



## **Sustainable Development Select Committee**

### **Report title: Infrastructure Delivery Plan – Evidence base document for Lewisham Local Plan**

**Date:** 17 February 2022

**Key decision:** No

**Class:** Part 1

**Ward(s) affected:** All

**Contributors:** Head of Strategic Planning

### **Outline and recommendations**

The purpose of this report is to provide Sustainable Development Select Committee (SDSC) with an update on the Infrastructure Delivery Plan (IDP) an evidence base document for the Lewisham Local Plan.

The Sustainable Development Select Committee is recommended to:

- a. Note the progress and direction of travel to the Infrastructure Delivery Plan (Appendix A)
- b. Advise officers of any matters it wishes to be considered with regard to the content of the IDP
- c. Note the next steps and timetable for any subsequent revisions of the IDP
- d. Note the financial and legal implications set out in this report

## Timeline of engagement and decision-making

21 <sup>st</sup> January 2020	Lewisham Local Plan - Regulation 18 stage “main issues and preferred approaches” and accompanying IDP presented to Sustainable Development select Committee.
11 <sup>th</sup> March 2020	Lewisham Local Plan - Regulation 18 stage “main issues and preferred approaches” and accompanying IDP presented to Mayor and Cabinet and approved for public consultation.
25 <sup>th</sup> November 2020	Lewisham Local Plan - Regulation 18 stage “main issues and preferred approaches” and accompanying IDP presented to Council and approved for public consultation.
Jan/Apr 2021	Regulation 18 stage “main issues and preferred approaches” consultation including consultation on the IDP as a supporting document.

## 1. Summary

- 1.1. The Infrastructure Delivery Plan (IDP) is an evidence base document that has been prepared to both inform and support the delivery of the Lewisham Local Plan. The Council is preparing a new Local Plan which will cover the 20-year period from 2020 to 2040. The new Local Plan will form part of the Council’s statutory Development Plan together with the London Plan (2021) and any adopted Neighbourhood Plans. It will support the ‘Good Growth’ policies in the London Plan, and ensure that planning decisions are made in the best interests of local neighbourhoods and communities.
- 1.2. The IDP will play an important role in helping the Council and its partners to direct investment in line with the spatial strategy for the Borough, as set out in the Local Plan, recognising that Lewisham is an integral part of London. The IDP identifies the different types of infrastructure that will be required to support the levels of growth planned within the Borough over the long-term. It will be critical to ensuring that there is appropriate provision of facilities, services and infrastructure to support sustainable development in Lewisham.
- 1.3. The IDP will continue to be reviewed and updated on a regular basis, and will be treated as a ‘live’ document that will evolve over time. As such, the final draft IDP appended to this report will be subject to further amendments over the coming months, with engagement continuing with infrastructure providers and some service areas.

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## 2. Recommendations

- 2.1. The Sustainable Development Select Committee is recommended to:
  - a. Note the progress and direction of travel to the Infrastructure Delivery Plan (Appendix A)
  - b. Advise officers of any matters it wishes to be considered with regard to the content of the IDP
  - c. Note the next steps and timetable for any subsequent revisions of the IDP
  - d. Note the financial and legal implications set out in this report

## 3. Policy Context

### National Planning Policy Framework (NPPF)

- 3.1. The Government's National Planning Policy Framework (NPPF) (2021) requires all development plans to be prepared with the objective of contributing to the achievement of sustainable development, and to seek opportunities to meet the development and infrastructure needs in their area. Development plans are also expected to be shaped by early, proportionate and effective engagement between plan-makers and other stakeholders, including with infrastructure providers and statutory consultees in the area.
- 3.2. The Development Plan taken as a whole is expected to provide a spatial strategy that addresses relevant strategic priorities in the area, include adequate provision for infrastructure, and allocate sufficient sites for development, having considered cross-boundary needs/issues. All plan policies are expected to be supported by relevant, up-to-date and proportionate evidence.
- 3.3. The Government's National Planning Practice Guidance (NPPG) provides further detail regarding these requirements. The NPPG advises that to demonstrate a plan is capable of delivering strategic matters, including the provision for infrastructure, that strategic plan-making authorities should work with infrastructure providers and relevant stakeholders early in the plan making process to ensure that a collaborative approach is taken to:
  - Assess the quality and capacity of existing infrastructure, and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how those deficiencies will be addressed; and
  - Take into account the need for strategic infrastructure, including nationally significant infrastructure, within their area.
- 3.4. Strategic policy-making authorities (including the Council) are also expected to use evidence of infrastructure requirement to prepare its Infrastructure Funding Statement (IFS), setting out how developer contributions, including S106 and funding from the Community Infrastructure Levy, will be allocated alongside other funding sources to support local infrastructure delivery

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## London Plan

- 3.5. The London Plan was formally adopted in March 2021. The Plan is the regional spatial strategy for Greater London, and provides the planning framework for addressing issues of strategic importance to the Capital. London boroughs' local planning frameworks, including Local Plans, are required to be in 'general conformity' with the strategic policies set out in the London Plan.
- 3.6. In general, strategic transport infrastructure and other major infrastructure in London is identified and planned for in the London Plan, led by the Mayor of London in partnership with providers and other partners. Instances where additional work and evidence are required from boroughs on local infrastructure planning are set out in relevant London Plan policies (key relevant plan policies are highlighted in the beginning of each infrastructure section in the IDP document).
- 3.7. The London Plan places a particular requirement on boroughs to assess the capacity of existing and planned physical, environmental and social infrastructure, and to plan for the necessary improvements to support growth identified in the development plan, through the borough's infrastructure delivery plans or programmes. There is also an emphasis on boroughs to plan for and provide the necessary infrastructure along growth corridors and Opportunity Areas, advocating an area-based approach, and to engage local communities and stakeholders at an early stage.

## Duty to Co-operate

- 3.8. The Localism Act 2011 introduced new statutory obligations, known as "Duty to Co-operate", where it must be demonstrated that local authorities are engaging and working effectively throughout the plan making process with adjoining authorities, relevant strategic policy-making authorities, and prescribed bodies on strategic matters that cross administrative boundaries.
- 3.9. The IDP seeks to identify the specific infrastructure that may have cross-boundary implications and support other work relating to this requirement (including joint-working activities, the preparation and updating of Statement of Common Ground documents through the plan-making process).

## Lewisham's Corporate Strategy 2019

- 3.10. The IDP has a key role in implementing the spatial aspects of the Council's Corporate Strategy including:
- Open Lewisham - Lewisham is a welcoming place of safety for all, where we celebrate the diversity that strengthens us.
  - Tackling the housing crisis - Everyone has a decent home that is secure and affordable.
  - Building an inclusive local economy - Everyone can access high-quality job opportunities, with decent pay and security in our thriving and inclusive local economy.
  - Making Lewisham greener - Everyone enjoys our green spaces, and benefits from a healthy environment as we work to protect and improve our local environment.

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- Building safer communities - Every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.

## 4. Background

- 4.1. The Council is preparing a new Local Plan that will help guide future growth and development in the Borough over a 20-year period, from 2020 to 2040. The Infrastructure Delivery Plan (IDP) forms part of the evidence base for the new Local Plan. The IDP has been prepared to both inform and support the delivery of the Lewisham Local Plan.
- 4.2. The London Plan includes requirements for boroughs to assess the capacity of physical, environmental and social infrastructure to support growth, and to plan for the necessary infrastructure and improvements to capacity in the borough's infrastructure delivery plans and programmes. The IDP seeks to provide details on the key infrastructure requirement identified for the new draft Local Plan. It does not capture all the infrastructure required over the plan period; rather it focuses on strategic matters that underpin the delivery of the Local Plan.
- 4.3. The IDP is a 'live document', and as such captures the infrastructure need based on the best information available at the time of writing. As such, information included in the document will be subject to periodic review and updating. As strategic infrastructure priorities are likely to change over time, it is Council's intention to provide annual updates to the IDP in conjunction with the Infrastructure Funding Statement (IFS) and Authority Monitoring Report (AMR).

### Relationship with previous IDPs

- 4.4. A draft IDP was prepared to support a Regulation 18 stage public consultation on the 'Lewisham Local Plan: Main Issues and Preferred Approaches' document, which ran from 15th January to 11th April 2021. The majority of work on the draft IDP took place between quarter four of 2018 and quarter four of 2019. It was informed by the latest available studies, Council service strategies, and early-stage feedback from infrastructure providers and delivery partners.
- 4.5. One of the key issues raised by the public on the Regulation 18 stage consultation was the extent to which the plan and the IDP had adequately accounted for population trends. There were some concerns about the population growth assumptions on which the documents have been based. This was particularly in the light of potential impacts of Brexit and Covid-19, such as migration patterns.
- 4.6. Subsequent to the Regulation 18 stage consultation, the draft IDP was reviewed and updated to include the latest population projections prepared by the Greater London Authority. The projections are based on the GLA 2019 Borough Preferred Option (BPO) projection, which draws on the latest data on committed pipeline supply (i.e. unimplemented planning permissions) and planned housing development provided by the draft Local Plan (which takes into account the new annualised London Plan target of 1,667 net homes). This projection has taken into account up-to-date information including the impact of Covid-19 and data on migration, births and deaths.
- 4.7. It should be noted that these revised figures are not too dissimilar to the projections used in the last version of the IDP and the difference in population

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projections is relatively limited given the geographical scope and long-term nature of the Local Plan. A more detailed discussion on the growth assumptions is included in the draft final IDP (Appendix A), Section 2, paragraphs 2.11-2.18

- 4.8. Officers have re-issued the draft IDP in November 2021 to internal and external stakeholders for their review, in particular, to provide an opportunity to consider the revised population projections and infrastructure requirements. This version of the 'draft final' IDP has been updated taking account of feedback received to-date from these latest rounds of stakeholder consultation and engagement. Where updates are awaited, the text has been left unaltered from the last iteration.
- 4.9. At the time of writing this SDSC report the revisions to the IDP are focused around green infrastructure, emergency services including policing and community safety, utilities including energy and water infrastructure.
- 4.10. We are continuing to engage with other key stakeholders including Health, Education and Communities; and whilst revisions have yet to be agreed for these respective sub-sections of the IDP, they are expected by spring 2022 and will be incorporated into the final draft of the IDP for consideration by M&C and Council as part of the sign off process for the Regulation 19 ('proposed submission' Local Plan) stage of public consultation.

## 5. IDP Contents

### Aim and Scope of the IDP

- 5.1. The aim of this IDP is to support the Council's strategic infrastructure planning activities and to provide a joined-up approach to the planning of strategic infrastructure for the new Local Plan. Infrastructure planning is often complex, involving a wide range of organisations and bodies operating at different geographical levels and working to different timescales and delivery objectives. The IDP supports the Council's Local Plan process by bringing together relevant information and by clearly identifying the key strategic infrastructure requirement to support growth in the area, as well as arrangements for delivery, where known.
- 5.2. The main output from the IDP work is an updated Infrastructure Delivery Schedule (IDS) – a list of the strategic infrastructure requirements that have been identified or committed by infrastructure providers to support the delivery of the Local Plan. The IDS will seek to capture the following information wherever possible:
  - What the infrastructure proposal or project entails;
  - The lead organisation responsible for its delivery;
  - The location(s) identified for the infrastructure proposal or project;
  - The expected timescale for delivery (with regards to the Local Plan); and
  - The estimated cost/funding requirement for its delivery

### Structure of the IDP

- 5.3. The IDP is organised into six main sections:

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- **Sections 1** provides an introduction including the **aims and scope** of the document
- **Section 2** addresses the policy context of **planning for infrastructure delivery** through the plan making process;
- **Section 3** addresses the Council's current **social infrastructure** provision across the borough, and forecast infrastructure requirement to 2040;
- **Section 4** addresses the Council's current **green infrastructure** provision across the borough, and forecast infrastructure requirement to 2040;
- **Section 5** addresses the Council's current **transport infrastructure** provision across the borough, and forecast infrastructure requirement to 2040;
- **Section 6** addresses the Council's current **sustainable infrastructure** and utilities provision across the borough, and forecast infrastructure requirement to 2040;
- **Appendix A** provides a list of **sources of information** that were used to prepare this document.

## 6. Response to SDSC meeting Nov 2021 on the Local Plan

6.1. At its meeting on the 23rd November 2021, Sustainable Development Select Committee resolved that the committee would refer its views to Mayor and Cabinet as follows:

- The Committee welcomes the updates to the Local Plan and it congratulates the planning team for its efforts in engaging with residents – particularly in the context of the difficulties posed by the global pandemic. The Committee believes that the benefits of the online engagement carried out should be captured, the valuable lessons learned and that the good practice identified should be disseminated across the Council. Members also note and welcome the work to ensure seldom heard voices are given further opportunity to feed into this key place making document.
- The Committee notes the motion of full Council supporting the creation of an integrated district park in Grove Park as an essential part of the borough's green infrastructure.
- The Committee recommends that the Grove Park District Park should be specifically named and included in the Lewisham Local Plan as well as the updated Infrastructure Delivery Plan (which supports the Local Plan).
- The Committee also recommends that the Grove Park District Park should be included in Lewisham's strategic infrastructure list of green infrastructure.
- Furthermore, the Committee believes that all of the borough's sites of importance for nature conservation (SINCs) should be individually named.

6.2. As part of the revision to the IDP officers have included the Railway Children urban park as a key project within the strategic infrastructure list for Green Infrastructure. Please refer to page 61.

## 7. Next Steps

7.1. We will continue to work with our internal and external stakeholders to incorporate any revisions into the final draft of the IDP for consideration by M&C

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and Council as part of the sign off process for the Regulation 19 draft Local Plan stage.

## 8. Financial implications

- 8.1. There are no direct financial implications arising from this report.
- 8.2. All delivery partners are encouraged to ensure infrastructure which is required to support development is noted within the IDP. It is intended that the IDP becomes more of a delivery document which sets out a pipeline of identified projects which support growth. In the future, the Council intends to align its capital programme with developer contributions.
- 8.3. To ensure each project seeking to use s106 or CIL monies supports growth and aligns with our infrastructure priorities or will mitigate the impact of a development, they are required to demonstrate how they align with the Corporate Strategy, Local Plan growth, departmental strategy or IDP.

## 9. Legal implications

- 9.1. A key part of the Local Plan process is ensuring that there is sufficient infrastructure to support the spatial development of the Borough and to support and contribute to sustainable communities. National and regional planning policy and guidance also identifies the importance of infrastructure. As such the IDP document has been prepared in line with the National Planning Policy Framework (NPPF), National Planning Practice Guidance (NPPG) and the London Plan 2021 as set out in Section 3 of this report
- 9.2. The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 9.3. 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 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.
- 9.4. It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed at 11.5 above.
- 9.5. The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor

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must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

9.6. The Equality and Human Rights Commission has 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:

- <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codes-practice>
- <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>

9.7. The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

- The essential guide to the public sector equality duty
- Meeting the equality duty in policy and decision-making
- Engagement and the equality duty: A guide for public authorities
- Objectives and the equality duty. A guide for public authorities
- Equality Information and the Equality Duty: A Guide for Public Authorities

9.8. 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:

- <https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance>

## **10. Equalities implications**

10.1. The Council’s Comprehensive Equality Scheme for 2016-20 provides an overarching framework and focus for the Council’s work on equalities and helps ensure compliance with the Equality Act 2010.

10.2. The preparation of the Local Plan is being informed by an Integrated Impact Assessment which includes an Equalities Impact Assessment.

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## **11. Climate change and environmental implications**

- 11.1. Lewisham council is one of the first local authorities in the UK to declare a climate emergency. This declaration has been made recognising that a changing climate will have severe and enduring social, economic and environmental implications, and that tackling climate change is an issue of inequality as the greatest impact will be on the most vulnerable and those least able to protect themselves. A strategic and coordinated approach to addressing climate change is necessary. Collaborative action will need to be pursued by authorities at different levels and across administrative boundaries – in London, the UK and beyond – in order to realise significant positive gains in carbon reduction and to limit global warming. At the same time it is imperative that Lewisham’s communities are made more resilient to the on-going effects of climate change. We are committed to accelerating action on climate change understanding that locally specific responses are urgently needed to help address this global issue in a meaningful way, and that local authorities will need to show more leadership in this regard.
- 11.2. The IDP will play an important role in helping the Borough respond to the climate emergency. It identifies the different types of infrastructure that will be required to support the levels of growth planned within the Borough over the long-term. It will be critical to ensuring that there is appropriate provision of facilities, services and infrastructure to support sustainable development in Lewisham.

## **12. Crime and disorder implications**

- 12.1. There are no direct crime and disorder implications arising from this report.

## **13. Health and wellbeing implications**

- 13.1. The production of the Local Plan documents may have health and wellbeing implications. These will be considered during the plan-making process for Local Plan documents through the preparation of Integrated Impact Assessments. These consolidate different types of assessment into a single process, including Strategic Environmental Assessment, Sustainability Appraisal, Equality Impact Assessment (EqIA) and Health Impact Assessment.

## **14. Background papers**

- 14.1. Report to Mayor and Cabinet 11<sup>th</sup> March 2020.  
<https://councilmeetings.lewisham.gov.uk/ieListDocuments.aspx?CId=139&MIId=5696&Ver=4>
- 14.2. Report to Council 25<sup>th</sup> November 2020.  
<https://councilmeetings.lewisham.gov.uk/documents/s76130/Approval%20of%20the%20draft%20Local%20Plan%20for%20public%20consultation.pdf>
- 14.3. Lewisham’s existing adopted Local Development Framework.  
<https://lewisham.gov.uk/myservices/planning/policy/ldf> Which includes:
- Core Strategy 2011

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- Development Management Local Plan 2014
- Site Allocations Local Plan 2013
- Lewisham Town Centre Local Plan 2014

14.4. Lewisham adopted IDP.

<https://lewisham.gov.uk/myserVICES/planning/policy/planning/lewisham-infrastructure-delivery-plan--idp---framework-document>

14.5. The current adopted London Plan 2021. <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/london-plan-2021>

14.6. The intend to publish London Plan 2019. <https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/intend-publish-london-plan-2019>

14.7. National Planning Policy Framework 2019.

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

14.8. Lewisham Local Plan Regulation 18 Stage “main issues and preferred approaches” document.

<https://lewisham.gov.uk/myserVICES/planning/policy/planning/about-the-lewisham-local-plan>

14.9. Lewisham draft Local Plan website including access to all evidence base documents. [https://lewisham.gov.uk/myserVICES/planning/policy/adopted-local-plan/evidence-base`](https://lewisham.gov.uk/myserVICES/planning/policy/adopted-local-plan/evidence-base)

## **15. Report author and contact**

15.1. David Syme

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## **16. Comments for and on behalf of the Executive Director for Corporate Resources**

16.1. Shola Ojo – Principal Accountant, Financial Services

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## **17. Comments for and on behalf of the Director of Law, Governance and HR**

17.1. Joy – Joy Ukadike, Senior Planning Lawyer

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