

# Core Strategy

## Development plan document

Adopted June 2011





## Core Strategy

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## 1.1 What is the Lewisham Core Strategy?

- 1.1** The Lewisham Core Strategy sets out the vision, objectives, strategy and policies that will guide public and private sector investment to manage development and regeneration in the borough over the next 15 years.<sup>(1)</sup> The Core Strategy is the key planning document in the Lewisham Local Development Framework (LDF). It sets out the overall ambitions and priorities for the borough, a set of proposals, and a means for making sure that they are delivered. Major change is anticipated, with a focus on Lewisham, Catford, Deptford and New Cross, and we need to plan for this.
- 1.2** The Core Strategy is based on a vision for the type of place the borough will be in 2026, the key drivers of change which impact on the borough now and in the future, and the need to ensure that any change is maximised for the long-term benefit of all in the Lewisham community. It builds on the vision outlined in the borough's Sustainable Community Strategy to make Lewisham the best place to live, work and learn over the next 15 years.<sup>(2)</sup>
- 1.3** The Core Strategy answers the Why? What? Where? When? and How? questions about the borough's future:
- Why is change needed?
  - What should be done?
  - Where should it happen?
  - When should it happen?
  - How is it going to happen?
- 1.4** The Lewisham Core Strategy is a development plan document in accordance with the Planning and Compulsory Purchase Act 2004. It forms part of the statutory development plan for the borough, alongside the London Plan, and needs to be read in conjunction with the London Plan and relevant national planning policy and guidance.

## 1.2 What does it do?

- 1.5** Above all things the Core Strategy is about shaping the future of the borough as a better place to live, work, relax and visit, often referred to as place making. This means deciding what sort of a place we want the borough to be in 2026. The London Plan sets a clear context for considering this and its requirements need to be developed at the local level taking full account of Lewisham's diverse character.<sup>(3)</sup> The solution for one area of the borough may well not be appropriate for another so the Lewisham Core Strategy is locally distinctive for the borough as a whole and the individual places within it.
- 1.6** To decide what the borough should be like in 2026 it is first necessary to draw a clear picture of its current position. The Core Strategy does this by presenting key facts and figures of Lewisham today to identify the issues affecting the borough that need to be addressed. This also allows a comparison to be made with other areas, such as the surrounding south-east boroughs, Greater London, England or the UK.
- 1.7** Strategic objectives are then developed to address the issues and, in turn, they lead to the borough's future picture or vision. This in turn leads to the strategy of where and how development should take place (particularly housing) in the borough including specific policies and proposals for different areas and strategic sites.

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1 2011 to 2026

2 [www.lewishamstrategicpartnership.org.uk/](http://www.lewishamstrategicpartnership.org.uk/)

3 [www.london.gov.uk/thelondonplan](http://www.london.gov.uk/thelondonplan)

- 1.8** The Core Strategy therefore shows the location, amount and types of new housing, jobs and shops that need to be provided within the borough as well as the responsibilities of private and public groups (such as developers, NHS Lewisham, Transport for London to name a few) including voluntary and community groups to ensure schools, healthcare, public transport, community facilities, parks and recreation areas, and all those things which make a community sustainable, can be provided for new and existing residents.

### 1.3 How will it be done?

- 1.9** It is particularly important that there is a strong system of programme management to ensure that the Core Strategy is delivered on time, to identify any issues as they arise and to consider whether there is a need for review. Chapter 9 sets out a framework for delivery and programme management. This incorporates matters such as timing, phasing, who is responsible for delivery, and expected outcomes.
- 1.10** This delivery framework is set in relatively broad terms in order that it may remain relevant over the lifetime of the plan. A more detailed delivery plan will be produced that is separate to, but consistent with, the Core Strategy and which can, therefore, be updated and developed on a regular basis and reported through the Annual Monitoring Report (AMR).
- 1.11** The Core Strategy also sets the context for the preparation of all other development plan documents (DPD), which have to be in conformity with the Core Strategy, and will provide further detail. The first of these will be a site allocations document, which will identify the development sites needed to fulfil the Strategy and the terms under which they should be developed. Owing to the importance of key development proposals to the implementation of the Strategy it has been decided to include them in the Core Strategy, rather than the Site Allocations DPD, as strategic site allocations. In addition, the Strategy will be supported by area action plans for the Lewisham and Catford town centres, a Development Management DPD providing more detailed policies, and a range of supplementary planning documents to provide the detail for specific issues such as development management, planning obligations and conservation areas to help guide decision making on planning applications.

### 1.4 How has it been prepared?

- 1.12** To help keep the Core Strategy succinct it has been written in a way to minimise description, repetition of legislation, national guidance and regional planning policy (the London Plan) and of material that can be found in other documents.
- 1.13** The Core Strategy has been prepared so as to be consistent with national planning policies and in general conformity with the London Plan. Throughout the Core Strategy the impacts of national and regional planning policies are highlighted. It needs to be recognised that there are certain things that we cannot change or influence and must implement. However, in some instances, evidence has been used to justify a locally distinctive approach for Lewisham. The requirements for Lewisham arising from national and regional policy are outlined below.

#### National requirements

- 1.14** National planning policy is contained in a series of Planning Policy Statements (PPS) and other documents which set out the Government's planning policies.<sup>(4)</sup> Most notably PPS12 shows the process for preparing LDF documents.

- 1.15** The emphasis of national planning policy is on the regeneration of Britain's towns, cities and regions. Key measures include a strong focus on sustainable development which makes the most efficient use of land and reduces the impacts of climate change; and in so doing reduces the need to travel, gives priority to the use of previously developed land, and adopts a 'plan, monitor, manage' approach. For Lewisham this means but is not limited to:
- ensuring existing and anticipated housing needs are met
  - protecting and enhancing the economic viability of its town centres and employment locations
  - protecting and enhancing open space and areas of biodiversity
  - promoting good design, and renewable energy and low carbon decentralised energy
  - reducing and managing waste and the effects of flood risk.
- 1.16** Details are contained in specific Planning Policy Guidance (PPG) or Planning Policy Statements (PPS) documents and need to be implemented at the local level unless local circumstances or evidence suggest a variation in approach.
- 1.17** The borough is also partly located within the Government's London Thames Gateway growth area, a key growth area under the Government's Sustainable Communities Action Plan. The Government seeks to accommodate significant housing and economic growth in the Thames Gateway, by developing brownfield land and regenerating existing urban areas, placing strong emphasis on the environmental quality of green space and the public realm. Lewisham will continue to benefit from investment in new homes and jobs arising from this designation.

## Regional planning policy

- 1.18** The London Plan is the spatial development strategy for London and provides a framework for managing London's growing population.<sup>(5)</sup> It forms part of the borough's development plan and includes an extensive range of policies on transport, housing, employment and the environment. The London Plan also establishes key targets for housing, and renewable and low carbon decentralised energy provision.
- 1.19** A key aspect of the Core Strategy is related to the legal requirement to be 'in general conformity' with the contents of the London Plan. The London Plan is a lengthy document and relevant policies have been highlighted throughout the Core Strategy. The specific requirements for Lewisham reflected in the Core Strategy are set out in the box below, although some of the figures and issues referred to may change as the London Plan is currently under review.

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5 [www.london.gov.uk/thelondonplan](http://www.london.gov.uk/thelondonplan)

### London Plan requirements for Lewisham

- Opportunity areas for Deptford Creek/Riverside (with LB Greenwich) and Lewisham/Catford/New Cross have been identified as a focus for new housing and jobs. Indicative employment capacity is 4,000 for Deptford Creek/Riverside and 3,500 for Lewisham/Catford/New Cross and 8,000 and 6,000 minimum homes respectively, between 2001 and 2026.
- An annual housing target of 975 dwellings is required during the period 2007/08 to 2016/17 and any subsequent target when the London Plan is reviewed in 2010.<sup>(6)</sup>
- Within the London town centre categorisations, Lewisham and Catford town centres are designated as major centres and Blackheath, Deptford, Downham, Forest Hill, Lee Green, New Cross and Sydenham as district centres.
- Strategic Industrial Locations (SILs) are established for part of the Surrey Canal area and Bromley Road, which are designated as Preferred Industrial Locations (PILs).
- Significant areas of the borough are identified as Metropolitan Open Land (notably Blackheath and Beckenham Place Park) and within the Blue Ribbon Network (Ravensbourne River).
- A waste apportionment of 208,000 tonnes is allocated in 2010, rising to 323,000 tonnes in 2020.
- Greenwich Park to St Paul's Cathedral and Blackheath Point to St Paul's Cathedral are identified as Protected Vistas within a London Panorama.

### Sustainable Community Strategy

- 1.20** The development of the Core Strategy has had regard to the Lewisham Sustainable Community Strategy (SCS) *Shaping Our Future*.<sup>(7)</sup> The government intends that spatial planning objectives for local areas, as set out in the LDF, should be aligned not only with national and regional plans, but also with the shared local priorities set out in sustainable community strategies where these are consistent with national and regional policy. To achieve this, key spatial planning objectives for the area as set out in the LDF Core Strategy need to be in harmony with SCS priorities.<sup>(8)</sup>

### Evidence base

- 1.21** A great deal of information has been gathered to provide the basis for preparing the Core Strategy. Some of this is from existing sources such as the national Census and the index of deprivation but much is original research commissioned by the Council. Most of this is accessible through the internet or can be viewed at the Council offices.<sup>(9)</sup> The information, often referred to as the 'evidence base', has been used to help identify the issues facing Lewisham and to develop and test different solutions, or options. Reference is made to evidence base studies throughout the Core Strategy and a full list of the evidence base documents is given in Appendix 1.

6 Made up of conventional supply (879), non-self-contained (45) and vacant dwellings (73)

7 [www.lewishamstrategicpartnership.org.uk](http://www.lewishamstrategicpartnership.org.uk)

8 Paragraph 1.2, PPS12

9 [www.lewisham.gov.uk/Environment/Planning/PlanningPolicy/LocalDevelopmentFramework/](http://www.lewisham.gov.uk/Environment/Planning/PlanningPolicy/LocalDevelopmentFramework/)

## Consultation

**1.22** The Council has also undertaken consultation and facilitated workshops with public, private and voluntary groups and residents and businesses, to identify issues and options in the context of general work on the Core Strategy and specific research studies. These events are documented and are part of the evidence base.<sup>(10)</sup> The views and information from these processes have all helped to shape the Core Strategy.

## Sustainability appraisal

**1.23** Sustainable development has formed the basis of preparing the Core Strategy and underpins the entire Local Development Framework.<sup>(11)</sup> Sustainable development can be defined as:

*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*<sup>(12)</sup>

**1.24** The Government has set out four aims for sustainable development in the UK as follows:

- social progress which recognises the needs of everyone
- effective protection of the environment
- prudent use of natural resources
- maintenance of high and stable levels of economic growth and employment.

**1.25** The principles of sustainable development run throughout the Core Strategy and have been used to inform and guide the development of the vision, objectives, strategy and policies.

**1.26** Sustainability appraisal has been used to help identify issues, test options, and identify the strategy **and** policies contained in the Core Strategy.<sup>(13)</sup> This is documented in the Sustainability Appraisal report that has been published with the Core Strategy. The Strategy's likely effects on European designated wildlife sites is similarly appraised in the accompanying Habitat Regulations Assessment.

**1.27** The sustainability objectives used to appraise the Core Strategy are shown in Appendix 5.

## Equalities Impact Assessment

**1.28** An Equalities Impact Assessment or EQIA has been prepared to show what effect, or likely effect, will follow from the implementation of the Core Strategy for different groups within the community. This can ensure, as far as is possible, that any negative consequences for a particular group or sector within the community are eliminated, minimised or counter-balanced by other measures.

**1.29** The policy context for the Lewisham LDF and Core Strategy is illustrated in Figure 1.1.

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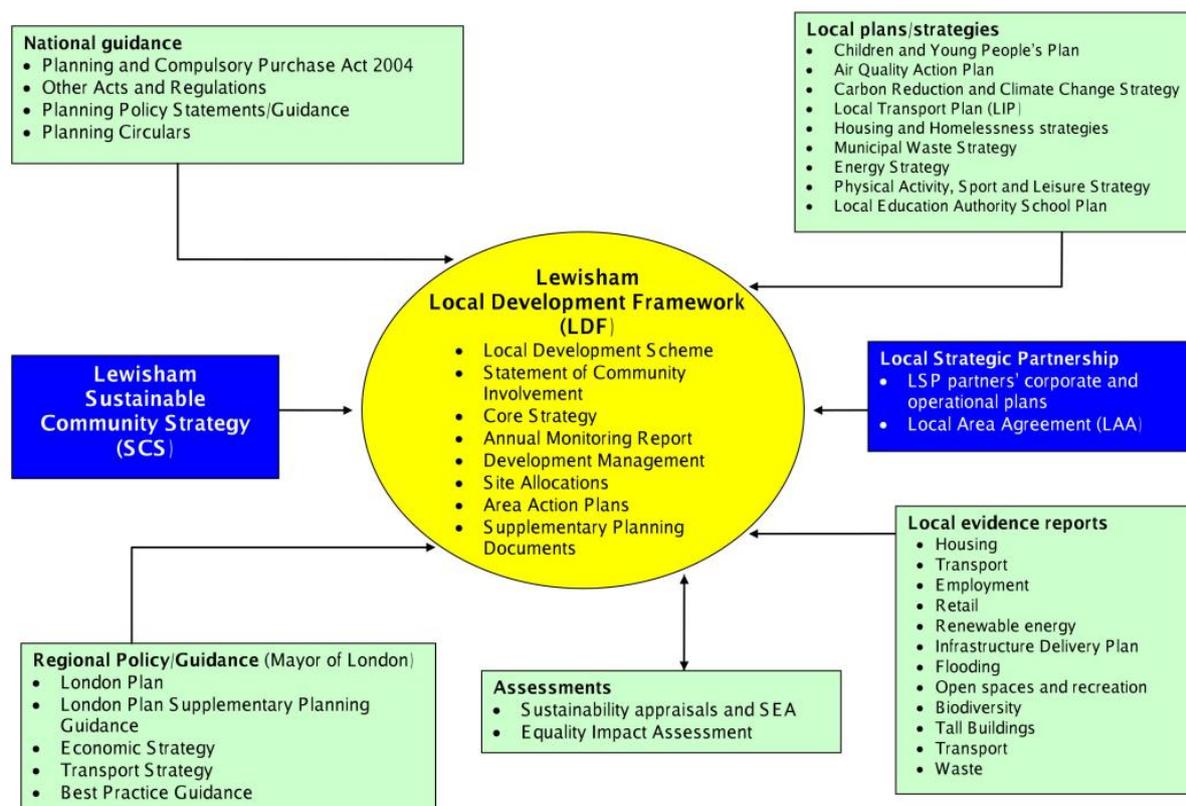
10 Refer to the Core Strategy Consultation Statement

11 The Council must prepare the Local Development Framework with the objective of contributing to the achievement of sustainable development as required by Section 39 of the Planning and Compulsory Purchase Act 2004

12 This definition was drawn up by the World Commission on Environment and Development in 1987

13 A sustainability appraisal is a tool for understanding whether policies, strategies or plans promote sustainable development, and for improving those policies to deliver more sustainable outcomes. A sustainability appraisal is required under the Planning and Compulsory Purchase Act 2004, and includes a Strategic Environmental Assessment in accordance with European Directive 2001/42/EC

Figure 1.1 Core Strategy preparation and policy context



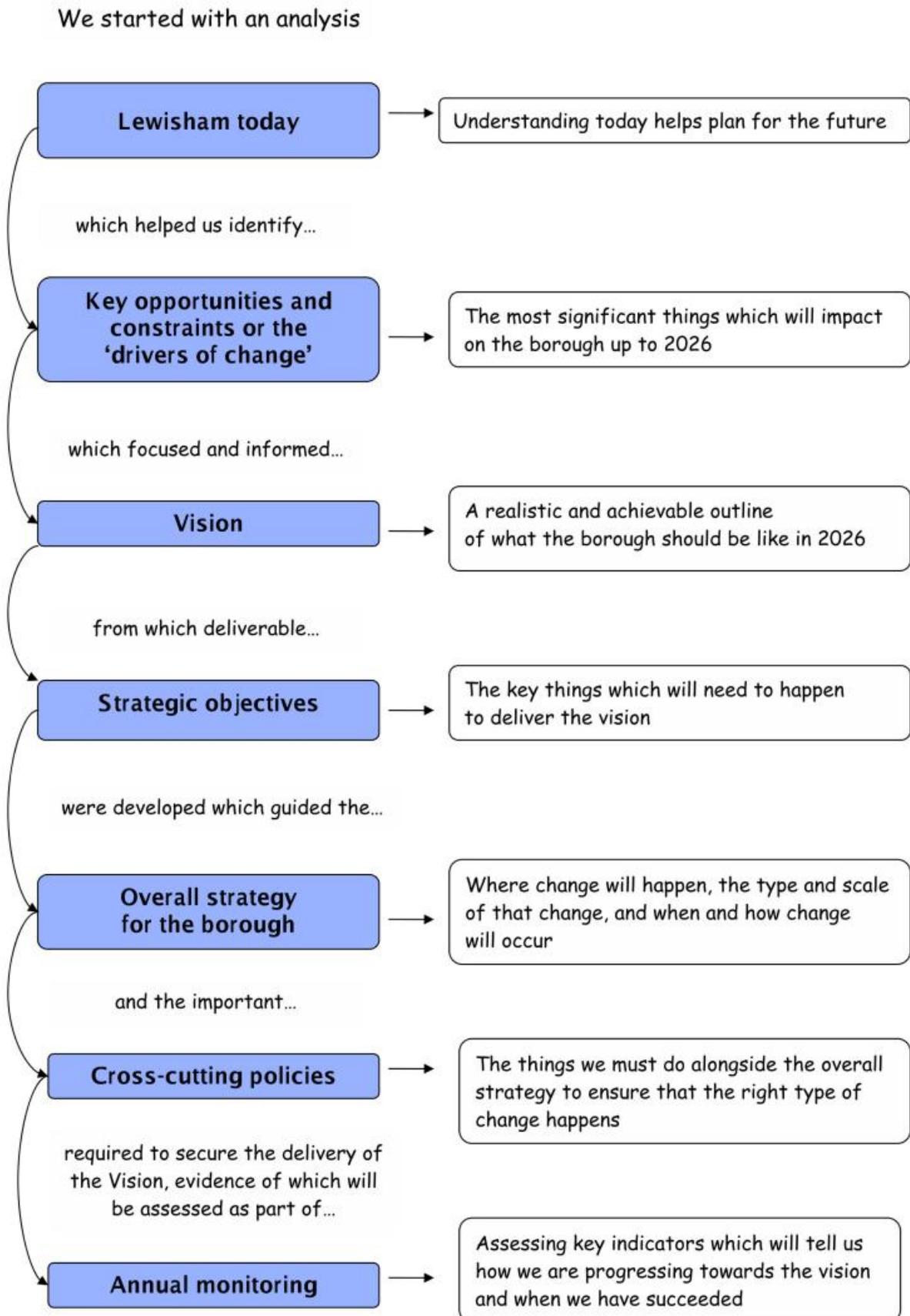
## 1.5 Structure of the Core Strategy

1.30 The Core Strategy is structured as follows:

- Section 2 sets out the place Lewisham is today.
- Section 3 builds on Section 2 and outlines the most significant characteristics expected to impact the borough over the next 10 to 15 years and the key issues the Core Strategy needs to cover.
- Section 4 presents the vision for the borough in 2026 based on previous rounds of consultation and the continuing issues we need to address.
- Section 5 contains key strategic objectives for the Core Strategy, which set out more specifically what needs to happen to deliver the vision.
- Section 6 details Lewisham's spatial strategy for the borough showing where and how development, regeneration and change will take place.
- Section 7 sets out the cross-cutting policies to help deliver the Lewisham Core Strategy.
- Section 8 includes the policies for the strategic site allocations.
- Section 9 provides the details on delivery and implementation of the Core Strategy and how it will be monitored and reviewed.
- Appendices provide background and additional information.

1.31 The approach is outlined in Figure 1.2.

Figure 1.2 The approach to preparing the Lewisham Core Strategy



## 2.1 Introduction

- 2.1** Knowing the character of Lewisham today and being aware of the things that will impact on the borough in the future is the first step to ensuring the Core Strategy addresses the right issues. It is the factual base provided in this section that helps define the drivers of change (Section 3) and inform the the vision (Section 4) from which the strategic objectives are derived (Section 5). The objectives establish the central themes of the Core Strategy, which in turn establishes the spatial strategy and policy for Lewisham.

## 2.2 An outline of the borough

- 2.2** Lewisham is Inner London's third largest borough in population and area. Located south-east of central London, Lewisham is home to over 260,000 people and many different communities, living in an area of approximately 13.4 square miles.<sup>(14)</sup>
- 2.3** Lewisham is a fantastically diverse borough, with many award winning parks and open spaces, great transport links, schools which have made significant improvements in recent years, and a thriving cultural scene. Lewisham is made up of a collection of diverse neighbourhoods and strong communities – Bellingham, Blackheath, Brockley, Catford, Crofton Park, Deptford, Downham, Forest Hill, Grove Park, Hither Green, Honor Oak, Ladywell, Lee Green, Lewisham, New Cross, New Cross Gate and Sydenham. This sense of place ensures that while the borough and its neighbourhoods develop, they maintain their unique identities and preserve Lewisham's rich natural and architectural heritage.
- 2.4** Lewisham is the 15th most ethnically diverse local authority in England and 130 different languages are spoken. The local population is forecast to rise to over 290,000 over the next 20 years by which time the proportion of the overall population from a black and/or minority ethnic origin will rise from the present 43% to almost 50%.
- 2.5** Adjoined by four other London boroughs, Lewisham occupies a key position on important transport routes (radial and orbital) within London and between London, Kent and Sussex.<sup>(15)</sup> These transport routes connect the borough to the rest of London, including the significant employment centres of the City of London and Canary Wharf, the leisure and retail destinations of the West End, Croydon and Bromley, as well as the key sites for the 2012 Olympics. Proposals for new and upgraded transport services will further enhance these connections.
- 2.6** Strategically, the north of the borough forms part of the Thames Gateway, a nationally recognised growth area stretching east to the Kent and Essex coasts along the Thames Estuary.<sup>(16)</sup> Lewisham, Catford, New Cross and Deptford are identified as opportunity areas in the London Plan and are expected to be able to accommodate substantial new jobs and/or homes. The borough also contains two strategic industrial locations (Bromley Road and Surrey Canal Road).
- 2.7** The borough is primarily residential in nature, characterised by 20th century suburbs in the south to older Victorian neighbourhoods in the north. These extensive areas of housing are punctuated with a network of small and large town centres, local shopping parades, employment areas of varying quality and job density, many parks and green spaces, and railway corridors, and are overlaid by a range of heritage assets. This includes 27 conservation

14 According to the Office for National Statistics (ONS) 2007 Mid-Year Population Estimate published on 29 September 2009 the population of Lewisham is 261,600

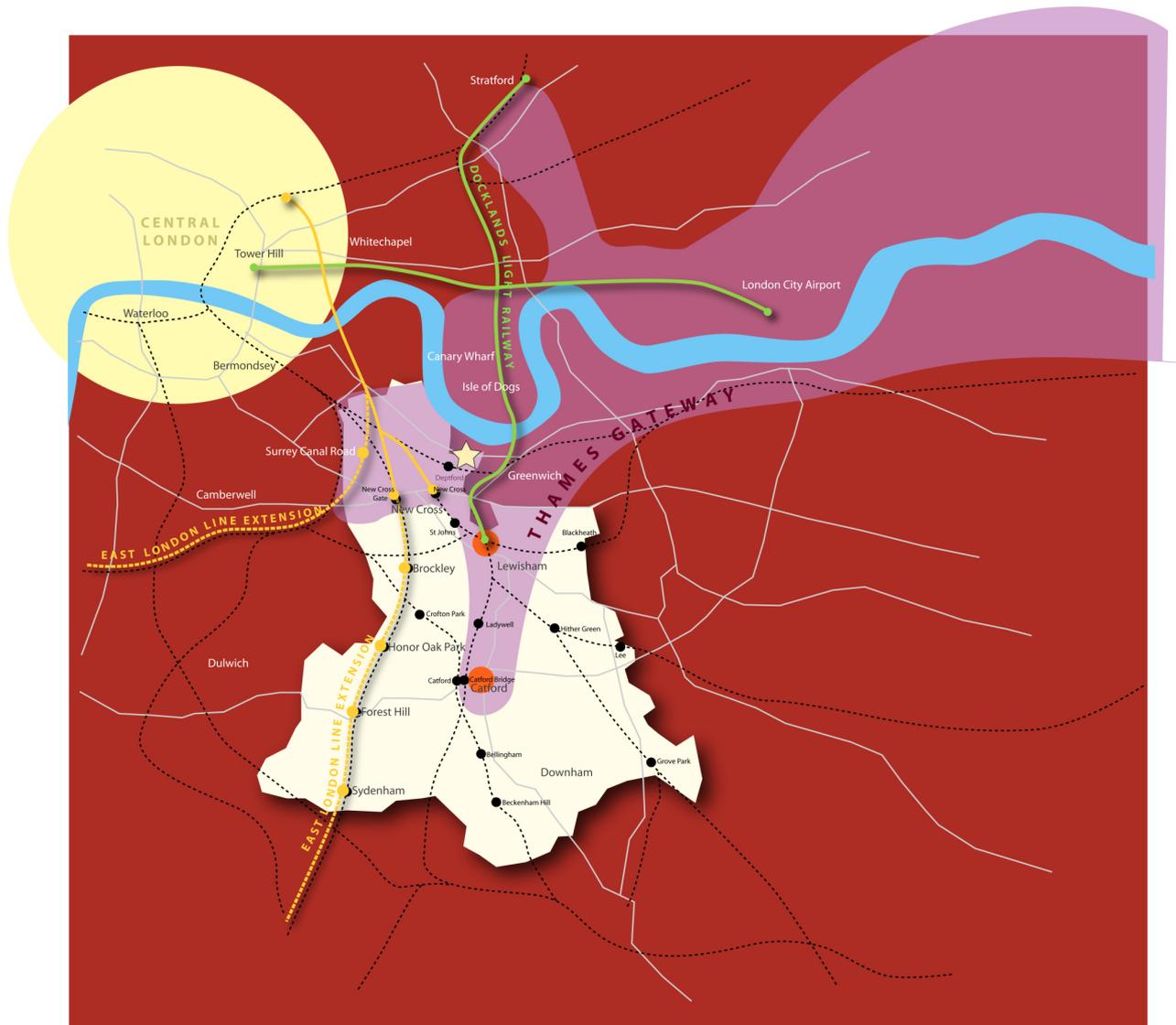
15 Greenwich, Southwark, Bromley and Tower Hamlets (across the River Thames)

16 As designated in the Sustainable Communities Plan, Sustainable Communities: Building For The Future, 2003

areas covering approximately 654 ha., some 550 listed buildings, areas of archaeological priority, scheduled ancient monuments, registered parks and gardens and locally listed buildings. The UNESCO declared Maritime Greenwich World Heritage Site is adjacent to the borough's north eastern boundary, and the World Heritage Site buffer zone falls within the borough at Blackheath.

2.8 The borough falls within the catchment of the River Ravensbourne and its tributaries, along which are located many significant areas of green space, including Waterlink Way. Some parts of the borough fall within an area of flood risk, although importantly most of the borough is protected by flood defences, including the Thames Barrier.

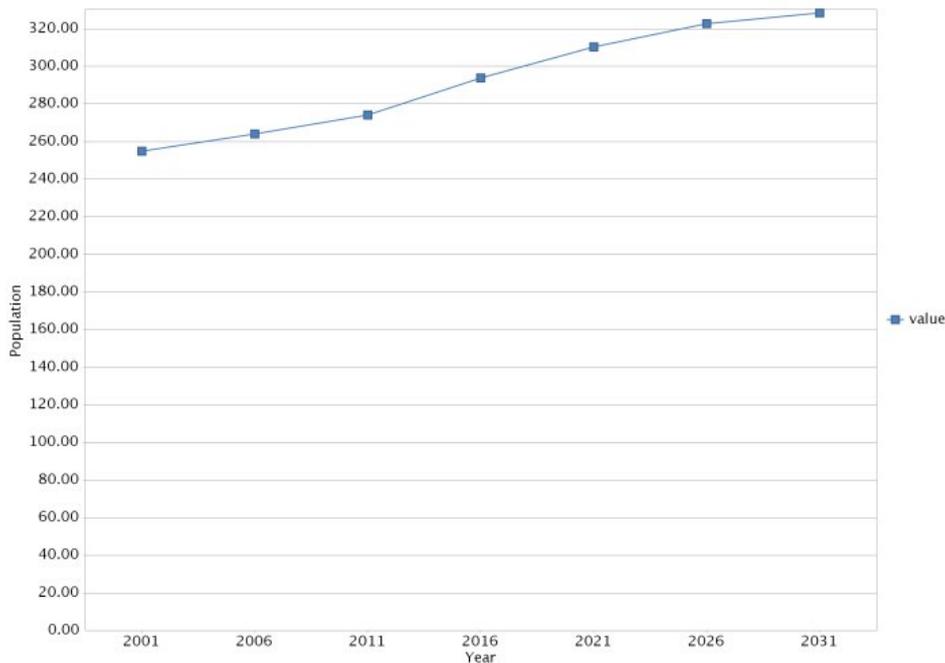
Figure 2.1 London Borough of Lewisham within its wider strategic context



## 2.3 People

- 2.9** The population of Lewisham grew by 3% between 2001 and 2008. It is forecast to increase by almost a quarter (64,300) between 2006 and 2031.<sup>(17)</sup> Children and young people (0 to 19 years) make up a quarter of the population, one of the highest proportions in London.<sup>(18)</sup> Elderly residents (over 75 years) make up just 5%. The average age of our population is 34.7 years and is young when compared with other London boroughs. The wards with the youngest populations are Evelyn and New Cross located in the north of the borough.

**Figure 2.2 Lewisham's projected population growth 2001 to 2031**



- 2.10** Population growth and an increase in the number of households is expected to be concentrated within the Evelyn, New Cross and Lewisham Central wards. This is due in part to the major development and regeneration plans such as Convoys Wharf and within the Lewisham Town Centre.
- 2.11** Between 2005 and 2007 the average life expectancy at birth for men in Lewisham was 76 years, compared with 77.3 years in England; and over the same period the life expectancy for women was 80.8 years in Lewisham compared with 81.5 years in England.<sup>(19)</sup> The population was more or less evenly split between males and females and these proportions are not expected to change in the period to 2014.<sup>(20)</sup>

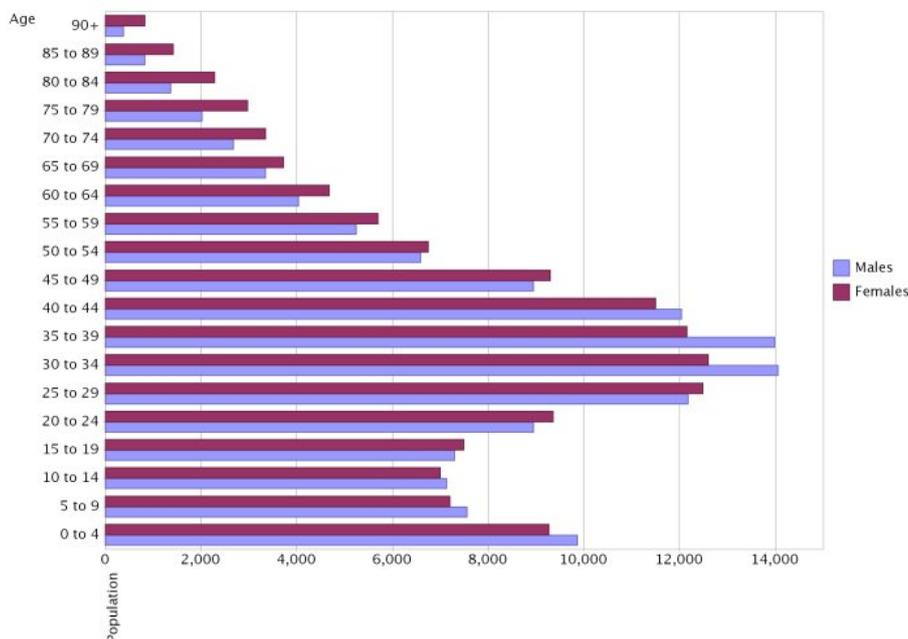
17 Greater London Authority 2008 Round of Demographic Projections, RLP High

18 Census 2001

19 Joint Strategic Needs Assessment (JSNA), NHS Lewisham

20 Male 49% and female 51%. NB The source for Figures 2.2 and 2.3 is contained in footnote 17

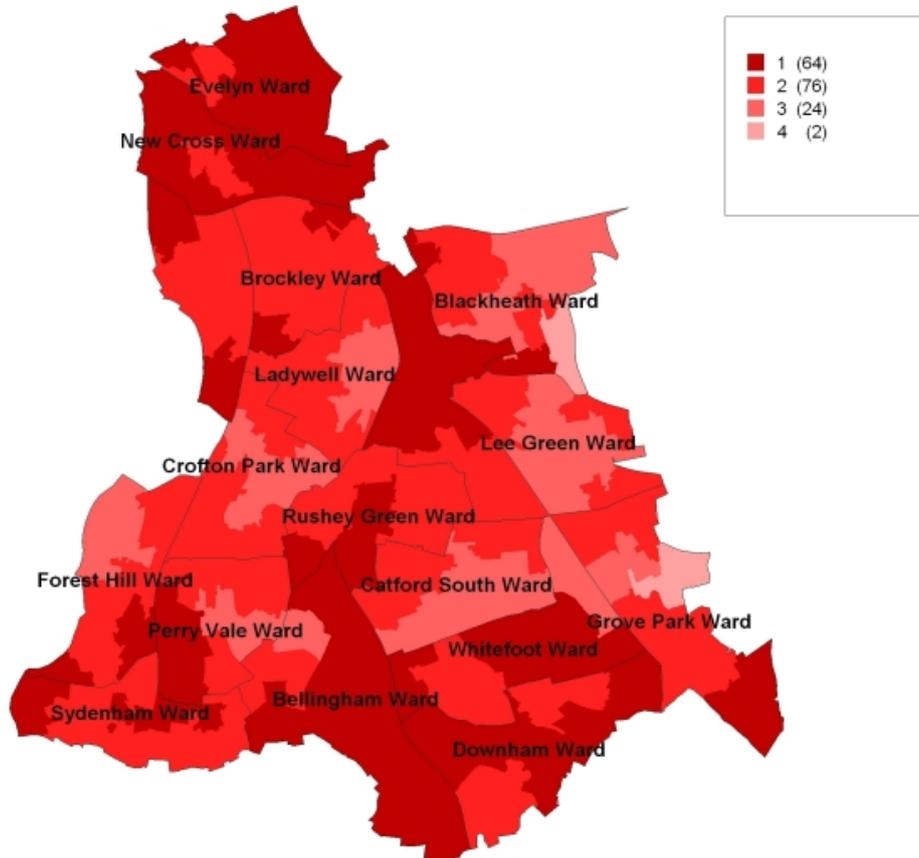
**Figure 2.3 Age and sex of Lewisham’s population 2007**



- 2.12** The Council believes there has been a growth in all groups of the the black and minority ethnic (BME) population since the 2001 Census. This has risen from 39% of households to nearly half of all households in 2007, who largely live in the northern and central parts of the borough.<sup>(21)</sup>
- 2.13** The general level of health of people in Lewisham is significantly poorer than the health of people in the rest of England. Some indicators of poor health are specifically related to low income such as coronary heart disease, cancer and respiratory disease. Reducing premature mortality from circulatory diseases and cancer remain priorities for Lewisham.<sup>(22)</sup>
- 2.14** The Index of Multiple Deprivation (IMD 2007) saw Lewisham ranked as the 39th most deprived local authority in England, with a number of areas ranked in the 20% most deprived in England. The IMD looks at a range of indicators covering income, employment, health, education, training, skills, living conditions and access to services. Figure 2.4 shows super output areas (SOAs) in Lewisham by national quintile of deprivation, quintile 1 being the most deprived and quintile 5 the least deprived. Lewisham has over a third of its SOAs in quintile 1 and none in quintile 5. Only two SOAs are in quintile 4. The SOAs in the most deprived quintiles are mainly located in wards in the north of the borough (Evelyn, New Cross), in the centre of Lewisham (Lewisham Central, Rushey Green) and across the lower south of the borough (Bellingham, Downham and Whitefoot).

21 BME population estimated at 49.4% of households as evidenced through the Lewisham Household Survey 2007 for the Strategic Housing Market Assessment (SHMA)  
 22 JSNA, NHS Lewisham

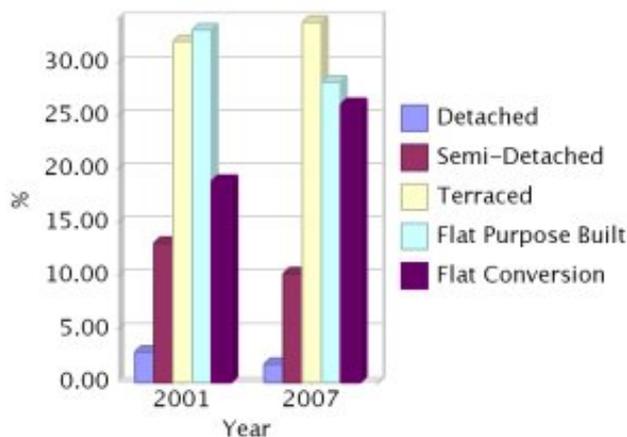
Figure 2.4 Deprivation areas within Lewisham (super output areas)



## 2.4 Homes

2.15 Of the total dwelling stock, over half of properties in Lewisham are flats, of which nearly half are converted dwellings rather than purpose built.<sup>(23)</sup> Of the remainder, over a third are terraced houses and more than a tenth are detached or semi-detached.<sup>(24)</sup>

Figure 2.5 Accommodation types in Lewisham



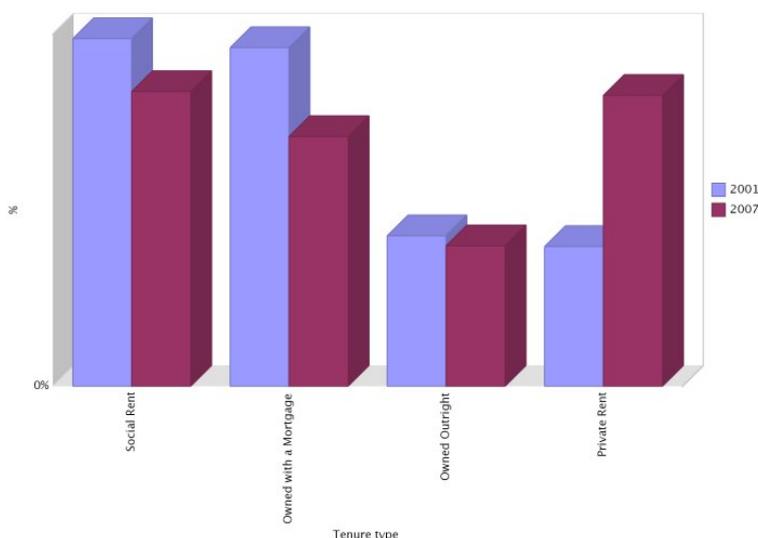
23 54%, Lewisham Household Survey 2007, SHMA 2008

24 34% and 12% respectively Lewisham Household Survey 2007, SHMA 2008

**2.16** There is roughly an equal split between one, two and three bedroom properties.<sup>(25)</sup> This leaves 10% with 4 or more bedrooms.<sup>(26)</sup>

**2.17** A dramatic change has taken place in the tenure of property in the borough in the past few years. This provides a roughly equal tenure split between private rent, social rent and private ownership. It is considered that the increase in the private rented sector is a result of the buy-to-let market in recent years. The amount of private rented properties has increased from 14.3% in 2001 to 29.8% in 2007. Conversely social rented properties have fallen from 35.6% in 2001 to 30.2% in 2007, while properties owned outright or with a mortgage have decreased from 50% in 2001 to 40% in 2007.<sup>(27)</sup>

**Figure 2.6 Housing tenure in Lewisham 2001 and 2007**

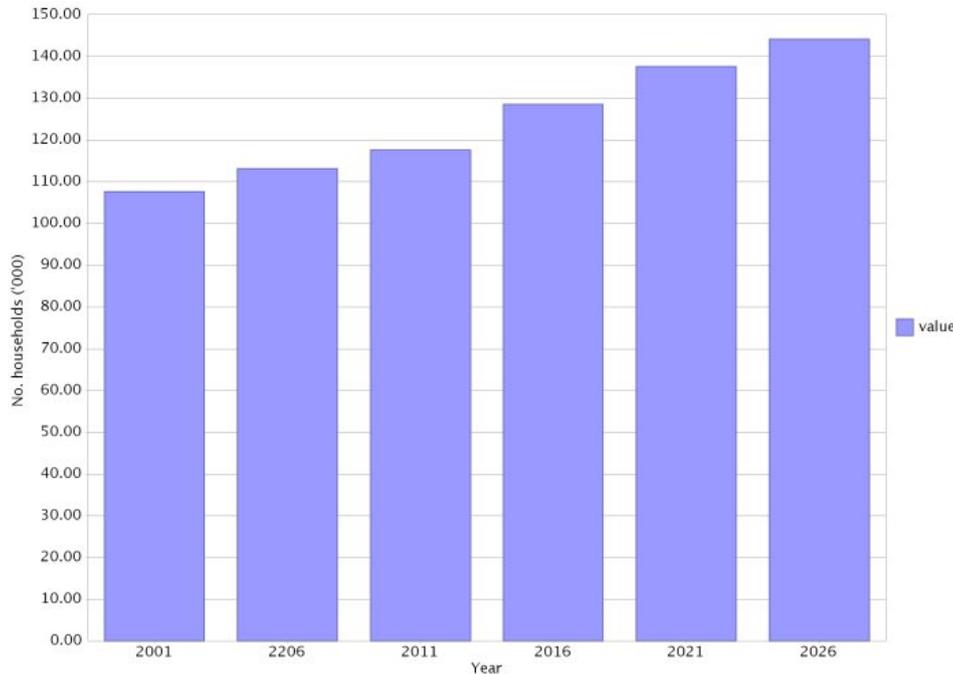


**2.18** Close to 34,000 households were assessed as living in unsuitable housing due to one or more factors.<sup>(28)</sup> The largest reason was overcrowding (11,482 households), and major disrepair or unfitness (10,641), followed by support needs, accommodation too expensive and sharing facilities (6,151, 5,263 and 4,487 respectively).

**2.19** Deptford, Lewisham Town Centre and Bellingham are the areas in the borough most likely to contain unsuitably housed households, which corresponds to areas identified with higher levels of deprivation.<sup>(29)</sup>

25 27% 1 bedroom, 33% 2 bedroom and 30% 3 bedroom  
 26 Lewisham Household Survey 2007, SHMA 2008  
 27 Census 2001 and Lewisham Household Survey 2007, SHMA 2008  
 28 33,922, Lewisham Household Survey 2007, SHMA 2008  
 29 Lewisham Household Survey 2007, SHMA 2008 and IMD 2007

Figure 2.7 Projected households 2001 to 2026



**2.20** Affordability of a home remains an issue throughout the borough. Based on the GLA Housing Price 2008 data, the housing price in Lewisham has increased steadily over the last five years. However, it is still lower than the London average price (£249,789 compared with £297,785).<sup>(30)</sup> This is particularly relevant given that the Lewisham Household Survey for the SHMA asked a question about household income. This included gross household income from all sources such as earnings, pensions, interest on savings, rent from property and state benefits. While just under a fifth of households have an income of over £40,000, nearly half of all households have an income of less than £15,000.<sup>(31)</sup>

## 2.5 Jobs

**2.21** Despite being the third most populous inner London borough, Lewisham's underlying economy is one of the smallest in London, ranking 30th out of 33.<sup>(32)</sup> The borough workforce numbered around 66,000 in 2006, a rise of 8% since 1998.<sup>(33)</sup> This is in line with regional and national averages, but below the sub-regional average. Only 31% of the borough workforce are employed in the borough, with the majority travelling outside the borough to work.<sup>(34)</sup>

30 Land Registry, March 2009

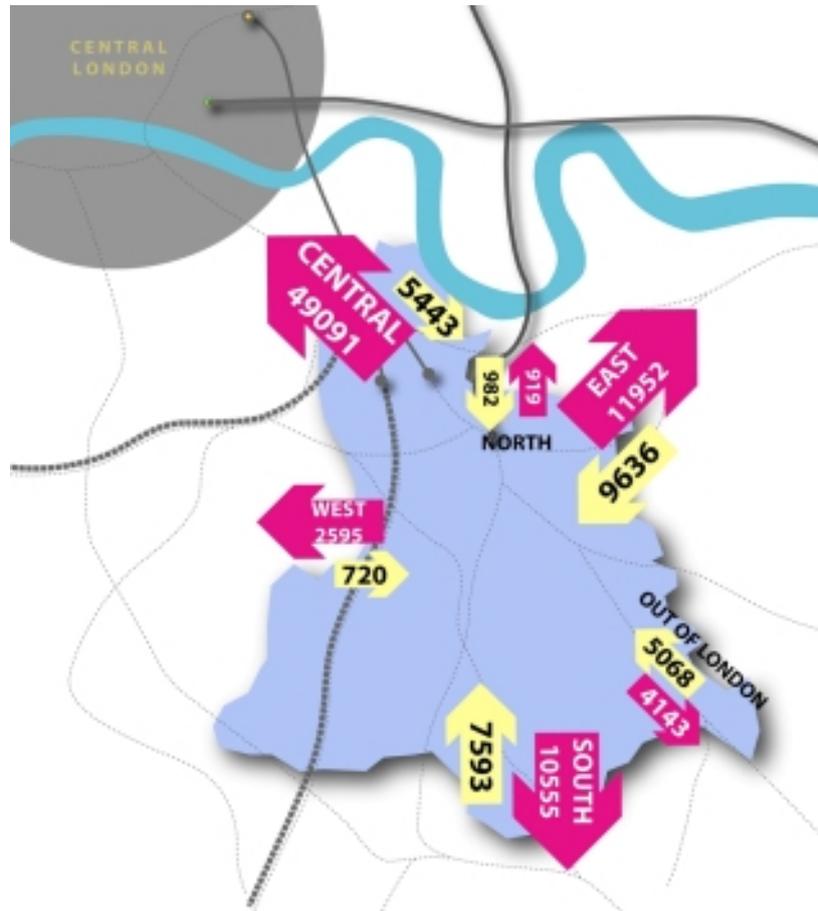
31 19% and 48%

32 Lewisham Economic Development Business Plan 2004

33 Lewisham Employment Land Study (ELS) 2008

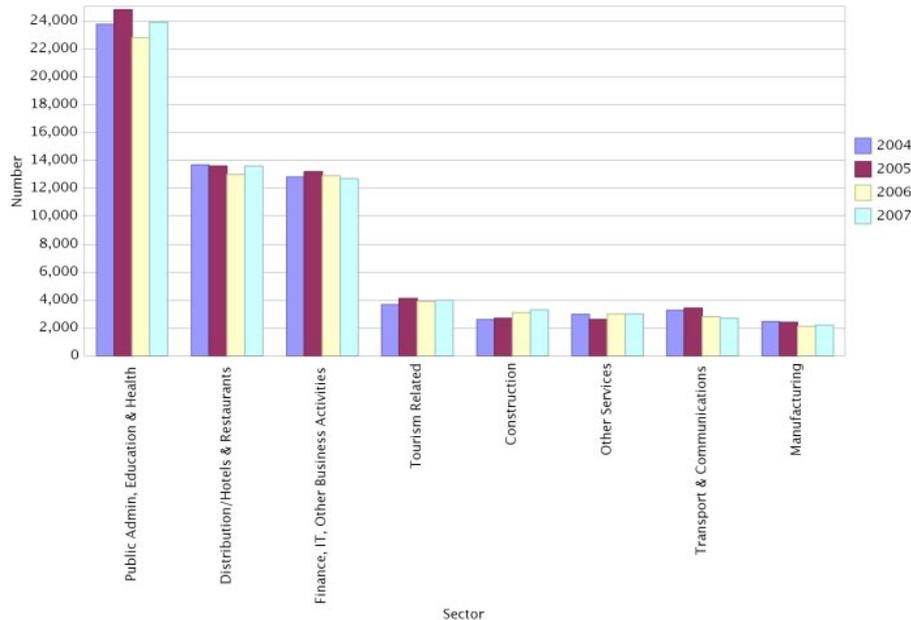
34 ELS and 2001 Census

Figure 2.8 Where Lewisham's population travels to work



**2.22** Town centres are key locations of economic activity and employment in the borough. The largest employment category is the public administration, education and health services sector with 38% (22,807 employees) of jobs in 2006.<sup>(35)</sup> The distribution, hotels and restaurants (mostly retail) and the banking and finance sectors are the next largest employment categories with 22% each (12,800 employees). The broad employment categories are as expected given Lewisham's place in recent times as a London residential borough.

Figure 2.9 Workforce by sector in Lewisham



- 2.23** The borough lost nearly a third of its already fragile industrial base between 2000 and 2004, and the stock of commercial property has decreased in recent times. Commercial and industrial stock shrunk by 8.7% between 1985 and 2003.<sup>(36)</sup>
- 2.24** The overall employment figure for Lewisham, including those working in and out of the borough, was 132,700 at December 2005, with an increase of approximately 2,700 between 2000 and 2005.<sup>(37)</sup> The unemployment rate for 2009 was estimated at 7.8% (equivalent to approximately 11,300 people) and was slightly higher when compared with London as a whole (7.4%). The percentage of the working population claiming Job Seeker's Allowance (JSA) was 5.1% in May 2010 compared to 4.3% for London as a whole.<sup>(38)</sup>
- 2.25** There is a strong recognition of the importance of creative industries to the borough's economy, with these activities currently clustered in parts of Deptford, New Cross and Forest Hill. The borough has particular advantages for business such as good public transport and a good representation in a number of growing sectors. Nearly a third of working residents are qualified to degree level or beyond.<sup>(39)</sup>
- 2.26** Lewisham's economy, by London terms, has a relatively small proportion of knowledge based jobs in the borough, which has continued to decline when compared with London as a whole. Generally there is a greater reliance on employment in the public sector, education and retail. Many of the local jobs can be considered relatively low value in output, which reflects the relatively low wage levels. The over-reliance on the public sector accounting for one-third of local jobs may also limit opportunities for enterprise driven by the private sector.<sup>(40)</sup>
- 2.27** Between 2006 and 2026, Lewisham's total employment numbers is forecast to grow by 16,950 jobs or 847 jobs per year. This is a 21% increase over the plan period, which is in line with the London average of 20%. The bulk of this growth is accounted for in the business class sectors (e.g. retail), which grow by 465 jobs per year, closely followed by office

36 Lewisham Economic Development Business Plan 2004

37 ELS

38 Nomis, June 2010

39 Chapter 3, ELS

40 Chapter 3, ELS

employment, gaining approximately 400 jobs per year. Industrial and warehousing change is insignificant by comparison. Office jobs are forecast to grow by 52% compared to a regional average of 41%, while industrial jobs are forecast to fall 5%, which is below the London average of 8%.<sup>(41)</sup>

**2.28** The forecast demand for business (employment) floorspace based on these growth projections is for a net increase of some 132,500 square metres of office space i.e. 6,600 square metres per year, and a net fall of 15,500 square metres in industrial space i.e. 770 square metres per year. In the Lewisham context, this increase in demand for floorspace is expected to come from businesses offering services to central London that can occupy a variety of flexible commercial buildings rather than traditional office space. Demand for 117,000 square metres or 5,850 square metres per annum of net additional business space is projected for the period 2006 to 2026.<sup>(42)</sup> The expected growth of London's economy, together with the associated expansion in service industries, culture, leisure and education, should generate opportunities for locations such as Lewisham to provide space for the many businesses serving these main drivers in the London economy.

## 2.6 Town centres

**2.29** The borough has two major town centres in Lewisham and Catford offering a wide range of retail, commercial and entertainment services.<sup>(43)</sup> Supporting the major centres is a network of seven district town centres,<sup>(44)</sup> two out-of-centre retail parks<sup>(45)</sup> and five neighbourhood centres.<sup>(46)</sup> This is supported by over 80 local parades and a range of street and farmers' markets scattered throughout the borough.

**Figure 2.10 Lewisham's town centres**



41 Chapter 5, ELS

42 Chapter 6, ELS

43 Major town centre as defined through the retail hierarchy in the London Plan

44 Blackheath, Deptford, Downham, Forest Hill, Lee Green, New Cross, Sydenham

45 Bell Green and Bromley Road/Ravensbourne Retail Park

46 Brockley Cross, Crofton Park, Downham Way, Grove Park, Lewisham Way

- 2.30** As the larger of the two major town centres, Lewisham has a total floorspace of over 80,000 square metres (gross), with 330 shops and businesses.<sup>(47)</sup> Catford has a total floorspace of around 48,800 square metres (gross) within 233 shops and businesses.<sup>(48)</sup> There is a strong desire to see an improvement in the retail mix within major town centres and a higher provision in comparison goods as opposed to growth in convenience shopping (non-food vs. food and every day items).
- 2.31** The Council's Retail Capacity Study indicates that the minimum objective of the Council's retail strategy should be to safeguard the borough's existing shopping role and market share within the sub-region in face of competition from, in particular, Bromley and Croydon, and that there is sufficient spending capacity within the borough to support the expansion of some centres and for Lewisham Town Centre to achieve metropolitan status.<sup>(49)</sup> The latter requires a minimum additional 20,000 square metres of retail floorspace and is based on the assumption that the comparison goods market share of Lewisham will increase by 10% if committed developments are implemented.
- 2.32** Major centres located just beyond the borough boundaries likely to have an impact on Lewisham's retail centres include Canary Wharf, London's West End, Canada Water/Surrey Quays, Croydon, Bromley and Bluewater (Kent), and the forthcoming development in Stratford.

## 2.7 Environment

### Climate change

- 2.33** There is a consensus among experts that human activities are contributing to climate change through the release of greenhouse gases into the atmosphere. This has implications for the way we use and manage resources, particularly the future supply, availability and use of energy. The built environment, and the way people use their environment, contributes to greenhouse gas emissions and therefore sustainable development plays a critical role in tackling climate change. The full effects of climate change are unknown but climate risks which are expected to intensify in London over the coming decades include flooding, higher and unseasonal temperatures, urban heat island effect and limited water resources including drought, all impacting our quality of life.<sup>(50)</sup>
- 2.34** A significant contributor to climate change is the concentration of carbon dioxide in the atmosphere. Key figures relating to CO<sub>2</sub> emissions include:<sup>(51)</sup>
- UK total emissions in 2005 were 545 million tonnes a year, representing an estimated 2% of global emissions.
  - CO<sub>2</sub> accounted for 85% of the UK's man-made greenhouse gas emissions in 2006.
  - London's total CO<sub>2</sub> emissions in 2005 were 50 million tonnes or 9% of the total UK average.

47 80,490 square metres, Lewisham Retail Capacity Study (RCS) Nathaniel Litchfield 2009, paragraph 3.17

48 RCS, paragraph 3.26

49 RCS, paragraphs 7.4, 7.6–7.8

50 Heat island effect – where temperatures in urban areas, particularly at night are warmer, than non-urban areas

51 As identified in the Council's Carbon Reduction and Climate Change Strategy, 2008

- Lewisham is the second lowest London borough for per capita CO<sub>2</sub> emissions and 12th out of 33 for total emissions.<sup>(52)</sup>
- Lewisham has a distinctly different profile for emissions by sector from the national and London average.<sup>(53)</sup>

**2.35** A comparison of CO<sub>2</sub> emissions in Lewisham, London and the UK is shown in Table 2.1.

**Table 2.1 CO<sub>2</sub> emissions by sector**

	Industry and commercial	Domestic	Road transport
<b>Lewisham</b>	26%	44%	30%
<b>London</b>	42%	33%	24%
<b>UK</b>	45%	27%	27%

**2.36** The emissions for Lewisham reflect its small industrial and commercial base and predominantly residential character with older properties, and its limited Underground services.

**2.37** The Greater London Authority notes that by far the largest contributor to domestic emissions is space heating and cooling, which produce three times as many emissions as either water heating or appliances, and ten times as many as lighting.<sup>(54)</sup> It also notes that the domestic sector could contribute 39% of the total savings of 20 million tonnes of CO<sub>2</sub> identified in the Mayor's Climate Change Strategy. Improving housing standards, insulation and energy efficiency, and providing sustainable decentralised energy can all contribute to reducing emission levels.

**2.38** The Council is proactively working to address environmental issues particularly those related to climate change. The borough was awarded Beacon Status in 2005/06 for work on sustainable energy and has a wide variety of programmes aimed at energy efficiency and reducing CO<sub>2</sub> emissions. To implement its goals the Council has a Corporate Sustainability Board and in July 2008 published a Carbon Reduction and Climate Change Strategy to ensure it leads by example on energy efficiency. The Council's ambition is for Lewisham to play a leading role in responding to climate change locally, regionally and nationally with the aim of achieving the lowest per capita amount CO<sub>2</sub> emissions in London.

**Waste**

**2.39** Every London borough is allocated an apportionment of waste in the London Plan that they must dispose of using appropriate facilities. For Lewisham this equates to approximately 208,000 tonnes in 2010, increasing to 323,000 tonnes by 2020.<sup>(55)</sup> This includes municipal, commercial and industrial waste, and a proportion of waste from Central London boroughs as they have limited or no land available for waste management.

52 The London average per capita is 6.9 tonnes per head of population with Lewisham at 5 tonnes, AEA Energy and Environment/Department for Environment Food and Rural Affairs (DEFRA) 2005  
 53 AEA Energy and Environment/DEFRA 2005  
 54 Housing in London: The Evidence Base for the Mayor's Housing Strategy, September 2007  
 55 London Plan Policy 4A.25 and Table 4A.6

- 2.40** Provision of suitable waste management sites in the borough exceeds the London Plan apportionment with the South East London Combined Heat and Power Station (SELCHP) in Deptford able to accommodate in excess of 488,000 tonnes. Further facilities in Lewisham are capable of dealing with over 200,000 tonnes and provide support to other boroughs in south-east London.<sup>(56)</sup>
- 2.41** Of the borough's total waste for 2007/08 only 10% was sent to landfill. The borough recycles and composts 22% and incinerates 73% of household waste. Lewisham has set a target to recycle, compost or reuse 25% of its household waste by 2010/11. Targets have also been set to reduce the amount of municipal landfill by 8% and reduce household waste per household to 716 kg by 2010/11.<sup>(57)</sup> The Council remains committed to reducing waste and ensuring behavioural change to ensure waste generation is reduced and recycling and composting are maximised.

### Local air quality

- 2.42** There are five air quality management areas (AQMA) in the borough, located where the level of pollutants are higher than the National Air Quality Objectives. Road traffic is the main source of air pollution in the borough. Excessive road traffic is also considered to be one of the main modern 'environmental stress' factors.
- 2.43** The Council's third review and assessment (Updating and Screening Assessment) of air quality was conducted in July 2006. There is a risk of the annual mean objective being exceeded for nitrogen dioxide and for particles of PM<sub>10</sub>. The detailed assessment concluded that the Council should maintain the designated AQMA, continue the programme of monitoring and consider an expansion of the current monitoring stations to locations where fugitive sources are known to be an issue.<sup>(58)</sup>
- 2.44** The Council adopted an Air Quality Action Plan in 2008. The focus of this is mainly concerned with reducing emissions from road transport, with an emphasis on balancing supply side measures, such as improved conditions for walking, cycling and public transport, and demand side management, such as traffic restraint and regulation. The implementation of the London Low Emission Zone is expected to have the highest benefit in improving air quality within Lewisham AQMA.
- 2.45** The borough's air quality will remain an important issue that needs to be addressed and can be linked to the type of development taking place and its location, the way people travel, restraining car use, and focusing people in areas where a full range of facilities is on their doorstep.

### Flood risk

- 2.46** The northern part of the borough is situated immediately adjacent to the River Thames for approximately one kilometre. Deptford Creek, the River Ravensbourne and the River Quaggy are also key features of the borough. At least one-fifth of all residential and non-residential properties in the borough are at some risk of flooding from these sources.<sup>(59)</sup> While the Thames poses a potential risk of flooding to properties within this area of river frontage, properties are currently protected from flooding by the River Thames Tidal Defences up to the 1 in 1,000 year event.

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56 South-east London Boroughs' Joint Waste Apportionment Technical Paper 2008

57 Lewisham Draft Municipal Waste Strategy 2006

58 Air Quality Action Plan 2008

59 Strategic Flood Risk Assessment (SFRA) 2008

- 2.47** Properties within the vicinity of the River Ravensbourne or the River Quaggy corridors are subject to a potential risk of fluvial (river) flooding. Investment has been made into flood defence to reduce the risk of flooding, particularly within Lewisham Town Centre. However, fluvial flooding still remains a threat to property within the borough.<sup>(60)</sup>
- 2.48** A potential risk of flooding from other (non-river related) sources exists including possible sewer surcharging and surface water flooding as a result of heavy rainfall and/or blocked gullies. With changing climate patterns, it is expected that intense storms will become increasingly common and those properties (and areas) that are currently at risk of flooding may be susceptible to more frequent, more severe flooding in future years.<sup>(61)</sup>

### Parks and green space

- 2.49** Lewisham has a varied portfolio of parks and other green spaces from those with strong historical links, such as Beckenham Place Park, Horniman Gardens and Blackheath, to those that have been created through community campaigning, such as the Sue Godfrey Local Nature Reserve. Lewisham is one of the greenest parts of south-east London. Over a fifth of the borough is parkland or open space.<sup>(62)</sup> These areas play an important environmental (contributing to biodiversity) and recreational role as well as defining and continuing to contribute to Lewisham's overall character. The council also has 21 nature conservation areas directly under ecological management, each with its own unique features.
- 2.50** The Council recognises the value of urban green spaces and their contribution to regeneration and quality of life; they give opportunities for people to have contact with the natural world and are essential for providing habitats to encourage biodiversity. Lewisham's natural heritage has helped shape the borough's development and continues to be a reason why people choose to live and work here. Names such as Lee Green, Grove Park and Forest Hill give an idea of the landscape from which Lewisham developed. Today the borough is characterised by a wide variety of green spaces and natural features that provide places for people to enjoy, such as New Cross Gate Cutting, Blackheath, the River Ravensbourne, Beckenham Place Park and Hilly Fields.
- 2.51** These open spaces have historic significance and give the borough a distinct identity. They are an essential component of many heritage assets. For example, the open character of Blackheath is an integral element of the Blackheath Conservation Area and a supporting element to the outstanding universal value of the Maritime Greenwich World Heritage Site. The small area of open space within the Culverley Green Conservation Area provides a welcome element of informality to the grid pattern of tree lined streets.
- 2.52** The role of rivers (Thames, Ravensbourne, Quaggy and Pool rivers and Deptford Creek) and their potential when properly protected, managed and restored (re-naturalised) also contributes to recreation and well-being, and can contribute to the borough's amenity of biodiversity value. The borough's river and waterway network are natural assets which are part of effective action on climate change, contribute to the restoration of depleted biodiversity and create rewarding places for people to enjoy and learn from. The Core Strategy can ensure these places' role as heritage assets is enhanced. This can be reflected in the plans for Lewisham Gateway where the confluence of the Quaggy and the Ravensbourne rivers should be enhanced, reminding all of the role the rivers played in the historic development of Lewisham Town Centre.

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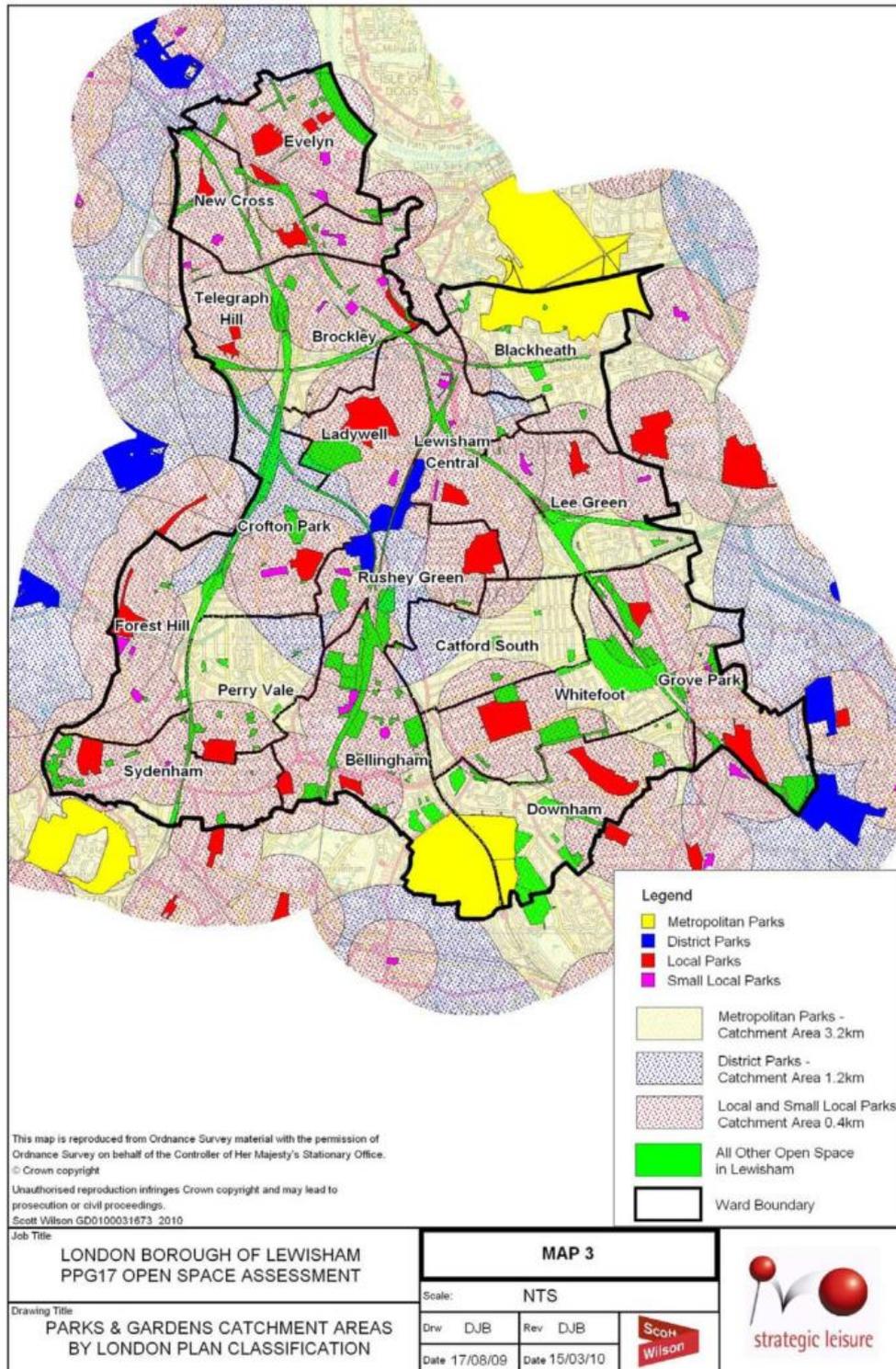
60 SFRA 2008

61 SFRA 2008

62 Lewisham Leisure and Open Space Study 2009

**2.53** While one of the greenest Inner London boroughs there are areas of deficiency particularly within the wards of Brockley, Catford South, Lee Green, Perry Vale and Telegraph Hill. This is a result of the historical pattern of development, and to help alleviate this, connections to nearby parks and open space need to be improved.

**Figure 2.11 Open space within Lewisham**



## 2.8 Character and heritage assets

- 2.54** Lewisham's landscape and character is a gentle bowl, focused around the Ravensbourne, Quaggy and Pool rivers which flow into Deptford Creek. Elevated views play a significant role in the character of the borough. There is a general gradient of development across the borough from oldest in the north to more modern in the south. As London has grown, the borough has seen successive rounds of urbanisation moving south across the borough.
- 2.55** The urban origins of the borough are focused on river-related uses including shipyards and victualling yards. There are some significant remnants of historic development and urban grain in the north, although much was lost during World War II and is now occupied by post-war development. The southern-ward expansion of the borough's urban area in the Victorian period was driven by the development of railways. Neighbourhoods such as Forest Hill and Sydenham saw a dramatic change as they were linked to central London via rail.
- 2.56** The early railway development in the northern part of the borough took routes through existing areas of development and on predominantly flat ground. These railways created isolated cells of development and poor links to the surrounding areas as seen in neighbourhoods such as New Cross and Deptford. The later railway expansion to the south proceeded in hand with development and followed the topography. This expansion established a more natural relationship between the railway and the landscape. Thus, the railway is less of an imposition on the urban character in central and southern parts of the borough.
- 2.57** The combination of extensive World War II bomb damage and incremental historical growth has resulted in a huge diversity across the borough. Changes in building typology can happen abruptly and frequently over small geographical areas. This is particularly true in the north of the borough where the 'churn' in the built environment caused by these factors has created an attractive and at times striking diversity.
- 2.58** The complex historical development of the borough has left a legacy of distinctive neighbourhoods which needs to be understood and used to inform future developments, in order to ensure the positive contributions of the historic and local character are appropriately protected and enhanced. <sup>(63)</sup>

## 2.9 Community

- 2.59** Lewisham has 69 primary schools and 11 secondary schools. There is currently a shortage of secondary school places in the borough, leading to many students attending schools in the boroughs of Bromley and Greenwich. The Council was awarded £186 million through the Building Schools for the Future (BSF) programme to rebuild or refurbish every secondary school in the borough within the next decade. Primary schools will be refurbished through the Primary Futures programme.
- 2.60** Further education facilities are provided on two campuses by Lewisham College at Brockley and Deptford. Goldsmiths College (University of London) at its New Cross campus provides higher education facilities with a focus on creativity, culture and digital technologies.
- 2.61** NHS Lewisham outlines a strategic plan to develop polysystems in Lewisham over the next five years. It is envisaged that this will be a mix of single site and more virtual based arrangements linking a number of buildings with a hub. Core services will include:
- general and specialist GP services

63 Further information can be found in the Lewisham Borough Wide Character Study 2010 and the Lewisham Tall Buildings Study 2010

- community services
- minor procedures
- diagnostics
- secondary care outpatient consultations
- health promotion and prevention, and well-being.

- 2.62** Currently there are more than 150 GPs based in 48 surgeries, and a range of community health services including foot health, sexual and reproductive health, community nursing services, stop smoking and mental health services throughout the borough. There are 51 pharmacies and approximately 116 dentists working out of 37 practices. There are also many opticians. There is a general hospital (University Hospital Lewisham) providing a range of acute services, including an Accident and Emergency service and a centre for children with special needs. At present there are 860 police officers and support staff based in LB Lewisham. They are currently located in five police stations and two neighbourhood police facilities across the borough.
- 2.63** In supporting the community, Lewisham has 49 community centres, 12 libraries, 8 leisure locations with swimming pools and 44 with sports halls, as well as 104 grass sports pitches and 100 children's play areas.<sup>(64)</sup>
- 2.64** Lewisham has generally had lower levels of crime than most of the other inner London boroughs although the fear of crime is a key issue.<sup>(65)</sup>
- 2.65** Car ownership is generally lower than average with over 40% of households not owning a car.<sup>(66)</sup> This ranges from over half in the north of the borough in New Cross to under a third in the south in Grove Park.<sup>(67)</sup> Over half of journeys to work are taken by public transport.<sup>(68)</sup> However, the demand for on-street parking in residential areas remains high.

## 2.10 What does this all mean?

- 2.66** The 'facts and figures' outlined in Section 2 point towards the areas and issues that the Core Strategy should seek to address. There are opportunities to:
- guide where future development, especially housing, is located across the borough and to determine where and how the infrastructure to support population change and growth is provided
  - ensure the housing needs of the population can be met by determining where and how housing growth occurs across the borough, how much can be provided as affordable housing and what the housing mix should be (the number of bedrooms)
  - ensure a continuous supply of employment land is available for the plan period by reviewing employment land designations through appropriate Strategic Industrial Locations and Local Employment Locations, and ensuring those areas of the economy that are suitable for Lewisham and will experience growth in the next few years are accommodated
  - actively promote growth and manage change in town centres, define a retail network and hierarchy of town centres to focus growth, and ensure local shopping parades and the range of street and farmers' markets are protected

64 Lewisham Social Infrastructure Framework 2008

65 Metropolitan Police Service and Residents Survey, 2007

66 42.8% Census 2001

67 55.8% vs 32.8%, Census 2001

68 51.2%, Census 2001

- ensure the impacts of climate change are addressed by preparing the borough for a post carbon economy by maximising the energy efficiency of new and existing buildings, providing on-site renewable energy and decentralised energy networks, improving local air quality, and managing the risks of flooding
- ensure the borough's parks and open space is protected, the accessibility to, and connections within and between Lewisham's parks and open space areas are enhanced, and open space deficiency is dealt with
- allocate sites for waste management to show how we meet our waste apportionment; decrease the amount of waste generated by increasing recycling and composting; and decrease the amount of on-site construction and demolition waste
- ensure we continue to create a sustainable community by providing and maintaining access to services and facilities such as schools, health, leisure and recreation
- ensure that the pattern of development within Lewisham responds to public transport accessibility and capacity, and is improved in areas where there are development opportunities but accessibility is currently low, walking and cycling are promoted and enhanced, car parking provision is managed and related to public transport accessibility, and that ways of getting around and to and from the different neighbourhoods of the borough are enhanced
- interpret and implement general design principles as they relate to Lewisham's local character to ensure the highest design quality; the Council can monitor changes in the residential environment, review the character of areas, and obtain designation of new conservation areas if it considers that there are valuable characteristics that need to be protected
- protect and enhance vulnerable heritage assets for their intrinsic heritage value, and to ensure that locations and designs of new development are informed by an understanding of the borough's historic character
- contribute to improving health and well-being and reduce health inequalities across Lewisham by providing decent quality housing, access to employment and training, and encourage healthy lifestyles and opportunities for increasing physical activity (such as walking, cycling and running).

### 3.1 Introduction

- 3.1** Derived from the analysis of the existing characteristics of Lewisham today as set out in Section 2, a succinct series of key drivers of change has been developed. These set out the most significant issues expected to impact on the borough up to 2026, and the key consequences the Core Strategy seeks to address.

### 3.2 Housing provision

- 3.2** The strategic designation of parts of the borough within the Thames Gateway and the London Plan opportunity areas create a clear strategic requirement that the borough accommodate significant new housing. This is reflected in the borough's housing targets derived from the London Plan (9,750 new homes over the period 2007/08 to 2016/17 and a further 8,775 if the annual target is rolled forward to 2025/26 the end period of the Core Strategy), which are reinforced through the expected increase in Lewisham's population and the number of households. The need to ensure provision of affordable housing is reflected through increasing house prices and low household incomes when compared to the London average.
- 3.3** The opportunity to provide new housing in a highly developed borough is limited, so reviewing opportunities to better use underused employment areas and town centres as housing locations is necessary. This can protect established residential neighbourhoods, particularly conservation areas. The need to provide sustainably designed new housing and ensure existing homes improve energy efficiency is crucial to address climate change issues and improve living conditions.

### 3.3 Growing the local economy

- 3.4** Growing the relatively small borough economy is a priority of the Council and essential to the creation of a sustainable community. A key priority is the need to provide and strengthen local employment opportunities and enhance employment prospects by improving local training opportunities, and accessibility to jobs within and beyond the sub-region.
- 3.5** To contribute to economic growth and address deprivation issues, the Council will need to continue to facilitate the strong growth in the number of small businesses, support creative industries, focus on the economic potential of town centres, local shopping areas and small parades (including street and farmers' markets), and better use underused employment areas. Identified growth areas include a range of diverse business services, and the creative and food industries.

### 3.4 Adapting to climate change and environmental management

- 3.6** Climatic changes and the need to promote sustainable development will be central drivers of the Core Strategy. There is a need to acknowledge the depletion of fossil fuels, particularly peak oil and the potential consequences this will have on the availability of energy. Action needs to be taken to move towards a low and eventually post carbon economy. We need to minimise the borough's overall carbon footprint, particularly given that the proportion of CO<sub>2</sub> emissions from the domestic and road transport sectors is higher in Lewisham than the London and UK averages.
- 3.7** Addressing climate change and mitigating against its impacts will involve a number of coordinated actions. Measures will need to:
- maximise resource efficiency
  - adopt best practice urban design principles to reduce the need to travel

- encourage sustainable travel alternatives to the private car as part of a comprehensive approach in managing the supply of parking and improving local air quality
- adopt resource efficient building design and construction measures
- ensure on-site renewable energy provision and low carbon areas within the borough
- promote the waste hierarchy of prevention, reuse, recycle, compost, energy recovery and disposal
- protect existing and maximise opportunities for creating new communal heating and cooling networks
- provide new, and enhance existing, green infrastructure.

**3.8** Mitigation measures will include reducing flood risks, promoting resource efficient building design and construction, efficient use of water resources, preserving and enhancing local biodiversity, and sustainably managing waste including behavioural change.

### 3.5 Building a sustainable community

**3.9** The historic environment is central to the success of regeneration schemes in creating sustainable places with a distinct identity and sense of place, where people wish to live and work. The benefits of new development will also need to be maximised for all in the community and will be central to addressing and reducing issues related to deprivation in order to improve education, employment and training opportunities, and reduce health inequalities. New development can contribute to the provision and enhancement of existing services and facilities, where demand for them arises from the new populations. There is also a role to play in creating a sense of place and community through the high quality design of buildings and spaces that are safe and contribute to a healthy environment.

**3.10** The Core Strategy can play an important role in providing opportunities for people to live healthy lifestyles and improve well-being. This is as important to older people as it is to the young. Health is far more than the absence of illness, rather it is a state of physical, mental and social well-being. A person's health is therefore linked not only to age and gender but also to wider factors such as education, employment, housing, social networks, air and water quality, access to affordable nutritious food, and access to social and public services in addition to health care.<sup>(69)</sup> It is about lifestyle: physical exercise, improved diet, cleaner air, and mental well-being through stress reduction, engagement and socialisation (including employment).

**3.11** The needs of the existing population, demographic changes over the plan period and the additional needs arising from new development require the provision of appropriate services and good infrastructure (high quality street environment, walking and cycling networks, public transport, schools, health care, leisure facilities, parks and gardens and the like) which meet expectations. Collectively these aspects will contribute towards ensuring Lewisham builds sustainable communities. However, the aspirations of new residents need to be integrated with those of existing communities, while at the same time continuing to address the needs of the borough's diverse communities.

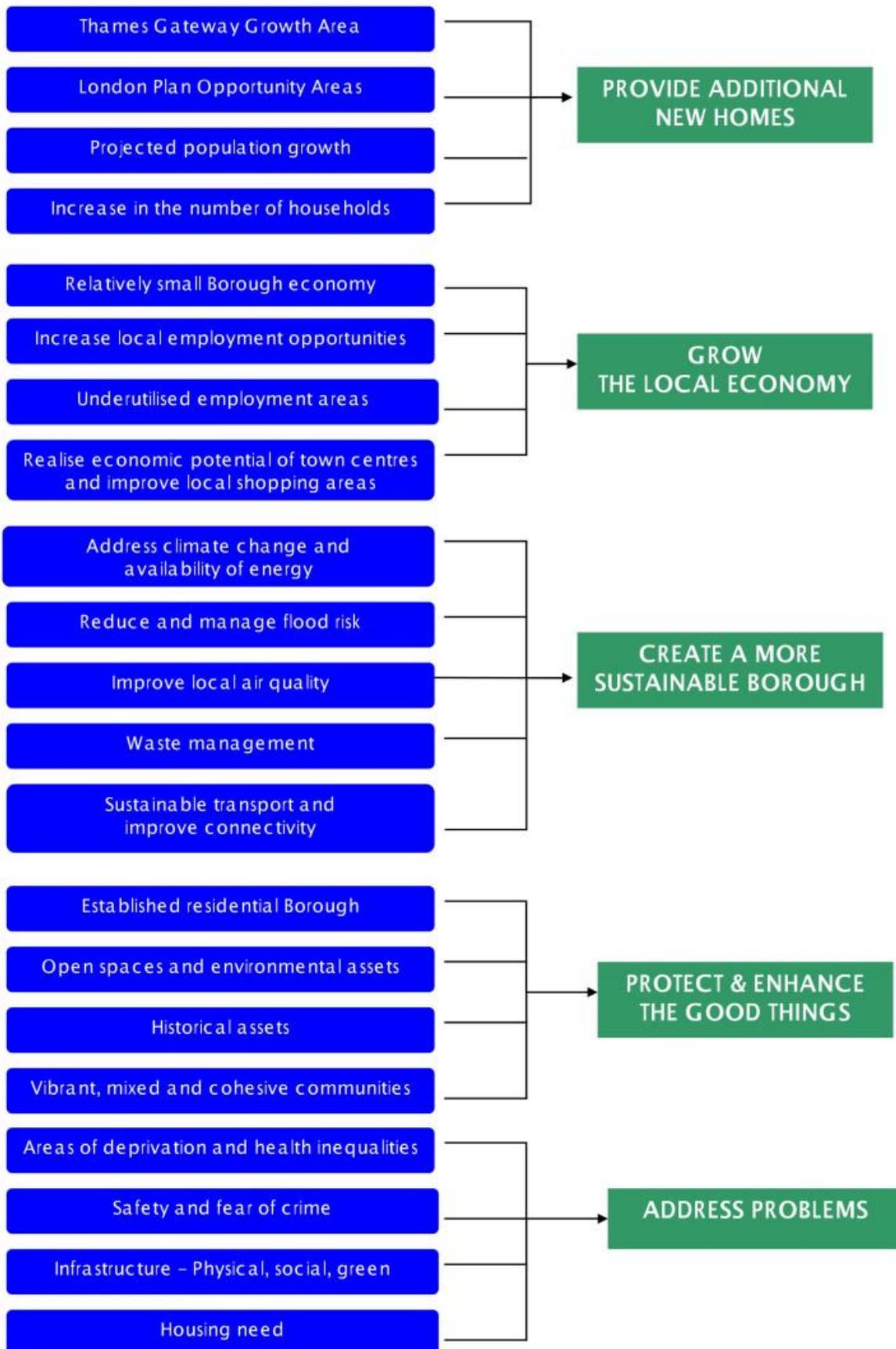
### 3.6 Summary

**3.12** Figure 3.1 seeks to summarise the key drivers of change and their key consequences, which need to be factored into the Lewisham Core Strategy.

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69 London Plan definition

Figure 3.1 Key drivers for change influencing the Lewisham Core Strategy



## 4.1 Introduction

- 4.1 A vision for the type of place the borough should be in 2026 is essential to lead the implementation of the Core Strategy. This vision is focused on and informed by the borough's characteristics and the key opportunities and constraints. Crucially, the vision is a spatial vision. This means delivery is often beyond the influence of the planning system itself. However, the Core Strategy will play a key role in influencing outcomes and coordinating delivery across other areas of interest, particularly health and education services and the provision of public transport.

## 4.2 Developing the vision

- 4.2 The starting point for developing the Core Strategy vision is to use the vision for the borough contained in the Lewisham Sustainable Community Strategy (SCS) 2008–2020 called *Shaping our Future*.<sup>(70)</sup>

### Sustainable Community Strategy vision

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

- 4.3 The SCS also contains the shared priorities for the borough to deliver the vision and will be supported through partnerships overseen by the Lewisham Strategic Partnership that are committed to:
- **reducing inequality** – narrowing the gap in outcomes that exist in the life chances of the most disadvantaged
  - **delivering together, efficiently, effectively and equitably** – ensuring that all citizens have appropriate access to high quality local services.
- 4.4 The SCS has six key outcomes which form the basis for public action locally. These are that Lewisham should be:
- **ambitious and achieving** – where people are inspired and supported to fulfil their potential
  - **safer** – where people feel safe and live free from crime, antisocial behaviour and abuse
  - **empowered and responsible** – where people are actively involved in their local area and contribute to supportive communities
  - **clean, green and liveable** – where people live in high quality housing and can care for and enjoy their environment
  - **healthy, active and enjoyable** – where people can actively participate in maintaining and improving their health and well-being
  - **dynamic and prosperous** – where people are part of vibrant communities and town centres, well connected to London and beyond.
- 4.5 In taking forward the SCS vision and ensuring that the six key outcomes and partnership priorities are reflected through the Core Strategy, these have been given a spatial and implementation focus so that the SCS vision drives the development of the Core Strategy. A key consideration in shaping development and infrastructure proposals and determining planning applications will be the extent to which individual proposals take the borough forward

70 The development of the Core Strategy must have regard to the Sustainable Community Strategy (SCS)

towards the vision. The vision seeks to maximise the changes occurring in the borough and to improve what's good about Lewisham so that all in the community share in the good quality of life it can offer.

- 4.6** This ambition can only be achieved with the help of the whole community through local residents, the voluntary sector, public sector agencies and private sector businesses. Therefore the vision will be delivered by the Lewisham Strategic Partnership and their strategies and programmes, and in collaboration with local stakeholders, supported by the strategy and policies contained in this Core Strategy and Lewisham Council's powers as a local planning authority, in terms of land ownership and service delivery.

### **4.3 Core Strategy vision for Lewisham 2026**

- 4.7** In 2026 the regeneration and physical transformation of the London Borough of Lewisham will meet the needs and aspirations of existing and new residents and visitors by creating a sustainable, vibrant, exciting suburb on the edge of inner London, which supports safe, attractive and diverse communities where local people are at the heart of the regeneration process. It will be a place of choice for people to live, work and relax, having played a key part of the success in the Thames Gateway and of London as a world city.
- 4.8** Across the borough, the social, cultural, economic and environmental benefits of its heritage assets will be used to facilitate and inform place making. Local, including historic, character will be at the heart of new design. The design of new developments will be of the highest quality and will be inspired by the valued elements of the local and historic context. The borough's heritage assets will be conserved and enhanced, including listed buildings, conservation areas, historic parks and gardens, London squares, parks and other open spaces, their settings and archaeological heritage. New features of historic and cultural significance will also be identified. This will result in a rich and varied urban quality, valued by local people, and attractive and sustainable places to live.
- 4.9** New development throughout the borough will meet the challenges of climate change, flood risk, the need for renewable and low carbon energy, and the use of sustainable materials and construction practices. Accessibility and inclusiveness, and design to reduce crime and the fear of crime will be at the heart of the design of new developments. The provision of new green space will be emphasised in local recreation and children's play space, and new initiatives for urban food growing and the provision of allotments. Biodiversity in new developments will have been enhanced wherever possible through the provision of on-site open and amenity space including the use of living roofs and walls. The borough will become greener through a programme of street tree planting.
- 4.10** Key regeneration and development opportunities will have been focused on the localities of Lewisham, Catford, Deptford and New Cross. This is due to the desire to address deprivation issues in order to improve education standards, general health and well-being, and local employment and training, through improvements to the physical and economic environment, facilitated by the availability of sites and informed by character considerations.
- 4.11** Lewisham Town Centre will have been transformed into a shopping and leisure destination of exceptional quality, offering a strong focus for community identity and cohesion. The centre will benefit from the Lewisham Gateway site delivering easier and better pedestrian routes between the bus and train stations and the high street, a new road layout and new commercial, retail and residential development. New high quality residential developments will help to increase the number and diversity of people using the centre and support its Metropolitan Town Centre status. The street market will continue to provide an extensive range of goods and its overall contribution to the quality of the urban environment will be improved. The Quaggy and Ravensbourne Rivers will be celebrated by the provision of a network of public

green spaces and parks including Cornmill Gardens. A new landscaped public plaza where these two rivers meet will consolidate the identity of Lewisham as a river valley town and provide an enhanced sense of place and focus.

- 4.12** Deptford and New Cross will become a sustainable location with a high quality environment, where an increasing number of businesses wish to locate, and where people choose to live, supported by new community facilities and public transport. The area will build on its prestigious art and educational institutions (Goldsmiths College University of London, Trinity Laban and the Albany Theatre) to become a thriving centre for creative businesses. Deptford High Street and New Cross Road will be vibrant local shopping areas. Deptford High Street will sustain its role in providing a highly varied selection of goods sold by individual traders with a bustling street market at its heart.
- 4.13** Deptford and New Cross will have improved connected street networks, particularly walking and cycling links. Connections to the rest of the borough and London will be easier. The streets, walkways and parks will be of an excellent standard, having taken full advantage of their proximity to the River Thames and local waterways.
- 4.14** The north of the borough will have been transformed by the regeneration of large strategic sites that will provide new places for people to enjoy, and new facilities to support existing and new communities. New development will provide a mix of jobs, training opportunities and high quality homes including housing for families to meet local need, and will have helped to improve residents' quality of life, health and well-being. The physical environment for businesses, and availability of suitable premises will have improved. The local economy will be more diverse and will cater for new and growing sectors including green industries, and service businesses that take advantage of the area's close proximity to central London, and will cater for traditional industrial activities and sites accommodating necessary infrastructure essential to the functioning of London. Millwall Stadium will become an attractive and inclusive leisure destination for all the community. Convoys Wharf will see the re-opening of wharf uses to provide a sustainable facility for the river transport of cargo in association with a new mixed use development providing local jobs and new homes.
- 4.15** Catford Town Centre, home of the council's services and the civic heart of the borough, will be a lively, attractive town centre focused around a high quality network of public spaces. Driven by the redevelopment of key opportunity areas, including the redevelopment of the former Catford Greyhound Stadium site and the Shopping Centre, Catford will have an improved retail offer and will be home to a diverse residential community. The Broadway Theatre and Studio will continue to be a focus for arts and cultural activities and the market will continue to contribute to Catford's identity.
- 4.16** Outside the key areas of physical regeneration, the pleasant character of the many high quality residential neighbourhoods will have been retained by development that is sensitive to context and appropriate in size and scale to its location. The borough will have enhanced its unique assets including the preservation and enhancement of historic assets; the protection and improvement of parks, gardens and open space and river networks such as the Waterlink Way, South East London Green Chain and the East London Green Grid; improved public transport links; and a network of vibrant major streets connecting and supporting places within and beyond the borough.
- 4.17** Vibrant hubs of local activity, centred on the district and local centres of Blackheath, Downham, Forest Hill, Lee Green, Sydenham, Hither Green and Brockley Cross, will anchor residential areas, deliver essential shops and services needed for daily life and provide enjoyable places for people to meet and use, and will be supported by locally significant

business areas. These centres will also be supported by a network of viable local shopping centres and parades such as Crofton Park, Lewisham Way and Grove Park that will provide accessible services and facilities reducing the need to travel.

- 4.18** People living in the Bellingham, Whitefoot and Downham wards will have benefited from the various social and economic programmes addressing and improving health, education, and local employment and training.
- 4.19** Communities across the borough will rely on effective local and excellent facilities to support their day to day life, including the following services: health, education, community, arts, cultural, entertainment, leisure, sports and recreation. All secondary and primary schools will have been rebuilt or refurbished, contributing to improved educational standards. The completion of the East London Line extension (the London Overground) and the Thameslink programme will ensure better connections for the borough to London and beyond.
- 4.20** Lewisham will draw on the resources of all in the community and work together with its partners to deliver the vision to ensure that by 2026 it has capitalised on its many opportunities over the past 15 years.

## 5.1 What are strategic objectives?

**5.1** The strategic objectives form the link between the Core Strategy vision and the detailed strategy itself. They expand the vision, reflect the ‘drivers of change’ and represent the key delivery outcomes the Core Strategy should achieve. The strategic objectives are measurable so that in future the Council can report back to the community on what progress has been made. They have been grouped into five main themes:

- regeneration and growth areas
- providing new homes
- growing the local economy
- environmental management
- building a sustainable community.

## 5.2 The strategic objectives

**5.2** In order to accommodate growth and manage development in accordance with the vision the Council will seek to ensure the implementation of the following strategic objectives.

### Regeneration and growth areas

#### Core Strategy Objective 1: Physical and socio-economic benefits

**5.3** Regeneration and redevelopment opportunities in Lewisham, Catford, Deptford and New Cross, through the delivery of new homes and jobs, will be used to secure substantial physical and environmental improvements and socio-economic benefits throughout the area to improve deprivation.

### Providing new homes

#### Core Strategy Objective 2: Housing provision and distribution

**5.4** Provision will be made for the completion of an additional 18,165 net new dwellings from all sources between 2009/10 and 2025/26 to meet local housing need and accommodate the borough’s share of London’s housing needs. This aims to exceed the London Plan target for the borough. <sup>(71)</sup>

**5.5** Of these:

- a. 2,600 will be distributed within the Lewisham Town Centre
- b. 1,750 will be distributed within the Catford Town Centre
- c. 10,625 will be distributed within Deptford and New Cross
- d. 3,190 will be distributed across the remainder of the borough.

#### Core Strategy Objective 3: Local housing need

**5.6** Provision will be made to meet the housing needs of Lewisham’s new and existing population, which will include:

- a. provision of affordable housing
- b. a mix of dwelling sizes and types, including family housing

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71 The London Plan (2008) provides an annual target of 975 new dwellings up to 2016/17 (rolled forward to 2025/26) made up of 859 conventional supply, 73 bringing vacant dwellings back into use and 43 non-self-contained dwellings

- c. lifetime homes, and specific accommodation to meet the needs of an ageing population and those with special housing needs and
- d. bringing vacant dwellings back into use.

## Growing the local economy

### Core Strategy Objective 4: Economic activity and local businesses

**5.7** Investment in new and existing business and retail development will be facilitated to improve the physical environment for commercial enterprises, to result in a year on year sustainable increase in the size of the borough's economy through:

- a. protecting and developing a range of employment and training opportunities in the borough
- b. retaining business and industrial land that contributes to the industrial and commercial functioning of London as a whole, and/or which supports the functioning of the local economy including premises for the creative industries, green industries, business services and other employment growth sectors
- c. ensuring the future growth of the local economy by the mixed use redevelopment of identified industrial sites that require extensive physical investment and improvement
- d. developing Lewisham town centre to promote it to a Metropolitan town centre by 2026, and maintaining the status of Catford as a Major town centre, with a focus on quality design and development
- e. protecting and enhancing the district shopping centres, local shopping centres, parades and the range of farmers' and street markets, as providers of sustainable local shopping facilities and services to continue to support basic community needs.

## Environmental management

### Core Strategy Objective 5: Climate change

**5.8** The Council with its partners will take action to ensure that climate change is adapted to and mitigated against, including those measures necessary to create a low carbon borough and reduce carbon emissions by:

- a. promoting resource and water efficiency
- b. maximising generation and use of renewable energy and locally distributed energy, particularly for major development sites
- c. building to high standards of sustainable design and construction
- d. reducing waste generation
- e. supporting environmental protection and enhancement including establishing ecological networks
- f. minimising the environmental impacts of development including water, noise and air pollution.

### Core Strategy Objective 6: Flood risk reduction and water management

**5.9** The Council with its partners will take action to protect the borough from the risk of flooding and reduce the effects of flooding from all sources, including the Thames, Ravensbourne, Quaggy and Pool rivers, and manage improved water quality by:

- a. using the PPS25 sequential and exception tests to allocate land for development
- b. requiring river restoration and appropriate flood defences as part of development proposals, where appropriate

- c. ensuring appropriate local flood defences are maintained and provided for and
- d. requiring sustainable urban drainage systems in new development, wherever feasible.

### **Core Strategy Objective 7: Open spaces and environmental assets**

- 5.10** The important environmental, ecological and biodiversity features of Lewisham will be protected and capitalised to promote health and well-being by:
- a. protecting all open space including Metropolitan Open Land
  - b. protecting Sites of Importance for Nature Conservation and supporting and promoting local biodiversity
  - c. requiring green roofs and walls where appropriate
  - d. implementing the Street Tree Programme
  - e. improving the quality of, and safeguarding access to, all public open space
  - f. providing accessible and varied opportunities for health, leisure and recreational activities including the South East London Green Chain Walk, the Green Grid, the Waterlink Way and river and waterways network, and the Thames Path.

### **Core Strategy Objective 8: Waste management**

- 5.11** Deliver sustainable waste management by implementing the waste hierarchy of prevent, reuse, compost and recycle, and safeguarding sites within the Surrey Canal Strategic Industrial Location to meet Lewisham's waste apportionment of 323,000 tonnes by 2020.

## **Building a sustainable community**

### **Core Strategy Objective 9: Transport and accessibility**

- 5.12** Provision will be made to ensure an accessible, safe, convenient and sustainable transport system for Lewisham that meets people's access needs while reducing the need to travel and reliance on the private car. This will:
- a. promote choice and better health
  - b. facilitate sustainable growth in the key localities for regeneration and growth (Lewisham, Catford, Deptford, New Cross)
  - c. improve integration, accessibility and connectivity within the borough and the London sub-region.
- 5.13** The Council will ensure that transport and accessibility within the borough:
- a. provides for a system of walking and cycling routes and strong links to town centres and public open space, including the Waterlink Way, and promotes the implementation of greenways
  - b. improves accessibility in the Evelyn, Whitefoot, Bellingham and Downham wards
  - c. facilitates the movement of freight while minimising the adverse impacts of traffic, noise and emissions
  - d. delivers key infrastructure projects including Thameslink, the 'lower h' road at Lewisham, removal of the Kender gyratory system and safeguarding provision for the Surrey Canal station as part of the London Overground network.

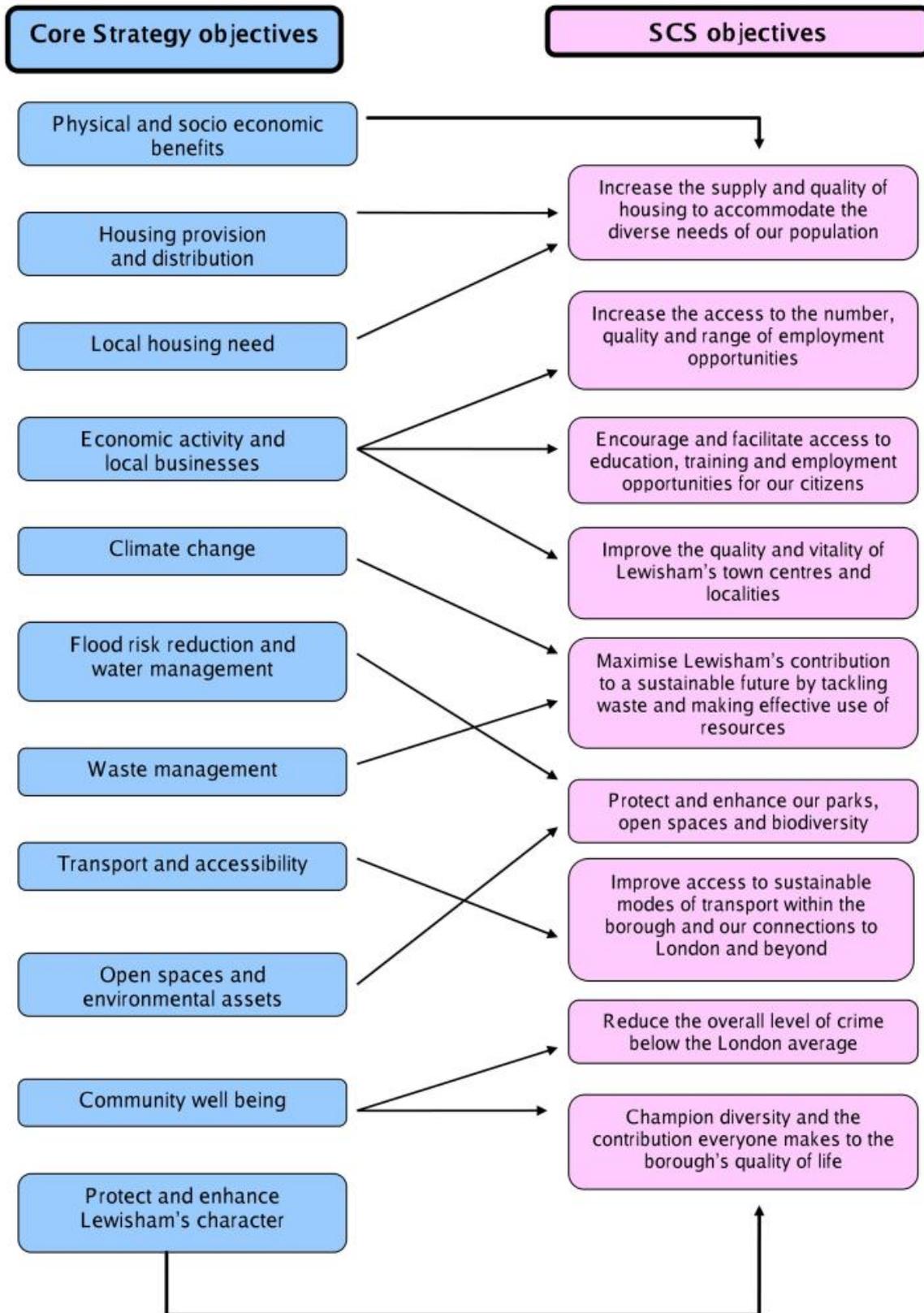
**Core Strategy Objective 10: Protect and enhance Lewisham's character**

- 5.14** Lewisham's distinctive local character will be protected through sensitive and appropriate design, in particular those areas requiring managed change and protection such as the borough's heritage assets and their settings, local rivers and landscape, and yet at the same time creating and improving the environment within the key regeneration and growth areas of Lewisham, Catford, Deptford and New Cross. This will mean:
- a. ensuring that new development achieves high standards of urban design and residential quality, and contributes to a sense of place and local distinctiveness informed by an understanding of the historic context
  - b. ensuring that new development and alterations to existing buildings are sensitive, appropriate to their context, and make a positive contribution to the urban environment
  - c. preserving or enhancing the condition and historic significance of the borough's heritage assets and their settings and the other identified elements of the historic environment.

**Core Strategy Objective 11: Community well-being**

- 5.15** The Council with its partners will provide and support measures and initiatives that promote social inclusion and strengthen the quality of life and well-being for new and existing residents of the borough by:
- a. addressing deprivation and health inequalities particularly within the wards of Evelyn, New Cross, Lewisham Central, Whitefoot, Bellingham and Downham
  - b. creating safer and stronger communities by reducing crime and the fear of crime through innovative design and land use policies
  - c. providing physical, social and green infrastructure, including high quality health and education facilities, that are accessible and suitable to all of Lewisham's residents, to foster independent community living.
- 5.16** The relationship of the Core Strategy strategic objectives to the objectives contained in the Sustainable Community Strategy is shown in Figure 5.1.

Figure 5.1 Relationship between the Core Strategy and the Sustainable Community Strategy objectives



## 6.1 Introduction

- 6.1** The Core Strategy is built around achieving the vision and strategic objectives outlined in sections 4 and 5. The spatial strategy for Lewisham outlined in this section describes how this will be done by addressing the key drivers for change (Section 3) and shows where and how development should take place, having regard to national and regional requirements, and the Core Strategy evidence base. This will provide a framework for private investment and regeneration to promote economic growth, environmental improvements and social well-being across the borough.
- 6.2** The spatial strategy will need to be read in conjunction with the cross-cutting policies in Section 7, which cover issues that will apply to all development no matter where it is located within the borough.

## 6.2 Lewisham's Spatial Strategy

- 6.3** The spatial strategy to guide development to 2026 within the London Borough of Lewisham is based on valuing the great things we have, but also recognising there is a need for change in certain areas. It is about securing sustainable growth and development where it can be accommodated, while at the same time protecting and enhancing local and historic character and those areas of the borough where development should be carefully managed. This will ensure local residents benefit from change and the sensitive areas of the borough are protected. In doing so, a locally distinctive strategy for the borough is provided that reflects the parameters of national policy and the London Plan, and reflects its character.
- 6.4** The Lewisham Spatial Strategy focuses growth and larger scale development in the north of the borough on the localities of Lewisham, Catford, Deptford and New Cross/New Cross Gate. These are identified as Regeneration and Growth Areas. Benefiting from higher levels of public transport accessibility and land that is available and deliverable, this strategy area will accommodate substantial new jobs, homes and supporting facilities and infrastructure. It will become a focus of change and significant regeneration integrating and respecting important heritage assets.
- 6.5** Smaller scale development opportunities arise in certain district town centres and local shopping parades, including the immediate surrounding residential neighbourhoods. These strategy areas are identified as District Hubs and Local Hubs.
- 6.6** A managed approach to development will be adopted for other established residential neighbourhoods throughout the borough, including the protection of heritage assets. This strategy area is identified as Areas of Stability and Managed Change.
- 6.7** Particular efforts to address deprivation and health inequalities, and improve well-being will be made in the Evelyn, New Cross and Lewisham Central wards within the Regeneration and Growth Areas, and the Bellingham, Downham and Whitefoot wards within a Local Regeneration Area.
- 6.8** Directing growth to key localities in the north of the borough ensures the character of the borough's conservation areas, residential neighbourhoods and the limited and finite supply of green and public open space are protected and enhanced.
- 6.9** The Lewisham Spatial Strategy ensures the delivery of the vision and strategic objectives whereby:
- new large scale development provides and contributes towards physical and socio-economic benefits for all in the community

- new homes are provided meeting local housing need
- growth occurs in the local economy
- environmental management issues can be addressed and
- a sustainable community is built contributing to improved health and well-being.

**6.10** The over-arching Lewisham Spatial Strategy is provided in Spatial Policy 1 and needs to be read in conjunction with each spatial policy for the different localities within the borough.

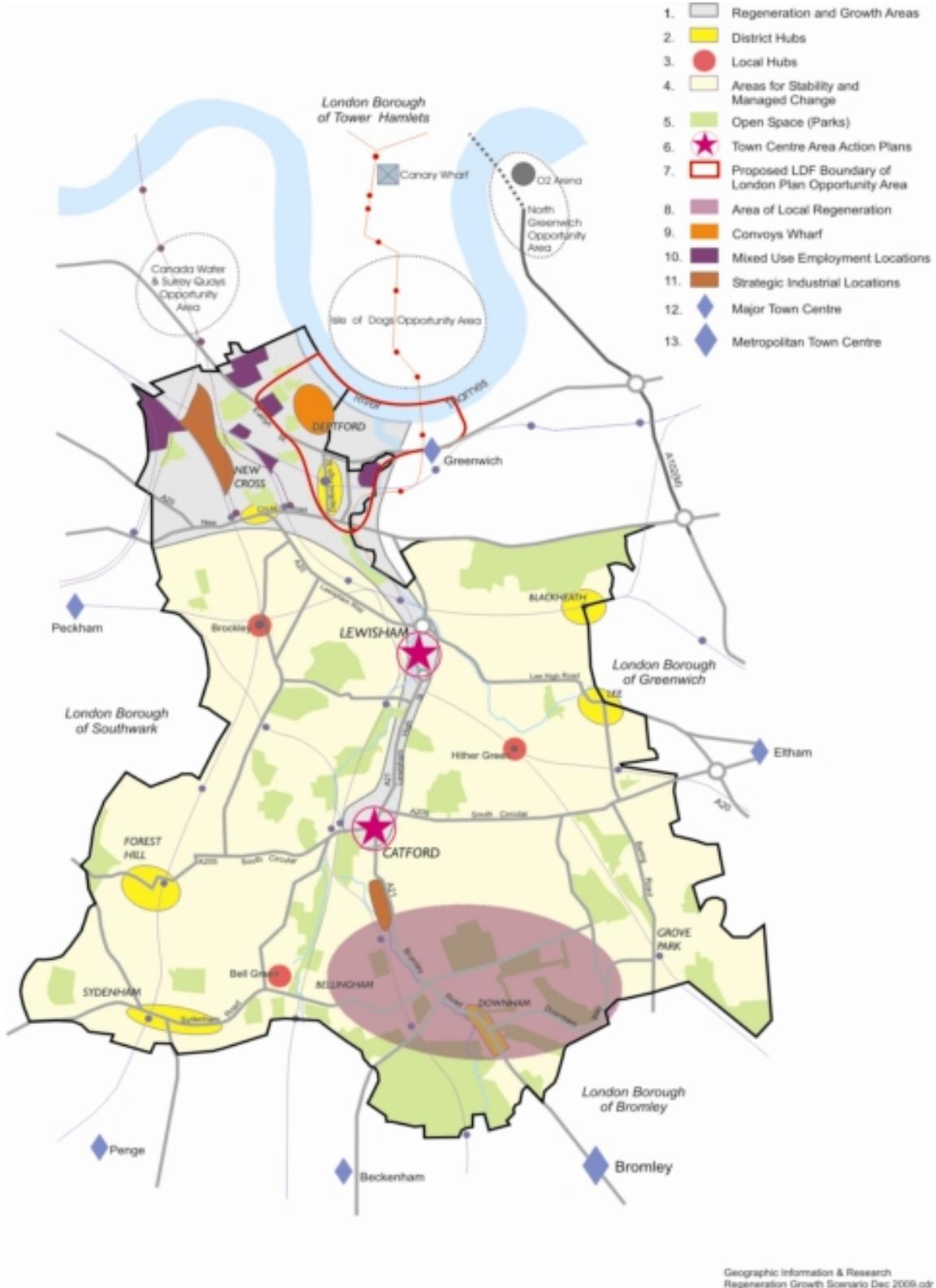
## Spatial Policy 1

### Lewisham Spatial Strategy

1. All new development will need to contribute positively to the delivery of the vision for Lewisham (see Section 4) and the strategic objectives (see Section 5).
2. The Lewisham Spatial Strategy will be achieved by applying the following spatial policies, which identify the type and quantity of development acceptable across the borough:
  - a. **Regeneration and Growth Areas** covering key localities within **Lewisham, Catford, Deptford, New Cross/New Cross Gate** (Spatial Policy 2, Section 6.2.1)
  - b. **District Hubs** covering the District town centres of Blackheath, Forest Hill, Lee Green and Sydenham, and their immediate surrounding residential neighbourhoods (Spatial Policy 3, Section 6.2.2)
  - c. **Local Hubs** covering Brockley Cross, Hither Green, and Bell Green (Spatial Policy 4, Section 6.2.3)
  - d. **Areas of Stability and Managed Change** for the remaining areas of the borough (largely residential) including a **Local Regeneration Area** focusing on parts of the Whitefoot, Downham and Bellingham wards, including the Downham District town centre and Southend Village, Bromley Road (Spatial Policy 5, Section 6.2.4).
3. Provision will be made for an additional 18,165 net new dwellings and higher density development will need to be compatible with public transport accessibility, except where development opportunities can ensure an increase in accessibility and a restrained and managed approach to car parking provision is followed, in conjunction with improvements to connectivity through walking and cycling.
4. Open space, including Metropolitan Open Land and Sites of Importance for Nature Conservation, will be protected, and a net gain of open space across the borough will be sought, particularly through on-site provision.
5. All new development will need to ensure the principles of good design are addressed, heritage assets protected, and high standards of sustainable design and construction, including maximising energy efficiency and the provision of on-site renewables and low carbon decentralised energy, are incorporated.
6. Development may be required to carry out certain works, or to provide or contribute towards the provision of measures to mitigate any negative impacts of the development, including appropriate physical, social and green infrastructure, in accordance with a planning obligation.

- 6.11** The Lewisham Spatial Strategy is illustrated conceptually on the key diagram as shown in Figure 6.1. The specific strategy and policy for the spatial hierarchy is provided in sections 6.3 to 6.10.

Figure 6.1 Lewisham's Core Strategy Key Diagram



### 6.2.1 Regeneration and Growth Areas

**6.12** The Regeneration and Growth Areas are focused on:

- Lewisham Town Centre
- Catford Town Centre
- Deptford including Deptford Creekside
- New Cross/New Cross Gate.

**6.13** The majority of the borough's new housing, retail and employment uses will be focused within the Regeneration and Growth Areas. This strategy area includes those parts of the borough within the nationally designated London Thames Gateway growth area and the London Plan Opportunity Areas.<sup>(72)</sup>

**6.14** The Regeneration and Growth Areas provide a clear basis and focus for the provision of new homes and jobs, which can contribute to local regeneration, thereby addressing deprivation and improving social inclusion. The opportunity for delivering these objectives is provided through a number of inter-related factors including:

- good and improving public transport accessibility
- the built form and character of the area including the existence of large underutilised employment (industrial) sites suitable for mixed use development
- an existing network of town centres with growth potential
- the need to tackle deprivation (to improve health, education, employment, training and housing)
- the Council's ambition to secure sustainable regeneration across the borough.

#### Lewisham Town Centre

**6.15** The Lewisham Town Centre is the borough's most important commercial centre and its largest shopping area, and benefits from excellent public transport accessibility. The Council has an aspiration for Lewisham to achieve metropolitan town centre status through its potential for increased retail capacity and the provision of new housing, along with public realm and environmental improvements.

#### Catford Town Centre

**6.16** Catford is the borough's second largest town centre and plays an important role as the civic heart of the borough. It is located on an important crossroads and is well served by public transport. The Council has an aspiration to see significant improvement to the physical environment, working with commercial investors and developers to bring about comprehensive redevelopment of the area.

#### Deptford and New Cross/New Cross Gate

**6.17** Deptford and New Cross/New Cross Gate is located north of the A2 road and generally comprises the Evelyn and New Cross wards, and that part of the Telegraph Hill ward north of the A202 Queens Road. The area enjoys a Thames-side location and is within easy commuting distance to central London. The area is one of the most deprived in the borough with particular health inequalities when compared with other parts of Lewisham. The area contains the majority of the borough's employment sites that are not located within town

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72 Lewisham, Catford, New Cross and Deptford Creek (Deptford Creek forms part of the Deptford Creek/Greenwich Riverside Opportunity Area, part of which is located within the London Borough of Greenwich)

centres. The Deptford and New Cross/New Cross Gate town centres provide an important focus for local communities. The scale of change to facilitate local regeneration will be most pronounced within this part of the borough and has the potential for long term physical and socio-economic benefits.

## What do we want to achieve?

### Spatial Policy 2

#### Regeneration and Growth Areas

The Regeneration and Growth Areas will provide key regeneration and development opportunities focused on the localities of Lewisham, Catford, Deptford, Deptford Creekside and New Cross/New Cross Gate. In giving effect to the London Thames Gateway and the London Plan Opportunity Area designations, this strategy area will capitalise on public transport accessibility and the availability of deliverable and developable land, particularly through intensification of land uses in town centres and within mixed use employment locations.

The Council, working with its partners, will secure the necessary infrastructure to support the planned levels of growth and will maximise the physical, social and environmental regeneration opportunities new development will bring for the benefit of existing and future residents, to address deprivation issues, particularly health inequalities, to improve well-being.

The Regeneration and Growth Areas will support the creation of a more sustainable borough by being the prime location for new development comprising at least 14,975 new homes, 100,000 square metres of new and reconfigured employment floorspace (light industry, workshops, offices), and 62,000 square metres of new retail floorspace by 2026.

#### Lewisham Town Centre will:

1. be designated as a Major town centre, and will be further developed so that by 2026 it achieves Metropolitan status on the London-wide retail hierarchy and continues to contribute to the local night-time economy
2. accommodate up to 40,000 square metres of additional retail floorspace and 4,300 square metres of additional leisure floorspace by 2026
3. accommodate up to 1,500 additional new homes by 2016 and a further 1,100 additional new homes by 2026
4. contain a Local Employment Location (LEL) at Molesworth Street
5. be one of the borough's preferred locations for new office development
6. contain a strategic development site, the Lewisham Gateway, which will act as a catalyst for regeneration of the town centre.

The Council will prepare an area action plan for the Lewisham Town Centre to ensure the forecast growth is managed and delivered. The area action plan is the implementation and delivery plan for the changes that will occur in the town centre during this period. In particular, it will provide a detailed planning and implementation strategy for major opportunity sites within the town centre.

## Spatial Policy 2

Cont....

### **Catford Town Centre** will:

1. be designated as a Major town centre with new development seeking to maintain and enhance its status, to secure its physical regeneration and ensure its continued contribution to the local night-time economy
2. build on its role as the civic heart of the borough
3. accommodate up to 22,000 square metres of additional retail floorspace by 2026
4. accommodate 650 additional new homes by 2016 and up to 1,100 additional new homes by 2026
5. be one of the borough's preferred locations for new office development.

The Council will prepare an area action plan for the Catford Town Centre to ensure the forecast growth is managed and delivered. The area action plan is the implementation and delivery plan for the changes that will occur in the town centre during this period. In particular, it will provide a detailed planning and implementation strategy for major opportunity sites within the town centre.

### **Deptford, Deptford Creekside, New Cross/New Cross Gate** area will:

1. accommodate up to 2,300 additional new homes by 2016 and a further additional 8,325 new homes by 2026
2. support a vibrant network of town centres with Deptford and New Cross/New Cross Gate designated as District town centres, the location for major new retail and leisure development within this area, including their contribution to the local night-time economy
3. contain Neighbourhood local shopping centres at Evelyn Street and Lewisham Way
4. support smaller-scale local retail uses on site where larger scale redevelopment occurs
5. contain four strategic development sites (Convoys Wharf, Surrey Canal Triangle, Oxestalls Road and Plough Way) which will act as a catalyst for regeneration of the area
6. support regeneration and growth through the redevelopment of designated underutilised employment sites for a mix of uses including residential and a significant element of employment space, at Mixed Use Employment Locations (MELs)
7. contain a core supply of defined employment land at Surrey Canal which will be designated a Strategic Industrial Location (SIL) in the London context and will only be used for employment and waste uses, capable of meeting the requirements of the London Plan for land that will meet the need to maintain the industrial and commercial functioning of London as a whole
8. contain Local Employment Locations (LELs) at Evelyn Street, Lewisham Way and Lower Creekside in order to provide local employment opportunities and, in the case of Lower Creekside (Deptford), to ensure the retention of the creative industries
9. retain a scattering of other small business premises where viable
10. use development opportunities to improve connectivity throughout the area for pedestrians and cyclists and provide new accessible public spaces and contribute to improving the relationship with the River Thames
11. contain a new railway station at Surrey Canal Road as part of the East London Line extension (London Overground)
12. contain further and higher education facilities at Lewisham College and Goldsmiths College (University of London).

## How will the strategic objectives be delivered?

### 1. Housing provision

- 6.18** The Regeneration and Growth Areas have the potential to deliver 14,975 additional new homes within the period of the Core Strategy. This accounts for approximately 82% of the borough's forecast housing growth. This will primarily be achieved through the development of higher density housing as part of a mixed use scheme within the town centres of Lewisham and Catford and on land previously allocated solely for employment uses within Deptford and New Cross (see 'Growing the local economy' below for further details). Housing development will also feature prominently within the area known as Deptford Creekside and the Deptford Town Centre. Estate renewal will continue for the Kender and Pepys estates to address deprivation and improve their public spaces.
- 6.19** Due to the individual and collective scale of importance in delivering the Core Strategy's vision and strategic objectives, five strategic sites within this strategy area will be allocated within the Core Strategy. The strategic sites have the potential to deliver over 52% of the borough's housing provision. The strategic site allocations and accompanying site policies are contained in Section 8. Other sites suitable for housing within the Regeneration and Growth Areas will be allocated through the Site Allocations DPD.

### 2. Growing the local economy

- 6.20** A key element of the Spatial Strategy is restructuring the allocation of employment land to facilitate regeneration and growth by better reflecting the economic realities of the borough, the requirements of the London Plan and to ensure the most efficient use of land. Although this will apply across the borough, the key changes to allocations will take place in the Regeneration and Growth Areas as this is where the majority of the borough's employment land is located. The allocation of land will fall into the following categories:
- Strategic Industrial Locations (SILs)
  - Local Employment Locations (LELs)
  - Mixed Use Employment Locations (MELs).

#### 2A. Retention of a Strategic Industrial Location (SIL)

- 6.21** The designation of the Surrey Canal Road as a SIL meets the requirements of the London Plan for the retention of land that can maintain the industrial and commercial functioning of London as a whole, as well as providing land to meet infrastructure requirements such as transport depots and garages and for other public services. The evidence through the Lewisham Employment Land Study (ELS) recommends that the sites retained as a SIL can perform these functions appropriately.
- 6.22** The SILs were reviewed in the Council's ELS, which confirmed that some sites on the boundaries of the Surrey Canal Road SIL were deteriorating, had lacked investment over many years, and required significant refurbishment. As a result they face an uncertain future. The scale of these sites means that redevelopment for only employment uses would be difficult to achieve given size, potential remediation costs and the likely level of future demand for such space in the north of the borough. The strategy therefore allows for the redesignation of some of the sites at Surrey Canal Road SIL to allow for mixed use development. This is discussed in Section 2C below.<sup>(73)</sup>

## 2B. Retention of Local Employment Locations (LELs)

- 6.23** The retention of the LELs is supported by the recommendations of the ELS. The LELs will meet the needs of smaller businesses and maintain the variety of the local economy. The function of Lower Creekside is providing premises for a concentration of creative industries is noted in the ELS and their ongoing use will be retained. An LEL will also be retained at Evelyn Street, Deptford, and Molesworth Street, Lewisham (within the Lewisham Town Centre).

## 2C. Defining Mixed Use Employment Locations (MELs)

- 6.24** A key element of the strategy is the release of land previously allocated as a SIL on the periphery of the Surrey Canal SIL to allow mixed use development. This would include employment and business uses and housing. These locations were reviewed in the Lewisham ELS and currently represent areas of older and poorer quality industrial uses at low densities often incompatible with adjoining residential areas. A fundamental objective and requirement of the redevelopment of these sites is the need to deliver a radical improvement in the physical quality of the urban environment by improving their overall appearance and attracting further investment to a part of the borough where the environment is poor and unemployment and levels of deprivation are high.<sup>(74)</sup>
- 6.25** At the borough level, Lewisham's stock of commercial property has in recent times shrunk, and there are reported shortages of premises for start up and small businesses. There has also been a low level of activity in the borough's commercial property markets when less than 10,500 sq.m of gross internal floorspace was completed for employment uses between 2004 and 2007.<sup>(75)</sup> This represents a very low level of activity during a time when the London property market was at its peak. Business estates of smaller modern units are generally well occupied leading to a tight local market, but vacancy rates for the borough as a whole are relatively high. The ELS considers that this was due to a combination of a lack of demand and a mismatch between the stock that was available and the type of stock that is in demand.
- 6.26** The area of land designated for employment use (industrial business) is small compared with the size of the borough as a whole. Lewisham will need to protect existing employment areas in order to maintain variety in the local economy, meet local demand for good quality business space and provide local jobs and services. However, at the same time it needs to address structural change in the economy to ensure continued economic growth and provision for those sectors of the economy where growth is forecast and suitable for Lewisham.
- 6.27** The London Plan provides a benchmark figure for the release of industrial land but considers this should be derived from local reserves of business land, rather than land identified in the London Plan as SIL. The London Industrial Land Release Benchmarks 2007 show that the total of built-on industrial land in Lewisham fell from 106 ha in 2001 to 90 ha in 2006, a fall of 15%. According to the benchmarks, Lewisham could lose a further 49 ha of industrial land over the period 2006 to 2026, 54% of its total.
- 6.28** If this loss were to be derived only from Local Employment Locations (LELs) rather than looking at the release of SIL, this would result in a restriction in the choices for local businesses in finding suitable land or premises, and potentially longer journeys to work for Lewisham residents.<sup>(76)</sup> However, the ELS provides evidence that release of industrial land

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74 In support of PPS12, paragraph 2.5

75 ELS

76 Paragraph 5.5, ELS

from local employment areas, rather than from SIL, would mean the loss of most of its local employment areas to the detriment of the vitality and viability of the local economy. It would also mean the loss of good quality business units for which the ELS has identified a demand.

- 6.29** The largest reserves of industrial land in the borough are to be found at the Surrey Canal area and are designated as a SIL in the London Plan.<sup>(77)</sup> The site assessments in the ELS note that a number of the industrial sites at the Surrey Canal SIL are not well used and have significantly lacked investment over a number of years. The Council considers that these locations should be redesignated to permit mixed use development, to provide a range of good quality premises to attract starter firms and more established businesses and to improve the overall functioning of the local economy, while retaining a strategic core of industrial sites (the SIL mentioned in paragraph 6.21).
- 6.30** Paragraph 8.3 of the London Plan Industrial Capacity Supplementary Planning Guidance (SPG) states that mixed use intensification should only be considered where it supports the London Plan's broader objective to encourage better use of land.<sup>(78)</sup> Paragraph 8.6 states that in the context of the strategic London-wide study (referred to in the SPG) local assessments of industrial land demand and supply should identify surplus industrial land after taking into account the need to accommodate logistics, waste management, utilities and transport functions. This was done through the Lewisham ELS and the approach taken in the Strategy is supported by the London Industrial Land Release Benchmarks 2007.
- 6.31** The ELS examined three scenarios for the provision of floorspace in terms of the 'committed supply' (i.e. mostly existing planning permissions) and projected floorspace arising from the development of the Mixed Use Employment Locations (MELs) in the context of the GLA employment forecasts for 2006 to 2026.<sup>(79)</sup> The policy approach adopted by the Council supports the GLA employment forecasts.
- 6.32** To provide a good range of quality premises to attract new firms, improve the overall functioning of the economy, and retain and enhance employment space within Deptford and New Cross, there is a need to ensure that site redevelopment provides a suitable element of employment space as part of any proposal. The ELS identified that Lewisham is in a strong position to take advantage of its location close to central London to supply space for businesses offering goods and services to other central London businesses. These suppliers of goods and services require accessible and affordable premises with a reasonable quality and environment.<sup>(80)</sup> Growth sectors have been identified in business services, food and the creative industries. The type of development that could accommodate these businesses do not accord with typical office type uses.<sup>(81)</sup> In reality these could be accommodated in other B Use Class buildings for example, light industrial and workshop units, reflecting a wider B1 use class definition.
- 6.33** The ELS considers that in the light of the above analysis it is imperative to encourage good quality business development on the MELs that provides a range of size and specification of premises for which the ELS has identified a demand, and which could boost the image of Lewisham as a place where businesses might wish to locate.

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77 Including sites on Blackhorse Road and Oxestalls Road

78 Industrial Capacity London Plan SPG 2008

79 Chapters 5 and 6, ELS

80 These uses may include: buildings services, catering, cleaning firms, courier services, design firms, distribution, furniture and joinery, hospitality, IT support services, mail management, marketing services, media production, office supplies, plumbing supplies, printing, property management, removals and storage, security firms, shop fitting, training and vending supplies

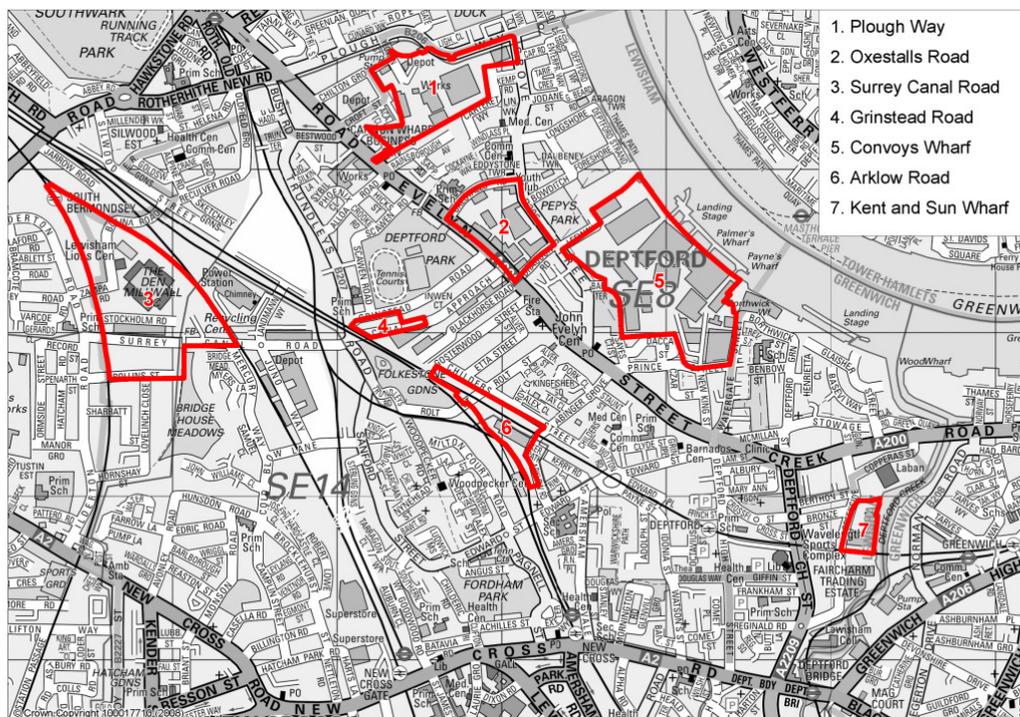
81 Known as B1(a) in the Land Use Class Order

**6.34** Collectively redevelopment of the MELs will deliver major regeneration benefits for the north of the borough and in the two most deprived wards.<sup>(82)</sup> Redevelopment of the sites for mixed use schemes would:

- make the best use of the available land in order to achieve regeneration objectives
- attract further investment to the area and increase the contribution these sites make to the vitality and viability of the local economy by accommodating suitable business sectors in the local and London economy, and providing local training opportunities<sup>(83)</sup>
- provide a 'sense of place' through new buildings and spaces and an enhanced street environment that would raise the overall standard of design and environmental quality and improve the permeability and accessibility of the area by providing new landmarks and links
- address severance issues; extensive severance occurs in the area due to the number of railway viaducts that criss-cross this part of the borough and the physically forbidding nature of many of the routes; particular problems occur at Bolina Road, Folkestone Gardens (Trundleys Road), Cold Blow Lane, Rolt Street and Evelyn Street; new mixed use development will be expected to improve the connectivity of these sites with the rest of the borough by providing new access routes to stations, improving pedestrian connections and their environmental quality, making contributions to improving public transport facilities and infrastructure, and to local public open spaces
- alter greatly the relationship between Deptford, New Cross and the River Thames by improved connectivity to the river and increasing the visual and physical links.

**6.35** The location of MELs in the borough is shown in Figure 6.2.

**Figure 6.2 Mixed Use Employment Locations including Convoys Wharf**

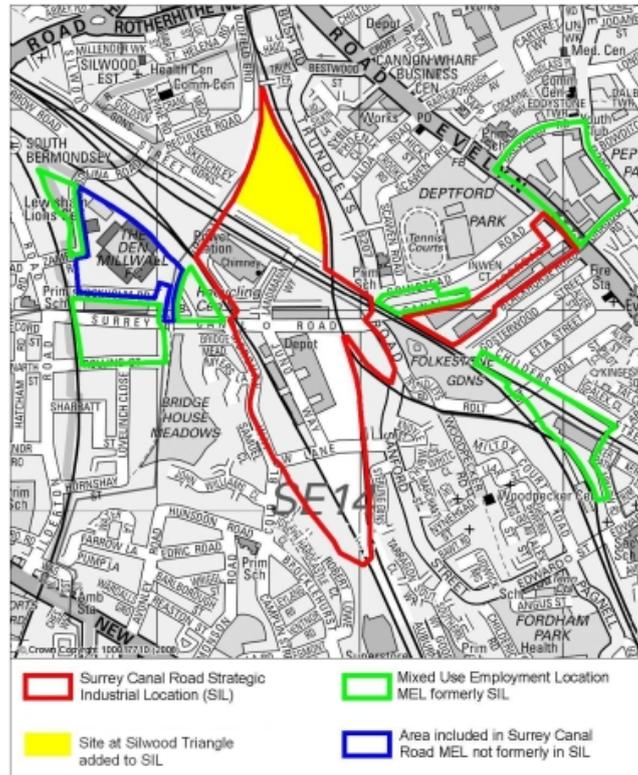


82 Evelyn and New Cross

83 Paragraph 5.34, ELS

**6.36** The Surrey Canal Road SIL and the relationship to adjoining land is shown in Figure 6.3.

**Figure 6.3 Boundary of the Surrey Canal Strategic Industrial Location**



## 2C. Retail and town centres

**6.37** The Spatial Strategy uses a retail hierarchy to direct retail growth. The established town centres will be the first location for retail growth and associated town centre uses, including leisure uses. Major new development on the MELs should not include substantial retail proposals which would threaten the vitality and viability of the established town centres.

**6.38** The role of the Lewisham Town Centre will continue as the borough's principal town centre. The focus will be on elevating Lewisham to metropolitan status within the London retail hierarchy by 2026 by achieving an overall retail floorspace of 100,000 square metres. The Council's Retail Capacity Assessment (RCS) indicates that Lewisham is currently operating with a gross retail floorspace of approximately 80,000 square metres (including service uses).<sup>(84)</sup> An additional 20,000 gross square metres is needed for Lewisham to achieve metropolitan status. Section 6 of the Retail Capacity Study, which represents floorspace commitments from projected schemes, shows approximately 40,000 square metres of retail floorspace from planned new development. The aim is to see a large proportion of this additional floorspace as comparison stores to provide a wider range of goods and services to reduce the need to travel outside the borough.

**6.39** The aspiration for Lewisham Town Centre to achieve Metropolitan status conforms with the intentions of the London Plan, which strongly supports the maintenance, management and enhancement of shopping facilities within existing centres as areas which are sustainable and necessary for city living. The South East London Sub-Regional Development Framework also identified that, following the significant levels of development anticipated within Lewisham, a review of its status within the metropolitan hierarchy may be required.

84 80,490 square metres, paragraph 3.17, RCS

- 6.40** The town centre contains a strategic development site, the Lewisham Gateway. This will act as a catalyst for regeneration of the town centre providing up to 100,000 square metres of retail, business, residential (approximately 800 new flats), educational, health and leisure uses, with new road layout, parking, servicing, associated infrastructure and improvements to the public transport interchange, as well as open space and improvements to the River Ravensbourne.
- 6.41** The Catford Town Centre would see growth to rejuvenate the existing town centre and address severance issues to strengthen its civic role and major town centre status within the retail hierarchy. Catford is currently operating with a retail floorspace of just under 48,000 square metres.<sup>(85)</sup> An additional 22,000 plus square metres (including existing vacant retail units) of retail floorspace from new development focused on the redevelopment of the existing Catford Shopping Centre is expected to facilitate this growth scenario. This would primarily be provided as comparison floorspace to provide a wider range of goods and entertainment services and improve the public realm.<sup>(86)</sup>
- 6.42** The Deptford Town Centre is designated as a District Town Centre. It will continue to be a focus for the local community providing a range of high street and independent shops. The Giffin Street site adjoining the town centre will see a major public square at the heart of Deptford, strengthening the attraction of the High Street, and provision made for a new replacement Tidemill School, library and community space, and additional employment space and housing. The new Deptford Station will provide a new square connecting to Deptford High Street and improve station accessibility. The Deptford High Street Conservation Area will be retained and development will need to retain or enhance its characteristics.
- 6.43** The existing New Cross District Centre is combined with the adjoining New Cross Gate to become a larger district centre within the retail hierarchy.<sup>(87)</sup> Its role within the night economy and relationship to the adjoining Goldsmiths College contribute to the area's vitality and viability. With the opportunities at the existing New Cross Gate Sainsbury's store and the improvements to New Cross and New Cross Gate rail stations, combining the two centres will help strengthen their role and function to provide goods and services to the local area. The Telegraph Hill and Hatcham Conservation Areas covering the 'high street' along New Cross Road will be retained and development will need to retain or enhance their characteristics.
- 6.44** Shopping facilities elsewhere within the strategy area will be retained and their role enhanced through the protection of appropriate retail uses. This includes the designated Neighbourhood local shopping centres on Evelyn Street and Lewisham Way and the scattering of local parades and corner shops. The street and farmers' markets will continue to be supported within the Lewisham, Catford and Deptford town centres.

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85 48,800 square metres, paragraph 3.26, RCS

86 RCS, Section 6

87 The inclusion of New Cross and New Cross Gate as a combined district town centre within the retail hierarchy was identified in the Retail Capacity Assessment undertaken for the borough. The study identified an increase in the size of New Cross Gate, which is therefore considered best suited to being amalgamated with the New Cross district town centre. This has been confirmed through ongoing retail health checks.

### 3. Climate change and environmental management

#### 3A. Climate change

- 6.45** The quantum of development opportunities proposed, and the concentration of this growth within the three main localities of Deptford/New Cross and the Lewisham and Catford town centres, allows the provision of a renewable source of energy via a local energy network (or decentralised energy) which could include the use of SELCHP.<sup>(88)</sup> This would help ensure that the area becomes an environmentally sustainable part of London and energy self-sufficient.
- 6.46** The Lewisham Renewables Energy Evidence Base has shown that area wide solutions are created by one or a few centralised plants which feed the network, enabling easier management of emissions and potential air quality impact as well as efficiency measures.<sup>(89)</sup> In this way it is possible to reduce the emission of air pollutants, and the resource depletion with respect to private thermal generation. These solutions are significantly more advantageous to a developer in potential cost incurred, which should deliver improved viability and or additional benefits to the community.
- 6.47** The waste recovery from SELCHP has the equivalent energy consumption of 48,000 homes. While the plant currently exports electricity to the grid, its surplus heat is not extracted. The Council will work with developers to install a district heating pipe to distribute heat from the plant and district heating networks could be established to serve development at Convoys Wharf and the larger MELs at Surrey Canal Triangle, Oxestalls Road and Plough Way. Alternatively, the provision of a local energy network through CHP will be sought. A suitable location would be between the strategic site allocations of Surrey Canal Triangle, Plough Way and Oxestalls Road. There is also potential to extend the network southwards from Convoys Wharf to serve development around Deptford Town Centre and Deptford Creek. A further opportunity exists for a smaller satellite network focused on Goldsmiths College campus.
- 6.48** The Council is currently working with the London Development Agency and major landowners/developers to ensure feasibility and implementation of decentralised energy within this strategy area. This has the potential to link major development sites and provide a clear masterplan to take forward decentralised energy opportunities.
- 6.49** In conjunction with the above measures, the re-provision of employment floorspace within the MELs will lead to a significant improvement in energy efficiency as a significant proportion of the existing industrial and commercial stock is in poor condition when compared with Building Research Establishment Environmental Assessment Method (BREEAM) energy standards.<sup>(90)</sup>
- 6.50** Development will need to be designed and constructed in accordance with the relevant standard from the Code for Sustainable Homes (CSH) or BREEAM as outlined in Core Strategy Policy 8.

#### 3B. Reducing flood risk and water management

- 6.51** Significant areas of the Regeneration and Growth Areas are located within the Environment Agency's Flood Risk Zones 2, 3a and 3b. This strategy area includes the borough's short stretch of frontage to the River Thames and is also characterised by Deptford Creek (where

88 The SELCHP plant is a waste incinerator that recovers energy from 420,000 tonnes of waste per annum

89 Chapter 4

90 Chapter 4, Lewisham Renewables Energy Evidence Base

the River Ravensbourne, having joined the River Quaggy just north of Lewisham, meets the Thames), the Ravensbourne and Quaggy rivers through Lewisham Town Centre and the Ravensbourne near Catford Town Centre.

- 6.52** While the Thames poses a potential risk of flooding to properties within this area of river frontage, property is currently protected from flooding by the River Thames Tidal Defences (TTD), up to the 1 in 1,000-year event and flood defences along Deptford Creek and the River Ravensbourne. As there are no greenfield sites in the borough all development will take place on previously developed land or brownfield land, with a large proportion of available and deliverable sites located within the identified flood zones, and a large proportion of this strategy area situated within Flood Zone 3a (high probability).
- 6.53** In order to meet housing targets, regenerate the local area and meet sustainability objectives it will be necessary to develop these sites, subject to adequate mitigation to reduce flood risk. In consultation with the Environment Agency, the Council's Strategic Flood Risk Assessment and the Sequential Test have been used to ensure suitable land uses and will be used to guide development. This area is also generally the most sustainable location for development within the borough given higher levels of public transport accessibility and the existing mix in land uses.

### 3C. Open space and environmental assets

- 6.54** As the most densely populated part of the borough and the main focus for further development, the provision and accessibility of open space, its management and the protection of environmental assets within the Regeneration and Growth Areas plays a key part in the success of place making. The Council will focus efforts on improving the accessibility and quality of existing open spaces, while taking opportunities to increase its quantity to address current deficiencies.
- 6.55** This strategy area has significant open spaces including Pepys Park, Deptford Park, Bridgehouse Meadows, Folkestone Gardens, Fordham Park, the green spaces around St Paul's Church in Deptford, and Brookmill Park, some of which also house Sites of Importance for Nature Conservation. Brookmill Park has Metropolitan Open Land status. There are a number of other smaller green spaces and green corridor areas along railway lines. The River Thames and Deptford Creek are significant open space and leisure resources and are Sites of Metropolitan Importance for Nature Conservation.
- 6.56** The development of the MELs in Deptford and New Cross will place increasing pressure on open space, particularly the district park deficiency areas. This includes Convoys Wharf and the MELs located at Oxestalls Road, Arklow Road and Childers Street. It may not be physically possible to remedy the district park deficiency due to the dense urban form of this area, however, the Council will contribute to open space by:
- using the North Lewisham Links Strategy to prioritise investment to improve connections and the quality of open space
  - opening new green links through the Oxestalls Road MEL through to the Plough Way MEL, to create an accessible public route along the alignment of the former route of the Surrey Canal to increase permeability, accessibility, and health and recreational opportunities for new and existing residents
  - creating new areas of green space for residents within all MELs
  - creating new civic spaces and water features at Convoys Wharf
  - increasing the connectivity of this area with the rest of the borough, which will improve access to small local parks, and larger local and district park facilities in adjacent areas.

- 6.57** The MEL at Surrey Canal Road is adjacent to Bridgehouse Meadows, which will form the most significant local open space for the use of residents of the new development which is likely to be high density. The area of this open space will be reduced when Phase 2 of the East London Line extension (London Overground) is built. It will require enhancement to provide an adequate open space resource once works are complete.<sup>(91)</sup>

### 3D. Waste management

- 6.58** The protection of key waste sites in the Surrey Canal SIL will continue to ensure the borough can provide for its waste management needs and meet its London Plan apportionment. A joint waste technical paper has been prepared by the London boroughs of Bexley, Bromley, Greenwich, Lewisham and Southwark (the ‘south-east London boroughs’). Its purpose is to provide sound evidence by identifying suitable strategic sites for the management of waste, and by demonstrating that, through the waste capacities from these sites, the south-east London boroughs collectively meet their obligations resulting from the London Plan waste apportionment allocations. The allocation of these sites will be secured through the Site Allocations DPD.
- 6.59** Further details on the borough’s approach to waste management is provided in Section 7.3.4.

## 4. Building a sustainable community

### 4A. Sustainable movement

- 6.60** The strategy seeks to create places that are easy to get around (permeable), memorable and sustainable based on a network of high quality streets, spaces and parks and green areas. The transport evidence base has shown that the additional trips generated from potential development can be accommodated on the future rail, DLR and bus networks.<sup>(92)</sup> This will be supported by improved walking and cycling conditions, to ensure a modal shift from private vehicles for shorter journeys, and the use of car clubs and controlled parking zones to manage the use of private vehicles.
- 6.61** The Council, along with its key transport partners<sup>(93)</sup>, will work to ensure the delivery of transport infrastructure and service improvements<sup>(94)</sup> within the Regeneration and Growth Areas including:
- East London Line extension, particularly the provision of the Surrey Canal Road station
  - three car capacity for the Docklands Light Railway
  - improvements to the London bus priority network
  - the improvement of railway stations at New Cross Gate, New Cross, Lewisham, Catford, Catford Bridge and Deptford, including accessibility improvements
  - capacity improvements for passengers on mainline rail services through the Thameslink programme
  - removal of the Lewisham roundabout and interchange improvements

91 Currently scores low over a range of indicators as shown in the Lewisham Leisure and Open Space Study

92 Borough-wide Transport Study, North Lewisham Transport Study, Lewisham Town Centre Transport Study

93 Transport for London and Network Rail

94 As identified in Table 3C.1 of the London Plan

- removal of the Kender triangle gyratory and implementation of the 'Streets for People' scheme
- addressing the cumulative impact of development on the A2 by enabling more effective management of traffic and improving the environment for all users, including pedestrians, cyclists and public transport users.

- 6.62** The rail network in the Deptford and New Cross area presents key barriers to local movement and frames some of its poorest quality urban realm. Much of the western area of the corridor away from New Cross Road has low public transport accessibility. A major aim of the strategy will be to improve accessibility through improved bus services and the provision of a new East London Line station (London Overground) on Surrey Canal Road. The strategy will also improve connectivity throughout the area by improving existing, and creating new, walking and cycling routes, as well as raising the quality of the pedestrian environment to contribute towards reducing the fear of crime. This will be linked to improvements to the quality of open space, ensuring safer and more direct connections. The Lewisham Links Strategy will continue to be used to prioritise investment.
- 6.63** The DLR three car upgrade will increase capacity by 50% in the peak period. Beyond this the reconfiguring of Delta Junction north of Canary Wharf will remove the current constraint on the number of trains that can be reliably operated and allow a further increase in service if needed. DLR forecasting and planning takes into account all planned housing and employment development in its area, and in the short term the Woolwich Arsenal link on the DLR will attract some users who formerly changed trains at Lewisham. The Council will continue to work with Transport for London to seek sufficient capacity on the DLR at all times.
- 6.64** The Lewisham Town Centre Transport Study showed that the town centre is a highly accessible location as evidenced by public transport accessibility levels (PTAL) and traffic modelling analysis. In comparison to other case study town centres Lewisham achieves reasonable public transport and pedestrian mode share. Nevertheless, it is evident that with the application of extensive borough-wide travel planning measures, it should be possible to reduce existing peak hour traffic levels in Lewisham town centre by 10%, which would more than compensate for the additional traffic likely to be generated by new developments.
- 6.65** The proposed low-h layout will be able to accommodate car trips generated by the additional development, provided that borough-wide travel planning measures are introduced in parallel. If implementation of the Low-H layout is delayed, this does not necessarily preclude or constrain development elsewhere as current road capacity would be maintained.
- 6.66** In assessing the Lewisham Gateway planning application, the Council took full account of the future capacity of and investment in public transport infrastructure and services set out in TfL's strategy 'Transport 2025'.<sup>(95)</sup> This includes capacity enhancements to existing lines, the completion of the East London Line extension Phase II, the Thameslink programme, investment in lengthening platforms and a further 20% increase in bus capacity.
- 6.67** TfL is committed to modifying the Kender Street Triangle area by removing the one way gyratory system and returning all roads back to two way working. It is proposed that New Cross Road and Queen's Road become two way, bus lanes would be extended and junctions altered. The internal roads of the Triangle area, Kender Street and Besson Street, will be

95 Comprising up to 100,000 square metres of retail (A1, A2, A3, A4 and A5), offices (B1), hotel (C1), residential (C3), education (D1), health (D1) and leisure (D2) with new road layout, parking, servicing, associated infrastructure and improvements to the public transport interchange, as well as open space, rivers and water features

redesigned as local roads to remove general through traffic. Footpaths would be widened and other traffic calming measures would be introduced to enhance the environment. Work commenced on the scheme in 2009, and is anticipated to be completed in 2010.

- 6.68** The Convoys Wharf site consists of a safeguarded wharf part of which is protected by Policy 4C.9 of the London Plan. Any development on the non-designated part of the site needs to be designed to minimise the potential for conflicts of use and disturbance. The wharf can support more sustainable transport choices particularly the use of the river for the transport of people and freight, including the use of river for the transport of construction and waste materials from development sites where practicable. Strategic Site Allocation 2 provides further details.

#### **4B. Community well-being**

- 6.69** The forecast increase in population arising from the scale of development set out in this strategy needs to be matched by investment in social and green infrastructure including schools, health, leisure facilities and open space to meet the needs of the new and existing population. In parallel, investment in the physical infrastructure needs to be planned and coordinated to enable opportunities for integrated and more efficient service delivery and the better use of assets, to provide a sound evidence base for funding bids and to help facilitate growth. This infrastructure will be identified and brought forward through the Infrastructure Delivery Plan and the Council will work with the Sustainable Development Partnership, land owners and other agencies to identify the appropriate location and timing of provision across the area.
- 6.70** The provision of major mixed use development on former industrial sites will increase the day and night time use in and around these MELs. Safe and secure environments will be created at the design stage and built into any proposals and the Council will implement Secured by Design principles. Combined with the improvements to the street network, a more inclusive environment will be created to improve safety, and reduce crime and the fear of crime.
- 6.71** In the Evelyn and New Cross wards, the health of the population is significantly poorer than that of the rest of the borough. NHS Lewisham, LBL and community and voluntary sector groups within this area are working together to help identify, implement and evaluate activities aimed at improving the health of local people. A North Lewisham Health Improvement Plan has set out key objectives that aim to deliver real improvements in these wards by 2014.<sup>(96)</sup> The plan is a multi stakeholder plan to deliver targeted improvements in health outcomes by understanding drivers for differences in premature mortality rates between wards and developing appropriate action plans. Participation of all partners and engagement with local communities is key to developing and providing appropriate services and activities to improve health and in monitoring progress and celebrating local success. Innovative schemes, including health trainers, healthy walks, participatory budgeting and other health promotion initiatives, will be used to promote health and reduce health inequalities. Local communities will become better informed about their health needs and how to improve their health and well-being.

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96 Managed through the NHS Lewisham

#### 4C. Protect and enhance Lewisham's character

- 6.72** The Lewisham and Catford town centres present development opportunities that have the potential to transform the face of these areas and result in an upgrading of the environment. In using the density matrix from the London Plan, 'central' density levels will be achievable within the Lewisham Major Town Centre while developments in Catford Town Centre will be at 'urban' density levels.
- 6.73** In the Deptford and New Cross area, urban design policy will aim to establish visual links with the Thames, increase the connectivity of the street network, improve the streetscape, and create a sense of place. All riverside development should address the River Thames as an important part of the public realm. Development within the MELs will create new places in areas that currently lack identity and will build on existing landscape features to preserve local distinctiveness. An example of this will be the landscape treatment along the route of the former Surrey Canal passing through the Oxestalls Road and Plough Way MELs.
- 6.74** The strategy seeks to benefit local residents who suffer from some of the highest levels of socio-economic deprivation in the borough. New development will be high quality; it will need to address severance issues and improve connectivity to parks, shops, schools and local neighbourhoods. Upgrades to the overall environment will be in line with the design aims of the Core Strategy.
- 6.75** Subject to the detailed considerations set out in Core Strategy Policy 18, the Lewisham and Catford town centres and the strategic site allocations may be considered appropriate for the location of tall buildings where they are of the highest design quality, improve and add coherence to the skyline, and do not cause harm to the surrounding environment, including the significance of heritage assets.
- 6.76** The protected vistas and the London panorama that traverse the area will continue to be managed and protected as will the local view from Deptford Wharf.
- 6.77** The historic environment is another vital part of creating a sense of place. Heritage assets are a valuable resource contributing to regeneration objectives by attracting business investment, preserving a sense of place and history, and reinforcing civic pride. New development will need to ensure that conservation areas and other heritage 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 undertake work in these areas.

### 6.2.2 District Hubs

- 6.78** The second spatial strategy area is the District Hubs. District Hubs focus on strategic places of activity in the borough and their immediate surrounds. The heart of a District Hub is the **District town centre**. This applies to areas within Blackheath, Forest Hill, Lee Green and Sydenham.<sup>(97)</sup>
- 6.79** The District town centres form concentrations of local economic activity, supported by good public transport, where shopping and other retail uses are concentrated and serve as a focal point for the surrounding and wider local community. They are sustainable in that the local community can shop for most day to day needs without the need for long distance travel. These town centres are also increasingly becoming locations for a wider mix of uses including cafés, restaurants, night time economy uses and other service-related businesses.
- 6.80** There is a diversity of purpose and physical form to each District Hub. This ranges from Blackheath Village which forms part of an important conservation area and contains valuable historic assets; Forest Hill and Lee Green located on cross-roads which have underutilised land and regeneration potential; and Sydenham which follows a traditional high street pattern, partially located within a conservation area, and has limited scope for major new development.
- 6.81** The Spatial Strategy recognises that District Hubs are central to the delivery of a sustainable borough through the provision of local services, the role they play as locations where the community come together, and the employment opportunities which they offer. Planning Policy Statement 4 (Planning for sustainable economic growth) and the London Plan also reinforce that the identified District Hubs are key locations for change.
- 6.82** The Spatial Strategy recognises that an important factor in the prosperity of these district centres is the proximity of the surrounding residential neighbourhoods which benefit from the availability of goods and services and the provision of public transport. These areas will be potential locations for intensification of the development pattern where opportunities relate to good public transport accessibility. However, the Spatial Strategy recognises that the District Hubs are diverse areas performing varying functions and that the level of intensification, regeneration and function change will vary accordingly. The strategy therefore seeks to ensure that change, when facilitated, is driven by local opportunities and constraints.

#### Blackheath

- 6.83** Blackheath, known as Blackheath Village, is located within the Blackheath Conservation Area. The village contains many well-preserved shops in buildings of varying Georgian and Victorian styles rising from the station to the heath making a significant positive contribution to its character. Blackheath can be said to have a dual role and function in that it clearly serves a local function for convenience goods and to some extent for services and comparison goods. However, the quality of the services and comparison offer is such that visitors are attracted from a wider catchment area than might be expected for a centre of this size. The village is made up of an important balance of specialist shops, convenience shops, restaurants, cafés and financial and other services. This mix of uses ensures an active frontage throughout the day and the evening in the village. A small library, post office and the train station (services to central London and Kent) ensure the village maintains its self-sufficient sustainable character, enhanced by good local bus services.

97 The District town centres of Deptford and New Cross/New Cross Gate are described in section 6.2.1 and Downham in Section 6.2.4

- 6.84** The surrounding residential area is a designated conservation area and was one of the first in the country.<sup>(98)</sup> Being such a large conservation area, it has a diverse character, the core of which focuses on the wide open heath adjoining Greenwich's conservation areas and world heritage site. The grand houses around the heath date from as early as the 1680s, but are mostly later 18th-century Georgian. Further west the urban character gives way to Edwardian suburban housing. The character of the area is also enhanced by a number of well-designed modern buildings.

### Forest Hill

- 6.85** Forest Hill has a fine heritage of cultural buildings and distinctive Victorian and Edwardian suburban homes and rich landscape on the slopes of the hill. Part of the town centre and surrounding neighbourhood is located within the Forest Hill Conservation Area and the shopping centre provides a good mix of shops with a significant service sector. However, the environmental quality dominated by the South Circular (A205) and Dartmouth Road (A2216) creates a difficult pedestrian environment. The extension of the East London Line will improve accessibility to central London and desirability of the area.
- 6.86** Forest Hill is the sixth largest of the major and district centres. Its role and function is primarily as a local centre catering for the immediate population needs. This is illustrated by the small comparison goods offer, the high proportion of service uses and the limited number of 'high street' names. A small creative sector is established in Havelock Walk and more recently in Clyde Terrace. At its southern edge, the town centre includes the Perry Vale Local Employment Location (LEL) within its boundaries and the Clyde Vale LEL just outside. Important community assets include the listed library, the swimming pool and small park on Dartmouth Road.

### Lee Green

- 6.87** Lee Green is located on the eastern edge of the borough with a small part of the centre situated within the London Borough of Greenwich. It is located on the intersection of the busy A20 (Eltham Road) with the A2212 (Burnt Ash Road). Lee Green is the eighth largest of the nine major and district town centres within the borough. It is dominated by a single storey supermarket and the 1960s Leegate Shopping Centre (which includes an office block), both of which impact negatively on the coherence, legibility and identity of the town centre. There are some physical assets that reflect the quality of nearby conservation areas, but they are underused: traditional pubs on the main road intersection, some attractive civic buildings such as a fire station, and the River Quaggy are currently hidden from view. It is not located on a train line and is served by buses providing public transport connections to local destinations.

### Sydenham

- 6.88** Sydenham is a linear centre located in the south-western part of the borough along the A212 Sydenham Road. The centre and the surrounding residential neighbourhoods to the north are located within the Sydenham Thorpes and Cobb's Corner conservation areas. The late Victorian and Edwardian architecture add to the character of the shopping centre and the adjoining residential neighbourhoods.

- 6.89** The centre has low levels of vacant units and functions well serving local residents with many high street names. There is limited development potential given the conservation area designations. The extension of the East London Line will improve accessibility to central London and desirability of the area. A number of bus services operate along Sydenham Road providing further public transport connections to local destinations.

## What do we want to achieve?

### Spatial Policy 3

#### District Hubs

District Hubs will be reinforced as places which will sustain a diversity of uses and activities appropriate to each hub's function and location. District Hubs are key places which support the development of a sustainable borough, capitalising on the availability of services, facilities and public transport. Comprising a District town centre and its surrounding residential neighbourhoods, the focus will be to build and maximise the uniqueness and potential of each place. The District Hubs will be managed so as to facilitate change that contributes to the economic vitality and viability of each District town centre.

Blackheath, Forest Hill, Lee Green and Sydenham town centres are designated as District town centres in the borough retail hierarchy and serve as anchors for the District Hubs. New retail, leisure, and other town centre uses and facilities will be focused in these town centres. New development will maintain and enhance the status of each town centre and improve its vitality and viability, attractiveness, accessibility and overall environment.

Change in retail and other services will mostly be brought about via change of use of existing property or through consolidation of existing sites and this will be managed to protect a primary area of local shopping provision and by permitting more varied uses in secondary shopping locations. Improvements to the 'night time economy' should generally be located in these centres.

The residential areas immediately surrounding each District town centre will be potential locations for intensification of the development pattern where opportunities exist and relate to public transport accessibility. Density will be in accordance with local context and London Plan policy. These areas will form a transition between the District town centre, where a greater intensity of development would be expected and appropriate, and the wider residential neighbourhood, which have an established development pattern providing less opportunity for change. Importantly, conservation areas will continue to be protected and development will need to preserve or enhance their quality and character.

#### Blackheath

1. Ensure the preservation or enhancement of the village's historic character and significance, and that of the surrounding residential areas, through conservation area status.

#### Forest Hill

1. Support the redevelopment of underused sites to ensure improved pedestrian connections to the station, throughout the town centre and to the surrounding neighbourhoods, in conjunction with an improved streetscape and public realm.
2. Support the creative industries in Havelock Walk and Clyde Terrace.
3. Capitalise on the extension of the East London Line (London Overground) and support the redevelopment of the station.

### Spatial Policy 3

Cont...

4. Ensure the preservation or enhancement of the town centre's historic character, and that of the surrounding residential areas, through conservation area status.
5. Contain Local Employment Locations at Perry Vale and Clyde Vale to provide local employment opportunities.

#### Lee Green

1. Improve civic space and facilitate a more intensive mixed use development on the shopping centre site to strengthen its role and function.
2. Improve the connectivity between the shopping centre and the supermarket sites.

#### Sydenham

1. Support physical and environmental improvements to Sydenham High Street.
2. Capitalise on the extension of the East London Line (London Overground).
3. Ensure the preservation or enhancement of the town centre's historic character, and that of the surrounding residential areas, through conservation area status.

## How will the strategic objectives be delivered?

### 1. Housing provision

- 6.90** The District Hubs have different characteristics and opportunities for redevelopment. Mixed use redevelopment within the town centres will generally be encouraged with an appropriate retail or service use on the ground floor and housing on upper floors. Ground floor uses will be expected to contribute to the economic vitality and viability of the centre.
- 6.91** Blackheath has no identified sites for redevelopment and is located within a conservation area. Residential development will therefore be small scale, resulting from change of use and conversions of upper floors of retail and service uses. Forest Hill, Lee Green and Sydenham have site opportunities that can provide for appropriately designed mixed use development, ensuring the conservation areas are preserved or enhanced. Suitable sites will be allocated in the Site Allocations DPD.
- 6.92** Additional residential development will be provided in the neighbourhoods immediately surrounding each District town centre, although as the boundaries are rather tightly drawn around the retail and commercial areas the amount provided is not expected to make a significant difference to the total housing supply. The density of development will need to correspond with an area's accessibility to public transport and conservation area status.

### 2. Growing the local economy

- 6.93** The District Hubs will contribute to the protection and promotion of employment and economic activity by:
- protecting a core shopping area for retail uses
  - providing for town centre businesses and markets
  - promoting evening economy uses

- engaging in active town centre management
- promoting mixed use redevelopment, where appropriate
- protecting locally significant employment opportunities.

## 2A. Retail and town centres

- 6.94** The Council will facilitate growth within the District town centres, particularly to reduce the need for residents to shop outside the borough. The Retail Capacity Study indicates a need for additional floorspace within the four District Hubs to meet the projected increase in expenditure on convenience and comparison shopping.<sup>(99)</sup> This will reduce the need for residents to travel outside the borough for their retail needs.
- 6.95** The Council will allocate a primary and secondary shopping area for each district centre to ensure core retail uses (A1) are retained and provided for as set out in Appendix 4. It is also 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 facilities and the arts all contribute to the vitality and viability of a town centre and will be encouraged within this strategy area.

## 2B. Retention of Local Employment Locations (LELs)

- 6.96** The Perry Vale and Clyde Vale LELs at Forest Hill will be retained to meet the needs to smaller businesses and to maintain the variety of the local economy. This is supported through the recommendations from the Lewisham ELS.
- 6.97** Business uses will be promoted in the LELs and uses that will dilute or affect the continuing industrial and commercial functioning of these areas will be resisted. The Council will therefore favour proposals that provide small business uses on these sites in support of the functioning of the District Hubs as centres that provide a varied economic offer.

## 3. Climate change and environmental management

### 3A. Climate change

- 6.98** New development within the District town centres and the adjoining residential neighbourhoods, 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.
- 6.99** 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

- 6.100** The evidence base through the Strategic Flood Risk Assessment (SFRA) shows that Blackheath, Forest Hill and Sydenham have a low probability of flooding from a river and are located within Flood Zone 1. Lee Green has a high probability of flooding associated with the River Quaggy (Flood Zone 3). 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, in conjunction with the exceptions test where applicable.

99 Section 5, RCS

### **3C. Open space and biodiversity**

- 6.101** The emphasis within the District town centres will be to protect the existing open spaces from development and to promote environmental improvements which enhance the role of the centre and its attractiveness for those who shop there and use other services and facilities. Publicly accessible open or civic space will need to be provided where major development is proposed.
- 6.102** Blackheath Village is adjacent to the large MOL space of Blackheath and any impact on the open space character of this area by development will need to be carefully considered.

## **4. Building a sustainable community**

### **4A. Sustainable movement**

- 6.103** The strategy seeks to create a permeable, memorable and sustainable place that is based on a network of high quality streets, spaces and open spaces. Connectivity improvements to and throughout each district centre will be prioritised where development opportunities arise and where the Council can play a lead role. In Sydenham, the Council will work with Transport for London (TfL) and the community to improve conditions for pedestrians and cyclists while still allowing traffic to flow on this important traffic route.
- 6.104** Public transport accessibility will be enhanced for Forest Hill and Sydenham with the extension of the East London Line (London Overground). The network of bus services will continue to provide an important services for each District Hub.

### **4B. Community well-being**

- 6.105** Safety and security are vital elements in a successful town centre. The design of all new buildings and improvements to public places will be required to address safety and security issues and the Council will implement Secured by Design principles. Ensuring natural surveillance by good design, making sure ground level development adds vitality at different times of day and night, and providing safe routes for cycling and pedestrians are all ways to design safe places and development will be expected to address these issues.
- 6.106** The Council will deliver a refurbished leisure centre at Forest Hill and library services will continue to be provided within each town centre.

### **4C. Protect and enhance Lewisham's character**

- 6.107** New development is expected to provide the highest quality design. The density of development will need to respond to its public transport accessibility level. New development will need to respond to local character, to ensure each centre maintains a distinctive and attractive character and therefore contributes to its continued healthy commercial functioning. Of particular importance is the preservation and enhancement of the District Hubs conservation areas and those that immediately adjoin each hub. This applies to Blackheath, Forest Hill, Lee Green and Sydenham. Each conservation area will be managed in accordance with its management plan and the Council will prepare a supplementary planning document to provide detailed design guidance.

### 6.2.3 Local Hubs

**6.108** The third strategy area is the Local Hubs. Local Hubs are specific locations of varying character which, while not having the status of the District town centres, present various opportunities for change by reason of:

- the availability of sites for development<sup>(100)</sup>
- the potential to build on and consolidate existing development through mixed use development including commercial and residential uses
- the potential to contribute to sustainable communities and diversity and revitalise the local economy.

**6.109** The following areas have been identified as having this potential:

- Brockley Cross
- Hither Green
- Bell Green.

#### Brockley Cross

**6.110** Brockley Cross is a small but significant neighbourhood area with an important transport junction, linked with the London Overground network and provides local shopping parades along Brockley Road and the approaches to the station. The immediate area around Brockley Station and the busy road junction at the northern end of Brockley Road, and to the west of the railway line, has a cluster of sites developed with industrial and warehousing uses. These sites provide opportunities for smaller scale mixed use development which would allow a comprehensive improvement to the immediate environs in order to increase the area's attractiveness, vitality and viability. Part of the hub bounded by Coulgate Street and Brockley Road falls within the Brockley Conservation Area.

#### Hither Green

**6.111** Hither Green Local Hub is located around the large railway junction of Hither Green Station. The area hosts a number of small sites in industrial and commercial use, interspersed with small scale terraces of Victorian and Edwardian housing leading up towards Hither Green Lane. Hither Green Lane has a parade of shops serving the local community. The new housing and flats on the former Hither Green Hospital site is rendered distinctive by the local landmark of the hospital clock tower and some retained Victorian buildings. The railway causes some severance in the area. Direct pedestrian access to the small parade of shops on Staplehurst Road to the west is through the station underpass, which despite improvements remains something of a barrier.

#### Bell Green

**6.112** The Bell Green Local Hub has a different character. It is an out-of-centre retail park. The site is the borough's second largest and is located near the southern boundary of the borough.<sup>(101)</sup> The site currently houses a large supermarket, a petrol station, an extensive area of car parking, a community centre and two gasholders. The area north of the spine road which serves the supermarket is vacant and has an outstanding planning permission for non-food retail, office and business space and residential development. Bell Green is well served with bus routes, some of which use the spine road to take passengers using the supermarket. The consolidation of this hub will rely on the implementation of the current

100 To be allocated in the Site Allocations DPD

101 16.3 ha

unimplemented planning permission for the undeveloped portion of the site. Stanton Square Local Employment Location (LEL) adjoins the site to the south, otherwise the surrounding area is residential. The Pool River and the Waterlink Way long distance foot and cycle path forms the western boundary of the site.

## What do we want to achieve?

### Spatial Policy 4

#### Local Hubs

Individual Local Hubs will be managed to enhance their identity and distinctiveness in order to achieve an overall upgrade in urban quality and amenity. Local Hubs are places where the availability of development sites will be capitalised to secure physical and environmental improvement and integration with the surrounding neighbourhoods including local shopping parades.

Mixed use development is expected, as is working closely with stakeholders and the local community, the Council will take a design-led approach to the form of development and seek to secure improvements for the wider area as a result of new development. The Council will ensure that the design of new development is appropriate to ensure the occupation of the non-residential element of these schemes. The Council will work in partnership with applicants to identify end-users of these developments in order to achieve high levels of occupation at an early stage of completion in order to meet the Council's regeneration aims.

#### Brockley Cross

1. Protect the local shopping parade to ensure the provision of day-to-day retail needs and employment.
2. Retain the Local Employment Location (LEL) largely dedicated to uses within the B1 (a) Use Class (Offices) at Endwell Road (Endwell Road Business Centre).
3. Support the local economy by providing suitable and flexible premises to enable an increase in the number and variety of businesses (including creative businesses).
4. Improve the pedestrian environment including by providing better accessibility to Brockley Station and contributing to feelings of safety and security.

#### Hither Green

1. Protect and support the functioning of the local shopping parade located on Hither Green Lane and Staplehurst Road to ensure the provision of day-to-day retail needs and employment.
2. Provide space for the operation of a farmers' or street market.
3. Upgrade the character and appearance of the approaches to Hither Green Station by redeveloping sites in industrial and business use and creating new mixed use developments that will retain and enhance the variety and varied nature of the local economy and complement the new developments at the Hither Green Hospital site (Meridian South).
4. Contribute to feelings of safety and security on the approaches to the station and create a sense of place.

### Spatial Policy 4

Cont...

#### Bell Green

1. Designate as an out-of-centre retail park within the Council's retail hierarchy.
2. Limit the floorspace and range of goods sold to that contained in the granted planning permission to protect the viability of adjacent town centres.
3. Address ground contamination issues and Health and Safety Executive (HSE) implications of the gasholders.
4. Ensure an adequate safety zone is provided around the gasholders.
5. Achieve high quality landscaping across the site and a green landscaped link to the long distance foot and cycle path running to the west of the site.
6. Retain the Local Employment Location (LEL) at Stanton Square for uses within the B Use Class (offices, industry and warehousing/storage).

## How will the strategic objectives be delivered?

### 1. Housing provision

- 6.113** The Local Hubs have the potential to deliver approximately 600 additional new homes by 2026. This will be achieved through development of housing on suitable sites as a substantial element where mixed use development occurs. Suitable sites will be allocated through the Site Allocations DPD. Brockley Cross and Hither Green Hubs have the potential to provide an additional smaller number of dwellings via the use of upper floors above shops along local parades.
- 6.114** The established residential areas contains a mix of dwellings including larger family homes. 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.

### 2. Growing Lewisham's economy

#### 2A. Retention of Local Employment Locations (LELs)

- 6.115** The Local Hubs have two Local Employment Locations at Endwell Road (Brockley Cross) and Stanton Square (Bell Green). The Lewisham ELS recommended that in order to maintain a mixed economy, these locations should be protected for office, industrial and warehousing uses. The business centre at Endwell Road provides a reservoir of small business premises for office based businesses in a purpose built business centre. Stanton Square has a different character housing purpose built self-storage facilities. These locations provide locally significant concentrations of employment space and have been identified as being in short supply in the borough as a whole.
- 6.116** Business uses will be promoted in the LELs and uses that will dilute or affect the continuing industrial and commercial functioning of these areas will be resisted. The Council will therefore favour proposals that provide small business uses on these sites in support of the functioning of the hubs as centres that provide a varied economic offer.

## 2B. Replacement business uses at Brockley Cross and Hither Green

- 6.117** The Council is seeking to diversify the services and business offered by these Local Hubs in order to enhance their local distinctiveness, create a sense of place and provide physical improvements to the public realm, urban quality and accessibility.
- 6.118** The Brockley Cross and Hither Green Local Hubs have a number of small business premises and sites that are too small to merit designation as Local Employment Locations. Many of these sites do not contribute to the quality of the urban environment as they are closed off, inaccessible, do not provide passive surveillance and lead to a barren and depleted visual experience. The Council will seek to ensure that mixed use development on these sites at Brockley Cross and Hither Green will provide new premises for small non-retail businesses, as well as residential uses in support of the objectives for these Local Hubs, while retaining the areas dedicated to B Use Classes at the Local Employment Locations.

## 2C. Scattering of business premises at Hither Green

- 6.119** A scattering of usually small business premises is associated with Hither Green, particularly along Springbank Road and Hither Green Lane, again not located within a designated Local Employment Location. The Council will seek to ensure that these sites and buildings are re-used or redeveloped for replacement business uses where they are considered to have the potential to contribute to the variety and viability of the local economy because of their location and the continued suitability of the buildings. Some sites may no longer be suitable for these uses, or may be in inappropriate buildings, or where they cause a local nuisance due to operations. In these cases the Council will be flexible in seeking appropriate alternative such as residential development, small scale retail where the building is located in the local shopping parade, mixed uses or community uses.

## 2D. Local shopping areas and local parades

- 6.120** The local shopping parades at Hither Green and Brockley Cross provide a vital function and focus in support of the activities proposed for the Local Hubs. They provide small scale local shopping facilities whose primary function within the retail hierarchy is to provide an adequate range of local shops to meet everyday needs. They represent a sustainable resource for local people to minimise unnecessary shopping journeys.
- 6.121** The strategy for Local Hubs requires that they be supported by accessible, well-located convenience shopping and therefore shops should be retained if there is a good prospect for retail use. In Brockley Cross and Hither Green the Council will seek to retain shops where the continuation in this use is considered to be economically viable.
- 6.122** The Council will identify opportunities for improvements to shopfronts and shopping parades, and will resist the loss of shopfronts at ground floor level.

## 2E. Retail development at Bell Green

- 6.123** Bell Green is designated as an out-of-centre retail park. The Council has assessed the need/impact of further development of retail on this site and will not grant planning permission for further retail and non food retail development on Bell Green beyond a maximum of 16,110 square metres.<sup>(102)</sup> The Retail Capacity Study identifies that the projected increased in convenience floorspace up to 2026 within the borough should be directed towards town centres in the first instance in accordance with the sequential approach.<sup>(103)</sup> The study also

102 In accordance with the planning permission issued in 2006 and supported by the RCS, Section 7

103 Section 6, RCS

finds that adequate sites elsewhere within the borough and in particular within the Major and District town centres are available to support additional comparison goods floorspace to 2026.

### 3. Climate change and environmental management

#### 3A. Climate change

- 6.124** New development within the Local Hubs, 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.
- 6.125** 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

- 6.126** The evidence base through the Strategic Flood Risk Assessment (SFRA) shows:
- Brockley Cross is located in Flood Zone 1, which is not considered to be vulnerable to tidal or river flooding
  - Hither Green is partly located within Flood Zone 2 (medium probability) and Flood Zone 3a (high probability)
  - Bell Green is adjacent to the Pool River and a small area in the north-east of undeveloped part of the site is included in Flood Zone 2 (medium probability) with small associated areas of Flood Zone 3a (high probability).
- 6.127** 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

- 6.128** Areas close to Brockley Cross Local Hub are identified in the Lewisham Open Spaces Strategy as areas of Local park deficiency; Hither Green Local Hub shows as an area of both Local and District park deficiency; and Bell Green Local Hub is identified as an area of District park deficiency.
- 6.129** The strategy will be to create new public open space in deficient areas wherever possible. The Local Hubs provide limited opportunities for the provision of new open space. However, where this can occur through residential development, provision of public open space will be required. In addition the strategy will seek financial and in-kind contribution towards the improvement of nearby existing open space.
- 6.130** Bell Green Local Hub benefits from the Waterlink Way and Pool River forming the western boundary of the site. The open space has Metropolitan Open Land status and links to this open space will need to be improved by the creation of a green route between the Pool River and Bell Green.

## 4. Building a sustainable community

### 4A. Sustainable movement

- 6.131** The Local Hubs are identified as centres with relatively good public transport that can be used to support a moderate increase in the amount of residential provision, and an increase in economic activity. These activities will be supported by accessibility improvements to Hither Green and Brockley stations. The approaches to both stations require improvements to the street scene.
- 6.132** Brockley Cross Local Hub will be supported by the East London Line Extension (London Overground) that will increase opportunities for journeying by public transport. Bus routes can be improved. Hither Green Local Hub, although well served by rail transport, has a limited range of bus routes and these serve the local shopping parades and none of these pass directly by Hither Green Station. Ways of enhancing connections between Hither Green Station and bus routes will be sought.
- 6.133** The existing walking and cycling connections, particularly those connected with the Green Chain and Waterlink Way, will be enhanced and maintained. This includes connecting Brockley Cross Local Hub to the extended Green Chain at Telegraph Hill Park and providing a green link across Bell Green Local Hub to the Waterlink Way and Pool River.

### 4B. Community well-being

- 6.134** Safety and security are vital elements for the Local Hubs. The design of all new buildings and improvements to public places will be required to address safety and security issues and the Council will implement Secured by Design principles. Ensuring natural surveillance by good design, making sure ground level development adds vitality at different times of day and night, providing safe routes for cycling and pedestrians and are all ways to design safe places, and development will be expected to address these issues.

### 4C. Protect and enhance Lewisham's character

- 6.135** New development is expected to provide the highest quality design. The density of development will need to respond to the public transport accessibility level as well as the local character, which in the case of Brockley Cross and Hither Green is generally low rise residential and/or commercial development interspersed by small industrial buildings. Tall buildings will not be acceptable. Bell Green has a different character being a large flat former industrial site, partly occupied by gasholders and a modern supermarket with a large car parking area. It is surrounded by relatively modern, low rise residential development. Development here will need to respond to this context, and is expected to achieve higher quality landscaping and a landscaped link to the open space assets to the west of the site.
- 6.136** Hither Green and Brockley Cross are older neighbourhoods with a distinct residential and semi industrial character. The Council has prepared informal design frameworks for both these areas detailing the aims new development should achieve in order to maintain this character. Parts of Brockley Cross are located within the Brockley Conservation Area and development will need to preserve and enhance the Conservation Area and its setting.

### 6.2.4 Areas of Stability and Managed Change

**6.137** The fourth strategy area is the Areas of Stability and Managed Change. This applies to those parts of the borough which are largely residential or suburban in character and where the urban form and development pattern is established thereby limiting major physical change. The character is a result of the historical pattern of development, the protection of certain residential areas by conservation area designations, the presence of listed buildings and the existence of large areas of open space.

**6.138** The Core Strategy recognises that these areas define the wider character of the borough. The Areas of Stability and Managed Change are the locations of residents homes, corner shops and local shopping parades, local parks, schools, doctor's surgeries and community centres; and include areas of local and strategic employment land. It is this network of housing, smaller scale local services and facilities and open space and parks that contribute to residents' well-being. The existing development pattern, and the lack of large sites available for redevelopment, provide fewer opportunities for major development or physical change compared with localities within the Regeneration and Growth Areas, District Hubs and Local Hubs.

**6.139** While acknowledging the potential for growth and managed change, the scale and type of development will generally be smaller scale than other parts of the borough respecting conservation areas and the surrounding residential character. Much of the development that will occur is expected to be:

- smaller scale residential development
- the conversion of houses to flats, where appropriate
- estate renewal
- change of use of shops or new business (employment/light industrial) premises
- small alterations and extensions to buildings.

**6.140** The regeneration outcomes within the Areas of Stability and Managed Change will result from the collective benefits of development as well as the ongoing plans and programmes of various partners. This will include, but is not limited to, estate renewal, school improvements, health initiatives and local employment and training opportunities.

#### Southend Village, Bromley Road

**6.141** A key area providing redevelopment opportunities is the Southend Village, Bromley Road. This straddles the A21 south of Catford and is centred around larger sites near the junction of Southend Lane and Whitefoot Lane. The area provides opportunities for mixed use development to define the character and contribute towards its vitality and viability as well as improving pedestrian connections across busy roads. The surrounding area is largely residential with some public sector housing.

#### Local regeneration area

**6.142** An area of local regeneration within the Bellingham, Downham and Whitefoot wards will focus efforts to address deprivation issues and improve health inequalities and well-being within the three wards ranked within the 20% most deprived nationally.

## 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.<sup>(104)</sup> 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.

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104 PPS3, paragraph 9

- 7.9** The accommodation needs of gypsy and travellers has been addressed in accordance with guidance in Circular 01/2006<sup>(105)</sup> and the London Plan, evidenced through the Mayor of London's Gypsy and Traveller Accommodation Needs Assessment (GTANA) and the accompanying amendment to the draft London Plan.

### Core Strategy Policy 1

#### Housing provision, mix and affordability

1. Housing provision across the borough will generally be in accordance with the spatial policies contained in Section 6.
2. Development should result in no net loss of housing and housing densities will be in accordance with Core Strategy Policy 15.
3. The Council will seek the maximum provision of affordable housing with a strategic target for 50% affordable housing from all sources. This would equate to approximately 9,082 net new dwellings between 2010/11 and 2025/26.<sup>(106)</sup>
4. Contributions to affordable housing will be sought on sites capable of providing 10 or more dwellings. The starting point for negotiations will be a contribution of 50% affordable housing on qualifying sites across the borough. This would be subject to a financial viability assessment.
5. To ensure a mixed tenure and promote mixed and balanced communities, the affordable housing component is to be provided as 70% social rented and 30% intermediate housing.
6. The provision of family housing (3+ bedrooms) will be expected as part of any new development with 10 or more dwellings.
7. All new housing is to be built to Lifetime Homes standards and 10% of all housing are to be wheelchair accessible or easily adapted for those using a wheelchair in accordance with London Plan policy.
8. The Council will seek an appropriate mix of dwellings within a development, having regard to the following criteria:
  - a. the physical character of the site or building and its setting
  - b. the previous or existing use of the site or building
  - c. access to private gardens or communal garden areas for family dwellings
  - d. the likely effect on demand for car parking within the area
  - e. the surrounding housing mix and density of population
  - f. the location of schools, shops, open space and other infrastructure requirements.
9. For affordable housing, the Council will seek a mix of 42% as family dwellings (3+ bedrooms) and will have regard to the criteria listed above.
10. Where a site falls within an area which has existing high concentrations of social rented housing, the Council will seek for any affordable housing contribution to be provided in a way which assists in securing a more balanced social mix. This may include a higher percentage of intermediate housing or other arrangements as considered appropriate.

105 Planning for Gypsy and Traveller Caravan Sites

106 This is 50% of the borough's projected housing delivery of 18,165 over the Core Strategy period

## Policy justification

- 7.10** The evidence through the Lewisham Housing Market Assessment and the South East London Boroughs' SHMA shows overwhelming housing need within Lewisham, which is spread across the borough rather than being concentrated in particular locations, and for provision across a mix of housing tenures as well as housing size. This is further supported through the Lewisham Housing Strategy.
- 7.11** The SHMA modelling results show there is a five-year net housing requirement of 6,777 additional homes across all tenures.<sup>(107)</sup> The Council is seeking to deliver a strategic target of 50% of all new housing as affordable. The evidence shows that there is a pressing need for more affordable housing in the borough, which justifies our target of 50% affordable housing on new developments. This is supported through PPS3, the London Plan and the Council's own Housing Strategy. National and regional guidance further shows that the quality of accommodation and its affordability have a strong influence on the issues which contribute to quality of life such as health, crime, education and skills, key issues which the Core Strategy and the Sustainable Community Strategy seeks to address and improve.
- 7.12** The approach to affordable housing is further evidenced through an Affordable Housing Viability Assessment (AHVA) in accordance with PPS3.<sup>(108)</sup> The AHVA tested the ability of a range of sites throughout the borough to provide 50% affordable housing, with and without grant and with various tenure mixes. Following 10 years of growth, the housing market throughout the United Kingdom in 2009 is currently experiencing a severe 'correction' with values falling in London by around 20% to 25% below their 2007 peak. The Council is setting its affordable housing policy for the plan period in order to meet overwhelming housing need, during which market conditions are forecast to improve.
- 7.13** It is important to consider the affordable housing target in its proper context. It is a strategic target for delivery across all sites in the borough, many of which will deliver 100% affordable housing. The AHVA results provide support for the adoption of a 50% affordable housing target, which should be applied sensitively, taking account of individual site circumstances.
- 7.14** The affordable housing tenure mix provides for 70% social rented and 30% intermediate housing. This is supported through the Lewisham Housing Strategy and the Council sees this as being deliverable and contributing towards mixed and balanced communities.
- 7.15** The evidence from the Lewisham SHMA model has been used to generate the housing mix for social rented and intermediate housing requirements as it relates to family dwellings (those with three or more bedrooms).<sup>(109)</sup> The model demonstrates a need for larger affordable homes with 42% as three plus bedrooms. This is in line with the London Mayor's Housing Strategy. It will be important for the Council to maximise the delivery of larger affordable housing. This requires a policy decision to prioritise the provision of this housing over the delivery of some of the requirement for smaller homes identified, but this could be justified in the context of delivery of affordable housing that enables families to remain in the area and provide long term sustainability for local communities.
- 7.16** The importance of mixed and balanced communities is reinforced in PPS3.<sup>(110)</sup> The SHMA, the AHVA and the Lewisham Housing Strategy support considering alternative affordable housing tenure mixes in different parts of the borough. In areas where there is a high level of pre-existing social rented housing, a higher level of intermediate housing may be considered

107 Chapter 6, paragraph 6.28

108 AHVA, paragraph 29

109 SHMA, Chapter 6, Figures 108, 109, numbers in Table 7.1 have been rounded

110 PPS 3, paragraphs 20 to 24

appropriate. This would primarily apply within the Evelyn, New Cross, Bellingham, Downham and Whitefoot wards, which have some of the highest levels of social rented housing in England.

- 7.17** The Council will also ensure that all new dwellings are built to Lifetime Homes standards and that 10% is wheelchair accessible or capable of being adapted to ensure wheelchair accessibility. This is in conformity with the London Plan, supported by the Lewisham Housing Strategy and the South East London Housing Partnership and responds to forecast demographic change over the period of the Core Strategy and beyond.

## Core Strategy Policy 2

### Gypsies and travellers

1. The Council will continue to assess and provide for the identified needs of gypsies and travellers in appropriate locations. The Council is in the process of identifying a suitable site to meet the immediate need arising from the redevelopment of the Thurston Road site, which forms part of the approved Lewisham Gateway development. A site will be identified through the Site Allocations DPD.
2. Proposals for additional and alternative gypsy and traveller sites will be assessed having regard to the following criteria:
  - a. They have reasonable access to local shops, services and community facilities in particular schools and health services.
  - b. They are safe and have reasonably convenient access to the road network.
  - c. They have provision for parking, turning, service and emergency vehicles .
  - d. Any business activities do not have unacceptable adverse impacts on the safety and amenity of occupants and their children and neighbouring residents particularly in terms of noise and overlooking, and other disturbance from the movement of vehicles to and from the site.
  - e. They have a supply of essential services such as water, sewerage and drainage and waste disposal.
  - f. They are designed and landscaped to a high standard which facilitates the integration of the site with the surrounding environment and amenity of the occupiers adjoining the site.

### Policy justification

- 7.18** In addressing the housing requirements of Lewisham's gypsy and traveller population, the Council will assess and identify a site for the minimum number of required pitches in accordance with a criteria based policy to ensure site selection and assessment meet national and regional requirements. The draft London Plan (October 2009), which has not yet been subject to an Examination in Public, indicates that the borough will need to provide an additional 15 gypsy and traveller pitches up to 2017. This was subject to a draft amendment published in March 2010 (yet to be subject to an Examination in Public), which reduced that number to eight additional pitches. This target for new pitches is in addition to the number of pitches needed to replace those that previously existed on the Thurston Road site.
- 7.19** A preferred site to meet need will be sought by the Council in conjunction with the gypsy and traveller community and will be subject to consultation. The LDF Site Allocations DPD will be used to identify a suitable site or sites.

**Signposts and evidence base****National**

- PPS3 Housing
- Circular 01/06 Planning for Gypsy and Traveller Caravan Sites

**Regional**

- London Plan, 2008
- Draft London Plan, 2009
- London Plan SPG Housing, 2005
- Mayor's Draft Housing Strategy, 2009
- Greater London Strategic Housing Market Assessment, GLA, 2009
- Best Practice Guidance, Wheelchair Accessible Housing, 2007

**Local**

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Strategic Housing Market Assessment, 2008
- South East London Boroughs' Strategic Housing Market Assessment, 2009
- Housing Strategy, 2009

## 7.2 Growing the local economy

**7.20** This section provides the policies to implement the Spatial Strategy relating to growing Lewisham's economy. This includes:

- managing land for a range of employment uses
- managing land for retail uses within town centres, neighbourhood shopping centres and local parades.

### 7.2.1 Employment land

**7.21** The Core Strategy policies relate to implementing:

- strategic objective 1 by contributing to regeneration and securing physical and socio-economic change
- strategic objective 4 by investment in new and existing business to result in a year on year sustainable increase in the size of the borough's economy.

### Overview

**7.22** The improvement of the economy is a key issue for the borough. The Spatial Strategy contained in Section 6 showed the distribution of employment land across the borough for that part of the economy that needs land and buildings occupied by offices, warehousing, factories and workshops. In planning jargon this is referred to as the 'Business Use Class' or B uses. The following Core Strategy policies show how that employment land will be protected and managed, responding to the economic needs of the borough by:

- supporting economic growth
- safeguarding appropriate uses within the strategic and local employment land
- supporting new and growing business and industrial sectors
- providing for the clustering of creative industries.

**7.23** The policies are in accordance with Planning Policy Statement 4 Planning for Sustainable Economic Development (PPS4) and the London Plan, and evidenced through a local Employment Land Study (ELS). They seek to ensure that sufficient land is retained to support the functioning of London's economy as well as Lewisham's economic needs for business premises and services, and that appropriate land is provided to meet the needs of growing business sectors.

### Core Strategy Policy 3

#### Strategic Industrial Locations and Local Employment Locations

1. The Council will protect the Strategic Industrial Locations (SILs) for uses within the B Use Class (B1c, B8 and where appropriate B2 industry), and also appropriate sui generis uses, to provide land for activities that support the continued functioning of London as a whole such as waste management, transport and utilities, and uses that require 24-hour functioning.
2. The Council will protect the Local Employment Locations (LELs) for a range of uses within the B Use Class (B1, B8 and where appropriate B2 industry) and also appropriate sui generis uses, to support the functioning of the local economy.

## Core Strategy Policy 4

### Mixed Use Employment Locations

1. The Council will require the comprehensive redevelopment of the Mixed Use Employment Locations to provide:
  - a. employment uses within the B Use Class amounting to at least 20% of the built floorspace of any development as appropriate to the site and its wider context
  - b. residential uses with a proportion of on-site affordable housing
  - c. improvements to the overall environmental quality, by providing, where appropriate:
    - i. the provision of new, or improvement of existing, walking and cycling routes to public transport services and local facilities
    - ii. public transport to increase the public transport accessibility level of the site
    - iii. a high quality and accessible public realm
    - iv. landscaping, biodiversity, the provision of amenity and public open space, and children's play areas
    - v. high quality architecture and design that will contribute to raising the architectural quality of the area
  - d. improvements to the social, cultural and leisure facilities of the area.
2. The design of the employment uses and the design of the development as a whole should enable the continued employment functioning of the areas.
3. The Council will require a masterplan to be submitted with a planning application to ensure a comprehensive approach to the development of each Mixed Use Employment Location and that demonstrates that proposals will provide the highest level of residential amenity for future residents. The requirements are detailed in Section 8, Strategic Site Allocation 1.
4. Proposals for tall buildings on these sites will be considered against the criteria in Core Strategy Policy 18.

Due to their strategic significance in delivering the aims of the Core Strategy, Convoys Wharf, Surrey Canal Triangle, Oxestalls Road and Plough Way are discussed separately in Section 8. The smaller Mixed Use Employment Locations at Arklow Road and Childers Street, Grinstead Road and Sun/Kent Wharf Creekside will be detailed in the LDF Site Allocations DPD.

## Core Strategy Policy 5

### Other employment locations

1. The Council will protect the scattering of employment locations throughout the borough outside Strategic Industrial Locations, Local Employment Locations and Mixed Use Employment Locations.
2. Employment land within town centres, which has the potential to contribute to a Major town centre, District Hub, a Local Hub, or other cluster of commercial and business uses, should be recommended for retention in employment use.
3. Other uses including retail, community and residential will be supported if it can be demonstrated that site specific conditions including site accessibility, restrictions from adjacent land uses, building age, business viability, and viability of redevelopment show that the site should no longer be retained in employment use.

### Policy justification

**7.24** The policies for employment land respond to:

- existing and predicted need for jobs
- forecast demand and predicted supply for new employment floorspace
- new and declining sectors of the economy
- national and regional government policy.

**7.25** This has been evidenced through the Lewisham Employment Lands Study (ELS) and was discussed in detail in Section 6.

#### 1. Strategic Industrial Locations (SILs) and Local Employment Locations (LELs)

**7.26** Core Strategy Policy 3 responds to the need to retain uses within the industrial land areas that perform a strategic function for the whole of London, and areas of employment land important for the local economy. The sites identified as a Strategic Industrial Location (SIL) provide land that is capable of housing essential infrastructure such as waste management, utilities and transport related functions such as rail and bus depots, and areas capable of 24-hour working. They are therefore intended to accommodate London's reservoir of industrial capacity and relate to businesses that do not demand a high quality environment and which contribute to meeting London's economic needs in sustainable locations. These locations also have the potential to house 'green' industries such as recycling and re-manufacturing. The London Plan identifies two SILs in the borough at Surrey Canal (Regeneration and Growth Areas) and Bromley Road (Areas of Stability and Managed Change). The SILs are shown on Figure A3 and were discussed in paragraphs 6.2.1 and 6.2.4.

**7.27** The policy also protects designated Local Employment Locations (LELs) which usually accommodate better quality purpose built small industrial/workshop units for which the ELS identifies a demand. Estates of smaller modern units are generally well occupied, leading to a 'tight' local market, but vacancy rates for the borough as a whole are relatively high.<sup>(111)</sup> The LELs are often associated with a District Hub or Local Hub and provide valuable space for businesses that provide local goods and services, and support the vitality and viability of these centres. They have been identified as a LEL as they represent the most significant centres of employment space, dedicated to business uses in the borough outside the Strategic Industrial Locations.

<sup>111</sup> ELS, paragraphs 4.17 to 4.19.

## 2. Mixed Use Employment Locations (MELs)

- 7.28** As discussed in the Spatial Strategy in Section 6, the Core Strategy designates land as Mixed Use Employment Locations (MELs), which was previously designated as part of the Surrey Canal SIL. This has been evidenced through the Lewisham Employment Land Study and is in line with government policy guidance which states that in drafting policies and site specific proposals in development plan documents, boroughs are encouraged to consider the potential for surplus industrial land to provide a mix of other uses such as housing and, where appropriate, to provide social infrastructure and contribute to town centre renewal.<sup>(112)</sup>

## 3. Other employment locations

- 7.29** There is a strong recognition of the importance of creative industries to the borough's economy, with these activities currently clustered in parts of Deptford, New Cross and Forest Hill. Business services and food manufacturing and services are also identified as having significant growth potential.<sup>(113)</sup>
- 7.30** The policies therefore seek to retain business premises housing creative industries, and also the smaller, more scattered clusters of business premises associated with town centres and activity hubs, to provide sustainable local services and vitality and variability to the local economy. The Lower Creekside LEL also provides space for a significant cluster of creative businesses, albeit in premises that require renovation and renewal.

### Signposts and evidence base

#### National

- PPS3 Housing
- PPS4 Planning for Sustainable Economic Development
- PPS5 Planning for the Historic Environment

#### Regional

- London Plan, 2008
- London Plan SPG Industrial Capacity, 2008
- East London Sub-Regional Development Framework
- London Industrial Land Release Benchmarks (prepared by URS for the GLA), 2007

#### Local

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Employment Land Study, 2008
- Lewisham Local Cultural Strategy, 2002
- Lewisham Economic Development Business Plan, 2004

112 PPS3, PPS4

113 ELS, paragraph 4.55

## 7.2.2 Retail and town centres

**7.31** The retail and town centres Core Strategy policies relate to implementing:

- strategic objective 1 by contributing to regeneration and securing physical and socio-economic change
- strategic objective 4 by contributing towards economic activity and local businesses
- strategic objective 11 by contributing towards community well-being.

### Overview

**7.32** The Council recognises it has an important role to play in encouraging retailing and town centre development. It must provide an adequate framework to enable the retailing industry to establish and maintain appropriate town centre facilities in a way that meets the needs of residents and retail businesses in a good environment, accessible to all.

**7.33** Planning Policy Statement 4 Planning for Sustainable Economic Growth (PPS4) outlines the Government's key objectives for town centres (this covers city, town, district and local centres). This includes enhancing consumer choice by providing a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community and particularly socially excluded groups, as well as improving accessibility and ensuring new development will be accessible and well serviced by a choice of means of transport.<sup>(114)</sup> In delivering this objective, the Council should actively promote growth and manage change in town centres, define the network and a hierarchy of centres, each performing their appropriate role to meet the needs of their catchment, and adopt a pro-active plan led approach.

**7.34** The Spatial Strategy showed how the role and function of Lewisham's town centres, local neighbourhood centres and local parades will be enhanced and protected and defined the retail hierarchy. The Council wishes to see a range of local services provided as close to people's homes as possible located throughout the borough as well as maximising the role and function of larger town centres. This will reduce the need to travel, supports local businesses and retains expenditure within Lewisham. The Core Strategy policy seeks to implement this objective and ensure Lewisham's town centres can diversify and expand their user markets and provide opportunities related to cultural development, speciality retailing, the evening economy and small business uses. The Core Strategy policy:

- establishes the retail hierarchy
- locates and promotes any identified retail expansion in existing town centres
- provides a policy framework for maintaining, managing and enhancing local and neighbourhood shopping, and the night time economy
- supports farmers and street markets.

**7.35** The policy is in accordance with PPS4, conforms with the London Plan and has been evidenced through a Lewisham Retail Capacity Study (RCS).<sup>(115)</sup>

114 PPS4, paragraph EC4

115 2009

## Core Strategy Policy 6

### Retail hierarchy and location of retail development

1. As shown through the Lewisham Spatial Strategy in Section 6, the borough's retail hierarchy is shown in Table 7.1.

**Table 7.1 London Borough of Lewisham retail hierarchy**

Major town centres	District centres	Neighbourhood local centres	Out of centre	Parades
Lewisham	Blackheath	Brockley Cross	Bell Green	There are over 80 parades
Catford	Deptford	Crofton Park	Ravensbourne Retail Park, Bromley Road	
	Downham	Downham Way		
	Forest Hill	Grove Park		
	Lee Green	Lewisham Way		
	New Cross and New Cross Gate			
Sydenham				

2. The Council will:
  - a. expect major retail development, leisure and related town centre uses, including arts, cultural and entertainment facilities, to be located within the major and district centres; such uses located outside these areas will be assessed against the Sequential Test as prescribed in PPS4
  - b. designate primary and secondary frontages within the Major and District town centres to ensure essential services are maintained and contribute to their vitality and viability; secondary frontages will help provide for the uses appropriate to the night time economy
  - c. protect local shopping facilities from change of use or redevelopment where there is an economic demand for such services; in the neighbourhood local centres and parades, change of use and contraction of the shopping facilities will be considered if evidence is established that there is no economic prospect of such uses continuing
  - d. support the retail hierarchy through farmers' and street markets within the town centres, local centres and parades.

### Policy justification

**7.36** The policy supports the Government's key objective for planning in town centres as set out in PPS4 by promoting the vitality and viability of Lewisham's town centres, by planning for the growth of existing centres, and by promoting and enhancing existing centres. This is further supported by the London Plan policies, which:

- encourage retail, leisure and other related uses in town centres and discourage them outside the town centres

- encourage development plans to designate primary frontages for retail uses and secondary frontages for shopping and other uses and set out policies for the appropriate management of both types of area
- encourage net additions to town centre capacity where appropriate to their role in the overall retail network.

**7.37** The borough's town centres provide significant employment and training opportunities for Lewisham residents. The majority of businesses are retailers who provide approximately 7,500 jobs in the borough.<sup>(116)</sup> Between 1998 and 2002 this sector grew by 11%. Another growing sector within the borough's town centres is hotels and restaurants. This accounts for approximately 3,350 jobs and has grown by 31% between 1998 and 2002, outgrowing the London average by 17.7% for the same period.

**7.38** The need for additional retail floorspace was assessed as part of the Lewisham RCS published in 2009.<sup>(117)</sup> This identified that at 2016, the estimated surplus convenience expenditure of £60 million could support up to an additional 7,723 square metres net of convenience goods floorspace. The RCS also assessed a number of sites in the Major and District town centres where some of this capacity could be met. The key conclusions and recommendations were as follows:

- In order to meet projected growth in expenditure there is a need for additional shopping facilities within the borough.
- The borough's existing shopping role and market share in the sub-region should be safeguarded, in the face of increasing competition from centres outside the borough.
- There is capacity for additional convenience goods floorspace across the borough.
- There is significant scope for additional comparison goods retail development and the borough should proactively plan for an increase in market share to reduce travel and retain expenditure.
- Lewisham Town Centre should remain the main concentration of retailing (particularly comparison retailing) and there is potential to upgrade the quality of retail provision.
- Catford has potential to increase retail floorspace arising from redevelopment opportunities.

**7.39** It is anticipated that there will be considerable growth opportunities for the retail sector through the expansion of the Lewisham and Catford town centres, new mixed use developments in and around the Deptford and New Cross/New Cross Gate town centres, and the potential for niche retailing throughout all of Lewisham's town centres. The farmers' and street markets throughout the borough will continue to play a vital part in retail provision.

116 Lewisham Town Centre Management Strategy 2007-2010

117 Prepared by Nathaniel Lichfield and Partners

**Signposts and evidence base****National**

- PPS4 Planning for Sustainable Economic Growth
- Planning for Town Centres: Practice guidance on need, impact and sequential approach
- Circular 15/93: Town and Country Planning (Shopping Development) (England and Wales)

**Regional**

- London Plan, 2008
- Best Practice Guidance: Managing the Night Time Economy, 2007
- London-wide Town Centre Health Checks Analysis, 2009

**Local**

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Retail Capacity Study, 2009
- Lewisham Town Centre Health Check Report, 2008/09
- Supplementary Report to Lewisham Retail Capacity Study 2009, September 2010

### 7.3 Climate change and environmental management

**7.40** This section provides the policies to implement the Spatial Strategy relating to environmental management. This includes:

- climate change (in its broad sense and the anticipated changes to the availability of energy)
- waterways and flooding
- open space and biodiversity
- waste management

#### 7.3.1 Climate change

**7.41** The Core Strategy policy relates to implementing:

- strategic objective 1 by contributing to regeneration and securing physical and socio-economic change
- strategic objective 5 by ensuring that climate change is adapted to and mitigated against, including those measures necessary to create a low carbon borough and reduce carbon emissions
- strategic objective 6 by contributing towards flood risk reduction and water management and
- strategic objective 7 by preserving open space and other environmental assets.

#### Overview

**7.42** Climate change is accepted as an urgent and serious issue across mainstream politics and the scientific community and is of concern to a wide range of individuals. A range of international and national agreements, policy documents and scientific studies have strengthened the call for action at all levels. This includes the Kyoto Protocol, European Directives, the Nottingham Declaration and the Government's planning policy statement on Planning and Climate Change.<sup>(118)</sup> Some climate change is already noticeable. Even though it is primarily a long term phenomenon, it cannot be ignored.

**7.43** Tackling climate change is a key government priority for the planning system. The importance of the role councils have in responding to climate change and promoting sustainable energy and responding to energy uncertainty is reflected through the Government's planning statement Planning and Climate Change (Supplement to PPS1). This sets out how planning should contribute to reducing emissions and stabilising climate change and take into account unavoidable consequences. This is reinforced through the London Plan, which requires development to make the fullest contribution to the mitigation of and adaptation to climate change and to minimise carbon dioxide emissions.

**7.44** Lewisham can play a key role in addressing the impacts of climate change and contributing to the Government's target to reduce CO<sub>2</sub> emissions by 60% from 2000 levels by 2050 and the Mayor of London's target to reduce regional emissions by 60% from 1990 levels by 2025.<sup>(119)</sup>

**7.45** The Core Strategy manages and mitigates the effects of climate change and provides a framework that promotes and encourages renewable and low-energy generation. All types of development as detailed through the Spatial Strategy contained in Section 6 will need to

118 Planning and Climate Change is a supplement to PPS1, Sustainable Development, published in December 2007

119 Climate Change Action Plan, February 2007

contribute to addressing the influences of climate change. The Core Strategy shows how the impacts of climate change can be addressed and the links between the influencing factors development types, local air quality, flooding, waste management, transport, and design and construction will contribute to negating other negative environmental implications. Policies promote and do not restrict renewable and low carbon energy and the supporting infrastructure.

**7.46** The Core Strategy policies cover:

- adapting to the effects of climate change
- sustainable design and construction
- energy reduction and efficiency
- addressing local air quality.

**7.47** The policies are in accordance with PPS1, PPS22, PPS23, PPS25, the London Plan and evidenced through a Lewisham Renewables Evidence Base Study.

### Core Strategy Policy 7

#### Climate change and adapting to the effects

1. The Council will adopt a partnership approach to implement the principles of 'avoidance, mitigation and adaptation' to reduce Lewisham's CO<sub>2</sub> emissions. This will be achieved by:
  - a. raising awareness of climate change issues to promote and incentivise sustainable methods of living and working across the borough
  - b. promoting the sustainable and efficient use of land and improving the integration of land use and transport in accordance with national and regional requirements
  - c. applying the London Plan policies relevant to climate change including those related to: air quality, energy efficiency, sustainable design and construction, retrofitting, decentralised energy works, renewable energy, innovative energy technologies, overheating and cooling, urban greening, and living roofs and walls
  - d. recognising the role that the reuse and modification, where appropriate, of heritage assets can play in securing sustainable development in order to reduce carbon emissions.

#### Policy justification

**7.48** The policy in conjunction with Core Strategy Policy 8, supports the Council's ambition for Lewisham to play a leading role in responding to climate change – locally, regionally and nationally as outlined in the Lewisham Carbon Reduction and Climate Change Strategy. Achieving a significant impact in CO<sub>2</sub> emissions will require changes in the way energy is used by everyone living, working and visiting the borough.

**7.49** The UK climate projections (UKCP09, June 2009) show that the UK would encounter hotter, drier summers and warmer, wetter winters with increased climatic extremes. These changes would affect the diversity of wildlife species and habitats, water supplies and human health and well-being. London has experienced many extreme weather events, including unseasonal high or low temperatures, heavy rain, periods of dry weather, high winds, and snowfall in the last 10 years as illustrated in Wild Weather Warning: a London Climate Impacts Profile, GLA (Oct 2009).

- 7.50** To tackle climate change, the government has set a legally binding target to reduce CO<sub>2</sub> emission by 80% on 1990 levels by 2050 with an intermediate target of 34% by 2020. The UK Low Carbon Transition Plan (July 2009) set out how this target can be achieved, such as through a legally binding target for 15% of energy to be sourced from renewable source by 2020, and for 30% by 2050. The draft Mayor's Climate Change Adaptation Strategy for London (Feb 2010) also sets out what actions are needed to address climate change in London.
- 7.51** As demonstrated by Department for Environment, Food and Rural Affairs (2007) figures, most CO<sub>2</sub> emissions in Lewisham come from the domestic sector and transport. We need to ensure there is a combined effort by the Council, developers, the community and other relevant stakeholders to formulate a cleaner, greener and more prosperous Lewisham. The key to this will be in enabling residents, developers, employees and communities to fully contribute to CO<sub>2</sub> reductions and to benefit from a low carbon economy.
- 7.52** In line with national and regional planning requirements, spatial planning will help to address this by promoting a more sustainable living and working environment, requiring land-use patterns that reduce the need and propensity to travel especially by car, and reducing CO<sub>2</sub> emissions. To ensure we meet our climate change targets, the Council will maximise the opportunities to promote the highest standards of resource and energy efficiency, and adopt low or zero carbon emission development principles in new development wherever technically and financially viable in accordance with national and regional requirements.
- 7.53** The London Plan requires developments to make the fullest contribution to the mitigation and adaptation to climate change. The London Plan also includes a range of policies designed to promote sustainable development, for example through reducing the need to travel, managing existing flood risk and resisting pressurising areas any further to avoid future flooding. Policies relating to these issues are addressed separately within the Core Strategy.

### Core Strategy Policy 8

#### Sustainable design and construction and energy efficiency

1. The Council is committed to prioritising the reduction of the environmental impact of all new developments, with a focus on minimising the overall carbon dioxide emissions of the development while improving sustainability aspects through sustainable design and construction, to meet the highest feasible environmental standards during design, construction and occupation.
2. Applications for all new major developments (with a floorspace of 1,000 sq.m or 10 or more residential dwellings) will be required to:
  - a. submit a Sustainability Statement and Energy Statement that show how the requirements of London Plan policy and the London Plan SPG Sustainable Design and Construction, or any subsequent document, are met and demonstrate what steps have been taken to minimise the environmental impacts of the proposed development
  - b. maximise the energy and water efficiency measures of the building
  - c. connect to an existing or approved decentralised energy network, safeguard potential network routes, and make provision to allow future connection to a network or contribute to its development, where possible within the Regeneration and Growth Areas

Cont...

- d. integrate on-site renewable energy generation into the design of a building to ensure CO<sub>2</sub> emission reductions are maximised
  - e. fully contribute to CO<sub>2</sub> emission reductions in line with the regional and national requirements, and make a financial contribution to an offset fund if this cannot be adequately achieved on site.
3. All new residential development (including mixed use) will be required to achieve a minimum of Level 4 standards in the Code for Sustainable Homes from 1 April 2011 and Level 6 from 1 April 2016, or any future national equivalent.
  4. All minor and major non-residential development will be required to achieve a minimum of Building Research Establishment Environmental Assessment Method 'Excellent' standard, or any future national equivalent.
  5. The Council supports and encourages the retrofitting of energy saving and other sustainable design measures in existing housing and other development particularly estate renewal, having considered any harm to the significance of historic assets.

## Core Strategy Policy 9

### Improving local air quality

1. The Council will seek to improve local air quality and minimise any negative air quality impacts by:
  - a. supporting a co-ordinated and partnership approach to implement national policy, London Plan policy and the actions outlined in the Council's Air Quality Management Plan
  - b. working with Transport for London to manage and improve air quality along transport corridors and traffic congestion points
  - c. working with all businesses, including SELCHP, within Lewisham to manage and improve air quality.

### Policy justification

**7.54** Changes to our communities and a growing population create challenges to achieving our environmental ambitions, particularly as housing is already the largest contributor of CO<sub>2</sub> emissions in the borough. However, growth can also create opportunities for more sustainable development. The key to this will be in enabling residents, employees and communities to fully contribute to CO<sub>2</sub> reductions and to benefit from a low-carbon economy. Such an approach responds to energy uncertainty and future energy scarcity.

**7.55** In line with the London Plan, the policy focuses on achieving reductions in CO<sub>2</sub> emissions. CO<sub>2</sub> emissions should be reduced by the sustainable use of energy in accordance with the following energy hierarchy:

1. reducing energy needs through improved design and construction

2. delivering energy through the use of decentralised and low carbon energy
3. further reducing CO<sub>2</sub> emissions through the use of on-site renewables.

- 7.56** To achieve this, the Core Strategy adopts a stepped approach aligned with the building regulations in order to provide certainty and offer developers a flexible approach to deliver targets over the plan period. The policy requirements for the use of the Code for Sustainable Homes (CSH) and the Building Research Establishment Environmental Assessment Method (BREEAM) ratings for non-residential buildings, support this aim and set out a path for progressively raising standards in areas of CO<sub>2</sub> and energy emissions, water, materials, surface run-off, waste, pollution, health and well-being, management and ecology.
- 7.57** All new developments are expected to be zero carbon in line with government legislation and regulations. The target dates for these are 2016 for domestic development and 2019 for non-domestic development. To achieve this the government changed Part L (Conservation of fuel and power) of the Building Regulations on 1 October 2010. The step change over Part L 2010 involves a reduction of 25% CO<sub>2</sub> emissions by 2013 and new residential to achieve zero carbon by 2016. The replacement London Plan sets this out as a minimum target.
- 7.58** With regard to CO<sub>2</sub> reduction the 2013 target can be compared with the CSH Level 4 and the 2016 target with the CSH Level 6. Non-domestic buildings will need to achieve BREEAM 'Excellent' standard, which is equal to the CSH Level 4.
- 7.59** Where achieving the target is not possible due to site restrictions, technical feasibility and economic viability, the Council will require developments to offset remaining CO<sub>2</sub> emissions through a financial contribution into an offset fund that will pay for measures to reduce CO<sub>2</sub> emissions from the existing building stock through retrofitting insulation and other energy efficiency improvements. This contribution will be based on a price per tonne of CO<sub>2</sub> calculated on the cost of reducing CO<sub>2</sub> from the existing housing stock. The price per tonne of CO<sub>2</sub> and operational details of the offset fund will be set out in the Planning Obligations Supplementary Planning Document.
- 7.60** The policy will support the implementation of the Mayor's Climate Change Action Plan targeting stabilising London's CO<sub>2</sub> emissions at 60% below 1990 levels by 2025 and the London Plan SPG on Sustainable Design and Construction (or any subsequent document) by ensuring development contributes to reducing the overall carbon dioxide emissions. Where it is provided, new developments are required to integrate on-site renewable energy into the design of buildings to ensure CO<sub>2</sub> emission reductions are maximised. The Lewisham Renewables Evidence Base Study (2010), prepared in accordance with the supplement to PPS1, shows that on-site renewable energy is viable to be applied to schemes of all sizes within the borough.
- 7.61** The Lewisham Renewables Evidence Base Study (2010) justifies the adoption of the CSH Level 4 and BREEAM Very Good Standard. The CSH and BREEAM policy requirement also allows flexibility for developers to select which actions to take in achieving the highest feasible environmental standards including minimal impact on affordability, viability and deliverability of housing provision in the borough.
- 7.62** The need to maximise water efficiency as required by the CSH and BREEAM is supported by the Environment Agency. Lewisham is in a designated area of serious water stress and targets currently exist in the London Plan for water efficiency. Lewisham is also situated in Thames Water London Zone, where a deficit in supply is currently met by the use of the desalination plant. It is important to reduce the demand for potable water through increased efficiency, rainwater harvesting, water re-use and ensure that new developments do not increase the risk of flooding elsewhere through their water run-off.

- 7.63** The London Thames Gateway Heat Network led by the London Development Agency (LDA) has outlined the potential district heating networks to distribute heat to the borough and the wider London Thames Gateway area. There is an opportunity for all strategic site allocations and other larger scale development sites to connect up to decentralised energy networks and, particularly within the major development areas of Catford, Lewisham, Deptford and New Cross. This could be done in conjunction with existing facilities such as the South East London Combined Heat and Power (SELCHP) plant or independently. Lewisham is committed to working in partnership with developers, SELCHP, the LDA, neighbouring boroughs and other relevant stakeholders to deliver networks in the most financially and technically feasible way to minimise CO<sub>2</sub> emissions.
- 7.64** The Lewisham Renewables Evidence Base Study (2009) also demonstrates that the establishment of a decentralised energy network/s in Deptford and New Cross and at Lewisham and Catford town centres, without the use of SELCHP, is feasible and commercially viable.
- 7.65** PPS5 Policy HE1 and associated English Heritage guidance will be used to assess issues relating to heritage assets and climate change. The Council will also prepare more detailed local policy to address this issue in the forthcoming development plan documents. Guidance is also contained in the London Plan Sustainable Design and Construction Supplementary Planning Document.
- 7.66** Addressing and improving local air quality can influence some of the issues that contribute towards climate change. The key evidence relating to local air quality was highlighted in Section 3 (Drivers of change). The Council adopted an Air Quality Action Plan in 2008. This sets out measures to improve local air quality, particularly in the borough's five air quality management areas (AQMAs).

### Signposts and evidence base

#### International

- Kyoto Protocol
- EU Energy Performance of Buildings Directive (EPBD)
- Directive on the Promotion of Electricity from Renewable Sources
- Directive on Energy End-Use Efficiency and Energy Services
- Directive on the Promotion of Combined Heat and Power

#### National

- PPS1 Sustainable Development
- Supplement to PPS 1 Planning and Climate Change
- PPS5 Planning for the Historic Environment
- PPG13 Transport
- PPS22 Renewable Energy
- PPS23 Planning and Pollution Control
- PPS25 Development and Flood Risk and related Practice Guide
- Code for Sustainable Homes
- Building Research Establishment Environmental Assessment Method (BREEAM)
- Draft Climate Change Bill, March 2007
- Nottingham Declaration
- Building a Greener Future: policy statement, 2007

#### Sign posts and evidence base cont...

- Creating a better place 2010-2015, Our Corporate Strategy, Environment Agency
- Flood Regulations 2009
- Flood and Water Management Act 2010

#### **Regional**

- London Plan, 2008
- London Plan SPG Sustainable Design and Construction, 2006
- Mayor's Climate Change Action Plan, London CO<sub>2</sub>, 2007
- Thames Catchment Flood Management Plan and TE2100 Plan
- Thames River Basin Management Plan (December 2009)
- London SHLAA
- London SFRA
- East London SFRA

#### **Local**

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Carbon Reduction and Climate Change Strategy, 2008
- Climate Change Strategy Framework, 2008
- Lewisham Energy Strategy
- Lewisham Renewables Evidence Base Study, 2010
- Air Quality Action Plan, 2008
- Local Implementation (Transport) Plan, 2006
- London Heat Map Study for Lewisham, 2010

### 7.3.2 Waterways and flooding

**7.67** The Core Strategy policy relates to implementing:

- strategic objective 5 by addressing climate change
- strategic objective 6 by contributing to flood risk reduction and water management.

#### Overview

**7.68** Planning policy needs to be informed about the risk posed by flooding. This will need to be considered by the Council when it determines how to allocate land, particularly when meeting the development pressures for additional housing while at the same time preserving and managing water resources.

**7.69** The River Thames, Deptford Creek and the Ravensbourne River network define the eight kilometres of waterways within the context of the borough. These rivers offer biodiversity benefits, good recreation and health benefits such as the South East London Green Chain, Thames Path National Trail, Waterlink Way and Route 21 of the London Cycle Network.

**7.70** The rivers and waterways play a part in the visual amenity of the borough by creating a natural break in the urban environment. The rivers also provide the setting for Lewisham's historical past, which can be observed through Deptford's early 19th-century industrial buildings, the preserved residential buildings in St Mary's Conservation Area located to the south of Lewisham Town Centre and Beckenham Place Park. The River Thames itself is London's largest archaeological site.

**7.71** The Core Strategy policy appraises, manages and reduces flood risk in accordance with PPS25 to ensure that flood risk is taken into account through all stages in the planning process.<sup>(120)</sup>

- to avoid inappropriate development in areas at risk of flooding
- to direct development away from areas at high risk of flooding
- where new development is exceptionally necessary in such areas, to make it safe without increasing flood risk elsewhere and, where possible, to reduce risk overall.

**7.72** The Local Implementation Plan (Transport), South East London Green Chain, Lewisham Biodiversity Action Plan and the Lewisham Leisure and Open Space Study, all seek to reinforce the use of waterways in the borough as an asset for environmental, social and economic needs. PPG13, the Mayor's Blue Ribbon Network and Transport Strategy set out the aspirations for protecting and enhancing the multi-functional nature of waterways so that those uses and activities which require a water or waterside location are enabled and supported.

**7.73** The policies supports the implementation of PPS25 and the London Plan and is evidenced through Lewisham's Strategic Flood Risk Assessment (SFRA) and Sequential Test.

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120 PPS25, Development and flood risk

### Core Strategy Policy 10

#### Managing and reducing the risk of flooding

1. The Council will use the requirements detailed in PPS25 (and associated practice guide) and the London Plan while at the same time implementing the spatial planning and development control recommendations of the Strategic Flood Risk Assessment and the Sequential Test in order to:
  - a. sequentially allocate land to guide development into areas least at risk from flooding
  - b. prevent new development from adding to the risk of localised flooding
  - c. reduce the flood risk to people and the built environment and to the development itself and elsewhere by ensuring the highest design standards contributing to flood reduction and mitigation
  - d. demonstrate that the most sustainable urban drainage system that is reasonably practical is being incorporated to reduce flood risk, improve water quality and achieve amenity and habitat benefits
  - e. conserve water resources by using water saving devices and rainwater harvesting systems.
2. Applicants will need to demonstrate that their proposal will deliver a positive reduction in flood risk to the borough, whether that be by reducing the frequency or severity of flooding (for example, through the introduction of sustainable urban drainage systems and/or living roofs and walls), or by reducing the impact that flooding may have on the community (for example, through a reduction in the number of people within the site that may be at risk). This will need to be reflected through the inclusion of a positive statement within the detailed Flood Risk Assessment (FRA) for the site that clearly and concisely summarises how this reduction in flood risk will be delivered.
3. The use of the London Plan SPG Sustainable Design and Construction, or any subsequent document, will be used where relevant.

### Core Strategy Policy 11

#### River and waterways network

1. The Council will work closely with the Environment Agency, English Heritage and a range of community organisations to ensure the River Thames, Deptford Creek and the Ravensbourne River Network are preserved and enhanced and contribute to the Blue Ribbon Network principles. This includes their water quality, landscape, biodiversity, amenity and historical value and wider recreational and health benefits as well as their potential as a transport route.
2. Development adjacent to rivers and the waterway network should contribute to their special character by improving the urban design quality and natural ability of the rivers and waterways to function, the vitality of the river frontages, and improving access to the foreshore and naturalising flood defences, where appropriate.
3. The Ravensbourne River Corridor Improvement Plan, in conjunction with the London Plan policies relevant to climate change and water, will be used to guide works and development along this waterway.

## Policy justification

- 7.74** The policy helps to reduce flood risk through the appropriate location, design and construction of development and the sustainable management of surface water run-off. The policy seeks to ensure that new development should be seen as an opportunity to reduce the causes and impacts of flooding by measures such as provision of flood storage, use of sustainable urban drainage systems, and re-creating the functional flood plain.
- 7.75** In consultation with the Environment Agency, flood risk in Lewisham has been appraised by identifying flood risk areas and the level of risk in accordance with PPS25 through a local Strategic Flood Risk Assessment (SFRA). The SFRA has considered the risk of flooding throughout the borough and has informed the allocation and distribution of land uses for future development. This was discussed in the Spatial Strategy in Section 6.

### 1. Strategic Flood Risk Assessment

- 7.76** In accordance with PPS25 and the London Plan, a Strategic Flood Risk Assessment (SFRA) has been produced, in consultation with the Environment Agency (EA), to better understand where and how flooding occurs in the borough and to offer potential design recommendations to influence new development. All new developments will need to take into account the risk of flooding, and where applicable, apply the Sequential Test and Exception Test.
- 7.77** Lewisham's SFRA identifies that at least one-fifth of all residential and non-residential properties in the borough are at some risk of flooding as well as the risk to people.<sup>(121)</sup> The properties generally lie within areas outlined for major regeneration and growth and range from Deptford and New Cross, near the Thames and Deptford Creek; to Lewisham, Catford, Lee Green, Southend and Downham, which run along the River Ravensbourne, River Quaggy and the Pool River corridor.
- 7.78** The results are based on existing data currently held by the EA. The EA adopts a Flood Zone methodology, namely, 1, 2 or 3, with 3 being at greater risk of flooding, to properties and endangering human life than Flood Zone 1. The SFRA has outlined specific development management recommendations that should be applied to development within Flood Zone 3a High Probability to minimise the damage to property, the risk to life in case of flooding, and the need for sustainable urban drainage systems. It is essential that the applicant carries out a detailed Flood Risk Assessment (FRA) to consider the site-based constraints that flooding may place on the proposed development.
- 7.79** Properties and infrastructure within the borough are also at risk of flooding from other sources. These include groundwater flooding, the surcharging of the underground sewer system, the blockage of culverts and gullies (which results in overland flow), and surface water flooding.<sup>(122)</sup>

### 2. Sequential Test

- 7.80** The PPS25 Practice Guide advocates the application of a sequential approach when allocating land, taking into consideration all sources of flooding. From a spatial planning perspective, with the exception of areas known to be susceptible to regular (and problematic) groundwater flooding, it is generally considered unreasonable to restrict future development to areas that may have suffered a localised flooding incident in years past.

121 As identified by the National Flood Risk Assessment (NaFRA)

122 It is highlighted that detailed mapping of areas within the River Ravensbourne catchment that are potentially at risk of surface water flooding is being established by the Environment Agency. Furthermore, in liaison with key catchment stakeholders, opportunities for flood risk mitigation (including development control responses) are being developed for the River Ravensbourne catchment.

- 7.81** The Council's Sequential Test has informed and justified the allocation of land as part of the Spatial Strategy contained in Section 6. The Sequential Test sequentially guides development into areas least at risk from flooding (Flood Zone 1). Only after sites in Flood Zones 1 and 2 have been discounted should the suitability of Flood Zone 3 sites be considered. The Exceptions Test is the second step in the sequential approach and gives greater consideration to proposals.
- 7.82** However, implementation remains critical and land use acceptability will be improved subject to the approved mitigation techniques outlined in the SFRA. The potential risks of localised flooding cannot be overlooked during the design process. Although the identified risks will not typically result in widespread damage or disruption, a proactive approach to risk reduction through design (such as raising floor levels, raising electrical wiring, basement design, sustainable drainage) can mitigate the potential for damage, both to the development itself and elsewhere.<sup>(123)</sup>

### 3. River Ravensbourne and River Quaggy

- 7.83** The Rivers Ravensbourne and Quaggy are key features of the borough and properties within the vicinity of the river corridors are subject to a potential risk of fluvial (river) flooding. Investment has been made into flood defence to reduce the risk of flooding, particularly within Lewisham Town Centre. However, fluvial flooding remains a threat to property (and potentially life).
- 7.84** The Council and the Environment Agency are encouraging a more sustainable planning-led approach to further reducing flood risk in the future. Investment has been made in flood risk management along the rivers Ravensbourne and Quaggy. This has included the construction of raised flood defences within Lewisham, and the development of dedicated landscaped areas for flood storage as part of ongoing regeneration. This is of particular note in Manor Park, Ladywell Fields, Lewisham Town Centre at Cornmill Gardens and proposals for the Lewisham Gateway scheme. These successful schemes have demonstrated that it is possible to put the river back at the heart of new development and our open spaces.
- 7.85** The Council and the EA are working in partnership to prepare a River Corridor Improvement Plan for the Ravensbourne River. The aim is to use the opportunities from regeneration and other local initiatives to bring the River Ravensbourne back to the heart of Lewisham, as an attractive focal point for local communities. This is a design-led spatial improvement plan to maximise the principles of 'Making Space for Water' and the Blue Ribbon network.

### 4. Localised flood risk

- 7.86** A potential risk of flooding from other (non-river related) sources exists from possible sewer surcharging and surface water flooding as a result of heavy rainfall and/or blocked gullies. With changing climate patterns, it is expected that intense storms of heavy rainfall will become increasingly common. It is vitally important therefore that planning decisions recognise the potential risk that increased run-off poses to property and plan development accordingly so that future sustainability can be assured.
- 7.87** The overloading of the sewer system due to inflows exceeding the underground system capacity (i.e. resulting in surcharging) is a potential problem in any urban area. It is important to recognise that surface water networks are typically designed to cater up to a 1 in 30 year event. Surface water flooding will occur when the sewer system is overloaded and/or a system blockage occurs.

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123 Refer to the Lewisham SFRA for detailed recommendations

## 5. Impacts of climate change

- 7.88** The SFRA notes that climate change will not markedly increase the extent of river flooding within most areas of the borough. Consequently, few areas that are currently situated outside Zone 3 High Probability will be at substantial risk of flooding in the foreseeable future. This is an important conclusion from a spatial planning perspective.
- 7.89** However, those properties (and areas) that are currently at risk of flooding may be susceptible to more frequent, more severe flooding in future years. It is essential therefore that the development management process (influencing the design of future development within the borough) carefully mitigates against the potential impact that climate change may have on the risk of flooding to property.
- 7.90** It is of particular importance to note that the information on the risk of flooding is based on the rivers Thames and Ravensbourne over topping their banks in times of high river surging or extreme rainfall events and the assumption that there are no flood defences present. This is a point made explicit in the SFRA. It should also be noted that the likelihood of this happening is rare but not impossible and the EA has remedial measures such as the Thames Barrier, which performs extremely well in keeping the North Sea out of the River Thames catchment area. This does not diminish the ongoing risks expected from more frequent storms and the cumulative impacts of increased development within the catchment making local rivers more susceptible to flooding.

### Signposts and evidence base

#### National

- Planning and Climate Change (Supplement to PPS1)
- PPS3 Housing
- PPG13 Transport
- PPS25 Flooding and related Good Practice Guide
- Green Roof Toolkit, Environment Agency
- Guide for Developers, Environment Agency

#### Regional

- London Plan, 2008
- London Plan SPG Sustainable Design and Construction, 2006

#### Local

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Strategic Flood Risk Assessment, 2008
- Sequential Test, 2009
- Ravensbourne River Corridor Improvement Plan, 2009
- Local Implementation (Transport) Plan, 2009
- Lewisham Leisure and Open Space Study, 2009
- Environment Agency State of Environment Report for Lewisham

### 7.3.3 Open space and biodiversity

**7.91** The Core Strategy options relate to implementing:

- strategic objective 5 by addressing climate change issues
- strategic objective 6 by contributing to flood risk reduction and water management
- strategic objective 7 by protecting and enhancing the borough's open spaces and environmental assets
- strategic objective 11 by contributing towards community well-being.

#### Overview

**7.92** The biodiversity of our environment is an essential system on which we and wildlife depend. The public parks, private recreation areas, gardens, street trees and open spaces, and the river and waterways network, within Lewisham support areas of biodiversity importance, play a major role as spaces of recreation and valued landscape, and contribute to climate regulation. Well-designed and managed open spaces can help bring communities together and provide a place to meet and relax or enjoy sport and active recreation. This has benefits of its own as it provides space for healthy lifestyles and contributes to well-being.

**7.93** The Spatial Strategy showed the distribution of open space across the borough and the role this played within each strategy area. Collectively open space in Lewisham, in public and private ownership, makes up almost 20% of the borough's land area, of which.<sup>(124)</sup>

- 373 ha are classified as parks<sup>(125)</sup>
- 72 ha are classified as semi-natural greenspace
- 90 ha are classified as green corridors (rail side land)
- 521 ha are designated as sites of importance (natural and semi-natural conservation importance)
- 25 ha are classified as allotments and community gardens
- 53 ha are classified as cemeteries and churchyards.<sup>(126)</sup>

**7.94** This creates a network of spaces from the large expanses of Blackheath in the north and Beckenham Place Park in the south, with a network of smaller parks and open spaces, playing fields, both public and private, and green routes in between. The River Thames itself provides a valuable open space resource as does the borough's network of rivers and waterways, which also play a significant role for local biodiversity. Other types of open spaces are also important in the context of a densely built-up area, such as roof terraces, wildlife gardens, allotments, gardens and amenity areas around housing estates. Civic spaces and squares, such as Cornmill Gardens, also form part of the open space network.

**7.95** The borough hosts part of the South East London Green Chain. This is a network of inter-linked open spaces that extend through Lewisham and the neighbouring boroughs of Bexley, Greenwich, Bromley and Southwark. The Green Chain has a network of recreational walking and cycle routes and it forms part of the 'Capital Ring', a strategic walking route linking inner London boroughs by a network of paths through open spaces, green links, canals and rivers. Proposals exist to extend the Green Chain walk within Lewisham via parks on the western side of the borough (Sydenham Wells Park, Horniman Gardens and Telegraph

124 726.11 ha, Lewisham Leisure and Open Space Study 2009, page 96, table 4.1

125 Metropolitan parks, district parks, local parks and small local parks

126 It should be noted that open space designations overlap. The figures for the various types of open space quoted here therefore add up to more than the total amount of open space quoted, Lewisham Leisure and Open Space Study 2009, page 96, Table 4.1.

Hill Park), linking to Crystal Palace Park in the London Borough of Bromley. This will involve redesignation of these local public open spaces as Metropolitan Open Land and Green Chain to reflect the strategic significance of the new Green Chain Link.

- 7.96** Lewisham's rivers (a short section of the Thames, Deptford Creek, and longer stretches of the Ravensbourne and its tributaries the Pool, Quaggy and Spring Brook) provide important linear features which can form the basis for wildlife corridors and are important links to sustain biodiversity. The naturalisation of waterways is a priority for the Council and a suitable buffer zone around watercourses can help to maintain the character of rivers and provide refuges for wildlife, as well as pleasant and practical recreational routes such as the Waterlink Way and the long distance Thames Path. These routes are referred to further in section 7.4.1, as they form part of the recognised strategic cycle network.
- 7.97** The borough also has a number of London squares that provide a locally distinctive feature, particularly the sequence of small open spaces on Rushey Green between Catford and Lewisham following the line of a former watercourse.<sup>(127)</sup> Grade II historic gardens are located at Horniman Gardens and Manor House Gardens.<sup>(128)</sup>
- 7.98** The Council seeks to protect and prevent the loss of trees. The borough's trees, including street trees, play an important role in defining the local character. Trees are also valued for their contribution to visual and environmental amenity, and the local ecology and biodiversity.
- 7.99** The Core Strategy policy ensures that areas of open space are protected and conversely that areas of deficiency are identified and addressed. The policy reflects the Council's proactive approach to the protection, promotion and management of biodiversity. This can be achieved by resisting development that would have a significantly adverse impact on the population or conservation status of protected species or priority species identified in the UK, London and borough biodiversity action plans.
- 7.100** Government policy guidance is contained in a number of documents. PPG2 discusses the protection of Metropolitan Open Land. PPS9 seeks to promote sustainable development by ensuring that biological and geological diversity are conserved, enhanced and restored. PPS17 focuses on supporting urban renaissance and promoting social inclusion, community cohesion, health and well-being. The Core Strategy will seek to prevent the development of open space unless an assessment of open space otherwise dictates.
- 7.101** The Core Strategy policy covers:
- the protection of existing open space
  - areas within the borough deficient in open space
  - the creation of new open space in large developments
  - the quality and maintenance of public open space
  - the protection of natural habitats and biodiversity, including ancient woodlands
  - the river network
  - London squares and historic parks and gardens
  - protecting and preventing the loss of trees, including street trees.
- 7.102** The policy has been prepared in accordance with PPG2, PPS5, PPS9, PPG17 and the London Plan and has been evidenced through the Lewisham Leisure and Open Space Study assessing the borough's open space, sport, leisure and recreation facilities.

127 London Squares Act 1932

128 Register of Historic Parks, Gardens and Landscapes, English Heritage

## Core Strategy Policy 12

### Open space and environmental assets

1. In recognising the strategic importance of the natural environment and to help mitigate against climate change the Council will:
  - a. conserve nature
  - b. green the public realm
  - c. provide opportunities for sport, recreation, leisure and well-being.
  
2. This will be achieved by:
  - a. protecting the character, historic interest and amenity of, and within, open spaces, as well as the effects of development outside their boundaries
  - b. protecting Metropolitan Open Land, open space, urban green space and green corridors from inappropriate built development to ensure there is no adverse effect on their use, management, amenity or enjoyment in accordance with the principles of PPG2 and the London Plan
  - c. maintaining and improving the publicly accessible open space network, such as the Waterlink Way, the Thames Path, the South East London Green Chain, the East London Green Grid, parks and gardens, playing fields, nature reserves, allotments, community gardens, amenity green space, cemeteries and churchyards as well as smaller open spaces that have townscape quality
  - d. designating additional Metropolitan Open Land in accordance with the London Plan definitions, in particular Sydenham Wells Park, Horniman Gardens and Telegraph Hill Park due to the role they perform in the South East London Green Chain
  - e. improving the quality of accessibility to existing open space by public transport, cycle and foot
  - f. preserving or enhancing the local biodiversity and geological conservation interests in accordance with national and regional policy, in the form of PPS9 and the London Plan by designating Sites of Importance for Nature Conservation
  - g. protecting trees, including street trees, and preventing the loss of trees of amenity value, and replacing trees where loss does occur
  - h. seeking new on-site provision of public and private open space as part of new development
  - i. improve accessibility to existing areas of public open space in the identified areas of open space deficiency within the wards of Brockley, Catford South, Lee Green, Perry Vale and Telegraph Hill
  - j. seeking exemplary design for new, and improvements to existing open space, in the context of the local character and its distinctive historical qualities working with the Environment Agency (EA) where appropriate
  - k. maximising opportunities for sport and recreation through well-designed and managed spaces, which take into account the Mayor's Children and Young People's play space requirements in a safe environment
  - l. promoting living roofs and walls in accordance with London Plan policy and Core Strategy Policy 8
  - m. promoting and supporting local food growing and urban agriculture.
  
3. Planning obligations will be sought to ensure the implementation of this policy where appropriate.

## Policy justification

- 7.103** The national statutory guidance on maintaining the supply of open space is clear. PPS9 seeks to promote sustainable development by ensuring that biological and geological diversity are conserved, enhanced and restored.<sup>(129)</sup> PPG17 states in paragraph 10 that open space should not be built on or developed without a robust and up-to-date assessment proving that the land is surplus to requirements.<sup>(130)</sup> PPG2 contains further guidance on protecting MOL.<sup>(131)</sup> In combination these national policies provide a sound framework for the protection of Lewisham's existing open space.
- 7.104** The Lewisham Leisure and Open Space Study found that per 1,000 population, Lewisham has 1.41 ha of open space per person.<sup>(132)</sup> With population growth, to maintain this level in 2026, there would be a requirement for an additional 63.55 ha of open space across the borough.
- 7.105** Due to finite land and development pressures within the borough, the opportunities to create additional open space are limited. The policy therefore emphasises protecting existing open space including allotments and open space along river and railway corridors. Apart from provision of additional open space at MELs and supporting on-site provision as part of new development the policy seeks to ensure qualitative improvements to open space and enhancements to accessibility and connectivity to and between open space.<sup>(133)</sup> Improvements to biodiversity should not be restricted to conventional habitats but should extend to the increased use of living roofs and living walls in private development.
- 7.106** Traditional 'transport infrastructure' within the borough plays a major biodiversity role. Many of the railway corridors are of nature conservation value and this role can be designated to ensure a level of protection. In addition, the borough's streets have many roles, including that of linear park, with front gardens providing varied habitats, trees in those gardens or planted in the footway or carriageway giving shape to the street and all adding to the general attractiveness of the street.
- 7.107** The policy supports Lewisham's biodiversity action plans. The plans demonstrate the links that the conservation of Lewisham's biodiversity can make to the Council's continuing programmes within various directorates. Once embedded in Council policies, the action plans will serve as benchmarks against which we may monitor progress.
- 7.108** PPG17 informs local authorities that they should seek planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local need.<sup>(134)</sup> Further advice on the process is available in PPG17 and the associated good practice guide.
- 7.109** The London Plan seeks to protect and enhance open spaces, biodiversity and nature conservation in London, including the access to London's network of open spaces. Of particular importance is the maintenance and protection of Metropolitan Open Land (MOL), which is considered to have strategic importance for the whole of London. The Council will add to MOL given the strategic role assigned to many of the parks within Lewisham.

129 PPS9, Biodiversity and Geological Conservation

130 PPG17, Planning for Open Space, Sport and Recreation

131 PPG2, Green Belt Note 2

132 Chapters 3 and 4

133 Core Strategy, Sections 6 and 8

134 PPG17, paragraph 33

- 7.110** The London Plan requires that where new development occurs, provision for play and informal recreation, based on the expected child population, should be allowed for. This needs to ensure they are of good quality and secure with safe access.
- 7.111** The London Plan promotes the retention of trees where loss does occur and wherever possible the planting of additional trees to be included in new developments.
- 7.112** The policy supports the Mayor of London's Great Spaces for London Initiative which is intended to revitalise London's unique network of public spaces, streets, parks and riverside walks. This seeks to create or upgrade 100 public spaces in London in order to ensure that all in London can benefit from good public space. Lewisham Town Centre transport interchange is identified in this document as requiring high quality design, as is the Kender Triangle at New Cross Gate.
- 7.113** The policy is further justified by the three broad aims of the Lewisham Physical Activity, Sport and Leisure Strategy (2006–2011) which aims to increase participation in physical activity and sport, enable the Lewisham community to develop its potential in sport and develop an appropriate infrastructure of facilities.
- 7.114** The policy addresses the aims of the Green Chain Policy document (1977), which are to improve public access to and through the area, and to create new public footpaths and enhance access where opportunities occur.
- 7.115** This policy is supported by PPS5 which aims to conserve heritage assets. The borough is characterised by a wide variety of green spaces and natural features that provide places for people to enjoy such as New Cross Gate Cutting, Blackheath, the River Ravensbourne, Beckenham Place Park and Hilly Fields. These open spaces have historic significance, improve the quality of life and give the borough a distinct identity.

### Signposts and evidence base

#### European

- Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora ('Habitats Directive')

#### National

- PPG2 Green Belts
- PPS5 Planning for the Historic Environment
- PPS9 Biodiversity and Geological Conservation
- PPG17 Planning for Open Space, Sport and Recreation
- Circular 05/2005: Planning Obligations, 2005
- Circular 11/2005: The Town and Country Planning (Green Belt) Direction 2005
- London Squares Act 1932

Signposts and evidence base cont...

### **Regional**

- London Plan, 2008
- Making Space for Londoners, Mayor of London
- Biodiversity Strategy, Mayor of London
- Thames Strategy East, 2008
- Thames Gateway Parklands Vision, 2008
- East London Green Grid – SPG to the London Plan

### **Local**

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Leisure and Open Space Study, 2009
- Lewisham (A Natural Renaissance for Lewisham) Biodiversity Action Plan, 2006
- Lewisham Physical Activity, Sport and Leisure Strategy, 2006
- Green Chain Policy Document, 1977
- Ravensbourne River Corridor Improvement Plan, 2009
- Lewisham Borough Wide Character Study, 2010

### 7.3.4 Waste management

**7.116** The Core Strategy policy relates to implementing:

- strategic objective 5 by addressing climate change
- strategic objective 8 by addressing waste management.

#### Overview

**7.117** The overall objective of government policy on waste in PPS10 is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. Through more sustainable waste management, moving the management of waste up the 'waste hierarchy' of reduction, reuse, recycling and composting, using waste as a source of energy, and only disposing as a last resort, the Government aims to break the link between economic growth and the environmental impact of waste. Adequate waste management sites also need to be provided underpinned by the proximity principle of disposing waste as near to its place of origin as possible. This means waste generated in Lewisham should be dealt with within the borough.

**7.118** The key priority for Lewisham is to minimise the amount of waste generated and the waste going to landfill in order to contribute towards London being more self-sufficient in waste disposal. This is critical given the limitations on space and capacity for waste disposal and management. The Spatial Strategy in Section 6 showed how Lewisham will meet its apportionment as set out in the London Plan and the locations for waste management facilities within the borough.

**7.119** The policy reflects a proactive and partnership approach to waste management needs and covers:

- waste apportionment
- public awareness
- promoting the waste hierarchy.

**7.120** The policy has been prepared in accordance with government policy outlined in PPS1 and PPS10, in conformity with the London Plan and evidenced through the South East London Boroughs' Joint Waste Apportionment Technical Paper.

### Core Strategy Policy 13

#### Addressing Lewisham's waste management requirements

1. The Council will support the objectives of sustainable waste management and promote the waste hierarchy of prevention, reuse, compost, recycle, energy recovery and disposal through a partnership approach. This will enable the borough to meet and exceed targets for municipal, industrial and construction waste and recycling.
2. The borough will meet the current London Plan waste apportionment figure of 323,000 tonnes by 2020, by safeguarding three existing waste sites at Landmann Way (SELCHP, Hinkcroft and LBL Recycling Centre; see paragraph 7.127).
3. The Council will require all new major developments of at least 1,000 square metres or 10 dwellings to:

### Core Strategy Policy 13

Cont...

- a. submit and implement a site waste management plan (SWMP), in accordance with the requirements of the London Plan to minimise the disposal of wastes to landfill, by reducing waste of materials on site and providing for the reuse, segregation, recycling and composting of wastes that arise
  - b. design in a manner to incorporate the existing and future long-term needs of waste management and disposal
  - c. achieve recycling and reuse levels in construction, excavation and demolition waste of 95% by 2020 according to the requirements of the London Plan.
4. To support recycling, the Council will require integrated, well-designed recycling facilities to be incorporated into all new development.

#### Policy justification

- 7.121** The European Waste Directive (Directive 2006/12/EC) sets out the requirement for the European community and member states to become self-sufficient in waste disposal. At the national level, the Government's Waste Strategy 2000 sets out the framework for managing waste to meet recycling and recovery targets.
- 7.122** Hazardous waste will continue to be collected and made ready for onward transport at the existing waste site at Landmann Way, Deptford.
- 7.123** PPS10 has placed detailed requirements on local authorities to provide policies and site specific proposals for dealing with an identified amount of waste through their development plan documents in their local development frameworks.<sup>(135)</sup> The London Plan has identified borough waste level apportionments. The waste apportionments have been allocated among London boroughs to ensure that London's target for 85% self-sufficiency in dealing with its waste is achieved by 2020.
- 7.124** Lewisham and the four other south-east London boroughs have prepared a joint waste apportionment technical paper to identify the capacity for handling waste in the sub-region and demonstrate that the south-east London boroughs collectively meet their obligations arising from the London Plan waste apportionment allocations.<sup>(136)</sup>
- 7.125** Through this paper, the south-east London boroughs have identified the land that they intend to designate as safeguarded strategic waste facility sites in their core strategies (and other development plan documents, if needed). For Lewisham these are the three existing sites at Landmann Way, Deptford, comprising the SELCHP facility, Hinkcroft's recycling centre and the Lewisham borough recycling centre. The combined annual waste capacity of these three sites is sufficient to exceed the Lewisham London Plan apportionment figure.
- 7.126** The results for the sub-region show a projected surplus over the GLA waste apportionment requirements of 13,000 tonnes per annum at 2010, 398,000 tonnes per annum at 2015, 379,000 tonnes per annum at 2020, and 358,000 tonnes per annum at 2025. The total apportionment requirement for Lewisham for 2020 is 323,000 tonnes (including commercial

135 PPS10, Planning for Sustainable Waste Management

136 Bexley, Bromley, Greenwich and Southwark

and industrial waste), for which the Council has identified sufficient land at the Surrey Canal SIL.<sup>(137)</sup> The Lewisham sites have a combined capacity for dealing with approximately 543,253 tonnes of waste.<sup>(138)</sup> SELCHP alone can handle 488,000 tonnes of waste.

- 7.127** The draft replacement London Plan sets out new waste apportionment figures to 2031 for London boroughs. The new draft apportionment figures are significantly lower than those given in the 2008 London Plan. The reasons given are: a reduction in amount of waste generated per household; lower projected household growth and employment growth; and a continued decline in manufacturing which produces waste. The Lewisham figure for 2031 is now projected to be 293,000 tonnes, which is considerably less than the projected figure for 2020 in the current London Plan. On current best projections the borough will therefore have no problem meeting waste apportionment up to 2031.
- 7.128** The policy is also consistent with Lewisham's Draft Municipal Waste Management Strategy. This sets out an action plan to deliver improved performance in the management of waste in Lewisham over the next four years in accordance with the National Waste Strategy 2000 and the Mayor of London's Municipal Waste Management Strategy. The Council has a clear vision for the sustainable management of its waste and will provide an efficient, high quality, cost effective and sustainable approach in the collection and management of waste, through commitment to the principles of the waste hierarchy, sustainable development and best value.

### Signposts and evidence base

#### International

- The EU Landfill Directive (2006/12/EC)
- Incineration Directive (2000/76/EC)
- Packaging and Packaging Waste Directive (94/62/EC)

#### National

- PPS1 Delivering Sustainable Development
- PPS10 Planning for Sustainable Waste Management
- PPS12 Local Spatial Planning
- Code for Sustainable Homes
- Waste Strategy for England, 2007

#### Regional

- London Plan, 2008
- Mayor's Municipal Waste Management Strategy, 2007
- London Plan SPG Sustainable Design and Construction, 2006

#### Local

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Southeast London Boroughs' Joint Waste Apportionment Technical Paper, 2009
- Lewisham Draft Municipal Waste Management Strategy, 2008

137 See Section 6 of the Core Strategy

138 South-east London Boroughs' Waste Apportionment Paper

## 7.4 Building a sustainable community

**7.129** This section deals with policies that are necessary to secure a sustainable community. This includes:

- providing and promoting sustainable movement (public transport, reducing the need to travel particularly by the private car and improving the walking and cycling environment)
- promoting high quality design for buildings, places and spaces
- ensuring a range of community services are protected and provided, including health care, education and recreation
- securing planning obligations to meet anticipated demand arising from new development.

### 7.4.1 Sustainable movement

**7.130** The Core Strategy policy relates to implementing:

- strategic objective 1 by contributing regeneration and securing physical and socio-economic change
- strategic objective 5 by addressing climate change issues
- strategic objective 7 by effectively using open space and environmental assets
- strategic objective 9 transport and accessibility
- strategic objective 11 by contributing towards community well-being.

### Overview

**7.131** The way we travel and the travel choices available to us are fundamental contributors to the sustainability of the borough and London as a whole. Sustainable movement in Lewisham means contributing to a reduction in traffic congestion and therefore greenhouse gas emissions, which can positively impact the factors influencing climate change. This can be achieved by reducing car travel and improving accessibility through public transport, walking and cycling, particularly in those areas of the borough where accessibility is currently limited. These measures can improve street safety and air quality and contribute to the overall health and general well-being of residents.

**7.132** The Spatial Strategy contained in Section 6 has shown that the major generators of travel and the distribution of development is focused in town and district centres and those areas of the borough with good public transport accessibility. This ensures development patterns reduce the need to travel, especially by car.

**7.133** Walking is the most important mode of travel at the local level and offers the greatest potential to replace short car trips. Walking and cycling also have the potential to improve the health of the local community and can assist in reducing coronary heart disease, stroke and diabetes three conditions which the NHS Lewisham identifies as being significant for Lewisham's population.

**7.134** Lewisham has a well-developed and comprehensive formal network for cycling that features some high quality infrastructure, notably Waterlink Way. London Cycle Network Plus is funded by TfL and comprises most of the borough's investment planning.

**7.135** The Core Strategy ensures that the transport infrastructure schemes to be delivered in the borough over the next five years and beyond contribute to accessibility improvements. This relates to the extension of the East London Line (to become part of the London Overground network), additional capacity for mainline trains through the Thameslink programme, and major station improvements particularly at Lewisham and Deptford.

- 7.136** The policy has been prepared in accordance with PPG13 and the London Plan, and has been evidenced through a borough-wide Transport Study, a Deptford and New Cross Transport Study and a Lewisham Town Centre Transport Study.

### Core Strategy Policy 14

#### Sustainable movement and transport

1. The access and safety of pedestrians and cyclists throughout the borough will be promoted and prioritised.
2. A network of high quality, connected and accessible walking and cycling routes across the borough will be maintained and improved, including Waterlink Way, the South-East London Green Chain, the Thames Path, and new connections throughout the Deptford New Cross area.
3. A managed and restrained approach to car parking provision will be adopted to contribute to the objectives of traffic reduction while protecting the operational needs of major public facilities, essential economic development and the needs of people with disabilities. The car parking standards contained within the London Plan will be used as a basis for assessment.
4. Car free status for new development can only be assured where on-street parking is managed so as to prevent parking demand being displaced from the development onto the street. A controlled parking zone (CPZ) may be implemented where appropriate.
5. Travel plans will need to be submitted which meet or exceed the Department of Transport's thresholds for transport assessment and Transport for London guidance.
6. Cycle parking will be required for new development and TfL guidelines will be used to assess provision. Design will need to incorporate safe and secure cycle storage and parking as well as other facilities including showers and lockers, where appropriate.
7. The use of the River Thames, the rail network and the borough's strategic routes (Transport for London road network) will be supported as freight transport corridors.
8. Use of the River Thames for passenger transport and transport of construction and waste materials to and from development sites, where practicable, will be supported.
9. The Council will work with Transport for London, Network Rail and other partners to ensure the delivery of necessary transport infrastructure, as well as working with adjoining boroughs to address the cumulative impact of development by enabling more effective management of traffic and improving the environment for all users, including pedestrians, cyclists and public transport users.

#### Policy justification

- 7.137** The policy approach supports government policy and guidance, particularly PPG13, which promotes more sustainable transport choices through walking, cycling and public transport, adopting a restricted approach on parking to aid the promotion of sustainable transport and ensuring all new and existing developments of a certain size have travel plans.
- 7.138** The cumulative impacts of major developments on the transport infrastructure have been assessed through three transport studies, a borough-wide Transport Study, the North Lewisham Transport Study, and the Lewisham Town Centre Study.
- 7.139** The borough-wide Transport Study provides a strategic framework to guide investment in transport infrastructure on an area-wide and site-specific basis, including identification of potential sources of funding. The Study provides an integrated multi-modal strategy to support the Core Strategy and assesses the need to address existing strategic transport deficiencies.

This was supported by specific area transport studies for Deptford and New Cross and the Lewisham Town Centre to assess the cumulative impact of proposed development and recommend investment priorities to improve accessibility.

- 7.140** The three transport studies have made various recommendations to facilitate an improved pedestrian and cycling environment and ensure that major development contributes to improved public transport accessibility. The key projects have been included as part of the Core Strategy Infrastructure Schedule and will inform the prioritisation of monies collected through a planning obligation. 'Deptford Links' has been included as a project in the Mayor of London's 'Great Spaces Initiative'.
- 7.141** The three studies conclude that the transport investment currently taking place and/or planned (Thameslink, DLR three car extension, East London Line extension, Lewisham low h road layout, Kender triangle) combined with policies to ensure modal shift and improve the walking and cycling environment, will ensure that the growth planned for the borough can be accommodated on a variety of transport modes.
- 7.142** The application of the restraint-based parking standards within the London Plan will require a co-ordinated and parallel approach to the management of on-street parking supply if development and intensification are not to lead to an increase in on-street parking stress and an undermining of the effectiveness of those standards. The use of car clubs will contribute to the successful implementation of this policy.
- 7.143** Of particular note is the East London Line extension, between New Cross and West Croydon, and Dalston Junction, to open in 2010. New track and heavy-rail rolling stock will be introduced and will also provide station accessibility (access for all) improvements at Sydenham, Forest Hill, Honor Oak, New Cross and New Cross Gate.
- 7.144** The Council supports the southern extension to Lewisham of the London Underground Bakerloo line as outlined in the Mayor's Transport Strategy and Draft Replacement London Plan, and will work with Transport for London and other transport providers to ensure a suitable route.
- 7.145** The Core Strategy policy is aimed at supporting and delivering the measures set out within the Lewisham Local Implementation Plan (LIP) and reflects the LIP targets for transport over the next five years. The LIP is the borough's statutory transport plan to implement the London Mayor's Transport Strategy and provides the details on projects, proposals and programmes through to 2015. The LIP does not seek to increase capacity for motor traffic, its priority instead is to increase accessibility for people on foot, cycle and bus.
- 7.146** The policy is further justified by:
- PPS1 and the principle of integrating climate change considerations into all areas of spatial planning concerns, including transport
  - PPS3, which seeks to take a design-led approach to the provision of car-parking space that is well integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly
  - PPS4, which seeks to ensure that local authorities have regard to the accessibility of town centres, especially through public transport, walking and cycling, and that everyone has access to a range of facilities.
- 7.147** The Core Strategy supports the London Plan policies. Like all other London local authorities and Transport for London (TfL), the Council has a duty placed on it to secure the expeditious movement of traffic so far as may be reasonably practicable having regard to its other

obligations, policies and objectives.<sup>(139)</sup> The Spatial Strategy and the general Core Strategy policies, allied to the London Plan parking standards applied as part of a comprehensive approach to the management of parking supply, will be a major means of delivering this objective.

- 7.148** The Mayor's Transport Strategy provides the regional context for transport planning, setting out specific requirements for local authorities. The policy approach supports the fundamental direction of the Strategy, the investment in public infrastructure and public services necessary to accommodate London's growing population and economic activity in a sustainable way.
- 7.149** The Mayor's Best Practice Guidance Health Issues in Planning provides key healthy outcomes for transport issues, with a focus on encouraging walking and cycling. The policy supports the healthy outcomes for increased fitness, reduced risk of cardiovascular disease, reduced levels of air pollution and CO<sub>2</sub> emissions, reduced noise and improved mental health. This links with recent initiatives throughout the borough being undertaken by the NHS Lewisham.
- 7.150** The policy supports the Lewisham Air Quality Action Plan to deliver improved air quality within the borough. The focus is to reduce emissions from road transport, with an emphasis on balancing supply side measures, such as improved walking, cycling and public transport, and demand site management, such as traffic restraint and regulation.

### Signposts and evidence base

#### National

- Planning and Climate Change (Supplement to PPS1), December 2007
- PPS3 Housing
- PPS4 Planning for Sustainable Economic Growth
- PPG13 Transport
- Guide on Transport Assessment, Communities and Local Government and Department of Transport, March 2007

#### Regional

- London Plan, 2008
- Transport vision for a growing world city, November 2006
- London Freight Plan, 2007
- Transport Strategy, 2001
- Health Issues in Planning, Best Practice Guidance, 2007
- London Plan SPG Land for Transport Functions, 2007

#### Local

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Local Implementation (Transport) Plan, 2006
- Lewisham Borough-wide Transport Study, 2009
- Lewisham Town Centre Transport Study, 2009
- Deptford New Cross Transport Study, 2009
- North Lewisham Links Strategy, 2007
- Ravensbourne River Corridor Improvement Plan

139 Traffic Management Act 2004

## 7.4.2 High quality design for Lewisham

**7.151** The Core Strategy policies relate to implementing:

- strategic objective 1 by contributing to regeneration and securing physical and socio-economic change
- strategic objective 10 by protecting and enhancing Lewisham's character
- strategic objective 11 by improving community well-being.

### Overview

**7.152** High quality, well-designed new development is a key factor that will contribute to the long-term sustainability of communities in Lewisham. In order to be successful new development must meet the qualities required by national and regional policy and guidance and also reflect and be sympathetic to the local physical and social characteristics of the borough.

**7.153** Lewisham has distinctive topographical characteristics, which will need to be considered as part of any development proposal. This was broadly outlined in the Spatial Strategy contained in Section 6 and has the following key characteristics:

- The Ravensbourne Valley passes from north to south through the borough surrounded by low hills topped with open spaces which provide a framework of local views and panoramas which will continue to be protected.
- The major town centres of Lewisham and Catford are located in this valley where major development is proposed.
- Lewisham Gateway is sited on the confluence of the rivers Ravensbourne and Quaggy, which should be enhanced in development proposals.
- The Sydenham Ridge forms the south-western boundary of the borough and is visible from within the borough. It forms a wooded skyline feature that the Council would wish to preserve.
- Most of the borough south of the A2 is suburban in character comprising well-integrated areas of mostly good quality residential development of varying styles, age and character.
- The borough north of the A2 (Deptford/New Cross) is flat and horizons are narrower and that, combined with a fragmented street network, means it is difficult to navigate.
- Large areas of the borough are designated as conservation areas and Areas of Archaeological Priority.
- A framework of local landmark buildings has been identified which add character and interest to the skyline of the borough.
- Two protected vistas of the dome of St Paul's Cathedral viewed from Greenwich Park and Blackheath Point pass across the north of the borough. These vistas are set within a London Panorama as viewed from Greenwich Park and Blackheath Point as defined in the View Management Framework of the London Plan. These Protected Vistas and the London Panorama act to manage the design and placement of tall buildings in the north of the borough to enhance the panorama and preserve the view of St Paul's.
- The River Thames provides the borough's northern boundary.

- 7.154** The Government, specifically through PPS1 and PPS3, has a strong focus on ensuring good quality design but does not specify particular styles except in special circumstances.<sup>(140)</sup> Design must lead to sustainable places.
- 7.155** PPS5 sets out the Government’s planning policies on the conservation of the historic environment.<sup>(141)</sup> This provides for heritage assets and the national interpretation of the Town and Country Planning Acts for conservation areas, listed buildings, locally listed buildings and other local features such as boundary markers and water troughs, and archaeological remains.
- 7.156** The London Plan has policies on a range of design issues including compact city, density, tall buildings, strategic views, the River Thames and accessibility to buildings. We need to determine how we include a locally distinctive element to design while using existing national and regional policies already in existence.
- 7.157** It should be noted that sustainable design and construction and Lewisham’s river and waterways network is dealt with in Section 7.3 of the Core Strategy. The Core Strategy design policies cover the following areas:
- improving design for Lewisham
  - conserving Lewisham’s historic environment
  - the location and design of tall buildings
  - protected vistas and the London panorama and local views, landmarks and panoramas.
- 7.158** The policies have been prepared in accordance with PPS1, PPS3, PPS5, are in conformity with the London Plan and evidenced through various local masterplans and urban design frameworks, and the Tall Buildings Study.

### Core Strategy Policy 15

#### High quality design for Lewisham

1. For all development, the Council will:
  - a. apply national and regional policy and guidance to ensure highest quality design and the protection or enhancement of the historic and natural environment, which is sustainable, accessible to all, optimises the potential of sites and is sensitive to the local context and responds to local character
  - b. ensure design acts to reduce crime and the fear of crime
  - c. apply the housing densities as outlined in the London Plan, except where this is not appropriate to preserving or enhancing the characteristics of conservation areas
  - d. use Building for Life standards to assess major planning applications to ensure design quality in new housing schemes
  - e. ensure development is flexible and adaptable to change
  - f. ensure any development conserves and enhances the borough’s heritage assets, and the significance of their settings, such as conservation areas, listed buildings, registered parks and gardens, scheduled monuments and the Maritime Greenwich World Heritage Site.

140 PPS1, Sustainable development and PPS3, Housing

141 PPS5, Planning for the historic environment

## Core Strategy Policy 15

Cont...

2. The Spatial Strategy in Section 6 identifies the **Regeneration and Growth Areas, District Hubs, Activity Hubs, Local Hubs,** and **Areas of Stability and Managed Change** and describes their character. Within each strategy area the design of new development must meet various challenges, determined to a large extent by its context, size, purpose, and public transport accessibility. Specifically each strategy area will need to address.

### Regeneration and Growth Areas

3. Development should achieve the following design aims:
  - a. Achieve 'central' density levels within the Lewisham Major Town Centre.
  - b. Achieve 'urban' density levels in Catford Town Centre.
  - c. New developments in Lewisham and Catford town centres should result in a radical upgrading of the social and physical environment and, in order to be successful, will need to allow for tall buildings of the highest design quality where they improve and add coherence to the skyline, and do not cause harm to the surrounding environment, including the significance of heritage assets.
  - d. In the Deptford and New Cross area, urban design policy will aim to establish visual links with the Thames, increase the connectivity of the street network, improve the streetscape, and create a sense of place with radical improvements to the social and physical environment. Tall buildings may be appropriate in certain locations subject to Core Strategy Policy 18.
  - e. The New Cross/New Cross Gate Town Centre has a number of development opportunities which need to preserve and respect the character of the adjacent conservation areas and the setting of listed buildings.
  - f. Deptford Town Centre has development opportunities around the station and for the creation of new civic spaces and facilities. These should act to preserve or enhance the character of the conservation area, respect the continued functioning of the street market, and create a new sense of place and focus which will support and increase the vitality and viability of the centre.
  - g. Development within the Mixed Use Employment Locations (MELs) will need to create new places in areas that currently lack identity and will build on existing landscape features to preserve local distinctiveness.

### District Hubs

4. Development should achieve the following design aims to maximise the unique character and potential of each centre and improve accessibility and the overall environment with the highest quality design to ensure new development at:
  - a. Sydenham, Forest Hill, Lee Green and Blackheath preserves or enhances the historic character and significance, and that of the surrounding residential areas within a conservation area

### Core Strategy Policy 15

Cont...

- b. Forest Hill improves pedestrian connections to the station, throughout the town centre and to the surrounding neighbourhoods with an improved streetscape and public realm
- c. Sydenham supports physical and environmental improvements to the High Street
- d. Lee Green improves the civic space and connections between sites with mixed use development.

#### Local Hubs

- 5. Development should achieve the following design aims:
  - a. New development at Brockley Cross and Hither Green should improve pedestrian environment and feelings of security particularly for the approaches to Hither Green and Brockley stations and enhance their local distinctiveness. Development should achieve an overall upgrade in the urban quality and general amenity.
  - b. New development at Bell Green should seek to achieve a better urban quality with high quality landscaping and a green landscaped link to the long distance foot and cycle path along the western boundary of the site.

#### Areas of Stability and Managed Change

- 6. Development should achieve the following design aims:
  - a. The scale and type of development will generally be smaller scale than other parts of the borough respecting conservation areas, listed buildings and the scale of surrounding residential character.
  - b. 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.
  - c. Redevelopment opportunities near stations may provide scope for higher density redevelopment. The primary considerations will be accessibility to public transport, local character and urban design principles which aim to establish place making as part of any redevelopment.
  - d. Small household extensions and adaptations to existing housing will need to be designed to enhance the street scene, protect neighbour amenity and ensure that the living conditions proposed are satisfactory.
  - e. Conservation areas will be protected from inappropriate built development and change that enhances residential character will be considered acceptable.
  - f. Development should enhance the identity and distinctiveness of Downham District Centre.

The Southend Village, Bromley Road Supplementary Planning Document provides a coherent design framework that seeks to regenerate this area and will be used to guide development, while recognising that little remains of the old village centre.

## Core Strategy Policy 16

### Conservation areas, heritage assets and the historic environment

The Council will ensure that the value and significance of the borough's heritage assets and their settings, which include the Maritime Greenwich World Heritage Site, conservation areas, listed buildings, archaeological remains, registered historic parks and gardens and other non designated assets such as locally listed buildings, will continue to be monitored, reviewed, enhanced and conserved according to the requirements of government planning policy guidance, the London Plan policies, local policy and English Heritage best practice.

The Council will work with its partners, including local communities, to ensure that the borough's heritage assets and those yet to be identified will be valued positively and considered as central to the regeneration of the borough as detailed in the Core Strategy spatial policies.

The World Heritage Site buffer zone for the Maritime Greenwich World Heritage Site is identified on the Proposals Map (see also Core Strategy Policy 18). The Council will ensure that its Outstanding Universal Value, integrity and authenticity will be protected and enhanced and will ensure the implementation of the World Heritage Site Master Plan.

The Council will continue to review its conservation areas, designating new ones and preparing associated management plans and policies to conserve their character.

### Policy justification

- 7.159** New development should be of high quality design, have an inclusive layout and improve the character and quality of an area. PPS1 includes the delivery of safe, healthy and attractive places as one of the main criteria for the achievement of sustainable development. PPS1 defines good design as 'ensuring attractive, usable, durable and adaptable places'. The policies support PPS1, which states that design that fails to take opportunities to improve the character and quality of an area should not be accepted.
- 7.160** PPS3 states that the planning system should deliver high quality housing that is well designed and complements the neighbouring buildings and the local area in scale, density, layout and access. The Department for Communities and Local Government (CLG) and the Commission for Architecture and the Built Environment (CABE) have published detailed guidance which supports good urban design and ways of achieving sustainable, high quality developments that are safe and secure, inclusive and accessible to all. All these aims contribute to the long term sustainability of places by creating environments which are well used and popular, and where people feel welcome. The strategy will not only improve the conditions for people living within the borough, but also create a positive image for attracting new inward investment.
- 7.161** PPS5 and the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 provides the basis for the Council's stance towards the borough's heritage assets. The preservation of the historic environment and the well-loved and known significant buildings and other historic features of Lewisham contributes to a sense of place and continuity. It is a primary means of creating and maintaining a local sense of identity. The Council's evidence base including the Lewisham Borough Wide Character Study and the Lewisham Tall Buildings Study provide further details on local heritage assets, and character areas.

- 7.162** The historic environment is also an important asset of the local economy, by providing high quality attractive environments with the potential for tourism. The Core Strategy seeks to regenerate Lewisham by the development of a number of large sites. Historic assets existing within these areas create opportunities to inspire high quality and innovative design and to create new places with heritage assets at their centre.
- 7.163** The Lewisham Local Cultural Strategy, highlighted the way in which the urban landscape can influence people's perceptions and behaviour. Innovative improvements to the streetscape and the quality of urban design can bring real benefits in access and safety. Lewisham is one of London's greenest boroughs and the care and management of the built historic environment and its natural heritage and ecology are among the Council's highest cultural priorities.
- 7.164** The policies support the London Plan policies for design, accessibility, safety by design, tall buildings, the management of local distinctiveness, built heritage and heritage conservation and the national guidance listed below.
- 7.165** The Council has prepared informal urban design frameworks for the borough on which the details of the policies are based. These include urban design frameworks for Forest Hill, Brockley and Hither Green which set out in detail the aims for development in these centres. The Council has also prepared the Southend Village, Bromley Road Supplementary Planning Document which highlights how sites in that area could be redeveloped to create a new 'sense of place'.
- 7.166** The Deptford New Cross Masterplan examined the development potential of a number of sites in the north of the borough and looked at how development could improve the wider area and local neighbourhoods. The masterplan identified that the area was dominated by inward looking housing areas with a fragmented street network, made worse by the number of railway lines on viaducts, which reduced the ability to walk and cycle within the area. It found that links to local parks and the Thames were few and that the area suffered from a poor overall environmental quality. The policy seeks to remedy these faults to the benefit of local residents who also suffer from some of the highest levels of socio-economic deprivation in the borough, by ensuring that new development is high quality, addresses severance issues and improves connectivity, and upgrades the overall environment in line with the design aims of the Core Strategy.

### Core Strategy Policy 17

#### **The protected vistas, the London panorama and local views, landmarks and panoramas**

1. To protect their role in creating identity and assisting wayfinding:
  - a. protected vistas and the London panorama, will be managed in accordance with strategic and local guidelines, specifically the London Plan policies and the London Plan Supplementary Planning Guidance View Management Framework
  - b. local views, landmarks and panoramas identified on the Proposals Map will be managed to ensure that new development does not impede or detract from local views or obscure local landmarks.

## Core Strategy Policy 18

### The location and design of tall buildings

1. Tall buildings may be appropriate in specific locations identified by the Lewisham Tall Buildings Study. These locations are Lewisham and Catford town centres, Convoys Wharf, Oxestalls Road, Plough Way and Surrey Canal Triangle. Within these locations the Study identifies further details of areas which may be appropriate, inappropriate or sensitive to tall buildings. All tall building proposals should be accompanied by detailed urban design analysis to assess its impact upon the immediate and wider context.
2. Tall buildings will be considered inappropriate where they would cause harm to the identified qualities of the local character, heritage assets, landscape and open space features listed below:
  - a. World Heritage Site of Maritime Greenwich, the setting of the World Heritage Site, and the World Heritage Site Buffer Zone
  - b. London panoramas, protected vistas as defined in the London Plan and local views and landmarks
  - c. conservation areas and their settings
  - d. Metropolitan Open Land and other open spaces including London squares
  - e. historic parks and gardens
  - f. listed buildings and their settings
  - g. Sydenham Ridge Area of Special Character, which comprises a topographical feature where tall or bulky buildings would affect the skyline and have an adverse effect on the landscape and local residential amenity
  - h. riverside environments where tall buildings might harm biodiversity interests through overshadowing
  - i. existing residential environments and their amenity.
3. Tall buildings will need to be of the highest design quality. The silhouette, crown and bulk of the building will be important considerations, as will its contribution to an interesting skyline and its visual impact and interest at street level. In order to assess this the Council will use the guidelines issued jointly by CABE and English Heritage.<sup>(142)</sup>
4. Tall buildings close to the Thames will be assessed in consultation with the Port of London Authority, to gauge possible interference with navigational communications which operate on a line of sight basis.
5. Tall buildings will be assessed in relation to the flight path safeguarding for Biggin Hill and London City airports.
6. An assessment will be made on the potential developmental, overshadowing or micro-climatic problems at street level.

### Policy justification

- 7.167** The Council has prepared a Tall Buildings Study using the methodology developed by CABE and English Heritage. Its purpose is to assess whether particular locations are suitable for tall buildings as part of higher density, mixed use regeneration programmes within Lewisham's Regeneration and Growth Areas (see Spatial Policy 2). Tall buildings are defined for the purposes of this policy as:

142 Guidance on Tall Buildings, CABE and English Heritage, July 2007

- buildings that are significantly taller than the predominant height of buildings in the surrounding area and/or
- buildings that have a notable impact on the skyline of the borough and/or
- buildings that are more than 25 metres high adjacent to River Thames or more than 30 metres high elsewhere in the borough.<sup>(143)</sup>

- 7.168** Maximising the potential of sites does not necessarily imply building tall buildings. In the past poorly designed high-rise housing developments have not necessarily delivered high quality development or usable public space. However, tall buildings when appropriately designed and located can make an immense contribution to the regeneration of an area, by acting as a landmark, raising the profile of an area and its urban quality, and helping to improve the skyline.
- 7.169** Large scale buildings which are intensively used are likely to have a greater impact than other building types because they are more visible and are likely to generate more movement and activity, and need to be located close to good transport facilities. They therefore need to be flexible and adaptable and be extremely well designed in line with the above policy.
- 7.170** Tall buildings can have significant impacts and these need to be judged carefully in relation to the important and significant elements of the built and natural environment. Core Strategy Policy 18 identifies features of the borough where proposals for tall buildings will require careful assessment. Policy HE.9 in PPS5 provides the considerations that will be applied in assessing harm to the significance of a heritage asset and the nature of the justifications required in order to accept any loss or harm.
- 7.171** The Council's Borough Wide Character Study is a detailed examination of Lewisham's places, character areas, and the typology of development. This supports the Council's approach to development throughout the Core Strategy, which seeks to ensure that any building proposal will need to be appropriate to the scale and context of the surrounding environment. Where an Environmental Impact Assessment is required as part of a planning application it must include an accurate visual modelling of the proposed scheme.<sup>(144)</sup>
- 7.172** The north of the borough is traversed by two protected vistas from Greenwich Park (General Wolfe's Statue) and Blackheath Point to the dome of St Paul's Cathedral defined by Directions of the Secretary of State. These vistas are set within a London panorama described in the Mayor of London's View Management Framework Supplementary Planning Guidance. The intention of this guidance and the directions is to manage the panoramic views of London and St Paul's Cathedral by ensuring that new tall development does not compromise the experience of the view, and to preserve the crucial elements of the identified landmarks and paramount townscape features within the view.
- 7.173** The World Heritage Site of Maritime Greenwich is also relevant to the location of tall buildings within the borough as sites along the river within Lewisham have been identified as being potentially sensitive to tall buildings in a document prepared by the World Heritage Site Coordinator.<sup>(145)</sup> The Maritime Greenwich World Heritage Site Buffer Zone is considered inappropriate for the location of tall buildings.
- 7.174** Locally a number of important local views have been identified for protection. These are considered to be locally significant panoramas seen from the public open spaces on the low hills that surround the Ravensbourne Valley. It is considered that they are important features

143 The Town and Country Planning (Mayor of London) Order 2008

144 See Appendix D, London View Management Framework Supplementary Planning Guidance

145 Important Views and Tall Buildings: Maritime Greenwich A World Heritage Site: Greenwich World Heritage Site Co-ordinator, November 2006

of the local character and topography of the borough. A significant local view of the Thames has also been identified as seen from the listed buildings at Deptford Wharf. This local view will also act to preserve the setting of the listed buildings. In addition, a number of significant local landmarks have been identified and are considered to add to the essential quality of the local environment providing interest to the skyline and adding to the diversity of the townscape.

### Signposts and evidence base

#### National

- PPS1 Delivering Sustainable Development
- PPS3 Housing
- PPS5 Planning and the Historic Environment
- PPS12 Creating Strong Safe and Prosperous Communities through Local Spatial Planning
- PPG13 Transport
- PPS25 Development and Flood Risk
- London Squares Act 1932
- By Design, CABI, 2000
- Building for Life, CABI, Home Builders Federation and Design for Homes
- Guidance on Tall Buildings, CABI and English Heritage, 2007
- Draft PPS 15 Planning for the Historic Environment, 2009
- Circular 07/2009 Circular on the Protection of World Heritage Sites, 2009
- Safer Places, The Planning System And Crime Prevention: DCLG, 2004
- Secured by Design, ACPO
- Planning and Disabled People: a good practice guide: DCLG, 2003

#### Regional

- London Plan, 2008
- London Plan SPG View Management Framework, 2007 and Secretary of States Directions 2007 for Protected Vistas
- Revised London Plan SPG View Management Framework, 2010
- London Plan SPG Tall Buildings, 2007

#### Local

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Borough Wide Character Study, 2010
- Lewisham Local Cultural Strategy, 2002
- Lewisham's Conservation Area Appraisals and Management Plans
- Locally Listed Buildings
- Important Views and Tall Buildings: Maritime Greenwich A World Heritage Site: Greenwich World Heritage Site Co-ordinator, November 2006
- Tall Buildings Study: Lewisham Planning, 2009
- Southend Village, Bromley Road Supplementary Planning Document
- Forest Hill, Brockley and Hither Green Urban Design Frameworks
- Deptford New Cross Masterplan
- Biggin Hill and London City Airport Safeguarding Maps
- Areas of Archaeological Priority for Lewisham: English Heritage

### 7.4.3 Community services

**7.175** This Core Strategy policy relates to implementing:

- strategic objective 1 by contributing to regeneration and securing physical and socio-economic change
- strategic objective 11 by improving community well-being.

#### Overview

**7.176** The Council wishes to ensure a thriving environment in which people can live, work and learn. Sustainable communities can only exist where a network of appropriately located facilities is provided within a local area. Education and health facilities are considered two essential basic services and are supplemented through other community, leisure, arts, cultural, entertainment and emergency services, and sports and recreational facilities.

**7.177** Lewisham has many practical strategies to tackle social exclusion and has been at the forefront of national initiatives such as Neighbourhood Renewal and Sure Start. Lewisham's activity has not only been a response to national strategies; the Council has used its knowledge about the needs of its communities to design services to address local needs.

**7.178** The Government through PPS1 requires the Core Strategy to promote development that creates socially inclusive communities. In particular the Council needs to ensure the social impacts of development are considered and taken into account and social inequalities are reduced. <sup>(146)</sup>

**7.179** In education, a number of national programmes are changing the way in which new schools are run and enhancing the role of all schools in local communities. The Core Strategy seeks to provide a positive policy framework to enable the borough to excel at all levels in educational provision and achievement.

**7.180** The Core Strategy also facilitates positive improvements to Lewisham's health and well-being. In the context of spatial planning this definition widens the scope for the planning system to influence health. The role of planning is not limited to the provision of health facilities. It has been expanded to ensure that the design of new development takes account of issues such as enabling walking and cycling, providing formal and informal community meeting spaces and sports facilities and green spaces, providing local shops, and reducing the fear of crime and mental well-being. Many of these aspects were highlighted in the discussion on Lewisham's Spatial Strategy and have been included in other Core Strategy policies.

**7.181** Nationally and locally there is a drive to increase participation in physical and social activity and to encourage improvements in health and well-being. Sport England has an ambition to get two million people more active in sport by 2012 and to make sure that the participation is sustained.

**7.182** The Core Strategy policies cover the provision and support for a range of community and recreational facilities, including health and education facilities and resisting the loss of such facilities.

**7.183** The policies are in accordance with PPS1, PPS12, PPG17 and the London Plan, and have been evidenced through a Local Infrastructure Delivery Plan and supported by an Infrastructure Schedule.

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146 PPS1, paragraph 16

## Core Strategy Policy 19

### Provision and maintenance of community and recreational facilities

1. The Council will work with its partners to ensure a range of health, education, policing, community, leisure, arts, cultural, entertainment, sports and recreational facilities and services are provided, protected and enhanced across the borough. The work of the Lewisham Infrastructure Delivery Plan and the relevant corporate plans and strategies of partners will be used to inform provision.
2. The Council will apply the London Plan policies relating to healthcare, education and community and recreational facilities to ensure:
  - a. there is no net loss of facilities
  - b. the needs of current and future populations arising from development are sufficiently provided for
  - c. the preferred location for new uses will be in areas that are easily accessible and located within close proximity of public transport, other community facilities and services and town and local centres
  - d. co-location of services and multi-use facilities are encouraged and supported
  - e. a safe and secure environment is created and maintained.

## Core Strategy Policy 20

### Delivering educational achievements, healthcare provision and promoting healthy lifestyles

1. This Council will support the:
  - a. Local Education Authority's School Implementation Plan contributing to the Building Schools for the Future (BSF) and the Primary Capital programmes to rebuild or improve all schools within the borough
  - b. enhancement of Goldsmiths College, Lewisham College and the Laban Centre to improve the quality of teaching, learning and research in Lewisham
  - c. the broad range of education and training opportunities provided by local groups to strengthen local skill levels.
2. The Council will work with its partners, particularly the NHS Lewisham and NHS South London and Maudsley, to:
  - a. support the implementation of the NHS Lewisham Commissioning Strategy Plan
  - b. improve health and promote healthy lifestyles across the borough by:
    - i. exploring new ways to improve opportunities for healthy and active lifestyles
    - ii. ensuring that the potential health impacts of development are identified and addressed at an early stage in the planning process
    - iii. supporting the Lewisham University Hospital, health centres and GP surgeries
    - iv. reducing health inequalities across the borough.

**Policy justification**

- 7.184** The policy supports PPS1, which seeks to meet the diverse needs of all people in existing and future communities, promoting personal well-being, social cohesion and inclusion, and creating equal opportunities for all citizens. The Government is committed to developing strong, vibrant and sustainable communities, where these issues are addressed through partnership working and effective community involvement.<sup>(147)</sup>
- 7.185** The policies are consistent with the London Plan, which aims to protect and enhance social infrastructure and community facilities. This encompasses the voluntary and community sector.
- 7.186** The policies are consistent and support the implementation of the Lewisham Social Inclusion Strategy. The strategy helps to ensure that all relevant services can work together to achieve social inclusion for all. The Council cannot deliver this strategy alone and recognises the need to make effective partnerships with public, private and voluntary sector providers.
- 7.187** The London Plan requires boroughs to assess the need for social infrastructure and community facilities and ensure that they are capable of being met wherever possible. Adequate provision for these facilities is particularly important in major areas of new development and regeneration. They should be provided within easy reach by walking and public transport. New community and recreational facilities will be encouraged throughout Lewisham and the net loss of such facilities must be resisted and increased provision sought, to deal with the increased population and to meet existing deficiencies. The policy emphasises that there should be no net loss of facilities. Existing floorspace and facilities will be protected except where provision is being reconfigured, upgraded or is being re-located in order to improve services and meet identified needs as part of a published strategy by a local service provider. In all such cases the Council will need to be satisfied that the overall level of social and community provision is improved and there is no demand for an alternative social and community use for that floorspace. The policy approach will ensure facilities are fit for purpose and provide sufficient flexibility to meet the needs of both the providers and local communities.
- 7.188** The policies have been evidenced through an Infrastructure Delivery Plan prepared in partnership with various stakeholders to assess existing and future needs.<sup>(148)</sup>

**1. Education**

- 7.189** A number of national programmes are changing the way in which new schools are run and enhancing the role of all schools in local communities.<sup>(149)</sup> The Core Strategy seeks to provide a positive policy framework to enable the borough to excel at all levels in educational provision and achievement.
- 7.190** The borough's 92 schools, the higher education institution Goldsmiths College (University of London), the further education institution Lewisham College and the Laban Centre play a central role in contributing to Lewisham's regeneration. This is supplemented through the borough's 12 libraries, which make a significant contribution to the development of basic skills and life-long learning.

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147 PPS1, paragraphs 15, 16

148 Such as the Lewisham Strategic Partnership (LSP) including the NHS Lewisham, the Local Educational Authority, Council Directorates, Goldsmiths College, Lewisham College, and the NHS South London and Maudsley (SLAM)

149 Building Schools for the Future (BSF) programme for secondary schools and the Primary Capital programme for primary schools

## 2. Health

- 7.191** The NHS Lewisham Joint Strategic Needs Assessment has identified the following health priorities for the borough:<sup>(150)</sup>
- improved health equalities and public health
  - improved life expectancy
  - improved quality of life and greater life expectancy for older people.
- 7.192** The Council is working with the NHS Lewisham and other partners to improve the health and well-being of local people. One of the main focuses for the Lewisham Local Area Agreement is to tackle health inequalities and to improve the quality of life for older people by helping them live healthy, active, independent lives. New health facilities recently completed include the Downham Health and Leisure Centre, the Waldron Centre in New Cross, and Kaleidoscope in Catford.
- 7.193** The provision of as many services and facilities as practical near to home will encourage walking and cycling with consequential health benefits. The borough is generally one of the least active in the UK as a whole, with significant low levels occurring in the most deprived wards in the north and in the south of the borough.<sup>(151)</sup> These areas also correspond with lower levels of overall health.
- 7.194** The Director of Public Health has identified ways in which the problem of child and adult obesity and associated problems can be tackled. The Core Strategy contributes to the health agenda by providing and safeguarding walking and cycling routes in order to access green space for sport, play and recreation to increase physical activity. These issues were covered in sections 7.3.3 and 7.4.1.
- 7.195** Creating healthier communities and promoting health through development are becoming more of a priority, and this is set out in PPS1. Health policy is now more focused on health and well-being rather than illness and treatment and increasingly over the last few years the importance of health issues has increased within the planning system.<sup>(152)</sup> The importance in spatial planning of delivering sustainable communities now involves planning to help address health inequalities and the provision of health services.

## 3. Recreation facilities

- 7.196** Lewisham's PPG17 Study assesses the sport and recreation facilities within the borough looking at current and future demands. The policy supports the recommendations to maintain and improve existing facilities and facilitate new provision.
- 7.197** The recognition of the increasing role schools have to play in their local community and the new investment in school sport demonstrates the importance of providing the right facilities, in the right location, to maximise benefits for school and community users alike. As Lewisham's population is getting younger and more ethnically diverse, this potentially leads to a greater demand for a wider variety of sports facilities. Lewisham Council's Sport and Leisure Service sees local schools playing a vital role in the provision of sports facilities and activities. The BSF programme is a 'once-in-a-lifetime' opportunity to provide cost-effective high quality sports facilities for use for curriculum and community purposes.

150 2009

151 Sport England Active People Survey, 2006. Evelyn, New Cross (north), Bellingham, Downham, Whitefoot (south)

152 NHS 2004

#### 4. Community facilities

- 7.198** The London Plan reviews the types of social infrastructure that require consideration by local authorities. The policy identifies a number of further community facilities that must be assessed and the net loss of such facilities must be resisted and increased provision sought. The Lewisham IDP assessed community facilities as part of the social infrastructure topic. The community facilities specifically addressed were early years, community centres, community halls, offices for voluntary organisations and places of worship. The IDP supports the London Plan policy to protect and enhance facilities, in particular those identified as essential infrastructure and included in the Core Strategy (Appendix 7). It should also be noted that community groups often meet at more informal premises, such as local pubs, which provide meeting rooms or space and re-provision of such facilities should be assessed if a change of use is proposed.

#### Signposts and evidence base

##### National

- PPS1 Delivering Sustainable Communities
- PPS12 Creating Strong Safe and Prosperous Communities through Local Spatial Planning
- PPG17 Planning for Open Space, Sport and Recreation

##### Regional

- London Plan, 2008
- London Plan SPG Planning for equality and diversity in London, 2007

##### Local

- Shaping our future: Lewisham's Sustainable Community Strategy 2008-2020
- Lewisham Social Inclusion Strategy (2005-2013), 2005
- Lewisham Joint Strategic Needs Assessment, 2009
- Lewisham PCT Commissioning Strategy Plan 2008-2012
- Local Education Authority School Plan
- Lewisham Infrastructure Delivery Plan, 2010
- Lewisham Physical Activity, Sport and Leisure Strategy, 2006
- Lewisham School Sports Facility Strategy, 2006
- An Assessment of Open Space, Sport and Recreation (PPG17 Compliant), 2009

#### 7.4.4 Planning obligations and community infrastructure levy

**7.199** This Core Strategy policy plays a role in collectively implementing each of the strategic objectives.

##### Overview

**7.200** The Council, as planning authority, will be responsible for ensuring that the environmental and infrastructure improvements and community facilities required as a result of development are secured and implemented in an appropriate manner. The funding and delivery of this will be secured via a planning obligation agreement or by conditions attached to any planning permission.

**7.201** A planning obligation is an agreement between the local planning authority and persons with an interest in the land (or 'developers') that seeks to make acceptable developments which would otherwise be unacceptable in planning terms. Planning obligations can be used to prescribe the nature of development, to compensate for the loss or damage created by a development or to mitigate a development impact and can relate to a range of issues including affordable housing, transport improvements, environmental improvements and the provision of facilities. Obligations must be:

- necessary to make the proposed development acceptable in planning terms
- relevant to planning
- directly related to the proposed development
- fairly and reasonably related in scale and kind to the proposed development
- reasonable in all other respects.

**7.202** The legal framework for planning obligations is Section 106 contained within the Town and Country Planning Act 1990 (as substituted by the Planning and Compensation Act 1991) and Circular 05/2005. In accordance with the requirements of the Circular, planning obligations will be related to the needs and demands generated by each development and will not be used to resolve existing deficiencies in infrastructure provision. Individual developer obligations will fall into two categories:

- site specific requirements that are essential to enable development the site, i.e. site specific highways works, contamination works, enabling infrastructure
- national, regional or local policy requirements and area based infrastructure requirements, i.e. affordable housing, transport, open space and sustainability.

**7.203** In 2009 The Government consulted on proposals to introduce the Community Infrastructure Levy (CIL), which will be a new charge that local authorities in England and Wales will be empowered to charge on most types of new development in their areas. CIL charges will be based on simple formulae which relate the size of the charge to the size and character of the development paying it. The proceeds of the levy will be spent on local and sub-regional infrastructure to support the development of the area.

**7.204** Part 11 of the Planning Act 2008 provides the legislative basis for CIL. Regulations implementing CIL came into force on 6 April 2010. The Council will investigate the possibilities of introducing CIL during the lifetime of the Core Strategy.

## Core Strategy Policy 21

### Planning obligations

1. The need to provide infrastructure, services and/or facilities to address the impact of new development will be considered by the local planning authority from the outset of the planning application process.
2. The Council will seek planning obligations in accordance with Circular 05/05 to ensure effective implementation of the Core Strategy.
3. The Council will prepare a Planning Obligations Supplementary Planning Document to provide further guidance on the likely type, scale and priority of planning obligations and the methodology for calculating formula based obligations, where it is appropriate to do so.

### Policy justification

- 7.205** Circular 05/05 Planning Obligations, provides guidance on the use of planning obligations in England under Section 106 of the Town and Country Planning Act 1990 as substituted by the Planning and Compensation Act 1991.
- 7.206** The Council has produced an Infrastructure Delivery Plan (IDP) to assess the requirements for a range of physical, social and green infrastructure that may be needed over the plan period of 15 years. The IDP looks at current and planned supply and the likely demand for such infrastructure if the forecast population growth is achieved. The use of planning obligations will assist in the delivery of that infrastructure.
- 7.207** The policy supports the London Plan, which states that boroughs should set out a clear framework for negotiations on planning obligations in their development plans. The provision of affordable housing and public transport should generally be given the highest importance, with priority also given to learning and skills, health facilities and services, and childcare.
- 7.208** To facilitate effective delivery, the Council will prepare a supplementary planning document (SPD) to provide a framework for negotiating planning obligations including formula based approaches where appropriate. The SPD will address a range of topics including but not limited to transport, education, open space, energy efficiency and affordable housing, and will provide further guidance on the likely type, scale and priority of obligations sought.

### Signposts and evidence base

#### National

- Planning and Compulsory Purchase Act 2004
- Circular 05/2005 on Planning Obligations
- Planning Act 2008
- Community Infrastructure Consultation Documents July 2009: DCLG

#### Regional

- London Plan, 2008

#### Local

- Planning Obligations Supplementary Planning Document

## 8.1 What is a strategic site allocation?

**8.1** The Lewisham Spatial Strategy as detailed in Section 6 showed where and how growth and development would be focused and managed in the borough. Strategic sites are those sites considered central to the achievement of that strategy.<sup>(153)</sup> There are several key development opportunities identified in the evidence base that individually and collectively are of a scale and significance that make them central to the success of the Core Strategy.

**8.2** The strategic sites are located within the Regeneration and Growth Areas and will play a crucial role in place making by creating new places and enabling a transformation of the wider area. The sites are currently under-performing in terms of land use capacity and economic potential, and provide redevelopment opportunities to achieve the Council's corporate strategic aims for the regeneration of the borough. In recognition of their role, and to enable progress as quickly as possible, the development of the strategic sites is promoted directly through policies, explanatory text and illustrative diagrams in the Core Strategy rather than the Site Allocations DPD or an area action plan. Five strategic sites have been identified:

- Convoys Wharf
- Surrey Canal Triangle
- Oxestalls Road
- Plough Way
- Lewisham Gateway.

**8.3** The first four sites in the above list are designated as Mixed Use Employment Locations in recognition of the emphasis that will be placed on employment in offices, workshops and other industrial and commercial buildings in the redevelopment of these sites. Core Strategy Policy 4 in Section 7.2.1 provides an overarching Mixed Use Employment Location policy.

**8.4** The allocated sites are considered strategic as redevelopment can collectively transform the physical environment and achieve place making objectives by delivering a comprehensive range of regeneration outcomes in the borough's most deprived areas focused on the provision of:

- significant numbers of new homes to meet local housing need and contribute to Lewisham meeting its housing target
- a range of economic, employment and training opportunities focusing on flexible business and light industrial uses, which contribute to the continuing functioning of the Lewisham and London economy
- accessibility improvements (public transport, pedestrian and cycle)
- infrastructure provision (physical, social and green)
- public realm improvements.

**8.5** A number of other sites within the borough will be allocated through the Site Allocations DPD or an area action plan. These sites will contribute to the delivery of the Core Strategy, however, they will not deliver all of the above outcomes and therefore do not need to be progressed through the Core Strategy.

## 8.2 Masterplan requirements

**8.6** In view of the importance and complexity of the strategic sites, to ensure a comprehensive approach to their development and enable local communities to help further shape the proposals, specific proposals will need to be progressed in the context of a site-wide

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153 PPS12, paragraph 4.6

masterplan. The masterplan will need to be prepared by the prospective applicant and will be based on an analysis of the site and its context and set out an overall development strategy that will form the basis of a planning application for the site.

- 8.7** A masterplan is seen as a requirement as the location and size of the identified strategic sites and the scale of development proposed, means that place making must be at the heart of any proposals. The masterplan will set the context within which individual proposals will come forward. These sites are considered essential to delivering the Core Strategy and the strategic sites will need to set high standards of design quality and deliverability.

### Strategic Site Allocation 1

#### Requirements for strategic site allocations

1. For each strategic site allocation, a site masterplan must be prepared by the prospective applicant/s with the involvement of landowners, local communities, the local planning authority and other interested parties and be consistent with CABE's 'Creating Successful Masterplans' guidance. The masterplan must be prepared with a clear understanding of the vision (Section 4), strategic objectives (Section 5), the spatial strategy (Section 6) and cross cutting policies (Section 7) of this Core Strategy and its relationship with the London Plan and national planning policies.
2. The Masterplan will need to be submitted as part of an initial outline or full planning application. If the applicant submits an outline planning application then this should be accompanied by a full planning application for Phase 1 of the strategic site.
3. The Masterplan will need to comprise:
  - a. a **baseline** analysis to show how existing data and research,<sup>(154)</sup> community opinions, and the Core Strategy vision have informed the Masterplan and support delivery.
  - b. the **masterplan** itself to take forward the baseline analysis and develop the Core Strategy Site Allocation Policy through to development concept stage; the Masterplan will set out the form and function of the development and establish the approach towards delivering the Core Strategy and its policies; it will be informed by the views of the local community and interested parties and will show among other things:
    - i. historical context
    - ii. site analysis
    - iii. land uses, distribution and quantum of development
    - iv. layout
    - v. access and circulation space
    - vi. scale, massing and height of buildings
    - vii. open space and landscaping including publicly accessible space
    - viii. architecture and materials
    - ix. public realm
    - x. local distinctiveness of the development, in the context of surrounding uses, buildings and spaces

154 Such as the demographic, economic, social, environmental, historical and built context and evidence prepared for the Core Strategy itself

### Strategic Site Allocation 1

Cont...

- c. a **delivery strategy** to identify how the development will be implemented and managed once occupied (including housing stock and publicly accessible space), any matters to be resolved such as land assembly and preparation, infrastructure requirements and delivery, development phasing and likely need for planning obligations (including financial contributions) and/or conditions. It will also identify the likely need for public sector intervention, by which agency and when.
4. To achieve place-making objectives each strategic site will need to deliver a phased mixed use scheme which integrates neighbourhoods and urban forms to maximise synergy and minimise conflict to the existing communities, whereby:
  - a. the site is physically and functionally integrated into its wider context
  - b. the development achieves at least a Building for Life Silver Standard
  - c. buildings are built to a standard that anticipates the needs of climate change, mitigates against CO<sub>2</sub> production through sustainable design and construction, incorporates innovative 'clean' and 'green' energy provision and makes provision for decentralised energy networks and/or the use of SELCHP where appropriate
  - d. flood risk is reduced by taking account the requirements of the SFRA and applying the flood risk sequential and exceptions test
  - e. employment space is provided as part of any site development<sup>(155)</sup>
  - f. housing is high quality and an appropriate supply of family, accessible and affordable housing in a mixed tenure development is provided
  - g. accessibility is improved for public transport, pedestrians and cyclists throughout the area and the site(s), while managing traffic generation and parking
  - h. safe and secure environments are created at the design stage and built into any proposals
  - i. buildings and spaces are designed to be inclusive, convenient and comfortable for people with different access needs
  - j. physical, social and green infrastructure requirements for the wider area and the needs of the development are provided. The details will be informed by the Infrastructure Delivery Plan and the Council's approach to planning obligations.

- 8.8** The policies that follow for each strategic site allocation focus on the principles of development and are not intended to provide policy guidance on every aspect. They must therefore be read in conjunction with other Core Strategy policies and indeed the strategy as a whole. Each site allocation policy is accompanied by an illustrative diagram which is to be used as a basis for masterplanning and will also help inform decisions on planning applications.

155 Generally in accordance with paragraph 5.34 of the Lewisham Employment Land Study

### 8.3 Convoys Wharf

#### Site description

- 8.9** Convoys Wharf is the borough's largest development site (16.6 ha) and represents one of the few remaining large sites on the Thames of London-wide significance. The site is situated on a bend of the Thames and takes up approximately half of Lewisham's river frontage.<sup>(156)</sup> The site falls within Flood Zone 3a (high probability of flooding) with high to medium residual risk. Importantly, part of the site is a protected wharf which is the subject of two Safeguarding Directions made by the Secretary of State.<sup>(157)</sup>
- 8.10** The site has a long history as a source of employment and in the 16th century was the site of Henry VIII's Royal Naval Dockyard. The site contains a listed building, Olympia Warehouse, and part of the site is a Scheduled Ancient Monument. There are a number of significant archaeological remains on the site and the imprint of its historic use as one of London's premier dockyards is evident in archaeological records. The site's last main use was for the transhipment of newspaper products, which ceased in September 1999.
- 8.11** Located in an area of deprivation, the site is surrounded by housing, almost exclusively social housing built between 1950 and 1980. This includes the Pepys, Sayes Court, Trinity and Evelyn estates. The Oxestalls Road strategic site allocation is within close proximity to the north west. The site is currently poorly connected by public transport and the existing vehicular routes are prone to congestion. Access is currently via Prince Street, at the top of New King Street.

#### The proposal and rationale

- 8.12** In 2002 an outline planning application for the comprehensive redevelopment of the site was submitted by the then owners and the Council resolved to grant planning permission for the development in 2005. The planning application has been in abeyance since May 2005 and the Council would anticipate future development proposals to be the subject of a fresh planning application.
- 8.13** A site this size can transform the physical, social and economic fabric of this part of Deptford creating a new place in one of the borough's most deprived wards (Evelyn). The redevelopment and refurbishment of Convoys Wharf would make a major contribution to meeting Deptford's need for new homes, employment opportunities and community facilities, as well as providing a new destination on the riverfront.
- 8.14** The site has the potential to create a mix of uses that both support the development of commercial activity in the area, including the opportunity for continued wharf and wharf-related activities, the creative sector, as well as opportunity to tackle deprivation in surrounding communities. This will contribute to the diversity of the local economy and local job opportunities. It also offers the possibility of providing new links between the site and its surrounding neighbourhoods, as well as highlighting Deptford's rich naval history. There is the potential for the first time in centuries to open up a major part of Lewisham's river to the public and provide a direct connection between Deptford High Street and the Thames. This would improve accessibility and connectivity with better links across Deptford and New Cross and the potential to re-route the Thames Path along the river for all or part of the site's river frontage.

156 420 metres

157 Under London Plan Policy 4C.9 the redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable for cargo handling

- 8.15** The Lewisham ELS reviewed the employment land in the borough and concluded that Convoys Wharf, in size terms alone, is of strategic importance and this should be reflected in policy terms. Given its large size, redevelopment solely for employment uses is unlikely to be viable or deliverable. Therefore, it is considered that a high quality mixed use development, in so far as this is consistent with the maintenance of a viable wharf use, will achieve the Council's regeneration objectives. Development proposals which involve a reduction in the safeguarded wharf area will need to prove that the existing safeguarded wharf area is no longer viable and that the area retained is the maximum viable operational size.

## Strategic Site Allocation 2

### Convoys Wharf

1. The Convoys Wharf site is allocated for mixed use development. The Council will require a comprehensive phased approach to redevelopment in line with an approved Masterplan that delivers the following priorities:
  - a. satisfactorily addresses the protected wharf status of part of the site in general conformity with London Plan policy and ensures that any new development does not interfere with the operation of the wharf or prejudice its future operation
  - b. provides at least 20% of the built floorspace developed on the site (excluding the safeguarded wharf area) for a mix of business space (B1(c), B2, B8) as appropriate to the site and its wider context
  - c. provides retail uses to serve local needs that do not adversely impact on established town centres (A1, A2)
  - d. provides for a mix of restaurant, food and drink uses to serve the site and visitors
  - e. provides for non-residential institutions including a primary school and associated social infrastructure sufficient to meet the demand of the new resident population (D1)
  - f. provides tourism, heritage and leisure uses, including those that enhance the site's river related location and use (D2)
  - g. creates a sustainable high density residential environment at a density commensurate with the existing public transport accessibility level (PTAL) of the site or the future PTAL achieved through investment in transport infrastructure and services
  - h. provides for a mix of dwelling types accommodating, subject to an acceptable site layout, scale and massing, up to 3,500 new homes (C3), with a proportion of on-site affordable housing.
2. The following urban design principles have been identified as key features of any Masterplan for the site:
  - a. Continue the main access route north/south of Deptford High Street/New King Street to the Thames frontage.
  - b. Protect the strategic view of St. Paul's Cathedral which crosses the site, and take account of the wider panorama from Greenwich and the setting of the Maritime Greenwich World Heritage Site.
  - c. Protect and restore the Olympia Warehouse Listed Building and protect the principal archaeological features of the site including Double Dry Dock, John Evelyn House and Tudor Store House (Scheduled Ancient Monument) incorporating them into the layout and delivery of the Masterplan in a positive way as well as setting out a strategy for the protection and/or incorporation of other features of historic interest and importance.

### Strategic Site Allocation 2

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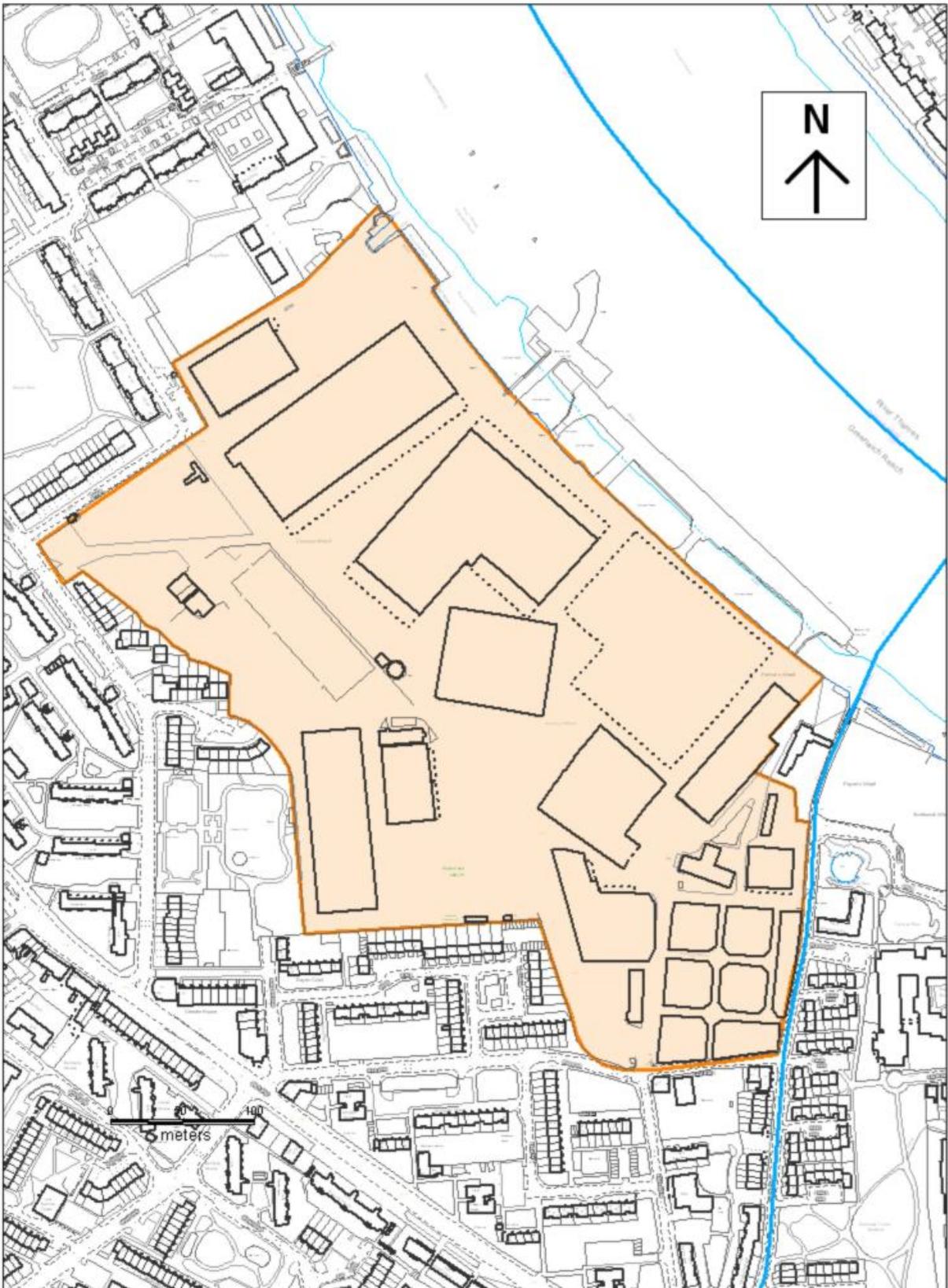
- d. Extend the Thames Path along the river front or as near as practicable given the protected wharf area.
- e. Provide on-site open space (public and private) including a mix of green and hard landscaping (including sustainable urban drainage systems) that add to and maximise the value of adjacent open space, including potentially a public open space between Olympia Warehouse and the Thames frontage.
- f. Ensure residential buildings provide an appropriate mix of non-residential uses at ground floor level and residential above.
- g. Vary the design, density and height of buildings to provide a range of environments and streetscapes.

## Essential infrastructure

**8.16** The essential site-specific and borough-wide projects are set out in Appendix 7 and full details can be found in the Infrastructure Delivery Plan (IDP). The site-specific essential infrastructure projects that must happen if the policy objectives (land use priorities and/or urban design principles) set out above are to be met in full are as follows (with IDP reference):

- Thames Path (P1E) – extension of Thames Path across the Convoys Wharf site
- Convoy Wharf Highway works (P1P) – works to nearby streets
- Convoys Wharf River Infrastructure (P1Q) – use of safeguarded wharf for freight purposes and option for introduction of River Bus
- Convoys Wharf School (S1D) – new 2FE Primary School
- Convoys Wharf Open Space (G1I) – new central open civic space (approx. 0.45ha).

Figure 8.1 Site boundaries for Convoys Wharf strategic site allocation



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## 8.4 Mixed Use Employment Sites

**8.17** Three sites are allocated as a Mixed Use Employment Location (MEL) and apply to:

- Surrey Canal Triangle
- Oxestalls Road
- Plough Way.

**8.18** The Lewisham Spatial Strategy in Section 6.3, outlined the role that land within Deptford and New Cross will play in delivering the Core Strategy's objectives, particularly regeneration. A key element of this is the release of land previously allocated as a Strategic Industrial Location (SIL) on the periphery of the Surrey Canal SIL to allow mixed use development, including employment and business uses and housing.

### 8.4.1 Surrey Canal Triangle

#### Site description

**8.19** The Surrey Canal Triangle site (10.74 ha) is composed of the:

- industrial estates and yards at the western end of Surrey Canal Road
- industrial estate on Bolina Road
- Millwall Football Stadium
- surrounding buildings in leisure use.

**8.20** The site, which is roughly triangular, is bounded by railway viaducts to the east and west and to the south by a social housing estate. The Surrey Canal SIL is located along Surrey Canal Road and Blackhorse Road to the east of the site. A portion of the SIL falls within the London Borough of Southwark to the west.

**8.21** The site as a whole presents a degraded, low quality environment. It is overwhelmingly industrial in character and the industrial estates are closed off and inward looking. The site and wider area suffers from a good deal of severance caused by railway lines on wide viaducts leading to an environment which discourages pedestrian access and connectivity. Bridge House Meadows is a relatively large public open space to the south-east of the site. This open space would require enhancement to meet the needs of the development. The site falls within Flood Zone 3a (high probability of flooding) with high to medium residual risk.

**8.22** Phase 2 of the East London Line Extension will connect Surrey Quays to Clapham Junction via Peckham and is due to be completed by 2012.<sup>(158)</sup> This will include the construction of a new railway station at Surrey Canal Road. South Bermondsey Station, which provides a rail service to London Bridge, is located immediately adjacent to the site although access is currently indirect via Ilderton Road. Ilderton Road has the only local bus route.

#### The proposal and rationale

**8.23** This site represents an opportunity to transform the environment and infrastructure and create a new destination around the borough's premier sporting destination (Millwall Stadium) which currently is not enhanced or improved by the surrounding industrial estates. The site has a relatively short history of industrial use as these estates were established in the 1970s and 1980s as part of a previous package of funding for economic development. Its

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158 To become part of the London Overground network

redevelopment, with retention or replacement of employment uses on site would contribute to the economy of Lewisham, increase its diversity and offer new types of jobs and training opportunities that are currently limited locally.

- 8.24** Opportunities should be created to ensure that regeneration facilitates and takes advantage of the proposed new station on the London Overground network and the existing sporting and leisure facilities at Millwall Stadium to create a new high quality destination in an area which is relatively devoid of local facilities. The Millwall Football Stadium has the potential to form the core of a new location in an area largely devoid of identifiable features such as local shops, community and leisure facilities. Millwall FC has aspirations to expand the capacity of the Stadium, so that the Club can compete successfully in the Premiership. The Council supports this aspiration, in principle, and the Club should therefore be involved in the preparation of a Masterplan for this site. A high density residential scheme providing a cohesive wider neighbourhood, with replacement of and intensification of business uses, and the addition of new sporting, leisure and community uses on this large site would create a 'destination' that could act to focus and attract other regeneration opportunities. Opportunities would be taken to create and improve public and private open space.
- 8.25** The Lewisham ELS has reviewed the employment land in the borough and concluded that although part of this area was a significant and established location for employment land and buildings it also requires significant refurbishment or redevelopment, particularly most of the area south of Surrey Canal Road. The area will require new investment if it is to retain its role as a location for industrial employment to meet the demands of new business sectors. The ELS concluded that the size of the site supported the prospect of mixed use development and given the limited prospects for attracting replacement activities or higher quality B1 uses, plus new opportunities for intensification with the arrival of the East London Line extension, a mixed use strategy would deliver better employment and appropriate employment space.

### Strategic Site Allocation 3

#### Surrey Canal Triangle

1. The Surrey Canal Road Triangle site is allocated for mixed use development. The Council will require a comprehensive phased approach to redevelopment in line with an approved Masterplan that delivers the following priorities:
  - a. a new 'destination' development that capitalises on the opportunities presented by Millwall Stadium and allows for the future of the long term future of the football club including future requirements for stadium improvement and expansion; it should also seek to enhance the existing football and sports facilities, and make these accessible to the public and allow for the long term future of the Millwall Community Scheme
  - b. provides at least 20% of the built floorspace developed on the site (excluding the Millwall Stadium area) for a mix of business space (B1(c), B2, B8) as appropriate to the site and its wider context
  - c. creates a sustainable high density residential environment at a density commensurate with the existing public transport accessibility level (PTAL) of the site or the future PTAL achieved through investment in transport infrastructure and services
  - d. provides for a mix of dwelling types accommodating, subject to an acceptable site layout, scale and massing, up to 2,500 new homes (C3) with a proportion of on-site affordable housing

### Strategic Site Allocation 3

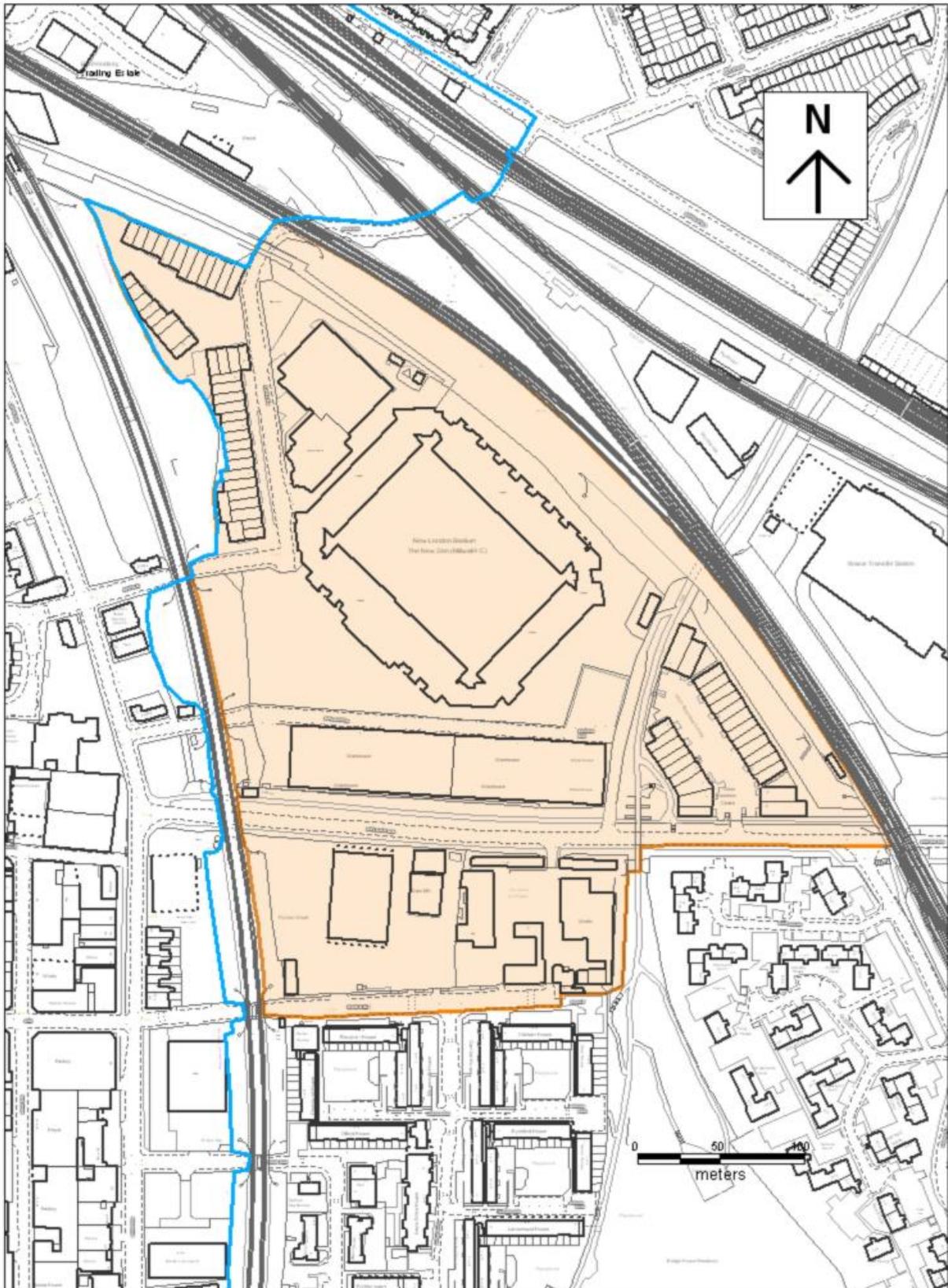
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- e. makes provision for the Surrey Canal Road Overground Station which will be located to the south of Surrey Canal Road and a new pedestrian and cycle bridge adjacent to the East London Line Phase 2 extension
  - f. provides retail uses to serve local needs that do not adversely impact existing town centres (A1, A2)
  - g. provides for a mix of restaurant, food and drink uses to serve the site and immediate neighbourhood
  - h. enhances Bridge House Meadows, and provides appropriate amenity open space within the development including children's play space to provide health and recreational opportunities for new residents
  - i. improves connectivity of the site and locality to the other strategic sites, the rest of the borough and adjoining sites within the London Borough of Southwark, through the provision of new pedestrian and cycling facilities and public transport services to increase permeability and accessibility
  - j. ensures the design enables the continued functioning of the adjoining Surrey Canal Road Strategic Industrial Location, including the waste transfer and processing uses on Surrey Canal Road
  - k. ensures appropriate noise mitigation against the surrounding railway viaducts
  - l. take opportunities to use energy generated by the South East London Combined Heat and Power Station (SELCHP) for district heating or other suitable sources of decentralised energy.
2. The following urban design principles have been identified as key features of any Masterplan for the site:
- a. The layout of the development will ensure that the new business and industrial uses are capable of functioning minimising disturbance to the occupiers of the residential portions of the site.
  - b. The layout will also ensure that Millwall Stadium can continue to function as a mass spectator destination on a long-term basis and allow for possible expansion. This includes ensuring appropriate arrangements for access and egress, day-to-day servicing and emergency servicing and evacuation. Proposals should also ensure that disturbance to residents is minimised.
  - c. The commercial industrial units should be designed to ensure viability and flexibility of use with appropriate floor to ceiling heights, internal space layouts and partitioning, and delivery and goods handling arrangements.
  - d. The location and design of buildings will need to respond to the height of the railway viaducts surrounding the site and the location of the SELCHP facility to the east of the site.
  - e. Access and links to the site should be improved in particular:
    - i. the pedestrian and cycle route along Bolina Road
    - ii. the pedestrian and cycle route to Surrey Quays north alongside the East London Line Extension Phase 2 to improve access to the shopping facilities at Canada Water
    - iii. pedestrian access from within the site to South Bermondsey Station
    - iv. improve links to Bridge House Meadows open space and to the south of the site.

## Essential infrastructure

- 8.26** The essential site-specific and borough-wide projects are set out in Appendix 7 and full details can be found in the Infrastructure Delivery Plan (IDP). The site-specific essential infrastructure projects that must happen if the policy objectives (land use priorities and/or urban design principles) set out above are to be met in full are as follows (with IDP reference):
- East London Line Extension (Phase 2) (P1F): east-west spur from Surrey Quays to Clapham Junction (including new Surrey Canal Road Station).

Figure 8.2 Site boundary for Surrey Canal Triangle strategic site allocation



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### 8.4.2 Oxestalls Road

#### Site description

- 8.27** The Oxestalls Road site occupies approximately 4.6 hectares and is a complete urban block bordered by Evelyn Street, Oxestalls Road, Grove Street and Dragoon Road. The site is in close proximity to the Pepys Estate and lies between Evelyn Street and the Thames river frontage, and between Deptford Park and Convoys Wharf. The former route of the Surrey Canal runs through the site. The site has very good connections to, and presence on, Evelyn Street. It lies within Flood Zone 3 (high probability of flooding) with high to medium residual risk.
- 8.28** The site is open and visible and occupied by a mix of more modern warehouses, older commercial and warehousing buildings, open sites and environmentally unfriendly uses. The adjacent high density housing in the Pepys Estate is adversely affected by the car breaking and scrap metal recycling activities which blight the site's overall quality. It is considered that the current industrial and business uses do not reflect the importance of the site and large parts of it have not attracted investment over many years.

#### The proposal and rationale

- 8.29** As a large cohesive site, redevelopment presents a major regeneration opportunity, with good access and critical mass potential. Redevelopment should provide for a mix of uses to improve the environmental quality of both the site and the surrounding area. The site has sufficient scale to allow a distinct 'business quarter' that could be adjacent rather than integral to residential buildings as part of an intensive mixed use development. Opportunities should be taken to provide residential uses, quality business and light industrial uses providing higher density employment, and contribute towards public realm up-grade.
- 8.30** Site redevelopment has the potential to improve accessibility, connectivity and legibility between Deptford Park, the Pepys Estate, the River Thames and Convoys Wharf. It is also an objective to re-instate the route of the former Surrey Canal as a high quality accessible route with a strong sense of place. Any proposal should also present opportunities to improve links from Evelyn Street to the River Thames.
- 8.31** The Lewisham ELS has reviewed the employment land in the borough and concluded that given the separation of the Oxestalls Road site from the core SIL at Surrey Canal Road by the A200 road and the close proximity of the Pepys Estate, continued industrial designation seemed inappropriate. The site offers a good opportunity for new employment space within a mix of uses that should be less focused on its current un-neighbourly uses.

### Strategic Site Allocation 4

#### Oxestalls Road

1. The Oxestalls Road site is allocated for mixed use redevelopment. The Council will require a comprehensive phased approach to redevelopment in line with an approved Masterplan that delivers the following priorities:
  - a. provides at least 20% of the built floorspace developed on the site for a mix of business space (B1(c), B2, B8 as appropriate to the site and its wider context)

### Strategic Site Allocation 4

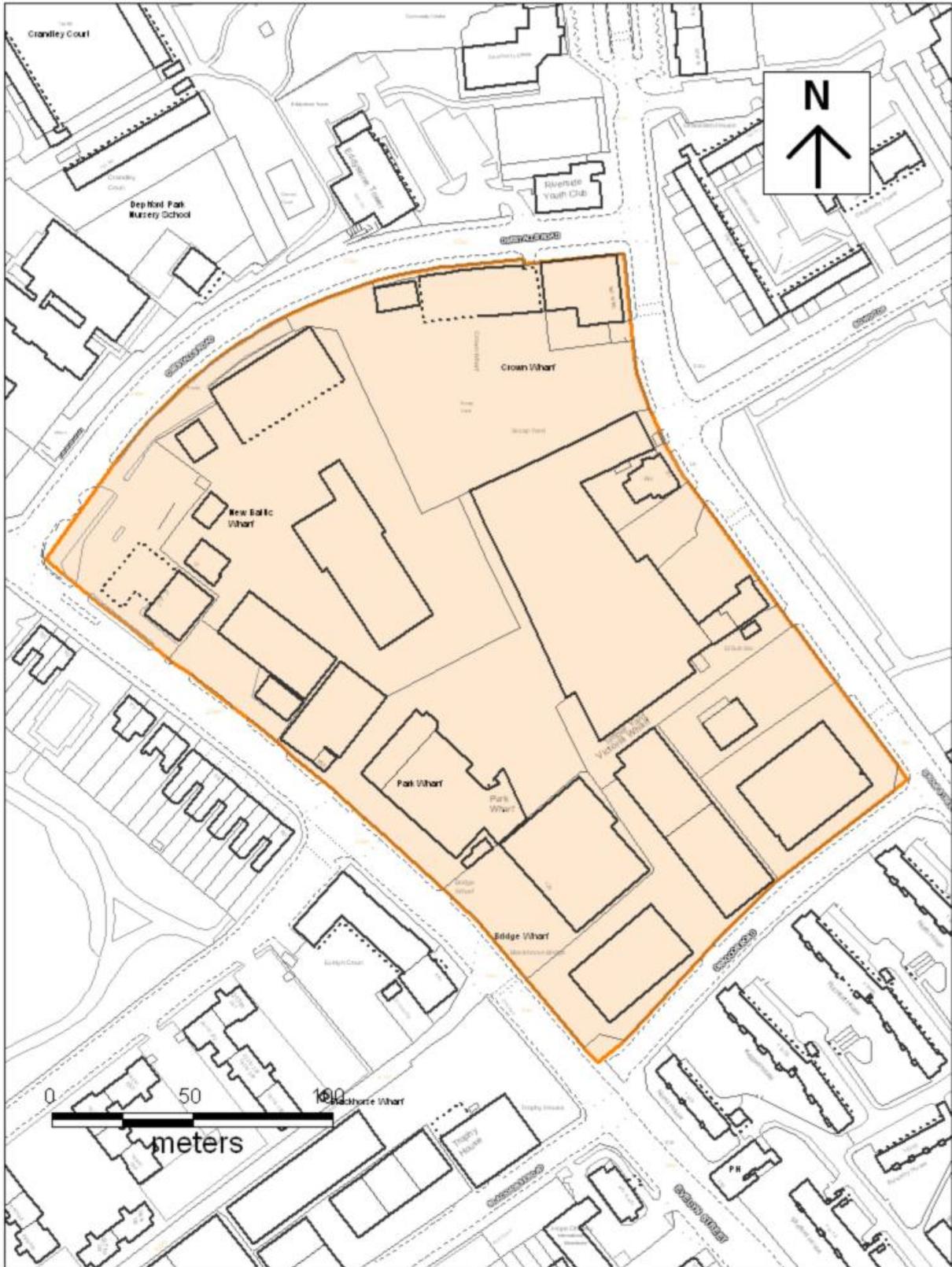
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- b. provides a range of community and leisure facilities and retail uses (A1, A2) to serve local needs that do not adversely impact on existing town centres and a mix of restaurant, food and drink uses to serve the site and neighbourhood
  - c. creates a sustainable high density residential environment at a density commensurate with the existing public transport accessibility level (PTAL) of the site or the future PTAL achieved through investment in transport infrastructure and services
  - d. provides for a mix of dwelling types accommodating, subject to an acceptable site layout, scale and massing, up to 905 new homes (C3) with a proportion of on-site affordable housing
  - e. creates new open spaces, including an accessible high quality route along the former alignment of the Surrey Canal to act as a focus of the development itself and the wider neighbourhood, in order to increase accessibility, permeability and health and recreational opportunities for new and existing residents.
2. The following urban design principles have been identified as key features of any Masterplan for the site:
    - a. Ensure the frontages to Evelyn Street, Oxestalls Road, Grove Street and Dragoon Road are attractive and positive, including the frontages within the development itself.
    - b. Enhance connections and legibility within the surrounding neighbourhood, including creating better links to other parks and public spaces particularly Deptford Park, Pepys Park, Evelyn Street and the River Thames frontage, in support of the North Lewisham Links project.
    - c. Deal appropriately with the future use of Blackhorse Bridge, the bridge over the former Surrey Canal at the junction of Dragoon Road and Evelyn Street.
    - d. Have flexibility in the design of business units to ensure viability and flexibility between business uses, and compatibility with residential uses.

### Essential infrastructure

- 8.32** There are no site-specific 'essential' infrastructure projects that must happen if the policy objectives (land use priorities and/or urban design principles) set out above are to be met in full. However, details of the borough-wide projects that are considered essential for the delivery of the Core Strategy as a whole, including this strategic site allocation, are set out in Appendix 7 and full details can be found in the Infrastructure Delivery Plan.

Figure 8.3 Site boundary for Oxestalls Road strategic site allocation



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### 8.4.3 Plough Way

#### Site description

**8.33** The Plough Way site comprises three main areas:

- Cannon Wharf
- Marine Wharf East and West
- Sites on Yeoman Street and Croft Street.

**8.34** The composite site covers 8.22 ha and is bounded by Evelyn Street, Grove Street, Plough Way, Chilton Grove, Croft Street, Carteret Way and Rainsborough Avenue. The site is located in the north-western corner of the borough adjacent to the border with the London Borough of Southwark. The site is traversed by the course of the former Surrey Canal, which is identified as a Site of Importance for Nature Conservation. It is located within Flood Zone 3a (high probability of flooding) with high to medium residual risk.

**8.35** There are a variety of uses of varying age and quality. The sites to the east of the former Surrey Canal comprise a vacant site formerly occupied by the Jet Stationery Manufacturing facility and a modern office building on a self-contained site. The areas accessed from Yeoman Street and Rainsborough Avenue are backland in character, and comprise a mixture of small workshop buildings, small office/warehouses, a large lorry yard and timber and open storage yards, and are poorer in quality. This area is of a more general industrial character with heavy plant and noisy activities. The Cannon Wharf Business Centre is located within a self-contained site with its own access directly off the A200 (Evelyn Street). It is adjoined by residential development to the north and west.

#### The proposal and rationale

**8.36** This is an appropriate site for employment and mixed use development due to its size and relative proximity to Central London suitable for businesses serving this market. The site is close to the Surrey Quays District Town Centre located within the London Borough of Southwark, with associated access to bus routes and the London Underground stations at Canada Water and Surrey Quays. The existing successful Cannon Wharf Business Centre indicates there is demand for smaller business premises in this location and therefore an already identified supply of businesses that could occupy premises as part of a mixed use redevelopment. The Thames Water Earl Pumping Station, while not part of the development site, has been included within the strategic site allocation to ensure its continued operation (in consultation with Thames Water) is taken into account as part of any proposal for this site.

**8.37** The Council will be seeking a comprehensive redevelopment of this site to ensure that the valuable existing occupiers can be re-accommodated in appropriate locations within the site, and to ensure that the opportunities presented by the composite site to link development to the route of the former Surrey Canal and the adjacent Oxestalls Road strategic site allocation are taken. This will also ensure the continued operation of the Thames Water Earl Pumping Station.

**8.38** Like Oxestalls Road, the site has sufficient scale to allow a distinct 'business quarter' that could be adjacent rather than integral to residential buildings as part of an intensive mixed use development. There are large areas of the site which are unhindered by residential neighbours providing a suitable environment for non-residential uses. Opportunities should be taken to provide residential uses, quality business and light industrial uses providing higher density employment, and contribute towards environmental and public realm up-grade.

- 8.39** The Lewisham ELS states that access to the site has become more constrained for some of the uses on the site and concluded that, on balance, redevelopment would increase the intensity of uses, provide a greater mix of business uses, and replace some of the existing buildings with modern facilities, including residential development, meeting the Council's regeneration objectives.

### Strategic Site Allocation 5

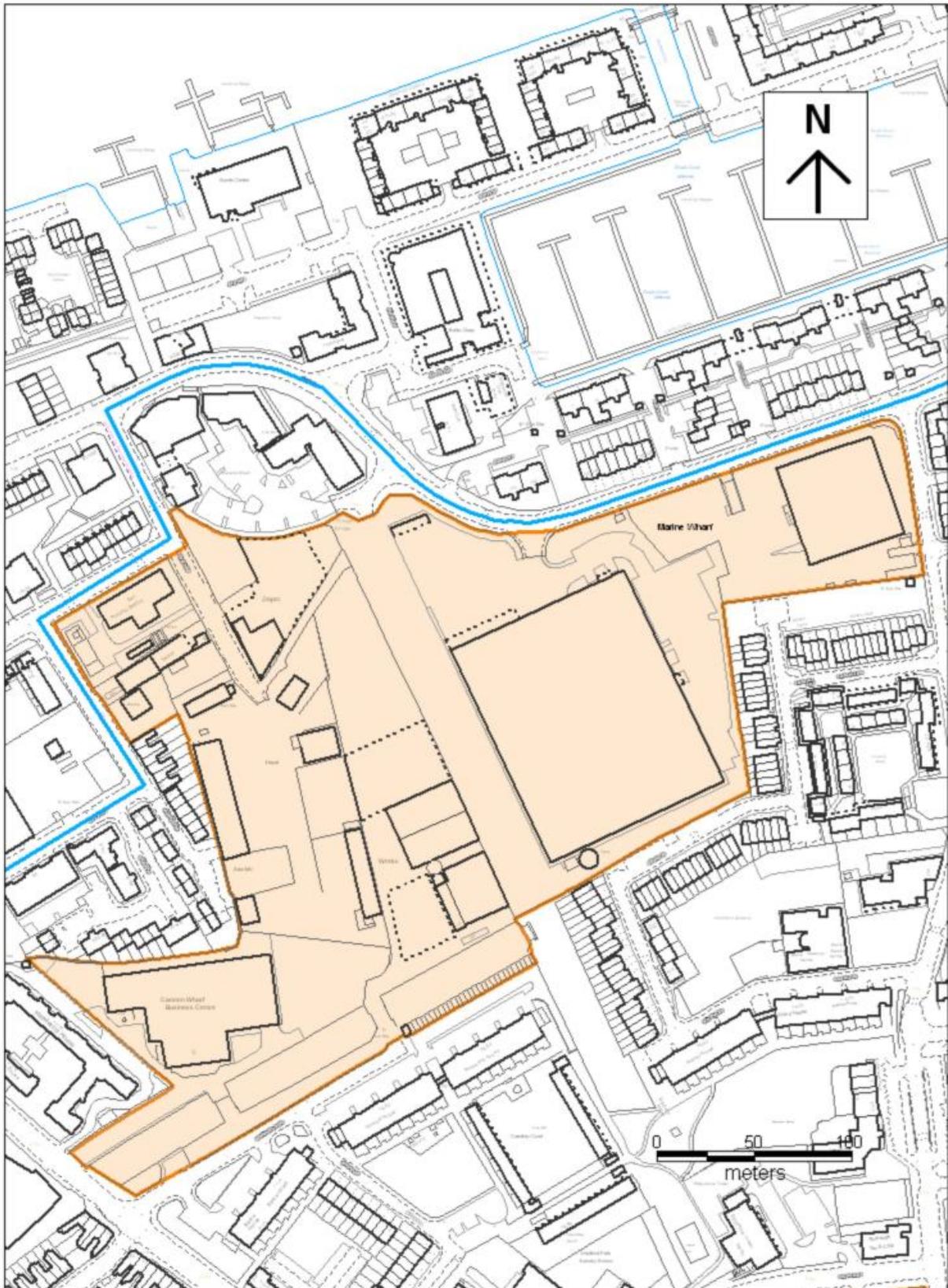
#### Plough Way

1. The Plough Way site is allocated for mixed use development. The Council will require a comprehensive phased approach to the redevelopment of this site in line with an approved masterplan that delivers the following priorities:
  - a. provides at least 20% of the built floorspace developed on the site for a mix of business space (B1(c), B2, B8 as appropriate to the site and its wider context)
  - b. creates a sustainable high density residential environment at a density commensurate with the existing public transport accessibility level (PTAL) of the site or the future PTAL achieved through investment in transport infrastructure and services
  - c. provides for a mix of dwelling types accommodating, subject to an acceptable site layout, scale and massing, up to 1,500 new homes (C3) with a proportion of on-site affordable housing
  - d. provides retail uses to serve local needs that do not adversely impact on existing town centres (A1, A2)
  - e. provides for a mix of restaurant, food and drink uses to serve the site and neighbourhood
  - f. improves access and permeability throughout the site and neighbourhood, including the creation of an accessible high quality route along the former alignment of the Surrey Canal in order to increase permeability, accessibility and health and recreational opportunities for new and existing residents.
2. The following urban design principles have been identified as key features of any Masterplan for the site:
  - a. Have flexibility in the design of business units to ensure viability and flexibility between business uses, and compatibility with residential uses.
  - b. Create accessible cycle and pedestrian linkages along the route of the former Surrey Canal. This should provide a safe, attractive public route celebrating this historical use. This new link will help to tie the site with the Oxestalls Road strategic site and the nearby Pepys Estate.
  - c. Improve access and linkages between Evelyn Street and the River Thames as well as between the Pepys Estate and Greenland Dock.
  - d. The scale, mass and orientation of buildings should take into account the surrounding built context to create a coherent area.
  - e. Takes account of, and allows for, the continued operation of the Thames Water Earl Pumping Station, in consultation with Thames Water.

## Essential infrastructure

- 8.40** There are no site-specific 'essential' infrastructure projects that must happen if the policy objectives (land use priorities and/or urban design principles) set out above are to be met in full. However, details of the borough-wide projects that are considered essential for the delivery of the Core Strategy as a whole, including this strategic site allocation, are set out in Appendix 7 and full details can be found in the Infrastructure Delivery Plan.

Figure 8.4 Site boundary for Plough Way strategic site allocation



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## 8.5 Lewisham Gateway

### Site description

- 8.41** The Lewisham Gateway is a prominent site of 3.8 hectares that lies within the borough's largest and most important town centre. The site is contained to the north and west by railway lines, Rennell Street to the south and Lewisham High Street and the Quaggy River to the east. The Lewisham roundabout and the railway tracks act as a significant barrier to east west movement and to physical and commercial linkages between the public transport interchange between overground trains, the DLR and buses, the Lewisham Shopping Centre and the main retail area along Lewisham High Street.<sup>(159)</sup>
- 8.42** The site is well served by all modes of transport and lies at the junction of the A20 and A21 regional routes, as well as the A2210 and A2211 local routes. Lewisham is a major hub for 23 bus services, linking to all the surrounding areas, as well as Central London. Two mainline rail services from London Victoria and Charing Cross stations pass through Lewisham, serving south-east England. In addition Lewisham is the DLR terminus that carries passengers to Canary Wharf, Bank, Tower Bridge, Stratford, Beckton and City Airport.
- 8.43** The Ravensbourne River passes through the site and flows into Deptford Creek and the Thames. The site falls within a flood risk area with 90% of the site located within Flood Zone 3a (high to medium residual risk), 5% within Flood Zone 2 and 5% within Flood Zone 1. Blackheath and Greenwich Park are within walking distance and offer major regional parkland for use by future residents.

### The proposal and rationale

- 8.44** An outline planning permission has been approved for the site and provides for a high density, mixed use development including a high quality public realm and enhanced pedestrian links between the rail stations, town centre and surrounding areas.<sup>(160)</sup>
- 8.45** Lewisham Gateway is an extremely important and complex development site within the context of the wider regeneration of Lewisham Town Centre, London and the Thames Gateway as a whole. The Lewisham Gateway site presents a significant opportunity to redefine Lewisham Town Centre as a hub for the local community and, given the site's prominent location, its development is likely to have a catalytic effect in regenerating the surrounding area.
- 8.46** Lewisham Gateway is a strategic urban regeneration project on a town centre site currently occupied by a bus interchange, commercial buildings and a roundabout located between the main line rail and DLR station and the existing shopping area. The site is seen as a catalyst for the regeneration of the borough's most important town centre and has the potential to deliver £250 million of public and private investment. The regeneration of central Lewisham seeks to solve the problem of the town centre being separated from its rail and bus stations, at the same time as creating a new public space (focused on an opened up Ravensbourne and Quaggy rivers) and facilitating a substantial amount of new commercial, retail and residential development. One of the key aims in developing the Lewisham Gateway site is to create easier and better pedestrian routes between the Lewisham bus and train stations and the high street and the rest of the town centre, and a sense of arrival.

159 Roundabout at the junction of Lewisham High Street, Molesworth Street, Loampit Vale and Lewisham Road

160 October 2007; the Section 106 was signed on 8 May 2009

- 8.47** The findings of the Retail Capacity Study identify significant potential capacity for new retail development in Lewisham Town Centre and align with the Council's aspiration to see the centre obtain metropolitan status within the London retail hierarchy.
- 8.48** Both the River Ravensbourne and River Quaggy pass through the site but are presently culverted and canalised. Comprehensive redevelopment of the site presents an opportunity to restore the historic role of these rivers as a focal point for the local community, improving both the natural environment and amenity for residents, workers, shoppers and public transport users.

## Strategic Site Allocation 6

### Lewisham Gateway

1. The Lewisham Gateway site is allocated for mixed use development. The Council will require a comprehensive phased approach to redevelopment in line with an approved Masterplan for up to 100,000 square metres that delivers the following priorities:
  - a. new road layout to establish direct pedestrian linkage between the public transport interchange and Lewisham High Street, parking, servicing, associated infrastructure and improvements to the public transport interchange, as well as open space, rivers and water features
  - b. extends the prime commercial/retail area north of the existing town centre befitting a metropolitan town centre
  - c. provides for a mix of retail uses to support Lewisham achieving metropolitan status (A1, A2)
  - d. provides for a mix of restaurant, food and drink uses (A3, A4, A5)
  - e. provides up to 8,000 square metres of office use (B1)
  - f. provides up to 3,000 square metres of hotel space (C1)
  - g. provides up to 5,000 square metres of education and health space (D1)
  - h. provides up to 5,000 square metres of leisure use (D2)
  - i. provides at least 3,500 square metres of public open space
  - j. creates a sustainable high density residential environment at a density commensurate with the existing public transport accessibility level (PTAL) of the site or the future PTAL achieved through investment in transport infrastructure and services
  - k. provides for a mix of dwelling types accommodating, subject to an acceptable site layout, scale and massing, up to 800 new homes (C3) with a proportion of on-site affordable housing.
2. The following urban design principles have been identified as key features of any masterplan for the site:
  - a. Improve the transport interchange to allow people to make easy connections between buses, trains and the DLR and relocates the bus layover to Thurston Road.
  - b. Revise the road alignment of part of Lewisham High Street, Rennell Street, Molesworth Street and Loampit Vale, including a permeable network of cycle and pedestrian routes to improve accessibility between the station and the town centre.

### Strategic Site Allocation 6

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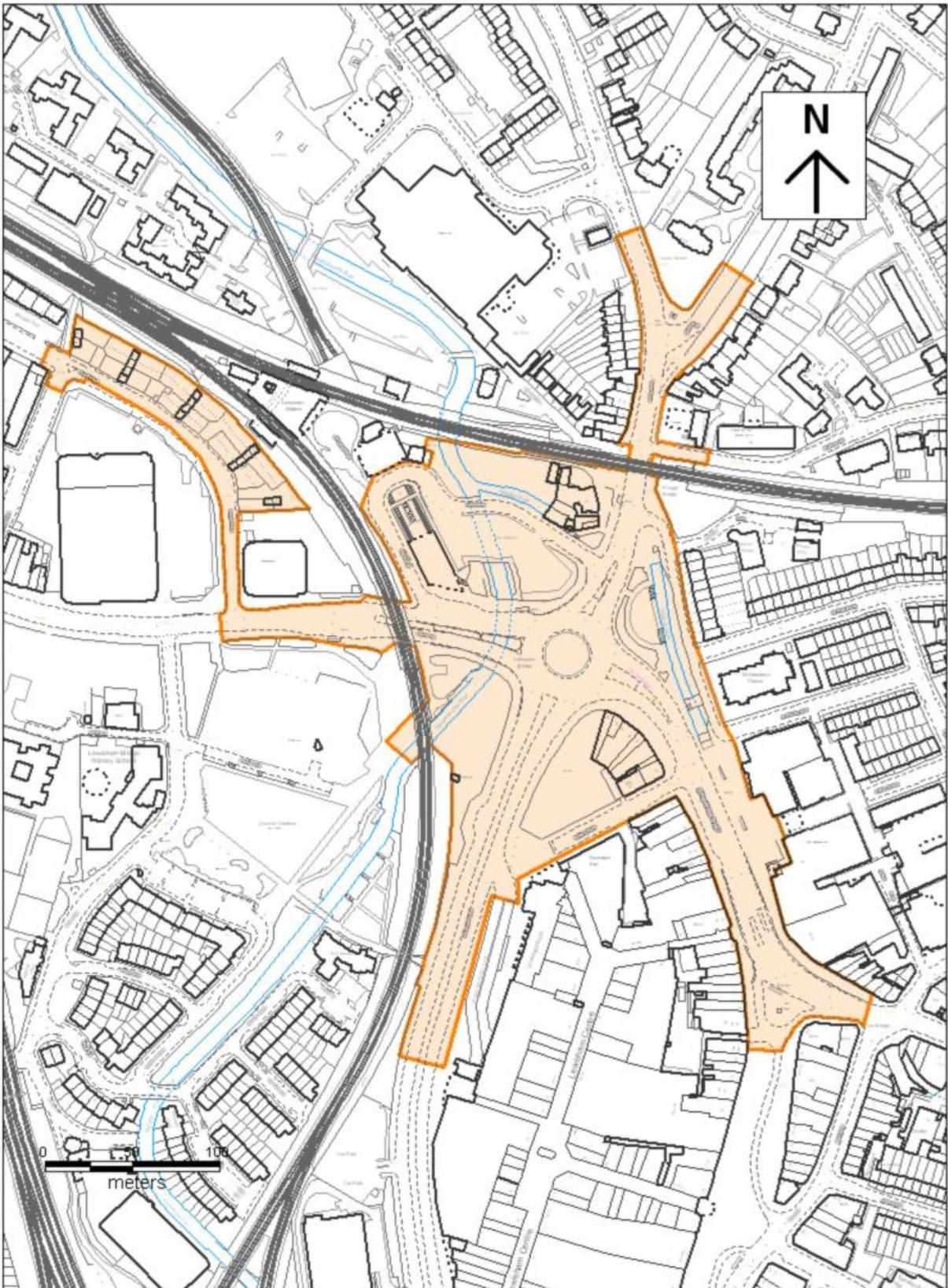
- c. Improve the river environments including the provision of a coherent public space to the heart of the development, which focuses on the confluence of the rivers Quaggy and Ravensbourne. Provide high quality buildings and public spaces, providing active frontages on all key sides of the development including Molesworth Street and Lewisham Road.
- d. Improve pedestrian and cycle connections to and through the site to surrounding neighbourhoods.
- e. Ensure there are visual links to St Stephen's church.
- f. Reinforce and enhance the Quaggy River corridor and Waterlink Way to add visual amenity and provide a buffer between the site and respect the historic significance and setting of heritage assets such as the Grade II listed St Stephen's Church and the adjacent conservation area.
- g. Establish a series of buildings, organised around high quality public realm, with varying footprints to incorporate a wide range of uses, offering the opportunity for flexible sub-division of retail units.
- h. Provide a clear visual and physical order to the layout; provide axial views of key buildings and features in order to make the overall environment legible.

### Essential infrastructure

**8.49** The essential site-specific and borough-wide projects are set out in Appendix 7 and full details can be found in the Infrastructure Delivery Plan (IDP). The site-specific essential infrastructure projects that must happen if the policy objectives (land use priorities and/or urban design principles) set out above are to be met in full are as follows (with IDP reference):

- Lewisham Station (P1J) – re-location of bus layover and increase in capacity
- Lewisham Town Centre (P1M) – re-modelling of Lewisham Interchange (removal of roundabout and creation of 'Low H' layout)
- Lewisham Town Centre Open Space (P4A) – channel re-profiling
- Lewisham Gateway Open Space (G1K) – new 2,250 square metres public open space at confluence of Quaggy and Ravensbourne Rivers.

Figure 8.5 Site boundary for Lewisham Gateway strategic site allocation



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## 9.1 Introduction

- 9.1** The Core Strategy forms the basis of a strategic framework to guide and inform the future regeneration of Lewisham. The private and public sector will be able to use this plan to prepare and inform schemes and projects consistent with the vision, strategic objectives, strategy and policies. These schemes will vary from large scale projects of strategic importance to smaller projects of local influence, and straight forward change-of-use applications.
- 9.2** PPS12 provides renewed emphasis on the deliverability of plans and the need for local planning authorities to demonstrate that necessary social, physical and green infrastructure is provided to support the delivery of the Core Strategy's vision.<sup>(161)</sup> The issue of securing funding, both public and private sector, and establishing an appropriate delivery framework for the elements that make up the Core Strategy is central to its implementation.
- 9.3** The Lewisham Spatial Strategy outlined in Section 6, the cross cutting policies in Section 7, and the strategic site allocations in Section 8, provide a comprehensive and integrated framework for change, growth and development management; and set down the Council's expectations in terms of the location and quantum of development and its design quality. It also identifies a comprehensive package of physical, social and green infrastructure projects to serve the needs of existing and projected new populations, and improve the quality of the environment.
- 9.4** The Council is committed to the comprehensive delivery of all aspects of the Core Strategy and recognises that in order to secure delivery it will be necessary to:
- create the conditions required to stimulate investor confidence
  - work with and encourage developers and landowners to bring forward land and buildings for re/development
  - engage with other public sector stakeholders and the voluntary sector responsible for the delivery of different aspects of the Core Strategy
  - promote and encourage the delivery of design excellence and innovation to provide the highest design quality
  - secure necessary transport improvements, accommodate new public transport infrastructure, enhance the public realm and improve walking and cycling conditions
  - put in place measures to oversee the management and co-ordination of infrastructure delivery within the borough
  - identify environmental infrastructure needs, especially from an energy, waste, water and flooding perspective.
- 9.5** The central elements to the delivery of the Core Strategy are outlined in the sub sections below.

## 9.2 Commitment to partnership working

- 9.6** The Council is committed to working in partnership with a range of public, private and voluntary sector organisations in order to ensure the delivery of the Core Strategy's vision, strategic objectives, spatial strategy and policies.
- 9.7** The Council is part of the Local Strategic Partnership (LSP), which has adopted a Sustainable Community Strategy (SCS) and a Local Area Agreement (LAA) aimed at enhancing the quality of life for local residents, based on the needs and aspirations of Lewisham's citizens.

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161 PPS12, Creating strong safe and prosperous communities through Local Spatial Planning

The successful implementation of these strategies is vital if Lewisham is to achieve the Core Strategy's strategic objectives. Links between the SCS, the Core Strategy and LAA targets have been made to ensure consistency in delivery.

- 9.8** The Council works with key partners and will continue to develop these relationships to ensure the delivery of the Core Strategy. Key partners include:
- Lewisham Strategic Partnership (LSP)
  - public organisations such as the Greater London Authority, London Development Agency, Thames Gateway Development Corporation, the Homes and Communities Agency and the Environment Agency
  - Transport for London, Network Rail and transport operators
  - landowners and potential developers
  - registered social landlords
  - existing businesses and business organisations
  - community and voluntary sector organisations
  - local residents
  - NHS Lewisham
  - the emergency services
  - South-east London Boroughs' (Bexley, Bromley, Greenwich, Southwark)
  - English Heritage and
  - Thames Water.
- 9.9** The Council is holding, and will continue to hold, ongoing discussions with land owners and their agents to ensure development can be delivered. The identification of development sites, particularly for housing, does not in itself guarantee that the identified housing capacity will actually come forward at all, or at the time indicated. It is based on the best available information. However, there are a number of other projects, such as the Building Schools for the Future programme and the Primary Capital programme, a range of leisure projects and estate renewal, which provide another dynamic for regeneration. For these, timescales are clearer and the Council will have greater control as it is directly involved in project delivery.
- 9.10** The Core Strategy promotes and supports a sustainable transport strategy and the delivery of public transport improvements. The Council will continue to work with its transport partners to secure the delivery of projects in relation to the phasing of development. The projects are aligned with the Lewisham Local Implementation Plan (LIP) (the Local Transport Strategy), which work towards TfLs Area Based Scheme objective to support the Mayor of London's Transport Strategy. The transport infrastructure projects listed within the Core Strategy only include those items that have received funding, many of which are currently under way and are scheduled for completion between 2010 and 2012.
- 9.11** A key objective running through the Core Strategy is the desire to address health inequalities across the borough. The Joint Strategic Needs Assessment (JSNA) has directly informed the work of the LSP and its ambitions for the borough, which has been reflected through the Core Strategy. This is particularly important as it is estimated that as little as 10% of the causes of health inequalities fall within the direct influence of the NHS.<sup>(162)</sup> Through the JSNA and the adoption of a 'big picture' approach to health, the work of NHS Lewisham and the Council can allow resources to be focused on those areas and population groups with the highest level of need.

**9.12** The Council is actively working with NHS Lewisham to address health inequality. A key project is the implementation of the North Lewisham Health Improvement Plan as well as maintaining and enhancing access to services and facilities, across the borough, to facilitate a healthy lifestyle. This includes access to fresh food, parks, open spaces, areas for walking and cycling, and improving connectivity around the borough and the quality of such connections. One means of measuring achievement will be through the targets established through the LAA.

### 9.3 Infrastructure Delivery Plan

**9.13** Government guidance to Local Strategic Partnerships stresses that place-making and the spatial planning system need to make the provision of social infrastructure central to the delivery of successful places and communities.<sup>(163)</sup> This includes an understanding of how services are provided and by whom, the likely needs of any new major housing developments, and collaborative working to ensure that the right blend of services are available to local communities in the right locations and at the right time, in cost and resource-effective ways.

**9.14** In order to support the Core Strategy and to help broader place-making objectives, the Council has prepared an Infrastructure Delivery Plan (IDP). The IDP is intended to be a 'live' document in that it will be used as a tool for helping to deliver infrastructure and will be monitored and revised as necessary. The IDP seeks to:

- identify infrastructure needs and costs (including where possible phasing of development, funding sources and responsibilities for delivery)
- further strengthen relationships between the Sustainable Community Strategy and the Local Development Framework
- improve lines of communication between key delivery agencies and the local planning authority;
- identify opportunities for integrated and more efficient service delivery and better use of assets
- provide a sound evidence base for funding bids and prioritising the deployment of allocated funding
- help facilitate growth in Deptford New Cross, Lewisham and Catford and manage development elsewhere
- integrate with the Planning Obligations SPD and provide the basis for any Community Infrastructure Levy charging schedule.

**9.15** The IDP has been prepared following consultation and input with a wide range of partners, including a social infrastructure workshop in July 2009, and discussions with representatives of Council Directorates, EDF Energy, Environment Agency, Goldsmiths College, Lewisham College, Lewisham NHS Primary Care Trust, Lewisham Hospital NHS Trust, South London and Maudsley NHS Foundation Trust (SLAM), Southern Gas Network, Thames Water, Transport for London and Voluntary Action Lewisham.

**9.16** The IDP will be managed through the LSPs Sustainable Development Partnership (SDP) which will:

- monitor progress on delivery and make strategic input when timely
- consider six monthly performance reports setting out progress on delivery of the IDP

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163 Planning Together: Updated practical guide for local strategic partnerships and planners (April 2009)  
DCLG

- identify any necessary action including any necessary additional support needed by partners where delivery is off target
- report progress annually to the LSP Board and in the Council's Local Development Framework Annual Monitoring Report.

**9.17** Representatives on the SDP will act as link officers into their organisations to help provide contacts and problem solving, if needed. The IDP also outlines the role that Lewisham's Asset Management Board (AMB) will play. Its role has been expanded so that it includes representatives from key local partners to enable it to take the lead on Lewisham as a place. The AMB will be the chief officer group that reports to the SDP and its ongoing tasks will be to:

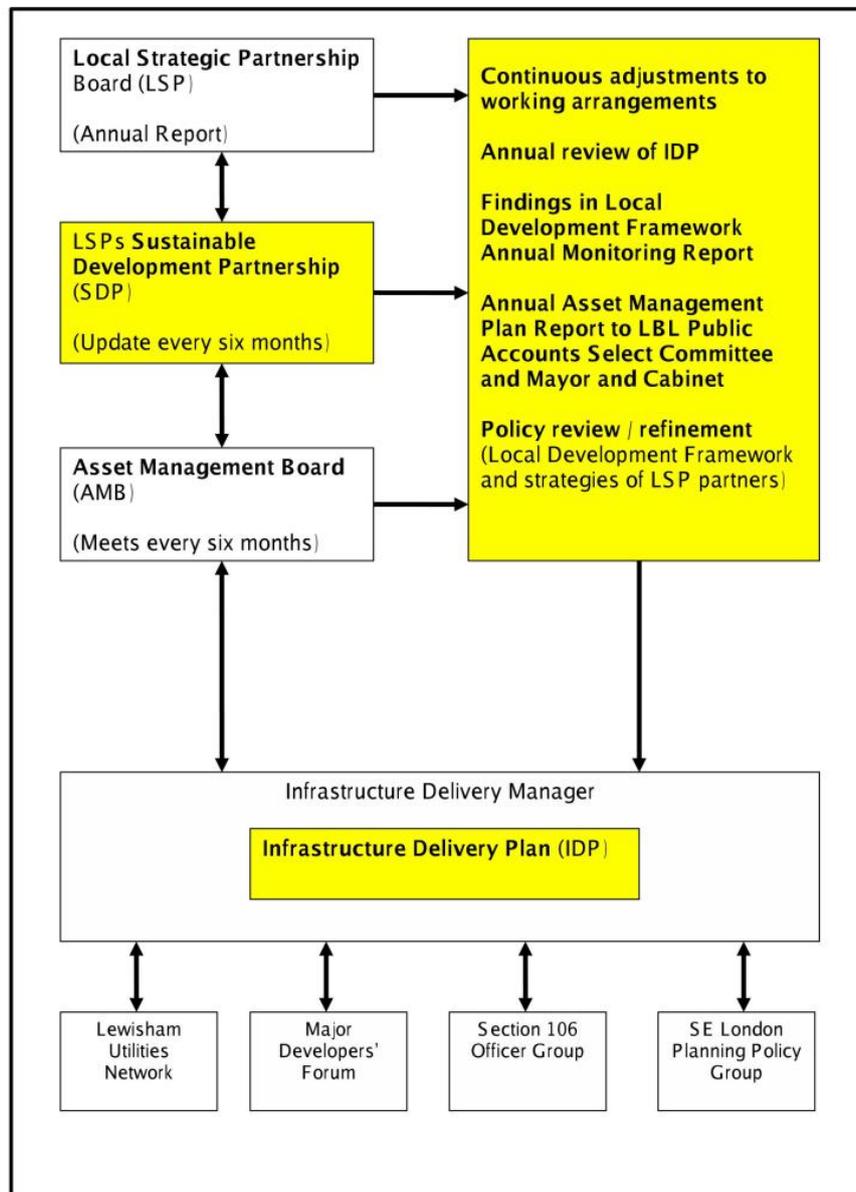
- be responsible for the development and continuous review of Lewisham's public sector infrastructure
- challenge the use of assets and assess whether they remain relevant to service priorities and are deployed efficiently and effectively
- commission locality and service based property reviews examining the potential for service integration
- consider all major potential investment, disposal or changes of use in existing assets affecting partners prior to executive decision
- examine the potential for cross-partner Business Continuity Planning for the use of assets
- establish shared data and common protocols designed to increase the efficiency
- effectiveness of public sector assets and related functions across Lewisham.

**9.18** The Council's head of Asset Strategy has been identified as an Infrastructure Delivery Manager in order to:

- incorporate relevant aspects of the IDP into the Council's Annual Asset Management Plan
- work with the Planning Service and co-ordinate and facilitate the work of the AMB
- establish and service a 'virtual' Lewisham Utilities Network in order to share information on proposed development and consequences for water, sewerage, electricity, gas and telecommunication services
- establish and service a Major Landowners' Forum to discuss and influence future infrastructure investment
- prepare an annual progress report for consideration by the AMB and SDP and inclusion in the Annual Monitoring Report (AMR).

**9.19** The governance structure is outlined in Figure 9.1.

**Figure 9.1 Governance structure for managing the the implementation of the Infrastructure Delivery Plan**



### Essential Infrastructure Projects

**9.20** The IDP includes the full range of proposed infrastructure projects. This includes those that are:

- 'committed' where projects are ready to go and funding has been secured
- 'planned' where the scope of the project is defined and there is an intention to deliver, but funding has yet to be identified
- 'emerging' where the need for a project has been identified, but the scope has yet to be defined and funding has yet to be secured.

- 9.21** Appendix 7 identifies those projects that are considered ‘essential’ for the delivery of the Core Strategy, i.e. those projects that must happen if the policy objectives set out in this Strategy are to be met in full.

#### **9.4 Infrastructure provision for strategic site allocations**

- 9.22** PPS12 makes clear that infrastructure planning for the core strategy should also include the specific infrastructure requirements of any strategic sites which are allocated in it.<sup>(164)</sup> The five strategic site allocations identified in Section 8 are due to be developed over the plan period, as set out under the Key Milestones below. Infrastructure provision needs to keep pace with development and be in place when it is needed. Those projects that are considered essential if the policy objectives (land use priorities and/or urban design principles) for the strategic site allocations are to be met in full are identified immediately after each specific policy. Further details of these projects are set out in Appendix 7 and full details can be found in the IDP.

#### **9.5 Borough Investment Plan**

- 9.23** The Homes and Communities Agency (HCA) is bringing together key agencies involved in the regeneration of Lewisham to have a ‘single conversation’ and the Council has submitted a Borough Investment Plan (BIP) to the HCA. The BIP articulates the shared priorities of the Council, the HCA, other local partners and the Mayor of London. The BIP builds on and complements the IDP by focusing on, amongst other things, social, economic and environmental sustainability, land supply, physical and social infrastructure, and resources required to help deliver the vision and strategic objectives of the Core Strategy.

#### **9.6 Use of compulsory purchase powers**

- 9.24** The Core Strategy is intended to encourage third party landowners and developers to bring forward their land and buildings for re/development where appropriate. The Council has been working with landowners and their agents to assist the process of bringing forward development within the earliest possible period. This particularly applies to the strategic site allocations. However, it is accepted that there may be instances where landowners may be reluctant or unwilling to bring forward their land for development. In such circumstances the Council may choose to use its compulsory purchase powers to achieve the Core Strategy’s wider regeneration objectives.

#### **9.7 Developer contributions**

- 9.25** As outlined in Section 7.4.4, the Council, as planning authority, will be responsible for ensuring that the environmental and infrastructure improvements and community facilities required as a result of development are secured and implemented in an appropriate manner. The funding and delivery of this will be secured via a planning obligation agreement or by conditions attached to any planning permission.
- 9.26** In the short term to facilitate effective delivery, the Council will prepare a supplementary planning document (SPD) to provide a framework for negotiating planning obligations including formula based approaches where appropriate. The SPD will address a range of topics including but not limited to transport, education, open space, energy efficiency and affordable housing and will provide further guidance on the likely type, scale and priority of obligations sought. In the longer-term, the IDP will provide the basis for preparing a ‘charging schedule’ should the Council decide to become a ‘charging authority’ in relation to the Community Infrastructure Levy.

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164 Paragraph 4.11

## 9.8 Housing trajectory and Housing Implementation Strategy

**9.27** The Council's Housing Implementation Strategy indicates what ranges of housing delivery and previously developed land performance are acceptable and what action may be taken in what circumstances, so that there are clear and transparent points that will trigger action.

**9.28** Housing provision, particularly affordable housing, is a key priority of the Core Strategy. Table 9.1 shows actual housing completions for the period 2004/05 to 2008/09.<sup>(165)</sup> The annual average and the overall new housing completion rate in Lewisham nearly met that required by the London Plan allocations, with a total of 4,646 dwellings completed against a target of 4,665.<sup>(166)</sup>

**Table 9.1 Actual housing completions 2004/05 to 2008/09**

Type/Year	2004/05	2005/06	2006/07	2007/08	2008/09	Total 2004/09
<b>New dwellings</b>	503	967	628	1,278	1,270	4,646
<b>London Plan target</b>	870	870	975	975	975	4,665

**9.29** Table 9.2 shows the projected completions for the period of the Core Strategy. Based on the housing trajectory, the Council expects housing delivery to be below target for the next three monitoring years. However, it is expected that a strong supply of new housing will come on stream from 2011/12 onwards. The key reasons for this are that:

- the recession and 'credit crunch' has slowed the number of planning applications received and therefore permissions granted for housing in the last year
- through the Core Strategy and the Site Allocations DPDs the Council will provide an up-to-date supply of development sites for housing (the DPDs are scheduled for approval from 2011 onwards)
- estate renewal and development by Registered Social Landlords (RSLs) will continue with large schemes currently being built or planned for the Kender, Excalibur, Silwood and Heathside and Lethbridge estates
- the approval of a number of schemes pre 2007/08 are expected to be completed
- a number of large schemes, including the strategic site allocations, which are currently in the pre-application phase, are expected to come forward within the next three to seven years.

**9.30** The result of the above is that over the next five to ten year period the borough should be able to meet and exceed its housing delivery targets, albeit it below target for 2009/10 to 2011/12 for conventional supply.

165 LB Lewisham Planning Service 2009

166 This includes all newly built private sector properties, estate renewal, any conversions of existing dwellings into flats, any vacant dwellings brought back into use, any newly created non-self-contained dwellings and all newly built affordable housing

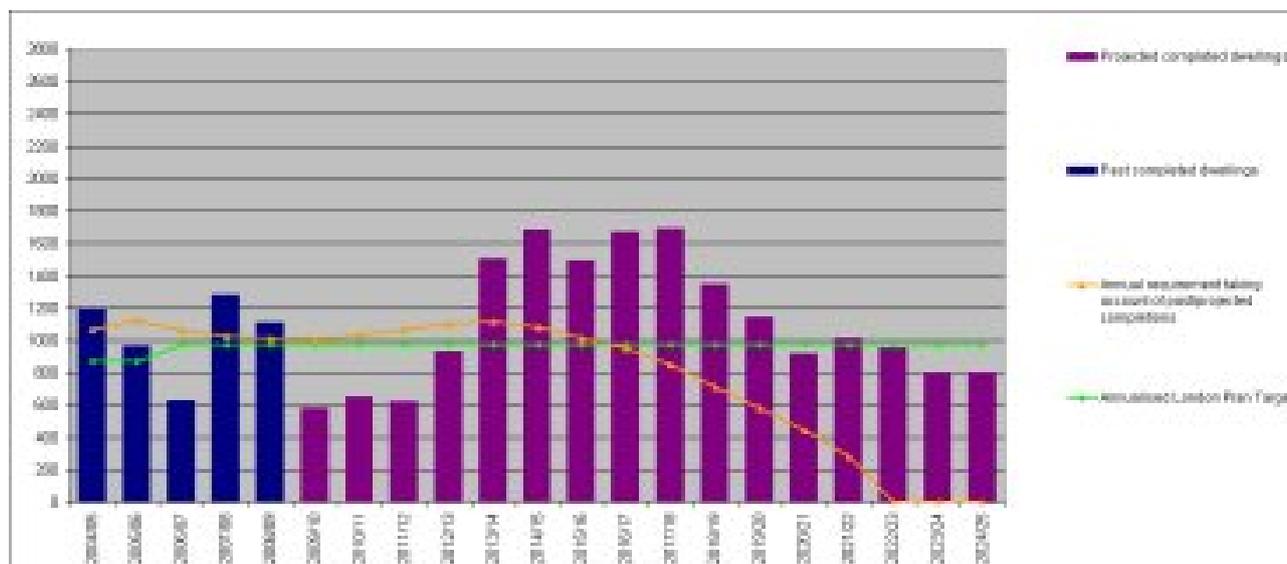
**Table 9.2 Projected housing completions 2009/10 to 2025/26**

Year/Type	2009/10	2010/11	2011/12	2012/13	2013/14	2014/20	2020/26	Total 2009/26
<b>New dwellings</b>	580	647	620	930	1,508	9,000	4,880	18,165
<b>London Plan target</b>	975	975	975	975	975	5,850	4,875	15,600

**9.31** Figure 9.2 shows the projected schedule of housing delivery across the borough up to 2026. The chart indicates total projected completions in relation to minimum housing requirements of the London Plan as set out in the Core Strategy. Greater certainty can be provided for the first five years of the Core Strategy. This reflects an analysis of housing developments nearing completions and current applications in the ‘system’ expected to be completed within the first five years.

**9.32** The housing trajectory is reviewed annually as part of the Annual Monitoring Report to show that a five year supply of deliverable and developable housing sites is being maintained in order to meet the borough’s housing targets.

**Figure 9.2 Lewisham housing trajectory**



**9.9 Monitoring delivery**

**9.33** The Core Strategy along with other local development documents will be monitored to ensure the delivery of the strategic objectives, which contribute to implementing the Lewisham spatial strategy (Section 6) and cross cutting policies (Section 7). The Council recognises that in order to be sure that sustainable development and sustainable communities are being delivered, it and its partners in the LSP need to be able to check on whether these aims are being achieved and to take corrective action if they are not. The monitoring objectives are as follows:

- checking that targets are being met and identifying the actions needed to address any barriers and blockages (including the need to amend the Core Strategy or other LDDs to reflect changing circumstances)

- assessing the risks associated with particular aspects of the Core Strategy and devising risk management strategies and contingency planning
- monitoring the quality of new developments in Lewisham and their compliance with policies and proposals
- assessing the potential impacts of new or updated legislation, evidence and national and regional policy and guidance
- measuring the performance of the Core Strategy against the vision and strategic objectives and assessing whether the objectives are still appropriate
- measuring the performance of the Core Strategy against other relevant indicators
- measuring the impact of delivery of the Core Strategy against the indicators identified in the Sustainability Appraisal and assessing whether it is contributing to the creation of a more sustainable place
- monitoring conditions across Lewisham in conjunction with partners to assess the need for further spatial interventions, including checking and updating the assumptions on which the Core Strategy is based
- collecting appropriate data and making use of the data collected by other partners to support the continually evolving LDF evidence base
- sharing intelligence and proposed actions with partners, so that it can inform the Sustainable Community Strategy and other local plans and strategies.

**9.34** This allows the Council to be able to be flexible in updating the LDF to reflect changing circumstances.

**9.35** In view of the importance of monitoring, Section 35 of the Planning and Compulsory Purchase Act 2004 requires every local planning authority to make an annual report to the Secretary of State containing information on the implementation of the Local Development Scheme and the extent to which the policies set out in local development documents, such as the Core Strategy, are being achieved. The Council publishes its Annual Monitoring Report (AMR) in December each year reporting on the period covering the previous financial year.

**9.36** The Core Strategy Monitoring Framework is detailed in Appendix 6 and shows the indicator, target and the key implementation body. Links have been made to ensure consistency between the indicators that need to be reported through the AMR and the targets of the LAA.

## 9.10 Key milestones

**9.37** The following key milestones have been prepared to help monitor progress on the Core Strategy:

### Pre 2011

- East London Line extension (Phase I) complete providing integration with the London Overground network and additional services and station improvements for New Cross, New Cross Gate, Brockley Cross, Honor Oak, Forest Hill and Sydenham to Crystal Palace in the south and Dalston and Highbury in the north
- DLR three-car extension complete providing 50% more capacity
- Kender Triangle works complete
- strategic site allocations pre-application discussions progressing

### 2011 to 2016 (Stage 1)

- Lewisham Gateway strategic site allocation development under way
- Lewisham town centre bus station re-location to Thurston Road completed providing increased capacity

- Deptford Lounge/Tidemill School complete
- Deptford Station refurbishment and improvement complete providing new station and public square
- Oxestalls Road and Plough Way strategic site allocations development under way (with Plough Way development expected to be completed)
- East London Line extension (Stage II) complete providing a new station at Surrey Canal Road with links to Clapham Junction
- Thameslink programme complete
- estate renewal programmes progressing
- New Cross Gate NDC Centre complete
- secondary schools refurbished/rebuilt through the Building Schools for the Future programme
- Waterlink Way open space/pedestrian and cycle link enhancements complete
- Route 1 of Lewisham Links Strategy complete (Deptford High Street to Fordham Park)
- ongoing discussions with infrastructure providers to secure and improve delivery
- 6,250 new homes complete

### 2016 to 2021 (Stage 2)

- Lewisham Gateway strategic site allocation development complete
- development complete on major sites within the Lewisham Town Centre
- development complete on major sites within the Catford Town Centre
- development of Convoys Wharf and the Surrey Canal Triangle strategic site allocation sites under way
- Heathside and Lethbridge, Kender and Silwood estate renewal complete
- ongoing discussions with infrastructure providers to secure and improve delivery
- 7,380 new homes complete

### 2021 to 2026 (Stage 3)

- key phases of the development of Convoys Wharf and the Surrey Canal Triangle strategic site allocation sites complete
- ongoing discussions with infrastructure providers to secure and improve delivery
- 4,535 new homes complete.

## 9.11 Cross-borough issues

**9.38** Lewisham has worked closely, and will continue to do so, with its neighbouring south-east London boroughs (Bexley, Bromley, Greenwich and Southwark) to ensure cross-borough issues are identified and managed through the LDF process. This has included the establishment of a South East London Planning Policy Group to provide a forum for cross-borough and sub-regional issues, seek a common approach to key LDF issues and share evidence. Where appropriate, joint evidence reports have been commissioned to support each borough's LDF. Lewisham has been involved in the following reports:

- Strategic Flood Risk Assessment (LB Lewisham and Southwark)
- South East London Boroughs' Joint Waste Technical Apportionment Paper (LB Bexley, Bromley, Greenwich, Lewisham and Southwark)
- Sub-regional Strategic Housing Market Assessment (LB Bexley, Bromley, Greenwich, Lewisham and Southwark).

- Heat Mapping as part of the Decentralised Energy and Masterplanning (DEMaP) Programme (LB Lewisham and Southwark)
- Infrastructure planning with a focus on sharing information on education, health, leisure and traffic.

**9.39** Evidence has been shared between LB Lewisham, Southwark and Greenwich to assess the cumulative transport impacts of proposed development within each borough. This has looked at the impact of approved and potential development sites. For Lewisham, this focuses on the Canada Water regeneration area located within LB Southwark and Deptford Creekside sites located within LB Greenwich. The IDP also considers existing and proposed infrastructure provision in the neighbouring boroughs of Bromley, Greenwich and Southwark to make sure that proposals for infrastructure in Lewisham takes full account of this provision.

## 9.12 Risk assessment and contingency planning

**9.40** The Core Strategy is designed to encompass a period of 15 years. There will be changing economic and market conditions over the plan period, as well as other factors, including changes in legislation and national and London Plan policy, which will impact upon the delivery of the plan and its components. The full impacts cannot be predicted and will be monitored as part of the 'plan, monitor and review' process outlined under the Monitoring delivery section above. However, a short risk assessment covering the key risk areas is set out below. This incorporates commentary on contingency planning, including what alternative strategies will be implemented and what will trigger their use.

### 1. Change to legislation and national or regional policy

**9.41** The Core Strategy has been prepared in accordance with legislative requirements and national policy and conforms with the London Plan. Any change to legislation and either national or regional policy is required to go through a period of public consultation. This provides the opportunity to review and prepare for any policy alterations in advance. In relation to policy, the Core Strategy does not repeat national and regional policy, but rather refers to national and regional policy and considers it in the local context. As a result, small adjustments to higher policy documents should not necessarily affect the implementation of the Core Strategy. If major changes were proposed the Core Strategy would need to be quickly reviewed and this would be overseen by the Council's LDF Steering Group. This would apply to all local authorities and would not be exclusive to Lewisham.

### 2. Housing targets

**9.42** The Mayor of London is currently reviewing the London Plan and this includes revising housing targets for each London borough. Current indications are that the annual and 10 year housing targets will increase, the new draft target for Lewisham increases to 11,050 with an annual target of 1,105. The Core Strategy has shown that the current housing target of 975 per annum can be met and is expected to be exceeded over the plan period. Due to the range and number of sites planned for development, it is considered that there is resilience in the delivery strategy, in that delays on one site may be mitigated by the progression of another. It is therefore considered that the proposed increase in the targets for housing provision is likely to be met within current and planned housing site allocations.

**9.43** However there are risks related to the delivery of affordable housing. If monitoring shows that the delivery of affordable housing is not meeting policy targets, the Council's Housing Implementation Strategy and Borough Investment Plan, together with the processes that support them, and the Major Developers' Forum provide the best vehicles for working with

private developers, RSLs and the HCA to review and address the problem. Planning applications could be approved with less than 50% affordable housing based on site specific evidence rather than overall borough need.

### 3. Climate change

- 9.44** At the strategic level, if action is not proactive or forthcoming, particularly in reducing carbon emissions, climate change and its impacts are expected to be exacerbated through localised flooding, continued poor local air quality and poorly designed homes and buildings which would affect quality of life.
- 9.45** The key factor in delivering a systematic reduction in CO<sub>2</sub> emissions across the borough will be the extent to which the community and other stakeholders are able to fully contribute to CO<sub>2</sub> reduction. The Council will need to provide local people with support, including information and financial assistance, to enable them to make decisions that will reduce their energy consumption. Empowering local people to create their own proposals for reducing energy use and consumption will also need to take place.
- 9.46** Developers, particularly those that are smaller and locally based, will need to be aware of the Government's higher design standards and the consumer desirability of 'green homes' to ensure improved design from the outset.
- 9.47** If monitoring reveals that policy objectives to mitigate and adapt to climate change are not delivering the necessary outcomes, corrective action would be taken. This includes reviewing methods of raising levels of awareness of the Government's increasing design and building standards, and therefore decreasing the risk of non compliance. Steps that would be taken include re-doubling efforts in relation to information and links on the relevant pages of the Council website and in building and planning permission application packs and revising the local information requirements. The use of planning conditions and obligations on planning permissions would also be reviewed to consider whether a different approach should be taken in order to secure mitigation and/or aid in the monitoring of some of the areas that planning can directly influence.

### 4. Waste

- 9.48** It is imperative that a partnership approach is adopted to implement this policy. By adopting a corporate approach, the Council will be able to take action to meet recycling and composting targets for municipal waste. However, there is a risk that commercial waste targets are not met. If monitoring demonstrates under-achievement, there will be a review of the need for education and information to ensure the construction industry complies with construction and demolition waste targets and the use of enforcement of planning conditions to ensure the responsible storage and disposal of waste. There may also need to be a review of policies to encourage additional recycling industries into appropriate areas of Lewisham.

### 5. Transport

- 9.49** There are always risks that national or regional funding for infrastructure projects could be reduced or withdrawn. However, the risk is considered to be low as the IDP identifies that key projects for the borough are identified in existing business plans, have been allocated funding, and in many instances are under way and due for completion between 2010 and 2012. The biggest single risk relates to the proposed Surrey Canal Road station on the East London Line extension (London Overground network).
- 9.50** If other major transport schemes, such as Crossrail, are delayed or abandoned, the Council will need to work with TfL and other partners to review strategies for supporting growth in East London – including the Local Implementation Plan. There is also a risk that on-site car

parking provision could exceed desired standards. If monitoring demonstrates 'over-provision', a review of the implementation of relevant policies will be instigated and clearer working practises established.

## 6. Effect of the economic recession

- 9.51** At the time of finalising the Core Strategy, the UK was experiencing an economic recession. This was the result of a global 'meltdown' in the banking industry. The level of the crisis has required major intervention to be taken by the Government not only at a national level, but also at regional and local level. It is clear that Lewisham has not escaped and the Council must consider the existing crisis and its ongoing effect while planning for the future.
- 9.52** In November 2008 the Council agreed a 10-point action plan to help alleviate immediate financial pressures on Lewisham's residents and businesses. Further actions have been in place since May 2009. Measures have included monetary relief and assistance as well as support and advice services to support resilience and robustness of businesses and residents alike.
- 9.53** The Council is also aware that Lewisham's position and strategy is linked to other boroughs and indeed London as a whole. The opportunities that are available to Lewisham residents are built on the strength of the capital's economy. The response to the economic situation by Lewisham Council will therefore be monitored and coordinated in conjunction with adjoining local boroughs, the Mayor of London and the Government.

### A. Housing

- 9.54** The economic downturn presents a significant risk for housing delivery and will impact on the viability of housing development. Although some sites may not come forward for housing development, any impact is largely considered to last for the short term (one to three years) rather than extend into the full Core Strategy period. The preparation of the Site Allocations DPD that runs alongside the Core Strategy provides further certainty of delivery. The housing evidence base is and will continue to be regularly reviewed to assess the supply and demand of housing delivery, while the AMR will provide an update on the borough's residential picture.
- 9.55** Should monitoring demonstrate development of residential sites is slower than anticipated, the Council's Housing Implementation Strategy and Borough Investment Plan, together with the processes that support them, and with the Major Developers Forum provide the best vehicles for working with private developers, RSLs and the HCA to review and address the problem. The Site Allocations DPD will also be reviewed to see whether there is the need to bring forward alternative sites for development.

### B. Employment and retail and town centres

- 9.56** The economic downturn will impact employment as well as the housing market, which may affect the viability of delivering the Mixed Use Employment Locations. As previously stated any impact is largely considered to last for the short term rather than extend into the full Core Strategy period and this is also relevant to the delivery of retail sites or levels of employment. The situation will be kept under review and the Council will work with land owners and prospective developers through the Major Developers Forum and on a one-to-one basis as part of the development management process to review what could be done to facilitate development.
- 9.57** For the rest of the borough, the recession may affect the viability of the continued protection of employment land. The existing employment stock must be preserved in the long term. The Council will endeavour to protect the unused employment stock and will resist applications for conversions to residential use. Supporting local business is vital to retaining employment

opportunities in the borough. The Council will therefore consider the short term use of empty employment sites for alternative uses during the downturn, including social, cultural and charitable activities.

#### C. Infrastructure

- 9.58** The current financial crisis and public sector spending cuts are likely to impact on the provision of infrastructure in the borough. Site development has slowed over the past 18 months and this has led to a subsequent reduction in the amount of contributions collected via Section 106 agreements. These contributions are vital to the completion of many infrastructure improvement projects. The preparation of the Supplementary Planning Document for Planning Obligations should help clarify and quantify financial contributions in the short term, as the market recovers, with the prospect of the CIL bringing greater certainty in the longer term.
- 9.59** The IDP and governance structure set out in Figure 9.1 provide effective mechanisms for responding to changing circumstances and contingency planning, with the Sustainable Development Partnership, Asset Management Board and Lewisham Utilities Network all providing opportunities for discussions with local partners and delivery agencies in order to re-appraise and re-prioritise spending. The Infrastructure Schedule (part of the IDP) also sets out specific contingency measures for each identified infrastructure project.

#### D. Design

- 9.60** The economic downturn could adversely affect the viability of the major development of sites in Deptford and New Cross and the Lewisham and Catford town centres. This would mean that the urban design and regeneration objectives for the borough would not be delivered in the timescales envisaged. The economic downturn could also affect the quality of development put forward for planning approval. However, given the requirements contained in national and regional policy and guidance, there would be clear reasons to reject poor design and the Council's Design Review Panel will help to ensure that design quality is maintained.

#### E. Open space

- 9.61** The Council could at various times experience financial constraints that could lead to a redirection of budgets away from the maintenance of open space. In the context of an economic downturn, new developments which could have been expected to provide new open space or improvements might not proceed and cuts in public spending may reduce budgets for the improvement of open spaces and the public realm. The Council will support development through the actions stated in previous sections and will use the IDP and Borough Investment Plan processes described above to maximise public funding.

### 5. Changes to the evidence base

- 9.62** As with national and regional policy, the local evidence base is another component informing the preparation of the Core Strategy. New evidence and a review of existing evidence will be prepared to respond to changing circumstances, and this in turn may point to the need to change or alter policy. This process will be managed through the Annual Monitoring Report.

**Overarching**

- Shaping Our Future: Lewisham Sustainable Community Strategy 2008-2020
- Lewisham Infrastructure Delivery Plan, 2010

**Housing**

- Lewisham Strategic Housing Market Assessment, 2008
- South East London Boroughs' Strategic Housing Market Assessment, 2009
- Lewisham Affordable Housing Viability Assessment, 2009

**Employment land**

- Lewisham Employment Land Study, 2008

**Retail and town centres**

- Lewisham Retail Needs Study, 2009
- Town Centre Health Checks, 2009

**Renewables and energy**

- Lewisham Renewables Evidence Base Study, 2009

**Waterways and flooding**

- Lewisham Strategic Flood Risk Assessment, 2008
- Lewisham Sequential Test, 2009

**Open space**

- Lewisham Leisure and Open Space Study, 2009
- Ravensbourne River Corridor Improvement Plan, 2009
- Lewisham Physical Activity, Sport and Leisure Strategy, 2006
- Lewisham Biodiversity Action Plans, 2006

**Waste management**

- Lewisham Municipal Waste Management Strategy, 2008
- South East London Boroughs' Joint Waste Appointment Technical Paper, 2009

**Transport**

- Lewisham Borough-wide Transport Assessment, 2009
- North Lewisham Transport Study, 2009
- Lewisham Town Centre Transport Study, 2009
- North Lewisham Links Strategy, 2007
- Lewisham Local Implementation Plan, 2009

**Design**

- Deptford New Cross Masterplan, 2007
- Lewisham Tall Buildings Study, 2009
- Lewisham Conservation Area Appraisals and Management Plans
- Lewisham Borough Wide Character Study, 2010

**Community services**

- Lewisham Children and Young People's Plan, 2009
- Lewisham Social Inclusion Strategy, 2005
- Healthy Weight, Healthy Lives (PCT with LB Lewisham), 2009
- Lewisham Joint Strategic Needs Assessment, 2009

Table 2.1 UDP policies replaced by the Core Strategy

UDP policy	Replacement Core Strategy policy		(or London Plan Policy, PPS/PPG reference)
	Retain	Remove	
STR URB 1	X		
STR URB 4	X		
URB1	X		
URB2		X	N/A Removed as schemes no longer exist
URB3	X		
URB4		X	CS Objective 11, CS Policy 15, London Plan Policy 4B.6/Draft Replacement London Plan Policy 7.3
URB5		X	CS Objective 10, CS Policy 18, London Plan Policy 4B.9, 4B.10/Draft Replacement London Plan Policy 7.7
URB6	X		
URB8	X		
URB9	X		
URB10	X		
URB11	X		
URB12	X		
URB13	X		
URB14	X		
URB15		X	CS Objective 10, CS Policy 15, 16, PPS5 - Planning for the Historic Environment, Town and Country Planning (Conservation) Acts
URB16	X		
URB17		X	Objective 10, CS Policy 15, 16, Town and Country Planning (Conservation) Acts, PPS5 Planning for the Historic Environment
URB18		X	CS Objective 10, CS Policy 15, 16, Town and Country Planning (Conservation) Acts, PS5 Planning for the Historic Environment
URB19		X	CS Objective 10, CS Policy 15, 16, Draft Replacement London Plan Policy 7.9, PPS5 Planning for the Historic Environment, Town and Country Planning (Conservation) Acts
URB20	X		
URB21		X	CS Objective 10, CS Policy 15, 16, Draft Replacement London Plan Policy 7.8, PPS5 Planning for the Historic Environment, Town and Country Planning (Conservation) Acts
URB22		X	CS Objective 10, CS Policy 17
URB24	X		

UDP policy	Replacement Core Strategy policy (or London Plan Policy, PPS/PPG reference)		
	Retain	Remove	
URB25		X	CS Objective 7, CS Policy 12 clause 2(b), Strategic Site Allocation 2 clause 2(d)
URB26		X	CS Objective 7, CS Policy 11, Strategic Site Allocation 2, London Plan Policy 4C.11/Draft Replacement London Plan Policy 7.27
URB27		X	CS Objective 10, CS Policy 12, 18, Spatial Policy 3, London Plan Policy 4C.3, 4C.4, 4C.14/Draft Replacement London Plan Policy 7.10, 7.28, 7.29
URB28		X	CS Objective 6, CS Policy 10, 11, 12, 14, 18, London Plan Policy 3D.14, 4C.4, 4C.14/Draft Replacement London Plan Policy 7.27, 7.28
URB29	X		
STR OS 1		X	CS Policy 12, London Plan Policy 3D8, 3D.11
STR OS 2		X	CS Policy 12, London Plan Policy 3D.8
STR OS 3		X	CS Policy 12, London Plan Policy 3D.14
OS1		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12, 18
OS2	X		
OS3		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12, 18
OS4		X	CS Objective 7, 9, CS Spatial Policy 2, CS Policy 11, 12, 14
OS5		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12
OS6		X	CS Objective 6, CS Policy 11
OS7	X		
OS8		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12
OS9	X		
OS10		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12, London Plan Policy 3D.15
OS11		X	CS Objective 7, 11, CS Policy 19
OS12		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12
OS13		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12
OS14		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12
OS15		X	CS Objective 7, 10, CS Spatial Policy 1, CS Policy 15, 16, 17
OS16	X		
OS17		X	CS Objective 7, CS Spatial Policy 1, CS Policy 12
STR ENV PRO 1		X	CS Policy 13, London Plan Policy 4A.21, 4A.22

## UDP policies replaced by the Core Strategy

UDP policy	Replacement Core Strategy policy (or London Plan Policy, PPS/PPG reference)		
	Retain	Remove	
STR ENV PRO 2		X	CS Policy 7, 8, London Policy 4A.1, 4A.2, 4A.3, 4A.4, 4A.5, 4A.6, 4A.7
ENV.PRO2	X		
ENV.PRO3		X	CS Objective 8, CS Policy 13
ENV.PRO5	X		
ENV.PRO6		X	CS Objective 8, CS Policy 13
ENV.PRO9	X		
ENV.PRO10	X		
ENV.PRO11	X		
ENV.PRO12	X		CS Objective 6, CS Policy 10, Sustainable Design and Construction: The London Plan Supplementary Planning Guidance, PPS 25 Development and Flood Risk
ENV.PRO13		X	CS Objective 8, CS Policy 7, 8, 13, 15
ENV.PRO14		X	CS Objective 6, CS Policy 10, London Plan Policy 4A.12, 4A.13, 4A.14, 4A.15, PPS 25 Development and Flood Risk
ENV.PRO15		X	CS Objective 6, CS Policy 10, Sustainable Design and Construction: The London Plan Supplementary Planning Guidance, PPS 25 Development and Flood Risk
ENV.PRO16		X	CS Policy 10
ENV.PRO17	X		
STR HSG 3		X	CS Objective 3, CS Policy 1
HSG1	X		
HSG2		X	National policy
HSG4	X		
HSG5	X		
HSG6		X	CS Objective 2, 3, CS Policy 1
HSG7	X		
HSG8	X		
HSG9	X		
HSG10	X		
HSG11	X		
HSG12	X		
HSG14		X	CS Objective 2, 3, CS Policy 1

UDP policy	Replacement Core Strategy policy (or London Plan Policy, PPS/PPG reference)		
	Retain	Remove	
HSG15		X	CS Objective 2, 3, CS Policy 1
HSG18	X		
HSG20		X	CS Objective 3, CS Policy 2
HSG22		X	Statement of Community Involvement
STR TRN 1		X	CS Objective 9, CS Spatial Policy 1, 2, CS Policy 14, London Plan Strategic Policy 2A.1 Thematic Policy Section 3C.1, 3C.2/Draft Replacement London Plan Policy 6.1, 6.3, PPG13 Transport
STR TRN 3		X	CS Policy 14, London Plan Policy 3C.23/Draft Replacement London Plan Policy 6.1, 6.2, 6.13
STR TRN 4		X	CS Policy 14, London Plan Policy 3C.23/Draft Replacement London Plan Policy 6.1, 6.2, 6.13
TRN1		X	CS Objective 9, CS Spatial Policy 1, 2, CS Policy 14
TRN2		X	CS Objective 9, CS Spatial Policy 1, 2, CS Policy 14, CS Strategic Site Allocation 1
TRN3		X	Objective 9, Spatial Policy 1, 2, 3, 4, 5, CS Strategic Site Allocation 1, CS Policy 14
TRN4		X	CS Objective 9, Spatial Policy 1, 2, CS Policy 14
TRN5		X	CS Policy 14
TRN6		X	CS Objective 9, CS Policy 14
TRN7		X	CS Objective 9, CS Policy 14
TRN8		X	CS Objective 9, CS Policy 14
TRN9		X	CS Objective 9, Spatial Policy 1, CS Policy 14
TRN10		X	All Core Strategy
TRN11		X	CS Objective 9, Spatial Policy 2, 3, CS Policy 14
TRN12		X	CS Objective 1, 9, Strategic Site Allocation 6
TRN13		X	CS Objective 9, Spatial Policy 2
TRN14		X	CS Policy 14
TRN15		X	CS Objective 9, CS Spatial Policy 1, CS Policy 14
TRN16		X	CS Objective 9, CS Spatial Policy 1, CS Policy 14
TRN18		X	Local Implementation Plan
TRN19		X	Local Implementation Plan
TRN20		X	CS Objective 9, CS Policy 21, Local Implementation Plan

## UDP policies replaced by the Core Strategy

UDP policy	Replacement Core Strategy policy (or London Plan Policy, PPS/PPG reference)		
	Retain	Remove	
TRN21		X	Local Implementation Plan
TRN22		X	CS Objective 9, CS Policy 14, Local Implementation Plan
TRN23		X	CS Objective 9, CS Policy 14
TRN24	X		
TRN25		X	CS Objective 9, CS Policy 14, 21, Local Implementation Plan
TRN26		X	CS Objective 9, CS Policy 1, London Plan Annex 4/Draft Replacement London Plan 6.1, Car Parking Standards, PPG13 Transport
TRN27	X		
TRN28	X		
STR EMP 1		X	CS Objective 4, CS Spatial Policy 1, 2, CS Policy 3, 4, 5
STR EMP 3		X	CS Objective 4, CS Spatial Policy 1, 2, CS Policy 3, 4, 5
EMP1		X	CS Objective 4, CS Spatial Policy 1, 2, 3, 4, 5, CS Policy 3, 4, 5
EMP2		X	CS Objective 4, CS Spatial Policy 2, 3, 5, 5, CS Policy 3, 5
EMP3		X	CS Objective 4, CS Spatial Policy 2, 3, 4, 5, CS Policy 3
EMP4		X	CS Objective 4, CS Spatial Policy 2, 3, 4, 5, CS Policy 5
EMP6		X	CS Objective 4, CS Spatial Policy 2, CS Policy 5
STR STC 2		X	CS Spatial Policy 2, 3, CS Policy 6, CS Strategic Site Allocation 6
STR STC 3		X	CS Spatial Policy 1, 2, 3, 4, 5, CS Strategic Site Allocation 6
STC1	X		
STC2	X		
STC3		X	CS Objective 4, 11, London Plan Policy 3D.2
STC4	X		
STC5	X		
STC6	X		
STC7	X		
STC8	X		
STC9	X		
STC10	X		
STC11		X	CS Objective 1, 4, CS Spatial Policy 1, 2, 3, Strategic Site Allocation 6, London Plan Policy 3D.2

UDP policy	Replacement Core Strategy policy (or London Plan Policy, PPS/PPG reference)	
	Retain	Remove
STC12	X	
STC13		X
STC15		X
STC16		X
STC17		X
STC18		X
STR LCE 1		X
STR LCE 2		X
LCE1	X	
LCE2	X	
LCE3	X	
LCE4		X
LCE5		X
LCE6	X	
LCE7		X
LCE8	X	
STR IRM 2		X
STR IRM 3		X
IRM2		X
IRM3		X
IRM4		X
IRM5		X

**3.1** The following tables show the land within the borough allocated for employment (B uses).

**Table 3.1 Strategic Industrial Locations (SIL)**

Strategic Industrial Locations
Surrey Canal Road
Bromley Road

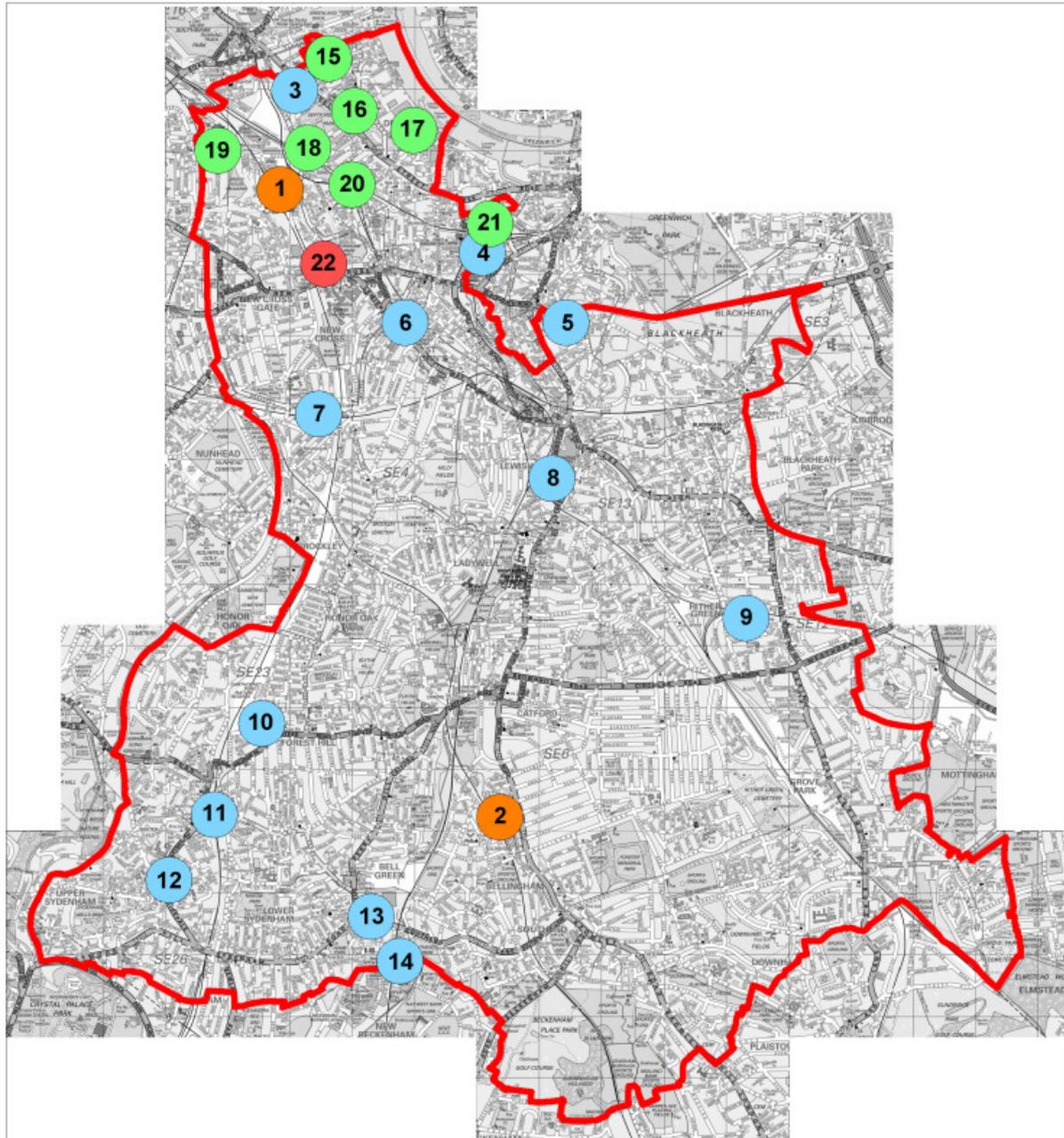
**Table 3.2 Mixed Use Employment Locations (MELs)**

Mixed Use Employment Locations
Convoys Wharf
Surrey Canal Triangle
Oxestalls Road
Arklow Road
Grinstead Road
Childers Street
Kent and Sun Wharf
Plough Way

**Table 3.3 Local Employment Locations (LELs)**

Local Employment Locations
Willow Way
Evelyn Street
Malham Road
Clyde Vale/Perry Vale
Endwell Road
Stanton Square
Worsley Bridge
Creekside
Blackheath Hill
Molesworth Street
Manor Lane

Figure A3 Employment area locations



**Strategic Industrial Locations**

- 1 Surrey Canal
- 2 Bromley Road

**Local Employment Locations**

- 3 Evelyn Street
- 4 Creekside
- 5 Blackheath Hill
- 6 Lewisham Way
- 7 Endwell Road
- 8 Molesworth Street
- 9 Manor Lane
- 10 Malham Road
- 11 Clyde Vale / Perry Vale
- 12 Willow Way
- 13 Stanton Square
- 14 Worsley Bridge Road

**Mixed Use Employment Locations**

- 15 Plough Way
- 16 Oxestalls Road
- 17 Convoys Wharf
- 18 Grinstead Road
- 19 Surrey Canal Road
- 20 Childers Street / Arklow Road
- 21 Sun and Kent Wharf

**Loss of Employment Locations**

- 22 Goodwood Road

- 4.1** The following objectives have been included as part of the Sustainability Appraisal for the Core Strategy:

**Economic**

1. Encourage sustained economic growth across a variety of sectors.
2. Encourage and promote employment and new enterprises in Lewisham.

**Environmental**

3. Minimise the production of waste across all sectors and increase reuse, waste recovery and recycling rates.
4. Use and manage the consumption of natural resources in a sustainable manner.
5. Protect and enhance the borough's open space.
6. Conserve and enhance the borough's natural habitats, biodiversity, flora and fauna and increase peoples access to nature in all areas of the borough.
7. Improve air quality and reduce noise and vibration.
8. Reduce car travel and improve accessibility to key services and amenities by sustainable modes of transport.
9. Mitigate, and adapt to, the impact of climate change.
10. Reduce and manage flood risk.
11. Maintain and enhance landscapes and townscapes.
12. Conserve, and where appropriate, enhance the historic environment and other archaeological aspects of the borough.

**Social**

13. Provide sufficient housing of appropriate mix and tenure and the opportunity to live in a decent home.
14. Improve the health and well-being of the population and reduce inequalities in health.
15. Address deprivation, promote social inclusion and ensure equitable outcomes for all communities.
16. Provide for the improvement of education, skills and training.
17. Enhance community safety by reducing crime, antisocial behaviour and the fear of crime.
18. Encourage a sense of community identity, social cohesion and civic participation.
19. Improve accessibility to leisure facilities, community infrastructure and key local services.

**Table 5.1 Lewisham Core Strategy monitoring indicators**

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
<b>Regeneration and growth areas</b>				
<b>CSO1</b> Physical and socio-economic benefits	All Core Strategy policies	Implementation of strategic site allocations	All strategic site allocations started by 2016	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector
		Amount of completed residential development	7,900 by 2016 13,000 by 2026	AMR, LAA <u>Who will lead delivery?</u> LB Lewisham, registered social landlords (RSLs), private sector, public sector
		Amount of completed retail development	40,000 sq. m by 2026	AMR <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector
		Amount of completed business development	No target	AMR <u>Who will lead delivery?</u> LB Lewisham, RSLs, private developers
		Delivery of physical, social and green infrastructure	Delivery in accordance with IDP	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector, IDP partners

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
<b>Providing new homes</b>				
<b>CSO2</b> Housing provision and distribution	CSP1: Housing provision, mix and affordability CSP2: Gypsies and travellers	Increase supply of new homes	975 new additional homes per year	AMR, LAA <u>Who will lead delivery?</u> LB Lewisham, RSLs, private developers
<b>CSO3</b> Local housing need				AMR, LAA <u>Who will lead delivery?</u> LB Lewisham, RSLs, private developers
		An increased supply of affordable homes	50% affordable housing	AMR <u>Who will lead delivery?</u> LB Lewisham, RSLs, private developers
		Mix in housing tenure	70:30 split between social and intermediate housing	AMR <u>Who will lead delivery?</u> LB Lewisham, RSLs, private developers
		Mix in dwelling sizes	At least 40% affordable homes to be 3+ bedrooms	Core Strategy <u>Who will lead delivery?</u> RSL, private developers
		Net additional pitches (gypsy and traveller)	Net additional pitches	AMR <u>Who will lead delivery?</u> LB Lewisham
		Housing Quality – Building for Life Assessments (BfL)	No. of BfL Assessments	AMR <u>Who will lead delivery?</u> LB Lewisham

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		Lifetime Homes and wheelchair accessible housing	100% new homes built to Lifetime Homes standards 10% of homes wheelchair accessible	AMR <u>Who will lead delivery?</u> LB Lewisham, RSLs, private developers
<b>Growing the local economy</b>				
<b>CSO4</b> Economic activity and local businesses	CSP3: Strategic Industrial Locations and Local Employment Locations CSP4: Mixed Use Employment Locations CSP5: Other employment locations including creative industries	Ensure there is sufficient employment land available  Release of industrial land to accommodate B uses and mixed uses  Proportion of employment in creative industries (LQ)  Employment rate (working age)	No net loss of B use class floor space in defined employment areas (SIL, LEL, MEL) 100% of employment floorspace on previously developed land No more than 10% of available stock to be vacant per annum  20% built floor space on MEL to be within the B use class  0.85  Increase in the proportion of working age Lewisham residents in employment 2011 to 2026	AMR, LAA National Indicators <u>Who will lead delivery?</u> LB Lewisham, private developers  Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers  AMR <u>Who will lead delivery?</u> LB Lewisham, private sector  LAA <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector, SME

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source	
		No. of businesses/individuals participating in training	Year on year increase	Local <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector, SME	
		% economically active people	Year on year increase	LAA, National Indicator <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector	
		No. of training and employment spaces secured through planning obligations	As secured	LAA <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector	
		Net growth in VAT registered businesses	Year on year increase	LAA, National Indicator <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector	
		Position of town centres in town centre hierarchy through yearly health checks	Reduction in vacancy rates	Core Strategy <u>Who will lead delivery?</u> LB Lewisham	
		Lewisham achieve 'metropolitan' status	100,000 sq. m (gross) floorspace for Lewisham town centre by 2026	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector	
		CSP6: Retail hierarchy and location of retail development			

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		Amount of completed retail, office and leisure development in town centres	100% retail development > 1,000 sq. m located in major/district town centres	AMR <u>Who will lead delivery?</u> LB Lewisham, Private sector
		Amount of employment floor space for town centres uses	Office development > 2,800 sq. m located in Lewisham and Catford town centres	AMR <u>Who will lead delivery?</u> LB Lewisham, private sector
		Retail occupancy figures	Reduce vacancy rates	AMR <u>Who will lead delivery?</u> LB Lewisham, private sector
		% non-retail uses in primary shopping frontages	No more than 30% non A1, A2 uses in primary shopping areas	AMR <u>Who will lead delivery?</u> LB Lewisham, private sector
<b>Environmental management</b>				
<b>CSO5</b> Climate change	CSP7: Climate change and adapting to the effects CSP8: Sustainable design and construction and energy efficiency	Energy generated through renewable sources	Year on year increase	AMR, LAA, National Indicators <u>Who will lead delivery?</u> LB Lewisham, private developers, public Sector
		Renewable energy installed by type	Maximise renewable energy types Year on year increase in number of properties connected to CHP	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		Provision of decentralised energy	One decentralised energy 'hub' within the Regeneration and Growth Areas by 2016 and number of homes linked	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers, LDA
		Per capita reductions in CO <sub>2</sub>	Year on year reduction in CO <sub>2</sub> emissions and 8.5% reduction in CO <sub>2</sub> by 2011 from 2005 baseline	AMR, LAA, National Indicator <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector
		Compliance with Code for Sustainable Homes	All housing built to CSH Level 4 from 1 April 2011 and Code Level 6 by 2016 (zero carbon)	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers, public sector
		Compliance with BREEAM	All non-residential development built to BREEAM Excellent standard	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers, public sector
	CSP9: Improving local quality	No. of completed living roofs and walls	Increase in the number of completed living roofs and walls	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers, public sector
		Air pollution levels of fine particles, nitrogen oxide, carbon monoxide, ozone and benzene	Reduction in pollutants as identified in Air Quality Action Plan	Core Strategy <u>Who will lead delivery?</u> LB Lewisham

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
<b>CSO6</b> Flood risk reduction and water management	CSP10: Managing and mitigating the risk of flooding CSP11: River and waterways network	No. planning permissions granted contrary to EA advice (flood defence or water quality grounds)	0 applications	AMR, National Indicators <u>Who will lead delivery?</u> LB Lewisham, EA
		Flood and coastal erosion risk management	Length of river restored	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, EA
		No. of approved developments which incorporate SUDS	Year on year increase	Core Strategy, National Indicators <u>Who will lead delivery?</u> private developers, public sector
		Prevent inappropriate development on open space	No net loss of open space	AMR, Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers
<b>CSO7</b> Open spaces and environmental assets	CSP12: Open spaces and environmental assets	% of eligible open spaces managed to Green Flag award standard	1 Green Flag award per year	AMR <u>Who will lead delivery?</u> LB Lewisham
		Change in areas and populations of biodiversity importance	Maintain/enhance current population of biodiversity importance - no net loss of SNCI	AMR <u>Who will lead delivery?</u> LB Lewisham

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		No. of new living roofs/walls	Increase in the number of completed living roofs and walls	Core Strategy, National Indicators <u>Who will lead delivery?</u> private developers, public sector
		No. of new allotments	Area of land allocated for allotments	Core Strategy <u>Who will lead delivery?</u> LB Lewisham
CSO8	Waste management	Implementation of Lewisham Links Strategy	Route 1 complete 2011 Area of Ladywell Fields restored	Core Strategy <u>Who will lead delivery?</u> LB Lewisham
		Capacity of new waste management facilities by type	Provision of sufficient facilities to meet need	AMR, National Indicators <u>Who will lead delivery?</u> LB Lewisham, residents, businesses
		Amount of municipal waste arising, and managed by management type, and the % of each management type	As reported	AMR <u>Who will lead delivery?</u> LB Lewisham
		Residual household waste per household	Year on year decrease	AMR <u>Who will lead delivery?</u> LB Lewisham

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		% household waste sent for reuse, recycling and composting	25% waste recycled by 2012	AMR <u>Who will lead delivery?</u> LB Lewisham
		% municipal waste land filled	Year on year decrease	AMR <u>Who will lead delivery?</u> LB Lewisham
<b>Building a sustainable community</b>				
<b>CSO9</b> Transport and accessibility	CSP14: Sustainable movement and transport	% completed non-residential development complying with car-parking standards	100% non-residential development comply with car parking standards	AMR, National Indicators <u>Who will lead delivery?</u> LB Lewisham, residents, businesses
		% completed new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre	100% new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre	AMR, National Indicators <u>Who will lead delivery?</u> LB Lewisham, residents, businesses
		Proportion of journeys made on foot and cycle	To increase existing walking and cycle trips by 10% 2012	Core Strategy <u>Who will lead delivery?</u> LB Lewisham
		No. of completed car free or car limited development	Year on year increase	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private developers, public sector

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		<p>% of permitted major developments with travel plans</p>	<p>All major development to have travel plans</p>	<p>Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector</p>
		<p>Transport schemes delivered as identified in the IDP</p>	<p>Delivery of transport schemes identified in the IDP</p>	<p>Core Strategy <u>Who will lead delivery?</u> LB Lewisham, IDP partners</p>
		<p>No. of new cycle facilities</p>	<p>All permitted development to include cycle facilities</p>	<p>Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector</p>
		<p>No. of car clubs and bays in the borough</p>	<p>Year on year increase</p>	<p>Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector</p>
		<p>Access to services by public transport and walking</p>	<p>Increase in access to services by public transport and walking</p>	<p>LAA National Indicator <u>Who will lead delivery?</u> LB Lewisham</p>
	<p>Implementation of Lewisham Links Strategy</p>	<p>Route 1 complete 2011 Area of Ladywell Fields restored</p>	<p>Route 1 complete 2011 Area of Ladywell Fields restored</p>	<p>Core Strategy <u>Who will lead delivery?</u> LB Lewisham</p>

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
CSO10 Protect and enhance Lewisham's character	CSP15: High quality design for Lewisham	No. appeals allowed following refusal on design grounds	0 appeals granted	Core Strategy, National Indicators <u>Who will lead delivery?</u> LB Lewisham
	CSP16: Conservation areas, heritage assets and the historic environment	Number of listed buildings and scheduled monuments on the 'at risk' register	Year on year decrease in the number at risk	Core Strategy, National Indicators <u>Who will lead delivery?</u> LB Lewisham, residents, conservation and amenity groups and design panels
CSO11 Community well-being		No. of conservations areas covered by up-to-date CA appraisals and management plans	All CA to have appraisals and management plans by 2016	Core Strategy, National Indicators <u>Who will lead delivery?</u> LB Lewisham, residents, conservation and amenity groups and design panels
	CSP17: Protected vistas, the London panorama and local views, landmarks and panoramas	No. of buildings granted for buildings in protected vistas, the London panorama, and local views and panoramas	No planning permission granted for buildings exceeding the development threshold plane	Core Strategy, National Indicators <u>Who will lead delivery?</u> LB Lewisham
	CSP18: Location and design of tall buildings		No net loss	LAA <u>Who will lead delivery?</u> LB Lewisham, NHS Lewisham, LSP, IDP partners
	CSP19: Community and recreational facilities	Gains and losses of community and recreational facilities completed		

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		Delivery of identified social infrastructure	Delivery in accordance with IDP	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, private sector, public sector, IDP partners
		Index of Multiple Deprivation	Improve overall rank and reduce SOAs within 20% most deprived	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, LSP
	CSP20: Delivering educational achievements and promoting healthy lifestyles and healthcare provision	People aged 16-74 with no qualifications	Year on year reduction	Core Strategy <u>Who will lead delivery?</u> LB Lewisham
		% pupils receiving 5 or more GCSEs at grades A* to C or equivalent	Year on year increase	LAA, National Indicator <u>Who will lead delivery?</u> LB Lewisham
		Mortality rate from circulatory diseases and cancers at ages under 75	Year on year reduction	LAA, National Indicator <u>Who will lead delivery?</u> NHS Lewisham
		Healthy life expectancy at age 65	Year on year increase	LAA National Indicator <u>Who will lead delivery?</u> NHS Lewisham

What is the strategic objective we will monitor?	What Core Strategy Policy does it deliver?	What indicators will we use for monitoring?	What is the target?	Indicator source
		Implementation of NHS Lewisham North Lewisham Health Improvement Plan	Delivery of plan	Core Strategy <u>Who will lead delivery?</u> NHS Lewisham
		Serious violent crime rate	Year on year reduction	LAA National Indicator <u>Who will lead delivery?</u> Police, Safer Lewisham Partnership
		Serious acquisitive crime rate	Year on year reduction	LAA National Indicator <u>Who will lead delivery?</u> Police, Safer Lewisham Partnership
<b>CP13</b>	Planning obligations	Funding secured through planning obligations for infrastructure, facilities and services	Planning obligations contribute to Core Strategy and IDP	Core Strategy <u>Who will lead delivery?</u> LB Lewisham, IDP partners

**Affordable Housing** includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices
- include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision (Annex B PPS3).

**Annual Monitoring Report** A report submitted to the Government by local authorities or regional planning bodies assessing progress with and the effectiveness of a Local Development Framework.

**Area Action Plan (AAP)** A type of development plan document focused on a specific location of an area subject to conservation or major change (for example major regeneration).

**Biodiversity** Biodiversity is the variety of life, which includes mammals, birds, fish, reptiles, amphibians, invertebrates, fungi and plants and the woodlands, grasslands, rivers and seas on which they all depend including the underlying geology.

**Code for Sustainable Homes** A national standard for sustainable design and construction of new homes which became mandatory on 1 May 2008. The Code measures the sustainability of a new home against categories of sustainable design using a 1 to 6 rating system to communicate the overall sustainability performance of a new home. The Code sets minimum standards for energy and water use at each level. Go to [www.communities.gov.uk/thecode](http://www.communities.gov.uk/thecode) to find out more.

**Comparison Retailing** The provision of items not obtained frequently. These include clothing, footwear, household and recreational goods.

**Conservation Area** Areas of special architectural or historic interest designated by local authorities under the Planning (Listed Building and Conservation Areas) Act 1990.

**Contribution** Land, services, facilities and/or money given by developers of land to the local authority following negotiations, to ensure that the needs of new communities generated by the development are catered for.

**Convenience Retailing** Convenience retailing is the provision of everyday items, including food, drinks, newspapers/magazines and confectionery.

**Core Strategy** A development plan document setting out the spatial vision and strategic objectives of the planning framework for the area, in line with the Sustainable Community Strategy.

**Creative Industries** Creative industries has been defined by the Department for Culture, Media and Sport as 'Those industries that are based on individual creativity, skill and talent.' They are also those that have the potential to create wealth and jobs through developing intellectual property. The creative industries include: advertising, film and video, architecture, music, art and antiques, performing arts, computer and video games, publishing, crafts, software design, television and radio, designer fashion.

**Department for Communities and Local Government (DCLG)** The government department responsible for setting UK policy on local government, housing, urban regeneration, planning and fire and rescue.

**Development** 'The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material changes in the use of any building or other land' (Town and Country Planning Act (1990) Part III Section 55).

**Development Plan Document (DPD)** A local development document that has been subject to independent testing and has the weight of development plan status. Replaces the local plans system.

**Equalities Impact Assessment (EQIA)** Equality impact assessments are concerned with anticipating and identifying the equality consequences of particular policy initiatives and service delivery and ensuring that, as far as possible, any negative consequences for a particular group or sector of the community are eliminated, minimised or counterbalanced by other measures.

**Evidence Base** The data and information about the current state of Lewisham used to inform the preparation of Local Development Framework documents.

**Flood Risk Assessment** An assessment of the likelihood of flooding in a particular area (usually a specific site) so that development needs and mitigation measures can be carefully considered.

**Greenways** Safe, quiet routes which connect residential areas to parks and green spaces and interlink with other route networks. They are for use by pedestrians, cyclists, wheelchair users and others who feel vulnerable on or near busy roads, for recreational or practical journeys.

**Government Office for London (GOL)** The integrated Government Regional Office for London, with the following directorates: Education, Industry and Trade, Environment and Transport, and Strategy and Resources.

**Gypsy and Traveller** Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people or circus people travelling together as such (Circular 01/2006).

**Housing Need** A level of socially desirable housing, the demand for which is not reflected in the open market, normally due to a lack of income in relation to prevailing house prices or rents. It can therefore usually only be met through an element of subsidy.

**Independent Examination** The process by which a planning inspector may publicly examine a development plan document before issuing a binding report. The findings set out in the report are binding on the local authority.

**Infill Development** Development that takes place between existing groups of buildings, normally within a built-up area.

**Infrastructure** The utilities, transport and other communication facilities and community facilities required to support housing, industrial and commercial activity, schools, shopping centres and other community and public transport services.

**Intermediate Affordable Housing** Subsidised housing that costs less than housing available for sale or rent in the open market (whichever is the lower) but more than housing for social rent. It includes part-buy part-rent homes and housing for rent or sale at a discount.

**Issues and Options and Preferred Options** The 'pre-submission' consultation stages on development plan documents with the objective of gaining public consensus on proposals ahead of submission to Government for independent examination.

**Knowledge Based Jobs** Financial and business services, high-tech manufacturing, jobs in the media, computing research and development, and communications.

**Listed Building** Buildings of special architectural or historic interest designated by the Department of Culture, Media and Sport under the Planning (Listed Building and Conservation Areas) Act 1990.

**Local Development Document (LDD)** Sits within the LDF portfolio and comprises development plan documents (DPDs) that have been subject to independent testing and have the weight of development plan status and supplementary planning documents (SPDs) which are not subject to independent testing and do not have development plan status.

**Local Development Framework (LDF)** The Local Development Framework is a portfolio, or a 'folder', of local development documents which will provide the local planning authority's policies for meeting the community's economic, environmental and social aims for the future of their area where this affects the development and use of land.

**Local Development Scheme (LDS)** A public statement identifying which local development documents will be produced by the Council and when.

**Local Employment Location (LEL)** Land listed in Appendix 3 that is of local significance and provides goods and services for the local economy, which is used for business use, industrial use, storage and distribution uses, generally being those uses falling within Classes B1, B2 and B8 of the Use Class Order.

**Local Strategic Partnership** A Local Strategic Partnership is a single non-statutory, multi-agency body which matches local authority boundaries and aims to bring together at a local level the different parts of the public, private, community and voluntary sectors.

**Masterplan** A document which sets out proposals for buildings, spaces, movement strategy and land use in text and three dimensions and matches these proposals to a delivery strategy. The masterplan can be described as a sophisticated 'model' that:

- shows how the streets, squares and open spaces of a neighbourhood are to be connected
- defines the heights, massing and bulk of buildings
- sets out suggested relationships between buildings and public spaces
- determines the distribution of activities/uses that will be allowed
- identifies the network of movement patterns for people moving by foot, cycle, car or public transport, service and refuse vehicles
- sets out the basis for provision of other infrastructure elements such as utilities
- relates physical form to the socio-economic and cultural context and stakeholder interests
- allows an understanding of how well a new, urban neighbourhood is integrated with the surrounding urban context and natural environment.

**Metropolitan Centre** A centre that serves a wide catchment which can extend over several boroughs and into parts of the wider south east region. A metropolitan centre typically contains at least 100,000 square metres of retail floorspace with a with a significant proportion of high-order comparison goods relative to convenience goods. These centres generally have very good accessibility and significant employment, service and leisure functions.

**Mixed Use Employment Location (MEL)** Land currently in industrial use occupied by older and poorer quality industrial uses at low densities which may be incompatible with adjacent residential areas. The sites were considered by the Lewisham Employment Land Study to require redevelopment and have been designated to ensure mixed use development incorporating re-provision of business space to ensure the regeneration of a part of the borough where the environment is poor and levels of deprivation are high.

**Place Shaping** The Lyons Inquiry into Local Government set out a role for local government as the voice of a whole community and an agent of 'place'. This role includes building and shaping local identity, and making sure that the right services are provided to local people based on local needs and preferences.

**Planning and Compulsory Purchase Act 2004** National planning legislation from central government aimed at improving the planning process and enhancing community involvement in it. Visit [www.communities.gov.uk](http://www.communities.gov.uk) to find out more.

**Planning Policy Statement (PPS)/Planning Policy Guidance (PPG)** Planning Policy Statements (PPSs) (and their predecessors Planning Policy Guidance Notes) are prepared by the Government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. Local authorities must take their contents into account in preparing plans. The guidance may also be relevant to decisions on individual planning applications and appeals.

**Previously Developed Land** Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.

**Regeneration** The process of putting new life back into often derelict older urban areas through environmental improvements, comprehensive development and transport proposals.

**Section 106 (S106)** Section 106 of the Town and Country Planning Act 1990 allows a local planning authority to enter into a legally binding agreement or planning obligations, with a land developer over a related issue. The obligation is sometimes termed a 'Section 106 agreement'. Such agreements can cover almost any relevant issue and can include sums of money. An example of S106 agreements could be that a developer will build a community meeting place on a development site, or the developer will make a financial contribution for transport improvements. S106 agreements can act as a main instrument for placing restrictions on developers, often requiring them to minimise the impact on the local community and to carry out tasks which will provide community benefits.

**Sequential Approach/Sequential Test** A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.

**Social Rented Housing** Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant (Annex B PPS3).

**Spatial Planning** Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. They will include policies which can impact on land use, for example by influencing the demands on, or need for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

**Stakeholder** A person, group, company, association, etc. with an economic, professional or community interest in the borough or a specific part of it, or that is affected by local developments.

**Statement of Community Involvement (SCI)** The statement of community involvement sets out the local planning authority's policy for involving the community in the preparation and revision of local development documents and planning applications.

**Strategic Environmental Appraisal (SEA)** A generic term used internationally to describe environmental assessment as applied to policies, plans and programmes.

**Strategic Flood Risk Assessment (SFRA)** An assessment usually undertaken by a local authority at a borough-wide level that considers flood risk, both fluvial and tidal, and examines the risks involved for developing certain areas within the borough in accordance with Planning Policy Statement 25.

**Strategic Housing Land Availability Assessment (SHLAA)** A study aimed at identifying sites with potential for housing, assessing their housing potential and assessing when they are likely to be developed.

**Strategic Housing Market Assessment (SHMA)** A study aimed at assessing the need and demand for housing within a housing market area.

**Strategic Industrial Location (SIL)** Land which is capable of housing essential infrastructure such as waste management, utilities and transport related functions including rail and bus depots, and capable of allowing 24 hour working. This land accommodates London's reservoir of industrial capacity for businesses that do not demand a high quality environment and which meet London's economic needs.

**Supplementary Planning Document (SPD)** A local development document that has not been subject to independent testing and does not have the weight of development plan status. SPDs replace supplementary planning guidance that was part of the old planning system. Helps to amplify the policies contained in development plan documents.

**Sustainability Appraisal (SA)** Sustainability appraisal is a systematic and iterative appraisal process, incorporating the requirements of the European Strategic Environmental Assessment Directive. The purpose of sustainability appraisal is to appraise the social, environmental and economic effects of the strategies and policies in a local development document from the outset of the preparation process.

**Sustainable Community Strategy (SCS)** The Sustainable Community Strategy has been prepared by Lewisham's Local Strategic Partnership and is a document which sets out how the vision and priorities for Lewisham will be achieved. The Core Strategy is the spatial interpretation of the SCS.

**Sustainable Drainage Systems (SUDS)** Physical structures designed to receive surface water run-off in order to reduce the negative impact of development on the water environment. They can usually be incorporated into the planted or paved area of the development.

**Waste** Material is waste if, when disposing of it or having it disposed of on his behalf, the producer intends to discard it or throw it away. Even if the material is reusable, if it is discarded it is still waste. It is the original producer's intention that determines if a material is waste. Waste is generally referred to as being either controlled or uncontrolled. Controlled waste consists of household, commercial and industrial waste and falls within the scope of waste regulation and environmental protection legislation. Uncontrolled waste consists of radioactive waste, explosive waste, mines and quarries waste and agricultural waste and is regulated by other legislation.

**7.1** The following is an extract from the Infrastructure Delivery Plan (IDP) (as of September 2010) setting out infrastructure projects that are considered essential for the delivery of the Core Strategy; i.e. those projects that must happen if the policy objectives set out in the Core Strategy are to be met in full. The IDP, which is seen as a 'living document', will enable these essential projects to be kept under review.

**Table 7.1**

IDP Ref	Linked to spatial area and/or strategic sites	Project reference	Requirement	Stage	Approximate capital cost (revenue)	Funding source (status)	Responsible agency (supporting agencies)	Risks/contingency planning
<b>P1 Transport</b>								
P1B	Deptford/New Cross	Route 1 (Fordham Park to Deptford High Street)	Comprehensive improvement of spaces and routes	Pre-2011	£4m	Homes and Communities Agency (committed)	LBL (HCA and DfL)	The Route 1 project is on site and progressing well. No significant risks identified. The need for any design changes will continue to be monitored by LBL in consultation with the LDA/DfL.
		Deptford Links, North Lewisham Links Strategy and Legible Lewisham	Development of specific Deptford Creek tie-in projects	Pre-2011	£50,000	LDA (committed)	DfL (with LBL)	Future funding to be secured to implement future projects.
P1E	Deptford/New Cross and Convoys Wharf site	Thames Path	Extension of Thames Path across Convoys Wharf site	1-3	To be determined	Planning obligations (planned)	Convoys Wharf developers (with LBL and EA)	This is an integral part of the emerging revised proposals for Convoys Wharf, which are currently the subject of discussions between LBL, Hutchinson Wompoath and the Environment Agency.
P1F	Deptford/New Cross and Surrey Canal Road site	East London Line Extension (Phase 2)	East-west spur from Surrey Quays to Clapham Junction (including new Surrey Canal Road Station)	1	£64m	TfL (committed)	TfL	Delays in a funding commitment from DfT mean that a station cannot be built as an integral part of the extension to the line itself and 'passive provision' is being made to allow for its provision in the future. If the £7m commitment from DfT is not forthcoming, LBL will work with TfL, DfT Renewal/Millwall and other developers to identify alternative funding arrangements (including planning obligations).
					+ £10m for Surrey Canal Road Station	LBL (LIP) £3m (committed) DfT £7m is outstanding	TfL	
P1J	Lewisham Town Centre and Lewisham Gateway site	Lewisham Station	Re-location of bus layover and increase in capacity	1	To be determined	Planning obligations (planned)	TfL (with Lewisham Gateway Developments Ltd and LBL)	This is linked with and dependant on the Lewisham Gateway scheme progressing. Discussions are continuing with Lewisham Gateway Developments Ltd, TfL, LDA and HCA. Existing bus station will remain in interim and alternative ways of increasing bus service capacity may need to be investigated.
P1M	Lewisham Town Centre and Lewisham Gateway site	Lewisham Town Centre	Re-modelling of Lewisham Interchange (removal of roundabout and creation of 'Low H' layout)	1	To be determined	TfL and planning obligations(planned)	TfL (with Gateway Development Ltd and LBL)	Discussions are continuing with Lewisham Gateway Developments Ltd, TfL, LDA and HCA over the funding of these enabling works. A less costly/ambitious scheme may need to be investigated if discussions fail.

IDP Ref	Linked to spatial area and/or strategic sites	Project reference	Requirement	Stage	Approximate capital cost (revenue)	Funding source (status)	Responsible agency (supporting agencies)	Risks/contingency planning
P1P	Deptford/New Cross and Convoys Wharf site	Convoys Wharf highway works	Works to nearby streets	1-2	To be determined	Planning obligations (planned)	LBL (with TfL in relation to TfL network)	Revisions to outline planning application expected soon – subject to ongoing discussions with developers and approval of amended scheme.
P1Q	Deptford/New Cross and Convoys Wharf site	Convoys Wharf river infrastructure	Use of safeguarded wharf for freight purposes and possible introduction of River Bus	1-2	To be determined	Planning obligations (planned)	Developer of Convoys Wharf (LBL, GLA, TfL)	Subject to continuing discussions with developers, TfL and River Bus operators and approval of amended scheme.
<b>P2. Utilities</b>								
P2B	Lewisham, Catford and Deptford New Cross	Decentralised Energy and Energy Masterplanning (DEMaP) Programme	Consultancy advice to facilitate and accelerate delivery of decentralised energy	Pre 2011	(£15,000)	London Development Agency (committed)	LBL (working with LDA and LB Southwark)	The DEMaP project should help identify opportunities that can be promoted through the area, including a possible network(s). In the Deptford New Cross area this may include links to SELCHP. Development Management needs to ensure that where decentralised energy networks are uncertain, individual schemes are 'future proofed' to be able to connect to a network at a later date.
P2C	Lewisham, Catford and Deptford/New Cross	Utility enhancements	Necessary adjustments/improvements to the established utility networks	1-3	To be determined	Developers	Developers (utility companies)	The Lewisham Utilities Forum should help improve liaison between LBL and alert the utility companies to development opportunities more quickly. In Lewisham and Catford, the preparation of AAPs will provide a vehicle for considering cumulative impacts and needs.
<b>P4. Flood Defence</b>								
P4A	Lewisham Town Centre	Lewisham Town Centre Open Space	Channel re-profiling	1	Unknown	Developers (planned)	Lewisham Gateway Development Ltd/ London Development Agency	This is linked with and dependant on the Lewisham Gateway scheme progressing. Discussions are continuing with Lewisham Gateway Developments Ltd, TfL, LDA and HCA to help ensure the early delivery of this project. If these fail, alternatives will be explored with the EA and landowners as part of developing and implementing the Ravensbourne River Corridor Improvement Plan.
P4B	Deptford/New Cross	Deptford Creek Flood Defence improvements	Improvements to nine existing tidal flood defences along Deptford Creek	Pre-2011	Unknown	Unknown due to ongoing confidential negotiations	Private landowners, Environment Agency	This project is currently on site and progressing well. The Environment Agency has reserve powers to undertake works and reclaim costs from landowners should this be necessary to complete the project.
P4C	All	Waterlink Way Open Spaces (see Project G1B)	Proposed improvements to Ladywell Fields Middle and South incorporate 'floodable landscape' to help manage flood risk	1	See Project G1B	See Project G1B	See Project G1B	See Project G1B
<b>S1. Education</b>								

IDP Ref	Linked to spatial area and/or strategic sites	Project reference	Requirement	Stage	Approximate capital cost (revenue)	Funding source (status)	Responsible agency (supporting agencies)	Risks/contingency planning
S1D	Deptford/New Cross, Convoys Wharf Strategic site	Convoys Wharf School	New 2FE primary school	2-3	£6m+	Developers of Convoys Wharf (planned)	LBL C+YP (developers)	This is an integral part of the emerging revised proposals for the site, which are currently the subject of discussions between LBL and Hutchinson Wompoah. LBL as an education authority will need to liaise closely with the developers in order to minimise risks associated with building and opening a new school here.
S1I	Lewisham Town Centre and Lewisham Gateway site	Prendergast Vale	New all-through school (600 secondary, 210 primary, 25 nursery (complete September 2012))	1	£22.7m	BSF (PFI) (committed)	LBL C+YP (Learning 21)	Current planning application for proposals for a revised scheme (incorporating the Listed original Lewisham Bridge Primary School). Risk is being mitigated by close liaison with English Heritage and other stakeholders in relation to design.
S1O	Deptford/New Cross	Deptford Green	New school for 1,300 pupils (complete September 2013)	1	£30.5m	BSF (PFI) (committed)	LBL C+YP (Learning 21)	Planning permission granted for new school and funding committed.  No significant risks.
S1P	All	Primary school capacity enhancements	Additional 15 forms of entry by 2019/20 (in addition to a 2FE school on Convoys Wharf and the expansion of schools in the Primary Capital Programme – set out in detail in the IDP)	1-2	To be determined	DCSF Planning obligations/CIL (potential)	LBL (land owners + developers)	High risk and consequences of non-delivery. LBL Planning and LBL Education are liaising closely in order to test the feasibility of expanding existing schools and identify opportunities for new provision. The AMB is considering the wider public sector and the opportunities for rationalisation/co-location that may help deliver additional school places.  Discussions are continuing with Hutchinson Wompoah about the possibility of the Convoys Wharf site accommodating a 3FE primary school (as opposed to a 2FE school).  School place projections are reviewed regularly and there are also regular meetings between LBL Education and colleagues in adjoining boroughs to discuss and respond to cross-borough movement.
S1Q	All	Secondary school capacity enhancements	Additional 14 to 20 forms of entry by 2019/20 (in addition to Prendergast Vale, Deptford Green and the other new-build/expanded schools in the BSF programme – set out in detail in the IDP)	1-2	To be determined	BSF (PFI and design and build), DCSF, Planning obligations/CIL (potential)	LBL C+YP (Learning 21, land owners and developers)	High risk and consequences of non-delivery. Secondary school place provision needs to be tackled at a Borough-wide level and the AMB is considering the wider public sector estate and the opportunities for rationalisation/co-location that may help deliver additional school places.  School place projections are reviewed regularly and there are also regular meetings between LB Education and colleagues in adjoining Boroughs to discuss and respond to cross-Borough movement.

IDP Ref	Linked to spatial area and/or strategic sites	Project reference	Requirement	Stage	Approximate capital cost (revenue)	Funding source (status)	Responsible agency (supporting agencies)	Risks/contingency planning
<b>S2. Health</b>								
S2A	Deptford/New Cross	GP facilities	Additional 27 GPs needed up to 2026 (based on the ratio of 1 GP per 1,800 people)	1-3	To be determined	PCT, joint venture, LIFT, Planning obligations/CIL	Lewisham PCT/LBL (developers)	PCT study suggests that existing GP practices in the Growth Areas could accommodate anticipated population growth, subject to necessary capacity enhancements. The PCT and LBL are working together to ensure that there is sufficient surgery space to accommodate the proposed shift of 'first' appointments from acute to primary/community sites in Lewisham by the middle of 2011. Option of additional GP facilities on Convoys Wharf (IDP Project Ref. S2G).
S2F	All	Dentist facilities	Additional 42 dentists needed up to 2026 (based on the ratio of 1 dentist per 2,000 people)	1-3	To be determined	PCT, joint venture, LIFT, Planning obligations/CIL	Lewisham PCT/LBL (developers)	There is considered to be sufficient vacant/proposed new non-residential space in appropriate locations (including the five strategic sites) to easily accommodate this requirement. However, the situation will be monitored in liaison with Lewisham PCT.
<b>S3. Community</b>								
S3B	Deptford/New Cross	Deptford Lounge, Giffin Street, SE8	Shared community space – multi-use hall (220m <sup>2</sup> ), and community/training rooms (approx. 200m <sup>2</sup> )	Pre-2011	£21,700,000 (complete project)	DCSF Co-location Fund (£5.5m), DFES Target Capital Funding (£4.5m), OSCP (£5.8m) (committed)	LBL C + YP	On site. No significant risks identified.
<b>S4. Leisure</b>								
S4A	Lewisham Town Centre and Lewisham Gateway site	Loampit Vale Leisure Centre SE13 7BH/BJ	Swimming pool (25m), teaching pool, fitness suite, dance/aerobic studios, 'healthy living suite' and climbing wall	1	Embedded in scheme - £20,500,000	Land sale, development agreement, Planning obligations (committed)	Barratt East London (LBL)	This is an integral part of the consented Loampit Vale proposals that are on-site and is secured by legal agreements between Barratt East London and LBL. Risk of non-delivery is therefore low.
<b>G1. Green Infrastructure</b>								
G1A	Deptford/New Cross	Route 1 (Fordham Park to Deptford High Street)	Comprehensive improvement of spaces + routes	1	£4m	Homes and Communities Agency (committed)	LBL (HCA and DfL)	The project is on-site and progressing well. No significant risks identified. The need for any design changes will continue to be monitored by LBL in consultation with the LDA/DfL.
G1B	Deptford/New Cross, Lewisham Town Centre and Lewisham Gateway site	Waterlink Way Open Spaces	Improvements to Green Chain, including major improvements to Ladywell Fields Middle and South	1	£1.96m	London Development Agency (committed)	LBL (Environment Agency)	This is a long-standing LBL objective that is now embedded into the East London Green Grid concept. This project focuses on LBL owned land and risk to non-delivery is low.

IDP Ref	Linked to spatial area and/or strategic sites	Project reference	Requirement	Stage	Approximate capital cost (revenue)	Funding source (status)	Responsible agency (supporting agencies)	Risks/contingency planning
G1C	Deptford/New Cross	Pepys Estate and Public Spaces	Improvements to estate open spaces and nearby public parks and spaces	Pre-2011 +	£3m	LBL and Big Lottery (committed)	LBL (Hyde Housing)	The greatest risk to the successful implementation of this project relates to consultation with local residents and businesses. LBL has undertaken extensive local consultation and will continue to do so throughout the scheme development and implementation periods.
G1I	Deptford/New Cross	Deptford New Cross Development Sites and Open Spaces	Creation of new and improved spaces to improve open space provision and connectivity of the area	1-2	To be determined	Landowner/ developer/ planning obligations (planned)	Landowner/ developer (LBL + TfL)	LBL is progressing this project (which is actually a set of three sub-projects) in discussion with owners of the Strategic Sites referred to and has commissioned studies to progress proposals. LBL will have to consider other ways of significantly enhancing the quality and usability of public realm around the Strategic Sites if for any reason this project does not proceed. Funding is heavily dependent on s.106 contributions, so the project is dependent on continued economic recovery.
G1K	Lewisham Town Centre and Lewisham Gateway site	Lewisham Gateway Open Space	New 2,250m <sup>2</sup> public open space at confluence of Quaggy and Ravensbourne River	1	Embedded in scheme	Landowner/ developer (planned)	Landowner/ developer	This is linked with and dependant on the Lewisham Gateway scheme progressing. Discussions are continuing with Lewisham Gateway Developments Ltd, TfL, LDA and HCA to help ensure the early delivery of this project. If these fail, alternative projects will need to be identified to improve open space provision in the area.
G1L	Lewisham Town Centre and Lewisham Gateway site	Loampit Vale Open Spaces	Improved and larger 'East Piazza' (approx. 0.19ha) and new 'West Piazza' (approx. 0.14ha)	1	Embedded in scheme	Landowner/ developer (planned)	Landowner/ developer	This is an integral part of the consented Loampit Vale proposals that are on site and is secured by legal agreements between Barratt East London and LBL. Risk of non-delivery is therefore low.





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