

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Cabinet

Date: 15/07/2024

Subject: Hammersmith Town Centre Supplementary Planning Document

Report of: Councillor Andrew Jones, Cabinet Member for the Economy

Report author: David Gawthorpe, Team Leader, Policy and Spatial Planning

Responsible Director: Bram Kainth, Executive Director of Place

SUMMARY

This report seeks approval to proceed to Cabinet to adopt the Hammersmith Town Centre Supplementary Planning Document (SPD). This Supplementary Planning document is a clear statement of our commitment to continue to deliver on our pledges to our residents. It provides an important planning framework to enable us to be pioneering in our approach to promoting regeneration and managing change in Hammersmith Town Centre, in particular it will support the vision and delivery of objectives in the Industrial Strategy and Corporate Plan to deliver a Flyunder and working with residents to redesign central Hammersmith. The SPD builds upon Hammersmith's existing strengths as a major office and retail centre, but also seeks to diversify the town centre offer, strengthening its role as a centre for arts, culture and leisure, alongside encouraging additional growth of new residential and commercial developments.

The SPD should improve implementation and delivery of policy objectives which reflect the Council's vision to house more people in genuinely affordable homes; a stronger local economy that provides training and job opportunities for local people; a 'greener' borough; and securing and promoting health facilities for residents. It will help deliver a step change in the quality of the physical and built environment in Hammersmith, focusing on transforming the public realm and transport network, reconnecting the town with the riverfront, creating new public spaces and more legible routes; as well as redevelopment and refurbishment of buildings throughout the area.

We're passionate and ambitious for Hammersmith Town Centre. We're aiming high and want it to be a centre that residents and business can be proud of. The Town Centre has exciting and bold opportunities ahead and our vision is to grasp these and make sure this prosperity is shared – and no-one is left behind. We are committed to delivering on the aims of our Industrial Strategy and this SPD along with the review of our Local Plan will provide an important planning framework to deliver our ambitions for regeneration and development in the borough.

RECOMMENDATIONS

That Cabinet approves the SPD for adoption incorporating amendments following the public consultation. The amendments are outlined in a schedule of representations at appendix 3.

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Values
Building shared prosperity	The SPD encourages growth and investment in the town centre and promotes job opportunities and support for the high street.
Creating a compassionate council	The council will be providing guiding principles for development which may be accessible to local charity and voluntary organisations.
Doing things with local residents, not to them	Planning together for growth and well-being. Building upon the outcomes of the resident-led Hammersmith Masterplan (2019).
Being ruthlessly financially efficient	The costs associated with consulting on and adopting this SPD will be funded from existing approved budgets.
Taking pride in H&F	Giving local businesses, and residents an opportunity to contribute towards the growth of the centre.
Rising to the challenge of the climate and ecological emergency	The council helping support local businesses and residents to remain locally, avoiding the need to travel out of the borough.

Financial Impact

The costs of consulting on and adopting the Draft SPD will be charged against existing revenue budgets, mainly those relating to staffing and minor printing costs, within the Policy and Spatial Planning budget.

Comments completed by Daniel Rochford, Head of Finance (The Economy & Housing Revenue Account), 15th May 2024

Comments verified by Sukvinder Kalsi, Director of Finance, 23rd May 2024.

Legal Implications

The preparation and adoption of the SPD is governed primarily by the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) (“ the 2012 Regulations”). They require that the SPD be in general conformity with the London Plan and not conflict with the adopted development plan. The National Planning Practice Guidance states that the role of a SPD is to build on and provide more detailed advice or guidance on policies in an adopted Local Plan.

Regulation 5 of the 2012 Regulations specifies what documents are local development documents. Regulation 6 defines a Local Plan as any document referred to in regulation 5(1)(a)(i),(ii) or (iv) or 5(2)(a) or (b).

A SPD is a local development document that is not a Local Plan and is limited to including statements, as specified in Regulation 5(iii), that describe any environmental, social, design and economic objectives which are relevant to the attainment of the development and use of land specified in the Local Plan.

SPDs do not form part of the development plan, they cannot introduce new planning policies into the development plan. Once adopted, the SPD will be a material consideration in decision making to which regard will have to be had when considering any planning application.

Part 5 of the 2012 Regulations sets out the procedure to be followed prior to the adoption of SPDs.

The Council must prepare SPDs in accordance with its Statement of Community Involvement (section 19(3) PCPA 2004).

Before the SPD is adopted, the Council must prepare a statement setting out who was consulted, a summary of the main issues raised and how those issues have been addressed in the SPD as required by regulation 12(a) of the 2012 Regulations. The Council must also make copies of the consultation statement available together with details of the date by which representations must be made and where the representations must be sent (regulation 12(b) of the 2012 Regulations).

Part 3 of the Council’s Constitution provides that the development and implementation of the Council’s planning policies is within the portfolio of the Cabinet Member for Economy. The adoption of the SPD would be a key decision and will be made in accordance with Executive Procedure Rules as set out in Part 4 of the Council’s Constitution, published on the Key Decisions list and a decision to adopt not taken until 28 days after it has been published. The decision will be taken by the Cabinet after the necessary notice of the meeting has been provided.

*Implication completed by Mrinalini Rajaratnam, Chief Solicitor Property and Planning
23 May 2024*

Background Papers Used in Preparing This Report

None

DETAILED ANALYSIS

Proposals and Analysis of Options

1. The SPD provides guidance for development associated within Hammersmith Town Centre. It contains a brief identification of the overarching policy context, including national and London wide policy relevant to meeting local housing, economic and business needs.
2. The SPD is informed by a Resident-led Masterplan completed in 2019. The Masterplan was shaped through extensive collaboration with local residents and outlines the key opportunities and challenges in Hammersmith, areas for growth and key interventions to help restore the identity of the town centre. It focusses particularly on the public realm, giving the streets and spaces back to the pedestrians, whilst providing space for new development and bringing cultural life to the heart of Hammersmith. This SPD seeks to provide a planning framework for the elaborate on the masterplan findings to provide planning guidance for developers and residents for Hammersmith town centre.
3. The SPD sets out a range of requirements to be delivered through the planning application process, as well as more detail on implementation to ensure policy objectives are delivered. In particular, it indicates areas of opportunity within the centre, including Hammersmith Broadway and King Street together with key interventions such as a potential Flyunder and improvements to the gyratory. There is also specific guidance related to accessibility, sustainability, heritage, tall buildings and density, public realm and transportation.
4. The SPD is necessary to ensure that up-to-date guidance on Hammersmith Town Centre is in place to help implement the council's Industrial strategy, to support the adopted Local Plan and to comply with regulatory requirements.
5. The adoption of the SPD will provide more detail on the application of the Hammersmith regeneration area and other related policies in the Local Plan. Once adopted, the SPD will be a material consideration in planning decisions although it will not be part of the development plan.
6. The production and adoption of this Supplementary Planning document provides additional guidance for LBHF in positively influencing pre-application discussions and determining planning applications relating to Hammersmith Town centre and regeneration area.

Post adoption requirements

7. After adoption, it will be necessary under the Town and Country Planning (Local Planning) (England) Regulations 2012 to make the SPD, available for inspection and to publish on the Council's website. The Council must also make an adoption statement available and notify any person who requested to be notified

of the publication of the SPD. The adoption statement must be sent to the Secretary of State.

8. The Council are not required to carry out a sustainability appraisal for the SPD (this now only applying to development plan documents) pursuant to the Planning and Compulsory Purchase Act 2004. However, the SPD must be considered against the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004 and a draft screening statement made available.

Reasons for Decision

9. To progress the SPD to adoption to ensure that up-to-date guidance is in place to support the adopted Local Plan and to comply with regulatory requirements.
10. The adoption of the SPD will provide more detail on the application of the strategic and boroughwide policies in the Local Plan. The SPD will be a material consideration in planning decisions although it will not be part of the development plan.

Equality Implications

11. An Equalities Impact Assessment (EQIA) has been carried out, in relation to the SPD (see appendix 2), and it shows only neutral or positive impacts of the planning guidance on protected groups.
12. The EQIA assists the Council in demonstrating compliance with its public sector equality duty under Section 149 of the Equality Act 2010.

Risk Management Implications

13. The report contains an assessment of available options and the recommended option provides the best fit with the Council's priorities including doing things with and not to residents through the consultation process and building shared prosperity by encouraging growth and investment in the town centre and promoting job opportunities and support for the high street.

Implications verified by Jules Binney, Risk and Assurance Manager, 22nd May 2024

Climate and Ecological Emergency Implications

14. The built environment accounts for 79% of the borough's direct emissions, with significant emissions arising from both the construction and operation of new development. Effective planning policy and guidance is therefore essential to ensure new development adheres to the highest possible low-carbon and biodiversity standards.
15. The public consultation and adoption of an SPD for Hammersmith Town Centre enables the council to better assess planning applications for new development within the centre and this will help the built environment contribute to achieving

net zero greenhouse gas emissions. The SPD seeks to provide detailed guidance as to how development and regeneration of the town centre can assist in mitigating and adapting to climate change.

16. The climate unit will work with the planning team to ensure a final consultation draft is comprehensive in the guidance it sets out, and that the council's net zero objective is clearly integrated into and communicated by the SPD's vision and objectives.

Implications completed by: Hinesh Mehta, Assistant Director of Climate Change, 15th May 2024.

Local Economy and Social Value

17. Aligning with aims of the Council's Industrial Strategy, the SPD will help reimagine the physical and built environment in Hammersmith town centre, transform the public realm and transport network, create new public spaces and redevelop buildings for new mixed uses that will create economic opportunities for local businesses and residents. Further to this, the SPD will secure Hammersmith's status as an important commercial, transport and cultural centre, whilst diversifying the town centre offering and creating a key destination to live, work and visit.

Implications completed by: Sam Ridley, Place Shaping Officer, 20th May 2024.

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18. The SPD promotes structural change in the movement and open space networks across the town centre alongside improvements to the quality of the physical and built environment. It therefore provides the basis for securing obligations towards these purposes in all new planning applications that come forward within the area, ensuring all development makes an appropriate contribution towards delivery of the vision for the area.

Implications completed by: Matthew Paterson, Head of Spatial Planning, 15th May 2024

Consultation

19. Public consultation on the draft SPD ran for 8 weeks until 19th April 2024. The document was made available on our website and on our 'Have your say' consultation portal. In addition, we promoted participation in the consultation on our digital channels, the weekly e-newsletter as well as on the 'Nextdoor' engagement platform. The SPD was made available at the borough reference libraries and on the Council's website, as set out in the Council's Statement of Community Involvement. Additional targeted consultation was carried out, including publicity via the Council's Twitter account. The Council wrote to specific consultation bodies outlined in the Regulations and to general consultation bodies, such as amenity groups, resident associations, businesses and others.

The council carried out a series of workshops in Hammersmith to help explain the SPD and to answer questions from residents and stakeholders.

20. The Council received representations from 39 organisations and individuals during the consultation which amounted to 149 individual comments. A summary of the consultation responses is set out below. Full details of the representations and how these have been addressed have been appended to this report (see appendix 3).
21. There was a broad range of consultees who responded to the consultation including borough residents, Historic England, the Greater London Authority (GLA), Natural England, Port of London Authority (PLA), Transport for London (TfL) and the Environment Agency (EA).
22. Overall, comments were positive and welcomed the ambitions to for Hammersmith Town Centre. However, each representation made suggestions of how the document could go further.
23. One of the main issues raised by residents was the feasibility and funding for a Flyunder in the centre. Comments were received from residents who suggested that the likelihood of the Flyunder is questionable and raised concern that other transport related projects for the centre could be undermined by the pursuit of this project. For example, one resident stated that it will be necessary to plan the centre of Hammersmith with the genuine probability the Flyunder scheme will not be realised. Transport for London (TfL) welcomed the opportunity to work with the Council but stated that they do not have any funding allocated to the interventions in the SPD in their current Business Plan.
24. Several major landowners/developers made representations, including owners of the Livat Centre, Marks and Spencer and Reef Group, Romulus and Royal London Asset Management seeking clarification on a number of matters associated with specific sites and properties. They sought amendments to the key sites to include further interventions, such as greater building heights and extensions to site boundaries. Appendix 3 outlines how the SPD will be changed in response to these comments. The council have made clear that the indicative guidance provided in the SPD on key sites is not policy and that with the exception of the Flyunder and the Civic Campus they are not formal site allocations. Planning regulations are clear that SPDs are guidance documents only, are a material consideration in planning decisions, but do not set policy.
25. A small number of comments were received on matters not covered by the SPD. This included queries about the status of Hammersmith Bridge and the need to get that re-opened. Whilst this falls outside of the SPD boundary the council understand the concerns about the Bridge and are committed to keeping residents and others updated with the latest information about the Bridge. The Environment Agency and the PLA were keen that the river be discussed further in the SPD. The council are keen to re-establish the linkages with the town centre and the river but the river itself remains outside of the SPD boundary.

26. Local residents raised some useful comments on pertinent issues relating to the quality of the public realm, the heights of buildings and the traffic in the centre. The council agree that the traffic issues in the centre are an important concern and that is why many of the ambitions within the SPD are associated with improving the traffic flow and layout of the centre to maximise opportunities for better public realm and pedestrian access. Other respondents were keen that the SPD better emphasises inclusive and accessible design in the centre so that the needs of everyone are considered and the centre provides a positive experience. The council agree and a number of updates have been made to the SPD to reflect this (see appendix 3), including signposting other strategies on healthy streets and the GLA's Safety in Public Spaces guide for Women, Girls and Diverse People.

Post Consultation Changes

27. As a result of the consultation, only minor changes are considered necessary to the SPD prior to adoption.
28. Full details of the representations and how these have been addressed are appended to this report (Appendix 3). The minor text changes have been inserted into the SPD.

LIST OF APPENDICES

- Appendix 1 – Hammersmith Town Centre SPD
Appendix 2 – Equalities Impact Assessment
Appendix 3 – Hammersmith Town Centre SPD Representations Schedule