

Community Safety, Environment and Residents Services Policy and Accountability Committee

Agenda

Wednesday 21 September 2016

7.00 pm

Small Hall - Hammersmith Town Hall

MEMBERSHIP

Administration	Opposition
Councillor Larry Culhane (Chair) Councillor Iain Cassidy Councillor Sharon Holder	Councillor Charlie Dewhirst Councillor Steve Hamilton

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Date Issued: 13 September 2016

Community Safety, Environment and Residents Services Policy and Accountability Committee Agenda

21 September 2016

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1. MINUTES	1 - 8
To approve the minutes of the meeting held on 28 June 2016.	
2. APOLOGIES FOR ABSENCE	
3. DECLARATIONS OF INTEREST	
If a Committee member has any prejudicial or personal interest in a particular item they should declare the existence and nature of the interest at the commencement of the consideration of that item or as soon as it becomes apparent.	
At meetings where members of the public are allowed to be in attendance and speak, any Councillor with a prejudicial interest may also make representations, give evidence or answer questions about the matter. The Councillor must then withdraw immediately from the meeting before the matter is discussed and any vote taken unless a dispensation has been obtained from the Standards Committee.	
Where Members of the public are not allowed to be in attendance, then the Councillor with a prejudicial interest should withdraw from the meeting whilst the matter is under consideration unless the disability has been removed by the Standards Committee.	
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5. DRAFT REPORT OF THE HAMMERSMITH AND FULHAM AIR QUALITY COMMISSION	38 - 75
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7. WORK PROGRAMME AND DATES OF FUTURE MEETINGS	101 - 105
The Committee is asked to consider the work programme of future items and suggest any additional items for discussion.	
The Committee is also asked to note that as a result of a decision by borough council on 20 July 2016 the meeting originally scheduled for 4 April 2017 will now be held on 24 April 2017.	

London Borough of Hammersmith & Fulham

**Community Safety,
Environment and
Residents Services
Policy and
Accountability
Committee
Minutes**



Tuesday 28 June 2016

PRESENT

Committee members: Councillors Larry Culhane (Chair), Iain Cassidy, Sharon Holder, Charlie Dewhirst and Steve Hamilton

Other Councillors: Sue Fennimore

Officers: Richard Buckley, David Page, Claire Rai, Ann Ramage, Amber Burridge and Inspector Hannah Wheeler

1. MINUTES

RESOLVED

That the minutes of the meeting held on 12 April 2016 be approved as a correct record and signed by the Chair.

2. APOLOGIES FOR ABSENCE

Apologies for absence had been received from Councillors Cartwright and Harcourt who were attending a meeting of the Western Riverside Waste Authority and so could not be present.

3. DECLARATIONS OF INTEREST

There were no declarations of interest.

4. ELECTION OF VICE-CHAIR

Councillor Steve Hamilton was elected as Vice Chair for the 2016/17 Municipal Year.

5. ENVIRONMENTAL HEALTH ANNUAL REPORT

Ann Ramage, Head of Environmental Health, explained that the service was required to document its work over the past year and set out its priorities for the future. She said that the document highlighted the very significant amount of work done by a relatively small department.

Councillor Dewhirst asked what action the council took to control the fox population. Ann Ramage said that the council did not take direct action to control foxes in most circumstances as foxes are not covered by the legislation that Pest Control enforce. Officers provide information to try to educate residents in what to do to deter foxes; action residents could take included ensuring that areas where foxes could build dens were not left unused and making sure that there was not a food source for foxes to eat. There were limited other options open to officers as culling was very political and had little effect on fox numbers owing to breeding patterns. Officers occasionally visited affected areas to give advice to residents. She noted that fox control was not a statutory function, unlike other pest control, which was covered by the Prevention of Damage by Pests Act 1949 and the Public Health Act 1936.

The Chair asked whether officers had noticed a change in business attitudes following a recent press release highlighting poor standards at Woody Grill, Shepherds Bush. Ann Ramage said that the press release had certainly sent a message to the borough's food businesses, however, prosecution was always a last resort. Officers would try to work with a business to improve their standards before taking enforcement action.

The Chair asked whether food hygiene star rating stickers had to be displayed by food businesses. Ann Ramage explained that the stickers were not compulsory, but that most businesses chose to display their ratings; she said that even if there was no sticker, ratings were published at ratings.food.gov.uk. Ann Ramage explained that the scheme will indicate the standards that were in place on the day of the inspection and a business could have improved since that time but would not get a new sticker with a revised rating.

6. NOISE NUISANCE PREVENTION

Richard Buckley explained that the noise nuisance team worked 7 days a week and that the times the service was open varied depending on which day of the week it was with a longer service from Thursday to the early hours of Monday morning.

The number of complaints about noise received during the day had risen by 14% largely due to increased construction. Officers had started to do more

proactive work to try to limit the number of complaints about construction noise, with more S.60 notices being issued and more enforceable technical specifications being included in these notices.

28% more complaints about noise at night had also been received, and these were generally about music. There were no real preventative options open to officers and so there had been a larger percentage increase in enforcement notices issued than for construction noise.

Councillor Cassidy asked whether the Council used a noise reporting application. Richard Buckley explained that noise had to be witnessed for officers to be able to take action, and so these applications were of little value to officers. Ann Ramage said that the council's telephone hotline was well known and well used.

Councillor Hamilton said that he was pleased that the sharing of the service had allowed longer service hours and for more officers to be available to respond. He asked whether there was demand for the service between 5am and the service restarting at either 7.30am or 9am. Richard Buckley explained that there tended to be few issues in the morning.

The Chair asked whether there were some parts of the borough which suffered more noise complaints. Richard Buckley said that there were more complaints in town centres, but that complaints were received regularly from all over the borough.

Richard Buckley moved on to explain that the council had introduced a Public Spaces Protection Order at Shepherd's Bush Station to deal with nuisance noise created by buskers. He explained that Councillor Harcourt, Cabinet Member for Environment, Transport and Residents' Services, had asked for the committee's views on three options to control busking in the borough. The options were:

- A Hammersmith and Fulham Busking Policy
- A Licensing Scheme for Buskers
- Joining BuskinLondon, a scheme promoted by the previous Mayor of London

Councillor Dewhirst said that he was concerned that licensing would be costly for both the council and buskers. He also felt that businesses, especially those in the borough's town centres, ought to be consulted on the options. Richard Buckley agreed that licensing might well be expensive, and added that the current fees for BuskinLondon were quite high, although it was proving effective in Kensington and Chelsea.

Committee members agreed that a Hammersmith and Fulham policy would be the most cost effective option and that it would allow officers to encourage people to busk well. Councillor Fennimore, Cabinet Member for Social Inclusion, noted that there had been issues with amplified noise and asked that the use of amplifiers be restricted by the policy. The Chair suggested that some areas could be marked out as suitable for buskers and identified in the

policy, although he didn't think that buskers needed to be restricted to these areas.

7. POLICING & CRIME UPDATE

Claire Rai, Head of Community Safety, introduced the report explaining that the council paid for additional police officers on the borough's streets and that the current administration had increased the number of officers it funded from 36 to 44. The council funded police officers worked closely with council staff and were of real benefit to many services. The council's additional funding meant that the borough had eight constables who were each responsible for local policing issues in two wards as well as a crime prevention design adviser and a gangs outreach officer.

Police officers carried out joint enforcement of PSPOs and borough wide orders, such as the controlled drinking zone, each day. Each week joint weapons sweeps were carried out with the parks police and neighbourhood wardens service, whilst each month joint rough sleeping patrols were undertaken. Quarterly 'days of action' involving a wide range of partners took place focussing on the council's priorities.

The enhanced policing team helped the police to engage with residents better, with officers having attended over 100 community meetings in the past year. Officers also delivered monthly street briefings and supported the borough's neighbourhood watch schemes, of which there were now more than 200. Officers also attended the Safer Neighbourhoods Board.

The Chair thanked officers for their report. He welcomed the positive impact that the additional officers were having on the borough and thanked those additional officers for their hard work.

Councillor Holder asked where meetings attended by the police were advertised, as she felt that more could be done to promote these. Inspector Hannah Wheeler explained that meetings were advertised on the Metropolitan Police's Hammersmith and Fulham page (<http://content.met.police.uk/Borough/Hammersmith>). They were also tweeted and promoted in newsletters. Dave Page, Director of Safer Neighbourhoods, suggested that the council's website could also be used to promote police meetings and agreed to raise the issue with the council's communications team.

Councillor Dewhirst asked whether officers knew what the new Mayor of London's policing priorities were. Claire Rai said that his priorities during the campaign had been gangs and youth crime, however, a fuller picture was expected by early autumn. Dave Page explained that funding for existing projects was secure until March 2017. He also explained that the council had contacted the new mayor to explain their opposition to a proposed merging of the Hammersmith and Fulham, Kensington and Chelsea, and Westminster borough commands. Councillor Dewhirst asked for a copy of the letter which had been sent on this issue. Dave Page agreed to pass this request on to Councillor Cartwright as the letter had not been sent by officers.

The Chair asked whether there was anything more the council could be doing to support the work of the additional officers. Claire Rai explained that the police already benefitted from the extensive CCTV network which the council maintained. The local knowledge of Neighbourhood Wardens was also a very useful resource, as was the professional witness service. She felt that the police and council worked very closely together. Dave Page explained that youth re-offending rates were quite high and that the council was trying to intervene to tackle a small group of regular offenders which he felt would be helpful to the police. He explained that he was particularly impressed with the work of the council's prevent team which was very active, and with the massive growth in the neighbourhood watch scheme over the past 8 years. Mr Page added that the council was looking to launch a digital section of neighbourhood watch to engage more people. Claire Rai noted that the police and council were very good at engaging children in schools and indeed elderly people but that more needed to be done to engage the working age population and she hoped that the new digital support for neighbourhood watch schemes would help.

The Chair thanked police and council officers for their helpful responses to the committee's questions.

8. STRATEGIC ASSESSMENT 2016-19

Amber Burridge, Principal Intelligence Analyst, explained that the Strategic Assessment 2016-19 set out the priorities for the borough's crime reduction partnership. The priorities had been developed through analysis of the statistical evidence, however, the priorities were being brought to the Policy and Accountability Committee for their views and local insight. The priorities were intended to last three years with an annual refresh. The proposed priorities were:

- Theft and Handling offences: Focus on "Other Theft"
- Motor Vehicle Crime
- Violent Crime: Focus on Violence with Injury, VAWG, Youth Violence and Gangs
- Burglary
- Victims – Including Hate Crime, Prevent and Child Sexual Exploitation
- Anti-social Behaviour: Rowdy or Inconsiderate Behaviour, Rowdy or Nuisance Neighbours, Noise and Flytipping
- Adult and Youth Reoffending

Amber Burridge explained the statistical rationale for each of the proposed priorities, which can be found in the presentation appended to the minutes.

Councillor Hamilton asked whether gangs needed to be included as a priority as gang related crime in the borough was low. Dave Page explained that there were problems with gangs in boroughs to the north and south of Hammersmith and Fulham and that it would be a risk to remove it as a priority as officers might lose focus on the issue, undermining past good work. He

also explained that the council had developed a gangs strategy which would need the support of the partnership to be effective.

Councillor Dewhurst asked what the council could do to reduce motor vehicle crime. Dave Page explained that the council funded tracking devices and that these had been effective in reducing moped theft. He felt however that it was a difficult problem to solve as the borough had lots of expensive cars but very few garages. He explained that as most thefts were on residential streets the council's CCTV was not effective in tackling the problem.

Councillor Holder asked how the officers work to reduce youth reoffending was monitored. Councillor Fennimore explained that she was passionate about reducing youth reoffending and that she therefore kept a close track of the work of officers. She explained that the community safety team was working with children's services to review the work of the youth offending service and that she hoped to engage third sector organisations to try to break young offenders behaviour patterns. She suggested that Youth Crime and the Gangs Strategy would be interesting topics for the PAC to review.

The Chair thanked officers for their work on the report.

9. THE USE OF REGULATION OF INVESTIGATORY POWERS ACT (RIPA) AND CCTV IN THE BOROUGH

Dave Page, Director for Safer Neighbourhoods, explained that the Regulation of Investigatory Powers Act (RIPA) was the legislation which governed how the council could direct surveillance and access communications data. He said that residents had understandable concerns about authorities 'snooping' on their private lives and that RIPA governed what officers could and could not do. Any action was required to be both necessary and proportionate considering the activity being investigated, which was further limited as the alleged crime needed to carry at least a six month prison sentence for the powers to be used. All applications made under RIPA had to be signed off by a senior officer in the council and then agreed by a district judge or lay magistrate.

There were two key powers available to the council under RIPA, the first of which was the collection of communications data which allowed officers to know who had contacted each other and when, although the content of the communications was not available. This had been used twice since July 2014, both in connection with car clocking.

The second power was that of covert surveillance. This either involved placing hidden CCTV cameras or covert surveillance carried out by the council's two professional witnesses. These powers had been used 18 times since July 2014 to identify perpetrators of ASB, criminal damage and drug dealing, investigate theft from parking meters and to investigate counterfeit goods.

The council had a non RIPA surveillance policy which sets out the circumstances in which officers could use surveillance techniques where the

crime threshold is not met, although the reasonable and proportionate test was still applied. The policy meant that officers could demonstrate that this activity was lawful and necessary in terms of the qualification in Article 8(2) of the European Convention on Human Rights. Non-RIPA surveillance had been used on 31 occasions to identify perpetrators of ASB, criminal damage, harassment, intimidation and drug dealing. The ability to carry out this surveillance was considered by officers to be important in supporting victims of crime.

Dave Page explained that the council maintained a substantial overt CCTV network with over 1100 cameras connected to the control room. There had been an increase of 300 cameras in the past two years, as well as a large number of upgrades having been made to the existing network. More mobile CCTV cameras were being bought as these had proven to be very successful. There had been 219 more arrests assisted by the CCTV team in 2015 than 2014. The team had also won the Met Police's 'CCTV Team of the Year'.

Councillor Dewhirst asked whether funding for the CCTV network was secure and said that he felt there was a good case for CCTV cameras on those parts of King Street not yet covered by the network. Dave Page said that he was aware of Councillor Dewhirst's desire for more CCTV on King Street. He explained that S.106 had been a good source of funding for additional CCTV cameras and that this seemed likely to continue, although the introduction of the Community Infrastructure Levy might have some impact.

Councillor Cassidy asked how many RIPA requests were refused by senior officers and the judiciary. Dave Page said that officers knew the thresholds for RIPA applications and so few were made which were not acceptable. He sent about half of requests back to officers for further explanation and justification. He was pleased to say that none of the applications made to the judiciary had been refused.

Councillor Holder asked whether mobile CCTV cameras could be used to reduce crimes on estates. Dave Page explained that mobiles were currently tasked to deal with anti-social behaviour, particularly fly-tipping, however future work could be directed towards housing estates. He said that it would be interesting to see if intelligence could be used to position cameras in areas where crime was predicted, rather than reacting to events.

Councillor Hamilton noted that upgrades were planned for CCTV on estates and asked what the process for engaging residents in this was. Dave Page explained that residents were consulted on the proposals. Claire Rai agreed to let Councillor Hamilton know which estates were scheduled for upgrades.


10. WORK PROGRAMME AND DATES OF FUTURE MEETINGS

The date of the next meeting was noted to be 21 September 2016. The work programme was noted.

Meeting started: 7.00 pm
Meeting ended: 8.45 pm

Chair

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<p style="text-align: center;">London Borough of Hammersmith & Fulham</p> <p style="text-align: center;">COMMUNITY SAFETY, ENVIRONMENT AND RESIDENTS SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p style="text-align: center;">21st September 2016</p>	
<p>Ending Gang Violence and Exploitation Strategy</p>	
<p>Report of the Director for Safer Neighbourhoods</p>	
<p>Open Report</p>	
<p>Classification - For Policy & Accountability Review & Comment Key Decision: No</p>	
<p>Wards Affected: All</p>	
<p>Accountable Executive Director: David Page</p>	
<p>Report Author: Claire Rai</p>	<p>Contact Details: Claire.Rai@lbhf.gov.uk</p>

1. EXECUTIVE SUMMARY

- 1.1. The Ending Gang Violence and Exploitation Strategy sets out Hammersmith and Fulham's priorities for tackling gangs, serious youth violence and exploitation in the borough for the next five years.
- 1.2. A detailed and in depth document reviewing the current provision and setting out a series of recommendations been produced in conjunction with the Ending Violence and Exploitation (EGVE) Partnership. The information gathered as part of this review has been presented in the *Ending Gang Violence and Exploitation Strategy Synopsis*. The synopsis outlines the priorities set by the partnership and how these will be addressed to provide the best response.
- 1.3. The following priorities have been identified:
 - *Prevention, Diversion and Early Intervention*
 - *Engagement*
 - *Enforcement*
 - *Gang Exit and Resettlement*
 - *CSE and gangs*
 - *Information sharing, governance and partnership working.*

- 1.4. Recommendations have been developed in line with our priorities and the Home Office Ending Gang Violence and Exploitation priorities which are outlined in the strategy.

2. RECOMMENDATIONS

- 2.1. For the Committee to review the Ending Gang Violence and Exploitation (EGVE) Strategy Synopsis and provide comment.
- 2.2. For the Committee to understand the priorities that have been chosen, what action will be taken to improve the response to EGYV and how progress will be monitored.

3. REASONS FOR DECISION

- 3.1. The priorities and recommendations will inform future activities and initiatives to improve the response to EGYV.

4. INTRODUCTION AND BACKGROUND

- 4.1. As part of the Home Office Ending Gangs and Youth Violence (EGYV) national initiative, 29 boroughs, later increased to 33, were identified and invited to participate in a programme of Peer Reviews. The reviews were designed to assist Boroughs in ensuring that their partnerships had effective structures and responses in place to contribute to the shared aim of Ending Gang and Youth Violence. In January 2016 the Home Office launched a refreshed approach to Gangs entitled Ending Gang Violence and Exploitation which sets out the following priorities:

Home Office Priorities:

- Tackle county lines – (County lines is extending drug dealing business into new locations outside of the home area) the exploitation of vulnerable people by a hard core of gang members to sell drugs
 - Protect vulnerable locations – places where people tend to be targeted, including pupil referral units and care homes
 - Reduce violence and knife crime – including improving the way national and local partners use tools and powers
 - Safeguard gang-associated women and girls – including strengthening local risk assessment practices
 - Promote meaningful alternatives to gangs such as education, training and employment
 - Promote early intervention – using evidence from the Early Intervention Foundation to identify and support vulnerable children and young people (including identifying mental health problems)
- 4.2. The Association of Chief Police Officers (ACPO) defines a Gang as;
A relatively durable, predominantly street-based group of young people who;
 - See themselves (and are seen by others) as a discernible group, and

- Engage in a range of criminal activity and violence
- They may also have any or all of the following factors:

- Identify with or lay claim over territory
- Have some form of identifying structural feature
- Are in conflict with other, similar, gangs

4.3. As part of the Home Office Ending Gang and Youth Violence (EGYV) initiative a peer review was conducted for Hammersmith & Fulham in 2013. This review and a review of the current response informed the Strategy. The EGVE partnership has been consulted in the formation and development of this strategy.

The Ending Gang Violence and Exploitation Strategy was developed throughout the latter part of 2015/16 and considers the response to this issue for a five year period. The landscape is constantly changing due to the uncertainty of funding streams across all agencies, lengths of contracts, and a move towards commissioning at a pan-London level. The strategy, therefore, will be annually reviewed annually throughout these five years by the Ending Gangs and Youth Violence Partnership, and any significant changes will be considered by the Community Safety Partnership (CSP).

5. PROPOSAL AND ISSUES

5.1. The following section is a summary of all identified priority areas:

Priority Area	Description
Prevention, Diversion and Early Intervention	Consultation with the Gang and Serious Youth Violence Partnership has highlighted that the strategy should have a greater emphasis on prevention, diversion and early intervention to improve outcomes for individuals. This work will aim to reduce the cost of GYV, both financial and social, associated with future offending and victimisation.
Engagement	Engagement and outreach work is vitally important in effectively supporting the specific needs of those who are involved in, or at risk of becoming involved in gangs and serious youth violence. It is also important that the Council engages with the community and faith groups and involve them in the response to EGYV.
Enforcement	In some cases there is no choice but to take an enforcement route to tackle an issue. Orders and tenancy actions are some of the ways we can ensure individuals engage with our services and discourage them from carrying out the problematic behaviours that disrupt our community.

Gang Exit and Resettlement	Housing, education, employment and the safe relocation of individuals affected by gang associated behaviours were common themes throughout the Peer Review in 2013. There is a need for LBHF to develop a co-ordinated approach to providing routes out of offending.
CSE and gangs	The issues of young women and girls relating to gangs and serious youth violence differ immensely from the issues young males face. This cohort is at risk of a range of forms of abuse, including but not limited to, physical, emotional abuse, and technology based abuse.
Information sharing, Governance and Partnership Working	Re-shaping the back office response to ending gang violence and exploitation.

6. OPTIONS AND ANALYSIS OF OPTIONS

- 6.1. The EGYV Partnership meets on a monthly basis and will be responsible for ensuring the delivery of the priorities and recommendations set out in the strategy. The strategy is a live document and actions will be under continuous review throughout its life to ensure the response reflects the current climate.

7. CONSULTATION

- 7.1. The strategy has been produced in consultation with the EGYV partnership and other partners and stakeholders. This committee will give the opportunity for public comment.

8. EQUALITY IMPLICATIONS

Equality impact assessments will be completed as and when required following any further work or service provision.

9. LEGAL IMPLICATIONS

None.

10. FINANCIAL AND RESOURCES IMPLICATIONS

Some of the recommendations included in the strategy would require additional funding however these recommendations will only be actioned should further funding become available. There are no financial implications, therefore, at this stage

11. IMPLICATIONS FOR BUSINESS

None.

12. PROCUREMENT AND IT STRATEGY IMPLICATIONS

None.

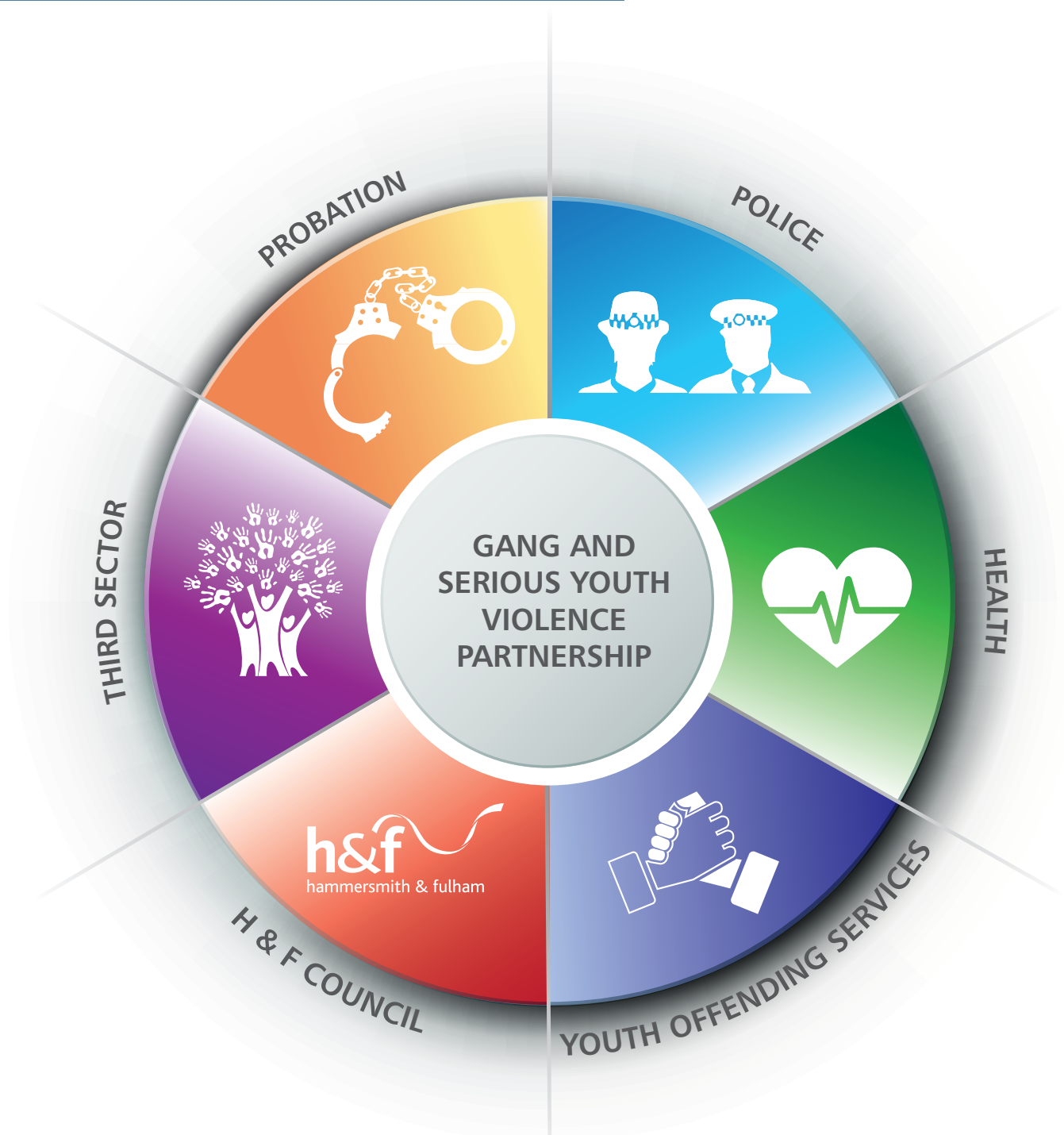
LOCAL GOVERNMENT ACT 2000
LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1	N/A		

LIST OF APPENDICES:

Ending Gang Violence and Exploitation Strategy Synopsis

Ending Gang Violence and Exploitation Partnership Strategy Synopsis



Foward

The aim of the strategy is to set out Hammersmith & Fulham's priorities in tackling gangs, serious youth violence and exploitation in the borough for the next five years to work to provide the best response.

Hammersmith & Fulham Council works in partnership with a wide range of organisations including the Police, probation, and the third sector to deliver the best possible service for a vulnerable group of young people. This is a small but important group of young people who are vulnerable to and involved in gang activity.

Gang violence and exploitation is a key issue across London and can have a significant damaging effect on the lives of individuals and the people around them, as well as the community as a whole. Gang and youth violence is not a problem that can be solved by enforcement alone. It requires a robust, coordinated response from partners across the sector to tackle the problem effectively.

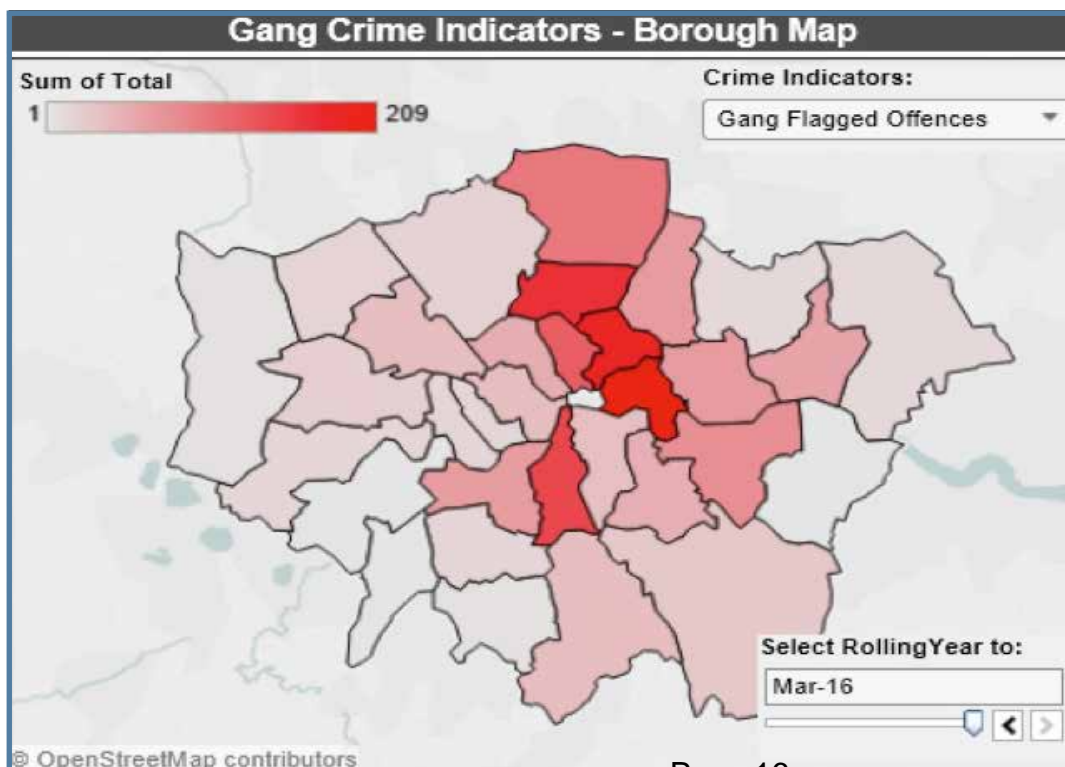
Councillor Fennimore and Councillor Macmillan

What does success look like?

- Residents are protected from entering a gang lifestyle.
- Those involved in gang and youth violence, or on the periphery, are positively engaged in services.
- Enforcement is used appropriately and proportionally to ensure that young people are not unnecessarily criminalised but learn that there are consequences for their actions
- Residents who want to exit a gang lifestyle are supported in re-entering a normal life
- Women and girls involved in, or at risk of becoming involved in, gang violence and exploitation are protected and supported.

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Purpose

As part of the Home Office Ending Gang and Youth Violence (EGYV) national initiative a peer review was conducted for Hammersmith & Fulham in 2013. The model was designed to help partners assess the robustness of their structures and processes in tackling this issue. In response to this assessment the following strategy has been produced in consultation with the Gangs and Serious Youth Violence Partnership to coordinate the borough's response to tackling gangs, serious youth violence and exploitation.

In January 2016 the Home Office launched a refreshed approach to Gangs titled Ending Gang Violence and Exploitation which set the below priorities:

- Tackle county lines – the exploitation of vulnerable people by a hard core of gang members to sell drugs
- Protect vulnerable locations – places where people tend to be targeted, including pupil referral units and care homes
- Reduce violence and knife crime – including improving the way national and local partners use tools and powers
- Safeguard gang-associated women and girls – including strengthening local risk assessment practices
- Promote early intervention – using evidence from the Early Intervention Foundation to identify and support vulnerable children and young people (including identifying mental health problems)
- Promote meaningful alternatives to gangs such as education, training and employment.



Recommendations have been developed in line with our priorities and the Home Office Ending Gang Violence and Exploitation priorities. These recommendations have been developed as a result of discussions with members of the partnership and other areas of the third sector.

The Strategy has been developed through the latter part of 2015/16 and plans the response to this issue over a five year period. It will be reviewed annually by the GYV Partnership.

GYV in Hammersmith and Fulham

The London Borough of Hammersmith & Fulham has improved its response to tackling gangs and serious youth violence over recent years. Between 2010/11 and 2014/15 the number of Youth Violence offences decreased by 37%, and similarly, Serious Youth Violence offences also decreased by 30.8% in this time. However, between 13/14 and 14/15 there was an increase in Youth Violence Offences by 19%.

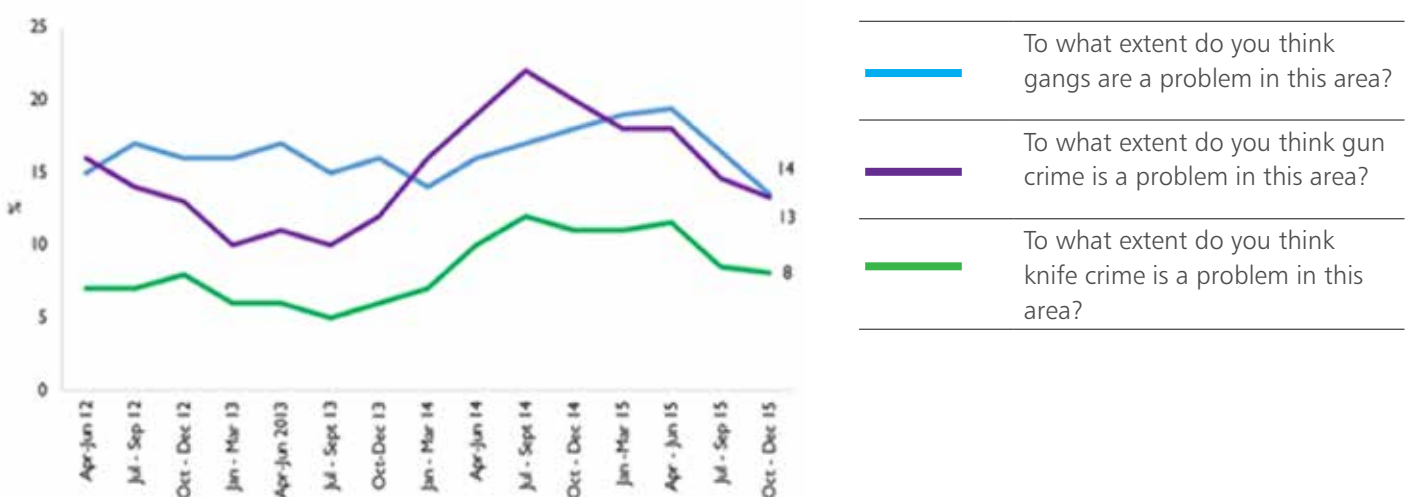
Although in general these figures are positive, it is concerning that the number of youth victims of serious violence in the 12 months up to June 2015 was 144. This is the highest number since April 2012 and there has been a steady increase since December 2012.

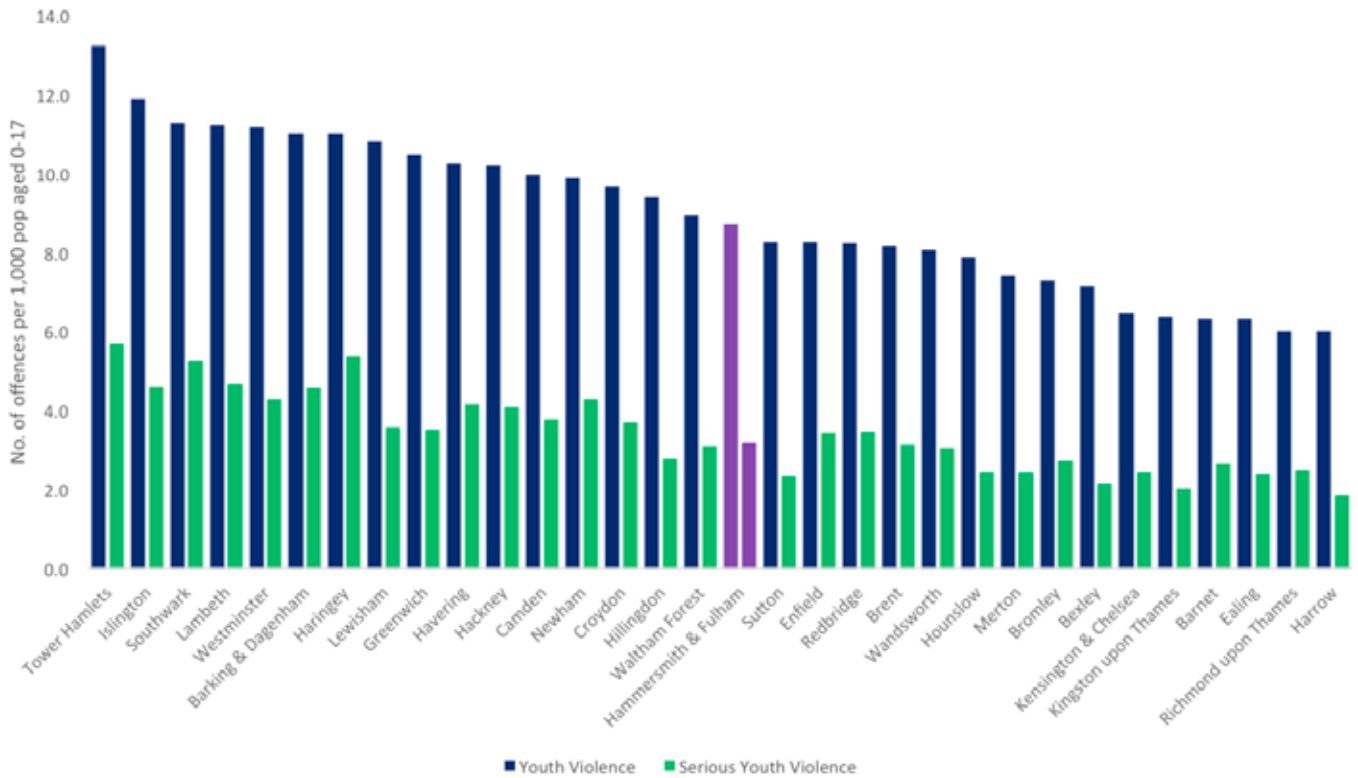
The percentage of respondents within the Borough who think that gangs are a problem has remained fairly stable over the last few years but did experience an increase to 19% in Apr - Jun 15. The percentage of respondents that think gun crime is a problem in the borough has increased from 7% in Jan-Mar 2014 to 8% in Oct-Dec 2015. The percentage of respondents who think knife crime is a problem in the Borough has decreased from 16% in Jan-Mar 2014 to 13% in Oct-Dec 2015.

Graph 1: Number of Youth Violence and Serious Youth Violence Offences



Graph 2: Met Poice Public Attitude Survey





In comparison to other London Boroughs Hammersmith and Fulham is ranked 14th for Youth Violence (1st being the best), and 15th for Serious Youth Violence out of the 32 London Boroughs. In comparison to the London average Hammersmith and Fulham has a lower level of both YV and SYV.

Knife crime is one of the key priorities for London highlighted in the Home Office Ending Gang Violence and Exploitation report. In comparison with the other boroughs of London in 2014-15, Hammersmith & Fulham was ranked 10th lowest for both knife crime and knife crime with injury.



Areas of work:

Prevention, Diversion and Early Intervention

Consultation with the Gang and Serious Youth Violence Partnership has highlighted that the strategy should have a greater emphasis on prevention, diversion and early intervention to improve outcomes for individuals. This work will aim to reduce the cost of GYV, both financial and social, associated with future offending and victimisation.

Engagement

Engagement and outreach work is vitally important in effectively supporting the specific needs of those who are involved in, or at risk of becoming involved in gangs and serious youth violence. It is also important that the Council engages with the community and faith groups and involve them in the response to EGYV.

Enforcement

In some cases there is no choice but to take an enforcement route to tackle an issue. Orders and tenancy actions are some of the ways we can ensure individuals engage with our services and discourage them from carrying out the problematic behaviours that disrupt our community.

Gang Exit and Resettlement

Housing, education, employment and the safe relocation of individuals affected by gang associated behaviours were common themes throughout the Peer Review in 2013. There is a need for LBHF to develop a co-ordinated approach to providing routes out of offending.

CSE and gangs

The issues of young women and girls relating to gangs and serious youth violence differ immensely from the issues young males face. This cohort is at risk of a range of forms of abuse, including but not limited to, physical, emotional abuse, and technology based abuse.

Information sharing, Governance and Partnership Working

Re-shaping the back office response to ending gang violence and exploitation.



Prevention, Diversion and Early Intervention

Identification of those at risk

- **Gangs Matrix and SAVVY:** The matrix is a database of the highest risk nominals in the borough and is tracked by the police. An additional monitoring list of individuals about whom there are serious concerns is also monitored by the Police. The partnership intends to start using the "SAVVY" Matrix, "Scoring Assessment for Violence and Vulnerability" (more information can be found on PgXX of the Review).
- **Safeguarding and MASH:** The borough's MASH referral criteria includes; 'children and young people at risk of sexual or other exploitation', and 'children involved in or where there are concerns around gang involvement'. Adults coming to notice are progressed via the Public Protection Desk and signposted to the Local Authority through a multi-agency safeguarding hub.
- **Early Help Services:** within the Local Authority have a focus on identifying young people who are at risk of becoming involved in a GYV lifestyle at a young age. The service has developed a predictive model which aims to identify a cohort of young people to ensure they can be offered support an early stage.
- **Family Recovery:** The Family Recovery team has specialist gangs and CSE workers. Referrals can be made by the partnership to Family Recovery however it is rare that gangs and serious youth violence would be the presenting issue.
- **Looked After Children (LAC):** Although there is no evidence to suggest exploitation of vulnerable LAC in the borough this does appear to be an emerging trend on some other London boroughs and therefore should be considered.
- **Deter:** The Deter scheme enables better coordination and support from the wider partnership aimed at reducing the rate of re-offending and reducing harm and serious harm to the public and to 10-17 year olds known to the YOT.

Education and Schools

Working with schools and education settings has been highlighted as an area for development and therefore the partnership will aim to refresh this relationship. Time within the school day can be hard to access due to numerous competing priorities and limited PSHE time. It is, however, important that the issues of GYV and CSE are considered by staff and students. St. Giles Trust work with schools to deliver training and awareness raising in relation to gangs and serious youth violence. They are contracted to deliver 10 SOS+ sessions per year as part of their gang and youth intervention violence programme.

- **Pupil Referral Units:** Learners who are permanently excluded from their mainstream school are automatically picked up by the AP service if residing in one of the three boroughs. This cohort may be considered at risk of becoming involved in a gang lifestyle.

Diversion

Pure enforcement against criminal activity cannot work alone; holistic support is needed. The ASB, Crime and Policing Act 2014 places more emphasis on positive requirements and activities as well as the traditional restrictions and conditions. To support our young people away from a life of crime we need to provide effective and attractive diversionary opportunities and activities. There are three large football clubs in Hammersmith & Fulham, youth clubs, boxing clubs, and a strong third sector. We need to effectively utilise these resources as much as possible.

- **Not in Education, Employment, or Training (NEET):** Opportunities in the borough are considered at the NEET Panel. Sobus currently holds a directory of over 500 third sector organisations who operate in the borough.
- **QPR in the Community:** is run the Premier League project 'Kickz' in seven London boroughs including Hammersmith and Fulham. The purpose of the sessions is to promote sports participation in areas of disadvantage, building upon the good practice of previous Social Inclusion work.



KEY RECOMMENDATIONS

Place more emphasis on preventative work and in particular develop targeted engagement processes and activities for prevention

- **Identification:** The partnership would benefit from a more detailed analysis in order to understand the cultural and socio-economic factors that impact upon young people and the risk of them becoming involved in gangs.
- **Truancy:** Using truancy patrols by police to identify those at risk of gang involvement using Council funded police officers.
- **Social Media:** Aspire to use social media to gather intelligence and develop a picture of the gang-associated network.
- **Education and Schools:**
 - The partnership should promote to head teachers the availability of free training or presenting to staff and students on Gangs and Serious Youth Violence, and CSE.
 - The role and relationship with Schools and Education should be refreshed.
- **Diversion:** Map out the available opportunities and activities to which young people at risk of, or involved in a gangs and serious youth violence lifestyle can be referred.
- Engage with and encourage referrals to the provision from football trusts in the community.

Engagement

Youth Offending Service

The YOT works with children and young people aged 10 to 17 years who committed a criminal offence for which they have received a substantive outcome (a diversion, caution or Court order) and who are resident in LBHF. The interventions provided by the YOT have a focus on rehabilitation, reparation and setting aspirational and legitimate goals for those who offend whilst also supporting them to accept responsibility for their offending and understand the harm they might have caused.



Outreach Work

- **St Giles Trust:** is an outreach service funded by Hammersmith & Fulham until March 2018. The project provides one full-time outreach worker and two volunteers to support young people who need to exit a life involving gangs and serious offending. It targets those who have shown a desire to move away from these types of activities. St Giles also is contracted to deliver 10 workshops per year to young people who are at risk of gang involvement in schools, Pupil Referral Units, and other similar settings.
- **Street Outreach Service:** The project began working with young people in early 2010 and includes a Community Worker paired with a Police officer, funded by the Council. Collectively they work with young people deemed at risk of serious youth violence offering support as well as delivering the message that violence will not be tolerated.
- **Red Thread:** Red Thread is a third sector organisation that works in St Mary's A&E department. Red Thread engages with young people who are referred by staff following an injury that is suspected to be related to serious youth violence. The outreach team work with victims at this point as they are at a vulnerable stage and therefore are more likely to engage.



KEY RECOMMENDATIONS

- **Outreach and support:** prioritise increasing capacity for outreach work and mental health work. Collate overview of current roles to inform commissioning priorities.
- **Community Engagement:** A gap was identified in the pathways of communication with faith leaders and community groups in the Peer Review. The partnership would benefit from having a list of faith groups, venues, and youth projects in Hammersmith and Fulham. Carry out a mapping exercise of faith and community groups to act a resource for engaging with the community.
- The publicity of serious incidents of gang and serious youth violence and of cases of enforcement can raise awareness of GYV and could be a deterrent to at-risk individuals.
- Delivery of safety advice and promoting services to the community. Ward Panels are another forum in which the public can voice their opinions and act as a sounding board.

Further Engagement

Multi-systemic Therapy:

Multi-systemic Therapy provides support for 11–17 year olds at risk of being placed out of the family home into care, custody, or who can be successfully rehabilitated back into the family home following short periods of care. MST offers holistic support for the whole family including on an individual basis.

Mental Health:

Mental Health is a key issue for young people involved in a gang lifestyle as demonstrated in the Public Health report: Understanding the Mental Health needs of young people involve in Gangs. Partners including the YOT and Children's Services refer individuals for mental health assessments where appropriate. The Youth Justice Liaison and Diversion Worker (YJLD) aims to improve early identification in the youth justice system of young people (U18) with mental health problems, neuro-developmental issues, conduct disorder, learning difficulties or disabilities or other vulnerabilities.

Substance Misuse:

The use of drugs, and the drugs market itself are key issues when dealing with GYV. When an individual is engaged or seeking help it is important that substance misuse is dealt with in conjunction with any other support they need. Hammersmith & Fulham have commissioned Turning Point and Blenheim to provide substance misuse services across the three boroughs.

Prevent:

Prevent works to safeguard vulnerable individuals from being drawn into terrorism. Concerns about an individual can be referred to the Prevent team who will consider the case and identify any necessary support for the individual. Radicalisation vulnerabilities are not uniform and each case is different. However, there are stark similarities in the vulnerability factors exhibited by individuals who have these factors exploited and manipulated towards gang related activity or terrorism. Further information can be found on the Prevent webpage.

Neighbourhood Warden Service:

The Peer Review (2013) notes that the LBHF Neighbourhood Warden Service is viewed as a model of good practice across within the London area. The service receives referrals and information from a variety of sources, predominantly the community. The Wardens carry out joint patrols and have access to Police radio and CCTV systems so can provide a real time response to issues.

KEY RECOMMENDATIONS

- Consider working more closely with other public-facing staff such as concierge staff and the Parks Police, in addition to working with the Neighbourhood Warden Service to gain information on a real time response.
- Ensure that all appropriate staff members have attended a Workshop to Raise Awareness of Prevent (WRAP) session within the last 18 months.

Enforcement

Early intervention and prevention provides better outcomes and is usually far more cost efficient. However, in some cases enforcement has to be used. Hammersmith & Fulham has an effective response in enforcement relating to SYV.

Tenancy Action

Tenancy action is an excellent enforcement tool, however, the cost of evicting tenants is great and can lead to further issues such as young people becoming looked after (LAC). It is rare that a case gets to the eviction stage, we will continue to work closely with social services and other services to ensure all other options and issues are considered. The ASB, Crime and Policing Act 2014 brought in new legislation on Absolute Grounds for Possession of secure and assured tenancies where ASB or criminality has been proven in another Court. This means it is now easier for, not only the Local Authority to take action against their tenants, but also for Registered Providers and private landlords.

Criminal Justice System

- **Criminal Behaviour Orders** can be obtained when an individual has been convicted of an offence. The Order can impose prohibitions but also can include positive requirements such as job readiness courses or substance misuse support. A breach of a CBO is a criminal offence, which can receive a custodial sentence.
- **Dispersal Powers** allow the Police to target locations where there are gang-related issues.
- **Gang injunctions** can place a range of prohibitions and requirements on a person involved in gang-related violence, however, if there are outstanding criminal matters then a CBO is the preferred option.



Knife Crime

Knife crime is one of the key priorities for London highlighted in the Home Office Ending Gang Violence and Exploitation report. In comparison with the other boroughs of London in 2014-15, Hammersmith & Fulham was ranked 10th lowest for both knife crime and knife crime with injury. There are a range of external providers facilitating sessions on issues including knife crime throughout the year in schools, colleges, alternative provision, and other youth settings. The Youth Offending Service also run a variety of knife crime related courses including Street Doctors and knife crime awareness sessions by YOS Police Officers.

KEY RECOMMENDATIONS

- Help to develop and facilitate the use of these powers by social landlords and private rented landlords by offering help, advice and information exchange.
- Utilise the newly extended and amended gang injunction power (June 2015) which allows Police and Local Authorities to take pre-emptive action against possible gang violence and drug dealing.

Gang Exit and Resettlement

Opportunities and NEET

The above section on prevention and diversionary activities considers the option of having a directory of available opportunities and activities. One of the key issues is job readiness and opportunity. Putting individuals on Orders and license conditions can mean we have the potential to require them to attend job readiness courses and develop other useful skills. It is, however, important to remember that for this to work, there needs to be provision of these services. Utilising services in the third sector such as Only Connect can provide valuable support and opportunities for young people, as well as linking in with the Council's Sports and Leisure services for opportunities. The Youth Offending Service has a resettlement worker who works with young people who are sentenced to, or at risk of, a custodial outcome.

Housing

When an individual wants to exit a gang lifestyle it is not as simple as just stopping. Particularly for those who are entrenched in this lifestyle, the decision is often taken out of their hands. For this reason, it can sometimes be more effective if the individual is moved away from the offending area. Any person has the right to present as homeless if they are fleeing violence, however this is a complicated process for individuals and families to understand and complete themselves. LBHF residents would benefit from having a support worker who could guide families through this process.

Pan London Provision

There are other pan-London and national services that LBHF may be able to benefit from such as New Horizons, Shelter, and Centre Point. Referral routes need to be clarified for the partnership. The Mayor's Office for Policing and Crime (MOPAC) and Probation Community Rehabilitation Company (CRC) have joint-funded a Pan-London Gang Exit and Resettlement services which started in February 2016 and is set to continue for 2 years.



KEY RECOMMENDATIONS

- Ensure there is sufficient provision of opportunities and job readiness courses.
- Training on disclosure requirements in employment applications for staff working with this cohort.
- Seek funding for a specialist Support Worker post to offer support to individuals and families going through the process of resettlement as a result of gang violence

CSE and Gangs

There are particular risk factors that can put females at a higher risk of becoming victims of gang related violence and abuse, such as; deprivation, witnessing domestic abuse in the family home and mental health issues including self esteem. However it is important to remember that young women from all backgrounds are at risk. Female family members are at particular risk of becoming victims, this can often be linked to “warnings” and retribution from other gang members. One of the key issues is that young women and girls can be too frightened to report violence and sexual violence through fear of reprisals.



- **Young Women’s Advocate:** As part of the Violence Against Women and Girls Integrated Support Service which is delivered by the Angelou Partnership, the three boroughs have funded a full time Young Women’s Advocate until March 2017. The YWA remit includes working with young women and girls involved in or subject to gang associated violence and CSE. The majority of high risk cases for the YWA are related to gangs.
- **Child Sexual Exploitation:** The response to CSE in the borough is coordinated by the Shared Services CSE Lead. The multi-agency CSE Panel refers into the Youth Outreach Worker when appropriate and providers make referrals to MASE. The borough continues to improve capturing CSE related behaviour by sexual health services using flagging triggers. Through the third sector investment fund Hammersmith & Fulham also funds Barnados CSE Missing & Trafficking Service, and Outside Chance.

KEY RECOMMENDATIONS

- Ensure that the partnership and other linked organisations are aware of the services available to them and the referral processes so they can refer appropriately and as early as possible.
- Commission a consultation with young women and girls to develop a stronger picture of the issues affecting this vulnerable group and our knowledge of the best way to support them.
- Develop referral and assessment processes to better identify young women at risk and to direct them to appropriate support.
- Training on CSE in schools, and with faith and community leaders to improve recognition and prevention.
- Improve the response from frontline professionals in recognising CSE through training in understanding the warning signs and risks for young females, and how to support them when they disclose.
- Scope how we can further integrate perpetrators/persons of concern intervention at a much earlier age, to disrupt patterns of sexually harmful behaviour and gangs.

Governance and working arrangements

Information Gathering and Sharing:

A higher level of information sharing within the partnership will prevent duplication of work and could lead to a better and faster response to the EGVE agenda. The Police are in the process of finalising an information sharing agreement which should improve the effectiveness of sharing information in the partnership.

Governance and working arrangements:

The Gangs Partnership meeting is held every four weeks and covers discussion of current cases, nominations for the Gangs Matrix, and an update from St Giles Trust Outreach Service, as well as considering standing items such as CSE. This meeting is predominantly an operational discussion with limited time left to consider strategic ambitions and issues.

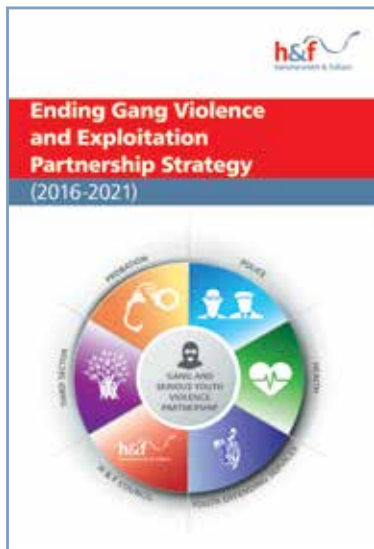
County Lines:

There is value in working with surrounding boroughs for tackling serious youth violence. The Quad-Borough Intelligence Group (QBIG) gives an opportunity to discuss cross border concerns about individuals and groups. The borough is committed to maintaining the strong links we have gained from the QBIG and developing relationships with other surrounding boroughs.

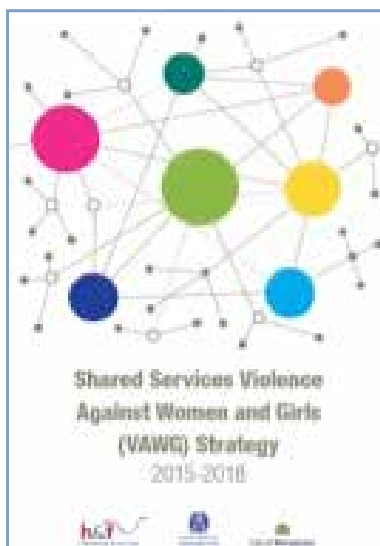
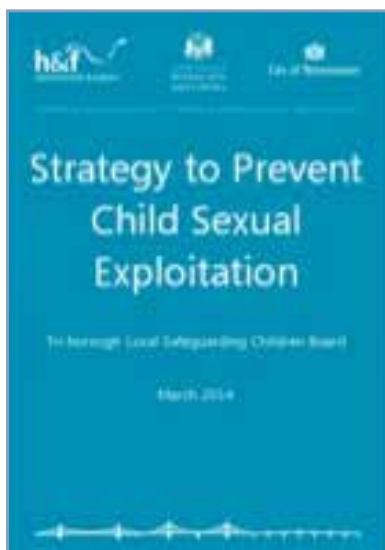
KEY RECOMMENDATIONS

- Develop the relationships with Wormwood Scrubs and Feltham Young Offenders Institution.
- Ensure anonymised A&E data is captured and used effectively.
- Maintain relationships with, and between, third sector organisations.
- Develop a new Terms of Reference for the Gangs Partnership meeting, including an audit of attendees, and consider whether there is a need to have a Strategic element to the meetings
- Develop the relationship with surrounding boroughs that are not included in the Quad-borough Intelligence Group.

Relationship with other plans



- Ending Gang Violence and Exploitation Strategy
(link to page on website)
- Understanding the Mental Health needs of young people involved in Gangs
<http://www.jsna.info/document/mental-health-and-gangs>
- Hammersmith and Fulham EGYV Peer Review
Available here (once uploaded)
- Shared Services Violence Against Women and Girls Strategy
Available: [here](#)
- Strategy to Prevent Child Sexual Exploitation
Available: [here](#)



Action Planning

Recommendations have been developed in line with our priorities and the Home Office Ending Gang Violence and Exploitation priorities. These recommendations have been formed as part of discussions for the strategy with members of the partnership and other areas of the third sector and community.

Recommendation	Home Office Priority	Actions	Financial Year				
			16/17	17/18	18/19	19/20	20/21
Prevention, Early Intervention and Diversion							
More detailed analysis in order to understand the cultural and socio-economic factors	Promote early intervention	<ul style="list-style-type: none"> Build on predictive model currently in progress and present to the Partnership. Publicise this to use for informing commissioning. 					
Aspire to use social media to gather intelligence and develop a picture of the gang-associated network.	Protect vulnerable locations / promote early intervention	<ul style="list-style-type: none"> Produce briefing note for the partnership on the uses of social media on intelligence gathering and network mapping. 					
<p>The partnership should promote to head teachers the availability of free training or presenting to staff and students on Gangs and Serious Youth Violence, and CSE.</p> <p>The role and relationship with Schools and Education should be refreshed.</p>	Promote early intervention / safeguard gang-associated women and girls	<ul style="list-style-type: none"> Meeting to be held with schools lead, CSE lead, Safeguarding, Family Assist and Early Help to map out what provision is available and what is needed. Ensuring we track who has been trained and in what. Link in with prevent work in schools Identify cohort for training including age and schools. 					
Carry out a mapping exercise to map out all the available opportunities and activities to which young people at risk of, or involved in a gangs and serious youth violence lifestyle can be referred	Promote meaningful alternatives to gangs such as education, training and employment.	<ul style="list-style-type: none"> Utilise the Young People's Partnership mapping of services work. Designate officer to be involved in this partnership. 					
Engage with and encourage referrals to the provision from football trusts in the community.	Promote early intervention	<ul style="list-style-type: none"> Share referral information in Gangs partnership 					
Place more emphasis upon preventative work and in particular develop targeted engagement processes and activities for prevention	Promote early intervention	<ul style="list-style-type: none"> Identify cohort appropriate for these services Make appropriate referrals Ensure this is a commissioning priority 					

Recommendation	Home Office Priority	Actions	Financial Year				
			16/17	17/18	18/19	19/20	20/21
Engagements							
<p>Carry out a mapping exercise of faith and community groups in the borough to act as a resource for engaging with the community</p> <ul style="list-style-type: none"> Keep the community informed via these contacts Involve these contacts as a representative voice of the community Develop an engagement plan for working with the voluntary and community sector 		<ul style="list-style-type: none"> Consider a launch event for the strategy. Identify existing suitable platforms to engage with these groups. Designate a single point of contact for them to communicate through. 					
<p>Consider working more closely with other public-facing staff such as concierge staff and the Parks Constabulary, in addition to working with the Warden Service, to gain information on a real time response</p>	Protect vulnerable locations / Reduce violence and knife crime	<ul style="list-style-type: none"> Add this an agenda item to the Community Safety Managers meeting. 					
<p>Collate information that states the purpose of the outreach role and the positive effects it is having to inform commissioning priorities.</p>	Promote early intervention / promote meaningful alternatives	<ul style="list-style-type: none"> YOT to review overview documents Publicise overview of outreach service to partnership 					
<p>The partnership should seek out opportunities to secure funding to commission further outreach work to increase existing capacity and to work with individuals before they come into YOT, and a Mental Health worker to increase capacity and offer a more specialist initial review of an individual's needs.</p>	Promote early intervention / promote meaningful alternatives	<ul style="list-style-type: none"> Utilise Youth Justice Liaison Officer and Adult liaison workers. 					
<p>Ensure that all appropriate staff members have attended a Workshop to Raise Awareness of Prevent (WRAP) session within the last 18 months.</p>	Promote early intervention	<ul style="list-style-type: none"> Gangs partnership to push training to relevant partners 					
Recommendation	Home Office Priority	Actions	Financial Year				
Enforcement							
<p>Help to develop and facilitate the use of tenancy action powers by social landlords and private landlords by offering help, advice and information exchange</p>		<ul style="list-style-type: none"> Use of the Community MARAC for gang-related incidents and information sharing. 					
<p>Utilise the newly extended and amended civil powers</p>	Reduce violence and knife crime.	<ul style="list-style-type: none"> Seek opportunities to use these tools and share examples with partnership 					

Recommendation	Home Office Priority	Actions	Financial Year				
			16/17	17/18	18/19	19/20	20/21
Gang Exit and Resettlement							
Ensure there is sufficient provision of opportunities and job readiness courses. Work in partnership with the Job Centre and Department for Work and Pensions to achieve this. Training on disclosure requirements in employment applications for staff working with this cohort.	Promote meaningful alternatives	<ul style="list-style-type: none"> Engage the DWP representative and request a presentation at the monthly partnership meeting. Invite FACES representative to deliver a presentation to the partnership. Presentations should touch on issue of disclosures. 					
Should the opportunity for funding become available, LBHF should commission a Specialist Support Worker post to offer support to individuals and families trying to go through the process of resettlement as a result of gang violence.	Promote meaningful alternatives / Safeguarding women and girls.	<ul style="list-style-type: none"> Seek out funding opportunities to commission this service. There is provision within the YOT for this so the focus should be on obtaining adult provision. 					
Recommendation	Home Office Priority	Actions	Financial Year				
Girls and Gangs							
Ensure that the partnership and other linked organisations are aware of the services available to them and the referral processes so they can refer appropriately and as early as possible	Safeguard gang-associated women and girls / Promote meaningful alternatives	<ul style="list-style-type: none"> Invite third sector representative to deliver a presentation to the partnership. 					
Carry out a consultation exercise with young women and girls to develop a stronger picture of the issues affecting this vulnerable group and our knowledge of the best way to support them.	Safeguard gang-associated women and girls	<ul style="list-style-type: none"> Work with third sector organisation(s) to hold a consultation. Present findings to partnership and use to inform ways of working moving forward 					
Referral assessment processes need to be developed to better identify young women at risk and to direct them to the appropriate support	Safeguard gang-associated women and girls	<ul style="list-style-type: none"> Engage with the LSCB to understand and facilitate this. This should be raised at the Safeguarding Partnership meeting to highlight gaps. 					
Scope out how we can further integrate perpetrator/persons of concern intervention at a much earlier stage to disrupt patterns of sexually harmful behaviour and gangs		<ul style="list-style-type: none"> Bespoke interventions are available through YOT. Seek funding for formalised interventions to be delivered through the YOT. 					

Recommendation	Home Office Priority	Actions	Financial Year				
			16/17	17/18	18/19	19/20	20/21
Engagements							
Develop the relationships with Wormwood Scrubs and Feltham Young Offenders Institution, as well as other prisons and young offenders institutions in the area. Better information sharing with the prison service is needed	Tackle county lines / protect vulnerable locations	<ul style="list-style-type: none"> • Invite representatives from WWS Prison to gangs partnership • Meet with representative from young Offenders to discuss role. 					
Ensure anonymised A&E data is captured and used effectively.	Reduce violence and knife crime	<ul style="list-style-type: none"> • Meet with RedThread to review data sets provided and how these can be used. 					
Develop a new terms of reference for the Gangs Partnership. This should include an audit of attendees to ensure all organisations and groups are represented as appropriate. The partnership should maintain relationships with, and between, third sector organisations and ensure information is shared appropriately and effectively.	Tackle county lines / protect vulnerable locations / promote early intervention / Reduce violence and knife crime.	<ul style="list-style-type: none"> • Refresh Terms of reference. 					
Following the TOR, consider whether there is a need to have a Strategic Gangs and Serious Youth Violence meeting in addition to the operational discussions that take place.	Early intervention / promote meaningful alternatives	<ul style="list-style-type: none"> • Add this as an agenda item at the existing meeting for discussion. 					
Develop the relationship with surrounding boroughs that are not included in the Quad-borough Intelligence Group.	Tackle county lines / reduce violence and knife crime.	<ul style="list-style-type: none"> • Maintain attendance at QBIG and the West London SYV forum. • Propose inviting Ealing, Wandsworth and Hounslow and revisiting the terms of reference for the QBIG. 					

Agenda Item 5

<p>London Borough of Hammersmith & Fulham</p> <p>COMMUNITY SAFETY, ENVIRONMENT AND RESIDENTS SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p>21 September 2016</p>	 <p>h&f hammersmith & fulham</p>
H&F AIR QUALITY COMMISSION DRAFT REPORT	
Report of the Cabinet Member for Environment, Transport and Residents Services	
Open Report	
Classification - For Policy and Accountability Review and Comment	
Key Decision: No	
Wards Affected: All	
Accountable Director: Kim Dero, Director of Delivery and Value	
Report Author: Peter Smith, Head of Policy and Strategy	Contact Details: Tel: 020 8753 2206 E-mail: peter.smith@lbhf.gov.uk

1. EXECUTIVE SUMMARY

- 1.1. The Air Quality Commission has completed its review of air pollution in Hammersmith and Fulham and herewith presents its findings and recommendations in a draft report to the PAC for consideration and public debate.

2. RECOMMENDATION

- 2.1. The PAC is invited to discuss the report's findings and recommendations and consider its response to the AQC.

3. REASONS FOR DECISION

- 3.1. The AQC is a resident-led commission charged with reporting back on its findings to the CSERS PAC.

4. PROPOSAL AND ISSUES

- 4.1. The Air Quality Commission was launched in December 2015 to review research and gather evidence on air quality in the borough, with a view to reporting back on its findings to the CSERS PAC in autumn 2016.
- 4.2. The Commission, chaired by Rosemary Pettit, consists of six local residents from across the borough and from a range of professional backgrounds who have selflessly provided the time and effort required to produce this report without payment of any kind. The Commissioners were appointed following a call for expressions of interest and they have studied recent research in this area and gathered evidence from experts and other residents of the borough to inform their discussions and debates.
- 4.3. This draft report (attached) is the fruits of that labour and it makes a series of recommendations aimed at central government, the Mayor and the GLA, the Council, local businesses, schools, community groups and individual residents. The draft report is presented here for public debate.

5. OPTIONS AND ANALYSIS OF OPTIONS

- 5.1. The attached report is the product of an independent resident-led Commission. This cover report makes no recommendations as to how the PAC should respond to the findings and recommendations contained within it.

6. CONSULTATION

- 6.1. As part of the process of the Commission's research a call for written evidence went out to residents of the borough. Responses were analysed by the Commission and these have informed its deliberations and the resulting findings and recommendations.
- 6.2. This PAC meeting is intended to provide an opportunity to consult members of the public on the Commission's draft report.

7. EQUALITY IMPLICATIONS

- 7.1. There are no equality implications related to the recommendation to the PAC to consider the AQC's report.

8. LEGAL IMPLICATIONS

- 8.1. The attached report is that of an independent resident-led Commission and there are no legal implications for the Council in considering the AQC's findings and recommendations. If, in due course, the Council proposes to

adopt the Commission's recommendations the legal implications of those proposals will be considered.

- 8.2. Implications verified/completed by: LeVerne Parker, Chief Solicitor (Planning and Property) tel 020 7361 2180.

9. FINANCIAL IMPLICATIONS

- 9.1. The Commission has produced its draft report without any public funding. In considering the findings and recommendations of its report there are no direct financial implications arising from the officer recommendation to the PAC. If, in due course, the Council proposes to adopt the Commission's recommendations the financial implications of those proposals will then need to be considered as part of the Council's financial planning process.
- 9.2. Implications verified/completed by: Andrew Lord, Head of Finance (Budget Planning and Monitoring) tel. 020 8753 2531.

10. BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	N/A		

LIST OF APPENDICES:

Appendix 1: Draft Report of the Air Quality Commission

H&F Air Quality Commission

Draft Report

DRAFT

9 September 2016

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Foreword – A Route to Clean Air

This morning I heard on the radio that Lancaster University researchers are investigating a link between minute particles of magnetised pollution in the brain and Alzheimer's. This points up the fact that new evidence is emerging every day on the connection between air and health. The link from air pollution to heart and lung disorders is already well attested. Close to home, road traffic – especially diesel vehicles – on main roads and the three town centres in the borough is a major contributor to pollution.

Next to traffic emissions, building construction, with its associated air-borne dust and heavy machinery, contributes to low-quality air, as do the many thousands of old domestic and commercial boilers. This report into the causes of air pollution is therefore timely.

The data on the quality of air we breathe continues to be disquieting. Air quality has not improved sufficiently under current regulatory regimes. In addition to examining the causes of air pollution, the Commission on Air Quality has therefore sought remedies. In the course of our work we have received evidence, read reports, interrogated our advisors and questioned other Councils.

From the start we were clear that we wished not only to recommend actions for Hammersmith and Fulham Council, but also support air-quality measures proposed by the GLA and Government. Traffic and air are always on the move, and three-quarters of traffic in the borough originates from elsewhere. Our recommendations take account of that.

Residents, business and local organisations have a vital part to play in aligning their behaviour to ensure that – for the sake of themselves and others - the air is as clean as practical. The Commission recognises that changes in behaviour are not always easy and need to be supported by clear reasons and incentives if old habits and immediate conveniences are to be set aside in favour of better quality air. But as with the 5p charge on a supermarket plastic bag, even a small change can make a huge difference.

No one need think that their individual actions – however small-scale – do not have an effect, whether it is leaving the car at home, walking children to school (getting exercise into the bargain), planting shrubs or trees (rather than laying paving), or avoiding harmful aerosols. Green spaces and plants – in and out of the home and office – purify the air and enhance well-being.

Air quality and energy are strongly linked. New technologies and developments are coming on stream all the time. What seems novel this year – a plane flying round the world on solar power – will seed headlines about spray-on solar windows next year.

It is a matter of becoming air conscious. To use the opportunities as they become available. The Council, the GLA and Government have much work to do. We wish them every success, and urge them to heed the evidence and take up our recommendations.

To conclude, my fellow Air Quality Commissioners are residents – like myself – and brought a range of expertise and experience to our deliberations. I am most grateful to them for their attention and contributions. Officers at the Council managed the project and gave invaluable advice and briefings on policy. We could not have done this without them.

Rosemary Pettit

Chairman, H&F Air Quality Commission

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Executive Summary

(To be added)

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1. Introduction

Air Pollution in Hammersmith and Fulham

Hammersmith and Fulham has the eighth highest percentage of early deaths attributable to nitrogen dioxide and to particulate matter air pollution in London, according to a report by King's College London¹. The report, commissioned by the Greater London Authority (GLA) and Transport for London (TfL), estimates that, in 2010, some 23% of deaths in Hammersmith and Fulham could be attributed to air pollution; this contributes to the early deaths of 203 residents per year.

Poor air quality is now an important risk factor of CVD (heart disease and stroke), lung cancer and respiratory disease. It is also associated with cognitive impairment (e.g. Parkinson's, Alzheimer's) and Type II diabetes.

Air quality affects people unequally; older people and children are more vulnerable. There is also evidence that it affects people with lower socio-economic status more severely, partially due to the residential environment they live in and their proximity to major highways. Occupation is also a factor in the risks to health of air pollution, as people who spend much time driving experience greater exposure to air pollution.

This report focusses on outdoor air pollution. Indoor pollution is also an issue for public health but it is more complex to monitor and tackle as damp, mould, smoking, furnishings, paint, room sprays, etc. all have an impact on indoor pollution.

A breakdown of emissions sources in Hammersmith and Fulham can be found on pages 8 and 9 of the 2015 Updating and Screening Assessment for the borough: https://www.lbhf.gov.uk/sites/default/files/section_attachments/air-quality-lbhf-usa-2015.pdf.

H&F Air Quality Commission

In response to the findings of the King's College London report and other reports highlighting the problems of poor air quality in the capital, Hammersmith & Fulham Council established a resident-led Air Quality Commission to look into the problem. The Commission was launched in January 2016 and set out to review the evidence and to engage with experts in the field and local residents to examine the causes and dangers of local air pollution and to consider potential solutions to help reduce it.

Since its inception, the rationale for the Commission has been further strengthened by a raft of new publications such as 'Every Breath We Take' by the Royal College of Physicians, highlighting the problem and the need for urgent action.

¹ Understanding the Health Impacts of Air Pollution (King's College London, July 2015).

This report is the outcome of the Commission's work and makes a series of recommendations aimed at national and regional government, Hammersmith & Fulham Council, businesses and local residents themselves. Brief details of the Commissioners can be found in Appendix A.

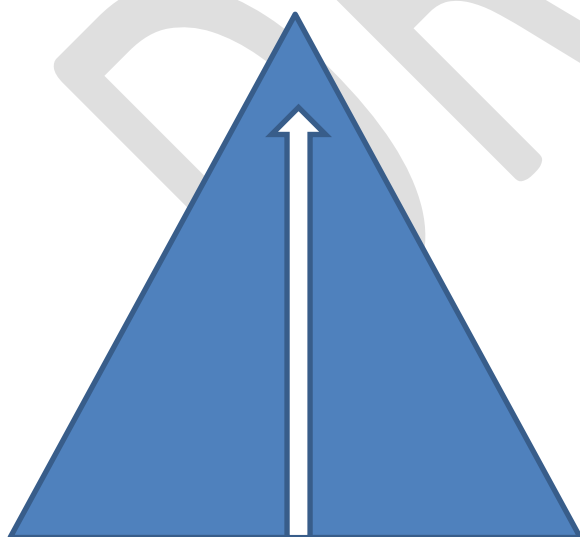
The Commission began its work by reviewing a number of recent reports and existing evidence as to the cause of air pollution in London and elsewhere and how air quality issues are being tackled in other boroughs and other cities. The list of reports that were examined are included in Appendix B.

Air Quality Action Plan

Hammersmith & Fulham was designated an Air Quality Management Area in 2000, as it exceeds health-based objectives for nitrogen dioxide and particulate matter. It is, therefore, required by the regulating Government body, the Department for Environment, Food and Rural Affairs, to produce and implement an Air Quality Action Plan setting out the measures the Council intends to put in place to reduce human exposure to these air pollutants. The current plan is in the process of being updated and will be the subject of public consultation. It has been informed by the work of this Commission.

Tackling Air Pollution Sources

A risk management framework can be used to illustrate and categorise potential approaches and interventions.



Eliminate

Get rid of harmful emissions.

Substitute

Swap harmful emissions for less harmful alternatives.

Engineer

Reduce emission production, reducing harm.

This report makes a series of recommendations that include elimination, substitution and engineering interventions with regard to pollutants and related risk factors.

Reducing Exposure to Air Pollution

Another way to reduce the impacts of air pollution on health is to minimise exposure. This can generally be accomplished in two ways:

- increasing the public's awareness of air pollution and how to avoid it; or
- installing barriers between the pollution and the public.

Levels of Intervention

Many of these recommendations also require changes in behaviour, some of which can be introduced by education and information designed to raise public awareness of the problems of air pollution and the public's role in reducing it. Other interventions may require enforcement by regulation and with penalties for non-compliance.

The Nuffield Ladder of Intervention² (below) shows the various levels of intervention by which such behaviour change can be brought about. The recommendations contained in this report cover a wide range of differing levels of intervention.

Nuffield Ladder of Intervention



² Public Health: Ethical Issues (Nuffield Council on Bioethics, London 2007).

2. Planning Policy and Practice

The Commission recognises the need to raise awareness of air quality among decision-makers, planners and developers. There needs to be a unity of purpose to tackle the increasing problem of air pollution in the capital.

The Local Plan

It is the view of the Commission that Hammersmith and Fulham Council needs to make air quality a priority in setting out planning policy. The Local Plan, which is the strategic planning policy document produced by the Council, must recognise air quality issues in shaping planning policies and seek to ensure that developments are carbon neutral or even reduce air pollution in the borough.

This recommendation was made to the Council in the summer and the new Local Plan, which will be subject to public consultation in September and October 2016, has incorporated this requirement at Section 6 – Environmental Sustainability.

The Commission recommends that the existing air quality policy and Supplementary Planning Document (SPD) be expanded to cover all developments which may be impacted by local sources of poor air quality or may adversely contribute to local air quality.

The Commission recommends that arboricultural and greening policies be promoted in the Local Plan or SPD.

The Commission is also of the view that the Council needs to plan for ‘walkability’ and the promotion of cycling as clean transport, and that these be recognised in SPDs to the Local Plan.

Building design and construction policies are also important in ensuring that the built environment does not have a negative impact on human health and well-being and, again, the Commission recommends these be recognised in SPDs. For example, the WELL Building Standard³ should be adhered to in the planning of all new developments.

Construction works are also responsible for particulate matter and this can be greatly reduced with prefabrication. This greatly reduces particulate matter on site as well as speeding up the construction time.

³ International Well Building Institute: <https://www.wellcertified.com/well>.

The London Plan

The Commission calls on the Mayor of London to review the London Plan, the strategic planning document for the capital, and to prioritise air quality as part of that review.

The London Plan should promote the need for more permeable surfaces, more tree planting and other green barriers between highways and pedestrian areas (see Section 4).

Zero carbon policies – such as standards promoted by Passivhaus or the Association of Environment Conscious Building⁴ - should be incorporated in planning guidance for all new buildings.

London's Climate Change and Energy Strategy

Decentralised energy is being promoted in London by the GLA as a means to reduce carbon emissions. A recent report by the Policy Exchange, however, highlights the fact that 'certain forms of decentralised energy produce significant nitrogen oxide (NOx) emissions, for example small scale gas and diesel engines, biomass boilers and combined heat and power (CHP) installations'.⁵ Where decentralised energy does not contribute to local air pollution it is to be welcomed.

The Commission supports the recommendation of the Policy Exchange that the Mayor of London reconsider London's Climate Change and Energy Strategy to reconcile the potential conflict between decentralised energy and air pollution. The Commission calls on the GLA to cease promoting combined heat and power installations in their policy's energy systems hierarchy and instead prioritise the use of air quality neutral technologies like air/ground-source heat pumps or photo-voltaics.

Operational Planning

Non-road mobile machinery, such as cranes and diggers, are also major air pollutants and their use should be closely regulated, especially when operating in residential areas or near schools and other community facilities.

All major construction projects in the borough, such as the Thames Tideway Tunnel, the Earl's Court development and the Old Oak development programme should be closely monitored by the Council to ensure that all steps are being taken to mitigate

⁴ <http://www.aecb.net/>

⁵ Up in the Air: How to Solve London's Air Quality Crisis, Part 2 (Policy Exchange, March 2016).

the impact on air quality of the demolition, construction, drilling and movement of spoil.

Summary of recommendations:

- The Local Plan to specify the need to consider the impact of all new developments on air quality and to require developments not to add to air pollution.
- Arboricultural and greening policies to be promoted in the Local Plan or Supplementary Planning Documents (SPDs).
- The need to plan for 'walkability' and cycling in an area to be recognised in SPDs to the Local Plan.
- The WELL Building Standard to be adhered to in the planning of all new developments.
- The Council to encourage the use of prefabrication in construction works to reduce particulate matter.
- The Mayor of London to review the London Plan and prioritise air quality in a new London Plan.
- A new London Plan should require more permeable surfaces, more tree planting and other arboricultural barriers between highways and pedestrian areas.
- Zero carbon policies should be incorporated in planning guidance for all new buildings.
- The Mayor of London to review London's Climate Change and Energy Strategy to reconcile the potential conflict between decentralised energy and air pollution and cease promoting combined heat and power installations in its energy hierarchy above air quality neutral technologies.
- All major developments, particularly those which will last for many years, to be closely monitored to ensure that all steps are being taken to mitigate the impact on air quality of the construction, drilling and movement of spoil.

3. Transport Policy and Practice

Road transport is the main cause of air pollution in Hammersmith and Fulham. The area is a transport hub and has major strategic highways, such as the A4 and A40, crossing the borough as well as heavily congested north-south routes.. Most of the traffic in Hammersmith and Fulham (about 75%) originates from outside the borough. The Commission has, therefore, been mindful of policies affecting transport passing through, but beginning or ending outside, the borough.

Diesel Powered Vehicles

The increase in the number of diesel-powered vehicles on our roads over the last 15 years is largely responsible for elevated levels of NO₂ emissions in our cities. Diesel cars now make up over 50% of all new cars sold in the UK, and 36% of the total car fleet (up from 7% in 1994)⁶. The growth in diesel emissions has meant that NO₂ concentrations around inner London roads have shown little if any improvement since the beginning of the millennium.

European legislation and UK financial incentives, geared towards lowering only CO₂ emissions from road traffic, have, in part, led to this increase in diesel vehicles which have much higher emissions of NO₂ and particulate matter than petrol vehicles. The motor industry has also promoted the use of diesel as more fuel efficient.

In addition, the recent VW scandal has exposed the systematic failure of vehicles – but especially of diesels – to meet stated emissions performance standards. It is important that Government, regulators and the automotive industry ensure that all vehicles licensed on UK roads are capable of meeting required emissions standards under normal driving conditions. A testing regime is needed that delivers this.

The Council can seek to influence consumer choice by increasing parking permit charges for diesel powered vehicles, in the same way that it has levied reduced permit charges for electrical vehicles.

The Commission supports the recommendation of the House of Commons Environment, Food and Rural Affairs Committee that the Government launches a diesel scrappage scheme, giving grants to cut the cost of a low-emission and low-carbon vehicle for owners scrapping their diesel car or van.

The Commission also supports the Mayor of London's plans for Transport for London to start work on the costs and challenges of implementing a diesel scrappage scheme as part of the development of detailed proposals for a government-implemented diesel scrappage scheme.

⁶ Up in the Air: How to Solve London's Air Quality Crisis, Part 1 (Policy Exchange, November 2015).

The Commission also recommends that the sale of new, and importation of all, diesel vehicles to the UK be banned. The Commission further recommends that the Government places a surcharge (increasing over time) on the sale of diesel fuel to affect consumer choice and to help fund scrappage.

The Commission also recommends that the Government revises the MOT test to include measurement limits on NOx and PM10 emissions.

Pedestrianisation of Town Centres

The pedestrianisation of town centres is supported by the Commission as a means of reducing the impact of air pollution on the health of Londoners. The Mayor's plans to pedestrianise Oxford Street are most welcome and could be expanded to other areas of the capital.

The Commission recommends that the Council, along with its strategic partners such as Transport for London, makes plans to increase pedestrianisation, cycling and green space in its own town centres. The Commission believes that this should be referenced in the Hammersmith SPD.

Ultra Low Emission Zone

The Mayor of London's plans to expand the number of Low Emission Neighbourhoods, with associated funding, to eight inner London boroughs is welcome but needs to go further and be expanded to Hammersmith and Fulham.

The five new Low Emission Neighbourhoods will be introduced across eight boroughs with pollution-reducing measures including strict new penalties for the most polluting vehicles, car-free days, green taxi ranks for zero emission-capable cabs and parking reserved for the cleanest vehicles. These are all measures that the Commission would like to see introduced in Hammersmith and Fulham.

The Commission also welcomes the new Mayor's proposals to introduce the central London Ultra-Low Emission Zone in 2019 and to extend this beyond central London from 2020. The Commission strongly recommends that the Zone includes the A4 corridor to Heathrow, a major generator of traffic passing through the borough.

Low Emission Vehicles

The use of electric buses should be expanded in town centres until all petrol and diesel-fuelled buses have been removed. The Commission welcomes the Mayor of London's plans for clean bus corridors and calls on TfL and the Council to ensure that, with the proposed redevelopment of Hammersmith Broadway, only electric, hybrid or low-emission buses are in use in Hammersmith town centre.

The Commission welcomes the introduction this year of 16 electrical charging points across the borough for electric cars. The Commission is supportive of increasing the number of charging points as an incentive to encourage more people to buy and use electric vehicles.

Other low emission fuels should also be developed for the future. A hydrogen vehicle station, for example, has recently been established in Teddington. There are two Liquid Petroleum Gas (LPG) stations in Shepherds Bush and more may be considered for the borough.

More than half of all households in Hammersmith and Fulham (55%⁷) do not have the use of a car or van. To reduce traffic and increase clean vehicles the Commission calls on the Council to promote the use of car clubs offering electric or other low-emission vehicles, and to consider reducing the cost of car club parking.

The Council should require electric, and petrol-hybrid only vehicles in the procurement of their own fleet and their contractors' fleets and lead other businesses by example. This policy should be reviewed as other technologies, such as hydrogen, mature.

Other forms of transport need further expansion: the cycle superhighway (CS9) and safer cycle routes. Cyclists will be encouraged to take to the roads in greater numbers when cycling is safer and air less polluted. Cycling also brings other health and welfare benefits. The Commission, therefore, calls on the Council and TfL to actively support the development of safer cycle routes and the cycle superhighway.

Freight and Delivery Vehicles

The Commission heard evidence of freight consolidation initiatives – finding ways to align and coordinate deliveries to reduce emissions. This was successfully piloted in Islington where it focused on Council deliveries utilising a freight consolidation hub in Exeter. Islington and Camden now have a freight consolidation scheme in operation. The Commission recommends that the Council seeks to establish a similar scheme in West London.

⁷ 2011 Census (ONS, 2012).

Restriction of HGV deliveries to specific hours can reduce traffic at peak times and, therefore, reduce the concentration of air pollution at those times. The Council should seek to phase out all but low-emission vehicles from its fleets and require the same of its contractors.

Idling

Many of the respondents to the Commission's call for evidence complained of the number of vehicles 'idling', i.e., leaving their engines running while stationary on residential streets across the borough.

London councils, such as Islington and Kensington and Chelsea, have introduced penalty charges for idling aimed at raising awareness, but no fines have been issued. LBHF is currently focussing on awareness raising as part of a pan-London anti-idling campaign funded by the Mayor of London's Air Quality Fund.

The Commission calls on the Mayor and the GLA to look into regional enforcement and education as part of the pan-London anti-idling campaign (Rule 123 of the Highway Code applies) and calls on the Council to monitor and review the feasibility of penalty charges.

Traffic Management

The Commission calls on the Council and TfL to ensure that traffic lights are co-ordinated to effect smoother flow of traffic. There is also a need to educate drivers to maintain moderate speeds to reduce emissions. The public needs more access to information and monitoring data to affect behaviour change.

Car-free days, perhaps selected according to number plate (as in Paris), can reduce traffic and pollution. The Commission calls on the Mayor of London to investigate the success of such schemes and consider introducing a scheme across inner London. The Mayor should also consider the introduction of restrictions on car use on high pollution days with powers to impose 'no car days' when pollution is very high and especially dangerous to health.

The expansion of low-emission public transport across the borough must be a key objective in reducing traffic by getting people out of their cars. For this reason the Commission supports the Council's case for the development of a Crossrail 2 station in the south of the borough.

Reducing Particulate Matter

Particulate matter in Hammersmith and Fulham is largely emitted by traffic in the borough. All vehicles – even those that do not rely on internal combustion for power – emit particulates from other processes, such as braking, tyre friction and wear. The Commission calls on the Government to put pressure on tyre, brake and clutch manufacturers to use materials that wear less, thus reducing particulate matter.

In some European cities there is nightly ‘washing down’ of all main streets but this is not a feature of London. The Commission calls on the Mayor of London and the Council to look into the benefits of regular ‘washing down’ of high polluting roads and pavements across inner London and the borough particularly on days when high levels of pollution are expected.

The Commission also calls on the Government and the Mayor of London to look into the nano coating of roads and tyres as a means of reducing particulate matter.

Summary of recommendations:

- Increase the diesel parking permit charge for residents to encourage the change to alternative modes of transport.⁸
- The Government to launch a diesel scrappage scheme giving grants to cut the cost of a low-emission vehicle for owners scrapping their diesel car or van.⁹
- The sale of new, and importation of all, diesel vehicles to the UK to be banned.
- The Government to replace the existing regime to test vehicle emissions with one that requires manufacturers to meet standards under normal driving conditions.
- The Government to place an increasing surcharge on the sale of diesel fuel to affect consumer choice.¹⁰
- The Government to consider revising the MOT test to include the measurement limits of nitrous oxide and PM10 emissions.¹¹

⁸ One commissioner, David Chamberlain, believes that this will have minimal effect unless it persuades current owners to sell their vehicles to owners in areas where such penalties do not exist.

⁹ David Chamberlain believes that paying for diesel vehicles to be scrapped will inevitably increase demand for new vehicles with undesirable environmental consequences.

¹⁰ David Chamberlain believes that a surcharge on diesel fuel will merely penalise those who, in good faith, bought diesel vehicles and will have no effect on air quality.

¹¹ David Chamberlain believes that revised tests for MOT should be limited to new vehicles as the rules for existing vehicles have already been set.

- The Council, along with its strategic partners such as Transport for London, to develop plans to increase pedestrianisation, cycling and greening in its town centres.
- The Mayor of London to add Hammersmith and Fulham to the eight boroughs with designated Low Emission Neighbourhoods.
- The use of electric buses to be expanded across the borough until all petrol and diesel-fuelled buses have been removed.
- The Government and the GLA to make plans for hydrogen-fuelled cars.
- More safer cycle routes to be developed by the Council and Transport for London.
- The Council to plan for, and facilitate the development of, more electrical charging points across the borough.
- The Council to seek to establish a freight consolidation scheme in West London.
- The Council to work towards a target of converting all of its fleets to low-emission vehicles and introduce procurement requirements to ensure that contractors comply with low-emission targets.
- An education campaign, to be initiated by the GLA and the Council, to reduce 'idling'. The Council to consider enforcement for offenders.
- Traffic lights to be co-ordinated to effect smoother traffic flows.
- A scheme of car-free days to be introduced across inner London by the Mayor and consideration given to bans on vehicle use during days of very high air pollution.
- Tyre, brake and clutch manufacturers to use materials that wear less, thus reducing particulate matter.
- Washing down of streets and pavements to be introduced in areas of high particulate matter air pollution.
- The Council and other decision makers to keep under review new environmental initiatives and best practices as these come forward.

4. Greening Policy and Practice

Trees, hedges and grasses can provide a protective barrier from air pollution when positioned between road traffic or other pollution sources and pedestrians. The greening of urban spaces increases biodiversity and also encourages people to get out of their cars and walk and cycle instead.

Urban Ecology Plan

The Commission calls on the Council to develop an Urban Ecology Plan to drive arboricultural policy and practice across the borough. The greening of urban centres has many benefits beyond improvements in air quality and enhancing biodiversity. It can help to reduce flooding, ameliorate the impact of 'heat islands', mitigate wind and weather and improve the aesthetics of the inner city.

Planning and Development

The Commission recommends that arboricultural policies be incorporated into the Local Plan and Supplementary Planning Documents (SPDs).

The Commission also calls on the Council to exercise its planning and enforcement powers to ensure that developers fulfil commitments in delivering tree-planting agreements.

Schools and Public Awareness

The Commission calls on schools to set up greening initiatives as a means of both improving their local environment and educating the next generation on the importance of urban ecology. The award-winning Phoenix School farm, in association with Hammersmith Community Gardens Association, may be upheld as a shining example of what one school in the borough has achieved.

The Council should increase its support for, and participation in, public awareness environment programmes like those run by Hammersmith and Fulham Urban Studies Centre and its Children's Parliament to encourage education on the causes and effects of air pollution.

The Council to encourage residents and organisations to consider Blue Green schemes in homes and offices. Indoor greenery is known to have air purifying qualities, absorbing carbon dioxide and releasing oxygen, but also filtering harmful chemicals such as formaldehyde, benzene and trichloroethylene.

Trees, Hedges and Grasses

The right trees, hedges and grasses need to be planted in the right places in order to combat air pollution directly, but greening the borough with more planting also encourages more people to walk and cycle, with an indirect impact on air quality. Tree pruning can reduce the benefits of trees in neighbourhoods so the Commission calls on the Council to stagger pruning to one in every three trees every three years.

The Commission recommends that tree, hedge and grass cover be increased across the borough. The majority of tree, hedge and grass cover is likely to be in private ownership, but we call on the Council to increase planting on Council-owned land and highways, and facilitate new trees on development sites. The Commission also calls on the GLA to ensure it meets and exceeds its targets to increase London's tree canopy and continues to commission regular studies to measure and monitor greening cover.

With increasing pressure for development, finding space for larger trees to grow to maturity is becoming difficult. An example of this problem can be found at the BBC site north of South Africa Road; the current development is only around 25 years old and already the extensive tree planting put in at the time is now being removed so the site can be redeveloped. Most of the larger growing species take at least 30-40 years to reach early stages of maturity so trees are being lost at the maximum stage of benefit. The Commission calls on the Council and developers to maintain mature tree cover when planning for new developments across the borough.

Summary of recommendations:

- The Council to develop an Urban Ecology Plan to drive greening policy and practice across the borough.
- Arboricultural policies to be incorporated into the Local Plan and SPDs.
- The Council to exercise its planning and enforcement powers to ensure that developers fulfil commitments in delivering tree-planting agreements.
- The Council to encourage residents and organisations to consider Blue Green schemes in homes and offices.
- Schools to involve pupils in greening initiatives as a means of both improving their local environment and educating the next generation on the importance of urban ecology.
- The Council to increase its participation in public education programmes to encourage education and awareness of air pollution.
- The Council to stagger tree pruning to one in every three trees every three years.

- The Council to increase tree, hedge and grass planting on Council-owned land and highways, and to facilitate new trees on development sites.
- The GLA to continue to commission regular studies to measure and monitor tree, hedge and grass cover across London boroughs.
- The GLA to meet and exceed its targets to increase tree canopy in London.
- The Council and developers to seek ways of maintaining mature tree cover when planning for new developments.

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5. Public Health Policy and Practice

Air pollution is an obvious threat to public health but many of the common public health messages – walk more, cycle more, be more physically active – can reduce air pollution by encouraging people to leave their cars at home. There are days when air pollution is high and places like busy roadsides should be avoided to minimise the impact on health, particularly to children, the elderly and those living with heart and lung disease.

Encouraging Better Use of Green Space

Green spaces undoubtedly have a positive effect on public health. Public parks offer residents quiet enjoyment, play for children, green walking and connection with nature. These benefits may be undermined by over-use from schools and public events. Physical activity and active travel, however, reduce pollution and support good health. The Commission, therefore, calls on the Council to increase playing fields, pocket parks and sporting facilities in the borough, and encourage Hammersmith and Fulham residents to be the most active in London.

Raising Public Awareness of the Impact of Travel Choices

The rate of bicycle use in Hammersmith and Fulham is one of the highest rates in London but it is still very low in comparison to other European cities. Less than 5% of H&F residents use a bicycle on an average weekday and only 7.4% of work journeys are made by bicycle.¹² Only 25% of all journeys in the borough are made on foot and only 12.8% of borough residents walk to work.¹³

The Commission calls on the Council to set targets for pupils to walk to school. Schools and the wider community to encourage more primary and secondary school children to walk and more people to use cycles to get around the borough on longer journeys. There is a need for more public education to raise awareness of the impact of individual behaviour. The Council should set targets, in comparison with other European cities, and monitor changes over time.

Businesses and community organisations should be promoting and encouraging car sharing schemes for their employees and service users.

¹² 2011 Census (ONS, 2012).

¹³ 2011 Census (ONS, 2012).

Raising Public Awareness of Air Pollution in the Home

Boilers are a significant source of air pollution, particularly nitrogen oxides (NO_x), second only to traffic in the borough. There are many ultra-low NO_x boilers on the market at a comparable price bracket to regular boilers.

The Commission calls on the public, businesses, housing associations and the Council to replace boilers with ultra-low NO_x boilers where possible or at least when old boilers need to be replaced. The Commission also calls on the Mayor of London and the Government to increase the public's awareness of this issue and improve the newly introduced boiler scrappage scheme to include a focus on air pollution.

Hammersmith & Fulham is a Smoke Control Area and only smokeless fuels or specific wood burner appliances may be used.¹⁴ However, there have been recent air pollution incidents in London which indicate that the public are not adhering to these laws. The Commission calls on the Mayor of London and the Council to undertake initiatives to raise the public's awareness of this backed up by enforcement if necessary.

Raise Public Awareness of Health Impacts

Poor air quality can have a significantly detrimental effect on health. Air pollution disproportionately affects children. They are more vulnerable as their lungs are still developing, they spend more time outdoors and they are shorter and therefore breathe closer to vehicle exhaust pipes.

The Commission welcome's the Mayor of London's introduction of air pollution alerts during and on the day before high and very high pollution days at bus stops, tube stations and roadsides across the capital and encourages the Mayor to make these alerts more widespread.

The Commission calls on Government, the GLA, the Council, local health providers and news sources to provide regular messages and forecasts for air pollution. These messages would advise the public, particularly the parents of young children and those with heart and lung disease, on when it may be best to stay indoors and what areas or commuting routes are best avoided.

The Commission recommends that the Council continues to support awareness raising initiatives and pollution forecast tools like airTEXT and Walkit.com.

¹⁴ <https://smokecontrol.defra.gov.uk/index.php>.

Local residents may be encouraged to use personal air quality monitors ('Citizen Scientists') to raise public awareness of the extent of air pollution across the borough.

Summary of recommendations:

- The Council to increase playing fields, pocket parks and sporting facilities in the borough to enable residents to keep fit and active.
- Businesses and community organisations to promote and encourage car sharing schemes among employees and service users.
- More primary and secondary school children to walk to school.
- More people to take up cycling to travel around the borough and beyond.
- A public education campaign to raise awareness of the impact of individual behaviour on air quality, covering the areas set out in this report.
- Boilers to be replaced by ultra-low NOx boilers.
- The Mayor of London's boiler scrappage scheme to have an air pollution focus.
- A public education programme on what it means to live in a Smoke Control Area.
- Public air pollution alerts and forecasts to be made more widely available.
- Awareness-raising initiatives like airTEXT and Walkit.com to continue to be supported by the Council.
- More local residents to become 'Citizen Scientists' and use personal air quality monitors around the borough.

Recommendations

For action by Government and national bodies

- The Government to launch a diesel scrappage scheme giving grants to cut the cost of a low emission vehicle for owners scrapping their diesel car or van.¹⁵
- The Government to place a surcharge on the sale of diesel fuel to affect consumer choice.¹⁶
- The sale of new, and importation of all, diesel vehicles to the UK to be banned.
- The Government to revise the MOT test to include the measurement limits of nitrous oxide and PM10 emissions.¹⁷
- Tyre, brake and clutch manufacturers to use materials that wear less, thus reducing particulate matter.
- Nano coatings for roads and tyres to be considered.
- The Government and the GLA to make plans for hydrogen-fuelled cars.
- Car manufacturers to meet pollution standards.
- 'No drive days' in major cities during episodes of very high pollution.

For action by the GLA and regional bodies

- The Mayor of London to review the London Plan and prioritise air quality in a new London Plan.
- A new London Plan to promote the need for more permeable surfaces, more tree planting and other green barriers between highways and pedestrian areas.
- Zero carbon policies, balanced with air quality neutral policies, to be incorporated in planning guidance for all new buildings.
- The Mayor of London to add Hammersmith and Fulham to the eight boroughs with designated Low Emission Neighbourhoods.
- The use of electric buses to be expanded across the borough until all petrol and diesel-fuelled buses have been removed.
- An education campaign, to be initiated by the GLA and the Council, to reduce 'idling'. Enforcement measures to be considered.

¹⁵ One commissioner, David Chamberlain, believes that paying for diesel vehicles to be scrapped will inevitably increase demand for new vehicles with undesirable environmental consequences.

¹⁶ David Chamberlain believes that a surcharge on diesel fuel will merely penalise those who, in good faith, bought diesel vehicles and will have no effect on air quality.

¹⁷ David Chamberlain believes that revised tests for MOT be limited to new vehicles as the rules for existing vehicles have already been set.

- A scheme of car-free days to be introduced across inner London by the Mayor and consideration given to bans on vehicle use during days of very high air pollution.
- Traffic lights to be co-ordinated to effect smoother traffic flows.
- The GLA to continue to commission regular studies to measure and monitor tree, hedge and grass cover across London boroughs.
- The Mayor of London's boiler scrappage scheme to have an air pollution focus.
- The Mayor of London to review London's Climate Change and Energy Strategy to reconcile the potential conflict between decentralised energy and air pollution, and cease promoting combined heat and power installations in its energy hierarchy above air quality neutral technologies.

For action by the Council

- The Local Plan to specify the need to consider the impact of all new developments on air quality.
- Arboricultural and greening policies to be promoted in the Local Plan and Supplementary Planning Documents (SPDs).
- The need to plan for 'walkability' to be recognised in SPDs to the Local Plan.
- The Council to seek to establish a freight consolidation scheme in West London.
- The Council to work towards a target of converting all its fleets to low-emission vehicles and introduce procurement requirements to ensure that contractors comply with low-emission targets.
- The Council to develop an Urban Ecology Plan to drive greening and arboricultural policy and practice across the borough.
- Public air pollution alerts and forecasts to be made more widely available.
- The diesel parking permit charge for residents to be increased to encourage the change to alternative modes of transport.¹⁸
- The WELL Building Standard to be adhered to in the planning of all new developments.
- The Council to encourage the use of prefabrication in construction works to reduce particulate matter.
- The Council to stagger tree pruning to one in every three trees every three years
- The Council to increase tree, hedge and grass planting on Council-owned land and highways.

¹⁸ David Chamberlain believes that increasing the cost of the residents' parking permit for diesel cars will have minimal effect unless it persuades current owners to sell their vehicles to owners in areas where such penalties do not exist.

- The Council to exercise its enforcement powers to ensure that developers fulfil commitments in delivering tree planting plans; also to seek ways of maintaining mature tree cover when planning for new developments.
- The Council to encourage residents and organisations to consider Blue Green schemes in homes and offices.
- The Council, along with its strategic partners such as Transport for London, to develop plans to increase pedestrianisation, cycling and greening in its town centres.
- More safer cycle routes to be developed by the Council and Transport for London.
- The Council to plan for, and facilitate the development of, more electrical charging points across the borough.
- All major developments, particularly those which will last for many years to be closely monitored to ensure that all steps are being taken to mitigate the impact on air quality by the construction, drilling and movement of spoil.
- Washing down of streets and pavements to be introduced in areas of high particulate matter air pollution.
- The Council and other decision makers to keep under review new environmental initiatives and best practices as these come forward.
- The Council to increase its participation in public education and awareness programmes on air pollution.
- The Council to increase playing fields, pocket parks and sporting facilities in the borough to enable residents to keep fit and active.
- Boilers to be replaced by ultra-low NOx boilers.
- Awareness-raising initiatives like airTEXT and Walkit.com to continue to be supported by the Council.
- The Council and other decision makers to keep under review new environmental initiatives and best practices as these come forward.

For action by residents, businesses and community groups

- A public education campaign is needed to raise awareness of the impact of individual behaviour on air quality.
- Businesses and community organisations to promote and encourage car sharing schemes among employees and service users.
- Schools to involve pupils in greening initiatives as a means of both improving their local environment and educating the next generation on the importance of urban ecology.
- More children to walk to school.
- More people to take up cycling to travel around the borough and beyond.
- Boilers to be replaced by ultra-low NOx boilers.

- A public education programme on what it means to live in a Smoke Control Area.
- More local residents to become 'Citizen Scientists' and use personal air quality monitors around the borough.

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Appendix A**The Commissioners****Rosemary Pettit (Chair)**

Rosemary's professional background is in publishing. She has lived in Hammersmith since 1999 and has been engaged in voluntary and community work – mostly planning and development - in the borough for many years. She was membership secretary of Brackenbury Residents Association and from 2012-15 chaired the Hammersmith Society.

David Chamberlain

David has lived in Fulham for the last 16 years and been a commercial director for Oracle UK for the past 20 years. After graduating in natural sciences he joined BP, where he worked on computer modeling, economic analysis and negotiation of contracts. He has also worked in Hamburg and for the Abu Dhabi Company for Onshore Oil Operations.

Professor Derek Clements-Croome

Derek is an architectural engineer and emeritus professor at Reading University. He specialises in the design and management of intelligent buildings and lives in Hammersmith. He is a built environment expert for the CABE arm of the Design Council and a Fellow of the Building Research Establishment Academy. He sits on the Zero Fifty Commission for Haringey and edits *Intelligent Buildings International Journal*.

Kate Forbes

Kate is senior producer for BBC News and has won several awards for her television work all over the world. Her key area of focus between 2006-8 was science and environment, when she undertook projects on climate change for Newsnight, the Today programme, Ten O'Clock news and BBC Online. She lives in Shepherds Bush.

Natalie Lindsay

Natalie's professional background is in project management. She is the principal of the local Fulham music school, Music'all, which operates out of Lady Margaret School, Parsons Green. She has lived on Wandsworth Bridge Road in Fulham for over 20 years.

Andrew Pendleton

Andrew is Head of Campaigns at Friends of the Earth England, Wales and Northern Ireland. He is also a member of Hammersmith & Fulham Friends of the Earth group and is representing them on the Commission. A keen cyclist, he has lived in the borough for 20 years.

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Appendix B

Key Reports and Literature Reviewed

(in reverse chronological order)

Air Quality: Fourth Report of Session 2015-16 (*House of Commons Environment, Food and Rural Affairs Committee*) 20 April 2016 ([weblink](#))

Up in the Air: How to Solve London's Air Quality Crisis, Part 2 (*Policy Exchange*) March 2016 ([weblink](#))

Every Breath We Take: The Life Long Impact of Air Pollution (*Royal College of Physicians*) February 2016 ([weblink](#))

Improving Air Quality in the UK: Tackling Nitrogen Dioxide in Our Towns and Cities (*DEFRA*) December 2015 ([weblink](#))

The Airports Commission Report: Carbon Emissions, Air Quality and Noise. First Report of Session 2015-16 (*House of Commons Environmental Audit Committee*) 26 November 2015 ([weblink](#))

H&F Response to the DEFRA Consultation on Draft Plans to Improve Air Quality (*LBHF*) November 2015 ([weblink](#))

Up in the Air: How to Solve London's Air Quality Crisis, Part 1 (*Policy Exchange*) November 2015 ([weblink](#))

Health Impacts of Cars in London (*Greater London Authority*) September 2015 ([weblink](#))

Understanding the Health Impacts of Air Pollution (*King's College London*) 14 July 2015 ([weblink](#))

Updating and Screening Assessment for London Borough of Hammersmith and Fulham: In fulfilment of Part IV of the Environment Act 1995 Local Air Quality Management (*LBHF*) May 2015 ([weblink](#))

The Mayor's Transport Strategy (*GLA*) 2010 ([weblink](#))

RBKC Air Quality Action Plan 2009-2014 (*RBKC*) 2009 ([weblink](#))

H&F Air Quality Action Plan 2002-2005 (*LBHF*) 2002 ([weblink](#))

Appendix C

Summary of Written Evidence Submissions Received

A total of 40 submissions were received by the end of February 2016 in response to the open call for written evidence and a further 32 comments were posted online in response to the Air Quality Commission news releases.

Respondents

- 22 local residents
- Avonmore Residents Association
- White City Residents Association
- H&F Airport Expansion Commission
- Hammersmith Community Trust
- Hammersmith Society
- Fulham Society
- H&F Cyclists
- AirTEXT
- Cleaner Air in London
- Cleaner Air for West London
- West London Friends of the Earth
- Cllr Wesley Harcourt, Hammersmith and Fulham Council
- Andy Slaughter MP
- Rt Hon Greg Hands MP
- Greater London Authority/Transport for London
- Centre for Environmental Policy, Imperial College London
- Autogas Ltd
- Society of Motor Manufacturers and Traders

The Evidence

- ***Residents' views***

All of the responses from local residents focussed on road traffic pollution but some also raised concerns about air traffic and construction works. There were criticisms of the numbers of drivers of cars and vans (including taxis and builders' vans) that sit with their engines 'idling'. There were also specific criticisms of high polluting vehicles such as diesel cars, vans and lorries.

There were a range of 'carrot and stick' proposals put forward for incentivising drivers to switch to electric vehicles or other modes of transport and/or penalising the worst polluters.

- ***Local organisations***

The H&F Cyclists' response submitted evidence of measurements of NO₂ in the borough that they had carried out in conjunction with PlanetEarth. These measurements suggest that pollution may be worse than the readings recorded by LBHF's own monitoring stations.

The Hammersmith Society response proposed actions that the Council might undertake to promote the use of electric vehicles and to increase tree and vegetation cover across the borough.

The White City Residents Association response drew attention to the high volume of construction traffic that is likely to increase pollution in the White City and Old Oak area unless mitigating action is taken in advance of the major regeneration programmes planned for the area. The need for major public transport infrastructure development to accommodate the population expansion and reduce car use in the area was also flagged in the WCRA response as was the importance of maintaining green space and trees to tackle air pollution.

The response from the Chair of the H&F Airport Expansion Commission is an extract from the Commission's submission of evidence to the Davies Commission highlighting the likely increase in both air traffic and road traffic pollution that would arise from the expansion of Heathrow. The West London FoE response also focuses on the likely impact of Heathrow expansion.

- ***Regional bodies***

The GLA and TfL response (submitted jointly) answers the specific questions posed by the Commission as to what regional government is doing to address the air pollution problem across London and sets out what is required at national and European government level.

Professor Helen ApSimon of Imperial College London submitted details of a new vehicle NO_x rating scheme that is being initiated.

- ***National bodies and companies***

Autogas Ltd, a joint venture between Calor and Shell, presented evidence of the improvement in emissions from LPG vehicles in comparison to those using petrol or diesel.

The Society of Motor Manufacturers and Traders (SMMT) submitted evidence of progress being made by the motor industry in reducing emissions from vehicles. The SMMT also submitted its response to a DEFRA consultation on draft plans to improve air quality from November 2015.

The responses received are contained in three volumes of evidence that can be found on the Air Quality Commission webpage at www.lbhf.gov.uk/airqualitycommission

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Appendix D

Key Pollutants

Ammonia (NH₃): a byproduct of agriculture, particularly livestock manure, slurry management, and fertilizers. Smaller amounts can be derived from transport and waste disposal. It is not harmful to humans or mammals but is damaging to terrestrial and aquatic ecosystems. It is a precursor to secondary particulate dispersion.

Nitrogen oxides (NO_x): combustion processes (e.g. inside motor vehicles) emit a mixture of nitrogen oxides (**NO_x**), primarily nitric oxide (NO) which is quickly oxidised in the atmosphere to form nitrogen dioxide (NO₂). NO₂ has health impacts from penetration of the lungs and physiological systems.

Ozone (O₃): not emitted directly from any sources. It is a secondary pollutant formed through the reaction of volatile organic compounds with NO_x and hydrocarbons in the presence of sunlight. Whereas nitrogen dioxide acts as a source of ozone, nitric oxide (NO) destroys ozone and acts as a local sink (NO_x-titration). For this reason, O₃ concentrations are not as high in urban areas (where high levels of NO are emitted from vehicles) as in rural areas. Ambient concentrations are usually highest in rural areas, particularly in hot, still and sunny weather conditions which give rise to summer 'smogs'.

Particulate matter (PM) includes:

- primary particles: those directly emitted from a source, including combustion and mechanical sources, such as traffic emission;
- secondary particles: those formed in the atmosphere as a result of chemical reactions between gases such as ammonia, nitrogen oxides or sulphur dioxide.

PM is conventionally defined and measured by size:

- Coarse particles (PM₁₀–PM_{2.5}): particles smaller than 10 µm (10 thousandths of a millimetre or a micron) in diameter but greater than 2.5 µm diameter. Coarser particles arise from re-suspended road dust, brake and tyre wear, sea salt, quarries and soil;
- Fine particles (PM_{2.5}–PM_{0.1}): particles less than 2.5 µm diameter, which include most combustion particles such as those emitted from diesel engine exhaust, waste burning, bonfires, and domestic biomass burning; and secondary particles of ammonium sulphate or nitrate;
- Ultrafine particles (PM_{<0.1}): particles less than 100nm diameter (100 millionths of millimetre or nanometre) which are emitted in large numbers from diesel engine exhaust.

PM has health impacts with smaller particles considered particularly harmful.


Sulphur dioxide (SO₂): produced by industrial process such as combustion of fossil fuels for energy production. Exposure causes constriction of the lung's airways, particularly concerning for those suffering from asthma and/or chronic lung disease. As SO₂ is typically a precursor to secondary PM exposure, it contributes to the negative health effects of PM. Environmentally, SO₂ exposure harms plants by

degrading chlorophyll, reducing photosynthesis, increasing respiration rates and changing protein metabolism. Deposition of SO₂ pollution can acidify soil and water resulting in a loss of biodiversity often in places distant from the source of the emissions.

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London Borough of Hammersmith & Fulham
September 2016

Agenda Item 6

<p>London Borough of Hammersmith & Fulham</p> <p>COMMUNITY SAFETY, ENVIRONMENT AND RESIDENTS SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p>21 September 2016</p>	
ENVIRONMENT PLANNING POLICY REPORT	
Report of the Divisional Director	
Open Report	
Classification For Policy & Accountability Review & Comment	
Key Decision: NO	
Wards Affected: ALL	
Accountable Director: Juliemma Mcloughlin, Director for Planning & Development	
Report Author: Matt Butler, Head of Policy & Spatial Planning	Contact Details: Tel: 020 8753 3493 E-mail: matt.butler@lbhf.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 Since May 2014 the council has established a new set of corporate objectives and priorities. In response, the Planning & Development Department is producing a Local Plan to assist in delivering these with a focus on affordable homes, the local economy, health facilities and the environment.
- 1.2 The council is determined to be the greenest borough and at the forefront of fostering and securing environmental improvements through a wide range of Local Plan policies that new development in the borough will need to comply with.
- 1.3 In applying policy, planning conditions, CIL rates and negotiating Section 106 agreements appropriate mitigation can be achieved as well as securing maximum value for residents as a priority. This is all taking place within new procedures and forums that better facilitate and encourage resident engagement in the planning process in both policy formulation and the assessment of planning applications.

2. RECOMMENDATIONS

- 2.1. That the Committee note the current and emerging policies and procedures in the Planning & Development Department that seek to ensure that new developments in the borough capture maximum value for residents and fully mitigate the impact on the environment.
- 2.2. That any comments be forwarded to the Cabinet Member for Environment, Transport and Residents Services.

3. INTRODUCTION AND BACKGROUND

- 3.1. The council is currently revising its development plan policies which guide and promote all new development in the borough. The emerging policies have been designed to help facilitate and deliver the council's new corporate priorities, in particular those focused around increasing affordable housing; driving the local economy, protecting Charing Cross hospital; and positioning LBHF as the leading council in securing environmental improvements and tackling air quality issues and climate change.
- 3.2. This report will detail how the council is striving to ensure maximum value for residents with particular reference to environmental policy and procedures. Explanation will be given of how appropriate environmental mitigation measures are identified and instilled, and how all this is being done within a determined council agenda to increase transparency and resident engagement in dealing with planning applications and devising new policy and guidelines..

4. ENVIRONMENTAL PLANNING REQUIREMENTS

Ensuring maximum value for residents

- 4.1. All development in the borough must be in accordance with our development plan policies which includes the Mayor's London Plan and, at a local level, the council's Core Strategy and Development Management Local Plan. Officers are currently reviewing and merging our local plans with a greater emphasis on our new corporate objectives and priorities. New priorities include pursuing the maximum value for residents from regeneration in the borough, ensuring we work with local people rather than just do things to them, and also making LBHF the greenest council in the UK. The emerging Local Plan can be found online at: www.lbhf.gov.uk/localplan
- 4.2. The plan proposes a chapter on "Environmental Issues, including Climate Change" which is where the main environmental policies are located on issues such as:

CC1 Reducing Carbon Dioxide Emissions
CC2 Ensuring Sustainable Design and Construction
CC3 Minimising Flood Risk and Reducing Water Use

CC4 Minimising Surface Water Run-off with Sustainable Drainage Systems
CC5 Water Quality
CC6 Strategic Waste Management
CC7 On-site Waste Management
CC8 Hazardous Substances
CC9 Contaminated Land
CC10 Air Quality
CC11 Noise
CC12 Light Pollution
CC13 Control of Potentially Polluting Uses

- 4.3. Other chapters such as Transport and Accessibility and Green and Public Open Spaces also contain policies that promote the integration of environmentally friendly measures such as use of sustainable transport measures and promotion of biodiversity and ecology improvements.
- 4.4. Local Plan Transport Policies promote and support the continued development of initiatives designed to encourage modal shift away from private vehicles, in order to improve congestion and air quality within the borough. The provision of electric charging infrastructure to support local residents and visitors is also promoted and required in major developments.
- 4.5. Local Plan Open Space policies seek to enhance biodiversity and green infrastructure in the borough, including by maximising the provision of gardens, garden space and soft landscaping and seeking green or brown roofs and other planting as part of new developments. The council is also in the process of developing an Urban Ecology Plan/Policy.
- 4.6. As well as being assessed against Local Plan policies, planning applications are also assessed against London Plan policies, which in some cases are more stringent than national planning policies on environmental issues.
- 4.7. Areas of environmental policy that have been made more stringent over the last 12-18 months or that have been amended and included in the draft consultation version of the Local Plan include:
 - Increasingly tough CO₂ emissions targets, moving towards a requirement for all major residential schemes to be zero carbon
 - Requiring developers to make a payment in lieu where they cannot meet CO₂ reduction targets on-site which will be invested in low/zero carbon measures in the borough
 - Stressing the need for new developments to not only reduce CO₂ emissions but also to ensure that they adapt to the potential impacts of climate change (such as heatwaves, droughts, higher levels of rainfall etc)
 - Minimising flood risk from a range of sources, including surface water and sewer flooding which are a particular problem in parts of the borough due to sewer capacity constraints
 - Requiring the integration of Sustainable Drainage Systems (SuDS) wherever practical through the integration of measures such as rainwater harvesting, green roofs and walls, permeable paving etc

- Integration of water efficiency measures that minimise water use and reduce flows of foul water into the sewer system
- Requiring noise assessments to be carried out for developments when necessary, including provision of details on noise levels
- Requiring new developments to include the provision of cycle parking within the boundary of the site.
- Unless evidence is provided to show that there is a significant lack of public transport available, there will be a requirement for car parking permit free measures on all new developments

4.8. With specific regard to air quality, the Air Quality Commission was established at the beginning of 2016 to assess local air quality issues in the borough. The Commission has made a number of recommendations for action, some of which relate to planning policy. In particular recommendations have been proposed in relation to revising Local Plan Policy CC10 on air quality to apply to all developments not just major developments, promoting the use of sustainable transport modes such as cycling and walking and also the use of greening measures to improve air quality. Controlling air quality impacts of the demolition and construction phases of development is also recommended. These recommendations will be taken into account as part of the upcoming public consultation on the Proposed Submission Local Plan.

How is the impact on the environment being mitigated?

- 4.9 Developers are encouraged to use the council's pre-application service, particularly for major developments. At the pre-app stage, the requirements of environmental policies are highlighted for the applicant to ensure that environmental considerations are taken into account at an early stage of the design process rather than being considered as an after-thought once key design aspects have been set.
- 4.10 Officers provide written advice on relevant planning policies and guidance and often attend face to face pre-app meetings with applicants and their consultants to discuss requirements in terms of identifying the supporting documents that will be required once the application is submitted.
- 4.11 Developers are also encouraged to enter into Planning Performance Agreements with the council where they commit to providing supporting documents and carrying out community engagement programmes prior to submitting their applications.
- 4.12 At application stage, all major developments are required to submit Sustainability Statements in which details are provided on the sustainable design and construction measures that will be implemented in order to minimise the environmental impacts of the new development. A range of other technical assessments may also be required which will include sustainability aspects – for example, an Energy Assessment, Flood Risk Assessment and Sustainable Drainage Strategy, Air Quality Assessment, Transport Assessment etc. Feedback is provided to the applicant, via the Planning Officer, on whether or not

further measures are required in the development's design in order to meet environmental policy requirements.

- 4.13 If permission is granted for a development, conditions are set requiring the submission of details to show that commitments provided at application stage are implemented as required. The checking of details to discharge conditions is another stage in the planning process where officers can ensure that appropriate measures are implemented in line with policy requirements.
- 4.14 Environmental measures can also be captured through Section 106 agreements which are legal agreements negotiated between the council and the developer. Statutory regulations limit S106 obligations to site specific mitigation but the range of potential topics that S106 can address is very broad including economic; education; anti-social behaviour; health; sports & leisure; and arts & culture.
- 4.15 The council has also adopted a Community Infrastructure Levy (CIL) which is a fee charge by the council on new development (with some exceptions) to help pay for facilities and community services such as transport, schools, medical, sports and open spaces. The list of items are those on our Regulation 123 list which can be viewed on our website:
https://www.lbhf.gov.uk/sites/default/files/section_attachments/approved_cil_regulation_123_list_tcm21-196353.pdf

Future Developments in Environmental Policy

- 4.16 The council is working in partnership with Imperial College London and others on a bid to the EU Horizon 2020 Research and Innovation Programme to help fund the "BLUES Project". If successful, this project would be implemented on specific sites in the borough, including parts of the Earls Court development, to measure the benefits of a range of green infrastructure measures such as plating and soft landscaping, green roofs, green walls etc. In the longer term, if the project shows that such measures have multiple benefits for the environment and the community, then this could result in changes to planning policy that will help to provide resilience against future climate change impacts.

How have we increased resident engagement in the planning process?

- 4.17 Since May 2014 there has been a greater emphasis on transparency and resident engagement in the planning service. Our Statement of Community Involvement (SCI) explains how and when the community can be involved in the preparation of planning policy documents and in the consideration of planning applications, including pre-application proposals. This was revised in 2015 in line with the new council priorities of giving residents more influence in planning decisions. The SCI is available on our website:
https://www.lbhf.gov.uk/sites/default/files/section_attachments/sci_final_08.10.15_tcm21-184167.pdf
- 4.18 Initiatives of resident engagement and transparency include the following:

- Public speaking rights at planning committees.
- Amenity group representation on Design Review Panels.
- Notes of meetings between Members and developers published on the council website.
- Resident Working Parties eg. Hammersmith Town Centre Supplementary Planning Document (SPD).
- Resident-led Commissions eg. Air Quality Commission.

4.19 The resident-led Commissions have a remit to make recommendations to the council, including on issues of planning policy and encourages greater involvement by residents in the development and adoption of planning policies.

5. CONSULTATION

5.1. N/A

6. EQUALITY IMPLICATIONS

6.1. N/A

7. LIST OF APPENDICIES

Appendix 1 – Environmental Sustainability Chapter from Draft Local Plan

Environmental Sustainability

2035 Vision - Delivering an environmentally sustainable borough

Hammersmith and Fulham's vision is to be the greenest borough by 2035, with new buildings being designed to be energy and resource efficient and much more of the borough's waste to be sustainably managed with an increase in recycling. In particular, new development will be required to minimise energy use and the use of other non renewable resources, as well as facilitating an increase in the use of low and zero carbon technologies to help minimise carbon dioxide (CO₂) emissions. This will particularly be required of major developments.

All development in the borough, both buildings and infrastructure will be encouraged to be intelligently designed for durable and resilient futures, supporting the move to a low-carbon economy and taking account of climate change impacts, particularly the risk of flooding. New developments will also be expected to contribute towards improving local air quality, particularly where they include potentially major new sources of emissions or could significantly increase traffic-generated emissions.

Developments will be encouraged to contribute to the concept of a "smart city", where multiple information and communication technology (ICT) solutions are integrated in a secure fashion to enable effective performance in terms of energy, water, waste and reducing CO₂ emissions and to improve quality of life. Sustainable Drainage Systems (SuDS) will be sought in new developments, and major developments in the regeneration areas will be promoted as zero carbon exemplars.

6 Borough-wide Policies

Policy CC1 - Reducing Carbon Dioxide Emissions

The council will require all major developments to implement energy conservation measures by:

- a. implementing the London Plan (2016) sustainable energy policies and meeting the associated carbon dioxide (CO₂) reduction targets;
- b. ensuring developments are designed to make the most effective use of passive design measures, and where an assessment such as BREEAM (or equivalent) is used to determine a development's environmental performance, this must be supplemented with a more detailed Energy Assessment in order to show compliance with the London Plan's CO₂ reduction targets;
- c. requiring energy assessments for all major developments to demonstrate and quantify how the proposed energy efficiency measures and low/zero carbon technologies will reduce the expected energy demand and CO₂ emissions;
- d. requiring major developments to demonstrate that their heating and/or cooling systems have been selected to minimise CO₂ emissions. This includes the need to assess the feasibility of connecting to any existing decentralised energy systems or integrating new systems such as Combined (Cooling) Heat and Power units or communal heating systems, including heat networks; and
- e. using on-site renewable energy generation to further reduce CO₂ emissions from major developments, where feasible.

Where it is not feasible to make the required CO₂ reductions by implementing these measures on-site or off-site as part of the development, a payment in lieu contribution should be made to the council which will be used to fund CO₂ reduction measures in the borough or elsewhere in London; and

Encouraging energy efficiency and other low carbon measures in all other (i.e. non-major) developments, where feasible. The council will also encourage developers to use energy performance standards such as Passivhaus to guide development of their Energy Strategies.

Justification

6.246 Local planning authorities have a statutory duty to take action on climate change and include policies in local plans that will help reduce CO₂ emissions. To this end, this policy supports the move to a low carbon future as outlined in The National Planning Policy Framework (NPPF)⁽⁵⁷⁾ and helps apply the London Plan's established energy hierarchy. This encourages sustainable energy practices in new developments by requiring them to:

- use less energy;
- supply energy efficiently; and
- use renewable energy.

6.247 The policy ensures that new development will be designed to be as energy efficient as possible, help improve the provision of energy efficient and low emission heating and cooling networks in the borough and also promotes the generation of on-site renewable energy, where this is feasible.

6.248 Where a development has maximised CO₂ emissions reduction on or off site but still falls short of meeting the required London Plan (2016) target, a payment in lieu should be made to the council. This will be used to implement sustainable energy measures off-site in the borough or elsewhere in London. The payment should be based on the council's accepted price of offsetting carbon emissions and be calculated for a 30 year period, in line with national guidance. Further details on the council's approach to calculating payment in lieu requirements is provided in the council's Planning Guidance SPD.

6.249 Energy Assessments will be required to be submitted as part of the supporting information accompanying every application for a major development. Further details on the requirements for Energy Assessments are provided in the council's Planning Guidance SPD.

6.250 Developers are encouraged to use energy performance standards such as PassivHaus to guide development of their Energy Strategies, particularly in relation to reducing demand for heating. The Passivhaus standard can be applied not only to new residential dwellings but also to new commercial, industrial and public buildings and may also be suitable for refurbishment projects where the external appearance of a building would not be harmed as a result of the alterations required.

Policy CC2 - Ensuring Sustainable Design and Construction

The council will require the implementation of sustainable design and construction measures in all major developments by:

a. implementing the London Plan sustainable design and construction policies to ensure developments incorporate sustainability measures, including:

- **minimising energy use;**
- **making the most effective use of resources such as water and aggregates;**
- **sourcing building materials sustainably;**
- **reducing pollution and waste;**
- **promoting recycling and conserving and promoting biodiversity and the natural environment;**
- **ensuring developments are comfortable and secure for users and avoiding impacts from natural hazards (including flooding); and**

b. Requiring Sustainability Statements (or equivalent assessments such as BREEAM) for all major developments to ensure the full range of sustainability issues has been taken into account during the design stage.

The integration of sustainable design and construction measures will be encouraged in all other (i.e. non-major) developments, where feasible.

6 Borough-wide Policies

Justification

6.251 Sustainable design and construction principles are supported by a number of policies in the London Plan (2016). New buildings need to be constructed to meet a high level of environmental performance. In particular, major developments need to ensure that as well as reducing CO₂ emissions, they also consider climate change adaptation issues in their design and construction.

6.252 Developments can have a wide range of impacts on the environment, health and well being of residents that need to be properly managed and minimised. This policy ensures that new major developments are designed and constructed to take account of these impacts whilst also helping to reduce the consumption of scarce resources, reduce pollution, enhance open spaces and contribute to the health and wellbeing of residents.

6.253 A sustainably designed and constructed development is also one that incorporates measures that allow adaptation to the potential impacts of climate change during its lifetime such as heatwaves and droughts in summer months and potentially wetter winters.

6.254 Smaller developments are also encouraged to consider sustainable design and construction principles, where this is feasible.

6.255 Any assessments carried out to determine a major development's environmental performance using BREEAM (or similar) must be supplemented with an Energy Assessment which shows compliance with the requirements of Policy CC1 on reducing CO₂ emissions.

6.256 Further details on the requirements for the Sustainability Assessment are provided in the council's Planning Guidance SPD. This policy also needs to be read in conjunction with the Mayor of London's SPG's on Sustainable Design and Construction and control of dust and emissions during construction and demolition⁽⁵⁸⁾.

58 Sustainable Design and Construction – April 2014 and the control of dust and emissions during construction and demolition – July 2014

Policy CC3 - Minimising Flood Risk and Reducing Water Use

The council will require developments to reduce the use of water and minimise current and future flood risk by implementing the following measures:

- a site specific Flood Risk Assessment (FRA) will be required for the following development proposals:
 - all proposals for developments in the Environment Agency's Flood Zones 2 and 3;
 - All proposals for new developments over 1 hectare in size in Flood Zone 1;
 - all proposals for new development in areas identified in the council's SWMP as being susceptible to surface water flooding – i.e. those located in a flooding hotspot; and
 - all proposals for new development which includes a subterranean element in areas identified in the council's SWMP as being at risk from elevated groundwater levels
- as part of the FRA, the requirements of the National Planning Policy Framework must be addressed and, where applicable, an Exception Test must also be carried out and included in the FRA;
- the FRA must assess the risk of flooding from all relevant sources, in particular tidal, surface and ground water, as well as sewer flooding and where there is a risk of flooding, appropriate flood proofing measures must be integrated, in accordance with the guidance in the Hammersmith and Fulham SFRA;
- new self-contained basement flats will not be permitted in the Environment Agency's Flood Zone 3 areas where there is a risk of rapid inundation by flood waters in the event of a breach of the river's flood defences or in surface water flooding hotspots where the flood hazard rating is defined a significant or higher in the SWMP, unless a satisfactory means of escape can be provided;
- where development is proposed in the Environment Agency's Groundwater Source Protection Zones 1 or 2, measures must be taken to ensure the protection of groundwater supplies;
- all developments that include a subterranean element must provide details of the structural waterproofing measures to be integrated to prevent any increase in on or off-site groundwater flood risk;
- all developments that are classified as 'more' or 'highly' vulnerable to flooding that include proposals at basement or lower ground floor level must install a non-return valve or equivalent to protect against sewer flooding;
- all development proposals will be required to demonstrate that there is sufficient water and wastewater infrastructure capacity both on and off site to serve the development or that any necessary upgrades will be delivered ahead of the occupation of development;
- in line with the requirements of the Thames Estuary 2100 Plan, developments adjoining the River Thames must maintain and where necessary enhance or raise flood defences (or show how they could be raised in the future),

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demonstrating that they will continue to provide adequate flood protection for the lifetime of the development; and

- **all developments must include water efficient fittings and appliances, where provided, in line with London Plan water consumption targets. In addition, major developments and high water use developments must include other measures such as rainwater harvesting and grey water re-use.**

Justification

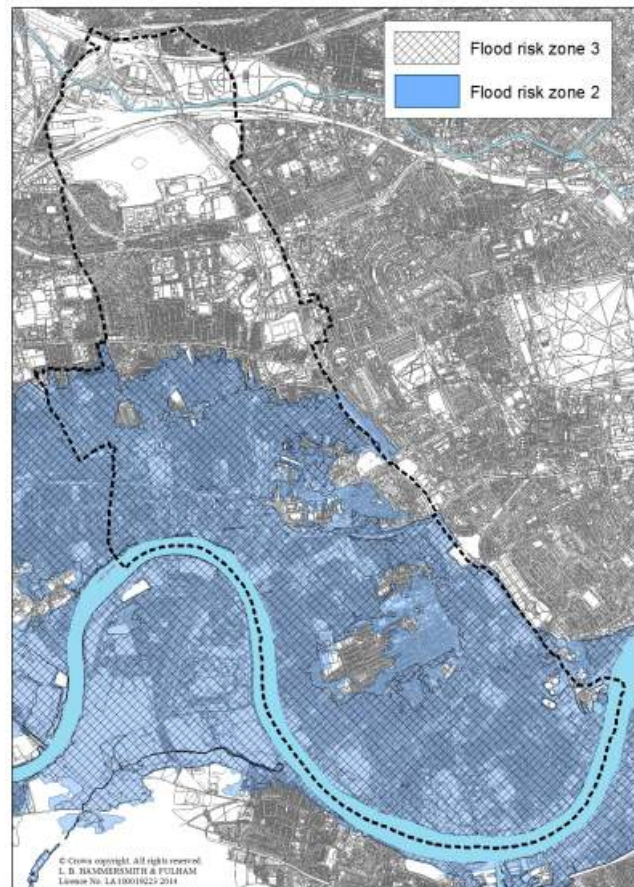
6.257 As shown in Map 8, over 60% of the borough and about 75% of the population are in the Environment Agency's Flood Zones 2 and 3 (medium-high risk of flooding from the River Thames), although the actual extent of tidal flooding from the river is mitigated by existing flood defences. Although these provide a high level of flood protection, Flood Risk Assessments are required for all developments in Flood Zones 2 and 3 to assess the risk of flooding to the site e.g. in the event of a failure or breach of the defences and to identify appropriate mitigation measures to be integrated to minimise this risk.

6.258 FRA's for proposals in Flood Zones 2 and 3 should consider flood risk from all sources, not just the River Thames. It should also be noted that developments located in Flood Zone 1 are not exempt from the need to consider flood risk, as there could be risks from surface, sewer and groundwater sources that need to be assessed and mitigated.

6.259 As most of the borough is at risk from some form of fluvial/tidal flooding from the River Thames, it would be unreasonable to restrict development only to Flood Zone 1 in the north of the borough, particularly as much of this area is also at risk from sewer and surface water flooding (covered by Policy CC4). The council considers that from a borough-wide perspective, the Sequential Test permits the consideration of all sites for development, subject to individual sites satisfying the requirements of the Exception Test (as outlined in the council's Planning Guidance SPD).

6.260 Some parts of the borough could be impacted very quickly by fast flowing flood waters if the defences failed or were overtopped. The council's SFRA includes detailed maps showing which parts of the borough are inside this Rapid Inundation Zone which could be impacted within 30 minutes of a breach or failure of defences. As a result, there is a restriction on self-contained basements being constructed in this zone as such developments are highly vulnerable to flood impacts and there is a potential risk to life. A satisfactory means of escape must therefore be provided for any basement proposal in a

Map 8 Environment Agency's Flood Zones



rapid inundation area. This restriction also applies in those parts of the borough identified in the SWMP as a flooding hotspot where the flood hazard rating from surface water flooding is defined as significant or higher.

6.261 There is an increased potential for elevated groundwater in some parts of the borough, mainly to the south of Goldhawk Road.

6.262 Groundwater needs to be taken into account where new basement construction or extensions are planned to ensure that any new development does not increase flood risk either on-site or by impacting on groundwater flows to the detriment of neighbouring properties. Policy HO11 on basements and lightwells sets out further requirements in this respect.

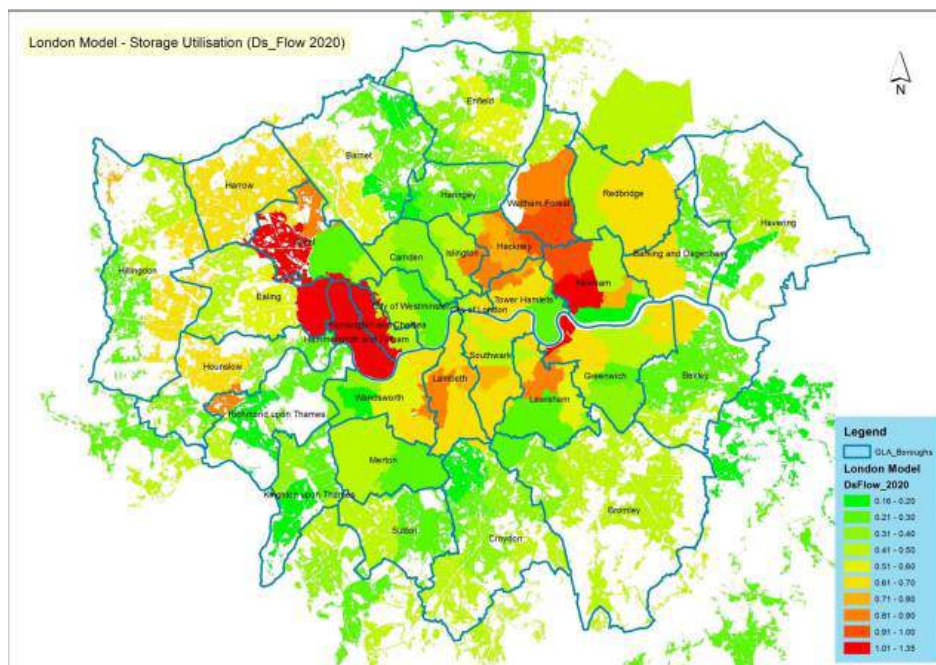
6.263 Groundwater needs to be taken into account where new basement construction or extensions are planned to ensure that any new development does not increase flood risk either on-site or by impacting on groundwater flows to the detriment of neighbouring properties. Policy DC11 on basements and lightwells sets out further requirements in this respect.

6.264 Sewer flooding is also a potential problem for the borough, with Thames Water identifying over 2,000 locations in the borough affected by sewer flooding in the past 10 years. This distribution across the borough is shown by postcode area in the council's SWMP. The sewer network in the borough is a combined system which drains both foul water flows as well as surface water. Sewer flood risk is therefore intrinsically linked to the surface water flood risk, dealt with by Policy CC4. Sewer flooding occurs when high volumes of surface water are directed into the sewer during heavy rainfall events and the system surcharges due to lack of capacity. Flood risk from sewers is a particular problem for basement and lower ground floor properties but it can be mitigated by fitting devices such as non-return valves.

6.265 Thames Water has modelled the impact of London's projected population growth and climate change on its drains and sewers to understand their ability to cope with these future challenges. The modelling shows that for a relatively common rainfall event in 2020 (one that would be expected on average once every other year), some areas of London, including Hammersmith and Fulham, would not have sufficient drainage or sewerage capacity to manage the expected flows, leading to an increasing risk of surface water and sewer flooding. Map 9 provided by Thames Water shows the mapped output of this modelling for the 2020s.

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Map 9 Thames Water Sewer Capacity 2020



6.266 Water is an increasingly scarce resource, and with an increasing population in Hammersmith and Fulham there is rising demand. Therefore, there is a need to ensure that new and refurbished buildings are designed to minimise the use of water by installing water efficient fittings and appliances where these are provided as part of the development. Required water efficient fittings include water efficient shower heads, tap fittings and toilets. Water efficient appliances include removable fixtures such as dishwashers and washing machines. As well as reducing water demand, integrating water efficiency measures can help reduce foul water flows from developments. This is particularly important in the borough as the sewer system is a combined system that takes all wastewater, including foul and surface water run-off.

6.267 Major new developments and those that use high volumes of water such as hotels, offices, schools, commercial and leisure uses will be expected to implement water efficiency measures such as those outlined above, including the collection and re-use of water (grey water recycling) and rainwater harvesting.

6.268 Further guidance on FRA requirements is included in the Hammersmith and Fulham Strategic Flood Risk Assessment (2015), and the council's Planning Guidance SPD. The SPD also provides additional details on water efficiency measures to be installed in new developments.

Managing Surface Water

6.269 The council's Surface Water Management Plan 2015 (SWMP) identifies that the risk of exceedance of the drainage system and surface water flooding in the borough is likely to increase in the future unless steps are taken to manage and mitigate this form of flooding. In line with the council's duties as a Lead Local Flood Authority, surface water therefore needs to be properly managed in new developments, particularly major developments.

6.270 Landscaping schemes associated with major and minor schemes will be expected to minimise the use of impermeable surfaces and maximising use of permeable materials. Where feasible, the inclusion of rainwater harvesting systems should also be considered as a way of helping to reduce run-off while also reducing potable water usage within developments.

Policy CC4 - Minimising Surface Water Run-off with Sustainable Drainage Systems

All proposals for new development must manage surface water run-off as close to its source as possible and on the surface where practicable, in line with the London Plan drainage hierarchy. Other requirements include:

- all major developments must implement Sustainable Drainage Systems (SuDS) to enable a reduction in peak run-off to greenfield run off rates for storms up to the 1 in 100 year event (plus climate change allowance);
- all major developments will be required to provide a sustainable drainage strategy that demonstrates how SuDS will be integrated to reduce peak flow volumes and rates in line with the requirements of this policy;
- all other developments must maximise attenuation levels, achieving greenfield run off rates where possible, particularly where they are located in surface water flooding hotspots, or increase a site's impermeable area;
- as well as being designed to minimise flood risk, surface water drainage measures must be designed and implemented where possible to help deliver other Local Plan policies such as those on biodiversity, amenity and recreation, water efficiency and quality;
- all new outdoor car parking areas and other hard standing surfaces shall be designed to be rainwater permeable with no run-off being directed into the sewer system, unless there are practical reasons for not doing so;
- all flat roofs in new developments should be green or brown roofs to help contribute to reducing surface water run-off; and
- where installed, SuDS measures must be retained and maintained for the lifetime of the development and details of their planned maintenance must be provided to the council.

Justification

6.271 As shown in the council's Surface Water Management Plan (2015) (SWMP), surface water flood risk is spread across much of the borough, as is the risk from sewer flooding.

6.272 The SWMP identifies that over 7,000 residential properties and almost 900 non-residential properties could be at risk of surface water flooding of greater than 0.1m depth during a 1 in 100 year rainfall event.

6.273 As discussed earlier, most of the sewer infrastructure in the borough is combined rather than separate which means that sewers not only convey foul water to the sewage treatment plants further downstream, but also all surface water that enters the system – i.e. water that drains from paved areas, roads, roofs etc when it rains. Under normal circumstances, there is capacity in the sewers for all foul and surface water to be accommodated without significant flood risk, however, during storm conditions when there

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can be high levels of rainfall in a short period of time, the volume of surface water and the rate at which it is entering the sewers can overwhelm the system and cause sewers to surcharge. This includes causing flood water to flow back into properties through drains, toilets, sinks etc. In some locations, particularly the central and southern parts of the borough, surface water flooding tends to be a result of localised ponding of surface water.

6.274 Thames Water plan to upgrade the existing sewer system in the borough through their Counters Creek Flood Alleviation Scheme which will help to reduce sewer and surface water flooding. However, in consultation with Thames Water, developers will still be required to demonstrate that there is adequate capacity in the sewer system both on and off site to serve their development and that it would not lead to problems for existing users. In some circumstances, including all major developments impacting on surface or foul water drainage within the catchment of the Counters Creek sewer, this may make it necessary for developers to carry out appropriate studies to ascertain whether the proposed development would lead to overloading of existing infrastructure.

6.275 All development schemes, including minor proposals will be expected to show that they have managed surface water by utilising all available techniques to avoid increasing runoff and to reduce it as far as possible. This could include a combination of options including, but not limited to, the provision of water butts and rainwater harvesting systems, maximising the area of permeable surfaces and using green walls, green, blue or brown roofs, or integrating water features. Direct discharge into watercourses such as the Thames, may also be feasible for some developments. Where above ground SuDS measures are not feasible it may be necessary to use underground attenuation tanks and flow control mechanisms to manage run-off.

6.276 SuDS measures detailed in FRA's or separate Sustainable Drainage Strategies must clearly demonstrate how they will achieve the required attenuation of peak surface water run-off, in line with the drainage hierarchy outlined in London Plan (2016) in order to minimise run-off, achieving greenfield run off rates where necessary. An on-going maintenance programme must also be included for implementation to ensure the effectiveness of the system for the lifetime of the development.

6.277 The inclusion of rainwater harvesting systems must be considered as a way of helping to reduce runoff while also reducing potable water usage within developments. To help minimise run-off from new areas of hard standing, including car parks, these must be designed to be permeable and allow infiltration of surface water with no run-off being directed to the sewer system (unless there are practical reasons for this not being possible – i.e. unsuitable underlying soils). Landscaping schemes associated with major and minor schemes will be expected to minimise the use of impermeable surfaces, maximising use of permeable materials.

Policy CC5 - Water Quality

The council will require that where a private supply or distribution system is proposed as part of a development, the quality of water is assessed so that any required treatment is identified and an on-going monitoring and maintenance plan is established.

Justification

6.278 The availability and supply of water must be assessed in the development of land and the potential for sourcing a supply from water run-off harvesting or utilising groundwater sources may be considered. Potable and non-potable water must meet minimal levels of quality to ensure they do not adversely effect human and animal health, vegetation or other sensitive receptors. It is therefore necessary that when a private supply is to be included in a development that they are appropriately tested, monitored, protected and treated as required.

6.279 In conjunction with a private water supply or complementary to a water supply from the statutory provider, a private distribution system may be installed as part of a development. Standards for the materials used in these distribution systems as well as their layout and flow must be met. Regular inspections and maintenance plans shall be required to ensure distribution system safety.

Policy CC6 - Strategic Waste Management

The council will pursue sustainable waste management, including:

- a. **planning to manage 247,000 tonnes per annum of waste in LBHF by 2036;**
- b. **promoting sustainable waste behaviour and maximum use of the WRWA Smuggler's Way facility; and**
- c. **seeking, where possible, the movement of waste and recyclable materials by sustainable means of transport.**

Justification

6.280 London Plan (2016) policies are seeking to manage as much of London's waste within London as practicable, and are working towards managing the equivalent of 100% of London's waste (municipal and commercial and industrial waste) arising in London by 2026. Hammersmith and Fulham's apportioned waste total for 2036, as specified in the London Plan (2016), comprises 106,000 tonnes household waste and 141,000 tonnes commercial and industrial waste.

6.281 The borough's municipal waste, together with that of the three other boroughs in the Western Riverside Waste Authority area (WRWA), is managed through a riverside site (Smuggler's Way), close to Wandsworth Bridge in the London Borough of Wandsworth. Currently most of the non-recyclable municipal waste is transported by river to an Energy from waste facility in Bexley. The contract which does not expire until the early 2030's does not commit the Waste Authority to a specified amount of waste for incineration and therefore recycling rates can continue to rise without any penalty. Recyclable materials are dealt with by a materials reclamation facility (or MRF) with a capacity for 84,000 tonnes located at WRWA's Smuggler's Way site at Wandsworth. If recycling targets are met there will be a need for further facilities.

6.282 In order to manage increasing tonnages of recyclables and compostable waste, there is a need to ensure that major new developments, such as those within the White City Opportunity Area and Earl's Court and West Kensington Opportunity Area and Fulham Regeneration Area and the development at Imperial Road, make provision for managing their waste on site.

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6.283 In addition to the Wandsworth facilities for managing the disposal of municipal waste, two large sites (Powerday at Old Oak Sidings and the EMR site), and some other smaller sites exist within the Old Oak Common Opportunity Area. Since April 2015 this Opportunity Area and the waste sites have fallen within the boundary of the Old Oak and Park Royal Development Corporation (OPDC).

6.284 The Old Oak Sidings site is approximately 3.5ha and is licenced to manage up to 1.6 million tonnes of waste per annum. The site is capable of managing both household/commercial/industrial waste and construction and demolition waste. In 2013, the site received 219,000 tonnes of household/commercial/industrial waste out of a total of 360,000 tonnes of waste received. This represented approximately 60% of waste received at the site. Based on this proportion, it is estimated that the site has an ultimate licenced capacity to manage a maximum of 960,000 tonnes of household and commercial and industrial waste (subject to market variation and realising the potential of rail and canal for waste transport). The EMR site is approximately 3.3ha and has a licenced capacity of 419,000 tonnes per annum. The site specialises in metal recycling and materials recovery (particularly end of life vehicles and white-goods).

6.285 The council notes that the London Plan (2016) states in paragraph 5.80 that “Where a Mayoral Development Corporation (MDC) exists or is established within a Borough, the MDC will co-operate with the borough to ensure that the Borough’s apportionment requirements are met”. The council considers that the Old Oak Sidings (Powerday) site could meet the borough’s waste apportionment target set out in the London Plan (2016). The council will encourage the OPDC to safeguard the Old Oak Sidings site for waste management activities, whilst acknowledging that its long term future is subject to the OPDC’s regeneration proposals for the Old Oak Common Opportunity Area. The council is investigating ways forward with the OPDC as well as the potential for pooling apportionment requirements with other authorities. In addition, major development sites will be expected to sort, process and recover materials on site thereby further increasing LBHF’s capacity to locally manage waste.

Policy CC7 - On-site Waste Management

All new developments must include suitable facilities for the management of waste generated by the development, including the collection and storage of separated waste and where feasible on-site energy recovery.

- a. all developments, including where practicable, conversions and change of use, should aim to minimise waste and should provide convenient facilities with adequate capacity to enable the occupiers to separate, store and recycle their waste both within their own residence and via accessible and inclusive communal storage facilities, and where possible compost green waste on site;
- b. in major development proposals, on-site waste management should be provided, particularly for commercial and industrial waste streams; and
- c. sustainable waste behaviour, including the re-use and recycling of construction, demolition and excavation waste will be encouraged and recyclable materials should, wherever feasible, be segregated on site, providing there is no significant adverse impact on either site occupants or neighbours. On larger demolition sites, the council will expect details of the type and quantity of waste arising and details of proposed methods of disposal, including means of transport.

Justification

6.286 As a Waste Collection Authority (WCA), Hammersmith and Fulham Council collects municipal waste which includes household refuse and recyclables, street sweepings, litter, flytipped materials and commercial/industrial waste. Waste collected by the council is delivered to Western Riverside Waste Authority (WRWA) for disposal or recycling. Mixed recycling comprising glass, metal, paper, cardboard, plastic and cartons is sorted at a Materials Recycling Facility in Wandsworth. Refuse not separated for recycling is disposed of at an Energy from Waste facility in Bexley.

6.287 In 2013/14, 20.53% of household waste collected by the council was recycled. In recent years, the amount of overall waste produced per household has reduced, but is expected to rise again in the future. The council has targets for increasing the amount of waste diverted from disposal, as this delivers an environmental, social and economic benefit to the borough and its residents.

6.288 In order to facilitate the sustainable management of waste in the future it is essential that all developments provide adequate facilities for the separation of waste and recyclables in the home and for its satisfactory storage prior to collection. Where feasible space or facilities for the composting of green waste should also be provided.

6.289 In the regeneration areas and other major redevelopment schemes, consideration should be given to the provision of on-site waste management in order to facilitate the re-use and recycling of waste generated by the development, particularly for the industrial and commercial waste streams. On-site waste management could have the added benefit of reducing transport trips.

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6.290 Construction, excavation and demolition waste should, wherever feasible, be segregated on site in order to maximise reuse and recycling of the waste. On some smaller construction sites in close proximity to residential or noise dust sensitive uses this may not be possible. On larger sites the council will expect developers to produce a site waste management plan to ensure the efficient handling of waste and materials.

Policy CC8 - Hazardous Substances

The council will ensure the protection of new and existing residents, by rejecting proposals involving provision for hazardous substances that would pose an unacceptable risk to the health and safety of occupants of neighbouring land, and rejecting development proposals in the vicinity of existing establishments if there would be an unacceptable risk to future occupants.

The council will ensure that development takes account of major hazards identified by the Health and Safety Executive, namely:

- **Fulham North Holder Station, Imperial Road;**
- **Fulham South Holder Station, Imperial Road; and**
- **Swedish Wharf, Townmead Road.**

Justification

6.291 Within the borough there are a number of facilities (gas holders and pipelines) which handle and transport hazardous substances. Although the facilities are strictly controlled by health and safety regulations, it is necessary to control the type of development around these sites and to resist new development which might pose a risk to people occupying sites and buildings in the vicinity.

6.292 This policy ensures the protection of new and existing residents by resisting the expansion of, or new developments which would cause an unacceptable safety risk. The council will consult the Health and Safety Executive (HSE) on all hazardous substances consent applications. We will also consult the HSE about certain developments (essentially those that will increase the number of people) within the consultation distances around installations, for example, so that risks presented by installations can be given due weight.

6.293 In Fulham there are three installations handling notifiable substances, including pipelines. Whilst they are subject to stringent controls under existing health and safety legislation, it is important to control the kinds of development permitted in the vicinity of these installations. The council will consult the Health and Safety Executive on appropriate application prior to the granting of planning permission about the risks to the proposed development from the notifiable installation and this could lead to refusal of permission, or restrictions on the proximity of development to the notifiable installation. The notifiable sites and pipelines are shown on the Proposals Map, together with the distance from the notifiable site for which consultation with the Health and Safety Executive will be required. The distance from the pipelines in which buildings will not normally be permitted is also listed.

Policy CC9 - Contaminated Land

When development is proposed on or near a site that is known to be, or there is good reason to believe may be, contaminated, or where a sensitive use is proposed, an applicant should carry out a site assessment and submit a report of the findings in order to establish the nature and extent of the contamination.

Development will not be permitted unless practicable and effective measures are to be taken to treat, contain or control any contamination so as not to:

- a. expose the occupiers of the development and neighbouring land uses including, in the case of housing, the users of open spaces and gardens to unacceptable risk;
- b. threaten the structural integrity of any building built, or to be built, on or adjoining the site;
- c. lead to the contamination of any watercourse, water body or aquifer; and
- d. cause the contamination of adjoining land or allow such contamination to continue.

Any application will be assessed in relation to the suitability of the proposed use for the conditions on that site. Any permission for development will require that the measures to assess and abate any risks to human health or the wider environment agreed with the authority must be completed as the first step in the carrying out of the development.

Justification

6.294 In a heavily built up borough such as Hammersmith and Fulham where there has been a history of heavy industry, land contamination is known to exist. It is important therefore that any land that is known or suspected of being contaminated, or where a sensitive use is proposed, is dealt with before the development takes place.

6.295 Any potential risks associated with contaminated land should be identified and assessed at the planning pre-application stage. Some sites may be contaminated as a result of being in the vicinity of a contaminated site. The risk of this contamination depends on ground conditions and the type of contamination. Where necessary, developers will be required to carry out remediation works and satisfy the council that their development can be safely built and occupied without posing any unacceptable risks to human health or the environment.

6.296 Developers must ensure that their remediation works are sustainable and result from a robust site investigation and risk assessment and that remediation is conducted in-situ when possible to reduce the amount of waste produced which requires transport, and recycle soils and aggregates when possible to avoid the need for disposal hence minimising the pollution of the wider environment. Any investigation or treatment of the contamination must be agreed with the council before they are implemented.

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Policy CC10 - Air Quality

The council will seek to reduce the potential adverse air quality impacts of new developments by:

- a. requiring all major developments to provide an air quality assessment that considers the potential impacts of pollution from the development on the site and on neighbouring areas and also considers the potential for exposure to pollution levels above the Government's air quality objective concentration targets;
- b. requiring mitigation measures to be implemented to reduce emissions, particularly of nitrogen oxides and small particles, where assessments show that developments could cause a significant worsening of local air quality or contribute to the exceedances of the Government's air quality objectives; and
- c. requiring mitigation measures that reduce exposure to acceptable levels where developments are proposed that could result in the occupants being particularly affected by poor air quality.

Justification

6.297 Nearly one in seven deaths (15%) in Hammersmith and Fulham are caused by Nitrogen Dioxide via pollution - the eighth highest level in London according to Kings College London. The whole of Hammersmith and Fulham is an Air Quality Management Area for Nitrogen Dioxide (NO₂) and particulate matter (PM₁₀) and the council is implementing measures to help meet national air quality objectives for these and other pollutants. New developments are expected to contribute towards improving local air quality, particularly where they include potentially major new sources of emissions or could significantly increase traffic-generated emissions. Some developments such as schools, nurseries, hospitals and care homes for the elderly and also housing, may be particularly affected by the potential impacts of poor air quality on the occupants of the development.

6.298 Requiring air quality issues to be considered early in the planning process and to be assessed in detail if necessary (i.e. for developments that may increase local emissions significantly) is the best way of establishing a design led approach to mitigating those emissions and reducing exposure.

Policy CC11 - Noise

Noise (including vibration) impacts of development will be controlled by implementing the following measures:

- a. **noise and vibration sensitive development should be located in the most appropriate locations and protected against existing and proposed sources of noise and vibration through careful design, layout and use of materials, and by ensuring adequate insulation of the building envelope and internal walls, floors and ceilings as well as protecting external amenity areas;**
- b. **housing, schools, nurseries, hospitals and other noise-sensitive development will not normally be permitted where the occupants/users would be affected adversely by noise, both internally and externally, from existing or proposed noise generating uses. Exceptions will only be made if it can be demonstrated that adequate mitigation measures will be taken, without compromising the quality of the development; and**
- c. **noise generating development will not be permitted, if it would be liable to materially increase the noise experienced by the occupants/users of existing or proposed noise sensitive uses in the vicinity.**

Where necessary, applicants will be expected to carry out noise assessments and provide details of the noise levels on the site. Where noise mitigation measures will be required to enable development to take place, an outline application will not normally be acceptable.

Justification

6.299 The dominant sources of noise in Hammersmith and Fulham are road and rail traffic, construction (including DIY), noisy neighbours, pubs/clubs and other entertainment venues, pavement cafés/outdoor seating and noisy building services, plant and equipment. Aircraft and helicopter noise is also a concern in parts of the borough.

6.300 Noise and associated vibration can affect and have a direct impact on noise sensitive uses, particularly housing, but also other sensitive uses such as schools and hospitals and impact upon people's health and well being. Some areas of the borough are subject to significant noise disturbance. Existing and potential noise levels will be taken into account when assessing a proposal for residential development. Noise levels both inside the dwelling and in external amenity spaces will be considered. The council will therefore require a careful assessment of likely noise levels before determining planning applications.

6.301 Any proposal (including new development, conversion, extension, change of use) for a noise generating development close to dwellings or other noise sensitive uses will be assessed to determine the impact of the proposed development in relation to these existing uses. In this borough, noise generating activities that cause particular problems tend to be late-closing entertainment and food and drink establishments. Also an issue is noise disturbance in existing buildings where sound insulation is inadequate. Proposals for conversions and change of use should minimise noise disturbance from adjoining uses by improving sound insulation and the arrangement of rooms, such as stacking/locating rooms of similar uses above/adjacent to each other.

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6.302 Issues of noise and nuisance are considered on a site-by-site basis having regard to the proposal, site context and surrounding uses in the context of related policies and guidelines.

Policy CC12 - Light Pollution

The potential adverse impacts from lighting arrangements will be controlled by requiring all developments that include proposals for external lighting including illuminated signs and advertisements, security and flood lights and other illuminations to submit details showing that it:

- a. **is appropriate for the intended use;**
- b. **provides the minimum amount of light necessary to achieve its purpose;**
- c. **is energy efficient; and**
- d. **provides adequate protection from glare and light spill, particularly to nearby sensitive receptors such as residential properties and Nature Conservation Areas, including the River Thames and the Grand Union Canal.**

Justification

6.303 External lighting is often required in new developments to help provide a healthy and safe environment and can also be used to enhance the appearance of some buildings and extend the use of other facilities, e.g. outdoor sports facilities. However, excessive lighting can have a negative impact on residents' quality of life, adversely affect wildlife, contribute to 'sky glow' and waste energy. Requiring the submission of details of external lighting in line with the recommendations of the Institute of Lighting Professionals for approval will allow external lighting and its impacts to be controlled and minimised.

Policy CC13 - Control of Potentially Polluting Uses

All proposed developments (including new buildings, demolition of existing buildings, conversions and changes of use) will be required to show that there will be no undue detriment to the general amenities enjoyed by existing surrounding occupiers of their properties, particularly where commercial and service activities will be close to residential properties. In the case of mixed use developments, similar protection will also be afforded to the prospective residents and other users where there is potential for activities within the new development to impact on their immediate neighbours on the same site.

The council will, where appropriate, require precautionary and/or remedial action if a nuisance, for example, from smoke, fumes, gases, dust, steam, light, vibration, smell, noise, spillage of gravel and building aggregates or other polluting emissions, would otherwise be likely to occur, to ensure that it will not.

Justification

6.304 Many activities can be a source of nuisance, a hazard to health, or both. The council wishes to encourage enterprise. However, the benefits of any new enterprise or commercial activity must always be set against any adverse effects on the amenities of local residents and existing businesses. It is also necessary to take account of potential impacts within new mixed use developments where new residents and other users could be impacted by activities on the same site or building. Developments that may give rise to environmental nuisance must therefore be designed appropriately, so as not to unduly interfere with the existing and future quality of life in the borough.

Community Safety, Environment & Residents Services PAC – Work Programme 2016-17

Item	Report Author(s)	Comments
<p>28 June 2016 – Policing, Crime and ASB</p>		
<p>Environmental Health Annual Report 2015-16 To receive the Environmental Health annual report.</p>	Ann Ramage	
<p>Noise Nuisance Prevention and Busking To hear about, and comment upon, the services which prevent and tackle noise nuisance, and to consider the council's approach to busking.</p>	Richard Buckley	
<p>Strategic Assessment for Crime and ASB 2016/17 The 2015/16 Assessment was brought to the PAC in November 2015. The aim of this item is to allow Councillors to comment on and influence the priorities</p>	Claire Rai/Duncan Smith	
<p>Policing / Community Safety To consider joint working between the Police and Council, the work of the council funded police officers and how the police involve residents in their work.</p>	Dave Page / Claire Rai	
<p>CCTV / RIPA To consider how well the current network is working (particularly in assisting the police) and also to get an idea on what plans there are to expand the coverage.</p>	Janette Mullins / Andy Stocker	

Community Safety, Environment & Residents Services PAC – Work Programme 2016-17

21 September 2016 – Gang Violence and Greening the Borough		
<p>Environmental Planning Requirements</p> <p>How is the Council ensuring maximum value for residents from large-scale developments in the borough? How is the impact on the environment being mitigated?</p>	Matt Butler	
<p>Ending Gang Violence and Exploitation Strategy</p> <p>What problems does Hammersmith and Fulham have with gangs and youth violence? How does the gangs and youth violence strategy aim to tackle these? How will we know if it has been successful?</p>	Claire Rai	
<p>Air Quality Commission</p> <p>Draft Report for Public Comments</p>	Peter Smith	
16 November 2016 – Sport and Leisure		
<p>Biodiversity in Hammersmith and Fulham</p> <p>To consider the council's work to improve biodiversity, including work in parks and tackling air pollution. Also to consider how the council involves its residents in increasing biodiversity.</p>	Richard Buckley	
<p>Sport and Leisure Strategy</p> <p>To consider the proposed new sport and leisure strategy, and ensure that it includes the best work done in other boroughs and reflects the aspirations of the borough's residents and sports clubs.</p>	Dave Page / Jardine Finn	
<p>Sports Grounds Safety Report</p>	Ann Ramage	

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To understand the work of Environmental Health officers in ensuring that sports grounds are safe for spectators.		
30 January 2017 – Waste, 20 mph Zones and the Council’s Budget		
<p>Future Waste and Street Cleansing Services – Involving the Citizen</p> <p>To receive an update on the work which has been done to improve the Council’s Waste and Street Cleansing Services.</p>	Sue Harris / Kathy May	
<p>20 mph Zones</p> <p>To consider the implementation of additional 20mph zones in the borough.</p>	Nick Boyle	
<p>Hammersmith Gyratory Better Junctions Scheme</p> <p>To Consider the outcome of the consultation and to give views on the revised proposals.</p>	Nick Boyle	
<p>Draft Budget</p> <p>To review the 2016/17 budget for the departments. Senior officers are to discuss the major areas of challenge for their services and highlight areas for scrutiny.</p>	Mark Jones / Senior Officers	
1 March 2017 – Parking, Markets and Direct Services for Businesses		
<p>Parking</p> <p>To consider the improvements made to parking services.</p>	David Taylor	
Street Markets	Dave Page / Mary	

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To scrutinise the changes which have been made to street markets and their impact on local traders.	Byrne	
Commercial Waste To consider the commercial waste service offered by the council.	Sue Harris / Mary Byrne	
24 April 2017 – Registrars and Cemeteries		
Cemeteries To consider the council's cemetery provision.	Dave Page	
Registrars To discuss the services offered by the registry office.	Dave Page	

CSERS PAC REMIT:-

- Transport, including roads maintenance, other transport infrastructure
- Parking policy, traffic management and the relationship with TfL
- Planning policy and performance and the impact of developments on transport infrastructure and the environment
- The local environment
- Street Scene
- Parks and open spaces
- Recycling and environmental sustainability
- Waste disposal, street cleansing, refuse collection
- Cemeteries
- Biodiversity
- Quality of life
- Community safety

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- Tackling anti-social behaviour
- Licensing and gambling
- Neighbourhood governance