the Fourth ALGTEC Agreement) dated 8 June 2009

SCHEDULE 3
LEAD AUTHORITY FUNCTIONS

1. To procure or provide such professional advice including but not limited to financial, legal, surveying and personnel as [LCTEC] shall require for the due and proper execution of its duties
2. To employ staff to undertake any [LCTEC] function and/or to provide payroll facilities and access to pension arrangements for staff employed by [LCTEC]
3. To negotiate and execute contracts in respect of goods, works, services and property transactions on behalf of [LCTEC] on request
4. To institute and defend in its own name any court proceedings on behalf of [LCTEC] on request
5. Such further functions as may be agreed by [LCTEC]

SCHEDULE 4

COSTS AND EXPENSES

PART 1: IN RESPECT OF FUNCTIONS PURSUANT TO SECTION 73(1) ROAD TRAFFIC ACT 1991 (APPOINTMENT OF PARKING ADJUDICATORS)(AS AMENDED)

1. The following costs shall be apportioned equally amongst the Participating Councils and Transport for London :-
 - 1.1 Appoint parking adjudicators for the purposes of the Road Traffic Act 1991 subject to the Lord Chancellor's consent
 - 1.2 Determine the penalty charge levels and fees for de-clamping vehicle recovery storage and disposal subject to the approval of the Secretary of State
 - 1.3 Determine the rate of discount for early payment of penalty charge notices
 - 1.4 Determine the form for aggrieved motorists to make representations to Local Authorities under Section 71 of the Act
 - 1.5 The publication and updating as necessary of the Code of Practice for Parking in London
 - 1.6 General data collection and service monitoring
 - 1.7 The co-ordination of publicity and public relations activities
 - 1.8 The establishment of common training standards in connection with parking standards the accreditation of training centres and award of qualifications

- 1.9 The establishment of London-wide parking schemes
- 2, The following costs shall be apportioned according to the number of PCNs issued:
 - 2.1 Provision of accommodation and administrative staff for the parking adjudicators
 - 2.2 The establishment of links with the Metropolitan and City Police the County Courts and the DVLA
 - 2.3 The co-ordination of -
 - 2.3.1 payment facilities
 - 2.3.2 pound facilities
 - 2.4 The maintenance of records detailing persistent evaders and offenders
3. The following costs shall be apportioned according to actual use:
 - 3.1 The marginal costs of the functions set out in Clause 2 above together with those set out below
 - 3.2 The co-ordination and maintenance of vehicle removal and clamping operations
 - 3.3 The establishment and maintenance of a communications and control service to deal with vehicle removals
 - 3.4 The establishment and maintenance of a communications and control service to deal with wheel clamping
 - 3.5 Ticket Processing

PART 2: IN RESPECT OF THE LONDON LORRY BAN

1. The amounts of the contributions of each Participating Council shall be determined so that the expenditure (including an apportionment of staffing, premises and general administration costs) in respect of which they are payable is borne by the Participating Council in proportion to the populations of their respective areas
2. For the purposes of paragraph 1 above the population of any area shall be taken to be the total resident population of the area of each Participating Council on 30th June in the financial year beginning two years before the beginning of the financial year in respect of which the expenditure is payable as estimated by the Registrar General in accordance with the Levying Bodies (General) Regulations 1992 (or any future method of calculation introduced by any amendment or re-enactment thereof)
3. Transport for London shall be treated as if had a resident population equal to the average resident population of the Participating Councils as determined in accordance with paragraph 2 above for the purposes of calculating its contribution to the costs of the London Lorry Ban

PART 3: IN RESPECT OF FUNCTIONS PURSUANT TO SECTION 240 GREATER LONDON AUTHORITY ACT 1999 (TRAVEL CONCESSIONS)

[1. The cost of reimbursement to The Transport Operators in respect of the concessionary fares scheme, together with the cost of survey and other work needed to assess the reimbursement due to The Transport Operators, are:

- (a) in respect of permits issued to eligible London residents, allocated to Participating Councils in proportion to the number of persons resident in those boroughs holding valid permits to travel on 30th September in those years in which permits are reissued, or on such other dates as LCTEC may determine following consultation with the Participating Councils, subject to any decision taken by LCTEC in accordance with section 244 of the Greater London Authority Act 1999 and Clause 12.1 of the Agreement to vary these arrangements; and
- (b) in respect of permits issued to eligible persons under section 145A(4) of the Transport Act 2000, allocated to Participating Councils in such proportions as may be agreed by ALGTEC in accordance with section 244 of the Greater London Authority Act 1999 and Clause 12.1 of the Agreement.]³⁰

2. All costs arising out of the exercise of the delegated functions in relation to the


³⁰ Substituted by Second Further Variation (also known as the Fourth ALGTEC Agreement) dated 8 June 2009. This paragraph now needs to be read in conjunction with the consent award dated 8 October 2008, which changes the basis of apportionment. In light of the availability of two years' worth of usage data for London Overground and National Rail and consistent with the consent award dated 8 October 2008, on 13 December 2012 the LCTEC voted unanimously for a 3-year transitional period for the introduction of usage apportionment for the National Rail and London Overground elements of the Freedom Pass settlement from 2014/15 onwards.

London taxicard scheme (including an apportionment of staffing, premises and general administration costs) are allocated to Participating Councils in proportion to their share of the total membership of the London taxicard scheme as at 30th September in the preceding year.

PART 4: GENERAL

1. The annual costs of [LCTEC] in respect of premises staffing IT audit general administration and all associated and ancillary costs including the costs and expenses of the Lead Authority(ies) together with any future costs not provided for herein and shall be reimbursed by the Participating Councils as reasonably determined by [LCTEC] following consultation with the Participating Councils

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 Brent	Cabinet 14 January 2020
	Report from the Director of Finance
Quarter 3 Revenue Budget Monitoring Report 2019/20	
Wards Affected:	All
Key or Non-Key Decision:	Non-Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Appendix 1 – Savings Delivery Tracker
Background Papers:	None
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Minesh Patel, Director of Finance Minesh.Patel@brent.gov.uk 020 8937 4043 Ben Ainsworth, Head of Finance Benjamin.Ainsworth@brent.gov.uk 020 8937 1731

1. Summary

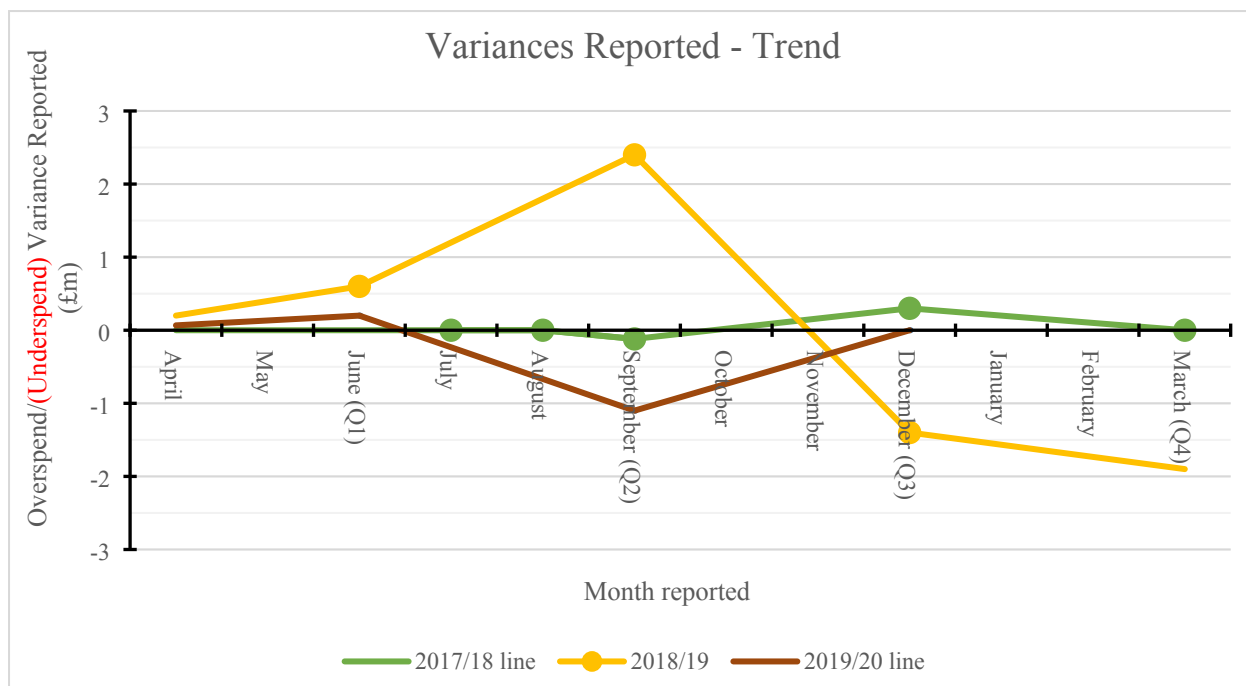
- 1.1. This report sets out the current forecast of income and expenditure against the revenue budget for 2019/20 and other key financial data. From now on, the forecast for the capital budget will be reported in a separate agenda item.
- 1.2. Overall, the Council is expecting a breakeven position on the General Fund (GF). There are significant pressures in Children and Young People (GF) which are being mitigated down to a £1m overspend. These pressures are within the placements budget in the Forward Planning, Performance and Partnerships service, and in the Localities service as set out in section 3.3. There is also a £0.8m overspend forecasted within Adult Social Care service as detailed in paragraph 3.4.2. The £1.8m underspend within Regeneration and Environment as set out in section 3.6 offsets those overspends. All other departments within the General Fund are forecasting to spend to budget.
- 1.3. The Housing Revenue Account (HRA) is forecast to overspend by £0.5m as set out in paragraph 3.10.2.
- 1.4. Additionally, within Children and Young People, Dedicated Schools Grant (DSG) is forecast to overspend by £4.3m due to an increase in demand for pupils with special educational needs (as set out in Section 3.9).

1.5. Table One summarises the overall revenue position.

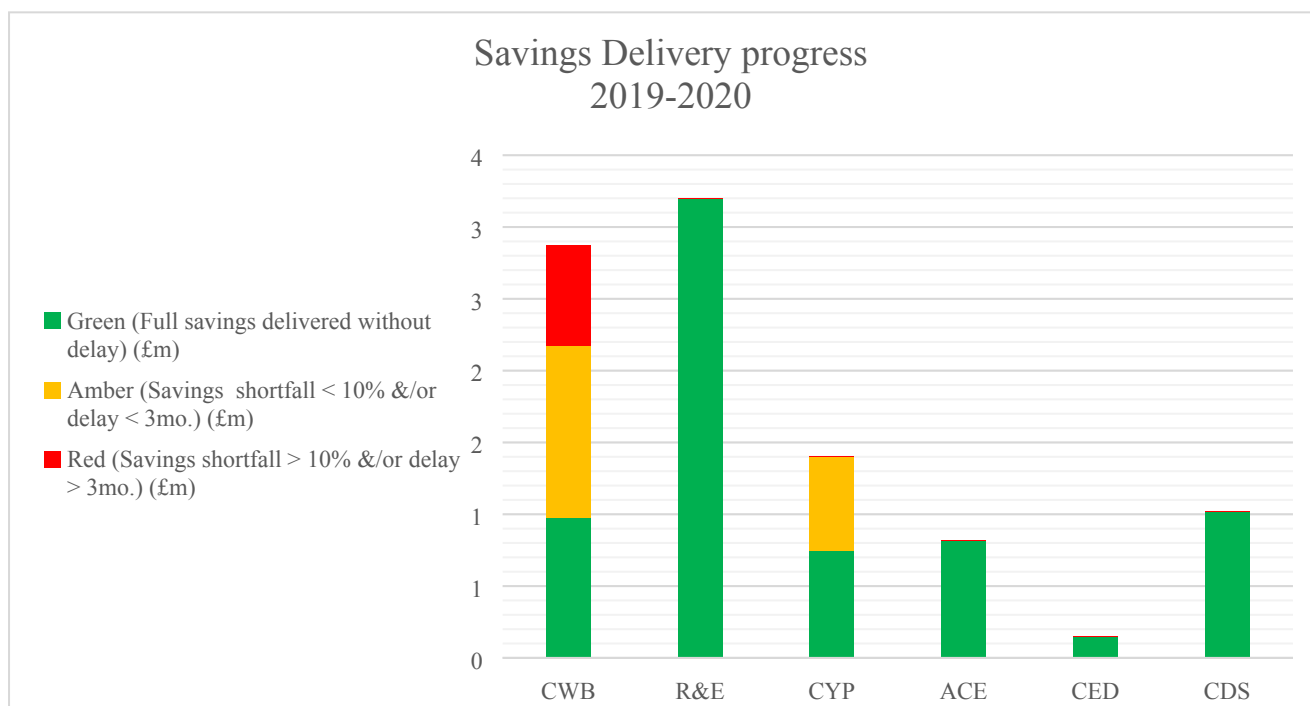
Table One: Overall revenue financial position 2019/20

	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) £m
Assistant Chief Executive	7.7	7.7	0.0
Chief Executive Department	16.2	16.2	0.0
Children and Young People	48.0	49.0	1.0
Community and Well-Being	133.4	134.2	0.8
Customer & Digital Services	20.8	20.8	0.0
Regeneration & Environment	40.2	38.4	(1.8)
Subtotal Service Area Budgets	266.3	266.3	0
Central items (including Business Rates, Council Tax and Specific Grants)	(266.3)	(266.3)	0.0
Total General Fund	0.0	0.0	0.0
DSG Funded Activity	0.0	4.3	4.3
Housing Revenue Account (HRA)	0.0	0.5	0.5
Overall Position	0.0	4.8	4.8

1.6. The graph below shows the General Fund quarter three forecast in comparison to previous years.



1.7. The 2019/20 and 2020/21 savings proposals has been assessed and the chart below details the progress on 2019/20 savings.



1.8. The assessment shows that 73% or £6.9m of the 2019/20 savings has been delivered. The remaining £2.6m of undelivered savings are being monitored and mitigating actions are being taken. Full detail of the proposals with mitigating actions are set out in Appendix A.

2.0 Recommendation

- 2.1. To note the overall financial position and the actions being taken to manage the issues arising.

3. Revenue Detail

3.1. Assistant Chief Executive (ACE)

ACE Department	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
Chief Executive Office	0.5	0.5	0.0
Communications	0.5	0.5	0.0
Executive and Member Services	3.5	3.5	0.0
ACE Director	0.2	0.2	0.0
Strategy and Partnership	3.0	3.0	0.0
Total	7.7	7.7	0.0

- 3.1.1. As at quarter three, all services within ACE are expected to breakeven by the end of the financial year.

3.2. Chief Executive Department (CE)

CE Department	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
Legal, HR and Audit	8.6	8.6	0.0
Finance	7.6	7.6	0.0
Total	16.2	16.2	0.0

- 3.2.1. As at quarter three, all services within CE are expected to breakeven by the end of the financial year.

3.3. Children and Young People (CYP) (GF)

Children and Young People Department	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)

Central Management	0.8	0.8	0.0
Central Management Contingency	0.8	0.0	(0.8)
Early Help	5.7	5.7	0.0
Inclusion	1.6	1.8	0.2
Localities	14.4	15.3	0.9
LAC & Permanency	6.2	5.9	(0.3)
Forward Planning, Performance and Partnerships	16.6	17.6	1.0
Safeguarding and Quality Assurance	1.7	1.7	0.0
Settings and School Effectiveness	0.2	0.2	0.0
Total General Fund	48.0	49.0	1.0

- 3.3.1. The CYP department is managing to keep the numbers of children and young people taken into care at comparatively low levels when compared to neighboring boroughs, but those children that are in care are older, have more complex needs and are being placed in higher cost placements. This is causing a financial pressure of £2.7m in the placements budget in the Forward Planning and Performance and Partnerships service, which is £1.8m more than reported earlier in the year. There is also increased spend in the Localities, a statutory service where front line teams face issues on complex caseloads and securing permanent case holding staff. Mitigations have been agreed to limit the total overspend for CYP to £1m.
- 3.3.2. The total number of placements for Looked After Children (LAC) and Care Leavers have risen compared to 2018/19, this is partly because of an increase in the number of Unaccompanied Asylum Seeking Children (UASC), and further work is being undertaken on analyzing the increase. Brent's cohort of LAC contains an increasing number of adolescents and there is an increasing number of care leavers. There are signs of rising unit costs for semi-independent placements for care leavers, particularly for more complex cases. Unit costs are an average of £725 for a LAC in semi-independent settings, and £560 for a care leaver in semi-independent settings. This compares to £430 for a Brent Foster care placement. The mix of placements is changing with fewer in-house foster placements, and more semi-independent placements. CYP management are reviewing high cost placements, ensuring that government grants for UASC are fully claimed, and looking to maximize health contributions to placement costs where appropriate.
- 3.3.3. The total caseloads for teams in the Localities and Looked after Children service are close to levels budgeted for, but the high complexity of cases means lower individual caseloads. Also the use of agency staff and the current staffing mix are causing financial pressures. The complexity of cases and turnover of staff within individual front line teams mean that in the year to date the Localities service has averaged 16 more staff than the budgeted establishment, although this has now

reduced to 12. The high complexity of recent cases had been noted in feedback from external inspection agencies. In combination, these items are causing £1m of financial pressure.

- 3.3.4. CYP management are increasing their level of scrutiny on agency staff, supported by improved data from the HR and MI teams, and are taking steps to improve recruitment and retention. This has resulted in only 11% of positions in the LAC and Permanency service being employed through an agency. However, 39% (69 Full Time Equivalents (FTE)) of employees in the Localities service as at the end of September were Agency. Agency social workers typically cost an additional £8k per annum compared to budget, causing £0.4m of financial pressure on the Localities budget. An additional pressure totaling £0.2m is that where permanent staff are recruited and retained, the average costs tends to exceed the mid-range salaries budgeted for. Shortage of social workers and other case holding staff is an acknowledged regional issue, which requires a coordinated regional approach over the medium term.
- 3.3.5. There has been successful work to improve the number of permanent management positions within the Localities service, supported by the introduction of the 'Golden Hello' and retention payments. In December 2018 55% of social work management posts at PO5 and PO7 were filled by agency staff. The current position is 25% of posts are either filled by agency staff or are vacant. This position will improve once the recently recruited posts at team manager level commence in role. There is less impact at senior social worker level of the golden hello (PO3). Existing agency staff feedback is that the differential in salary between agency and permanent is more significant than the perceived benefits of the "Golden Hello", pensions and sick pay. As an alternative CYP are targeting these roles through a 'grow your own' approach using the career development procedure introduced in early 2019. Two rounds of applications have been considered. During the most recent round of applications in November, 11 staff were approved to progress to the next level. This will improve long-term retention.
- 3.3.6. CYP currently has 20 ASYE (assessed and supported year in employment- newly qualified) and 12 international social workers in the department – the majority being within Localities. Many of these have been at recent corporate induction events. These staff must have protected caseloads in order to ensure they successfully adapt to their new role. Sufficient agency cover is being retained as they build up to full caseloads.
- 3.3.7. There is some flexibility in the use of budget resources across the services, with underspends in the LAC and Permanency service (e.g. in the fostering service) offsetting some of the overspend in the Localities service. Management look to hold vacancies where possible in individual teams. It should be noted that the client support budgets within the LAC and Permanency service of £0.8m are being successfully monitored to avoid additional pressures.
- 3.3.8. The overspend of £0.2m reported in the Inclusion service relates to expenditure on locum Educational Psychologists driven by the increased number of children being assessed for Education Health and Care plans. Additional professional resources have been required to fulfil the council's statutory assessment role within the

legislated time limits, and the number of EHCPs (Education Health and Care Plans) continues to grow at 5% per year. Increased expenditure on statutory Special Educational Need functions cannot be charged to the DSG.

- 3.3.9. The Early Help service, which includes services funded by the government's Troubled Families program, is forecasting to spend to budget. Improved performance in claiming Troubled Families reward payments for qualifying families has reduced financial risk. The assurance, given at national level, of continued funds for the Troubled Families program in the next financial year means the service has been able to maintain its current level of resource and operations.
- 3.3.10. To mitigate the financial position, CYP management are continuing to ensure all government UASC grants and health contributions to social care placements are fully claimed. The department has £2m of earmarked reserves in total, £0.9m of which are marked specifically as contingency, and these can be used to offset the overspend. Other mitigating actions agreed across the department should, if successful, limit the overspend to £1m.
- 3.3.11. There are a number of risks to the forecasts above, these are described below and key assumptions detailed in the table that follows.
- 3.3.12. There is a clear risk of spending more on agency social workers to cover any increase in the total number of cases. The council is committed to maintaining safe caseloads per social worker, so a sharp increase in cases as experienced in the first half of 2018/19, will cause additional overspend on the Localities' budget. To mitigate this the Early Help service works with partner organisations to prevent cases unnecessarily escalating to the Localities service. Management will also monitor use of agency workers and continue to recruit permanent staff.
- 3.3.13. The other main risk is the volatility of demand for social care placements for Looked after Children and Care Leavers (within the Forward Planning, Performance and Partnerships budget). The number of LAC has risen during this year from approximately 300 to 325, but this remains lower than the 400 typical of our statistical neighbours. New placements may have to be found at short notice and can be extremely expensive when a secure accommodation or residential home placement is needed.
- 3.3.14. Other service areas, which contain financial risks, are those with delays to savings. This includes the delay to the Youth Service Roundwood Centre saving, and the reduction of non-case holding staff. Together the delays on these savings create a pressure of £0.2m, but this has largely been contained as services have identified compensating underspend actions for this year until savings are fully implemented.
- 3.3.15. The forecasts include key assumptions highlighted in the table below:

Key Assumption	Downside if worse	Upside if better	Mitigations
That total case-loads in the Localities and LAC & Permanency service remain within budgeted levels of c. 2,500	The commitment to safe caseloads per caseholder means that if the total number of cases increased by 15% for the majority of the year, there would be up to £1m additional spend on social work staff.	Up to one third of caseholding staff in front line teams are agency. If caseloads reduced spend could be brought down.	Caseloads are being monitored across the service to allow management of social work resources.
The current mix of LAC and Care Leaver placements remains broadly stable throughout the year. Unit costs remain stable.	This is potentially a volatile budget. Any new individual high cost residential/secure placement can cost up to £0.3m per annum. A net increase of 10 placements with Independent Foster Agency (IFA) carers at a cost of £850 per week would cost an additional £0.4m.	If demand drops then spending will fall in line with this. i.e. 10 fewer IFA placements saves £0.4m per annum.	Brent has a track record of maintaining stable and relatively low numbers of LAC. WLA commissioning function is being used to control unit costs. Increased scrutiny from senior management on placement costs.

3.4. Community Well-Being (CWB) (GF)

Community Well-Being (GF)	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
Housing (GF)	8.8	8.8	0.0
Public Health	20.8	20.8	0.0
Culture	5.1	5.1	0.0
Adult Social Care	98.7	99.5	0.8
Total	133.4	134.2	0.8

3.4.1. Community Well-Being Directorate report a forecast outturn of £134.2m against a revised budget of £133.4m, resulting in an adverse variance of £0.8m. As previously reported, there are one-off pressures totalling £0.5m relating to Ordinarily resident cases that were determined to be Brent Council's responsibility. These pressures are not reflected in the forecast as they are being met from reserves.

- 3.4.2. The adverse variance of £0.8m is primarily due to budget pressures within the Adult Social Care division, attributable to unachieved savings due to: delays in the retender of Homecare and Day care contracts (£0.5m), and a delay in the deregistration of Tudor Gardens as a residential home to turn it into a supported living scheme (£0.3m).
- 3.4.3. The Adult Social Care division is exploring in-year mitigations for the £0.8m placement cost pressures in Mental Health. It is anticipated that cost recovery measures being put in place will bring this budget in balance. There is a significant risk that the £0.4m Continuing Health Care (CHC) saving will not be achieved. In order to be able to challenge health more robustly when the Council considers that social care packages should be jointly funded a dedicated CHC Social Worker has been recruited.
- 3.4.4. Within Adult Social Care, one-off £0.1m agency staff cost pressures in Safeguarding and Deprivation of Liberty Safeguard (DoLS) service will be mitigated by sundry forecast underspend within the service.
- 3.4.5. The New Accommodation for Independent Living (NAIL) programme and deregistration of Tudor Gardens are being progressed which will mitigate placement cost pressures in Adult Social Care. A financial recovery plan is being developed to address the Mental Health placement cost pressures. The full year impact will materialise in 2020/21. A staffing restructure and recruitment drive is underway in Safeguarding and DoLS service to address staffing cost pressures. Homecare and Day Care contracts are being retendered with benefits in 2020/21.
- 3.4.6. Housing GF reports a break-even forecast for quarter three. Although the Flexible Homelessness Support Grant (from MHCLG) was reduced from £7.8m in 2018/19 to £5.2m in 2019/20, cost controls on reducing demand for more expensive forms of temporary accommodation have helped to contain budget pressures. The Cabinet approved the renewal of House in Multiple Occupation (HMO) licensing for a further 5 years. This is anticipated to generate income and assist cost recovery within the service.
- 3.4.7. The Public Health funding is ring-fenced towards activities with Public Health outcomes. The core costs are based on contracts with third party providers. There have been some cost pressures arising from: price increases for key drugs c£0.2m and increases in NHS Tariffs (the set of prices charged by providers of NHS care) of about £0.1m. The Public Health Grant is sufficient to absorb these cost pressures.
- 3.4.8. An ownership dispute in relation to Bridge Park Community Centre presents some challenges, with the potential to create budget pressures within Cultural Services. However, the forecast for this service area is a break-even position. Promotional activities to encourage increased membership of the leisure facility is expected to increase income.
- 3.4.9. The forecasts include key assumptions highlighted in the table below:

Key Assumption	Downside if worse	Upside if better	Mitigations
South Kilburn has generated a significant surplus for Housing Needs in recent years. As permanent residents have decanted properties, they have been utilised by housing needs for Temporary Accommodation prior to demolition.	Up to a £0.2m additional spend could result from the impact of Regeneration vote which meant a lower utilisation of decanted properties for Temporary Accommodation.		On-going cost controls on reducing demand for temporary accommodation.
Reablement and Winter beds are funded by Brent CCG	Up to £0.8m cost pressure to Adult Social Care if the funding is not provided by Brent CCG.		Demand management.
Demand growth had been factored into the forecast at the run rate for the first half year to September 2019.	As it is the case with demand led services, if the demand growth run-rate is higher than the first six months of the year, forecast adverse variance may increase significantly.	Forecast outturn could be less by up to £2m if demands remain at current levels.	Demand management.

3.5. Customer & Digital Services

Operational Directorate	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
Customer And Digital Services Director	0.1	0.1	0.0
Customer Services	10.8	10.8	0.0
Shared ICT Service	0.0	0.0	0.0
ICT Client And Applications Support	5.9	5.9	0.0
Procurement	1.0	1.0	0.0
Transformation	3.0	3.0	0.0
Total	20.8	20.8	0.0

3.5.1. As at quarter three, all services within Customer & Digital Services are expected to breakeven by the end of the financial year.

3.6. Regeneration & Environment (R&E)

R&E	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
Environmental Services & Directorate	33.2	32.0	(1.2)
Regeneration Services	1.2	0.7	(0.5)
Property Services	5.8	5.7	(0.1)
Total	40.2	38.4	(1.8)

3.6.1. The table above reflects the budgets and the projected outturn for each of the services within R&E. There has been an increase in the net budget from the last reported quarter because of a £0.8m transfer from the CYP department for the Jewish Free School PFI budget, to be managed within Property services going forward. The department is currently forecasting a net £1.8m underspend based on current trends.

3.6.2. The forecast underspend of £1.2m within Environmental Services & Directorate is the net impact of a £1.7m underspend offset by £0.5m forecast pressures. The underspend has arisen in a number of areas, which include:

- £0.8m of the underspend is on the Public Realm contract.
- £0.6m additional income forecast within the Cemeteries & Bereavement areas based on current volumes and historic trends.
- £0.1m underspend relates to efficiencies made across the directorate to fund projects within the department which will not be utilised.

3.6.3. The £0.5m forecasted pressure in Environmental Services is within the Parking service and is predominately attributable to a reduction in expected permit sales £0.6m, reduced by a £0.1m forecasted underspend in Street Lighting, which relates to the early delivery of earmarked 2020/21 savings. The service have business plans in place to undertake mitigation measures and minimise the income shortfall.

3.6.4. Regeneration service is currently reporting a forecast underspend of £0.5m which is mainly due to two items. The first is additional income generated in Building Control of £0.2m, and the second is £0.3m arising from staffing vacancies held within Building Control, Planning and Employment Skills & Enterprise.

3.6.5. Property Services is currently reflecting a forecast underspend of £0.1m. However, there are forecast pressures within Commercial Properties of £0.2m due to the risk of an increased number of void properties. This would both cause a shortfall in income because of void properties and increased running costs (as running costs would need to be funded by the service, rather than the tenant). There are pressures of £0.1m within Health and Safety to cover the costs of audit and assurance procedures and the cost of a systems upgrade for the accident reporting system. Within the Facilities Management budget, there are forecast pressures of £0.4m

arising from additional premises related costs such as ad hoc maintenance costs, security costs for Challenge house, liquid fuel cost pressures, etc. The additional premises related costs are being mitigated this year as the service has a significant one-off underspend on business rates, which has more than balanced off the £0.4m pressure.

3.6.6. There are a number of services within the department funded by income generation, which can be volatile such as Parking, Building Control, and Planning etc. There are models in place to support the forecasts, but demand may vary from the forecasts. These will also continue to be monitored closely.

3.6.7. The forecasts include some key assumptions and the table below highlights a number of these assumptions.

Key Assumption	Downside if worse	Upside if better	Mitigations
Parking permit sales, which saw a 4% reduction in volumes in 18/19 compared to 17/18. Forecast assumes similar volumes to 18/19 averaging circa 28,000 sales per month and assumes a shortfall in income.	If parking enforcement activity does not meet expectations, for example, due to adverse winter weather, the growth in parking permit sales will be less than anticipated and could cause a further shortfall in income.	If parking contraventions increase and are successfully enforced, the growth in parking permit income could be higher than anticipated.	Existing business plans in place to undertake mitigation actions, including working with SERCO to increase Civil Enforcement Officer productivity.
BTS – Confirmed Passenger growth for 2019/20 and additional pension costs identified can be contained within existing funds, but there may be a risk against increased taxi usage. Forecast assumes costs would also be contained within current budget.	Increased taxi usage could result in additional spend of up to £0.2m.	Spend could potentially be reduced by £50k if existing routes are realigned.	Savings benefits from review of all routes to improve cost efficiency.
The Commercial property portfolio would be able to manage voids effectively	The service would need to cover the costs of any void properties creating a	There would be no pressures to mitigate and all required income anticipated received.	Regular reviews of the portfolio, management of long standing debtors etc.

	pressure and there would be a shortfall against the income target while the properties remains vacant. Pressure could range from £0.150m - £0.600m.		
Income generating services to achieve income targets built into the 2019/20 budgets. Any potential impact arising from Brexit has not been factored in to the forecast and this can affect income generation across various areas in this department such as planning, building control, parking etc.	Shortfalls in income would create overspends which would need to be contained.	Income generated over and above the target would increase the underspend position or be applied as a mitigating factor to pressures, which could arise in the service.	Continued use of marketing and advertising strategies to attract demand and generate income.

3.7. Central items - Collection Fund

- 3.7.1. The budgeted net collectible amount for Council Tax (after exemptions, discounts and Council Tax support) is £153m. The actual net collectible amount as at September 2019 was £151.7m, which has increased marginally since June 2019 as new properties are built within the borough and recorded with the Valuation Office Agency. It is expected to increase further during the year but is likely to achieve a small shortfall on the budget set this year. This is being closely monitored and should not have an overall impact over the timeframe of the medium term financial plan. As at the end of September 2019 the amount collected was 0.58% lower than the in-year target due to properties that have recently been completed, billed and are in arrears.
- 3.7.2. The budgeted net collectible amounts for Business Rates (after exemptions, reliefs and discounts) is £132.3m. The actual net collectible amount as at September 2019 is £127.1m, a decrease of £3.3m since June 2019. This figure can vary during the year as new assessments are made, which may be entitled to certain reliefs, and assessments are deleted, if businesses either leave the borough or go into administration. The primary reasons for the movement since the previous quarter is; the high levels of properties taken out of commercial use (e.g., demolished or converted), successful revaluation appeal decisions, and an increase in reliefs

granted to businesses (such as supporting small business relief). As at the end of September 2019 the amount collected was 1.56% below the in-year target. The percentage collected is 1.85% above the same period in the previous year. During 2018/19 a large percentage of income was received in the final period of the year.

- 3.7.3. Movements between the budget and actual collectable amounts affect the overall level of balances held on the Collection Fund at year end after deducting charges. The income due to the General Fund from the Collection Fund is forecast on budget with no variation expected.

3.8. Central items - Capital financing and other central items

- 3.8.1. The capital financing budget for 2019/20 is £23.3m and is currently forecast to be spend to budget, as set out below.

	£m
Interest Payable	23.5
Interest Receivable	(13.3)
Capital Financing and Minimum Revenue Provision	13.1
Total	23.3

3.9. Children and Young People (DSG)

Funding Blocks	DSG Funding (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
Schools Block	234.6	233.7	(0.9)
High Needs Block	56.2	61.5	5.3
Early Years Block	22.6	22.6	0.0
Central Block	2.4	2.3	(0.1)
Total DSG	315.8	320.1	4.3

- 3.9.1. The DSG is forecast to overspend by £4.3m against grant funding due to demand for High Needs education support for the increasing number of children with EHCPs (Education Health and Care Plans), and increasing numbers of young people with EHCPs staying in post-16 education. The number of EHCPs has risen from 2,176 at the end of 2018/19 to 2,291 at the start of quarter three, which represents growth of 5% in 6 months. The total pupil population in Brent is not currently growing, it remains broadly level, however there are no signs yet of a slow-down in the growth of number of EHCPs.
- 3.9.2. The EHCPs specify the amount and type of support an SEND (Special Educational Needs and Disability) pupil requires and so dictate the cost. The growth is a trend

both in London and across England, whereby the number of children assessed as meeting the threshold for support has increased sharply since the introduction of EHCPs in 2016. The rate of increase for High Needs exceeds the growth in overall pupil numbers, but High Needs funding has not increased in line with this, creating the financial pressure. The average cost of funding the services required by an EHCP is £20k, and can range from £11k for support in a mainstream school, to £83k in highly specialist out of borough settings. These unit costs are also under inflationary pressure from increases in staffing costs.

- 3.9.3. It is noted that there is particular growth in the numbers of young people remaining in education in post-16 who have EHCPs and who may have to be supported from the High Needs block until the age of twenty-five, as required by the Government's SEND reforms.
- 3.9.4. The High Needs forecast of £61.5m is based on the number of EHCPs as at the end of September, and could continue to grow. This overspend is partially offset by a £1m contribution from the Schools block agreed during budget setting by the Schools Forum. The remaining forecast overspend will deplete the DSG reserve of £2.5m, and cause a year-end deficit in the reserve of £1.8m. At 0.6% of total DSG, this will be a relatively small deficit compared to many other London Boroughs, most of which are forecast to finish the year with their DSG reserves in deficit.
- 3.9.5. The underspend reported on the Schools Block of £0.9m is the net result of a planned underspend of £1.1m to offset pressures in the High Needs Block, less the increased costs of funding Secondary Schools experiencing growth in pupil numbers.
- 3.9.6. Within the Schools Block there is a budget of £1.4m known as the pupil growth fund, which is overspending by £0.2m. This budget underspent in previous years, and the DSG was consequently top-sliced by the DfE (Department for Education) for 2019/20. The current budget has been set in line with prior year spend, with £0.7m committed to the school based 'CAFAL' (Choice Advice and Fair Access Interview) provisions for secondary age pupils who are new entrants to the English school system. This leaves £0.7m to fund growth in pupil numbers known as 'rising rolls', but this is forecast to be insufficient. The final rising rolls funding calculations are completed in-year, and the risk of overspend mainly depends upon the year on year increase in the year 7 intake. The growth fund will be reviewed by Schools Forum for the 2020/21 financial year, as secondary pupil growth will continue to increase. The growth fund is funded by the Schools block, so the budgeted level impacts upon the amount available for the mainstream funding formula.
- 3.9.7. Additional High Needs block funding for Brent has been announced at £4.8m for 2020/21. This would be enough to cover the 2019/20 overspend on the High Needs block, but demand modelling indicates further increases in demand in 2020/21 of £3.5m. The DfE are currently consulting on changing the terms and conditions of the DSG grant, so that the legal position is that deficits can be recovered from subsequent year's DSG funding as part of a multi-year recovery plan. This development should protect the General Fund from having to fund the deficit. However, it is clear that any successful DSG recovery plan will require additional year on year increases in funding.

3.10. HRA

HRA	Budget (£m)	Forecast (£m)	Forecast Overspend/ (Underspend) (£m)
HRA	0.0	0.5	0.5
Total	0.0	0.5	0.5

3.10.1. The HRA has a balanced budget, whereby the expenditure budget of £53.2m is matched by income.

3.10.2. The HRA is forecasting an adverse variance of £0.5m, mainly relating to in-year impact of committing to London Living Wage for the Estate Cleaning Team and the associated costs of bringing the service in-house from September 2019. The Estate Cleaning function is chargeable to both tenants and leaseholders. The Housing Management Team are currently reviewing the service charges for next year, in order to provide a cost neutral cleaning service in the next financial year.

4. Conclusion

4.1. Currently, the forecast shows that the General Fund revenue financial position for the Council in 2019/20 is at breakeven. HRA and Children and Young People (DSG) are also showing an overspend position of £0.5m and £4.3m respectively.

5. Financial Implications

5.1. This report is about the Council's financial position in 2019/20, but there are no direct financial implications in agreeing the report.

6. Legal Implications

6.1. Managing public money responsibly is key legal duty, but there are no direct legal implications in agreeing the report.

7. Equality Implications

7.1. There are no direct equality implications in agreeing the report.

Report sign off:

MINESH PATEL
Director of Finance

Appendix 1: Savings Delivery Tracker

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CWB001	Public Health re-commissioning	100	150	Additional efficiencies made through public health re-commissioning	Delivered	Green	Green	N/A	
CWB002	Public Health re-commissioning	-	500	Recommission Children's Centres and Health Visiting as a single contract	Not Delivered	-	Amber	Integrated Family Hubs for Brent families is expected to go live in September 2020 and part year effect of this saving is expected to be achieved in 2020/21. Any shortfall will be mitigated through further cost alignment to activities with Public Health outcomes.	The development of eight integrated Family Hubs for Brent families is expected to go live in September 2020. Some further work is required to demonstrate that the impact of the planned reduction in the number of children's centres will remain consistent with the terms of the Public Health grant.
CWB003	Public Health re-commissioning	125	125	Cease untargeted smoking cessation. Retain only a service for mental health service users and pregnant women	Delivered	Green	Green	N/A	Smoking cessation services have been decommissioned.
CWB007	Housing – extended selective licensing	100	70	Proportion of the increase in License income to fund corporate overhead charge	Delivered	Green	Green	N/A	Licensing has been extended during 2018/19
CWB008	Additional Housing Reform: Single homelessness & supporting people	400	-	Reduction in the cost of the Single Homelessness Team and supporting people budget, by using New Burdens and Flexible Homelessness Support Grant	Delivered	Green	-	N/A	New Burdens funding has been received to fund posts.

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CWB009*	Additional Housing Reform: Phase 2 Temporary Accommodation reform plan	-	600	Increased acquisition of private sector accommodation through I4B to meet demand from homeless households and thereby avoiding cost of future TA provision	Not Delivered	-	Amber	Although the option to purchase additional housing units through I4B is slow to develop, there are other options being progressed (for example, the Council's New Build Programme) which is anticipated to reduce demands for temporary accommodation and therefore reduce costs.	New business case confirms how many street properties should be purchased and new build schemes to be bought. This is currently progressing well.
CWB010	Additional Housing Reform: First Wave Housing	-	250	Increased income generation through an investment in Private Sector accommodation by First Wave, let at market rates	Not Delivered	-	Red	The original proposal is not viable. Alternative scheme(s) will deliver this saving (for example, Knowles House).	
CWB012	Supporting People savings	250	-	Additional efficiencies within the service	Delivered	Green	-	N/A	Termination notice has been given to all HRS contracts effective from February 2020. It is anticipated that this saving will be delivered.
CWB013	New Accommodation for Independent Living	-	2,000	Increasing NAIL provision to support more users, but also developing provision to support higher need users and support some users who would have gone into nursing care	Not Delivered	-	Amber	Inherent risks in capital builds which are being mitigated through monthly project board meetings encompassing senior managers from Finance, Housing and Adult Social Care	This saving is proposed to be re-profiled to 2021/22 in the 2020/21 budget proposal.

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CWB014*	Continuing Health Care	400	-	Continuing Health Care – Continue to challenge decisions regarding CHC assessments at every point of referral	Not Delivered	Red	-	ASC are recruiting a specialist CHC social worker to be able to challenge Health more effectively. ASC DMT are considering other savings proposals as mitigation should it not be possible to deliver this saving.	Health are challenging their contributions at every point in the decision making process and it is becoming more difficult to obtain additional funding.
CWB015/1 6/17/18 Page 309	Adult Social Care re-commissioning	1,200	250	Review of homecare and placement packages, re-commissioning day care	Not Delivered	Amber	Amber	Homecare and Daycare procurement delays impacting on a combined £650k of savings in 19/20 which have created an in-year cost pressure. These savings will be achieved in 20/21 when both services are re-procured.	The saving is made up of a number of proposals, which is partly achieved. The full year savings will be achieved in 20/21 through reprocurement of Homecare and Daycare services.
CWB021	Housing Association Lease Scheme	300	300	Proposed to introduce a Reasonable Rents policy	Not Delivered	Red	Red	Drawdown from FHSG reserves is anticipated to bridge this gap, in the interim.	Cabinet made a decision not to proceed with this scheme but will reconsider this decision in January 2020. Other planned developments will boost income and reduce the impact should this proposal not proceed.

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
R&E001	Dimming street lights	-	100	The LED Street Lighting CMS provides the Council with the ability to adjust LED lighting output to create additional savings (£100k) by further reducing both energy costs and carbon emissions	Delivered	-	Green	N/A	On track to deliver this saving
R&E002A&B	Public Realm	250	-	Review of litter picking services	Delivered	Green	-	N/A	On track to deliver this saving
R&E003*	Parks maintenance	200	-	A review of spend by the parks service to remove off-contract spend	Delivered	Green	-	N/A	Savings delivered in 18/19
Page 310 R&E004*	Building control	176	35	The generation of additional income by the Building Control team. £100k is adjusting the budget to match current workload, with the remainder to come from out-of-borough associate work	Delivered	Green	Green	N/A	On track to deliver this saving
R&E005	Employment/START	380	-	This saving would be generated through a combination of efficiencies, rationalising staffing and the generation of additional income from a combination of external grant funding and fee income.	Delivered	Green	-	N/A	On track to deliver this saving
R&E006*	Littering enforcement	200	-	The saving comes from the expansion of litter patrol activity - income is generated through additional fines	Delivered	Green	-	N/A	On track to deliver this saving

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
R&E007*	Planning enforcement	60	-	Additional income generated by the Planning Enforcement team	Delivered	Green	-	N/A	On track to deliver this saving
R&E008	Wembley licensing	-	50	Potential increase in revenue arising from increased activity in Wembley	Not Delivered	-	Green	N/A	On track to deliver this saving
R&E009	Planning fees	350	-	Increased income from a 20% uplift in Planning Fees - this is a Central Government initiative	Delivered	Green	-	N/A	On track to deliver this saving
R&E010A	Recycling service	60	-	General efficiencies within the service	Delivered	Green	-	N/A	On track to deliver this saving
R&E018	Regeneration & Environment staffing efficiencies	1,524	450	Review of staffing model in Regeneration & Environment	Delivered	Green	Green	N/A	On track to deliver this saving, posts to be deleted have been identified and service teams are restructuring to fit in with available funding.
R&E022/22A	Met Patrol plus service	-	400	End Met Patrol Plus funding	Not Delivered	-	Red	Savings to be withdrawn	
R&E023	Property	-	200	It is proposed to review all existing leases and other income raised with a view to generating additional income	Not Delivered	-	Amber	A review of upcoming and outstanding lease events and revenue streams is to be undertaken as part of a department reorganisation effective Q2 2019. The potential for income will be confirmed at that time.	

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CYP001	DSG Contribution	250	-	Work within amended regulations to fund some statutory education functions from DSG. Requires annual approval from Schools Forum	Delivered	Green	-	N/A	• ACHIEVED - Sch Forum approval obtained December 2018
CYP002*	Care leaver benefits	150	-	Ensure care leavers access Housing Benefit when entitled, to reduce interim support from Children's services	Delivered	Green	-	<ul style="list-style-type: none"> Team managers are working in line with the Financial Entitlements policy. If 50% of young people currently being reviewed are eligible this will result in approx. £45K more income across the year, exceeding the savings target. 	<ul style="list-style-type: none"> List of potentially eligible care leavers maintained. 14 are currently in receipt of benefits – totalling approx. £70k. 14 further applications have been made. Strong success rate anticipated. (est £70k as above).
CYP003*	WLA Placement commissioning	150	-	Reduce placement costs through the West London Alliance (WLA) Dynamic Purchasing System and use of block contracts	Not Delivered	Amber	-	N/A	<ul style="list-style-type: none"> Monitor use of DPS Budget to be based on unit costs (18/19 levels) and forecast volumes. Then able to monitor if saving is achieved.
CYP004	WLA Shared Fostering Service	-	100	Develop a shared fostering service with the 3 other WLA boroughs, resulting in staffing efficiencies	Not Delivered	-	Amber	<ul style="list-style-type: none"> A grant of £100k of seed funding has been awarded to the WLA with Brent being the lead authority to create a West London fostering agency. Marketing officers in Brent and Ealing are in touch to plan joint recruitment activities as a start. 	<ul style="list-style-type: none"> Saving applies from 20/21 but experience of Regional Adoption Agency suggest delays are likely.

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CYP005	Youth service reductions (based out Roundwood Youth Centre)	250	-	Transform the site to an educational setting with community activities, saving on premises costs. End delivery of council run youth services from Roundwood, creating a different model of community and voluntary provision	Not Delivered	Amber	-	<ul style="list-style-type: none"> It is possible that the service will be able to find additional alternative underspends of £35k to mitigate in-year. 	<ul style="list-style-type: none"> Based on September budget forecasts by service, £190k of underspend/alternative savings identified so far for 19/20.
CYP006	Early Help service reduction	250	-	Reduce support levels to early years providers. Efficiency measures across Early Help including restructure of the Education Welfare Service	Delivered	Green	-	N/A	<ul style="list-style-type: none"> ACHIEVED - EWS restructure consultation launched - timetabled for implementation in April 2019. <p>For 19/20 Children Centre saving from reduced contract cost will apply.</p> <ul style="list-style-type: none"> HoS has identified additional savings.
CYP007	Non case holding staff	250	-	A reduction of 5 FTE from non-case holding staff and management posts, primarily by smarter use of technology.	Not Delivered	Amber	-	<ul style="list-style-type: none"> Vacancies are being held in advance of restructure (£50k PPP and £26k Inclusion). Service have identified £86k alternative in-year savings so far. Estimated these mitigations will result in £200k of savings being achieved in 19/20. 	<ul style="list-style-type: none"> Review of the Performance and Commissioning functions completed, with principles of proposed structure agreed. The restructure of performance and commissioning teams takes affect from Q3 2019/20. Small balance (£35k) from VR exercise contributes to this saving.

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CYP008	Family Hubs	-	1,491	Develop family hubs from children's centres	Not Delivered	-	Amber	<ul style="list-style-type: none"> This could be mitigated by the possible early closure of Challenge House Children's Centre. 	<ul style="list-style-type: none"> Report on Family Hubs Consultation goes to CMT 14th Oct. Current Barnardo's contract expires September 2020, so full saving will not be made in 2020/21.
CYP009A	Connexions	100	-	Recommissioning of contracted service and targeted projects	Delivered	Green	-	N/A	<ul style="list-style-type: none"> ACHIEVED - All in place. Procurement will result in saving.

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
ACE001	Reducing voluntary sector grants	102	158	Proposed to reduce grants provided to three voluntary sector bodies	Delivered	Green	Green	N/A	
ACE002	Deletion of one policy officer	60	-	It is proposed to delete one policy officer from the Strategy and Partnerships department. Overall, the work undertaken by the team would need to be prioritised to focus on statutory requirements and strategic objectives, and lower-priority areas reduced as appropriate.	Delivered	Green	-	N/A	
ACE003	Restructure of communications department	-	100	It is proposed to restructure the Communications function in 2020/21 which is likely to result in reductions in staff and the level of support offered by corporate communications.	Not Delivered	-	Green	N/A	
ACE004	PPP Redesign	450	-	It is proposed to reduce the overall management of the service by aligning specialism across the department. This will include looking at how policy, scrutiny, performance, transformation and communications interrelate. Overall, the work undertaken by the department would need to be prioritised to focus on statutory requirements and strategic objectives, and lower-priority areas reduced as appropriate.	Delivered	Green	-	N/A	


Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
ACE005	Reduce scrutiny committees to two	60	-	This saving represents reducing scrutiny committees from three to two. In 2017 a third scrutiny committee was established to give a focus on BHP coming back to the Council's control. It is expected that by 2019 the scrutiny of housing could revert back to the Community and Wellbeing Scrutiny Committee	Delivered	Green	-	N/A	
ACE006	Stop catering at all Member meetings	38	-	This saving can be generated by not providing catering and refreshment services at member meetings	Delivered	Green	-	N/A	
ACE007	More efficient translation services	28	-	Following a review of translation service usage across the Council it has been found that utilisation can be improved while reducing costs by approximately 12%. This includes better use of skype/conference call capabilities facilitated by the new telephony contract	Delivered	Green	-	N/A	

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
ACE008	Restructure Executive Support Team	45	-	Restructure and re-grading of the Executive Support Team. In order to ensure all Departments are supported appropriately, team members will be cross trained to enable them to cover all required areas, which will enhance continuity during times of absence	Delivered	Green	-	N/A	
ACE009	Proposed staffing changes in political offices	37	-	Review of support to political groups	Delivered	Green	-	N/A	

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CED001	Legal savings - Demand management	50	50	Savings to recognise the impact of the Impower demand management review, income generation and bringing more work in house which will lead to less spend on external legal counsel	Delivered	Green	Green	N/A	
CED002	Insurance savings	100	-	Savings to be achieved following a review of insurance provision and risk management	Delivered	Green	-	N/A	
Page 318 CDS001	Customer services	275	425	Service modernisation-more digital services and demand management revised operating model for managing access for all services, streamlining of structures following return of Council Tax in house.	Delivered	Green	Green	N/A	
CDS002	Oracle & hosting*	270	-	Savings in relation to hosting One Oracle (£150k) and income from other boroughs within the One Oracle partnership (£120)	Delivered	Green	-	N/A	
CDS003	IT sales	74	326	Income from selling IT Services to another Council/external companies and/or another partner within the current shared service model (£330k). Income from selling IT services to Air France (£74k)	Not Delivered	Green	Red	As part of the draft budget that was presented to Cabinet in November 2019, it is proposed that this saving does not go ahead	

Index	Reference	2019/20 (£000)	2020/21 (£000)	Description	Saving delivered?	RAG Status 2019/20	RAG Status 2020/21	Mitigating Actions	Comments
CDS004	Reduce printing and no more colour printing	100	-	Savings from reductions in print volumes (10%) and removing the option for colour printing	Delivered	Green	-	N/A	
CDS005	Application support	100	-	Staff savings as result of consolidation of application support teams within the shared service	Delivered	Green	-	N/A	
CDS006	Resources directorate savings	200	-	Savings to be delivered from within the Resources directorate budget and other smaller budget items	Delivered	Green	-	N/A	
CDS007	Review of Council tax support scheme	-	3,300	Estimated 15% reduction in total expenditure	Not Delivered	-	Red	As part of the draft budget that was presented to Cabinet in November 2019, it is proposed that this saving does not go ahead	

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 Brent	Cabinet 14 January 2020
	Report from the Director of Finance
Quarter 3 Capital Budget Monitoring Report 2019/20	

Wards Affected:	All
Key or Non-Key Decision:	Non-Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Two: Appendix 1: Financial Summaries (by board) Appendix 2: Risks to delivery of the Capital Programme
Background Papers:	None
Contact Officer(s): <small>(Name, Title, Contact Details)</small>	Daniel Omisore Deputy Director of Finance Daniel.omisore@brent.gov.uk 020 8937 3057

1.0 Purpose of the Report

- 1.1 This report sets out the current forecasts of capital expenditure against the budget for 2019/20, highlights the key achievements of the programme, notes any budget changes since initial approval and sets out the various elements of financing.
- 1.2 The programme is forecasting to spend £229.1m across all schemes against a budget of £246.7m, which equates to a 93% spend.
- 1.3 The underspend of £17.6m primarily relates to:
 - an underspend of £17.9m in housing and £0.7m in Public Realm;
 - offset by an overspend of £1.6m in South Kilburn and other small combined; and
 - variances totalling £0.6m underspend.
- 1.4 The key risks to the programme are summarised in Appendix 2.
- 1.5 Table 1 summarises the overall capital position.

Table 1

Executive Cost Summary - 2019/20

Predicted Outturn Performance

92.88%

£m	Original budget	Revised Budget	Commitments	YTD Spend	Previous Fcst	Current Fcst	FY Variance
Totals	257.59	246.70	54.19	49.45	289.44	229.13	-17.57
Corporate Landlord	52.16	50.55	1.36	3.10	50.77	50.64	0.09
Regeneration	1.73	2.02	0.08	1.45	6.87	1.86	-0.16
St Raphael's	0.86	0.99	0.28	0.15	0.76	0.73	-0.26
HCIB - HRA	36.45	100.73	9.84	11.72	90.90	92.28	-8.45
HCIB - GF	12.50	23.19	28.13	6.42	22.88	22.10	-1.09
PRS 14B	21.55	29.75	0.00	12.17	21.36	21.39	-8.36
Schools	7.21	10.72	1.77	4.92	14.50	10.45	-0.27
South Kilburn	3.85	8.77	0.34	5.73	8.77	10.40	1.63
Public Realm	12.27	19.99	12.39	3.81	16.89	19.28	-0.71

2.0 Recommendation

2.1. To note the overall capital financial position.

3.0 Detail

Corporate Landlord

Spend Position, Forecast and Key Achievements

- 3.1 The 2019/20 forecast for Corporate Landlord is a £0.1m overspend. The variance is due to IT which is forecasting a pressure of £0.5m, offset by a property and energy underspend of £0.4m.
- 3.2 The IT overspend comprises £0.2m from the prior year and £0.3m that has arisen in 2019/20 on to the laptop rollout project. The reason for the in-year overspend is initial scoping for the number of devices needed, which did not include some newly recruited roles.
- 3.3 It is possible that a further £0.2m expenditure will be incurred for this project, for which a paper would be brought to Capital Programme Board (CPB) in December.
- 3.4 The minor works budget in property management is forecasting a £0.3m underspend as fewer than anticipated repairs have been required and there are combined underspends of £0.1m across other property and energy budgets.
- 3.5 The rollout of new devices across Brent staff is now substantially complete, with staff better able to work remotely and with equipment more suited to the needs of their service.

- 3.6 The Digital Strategy project has an ambitious plan to fully embrace digital innovation in Council services. The programme has realised many achievements to date including implementation of improved digital systems for Brent Customer Services, realising a £1m saving, piloting of Robotic Process Automation (RPA) in Brent services and significant improvements to the Council's website performance. In October 2019, Cabinet approved the strategy and business case for the period 2019-2023.

Regeneration

Spend Position, Forecast and Key Achievements

- 3.7 The £0.2m underspend is mainly due to delays on the Bridge Park Regeneration project.
- 3.8 The Council has used Strategic Community Infrastructure Levy (CIL) funds to deliver significant improvements to Olympic Way to make the area safer, more attractive and offer much-improved amenities to local residents.

St Raphael's Estate Regeneration

Spend Position and Forecast

- 3.9 The current forecasted underspend of £0.3m is due to the delay in the appointment of the professional team, which occurred in September 2019. However, these costs are expected to be incurred in 2020/21 so this is a timing difference rather than a genuine underspend.

Housing

Spend Position, Forecast and Key Achievements

- 3.10 Of the £17.9m underspend in Housing, £8.5m is attributed to the Housing Revenue Account (HRA), £1.1m to the General Fund (GF) and £8.4m to i4B.
- 3.11 The main underspend in the HRA is due to savings in stamp duty land tax (SDLT) on the Gloucester and Durham acquisition due to recent confirmation from HMRC of the Council being eligible for relief.
- 3.12 The underspend in the General Fund is mainly due to delays to start on site dates. The Judicial Review of Preston Road has limited the Council's ability to progress the scheme beyond planning submission.
- 3.13 The i4B budget is likely to underspend due to fewer than expected properties available for acquisition.
- 3.14 There are presently 570 homes at various stages of development from Preparing for Planning to Start on Sites, which will provide much needed social housing for the area.
- 3.15 The Council has successfully secured £30.6m of GLA grant for acquisition of Gloucester & Durham (235 homes).

- 3.16 Furthermore, revenue funding of £0.4m has also been allocated from the GLA and is in the process of being utilised for a fixed period of time to provide dedicated planning, procurement, community liaison and legal expertise.

Schools

Spend Position, Forecast and Key Achievements

- 3.17 The current 2019/20 underspend of £0.3m is due to works at Elsley and Woodfield coming under budget, offset by the 2019/20 portion of the Uxendon overspend (£0.6m).
- 3.18 The Schools asset management plan is helping schools to improve their facilities and more progress can be expected as the project develops.

South Kilburn

Spend Position, Forecast and Key Achievements

- 3.19 The current forecasted overspend of £1.6m is due to accelerated spend relating to Craik Court, Crone Court, John Ratcliffe and Austens house. This is due to timing of the budgeted expenditure which compared to actual spend is happening earlier than planned, rather than a genuine overspend.
- 3.20 This is offset slightly by certain projects such as Blake House and the Energy scheme for which spend is expected in later years.
- 3.21 The South Kilburn Capital team have successfully managed to hold a ballot in which residents overwhelmingly backed the continued progress of the scheme, 84% voted Yes and the turnout of residents was 72%. This is the largest resident ballot to take place since the introduction of the new rules.

Public Realm

Spend Position, Forecast and Key Achievements

- 3.22 The present overspend of £0.7m is due to a number of small underspends in various programmes.
- 3.23 The Gladstone park contract will come in under its allocated budget, therefore £0.1m could be re-profiled for possible park spend next year. In addition, there is some S106 and landscaping scheme projects, which will not be spent until 2020/21.
- 3.24 The actual spend to date is below £4m and while the forecast for the year is over £19m, however approximately £10m will be spent in the upcoming months through the footways and TfL schemes, bridging the gap between the two figures.

- 3.25 Borough wide projects to enhance CCTV equipment and street lighting have now concluded, improving key infrastructure for Brent residents.
- 3.26 There has also been the continued use of Neighbourhood Community Infrastructure Levy (NCIL) on community projects, often working with residents. The latest NCIL round attracted 83 bids, the highest number to date, which shows high levels of resident engagement.

Budget changes in 2019/20

- 3.27 Table 2 summarises the changes by area from the original budget approved by full council through to the current revised budget.

Table 2

£m	Original budget	Carry forward	Budget Additions/ Removal	Virement	Reprofiling	Revised Budget
Totals	257.6	12.3	32.8	0.0	15	246.7
Corporate Landlord	52.2	0.8	0.6	0.0	-3.0	50.6
Regeneration	17	1.8	4.7	-5.5	-0.7	2.0
St Raphael's	0.9	0.1	0.0	0.0	0.0	1.0
HCIB	179.5	-3.7	24.0	0.5	-46.7	153.7
Schools	7.2	1.6	1.9	0.0	0.0	10.7
South Kilburn	3.9	8.6	0.3	0.0	-4.0	8.8
Public Realm	12.3	3.0	2.5	5.0	-2.8	20.0

- 3.28 Corporate Landlord: £1.6m of budget for Digital Strategy was brought forward from 2020/21 and £4.6m for utilising surplus properties (capital funding for commercial gain on Brent-owned surplus properties) was reprofiled into future years, which nets to a £3m budget reduction in 2019/20. £0.6m of the additional budget approved for the civic centre programme and £0.8m surplus was carried forward from the previous year. The net impact of these changes is a £1.6m budget reduction in 2019/20.
- 3.29 Regeneration: There is a £1.8m budget carried forward. The net budget addition of £4.7m was due to the Wembley transport improvement projects, which was subsequently transferred to public realm. Northwick Park was initially placed in regeneration before it was transferred to the housing board. The £0.7m re-profiling is primarily due to Bridge Park.
- 3.30 St Raphael's Estate Regeneration: The carry forward of £0.1m supplemented the previously allocated 2019/20 budget of £0.9m.
- 3.31 Schools: The Woodfield School expansion has been allocated £0.9m of new budget and funds from the Healthy Pupil Capital Grant (HPCF) have also increased the budget by £0.2m. These are the main additions this financial year, as well as increases to AMP programme through use of contingency. The carry forward relates to delays from 2018/19 in the completion of the phase three expansion projects.

- 3.32 South Kilburn: Delays caused by ballot requirements have resulted in budgets of £4.0m being moved forward to later years. There was also significant carry forward from 2018/19 of £8.6m, the only additional budget is for the Carlton and Granville pre build work £0.4m. This was slightly offset by the transfer of the budget for Gloucester & Durham (G&D) which now sits in housing.
- 3.33 Public Realm: The majority of the additional budget is for s106 and TfL schemes, including £1.0m for the TfL bus priority scheme. The carry forward was due to delays in completing projects across the area. The £5m virement relates to the Wembley transport improvements programme transferred from regeneration. Subsequently £2.5m was phased to the next financial year due to delays, budgets for landscaping and s106 schemes have also been re-profiled.
- 3.34 Housing Care investment panel (HCIB): The budget increased by £24m primarily due to a £6.8m uplift in the i4B budget, £4.2m for the Disabled Facilities Grant (DFG) and £11.5m to provide new affordable housing with the support of Right to Buy. This was offset by £3.7m overspend carried forward from the previous year. The re-profiling of £46.7m reflects the progress of the projects within the programme. Approximately £39m relates to re-profiling of the Gloucester and Durham acquisition to reflect the agreed contractual payment terms. £8m of new affordable housing with the support of right to buy has also been re-profiled to future years.

Capital Financing

- 3.35 Table three summarises how the capital programme for 2019/20 is financed:

Table 3

Source of Finance	£m
Capital Expenditure Budget for 19/20	246.7
Grants & Other Contributions	46.8
S106 & CIL	6.4
Capital Receipts	12.5
Reserves	31.9
Major Repairs Allowance	13.2
Revenue Contribution	0.6
Prudential Borrowing	135.3

- 3.36 Until recently the council was utilising internal cash resources to fund the elements of the capital programme financed via borrowing. This helps keep interest costs low as it delays the requirement to undertake new external borrowing. These resources are expected to be depleted by the end of 2019/20 so any expenditure capital programme not financed will have to be covered with new external borrowing. This requirement could be met using a variety of sources including the PWLB, banks and private institutions. The interest cost

and MRP arising from new borrowing is generally met from the capital financing budget in central items. Borrowing relating to HRA schemes is recharged to the HRA.

3.37 The capital financing budget for 2019/20 is £23.3m and is currently forecast to be spent to budget.

3.38 On the 9th October without warning, the PWLB increased the margin applied to loan rates by 1% (0.8% to 1.8%). HM Treasury cite the substantial increase in use of PWLB loans at some authorities as the cost of borrowing has fallen. This makes borrowing from the PWLB considerably more expensive and provides opportunity for banks and private institutions to offer a competitive source of finance. The Council is currently working to secure a long-term forward funding deal to lock in a borrowing rate now with drawdown in subsequent years.

4.0 Financial Implications

5.1 The financial implications are contained throughout the report.

5.0 Legal Implications

5.1 None

6.0 Equality Implications

6.1 None

7.0 Consultations with Ward Members and Stakeholders

7.1 None

8.0 Human Resources/Property Implications (if appropriate)

8.1 None

Report sign off:

MINESH PATEL
Director of Finance

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Table 1: Corporate Landlord financial summary 2019-20

Corporate Landlord	Current Financial Year (£, millions)				
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
Civic Centre	0.79	0.56	0.71	(0.09)	(0.08)
Energy	0.78	0.01	0.76	(0.02)	(0.02)
ICT	0.74	0.99	1.20	0.45	0.00
Digital Strategy	2.85	1.52	2.85	(0.00)	0.00
Libraries	0.05	0.01	0.05	0.00	0.00
Property Management	45.33	0.01	45.07	(0.26)	(0.03)
Total	50.55	3.10	50.64	0.09	(0.13)

Table 2: Regeneration financial summary 2019-20

	Current Financial Year (£, millions)				
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
Bridge Park Regeneration	0.40	0.14	0.25	(0.15)	0.12
Housing Zones	0.45	0.25	0.44	(0.01)	0.01
Olympic Way Pedestrian Improvements	1.09	1.05	1.09	(0.00)	0.00
New Homes Bonus	0.02	0.00	0.02	(0.00)	0.00
Capacity Fund	0.07	0.00	0.07	0.00	0.03
Total	2.02	1.45	1.86	(0.16)	0.17

Table 3: St Raphael's financial summary 2019-20

St Raphael's	Current Financial Year (£, millions)				
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
St Raphael's Estate Regeneration	0.99	0.15	0.73	(0.26)	0.04
Total	0.99	0.15	0.73	(0.26)	0.04

Table 4: HCIB financial summary 2019-20

Housing	Current Financial Year (£, millions)				
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
Aids & Adaptations	5.85	2.23	5.85	0.00	(0.00)
Travellers Site	0.04	0.01	0.04	0.00	0.00
Mixed Development	13.93	3.91	13.03	(0.90)	(0.59)
NAIL	3.38	0.27	3.19	(0.19)	(0.19)
Sub Total GF	23.19	6.42	22.10	(1.09)	(0.78)
PRS I4B	29.75	12.17	21.39	(8.36)	0.03
Total GF	52.94	18.59	43.50	(9.44)	(0.74)
Enfranchisement	2.24	0.52	0.52	(1.71)	0.00
New Council Homes Programme (NCHP) - Phase 1	3.24	1.03	3.24	0.00	0.00
New Council Homes Programme (NCHP) - Phase 2	8.87	3.75	7.79	(1.09)	(0.77)
Major Repairs & Maintenance	18.51	9.36	18.51	0.00	0.00
Feasibility	5.70	0.05	3.45	(2.25)	(2.25)
RTB Affordable Housing	0.00	(3.40)	0.00	0.00	0.00
St Ralph's Acquisition	1.25	0.41	0.90	(0.35)	0.00
In Borough Acquisition Strategy	60.92	(0.00)	57.87	(3.05)	(3.05)
Total HRA	100.73	11.72	92.28	(8.45)	(6.07)
HCIB Grand Total	153.67	30.31	135.78	(17.89)	(0.74)

Table 5: Schools Financial Summary 2019-20

Schools		Current Financial Year (£, millions)			
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
Children & Youth Facilities	0.02	(0.00)	0.02	0.00	0.00
Completed School Projects	0.46	0.07	0.37	(0.10)	(0.00)
Expansion of School Places	1.12	(0.04)	0.88	(0.25)	(0.01)
Phase 3 Permanent Primary	3.39	1.63	3.63	0.24	(4.17)
Phase 4 Permanent Primary	0.01	0.00	0.00	(0.01)	0.00
PSBP Phase 2 Secondary	0.69	(0.00)	0.69	0.00	0.00
Secondary School Expansion	0.17	0.00	0.17	0.00	0.00
School Capital Improvement	4.86	3.25	4.70	(0.16)	(0.33)
Total	10.72	4.92	10.45	(0.27)	(4.51)

Table 6: South Kilburn Financial Summary 2019-20

South Kilburn	Current Financial Year (£, millions)				
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
Austen House	0.00	0.00	0.38	0.38	0.38
Blake Court	1.45	0.52	0.60	(0.85)	(0.85)
Carlton & Granville	0.50	0.32	0.50	(0.00)	(0.00)
Chippenham Gardens & Carlton Hall	0.68	0.58	0.76	0.09	0.09
Craik Court	0.00	0.00	0.75	0.74	0.74
Crone Court	0.18	0.33	0.93	0.75	0.75
Dickens	0.30	0.32	0.32	0.01	(0.29)
Energy	0.40	0.03	0.10	(0.30)	(0.30)
Hereford & Exeter	1.80	1.71	1.80	0.00	(0.30)
John Ratcliffe	0.00	0.00	0.25	0.25	0.25
Master plan	0.30	0.26	0.30	0.00	0.00
Neville, Winterleys & Carlton House	1.03	0.15	1.35	0.32	0.32
Peel	1.90	1.49	1.90	(0.00)	(0.30)
Queens Park & Cullen House	0.08	0.01	0.08	0.00	0.00
Queens Park Joint Venture	0.05	0.00	0.00	(0.05)	(0.05)
William Dunbar & Saville	0.00	0.01	0.37	0.37	0.37
Masefield & Wordsworth	0.10	0.01	0.01	(0.09)	(0.09)
Total	8.77	5.73	10.40	1.63	0.73

Table 7: Public Realm Financial Summary 2019-20

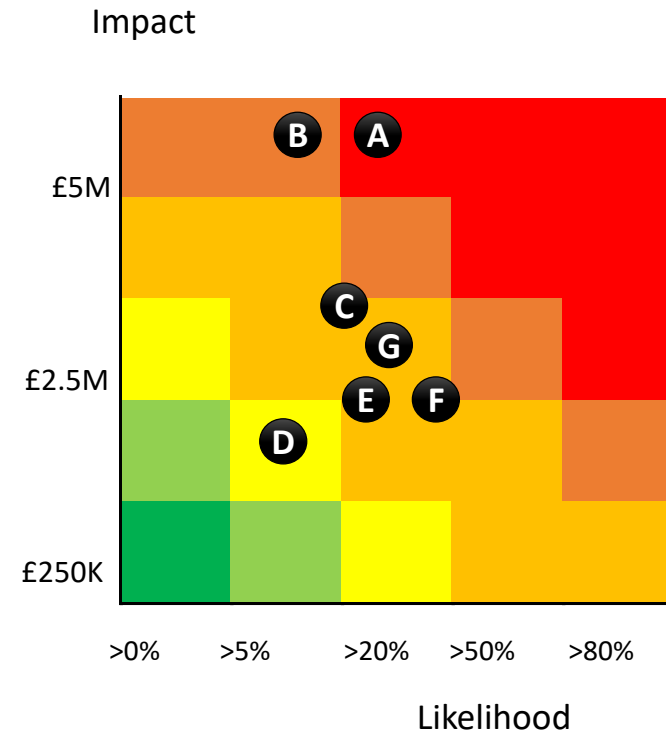
Public Realm	Current Financial Year (£, millions)				
Programme	2019-20 Revised Budget	2019-20 YTD Actuals	2019-20 Full Year Forecast	Budget Variance	Change in budget variance from last month
CCTV	(0.05)	0.08	0.00	0.05	0.00
Environmental Health	0.05	(0.01)	0.00	(0.05)	(0.05)
Landscaping	0.56	0.07	0.44	(0.12)	(0.07)
Parks	0.62	0.01	0.61	(0.01)	(0.00)
Sports & Culture	1.05	0.01	0.87	(0.17)	(0.28)
Parking & Street Lighting	0.83	0.16	0.84	0.00	0.01
Regen & South Kilburn - S106	0.07	0.01	0.20	0.12	0.55
Highways & Infrastructure S106	1.27	0.34	0.90	(0.37)	(0.35)
Highways & Infrastructure	10.13	1.93	10.06	(0.07)	(0.09)
Wembley Transport Improvements	2.47	0.55	2.47	(0.00)	0.10
Transport For London [TFL]	2.97	0.66	2.89	(0.08)	0.03
Total	19.99	3.81	19.28	(0.70)	(0.15)

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Main risks to the delivery of the Capital Programme

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- A. Educational designation (section 77) risk- educational designation on key development sites may delay procurement and construction progress
- B. Market slowdown risk- a lack of available properties for acquisition could affect the housing pipeline
- C. Financing risk- an increase in finance costs could lead to schemes becoming unviable
- D. Developer risk- developers may seek to make amendments to agreed schemes to increase profitability
- E. Inflation Risk – higher than budgeted construction inflation could impact on scheme viability
- F. Regulation Risk – changes to regulations could impact construction costs
- G. Commercial Values Risk– worsening market conditions could impact scheme viability



Risk	Concerns	Actions
A. Educational Designation (section 77) risk	Three of Brent's sites earmarked for redevelopment require secretary of state consent for change of use to housing.	Discussions with the Education and Skills Funding Agency are ongoing.
B. Market Slowdown risk	Slow market conditions have led to a lack of availability of suitable properties for acquisition.	Monitoring is ongoing of progress and available properties.
C. Financing risk	On the 9th October without warning, the PWLB increased the margin applied to loan rates by 1% (0.8% to 1.8%). An increase in financing costs could make schemes unviable.	The Council is currently working to secure a long-term forward funding deal to lock in a borrowing rate now with drawdown in subsequent years. Financial viability appraisals factor in a realistic financing cost.
D. Developer risk	Outsourcing delivery to developers can lessen the Council's control over a scheme.	Agreements with developers are monitored by legal, finance and project teams.
E. Inflation risk	Construction inflation over and above that budgeted by the Council's professionals and advisors and built into project budgets could impact on the affordability of the project.	Scenario analysis is undertaken when a scheme is appraised and adequate contingencies are included.
F. Regulation Risk	Capital schemes need to comply with the latest law and regulations which can change leading to an impact on construction costs and may be retrospective in their nature.	Continuous monitoring of laws, regulations and sector announcements is undertaken. Subscriptions are made to relevant professional bodies.
G. Commercial Values Risk	A number of projects within the capital programme contain assumptions regarding the market value of future assets, income from property letting, generation of capital receipts from property sales in some cases post development, attracting developers to projects based on a potential share of profits and other revenue/capital financial flows. Should market movements worsen the Council may suffer financially. Conversely if market conditions improve the Council could benefit.	Scenario analysis is undertaken when a scheme is appraised and adequate contingencies are included.