

# Merton Council

## Sustainable Communities

### Overview and Scrutiny

#### Panel



Date: 23 February 2023

Time: 7.15 pm

Venue: Council chamber - Merton Civic Centre, London Road, Morden SM4 5DX

#### AGENDA

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## Sustainable Communities Overview and Scrutiny Panel Membership

### Councillors:

Stuart Neaverson (Chair)  
Daniel Holden (Vice-Chair)  
John Braithwaite  
Caroline Charles  
Anthony Fairclough  
Dan Johnston  
Gill Manly  
Stephen Mercer  
Martin Whelton  
James Williscroft  
Victoria Wilson

### Substitute Members:

Edward Foley  
Klaar Dresselaers  
Slawek Szczepanski  
Samantha MacArthur  
Max Austin

### Note on declarations of interest

Members are advised to declare any Disclosable Pecuniary Interest in any matter to be considered at the meeting. If a pecuniary interest is declared they should withdraw from the meeting room during the whole of the consideration of that matter and must not participate in any vote on that matter. For further advice please speak with the Managing Director, South London Legal Partnership.

### What is Overview and Scrutiny?

Overview and Scrutiny describes the way Merton's scrutiny councillors hold the Council's Executive (the Cabinet) to account to make sure that they take the right decisions for the Borough. Scrutiny panels also carry out reviews of Council services or issues to identify ways the Council can improve or develop new policy to meet the needs of local people. From May 2008, the Overview & Scrutiny Commission and Panels have been restructured and the Panels renamed to reflect the Local Area Agreement strategic themes.

Scrutiny's work falls into four broad areas:

- ⇒ **Call-in:** If three (non-executive) councillors feel that a decision made by the Cabinet is inappropriate they can 'call the decision in' after it has been made to prevent the decision taking immediate effect. They can then interview the Cabinet Member or Council Officers and make recommendations to the decision-maker suggesting improvements.
- ⇒ **Policy Reviews:** The panels carry out detailed, evidence-based assessments of Council services or issues that affect the lives of local people. At the end of the review the panels issue a report setting out their findings and recommendations for improvement and present it to Cabinet and other partner agencies. During the reviews, panels will gather information, evidence and opinions from Council officers, external bodies and organisations and members of the public to help them understand the key issues relating to the review topic.
- ⇒ **One-Off Reviews:** Panels often want to have a quick, one-off review of a topic and will ask Council officers to come and speak to them about a particular service or issue before making recommendations to the Cabinet.
- ⇒ **Scrutiny of Council Documents:** Panels also examine key Council documents, such as the budget, the Business Plan and the Best Value Performance Plan.

Scrutiny panels need the help of local people, partners and community groups to make sure that Merton delivers effective services. If you think there is something that scrutiny should look at, or have views on current reviews being carried out by scrutiny, let us know.

For more information, please contact the Scrutiny Team on 020 8545 4035 or by e-mail on [scrutiny@merton.gov.uk](mailto:scrutiny@merton.gov.uk). Alternatively, visit [www.merton.gov.uk/scrutiny](http://www.merton.gov.uk/scrutiny)

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# Agenda Item 3

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## SUSTAINABLE COMMUNITIES OVERVIEW AND SCRUTINY PANEL

13 FEBRUARY 2023

(7.15 pm - 9.00 pm)

PRESENT Councillors Councillor Stuart Neaverson (in the Chair), Councillor Daniel Holden, Councillor John Braithwaite, Councillor Caroline Charles, Councillor Dan Johnston, Councillor Stephen Mercer, Councillor Martin Whelton and Councillor James Williscroft

Adrian Ash (Interim Director, Environment and Regeneration), Charles Baker (Waste Strategy and Commissioning Manager), John Bosley (Assistant Director Public Space Contracts and Commissioning), Matt Burrows (Head of Communications and Customer Experience), Zoe Church (Head of Business Planning) and Roger Kershaw (Interim Executive Director of Finance and Digital)

### 1 APOLOGIES FOR ABSENCE (Agenda Item 1)

Apologies were received from:

Cllr Anthony Fairclough (with Cllr MacArthur as substitute)  
Cllr Victoria Wilson (with Cllr Dresselaers as substitute)  
Cllr Gill Manly (with Cllr Slawek [Szczepanski](#) as substitute).

### 2 DECLARATIONS OF PECUNIARY INTEREST (Agenda Item 2)

There were no declarations of pecuniary interest.

### 3 MINUTES OF THE PREVIOUS MEETING (Agenda Item 3)

The minutes were agreed as a true and accurate record of the previous meeting, with one addition as below.

“The Panel requested Cabinet identify timescales for the Idverde recommendations. Cllr Natasha Irons, Cabinet Member for Local environment, agreed to return to the Panel in June with timeframes for these, with the caveat that the timeframes presented back could change”.

### 4 WASTE AND STREET CLEANSING (Agenda Item 4)

The item was introduced by Cllr Natasha Irons, [Cabinet Member for Local Environment, Green Spaces and Climate Change](#).

Paper focuses on delivery model, not spec (that will be the next phase).  
Current satisfaction rates are 63% satisfaction rate for waste collection and 30% for street cleaning.

Various options were considered – insourcing, outsourcing, joint venture, arm's length. All options were analysed based on BAU (business as usual) and the recommendation is to split the service. Contracting out collections will give us more resilience and the opportunity to use the technical know how of the wider industry. Also, we don't have the capacity to bring that service in house. This recommendation will also enable us to take control of street cleaning.

The Chair invited questions on the review in general - so looking at how the review was put together, the considerations in the choices of services put forward to scrutinise etc. In response to Panel Member's questions, the Cabinet Member for Local Environment, Green Spaces, and Climate Change gave further information:

- We will ensure we develop a long transition period and a robust exit plan from Veolia, ideally beginning ten months before the end date of the contract.
- SLWP advised boroughs to go their own separate ways and take control of services within their own boroughs. Different streets, different needs etc.
- Bulking, haulage will still be joint.
- Cheapest option is to bring in-house, but we do not have the technical capacity to do that.
- Costs may go up in the second phase (in terms of putting more resources in).
- Merton sized operation would be of interest to the open market. Commercial opportunity.
- The consultation results have shaped the approach massively.

The Chair invited questions on the assessment of the best value solutions- how the council carried out its analysis of the options put forward such as the metrics it chose to look at it etc. The Cabinet Member for Local Environment, Green Spaces and Climate Change and the Assistant Director of Public Space provided further information.

- Reputational impact is a concern and weighted at 12%, though not as high as finance, weighted at 17.5%.
- Deliver a waste service that keeps Merton clean and tackles environmental challenges and responds to what our residents need.
- Other Local Authorities have more than one service provider for their waste and recycling services.
- The matrix needed to compare like-for-like and therefore we had to compare both services against the same set of criteria and same weighting.
- Flexibility and adaptability are great benefits of developing our own core service.

The Chair invited questions on the preferred choices put forward by the report and the financial implications/workforce etc

- We will offer an eight-year contract with a four-year break clause to offer certainty to provider.
- There will be in house robust monitoring from day one with an ambition to have the same robust metrics for both services. Merton Client team will monitor commissioned service and in house service and we will be transparent about inspection regime.
- Decarbonisation, electrification of vehicles is a hugely expensive investment.
- Government's Environment Bill still in progress. Cannot make an investment in soft plastics until we know outcomes of that legislation and the impact on the service.
- Merton terms and conditions for employees and those contracted out. – Leader and Cabinet member have met with Unison and scheduled to meet with GMB and other trade unions.
- Spec will include PROW.

The Chair invited recommendations from the Panel.

A Panel Member asked if the spec for waste collections could be presented to the Sustainable Communities Panel before going out to tender. The Assistant Director for Public Space responded that there are statutory requirements for the waste specification and the spec will need to be provided to GLA by a certain deadline. The street cleaning spec, however, could come to Panel as we have 18 months to mobilise and develop that service.

There are two separate timelines for the services and subject to dialogue with external market and Cabinet before awarding any contract, there are several interjections where scrutiny could play a role.

The Panel RESOLVED (all votes in favour) to send the following recommendations to Cabinet.

1. This Panel recommends that further details of the contract specifications for each service are brought back to a future Sustainable Communities Panel at an appropriate time.
2. That street sweeping schedules are published on the Merton website.
3. That 'prioritising street sweeping after bin collection' should be included in the specification.
4. The Council continue the work already underway in support of Net Zero by 2030, ensuring that the waste collection contract agreed will state that the vehicle fleet needs to be carbon neutral by 2030.
5. The Panel requests that performance monitoring officers come up with a process for the Sustainable Communities Panel can feed in and scrutinise contract performance.
6. This Panel recommends that the Council introduces ward-based dashboards for identifying fly tip hot spots.
7. That the Cabinet Member for Local Environment, Green Spaces and Climate Change returns to the Sustainable Communities Panel once the Environment Bill and legislation has been published.

Actions:

- Bulky Waste - The Cabinet Member agreed to return with a report/further detail on bulky waste collection when sharing the service specifications. There are cost implications and the Mobile Garth Road Scheme that we are going to pilot will hopefully bridge the gap.
- As above, the removal of graffiti will be revisited with the Panel when working on the specification.

A Panel member asked whether the Clarion Housing model to install underground waste bins in some of the newer blocks in the high path estate, could be rolled out further and extended to areas where it's suitable (flats above shops for example). The Cabinet Member explained that again, we need to see what the Environment Bill contains because it would require investment in heavy infrastructure.

The Chair brought the meeting to a close and thanked everyone for attending.

5 RESIDENT INSIGHT REPORT (Agenda Item 4a)

This was taken with Item 4.

6 EXEMPT APPENDIX A (Agenda Item 5)

This was taken with Item 4.

## Sustainable Communities Overview & Scrutiny Panel – Action Log 2023

Area	Recommendation	Status	Officer notes	Cabinet date
Tree Strategy (Idverde)	The Panel recommended that the Council's Tree Strategy is reviewed and updated to include how new trees are established and how all trees are maintained	Green	The tree strategy is currently being undertaken. The strategy will be delivered in two parts with the first phase concentrating on Council-owned assets, maintenance regimes and risk management. The second phase will take into context private tree assets, planning considerations and the wider urban forest.	09/11/2021
Green Spaces (Idverde)	The Panel recommends that the Council create an overarching Green Spaces strategy in line with the Council's climate commitment and with a focus on community wellbeing	Amber	Cabinet Member updated at 19.01.23 that there has been a delay- it links to the wider green strategy across London. We're waiting for that guidance so that we can ensure we are feeding into a pan London approach.	09/11/2021
Idverde	The Panel recommends to Cabinet that the Council should consider developing a 'One Stop Shop' web-based reporting system to make it easier for our residents to report any issues relating to parks, waste and public spaces in one place and bring an update on this to the SC Panel AND To display signage in parks informing residents on how to report issues and express their views	Amber	Cabinet Member updated at 19.01.23 that Fix my street/reporting will be extended to parks and green spaces.	09/11/2021
Idverde	The Panel requested quarterly updates from officers on the performance of Idverde (as part of the standing performance monitoring item)	Amber	The Assistant Director for Public Space committed to meeting with Chair to agree on how performance will be reported to the Sustainable Communities Panel going forward e.g., a dashboard overview.	09/11/2021
Idverde	The Panel requested Cabinet identify timescales for the Idverde recommendations. Cabinet Member agreed to return to the Panel in June with timeframes for these, with the caveat that the timeframes presented back could change.	Amber	Add Idverde item to June 2023 agenda.	N/A

Area	Recommendation	Status	Officer notes	Cabinet date
Flooding	The Thames Water independent review of the flooding to be shared with the Panel once received.	Green	To be presented to 23 February Panel	N/A
Tenants Champion	See reference for full details.	Green	Cabinet response here: <a href="https://democracy.merton.gov.uk/documents/s48404/Housing%20enforcement%20and%20the%20tenants%20champion%20role%20002.pdf">https://democracy.merton.gov.uk/documents/s48404/Housing%20enforcement%20and%20the%20tenants%20champion%20role%20002.pdf</a>	19/09/2022
Fly tipping	Considering lack of access to disposal facilities is a driver, the Panel RESOLVED that "This panel requests Cabinet consider ways of bringing the collection of waste closer to the community	Green	The recommendation made by the Panel was welcomed by Cabinet and contributes to the existing developments being made to the service.	19/09/2022
School Streets	The Council explore the possibility for planters and particular features that make it clear it is a school street.	Pending	Scheduled for Cabinet 20/03/23	
School Streets	Cabinet to review the communication of zones including term times in school streets	Pending	Scheduled for Cabinet 20/03/23	
Active Travel	Cabinet looks at resourcing for and prioritise the walking and cycling master plan.	Pending	Scheduled for Cabinet 20/03/23	
Active Travel	Recommend to Cabinet that they examine any potential quick wins that are already identified and still relevant.	Pending	Scheduled for Cabinet 20/03/23	
Clarion Housing	This Panel recommends that it be a default procedure for all repairs to have before and after pictures.	Pending	Scheduled for Cabinet 20/02/23	
Clarion Housing	This Panel recommends that Clarion, at least once a quarter, help advertise the Resident Association meetings, including where and when they will be held, and that resident associations are allowed access to the communal boards for them to advertise these meetings.	Pending	Scheduled for Cabinet 20/02/23	
Clarion Housing	This panel request that Clarion report back on the improvements it makes to communications around	Pending	Scheduled for Cabinet 20/02/23	






Area	Recommendation	Status	Officer notes	Cabinet date
	repairs and update the panel at the next session they are due to report at.			
Clarion Housing	Clarion commit to review all their Merton properties with regards to retrofitting and improving their energy efficiency.	Pending	Scheduled for Cabinet 20/02/23	
Clarion Housing	The panel recommends that Clarion undertakes a review of all empty or unused Community spaces so that some, if usable, can be allocated for use by resident associations.	Pending	Scheduled for Cabinet 20/02/23	
Clarion Housing	Clarion to review its protocols for communicating with freeholders and leaseholders on its properties with regards to complaints and repair response times.	Pending	Scheduled for Cabinet 20/02/23	
Clarion Housing	Recommend greater transparency published about individual estates data on repairs and the satisfaction rates from residents.	Pending	Scheduled for Cabinet 20/02/23	
Waste & Recycling	This Panel recommends that further details of the contract specifications for each service are brought back to a future Sustainable Communities Panel at an appropriate time.	Pending	Scheduled for Cabinet 20/02/23	
Waste & Recycling	That street sweeping schedules are published on the Merton website	Pending	Scheduled for Cabinet 20/02/23	
Waste & Recycling	That 'prioritising street sweeping after bin collection' should be included in the specification.	Pending	Scheduled for Cabinet 20/02/23	
Waste & Recycling	The Council continue the work already underway in support of Net Zero by 2030, ensuring that the waste collection contract agreed will state that the vehicle fleet needs to be carbon neutral by 2030.	Pending	Scheduled for Cabinet 20/02/23	
Waste & Recycling	The Panel requests that performance monitoring officers come up with a process for the Sustainable Communities Panel can feed in and scrutinise contract performance.	Pending	Scheduled for Cabinet 20/02/23	

Area	Recommendation	Status	Officer notes	Cabinet date
Waste & Recycling	This Panel recommends that the Council introduces ward-based dashboards for identifying fly tip hot spots.	Pending	Scheduled for Cabinet 20/02/23	
Waste & Recycling	That the Cabinet Member for Local Environment, Green Spaces and Climate Change returns to the Sustainable Communities Panel once the Environment Bill and legislation has been published.	Pending	Scheduled for Cabinet 20/02/23	



# Agenda Item 5

## Key to performance information

Key		
	Red signifies that current YTD performance is below target by more than the specified target deviation.	
	Amber signifies that current YTD performance is below target, but remains within the specified target deviation.	
	Green signifies that the current YTD target has been met, or exceeded.	
DNR	DNR signifies that data was not received by deadline.	
Short trend arrows		Show whether performance for the period is improving (up) or deteriorating (down) compared to last month.
Long trend arrows		Show whether performance for the period is improving (up) or deteriorating (down) compared to the average past two years performance (where available)
CRP	Corporate plan measure	These are critical measures decided by CMT.
SP	Service Plan measures	These are measures derived from the individual Service Plans produced by the teams annually.

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## E&R Public Protection performance report

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
<b>Parking</b>											
Parking	CRP 044 Parking services estimated revenue (Monthly)	1,446,290	1,927,022				14,765,607	17,343,198			
Parking	SP 258 Sickness- No of days per FTE from snapshot report (parking) (Monthly)	0.72	0.67				11.61	5.99			
Parking	SP 509 % of Permits applied/processed online (Monthly)	99%	98%				96.89%	98%			
Parking	SP 510 % of PCN Appeals received online (Monthly)	81%	83%				81.33%	83%			
Parking	SP 511 Blue Badge Inspections - cumulative (Monthly)	24	11				313	99			
Parking	SP 512 Total cashless usage against cash payments at machines (Monthly)	87%	75%				89.11%	75%			
Parking	SP 513 Percentage of cases 'heard' and won at ETA (Quarterly)	Quarterly measure					78%	79%			
<b>Regulatory services</b>											
Regulatory Services	CRP 120 / SP 562 % of Regulatory Services service requests with an initial response within the "defined timescale" (Quarterly)	Quarterly measure					72.76%	90%			
Regulatory Services	CRP 121 / SP 565 Number of monitoring stations that meet annual Particulate air quality objectives (Annual)	Annual measure					N/A	1	N/A	N/A	N/A
Regulatory Services	CRP 122 / SP 566 Number of monitoring stations measuring below the Nitrogen Dioxide air quality objectives (Annual)	Annual measure					N/A	50	N/A	N/A	N/A
Regulatory Services	DATA 010 Safeguarding older people - number of cases investigated and intervene in cases of residents being targeted by financial scams and abuse (Quarterly)	Quarterly measure					105	Data only			
Regulatory	DATA 011 Number of new high risk massage and special	Quarterly measure					4	Data only			

Dept.	PI Code & Description	Dec 2022					2022/23						
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend		
Services	treatment premises inspections carried out within 20 working days of the premises being ready to trade												
Regulatory Services	DATA 012 Number of Air Quality Audits (using GLA toolkit) of schools, prioritising those in the highest pollution areas (Quarterly)	Quarterly measure					8	Data only					
Regulatory Services	SP 521 Total % compliance of non-road mobile machinery on major construction sites with GLA emissions standards	Annual measure					N/A	95%	N/A	N/A	N/A		
Regulatory Services	SP 561 Percentage of alcohol and regulated entertainment licences issued within 10 working days of the conclusion of the 28 day consultation period, excluding those that are subject to a licensing hearing	Quarterly measure					94.67%	95%					
Regulatory Services	SP 564 High risk A & B and non-compliant C-rated food establishments due for inspection completed (Annual)	Annual measure					N/A	100%	N/A	N/A	N/A		

## E&R Public Spaces

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
<b>Waste Services</b>											
Waste Management & Cleansing	CRP 097 / SP 065 % Household waste recycled and composted (Monthly in arrears)	42.8%	50%				43.24%	45%			
Waste Management & Cleansing	CRP 103 / SP 454 % of fly-tips removed within 24 hours (Monthly)	89.5%	95%				85.88%	95%			
Waste Management & Cleansing	CRP 123 / SP 567 % of sites surveyed on local street inspections for litter that meet the required standard (Monthly) and quarterly in line with NI 195 reporting	81.2%	87%				83.93%	87%			
Waste Management & Cleansing	CRP 124 / SP 568 % of street reports rectified within the contract standard time frame	65.5%	90%				49.69%	90%			

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
Waste Management & Cleansing	CRP 125 / SP 570 % of sites surveyed that meet the required standard for detritus	Quarterly measure					84.67%	80%			
Waste Management & Cleansing	CRP 126 / SP 573 Number of refuse collections including recycling and kitchen waste (excluding garden waste) missed per 100,000 (Monthly)	52.5	80				102.14	80			
Waste Management & Cleansing	DATA 013 Number of street cleansing site inspections undertaken by Client team (target 868 per month, 10,416 per year) (Monthly)	672	Data only				6,839	Data only			
Waste Management & Cleansing	DATA 016 Number of Environmental Enforcement incidents formally (NOT formerly) processed (Monthly)	343	Data only				3,686	Data only			
Waste Management & Cleansing	SP 064 % Residents satisfied with refuse collection (Annual) (ARS)	Annual measure					N/A	75%	N/A	N/A	N/A
Waste Management & Cleansing	SP 066 Residual waste kg per household (Monthly in arrear)	41.84	39.5				322.48	316.5			
Waste Management & Cleansing	SP 067 % Municipal solid waste sent to landfill (waste management & commercial waste) (Monthly in arrear)	5%	6%				4%	6%			
Waste Management & Cleansing	SP 262 % Residents satisfied with recycling facilities (Annual) (ARS)	Annual measure					N/A	75%	N/A	N/A	N/A
Waste Management & Cleansing	SP 269 % Residents satisfied with street cleanliness (Annual) (ARS)	Annual measure					N/A	57%	N/A	N/A	N/A
Waste Management & Cleansing	SP 354 Total waste arising per households (KGs) (Monthly in arrear)	73.14	75				568.15	600			
Waste Management & Cleansing	SP 407 % FPN's issued that have been paid	59.64%	70%				60.12%	70%			
Waste Management & Cleansing	SP 485 No. of fly-tips in streets and parks recorded by Contractor (Monthly)	1,106	1,500				13,702	13,500			
Waste Management & Cleansing	SP 569 % of sites surveyed that meet the required standard for weeds (Quarterly)	Quarterly measure					90.5%	90%			

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
Waste Management & Cleansing	SP 571 % of sites surveyed that meet the required standard for graffiti (Quarterly)	Quarterly measure					92.83%	95%			
Waste Management & Cleansing	SP 572 % of sites surveyed that meet the required standard for flyposting (Quarterly)	Quarterly measure					99.01%	97%			
Waste Management & Cleansing	SP 574 Resident satisfaction with the Household Re-use and recycling facility (Garth Road)	Annual measure					N/A	75%	N/A	N/A	N/A
<b>Greenspaces</b>											
Parks and Green Spaces	CRP 119 / SP 558 Average Performance Quality Score (Litter and Cleansing Standards)	Quarterly measure					4.91	4.95			
Page 14 Parks and Green Spaces	SP 026 % of residents who rate parks & green spaces as good or very good (Annual) (ARS)	Annual measure					N/A	79%	N/A	N/A	N/A
Parks and Green Spaces	SP 027 Young peoples % satisfaction with parks & green spaces (Annual) (ARS)	Annual measure					N/A	87%	N/A	N/A	N/A
Parks and Green Spaces	SP 032 No. of Green Flags (Annual)	Annual measure					N/A	7	N/A	N/A	N/A
Parks and Green Spaces;	SP 318 No. of outdoor events in parks	2	0				74	187			
Parks and Green Spaces	SP 514 Income from outdoor events in parks (	Annual measure					N/A	£560,000	N/A	N/A	N/A
Parks and Green Spaces	SP 515 Average Performance Quality Score (Grounds Maintenance Standards) (Annual)	Annual measure					N/A	4.9	N/A	N/A	N/A
Parks and Green Spaces	SP 517 Number of street trees planted	Annual measure					N/A	245	N/A	N/A	N/A
Parks and Green Spaces	SP 557 Average Performance Quality Score (Grass Verge Standards) (Quarterly)	Quarterly measure					4.89	4.5			
Parks and Green Spaces	SP 559 % of tree works commissions completed within SLA (30 days) (Quarterly)	Quarterly measure					89%	87%			
Parks and Green Spaces	SP 560 Number of friends and similar groups volunteering within Merton's parks and open spaces (Annual)	Annual measure					N/A	30	N/A	N/A	N/A
<b>Transport</b>											

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
Transport	SP 456 Days lost to sickness absence - Transport (cumulative) (Monthly)	7.7	0.75				53.14	6.75			
Transport	SP 136 Average % time passenger vehicles in use (transport passenger fleet) (Annual)	Annual measure					N/A	85%	N/A	N/A	N/A
Transport	SP 137 % User satisfaction survey (transport passenger fleet) (Annual)	Annual measure					N/A	97%	N/A	N/A	N/A
Transport	SP 271 In-house journey that meet timescales (transport passenger fleet) (Annual)	Annual measure					N/A	85%	N/A	N/A	N/A
Transport	SP 526 % of Council fleet using diesel fuel	Annual measure					N/A	80%	N/A	N/A	N/A
<b>Leisure</b>											
Leisure	SP 251 Income from Watersports Centre	£1,491	£0				£334,898	£377,500			
Leisure	SP 349 14 to 25 year old fitness centre participation at leisure centres (Monthly)	7,148	5,678				83,421	64,490			
Leisure	SP 405 No. of Leisure Centre users (Monthly)	68,181	63,980				793,655	654,375			
Leisure	SP 406 No. of Polka Theatre users (cumulative)	Quarterly measure					82,783	14,720			

## E&R Sustainable Communities

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend

Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
<b>Development and Building Control</b>											
Development and Building Control	CRP 045 / SP 118 Income (Development and Building Control) (Monthly)	791,516	166,036				1,666,047	1,494,324			
Development and Building Control	CRP 051 / SP 114 % Major applications processed within 13 weeks or within agreed timescales (Monthly)	100%	81%		N/A		85.67%	81%			
Development and Building Control	CRP 052 / SP 115 % of minor planning applications determined within 8 weeks or within agreed timescales	89.66%	73%				65.79%	72%			
Development and Building Control	CRP 053 / SP 116 % of 'other' planning applications determined within 8 weeks or within agreed timescales	96.08%	84%				75.19%	83%			
Development and Building Control	SP 040 % Market share retained by LA (Building Control) (	46.67%	55%				41.13%	55%			
Development and Building Control	SP 113 No. of planning enforcement cases closed (Monthly)	18	45				528	405			
Development and Building Control	SP 117 % appeals lost (Development & Building Control) (Quarterly)	Quarterly measure					19.17%	35%			
Development and Building Control	DATA 007 /SP 414 Volume of planning applications (Monthly)	208	Data only				2,580	Data only			
Development and Building Control	SP 380 No. of backlog planning enforcement cases (Monthly)	319	300				319	300			
<b>Future Merton</b>											
Future Merton	CRP 096 / SP 020 New Homes (Annual)	Annual measure					N/A	918	N/A	N/A	N/A
Future Merton	CRP 101 / SP 389 Carriageway condition - unclassified roads, % not defective (annual)	Annual measure					N/A	75%	N/A	N/A	N/A
Future Merton	CRP 108 / SP 475 Number of publicly available Electric Vehicles Charging Points available to Merton Residents	Annual measure					N/A	250	N/A	N/A	N/A
Future Merton	DATA 008 Streetworks - number of utility works overrun incidents (FPN issued) (Monthly)	12	Data only				94	Data only			
Future Merton	DATA 009 £ fines from Streetworks FPNs (Monthly)	16,420	Data				106,630	Data only			



Dept.	PI Code & Description	Dec 2022					2022/23				
		Value	Target	Status	Short Trend	Long Trend	Value	Target	Status	Short Trend	Long Trend
			only								
Future Merton	SP 327 % Emergency callouts attended within 2 hours (traffic & highways) (Monthly)	DNR	98%	DNR	?	?	DNR	98%	DNR	-	-
Future Merton	SP 328 % Streetworks permitting determined (Monthly)	100%	98%	✓	-	-	100%	98%	✓	-	-
Future Merton	SP 391 Average number of days taken to repair an out of light street light (Quarterly)	Quarterly measure					0.86	3	✓	↑	↑
Future Merton	SP 476 Number of business premises improved (Annual)	Annual measure					N/A	10	N/A	N/A	N/A
Future Merton	SP 508 Footway condition - (% not defective, unclassified road) (Annual)	Annual measure					N/A	75%	N/A	N/A	N/A
<b>Property</b>											
Property	SP 024 % Vacancy rate of property owned by the council	Quarterly measure					0%	3%	✓	↑	↑
Property	SP 025 % Debt owed to LBM by tenants inc businesses	Quarterly measure					7.6%	7.5%	⬮	↓	↓
Property	SP 386 Property asset valuations (Annual)	Annual measure					N/A	150	N/A	N/A	N/A
Property	SP 518 Number of completed Rent Reviews (Quarterly)	Quarterly measure					9	32	⬮	↑	↑

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## Committee: Sustainable Communities Overview and Scrutiny Panel

**Date: 23<sup>rd</sup> February 2023**

**Subject:** Homelessness Prevention and Relief Performance

Lead officer: Elliot Brunton, Interim Head of Housing Needs and Strategy

Lead member: Andrew Judge, Cabinet Member for Housing and Sustainable development

Director: John Morgan, Executive Director Adult Social Care, Integrated Care & Public Health

Contact officer: Elliot Brunton, Interim Head of Housing Needs and Strategy

### **Recommendations:**

A. To note the information contained in the report

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## **1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

1.1. To provide a summary of homelessness prevention and relief activity in the borough under the terms of Part VII Housing Act 1996 (as amended by the Homelessness Act 2002 and the Homelessness Reduction Act 2017).

## **2 INTRODUCTION**

2.1. Homeless legislation has existed in varying forms since 1977 with a significant update occurring with the Homelessness Reduction Act 2017.

2.2. Where a resident makes a homeless application to the Council the law says that we must look into their circumstances to find out what type of help we can provide.

2.3. Firstly, we have to investigate:

- **If they are eligible for help.** This is a complex area of law and will be decided according to an individuals, nationality, immigration status and residency. If someone is not eligible, we can only provide basic advice and assistance.
- **Whether it is reasonable for a resident to return to their last address, or to continue living there.** We need to be sure that someone is actually homeless or threatened with homelessness. Someone is regarded as being statutorily threatened with homelessness if this is within 56 days.

If we are satisfied that a resident is eligible and homeless (or threatened with homelessness), we have a duty to work with them to draw up a '**Personal Housing Plan**', listing the steps both the Council and the resident can take to solve their identified needs. H

- 2.4. However, we will have further duties to priority need homeless applicants. Priority need is a legal term set out in the Act. To establish a “priority need” we will look at the following:
- Do they have dependent children, or are (or a house-hold member) pregnant? and/ or
  - Are they vulnerable, for example because of age, mental health or disability? and/ or
  - Are they 16 or 17 years old or a care leaver under the age of 20 and / or
  - Have they lost your home because of an emergency such as a fire or flood?
- 2.5. If a resident is in a ‘priority need’ group, have lost their home and they need temporary accommodation, we will provide this for them, while we work together on a solution.
- 2.6. Regardless of whether an applicant is in priority need, we will try and prevent homelessness for 56 days. This is called **the prevention duty**. If we fail to resolve their homelessness during this time and/or they become actually homeless, then we have a further 56 days to relieve their homelessness. This is called **the relief duty**.
- 2.7. If the relief duty is owed, we will also look at whether they have local connection with Merton Council, and this is defined in the law and is based either on residence, employment, or close family members living locally. We may refer a resident to another council for more help, if it is safe to do so & there is insufficient local connection with Merton.
- 2.8. If a resident does have a local connection with Merton, are in priority need and our work with them has failed to relieve their homelessness after 56 days, we will consider whether they have lost their home because of something they have deliberately done (or because of something they have failed to do). This relates to whether or not an applicant is regarded as being intentionally homeless. This is a very complex area of law, and every case will be considered on its individual merits. This will affect whether the Council owes a resident a long-term duty to make a final offer of accommodation.

### **3 PREVENTION AND RELIEF OF HOMELESSNESS**

- 3.1. Under the Homelessness Reduction Act there are a number of specified circumstances where the prevention and relief duties come to an end. The Council records the reasons that the prevention and relief duties end against each separate homeless case.
- 3.2. If the duty ends due to the applicant being able to stay in their current home for 6 months, or because they have found alternative accommodation that is available for at least 6 months, this is recorded as either a positive prevention or relief outcome. It is the case that prevention and relief activities mean the individual’s housing crises are resolved far quicker than those cases who go beyond the 56-day duty. Prevention and relief activities have a cost benefit for the Council in that where this is achieved the Council does

not have a long-term duty to provide temporary accommodation with the associated general fund costs.

3.3. When the Council devises a personalised housing plan it will set out what options and action will be taken to prevent and relive homelessness. These are called **reasonable steps**.

3.4. The Council can prevent and relieve homelessness in a variety of ways such as-

- Advice on security of tenure.
- Advice on Protection from Eviction.
- Legal Advocacy on tenant’s behalf with private landlords.
- Negotiating with hosts to allow clients to continue to stay with them.
- Offering incentives to Landlords to renew tenancies
- Increasing the security of the homes of the victims of domestic violence via the sanctuary scheme to allow them to stay.
- Home visits to confirm the circumstances of the client.
- Rent and mortgage rescue scheme to pay arrears where clients meet the criteria
- Increased priority on the Council’s waiting list where the requirements of the Council’s Housing Allocations and Nominations Policy are met.
- Offers of accommodation from the Council’s Rent Deposit Scheme.
- Arranging local supported housing / hostel places for single people.

3.5. Performance in relation to the number of positive outcomes is recorded below. As the table below sets out, the number of homelessness preventions have remained fairly consistent over the previous years. Merton has historically had the lowest number of cases in temporary accommodation in London and these activities contribute directly to this achievement.

	2017/18	2018/19	2019/20	2020/21	21/22	22/23 to date
<b>Preventions</b>	465	504	480	455	452	317 (December)

#### 4 **ROUGH SLEEPING OUTREACH SERVICES**

4.1. Over the last 5 years, the Council has secured just over £2 million of grant funding to develop a range of services specifically for rough sleepers. This group has specific needs above and beyond the provision of accommodation alone. The services include: day-time outreach provided by a team of in-house staff with night-time outreach covered by Thamesreach; emergency accommodation; and day-to-day support and tenancy sustainment for clients. The service has established an accommodation pathway for clients to enable them to move on to more sustainable housing depending on their

needs, including shared housing with support in the private rented sector, supported housing, or tenancies of self-contained accommodation in the private rented sector.

- 4.2. As of November, there were 56 rough sleeper referrals during the month concerning 33 known individuals. Some of these referrals concern rough sleepers already accommodated by the council, or who have refused multiple offers of accommodation. The council continues to try and work with entrenched rough sleepers who have not accepted accommodation alongside other agencies that support them with a view to finding accommodation that meets their needs.
- 4.3. Below is a summary of the rough sleeper cases currently accommodated by the Council as of November 22.

In Accommodation	No of Clients	Of which No recourse to public fund
Nightly Paid Temporary Accommodation	19	6
PRS Shared Housing	26	7
Supported Housing	35	0
<b>Total</b>	<b>80</b>	<b>13</b>

## 5 TEMPORARY ACCOMMODATION

- 5.1. As noted above when residents make homeless applications, in some circumstances the Council has a legal duty to provide temporary accommodation, typically during the relief period if someone is actually homeless. Not all individuals are entitled to temporary accommodation.
- 5.2. As noted above where people appear to be (a) eligible for assistance; (b) homeless; and (c) in priority need of accommodation, they are owed what is known as the 'interim' duty. This duty provides them with temporary accommodation pending more detailed enquiries into their application and actions taken by the authority to relive their homelessness.
- 5.3. Where on conclusion of those enquiries, (and assuming it is not possible to prevent or relieve homelessness) if officers within the Housing Department are satisfied that the homeless person is eligible; homeless; is in priority need and did not become intentionally homeless; and has a local connection, then they are owed what is known as the 'full' or the 'main' duty.
- 5.4. This is a duty to continue to provide them with suitable temporary accommodation, without limit of time, until the duty is brought to an end in a limited number of prescribed circumstances, most commonly via a reasonable offer of accommodation. This offer is from a registered social landlord or via a private sector landlord.

- 5.5. Accommodation offered under the Act is required to be suitable for homeless households and this is set out in the Homelessness (Suitability of Accommodation) (England) Order 2012. When securing accommodation in relation to either the “interim” or “main” homeless duty, s208(1) of the Housing Act states, so far as reasonably practical, the authority must secure this accommodation in its own area. This was reinforced in the Supreme Court judgement handed down in the case of Nzolameso v Westminster 2015.
- 5.6. Central government policy has restricted the types of temporary accommodation that can be seen as suitable in the discharge of these duties. With effect from 1st April 2004, the use of bed and breakfast for families with children was made unlawful over a 6-week period and the use of this accommodation for persons aged 16 or 17 years old is likewise discouraged.
- 5.7. Merton Council has the lowest number of households in temporary accommodation of a London Borough. However there has been a significant increase in numbers going into temporary accommodation across 2022/23. This is due to a number of factors. From July to September 2022 the number of landlord possession orders through the courts increased from 5,601 to 15,353 (174%) and bailiff’s warrants from £4,552 to 8,505 (87%) across England. This is likely due to the back log of cases from the moratorium on evictions coming to an end following the covid-19 restrictions being lifted.
- 5.8. The Council has submitted data to London Councils who have collated an overall position for the capital. This shows a worsening situation compared to the previous years with recent increases of homeless applications in November and December 2022 of 16.9% and 19.7 respectively.
- 5.9. The Council has also taken a number of applications from people from Ukraine who’s host or family arrangement has or is about to break down. The Council always takes steps to prevent homelessness and current there are only 4 cases in temporary accommodation from the Ukraine. The Council had also accommodated one case from Afghanistan. However, this case was rehoused this month and has left temporary accommodation.
- 5.10. Numbers in Temporary accommodation snapshot at year end

2018-19	2019-20	2020-21	2021-22	2022-23 (to date)
174	199	197	230	333 (December)

**6 ALTERNATIVE OPTIONS**

None for the purposes of this report

**7 CONSULTATION UNDERTAKEN OR PROPOSED**

7.1. Consultation is part of the selective and additional licencing process

**8 TIMETABLE**

8.1. None for the purposes if this report

**9 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

9.1. None for the purposes if this report

**10 LEGAL AND STATUTORY IMPLICATIONS**

10.1. None for the purposes if this report

**11 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

11.1. None for the purposes of this report

**12 CRIME AND DISORDER IMPLICATIONS**

12.1. None for the purpose of this report

**13 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

13.1. None for the purposes of this report as information only

**14 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- 

**15 BACKGROUND PAPERS**

15.1. None





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Lead Officer: Adrian Ash, Director of Environment and Regeneration

Lead Member: Councillor Stephen Alambritis

Contact Officer: Jason Andrews Air Quality and Contaminated Land Manager

## **PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

This report is intended to provide information on the current air quality monitoring arrangements, trends in data and outline hot spots in the borough of Merton.

It is important to note that the UK air quality objectives include measurements on an annual basis, this annual period being per calendar year. As such the data for 2022 is not being presented as this needs to be collated and ratified in accordance with Defra guidelines.

The Council will publish its Annual Status Report 2023 in full, in the Summer, and this will contain a full data summary for 2022 and achievements against our existing Air Quality Action Plan.

In addition, and throughout 2022, Merton Council piloted new innovative low-cost real-time monitors across the borough in partnership with Imperial College, as part of the Breathe London network, a project funded through the South London Partnership.

This air quality monitoring included the use of the latest technology to review transport movements, by type, and at 68 key locations in the borough. This pilot project will show pollution in the borough at detailed level and help influence our new Air Quality Action Plan for 2023.

Part of this paper will also review HGV's in the borough, their 'modelled' impact on air pollution and a review of two data points captured over the past 6months.

Merton are committed to delivering cleaner air in the borough and using data to help influence and guide a new Air Quality Action Plan.

## **INTRODUCTION**

1.1 Air Quality in London, as with many cities in the UK and across the world continues to be a major health concern and is considered the most significant environmental risk to public health. This has been reiterated by the World Health Organization's (WHO) move to dramatically reduce its own guidance levels for air quality health exposure.

1.2 To illustrate the scale of the challenge required to meet the WHO guidance, parks and open spaces throughout London measure some of the lowest levels of pollution for nitrogen dioxide (NO<sub>2</sub>) and Particulate Matter (PM10 and PM2.5), however these would still not comply with the new WHO guidance levels. Background monitoring sites across London measure around double the new WHO guidance objectives, with many town centres being 6 times the guidance levels for NO<sub>2</sub>.

1.3 During the height of lockdown in 2020 with dramatic reductions in traffic volumes, many parts of London still recorded levels of NO<sub>2</sub> three to four times higher than the new WHO objectives, with increases of particulate levels being caused by pollution being blown into London from agriculture.

1.4 The degree of step change needed to deliver compliance with these levels equivalent with that needed of the climate change agenda. Many actions that tackle climate change also deliver cleaner air, including the way homes are heated/insulated, reducing burning of fossil fuels and active travel.

1.5 Air pollution comes from a number of sources, including transportation, construction, industrial processes, domestic and commercial heating and power. The quantities by source vary by type of pollution. the estimated breakdown by source for type of emission is set out in Appendix C

1.5 In understanding the sources of pollution in the Borough this provides an opportunity to target the ones that we can control and influence.

## Existing Air Quality Monitoring Regime

2.1 Merton measures air pollution in accordance with the Defra guidance and reports annually through its Annual Status Report (ASR). As well as being a statutory obligation, the monitoring of air quality is vital to assess our compliance with the air quality objectives, evaluate the impact of policies and projects and to better inform actions and future planning and policy.

2.2 There are generally two existing methods of monitoring air pollution, these are automated monitoring stations and diffusion tubes.

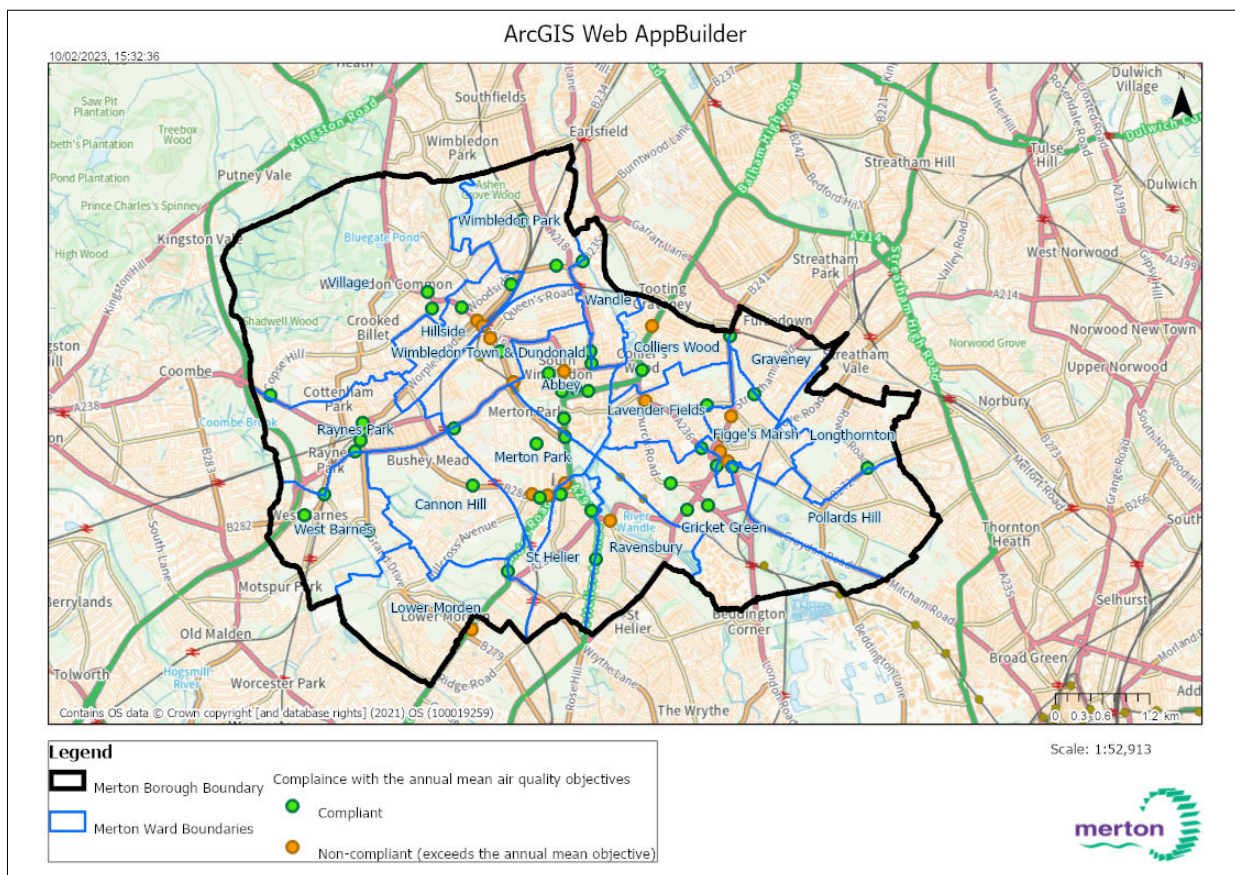
2.3 Automated stations form the core of the existing air quality monitoring network and provide detailed, localised information on real-time air pollution using calibrated complex technology. The Council currently operates two automatic monitoring stations.

2.4 The existing automated monitoring regime does not allow for the capture of information relating to the fine particulates (PM<sub>2.5</sub>). These particulates are one of the most damaging pollutants to public health.

2.5 In 2021 the Borough had around 50 nitrogen dioxide (NO<sub>2</sub>) diffusion tube monitoring locations. Diffusion tubes are specifically used to gather information on our annual exceedances of NO<sub>2</sub>. This form of monitoring is a cheap and reliable technology; however, it is labour intensive and crucially does not provide real-time data to allow the tracking and analysis of pollutants over short time.

2.6 The diffusion tube network is assessed annually and has been expanded over the past couple of years through requests to add locations, and our community projects that work with local groups around monitoring in the Borough.

**Map 1: Diffusion tube monitoring locations 2021**



2.7 Technological innovation in air quality monitoring is allowing for development of relatively inexpensive and reliable real-time monitors available to monitor air quality. Merton were the first borough to pilot this on a large scale and funded through the South London Partnerships Innovate project and in partnership with Imperial college we took the opportunity to review air quality in the borough in detail including PM<sub>2.5</sub>.

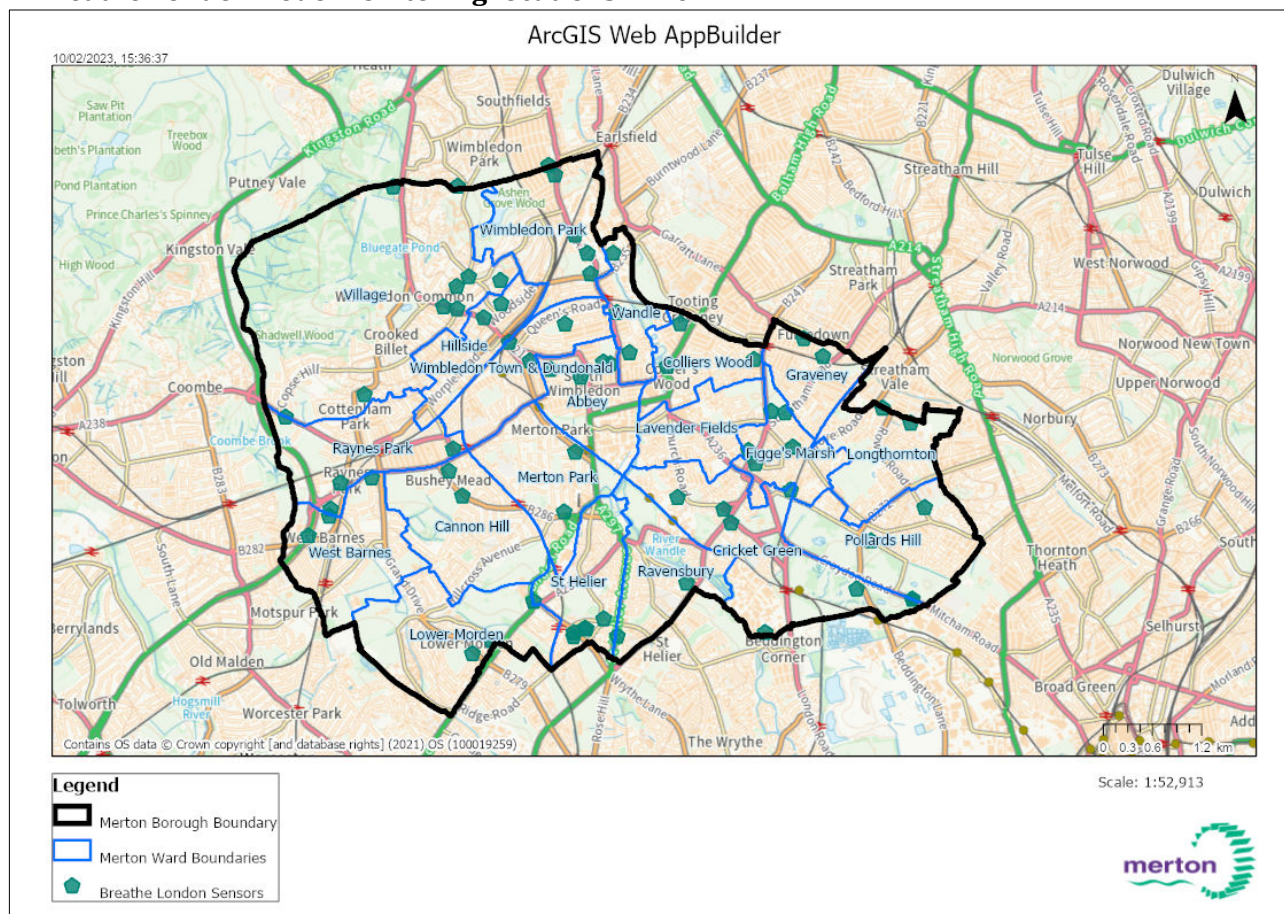


2.8 This monitoring was delivered through Imperial Colleges Breathe London network and covered 68 locations in the borough, in addition to existing monitoring.

2.9 The considerable amount of data gathered is currently being reviewed by external experts to help us understand the causes and contributing factors to pollution in the borough, in detail that we haven't seen before.

2.10 This data will help shape our new Air Quality Action Plan and can help us identify causes that we can tackle as a borough, and if not will provide opportunities to lobby those that do.

## Map 2: Breathe London Node monitoring locations in 2022



2.11 The more understanding the Council has of the picture of pollution, its causes and impact, the more targeted and evidence driven interventions and policy can be.

## 2022 Air Quality Annual Status Report

3.1 On the 31<sup>st</sup> May 2022, Merton published its 2021 Annual Status Report (ASR) for quality in the Borough. This report provides a detailed overview of monitored air pollution in the Borough during 2021. It has been produced to meet the requirements of the London Local Air Quality Management (LLAQM) statutory process.

3.2 As well as the results of air quality monitoring in the Borough, this report provides an update on the council's AQAP and outlines the steps that are being taken throughout the many council departments to tackle air pollution in the Borough.

3.3 Although pollution in the Borough is improving, a number of areas still exceeds the current UK national objectives for NO<sub>2</sub> in the following areas of the Borough.

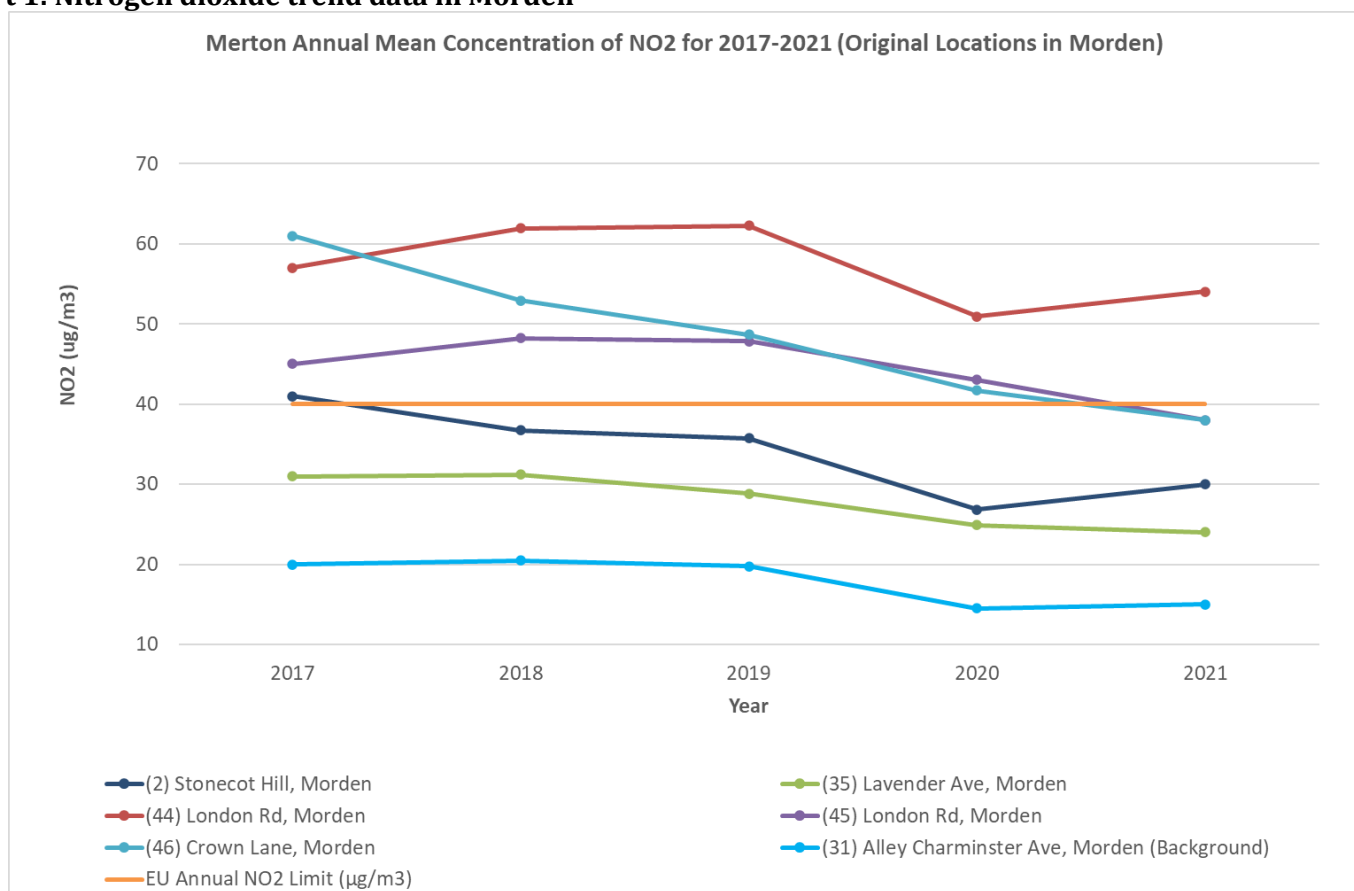
3.4 The original diffusion tube network of 20 monitoring locations was incorporated into the 2017 revised network to help assess trends over time. For London boroughs, as per LLAQM.TG(19) paragraph 3.10, current guidance states that the last four years of monitoring data should be considered, and a trend analysis undertaken to

identify any significant changes. Over the last four years nitrogen dioxide concentrations have generally decreased across Merton.

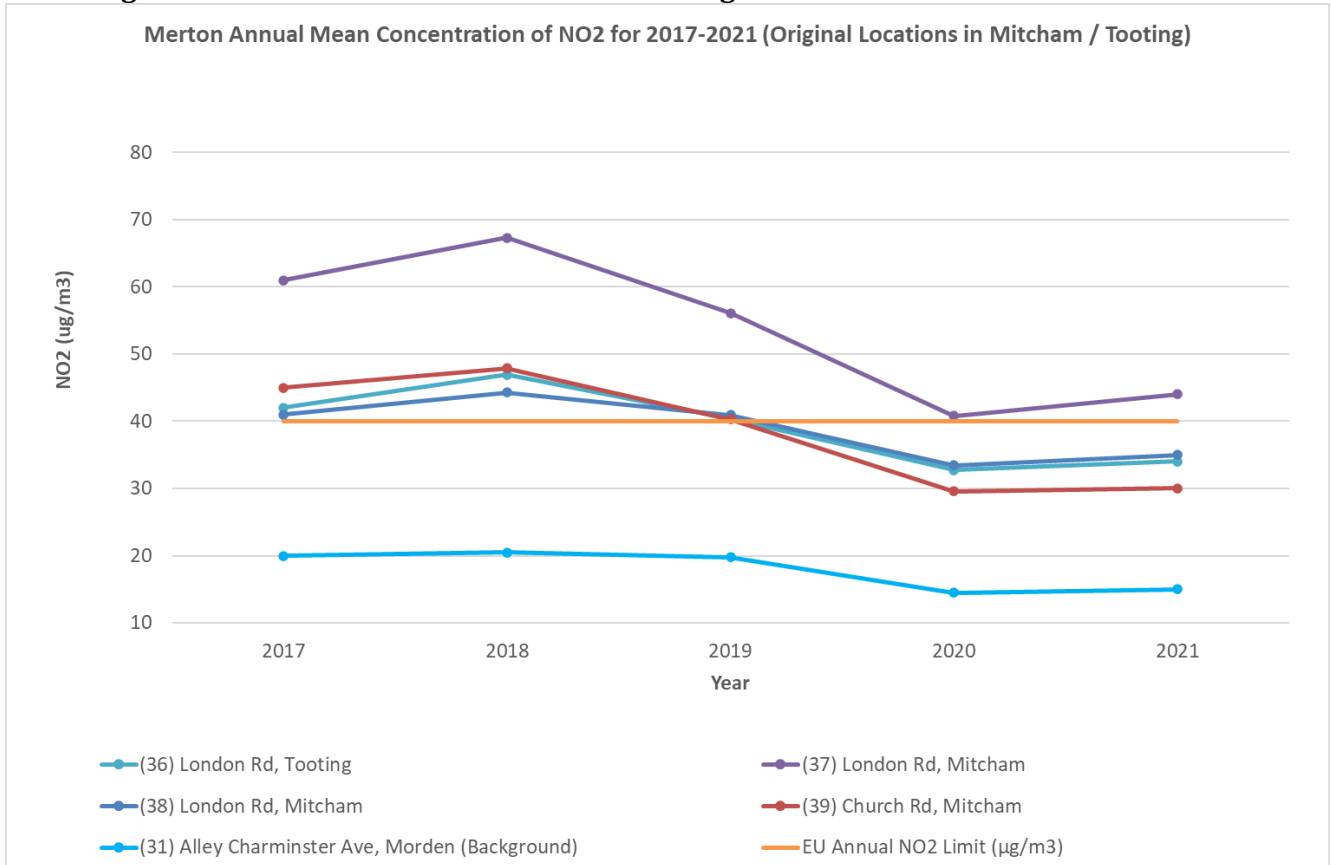
3.5 In 2021 the nitrogen dioxide annual mean objective of 40  $\mu\text{g}/\text{m}^3$  was exceeded at 15 of the 50 monitoring locations, which is 33% of sites, a visual overview of compliance is provided in Map 1. The impact of COVID-19 manifested in a steep drop in  $\text{NO}_2$  at all monitoring locations. Most significantly, all annual mean  $\text{NO}_2$  concentrations were below an annual mean of 60  $\text{mg}/\text{m}^3$  indicating that the 1 hour-mean objective is likely to have been achieved across the borough and in all town centres, this was first achieved in 2020 and was maintained in 2021.

3.6 The following 4 charts present diffusion tube trend data from the original diffusion tube network between 2017 and 2021, grouped geographically. It can be seen that while  $\text{NO}_2$  rebounded in 2021 after the steep drop in 2020, overall the downward trend holds true. Data for 2022 cannot be included at this time as it is provisional and has not yet been adjusted for bias a process which a national process that is undertaken in March/April annually.

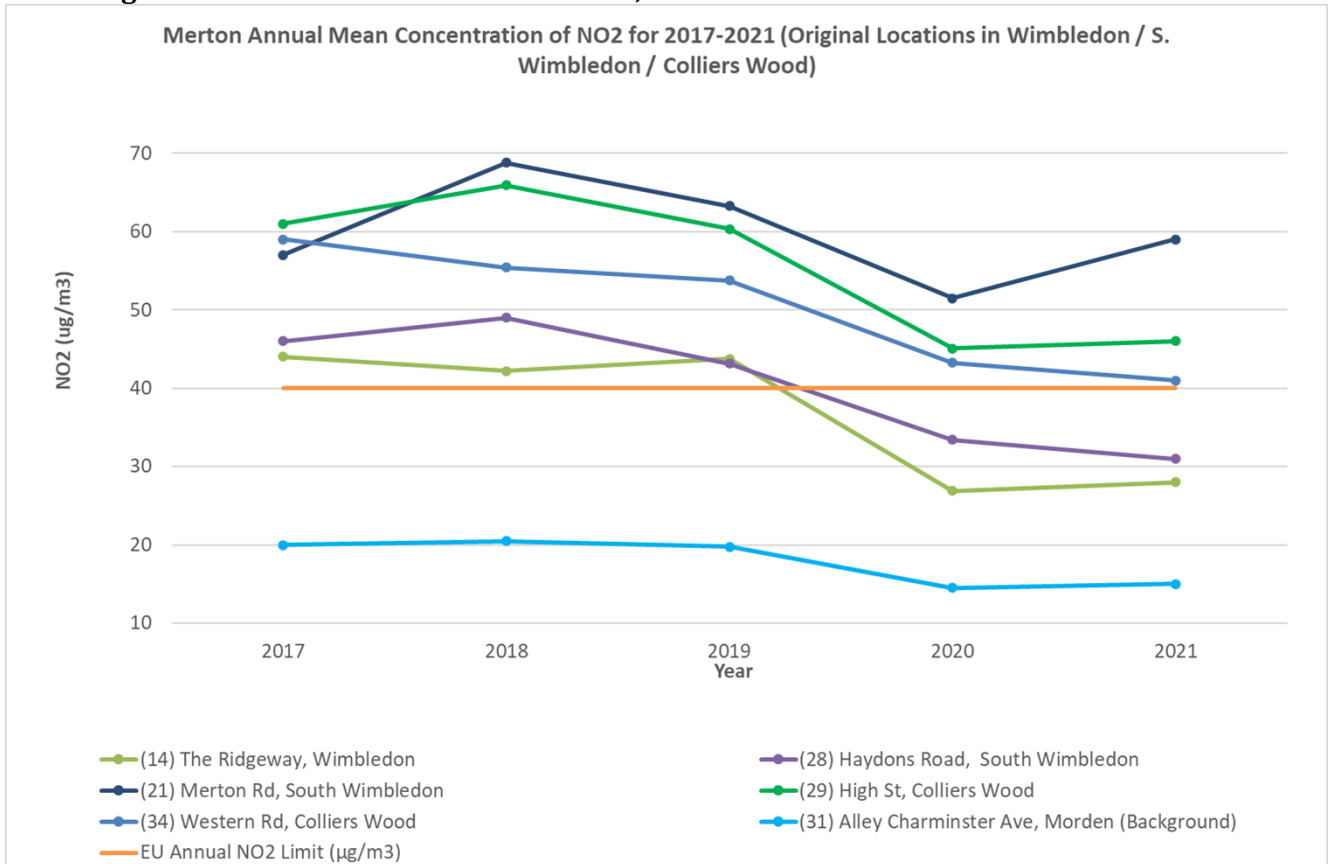
**Chart 1: Nitrogen dioxide trend data in Morden**



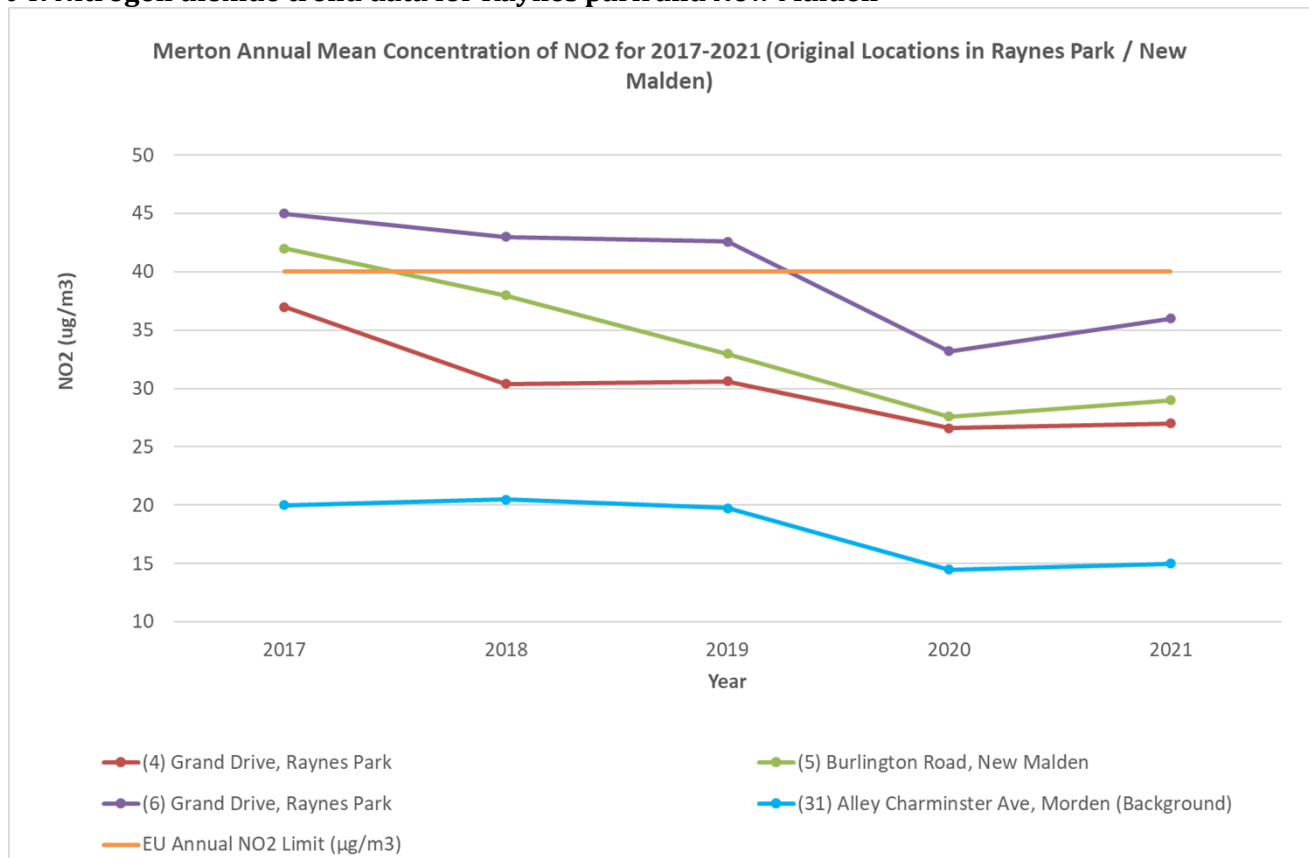
**Chart 2: Nitrogen dioxide trend data for Mitchem & Tooting**



**Chart 3: Nitrogen dioxide trend data for Wimbledon, South Wimbledon and Colliers Wood**



**Chart 4: Nitrogen dioxide trend data for Raynes park and New Malden**



3.7 It was stated in the 2020 Annual Status Report (ASR) that all results for 2020 should be treated with caution due to the COVID-19 pandemic affecting traffic volume and in turn pollutant concentrations. Although restrictions were not as strict in 2021 the influence on COVID-19 was still very much present and continued to influence behaviour, as such a similar note of caution is applied to the 2021 data.

3.8 The main source of pollution in town centres remains road traffic, it is essential that bold measures are taken to remove the dirtiest vehicles and reduce vehicle numbers to relieve congestion so that pollution does not return to pre-COVID-19 concentrations.

3.9 PM10 data shows compliance with the UK emission objectives, however the picture for this pollutant is limited, and restricted to automated stations only. In Merton there is currently one automated monitoring site for PM10 at Merton Road (ME2).

3.10 In 2021, the annual mean objective of 40 mgm<sup>-3</sup> was achieved at the Merton Road (ME2) site, with an annualised annual mean concentration of 21.9 mgm<sup>-3</sup>. As data capture was below low no firm conclusions can be drawn as the result may not be representative and is indicative only.

3.11 The data from Merton Road indicates there has been no significant change to annual mean PM10 concentrations over the last 7 years (excluding 2018). It is important to highlight that despite reduced traffic during 2020 and 2021 due to COVID-19 a marked reduction in PM10 is not observed.

3.12 The annual Air Quality Objective is comfortably achieved however, in London a focus is required to be maintained on Particulate Matter even when meeting the PM10 targets, because the London boroughs are collectively working to meet the recent Environmental Targets (Fine Particulate Matter) (England) Regulations 2023 PM2.5 limits by 2030. Further details are provided in Appendix A.

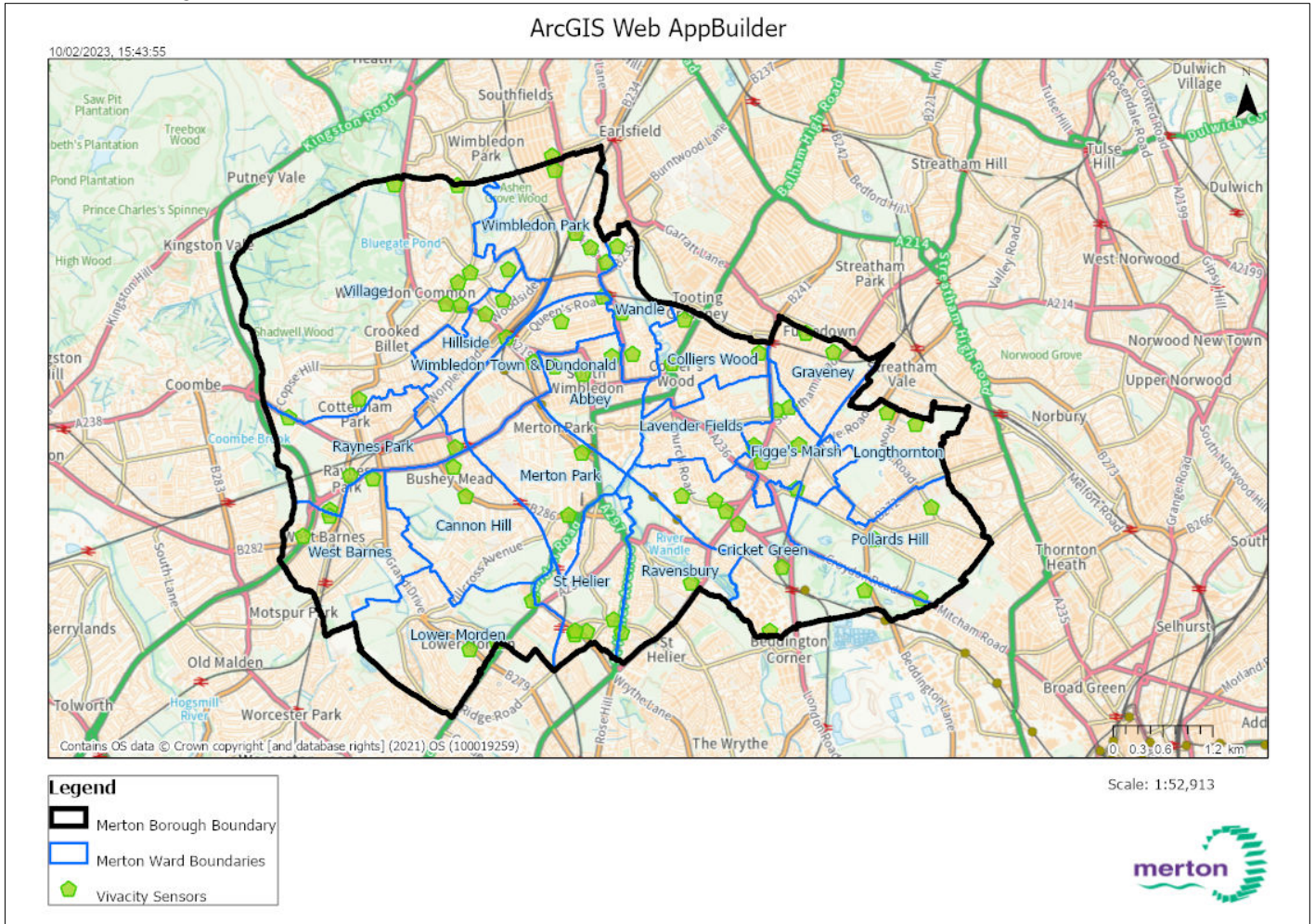
3.13 It is clear that it will be a huge challenge to drive down particulate matter concentrations to these levels in Merton based on borough monitoring data from 2015 to date. The same can be said for all London Boroughs.



## Traffic and transport sensors

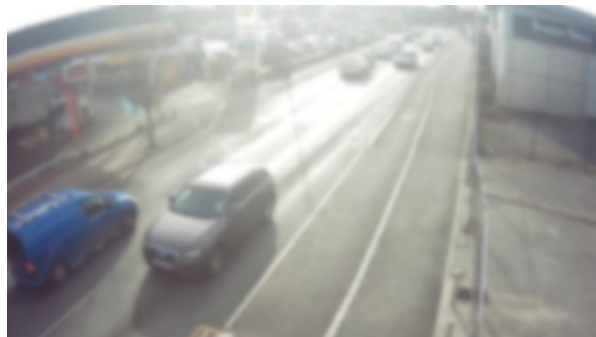
4.1 As part of the South London Innovate Project 68 Vivacity traffic monitoring sensors was set up throughout the borough to help us understand transport composition and traffic movements in the borough.

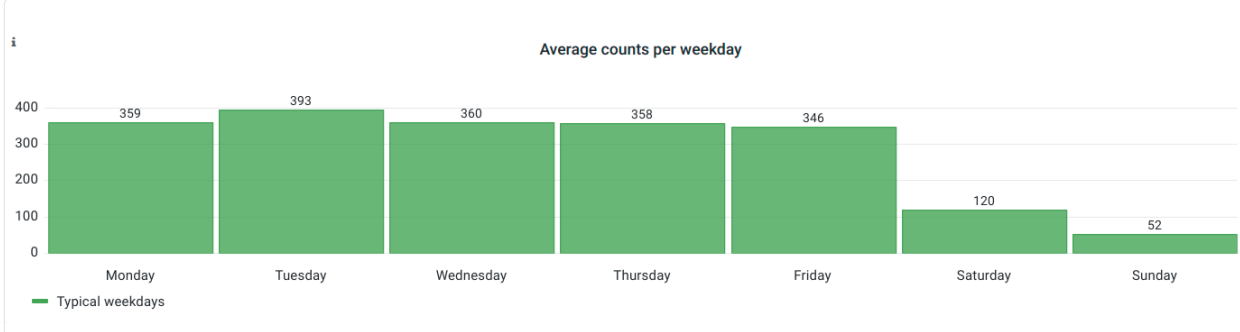
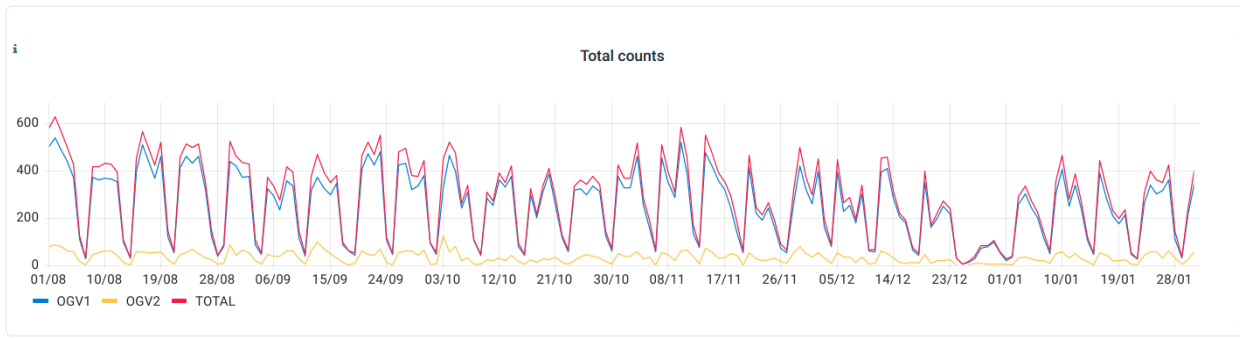
Map 3: Vivacity traffic sensor locations in 2022



4.2 For the purpose of indication only we have highlighted two sites to focus on, these graphs show the number and trends in 'heavy goods' vehicles captured by these sensors. More in-depth information is available at all locations.

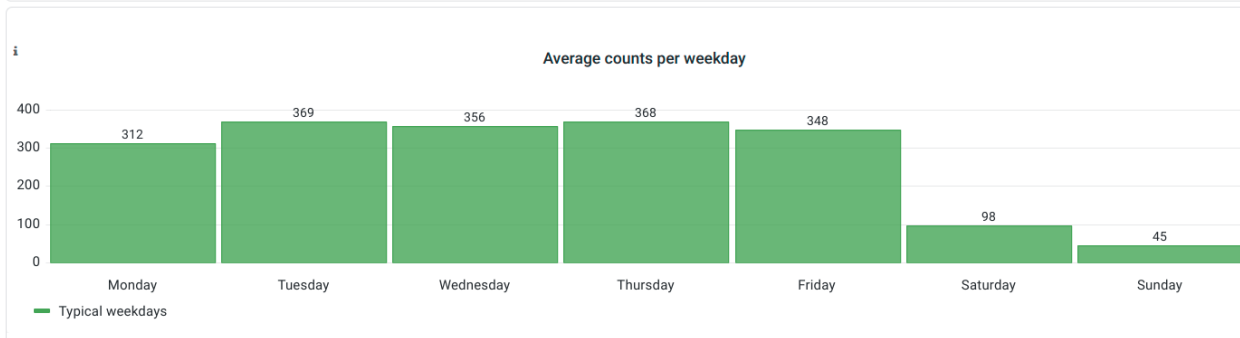
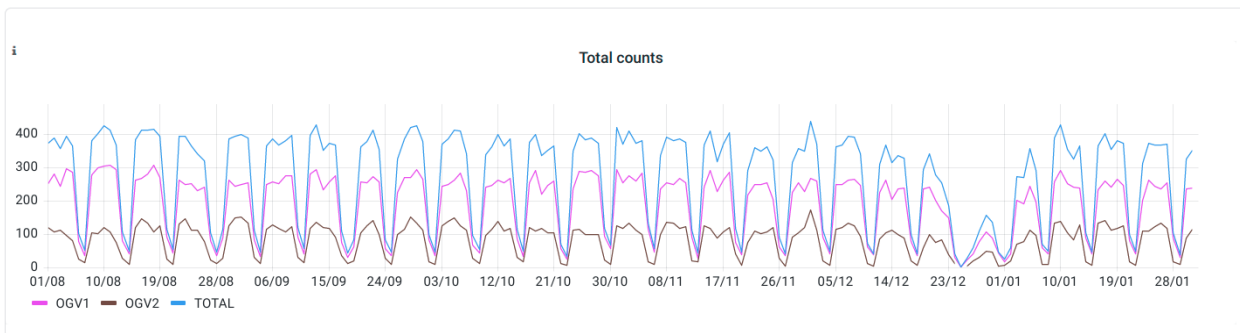
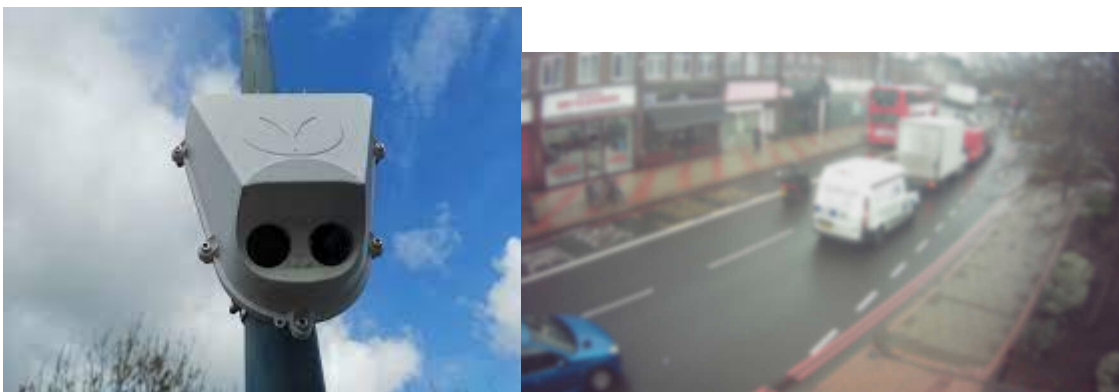
### S149 - Plough Lane 01/08/22 -> 31/01/23





- Total HGV counts in 6 month window = 45713
- Total car counts = 2551795
- 1 HGV per 56 cars

**S261 - Crown Lane** 01/08/22 -> 31/01/23



- Total counts in 6 month window = 49930
- Total car counts = 2692787
- 1 HGV per 54 cars



## **APPENDIX A**

### **UK National and WHO Air Quality Objectives**

In September 2021 and in order to focus attention onto the global issue of air pollution and its impact on health, the World Health Organization amended its guidance levels for human exposure for a number of key pollutants.

These changes although 'guidance levels' are yet to be translated into UK objectives; however, it does signal the importance of air pollution and the direction that we must be moving in to deliver clean air.

Annex A outlined the 2005 and 2021 Guidance levels.

#### **Annexe A**

<b>Pollutant</b>	<b>Averaging time</b>	<b>2005 air quality guideline</b>	<b>2021 AQC level</b>
PM <sub>2.5</sub> , µg/m <sup>3</sup>	Annual	10	5
	24-hour*	25	15
PM <sub>10</sub> , µg/m <sup>3</sup>	Annual	20	15
	24-hour*	50	45
O <sub>3</sub> , µg/m <sup>3</sup>	Peak season**	-	60
	8-hour*	100	100
NO <sub>2</sub> , µg/m <sup>3</sup>	Annual	40	10
	24-hour*	-	25
SO <sub>2</sub> , µg/m <sup>3</sup>	24-hour*	20	40
CO, mg/m <sup>3</sup>	24-hour*	-	4

\*99th percentile (3 to 4 exceedance days per year).

\*\*Average of daily maximum 8-hour mean O<sub>3</sub> concentration in the 6 consecutive months with the highest 6-month running-average O<sub>3</sub> concentration.

### Last week the The Environmental Targets (Fine Particulate Matter) (England) Regulations 2023

These Regulations, which apply to England, set—

- a target in respect of the annual mean concentration of PM<sub>2.5</sub> (fine particulate matter) in ambient air under section 2 of the Environment Act 2021 (c.30) (“the annual mean concentration target”), and
- a long-term target to reduce population exposure to PM<sub>2.5</sub> (fine particulate matter), within the priority area of air quality under section 1 of that Act (“the population exposure reduction target”).

The annual mean concentration target is that by the end of 31st December 2040 the annual mean level of PM<sub>2.5</sub> in ambient air must be equal to or less than 10 µg/m<sup>3</sup> (“the target level”).



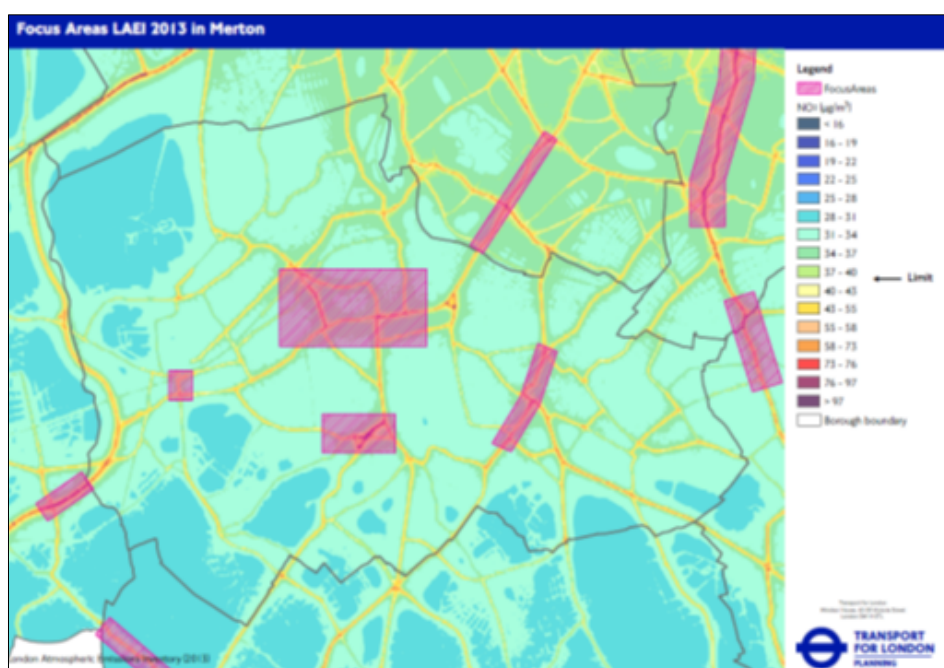
## **APPENDIX B**

Air Quality Focus Areas (AQFA) are locations that not only exceed the EU annual mean limit value for nitrogen dioxide (NO<sub>2</sub>) but are also locations with high human exposure. AQFAs are not the only areas with poor air quality but they have been defined to identify areas where currently planned national, regional and local measures to reduce air pollution may not fully resolve poor air quality issues.

The list of Air Quality Focus Areas is updated from time to time as the London Atmospheric Emissions Inventory (LAEI) is reviewed. The most recent update to AQFAs was published in December 2022.

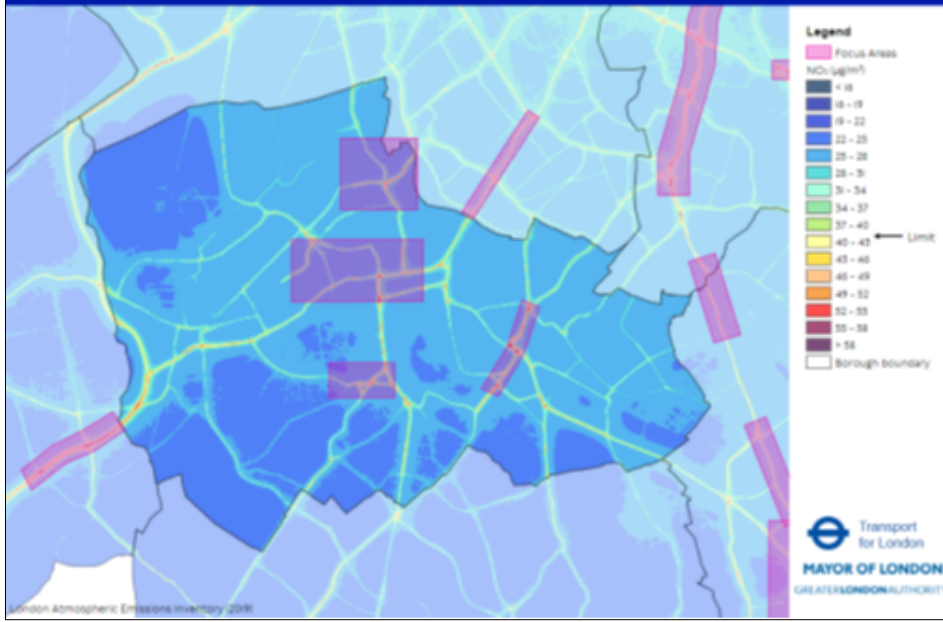
In Merton an AQFA was removed in Raynes Park and a new area was created in Wimbledon Park. The 2013 and 2019 Focus Areas are provided below for comparison.

### **Merton Air Quality Focus Areas 2013**



### **Merton Air Quality Focus Areas 2019 (Published December 2022)**

Focus Areas LAEI 2019 in Merton





## **APPENDIX C**

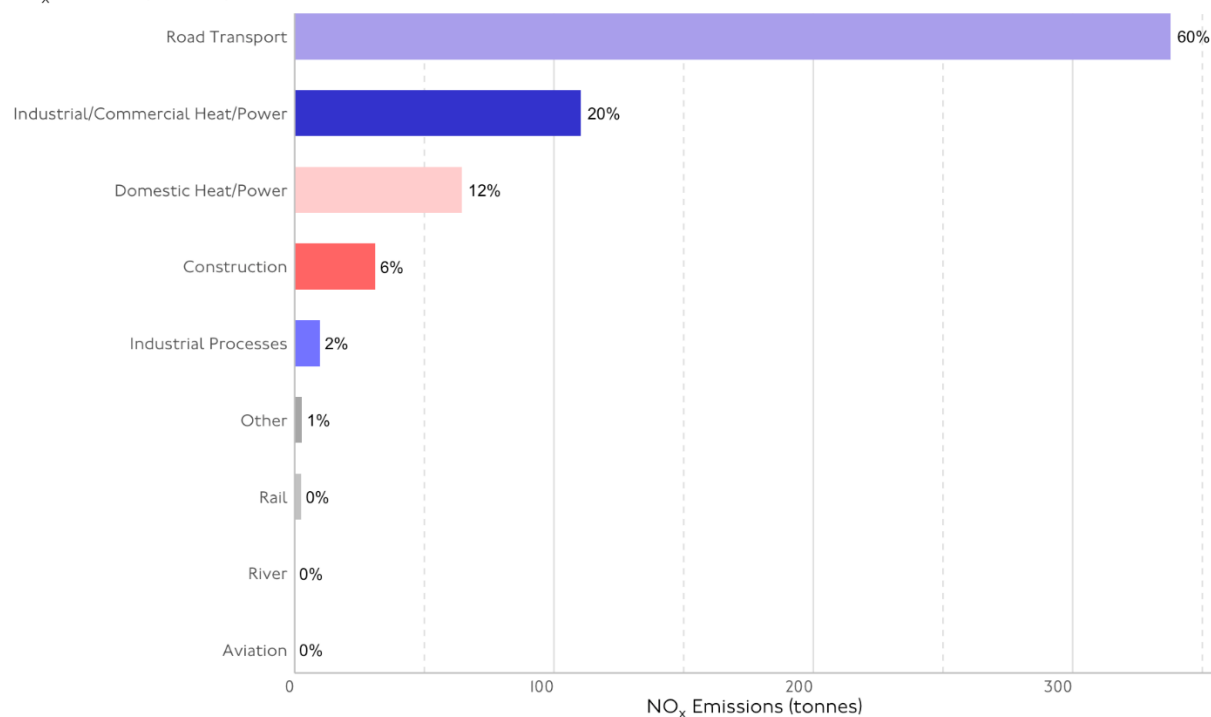
The LAEI 2019 is the latest version of the London Atmospheric Emissions Inventory and replaces previous versions of the inventory. The LAEI estimates ground level concentrations of key pollutants  $\text{NO}_x$ ,  $\text{PM}_{10}$  and  $\text{PM}_{2.5}$  across Greater London for year 2019, using an atmospheric dispersion model.

It is important to note that this is generic apportionment model and does not represent impact to receptors. For instance, an uncontrolled construction site and its emissions can have a significantly disproportional impact on a local community, an impact would not be shown on a generalised apportionment model.

**Figure 1: This outlines the contribution of  $\text{NO}_x$  (oxides of nitrogen) by vehicle type in the Borough.**

### LAEI - Emissions by Source

$\text{NO}_x$  Emissions, Merton, 2019

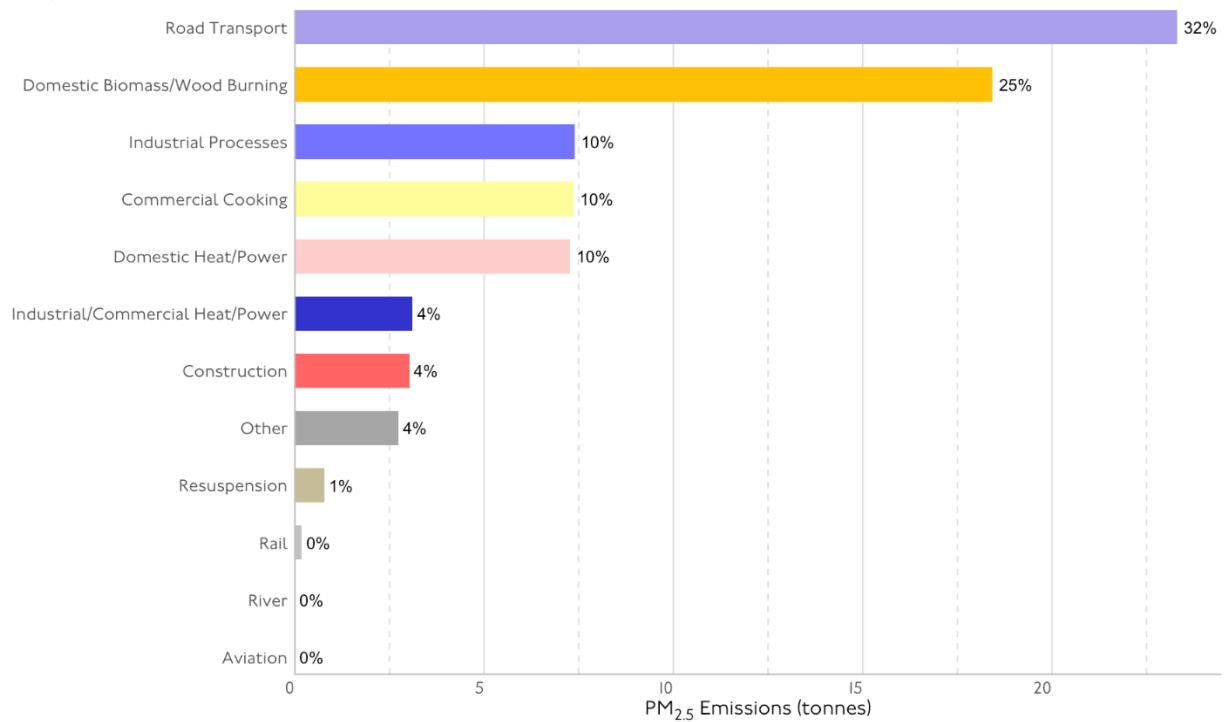


Source: Strategic Analysis, TfL City Planning

**Figure 2: This outlines the contribution of PM2.5 (fine particulate matter) by vehicle type in the Borough.**

LAEI - Emissions by Source

PM<sub>2.5</sub> Emissions, Merton, 2019

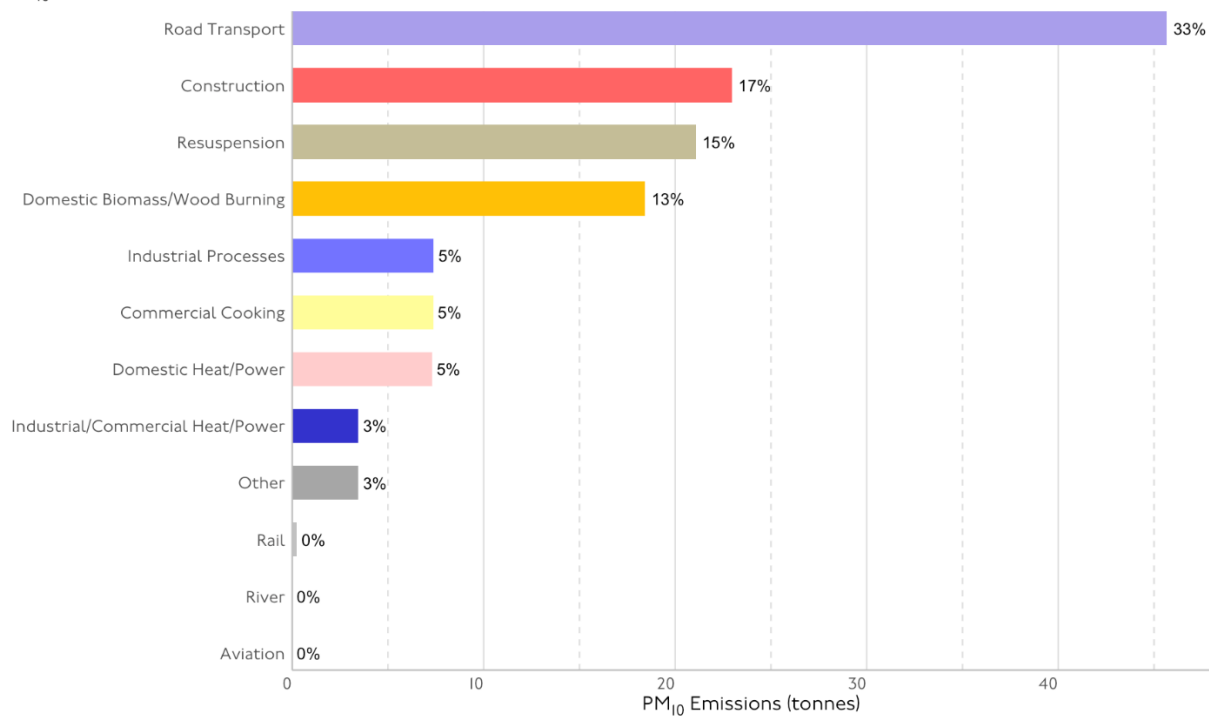


Source: Strategic Analysis, TfL City Planning

**Figure 3: This outlines the contribution of PM10 (course particulate matter) by vehicle type in the Borough.**

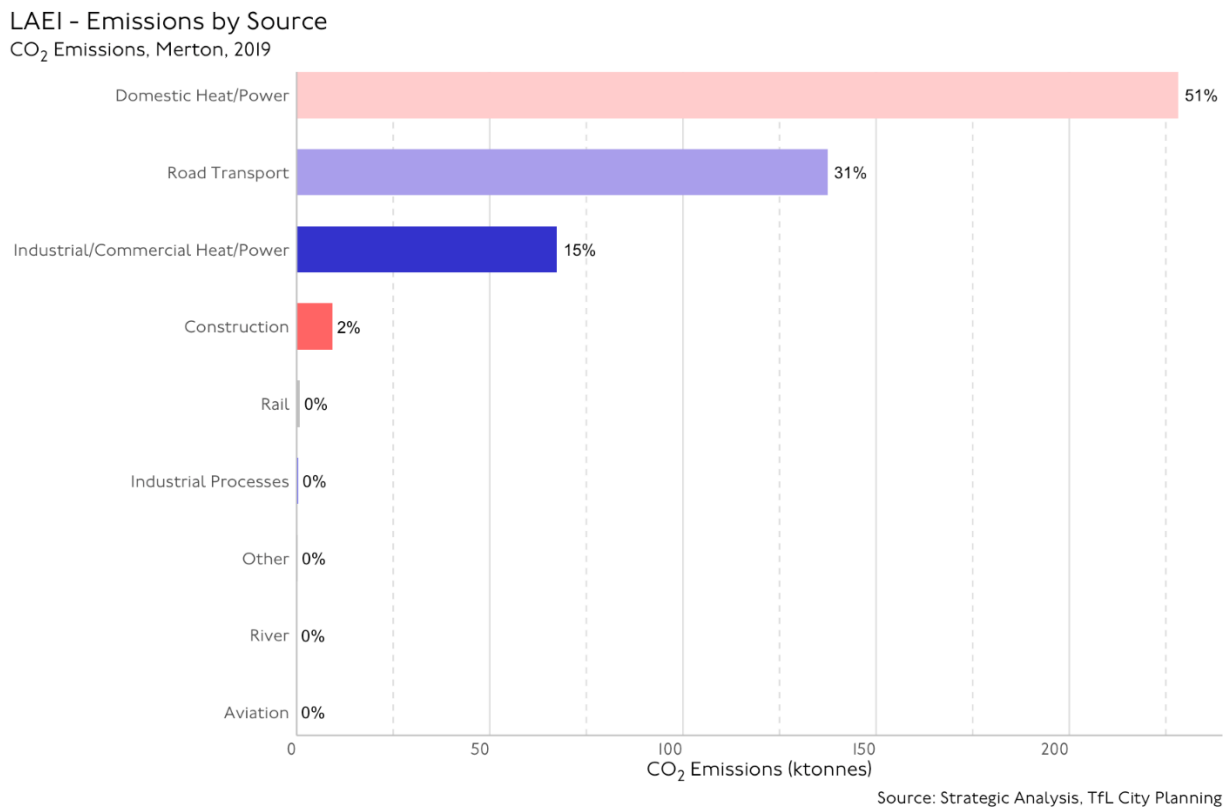
LAEI - Emissions by Source

PM<sub>10</sub> Emissions, Merton, 2019



Source: Strategic Analysis, TfL City Planning

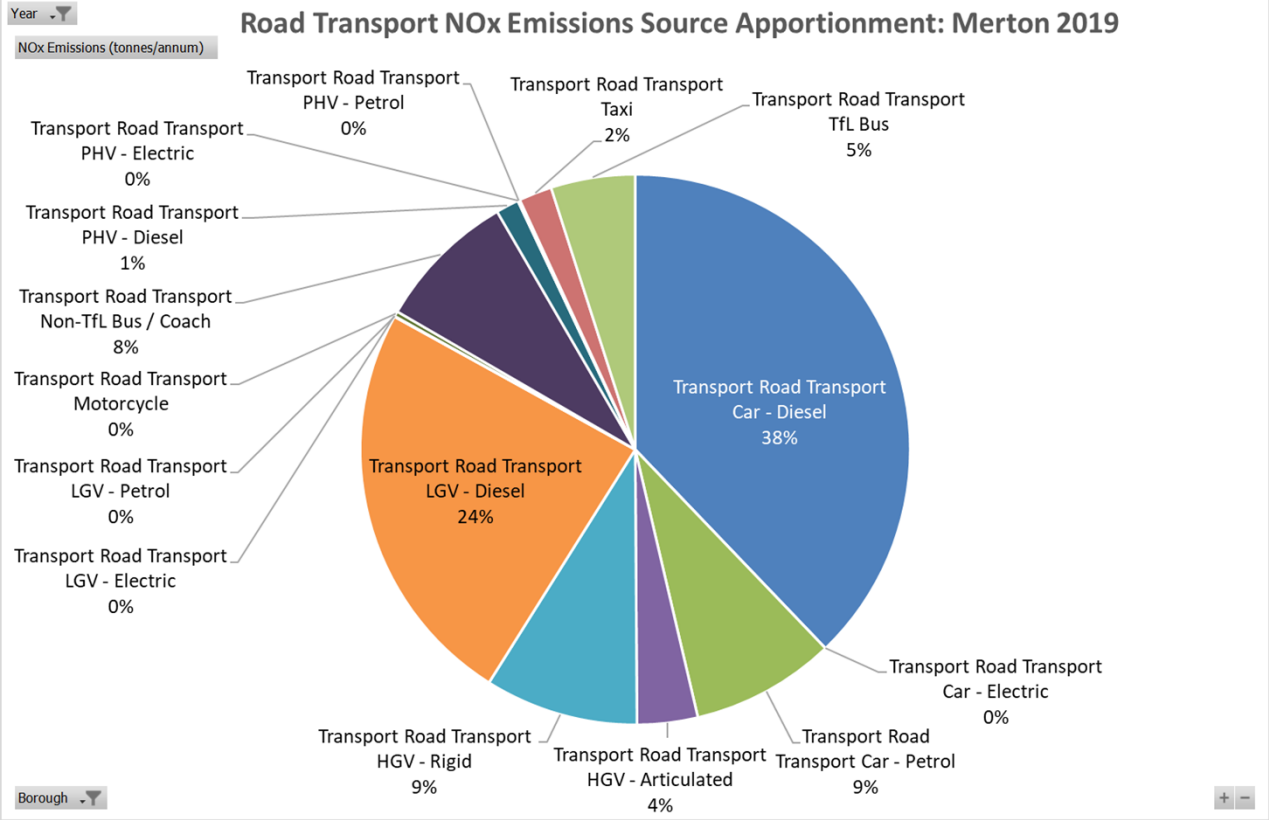
**Figure 4: This outlines the contribution of CO<sub>2</sub> (carbon dioxide) by source in the Borough.**



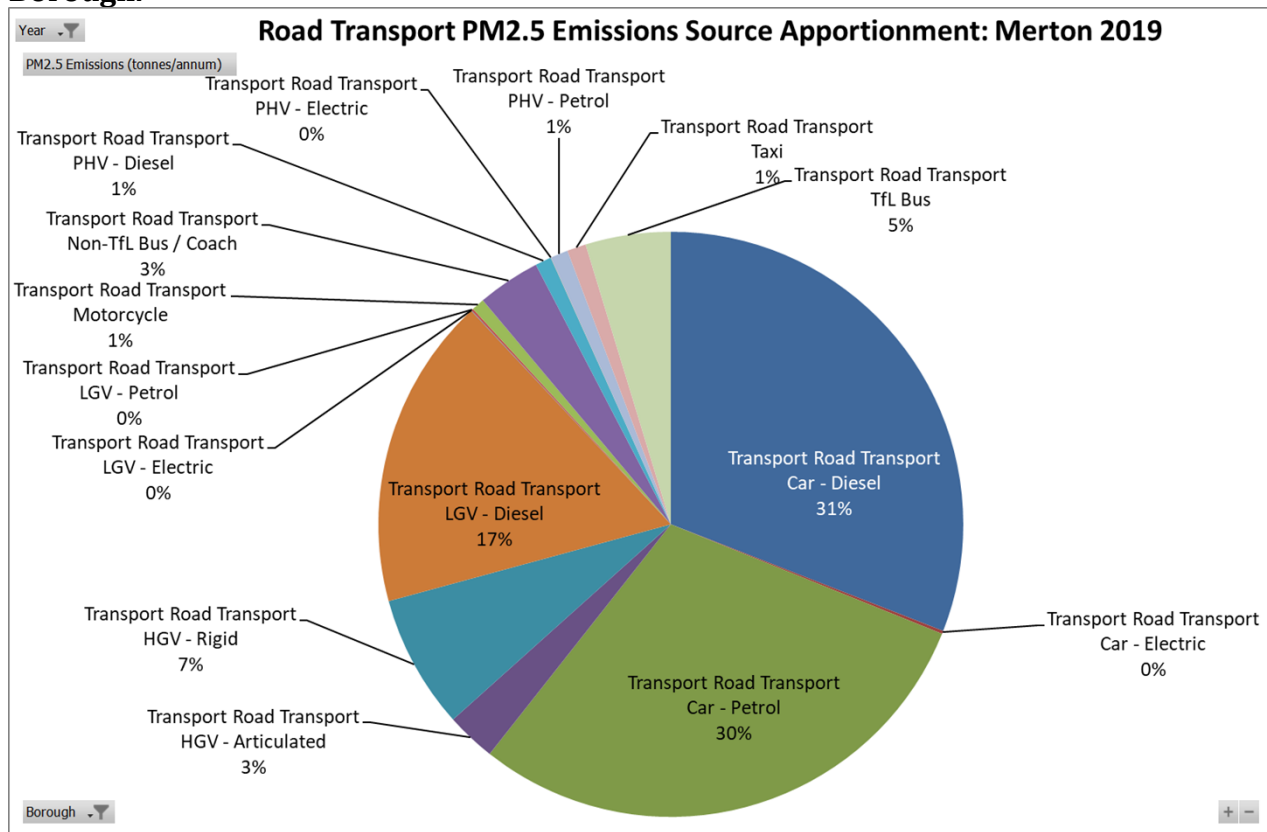
In Merton Road Transport is the highest contributor of NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub> emissions, Figures 5-8 outline the split of emissions per vehicle type.

It should be noted that the emissions charted below are for tail pipe emissions and as such electric vehicles have a nil contribution to all emissions. There are other considerations around particulate emissions from brake and tyre wear and resuspension of road dust, which can be attributed to all vehicle types however they are not considered here.

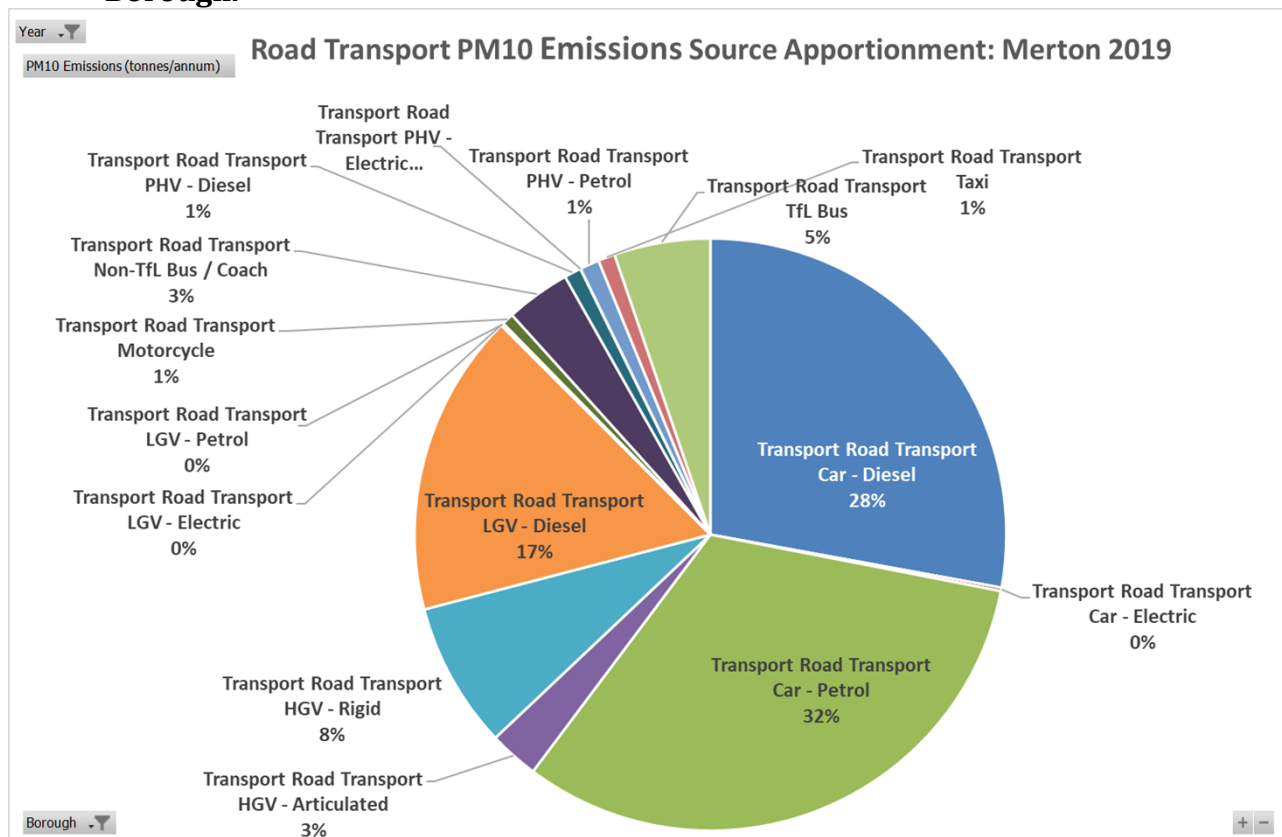
**Figure 5: This outlines the contribution of NO<sub>x</sub> (oxides of nitrogen) by vehicle type in the Borough.**



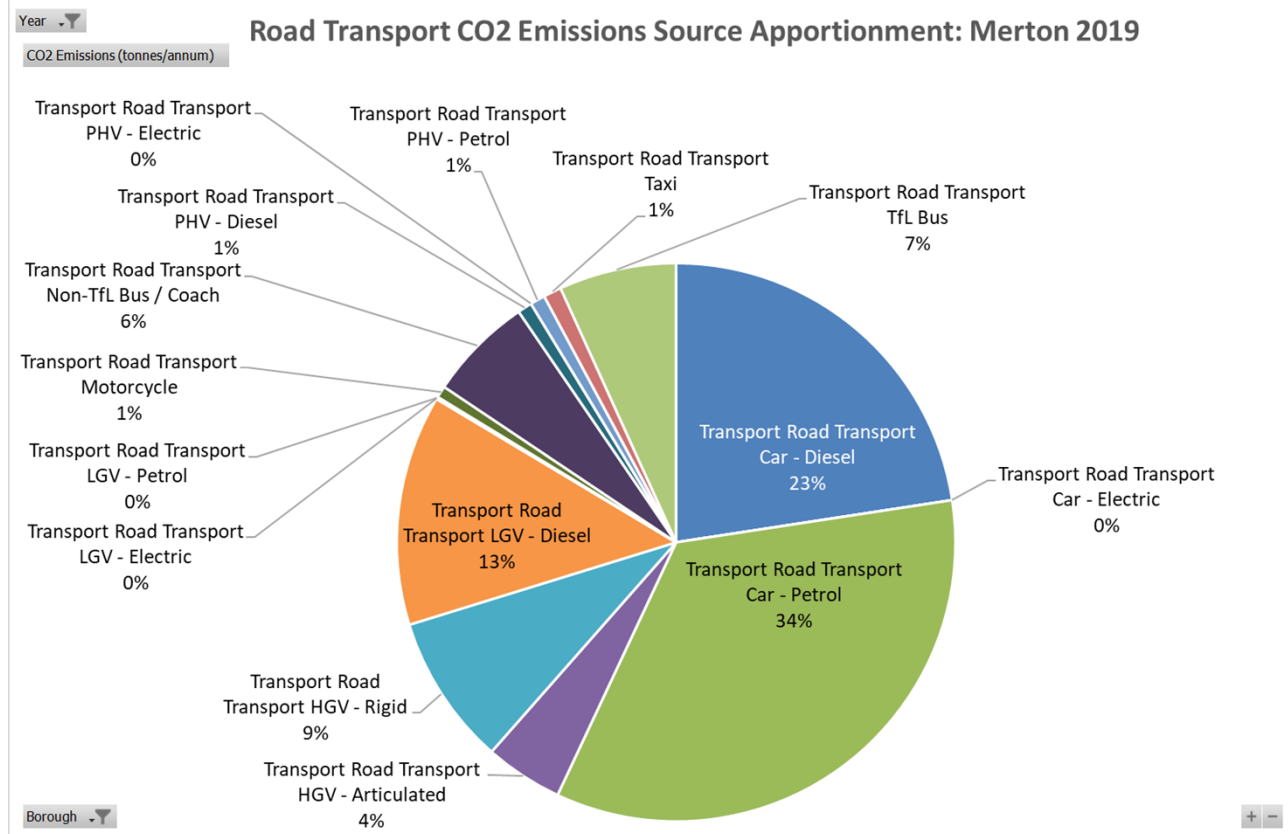
**Figure 6: This outlines the contribution of PM<sub>2.5</sub> (fine particulate matter) by vehicle type in the Borough.**



**Figure 7: This outlines the contribution of PM<sub>10</sub> (course particulate matter) by vehicle type in the Borough.**



**Figure 8: This outlines the contribution of CO<sub>2</sub> (carbon dioxide) by source in the Borough.**



## **Appendix D**

### **Road hierarchy**

There is a road hierarchy which means that throughout the borough there is a network of London Distributor Roads, Local Distributor Roads and local access roads that allow movement of freight (HGVs) and service vehicles to move freely both within and across borough boundaries.

There appears to be an increase in demand from some residents that HGVs should be prevented from using residential roads. However, it is important to note that almost all roads in Merton are residential i.e. there are residential properties adjacent to the highway and there is a need to facilitate movement of commercial vehicles, including construction, waste and delivery vehicles.

### **LONDON LORRY BAN (LONDON LORRY CONTROL SCHEME LLCS)**

In response to persistent complaints from Londoners about the disturbance caused by larger Heavy Goods Vehicles (HGVs) at night times and weekends, in 1986, the Greater London Council (GLC) introduced the LLCS in order to control freight movement. This was reviewed in 2017. The scheme aims to reduce unnecessary through traffic, while ensuring that London's economic activity continues. This scheme only applies to 18T vehicles and is controlled and managed by London Councils.

The hours of operation for LLCS controls are:

- Monday – Friday 9pm to 7am (including 9pm Friday night to 7am Saturday morning)
- Saturday – 1pm to 7am Monday morning
- Normal restrictions apply during public and bank holidays

Complaints regarding 18T vehicles are reported to London Councils who do undertake enforcement. However, it is not normal practice to receive feedback regarding the outcome of any enforcement that may have been carried out. Although some generalised pan London feedback is provided via London Council's annual reporting structure.

### **Local Lorry Ban**

Over the years, each London borough including Merton has introduced local 7.5T HGV bans. This was introduced area wide as well as localised restrictions. Many of these schemes were aimed at inappropriate freight traffic seeking to cut through a specific area. This involved the appropriate statutory consultation and erection of signage. The 7.5T HGV ban applies to through traffic but it does permit access which makes enforcement challenging. Currently Merton does not enforce local 7.5T HGV ban.

Historically, where there was evidence of safety associated with rat running by HGVs, the Council introduced width restrictions. Width restrictions are effective but they do have an adverse impact on Emergency services, service vehicles and legitimate deliveries, which is an increasingly issue and concern. They can also restrict access for large transits, buses, community/mobility vehicles and box sized delivery vehicles. The few width restrictions in the borough are often subject to vandalism resulting in an increase in the Council's revenue budget for repairs. Such features also displace the problem on to neighbouring roads.

Freight deliveries are essential in ensuring that the demand for goods and services in London can be met. In an ideal world this should be undertaken with minimum disruption to all parties; this, however, would require coordinated effective and efficient management maximising delivery windows and taking advantage of out of hour deliveries where possible, to free up space during peak times on a congested network. This is not something that Merton can do in isolation.

### **Additional info on HGVS**

The Fleet Operator Recognition Scheme (FORS) which is a voluntary accreditation scheme for fleet operators which aims to raise the level of quality within fleet operations, and to demonstrate which operators are achieving exemplary levels of best practice in safety, efficiency, and environmental protection. The scheme is managed by TfL but includes many operators from outside the Capital.

At the basic FORS Bronze accreditation level, it confirms that an operator employs good practices. This includes demonstrating dedication to driver and vehicle safety, combined with improving operating practices through effective monitoring of fuel and tyre usage, vehicle maintenance and performance management.

There are currently over 5000 accredited members across the transport and haulage industry. Adopting these practices can reduce accidents and improve fuel efficiency. For companies to sign up to any scheme there needs to be tangible benefits to membership. FORS can demonstrate a proven track record to prospective members.

The Council cannot force anyone organisation to sign up to this but as far as the businesses in the town centres are concerned perhaps this can be promoted through the business partners such as Love Wimbledon and other partners and stakeholders. This, however, will not address the other HGV activities, particularly skip lorries that are commissioned by individuals.

#### Development Sites

As part of all planning stage, developers are required to develop a construction management plan which must be agreed by the Council. Construction management plans are about reducing the impact of vehicles used in construction. As this is a planning condition, not complying to say a prescribed access route would be a planning enforcement matter.



## **Appendix E**

### Key to OGV's (Vivacity sensors)

#### OGV 1 (Ordinary Goods Vehicle 1)

All larger rigid vehicles with two or three axles including larger ambulances with double rear wheels, tractors (without trailers), road rollers for tarmac pressing, box vans, similar large vans and middle-sized trucks which have double rear wheels (if the rear wheels are single, the vehicle should be classified as LGV).



#### OGV 2 (Ordinary Goods Vehicle 2)

Includes all rigid vehicles with four or more axles and all articulated vehicles. Also included in this class are OGV1 goods vehicles towing a caravan or trailer.



## **Appendix F**

### Emission from OGV's v Cars

Since 1992, the EU has introduced increasingly stricter limits on heavy-duty vehicle emissions through a series of 'Euro' standards for the approval of the engine emissions. Euro I, II and III led to improvements in engine emissions, but catalytic emission control technologies were only effectively required with the introduction of Euro IV and V in 2005 and 2008. The latest and most stringent standard currently in place is Euro VI. Since the introduction of the Euro standards, nitrogen oxides (NO<sub>x</sub>) limits for heavy-duty engines have been reduced by 95%, and those for particulates (PM) by 97%.

The Euro VI-D legislation for heavy-duty engines approvals entered into force on 1 September 2018 for new types and has applied to all new engines from 1 September 2019. The Euro VI-E entered into force on 1 September 2020 for new types and will apply to all new engines from 1 September 2021. **This stage includes consideration of cold-start emissions in data evaluation of the PEMS testing, as well as the measurement and evaluation of PN during the on-road test.**

Euro 6 is the current standard for new registrations, and for diesel trucks, the permitted emissions of NOx were reduced to 0.08g/km. The move was made after studies linked NOx to respiratory problems.

The heavy-duty Euro VI standards address high real-world NOx and PM emissions from diesel trucks with changes to the heavy-duty vehicle test procedure in favour of the World Harmonized Transient Cycle, a new particle number limit, and stronger OBD requirements. These changes with the Euro 6/VI standards will lead to further advances in the full suite of vehicle engine and aftertreatment design.

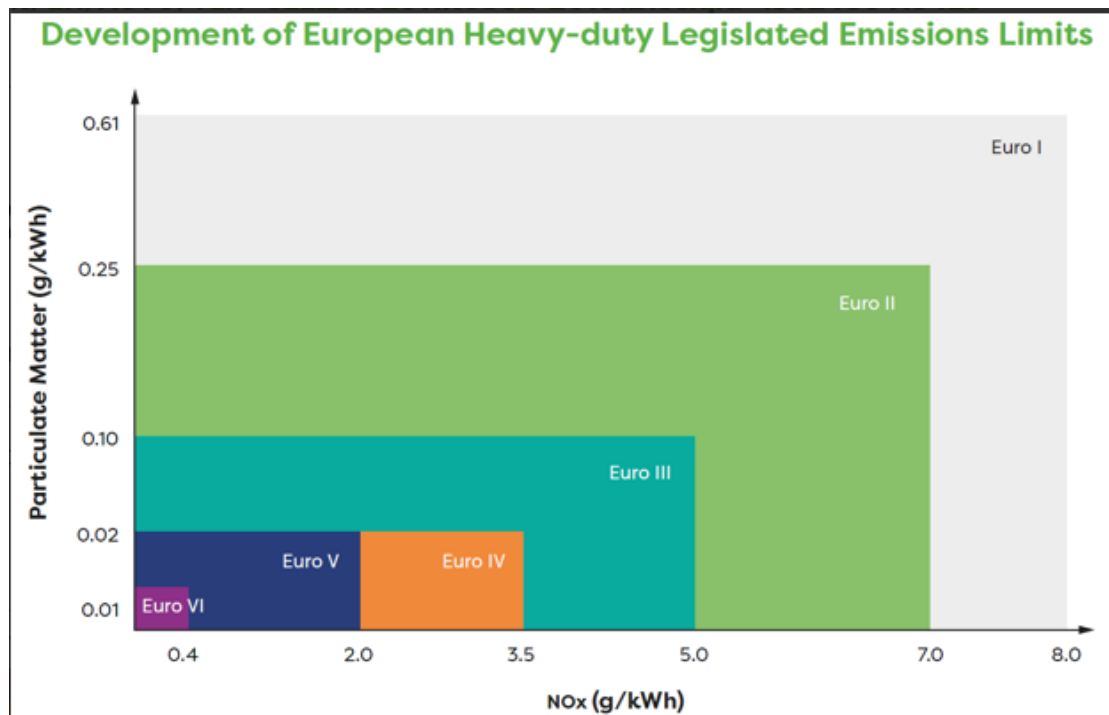


Table 1. EU Emission Standards for HDV Diesel Engines

Tier	Date	Test	CO (g/kWh)	HC (g/kWh)	NOx (g/kWh)	PN (#/kWh)	PM (mg/kWh)	Smoke (m <sup>-1</sup> )
Euro I	1992 (< 85 kW)	R-49	4.5	11	8.0	-	612	-
	1992 (> 85 kW)		4.5	11	8.0	-	360	-
Euro II	October 1996		4.0	11	7.0	-	250	-
	October 1998		4.0	11	7.0	-	150	-
Euro III	Voluntary EEV (October 1999 to January 2013)	ESC & ELR	1.5	0.25	2.0	-	20	0.15
	October 2000	ESC & ELR	2.1	0.66	5.0	-	100	0.8
Euro IV	October 2005		1.5	0.46	3.5	-	20	0.5
Euro V	October 2008		1.5	0.46	2.0	-	20	0.5
Euro VI	January 2013	WHSC	1.5	0.13	0.4	8.0x10 <sup>11</sup>	10	-

Note: EEV – enhanced environmentally-friendly vehicles

Euro 6 Emissions standards by Vehicle:

Limits are different for **petrol and diesel engines**

- Euro 6 Diesel Emissions Standards (grams per kilometer): 0.080 NOx, 0.005 PM.
- Euro 6 Petrol Emissions Standards (grams per kilometer): 0.060 NOx, 0.005 PM.



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## **Committee: Sustainable Communities Overview and Scrutiny Panel**

**Date: 23<sup>rd</sup> February 2023**

## **Subject: Thames Water's Independent Review of London's Summer Flooding of 2021**

Lead officer: Interim Executive Director for Environment, Civic Pride & Climate - Adrian Ash

Lead member: Cabinet Member for Local Environment, Green Spaces and Climate Change – Councillor Natasha Irons

Contact officer: Senior Flood Risk Engineers, Tom Sly and Selisa Fergus-Fleary

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### **Recommendations:**

A. That Members note the contents of this report.

## **1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1. This report provides an overview and update on Thames Water's published London-wide independent review of the summer flooding of 2021. The report will also set out the actions that have taken place in Merton since the flood events and following the review conclusion.

## **2 DETAILS**

### **Summary of Thames Water's Independent London Flood Review :**

- 2.1. Significant flooding occurred in Merton and across of large areas of London on both 12<sup>th</sup> and 25<sup>th</sup> of July 2021. This was due to heavy and high intensity thunderstorms resulting in flooding of roads and town centres and internal flooding of homes and businesses.
- 2.2. To establish why this flooding happened, and how similar events may be better planned for and managed in the future, Thames Water (TW) commissioned an Independent Expert Group (IEG) to lead an independent review into the flooding. The Review's objectives was to:
- better understand the extent and causes of the 2021 floods,
  - assess how the drainage systems performed,
  - and to recommend how the increasing risks of future flooding events can be managed.
- 2.3. The London Flood Review (LFR) was led by an independent expert group (IEG) of external specialists to ensure objectivity and impartiality, chaired by water strategist Mike Woolgar and supported by flood modelling expert Professor Roger Falconer and city resilience expert Lykke Leonardsen from Copenhagen.
- 2.4. A strategic stakeholder panel (SSP) assisted with the review and helped shape the objectives and provided input, guidance and feedback. This

group comprised senior representatives from the Greater London Authority, Transport for London, London Councils, the London Drainage Engineers Group (LoDEG), the Environment Agency, the Consumer Council for Water, the Thames Regional Flood and Coastal Committee. Ofwat also joined the SSP to act as an observer throughout the process.

2.5. The Review was published by Thames Water on 12<sup>th</sup> July 2022. The review consisted of four stages, the ‘ What, Why, How and What Next’. The review was supported by a Non-Technical Summary which outlined the review findings and put forward a series of recommendations so that lessons can be learned and future impacts from climate change events are mitigated.

2.6. The website for the review is <https://londonfloodreview.co.uk/> and the Non-Technical Summary of the London Flood Review can be found here:

<https://www.thameswater.co.uk/media-library/home/about-us/investing-in-our-region/flooding-review/london-flood-review-stage-4.pdf>

2.7. The Review found that the speed and severity of rainfall which fell during the two storms in July 2021 was the main cause of the flooding across London. Both rainfall events, on the 12<sup>th</sup> and 25<sup>th</sup> July, significantly exceeded the current design capacity of the below ground sewerage and wastewater and highway drainage systems. In summary:

- The review notes many parties manage flood risk in the capital and they must work together to identify solutions to ensure that the impacts of flooding are managed effectively
- The report presents recommendations based around five themes: governance, funding, evidence, communications and strategic planning,
- Thames Water and other stakeholders will now review the recommendations and work to implement them.

2.8. The volume of rain that fell in each event was around twice the monthly average rainfall and greater than any existing sewer systems are designed for.

2.9. Managing sewer flood risk is Thames Water’s (TW) responsibility, while surface water flood risk is managed by Merton as the Lead Local Flood Authority (LLFA). The storms caused both sewer flooding and surface water flooding, which means the responsibility for managing flood preparation and responses for the July 2021 events was shared across several organisations.

2.10. The varied types of flooding – sewer flooding, surface flooding and combined surface and sewer flooding – and the extreme nature of the storms mean that it is not possible to identify a single solution that could have prevented the flooding or a single organisation that is responsible for managing the flooding. TW and the local authorities each have a role to play, and these roles are interconnected and interdependent.

- 2.11. The review identified some other factors that played a part in slightly worsening the impacts of flooding in some locations. These included the rainfall coinciding with high tide, and operational performance on the day. The review concluded that, even if these factors had not been present, there would still have been significant flooding of all types.

**Summer 2021 Locations affected in Merton:**

- 2.12. The worst of the rainfall occurred in the west and south west of the borough. Significant and internal flooding of properties occurred in Raynes Park, West Barnes, Lower Morden, Cannon Hill, Dundonald, Hillside and Wimbledon Park.
- 2.13. The sources of flooding experienced on these events were:
- sewer flooding on streets and within people's homes from Thames Water's sewer assets,
  - surface water flooding on the highway from heavy rain leading to the drains being full of water and not being able to drain away fast enough
  - river flooding from the Beverley Brook overtopping its banks.

**Recommendations of the London Flood Review:**

- 2.14. The review identified a number of local solutions that can be implemented by Thames Water (TW) in the short-term within each London Borough, as well as several longer-term strategic recommendations which will involve all parties with wider flood management responsibilities.
- 2.15. Merton's senior flood engineers were disappointed that the review did not specifically cover a number of outer London boroughs, including Merton, and was focused more so on central London catchment areas, although the IEG team felt that the outcomes of the review would not have changed if Merton was covered in detail.
- 2.16. Furthermore, our engineers also provided comments directly into the review and attended workshops raising our concerns. Merton would also like to see progress reporting being undertaken for each of the recommendations to ensure they are fulfilled. We would also like to see better data sharing of Thames Water's planned works with respect to sewer cleaning, surveys and investment plans in Merton.
- 2.17. The recommendations of the review included the following themes:
- (i) **Governance:**
- Establishing a body with a strategic view and governance with all parties contributing so that surface water and sewer systems can be assessed together, and investments designed to optimise outcome across different organisational boundaries.

(ii) **Funding:**

- Seek opportunities for partnership working in areas of known flood risk to spread the cost of potential schemes.

(iii) **Evidence:**

- Sharing data across multiple organisations relating to flood risk assets, the understanding of high-risk areas and vulnerable customers, including across Boroughs where flood risk may originate from other areas.
- Improving forecasting and monitoring of extreme events.
- Using data and digital tools to assess sewer network performance more rapidly and prioritise responses in extreme events.

(iv) **Communications:**

- Improving preparedness for emergencies and enabling cross-organisational collaboration at short notice, including establishing roles and responsibilities in advance so this is clear ahead of any emergency.
- Supporting homeowners and tenants to understand how they can protect their homes from flooding, including opportunities to build in resilience.

(v) **Strategic planning:**

- Protecting those at highest risk of flooding by installing anti-flood devices such as non-return valves, Flooding Local Improvement Projects (FLIPs) or flood gates where appropriate depending on careful assessment of the causes of flooding.
- Adopting a suite of flood risk measures, including a combination of green (i.e. Sustainable Drainage Systems (SuDS)) and grey/traditional engineering solutions, which can be installed in alignment with the planning policy, to provide an agreed level of service across all organisations.
- Influencing planning policy and working with developers to reduce flood risk to others from new developments and basement renovations.
- Encouraging asset owners to fully understand, develop and maintain their assets so they perform at their optimum level during high intensity events.
- Understanding how the combined above-ground and below-ground systems operate when capacities are exceeded, who will be affected and how the landscape can be altered to allow safe passage of flood waters to areas away from properties.

**What has the council done following the review and since the summer 2021 floods?**



3.1.1 The council has worked very hard both on its own and with partners such as Thames Water and other risk management organisation to help reduce flood risk from all sources and in particular, the occurrence of surface flooding incidents in Merton since the summer flooding of 2021 and since the conclusion of the review. This includes the following actions:

- Immediately following the floods, Merton's Senior Flood Risk Engineers organised a daily meeting with Thames Water's Operations specialists. At these meetings, we arranged for Thames Water to take action by checking the surface water sewer network and cleaning them, where required.
- Merton actioned high pressure jetting tankers to all of the significantly flooded locations to investigate the causes of flooding and to clear any blockages in the highway drainage.
- Undertaking the high-risk gully cleaning programme each winter to ensure the borough's own road highway drains and gullies are clear and unblocked. This includes an in-depth clean of gullies (total of 8953 gullies cleaned this winter) and pipework in higher risk areas, measuring the level of silt within the gully to accurately forecast future cleaning cycles and mapping the results to inform where defects are;
- Collaborative working with Thames Water on their sewer network across the areas of greatest surface water flooding risk in Merton and supporting Thames Water to use the council's planned road closures to remove over 21 tonnes of silt from the Thames Water sewer network in Raynes Park centre.
- Upgrades to the Raynes Park bridge pump station
- Collaborative drainage surface water modelling and mapping of the West Merton area to refine flood risk maps and to help support flood alleviation schemes and unlock central government funding.
- Installed 4G sensors which monitor silt and water levels in gullies in high risk locations and issue alerts when full.
- CCTV surveys of over 3km of drains and sewers across Merton to ensure pipework, sewers and culverts are free of defects and where they have found issues we have undertaken physical repairs such as installing new pipework, pipe lining or removing tree roots for example. We completed major works in Raynes Park town centre on Coombe Lane reconfiguring, installing new upsized and repairing historic drainage pipes runs.
- Developing the Raynes Park Flood Alleviation project with partners Thames Water, Network Rail and the Environment Agency to reduce flooding to homes, businesses and infrastructure in the area; this includes securing financial contributions from partner organisations.
- Invited the Thames Region Flood & Coastal Committee elected members and the Environment Agency to Merton and have shown them delivered schemes and planned projects in the borough such as Raynes Park with the

aim of gaining additional Flood Defense Grant in Aid (FDGiA) funding for flood alleviation.

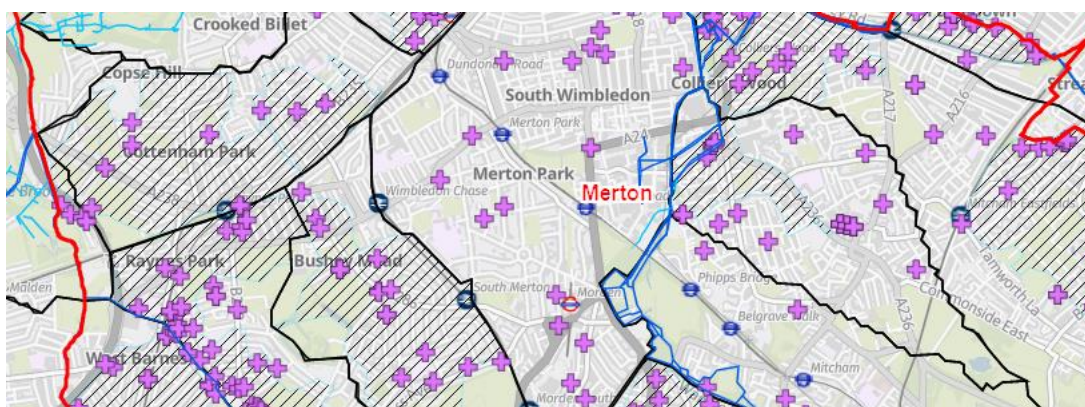
- Installing SuDS rain gardens on Wimbledon Hill Road, Wimbledon Chase and on The Path, South Wimbledon. We have designed a new SUDS rain garden which is programmed for construction in Raynes Park town centre in February 2023. Rain gardens are a type of SuDS or Green Infrastructure measures to help slow down and attenuate the flow of water into the underground sewer system as well as making the streetscene more attractive and having biodiversity, air quality and water quality benefits.
- Undertaking specialist independent flood risk investigations into the areas that significantly flooded in summer 2021 (known as Section 19 reports), to identify the sources and actions that can be taken to ensure the risk is minimized of it happening again. We undertook an online borough wide flood survey to ensure that residents and businesses had an opportunity to feed into this investigation and to capture all flooding incidents during summer 2021. The reports will soon be published in spring following detailed review by Thames Water and the Environment Agency.
- We successfully bid for and secured Thames Water Surface Water Management funding to aid the design and construction of a new pocket park in Kenilworth Green/Home Park Rd in Wimbledon Park.
- We successfully bid for and secured funding of £68,100 from the Environment Agency and DEFRA for Surface Water Modelling and Mapping for Mitcham.
- Completed the Wimbledon Park Lake Reservoir Safety Project to ensure the category A reservoir is compliant with national safety standards and to help better protect homes and businesses in Merton and Wandsworth from reservoir flooding. The major improvement scheme improved the Lake and dam by construction a new lake towpath, new spillways, capping and provided a new emergency drain down as well as delivering other benefits such as Eel Passes. <https://www.merton.gov.uk/leisure-recreation-and-culture/parks-and-open-spaces/parks-and-recreation-grounds/wimbledon/wimbledon-park/wimbledon-park-lake-project>
- Successfully securing £204,000 from the Environment Agency and DEFRA to deculvert and restore the previously culverted Wimbledon Park Brook, reducing flood risk to residential properties and the park and maximising biodiversity potential and natural flood risk management. Having visited the site in January 2023 with councillors from other parts of the wider Thames Region flood committee, the Environment Agency and Thames Water are nominating this project for the Institute of Civil Engineers [Chris Binnie Medal](#), an award for work which has benefited society by improving the sustainability of water.
- Clearance of ditches and watercourses across the borough in December and January 2023, as well as working with Mitcham Common Conservators to maintain the ditches around the Common and elsewhere to ensure water can run through.

- Undertaking highway drainage soakaway chamber clearance and maintenance.
- Ensured the culverts and watercourses in Motspur Park, around Sir Joseph Hood are cleared of tree roots and are running clear to the Beverley Brook.
- Merton actively fed into the Pan-London Summer 2021 independent flood review by led by an expert panel.
- Inputted via workshops and provided consultation responses to Thames Water's 25 year Drainage & Wastewater Management Plan (DWMP) to ensure Merton receives significant capital investment with regards to sewerage infrastructure upgrades.

2.18. As Lead Local Flood Authority, it is the council's duty to consider flood risk from all sources, not only from rivers but surface water flooding from heavy rain and groundwater flooding. The council has prepared a Strategic Flood Risk Assessment with neighbouring boroughs of Wandsworth, Sutton and Croydon for flooding from all sources in south London

2.19. We have prepared Merton's Strategic Flood Risk Assessment as a GIS Storymap, to make it as easy as possible for residents, businesses, utilities companies and others to find out what parts of Merton are at risk from flooding. It also includes some historic records of flood incidences and the British Geological Survey's data on the underlying bedrock in Merton.

2.20. [Merton's Strategic Flood Risk Assessment Storymap](#) is available on the council's website. Below is an extract of areas at risk of surface water flooding in Merton together with historic flood incidences reported to the council.



2.21. Merton's adopted and emerging planning policies require all development to consider and manage flood risk from all sources. The council has also provided specific planning guidance on Sustainable Drainage Systems and basement and subterranean developments to help development proposals manage flood risk.

### **Merton and Thames Water Collaborative Working**

- 2.22. As set out above, council officers have been working closely with Thames Water for a long time towards getting additional investment into TW assets in Merton and to solving problems identified in previous flood events.
- 2.23. Merton's senior flood risk management engineers participated in all Thames Water's workshops on their Drainage and Wastewater Management Plan to try and ensure the conditions we are experiencing in Merton are reflected in TW's asset management plans for the future.
- 2.24. In July 2021 the previous Leader of the Council wrote to Thames Water (see appendix A) raising concerns about the flooding and particularly their assets and asking for their ongoing support for residents.
- 2.25. In August 2022, the Cabinet Member for Local Environment, Green Spaces and Climate Change, Councillor Natasha Irons wrote to Thames Water regarding the London Flood Review asking to ensure that actions identified in the report are implemented in Merton as a priority.
- 2.26. Subsequently, Merton's flooding engineers and the Cabinet members met with Thames Water to agree that action will be undertaken in hotspot flooding locations such as in Raynes Park.
- 2.27. Council officers are continuing to hold regular meetings with the head of operations of Thames Water, their asset managers and systems planners to ensure actions are being implemented by TW. These will continue indefinitely to ensure that blockages and problems with Thames Water assets do not continue to cause problems for Merton residents.
- 2.28. As a result, Thames Water have agreed to
- undertake CCTV surface water sewers that council officers have alerted them to, to repair their assets and remove silt, particularly around Raynes Park, West Barnes Lane, Wimbledon town centre, Garth Road and Wimbledon Park.
  - seek internal approval to embark on hydraulic modelling within Raynes Park and other areas.
  - Investigate why surface water is overloading their foul water network and causing sewage flooding on streets and in people's homes. In the Raynes Park catchment, Thames Water have a separate surface water (rainwater) and foul water (sewage) system, however in heavy rainfall rainwater is getting into Thames Water's foul water system somewhere, causing sewage overflows into people's properties and Thames Water do not know where this is happening.
- 2.29. As required by [Section 19 of the Flood and Water Management Act 2010](#) , the council will be undertaking investigations into the specific causes of flooding of people's properties where five or more properties were flooded in an area. The reports will be published on the Council's website in spring 23.

## Reporting flooding

- 2.30. It is extremely important that property owners and occupiers contact both the council **and** Thames Water when they experience flooding within their properties following heavy rainfall.
- 2.31. During periods of heavy rainfall, residents and businesses all over London are reporting flooding on roads and sometimes within properties. Thames Water will prioritise their resources on the basis of the number of calls. Images in the media, calls from councillors and council officers to Thames Water on behalf of property owners do not count towards prioritising Thames Water resources.
- 2.32. Following the 12<sup>th</sup> July 2021 flood events in Raynes Park and despite the extensive photo and video coverage on Sky News, BBC News and other online media and phone calls from council officers, on 19<sup>th</sup> July 2021 Thames Water told council officers that they had no records of flooding on roads such as Abbots Avenue aside from calls from council officers. Thames Water explained that they had records of +100 calls from other areas in west London at the same time so prioritised the immediate action to those locations.
- 2.33. Thames Water's long-term investment plans are based on the number of reported incidents of flooding, so by not reporting flooding to Thames Water not only are residents not able to get immediate help, Thames water do not prioritise Merton for future investment.
- 2.34. Despite the messages on the council's website and both Thames Water and council officers attending Raynes Park Community Forum to promote the need to contact both parties, residents are still calling the council on all flood matters, including sewage. This may be because:
- The council is far easier to get hold of – during the July 2021 flood events council officers spent 2 hours per call trying to get through to Thames Water's flood line.
  - Thames Water's website states "*problems with flooded roads should be reported to your local council*" and does not explain that it should also be reported to Thames Water if there is any doubt about what might be causing the flooding such as blocked Thames Water sewers preventing the water from draining away.
  - Thames Water call centre options divert callers to call their Local Authority
  - Thames Water's website requires callers with sewer flooding within or outside their homes to download a PDF, complete it and post it to Thames Water to report sewer flooding. This is not practical while someone's property is flooded with sewage.
- 2.35. Council officers have raised these issues with Thames Water and asked Thames Water to amend their website and the advice being given from TW's call centre. Council officers have also asked Thames Water to make it easier for residents to report flooding, particularly sewage flooding and have asked Thames Water to distribute paper copies of their online guidance "[what to do if sewer flooding affects your home](#)" and the [Thames Water foul water flooding report](#) to affected parts of Merton.

- 2.36. Thames Water will help clean up sewage flooding inside and outside people's properties and bill payers are able to claim money back from their Thames Water bill (see the guide on the [Thames Water website](#)) but Merton residents may not be receiving this help unless they have contacted Thames Water directly to report their sewage flooding – reports from council officers and councillors do not count towards this..

### **Next steps**

- 2.37. The changing climate is leading to an increase in extreme weather globally and we are seeing an increase in heavy downpours and associated flash flooding in the summer months in London and the south east. The topography of south London means that some parts of Merton that are not near rivers remain susceptible to flash flooding from heavy rain (e.g. Raynes Park, as it lies at the bottom of a hill). It will not be possible to entirely prevent future flood events.
- 2.38. Merton Council will:
- Continue to encourage Thames Water to make it easier for residents and other property owners to contact them and get help, both during a flood event and afterwards.
  - Progress with an integrated flood risk alleviation project for Raynes Park in partnership with Thames Water, the Environment Agency and Network Rail.
  - Continue to roll out and implement Sustainable Drainage (SuDS) and Green Infrastructure measures in areas of public realm across Merton.
  - Ensure council gullies and assets are well maintained and clean; continuing the “smart cities” approach to get real-time data by increasing the amount of gully sensors within the borough.
  - Continue to work closely with Thames Water to ensure their assets are unblocked and repaired.
  - Finalise and publish our detailed Section 19 flood risk investigations from the Summer Flooding events on our website, following consultation with Thames Water and the Environment Agency.
  - Review Merton's gulley cleaning performance to ensure that both the high risk programme and the A-Z programme are performing at the optimum level.
  - Ensure that flood risk management services feed into the council's current review of its emergency planning.

## **3 ALTERNATIVE OPTIONS**

- 3.1. None for the purposes of this report

## **4 CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1. The council's website has been updated to give residents as much clarity as possible on who to contact in the event of a flood



4.2. As stated on the council's website and at community events such as the Raynes Park forum by both Thames Water and the council, it is very important that residents and businesses contact Thames Water directly in the event of a flood in their homes, particularly if sewage is present. This is because:

4.2.1 Thames Water will help clean foul water and sewage up from people's properties and streets if they receive a direct report from a resident

4.2.2 Thames Water will prioritise their resources to help the parts of London where they receive the most calls

4.2.3 Thames Water bill payers may be able to claim up to half their wastewater bill back from Thames Water but only if they contact Thames Water themselves

4.3. While Thames Water acknowledges calls from council officers and councillors, these calls do not count towards getting the residents this help.

4.4. [Thames Water's website](#) provides more details including:

- [What to do if sewer flooding affects your home?](#)
- [Thames Water - report sewer flooding](#)

## **5 TIMETABLE**

5.1. None for the purposes of this report.

## **6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

6.1. The level of financial impact will be updated when required work is identified and assessed.

## **7 LEGAL AND STATUTORY IMPLICATIONS**

7.1. As a Lead Local Flood Authority (LLFA), Merton Council's, responsibilities relate to 'local' flood risk from surface water, groundwater and small rivers, streams and ditches, known as ordinary watercourses.

7.2. Merton is a Lead Local Flood Authority as defined in section 6(7) of the Flood and Water Management Act 2010 and as such in the event of becoming aware of a flood in its area has a duty under section 19 of that Act, to the extent that it considers it necessary or appropriate, to investigate:

(a) which risk management authorities have relevant flood risk management functions, and

(b) whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.

7.3. 7.3 Where the Council carries out such an investigation it must publish the results of its investigation, and notify any relevant risk management authorities.

- 7.4. The following organisations are designated Risk Management Authorities and the Floods and Water Management Act 2010 have a number of legal responsibilities for managing flood risk in the London Borough of Merton:
- Merton Council as the Lead Local Flood Authority and Highways Authority,
  - Environment Agency,
  - Thames Water Utilities as the Sewerage Undertaker, and
  - Transport for London as the Highways Authority.
- 7.5. All Risk Management Authorities have a duty to cooperate with the LLFA, and other Risk Management Authorities when exercising their flood risk management functions.
- 7.6. Merton Council is responsible for:
- The drainage of surface water from the Strategic Road Network (SRN) and Local Distributor Roads, including Local Access roads (such as the A298, A236 and residential streets excluding private roads).
  - Maintaining the road drains on minor roads, including kerbs, road gullies, ditches and the pipe network which connects to the Thames Water sewers.
  - Developing and implementing an emergency plan, contingency plan and business continuity plan.
  - Ensuring flood risk is considered in the Local Plan.
  - Making decisions on planning applications which may be at risk of flooding or increase flooding elsewhere.
  - Agreeing any works to ordinary watercourses (i.e. streams, ditches) which may affect the flow or storage of water.
  - Maintaining Council owned assets, such as drainage ditches, gullies, trash screens/grills.
- 7.7. Merton Council as the Highways Authority:
- 7.8. The highway drainage system is integral in the management and behaviour of surface water during heavy rainfall events. As a Highways Authority, the Highways Act 1980 requires that Merton Council ensure that highways are drained of surface water and where necessary maintain the highway drainage system, up to the point of connection with the sewer network.
- 7.9. Merton Council is a Category 1 Responder under the Civil Contingencies Act 2004 and therefore has a responsibility, along with other organisations, for developing emergency plans, contingency plans and business continuity plans to help reduce, control or ease the effects of an emergency. The complex and diverse nature of flooding and the consequences that arise require a comprehensive and often sustained response from a wide range of organisations, and as such Merton Council has prepared a multi-agency flood plan<sup>18</sup> to allow all responding parties to work together on an agreed coordinated response to severe flooding.
- 7.10. The Environment Agency is responsible for:



- Managing flooding from main rivers (e.g. River Thames, the Beverley Brook, the Pyl Brook and River Wandle), reservoirs, estuaries and the sea.
- Providing a strategic overview for all sources of flooding and coastal erosion.
- Regulation of third party works on main rivers.

7.11. Thames Water are responsible for:

The drainage of surface water from development via sewers adopted by Thames Water.

- Maintaining public sewers owned by Thames Water into which the vast majority of the highway drainage connects.
- Maintaining and improving its water mains and other pipes to reduce the risk of leaking or burst pipes.
- Reporting its performance each year to Ofwat (The Water Services Regulation Authority), including in respect of internal sewer flooding of properties.

7.12. Transport for London are responsible for:

The drainage of surface water from TfL adopted roads and red routes (major Strategic Routes including A24, A217 and A3).

Maintaining the drains on TfL adopted roads and red routes, including kerbs, road gullies, ditches and the pipe network which connects to the Thames Water sewers.

## **8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- 8.1. None for the purposes of this report.

## **9 CRIME AND DISORDER IMPLICATIONS**

- 9.1. None for the purposes of this report.

## **10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

- 10.1. As set out in the body of this report.

## **11 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- Appendix A – Letter from the Leader of Merton Council to Thames Water (15<sup>th</sup> July 2021)
- Appendix B – Letter from the Cabinet Member for Local Environment, Green Spaces and Climate Change, Councillor Natasha Irons to Thames Water on the London Flood Review (dated 31<sup>st</sup> August 2022)

## **12 BACKGROUND PAPERS**

- 12.1. [Merton's Strategic Flood Risk Assessment including online Storymap](#)
- 12.2. [Merton's Local Plan including flood risk policies](#)

- 12.3. [Merton's Sustainable Drainage Systems supplementary planning document](#)
- 12.4. [Merton's basement and subterranean development supplementary planning document.](#)
- 12.5. <https://www.thameswater.co.uk/media-library/home/about-us/investing-in-our-region/flooding-review/london-flood-review-stage-4.pdf>
- 12.6. <https://www.thameswater.co.uk/about-us/newsroom/latest-news/2022/jul/london-flood-review-conclusion>
- 12.7. [Thames Water - What to do if sewer flooding affects your home?](#)
- 12.8. [Thames Water - report sewer flooding questionnaire](#)



## Sustainable Communities Work Programme 2022/23

This table sets out the draft Sustainable Communities Overview and Scrutiny Panel's Work Programme for 2022/23 following discussions at the topic workshop on 7 June 2022.

The work programme will be considered at every meeting of the Panel to enable it to respond to issues of concern or to request new pre-decision items ahead of their consideration by Cabinet/Council.

The work programme table shows items on a meeting by meeting basis, identifying the issue under review, the nature of the scrutiny (pre decision, policy development, issue specific, performance monitoring, partnership related) and the intended outcomes.

**Chair:** Cllr Stuart Neaverson  
**Vice-chair:** Cllr Daniel Holden

### Scrutiny Support

For further information on the work programme of the Sustainable Communities Scrutiny Panel please contact: -  
Rosie McKeever, Scrutiny Officer  
Tel: 020 8545 4035; Email: [rosie.mckeever@merton.gov.uk](mailto:rosie.mckeever@merton.gov.uk)

For more information about overview and scrutiny at LB Merton, please visit [www.merton.gov.uk/scrutiny](http://www.merton.gov.uk/scrutiny)

**Meeting date:** ~~29 June 2022 (Deadline for papers: 5pm, 22 June 2022)~~

Item/issue	How	Lead member and/or lead officer	Intended outcomes
Cabinet Member Priorities	Verbal update with Q&A	Cabinet Members for: Housing and Sustainable Development, Local Environment, Green Spaces and Climate	To understand current priorities in relation to Panel work programme
Fly tipping strategy and Action Plan review		John Bosley Cabinet Member for Local Environment, Green Spaces and Climate	
Performance monitoring	Basket of indicators plus verbal report	AD for Public Space, AD for Sustainable Communities	To highlight any items of concern and/or request additional information
Work programme 2022/23	Written report	Rosie McKeever, Scrutiny Officer	To agree the work programme.

**Meeting date:** 1 September 2022 (~~Deadline for papers: 5pm, 23 August 2022~~)

Item/issue	How	Lead member and/or lead officer	Intended outcomes
Cabinet Member Priorities	Verbal update with Q&A	Cabinet Member for Transport	To understand current priorities in relation to Panel work programme
Climate Change and Net Zero progress	Report	Dominique Hill; Amy Mallet	Receive update on the Climate Change action plan and the Council's Net Zero progress
Active Travel: Cycling infrastructure and facilities in the borough, including cycle lanes and storage spaces/hangars.	Report	Louisa Green; Paul McGarry, Head of FutureMerton  Cabinet Member for Transport	
School Streets – Lessons learned review	Report	Mitra Dubet; Paul McGarry, Head of FutureMerton	The panel RESOLVED in January to request officers produce a lessons learned paper on the implementation of school streets.
Performance monitoring	Basket of indicators plus verbal report	Adrian Ash, Director of Environment and Regeneration	To highlight any items of concern and/or request additional information
Work programme 2022/23	Written report	Rosie McKeever, Scrutiny Officer	To agree the work programme.

**Meeting date:** 3 November 2022 (~~**Deadline for papers:** 5pm, 25 October 2022~~)

<b>Item/issue</b>	<b>How</b>	<b>Lead member and/or lead officer</b>	<b>Intended outcomes</b>
Clarion: Repairs and Maintenance	Written report	Representatives from Clarion will be invited to attend the session	Monitor progress of recommendations
Cllr Natasha Irons – Brief update re; Waste and recycling	Verbal update	Cabinet Member for Local Environment, Green spaces, and Climate Change	
Clarion Housing: Estate Regeneration – including climate elements of building	Written report		
Performance monitoring	Basket of indicators plus verbal report	Adrian Ash, Director of Environment and Regeneration	To highlight any items of concern and/or request additional information
Work programme 2022/23	Written report	Rosie McKeever, Scrutiny Officer	To agree the work programme.

**Meeting date:** 19 January 2023 (**Deadline for papers:** 5pm, 10 January 2023)

Item/issue	How	Lead member and/or lead officer	Intended outcomes
Budget and business planning (round 2)	Report	Roger Kershaw	To comment on the budget and business plan proposals and make any recommendations to the Commission
Tree Strategy development	Written report	John Bosley; Cabinet Member	Nature based solutions to pollution – pocket parks, hedgerows
Idverde	Focus on sustainability and best practice.	Andrew Kauffman	
Wimbledon Championships Traffic Management Order	Written report	Paul McGarry	
Performance monitoring	Basket of indicators plus verbal report	Adrian Ash, Director of Environment and Regeneration	To highlight any items of concern and/or request additional information
Work programme 2022/23	Written report	Rosie McKeever, Scrutiny Officer	To agree the work programme.

**\*Extra Meeting date:** 13 February 2023 (*Deadline for papers: 5pm, 3 February 2023*)

Item/issue	How	Lead member and/or lead officer	Intended outcomes
Waste Management	Written report	John Bosley	

**Meeting date:** 23 February 2023 (*Deadline for papers: 5pm, 14 February 2023*)

Item/issue	How	Lead member and/or lead officer	Intended outcomes
Air Quality	Tracking poor air quality hotspots & HGV traffic and pollution hotspots in the borough	Jason Andrews Cabinet Member	Consider nature-based solutions
Flooding issues	Report	Tom Sly, Flood Management Officer	Thames Water independent review on flooding events in the borough
Housing: Homelessness	Report	Elliot Brunton, Head of Housing and Strategy	
Performance monitoring *Plus report from Planning Committee (AM)	Basket of indicators plus verbal report	Adrian Ash, Director of Environment and Regeneration	To highlight any items of concern and/or request additional information
Work programme 2022/23	Written report	Rosie McKeever, Scrutiny Officer	To agree the work programme.



**Meeting date:** 8 March 2023 (*Deadline for papers: 5pm, 27 February 2023*)

<b>Item/issue</b>	<b>How</b>	<b>Lead member and/or lead officer</b>	<b>Intended outcomes</b>
Disability Access	Written report		Include accessibility at stations
Tree Strategy update		Andrew Kauffman	
Council Retrofitting Plans	Written report	Dominique Hill; Amy Mallet	
Planning enforcement	Written report	Cabinet member, James McGinlay, Lesley Barakchizadeh	Invite Officers to report back on the backlog of cases
Performance Monitoring	Basket of indicators plus verbal report	Adrian Ash, Director of Environment and Regeneration	
Topic suggestions 2022/23	Written report	Rosie McKeever, Scrutiny Officer	To seek suggestions from the Panel to inform discussions about the Panel's 2022/23 work programme

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