

What do we want to achieve?

Spatial Policy 5

Areas of Stability and Managed Change

1. The Areas of Stability and Managed Change will provide quality living environments supported by a network of local services and facilities. The Council will:
 - a. ensure that any new development protects or enhances the quality of Lewisham's character, and historic significance particularly within conservation areas
 - b. ensure the retention and protection of shopping areas that contribute to local day-to-day retail needs and employment by:
 - i. designating Downham as a District town centre
 - ii. designating Crofton Park, Downham Way and Grove Park as Neighbourhood local shopping centres
 - iii. protecting and supporting smaller local parades scattered throughout the area
 - iv. designating the Ravensbourne Retail Park, Bromley Road, as an out-of-centre retail park.
 - c. maintain a Strategic Industrial Location (SIL) at Bromley Road
 - d. support locally significant employment areas scattered throughout the area including maintaining Local Employment Locations (LELs) at Blackheath Hill, Manor Lane, Malham Road, Willow Way and Worsley Bridge Road
 - e. seek improvements to the walking and cycling environment, in order to improve access to local services and public transport provision, particularly in the Bellingham and Downham wards
 - f. contribute to improving deprivation issues through estate renewal.

Southend Village, Bromley Road

2. Redevelopment opportunities at Southend Village, Bromley Road, will be supported where it provides a coherent approach, improves legibility, conserves and enhances the local character and responds to site constraints.

Local Regeneration Area

3. To address deprivation in the Bellingham, Downham and Whitefoot wards, the Council with its partners will work to improve:
 - a. health inequality and well-being
 - b. access to high quality housing including affordable housing and estate renewal
 - c. education, employment and training opportunities
 - d. access to public open space.

How will the strategic objectives be delivered?

1. Housing provision

- 6.143** The Areas of Stability and Managed Change will deliver approximately 2,590 additional new homes over the period of the Core Strategy. This accounts for approximately 14% of the borough's requirement in order to meet local housing need and contribute towards meeting and exceeding London Plan targets. This will be achieved in the following ways.

1A. Estate renewal

- 6.144** Larger development opportunities will arise from the renewal of housing estates, particularly the Excalibur bungalow estate in Downham and the Heathside and Lethbridge estate near Blackheath. It is estimated that the renewal projects will provide up to an additional 1,000 new dwellings.

1B. Allocated sites

- 6.145** There are a scattering of larger sites across this strategy area that can be allocated for housing to meet housing need. The sites will generally provide fewer than 80 new dwellings, and in certain circumstances additional uses such as retail, employment or a community use may be appropriate depending on the location and type of housing proposed. As these sites have a local rather than strategic focus they will be allocated through the LDF Site Allocations DPD.

1C. Conversions and the need to provide family houses

- 6.146** The vast majority of the borough's supply of three bed plus family housing is located in this strategy area. The Lewisham SHMA shows that 25% of the residential stock is in converted property, the highest percentage in south-east London. To achieve mixed and balanced communities and preserve choice of accommodation size it is necessary to protect a supply of family homes from conversions into smaller flats. The Council will therefore look critically at applications for conversions of family sized homes in these locations. The size of newly converted dwellings will need to address housing need and the character of the area and take account of amenity issues including traffic and parking impacts.

1D. Infill development

- 6.147** Evidence on past housing completions through the Annual Monitoring Report shows a consistent supply of smaller infill development within these established residential areas. The Council wants to achieve the best use of previously developed land in the borough and will consider infill development provided that it is designed to complement the character of surrounding developments, the design and layout make suitable residential accommodation, and it provides for garden and amenity space. Any adverse impact on neighbouring amenity, conservation and historic issues, biodiversity or open space will need to be addressed.

2. Growing Lewisham's economy

2A. Retention of SIL and locally important employment areas

- 6.148** The Areas of Stability and Managed Change include the location of:
- the Bromley Road Strategic Industrial Location (SIL)

- a number of locally important employment areas known as Local Employment Locations (LELs)
 - other smaller employment areas, the scattering of small scale businesses or light industrial uses that operate throughout the borough.
- 6.149** Business uses will be promoted in the SIL and LELs and uses that will dilute or affect the continued commercial and industrial functioning of these areas will be resisted.
- 6.150** The Bromley Road SIL provides the main resource of land for warehousing, industrial premises and public utilities and depots in the southern part of the borough. The SIL is located prominently on the A21, which is a major strategic route.
- 6.151** LELs are groupings of business uses that have been long established in the borough. The LELs provide reservoirs of small business premises for industrial/workshop warehousing and storage usually in the form of relatively modern purpose built units on business estates. The Lewisham ELS reviewed the LELs located within this strategy area at Blackheath Hill, Manor Lane, Malham Road, Willow Way and Worsley Bridge Road and recommended that to maintain a mixed economy within the borough these sites should be protected for employment purposes.

2B. Scattered local employment businesses

- 6.152** A scattering of usually small premises exists, often associated close to a town centre, along a major through-route or located within a residential area, which provide local services such as builders' yards, garages and motor repairs, car hire businesses and small workshops and offices.
- 6.153** The Council will attempt to ensure that these buildings are re-used or redeveloped for replacement business uses where they are considered to have the potential to contribute to the vitality and viability of the local economy because of the location of the site and the suitability of the buildings. However, some sites are less suitable for continued commercial use due to their location on backland sites in largely residential areas. In these instances, residential uses may be considered more suitable in order to improve the overall residential environment.

2C. Local shopping areas and local parades

- 6.154** The Areas of Stability and Managed Change contain the designated Downham District town centre and Neighbourhood local shopping centres at Crofton Park, Downham Way and Grove Park. There are over 80 local parades, which provide small scale shopping facilities whose primary function within the retail hierarchy is to provide a range of local shops to meet day-to-day needs. Local parades represent a sustainable resource for residents who can minimise unnecessary journeys to shop.
- 6.155** Downham is the smallest of the district town centres and is a linear shopping centre along Bromley Road. Its role and function is as a local shopping centre, serving the needs of the local community. Given its location between Catford and Bromley most of the shops are service and convenience oriented serving an immediate local need. However, the very low vacancy rate shows that it is a successful local shopping centre. As development opportunities are limited within and immediately surrounding the centre, the opportunities are to ensure its ongoing economic success, accessibility is improved for the surrounding residential areas and socio-economic benefits for the area are addressed.

- 6.156** The strategy also requires that accessible, well-located convenience shopping should be retained if there is a good prospect for retail use. The key to determining this is through an assessment of functional viability and appropriateness in relation to current requirements. This will need to consider matters such as location, design and layout and access, combined with overall market appeal. Viable retail units that provide for local needs should be protected. If these units are not viable the Council would rather see a change of use to some other function than allow long periods of vacant and boarded units.
- 6.157** The Ravensbourne Retail Park, Bromley Road, is designated as an out-of-centre retail park and will continue to be a location for larger bulky goods retailing.

3. Climate change and environmental management

3A. Climate change

- 6.158** New development within the Areas of Stability and Managed Change, including alterations and extensions, will need to be designed to limit carbon dioxide emissions, make provision for good use of decentralised or renewable or low carbon energy and minimise any future vulnerability to climate change. Buildings will need to reflect best practice sustainable design and construction.
- 6.159** Development will need to be designed and constructed in accordance with the relevant standard from the Code for Sustainable Homes (CSH) or Building Research Establishment Environmental Assessment Method (BREEAM) as outlined in Core Strategy Policy 8.

3B. Reducing flood risk and water management

- 6.160** The evidence base through the Strategic Flood Risk Assessment (SFRA) shows high probability of flooding adjacent to areas along the rivers Quaggy, Pool and Ravensbourne within areas of Lee Green, Bellingham and Downham. Southend Village, Bromley Road, is adjacent to Ravensbourne River and certain areas either fall partly or wholly within Flood Zones 2 Medium Probability and 3a High Probability.
- 6.161** The Council's SFRA and the Sequential Test have been used to guide suitable land uses and will be used to ensure appropriate development takes place.

3C. Open space and environmental assets

- 6.162** The majority of the boroughs parks and open spaces are located within the Areas of Stability and Managed Change, this is considered to be a defining characteristic of the borough. Some open space is privately owned but this still contributes to the provision in the borough and no distinction is made on the basis of ownership. These green areas are considered one of Lewisham's strongest assets and contribute to biodiversity and heritage value as well as providing opportunities for recreation and health.
- 6.163** The strategy protects all open space from inappropriate development, that is built development that does not enhance its use. These spaces contribute to biodiversity in the borough and the areas of nature conservation importance. Outdoor sport facilities will be protected in accordance with national guidance in PPG 17 and policies within the London Plan.
- 6.164** The Lewisham Leisure and Open Space Study identified a number of areas within the borough as deficient in provision of public open space. Due to the built-up nature of Lewisham opportunities for additional provision will be scarce and usually only provided through large scale redevelopment. The strategy seeks to create new public open space in deficient areas whenever possible. In addition the strategy will seek financial and in-kind contributions to improve existing open space provision in the borough. To support the Lewisham Open Space

Strategy development occurring within an area deficient in open space will be expected to contribute to the improvement of nearby existing open space or provide new on-site public open space.

- 6.165** The Areas of Stability and Managed Change contain most of the significant open space in the borough. This includes Metropolitan Open Land (MOL) (e.g. Beckenham Place Park, Blackheath, the Green Chain areas), parks and other public open spaces, private green spaces and the green areas along railway corridors. Many of these areas are also designated Sites of Importance for Nature Conservation (SINC).
- 6.166** The Southend Village, Bromley Road, has a significant amount of green space. Better connections to this open space will be made in order to encourage access and usage by the public.
- 6.167** The Council has secured almost £2m funding from the London Development Agency to invest in Ladywell Fields and along the Waterlink Way. The project will transform the central and southern parts of Ladywell Fields, which are currently underused, fragmented and featureless open spaces. The project will increase use and enjoyment of Ladywell Fields, improve habitats within the park, improve safety and provide additional flood water storage. Works will be completed by 2011.

4. Building a sustainable community

4A. Sustainable movement

- 6.168** The Areas of Stability and Managed Change will be supported by a range of transport modes including public transport through rail and bus, as well as walking and cycling. Major transport routes, including strategic roads such as the A205, A21, A20, A2 and rail routes, cross this strategy area. A number of overground rail stations are also located in these areas and include Crofton Park, Honor Oak, Grove Park, Lee and Lower Sydenham.
- 6.169** Accessibility near the Crofton Park and Honor Oak stations will be improved by the East London Line Extension (London Overground) services and station improvements. Accessibility in the Bellingham, Downham, Perry Vale and Whitefoot wards will be improved where development opportunities arise. This will focus on the Southend Village, Bromley Road, where new development will need to address traffic management and pedestrian accessibility at the junction of Southend Lane and Bromley Road.
- 6.170** Walking and cycling will be the priority to improve connections and access within this strategy area. The existing walking and cycling connections, particularly those connected with the Green Chain and Waterlink Way, will be enhanced and maintained. Routes to schools, town centres and rail stations will be improved to function in a more integrated manner. Schools will need to encourage cycling and walking as the primary means of access.

4B. Community well-being

- 6.171** The design of all new buildings and improvements to public spaces will be required to address safety and security issues and the Council will implement Secured by Design principles.
- 6.172** The Council will work with its partners to ensure that a range of health, education, community, leisure, arts, cultural, entertainment, sports and recreational facilities and services are provided, protected and enhanced across the Areas of Stability and Managed Change.
- 6.173** The Council will allocate a primary and secondary shopping area for each District town centre to ensure core retail uses (A1) are retained and provided. It is recognised that successful town centres need to offer variety and choice for consumers. This is often achieved by a

good range of multiple retailers but can also be achieved by independent and specialist shops. Cafés, restaurants, pubs (public houses), leisure uses and the arts all contribute to the vitality and viability of a town centre and will be encouraged within this strategy area.

- 6.174** The strategy is to use funding from the Building Schools for the Future programme and the Primary Capital programme to rebuild or refurbish every school in the borough. This will include identifying new sites in some cases for either new build or consolidation of separate sites into one new school. These school sites will be included in the Site Allocations DPD. New school provision should not be at the expense of public open space, which is scarce in the borough. Maximum use of new school facilities for wider community use is expected including dual use of facilities such as sports halls outside school hours.
- 6.175** The Infrastructure Delivery Plan has identified that many GP and dental practices are located in residential areas and while provision may change over the plan period to more central poly-clinics it is anticipated that many of these facilities will continue in use throughout the plan period. The strategy is to protect such facilities from a change of use unless adequate replacement provision is made. These types of primary health care can also be located in local neighbourhood shopping centres and parades if a shop use is no longer considered viable.

4C. Protect and enhance Lewisham's character

- 6.176** Redevelopment opportunities in these localities particularly around stations may provide scope for higher density redevelopment. The primary considerations will be guided by the accessibility to public transport, local character and urban design principles, which aim to establish place making as part of any redevelopment.
- 6.177** The majority of change is expected to be through household extensions and adaptations. Although not adding to housing supply, household extensions contribute to meeting housing need. Areas always change and adapt and the Core Strategy will manage this process for the overall benefit of the occupiers and the neighbourhood. As such household extensions and adaptations will need to be designed to enhance the street scene, protect neighbour amenity and ensure high quality living conditions. Detailed advice and guidance will be set out in a supplementary planning document.
- 6.178** The Southend Village, Bromley Road Supplementary Planning Document provides a coherent design framework that seeks to regenerate this area while recognising that little remains of the old village centre.
- 6.179** The challenge of any new development or alteration is that it should contribute to place making, that is, helping form a physical environment that people want to live in because it is safe, well designed, connected to social facilities and energy efficient. The streets and spaces that connect buildings are just as important as the buildings themselves and if designed with pedestrians in mind will encourage social interaction, community cohesion and a sense of place. This in turn can discourage crime and anti-social behaviour.
- 6.180** The historic environment is another vital part of creating a sense of place; not only do local people value the historic environment and historic assets, they often add financial value to the property. New development will need to ensure that conservation areas and other historic assets will continue to be preserved and enhanced. The Council will prepare conservation area character appraisals and a supplementary planning document to provide advice and guidance for those who may want to make home improvements in these areas.

- 6.181** Small scale development, including infill development, will need to be designed and laid out to complement the character of surrounding development, provide suitable residential accommodation with a high level of amenity and provide for garden and amenity space. Any adverse impact on neighbouring amenity, conservation areas and designated and non-designated heritage assets, biodiversity or open space will need to be addressed.

- 7.1** Section 6 outlined the Lewisham Spatial Strategy and showed where and how development should take place across the borough. This section addresses the specific issues that collectively manage and implement that strategy. They will apply regardless of location. Each policy area has been grouped under the 'drivers for change' headings from Section 3, as follows:
- housing provision
 - growing the local economy
 - adapting to climate change and environmental management
 - building a sustainable community.
- 7.2** An overview, followed by the policy itself and policy justification highlighting key aspects of the evidence base is provided for each policy issue.

7.1 Housing provision

- 7.3** This section provides the policy to implement the Lewisham Spatial Strategy relating to housing need and provision, including the accommodation needs for gypsies and travellers.

7.1.1 Housing

- 7.4** This Core Strategy policy relates to implementing:
- strategic objective 1 by contributing to regeneration and securing physical and socio-economic change
 - strategic objective 2 by contributing to housing provision
 - strategic objective 3 by addressing Lewisham's housing need
 - strategic objective 10 by protecting and enhancing Lewisham's character
 - strategic objective 11 by contributing towards community well-being.

Overview

- 7.5** The Spatial Strategy contained in Section 6 showed the expected distribution of housing across the borough and how this will vary and be managed between different localities. The strategy will concentrate housing growth within the Lewisham and Catford town centres, and Deptford and New Cross. The remaining areas of the borough will be a focus for smaller scale housing provision.
- 7.6** The provision of housing is a key priority and pressure for the borough. Lewisham's housing policy implements national and regional policy and responds to existing and forecast local housing need and population growth. The strategic housing objective for the borough reflects that contained in Planning Policy Statement 3 Housing (PPS3) in that everyone has the right to a decent, safe and affordable home, which is suited to their needs.⁽¹⁰⁴⁾ Having a permanent home and decent quality housing has a major impact on health and is a strategic priority of the Sustainable Community Strategy.
- 7.7** The Council is seeking to reduce inequalities and create socially mixed communities with a greater housing choice of mix, size, type and location in order to represent the needs of Lewisham's diverse community. While the quantity of housing will vary across the borough there are common issues that will need to be addressed regardless of location. These include:
- housing tenure
 - dwelling size
 - affordable housing
 - Lifetime Homes
 - accessible housing.
- 7.8** The policy seeks to ensure that new housing meets the needs of the existing and the forecast population and has been evidenced through a local and subregional Strategic Housing Market Assessment (SHMA) and an Affordable Housing Viability Assessment (AHVA). The policy is in accordance with PPS3 and the London Plan, and will assist in supporting Lewisham's Housing Strategy.

104 PPS3, paragraph 9