

Sustainable Development Select Committee Supplementary Agenda

Monday, 11 May 2015
7.00 pm, Committee Room 1
Civic Suite
Lewisham Town Hall
London SE6 4RU

For more information contact: Roger Raymond (Tel no: 020-8314-9976)

This meeting is an open meeting and all items on the agenda may be audio recorded and/or filmed.

Part 1

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Minutes of the Sustainable Development Select Committee Thursday, 16 April 2015 at 7.00pm

Present: Councillors Liam Curran (Chair), James-J Walsh (Vice-Chair), Suzannah Clarke, Amanda De Ryk, Carl Handley, Mark Ingleby, Olurotimi Ogunbadewa, Eva Stamirowski and Paul Upex.

Apologies: None.

Also present: Rob Holmans (Director of Regeneration and Asset Management), Tom Henry (Engineering Manager, Transport Division), John Miller (Head of Planning), Alex Williams, (Director of Borough Planning, Transport for London (TfL)), Nick Lloyd (Road Safety Manager (England), Royal Society for the Prevention of Accidents (RoSPA)), Andrew Rawlings (Senior Portfolio Manager, Land Securities), Jonathan Downey (Street Feast), Ed Holloway (Director of Beep Studios, SEE3), Charlotte Dale (Overview and Scrutiny Manager) and Roger Raymond (Scrutiny Manager).

1. Confirmation of the Chair and Vice-Chair

- 1.1 RESOLVED: To confirm Cllr Liam Curran as Chair and Cllr James-J Walsh as Vice Chair.

2. Minutes of the meeting held on 3 March 2015

- 2.1 RESOLVED: That:

The minutes of the meeting held on 3 March 2015 be signed as an accurate record of the meeting.

3. Declarations of Interest

- 3.1 There were no declarations of interest.

4. Select Committee Work Programme

- 4.1 Roger Raymond introduced the report.

- 4.2 The Committee discussed the work programme and agreed:

- The inclusion of an 'Enforcement Review' – a one-meeting review in conjunction with Safer Stronger Communities Select Committee looking at all aspects of enforcement since the reorganisation.
- To add an element of 'enforcement policy' for recycling, alongside the Waste Strategy once it comes back to the Committee (scheduled 26 Nov 2015).
- To conduct an in-depth review focused on the Catford Regeneration Scheme. The Committee will be looking for witnesses/evidence from the following:
 - Internal Officers

- Deputy Mayor of Lewisham: Cabinet Member for Growth and Regeneration
- TfL
- Network Rail
- Tesco
- Work being carried out by Allies & Morrison

4.3 In response to questions from the Committee, the following was noted:

- Some items may move after further discussions with Planning and Transport Division officers.
- Officers to look at moving the May meeting to either the 11 May or 14 May.
- The Committee asked not to be in Committee Room 4 for their meetings if at all possible.
- The Chair to write a letter on behalf of the Committee to the Mayor in respect of upgrading the ICT equipment in the Civic Suite.

4.4 RESOLVED: That the Committee agree that the Committee's suggestions be added to the provisional work programme for submission to Overview and Scrutiny Business Panel.

5. Modern Roads Review - Evidence Session

5.1 Alex Williams, (Director of Borough Planning, TfL), gave a presentation to the Committee. The key points to note were:

- His role is pan-London, working with all London boroughs, in liaison with the Greater London Authority (GLA) and TfL.
- Up to an extra 1.6m people are expected to be living in London by 2031 and London's economy is expected to grow by 42%. As a result, by 2031, TfL expect to see increases in:
 - Vehicle km by 10%
 - Bus travel by 30% (& capacity by 10%)
 - Cycling to triple in volume
 - Freight traffic by 22%
 - Demand for road-space, for both movement and place-making.
- This will bring challenges, such as congestion, estimated to be an increase of 15-25% in Lewisham.
- The Mayor of London commissioned the Roads Taskforce (RTF) in 2012 to help develop a new strategy to tackle the challenges facing London's streets and roads, such as congestion, pollution and ease of travel by foot, bike and public transport. The RTF is an independent body, which brought together a wide range of interests and expertise, to develop a new approach to improving urban roads in the UK. The RTF report, published in July 2013, set out a vision of how London could cope with major population growth while becoming a more vibrant, accessible and sustainable world city.
- The RTF advised that defining London roads on the basis of how many vehicles they carried was not practicable for London going forward, and as well as allowing people and vehicles to travel around London more efficiently, they also needed to transform the environment for cycling, walking and public

transport. There also needed to be an improvement in the public realm and provision of better and safer places for all the activities that take place on the city's streets, and provide an enhanced quality of life.

- Street types can be grouped into nine categories, according to their local or strategic significance as places and for movement:
 - Arterial
 - High Road
 - City Hub
 - Connector
 - High Street
 - City Street
 - Local Street
 - Town Square
 - City Place
- TfL are working with Lewisham officers on the classification of their roads to match with the nine categories.
- There are a broad range of tools to get the most out of the road network, for example the more efficient and flexible use of space, intelligent systems and management, changing behaviour and managing demand.
- TfL has a Roads Modernisation Plan that consists of £4bn of investment across the capital up to 2020-21, which will:
 - Ensure our roads assets are fit for the future
 - Deliver a programme of major highway improvements to:
 - unlock economic growth & regeneration
 - optimise use of road space (for all modes)
 - improve pedestrian, cycling and bus facilities
 - enhance urban realm and 'place' function
 - deliver safety improvements
 - Deliver the Mayor's vision for cycling
 - Deliver a further 40% reduction in fatalities and serious injuries on London's roads
 - Keep London moving
- Funding up to 2017 allocated as yet and this includes £13.6m investment allocated for schemes and assets across the borough, including:
 - 3m TfL road network (TLRN) investment in the A21
 - Carriageway resurfacing on the A20
 - Deptford Bridge improvements
 - Extensive investment in TfL assets
 - Plus £6.7m Local Implementation Plan funding for 2014/15
- In respect of highway improvement on the TRLN for 2014-17, there are 28 schemes in total, costing of £9.2m, including:
 - A21 Lewisham High Street: Courthill Road
 - A21 Lewisham High Street cycle improvements between Whitburn Road & Lewisham
 - A21 Bromley Road junction with Whitefoot Lane
 - A2 Deptford Bridge junction with Deptford Church Street and Brookmill Road
- There is also investment in the traffic signal technology. SCOOT traffic signals use sensors to adapt dynamically to traffic conditions, and there will be a further 1,500 traffic signals will be upgraded to SCOOT by 2019 increasing coverage to approximately 75% of London's traffic signal network. In respect

- of extensive SCOOT coverage already in LB Lewisham there will be 48 new sites included in this programme, of which 7 enabled on street.
- There will be also investment in the asset renewal, with
 - Carriageway and Footway resurfacing - £3m
 - A20 Lewisham Way (Laurie Grove to Somerset Gardens)
 - Drainage works - £262k
 - A21 Bromley Rd - 259 to 400 AND 433 to 26 Bromley Hill (2 sections)
 - Lighting renewal - £128k
 - A21 Bromley Road Lighting - Sangley Rd to Kings Ave.
 - Structures- £360k
 - Deptford Bridge
 - In respect of investment in borough roads, including:
 - £2.2M for LIP Corridor schemes – includes Brockley Road neighbourhood scheme, to reinvigorate the local shopping centre, improve the pedestrian environment and provide safer streets for all road users
 - £500k for Deptford High Street Major Scheme – for design of the High Street, including a new cycle route, widening of the footways and better access to the market and station
 - £215k Borough cycle programme – includes funding for the delivery of cycle training and cycle parking on a borough-wide basis
 - TfL supports the wider application of 20mph limits where appropriate on Lewisham’s roads and would be happy to provide technical expertise, advice or data where required. 57% per cent of Lewisham’s borough roads currently have a 20mph limit. There is also a 20mph limit on the TLRN on the A2 by New Cross Station.
 - TfL has changed its approach to traffic management to deliver this programme of work. It is doing so by:
 - A more sophisticated use of London’s intelligent traffic light system to keep delays to a minimum
 - A more targeted use of enforcement to ensure the road space is used effectively
 - An improved information to road users to give them options to avoid disrupted areas
 - A targeted freight information and management strategies
 - There is a potential new scheme in Catford Town Centre. There are aspirations for high levels of growth in Catford over the next 5-10 years which will increase demand on the transport network. Also, there are existing transport challenges in Catford; including traffic congestion on the A205 South Circular, insufficient cycling facilities and poor pedestrian and urban realm environments.
 - Also, there is a recognition that improving transport provision will be important to enable regeneration activity and to improve the quality of life of people that visit, work and live, in Catford. The designation of the RTF Street Types provides an understanding of the role of the different streets in Catford Town Centre, and the kinds of interventions required to improve the role they play
 - TfL are always open to look at transformational project such as what would be required in Catford, and it has shown with the projects at Elephant and Castle and Piccadilly Circus, it can deliver them in a timely manner.

- TfL note that its £4bn Roads Modernisation Plan is an essential response to London's changing character and needs. They also note that there are a number of challenges in delivering this level of investment including a busy construction period with reduced road capacity, changes to traffic patterns and impacts on journey time reliability.
- TfL state that the outcomes will support a more liveable, attractive and healthier Capital, with world class conditions for walking and cycling, thriving business and inward investment and safer streets for everyone. TfL and LB Lewisham will continue to work together to investigate the transport improvements required in Catford to ensure the transport network meets the needs of future demand.

5.2 In response to questions from the Committee, the following was noted:

- TfL has approved a radical cycling vision for London with £913m of investment across the capital. The aspiration is to create more direct cycling routes and cycle superhighway to improve cyclists' safety. TfL would need to see whether the cycle super highways with 'blue surfacing' is enough, and whether there should be physical separation between cyclists and motorists. In Stratford, East London TfL first started with blue surfacing for cyclists, then physically separating the modes of transport when safety needed to be improved. On the Embankment, there will also be physical separation of traffic.
- Car use in London has gone down in London over the past 15 years, and this has coincided with the increase in use of public transport and increasing in cycling. The investment to aid the increase of cycling will start with the major roads and key corridors, but TfL are also improving the safety of cyclists with the creation of Quietways, and the Safer Lorries Scheme, implemented in September 2015, to tackle cycling fatalities in London that occur due to collisions with lorries.
- The classification of the roads in London is two-staged; firstly how the roads function now, and then secondly how they will function in the future.
- The Mayor of London is tackling the issue of air quality in London. The London Low Emission Zone was implemented in 2007 covering the area within the M25, so only cars of a certain emissions standard allowed in the capital. Following on from this, there will be the Ultra Low Emission Zone (ULEZ), which will be in operation from September 2020. London's buses will be either electric or hybrid. There will also be a step-change in the improvement of taxis and lorries if they want to operate in the ULEZ. The benefits of this will be significant in the zone, and beneficial all over London.
- London Councils have also implemented a London Lorries Control Scheme, which is a scheme to control where HGV's over 18 tonnes can drive at night and weekends in London, to encourage deliveries at night.
- TfL are in talks with Network Rail about Catford Bridge, to enable TfL to improve and widen the road network in the area.
- TfL attempts to work in a joined-up way with the utility companies when improving the road network; they notify the utility companies in advance of their proposed modernisation work, so can they also make their necessary improvements to wiring, piping etc. at around the same time. Legislation is in place that can preclude utility companies from having street works 12 months after TfL's own street works, unless it is an emergency. TfL also charge a fee

on its network for utility company to have street works in the day, to encourage them to carry out their work at night.

- The Bakerloo Line extension is progressing, with the public consultation recently concluded.
- Some London boroughs, like Lewisham won't get the direct benefits of Crossrail 1 and Crossrail 2 because it goes across London. Some other transport network improvements could be considered that go north to south.
- The Santander Cycle hire scheme, have seen an incremental growth from their original central London docking stations, and its growth will continue to be incremental in the near future.
- Local Implementation Plan (LIP) funding is distributed via a formula. Lewisham latest allocation was £4m to fund local projects which support the Mayor's Transport Strategy, with about £2.5m signed off late last year. TfL are also willing to look at more transformative proposals to improve transport in the borough.
- TfL recognise that modernising the South Circular is challenging at present, but will consider in the future where practicable.
- Introducing a 20mph limit in Lewisham is a decision for the Council, not TfL.
- TfL's asset renewal programme is based on priorities and what needs to be modernised to improve safety.
- Tree-planting can help improve with air quality and the environment, and there is some limited funding for such schemes.
- TfL has a large capital and revenue budget, and both main parties are committed to large capital investment to the transport infrastructure, so officers at TfL are confident the capital budget would remain substantially intact after the Election.
- Council officers have been in discussion with TfL about re-routing the A205/Catford Gyratory. The Council has commissioned Allies and Morrison to look at the potential of moving the A205 south of Laurence House, or whether it would be preferable to leave it in its current position. They should report shortly. Once this is complete, officers will consult with the ward Councillors and discuss the proposals with TfL.
- TfL notes that there would have to be significant private sector investment, possible through a Section 106, to fund a re-routing of the Catford Gyratory.
- There are three river crossings that are being considered:
 - Silvertown Tunnel, due to be open by approximately 2020.
 - A scaled-down Thames Gateway bridge crossing, now called Gallions Reach
 - Belvedere river crossing, scheduled for opening approximately 2025.

5.3 Nick Lloyd (Road Safety Manager (England), (RoSPA), gave a presentation to the Committee. The key points to note were:

- RoSPA was formed in 1917, and is a registered charity. It has been at the heart of accident prevention in the UK and around the world for almost 100 years.
- RoSPA agree that the higher the speed limit the greater the injury. If a pedestrian is hit at 20mph there is a 2.5% chance that they will die, in comparison to a 20% chance at 30mph. Therefore RoSPA supports speed reduction measures such as these.

- In terms of the effectiveness of 20mph limits, studies have shown that they do have positive effects on casualty figures and road speeds. A major review of road casualties in London between 1986 and 2006 was published in the BMJ (formerly the British Medical Journal) in 2009. It demonstrated that 20mph zones reduced the number of casualties by over 40% (41.9%). 20mph zones were slightly more effective in preventing fatal or serious injuries to children, which were reduced by half (50.2%). There was a smaller reduction in casualties among cyclists than any of the other major groups of road users studied, with a reduction of 16.9%. In terms of road speeds, current evidence from Portsmouth and Bristol shows that in Portsmouth there was an overall average speed reduction of 1.3 mph from 19.8 to 18.5 mph. Bristol saw a reduction of 0.4mph on 65% of their residential roads.
- It was also noted that signed speed limits are more effective when speeds are below 24mph. On higher speed roads which don't feel like 20mph is the appropriate speed then without other measures (traffic calming and enforcement) they are likely to be ineffectual as more are introduced if drivers feel that they can ignore them without penalty. Transport Research Laboratory (TRL) has been commissioned by the DfT to undertake further research on this.
- The Department for Transport's guidance in DfT Circular 01/2006 encourages and supports Local Authorities to implement 20 mph limits and zones in situations where there is a particular risk to vulnerable road users.
- In terms of modal shifts, evidence would indicate that 20mph limits do encourage more walking and cycling if people feel that the area is safer. A RoSPA/Yougov Survey also found that 39% people said they would cycle more if the roads were safer.
- When providing facilities for cyclists, RoSPA recommend that these be implemented within the SAFE SYSTEM approach. The principle behind this is the recognition that 'people make mistakes', so roads should be designed so that these don't result in death, including reducing the energy involved in the collision. With the SAFE SYSTEM approach you separate vulnerable road users on high speed roads, for example cyclists using the 20 mph roads rather than the higher speed TfL arterial routes such as the A205.
- It was also noted that when cyclist safety is considered, and what highway measures to provide it is important to remember that cyclists are not a homogenous group and can be broadly divided in to 5 main categories:
 - Fast commuter
 - Utility cyclist
 - Inexperienced and/or leisure cyclist
 - Children
 - Users of specialist equipment
- When considering what measures to use, road designers first need to consider who will be the primary user. It is also important to remember that the road network is the most basic and important cycling facility available and in general cyclists need only be removed from the road where there is an overriding safety requirement that cannot be met by on carriageway improvements, or where providing an off-carriageway cycle route is an end in its own right
- The range of measures that need to be considered when design roads could range from traffic speed/volume reduction, junction/hazard-type treatment,

reallocation of space, to creating new shared use routes and converting pedestrian routes to shared routes.

- The Sustrans 'Cycle Friendly Design Manual: Handbook for cycle-friendly design' booklet also provides advice on how to design roads that are safer for cyclists and other good practice.
- Roads are in need of more good 'shared routes' for cars and cyclists; designers could also think of more radical ideas such as the hybrid cycle tracks in Copenhagen.

5.4 In response to questions from the Committee, the following was noted:

- In terms of the 5 types of cyclists, the category that is most in danger to injury would be children.
- Areas where there are more accidents/fatalities tend to be areas of deprivation; this is because there are also issues of heavy traffic, congested road networks and housing estates and built-up areas, all leading to the potential risk of more accidents.
- Some mitigating factors to help reduce the likelihood of cyclists getting into accidents are:
 - Education and information
 - 'Bikeability' training
 - Working closely with local organisations and businesses
- In terms of the most adequate design for roads in Lewisham, planners and developers need to take into account local conditions and their professional knowledge to design the most appropriate roads. Manuals such as the Sustrans 'Cycle Friendly Design Manual: Handbook for cycle-friendly design' booklet already mentioned, can help to do that more effectively.
- The aim of 20mph limits should be to reduce traffic speeds, reduce accidents and fatalities and encourage different types of roads users like pedestrians and cyclists onto the roads. Research has shown that 20mph limit make the roads safer and encourages more walking and cycling.
- Air quality issues can be dealt with in London, with LEZ and the ULEZ to be implemented in 2020.
- Police resources need to be targeted to ensure 20mph limits are enforced. Local knowledge will aid the borough and local police to single out where the major hotspots for non-compliance are, and apply resources accordingly. Other measures that can be used are signage and traffic-calming measures like speed humps to help with compliance.

5.5 RESOLVED: That the Committee:

- a) Note the evidence presented.
- b) Consider the evidence as part of the Modern Roads Review.

6. High Streets Review - Evidence Session

6.1 Andrew Rawlings (Senior Portfolio Manager, Land Securities), gave a presentation to the Committee. The key points to note were:

- As Senior Portfolio Manager, he manages a number of sites, including the O2 Centre in Camden, West 12 Shopping Centre in Hammersmith and Fulham, and the Lewisham Shopping Centre.
- High streets and regional centres are continuing to evolve, with some of the drivers for the evolution are:
 - Shoppers are shopping less often but spending more: Land Securities are seeing frequency down but conversion up to 55% in some of their locations
 - catering and leisure uses are becoming ever more critical to location decisions – 40% of Land Securities’ customers eat or drink in their centres
 - more choice of brands is the number one requirement of Land Securities’ shoppers
 - Access and environment becoming more important
 - Destination marketing and digital offers are also becoming important
- Some of the innovations Land Securities have tried at its Trinity Leeds Shopping Centre have included:
 - 46 new brands to Trinity Leeds
 - Boar Lane car park purchased with 635 car spaces
 - Later Opening times
 - Trinity Kitchen – dedicated street food in the centre
- Research has shown that customers will shop for 50% more goods if they also have something to eat while shopping.
- The high street is going through a structural change, with more internet shopping, more price comparison and more discount shopping – but this also has meant that there is more spending on better quality items rather than quantity.
- Some of the factors that have changed retail behaviour are as follows:
 - Multi-channel TV shopping; therefore less stores needed
 - There are now less retailers in each sector
 - Some sectors disappearing or downsizing – for example in the areas of music, insurance, video hire
 - Also customers are able to check pricing via the internet to ensure they get the best deal
 - The UK’s biggest towns are now competing with European rivals as locations to shop and for business.
- Land Securities have attempted to diversify into other areas such as Printworks in Manchester, and expand in the retail sector, for example acquiring a 30% share of Bluewater Shopping Centre.
- In terms its management of Lewisham Shopping Centre, Land Securities have tried to reduce the Centre’s void rates (availability of retail units) and aged debts as well as improving the retail mix.
- Lewisham has tried innovative approaches, such as the Street Feast’s Lewisham Model Market, which was very successful.
- They have also looked to bring in different types of shops to the Shopping Centre, improving the shop front and displays, encouragement of ‘Pop Up shops in the Shopping Centre and in-shop refurbishments. They would also like to reconfigure the space in the Shopping Centre to incorporate larger units, for example, and Land Securities are in discussions with retailers about redesigning some of the stores.

- Land Securities are also in negotiations with a number of top retailers about having units in the Shopping Centre.
- The vision for Lewisham Shopping Centre for the next few years is as follows:
 - Residential growth in excess of 30%
 - Enormous potential for future reposition of scheme
 - Favourable planning environment
 - Significant mix-use development prospects
 - Convenience and Experiential Centre
- Lewisham Shopping Centre does have some key factors in its favour, such as it is located within a developing London commuter belt with excellent transport links with mainline to Charing Cross, Waterloo, London Bridge and Cannon Street, Blackwall Tunnel access, DLR to Canary Wharf and possible Bakerloo Line extension; plus there are major increases in housing developments in the area.
- Other proposals to upgrade the Shopping Centre include changing the Riverdale Hall area, improve the Leisure Box area with the possibility of a pop-up cinema and improve the car park.

Standing orders were suspended at 21:25 in order to enable the completion of Committee business.

6.2 In response to questions from the Committee, the following was noted:

- The success of Street Feast's Lewisham Model Market, has led to a second initiative that was scheduled to be open on 17 April (tomorrow), until September on Friday and Saturday nights.
- The attitude of Land Securities has been to try pop-up shops and small business units in the Shopping Centre and give them a chance to thrive. This also gives the Shopping Centre the opportunity to feature varied and specialised independent outlets and add to a sense of 'place-making' for the area.
- Land Securities still want to attract some of the big retailers to the Shopping Centre and this will be easier to achieve once they have reconfigured the South Mall.
- Land Securities will work closely with Lewisham officers to ensure that it gets the development support to improve the Shopping Centre and continue to make it succeed.
- One of the key objectives for Land Securities is securing at least a pop-up cinema in the Shopping Centre.

6.3 Ed Holloway (Director of Beep Studios, SEE3), gave a presentation to the Committee. The key points to note were:

- The Sydenham Town Centre Steering Group worked with Council officers on bidding for funding for the Outer London Fund, which they were unsuccessful in receiving.
- The group evolved into the group working together across Sydenham, Forest Hill and Kirkdale, which bid for and won one of 27 Portas Pilot grants in the second round of bidding on 25 July 2012.
- To formulate the bid, the group put a business case together which included setting up a number of roles in the project, such as a Town Team Manager, an

Artist-In-Residence, a Market Manager and a Shop Revolution Project Manager.

- The Shop Revolution Project was a project to attempt to fill empty properties in the area to make viable entities with pop-up shops and possibly turn them into permanent businesses.
- The project would have been even more successful with improved marketing and project management. There were also limited funds to promote the project.
- The legacy of the project is that there are now several shops that have been sustained in the area, plus there was an urban design workshop partly funded by SEE3. There are also now local professionals embedded and involved in the local area
- The LIP funding to make improvements in Dartmouth Road shows that the SEE3 area is still developing and is a synthesis of what is going on.
- An aim of the project to make sure the lessons learnt from the project are disseminated to other market areas who might be thinking about conducting a similar project.

6.4 In response to questions from the Committee, the following was noted:

- The lessons learnt from the SEE3 project in respect of improving the borough's high streets is to ensure that affiliated groups can be brought together to work successfully, and continue to stimulate initiatives such as the SEE3 project. This will encourage embryonic and sustainable high streets in the future. To sustain such projects, they need to be resilient and continue the synergy of organisations talking to each other.
- Another lesson learnt from the SEE3 project is to ensure that the knowledge that has been gained is not lost, and the experience is passed on to other like-minded groups and initiatives.
- The SEE3 project has led onto more work, such as an initiative in LB Lambeth to improve shop frontages in Streatham.
- The GLA are looking at the legislation and protocols in respect of landlords' policy towards utilising their vacant property.

6.5 RESOLVED: That the Committee:

- a) Note the evidence presented.
- b) Consider the evidence as part of the High Streets Review.

7. Asset Management Strategy (Highways) - Information Item

7.1 The Chair noted that this was originally an information item, but the relevant officers were in attendance to answer questions from the Committee if necessary.

7.2 In response to questions the following was noted:

- The Council conducted a research programme that has identified 75 roads on the highway network for resurfacing and maintenance. The list of work was devised using an evidence based assessment to categorise road condition and establish the maintenance/resurfacing priority in line with the available funding. There will

also be liaison with Members to identify local roads that need to be added to the programme. Officers are also open to liaising with Ward Assemblies if Members feel that it is appropriate.

- Officers would check on whether the correspondence to Members could be sent in the purdah period.
- The responsibility of licensing of shop fronts resides with the Licensing Team.
- The Highways Team would look at working with the Licensing Team to help coordinate their work to help improve income from shop front licensing.
- Insurance claims are more difficult to calculate as, due to the nature of the legal process, claims won't be settled for some years.
- There was a spike in the highways budget in 2013-14 because of works such as the Sydenham Town Centre scheme and some Section 106 agreements.

7.3 RESOLVED: that the Committee refer the following to Mayor and Cabinet:

The Committee recommends that the Mayor reviews the Asset Management Strategy (Highways) and ensures it is aligned with Lewisham's commercial revenue from shop front licensing; and that the Council is maximising income where appropriate.

8. Items to be referred to Mayor and Cabinet

8.1 The Committee made a referral to Mayor and Cabinet at 7.3.

The meeting ended at 10.30pm

Chair:

Date:

Sustainable Development Select Committee		
Report Title	Flood and River Related Consultation – Preliminary Results	
Ward	All wards	Item No. 4
Contributors	Director of Regeneration & Asset Management Head of Planning	
Class	Part 1	Date: 11 May 2015

Reason for lateness

This report is intended to highlight the results of consultation (with the public and with statutory consultees) on the Council's draft Local Flood Risk Management Strategy and River Corridors Improvement Plan Supplementary Planning Document. The consultations closed on 30th April (day of dispatch for reports) and there have been a number of responses from statutory consultees received on 29th and 30th April which needed to be reviewed by the report authors and reflected in the report if appropriate.

1. Summary

- 1.1 This report provides information to the Sustainable Development Select Committee about the preliminary results of public consultation on the Council's draft Local Flood Risk Management Strategy and the River Corridors Improvement Plan Supplementary Planning Document.
- 1.2 The report provides a background and context to the Council's statutory obligations under the Flood and Water Management Act 2010 - as a Lead Local Flood Authority - to develop, maintain, apply and monitor a strategy for local flood risk management in its area.
- 1.3 It also provides the context for the River Corridors Improvement Plan as one of the documents that, when adopted, will support the Council's Local Development Framework and set out guidance to inform decisions on planning applications where development near a river or river corridor is proposed.
- 1.4 Appendix A to the report sets out the consultation and communications plan used to support the joint consultation process. Appendices B & C outline the preliminary results of the consultation for each of these documents.

2. Policy context

- 2.1 *Shaping our future*, Lewisham's Sustainable Community Strategy for 2008-2020, sets out a vision for Lewisham;-
'Together, we will make Lewisham the best place in London to live, work and learn.'

Shaping our future includes the priority outcomes:-

Empowered and responsible – where people can be actively involved in their local area and contribute to supportive communities.

- 2.2 In addition, the Council has ten corporate priorities which support delivery of the Sustainable Community Strategy. The alleviation of flood risk for residents and businesses, together with the multi-agency work to prepare for, and cope with extreme weather events contributes to the achievement of three of the Council's corporate priorities:-

- **Community leadership and empowerment** – develop opportunities for the active participation and engagement of people in the life of the community.
- **Clean, green and liveable** – environmental management, cleanliness and care for roads, pavements and a sustainable environment.
- **Inspiring efficiency, effectiveness and equity** – ensuring efficiency, effectiveness and equity in the delivery of excellent services to meet the needs of the community.

- 2.3 Lewisham's local flood risk management objectives have been developed to align with the Council's wider strategic priorities along with the Core Strategy objectives and recently updated Strategic Flood Risk Assessment. They are set out below.
Locally we will:

- **avoid** inappropriate development and **promote** new-development and re-development that **contributes** to a reduction in flood risk elsewhere and creates environmental benefit (e.g. sustainable urban drainage systems, reduced CO2, increased biodiversity)
- work with partners to **ensure** local flood defences are maintained
- **require** river restoration, appropriate flood defence and mitigation as part of development proposals, where appropriate
- **encourage** flood risk management activities so owners of watercourses (riparian owners) and flood defence structures take action to reduce the risk to themselves, their property, and others

- continue to **improve** our understanding of flood risk and flood incidents by recording and monitoring flooding incidents to inform future work programmes
- **provide** open, transparent governance of flood risk management
- **engage** with and support local communities to value and care for the green infrastructure used to manage flood risk
- **deliver** outcomes that make best use of public resources and available sources of funding.

2.4 The role of the River Corridors Improvement Plan is to explain and elaborate on the policies in Lewisham's Core Strategy (part of the LDF) in relation to development near rivers.

2.5 In addition to implementing planning policy, the SPD will assist and aid the implementation of other documents in the Council Planning Policy Framework.

2.6 In particular the SPD, will contribute to the implementation of the following Council priorities;-

- community leadership and empowerment – developing opportunities for the active participation and engagement of people in the life of the community
- young people's achievement and involvement – raising educational attainment and improving facilities for young people through partnership working
- clean, green and liveable – improving environmental management, the cleanliness and care for roads and pavements and promoting a sustainable environment
- safety, security and a visible presence – partnership working with the police and others and the Council's powers to combat anti-social behaviour
- strengthening the local economy – gaining resources to regenerate key localities, strengthen employment skills and promote public transport
- decent homes for all – investment in social and affordable housing to achieve the Decent Homes Standards, tackle homelessness and supply key worker housing
- active, healthy citizens – leisure, sporting, learning and creative activities for everyone
- inspiring efficiency, effectiveness and equity – ensuring efficiency, effectiveness and equity in the delivery of excellent services to meet the needs of the community.

2.7 The aims of the RCIP are to:

- Provide guidance for developers and landowners;
- Ensure high quality development along the river corridors;
- Ensure development enhances the river setting;

- Provide guidance on flood alleviation and ecological improvements;
- Ensure that development is appropriate and that the impacts of development are effectively understood;
- Engage local communities in flood prone areas and encourage appropriate action;
- Encourage development which positively responds to rivers and their setting, ensuring that any necessary mitigation is designed in from the earliest stage as an inherent part of the scheme;
- Improve the overall water quality and river health.

2.8 The objectives of the RCIP are set out below:

- To protect and enhance the biodiversity and landscape value of the rivers in Lewisham;
- To provide coordinated guidance for development adjacent to the London Borough of Lewisham's rivers, promoting regeneration and ensuring design is responsive to and makes the most of opportunities to enhance the river environment;
- To promote the sustainable and efficient use of space by protecting and enhancing the multifunctional nature of the Ravensbourne, Quaggy and Pool Rivers, Deptford Creek and the River Thames;
- To promote opportunities to manage flooding;
- To safeguard and increase the role of the river corridors in the public realm, contributing to the open space network in the Borough, and to promote opportunities for sport, leisure, education, investment and employment;
- To promote social inclusion and tackle deprivation and discrimination, ensuring that the river corridor is accessible to everyone as part of the blueribbon network;
- To promote opportunities for walking and cycling by ensuring existing routes, such as the Waterlink Way and Route 21, are maintained and where possible enhanced, and by promoting opportunities to overcome barriers to the public rights of way network.
- To promote improved access to rivers and increased public awareness.

3. Background - Local Flood Risk Management Strategy

- 3.1 Following the severe floods of 2007, the Government commissioned Sir Michael Pitt to undertake a review of all the issues and actions associated with this extreme weather event. His report in December 2008 produced 92 recommendations, 15 of which the Government acted on immediately.
- 3.2 Sir Michael Pitt's review stated that "the role of local authorities should be enhanced so that they take on responsibility for leading the co-ordination of flood risk management in their areas". The Department for Environment, Food and Rural Affairs (Defra) followed up on the report

and the first draft of the Flood and Water Bill was produced. This was widely consulted on and many issues were raised about how the proposals could be financed. Part of the concept of the Bill was that lead local flood authorities (LLFAs) would be set up to co-ordinate all local flood related activities.

- 3.3 Part of the Flood and Water Management Act 2010 (the Act) commenced on 1 October 2010, following its Royal Assent in April 2010.
- 3.4 The Act defines the Lead Local Flood Authority for an area as the unitary authority or the county council. This is to avoid any delay or confusion about who is responsible, but in no way prevents partnership arrangements to make full use of all capabilities and experience locally. The Act enables lead local authorities to delegate flood or coastal erosion functions to another risk management authority by agreement.

4. Local partnerships

- 4.1 The Pitt Review recommended that the lead local flood authority should bring together all relevant bodies to help manage local flood risk. The important roles played by district councils, internal drainage boards, highway's authorities and water companies are also recognised in the Act and these bodies, together with the Environment Agency, are identified as risk management authorities.
- 4.2 The Act enables effective partnerships to be formed between the lead local flood authority and the other relevant authorities who retain their existing powers (with some enhancement), but it does not say what any local arrangements should look like. It requires the relevant authorities to co-operate with each other in exercising functions under the Act and they can delegate to each other. It also empowers a lead local flood authority or the Environment Agency to require information from others.
- 4.3 As an LLFA, it is Lewisham's role to forge effective partnerships with adjacent LLFAs and the Environment Agency as well as other key stakeholders – Thames Water, Network Rail and Transport for London.
- 4.4 The London Borough of Lewisham is working as part of the South East London Flood Risk Management Group (SELFRMG) to manage local flood risk and fulfil our duties and responsibilities under the Flood Risk Regulations 2009 (FRRs) and the Flood and Water Management Act 2010.
- 4.5 The South East London Flood Risk Management Group (SELFRMG) is made up of the four south east London boroughs:
 - London Borough of Bexley
 - London Borough of Bromley
 - Royal Borough of Greenwich

- London Borough of Lewisham

4.6 The SELFRMG was formed as part of the Greater London Authority Drain London Programme in 2010 to work together to produce Surface Water Management Plans (SWMP) and Preliminary Flood Risk Assessments (PFRA), the latter was a requirement of the Act. It was agreed that the Group be formalised and membership extended to other risk management authorities to form the South East London Partnership (SELP). The SELP meets every quarter and is made up of the following:

- SELP representative of the Thames Regional Flood & Coastal Committee
- SELP representative of the Southern Regional Flood & Coastal Committee
- Lead councillors from each borough
- Council officers from each borough
- Environment Agency
- Thames Water

5. The requirement to develop a local strategy

5.1 The Environment Agency has developed and published a national strategy for the management of coastal erosion and all sources of flood risk for England. The National Strategy was consulted on publicly, approved by the Secretary of State and laid before Parliament prior to its publication (July 2011).

5.2 The Act also requires a lead local flood authority to develop, maintain, apply and monitor a strategy for local flood risk management in its area. The lead local flood authority will be responsible for ensuring the strategy is put in place but the local partners can agree how to develop it in the way that suits them best. The Act sets out the minimum that a local strategy must contain, and the lead local flood authority is required to consult on the strategy with risk management authorities and the public. The Local Government Association (LGA) in association with local authority representatives, the Environment Agency and Defra published a Preliminary Framework for local strategies to help local authorities develop their local flood risk management strategy in a consistent manner.

5.3 The Act requires local flood risk management strategies to be consistent with the National Strategy – in particular the guiding principles for managing flood and coastal erosion risk. The local strategies build on information such as national risk assessments and use consistent risk based approaches across different local authority areas and catchments. The local strategy will not be secondary to the national strategy; rather it will have distinct objectives to manage local flood risks important to local communities.

- 5.4 Local flood risk includes surface runoff, groundwater, and ordinary watercourses (including lakes and ponds). Local authorities need to consider the full range of measures consistent with a risk management approach in developing their local flood risk strategy. Resilience and other approaches which minimise the impact of flooding are expected to be a key aspect of the measures proposed.
- 5.5 The local Flood Risk Management Strategy must be produced in consultation with risk management authorities that may be affected by the strategy (i.e. the Environment Agency, Transport for London and Thames Water) as well as the public. The LLFA will be responsible for ensuring the strategy is put in place but local partners can agree how to develop it in a way that best suits them. The strategy must set out:
- who the risk management authorities are in the area
 - what FCRM functions may be exercised by these authorities
 - the objectives for managing local flood risk
 - the measures proposed to achieve those objectives
 - how and when the measures are expected to be implemented; the costs and benefits of those measures, and how they are to be paid for
 - the assessment of local flood risk for the purpose of the strategy
 - how and when the strategy is to be reviewed and
 - how the strategy contributes to the achievement of wider environmental objectives.
- 5.6 To manage flood risk Lewisham will:
- Work in partnership with other Risk Management Authorities (RMAs) for example, the Environment Agency, Transport for London, Thames Water and Network Rail
 - Prepare a South East London group-wide Local Flood Risk Management Strategy (LFRMS) with those authorities mentioned in paragraph 5.5
 - Prepare a specific Local Flood Risk Management Strategy for the London Borough of Lewisham with a six year action plan to be reviewed annually
- 5.7 The Local Flood Risk Management Strategy, in combination with the National Flood and Coastal Erosion Management Strategy, will encourage more effective risk management by enabling people, communities, business and the public sector to work together to:
- ensure a clear understanding of the risks of flooding and erosion, nationally and locally, so that investment in risk management can be prioritised more effectively
 - set out clear plans for risk management so that communities and businesses can make informed decisions about the management of the residual risk

- encourage innovative management of flood and coastal erosion risks, taking account of the needs of communities, businesses, and the environment
- form links between the Local Flood Risk Management Strategy and local spatial planning
- ensure that emergency plans and responses to flood incidents are effective and that communities are able to respond properly to flood warnings
- help communities to recover more quickly and effectively after incidents.

6. Lewisham's local flood risk management strategy

- 6.1 The South East London Flood Risk Management Group is developing an overarching group-wide LFRMS to present the Group's common aims and objectives, their shared approach to flood risk management and their commitment to partnership working. Lewisham is also developing a borough level strategy which specifies Lewisham specific objectives and concerns with a borough specific six year action plan.
- 6.2 As well as being consistent with the Environment Agency's National Strategy, the local strategy is linked to a range of regional and local plans and studies:
- Lewisham's Core Strategy, Local Plans and Strategic Flood Risk Assessment (National Planning Policy Framework)
 - Lewisham's River Corridors Improvement Plan (Supplementary Planning Document – in development)
 - Lewisham's Preliminary Flood Risk Assessment (Flood Risk Regulations 2009)
 - Lewisham's Surface Water Management Plan (Pitt Review)
 - Multi Agency Flood Plan (Civil Contingencies Act 2004)
 - Thames River Basin Management Plan (EU Water Framework Directive 2000)
 - Thames and North Kent Rivers Catchment Flood Management Plans (Catchment Framework Management Plans Guidance)
 - River Ravensbourne Catchment Improvement Plan (in development)
- 6.3 The local strategy will form the framework within which communities should have a greater say in local risk management decisions, and are supported in becoming better informed about flood risk issues generally.
- 6.4 A range of internal stakeholders have been involved in the development of the local strategy including officers from Planning; Emergency Planning; Regeneration Programme Management; Asset Management; Highways; Sustainable Resources; Parks & Open Spaces and Ecological Regeneration.

7. Background – River Corridors Improvement Plan

- 7.1 The Core Strategy is the principal planning policy document in the Lewisham Local Development Framework (LDF) and it sets out the vision, strategic objectives, strategy and policies to guide public and private sector investment to manage development and regeneration in the borough through to 2026.
- 7.2 The RCIP SPD, when adopted, will form part of the LDF and will facilitate the implementation of the vision, objectives and policies of the Core Strategy. As an SPD, the document will be used to explain and elaborate on the implementation of policy in the rest of Lewisham's LDF and the content must be consistent with the policies in the Development Plan, including those in the Core Strategy and London Plan.
- 7.3 The starting point for the RCIP SPD is the existing Ravensbourne River Corridor Improvement Plan (September 2010) which focused on a specific area of the Ravensbourne River. The draft RCIP SPD has been prepared as part of the Council's European River Corridor Improvement Plan project and builds on the content of the existing document by updating and expanding on the content to cover all rivers in the borough.

8. Lewisham River Corridor Improvement Plan SPD summary

- 8.1 The RCIP SPD will provide detailed guidance to positively influence development near rivers, and to ensure that the development positively responds to the rivers and their setting. The RCIP SPD will provide co-ordinated guidance for development and seeks to ensure that development is of high quality and enhances the river setting.
- 8.2 The first section of the RCIP SPD provides an introduction to the document, including the aims and objectives. The second section sets out the vision, which, as an overarching statement is:
- “A coordinated approach to bring the River Thames, Deptford Creek, the River Ravensbourne, the River Quaggy, Pool River and Kyd Brook back to the heart of Lewisham, as distinctive and attractive focal points that bring together local communities and wildlife, promoting healthy living whilst reducing flood risk and the impacts of climate change.”
- 8.3 The third section looks at the policy and strategic context.
- 8.4 Section 4 breaks Lewisham's rivers down into three different 'character areas' each of which are described in terms of the corridor itself, key landscape and townscape characteristics, the river ecology, flood risk, heritage and conservation areas. The three character areas are:
- River Thames and Deptford Creek

- River Ravensbourne and River Pool
- River Quaggy and Kyd Brook

- 8.5 Section 5 looks at access arrangements, both in terms of existing access to the rivers, as well as potential enhancements.
- 8.6 Section 6 contains the design and development guidelines which should be referred to for any development or redevelopment. Developers, landowners, applicants and the Council should have regard to these guidelines when considering development near a river.
- 8.7 Section 7 looks at the different delivery mechanisms, and section 8 sets out an action plan for river related works.

9. The consultation process

- 9.1 It is a statutory requirement that the LLFA develop the local strategy in consultation with flood risk management authorities and the public and from a practical standpoint there are substantial benefits in ensuring local communities acquire a better understanding of local risk management, co-ordinated planning and sustainability. It will also emphasise the need to balance national and local activities and funding.
- 9.2 The consultation process for Local Development Framework documents such as this SPD is set out in the Statement of Community Involvement. It is a legal requirement to undertake the consultation stated in the SCI.
- 9.3 A full consultation and communications plan with a range of actions was developed to support the six week consultation. This can be seen at Appendix A.
- 9.4 Access to both the Local Flood Risk Management Strategy and River Corridors Improvement Plan consultations was primarily online through Lewisham's Consultation Portal signposted via news items on the 'Get involved', Planning and Environment sections of the website and supported by a mix of direct mail, social media and the availability of questionnaires in libraries. A mix of direct mail and social media was used to raise awareness of both consultations for relevant groups/stakeholders.

10. Financial implications

- 10.1 There are no specific financial implications arising from this report. A budget of £118k for flood management is currently held within the Regeneration & Asset Management Division. Any necessary expenditure arising as a result of implementing the strategy, once

finalised, will be contained within this sum or otherwise subject to the approval of the Executive Director for Resources and Regeneration or Mayor and Cabinet.

11. Legal implications

- 11.1 The Council is a Lead Local Flood Authority and Risk Management Authority under the Flood and Water Management Act 2010, 'the Act'. As a lead Local Flood Authority (LLFA) it must develop, maintain, apply and monitor a strategy for local flood risk management in its area called a local flood risk management strategy (LFRMS). The strategy must specify:
- the risk managements authorities in the area
 - the objectives for managing local fold risk (including any objectives included in the authority's flood risk management plan prepared in accordance with the Flood Risk Management Plan, prepared in accordance with the Flood Risk Regulations 2009).
 - the measures proposed to achieve those objectives
 - how and when the measures are expected to be implemented
 - the costs and benefits of those measures, and how they are to be paid for
 - the assessment of local flood risk for the purpose of the strategy
 - how and when the strategy is to be reviewed, and
 - how the strategy contributes to the achievement of wider environmental objectives
- 11.2 This strategy must be in compliance with National Flood and Coastal Erosion Management Strategy published by the Environmental Agency. The LLFA must consult on its LFRMS with the risk management authorities that may be affected by the strategy and the public. (section 9 (9) of the Act). A risk management authority in this context is the Environment Agency, a lead local flood Authority, internal drainage authority, a water company and highways authority.
- 11.3 The procedures which the Council is required to follow when producing a Supplementary Planning Document derive from the Planning and Compulsory Purchase Act 2004 (as amended) and the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 11.4 The function of approving Planning Documents is shared by the Mayor and Cabinet and Full Council, however the formal adoption of the document is a matter reserved to Full Council only.
- 11.5 If Full Council resolves to adopt the SPD, the document will form part of the Local Development Framework.

- 11.6 The Equality Act 2010 introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 11.7 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 11.8 The duty continues to be a ‘have regard duty’, and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 11.9 The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>
- 11.10 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty

- 11.11 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:
<http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

12. Crime and disorder implications

- 12.1 The RCIP does not provide details of how individual developments are to come forward however planning applications for development on individual sites are required and will need to demonstrate how proposals meet the crime and safety objectives and policies of the London Plan and Lewisham's adopted Core Strategy. This will help ensure that new development does not give rise to crime, fear of crime or public disorder and to ensure that the borough is a safe, attractive and inclusive.

13. Equalities implications

- 13.1 The Equality Act 2010 became law in October 2010. This Act aims to streamline all previous anti-discrimination laws within a Single Act. The new public sector Equality Duty, which is part of the Equality Act 2010, came into effect on the 5 April 2011.
- 13.2 *Shaping our future*, Lewisham's Sustainable Community Strategy for 2008- 2020, sets out a vision for Lewisham;-

“Together we will make Lewisham the best place in London to live work and learn.”

This is underpinned by hard-edged principles for:

reducing inequality – narrowing the gap in outcomes for citizens

delivering together efficiently, effectively and equitably - ensuring that all citizens have appropriate access to and choice of high quality local services

- 13.3 Lewisham's Comprehensive Equalities Scheme (CES) 2012-16 describes the Council's commitment to equality for citizens, service users and employees. The CES is underpinned by a set of high level strategic objectives which incorporate the requirements of the Equality Act 2010 and the Public Sector Equality Duty.

The Council equality objectives through the CES include:

To improve access to services

Take reasonable steps to ensure that services are inclusive; responsive to risk; physically accessible and provided through the most efficient and effective channels available.

To increase understanding and mutual respect between communities

Take reasonable steps to build stronger communities and promote good relations - both within and between communities.

To increase participation and engagement

Take reasonable steps to remove barriers that may exist to engagement and help residents (especially those who are under-represented) to participate in local decision making and influence local decisions.

- 13.4 The Local Flood Risk Management Strategy includes as an appendix, a research study on 'Social Vulnerability to the impacts of Climate Change' in Lewisham.
- 13.5 A full equalities analysis assessment (EAA) will be undertaken to inform the final version of the strategy and will take into account the results of stakeholder and public consultation.
- 13.6 New development within the borough will be subject to the provisions set out in the SPD and it will improve the general accessibility of the public realm and riverside environments.
- 13.7 It is not necessary to undertake an EAA of the SPD. The Core Strategy has been subject to an EAA and the SPD is guidance that will assist in the implementation of the already assessed Core Strategy.

14. Environmental implications

- 14.1 Reducing, mitigating and effectively managing flood risk in the Borough will contribute significantly to our multi-agency approach to climate change adaptation, given projections of increased severe weather events.
- 14.2 Environmental issues are at the heart of the planning process and the key objectives of the RCIP SPD set out the importance of identifying key environmental features in order to protect and enhance the amenity of the local area, as well as securing development that helps create a more sustainable Lewisham.

14.3 Both documents have been subject to Strategic Environmental Screening processes against sustainability objectives. Both documents are also accompanied by a Strategic Environmental Assessment and these have been part of the documentation subject to public and statutory stakeholder consultation.

For further information about this report, please contact;-

**Rob Holmans, Director of Regeneration & Asset Management, 5th floor
Laurence House, 1 Catford Road, Catford SE6 4RU – telephone 020 8314
7908**

**John Miller, Head of Planning, 5th floor Laurence House, 1 Catford
Road, Catford SE6 4RU – telephone 020 8314 8706.**

Appendix A



Rivers and flood alleviation related engagement – spring 2015 Consultation and communications plan

Situational analysis

Lewisham's rivers are a source of enjoyment for large numbers of our residents. In recent years, the Council has been working with a number of partners including the European Union, the Environment Agency, the Greater London Authority and private developers to 're-naturalise' sections of both the Ravensbourne and the Quaggy to help make the most of these important natural resources. This has been at the heart of a number of award-winning public realm improvement schemes, for instance at Cornmill Gardens and Ladywell Fields.

However, urban areas like Lewisham will always be susceptible to flooding, and so the Council has to be careful to balance improvement schemes with its responsibilities as a Lead Local Flood Authority (LLFA) under the Flood Risk Regulations 2009 and the Flood and Water Management Act 2010. In schemes like those mentioned above, this has been made possible by the implementation of subtle water storage solutions which will enable the rivers to safely flood nearby open spaces.

As a LLFA, Lewisham is part of the South East London Flood Risk Management Group along with Bexley, Bromley and Greenwich. The Group have adopted a partnership approach and developed an overarching **Local Flood Risk Management Strategy (LFRMS)** for the partnership area and four borough specific strategies along with a statutory strategic environmental assessment. There is a statutory obligation to consult a range of strategic stakeholders and risk management authorities e.g. Thames Water, TfL, Network Rail, neighbouring boroughs not part of the Group; the Environment Agency, Natural England etc. as well as local residents, amenity groups, businesses, developers and environmental/conservation groups.

Under the Flood Risk Regulations 2009 **Flood Risk Management Plans** have to be produced and published by December 2015 for the whole of England and Wales. FRMPs identify the risk from flooding and set out objectives and measures for managing that risk. In so doing, they aggregate information about all sources of flooding - and coastal erosion where appropriate - to better inform prioritisation, decision making and work programming. These plans will shape important decisions, direct considerable investment and action, and deliver significant benefits to communities and the environment. In England, the Environment Agency leads on flooding from rivers, the sea and reservoirs, again working with partners in cross-border catchments. Lead Local Flood Authorities (LLFAs) lead on local flood risk

(surface water, ground water and non-main rivers). Responses from the consultation on Lewisham's draft local flood risk management strategy will also inform the Flood Risk Management Plan for London.

The **River Corridors Improvement Plan Supplementary Planning Document (RCIP)** will provide detailed planning policy guidance for all rivers and river corridors in the borough and is being prepared in partnership with the Environment Agency. Its purpose is to ensure that all works along the river corridors are of a high quality and guided by the protection and enhancement of local amenity. It seeks to strike a balance between the interests of environmental protection and enhancement, flood risk, housing supply and economic growth. It builds on the existing Ravensbourne Corridor Improvement Plan which looks at one section of the Ravensbourne River, from Catford to the River Thames at Deptford, and identifies how development and local initiatives can enhance its quality.

Objectives

This consultation process, supported by a communications plan aims to:

- Raise awareness of Lewisham's role and responsibilities as a Lead Local Flood Authority and the roles and responsibilities of partner organisations who are risk management authorities
- Raise awareness of the extent and type of flood risks across Lewisham
- Seek the views of local residents, businesses, communities of interest and key stakeholders on our partnership objectives and local objectives for managing flood risk
- Seek views on the measures proposed to achieve those objectives, when those measures would be implemented and their costs and benefits
- Provide an opportunity for comment on the actions proposed by the Council to help manage local flood risk through its draft six-year action plan
- Seek views on additional or alternative actions for consideration.

Strategy

Access to both the Local Flood Risk Management Strategy and River Corridors Improvement Plan consultations will primarily be online through Lewisham's Consultation Portal signposted via news items on the 'Get involved', Planning and Environment sections of the website and supported by a mix of direct mail, social media and the availability of questionnaires in libraries. It is proposed to raise awareness of both consultations to relevant groups/stakeholders using direct mail and social media.

Tactics/channels/actions

The target audiences for these consultations can be divided into two tiers, the second being mainly other risk management authorities and stakeholders whose statutory responsibilities may be impacted by the LFRMS or RCIP:

Tier one

- Lewisham residents; young people, families and parents, older people, carers, people with a physical disability, people with a sensory disability, people with a learning disability
- The business community, architects, planning consultants, property developers, private homebuilders, riparian owners
- Lewisham staff, councillors, emergency planning, public health
- Local assemblies, Local amenity groups, Young Advisors, Positive Ageing Council, voluntary & community sector, environmental/conservation groups
- Public sector partners
- Schools.

Tier two

- Environment Agency (south east region), Thames Water Utilities Ltd, Transport for London, Greater London Authority (GLA), Network Rail
- London boroughs of Bexley, Bromley & RB Greenwich as highways authorities, LB Southwark
- London Fire Brigade and other emergency responders
- Regional Flood and Coastal Committee.

A range of actions will support both consultation processes:

- A news item and signposts on the Council's website (across three key pages 'Get involved', Planning and Environment) with a link to the questionnaire via Lewisham's Consultation Portal
- Brief news items with a link to the consultation within the Lewisham Life eNewsletter and any other relevant eNewsletters issued by the Council for the duration of the consultation
- A 'News for You' item and link to the consultation aimed at Lewisham staff
- A direct email to raise awareness with a link to the consultation for councillors
- Awareness of the consultation targeted at
 - Local Assemblies participants
 - Young Advisors
 - Members of the Positive Ageing Council
- Targeted use of external networks to raise awareness and link to the consultation via email and/or social media
 - Voluntary Action Lewisham
 - 'Greenscene' Twitter account
 - Ravensbourne Catchment Improvement Group [which includes Thames 21 and the Quaggy Waterways Action Group (QUAG)]
 - South East London Flood Risk Management Group
- Direct mail to individuals/organisations who have in the past expressed an interest in Lewisham's environment and in particular its rivers and who are not currently on the Planning Policy mailing list
- Notification of the consultation to schools which have expressed an interest in the subject

- Copies of the documents and paper-based questionnaires can also be available in libraries

Controls/evaluation

The consultations are scheduled to run for six weeks and an analysis of the consultation responses will begin three weeks after the consultations open with the emerging data available. Respondents will be asked to indicate how they were made aware of the consultation along with their postcode (both optional) to understand the geographical spread of responses.

In terms of monitoring, respondents to the LFRMS will be asked to indicate that are responding as;-

- a resident of the borough
- business located in the borough
- work/study/spend time in the borough
- a land owner
- a representative of a community group/voluntary or other organisation

They will also be asked;-

- how long they have lived in the borough
- if they own or rent their accommodation (own outright; owns with mortgage or loan; part owns and part rents – shared ownership; rents)
- if you rent who is your landlord (council, housing association, housing cooperative, charitable trust social housing provider, private landlord or letting agency)
- the age group they belong to
- their gender
- if they consider they have a disability
- their ethnicity (white British background; other White background; Black and minority ethnic background; prefer not to say)
- Occupation (full time employee; part time employee; self-employed; unemployed; retired; full time carer; full time student)

Lewisham Local Flood Risk Management Strategy (LFRMS) – Introduction to consultation and consultation questions

Lewisham Council is a Lead Local Flood Authority under the Flood Risk Regulations 2009 and the Flood and Water Management Act 2010. This means the Council has a specific role and a set of responsibilities, duties and powers to help them manage flood risk from localised sources across the borough. Lewisham's Local Flood Risk Management Strategy (the Strategy) sets out how the Council along with other agencies and organisations like Thames Water and the Environment Agency (known as risk management authorities) will monitor and respond to sources of local flood risk now and into the future. It has been developed to ensure that flood risks are managed in a co-ordinated way to balance the needs of communities, the local economy and the environment.

We would like to hear the views of residents, people who work or spend time in the borough businesses and community groups on the Strategy. Your responses will help shape the final document. Your responses will also inform the Flood Risk Management Plan for London which is being developed by the Environment Agency.

In addition to the Strategy, the following documents are provided for consultation:

- Local Flood Risk Management Strategy – Non Technical Summary
- Action Plan
- Strategic Environmental Assessment
- Flood Risk Maps x 8

Lewisham's local flood risk management objectives have been developed to fit with the Council's wider strategic priorities for the borough. Locally we will:

- **avoid** inappropriate development and **promote** new-development and redevelopment that **contributes** to a reduction in flood risk elsewhere and creates environmental benefit (e.g. sustainable urban drainage systems, reduced CO2, increased biodiversity)
- work with partners to **ensure** local flood defences are maintained
- **require** river restoration, appropriate flood defence and mitigation as part of development proposals, where appropriate
- **encourage** flood risk management activities so owners of watercourses (riparian owners) and flood defence structures take action to reduce the risk to themselves, their property, and others
- continue to **improve** our understanding of flood risk and flood incidents by recording and monitoring flooding incidents to inform future work programmes
- **provide** open, transparent governance of flood risk management
- **engage** with and support local communities to value and care for the green infrastructure used to manage flood risk
- **deliver** outcomes that make best use of public resources and available sources of funding.

The Strategy sets out a range of information:

- Definition of the Council's roles and responsibilities as a lead local flood authority
- An explanation of the other risk management authorities responsible for managing flood risk from various sources
- Details of the potential sources of flood risk for the borough and identification of areas at a relatively higher risk of flooding
- The approach to managing flood risk including an action plan

Q1. Is it clear what the responsibilities of the Council are in relation to flood risk management?

2. Do you think the design and development guidelines (section 6) give a clear message to developers, landowners, community groups, the Council and other interested parties about how development near river corridors should take place.
YES NO

Borough-wide policies

3. Policy 1: Do you agree with the joined up approach to development and the aspiration of bringing rivers back to the heart of Lewisham's developments and open spaces, as set out in this policy?
YES NO

3.1 Can you think of any other benefits that an 'integrated approach' would bring?

4. Policy 2: Do you agree that Full river restoration should be the starting point for discussions about river improvements, followed by a 'sliding scale' to Partial restoration and In-channel enhancements?
YES NO

5. Policy 3: Do you agree with the aspiration for all new development to improve both visual and physical access to and along the river?
YES NO

6. Policy 4: Do you agree that all new development should treat the river as a key part of the site, the place and any public spaces?
YES NO

7. Policy 5: Do you agree that all new development should protect and improve local biodiversity?
YES NO

7.1 Do you agree with the measures set out at parts a-h of the draft policy?

YES NO

8. Policy 6: Do you agree with the approach taken to managing flood risk?
YES NO

9. Policy 7: Do you agree with the approach taken to managing and maintaining areas near rivers?
YES NO

Corridor specific policies

10. Policy 8: Do you agree with the approach taken to managing new development in the Thames River and Deptford Creek area?

YES NO

11. Policy 9: Do you agree with the approach taken to managing new development in the Ravensbourne, Pool, Quaggy and Kyd Brook areas?

YES NO

Other

Do you have any other comments on the RCIP?

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Appendix B

Draft Local Flood Risk Management Strategy – Preliminary Consultation Results		
Questions	Agree	Disagree
1. Is it clear what the responsibilities of the Council are in relation to flood risk management?	3	1
2. Are the roles and responsibilities of the other risk management authorities clearly set out in the strategy?	3	1
3. Are the local flood risk objectives clear, comprehensive and appropriate in seeking to protect the interests of local communities?	3	1
4. Do the Strategy and Flood Risk Maps give you a clear idea of the potential type and extent of flood risk across Lewisham?	3	1
5. Is it clear what actions are being considered by the Council to manage local flood risk over the next six years?	3	1
6. Does the Strategy provide a clear direction on how the Council and its partners intend to manage local flood risk in the future?	3	1
Do you have any other comments on the LFRMS?	Flood risk and river restoration must be at the centre of all urban planning going forward, not a 'bolt-on' to development.	

The consultation process with the public yielded four responses. For all the questions asked three of the four respondents supported the approaches taken within the strategy. One respondent provided a comment for each of the questions asked. These comments will be taken into account during the final preparation of the documents and many of the comments are of interest to colleagues in the Planning Policy Team.

In addition to the answers made to the online questionnaire individual responses were received from statutory consultees:

Environment Agency
 Thames Water Utilities Ltd.
 London Borough of Southwark
 Historic England
 Marine Management Organisation

Appendix B

Environment Agency (EA) summary of reply:

The EA suggested that the document may need to be clearer from the outset, which organisation is responsible for various sources of local flood risk. The EA also suggested stating that the Action Plan will inform the EA's Flood Risk Management Plan. In addition the EA suggested adding commuters to the list of beneficiaries, given that the work with TfL for the Lewisham & Catford Flood Alleviation Scheme has identified significant disruption from flooding to key regional infrastructure in the borough. They also suggested adding some additional case studies on implementing solutions to local flood risk sources through SuDS or other means.

Thames Water Utilities Ltd. summary of reply:

TWUL strongly support the use of SUDS not only to manage the potential for increased flood risk, but also to improve the quality of water entering sewers and provide the opportunity to create features which have amenity and biodiversity value in urban areas. They supported the recognition in the main document that sewer flooding is a source of flood risk. They supported the objectives of the strategy and recommended that in the section on funding, wording is amended to say:

“Thames Water Sewer and Flood Alleviation Schemes – these projects are part of Thames Water’s proposals to upgrade the sewerage system and reduce the risk of sewer flooding.”

London Borough of Southwark summary of reply:

LBS commented that the document is of high quality and represents a robust approach to flood risk management, they were positive about the sections on funding and key performance indicators. In order to strengthen the document, like the Environment Agency, LBS suggested a section providing more detail on previous or planned local flood alleviation schemes. LBS also suggested reviewing flood alleviation schemes that may provide benefits to both boroughs.

Historic England summary of reply:

HE emphasised the relevance of the historic environment to the LFRMS both with regard to threats to heritage assets from water incursion or changes to the water table, and from the potential developments or measures that may be put in place to manage flood risk. They also highlighted that flood risk management can provide certain opportunities for positive conservation.

Marine Management Organisation summary of reply:

They have no specific comments on draft LFRMS but draw attention to the role of the organisation in preparing plans for inshore and offshore waters.

Appendix C

Draft River Corridor Improvement Plan SPD – Preliminary Consultation Results		
Questions	Agree	Disagree
1. Are the aims and objectives of the RCIP clear?	8	0
2. Do you think the design and development guidelines (section 6) give a clear message to developers, landowners, community groups, the Council and other interested parties about how development near river corridors should take place?	7	1
3. Do you agree with the joined up approach to development and the aspiration of bringing rivers back to the heart of Lewisham's developments and open spaces, as set out in this policy?	8	0
4. Can you think of any other benefits that an 'integrated approach' would bring?	n/a	n/a
5. Do you agree that Full river restoration should be the starting point for discussions about river improvements, followed by a 'sliding scale' to Partial restoration and In-channel enhancements.	8	0
6. Do you agree that all new development should treat the river as a key part of the site, the place and any public spaces?	8	0
7. Do you agree with the aspiration for all new development to improve both visual and physical access to and along the river?	8	0
8. Do you agree that all new development should protect and improve local wildlife?	8	0
9. Do you agree with the measures set out at parts a-h of the draft policy?	8	0
10. Do you agree with the approach taken to managing flood risk?	8	0
11. Do you agree with the approach taken to managing and maintaining areas near rivers?	8	0
12 Do you agree with the approach taken to managing new development in the Thames River and Deptford Creek area?	8	0

Appendix C

13. Do you agree with the approach taken to managing new development in the Ravensbourne, Pool, Quaggy and Kyd Brook areas?	8	0

As can be seen above there was general support for the approach and policies in the draft SPD. Regarding question 2 the respondent did not think that section 6 was clear but did not make any suggestions for improving the document.

In addition to the answers made to the online questionnaire individual responses were received from:

Environment Agency
Historic England
Marine Management Organisation
QWAG – Quaggy Water Action Group
Transport for London

Environment Agency summary of reply. The EA support the draft SPD. Their main comment was that the SPD should be informed by the latest environmental, data and projects.

Historic England summary of reply. They support the references to the historic environment in the draft SPD. The main points raised are that the draft SPD falls short in identifying and promoting opportunities to enhance or protect the historic environment. This includes opportunities for greater access and understanding of the historic environment as shaped by the river network. In addition they consider the SPD could give more emphasis to heritage issues in particular assets such as archaeology and landscape features.

Marine Management Organisation summary of reply. They have no specific comments on draft SPD but draw attention to the role of the organisation in preparing plans for inshore and offshore waters.

Quaggy Water Action Group (QWAG) summary of reply. They provide a very detailed page by page response. This details errors and suggested corrections to the text and maps.