

vLondon Borough of Hammersmith & Fulham

Report to: Cabinet

Date: 07/12/2020

Subject: Delivering Integrated Enforcement in H&F

Report of: Councillor Steve Cowan – Leader of the London Borough of H&F
Councillor Sue Fennimore - Deputy Leader of H&F

Responsible Director: Sharon Lea - Strategic Director for the Environment

Summary

The Council's number 1 priority will always be keeping people safe which is why in 2020 the Council introduced its Safer Streets Budget. Despite significant cuts to local government financing and the huge costs of dealing with the Covid-19 pandemic, the Council has invested the largest-ever amount in crime fighting with new CCTV and the new Gangs, Violence & Exploitation Unit working with the Metropolitan Police Service (MPS).

These are all measures to help defend our residents against the ever-present threats of anti-social behaviour, crime and terrorism. Amid rising levels of violent crime, the Council is determined to crack down on those who prey on our most vulnerable children.

The pandemic itself, both national lockdowns and the tier system all present challenges in keeping our residents safe. The police are the first to put themselves into harm's way to protect us, but there are fewer police in our country than there were 10 years ago and London now has the lowest level of police officers per head in 20 years. That is why the Council is taking the extraordinary step of continuing its commitment to funding police and enforcement officers. We believe there has never been greater need. We now intend to go further.

Acting on a key recommendation from the H&F resident-led Policing and Crime Commission report of September 2020, the Council is establishing a new integrated enforcement unit introducing uniformed officers patrolling every street and housing estate in the borough.

The Council will merge the Neighbourhood Wardens, Parks Police, Street Scene Enforcement and Highways Enforcement functions into a new single Neighbourhood Enforcement Team (NET). The NET will have an expanded team of 72 officers, up from the current 40 undertaking enforcement related roles at present across the Council. The NET will work round the clock, seven days a week, supporting the MPS and protecting residents from anti-social behaviour crime providing consistency and expertise to tackle persistent issues; particularly in known hotspots in the borough.

This report proposes the single largest investment in Community Safety in H&F's history which, together with the newly created Gangs, Violence and Exploitation Unit and our expansive CCTV network, will deliver the most professional and effective local authority enforcement service in London. In doing so, we will make H&F safer for everyone.

Recommendations

That Cabinet:

1. Agrees the creation of a highly visible Integrated Enforcement Team operating seven days a week to patrol H&F and assist the Police to reduce crime and anti-social behaviour in the Borough.
2. Approves the investment of up to £4,561,000 per annum in the Integrated Enforcement Team for part year 2020/21 and full year 2021/22, to be funded from existing budgets and S106 developer contributions.

Wards Affected: All

H&F Priorities

The proposals set out in this report will contribute to our priorities in the following ways:

Our Priorities	Summary of how this report aligns to the H&F Priorities
Building shared prosperity	<i>Safer and cleaner streets will ensure people feel free to enjoy their streets during the day and in the evening</i>
Being ruthlessly financially efficient	<i>The new model of integrated enforcement will centralise and diversify the roles of a range of officers to maximise impact and improve the effectiveness of our work to improve the look and feel of the public realm</i>
Taking pride in H&F	<i>Cleaner and safer streets will improve levels of resident satisfaction and will make our high streets more appealing.</i>

Financial Impact

It is estimated that the expenditure for the service will increase from £3.0m to £4.6m (full year costs) and represents an additional investment of £1.6m compared to the current service net expenditure budgets. The estimated expenditure is inclusive of all employee staff costs, operational and service level agreements.

It is proposed that the service is funded from a combination of existing general fund and housing revenue account budgets with additional investment made from S106 resources for 2020/21 and 2021/22.

The Director of Finance will undertake a review of the funding once the service is fully established and operational. Following that review, the funding for the service will be incorporated within the budget setting process for 2022/23.

Legal Implications

Section 111 of the Local Government Act 1972, in summary, provides that subject to specific statutory limitations relating to defined service areas, a local authority has power to do anything ...which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions. Further section 17 of the Crime and Disorder Act 1998 requires the Council to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, (a) crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment); and (b) the misuse of drugs, alcohol and other substances in its area; and (c) re-offending in its area. Cabinet is thus able to agree the recommendations to create a single integrated enforcement team which brings together all strands of environmental and anti-social behaviour related enforcement.

“*Section 106*” refers to section 106 of the Town and Country Planning Act 1990. This allows the Council to collect financial contributions from Developers to be spent on the specific purposes set out in each section 106 Planning Obligation - which can sometimes be geographically limited in extent. In this sense section 106 contributions are “ringfenced” to the purposes and geographical areas set out in each section 106 agreement. Further, section 106 contributions are development sensitive and are dependent on the developments being implemented to trigger the payment contributions.

The costs of the proposed Neighbourhood Enforcement Team, as identified in this report, are to be partially met from the Community Safety and Security contributions secured under the Section 106 agreements identified in the table at paragraph 25, 26 and 27 below. Legal services have checked the s.106 agreements as identified and are satisfied that the section 106 contributions can be used for the proposed purposes as identified in this report.

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Background Papers Used in Preparing This Report

None

DETAILED ANALYSIS

1. Due to the current financial constraints on local government and changes in the crime and anti-social behaviour landscape it is necessary to explore alternative service delivery models for enforcement which can consistently and effectively address longstanding issues but also be flexible enough to respond to emerging concerns. H&F requires increased flexibility of its resources which can only be achieved by centralising and diversifying all enforcement activities with comparable functions.

OPTIONS AND ANALYSIS OF OPTIONS

Neighbourhood Enforcement – an integrated enforcement proposal

2. There are significant benefits in bringing together teams across the Council with enforcement functions in to one central team. The proposal involves the amalgamation of a number of existing teams: Neighbourhood Wardens, Parks Police, Street Environment Services, Highways Enforcement and Market Inspectors. In addition to this it is proposed the total number of officers in the service is uplifted from 39 to 72 FTEs (full time equivalent).
3. The benefits of integrating enforcement into one service can be summarised as follows under the relevant outcomes:

3.1 A Safer H&F

- Highly **visible foot patrols**, responsive to the needs of residents
- A **dedicated Neighbourhood Enforcement Officer** for each ward
- Patrols on our **streets and housing estates to deter crime and tackle Anti-Social Behaviour**
- **Public Space Protection Order** enforcement (busking, dog control and

street drinking)

- **Highways** and **Street Trading Enforcement** to ensure footways and roads are safe and free from obstructions and hazards
- **Park Patrols**, including emptying & locking parks at night
- **Re-assurance** and **community engagement** following youth violence incidents
- Highly **trained** and **accredited** staff to assist during events and emergencies

3.2 Cleaner, Greener Streets

- Officers consistently enforcing **littering** and **flytipping** legislation through fines and prosecutions
- Borough wide inspections to ensure local **businesses** are disposing of their **waste** legally
- Improved safety on **footpaths** and **highways**

3.3 Effectiveness & Efficiency

- One diversified team with **consolidated operational practices** and procedures
- **Live on street supervision** and tasking of staff through GPS tracking, body cameras and mobile IT
- Transparency – a **formal process for tasking** resources on a monthly basis using complaints data and input from elected members
- **Holding perpetrators to account** through fines, prosecutions and increased compliance
- Enhanced response to **noise & nuisance** issues overnight

4. In addition to the benefits outlined above a range of new supplementary duties could also be undertaken:

- Rough sleeper welfare patrols
- Licensing & planning compliance checks
- Market Inspection & Enforcement

5. Dedicated ward officers represent a significant increase in presence for enforcement, re-assurance and regulation in the borough. Residents in all areas will be able to contact their ward officer directly and pass on any crime, anti-social behaviour or environmental crime concerns and these will be fed into a formal monthly tasking process to ensure there is adequate accountability and oversight in dealing with any issues.

6. In addition to the dedicated officers there will be a flexible tasking team available to deploy to emerging crime, anti-social behaviour or regulatory issues. Having this flexible resource allows H&F to respond visibly to issues within hours.

7. All Ward based officers will work closely with the local dedicated Police officers to ensure our officers are a core part of the community safety infrastructure across the borough. In co-ordination with MPS the increase in high visibility patrols will reduce levels of drug dealing, robbery and violent offences. By sharing intelligence and conducting joint patrols where necessary our staff will provide daily re-assurance to residents that the Council is responding to the issues that concern them most.
8. The core proposed service hours are between 7am – 10pm on Monday and Tuesday, extending to 7am – 5am Wednesday to Sunday. Use of overtime will allow teams to be deployed earlier or later as required.
9. In addition to giving authority to the Neighbourhood Enforcement Officers for a range of powers the team will act as eyes and ears across the borough for a wide range of issues. Foremost among these is the dedicated H&F Gangs, Violence & Exploitation Unit. By sharing intelligence about what patrolling officers observe during their shifts they will help to build an intelligence picture that will help us to better safeguard our young people.
10. Other services that the Neighbourhood Enforcement Officers will work closely with include the Private Rented Sector Licensing team to pass on issues of poorly managed premises and Planning Enforcement to refer unauthorised developments.
11. The Neighbourhood Enforcement Team will be ideally placed to provide the operational backbone of H&F's emergency planning arrangements. This could include a broad range of duties from undertaking welfare checks to staffing cordons in affected areas. During any future phases of the Covid-19 pandemic this team could be deployed in a range of ways to help safeguard residents by encouraging compliance with the regulations.
12. The proposals contained in this report deliver the recommendations of the recently concluded independent H&F resident led Policing & Crime Commission. Specifically, recommendation two of the Commission's final report invites the creation of a single co-ordinated team of officers into a 'borough taskforce' to tackle crime and anti-social behaviour. In addition, the creation of this new team will provide a mechanism for a number of the Commission's other recommendations to be delivered.
13. The proposal to create a Neighbourhood Enforcement Team is a significant undertaking and marks a significant development for LBHF in our commitment to respond to the ASB, crime and local environment issues that matter most to residents.

Resourcing

14. The proposed Neighbourhood Enforcement Team will have the responsibility of patrolling the whole borough, day and night, to tackle a range of crime,

disorder, anti-social and environmental issues. This is a significant task and will require significant levels of resource to effectively deliver the service.

15. As stated above the proposal seeks to merge:

- Neighbourhood Wardens
- Parks Police
- Street Environment Services (waste enforcement)
- Highways Enforcement
- Market Inspectors

16. A number of the vacant Neighbourhood Enforcement Officer roles will be advertised locally as apprenticeship and trainee opportunities in order to grow and replenish the pipeline of enforcement officers.

17. Local knowledge will be crucial to delivering effective enforcement approaches in the borough. It is proposed that as part of the recruitment campaign we utilise local channels to encourage H&F residents to apply.

Reasons for Decision

18. The Council believes the Neighbourhood Enforcement Team and approach represents the best option to achieve maximum effectiveness and value for money within its existing resources. The recommendations are made in light of increasing public concern and the outcomes of the H&F resident led Policing and Crime Commission which recently published its final report.

Equality Implications

19. The implications for the community in the proposals above are overwhelmingly positive but time will need to be invested in ensuring there are good links between these new officers and the communities they will serve.

20. While it is proposed all wards across the borough will receive routine daily patrols from their dedicated Ward Officer, it is likely greater resources will be deployed in areas experiencing high levels of crime and anti-social behaviour. In line with the findings of the resident-led Policing & Crime Commission it will be necessary to ensure we communicate effectively, particularly with young people in the borough, about the role of the Neighbourhood Enforcement Officers in order to gain trust and confidence. A communication and engagement plan will be required to ensure we've maximised opportunities for the new Enforcement Officers to meet and engage with young people constructively across the borough.

21. As part of a training and induction programme all Enforcement Officers will be given training in unconscious bias, equality, diversity and inclusion. As officers are highly visible authority figures they will be trained to take reports of hate crime and provide signposting to H&F and local services as well as liaise with the Anti-Social Behaviour Unit and the Police to tackle hate crime based on race, religion, disability or sexual orientation.

22. A full Equality Impact Assessment has been completed and is included at Appendix 1. Implications completed by: Fawad Bhatti, Policy & Strategy Officer, tel. 07500 103617

Risk Management Implications

23. The recommendations are consistent with Council Priorities and are being done in accordance with our H&F business plan specifically being pioneering and relentlessly searching for better answers to manage risk in the community by listening, working with residents and finding creative ways to take us forward.
24. Implications verified by: Michael Sloniowski, Risk Manager, tel 020 8753 2587

Planning Implications

25. The current available balance from planning agreements that include specific obligations towards community safety and security purposes is £136,293.

AKA	Planning Ref	Available Funds	Conditions	Notes
784	2013/00856/FUL 282-292 Goldhawk Road, W12 9PF S106 signed 10.09.2013	£16,552.96	Towards community safety & security	For projects within the Central Hammersmith Area
776	2012/03546/FUL & 2014/02370/VAR Kings Mall Car Park and West 45 Glenthorne Road S106 signed: 01.07.2013 & 07.05.2015	£119,739.69	Towards community safety & security	For projects within the Central Hammersmith Area

26. A further £595k towards community safety purposes has been negotiated and secured as part of the following s106 agreements and is expected to be received in the next five years.

AKA	Development	Amount agreed	Condition	Notes
776	Kings Mall Car Park, Glenthorne Road And 45 Beaton Road, London W6	£175,000	Towards community safety and security	2 nd payment of £175k prior to 85% occupation, 1 st payment already received on 55%. Development likely to compete in 2021/22 but

				may have been delayed as a result of Covid
801	Riverside Studios and Queens Wharf, Crisp Road, W6 2013/03799/FUL S106 signed 22 January 2014	£420,000	Towards emergency services within the Borough including police and fire services and community safety team	Not to Occupy the Development unless the Emergency Services Contribution has been paid to the Council. Demand notice for payment to be issued

27. As there are insufficient specific funds currently available for these purposes, the remaining balance (£3.8m) required of the s106 contribution towards both the Integrated enforcement team and Gangs, Violence and Exploitation Unit for 2020/21 & 2021/22 will need to be funded from some of the planning agreements secured from developments within the growth areas of the borough. A number of these include obligations for community safety in the long list of purposes for which the funds can be used in those areas:

AKA	Planning Ref	Available Funds	Conditions	Notes
732/ and 722	Land East of Chelsea Harbour Drive S106 signed 30.03.2012 2011/03122/FUL and Chelsea Creek s.106 signed 27.03.2012 2011/01472/COMB	£3,401,447	Towards ... community safety	For projects within the South Fulham Area
776	Kings Mall Car Park and West 45 Glenthorne Road s.106 signed 1 July 2013 2012/03546/FUL	£385,872	Towards community safety	For projects within the Central Hammersmith Area
861	London House S.106 signed 7 August 2015 2014/02677/VAR	£51,390	Towards community safety and security	For projects within the Borough
917	M&S White City	£11,320	Towards social	For projects

	106 agreement signed 25 June 2018 2017/04377/VAR		and physical infrastructure or non-infrastructure items	within the White City OAF Area to be agreed with the Council
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28. The above available funds amount to £3.85m, so it is sufficient to cover the £3.8m cost of the Integrated enforcement team and Gangs, Violence and Exploitation Unit for 2020/21 & 2021/22. However, in allocating all of this funding to community safety purposes, it will not be available for any of the other purposes included in the individual agreements. Contributions from s106 funds is subject to Cabinet Member approval through the normal S106 allocation process.
29. Implications verified by Joanne Woodward, Chief Planning Officer.

List of Appendices:

Appendix 1 - H&F Equality Impact Analysis Tool