

# Planning Service Annual Monitoring Report 2014-15

December 2015: Final version





## Annual Monitoring Report For the 2014-15 Financial Year

1 April 2014 - 31 March 2015

December 2015

### ADDENDUM

During the preparation of Lewisham Housing Implementation Strategy 2014-15, a number of amendments were made including corrections to the risk rating of sites in Appendices 10-14 and the Housing Trajectory in Appendix 15. To reflect these corrections, amendments have also been made to various sections of the AMR, including:

- Executive Summary - Forecasting future housing supply (page 6);
- Section 3.3 Forecasting The Future Housing Supply (pages 54-62);
- Conclusions - Future housing supply in Main Achievements and Concerns (pages 85-86);
- Appendix 3 (pages A4-A9):
  - the rating in column 10 for eight sites has been changed;
  - updates to columns 3, 5-9;
  - addition of Loampit Vale, Renaissance and removal of 154-158 Sydenham Road;
- Appendix 4 (page A10):
  - the addition of 195 units at Loampit Vale, Renaissance for year 15/16, as it was originally missed off the housing trajectory;
  - the removal of 154-158 Sydenham Road and it's 15 units for year 15/16, as it was duplicating the 15 units relating to the O'Rourke/Sivyer Transport site;
  - the removal of 100 units for year 30/31 for High, Rennell and Molesworth Street, as the 100 units were duplicating those in year 25/26;
  - a total change of 80 additional units to the Housing Trajectory;
  - changing the site total column from "includes completions" to "units remaining to be built", which subsequently altered the totals for Marine Wharf West, Cannon Wharf, Marine Wharf East and Catford Green;
  - corresponding amendments to the ward totals and all ward totals.

All of the above amendments have been incorporated into this final version of the AMR.

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# EXECUTIVE SUMMARY

This is the eleventh Annual Monitoring Report (AMR) for the Lewisham Local Development Framework (LDF). It sets out key information about the operation of the planning system in the London Borough of Lewisham for the period 1 April 2014 to 31 March 2015 and the extent to which the Council's planning policies are being implemented.

The main points of each chapter of the AMR are summarised below.

## 1. Introduction

### Overview of the AMR

The AMR is no longer submitted to the Secretary of State, but is made available to the public on the Council's website, in line with the Localism Act 2011 and the Town and Country Planning (Local Planning) (England) Regulations 2012.

The AMR assesses whether development, both completed and approved, reflects Local Plan policies, contributes to achieving the spatial strategy for the borough and meets the targets set out in the Core Strategy and the London Plan. It also reports on the progress of Local Plan preparation against the Local Development Scheme (LDS) and monitors actions relating to the Community Infrastructure Levy (CIL), neighbourhood planning and the duty to co-operate and the performance of the Planning Service.

A variety of sources of data have been used in the preparation of the AMR and wherever possible the AMR incorporates time series data, in order to illustrate trends over time. The most recent data such as GLA 2015 population and household estimates and the 2015 Index of Multiple Deprivation for England provide context to the AMR in addition to the 2011 census. The borough will experience significant population (14%) and household (32%) growth by the end of the Plan period in 2033 and there will be a need for new development and infrastructure to accommodate this growth; and to contribute to the regeneration of the borough.

## 2. Development in 2014-15

### Housing completions

With a net 1,468 dwellings completed during 2014-15, completions were double that of the previous year and were the second highest in the last 11 years. Completions exceeded the current London Plan target of 1,105 dwellings per annum by 33%. Completions were concentrated on six major sites (79%) and four large sites (7%). The upturn in completions is due to the building of some phases at Cannon Wharf, Marine Wharf West, the former Catford Greyhound Stadium and renewal at Kender estate.

Housing completions (84%) continue to be concentrated in the Regeneration and Growth Areas. They reflect the modern day housing market as the majority are flats (90%), purpose built new dwellings (88%) and smaller one and two bedroom units (76%). However, choice has been provided with some houses, conversions and larger 3+ bedroom properties completed too.

The 450 new affordable homes completed during 2014-15 is considerably higher than the previous year. It represents 29% of the total completions, which is below the 50% target. They are as expected, with 73% built on mixed tenure sites, 52% located in the north of the borough, 85% built as flats and 76% built as smaller 1 and 2 bedroom properties. The social rent: intermediate ratio of 64:35 is similar to the 70:30 target.

For the first time in more than 20 years, new affordable homes were delivered directly by the Council on public land at Mercator Road. The future pipeline shows a significant increase in the scale of this source of new affordable homes over the coming three years.

#### **Non residential completions**

There has been an overall net gain of 5,263m<sup>2</sup> of non residential floorspace during 2014-15, across 45 sites. All use classes except B2, C2, D2 and sui generis experienced a gain in floorspace. The main floorspace changes are detailed below:

- There was a net gain of 6,428m<sup>2</sup> of business (B) floorspace, relating mostly to two major schemes at the former Bell Green Gas Works and Cannon Wharf. 15 sites experienced B floorspace losses although none were located within defined employment areas (MEL, SIL, LEL). There has been some reconfiguration of employment floorspace to make way for modern units as part of mixed use schemes.
- There was a net gain of 3,123m<sup>2</sup> of retail (A) floorspace, relating mostly to two major schemes at Cannon Wharf and the Rutland Arms Public House. 11 sites experienced A floorspace losses although only one is located within a district centre.
- There was a net gain of 1,092m<sup>2</sup> of leisure and community (D) floorspace, relating mostly to one major scheme at Rushey Green Primary School. Two sites experienced D floorspace losses.
- There was a net loss of 5,380m<sup>2</sup> of sui generis floorspace. Two small sites experienced sui generis floorspace gains whilst nine sites experienced floorspace losses.
- 28 out of the 37 sites that experienced floorspace losses have been redeveloped solely for housing.

### **3. Future Development**

#### **Housing approvals**

The total new dwellings approved during 2014-15 will create 5,440 new units. The Convoys Wharf site, that was called in by the Mayor of London, is the largest scheme with up to 3,500 residential units approved, of which 525 will be affordable units (15%).

1,426 net residential units were approved by the Council, of which 62% will be developed on eight major sites, 17% will be on eight large sites and 20% will be on numerous small sites.

The approvals reflect the modern day housing market, with the majority being new build units (77%), flats (90%) and small properties with one and two bedroom units (82%). 48% will be located within the Regeneration and Growth Areas.

343 net affordable housing units were approved by the Council in 2014-15, equating to 24% of the net housing approved. Two of these schemes at Dacre Park and Lewisham Park will provide 76 Local Authority affordable housing units. The majority will be in the form of affordable rent (57%), one bedroom properties (61%) and will be located within the Regeneration and Growth Areas (82%). 24 temporary affordable housing units have also been approved at Ladywell.

**Prior Approvals**

The Council considered 42 prior approval applications during 2014-15 of which only 25 applications have been successful, creating a total of 514 dwellings. 71% will be located on two major sites at Lewisham House and Riverdale House, both in Lewisham town centre. 19% will be located on five large sites and 9% on 18 small sites. Not surprisingly, the majority (79%) will be small units consisting of studios and 1 bedroom flats, with a very small proportion (1%) of larger 3 and 4 bedroom properties, which will not be able to cater for the needs of local families.

**Residential density**

On average over the last five years, 46% of the residential units permitted will be provided at densities above the London Plan's Sustainable Residential Quality Matrix. This is occurring in all wards in the borough, not just in the Regeneration and Growth Areas.

**Planning pipeline**

Sites in the planning pipeline will provide an additional supply of homes that will come forward in the future, including 23 major sites that were granted permission prior to April 2014 and have either started to be built but had not resulted in completions, or have not yet started to be built, as at 31 March 2015.

**Non residential development**

Approvals during 2014-15 amounted to a gain of 52,360m<sup>2</sup> of non residential development, of which there will be a gain of 95,780m<sup>2</sup> at Convoys Wharf, the loss of 18,348m<sup>2</sup> from planning applications that have been approved by the Council and a loss of at least 25,072m<sup>2</sup> from prior approvals.

For the largest scheme at Convoys Wharf, up to 95,780m<sup>2</sup> of non residential development will be created including 47,700m<sup>2</sup> of business (B), 13,000m<sup>2</sup> of community and leisure (D), 10,330m<sup>2</sup> of retail (A) and 27,070m<sup>2</sup> of other floorspace.

Approvals made by the Council will result in a net loss of 18,348m<sup>2</sup> of non-residential floorspace. A net loss of 17,576m<sup>2</sup> of business (B1, B2 and B8) floorspace is at first alarming, but it can help regeneration through the creation of new mixed use developments and modern units more suited to the modern day economy.

There will also be a net gains of 60m<sup>2</sup> of retail uses and 2,851m<sup>2</sup> of leisure and community uses whilst 3,434m<sup>2</sup> of sui generis floorspace will be lost.

**Loss of non residential development through prior approvals**

Prior approvals will result in the loss of 286m<sup>2</sup> of retail (A) floorspace on three sites, the loss of 24,786m<sup>2</sup> of office (B1) floorspace on 13 sites and additional losses of office (B1) floorspace on nine sites where the floorspace data is missing.

There are a number of concerns relating to prior approvals. The aim of facilitating the re-use of vacant office floorspace is not being met. Instead the stock of purpose built office floorspace, the majority of which is in use, is being lost. Conversion from offices or retail to housing in inappropriate locations could adversely impact on the viability of commercial centres, especially Lewisham Town Centre. Prior approvals could also undermine the protection of scarce employment land in the future, especially now that the Government has made them permanent.

**Regeneration and Growth Areas**

The majority of the borough's new development will be focused within the Regeneration and Growth Areas. Good progress is being made on the five strategic sites allocated in the Core Strategy:

- Convoys Wharf – has planning permission and the Council is awaiting the submission of detailed proposals for the first phase of development.
- Surrey Canal Triangle – has planning permission and in February 2015 the GLA designated this site as a Housing Zone, which will facilitate an accelerated delivery.
- Oxestalls Road - a new planning application was submitted by new owners in May 2015 and the Council resolved to approve the application in October 2015.
- Plough Way – consists of three main sites with planning permission: Marine Wharf West, Cannon Wharf and Marine Wharf East, all of which are now under construction.
- Lewisham Gateway – has planning permission and the first phase consisting of two residential towers, road re-alignment and environmental works are currently under construction.

**Forecasting future housing supply**

There is a resilient supply of housing land for the next 15 years, with a supply of 14,883 dwellings, with 58% of the units being developed in the first five years. This equates to a 25% over supply in the first five years compared to the London Plan target. Despite this and the good housing performance in the past, the supply will fall short of the cumulative London Plan target by 2029/30. This is due to the increased annual target of 1,385 from the Further Alterations to the London Plan. In the future, it is likely that the target will need to be



increased further to 1,650 per annum, in line with the South East London Strategic Housing Market Assessment. To help meet the increased target the Council will prepare a Strategic Housing Land Availability Assessment which will identify potential additional housing sites to be included in the 15 year supply.

#### 4. The Value of Planning

##### **Section 106 Agreements**

The funds generated from section 106 agreements (S106) during 2014-15 equated to £7.6 million, double that achieved in the previous year. The largest contributions were secured from Convoys Wharf, Marine Wharf East and Kent Wharf. 623 affordable units were also secured on seven sites through S106, more than double that of the previous year. S106 funds are continuing to be utilised, with £1.4 million allocated and £1.1 million spent during 2014-15 on a range of environmental, transport, employment, planning, education and affordable housing projects. Infrastructure projects will continue to be implemented in the future.

##### **Community Infrastructure Levy**

From April 2015 S106 will be curtailed and replaced by the Council's Community Infrastructure Levy (CIL). During 2014-15 £400,547 was collected on behalf of the London Mayor's CIL, with 4% retained by the Council for administration purposes.

##### **New Homes Bonus**

The Council received £7,824,253 for the New Homes Bonus in 2015-16 and has received a total of £20.4 million since the grant started in 2011.

#### 5. Planning Service Performance

##### **Plan preparation against the LDS**

Three plans have been progressed up till November 2015:

- The Development Management Local Plan (DMLP) was adopted by the Council in November 2014.
- The Issues and Options Document for the new Lewisham Local Plan was published for public consultation in October 2015.
- A new needs assessment to inform the Gypsy and Traveller Local Plan was completed by consultants in June 2015.

##### **Neighbourhood Planning**

To date, the Council has received six formal applications:

- Three of these have been formally designated by the Council as neighbourhood forums and areas at Crofton Park and Honor Oak Park (June 2014), Grove Park (September 2014) and Corbett Estate (April 2015).
- Three have submitted their applications for neighbourhood forums and areas at Upper Norwood and Crystal Palace (March 2015), Deptford Neighbourhood Action Community Group (August 2015) and Lee Community Group (August 2015). The Council started consulting on the last two in October 2015 and will determine them in early 2016.

**Duty to Co-operate** The Council has been working proactively, meeting with the London Boroughs of Bexley, Bromley, Greenwich and Southwark. The group jointly commissioned consultants to prepare a Strategic Housing Market Assessment (SHMA) for the South East London sub-region, which was published in June 2014. The group will be working on a strategy to meet their Objectively Assessed Need.

**Planning applications** A total of 2,747 applications were lodged with the Council during 2014-15, an 11% increase from the previous year and the second highest in the last 11 years. This reflects the recent upturn in the economy. The majority of applications received were planning applications (77%) and minor applications (45%). The performance for determining major and minor applications was above the target levels, but slightly below the target for other applications.

**Appeals** The number of appeals lodged has increased from 72 in 2012-13 to 96 in 2014-15. Out of a total of 96 appeals, the majority (68%) were dismissed and 22% were upheld, which is better than the national average. However, over the past four years the number of appeals being won has fluctuated, from 80% to 62%.

**Enforcement** In 2014-15 a total of 408 reports of alleged breaches of planning control were received. 291 cases were closed of which 31% were determined as 'no breach', comparing favourably to the previous year. Case closure performance in 2014-15 exceeded 2013-14 by 20 cases. A total of 119 formal enforcement procedures took place during 2014-15, lower than the previous year.

**Other Planning Service Functions** The Planning Service provides other functions that are beneficial including:

- Protecting and enhancing the borough's heritage by giving proper consideration to it when assessing planning applications. 19 buildings/structures and Deptford High Street conservation area are currently on Historic England's 'at risk' register. The Council is working with them and property owners to reduce the risk.
- The Design Review Panel assists developers to deliver high quality design in their development proposals, ideally at pre-application stage. From August 2013 to April 2015 the Panel reviewed over 36 schemes.
- The Council provides business support through the Business Advisory Service (BAS), the Local Labour and Business Scheme (LLBS), the apprenticeship programme and the Lewisham Service Providers Forum.

## 6. Conclusions

**Main achievements** The main achievements identified in the 2014-15 AMR are:

- There has been a very large amount of housing completions and approvals.
- Affordable housing is being provided, including for the first time in more than 20 years, new affordable homes delivered directly by the Council on public land.
- The type and location of housing completed and approved is as expected.
- There has been a gain of non residential floorspace completions.

- Employment sites and town centre sites are being protected.
- Progress has been made on the five strategic sites.
- There is a resilient supply of housing land for the next 15 years.
- Significant funds have been generated through planning.
- Progress has been made on three local plans.
- Neighbourhood planning is gathering pace.
- The Council is working co-operatively with local authorities.
- Enforcement activity compares favourably with last year.
- The performance in determining planning applications in 2014-15 is good.
- Other functions of the Planning Service are beneficial.

**Main concerns**

The main concerns raised in the AMR are:

- Affordable housing falls short of the 50% target.
- The trend of losing non residential floorspace to housing continues.
- Large scale loss of business floorspace is occurring.
- Half of the housing approved in the last five years are above density standards.
- The number of appeals is increasing.
- Prior approvals are not utilising vacant office floorspace, are resulting in large scale office floorspace losses and are providing small housing units especially studios that do not meet the needs of local families.
- Despite a resilient housing supply, increased annual targets of 1,385 (1,670 in the future) mean additional housing sites will need to be found.

**Further monitoring is needed**

The concerns identified above will need to be further monitored in future AMRs, to determine:

- Any long term impacts.
- To establish if current policies remain relevant for the new Local Plan, especially in relation to affordable housing, business floorspace and residential density.
- If more robust policies, which are less susceptible to legal challenge, are needed.

# 1. INTRODUCTION AND CONTEXT

This is the eleventh Annual Monitoring Report (AMR) for the Lewisham Local Development Framework (LDF). It sets out key information about the operation of the planning system in the London Borough of Lewisham for the period 1 April 2014 to 31 March 2015 and the extent to which the Council's planning policies are being implemented.

## 1.1 Content of the AMR

The AMR is structured as follows:

<b>Chapter 1</b>	Explains the preparation of the AMR, relevant legislation and trends relating to population, housing, the economy and deprivation.
<b>Chapter 2</b>	Provides an overview of the type and amount of development that has taken place during 2014-2015. It also assesses whether Core Strategy and London Plan targets have been met.
<b>Chapter 3</b>	Provides an overview of the type and amount of development approved for the future. It gives an overview of the Regeneration and Growth Areas and the progress made on the strategic sites. It also considers the likely housing land supply for the future, based on a housing trajectory.
<b>Chapter 4</b>	Highlights the funding secured through section 106 agreements (S106), Community Infrastructure Levy (CIL) and the Government's New Homes Bonus.
<b>Chapter 5</b>	Discusses plan preparation as measured against the Local Development Scheme (LDS), neighbourhood planning activities and the duty to co-operate with other councils. It assesses the performance of the planning service in terms of planning applications, planning appeals and enforcement action. It also highlights conservation, urban design and economic development initiatives.
<b>Chapter 6</b>	Provides a summary of the main achievements in 2014-15 and raises a number of concerns.

## 1.2 Sources of Data

**Most data is from the Council or from the GLA** The information contained within this AMR is taken from the Council and from the Greater London Authority (GLA). The planning data is primarily sourced from the Lewisham Council Planning Service, using the London Development Database (LDD). Other sources of data are acknowledged in notes at the end of the chapters. Where possible the report incorporates time series data, drawing on previous data, in order to illustrate trends and changes over time. Percentages in tables have been rounded so may not add to 100%.

## 1.3 Use Classes

The AMR makes references throughout to different Use Classes, as listed in Table 1.1.

Table 1.1: Use Classes

<b>A Retail</b>	<ul style="list-style-type: none"> <li>• <b>A1</b> shops</li> <li>• <b>A2</b> financial and professional services</li> <li>• <b>A3</b> food and drink</li> <li>• <b>A4</b> drinking establishments</li> <li>• <b>A5</b> hot food takeaways</li> </ul>
<b>B Business</b>	<ul style="list-style-type: none"> <li>• <b>B1</b> business</li> <li>• <b>B2</b> general industrial</li> <li>• <b>B8</b> storage or distribution</li> </ul>
<b>C Dwellings</b>	<ul style="list-style-type: none"> <li>• <b>C1</b> hotels</li> <li>• <b>C2</b> residential institutions</li> <li>• <b>C3</b> dwelling houses</li> <li>• <b>C4</b> house of multiple occupation</li> </ul>
<b>D Community and Leisure</b>	<ul style="list-style-type: none"> <li>• <b>D1</b> non residential institutions</li> <li>• <b>D2</b> assembly and leisure</li> </ul>
<b>Sui generis</b>	<ul style="list-style-type: none"> <li>• Uses which do not fall within the specified use classes above</li> </ul>

Source: Planning Portal

In previous year's AMRs an appendix has provided an overview of the Use Classes Order. However, Government is in the process of streamlining the planning system and has made changes to both the Use Classes Order and the General Permitted Development Order. It is therefore prudent to remove the appendix to ensure the reader is not directed to inaccurate information. Instead, the web link listed below should be used to find most up to date and definitive information, to determine the actual use class associated with a specific type of development and whether planning permission, prior approval or building regulations are required.

<http://www.planningportal.gov.uk/permission/commonprojects/changeofuse>

## 1.4 Targets

**The AMR now focuses on achieving development targets**

Each year the AMR reports on a range of matters for which the Core Strategy sets targets and this is commented on where appropriate. For completeness, the relevant parts of the Core Strategy are set out at the beginning of each chapter. Following changes to the legislation (see below), this year's AMR concentrates mainly on current and future provision of housing and non residential development and assesses this against current Core Strategy and London Plan targets.

## 1.5 Planning Framework

### 1.5.1 National Framework and the AMR

**Local Authorities are required to prepare an AMR each year**

The Localism Act 2011 and the Town and Country Planning (Local Planning) (England) Regulations 2012 introduced changes to the legal requirements governing the content of the AMR. The Council is no longer required to submit the AMR to the Secretary of State, but nonetheless must produce a monitoring report, having collected information during the monitoring year, and to make it available

to the public. The Council publishes each AMR on the Planning Policy pages of its website annually, after it has been agreed by the Mayor.

The 2012 Regulations also require the Council to report on the progress of local plan preparation against the timetable specified in the latest Local Development Scheme (LDS). If the preparation of a local plan is lagging behind, the reasons for this must be given in the AMR. This is covered in section 5.1.

The 2008 Planning Act, the 2011 Localism Act and the 2012 Regulations introduced new planning practices and monitoring requirements in relation to the Community Infrastructure Levy, neighbourhood planning and the duty to co-operate. These are covered in sections 4.3, 5.2 and 5.3.

The 2013 General Permitted Development Order (GPDO) introduced conversions from office and retail to residential via the prior approvals process. This is covered in Sections 3.1.4 and 3.1.10.

In order to streamline the planning process the 2013 GPDO has reduced the number of changes to the type and scale of developments that require approval from a LPA, and hence the AMR is not capable of capturing all of the development taking place in the borough. They include:

- Small scale alterations, extensions and development to dwelling houses that have permitted development rights.
- Change between some Use Classes, predominantly in order to enable flexibility within town centres.

In March 2015, the Secretary of State for Communities and Local Government, published a written statement to Parliament announcing a number of changes to national planning policy, specifically relating to the setting of technical standards for new housing. The new system comprises new optional Building Regulations on water and access and the 'nationally described space standard' which came into effect on 1<sup>st</sup> October 2015. This replaces the Code for Sustainable Homes.

In October 2015 the Housing and Planning Bill proposes further changes to the planning system including boosting home building and ownership, automatic planning permission in principle on brownfield sites and reforms to support small builders. A new legal duty relating to affordable starter homes will be placed on Councils to guarantee delivery on all reasonably sized new development sites. The prior approval process that allows disused offices and shops to be converted into homes without gaining planning permission will be made permanent. It also requires Local Authorities to have local plans adopted by 2017 unless Central Government will intervene.

## 1.5.2 Local Policy Framework and the AMR

At the local level, the borough's current planning policies are organised into a Local Development Framework (LDF), the components of which are shown in Figure 1.1. They replaced the Unitary Development Plan (UDP) adopted in July 2004. Work has now started on the preparation of a new integrated Local Plan for Lewisham, which in time will replace the current LDF. The new structure is shown in Figure 1.2.

Figure 1.1: Relationships between the documents making up Lewisham's current local development framework

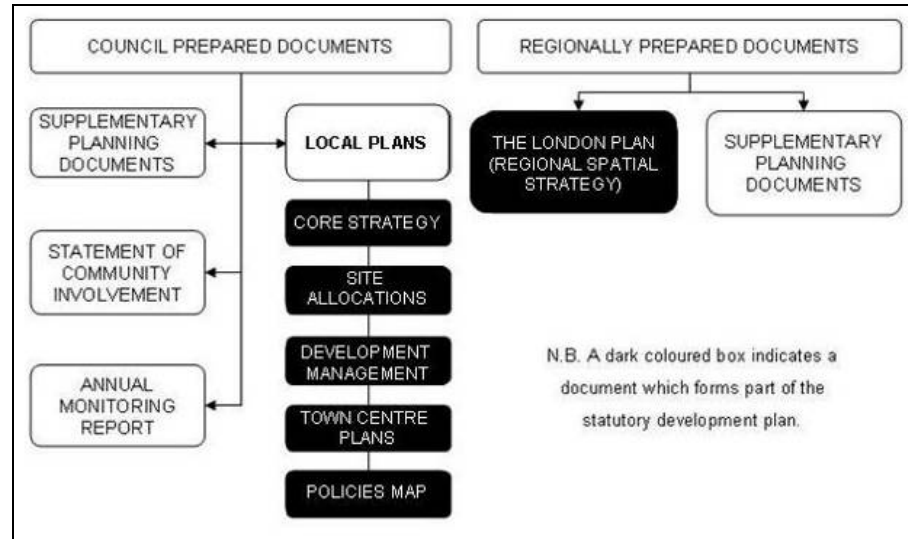
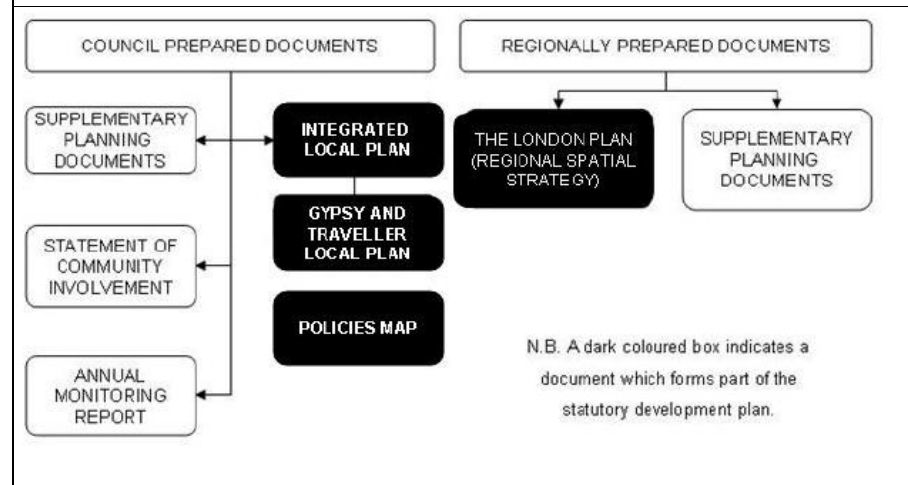


Figure 1.2: Relationship between the documents that will make up the forthcoming Lewisham planning framework



Source: Lewisham Council Planning Policy

Table 1.2 describes each of the documents shown in Figures 1.1 and 1.2. Those notated with a (C) are subject to public consultation during their preparation period. Those notated with an (E) are required to be submitted to the Secretary of State and to be examined by an independent Planning Inspector and found sound prior to being adopted by the Council.

Type of document	Name	Description
Procedural	<b>Local Development Scheme (LDS)</b>	Is a work programme which sets out what documents will be prepared and the key dates for preparation, public consultation and adoption.
	<b>Statement of Community Involvement (SCI)</b>	Shows how the Council will involve the community in the preparation, alteration and review of LDF documents and in planning application decisions. (C)
	<b>Annual Monitoring Report (AMR)</b>	Sets out information on whether the Council is on track to meet key dates published in the LDS, and whether targets are being achieved.
Policy	<b>Core Strategy</b>	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. (C) (E)
	<b>Site Allocations (SALP)</b>	Identifies sites, usually above 0.25 hectares, which are likely to be developed during the lifetime of the Core Strategy. (C) (E)
	<b>Development Management (DMLP)</b>	Sets out the planning policies for managing development in the borough and will be used to guide, assess and determine planning applications. (C) (E)
	<b>Local Plan for Lewisham town centre (LTCLP)</b>	Provides a spatial strategy for the town centre, identifies town centre boundaries and identifies sites where development is expected to come forward in the plan period. (C) (E)
	<b>Gypsy &amp; Traveller Local Plan</b>	Identifies suitable sites and provides guidelines for identifying future sites if necessary (C) (E).
	<b>Policies Map</b>	Accompanies the above mentioned policy plans and provides a visual representation of the policies.
	<b>Integrated Local Plan</b>	Will become the key planning document for the borough. It will set out the strategy for growth and how we will deliver the new homes and related infrastructure over the next 15 years, from 2018-2033. It will identify areas in the borough where growth is expected and will contain planning policies that will be used to assess planning applications (C) (E).
	<b>London Plan</b>	Is a spatial development strategy that sets out a framework for development in London over 20-25 years. Its policies apply to Lewisham and all London Boroughs. (C) (E)
	<b>Supplementary Planning Documents (SPD)</b>	These documents, prepared by both the Council and the Mayor of London, provide additional detail on the implementation of policies contained in the plans listed above. (C)

*Table 1.2: Description of Lewisham's component documents that make up the planning framework*

Throughout chapters 2 and 3, the AMR assesses whether development, both completed and approved, reflects Local Plan policies, contributes to achieving the spatial strategy for the borough and meets the targets set out in the Core Strategy and the London Plan. Section 5.1 sets out how the local plans are progressing against the key milestones specified in the Local Development Scheme (LDS).



## 1.6 Key Trends In The Borough

### 1.6.1 Overview

Figure 1.3 shows Lewisham, Inner London's third largest borough in terms of area. It covers 35.16 square kilometres. It is located to the south-east of Central London, and is bounded by the River Thames to the north and the boroughs of Southwark to the west, Bromley to the south and Greenwich to the east.

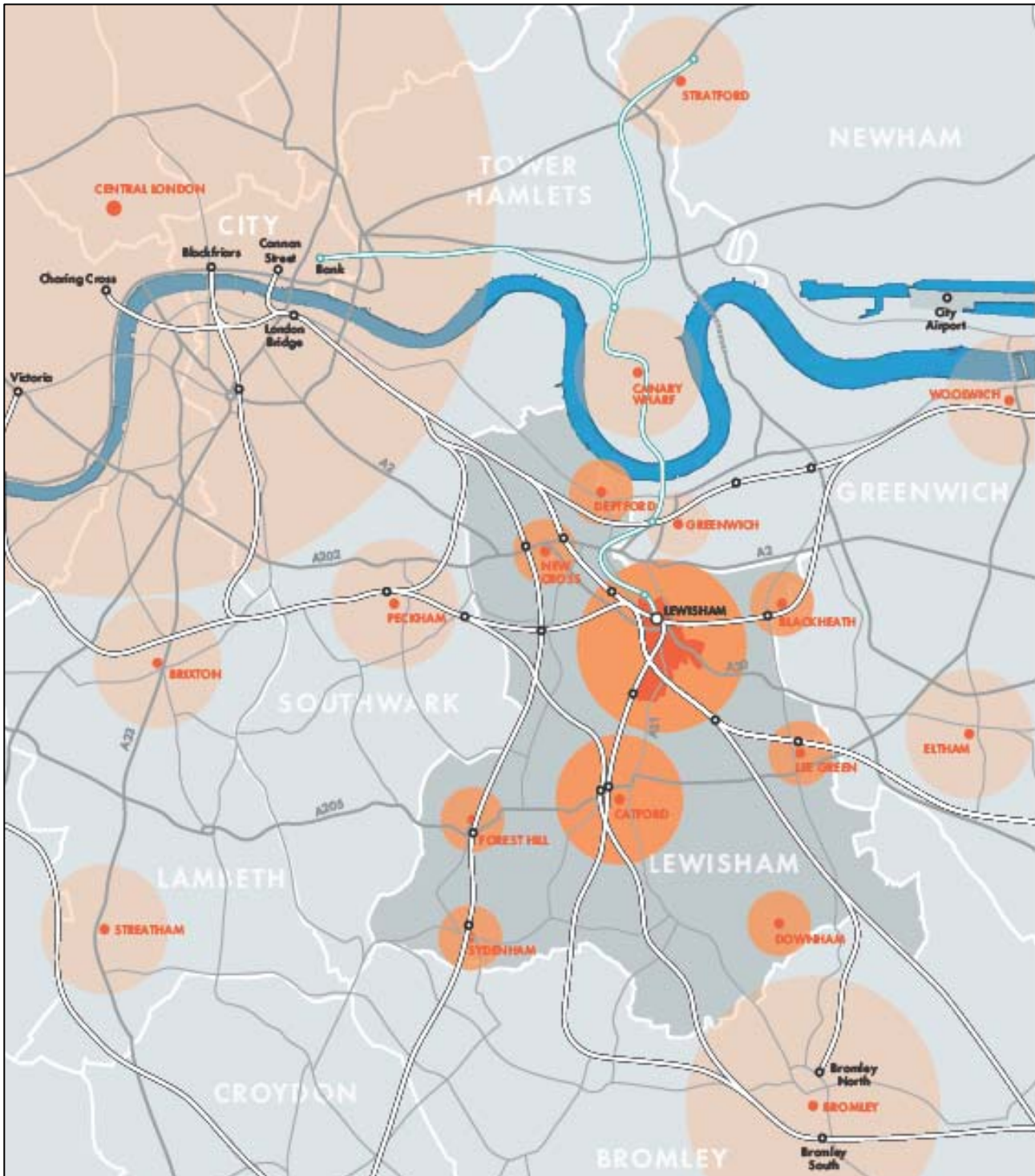


Figure 1.3: Map of southeast London, showing main centres and location of Lewisham borough

Lewisham is a diverse borough and has a number of characteristics that make it a unique place:

<b>Large, growing and diverse population</b>	<ul style="list-style-type: none"> <li>• Including over 294,100<sup>1</sup> people who speak 170 languages, and is the 15th most ethnically diverse borough in England. By 2033 the population is predicted to rise to 335,291<sup>2</sup>.</li> </ul>
<b>Diverse neighbourhoods</b>	<ul style="list-style-type: none"> <li>• Including strong communities with unique identities at 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.</li> </ul>
<b>Extensive housing areas</b>	<ul style="list-style-type: none"> <li>• Including approximately 123,760<sup>3</sup> households, living in mainly older Victorian neighbourhoods in the north of the borough and in 20th century suburbs in the south.</li> </ul>
<b>Key regeneration sites</b>	<ul style="list-style-type: none"> <li>• Including Opportunity Areas<sup>4</sup> at Lewisham, Catford, New Cross and Deptford that will accommodate substantial new jobs and/or homes in the future and the nationally significant Thames Gateway in the north of the borough.</li> </ul>
<b>A hierarchy of retail centres</b>	<ul style="list-style-type: none"> <li>• Including the two major town centres of Lewisham and Catford, seven district centres, two out of centre retail parks, five neighbourhood centres and over 80 local shopping parades.</li> </ul>
<b>A range of employment</b>	<ul style="list-style-type: none"> <li>• Including two Strategic Industrial Locations at Bromley Road and Surrey Canal Road, and other employment areas across the borough.</li> </ul>
<b>Good transport links</b>	<ul style="list-style-type: none"> <li>• Including important road and rail transport routes (radial and orbital routes and 21 railway stations) connecting within London<sup>5</sup> and between London, Kent and Sussex.</li> </ul>
<b>A rich heritage</b>	<ul style="list-style-type: none"> <li>• Including 28 conservation areas, 360 nationally listed buildings, 301 locally listed buildings, areas of archaeological priority, scheduled ancient monuments, registered parks and gardens and, at Blackheath, part of the buffer zone for the UNESCO Maritime Greenwich World Heritage Site.</li> </ul>
<b>Extensive green and blue networks</b>	<ul style="list-style-type: none"> <li>• Including greenspace that encompasses over one fifth of the borough, a variety of award winning parks and a 8km long network along the Rivers Thames, Ravensbourne, Quaggy and Deptford Creek.</li> </ul>

The remainder of this section provides a summary of the key trends experienced by the borough. This report focuses on recently published data including the GLA 2015 population and household estimates and the 2015 Index of Multiple Deprivation for England. It also provides 2011 census data that remains relevant and where possible compares with past figures to identify trends.

## 1.6.2 Population

<b>High levels of population growth</b>	<p>The 2015 GLA population estimate for the borough of Lewisham is 294,100<sup>6</sup>. Table 1.3 shows that the population has grown by 18% since 2001, which is well above the national rate of 11%, but below London's growth of 21%.</p>
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Table 1.3:  
Population  
growth since  
2001

Estimate of usual residents	Lewisham borough	Greater London	England
2001 Census <sup>7</sup>	248,922	7,172,100	49,138,800
2011 Census <sup>8</sup>	275,900	8,173,900	53,013,500
<b>GLA population estimate 2015 <sup>9</sup></b>	<b>294,100</b>	<b>8,663,300</b>	<b>54,613,400</b>
Change 2001 to 2015	45,178	1,001,800	5,474,600
% change 2001 to 2015	18%	21%	11%

Sources: as per footnotes

The borough's population will continue to grow from 294,100 in 2015 to 335,291 in 2033<sup>10</sup>. This represents a 14% increase in population by the end of the Plan period.

**The amount of population growth will vary across the borough**

This population increase will vary by ward, with an anticipated 86% increase in Evelyn, a 63% increase in New Cross and 30% increase each in Lewisham Central and Rushey Green<sup>11</sup>. The projections also predict a significant ageing of Lewisham's population including a 57% increase in people aged 65 plus and a 41% increase in the number of people aged 80 plus<sup>12</sup>.

### 1.6.3 Housing

**Household growth continues**

At the 2011 Census the number of households in the borough was 116,091. Between the 2001 and 2011 censuses, the number of households increased by 7.5%.

The 2015 GLA household estimate for the borough of Lewisham is 123,760<sup>13</sup>, which represents a growth of 6.6% since the 2011 census. The number of households will continue to grow by 32%, with an expected 164,000 households by 2033<sup>14</sup>.

The population density in Lewisham has increased significantly from 70.8 persons per hectare at the 2001 census to 77.3 at the 2011 census and 83.7 in 2015<sup>15</sup>.

The 2011 census showed that 26% of households were single people living on their own. Lone parents, adult couples with children and adult couples without children each contained between 16 and 17%. Pensioners constituted the smallest group of households, at 12%. The 2011 census also showed that since 2001 there had been a decline in the proportion of households consisting of single pensioners, pensioner couples, adult couples with children, and adult couples without children.

**Flats represent an increasing proportion of the dwelling stock**

According to 2011 census, purpose-built flats were the most common dwelling type (35.7%), followed by terrace houses (28.2%). There was a change in the proportions of dwelling types between 2001 and 2011, with a decline in terrace houses and converted flats and an increase in purpose built flats.

**Household tenure is changing**

The housing tenure structure changed significantly between the 2001 and 2011 censuses, with the private sector doubling from 13.1% in 2001 to 24.3% in 2011. Table 1.4 shows the split between different dwelling tenures in 2011<sup>16</sup> and 2014<sup>17</sup> for the borough and for London. It shows that 48% of the homes in 2014 are owned or mortgaged, and this is similar to the proportion for London as a whole. There has been a 4.6% increase in home ownership since 2011. It also shows that social and private renting has reduced slightly since 2011. Proportionately there is more social rent in Lewisham than London, but less private rent.

Table 1.4:  
Dwelling tenures in 2011 and 2014

Tenure type	Lewisham borough		Greater London	
	2011	2014	2011	2014
Owned/Mortgaged/shared ownership	43.6%	48.2%	56.5%	49.9%
Social rent	31.1%	28.1%	26.2%	23.1%
Private rent	24.4%	23.6%	15.5%	26.8%

Source: 2011 census – ONS and GLA Lewisham Borough Profile 2015

**House price increases continue**

Table 1.5 shows the trends over the last eleven years in average house prices (all dwelling types) in the borough and London<sup>18</sup>. The increases in each have in percentage terms remained close to each other, so that in 2015 Lewisham house prices are at 83.7% of the London average. Table 1.5 also shows a 17.9% increase in the change of house prices in the last year (March 2014 to March 2015) and house prices have escalated by 85% in the last 11 years.

Table 1.5:  
Average house prices between 2004 and 2015

Date	Greater London		Lewisham		Lewisham as % of Greater London
	Average Price (£)	% Change since 2004	Average Price (£)	% Change since 2004	
Mar 2004	263,343	NA	209,202	NA	79.4
Mar 2005	273,783	4.0	221,871	6.1	81.0
Mar 2006	283,371	7.6	227,386	8.7	80.2
Mar 2007	321,405	22.0	252,003	20.5	78.4
Mar 2008	347,512	32.0	283,594	35.6	81.6
Mar 2009	294,622	11.9	239,412	14.4	81.3
Mar 2010	329,390	25.1	255,287	22.0	77.5
Mar 2011	336,018	27.6	259,358	24.0	77.2
Mar 2012	340,252	29.2	272,031	30.0	79.9
Mar 2013	367,758	39.6	284,503	36.0	77.4
Mar 2014	416,098	58.0	328,561	57.1	79.0
Mar 2015	463,348	75.9	387,609	85.3	83.7

Source: Land Registry

**Housing affordability is getting worse**

In Lewisham there has been a 30.7% increase in average social weekly rent between 2008 and 2014<sup>19</sup>, from £79.54 to £103.94. Affordability is also getting worse as the lower quartile house prices to lower quartile earnings increased from 9.1 in 2008 to 11.6 in 2014. This is more than it is in London (10.07) and in England (6.96).

## 1.6.4 Economy

### Lewisham has a small but growing economy

Lewisham has a small economy, with a job density of 39 jobs per 100 people of working age<sup>20</sup>. This compares to 88 for London and 78 for Great Britain. The borough's Gross Value Added (a measure of how well an economy is performing) was ranked 30th out of the 33 London Boroughs.

In line with other parts of London, Lewisham has lost the majority of its major private sector companies in the past 30 years. However the number of jobs in Lewisham has grown from 73,000 in 2010 to 82,700 in 2013<sup>21</sup>.

### Youth unemployment is an issue

Table 1.6 provides data on employment and unemployment for the borough, as well as for London and England<sup>22</sup>. It shows Lewisham in good light as the employment rate for the borough is slightly higher than for London and England and conversely the unemployment rate for the borough is lower than for London and England. However, the borough's youth unemployment rate is significantly higher than for London and England.

Table 1.6:  
Employment and unemployment in 2014

	Lewisham	Greater London	England
Employment rate	74.8%	71.2%	72.5%
Unemployment rate	5.3%	7.0%	6.2%
Youth unemployment rate	7.5%	5.2%	5.2%

Source: GLA Lewisham Borough Profile 2015

### Proportionally the borough is more educated than London and the UK

Table 1.7 looks at educational attainment for the borough, London and the UK. The borough performs well as proportionately it has significantly less working age people with no qualifications than London and the UK and conversely significantly more working age people with degree and equivalent qualifications than London and the UK.

Table 1.7:  
Educational attainment in 2014

	Lewisham	Greater London	UK
Working age people with no qualifications	7.5%	7.8%	9.0%
Working age population with degree or equivalent qualifications	54.2%	49.1%	35.8%

Source: GLA Lewisham Borough Profile 2015

### Far more residents work outside the borough than people come into the borough to work

Because the borough has a relatively small internal economy, with 8,825 active businesses in 2013<sup>23</sup>, it is a major supplier of labour to neighbouring areas. The 2011 census showed that there were 79,125 people travelling out of the borough to work, mostly commuting to North London and South East London. This is approximately 2.5 times more people than the 29,442 people who travelled into the borough to work, mostly from South East London<sup>24</sup>.

The borough's town and district centres are frequently surveyed to determine how well they are performing by looking at the proportion of primary frontage used as shops, vacancy rates and the presence of betting shops, take-aways and public houses. The most recent survey results can be found at <http://www.lewisham.gov.uk/myservices/planning/policy/LDF/evidence-base/Pages/LDF-evidence-base-employment-and-retail.aspx>

### 1.6.5 Deprivation

#### Lewisham continues to experience deprivation

The Indices of Multiple Deprivation (IMD) for England 2015 were published in October 2015 and supersede the 2010 IMD. They attempt to measure a broader concept of multiple deprivation, made up of several distinct 'domains' encompassing Income, Employment, Health and Disability, Education Skills and Training, Barriers to Housing and Other Services, Crime and Living Environment.

#### The borough is the 26<sup>th</sup> most deprived in England

Table 1.8 ranks Lewisham against each of the domains and compares them against London, England and the LSOAs that are the 10% most deprived nationally. The lower the rank, the more deprived the borough is. Overall Lewisham ranks as the 26<sup>th</sup> most deprived borough in England and the 10<sup>th</sup> most deprived out of the 33 London Boroughs. Lewisham ranks poorly against many of the domains, as can be seen in Table 1.8.

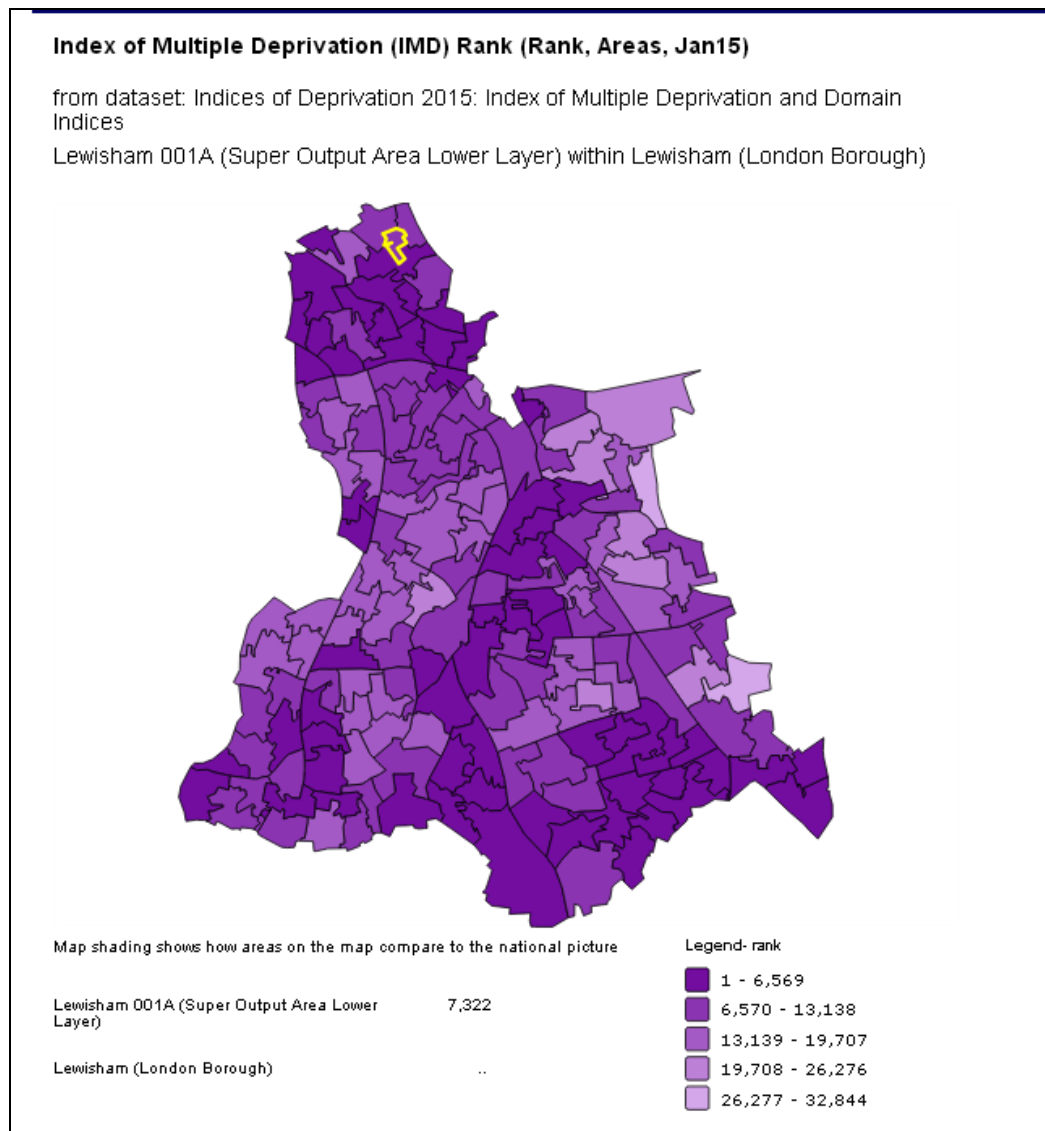
IMD Domain	Most deprived in England	Rank of proportion of LSOAs in most deprived 10% nationally	Most deprived of the London Boroughs
IMD rank	26 <sup>th</sup>	136 <sup>th</sup>	10 <sup>th</sup>
Income	18 <sup>th</sup>	104 <sup>th</sup>	6 <sup>th</sup>
Employment	58 <sup>th</sup>	155 <sup>th</sup>	4 <sup>th</sup>
Education and skills	211 <sup>th</sup>	257 <sup>th</sup>	14 <sup>th</sup>
Health	98 <sup>th</sup>	160 <sup>th</sup>	8 <sup>th</sup>
Crime	10 <sup>th</sup>	20 <sup>th</sup>	9 <sup>th</sup>
Barrier to housing	21 <sup>st</sup>	47 <sup>th</sup>	17 <sup>th</sup>
Living environment	17 <sup>th</sup>	67 <sup>th</sup>	13 <sup>th</sup>

Table 1.8: Lewisham's ranking against the domains in the Index of Multiple Deprivation for England 2015  
Source: Index of Multiple Deprivation for England 2015

#### Deprivation varies across the borough

Figure 1.4 shows that there is a wide variation in deprivation across the borough<sup>25</sup>. The lower super output area (LSOA) which is most deprived in the borough ranks as 1,483 nationally and the LSOA which is the least deprived ranks as 27,504 nationally. The darker the area on the map in Figure 1.4, the more it is deprived. Concentrations of deprivation can be seen in the north and south of the borough and around Lewisham and Catford too.

Figure 1.4: Map showing Lewisham's ranking for the Index of Multiple Deprivation for England in 2015



Source: Index of Multiple Deprivation for England 2015

**There is a need to accommodate large scale population and household growth, to enhance the local economy and to reduce deprivation**

To summarise, the borough will experience significant population and household growth by the end of the Plan period in 2033. There will be a need to identify additional housing sites to ensure existing and future residents can be accommodated, and that the type of housing provided meets their needs. There will also be a need to supply new facilities, services and infrastructure in the coming decades, to support a larger population.

With a small local economy and areas of considerable deprivation, protection and enhancement of existing business premises, retail and the environment will be important, and new developments will have a role to play in helping to regenerate the borough.

- 
- <sup>1</sup> GLA Datastore Lewisham Borough Profile
  - <sup>2</sup> Lewisham Infrastructure Delivery Plan – Framework Document: GLA 2014 round population projections
  - <sup>3</sup> GLA Datastore Lewisham Borough Profile
  - <sup>4</sup> As designated in the Sustainable Communities Plan, Sustainable Communities: Building For The Future, 2003
  - <sup>5</sup> Greenwich, Southwark, Bromley and Tower Hamlets (across the River Thames)
  - <sup>6</sup> GLA 2015 Population Estimates
  - <sup>7</sup> 2001 Census, Office of National Statistics
  - <sup>8</sup> 2013 Mid Year Estimates, Office of National Statistics
  - <sup>9</sup> GLA Datastore Lewisham Borough Profile
  - <sup>10</sup> Lewisham Infrastructure Delivery Plan – Framework Document: GLA 2014 round population projections
  - <sup>11</sup> Lewisham Infrastructure Delivery Plan – Framework Document: GLA 2014 round population projections
  - <sup>12</sup> Lewisham Infrastructure Delivery Plan – Framework Document: GLA age based population projections
  - <sup>13</sup> GLA Datastore Lewisham Borough Profile
  - <sup>14</sup> 2012 based household projections to 2037 for England, published in February 2015.
  - <sup>15</sup> GLA Datastore Lewisham Borough Profile
  - <sup>16</sup> 2011 Census
  - <sup>17</sup> GLA Datastore Lewisham Borough Profile
  - <sup>18</sup> <http://landregistry.data.gov.uk/app/hpi>
  - <sup>19</sup> GLA Economics, London's changing economy since 2008
  - <sup>20</sup> 2011 Census, Office of National Statistics
  - <sup>21</sup> GLA Datastore Lewisham Borough Profile
  - <sup>22</sup> GLA Datastore Lewisham Borough Profile
  - <sup>23</sup> GLA Datastore Lewisham Borough Profile
  - <sup>24</sup> 2011 Census, Office of National Statistics
  - <sup>25</sup> ONS, Neighbourhood statistics



## 2. DEVELOPMENT IN 2014-15

This section reviews planning performance relating to the amount and type of development that has taken place during 2014-2015, including the different types of housing, business, retail, community/leisure and other floorspace that have been completed. It assesses progress against the following relevant parts of the Core Strategy:

<b>Strategic objectives</b>	<p>CSO2: Housing provision and distribution</p> <p>CSO3: Local housing need</p> <p>CSO4: Economic activity and local businesses</p>
<b>Core strategy policies</b>	<p>CSP1: Housing provision, mix and affordability</p> <p>CSP3: Strategic industrial Locations and Employment Locations</p> <p>CSP4: Mixed Use Employment Locations</p> <p>CSP5: Other employment locations including creative industries</p> <p>CSP6: Retail hierarchy and location of retail development</p> <p>CSP19: Community and recreational facilities</p>

### 2.1 Providing New Housing

#### 2.1.1 Amount of New Housing

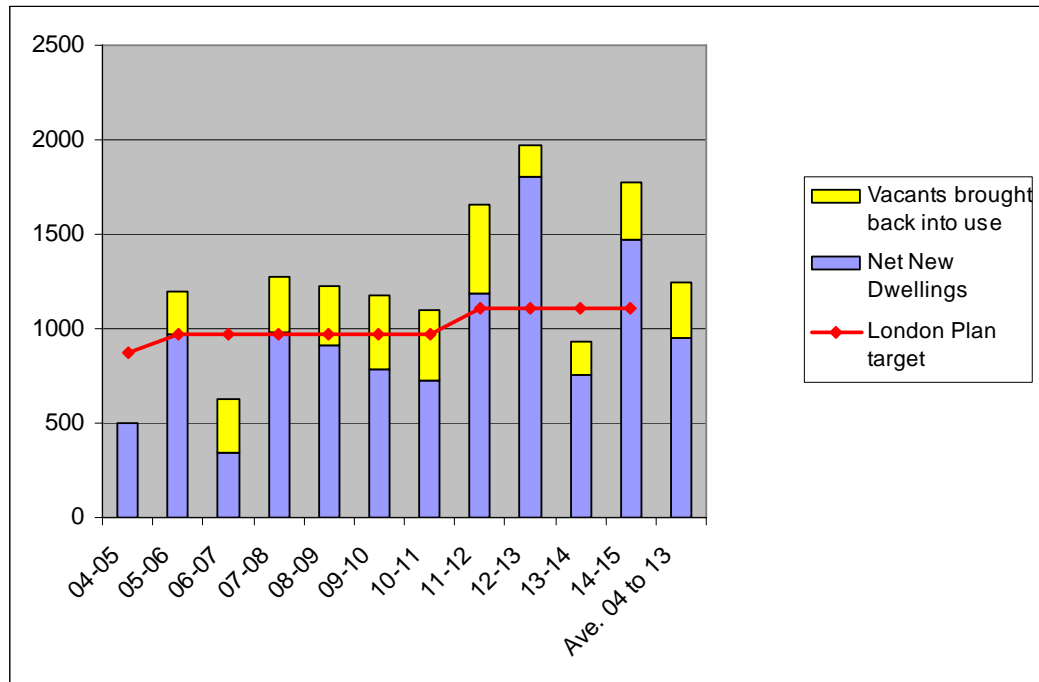
**Net new dwellings in 2014-15 almost doubled from the previous year**

An additional 1,565 new dwellings were completed in the borough during 2014-15. Together with the loss of 97 existing dwellings, it provides a net increase of 1,468 dwellings. All were self-contained dwellings, with no non conventional dwellings such as student accommodation or hostels.<sup>26</sup> An additional 308 long term vacant units have also been brought back into use.

The data for housing completions in the borough and the associated London Plan targets over the last 11 years are set out in Figure 2.1. The 1,468 net completions during 2014-15 were double the 752 achieved in 2013-14 and were the second highest amount of annual completions experienced in the last 11 years. This level of completions exceeded:

- By 33%, the London Plan target of 1,105 dwellings per year (that remains relevant for this monitoring year).
- By 6%, the newly adopted Further Alterations to the London Plan (FALP) target of 1,385 (that was adopted in March 2015 and will apply in future years).

Figure 2.1: New housing and vacant dwellings brought back into use 2004-05 to 2014-15



Source: LDD

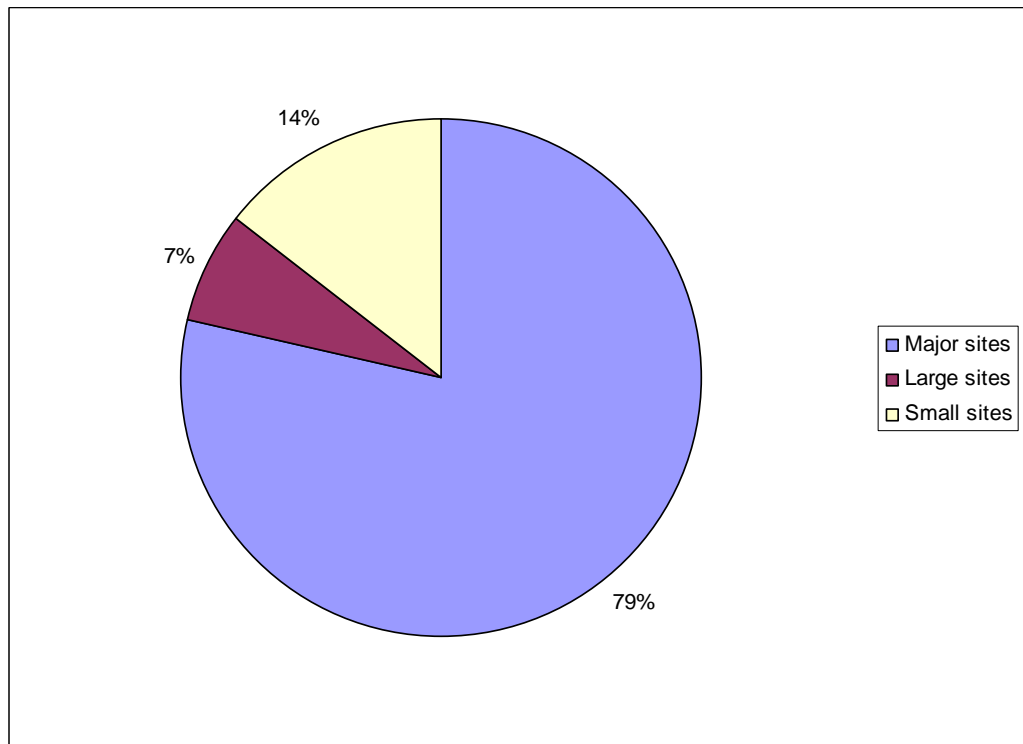
## 2.1.2 Type of Sites where New Housing has been Built

### New housing is concentrated on a small number of large sites

Housing sites are categorised according to how many dwellings they can accommodate:

- Small sites can accommodate less than 10 dwellings.
- Large sites can accommodate 10 to 50 dwellings.
- Major sites can accommodate more than 50 dwellings.

Figure 2.2: Housing completions by size of site 2014-15



Source: LDD

Figure 2.2 shows that 79% (1,154 units) of the net dwellings completed were concentrated on major sites, of which there were six. This is 12% more than last year. 7% (101 units) were developed on large sites, of which there were four. Small sites represent the most numerous type of site but provide only 14% of the net new homes, compared to 22% last year.

Table 2.1 provides details of the large and major sites (above 10 units) where housing was completed during 2014-15. 51% are on sites that provide for a mix of uses, not just housing, thereby helping to create sustainable communities. The building out of some of the phases at Cannon Wharf, Marine Wharf West (photos 2.1 and 2.2) and the former Catford Greyhound Stadium is the main reason for the upturn in housing completions this year (55% of the total net completions). The completion of an estate renewal programme at Kender estate also represents a significant proportion (14%) of the net completions. Eight of the 11 major and large sites where dwellings were completed during the year have now been completed. The remaining sites, at Cannon Wharf, Marine Wharf West and the former Catford Greyhound Stadium are still in development, with all except Cannon Wharf due to be completed within the next 5 years. Despite these schemes coming to an end, the supply of new housing will continue in the future given the amount of approvals made during 2014-15 - see chapter 3.

Site name	Ward	Site description	Net units completed	Has the site been completed?
<b>Major sites</b>				
Cannon Wharf Business Centre	Evelyn	Strategic site; mixed use scheme	347	No. Remainder of site (350 units) still to be built.
Marine Wharf West, Plough Way	Evelyn	Strategic site; mixed use scheme	260	No. Remainder of site (272 units) still to be built.
Catford Green, formerly Catford Greyhound Stadium	Rushey Green	Mixed use scheme.	203	No. Remainder of the site (390 units) still to be built.
Kender Estate Renewal Phase 4	New Cross	Residential estate renewal	204	Yes.
335-337 Bromley Road, formerly Courts	Whitefoot	Mixed use scheme.	78	Yes.
52-54 Thurston Road	Lewisham Central	In town centre. Mixed use scheme.	62	Yes.
<b>Large sites</b>				
7-17 Yeoman Street	Evelyn	Residential.	33	Yes.
Old Station Yard, Springbank Road	Lewisham Central	Residential.	32	Yes.
36-56 Lee High Road	Lewisham Central	In town centre. Mixed use scheme.	22	Yes.
58-64 Lee High Road	Lewisham Central	In town centre. Mixed use scheme.	14	Yes.
<b>TOTAL:</b>			<b>1,255</b>	

Table 2.1: Summary of housing completions in 2014-15, on sites above 10 units

Source: LDD

Photo 2.1:  
Completed  
housing at  
Plough Way



Photo 2.2: Site  
Plan for Marine  
Wharf



### 2.1.3 Distribution of New Housing

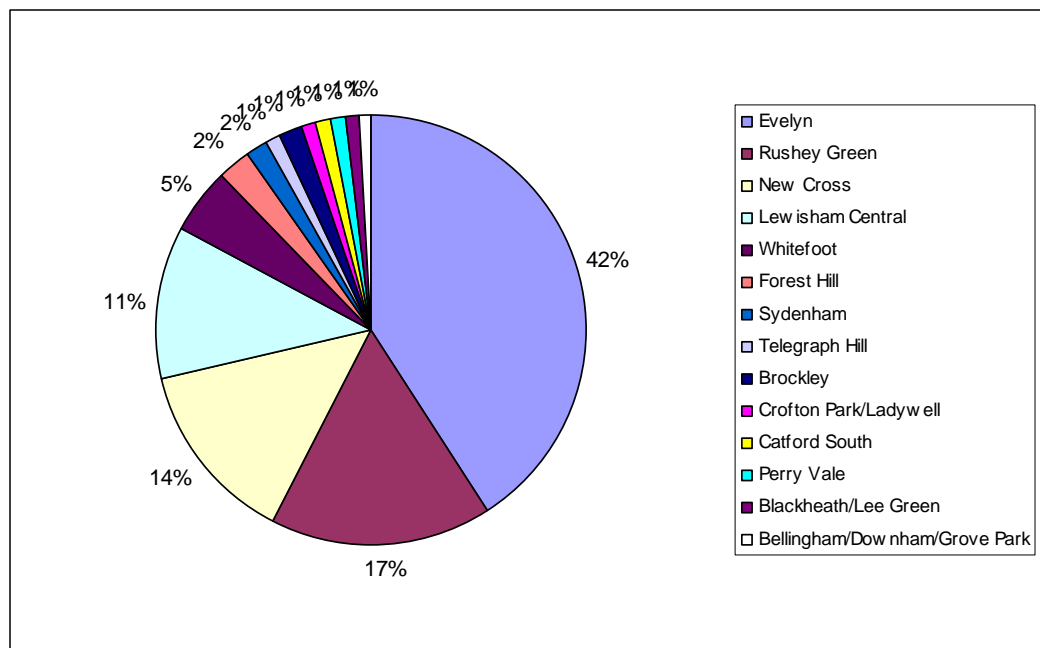
**New housing continues to be concentrated in the Regeneration and Growth Areas**

Figure 2.3 shows that the majority (84%) of new dwellings were built in the four wards located in the Regeneration and Growth Areas designated by the Core Strategy – Evelyn (42%), Rushey Green (17%), New Cross (14%) and Lewisham Central (11%). The map at Appendix 2 shows the locations of the wards. This distribution of new dwellings is a key part of the regeneration of the borough. This is occurring largely through redevelopment to mixed use (mostly housing) of a small number of large brownfield sites, that are being completed in phases. The housing trajectory at Appendix 4 provides estimates for future phases of these sites.

For the remainder of the Borough, outside of the Regeneration and Growth Areas, each ward has delivered between 5% and less than 1% of the new housing built.

This geographical distribution is different to that in 2013-14, where new housing was mostly concentrated in Lewisham Central (25%), Brockley (20%) and Telegraph Hill (13%).

Figure 2.3: Distribution of housing completions by ward 2014-15



Source: LDD

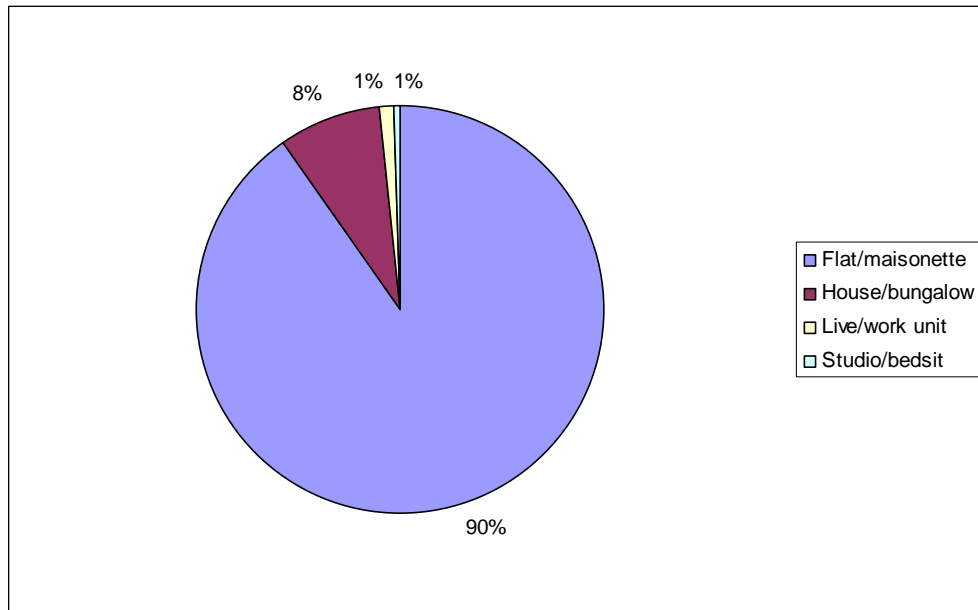
### 2.1.4 Types of New Housing

**Most new dwellings are flats**

An important element of the housing supply is to provide a variety of choice, in terms of type and size of accommodation, in order to reflect local need. To gain an idea of the supply of new dwellings provided during 2014-15, the form, construction and size of the gross units that have been built are discussed below.

Figure 2.4 shows that new dwellings completed in 2014-15 were overwhelmingly (90%) in the form of flats, with only 8% houses. This continues the trend seen in previous years. Live/work units and studio/bedsits represent only a small proportion of the overall supply of completed dwellings.

Figure 2.4:  
Housing completions by type of dwelling 2014-15

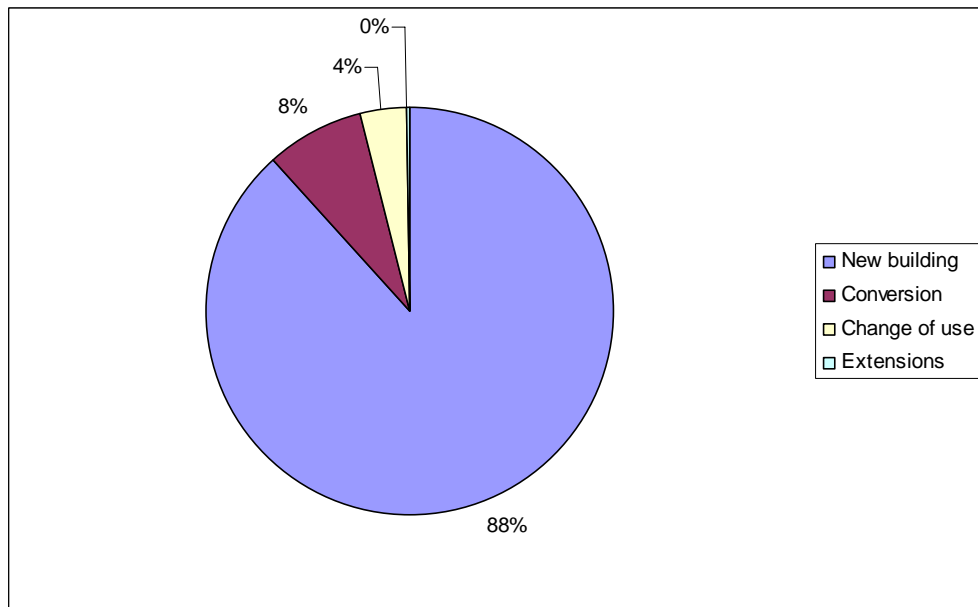


Source: LDD

**Most new dwellings are purpose-built**

Figure 2.5 shows that 88% of new dwellings were in new, purpose built development, slightly higher than previous years. However housing has also been created through existing buildings being converted and extended (8%) or experiencing a change of use (4%). These proportions are similar to the previous two years, and this suggests that these sources of additional dwellings are likely to continue to provide a proportion of the new dwellings in the borough.

Figure 2.5:  
Sources of new housing 2014-15

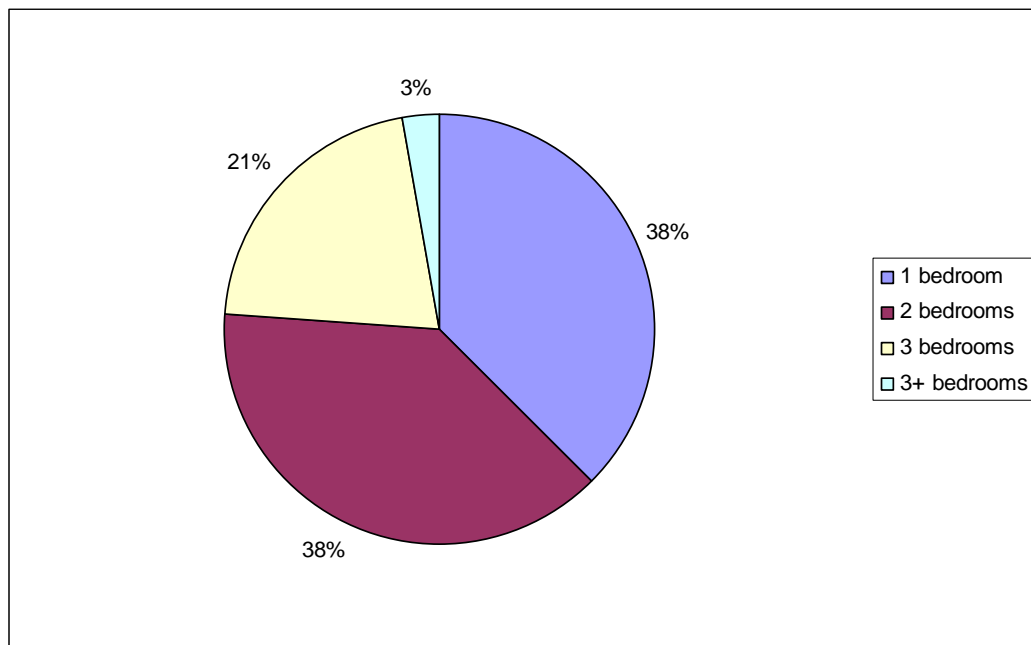


Source: LDD

**Three quarters of the new dwellings are one or two bedrooms**

Figure 2.6 shows the number of dwellings completed by number of bedrooms<sup>27</sup> in 2014-15. It shows that a variety of dwelling sizes have been built. Three quarters of the dwellings are made up of one or two bedroom units. The proportion of two-bedroom units has fallen from 50% in 2013-14 to 38% this year. The proportion of one- bedroom units has remained similar to last year. Larger properties containing three or more bedrooms has significantly increased from 16% last year to 24% this year.

*Figure 2.6: Housing completions by number of bedrooms 2014-15*



Source: LDD

It is important to note that the number of residential units built during 2014-15 that were determined as prior approvals, as opposed to the granting of a planning application, make up a very small proportion of the completions (four residential units). This is because prior approvals came into existence in May 2013 and there is a time lag for developers to submit prior approvals and for the Council to process them. Prior approval will become more significant in future years – see chapter 3.

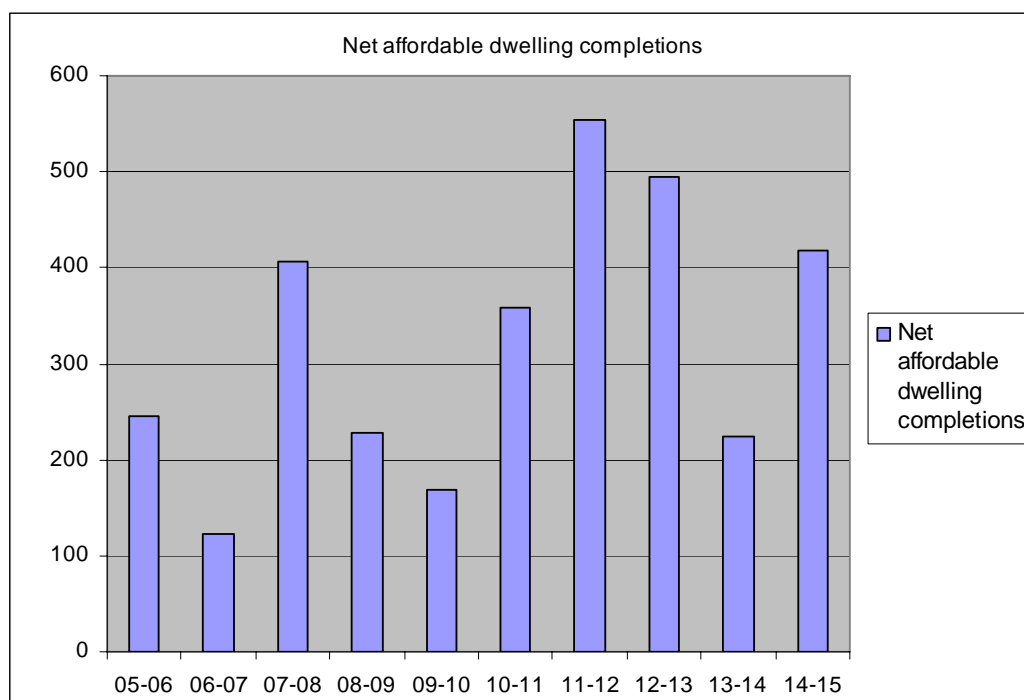
**2.1.5 Amount of New Affordable Housing**

**Affordable housing completions have risen again**

Housing that is affordable, so that it can be bought/rented by local residents in housing need, is one of the most important elements of the housing supply. The amount of affordable housing completions and their geographical spread across the borough are considered below.

418 net new affordable dwellings<sup>28</sup> were completed in 2014-15. This is considerably higher than the previous year but does not reach the peak during in 2011-2013, as shown in Figure 2.7. Affordable housing represents 29% of the total dwellings that were completed during 2014-15, so it is below the Core Strategy’s target of 50% of new dwellings being affordable housing. Viability is the main reason why lower amounts of affordable housing are being negotiated.

Figure 2.7:  
Affordable  
housing  
completions  
2004-05 to  
2014-15



Source: LDD

Table 2.2 provides an overview of the affordable housing completions since 2005-06, which now totals 3,322 affordable units.

Table 2.2:  
Affordable  
housing  
completions  
2005-06 to  
2014-15

Category	05-06	06-07	07-08	08-09	09-10	10-11	11-12	12-13	13-14	14-15
<b>Social rented</b>	242	107	278	69	87	259	357	229	45	273
<b>Affordable rent</b>	NA	NA	NA	NA	NA	NA	NA	70	119	13
<b>Intermediate</b>	4	16	128	159	81	100	197	265	60	164
<b>Social rent: Intermediate Ratio</b>	98:2	87:13	68:32	30:70	52:48	72:28	64:36	53:47	73:27	64:36
<b>Total affordable</b>	246	123	406	228	168	359	554	564	224	450
<b>Cumulative affordable housing</b>	246	369	775	1003	1171	1530	2084	2648	2872	3322

Source: 2005-06 to 2012-13 and 2014-15 LDD; 2013-14 GLA Affordable Housing database

## 2.1.6 Type of Sites where New Affordable Housing has been Built

### Affordable housing has been provided by private developers, Housing Associations and the Local Authority.

Of the eleven sites completed during the year which contained an element of affordable housing, four sites provided solely affordable housing and accounts for 27% of affordable dwellings (127 units).

The remaining 73% of affordable dwellings were built on mixed tenure sites.

On sites that contain a mix of both market and affordable housing, 63% of the units were on private development sites, 36% on housing association sites and 1% on a Local Authority site.



On private developer sites, 71% were private market units whilst 29% were provided as affordable units, encompassing 25% through a Housing Association and 4% through other public sector agencies.

On Housing Association sites, 81% were built as affordable units. However 19% (63 units) were built for Housing Associations to sell on the open market, in order to generate income to cross-subsidise affordable housing.

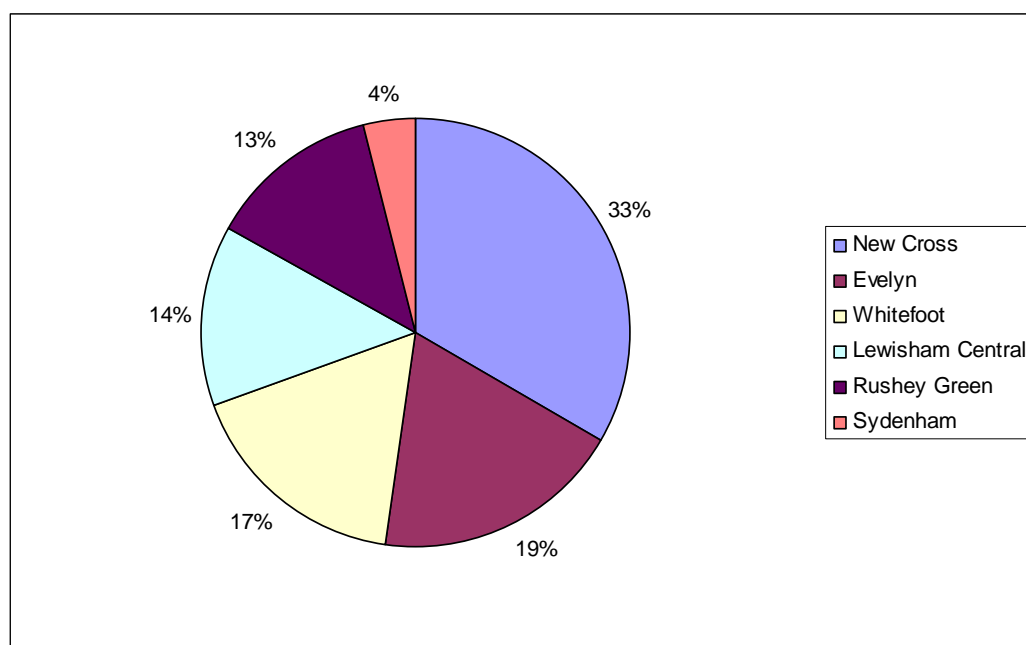
As is usually the case the majority of affordable housing delivered in the borough was delivered by housing associations and private developers. However, in 2014-15 and for the first time in more than 20 years, six new affordable homes were delivered directly by the Council on public land at Mercator Road. The future pipeline shows a significant increase in the scale of this source of new affordable homes over the coming three years.

### 2.1.7 Distribution of New Affordable Housing

**Affordable housing is concentrated in two wards in the north of the borough**

Figure 2.8 shows that the affordable housing completed in 2014-15 was not equally spread across the borough. Of the 18 wards, no new affordable housing was completed in 12 wards. Unlike in 2013-14, where there was a concentration in the southern part of the borough, over half of the affordable housing were provided in the north of the borough, in the wards of New Cross (33%) and Evelyn (19%).

Figure 2.8: Distribution of affordable housing by ward 2014-15



Source: LDD

### 2.1.8 Types of New Affordable Housing

**61% of affordable housing is provided as social rent**

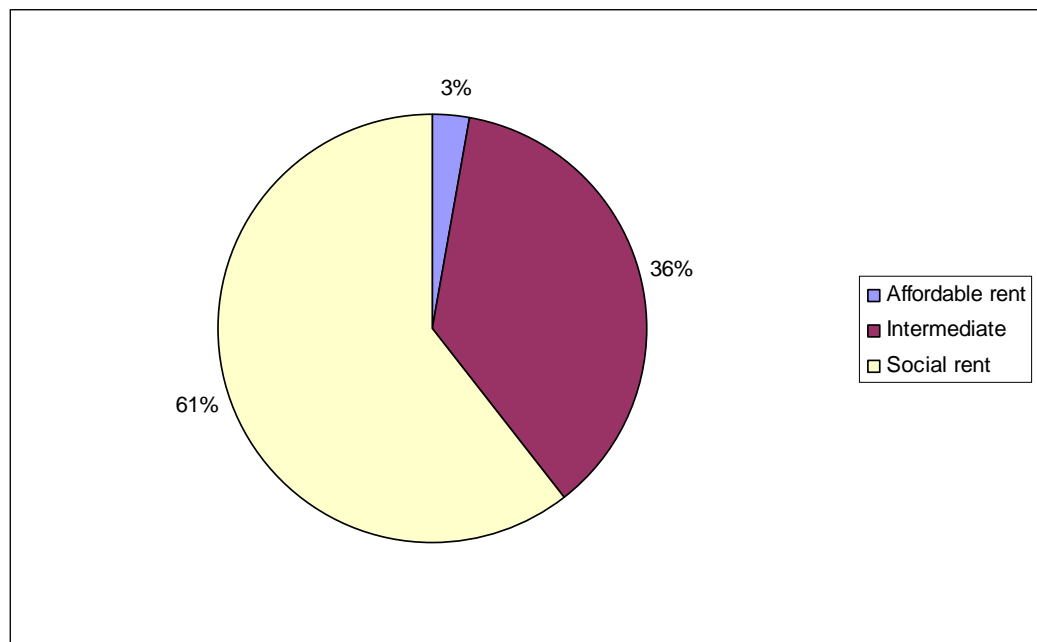
Figure 2.9 shows that the most popular form of affordable housing is social rent, with 61% of the completions. This differs significantly from last year's 20%. By contrast, only 3% were provided to occupants as affordable rent, compared to last year's 53%. This is a new category introduced by Government whereby

dwellings are made available to tenants at up to a maximum of 80% of market rent and allocated in the same way as social housing. However due to affordability issues, the Council seeks schemes that provide a blended average of 65%.

36% were allocated as intermediate housing, also known as shared ownership, whereby the occupant buys between 25% and 75% of the ownership of the dwelling and rents the balance from the housing provider. Some providers allow occupants to 'staircase', or increase the proportion they own – in some cases up to 100% outright ownership. This is higher than last year's 27%.

The social rent:intermediate ratio of the dwellings completed during the year was 64:36, which is similar to the target ratio of 70:30 set out in the Core Strategy. The ratio has fluctuated over the years since 2005-06 – see table 2.2.

Figure 2.9:  
Tenures of new  
affordable  
housing 2014-15



Source: LDD

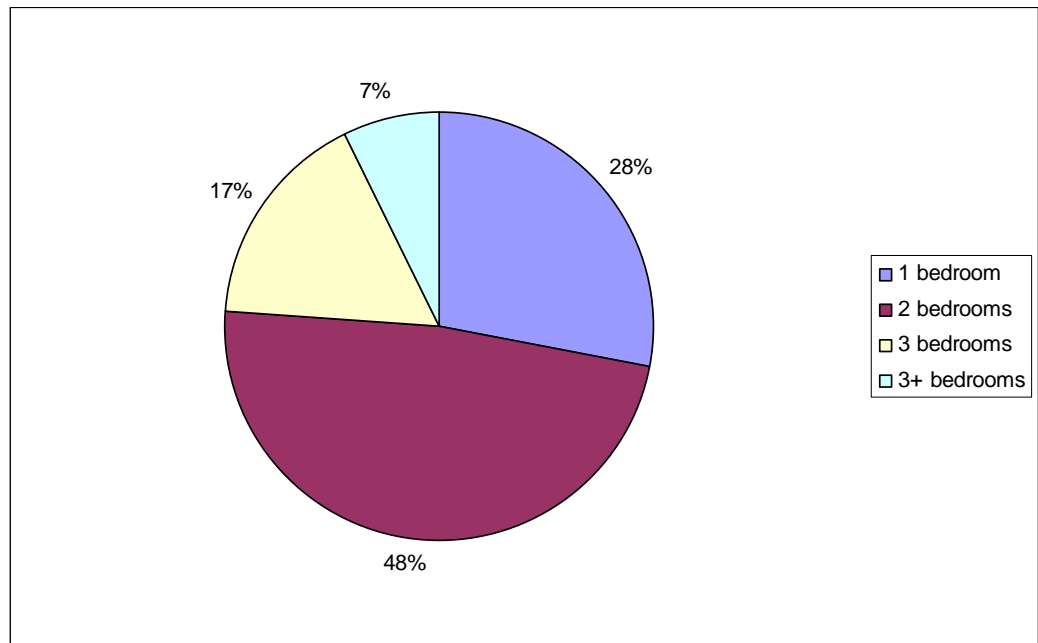
**There is a variety of sizes of affordable units**

Figure 2.10 shows that there is a variety in the size of affordable housing units, with almost half of the supply of affordable units provided as 2-bedroom units. 28% of the completions were one bedroom dwellings, while almost one quarter are larger affordable housing properties containing 3 or more bedrooms.

**New affordable housing is mostly flats**

85% of the affordable housing completed during 2014-15 were built as flats, with the remaining 15% built as houses. The popularity of flats is due in large part to the economies of scale of construction, maintenance and management of the dwelling stock by the housing providers, which can be achieved with larger numbers of identical dwellings at the same location.

Figure 2.10: Sizes of new affordable housing by bedroom size 2014-15



Source: LDD

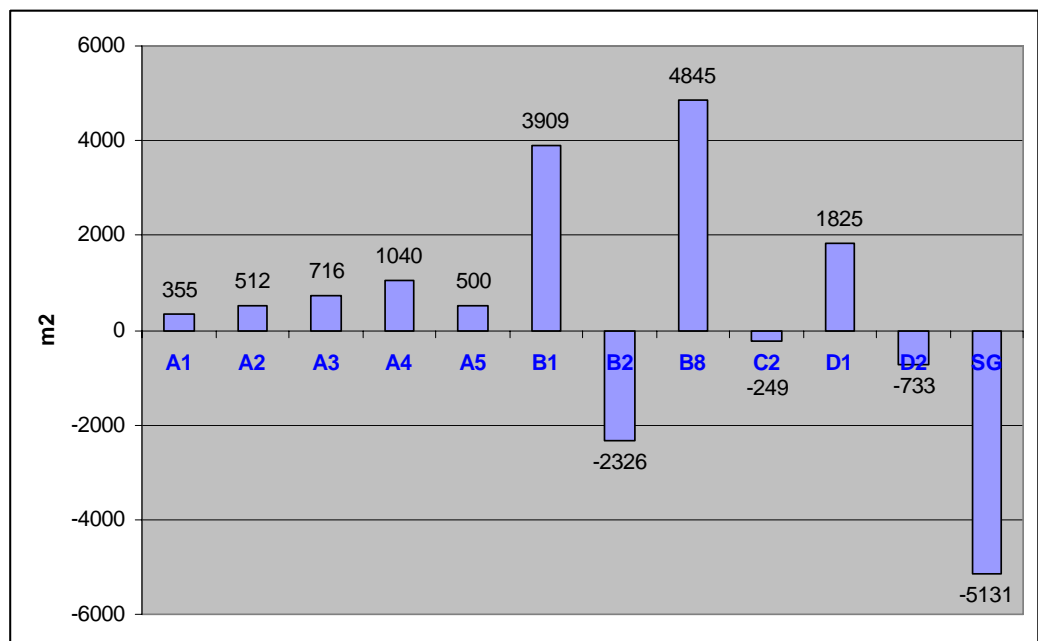
Future AMRs will need to consider the significant changes that will be made to affordable housing in the future, including the introduction of Starter Homes, to reflect the October 2015 Housing and Planning Bill.

## 2.2 Non-Residential Development

**There has been an overall net gain in non residential floorspace**

There has been an overall net gain of 5,263 m<sup>2</sup> of non-residential floorspace during 2014-15 (19,624 m<sup>2</sup> completed, but 14,361 m<sup>2</sup> lost). Figure 2.11 shows net gains in all use classes except B2, C2, D2 and sui generis.

Figure 2.11 Net completions of non residential floorspace in 2014-15



Source: LDD

Non residential floorspace was completed on 45 sites. The majority of the sites (42) are mixed use developments that contain residential units in addition to non residential floorspace. Only three sites relate solely to non residential development, at the former Bell Green Gas Works, Rushey Green Primary School and 6 Morley Road.

Sections 2.2.1-2.2.4 consider each of the types of non-residential development in turn. Note that the following relates only to sites where there have been changes in non residential floorspace. The majority of the non-residential floorspace in the borough experienced no change.

## 2.2.1 Business Floorspace

**There has been a net gain in business floorspace** Table 2.3 shows the net changes that took place in business (B) floorspace during 2014-15. Completed development resulted in a net gain of 6,428m<sup>2</sup> of business floorspace.

Table 2.3:  
Change in  
business  
floorspace during  
2014-15

Use Class	Existing at 1/4/2013 (m <sup>2</sup> )	Change (m <sup>2</sup> )	Resulting Proposed Floorspace (m <sup>2</sup> )
B1	2,195	3,909	6,104
B1A	875	3,516	4,391
B1B	0	0	0
B1C	1,320	393	1,713
B2	4,010	-2,326	1,684
B8	388	4,845	5,233
<b>TOTAL:</b>	<b>6,593</b>	<b>6,428</b>	<b>13,021</b>

Source: LDD

The main gains in business floorspace relate to:

- 8,602m<sup>2</sup> of B1c, B2 and B8 at the former Bell Green Gas Works.
- 4,083m<sup>2</sup> of B1a at Cannon Wharf.
- 308m<sup>2</sup> of B1a at 52-54 Thurston Road.
- 28m<sup>2</sup> of B1c at 9a Lutwyche Road.

Business developments of more than 2,800m<sup>2</sup> were experienced on two sites. The first, Cannon Wharf, is within the Regeneration and Growth Area and is identified in the Core Strategy as the Plough Way Strategic Site Allocation 5. The second, former Bell Green Gas Works, is identified as an allocated mixed use site SA26 in the Site Allocations Local Plan. So although there have been no schemes which reflect the Council's policy approach of locating large scale business development within the Lewisham or Catford town centres, the large scale business floorspace completed at Cannon Wharf and former Bell Green Gas Works have contributed to the achievement of the spatial strategy for the borough.

Table 2.4: Net losses in business floorspace in 2014-15

Site	Net B use classes floorspace lost	Replaced by
Former Bell Green Gas Works	2,600m <sup>2</sup> of B2	10,644 m <sup>2</sup> B1/B2/B8, 13,517m <sup>2</sup> garden centre and shops (A1), 316m <sup>2</sup> restaurant (A3) and a social club (D2)
61 Devonshire Road	900m <sup>2</sup> of B1c	9 dwellings (C3) and 5 business units (B1)
6 and 6a Devonshire Road	370m <sup>2</sup> of B1a	5 dwellings (C3)
Pheonix Works, Bird in Hand Passage	267m <sup>2</sup> of B1a	3 dwellings (C3)
56a Rockbourne Road	170m <sup>2</sup> of B8	3 live/work units (SG)
72-78 Nightingale Grove	156m <sup>2</sup> of B1a	4 dwellings (C3)
111a Bovill Road	150m <sup>2</sup> of B1c	1 dwelling (C3)
13 Havelock Walk	138m <sup>2</sup> of B1c	2 live/work units (SG)
48a Davenport Road	120m <sup>2</sup> of B8	1 dwelling (C3)
18-20 Havelock Walk	110m <sup>2</sup> of B2	2 live/work units (SG)
24a Sydenham Road	98m <sup>2</sup> of B8	1 dwelling (C3)
9a Lutwyche Road	64m <sup>2</sup> of B1c	5 dwellings (C3) and artists studio (B1)
5 Bromley Road	42m <sup>2</sup> of B1a	3 dwellings (C3)
Rear of 7 Muirkirk Road	40m <sup>2</sup> of B1a	1 dwelling (C3)
17 Pearcefield Avenue	40m <sup>2</sup> of B1c	1 dwelling (C3)

Source: LDD

Table 2.4 lists the losses in business floorspace in 2014-15. Of the 15 sites that experienced B floorspace losses, nine sites have been redeveloped solely for housing, three sites have been redeveloped for live/work units and three sites for a mix of uses.

The trend of demolishing business floorspace to build new dwellings has therefore continued during 2014-15. However, none of the losses of business floorspace were located within defined employment areas (MEL, SIL or LEL).

There has been little demolition of businesses for replacement by new business floorspace. Two sites, the former Bell Green Gas Works and 61 Devonshire Road, have reconfigured some of the existing employment floorspace to make way for more modern employment space or mixed use schemes.

## 2.2.2 Retail Floorspace

**There has been a net gain in retail floorspace** Table 2.5 shows the net changes that took place in retail (A) floorspace during 2014-15. Completed development resulted in a net gain of 3,123m<sup>2</sup> of retail floorspace.

Table 2.5:  
Change in retail  
floorspace  
during 2014-15

Use Class	Existing (m <sup>2</sup> )	Change (m <sup>2</sup> )	Resulting Floorspace (m <sup>2</sup> )
<b>A1 (shops)</b>	1,221	355	1,576
<b>A2 (services)</b>	40	512	552
<b>A3 (restaurants)</b>	0	716	716
<b>A4 (pubs &amp; bars)</b>	90	1,040	1,130
<b>A5 (takeaways)</b>	50	500	552
<b>TOTAL:</b>	<b>1,401</b>	<b>3,123</b>	<b>4,524</b>

Source: LDD

The main gains in retail floorspace relate to:

- 2,208m<sup>2</sup> of A1, A2, A3 and A5 at Cannon Wharf.
- 1,130m<sup>2</sup> of A4 at The Rutland Arms Public House, 55 Perry Hill.
- 539m<sup>2</sup> of A1 at 335-337 Bromley Road.
- 316m<sup>2</sup> of A3 at former Bell Green Gas Works.
- 239m<sup>2</sup> of A1 at 97 and 97a Rushey Green.
- 50m<sup>2</sup> of A1 at 358 Verdant Lane.
- 44m<sup>2</sup> of A1 at 24a Sydenham Road.

Table 2.6 lists the losses in retail floorspace in 2014-15. The trend of converting small scale retail floorspace to residential use has continued with all except one of the 11 sites redeveloped solely for housing. However, only the site at 140 New Cross Road was in a district or town centre. The majority of these sites are in small, undesignated centres which are performing poorly, and so residential use is considered more profitable and appropriate than retail.

Table 2.6:  
Losses in retail  
floorspace in  
2014-5

Site	Net A use classes floorspace lost	Replaced by
Unit 2 Catalpa Court, Park Piazza	262m <sup>2</sup> of A1	4 dwellings (C3)
457a New Cross Road	197m <sup>2</sup> of A1	4 dwellings (C3)
72-78 Nightingale Grove	156m <sup>2</sup> of A1	4 dwellings (C3)
Rear of 6 Sandhurst Market, Sandhurst Road	125m <sup>2</sup> of A1	1 dwelling (C3)
Rear of The Sydney Arms, 122 Lewisham Road	90m <sup>2</sup> of A4	7 dwellings (C3)
15a Wastdale Road	88m <sup>2</sup> of A1	2 dwellings (C3)
105 Brownhill Road	71m <sup>2</sup> of A1	1 dwelling (C3)
13 Wastdale Road	61m <sup>2</sup> of A1	2 dwellings (C3)
16 Catford Hill	52m <sup>2</sup> of A5	1 dwelling (C3)
24 Catford Hill	45m <sup>2</sup> of A1	3 dwellings (C3)
140 New Cross Road	40m <sup>2</sup> of A2	3 dwellings (C3) and shop (A1)

Source: LDD

### 2.2.3 Leisure and Community Floorspace

**There has been a net gain in leisure and community floorspace** Table 2.7 shows the change in leisure and community (D) floorspace during 2014-15. Completed development has resulted in a net increase of 1,092 m<sup>2</sup> of D1 and D2 floorspace. The target of seeking no net loss of community facilities has therefore been met.

Table 2.7:  
Changes in D1  
& D2 floorspace  
in 2014-15

Use Class	Existing (m <sup>2</sup> )	Change (m <sup>2</sup> )	Resulting Floorspace (m <sup>2</sup> )
<b>D1 (social, health &amp; cultural facilities)</b>	0	1,825	1,825
<b>D2 (assembly &amp; amusements)</b>	733	-733	0
<b>TOTAL:</b>	<b>733</b>	<b>1,092</b>	<b>1,825</b>

Source: LDD

The gains in D1 and D2 floorspace relate to:

- 1,092m<sup>2</sup> of D1 school expansion at Rushey Green Primary School.
- 298m<sup>2</sup> of D1 community use at Catford Green (formerly Greyhound Stadium).
- 297m<sup>2</sup> of D1 as part of a mix of commercial units at Cannon Wharf.
- 138m<sup>2</sup> of D1 day nursery at 6 Morley Road.

Table 2.8 shows the development in 2014-15 that resulted in the loss of 733m<sup>2</sup> of D2 floorspace. This took place on two sites, which were redeveloped for housing and a live/work unit.

Table 2.8:  
Losses in D1 &  
D2 floorspace in  
2014-15

Site	Net D use classes floorspace lost	Replaced by
15 Davids Road	523m <sup>2</sup> of gym (D2)	5 dwellings (C3)
Rear of 163 Kirkdale	210m <sup>2</sup> of D2	1 live/work unit (SG)

Source: LDD

### 2.2.4 Other Floorspace

**There has been a small net gain in other floorspace** Table 2.9 shows the change in other floorspace during 2014-15. Completed development has resulted in a net loss of 5,380m<sup>2</sup> of sui generis floorspace.

Table 2.9:  
Change in other  
floorspace in  
2014-15

Use Class	Existing (m <sup>2</sup> )	Change (m <sup>2</sup> )	Resulting Floorspace (m <sup>2</sup> )
<b>Sui Generis</b>	5,383	-5,131	252
<b>C2</b>	249	-249	0
<b>TOTAL:</b>	<b>5,632</b>	<b>-5,380</b>	<b>252</b>

Source: LDD

The gains in other floorspace include:

- 201m<sup>2</sup> of sui generis at the former Postal Sorting Office at 61 Devonshire Road.
- 51m<sup>2</sup> of sui generis car workshop at the rear of 201 Sydenham Road.

Development during 2014-15 that resulted in a loss of other floorspace is shown in Table 2.10. Seven out of the nine sites have been redeveloped solely for residential use.

*Table 2.10:  
Losses in other  
floorspace in  
2014-15*

Site	Other use classes floorspace lost	Replaced by
335-337 Bromley Road	4000m <sup>2</sup> of SG	117 dwellings (C3) and 539m <sup>2</sup> of flexible use classes including shops, financial & professional services, restaurants & cafes, non and residential institutions (A1, A2, A3 or D1)
Old Station Yard, Springbank Road	456m <sup>2</sup> of builder's yard (SG)	32 dwellings (C3)
Rear of 56-70 Canadian Avenue	420m <sup>2</sup> of garages (SG)	8 dwellings (C3)
4 Recreation Road	249m <sup>2</sup> of children's home (C2)	1 dwelling (C3)
45 Wastdale Road	244m <sup>2</sup> of SG	1 dwelling (C3)
Arlington Close	113m <sup>2</sup> of Army Cadet hut (SG)	7 dwellings (C3)
358 Verdant Lane	50m <sup>2</sup> of garages (SG)	Shop (A1) and 1 dwelling (C3)
100 New Cross Road	44m <sup>2</sup> of SG	3 dwellings (C3)
Rear of 201 Sydenham Road	5m <sup>2</sup> of SG (note 51m <sup>2</sup> of SG will remain)	3 dwellings (C3)

Source: LDD

**The trend of losing non residential floorspace to dwellings continues**

To summarise, there has been a net gain in non residential floorspace completions during 2014-15, especially B8 (4,845m<sup>2</sup>), B1 (3,909m<sup>2</sup>), A (3,123m<sup>2</sup>) and D1 (1,825m<sup>2</sup>). However, there has also been significant losses of non residential floorspace too and it is evident from tables 2.4, 2.6, 2.8 and 2.10 that the majority of this loss has resulted in sites being redeveloped for housing.

<sup>26</sup> It is not possible to identify net bedrooms as the number of bedrooms that have been lost from existing properties is not recorded. Gross figures have been used instead.

<sup>27</sup> Taken from the London Development Database. It is not possible to identify net affordable housing figures as the loss of affordable housing is not recorded. Gross affordable housing figures have been used instead.



### 3. FUTURE DEVELOPMENT

This section considers future development and growth across the borough. It summarises the amount and type of development approved for the future, provides an overview of the development expected in the Regeneration and Growth Areas and highlights the progress made towards developing the sites in the housing trajectory. It assesses progress against the following relevant parts of the Core Strategy:

Strategic Objectives	CSO1: Physical and socio-economic benefits CSO2: Housing provision and distribution CSO3: Local housing need CSO4: Economic activity and local businesses
Core Strategy Policies	SP1: Lewisham Spatial Strategy SP2: Regeneration and Growth Areas CSP1: Housing provision, mix and affordability CSP3: Strategic Industrial Locations and Employment Locations CSP4: Mixed Use Employment Locations CSP5: Other Employment Locations including creative industries CSP6: Retail Hierarchy and Location of Retail Development CSP19: Community and Recreational Facilities
Strategic Site Allocation Policies	SSA2: Convoys Wharf SSA3: Surrey Canal Triangle SSA4: Oxestalls Road SSA5: Plough Way SSA6: Lewisham Gateway

#### 3.1 Approvals Made During 2014-15

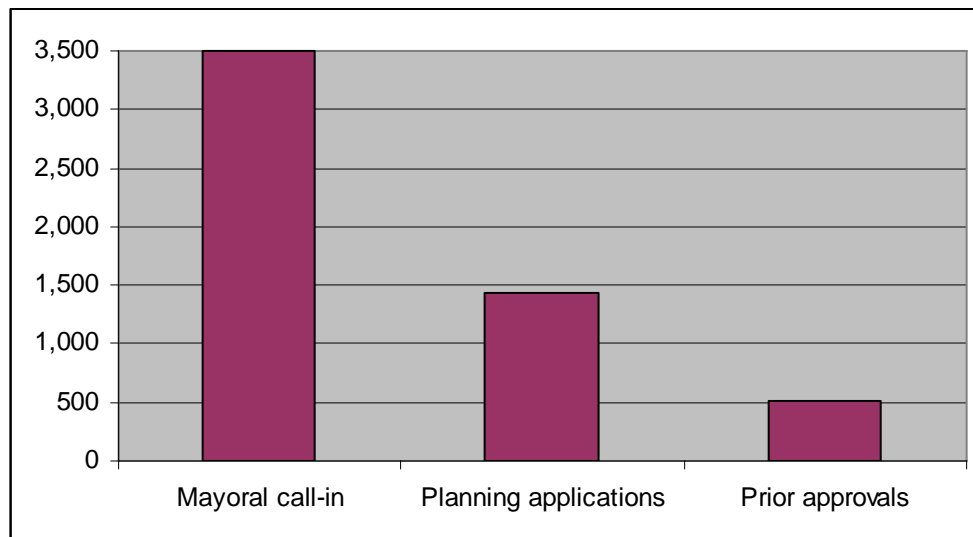
The development anticipated to arise from the approvals made during 2014-15 is discussed in this chapter.

##### 3.1.1 Residential Development

To gain a better understanding of the approvals, they have been categorised into three types. Figure 3.1 shows that the total new dwellings approved during 2014-15 amounted to 5,440, of which:

- 65% relate to the Convoys Wharf site that was called in by the Mayor of London – see section 3.1.2.
- 26% relate to planning applications that have been approved by the Council – see section 3.1.3.
- 9% relate to the prior approvals that have been determined by the Council – see section 3.1.4.

Figure 3.1:  
Residential  
approvals made  
during 2014-15



Source: LDD and <https://www.london.gov.uk/sites/default/files/0051c%20Convvoys%20Wharf%20Stage%20II%20Report%20131030.pdf>

### 3.1.2 Residential: Mayoral Call-in

In March 2015 an application for development of Convoys Wharf was approved, which had previously been called in by the Mayor of London in October 2013. The Council has been continually involved in negotiations with the developers to bring this scheme forward, from pre-application stage through to negotiating the S106. With up to 3,500 residential units approved on the site, of which 525 will be affordable units (15%), it will significantly contribute to the supply of housing in the future and will greatly contribute to achieving the spatial strategy set out in the Core Strategy. Section 3.2.1 provides further details of the development approved for this site.

Photo 3.1:  
Convoys Wharf



### 3.1.3 Residential: Planning Applications Approved

**1,426 net new dwellings were approved during 2014-15**

Full applications, reserved matters applications and S191 Certificates of Existing Lawful Use have been granted by the Council during 2014-15. They have resulted in 1,426 net residential units (1,548 new units and the demolition of 122 units) being approved for completion in the future, of which:

- 888 net units (62%) will be developed on eight major sites (sites holding more than 50 dwellings) at Heathside and Lethbridge (Phase 4), Marine Wharf East Plough Way<sup>28</sup>, Lewisham Gateway, 165 Wells Park Road, S R House Childers Street, Hazelhurst Court Beckenham Hill Road, north west of Sherwood Court Thurston Road and rear of Chiddingstone House Lewisham Park.
- 239 net units (17%) will be developed on eight large sites (sites holding between 10 and 50 dwellings) at 383-385 New Cross Road, 78-82 Nightingale Grove, Marine Wharf East, 54 Trundleys Road, former Anton Bobb Community Hall Mercator Road, adjacent to 23 Boone Street Dacre Park, 223-225 Lewisham High Street and 22a-24 Sydenham Road.
- 290 net units (20%) will be developed on numerous small sites (less than 10 dwellings).
- There will be a net loss of six dwellings on four small sites, and nine schemes will provide the same number of replacement dwellings.

In terms of location, almost half of the approved units will be located within two wards: 26% in Lewisham Central and 22% in Evelyn, reflecting the Regeneration and Growth Areas. Blackheath (18%) and Sydenham (9%) will accommodate almost a quarter of the housing approved. The remaining 25% of the housing approved will be spread throughout the rest of the borough, except Whitefoot which received no approvals for housing.

In terms of the type of housing approved, the majority (77%) of the dwellings are new build units, whilst change of use represents 9% of the approvals. Conversions (8%), and extensions (6%) will provide only a small proportion of the approved dwellings. 90% of the approved housing will be in the form of flats, whilst 6% are houses, 3% are live/work units and 1% are bedsits/studios. The majority (82%) of the approved housing will be one and two bedroom units, with only 18% being larger properties with three or more bedrooms.

In terms of affordable housing, 343 net units were approved during 2014-15, equating to 24% of the total housing permitted. Two of these schemes at Dacre Park and Lewisham Park will provide 76 Local Authority affordable housing units.

Affordable housing has only been permitted in 7 wards, of which 82% will be within Regeneration and Growth Areas. The majority of the affordable units permitted will be in the form of affordable rent (57%) and one bedroom properties (61%).

24 temporary affordable housing units have also been approved at Ladywell. Note that as these are temporary units they have not been included in the affordable housing completion figures.

Note there may be some duplication with completions as described in section 2.1, as some 2014-15 approvals may also have been completed within the same monitoring year.

### 3.1.4 Residential: Prior Approvals

#### **Prior approvals will result in 514 housing units**

Since 30 May 2013 the General Permitted Development Order removed the need for planning permission for some changes of use and instead requires a 'prior approval' from the LPA. The main forms of prior approval allow the conversion of office (B1a) or retail (A) floorspace to residential (C3) use. The rationale for this is to utilise the excessive amount of unused or under-used office and retail space in London, in contrast to the continuing shortage of housing.

The Council considered 42 prior approval applications during 2014-15 including:

- 22 that do not require prior approval and hence development can go ahead for 3 retail to residential schemes and 19 office to residential schemes.
- Two office to residential schemes that were identified as requiring prior approval and have subsequently been granted by the Council.
- One office to residential scheme was granted prior approval at appeal.
  
- 11 schemes that were identified as requiring prior approval but have not as yet been granted by the Council. This is predominantly due to a lack of information submitted with the application or because the use of the premises before the 30th May 2013 did not fall within the Use Class B1(a)(offices) and consequently the development proposal falls outside the scope of Part 3, Class J of the Town and Country Planning (General Permitted Development) Order 1995 (as amended).
- One scheme that has been refused by the Council.
- Three schemes that were withdrawn at application stage.
- Three schemes that were withdrawn or dismissed at appeal.

Overall, a total of 514 dwellings will be created from prior approvals that were submitted during 2014-15. Table 3.1 shows that two major schemes (above 50 units) will create 367 new residential units (71%) and five large schemes (between 10 and 50 units) will create 100 new residential units (19%). In addition, 18 small schemes (below 10 units) will create 47 more units (9%).

Table 3.1: Large and major prior approval schemes during 2014-15

Site	Loss of	Housing provided
<b>Major site</b>		
Lewisham House, 25 Molesworth Street	B1	230 including 34 x 2 bed, 89 x 1 bed and 107 studios
Riverdale House, 68 Molesworth Street	B1	137 including 8 x 2 bed, 15 x 1 bed and 114 studios
<b>Large site</b>		
Kelvin House, Worsley Bridge Road	B1	27 including 20 x 2 bed, 7 x 1 bed
Hatcham Mews Business Centre, Hatcham Park Mews	B1	22 including 1 x 4 bed, 3 x 3 bed, 9 x 2 bed, 7 x 1 bed and 2 studios
Evelyn Court, Grinstead Road	B1	18 including 9 x 2 bed, 3 x 1 bed and 6 studios
3 <sup>rd</sup> floor, Tower House, 65-71 Lewisham High Street	B1	18 units (type not specified)
154-158 Sydenham Road	B1	15 including 9 x 2 bed, 6 x 1 bed
<b>TOTAL:</b>		<b>467</b>

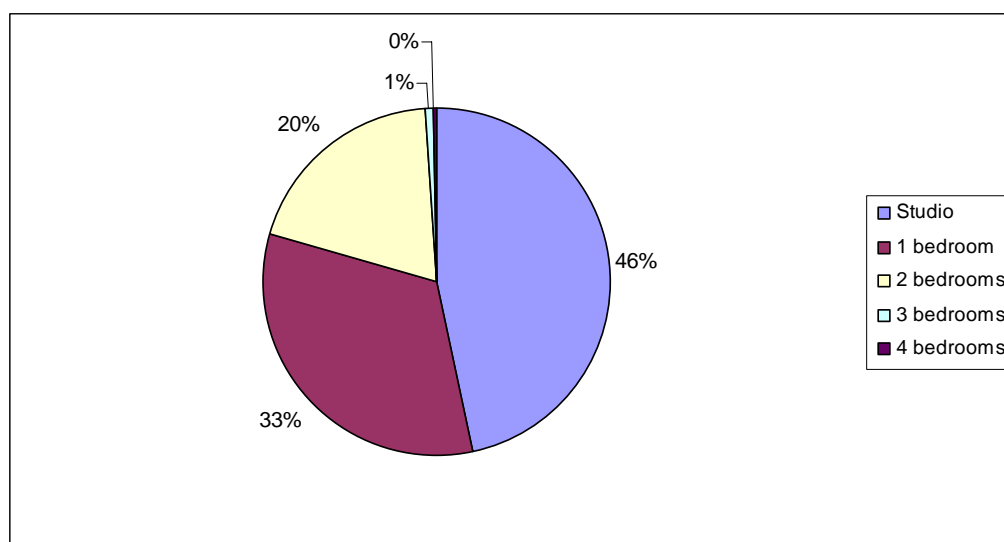
Source: LDD

Looking in more detail at the successful schemes, 87% of the residential units are located in the Regeneration and Growth Areas of Lewisham, Catford and New Cross, with more than three quarters (77%) located within one ward - Lewisham Central.

**Most schemes are small flats or studios**

Because of the nature of the construction of most office space, it is only physically possible to convert it to flats. Figure 3.2 shows that the majority (79%) of the residential units will be small units consisting of studios and 1 bedroom flats, with a very small proportion (1%) of larger 3 and 4 bedroom properties. This raises concerns that this new housing stock will not be able to cater for the needs of local families.

Figure 3.2: Size of prior approval housing units in 2014-15



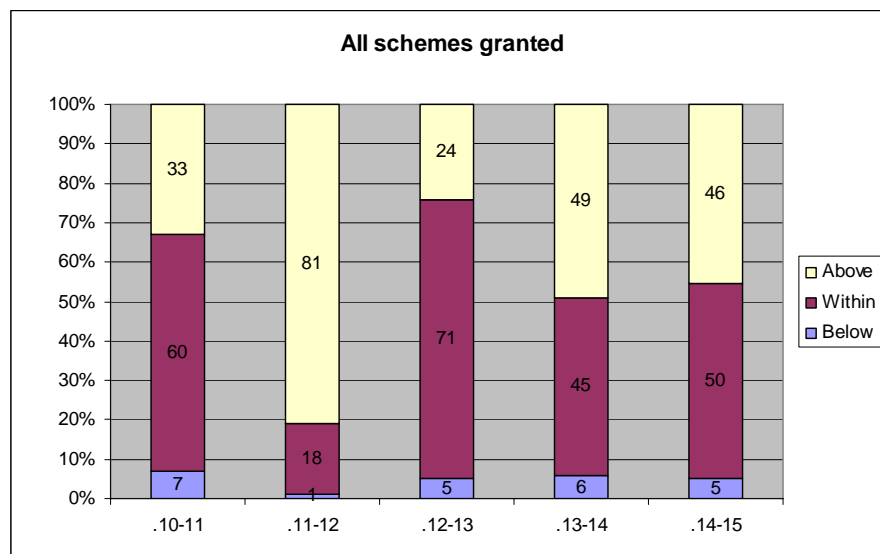
Source: LDD

### 3.1.5 Residential Density

**Overall in the last five years there is a trend of densities increasing above the SRQ matrix.**

The London Plan seeks residential development to meet the density standards set out in the Sustainable Residential Quality (SRQ) Matrix. All approvals made in the last five years (2010-11 to 2014-15) have been assessed to determine whether the permitted development is to be built at a density above, within or below the SRQ matrix. Figure 3.3 shows that on average over the last five years, 46% of the residential units permitted will be provided at densities above the SRQ matrix. Furthermore, these have been permitted in all wards in the borough in the last 5 years, but especially in Evelyn, Bellingham, New Cross, Grove Park, Lewisham Central. Housing with densities below the SRQ matrix has also been permitted in 15 out of 18 wards in the borough in the last 5 years, especially in Brockley, Rushey Green and Catford South.

*Figure 3.3: Proportion of housing units granted permission in relation to the SRQ matrix by year*



Source: LDD

### 3.1.6 Planning Pipeline

When considering the supply of housing, there is an additional supply of homes that will come forward in the future, that have not been accounted for in the sections above. This relates to major sites (above 50 units) in the pipeline that:

- Were granted permission prior to April 2014 and have started to be built but have not resulted in completions as at 31 March 2015, e.g. Lewisham Gateway, Deptford Project (see photo 3.2), Kent Wharf (see photo 3.3), Neptune Works Grinstead Road, Excalibur, New Cross Gate, 165 Wells Park Road, Heathside and Lethbridge, Thurston Road Industrial Estate, Loampit Vale, Sherwood Court, Octavius Street, Former Clifton Medical Centre and 15-17a Tyson Road.

Photo 3.2:  
Construction of  
residential units  
at the Deptford  
Project



Photo 3.3: Kent  
Wharf  
construction site

- Were granted permission prior to April 2014 but have not yet started to be built as at 31 March 2015, e.g. Surrey Canal Triangle, Faircharm (see photos 3.4 and 3.5), Bond House Goodwood Road, Boones Almshouses, 120 Tanners Hill, Childers Street, Beckenham Hill Road, Thurston Road and Lewisham Park.

Photos 3.4 and  
3.5: Faircharm

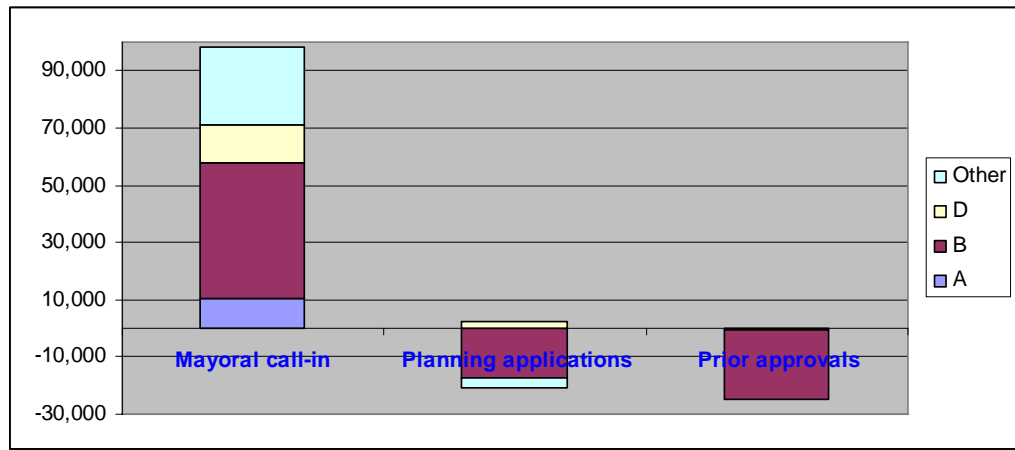


### 3.1.7 Non Residential Development

To gain a better understanding of the non residential approvals, they have been categorised into three types. Figure 3.4 shows that the total non residential development approved during 2014-15 amounted to a gain of 52,360m<sup>2</sup>, of which there will be a:

- Gain of 95,780m<sup>2</sup> on the Convoys Wharf site that was called in by the Mayor of London – see section 3.1.8.
- Loss of 18,348m<sup>2</sup> from planning applications that have been approved by the Council – see section 3.1.9.
- Loss of at least 25,072m<sup>2</sup> from the prior approvals that have been submitted in 2014-15 – see section 3.1.10.

Figure 3.4: Non residential approvals made during 2014-15



Source: LDD and <https://www.london.gov.uk/sites/default/files/0051c%20Convvoys%20Wharf%20Stage%20II%20Report%20131030.pdf>

### 3.1.8 Non Residential: Mayoral Call in

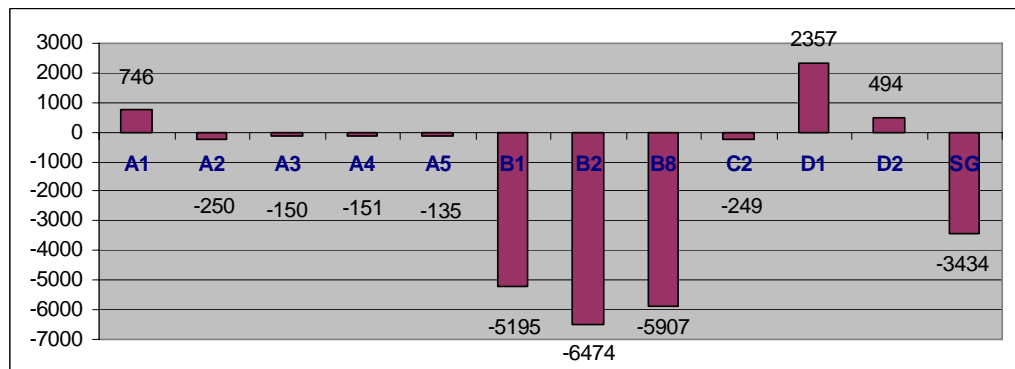
Although called in by the Mayor of London, the Convoys Wharf site has subsequently been approved in March 2015. The Council has had a large influence on the plans for the Convoys Wharf site from pre-application advice through to negotiating the S106. This site will, in addition to the 3,500 new dwellings, accommodate up to 95,780m<sup>2</sup> of non residential development including 47,700m<sup>2</sup> of business (B), 13,000m<sup>2</sup> of community and leisure (D), 10,330m<sup>2</sup> of retail (A) and 27,070m<sup>2</sup> of other floorspace. The site was in employment and wharf usage but has been vacant for many years and hence there will be no loss of non residential floorspace by redeveloping the site.

### 3.1.9 Non Residential: Planning Applications Approved

Approvals in 2014-15 will result in a net loss of non-residential floorspace

Figure 3.5 shows the losses and gains of non-residential development that will arise from the approvals made by the Council during 2014-15. In total a net loss of 18,348m<sup>2</sup> of non residential floorspace was approved. The major changes are highlighted below.

Figure 3.5: Changes in non-residential floorspace approvals by use class 2014-15



Source: LDD



There will be a net loss 17,576m<sup>2</sup> of business (B1, B2 and B8) uses.

- Schemes that will gain B1 floorspace ranging from 1,428m<sup>2</sup> to 328m<sup>2</sup> include Juno Way, Childers Street and Marine Wharf East, as well as small scale gains of less than 100m<sup>2</sup> on two sites.
- Schemes that will lose B1 floorspace ranging from 4,645m<sup>2</sup> to 107m<sup>2</sup> include Plough Way, 78 Nightingale Grove, 33 Beadnell Road, rear of 171 Kirkdale, 1 Harton Street, Gunton Mews Nightingale Grove, 183 Rushey Green and 136 Tanners Hill, as well as small scale losses less than 100m<sup>2</sup> on three sites.
- Schemes that will gain B2 floorspace include 1,135m<sup>2</sup> at Juno Way.
- Schemes that will lose B2 floorspace ranging from 5,230m<sup>2</sup> to 215m<sup>2</sup> include Childers Street, 36 Old Road, 110 Wood Vale, 54 Trundleys Road, Thurston Road, as well as small scale loss less than 100m<sup>2</sup> on one site.
- No net gain in B8 floorspace has been approved.
- Schemes that will lose B8 floorspace ranging from 2,100m<sup>2</sup> to 150m<sup>2</sup> include Marine Wharf East, Juno Way, Cheseman Street, 403-407 new Cross Road, 136 Tanners Hill, former Anton Bobb Community Hall Mercator Road, Unit 4 Ashby Mews, as well as small scale losses less than 100m<sup>2</sup> on four sites.

Whilst the significant loss of business floorspace at first seems alarming, there are a number of ways in which it can benefit the borough. It will help by providing new mixed use developments and it will re-provide business floorspace that is modern and more suited to the modern day economy.

There will be a net gain of 60m<sup>2</sup> of retail (A) uses, with a net gain of A1 floorspace but net losses of A2, A3, A4 and A5 floorspace.

- Schemes that will gain retail floorspace ranging from 571m<sup>2</sup> to 110m<sup>2</sup> include Lewisham Gateway, Marine Wharf East, 483-485 New Cross Road, 22a-24 Sydenham Road, 403-407 New Cross Road, 118 Sydenham Road and small scale gains of less than 100m<sup>2</sup> on two sites.
- Schemes that will lose retail floorspace ranging from 360m<sup>2</sup> to 107m<sup>2</sup> include 28 Deptford High Street, 347 Sydenham Road, 116 Lee Road, Malt and Hops 237 Lewisham Way, Gunton Mews Nightingale Grove, 39 Deptford Broadway, 2-4 Pagnell Street, 304-307 New Cross Road and small scale losses of less than 100m<sup>2</sup> at six sites.

There will be a net gain of 2,851m<sup>2</sup> of leisure and community (D) uses.

- Schemes that will gain leisure and community floorspace ranging from 1,915m<sup>2</sup> to 120m<sup>2</sup> include an extension at Adamsrill Primary School, Marine Wharf East, Drumbeat School, Childers Street, 39 Deptford Broadway and small scale gains of less than 100m<sup>2</sup> on two sites.
- There will be one larger loss of community floorspace at 481-483 Downham Way and small scale losses of less than 100m<sup>2</sup> on four sites.

There will be a net loss of 3,434m<sup>2</sup> of sui generis floorspace.

- Schemes that will gain sui generis floorspace ranging from 1,400m<sup>2</sup> to 629m<sup>2</sup> include 403-407 New Cross Road and Juno Way.
- Schemes that will lose sui generis floorspace ranging from 2,574m<sup>2</sup> to 120m<sup>2</sup> include the site adjacent to 23 Boone Street Dacre Park, 483-485 New Cross Road, 4 Howson Road, 82 Manwood Road, 45 Wastdale Road, 161 Upper Brockley Road and small scale losses of less than 100m<sup>2</sup> on three sites.

The temporary four year affordable housing scheme approved at Ladywell will also contain 840m<sup>2</sup> of non residential A1, A2, B1 and D1 floorspace. Note that due to the temporary nature of this scheme, it has not been counted within the non residential completions.

Note that there may be some duplication with completions as described in section 2.1, as some 2014-15 approvals may also have been completed within the same monitoring year.

### 3.1.10 Non Residential: Prior Approvals

#### **Prior approvals will result in a significant loss of office floorspace**

Prior approvals will result in the loss of a significant amount of non residential development, including:

- Loss of 286m<sup>2</sup> of retail (A) floorspace on three small sites at 457a New Cross Road, 159 Ardgowan Road and 1 Station Building Catford Road.
- Loss of 24,786m<sup>2</sup> of office (B1) floorspace on 13 sites at Lewisham House 25 Molesworth Street, Riverdale House Molesworth Street, Kelvin House Worsley Bridge Road, 154-158 Sydenham Road, Hatcham Mews Business Centre, 1-3 Ashby Mews, 86-88 Lewisham High Street, Unit 1 City Link Court 7 Baildon Street, 5 Manor Park Parade Lee High Road, 1 Penerley Road, 17 Brownhill Road, 153 Lewisham High Street and 17 Ardmere Road.
- Additional losses of office (B1) floorspace on nine sites at Princess Louise Building 12 Hales Street, 4a and b The Works and Phoenix Works Bird in Hand Passage, 190-196 Deptford High Street, The Pavillion Building Seagar Place Brookmill Road, 69 Stanstead Road, 6 Aldworth Grove, Evelyn Court Grinstead Road and 65-71 Lewisham High Street. Note that the floorspace data in LDD is missing for these schemes.

Whilst prior approvals create residential units, which in general are to be welcomed, there are a number of concerns relating to the significant loss of office floorspace and these are highlighted below. Note that the missing data relating to some of the office floorspace losses makes the analysis below an indicative assessment only.

Of the known 24,786m<sup>2</sup> business floorspace to be lost:

- Only 11% was already vacant, 9% was part vacant and 80% was still occupied – so the aim of facilitating the re-use of vacant office floorspace whilst also protecting office floorspace in use is not being met.
- 97% is in purpose built office buildings, with only 2% in buildings that originally had other uses and only 1% will be converted back to its former residential use – so the stock of purpose built office floorspace is being lost.
- 84% relates to modern buildings built after 1970, 11% post war buildings and 7% pre war buildings – so the stock of modern office floorspace is being lost.
- 82% is located in town centres, with 6% each in employment areas, edge of centres and other locations – so conversion in inappropriate locations could adversely impact on the viability of commercial centres, especially Lewisham Town Centre. Furthermore, it undermines the protection of scarce employment land which helps contribute to the wellbeing of the borough.

In October 2015 the Government announced that the three year trial period for prior approvals has been extended, to make it permanent. It is therefore expected that office floorspace will continue to be lost through the prior approval process and the borough could experience a weakened local economy as a result of this. Further monitoring of prior approvals will be necessary to determine long term impacts.

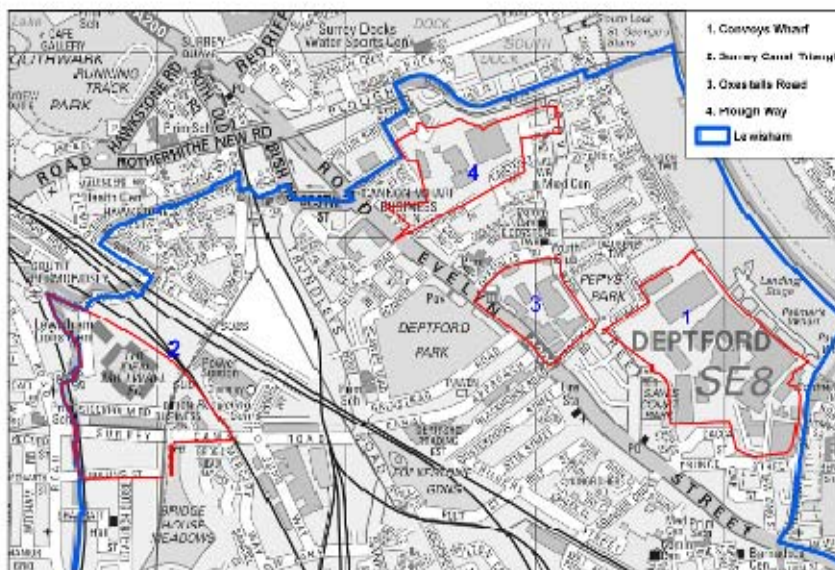
## 3.2 Regeneration and Growth Areas

**The five strategic sites allocations are progressing well**

The majority of the borough's new housing, retail and employment uses will be focused within the Regeneration and Growth Areas. Due to their scale five strategic sites were allocated in the Core Strategy and collectively these have the potential to deliver a significant proportion of the borough's housing during the plan period and are crucial for the regeneration of the borough.

Two of these schemes are currently being developed and the remaining three have planning permission and are progressing towards implementation of their first phases. Four of the five sites are located in Deptford and New Cross (see Figure 3.6) and the other in Lewisham Town Centre. Updates on each are provided below.

Figure 3.6:  
Locations of  
strategic sites in  
Deptford & New  
Cross



### 3.2.1 Convoys Wharf

**3,514 new dwellings, a mix of non residential development and restoration of public access to the riverfront**

This site covers 16.6 hectares fronting the Thames in Deptford and is the largest redevelopment site in the borough. It is intended that redevelopment of the site will restore public access to a major part of the borough's Thames riverfront for the first time in centuries.

An outline planning application was submitted in spring 2013 for the comprehensive redevelopment of the site to include:

- Up to 321,000m<sup>2</sup> residential floorspace (3,514 units).
- Up to 15,500m<sup>2</sup> of B1/live/work employment floorspace (including up to 2,200m<sup>2</sup> for three potential energy centres).
- Up to 32,200m<sup>2</sup> of B2/sui generis employment floorspace (associated with wharf).
- Up to 5,810m<sup>2</sup> of retail and financial and professional services (A1 & A2).
- Up to 4,520m<sup>2</sup> of restaurant/cafe and drinking establishment (A3 & A4).
- Up to 13,000m<sup>2</sup> of community/non-residential institution (D1) and assembly and leisure (D2).
- Up to 27,070m<sup>2</sup> of hotel floorspace (C1).
- River bus jetty and associated structures 1,840 car parking spaces together with vehicular access from New King Street and Grove Street.
- Retention and refurbishment of the Olympia Building and demolition of all remaining non-listed structures on site.

In October 2013 the London Mayor took over the determination of the planning application for Convoys Wharf. In March 2014 he resolved to grant planning permission for the development subject to conditions and the completion of a S106. That agreement was subsequently signed and planning permission granted in March 2015. The Council is currently awaiting the submission of detailed proposals for the first phase of the development.

### 3.2.2 Surrey Canal Triangle

**2,400 dwellings, a centre of sporting excellence, a mix of non residential development, a rail station and open space**

This is the second largest strategic site at 10.7 hectares. Plans for this site, which is now known as New Bermondsey, will create a centre for sporting excellence, provide an improved setting for Millwall football stadium, up to 2,400 dwellings, commercial floorspace generating 1,500 jobs (plus a further 450 temporary construction jobs while building is underway), fund a new station on the Overground, improve connections and open spaces, and provide new community facilities.

The Council approved an outline planning permission for the scheme in March 2012. In February 2015 the GLA announced that the scheme would be one of London's first designated Housing Zones. It is intended that the Housing Zone designation will assist with the funding of transport improvements to accelerate delivery, including the new London Overground station, speed up the construction of homes and accelerate the entire development to complete construction within eight years.

### 3.2.3 Oxestalls Road

**1,132 dwellings, a mix of non residential development and a linear park**

This site covers an urban block of 4.6 hectares defined by four streets. The Council approved an application for the redevelopment of the site, also known as 'The Wharves' in March 2012. The approved scheme allows for 905 dwellings and some 14,000m<sup>2</sup> of mixed employment, retail and community space.

The site was subsequently sold and the new owners submitted a new planning application in May 2015 which proposes 1,132 dwellings, new workspace of approximately 7500m<sup>2</sup> in total and a range of shops and cafes. The scheme also provides for significantly improved public realm areas, including a new linear park following the route of the former Surrey Canal and a new pedestrian and cycle link underneath Oxestalls Road connecting the route with that running through to the Plough Way schemes to the north. The Council's Strategic Planning Committee of the 29<sup>th</sup> October 2015 resolved to approve the application.

### 3.2.4 Plough Way

**1,503 dwellings, a mix of non residential development and a linear park**

The Plough Way strategic site is made up of three large land parcels in different ownerships as well as some smaller plots on Yeoman Street.

#### **Marine Wharf West**

This scheme provides for 566 dwellings, plus space for shops and businesses, with buildings ranging in height from one to eight storeys, and a landscaped linear park along the route of the former Surrey Canal.

More than half of the development is now either completed or under construction, with 272 units remaining to be built. The completed uses include

sheltered housing in an 'extra care' facility, offices and a shop. The first stage of the 10 metre wide canal route has been opened and a café has been constructed at its northern end which should open in early 2016.

### **Marine Wharf East**

The redevelopment of this site, which adjoins Marine Wharf West, will create 225 dwellings and commercial floorspace in two buildings of up to 10 storeys. Note the site has a current permission for 183 units but the Strategic Planning Committee resolved to grant permission for a revised application containing 225 units in June 2015. Construction is anticipated to begin in late 2015, with completion likely in early 2018.

### **Cannon Wharf**

This scheme, now known as Greenland Place, will provide 679 dwellings and incorporates two buildings of 20 and 23 storeys, a business centre which will open in early 2016 and is expected to create at least 80 new jobs on the site, shops and a children's nursery. The first residential blocks at the northern end of the site are now complete and front onto the newly created linear park at the adjacent Marine Wharf West scheme. 350 residential units remain to be built.

## **3.2.5 Lewisham Gateway**

**800 dwellings, a mix of non residential development, road re-alignment, a park and a town square**

Lewisham Gateway is a highly prominent site within the borough's largest and most important town centre. The large roundabout in this location previously acted as a significant barrier to physical and commercial linkages between the interchange of trains, the DLR and buses to the north and Lewisham Shopping Centre and the main retail area to the south. The scheme amends the road layout to create an improved pedestrian route, a new public space, which incorporates the confluence of the two realigned rivers, and development opportunities for a substantial amount of new commercial, retail and residential accommodation. The scheme will include:

- Shops, restaurants, bars and cafes.
- Up to 800 dwellings.
- Leisure facilities.
- A new park – Confluence Place – where the Quaggy River meets the Ravensbourne.
- A town square opposite St Stephen's Church.

The first phase is underway with the realignment of the road layout and construction of 15 storey and 25 storey buildings adjacent to the DLR station to provide 193 dwellings with a ground-floor shop and restaurant/cafe. These buildings are both due to be completed in 2016, with two further buildings of 15 storeys and 22 storeys respectively to provide a total of 169 residential units and additional shops or restaurants to be completed in 2017. The new public space at Confluence Place is currently anticipated to be completed in late 2018 and the remainder of the scheme to the south will be built in phases over an expected further 2 to 3 year period.

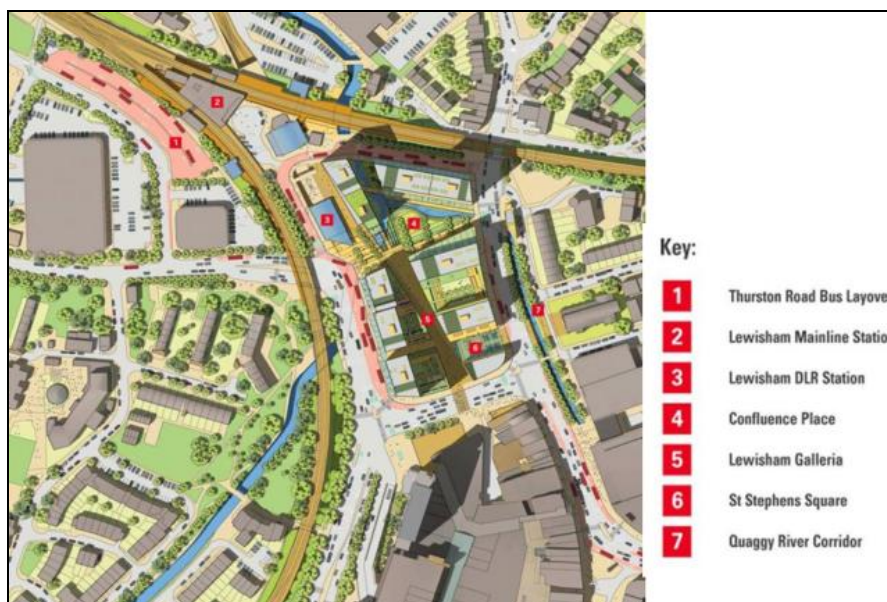


Figure 3.7: Lewisham Gateway regeneration site

### 3.3 Forecasting The Future Housing Supply

#### 3.3.1 15-Year Housing Land Supply

This section is a more in-depth look at the amount of housing that is likely to come forward as part of the housing land supply for the next 15 years (as shown in the housing trajectory in Appendix 4); and assesses whether the amount of housing will be sufficient to meet the London Plan housing target, which currently stands at 1,385 for the borough.

To inform and underpin Lewisham's 15 year supply the Council has undertaken the following tasks:

- Identified those sites already under construction that are expected to be implemented.
- Assessed the likely level of housing that could be provided if unimplemented permissions, permissions granted, current applications and prior approvals are implemented.
- Identified those sites allocated through the Core Strategy, the Site Allocations Local Plan and the Lewisham Town Centre Local Plan, that are expected to come forward in the 15 year period.

Note that the housing trajectory has been prepared on the basis of the best available information. Most of the identified development sites rely on the private sector for implementation, so the housing trajectory is not a guarantee that the projected housing shown will occur at all or at the time indicated. There will also be changing economic and market conditions over the trajectory period as well as other factors (including changes in national planning policy and development activity in surrounding areas and progress in preparing the LDF) that will have an impact on the delivery of housing. Nevertheless, the following analysis provides a best guess of the housing supply coming forward in the future.

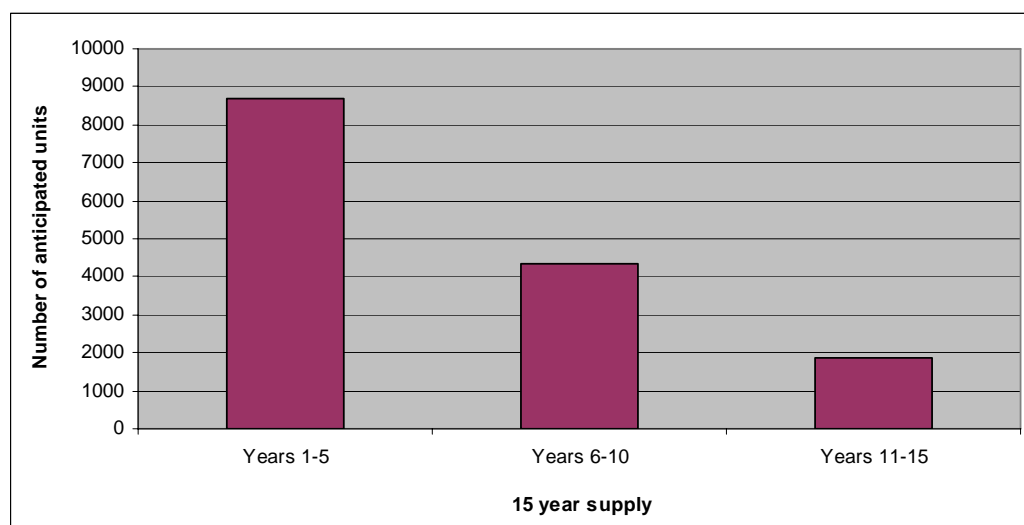
Appendix 4, Tables 3.2 and 3.3 and Figures 3.12 and 3.13 show Lewisham's housing trajectory. They summarise the projected annual total of additional housing capable of being delivered each year to 2030-31 (a 15-year period)<sup>29</sup>. They also show the supply compared to the Further Alterations to the London Plan (FALP) housing target.

**The 15 year supply amounts to 14,883 dwellings, of which 58% will be delivered in the first five years**

Figure 3.8 provides an overview of the anticipated amount of residential development in each of the five year land supply periods. It shows:

- During years 1-5 (2016-17 to 2020-21) 8,682 dwellings are anticipated to be delivered, equating to an average of 1,736 dwellings per year. This will create 58% of the 15 year supply – see Table 3.3 for the list of sites that form the 5 year supply.
- During years 6-10 (2021-22 to 2025-26) 4,339 dwellings are anticipated to be delivered, equating to an average of 868 dwellings per year. This will create 29% of the 15 year supply.
- During years 11-15 (2026-27 to 2030-31) 1,862 dwellings are anticipated to be delivered, equating to an average of 372 dwellings per year. This will create 13% of the 15 year supply.
- During the full 15 years (2016-17 to 2030-31) 14,883 dwellings are anticipated to be delivered, equating to an average of 992 dwellings per year.

*Figure 3.8: Overview of 15-year housing land supply*



Source: Lewisham Council Planning Policy

**There is a resilient supply of housing land throughout the 15 year period**

Throughout the coming year and years 1-15 there will be a strong housing supply on 78 sites, as shown on the housing trajectory in Appendix 4:

- Note that prior to the start of the 15 year supply, it is anticipated that 24 sites will be completed in the next monitoring year (2015-16), creating a large supply of 2,295 units.
- Seven sites relate to the five strategic site allocations in the Core Strategy, which will account for approximately 50% of forecast housing delivery for the coming year and years 1-15. All five of the strategic sites have planning permission and three are already under construction.
- Out of the remaining 71 sites, 37 sites already have planning permission and equate to 26% of the housing supply during the coming year and years



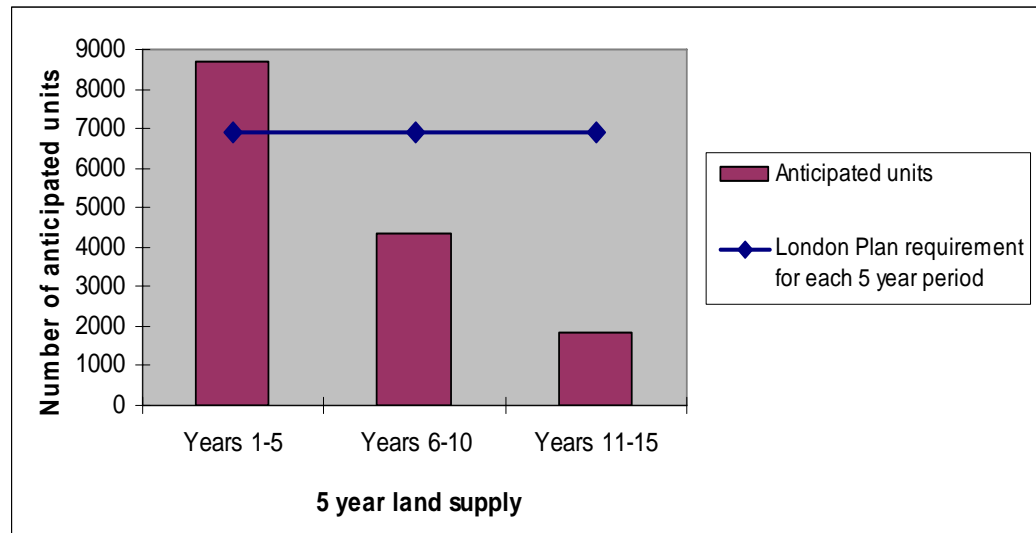
1-15. 23 sites have yet to be granted planning permission but have reached pre-application stage or have submitted planning applications (18% of the housing supply) and only 11 sites (6% of the housing supply) have made no progress at all.

- This provides a varied and probable supply of housing land that will provide resilience and flexibility in delivering housing even if some sites are stalled or are unimplemented in the future.

**There will be an over supply of housing in the first five years, with 25% frontloading compared to the London Plan target**

Figure 3.9 highlights that the supply of housing will fluctuate, with shortfalls in years 6-10 and 11-15 compared to the current FALP target for their respective periods (6,925). However, this is compensated by the over supply of housing land in the first five years. This frontloading of 25% is significantly above the 5% buffer required by the Government (paragraph 47 of the NPPF<sup>30</sup>).

*Figure 3.9: Anticipated housing supply compared to the London Plan five year requirements*

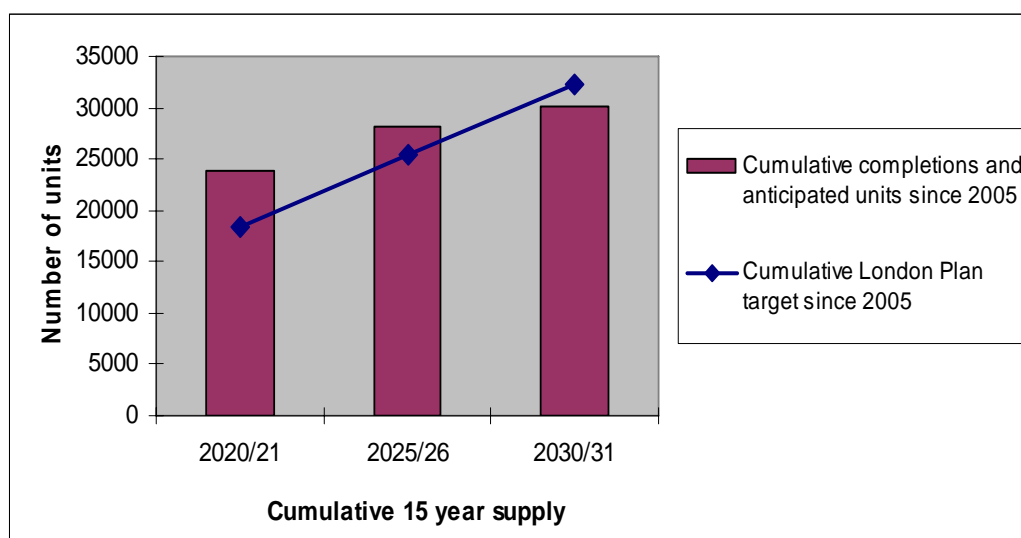


Source: Lewisham Council Planning Policy

**The cumulative supply of housing compared to the cumulative London Plan requirement will result in an oversupply during years 1 to 10.**

Figure 3.10 shows the cumulative supply against the cumulative FALP target for each five year period. It shows an oversupply during years 1-5 and 6-10 but an under supply during years 11-15.

Figure 3.10: Cumulative land supply since 2005 compared to the cumulative London Plan requirement



Source: Lewisham Council Planning Policy

**There has been good housing performance in the past, with a cumulative over supply of 27% as at 2014/15.**

There has also been good performance in the past, with nine out of the 10 years since 2005-06 exceeding their London Plan annual target, and a cumulative oversupply of 27% as at 2014/15. The orange line on Figure 3.12 shows the cumulative FALP requirement, based on annual past and projected completions. It shows that the annual requirement falls between 2015/16 to 2026/27, due to past good past performance and the frontloading of housing sites. However, the annual requirement steadily increases once again during the last four years.

**By 2029/30 the housing supply will fall short of the cumulative London Plan target**

Figure 3.13 shows that the number of units do not fall below the cumulative London Plan requirement until 2029/30, which will then result in an under supply of 2,217 units by 2030/31.

The housing trajectory does not include small sites below 10 units and windfall sites; and the anticipated dwellings from development on these sites will boost the overall 15 year housing supply. Furthermore, with a 25% oversupply anticipated in the first 5 years, there is confidence that an adequate supply of 5-year housing land can be maintained. For more details see Lewisham Housing Implementation Strategy 2015 at <http://www.lewisham.gov.uk/myservices/planning/policy/LDF/evidence-base/Pages/housing.aspx>.

### 3.3.2 Summary of Progress of Housing Trajectory Sites

**Major developments are progressing well**

Appendix 3 and Figure 3.11 summarises the overall development progress made on the sites identified in the housing trajectory. It shows that overall the sites are progressing well and that they are generally in line with the anticipated development timescales, with no significant barriers or blockages to delay the development of the sites phased in the coming year and years 1-5. Table 3.2 shows the yearly components of the site supply which makes up the housing trajectory.

Figure 3.11: Key to progress of housing trajectory sites

	11 sites – <b>medium to high</b> risk of not being implemented when planned as site is suitable for residential development but are unlikely to be granted planning permission in the next few years
	2 sites – <b>medium</b> risk of not being implemented when planned as site is making slower than expected progress but which continue to be implemented
	23 sites – <b>low to medium</b> risk of not being implemented when planned as site is at an early stage but are not currently stalled
	42 sites – <b>low</b> risk of not being implemented when planned as site is progressing well

Overall, only 17% of sites (8% in terms of housing units) are identified as being at medium risk or medium-high risk of being unimplemented. They relate to sites which have had planning permission for a number of years without it being implemented or sites where no development discussions have yet taken place. However, these sites are generally phased towards the end of the first five year period and beyond, which is sufficient time to allow site and application issues to be resolved and thereby enable the sites to progress in the future.

### 3.3.3 Meeting the Target in the Future

**The target has increased to 1,385 per annum, in line with the FALP**

To summarise the analysis above, the borough has a 15 year housing supply which is reliable, flexible, has no significant blockages and can meet the cumulative London Plan housing target up until 2029/30, but will then experience a shortfall in supply of 2,217 units by 2030/31. This is not unexpected given that the annual target has increased from 1,105 to 1,385 (280 extra units annually), with the adoption of the FALP in March 2015.

**The target will need to be increased to 1,650 per annum, in line with the South East London SHMA**

It is also anticipated that in the future the annual target will need to increase by a further 285 units to 1,670 units per annum. This is in line with the results of the objectively assessed need identified in the South East London Strategic Housing Market Assessment (SHMA). This was prepared by consultants on behalf of the London Boroughs of Lewisham, Bexley, Bromley, Greenwich and Southwark and published in June 2014.

**A SHLAA will be prepared to identify additional housing land supply for the future**

With such an increase in the annual target it is likely that the reservoir of known available sites will be used more quickly. It is also envisaged that the point at which the anticipated completions fall below the cumulative London Plan requirement will occur earlier on in the 15 year period. This means that a further housing sites will need to be identified in order to increase the housing supply for the future. The Council will be prepare a Strategic Housing Land Availability Assessment (SHLAA) in order to identify new potential housing sites, to assess whether they are developable and deliverable and whether they can be included as part of the 15 year land supply. Monitoring of the 15-year housing supply will continue on an annual basis, with actions taken in instances where completions are shown to be significantly less than those anticipated in the housing trajectory and where the supply significantly falls short of the London Plan housing target.

Year of Plan	-10	-9	-8	-7	-6	-5	-4	-3	-2	-1	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Monitoring Year	05/06	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31
Past net completed dwellings plus long term vacants brought back into use	1197	628	1278	1223	1179	1096	1653	1972	928	1776																
Projected completed dwellings											2,295	1,940	1,908	1,369	1831	1634	1038	862	822	639	978	655	524	285	284	114
Cumulative Completions	1197	1825	3103	4326	5505	6601	8254	10226	11154	12930	15225	17165	19073	20442	22273	23907	24945	25807	26629	27268	28246	28901	29425	29710	29994	30108
Annualised London Plan Target	870	975	975	975	975	975	1105	1105	1105	1105	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385	1385
Cumulative London Plan Target	870	1845	2820	3795	4770	5745	6850	7955	9060	10165	11550	12935	14320	15705	17090	18475	19860	21245	22630	24015	25400	26785	28170	29555	30940	32325
No. dwellings above or below cumulative allocation	327	-20	283	531	735	856	1404	2271	2094	2765	3675	4230	4753	4737	5183	5432	5085	4562	3999	3253	2846	2116	1255	155	-946	-2217
Annual requirement taking account of past/projected completions	1243	1245	1271	1271	1273	1277	1286	1267	1228	1245	1212	1140	1083	1019	990	914	842	820	815	814	843	816	856	967	1308	2331

Table 3.2: Lewisham housing trajectory 2015- 2031 input data

Source: Lewisham Council Planning Policy

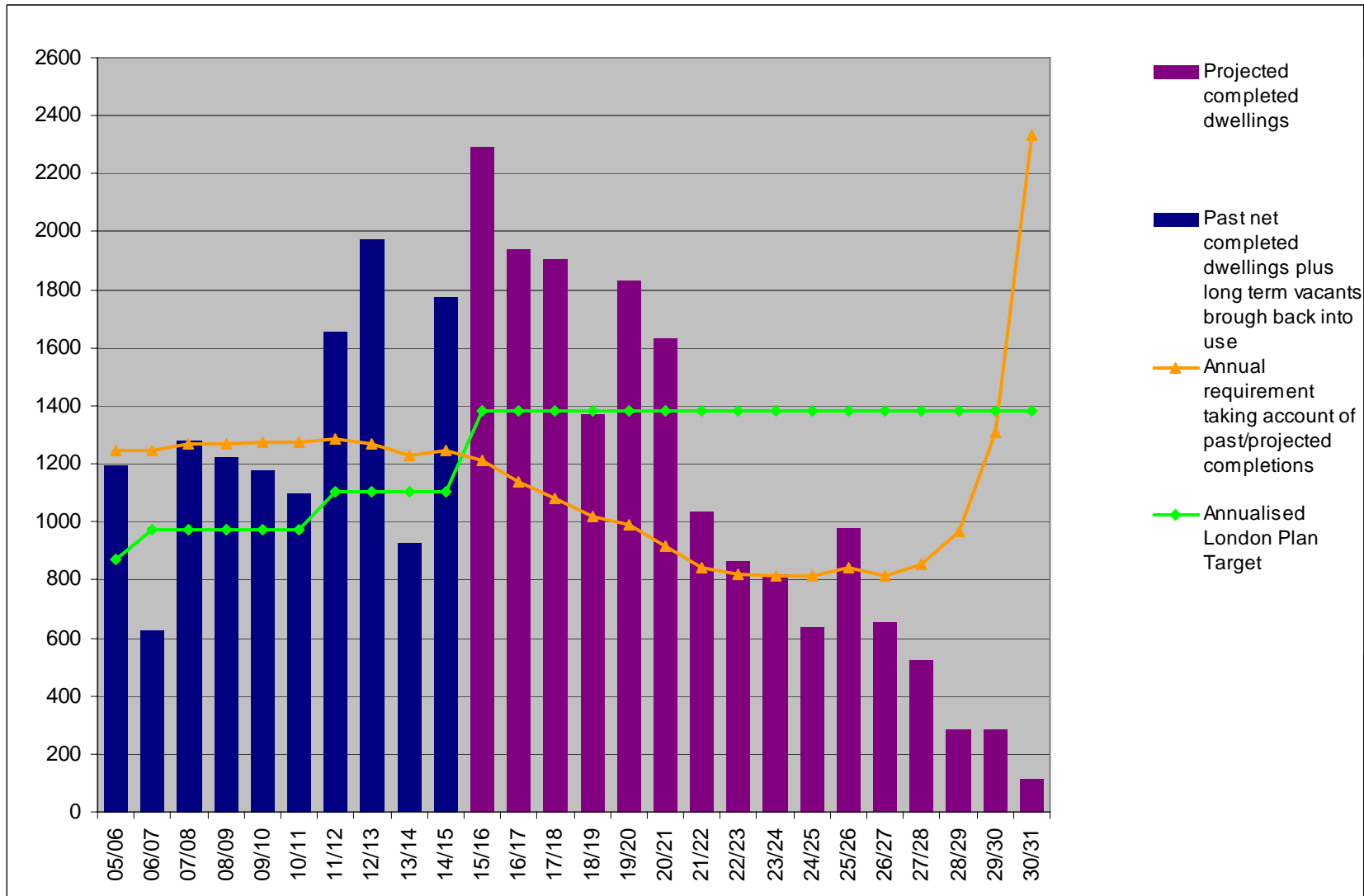


Figure 3.12: Lewisham housing trajectory against the London Plan target

Source: Lewisham Council Planning Policy

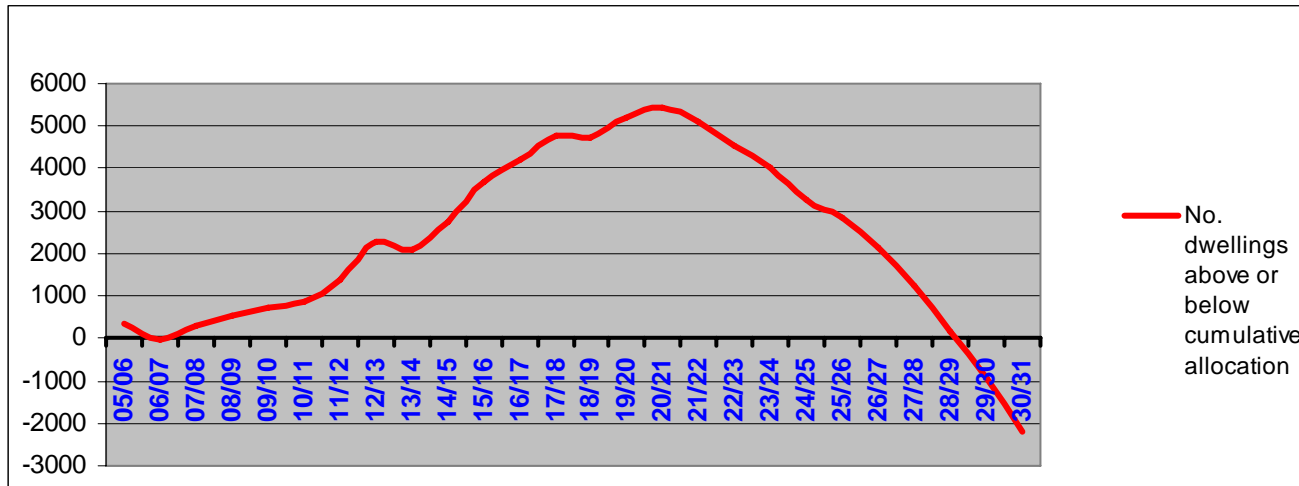


Figure 3.13: Number of dwellings above or below the cumulative London Plan target

Source: Lewisham Council Planning Policy

5 year housing delivery on large sites 1 April 2016 to 31 March 2021			YEARS 1-5					Total	
			1	2	3	4	5		
			16/17	17/18	18/19	19/20	20/21		2016-2021
Further Alterations to the London Plan annual target: 1385 The list below includes large and major sites containing 10 or more residential units only. It does not include small sites below 10 units or windfalls. New sites added to the trajectory this year are shown in italics. Numbers are a mix of both net additional and gross dwellings. Where approval is yet to be granted the dwelling numbers are indicative.			Total target	1385	1385	1385	1385	1385	6925
			Conventional supply	1368	1368	1368	1368	1368	6840
			Non self contained	17	17	17	17	17	85
Ward	Site name/address	Site total (^ units remaining to be built)							
Blackheath	Heathside & Lethbridge Estate	1054	99	119	0	125	125	468	
	<i>167-169 Lewisham Rd</i>	28	28	0	0	0	0	28	
	<b>Ward total</b>	<b>1082</b>	<b>127</b>	<b>119</b>	<b>0</b>	<b>125</b>	<b>125</b>	<b>496</b>	
Downham	<i>Hazelhurst Court, Beckenham Hill Road</i>	60	60	0	0	0	0	60	
	<b>Ward total</b>	<b>60</b>	<b>60</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>60</b>	
Evelyn	Arklow Road MEL	578	44	0	106	106	106	362	
	Deptford Wharves, Oxestalls Road	1132	70	100	100	120	120	510	
	Plough Way, Marine Wharf West	^ 272	90	92	0	0	0	182	
	Plough Way, Greenland Place, Cannon Wharf	^ 350	100	100	50	0	0	250	
	Plough Way, Marine Wharf East	225	100	25	0	0	0	125	
	Convoys Wharf (GLA issued approval)	3514	0	147	147	168	168	630	
	SR House, Childers Street MEL	83	83	0	0	0	0	83	
	Acme House, 165 Childers Street MEL	85	0	0	0	85	0	85	
	Thanet Wharf	380	0	30	130	120	100	380	
	<b>Ward total</b>	<b>6,619</b>	<b>487</b>	<b>494</b>	<b>533</b>	<b>599</b>	<b>494</b>	<b>2607</b>	
Forest Hill	Fairway House, rear of 53 Dartmouth Road	27	0	27	0	0	0	27	
	<i>Featherstone Lodge, Eliot Bank</i>	33	0	33	0	0	0	33	
	<b>Ward total</b>	<b>60</b>	<b>0</b>	<b>60</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>60</b>	
Lee Green	Leegate Shopping Centre	229	0	0	34	65	65	164	
	<b>Ward total</b>	<b>229</b>	<b>0</b>	<b>0</b>	<b>34</b>	<b>65</b>	<b>65</b>	<b>164</b>	
Lewisham Central	Driving test centre, off Ennersdale Road	30	0	0	30	0	0	30	
	35 Nightingale Grove	35	0	0	35	0	0	35	
	37-43 Nightingale Grove	30	0	0	30	0	0	30	
	Lewisham Gateway	800	100	169	146	146	146	707	
	Former Thurston Road Industrial Area	406	194	109	0	0	0	303	
	Former Ladywell Leisure Centre	120	24	0	0	56	40	120	
	Tesco, Conington Road	250	0	0	100	100	50	250	
	<i>87-89 Loampit Vale</i>	49	24	25	0	0	0	49	
	<i>Lewisham House, 25 Molesworth Street</i>	230	80	70	0	0	0	150	
	<i>Carpet Right, east of Thurston Road</i>	260	0	0	0	90	80	170	
<b>Ward total</b>	<b>2210</b>	<b>422</b>	<b>373</b>	<b>341</b>	<b>392</b>	<b>316</b>	<b>1844</b>		
New Cross	New Cross Gate station sites (29, 23-27 Goodwood Road)	148	74	0	0	0	0	74	
	Kent and Sun Wharf, Creekside	200	100	0	0	0	57	157	
	Giffin St Masterplan Area	310	0	0	110	100	100	310	
	Deptford Project, Octavius Street	132	32	0	0	0	0	32	
	Parkside House, Grinstead Road MEL	199	99	25	0	0	0	124	
	New Bermondsey, Surrey Canal Triangle	2400	0	532	351	350	297	1530	

	New Cross Gate Retail Park/ Sainsbury, New Cross Road	200	0	0	0	100	100	200
	Bond House, 20-32 Goodwood Road	89	39	0	0	0	0	39
	Marlowe Business Centre, Batavia Road	114	14	0	0	0	0	14
	Former Deptford Green Secondary School, Amersham Vale	120	0	0	0	60	60	120
	Faircharm Trading Estate, Creekside	148	100	48	0	0	0	148
	<b>Ward total</b>	<b>4060</b>	<b>458</b>	<b>605</b>	<b>461</b>	<b>610</b>	<b>614</b>	<b>2748</b>
<b>Rushey Green</b>	Catford Green, Catford Greyhound Stadium	^ 390	150	90	0	0	0	240
	16-22 Brownhill Road	19	19	0	0	0	0	19
	<b>Ward total</b>	<b>409</b>	<b>169</b>	<b>90</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>259</b>
<b>Telegraph Hill</b>	111 & 115 Endwell Road	40	0	0	0	20	20	40
	New Cross Gate NDC scheme, Besson Street	173	65	68	0	0	0	133
	6 Mantle Road	20	0	0	0	20	0	20
	47-49 Pomeroy Street	39	39	0	0	0	0	39
	29 Pomeroy Street	37	37	0	0	0	0	37
	<b>Ward total</b>	<b>309</b>	<b>141</b>	<b>68</b>	<b>0</b>	<b>40</b>	<b>20</b>	<b>269</b>
<b>Whitefoot</b>	Excalibur Estate, Baudwin Road	193	76	76	0	0	0	152
	Foster House, Whitefoot Lane	23	0	23	0	0	0	23
	<b>Ward total</b>	<b>216</b>	<b>76</b>	<b>99</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>175</b>
<b>ALL WARDS TOTAL:</b>		<b>15,254</b>	<b>1,940</b>	<b>1,908</b>	<b>1,369</b>	<b>1,831</b>	<b>1,634</b>	<b>8,682</b>

Table 3.3: Five year housing supply 2016/17 to 2020/21

Source: Lewisham Council Planning Policy

<sup>28</sup> Marine Wharf East has planning permission for 183 dwellings and that is the figure used in the approvals for this report. However, since the end of the monitoring period, the Council has resolved to grant permission at the Strategic Planning Committee in June 2015 to a revised permission that includes 225 dwellings, 42 more than the original permission. The 225 figure is shown in the five year supply in Table 3.3, and the Housing Trajectory in Appendix 4.

<sup>29</sup> In accordance with the requirements outlined in the National Planning Policy Framework

<sup>30</sup> National Planning Policy Framework, paragraph 47



## 4. THE VALUE OF PLANNING

This chapter discusses the Council's planning functions which generate income for the Council and benefit the borough by ensuring that developments mitigate their own adverse impacts, both during construction and for the life of the development, in line with sections 9.3 and 9.7 of the Core Strategy.

### 4.1 The Benefits of Enhanced Infrastructure

#### The planning systems has mechanisms for securing infrastructure

The need for physical infrastructure (transport, environment and utilities) and social infrastructure (education, health, leisure and cultural facilities) in order for a community to function is widely understood, as is the need to provide additional infrastructure capacity as the population increases. The ongoing population increase and ageing of infrastructure mean replacement and additional infrastructure is a constant cost.

The ongoing reductions in Government funding to Councils means that the Council needs to identify opportunities to increase its income from other sources. The planning system provides a mechanism for funding infrastructure by developer contributions. Whilst the mechanics of how they operate are different, both Section 106 Agreements (S106) and the Community Infrastructure Levy (CIL) provide a means for the Council to raise funds to help provide part – and in some cases all – of the infrastructure needed by a new development. Through S.106 and CIL, the Council can use its planning powers to provide a considerable stream of revenue to help pay for both scheme-required and strategic infrastructure to benefit the entire community.

### 4.2 Section 106 Agreements

#### S106 increased to £7.6 million in 2014-15

S106 play an important role in generating funds to contribute towards infrastructure. Table 4.1 shows that 27 S106 agreements, unilateral agreements and deeds of variation were entered into or secured during 2014-15, equating to £7,661,090<sup>31</sup>. The S106 securing the largest financial contributions during 2014-15 related to Convoys Wharf, Marine Wharf East and Kent Wharf.

This year's S106 have increased markedly. The £7.6 million achieved in 2014-15 is double the amount secured in 2013-14 (£3 million) and 2012-13 (£1.2 million). The 623 on-site affordable housing units that have been secured through S106 during 2014-15 is more than double the 224 secured in the previous year. The 623 new affordable units will be located on seven sites at Convoys Wharf, north west of Sherwood Court, former Anton Bobb Community Hall, Marine Wharf East, 78-82 Nightingale Road, 483-385 New Cross Road and 54 Trundleys Road.

Furthermore, Figure 4.1 shows that 2014-15 secured the highest amount in the last nine years. The exception to this was 2011-12 where £39.7 million was secured. However was an unusual year, in that there was a rush by

developers to sign S106 agreements in advance of the commencement of the Mayor of London's CIL.

Table 4.1: S106 agreements secured 2006-07 to 2014-15

Type of obligation	06-07	07-08	08-09	09-10	10-11	11-12	12-13	13-14	14-15
Total agreements signed	20	25	28	23	31	42	9	22	27
Total contribution (£ million)	3.1	1.7	3.5	3.9	2.8	39.7	1.2	3	7.6
<b>On-site affordable housing provision (no of dwellings):</b>									
Social and affordable rent	195	148	303	777	6	560	120	164	205
Intermediate (shared ownership)	149	125	199	381	148	579	30	60	418
Total on site	343	273	502	1,158	154	1,139	150	224	623

Source: Lewisham Council Development Management databases

The increased level of S106 secured during 2014-15 reflects the continuing increase in regeneration activity and, in particular, the commencement and progression of a significant number of large scale developments within the borough, in particular Convoys Wharf.

During 2014-15 approximately £1.4 million S106 funds were allocated for spend on environmental (25%), transport (44%), employment (17%), planning (7%) and other (7%) projects. A further £1.1 million S106 funds were spent or drawn down on education (44%), affordable housing (22%), employment (13%), environmental (11%), planning (5%), other (4%) and transport (1%) projects.

The balance of S106 funds held by the Council at the end of 2014-15 was approximately £23.1m. Over the next few years it is expected that the balance will continue to vary significantly as major schemes make large payments. These can then experience significant delays, waiting for the associated infrastructure projects to be implemented alongside the building out of the phases of these large sites.

### 4.3 Community Infrastructure Levy

**CIL will be used to collect financial contributions for infrastructure in the future**

The 2008 Planning Act made provision for Councils to impose a Community Infrastructure Levy (CIL) on new development. It is essentially a tax based on the profitability and scale of development, whereby new development can be levied to help pay for necessary infrastructure. CIL is required to be underpinned by an evidence base which demonstrates that there is a need for new infrastructure, that there is a shortfall in the funding for this infrastructure, and that the proposed CIL rate will not make development unviable.

The Council's approved CIL charging schedule has demonstrated the need for additional infrastructure, that there is presently a funding shortfall, and that development is able to sustain a CIL charge that will not be a burden on developers. This has occurred through the testing of the proposed charges through the consultation and examination process that was carried out during March 2012 and January 2014. The approved CIL rates are shown in Table 4.2.

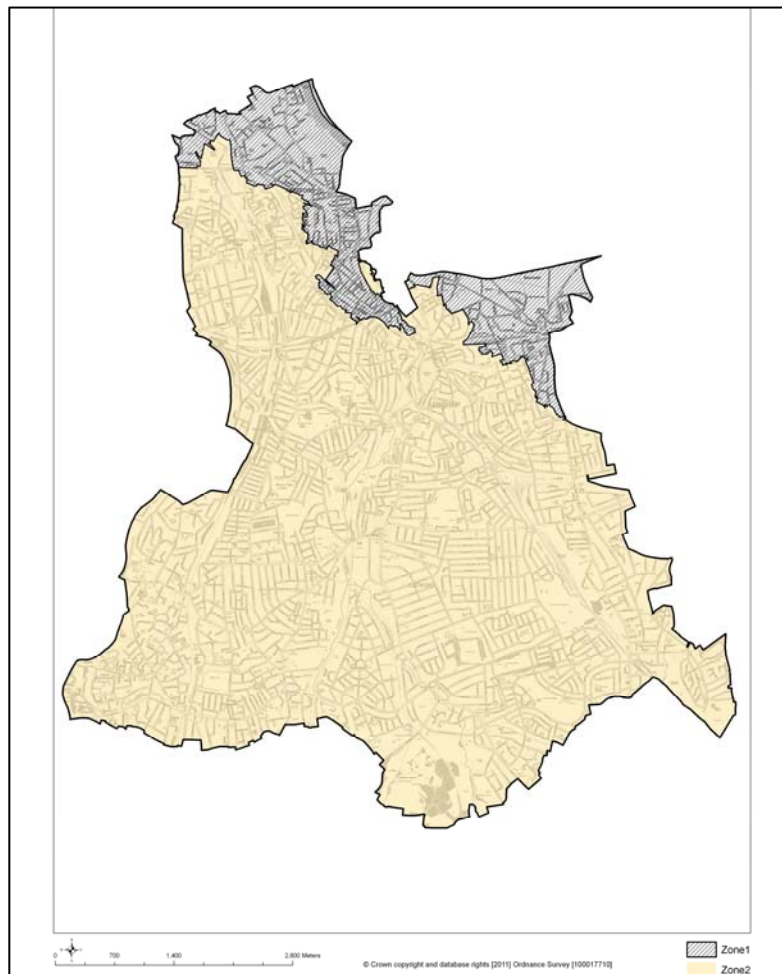
Table 4.2:  
Proposed CIL  
rates

Geographical Zone	Landuse Category A (C3)	Landuse Category B (All use classes except C3 and B)	Landuse Category C (B)
Zone 1	£100/m <sup>2</sup>	£80/m <sup>2</sup>	£0/m <sup>2</sup>
Zone 2	£70/m <sup>2</sup>	£80/m <sup>2</sup>	£0/m <sup>2</sup>

Source:  
Lewisham  
Council  
Development  
Management

In general terms zone 1 covers the Deptford riverside regeneration sites, St Johns and Blackheath (the area shown as grey in Figure 4.1) and zone 2 covers the rest of the borough (the area shown as cream in Figure 4.1).

Fig 4.1: CIL  
charging zones  
map



Source:  
Lewisham  
Council  
Development  
Management

**CIL funds have started to be collected from 1 April 2015.**

The Council began to charge CIL from 1 April 2015 and has commenced collection of CIL funds. Further details of this will be provided in next year's AMR.

With the commencement of the borough wide CIL, the capacity to secure income through S106 has been curtailed. They will be restricted to affordable housing, employment and training initiatives and site specific measures to mitigate against adverse impacts arising from development.

CIL will be used to fund the strategic components of infrastructure that will have a borough-wide benefit, e.g. bus stations, whilst S106 will be used to implement infrastructure directly related to the site, e.g. traffic lights or roundabout at the site access.

**£400,547 was collected for the London Mayoral CIL during 2014-15**

During 2014-15 the London Mayoral CIL was operating. The Council is a collecting authority for Mayoral CIL and during 2014-15, £400,547 was collected and transferred to Transport for London. The Council retained 4% of the fees for administration purposes, which amounted to £16,689.

#### **4.4 New Homes Bonus**

**Lewisham has secured £20.4 million in New Homes Bonus since 2011**

The New Homes Bonus scheme was introduced in 2011. It is a grant paid by Central Government to Councils for increasing the number of dwellings and dwellings occupied. The scheme is administered by the Department for Communities and Local Government (DCLG).

The scheme runs for six years, during which the Government matches the council tax on new dwellings, conversions and long-term empty dwellings brought back into use. An extra premium is paid for new affordable housing added to the housing stock. Under the scheme's affordable dwellings premium mechanism, payments for new build affordable housing are based on matching the average national council tax band of the dwelling built, plus an additional £350 per unit per annum.

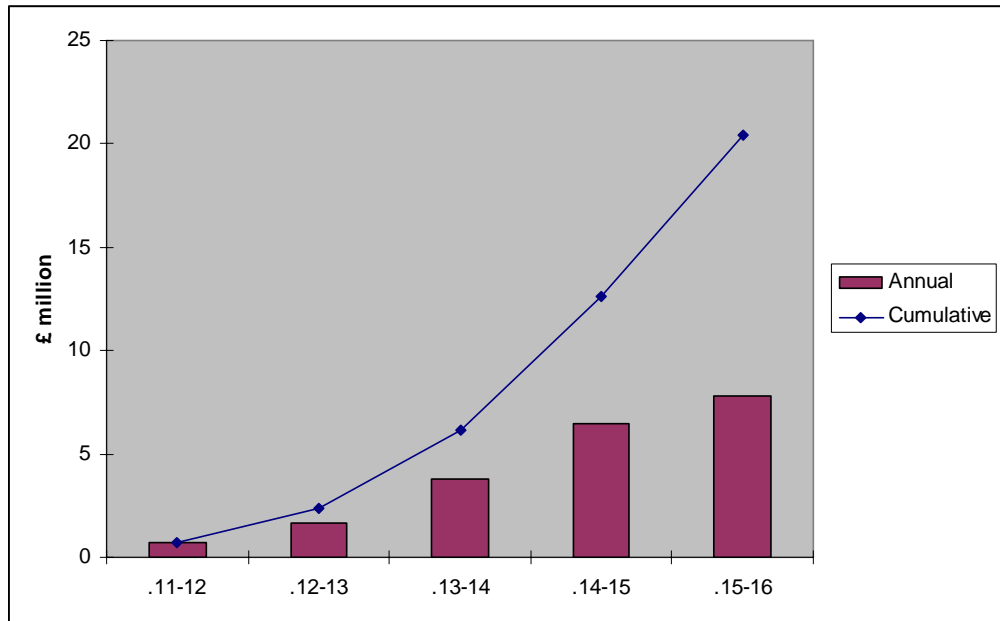
Councils can decide how to spend the New Homes Bonus. However, DCLG expects Councils to consult communities about how they will spend the money, especially in those parts of its area where housing stock has increased.

Figure 4.2 shows that Lewisham has been awarded the following amounts for the five years in which the scheme has been operating:

2011-12: £ 705,698  
2012-13: £1,663,886  
2013-14: £3,813,791  
2014-15: £6,442,780  
2015-16: £7,824,253<sup>32</sup>.

Figure 4.2 shows that in total since 2011 Lewisham has received £20.4 million.

Figure 4.2: New Homes Bonus grant 2011-16



Source: New Homes Bonus

<sup>31</sup> Lewisham Council Development Management. All of the figures in section 4.2 and 4.3 have come from this source.

<sup>32</sup> New Homes Bonus: Grant determination in 2015-16.

## 5. PLANNING SERVICE PERFORMANCE

Lewisham's Planning Service prepares local plans, assesses and determines planning applications and carries out planning enforcement action which shapes development proposals for the physical, social and economic regeneration of the borough. They cover everything from large mixed use redevelopment schemes to small housing developments and residential extensions, as well as the change of use of commercial property.

### 5.1 Plan Preparation Against the Local Development Scheme

**The AMR monitors local plan progress against the LDS**

The Local Development Framework (LDF) is the Council's suite of planning policy documents to guide development in the borough. The timetable for preparing these documents is set out in the Local Development Scheme (LDS), which is itself part of the LDF. In this AMR there are two relevant LDS:

- The LDS that was adopted by the Council on 27 February 2013, which remains relevant for this AMR's monitoring period.
- The most up to date LDS, which was adopted by the Council in June 2015<sup>33</sup>.

#### 5.1.1 LDF Progress in 2014-15

**Three plans already adopted**

Table 5.1 provides a complete picture of local plan preparation including:

- The actions achieved during this AMR's monitoring year and up to present day, i.e. April 2014 – November 2015 (grey coloured rows and bold text).
- Main actions achieved prior to this monitoring year, i.e. March 2014 or before (grey text).
- Actions anticipated to be achieved up until the next AMR 2015-16 is prepared, i.e. April 2015 – November 2016 (italicised text).

**DMLP found sound and adopted in November 2014**

Table 5.1 shows that the Development Management Local Plan (DMLP) was submitted and the Public Examination was held, in accordance with the LDS timetable. However, there was a delay in the Examination as the Greater London Authority (GLA) felt the plan was not in 'general conformity' with the London Plan relating to the affordable rent policy. The Inspector requested that the Council and the GLA try to reach a compromise. This was eventually achieved but resulted in a delay to the process. The main modifications were subjected to an environmental appraisal and advertised for public comment. This resulted in a delay in receiving the Inspector's report, which arrived four months after the date anticipated in the February 2013 LDS. The DMLP was adopted by the Council in November 2014.

Document	Key milestones	Milestone Met?	Comment
Core Strategy	Adopted June 2011	☺	Prior to this AMR's monitoring period.
Site Allocations	Adopted June 2013	☺	Prior to this AMR's monitoring period.
Lewisham Town Centre Local Plan	Adopted February 2014	☺	Prior to this AMR's monitoring period.
Catford Town Centre Local Plan	Withdrawn December 2013	☹	Prior to this AMR's monitoring period.
Development Management Local Plan	Inspectors Report was due March 2014	☹	Inspector's report finding the Plan sound was received on 23 July 2014 - later than anticipated.
	Adoption was due May 2014	☹	DMLP was adopted in November 2014 - later than anticipated.
Local Plan for Lewisham	Local Plan Issues and Options was due September/October 2015	☺	The public consultation for the Issues and Options started 9 October 2015 and will run to 20 November 2015, in line with the LDS.
	<i>Preferred Policies Report due March/April 2016</i>		<i>Next step - to be assessed in the 2015-16 AMR</i>
Gypsy and Travellers Sites Local Plan	Regulation 18 Notification in March 2013	☺	Prior to this AMR's monitoring period.
	Options document in July/August 2013	☹	Prior to this AMR's monitoring period.
	Needs Assessment was due June 2015	☺	Opinion Research Services were appointed by the Council in September 2014 to carry out a needs assessment. It was completed in June 2015.
	<i>Preferred Policies Report due February/March 2016</i>		<i>Next step - to be considered in the 2015-16 AMR</i>
	<i>Publication document due July/August 2016</i>		<i>Next step - to be considered in the 2015-16 AMR</i>
	<i>Submission of Plan due November 2016</i>		<i>Next step - to be considered in the 2015-16 AMR</i>
Policies Map	Updated soon as possible after adoption of a local plan.		

Table 5.1: Progress in Local Plan preparation – measured against targets in the LDS

Source: Lewisham Council Planning Policy

**Council has started to prepare an integrated Local Plan for Lewisham**

The National Planning Policy Framework (NPPF)<sup>34</sup> favours a single plan approach. It directs LPAs to produce a local plan for its area, with additional development plan documents only being prepared where clearly justified. The Council agrees with this approach. Table 5.1 shows that preparation of a new integrated Local Plan for Lewisham in January 2015 started during this AMR's monitoring year. Since then, the Issues and Options Document has been published for public consultation and it meets the target timescales identified in the June 2015 LDS.

**Council has started preparing a Gypsy & Traveller Local Plan**

The Council has started to prepare a separate Local Plan specifically for the allocation of a site or sites for Gypsy and Traveller accommodation. Preparing this document separately as a single issue plan is considered justified, in order to quickly provide a site to meet the anticipated need for its Gypsy and Traveller population. Table 5.1 shows previous progress has been halted. Instead, further evidence base was needed and a new needs assessment was carried out by consultants, Opinion Research Services, between September 2014 and June 2015. This delay has been incorporated into the timetable in the June 2015 LDS.

## **5.2 Neighbourhood Planning**

The Localism Act 2011 has introduced a number of changes to the planning system in England. This includes permissive powers which allow local communities to influence the planning of their area by preparing neighbourhood plans and development orders. The relevant part of the Act came into effect in April 2012, and the Neighbourhood Planning (General) Regulations 2012 which came into force as of April 2012.

Neighbourhood plans are led by local people who set out how they want their local area to develop. Once adopted, the neighbourhood plan becomes part of the development plan for the borough and will be used to consider relevant planning applications. Neighbourhood plans can only be drawn up by 'neighbourhood forums' for designated 'neighbourhood areas'. Lewisham Council, as the LPA, is responsible for assessing applications for neighbourhood forums and areas and for designating them.

Local communities can also draw up neighbourhood development orders (NDO), which grant planning permission in relation to a particular neighbourhood area for development specified in the order. An NDO is also subject to an independent examination and a local referendum before they can come into force. The Act requires the Council to set out details of any neighbourhood plans or NDO in the AMR.

Since the Act came into force the Council has received six formal applications for the designation of neighbourhood forums/areas, as can be seen from the overview in Table 5.2. A complete picture of neighbourhood planning so far is provided by showing in Table 5.2:

- The actions achieved during this AMR's monitoring year and up to present day, i.e. April 2014 – November 2015 (grey coloured cells and bold text).
- Main actions achieved prior to this monitoring year, i.e. March 2014 or before (grey text).



Group	Submitted application for neighbourhood forum/area	Neighbourhood forum/area designated by the Council	Neighbourhood Plan prepared
Crofton Park/Honor Oak Park	January 2014	June 2014	Not yet
Grove Park	June 2014	September 2014	Not yet
Corbett Estate	December 2014	April 2015	Not yet
Upper Norwood/Crystal Palace	March 2015	Not yet	
Deptford	August 2015	Not yet	
Lee	August 2015	Not yet	

Table 5.2: Progress of Neighbourhood Planning

Source: Lewisham Council Planning Policy

**Currently three neighbourhood forum/area applications have been submitted and three have been adopted by the Council**

The **Crofton Park and Honor Oak Park** Neighbourhood Forum submitted an application seeking the designation as a forum and a neighbourhood area in January 2014. The Council consulted on these and designated the forum and area in June 2014.

**Grove Park** Neighbourhood Forum submitted an application seeking designation as a forum and a neighbourhood area in February 2014. The application was withdrawn, but was resubmitted in June 2014 and the Council designated the forum and area in September 2014.

The **Corbett Estate** Neighbourhood Forum submitted an application seeking the designation of a neighbourhood forum and a neighbourhood area in December 2014. The Council consulted on these and designated the forum and area in April 2015.

The **Upper Norwood and Crystal Palace** forum submitted an application seeking the designation of a neighbourhood forum and a neighbourhood area in March 2015. The proposed neighbourhood area boundary also includes pockets of land within the London Boroughs of Bromley, Croydon, Lambeth and Southwark. Further information has been requested from the Upper Norwood and Crystal Palace forum in order for the Council to progress this application.

The **Deptford** Neighbourhood Action community group submitted an application seeking the designation of a neighbourhood forum and a neighbourhood area in August 2015. The proposed neighbourhood area boundary also covers parts of the Royal Borough of Greenwich. The Council has consulted on these in October 2015 and will determine them in early 2016.

The **Lee** community group submitted an application seeking the designation of a neighbourhood forum and a neighbourhood area in August 2015. The proposed neighbourhood area boundary also covers parts of the Royal Borough of Greenwich. The Council has consulted on these in October 2015 and will determine them in early 2016.

## 5.3 Duty to Co-operate

### 5.3.1 Statutory Requirements

#### **There is a statutory duty to co-operate**

The Localism Act 2011 requires LPAs to co-operate with each other and with other public bodies to address those planning issues that are strategic in their area. Specifically, the Localism Act 2011<sup>35</sup> places a duty on boroughs to cooperate where:

*'a sustainable development or use of land that has or would have a significant impact on at least two planning areas, including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas'.*

The Localism Act requires LPAs to *'engage constructively, actively and on an ongoing basis'* to develop strategic policies and consider joint approaches to plan making where appropriate. The Duty to Co-operate came into effect on 15 November 2011.

The NPPF<sup>36</sup> provides details regarding the expectations of LPAs to cooperate on strategic issues, and highlights those policies that should be considered as strategic priorities. The NPPF lists the evidence required to prove that there has been effective co-operation in the preparation of submission plans.

The Town and Country Planning (Local Planning) (England) Regulations 2012 require that the LPAs monitoring report must give details of what action has been taken during the monitoring year to satisfy the duty to co-operate.

### 5.3.2 Actions to Meet the Duty to Co-operate

#### **Consultation and co-operation with other south-east London Boroughs continues**

The Council has undertaken a considerable amount of engagement activity and discourse with neighbouring local authorities in 2014-15, both individually and as part of planning groups and forums on a sub-regional and London-wide basis. The same can be said for engagement with other government organisations, particularly relating to local and regional infrastructure, including Transport for London, the Environment Agency, English Heritage and Thames Water.

The Council is proactively working with neighbouring LPAs to identify cross-boundary planning issues and to co-operatively work on solutions to these issues. The Council organises a quarterly Planning Policy Group meeting of the South East London Planning Authorities, attended by the London Boroughs of Bexley, Bromley, Greenwich and Southwark. During the monitoring year topics discussed included education, Gypsy and traveller sites, housing and waste.

The South East London Planning Authorities group jointly commissioned consultants to prepare a Strategic Housing Market Assessment (SHMA) for the South East London sub-region. The result was the production of the Objectively Assessed need for housing in the sub-region. The report was published in June 2014 and the group are currently working on a strategy to meet their Objectively Assessed housing need within the sub-region.

## 5.4 Planning Applications

**There were 266 more applications than the previous year**

Table 5.3 and Figure 5.1 show there was a total of 2,747 applications lodged with the Council during 2014-15. This equates to 266 more planning applications than the previous monitoring year. The intake of planning applications remains slightly below the 2006-07 peak when the economy and property industry was strong.

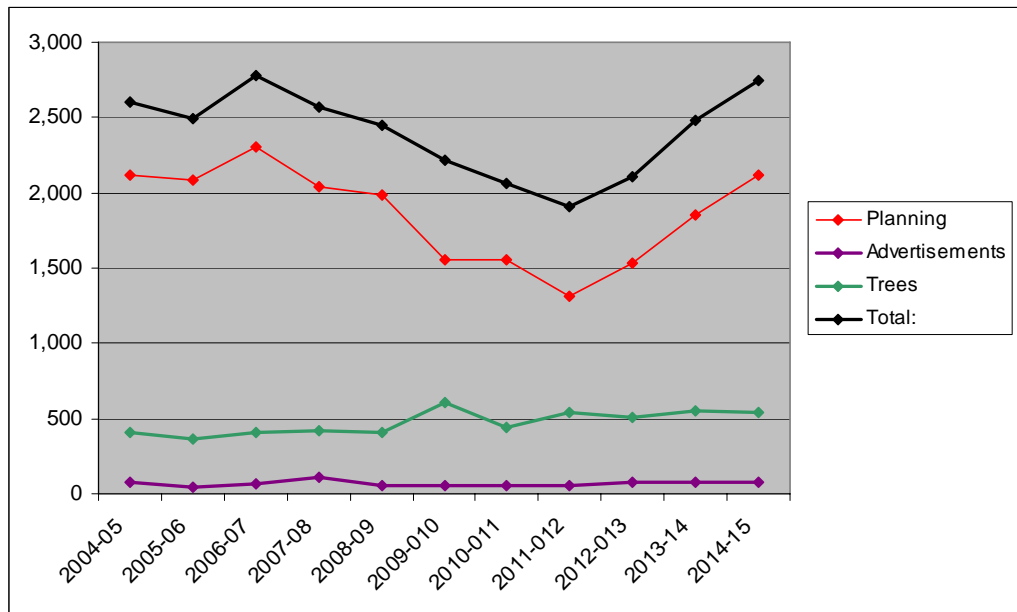
2014-15 saw an 11% increase in applications from the previous year. 2013-14 had an increase of 18% and 2012-13 had an 11% increase on the previous year. The increases over the last three years have reversed a trend of continual decreases in applications in the years 2005 to 2011 (except 2006). This reflects the recent upturn in the economy and the strengthening of the house building and construction industry as the recession subsides.

*Table 5.3:  
Development  
management  
applications by  
type 2004-05 to  
2014-15*

Year	Planning	Advertise-ments	Trees	Total:	% change from previous year
04-05	2,115	78	409	<b>2,602</b>	NA
05-06	2,081	46	366	<b>2,493</b>	-4.2
06-07	2,303	68	407	<b>2,778</b>	11.4
07-08	2,040	106	419	<b>2,565</b>	-7.7
08-09'	1,981	58	411	<b>2,450</b>	-4.5
09-10	1,553	52	611	<b>2,216</b>	-9.6
10-11	1,558	55	444	<b>2,057</b>	-7.2
11-12	1311	57	539	<b>1,907</b>	-7.3
12-13	1,532	72	506	<b>2,110</b>	10.6
13-14	1852	74	555	<b>2,481</b>	17.6
14-15	2122	82	543	<b>2,747</b>	10.7

Source: Lewisham Council Development Management databases

Figure 5.1:  
Development  
Control  
applications  
2004-05 to 2014-  
15

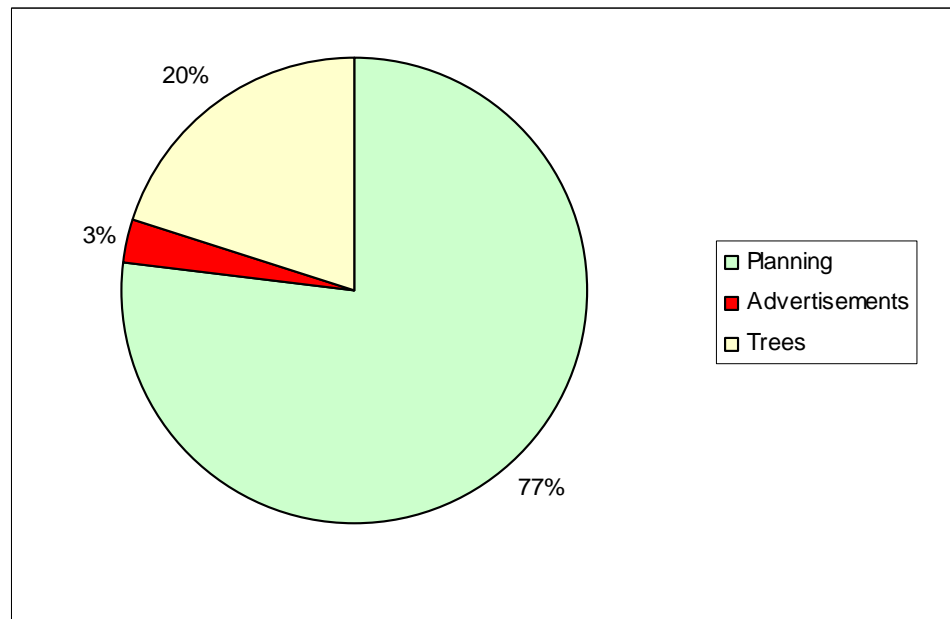


Source: Lewisham Council Development Management databases

**More than three quarters of applications were for planning**

Figure 5.2 shows that most (77%) applications related to planning, followed by tree applications (20%). Only a small number of advertisement applications were lodged (3%). These proportions remain almost unchanged from previous years.

Figure 5.2:  
Applications by  
type in 2014-15

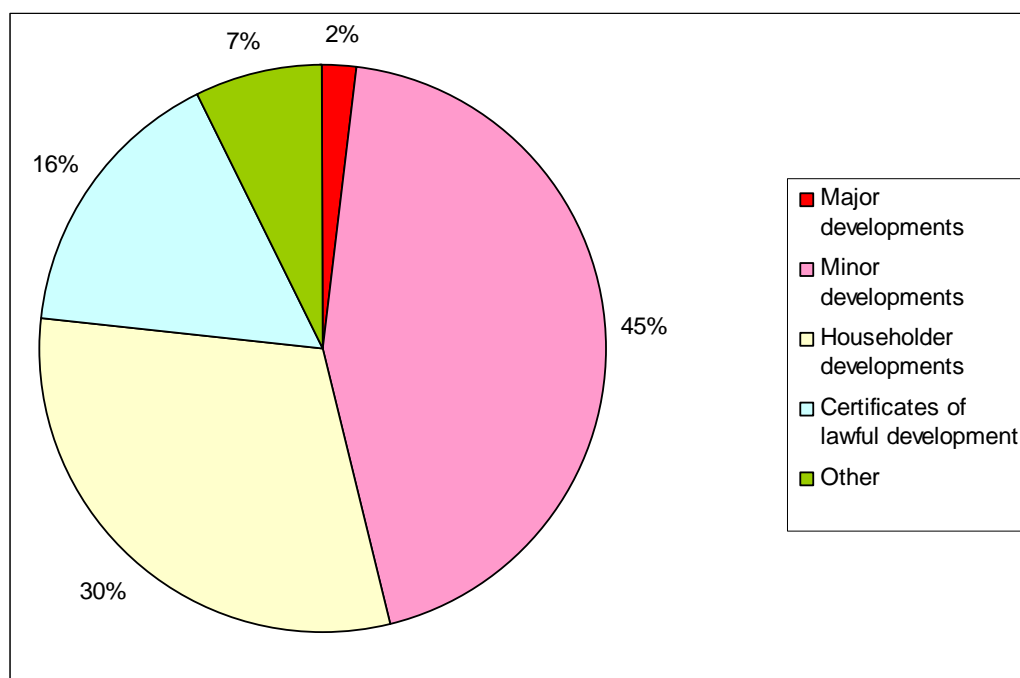


Source: Lewisham Council Development Management databases

**Almost half of applications were minor applications**

With regard to planning applications lodged during 2014-15 only 2% were major applications (i.e. involving 10 dwellings or more). Minor applications formed the largest category with 45% (49% last year), followed by 30% householder applications (up from 25% last year). Certificates of Lawful Development are now 16% of the intake. Figure 5.3 illustrates these proportions.

Figure 5.3:  
Planning  
applications by  
category, 2014-  
15



Source: Lewisham Council Development Management databases

**The performance against targets was good**

Table 5.4 compares the rate of delivery for different types of applications with the targets set by the Council. It shows that in 2014-15 the performance for determining major and minor applications was above the target levels, but slightly below the target for other applications.

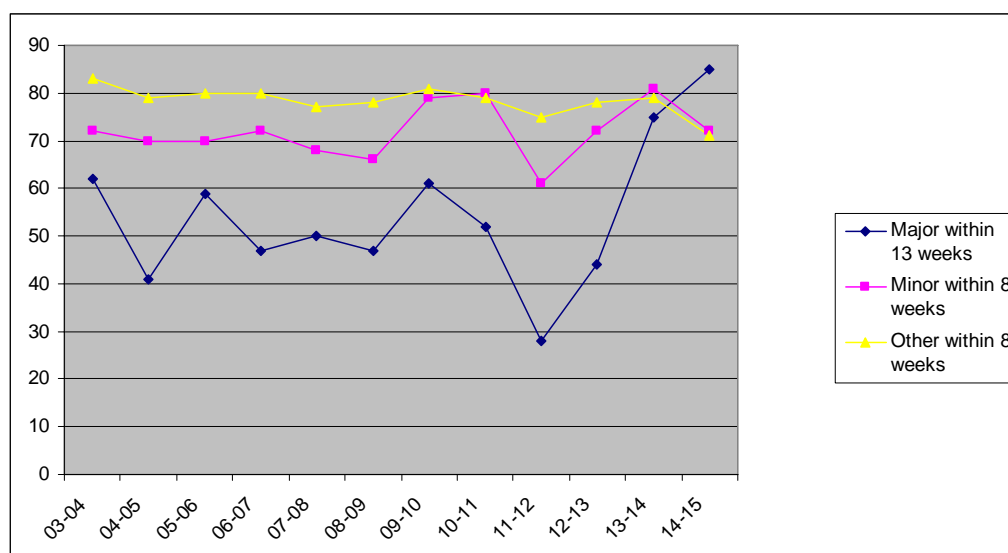
Table 5.4:  
Development  
Control  
performance  
during 2014-15

Type of application	Target	Actual
Major	60% within 13 weeks	85% within 13 weeks
Minor	70% within 8 weeks	72% within 8 weeks
Other	80% within 8 weeks	71% within 8 weeks

Source: Lewisham Council Development Management databases

Figure 5.4 shows how the percentage of applications determined within the 8 and 13 week target periods have fluctuated over the years. In 2011-12 the percentage granted permission within the target timescales dropped for all three types of application compared to the previous monitoring year. However, the performance has been improving since then.

Figure 5.4:  
Percentage of applications determined within target timescales, 2003-04 to 2014-15



Source: Lewisham Council Development Management databases

Overall, the performance in determining planning application in 2014-15 is considered to be good, especially given the following resource considerations:

- The number of applications being processed and determined is at an all time high, except 2006-7.
- These figures do not include the prior approvals that have been submitted to, and processed by, the Council.

## 5.5 Appeals

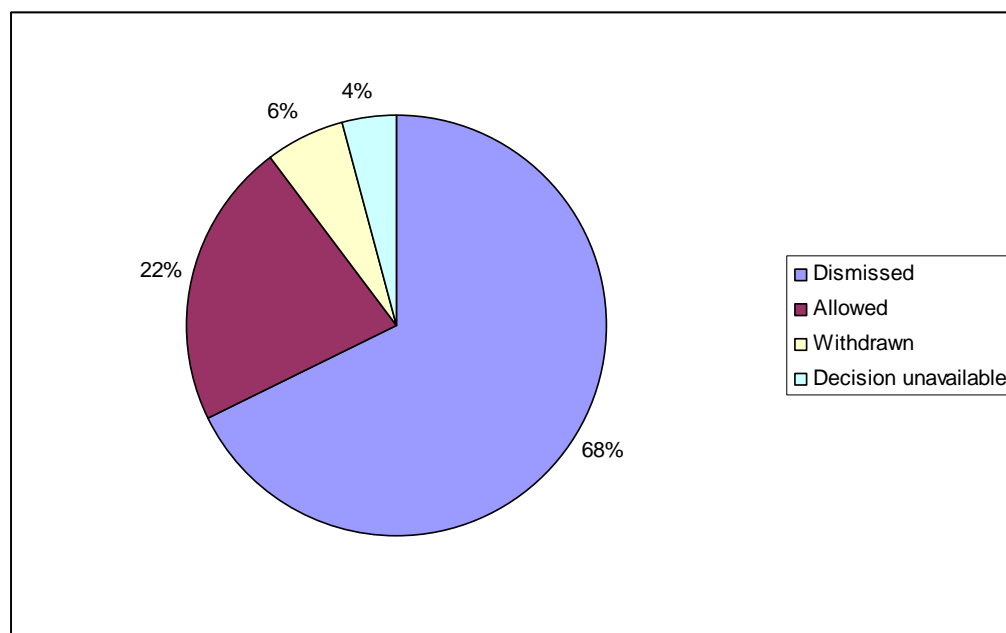
Appeal decisions are a way of assessing the performance of policies in the LDF and provides a good indication of the quality and robustness of planning decisions made by LPAs. If few appeals are allowed and policies are being upheld by planning inspectors, it means the planning policies are successful. If large numbers of appeals are being allowed because a policy is being criticised by planning inspectors regularly, revision of the failing policy is needed.

### Only 22% of appeals were upheld

The number of appeals lodged has been increasing from 72 in 2012-13 to 88 in 2013-14 to 96 in 2014-15. Figure 5.5 shows the outcome of the appeals lodged in 2014-15. Out of a total of 96 appeals, the majority (68%) were dismissed. 22% of appeals were upheld. This is better than the national average, with a ratio of two thirds dismissed to one third upheld nationally.

Over the past four years the number of appeals being won has fluctuated, from 80% in 2011-12, to 76% in 2012-13, to 62% in 2013-14 and now 68% in 2014-15. The Development Management Local Plan (DMLP) was adopted one year ago in November 2014. It contains a set of policies that are intended to create a more consistent approach to development in the borough. Are these policies making it more easy or more difficult for the Council to defend it's position? It is worthwhile monitoring the appeals that are allowed in the future to see if the LDF policies, and especially those in the DMLP, are making a difference or if more robust development policies, which are less susceptible to successful challenge, are needed in the new Local Plan.

Figure 5.5:  
Success rates in  
appeals  
performance  
2014-15



Source: Lewisham Council Development Management databases

## 5.6 Enforcement

### Enforcement activity is mostly planning contravention and enforcement notices

The Council has powers under the Town and Country Planning Acts to take legal action when:

- Development occurs without planning permission and is unlikely to receive planning permission from the Local Planning Authority.
- Conditions attached to a permission are not complied with.
- Other breaches of planning control have been committed.

The Council carries out its enforcement duties in accordance with the Primary Acts, the LDF and the London Plan. In addition, Enforcement functions within the wider Council core commitments to the borough with respect to protecting the human and physical environments, its urban form, heritage assets and green spaces.

Enforcement cases are investigated on the basis of a priority system which first and foremost seeks to protect the Council's statutory heritage buildings (listed buildings) and trees protected by Tree Preservation Orders. The enforcement service also seeks to protect residential amenities from development which results in statutory nuisance, causes physical damage and insensitive alterations to the townscape, buildings and land forms as well as protecting its conservation areas.

In 2014-15 a total of 408 reports of alleged breaches of planning control were received. 291 cases were closed, of which 31% (89 cases) were determined as 'no breach'. Cases determined as no breach tend to include: works that are classed as permitted development (planning permission is deemed to be granted for certain types of development subject normally to conditions); planning permission has been granted for the works and the implementation of those works are within the start period (normally 3 years), or the works do not

amount to development (they may be works which affect only the interior of the property or are di minimus).

The 2014-15 enforcement case performance compares favourably to the previous year in which 411 cases were received and 271 cases were closed. Overall, case closure performance in 2014-15 exceeded 2013-14 by 20 cases.

In 51 of the 2014-15 cases (18%) it was considered not expedient to enforce the alleged breach. These developments tend to be marginal or non material breaches of planning control which, if planning permission were applied for would likely be granted. Decisions on these types of cases also tend to be directed by appeal decisions or planning case law on similar developments. In addition Government guidance advises LPAs to only serve enforcement notices in the most severe of planning circumstances having regard to the development plan and the public interest.

11% of cases were determined as 'breach resolved'. In these cases the contravener ceased the unauthorised development by either stopping the use of the property which has caused harm or resulted in a loss of the use of the property which is contrary to the Council's planning policies; or they have reinstated the property to its original form (i.e. replaced traditional windows, removed unacceptable roof and other extensions).

Approximately 10% of cases were determined as immune to enforcement action as the LPAs are out of time to take formal enforcement action. In such cases, the unauthorised development has been in place: for more than 4 years as a new or separate residential unit, or building works which have been substantially complete for 4 years or more, or 10 years for a change of use to a non-residential use.

The remainder of cases are broken down into cases in which there has been compliance with enforcement notices, no data or dismissed at appeal.

In terms of formal enforcement procedures, Table 5.5 sets out the various notices served by the Enforcement team. A total of 119 formal enforcement procedures took place during 2014-15.

2014-15 has recorded an overall lower performance figure than 2013-14 in terms of notices issued. The most notable change has been in the issuing of Planning Contravention Notices (PCN) with a 63.6% decrease in performance. PCNs are used to ascertain relevant information and facts on the alleged breach. It is generally considered to be good practice to serve a PCN whilst investigating enforcement cases. However it is not mandatory nor is it necessary in all cases, especially where the breach and the contravener are clearly identifiable such as with householder breaches. The level of PCNs issued each year has a natural variability dependant on the type and amount of particular types of cases received.



The team issued 17 enforcement notices in 2014-15 compared to 18 enforcement cases in 2013-14. This represents a - 5.6% shift in activity and, given that it is a marginal decrease, is probably reflective of the availability of cases ready for formal enforcement action at the time. Moreover, officers have begun a process of progressing the backlog of historical cases, evidenced in the higher case closure rate for 2014-15 over 2013-14, which has weighed against the delivery of a better quality service. It is expected that work in this area will be developed in 2015-16.

Table 5.5:  
Enforcement performance during 2014-15

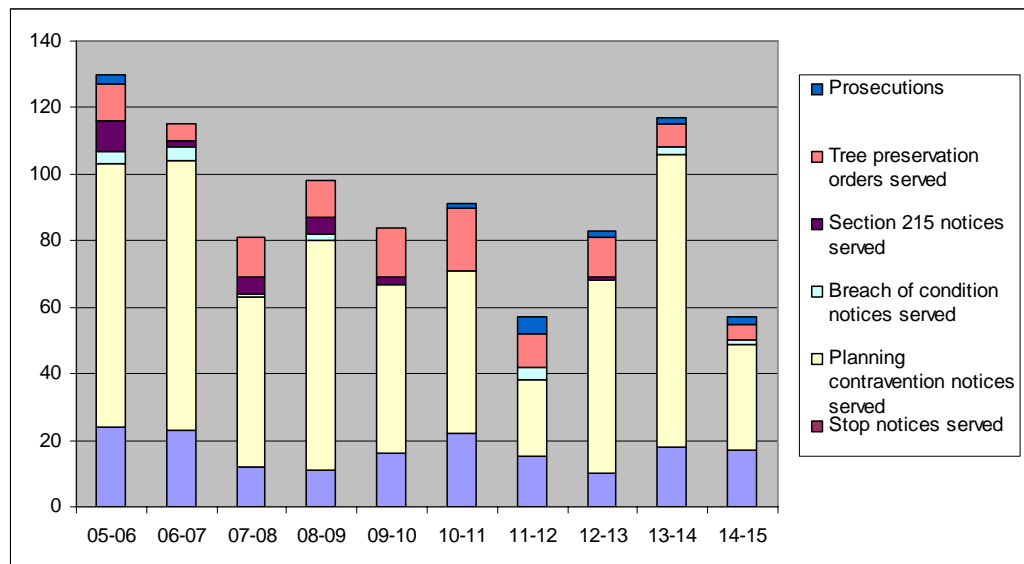
Type of enforcement	Number 2013-14	Number 2014-15	% Change
Planning contravention notices served	88	32	- 63.6%
Tree preservation orders served	7	5	- 28.6%
Enforcement notices served	18	17	- 5.6%
Prosecutions launched	2	2	-
Section 215 notice served	0	0	-
Breach of condition notice served	2	1	- 50.0%
Stop notices served	0	0	-
TOTAL:	119	57	- 52.1%

Source: Lewisham Council Development Management and Legal Services databases

There has been less enforcement activity than last year

Figure 5.6 shows that each type of formal enforcement activity has fluctuated over the last 10 years.

Figure 5.6:  
Enforcement performance 2005-06 to 2014-15



Source: Lewisham Council Development Management and Legal Services databases

## 5.7 Conservation and Urban Design

### 5.7.1 National and Local Conservation Listings

**Over 700 buildings, structures and places are either nationally or locally listed for their heritage value**

The Council seeks to ensure that the historic and local character of the borough is protected and enhanced by ensuring that heritage protection is given proper consideration when assessing planning applications.

Lewisham has designated heritage asset entries that all have the same level of protection despite their grade of importance in nationwide terms. They include 360 nationally listed buildings, structures and items as follows:

- 326 Grade II listed buildings (or groups of buildings).
- 28 Grade II\* listed buildings (or groups of buildings).
- Two Grade I listed buildings (Boone's Chapel in Lee High Road and St Paul's Church in Deptford).
- Three registered parks and gardens (all Grade II).
- One scheduled ancient monument.

*Photo 5.1: Grade 1 Listed Building St Pauls Church*



The above numbers refer to list entries, rather than individual buildings and is by no means comprehensive. An entry might comprise a single house but can also relate to a whole terrace or groups of houses and their outbuildings. From this, the total number of buildings that enjoy statutory protection in Lewisham is much higher and can be estimated close to 500.

**There are 301 buildings on the local list**

In addition to statutory (nationally) listed buildings, Lewisham has a great number of buildings of local architectural and townscape merit. Whilst they do not meet the national criteria for statutory listing, they add to the local distinctiveness of the borough, and so are protected under a Local List. The borough currently contains 301 locally listed buildings (including structures and items).

The borough has 28 conservation areas. Conservation area status protects individual buildings as well as the spatial qualities of an area. The Conservation Section has an ongoing programme of reviewing existing conservation areas and identifying new ones. Public consultation is to follow soon for the review of two areas and the designation of one new one.

The borough contains 21 areas of archaeological priority and one area of special local character. However there are no registered wrecks or registered battlefields in the borough.

Part of the borough is in the Buffer Zone of the Maritime Greenwich World Heritage Site.

**Improved circumstances of buildings at risk**

19 buildings/structures (including ten graveyard monuments in one churchyard) and the Deptford High Street conservation area are currently on Historic England's 'at risk' register due to neglect and decay. The same buildings/items and conservation area remain at risk as last year in 2013-14. However the Council continues to work with Historic England and property owners to reduce the risk status and, although they remain at risk, the condition of all items classed as at risk is improving due to this work.

### **5.7.2 Design Review Panel**

**To date over 36 schemes have been reviewed**

The Design Review Panel (DRP) is a group of professional design experts, who meet regularly to review development schemes at appropriate stages of the planning process. The panel assists and encourages developers and their design teams to achieve and deliver high quality design in their development proposals.

While the panel does not have decision-making powers, it serves as an advisory body helping to achieve the best built environment. Comments from the panel are fed into the assessment of pre-application schemes, planning applications and appeals. It is expected that all major and significant development is brought to the panel during the planning process, ideally at pre-application stage. The advice is an important means of achieving

planning policy on high quality design in new developments.

Schemes are brought to panel as early as possible within the design process in order to ensure a productive and beneficial outcome for all parties. By doing this, design teams have an appropriate time to respond to panel advice and have a better chance to address design concerns prior to application – thus providing more assurances for the developer and helping to de-risk the planning application.

The Panel was refreshed in August 2013. From August 2013 to April 2015 the Panel have reviewed over 36 schemes (some multiple times) ranging in scale from school extensions to large scale commercial, office and residential uses in excess of 1000 homes.

Further information about the DRP can be found here:

<http://www.lewisham.gov.uk/myservices/planning/conservation/Pages/Design-Review-Panel.aspx>

## **5.8 Economic Development**

### **5.8.1 Co-operative Working**

Many of the projects carried out by the Council have, or will lead to, enhancements to the natural and built environment, transport, utility and green infrastructure, economy and community facilities. This would not be possible without the collaborative work that has taken place between different departments within the Council and between Government organisations, key stakeholders and local communities.

### **5.8.2 Business Support**

**The Council provides a range of support to local businesses and employees**

The Council runs an outsourced Business Advisory Service (BAS), with the purpose of assisting new businesses start up and existing businesses to be sustained and grow. In 2014-15 the BAS achieved:

- Six residents helped to start up businesses.
- 97 businesses received in- depth support.
- 67 businesses were supported to be fit to supply.
- Eight businesses were helped to secure new contracts worth £ 3,263,680.

Through S106 and close working with developers the Local Labour and Business Scheme (LLBS) aims to secure construction and post-construction opportunities for borough residents and businesses through new development. The LLBS works closely with internal partners to increase local employment, skills and business opportunities through Council procurement. In 2014-15 the LLBS achieved a range of outputs:

- 19 apprenticeships.
- 92 jobs secured.
- 258 training places were offered.
- Job fair attracting approximately 1300 attendees.
- Over £4 million worth of contracts secured by Lewisham businesses.

The Council runs a range of initiatives to support residents into work, including an apprenticeship programme which achieved 61 starts in 2014-15.

The Economic Development team leads on the Lewisham Service Providers Forum that brings together agencies providing employment support in the borough. This Forum now has over 200 member organisations and services and has provided training and guidance on welfare reforms for partner organisations.

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<sup>33</sup> The Town and Country Planning Act 2008 no longer requires the AMR to report on supplementary planning documents in the LDS. Hence the June 2015 LDS provides a timetable solely for the Local Plan for Lewisham and the Gypsy and Traveller Sites Local Plan.

<sup>34</sup> Paragraph 153 of the National Planning Policy Framework

<sup>35</sup> Section 110 (1)(4) of the Localism Act

<sup>36</sup> Paragraphs 156, 178-181 of the National Planning Policy Framework

## 6. CONCLUSIONS

### 6.1 Main Achievements

The main achievements identified in the 2014-15 AMR are highlighted below.

<b>Housing</b>	There has been a very large amount of housing completions and approvals – with 1,468 net housing completions, the 2 <sup>nd</sup> highest in the last 11 years. Completions exceeded the current London Plan target of 1,105 by 33%. A further 5,440 dwellings have been approved, 65% of which relate to Convoys Wharf.
<b>Affordable housing</b>	Affordable housing is being provided - with 418 net affordable housing completions which is higher than the previous year. A social rent: intermediate ratio of 64:36 is similar to the Core Strategy target. 343 net affordable units have been approved by the Council, of which 76 are Local Authority affordable housing units and an extra 525 affordable units will be provided on the Convoys Wharf site. 24 temporary affordable housing units have also been approved at Ladywell.
<b>Local Authority affordable housing completions</b>	For the first time in more than 20 years, new affordable homes were delivered directly by the Council on public land at Mercator Road. The future pipeline shows a significant increase in the scale of this source of new affordable homes over the coming three years.
<b>Type of housing</b>	The type of housing completed and approved is as expected – as it reflects the modern day housing market. The majority are provided as purpose built flats consisting of one or two bedrooms and there are some larger three bedroom properties and houses too.
<b>Location of housing</b>	The location of housing completed and approved is as expected – as it reflects the spatial strategy for the borough and the majority is located within the Regeneration and Growth Areas.
<b>Non residential floorspace</b>	There has been a gain of non residential floorspace completions – with 5,263m <sup>2</sup> of non residential floorspace completed and a gain in all use classes except B2, C2, D2 and sui generis.
<b>Protection of sites</b>	Employment sites and town centre sites are being protected – as there has been minimal redevelopment for housing on defined employment sites (SIL, MEL and LEL) and town or district centres sites.
<b>Strategic sites</b>	Progress has been made on the five strategic sites - Plough Way and Lewisham Gateway are currently under construction and Convoys Wharf, Surrey Canal Triangle and Oxestalls Road have planning permissions.

<b>Future housing supply</b>	There is a resilient supply of housing land for the next 15 years – the housing supply amounts to 14,883 dwellings over 15 years, with a 25% over supply in the first five years compared to the London Plan target.
<b>Section 106 funds</b>	Significant funds have been generated through planning – with £7.6 million generated from S106 and £7.8 million granted through the New Homes Bonus.
<b>Local plans</b>	Progress has been made on three local plans - The DMLP was adopted in November 2014. The Issues and Options Document for the new integrated Local Plan started public consultation in October 2015 and a needs assessment to inform the Gypsy and Traveller Local Plan has been completed in June 2015.
<b>Neighbourhood planning</b>	Neighbourhood planning is gathering pace - three out of six applications submitted to the Council have been formally designated as neighbourhood forums and areas.
<b>Co-operative working</b>	The Council is working co-operatively with neighbouring local authorities – they jointly commissioned the South East London Strategic Housing Market Assessment, in line with the Duty to Co-operate.
<b>Planning applications</b>	The performance in determining planning applications in 2014-15 is good - a total of 2,747 applications were lodged with the Council during 2014-15, an 11% increase from the previous year and the performance for determining major and minor applications was above the target levels, but slightly below the target for other applications.
<b>Enforcement</b>	Enforcement activity compares favourably with last year – with 408 reports of breaches received by the Council, 119 formal enforcement procedures took place and 291 cases closed. This is 20 more cases closed than the previous year.
<b>Other functions</b>	Other functions of the Planning Service are beneficial – they ensure heritage protection is considered when assessing applications, provide design advice through the Design Review Panel and provide business support and advice.

## 6.2 Concerns

There are a number of concerns raised in the AMR.

<b>Affordable housing that falls short of the target</b>	28% of the completions are affordable housing. This falls short of the 50% target in the Core Strategy. Viability is the main reason why lower amounts of affordable housing are being negotiated. There will be significant changes to affordable housing in the future, including the introduction of Starter Homes, arising from the October 2015 Housing and Planning Bill.
<b>Losing non residential</b>	The trend continues, with 28 of the 37 approved non residential sites being

<b>floorspace to housing</b>	redeveloped solely for housing, although the employment sites and town and district centre sites have been protected.
<b>Large scale loss of business floorspace</b>	A net loss of 17,576m <sup>2</sup> of business floorspace has been approved. At first, this large scale loss seems alarming but it can help to regenerate the borough by allowing for the redevelopment of mixed use sites and by providing modern business units more suited to the modern day economy.
<b>Developments are above density standards</b>	Much of the borough is experiencing densities above the London Plan Sustainable Residential Quality (SRQ) matrix, with an average of 46% of residential units permitted over the last five years exceeding the SRQ matrix.
<b>The number of appeals is increasing</b>	The number of appeals lodged has been increasing since 2012-13. Although 68% were dismissed (which is better than the national average), are the LDF policies, and especially the DMLP policies, making a difference?
<b>Prior approvals are not utilising vacant office floorspace</b>	Prior approvals are resulting in the loss of a significant amount of non residential development. The aim of facilitating the re-use of vacant office floorspace, whilst also protecting office floorspace that is operational, is not being met. The stock of purpose built, modern office floorspace is being lost. Conversions of office floorspace to residential in inappropriate locations such as town centres and employment areas could also adversely impact on the viability of commercial centres, especially Lewisham Town Centre. Overall it is detrimental to local economic diversity and could undermine the protection of scarce employment land in the future. In addition the dwellings created from prior approvals consist mostly of studio and one bedroom flats which does not cater for the needs of local families. In October 2015 Government made prior approvals permanent and it is expected that office floorspace will continue to be lost through the prior approval process.
<b>Future housing supply</b>	Despite 58% of the 15 year housing supply being delivered in the first five years and good housing performance in the past, the supply will fall short of the cumulative London Plan target by 2029/30. This is due to the increased annual target of 1,385 from the Further Alterations to the London Plan. In the future, it is likely that the target will need to be increased further to 1,670 per annum, in line with the South East London Strategic Housing Market Assessment. To help meet the increased target the Council will prepare a Strategic Housing Land Availability Assessment which will identify potential additional housing sites to be included in the 15 year supply.
<b>Further monitoring is needed</b>	The concerns identified above will need to be further monitored in future AMRs, to determine: <ul style="list-style-type: none"> <li>• Any long term impacts.</li> <li>• To establish if current policies remain relevant for the new Local Plan, especially affordable housing, business floorspace and residential density.</li> <li>• If more robust policies, which are less susceptible to legal challenge, are needed.</li> </ul>

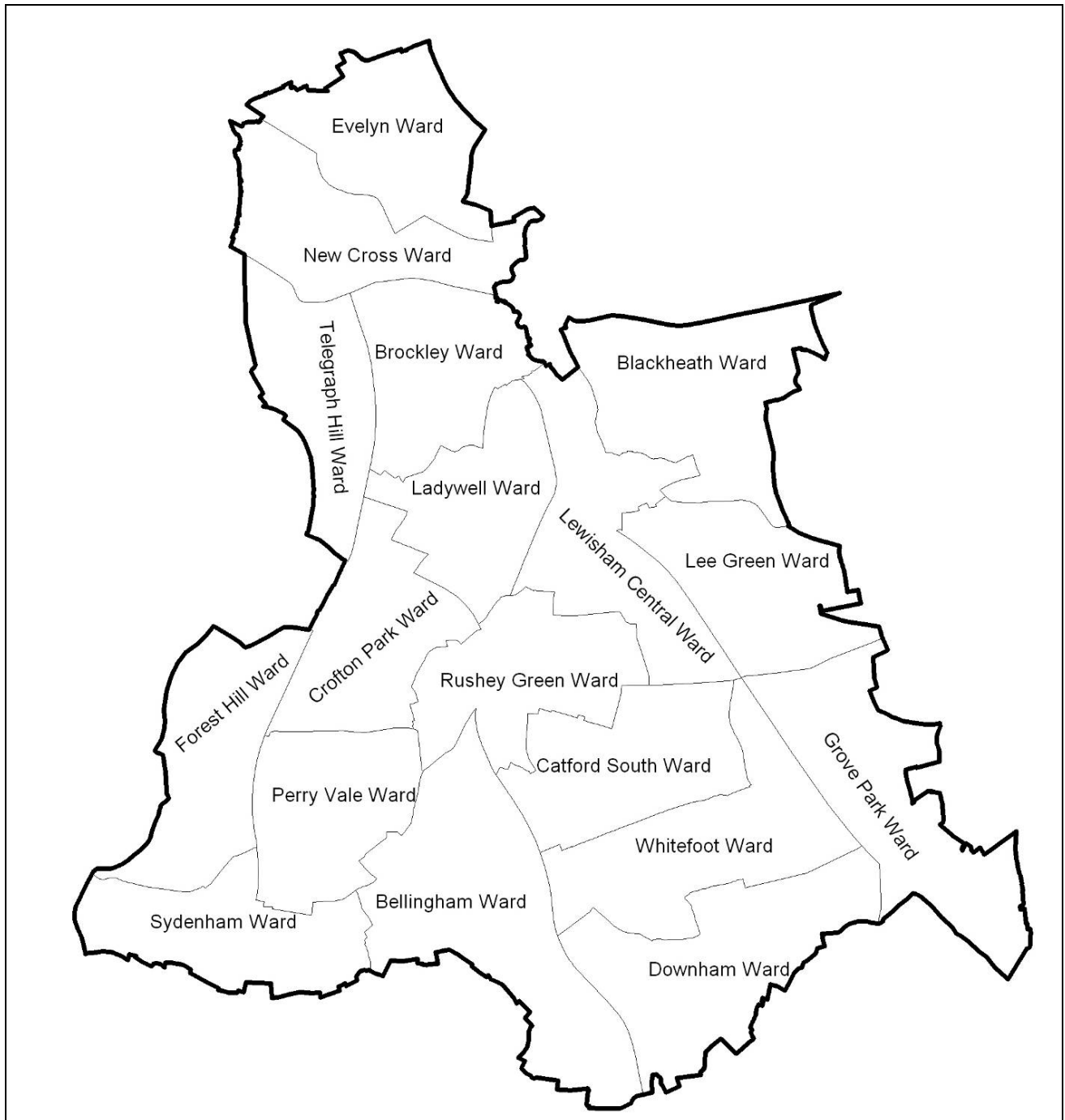


# APPENDICES

## APPENDIX 1: ABBREVIATIONS

<b>AMR</b>	Annual Monitoring Report
<b>BAS</b>	Business Advisory Service
<b>CIL</b>	Community Infrastructure Levy
<b>DCLG</b>	Department of Communities and Local Government
<b>DLR</b>	Docklands Light Railway
<b>DMLP</b>	Development Management Local Plan
<b>DRP</b>	Design Review Panel
<b>FALP</b>	Further Alterations to the Local Plan
<b>GLA</b>	Greater London Authority
<b>GPDO</b>	General Permitted Development Order
<b>IDP</b>	Infrastructure Delivery Plan
<b>IMD</b>	Index of Multiple Deprivation
<b>km<sup>2</sup></b>	Square kilometres
<b>LDD</b>	London Development Database
<b>LDF</b>	Local Development Framework
<b>LDS</b>	Local Development Scheme
<b>LEL</b>	Local Employment Location
<b>LLBS</b>	Local Labour and Business Scheme
<b>LPA</b>	Local Planning Authority
<b>LSOA</b>	Lower Super Output Areas
<b>LTCLP</b>	Lewisham Town Centre Local Plan
<b>m<sup>2</sup></b>	Square metres
<b>MEL</b>	Mixed Use Employment Location
<b>NDO</b>	Neighbourhood Development Order
<b>NPPF</b>	National Planning Policy Framework
<b>ONS</b>	Office of National Statistics
<b>PCN</b>	Planning Contravention Notices
<b>S106</b>	Section 106 agreement
<b>SALP</b>	Site Allocations Local Plan
<b>SCI</b>	Statement of Community Involvement
<b>SHLAA</b>	Strategic Housing Land Availability Assessment
<b>SIL</b>	Strategic Industrial Location
<b>SHMA</b>	Strategic Housing Market Assessment
<b>SPD</b>	Supplementary Planning Document
<b>SRQ</b>	Sustainable Residential Quality Matrix
<b>UDP</b>	Unitary Development Plan

## APPENDIX 2: WARD BOUNDARIES MAP



## APPENDIX 3: PROGRESS OF HOUSING TRAJECTORY SITES

### KEY:

	<b>Medium to high</b> risk of not being implemented when planned as site is suitable for residential development but unlikely to be granted planning permission in the next few years
	<b>Medium</b> risk of not being implemented when planned as site is making slower than expected progress but will continue to be implemented
	<b>Low to medium</b> risk of not being implemented when planned as site is at an early stage but is not currently stalled
	<b>Low</b> risk of not being implemented when planned as site is progressing well

C identifies that the rating has changed to reflect the Lewisham Housing Implementation Strategy 2015

Site name/Address/Ward	Site allocation	Total units on site (^ including completions)	Phasing	None	Pre-application discussions/ application submitted	Application approved	Not yet started on site	Started construction	Rating
<b>1. DEPTFORD – NEW CROSS</b>									
Convoys Wharf	SSA2	3,514	17/18-29/30			13/83358 Approved by Mayor of London	Y		C
New Bermondsey, Surrey Canal Triangle	SSA3	2,400	17/18-23/24			11/76357	Y		
Deptford Wharves, Oxestalls Road	SSA4	1,132	16/17-25/26			15/92295	Y		
Plough Way, Marine Wharf West	SSA5	^ 272	15/16-17/18			10/73437		Y	
Plough Way, Greenland Place, Cannon Wharf	SSA5	^ 350	15/16-18/19			08/68523		Y	
Plough Way, Marine Wharf East	SSA5	225	15/16-17/18			14/89436 15/91087	Y		
Giffin Street Masterplan Area	SA3	310	18/19-20/21		Y				C
Deptford Project, Octavius Street	SA4	132	15/16-16/17			11/78175		Y	

Site name/Address/Ward	Site allocation	Total units on site (^ including completions)	Phasing	None	Pre-application discussions/ application submitted	Application approved	Not yet started on site	Started construction	Rating
New Cross Gate Station sites	SA5	148	15/16-16/17			11/77418		Y	C
New Cross Gate Retail Park/Sainsbury, New Cross Road	SA6	200	19/20-20/21		Y				C
New Cross Gate NDC Scheme, Besson Street	SA7	173	15/16-18/19		Y				C
SR House, Childers Street MEL	SA8	83	16/17			14/86930	Y		C
Arklow Road MEL	SA9	578	16/17-22/23		Y				C
Grinstead Road MEL	SA10	199	15/16-17/18			10/75331		Y	C
Sun and Kent Wharf, Creekside	SA11	200	15/16-16/17			14/89953		Y	C
Thanet Wharf	SA12	380	17/18-20/21		Y				C
Former Deptford Green Secondary School, Amersham Vale	SA17	120	19/20-20/21		Y				C
120, 120a and 136 Tanners Hill	SA41	58	15/16			13/84686	Y		C
Bond House, 20-32 Goodwood Rd		89	15/16-16/17		Y				C
Marlowe Business Centre, Batavia Road		114	15/16-16/17			11/77530		Y	C
Faircharm Trading Estate, Creekside		148	16/17-17/18			12/82000	Y		C
The Albany Centre, Douglas Way		60	30/31		Y				C
47-49 Pomeroy Street		39	16/17		Y				C
29 Pomeroy Street		37	16/17		Y				C
54 Trundley's Rd		27	15/16			14/88613	Y		C

Site name/Address/Ward	Site allocation	Total units on site (^ including completions)	Phasing	None	Pre-application discussions/ application submitted	Application approved	Not yet started on site	Started construction	Rating
Evelyn House, Grinstead Road MEL		18	15/16			14/89442	Y		
Acme House, 165 Childers Street MEL		83	19/20	Y					
483-485 New Cross Road		38	15/16			13/83322	Y		
Hatcham Mews Business Centre, Hatcham Park Mews		16	15/16			14/88390		Y	
<b>2. LEWISHAM TOWN CENTRE</b>									
Lewisham Gateway	<b>SSA6</b>	800	15/16-20/21			06/62375/ 13/82493		Y	
Lewisham Retail Park, east of Jerrard Street	<b>LTC4</b>	350	23/24-29/30	Y					
Former Thurston Road Industrial Area	<b>LTC4</b>	406	15/16-17/18			10/76005		Y	
Tesco, Conington Road	<b>LTC5</b>	250	18/19-20/21		Y				
Former Ladywell Leisure Centre	<b>LTC7</b>	120	16/17-20/21		Y				
High, Rennell and Molesworth Streets	<b>LTC8</b>	100	25/26	Y					
Loampit Vale, Renaissance	<b>LTC4</b>	^195	15/16			09/71246		Y	
Model Market, High and Molesworth Streets		99	25/26	Y					
223-225 Lewisham High Street		22	15/16			14/85398	Y		
Northwest of Sherwood Court		56	15/16			14/88367	Y		
87-89 Loampit Vale		49	16/17-17/18		Y				
Lewisham House, 25 Molesworth Street		230	15/16-17/18			15/90552	Y		
Riverdale House, 68 Molesworth St		99	15/16			14/86564		Y	

Site name/Address/Ward	Site allocation	Total units on site (^ including completions)	Phasing	None	Pre-application discussions/ application submitted	Application approved	Not yet started on site	Started construction	Rating
Carpet Right, east of Thurston Road		260	19/20-21/22		Y				
167-169 Lewisham Road		28	16/17		Y				
Garages & community hall, corner of Marischal & Mercator Roads		26	15/16			14/86354	Y		
<b>3. CATFORD TOWN CENTRE</b>									
Catford Green, former Catford Greyhound Stadium		^ 390	15/16-17/18			07/67276 / 13/84895		Y	
Former Rising Sun Public House		29	15/16			10/74455		Y	
16-22 Brownhill Road		19	16/17		Y				
<b>4. DISTRICT HUBS</b>									
Waldram Place and Perry Vale, east of the Railway Line	<b>SA18</b>	33	25/26	Y					
Station forecourt, Dartmouth Road, west of the Railway Line	<b>SA19</b>	74	21/22	Y					
Fairway House, rear of 53 Dartmouth Road	<b>SA20</b>	27	17/18		Y				
O'Rourke/Sivyer Transport, Sydenham Road	<b>SA21</b>	15	15/16			14/88852	Y		
113-157 Sydenham Road	<b>SA22</b>	98	22/23-23/24	Y					
Leegate Shopping Centre	<b>SA23</b>	229	18/19-21/22		Y				
Independents Day Centre, Independents Road		16	15/16			10/76229		Y	C
22A-24 Sydenham Road		18	15/16			14/89339	Y		
<b>5. LOCAL HUBS</b>									
180 Brockley Road, Coulgate Street	<b>SA27</b>	25	15/16			12/80369		Y	
6 Mantle Road	<b>SA28</b>	20	19/20		Y				

Site name/Address/Ward	Site allocation	Total units on site (^ including completions)	Phasing	None	Pre-application discussions/ application submitted	Application approved	Not yet started on site	Started construction	Rating
111-115 Endwell Road	SA30	40	19/20-20/21		Y				
Nightingale Mews Trading Estate, 78-82 Nightingale Grove	SA32	43	15/16			13/85721	Y		
Driving Test Centre, off Ennersdale Road	SA33	30	18/19	Y					
35 Nightingale Grove	SA34	35	18/19	Y					
37-43 Nightingale Grove	SA35	30	18/19		Y				
<b>6. AREAS OF STABILITY AND MANAGED CHANGE</b>									
Heathside and Lethbridge Estate		1054	16/17-26/27			14/87333		Y	
Boones Almshouses, Belmont Park		88	15/16			10/74143	Y		C
Tyson Road, rear of Christian Fellow Fellowship site	SA40	68	15/16			09/71953		Y	C
St Clements Heights, 165 Wells Park Road		50	15/16			14/90031		Y	
Excalibur Estate, Baudwin Road		193	15/16-17/18			10/75973		Y	
Catford Sorting Office, 92-102 Bromley Road		16	30/31	Y					
Best Way Cash and Carry, 1 Mildreds Road		38	30/31	Y					
Kelvin House, Worsley Bridge Road		27	15/16			14/88645		Y	
23 Boone Street, Dacre Park Estate (south)		25	15/16			14/89902	Y		
Foster House, Whitefoot Lane		23	17/18		Y				
Longfield Crescent Estate		29	15/16			14/89888	Y		



Site name/Address/Ward	Site allocation	Total units on site (^ including completions)	Phasing	None	Pre-application discussions/ application submitted	Application approved	Not yet started on site	Started construction	Rating
Rear Chiddingstone House, Lewisham Park		51	15/16			14/89027	Y		
Featherstone Lodge, Eliot Bank		33	17/18		Y				
Garages at Buckley Close, Wood Vale Estate		17	15/16			14/90021	Y		
Hazelhurst Court, Beckenham Hill Road		60	16/17			14/88227	Y		

Does not include sites protected for current use such as Local Employment Locations (SA13-SA15, SA24–SA25, SA37, SA45-SA50), schools (SA16-SA17, SA51), nature conservation sites (Sinc1-18) and waste sites (1-3).

More in-depth site progress details can be found in the Lewisham Housing Implementation Strategy 2014-15.

APPENDIX 4: HOUSING TRAJECTORY

Lewisham Housing Trajectory by Ward December 2015			FIVE YEAR SUPPLY YEARS 1-5							FIVE YEAR SUPPLY YEARS 6-10					FIVE YEAR SUPPLY YEARS 11-15					15 YEARS	TO END OF LOCAL PLAN				18 YEARS					
			15/16	1	2	3	4	5	Total	6	7	8	9	10	Total	11	12	13	14	15	Total	2016/17-2030/31	16	17	18	Total	2016/17-2033/34			
			16/17	17/18	18/19	19/20	20/21	2016-2021	21/22	22/23	23/24	24/25	25/26	2021-2026	26/27	27/28	28/29	29/30	30/31	2026-2031	2016/17-2030/31	31/32	32/33	33/34	2031/32-2033/34	2016/17-2033/34				
Further Alterations to the London Plan annual target: 1385 The list below includes large and major sites containing 10 or more residential units only. It does not include small sites below 10 units or windfalls. New sites added to the trajectory this year are shown in italics. Numbers are a mix of both net additional and gross dwellings. Where approval is yet to be granted the dwelling numbers are indicative.			Total target	1385	1385	1385	1385	1385	1385	1385	6925	1385	1385	1385	1385	1385	6925	1385	1385	1385	1385	1385	6925	20775	1385	1385	1385	4155	24,930	
			Conventional supply	1368	1368	1368	1368	1368	1368	1368	6840	1368	1368	1368	1368	1368	6840	1368	1368	1368	1368	1368	6840	20520	1368	1368	1368	4104	24,624	
			Non self contained	17	17	17	17	17	17	17	85	17	17	17	17	17	85	17	17	17	17	17	85	255	17	17	17	51	306	
Ward	Site name/address	Site total (^ units remaining to be built)																												
Bellingham	Kelvin House, Worsley Bridge Rd	27	27	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Ward total	27	27	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Blackheath	Heathside & Lethbridge Estate	1054	0	99	119	0	125	125	468	125	125	125	0	80	455	131	0	0	0	0	0	0	131	1054	0	0	0	0	0	1,054
	Ward total	1123	41	127	119	0	125	125	496	125	125	125	0	80	455	131	0	0	0	0	0	131	1082	0	0	0	0	0	1,082	
Brockley	180 Brockley Road, Coulgate Street	25	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
	Ward total	83	83	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Catford South	Catford Sorting Office, 94-102 Bromley Road	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	16	16	0	0	0	0	16	
	Ward total	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	16	16	0	0	0	0	0	16	
Crofton Park	No sites	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Downham	Hazelhurst Court, Beckenham Hill Road	60	0	60	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	60	60	0	0	0	0	60	
	Ward total	60	0	60	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	60	60	0	0	0	0	0	60	
Evelyn	Arklow Road MEL	578	0	44	0	106	106	362	106	110	0	0	0	0	216	0	0	0	0	0	0	0	578	0	0	0	0	0	578	
	Ward total	6,664	335	487	494	533	599	494	2607	394	398	288	596	618	2294	476	476	238	238	0	1428	6329	0	0	0	0	0	6,329		
Forest Hill	Tyson Road, rear of Christian Fellowship site	68	68	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
	Ward total	145	85	0	60	0	0	0	60	0	0	0	0	0	0	0	0	0	0	0	0	60	60	0	0	0	0	0	60	
Grove Park	No sites	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Ladywell	No sites	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Lee Green	Leegate Shopping Centre	229	0	0	0	34	65	65	164	65	0	0	0	0	65	0	0	0	0	0	0	0	229	0	0	0	0	0	229	
	Ward total	229	0	0	34	65	65	164	65	0	0	0	0	0	65	0	0	0	0	0	0	0	229	0	0	0	0	0	229	
Lewisham Central	Nightingale Mews trading estate, 78-82 Nightingale Grove	43	43	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
	Ward total	3339	856	422	373	341	392	316	1844	90	0	70	43	247	450	48	48	47	46	0	189	2483	0	0	0	0	0	0	2,483	
New Cross	New Cross Gate station sites (29, 23-27 Goodwood Road)	148	74	74	0	0	0	0	74	0	0	0	0	0	0	0	0	0	0	0	0	74	0	0	0	0	0	0	74	
	Ward total	4174	496	458	605	461	610	614	2748	290	290	290	0	0	870	0	0	0	0	60	60	3678	0	0	0	0	0	3,678		
Perry Vale	Waldram Place & Perry Vale, east of the railway line	33	0	0	0	0	0	0	0	0	0	0	0	33	33	0	0	0	0	0	0	33	0	0	0	0	0	0	33	
	Ward total	107	0	0	0	0	0	0	0	74	0	0	0	33	107	0	0	0	0	0	0	107	0	0	0	0	0	0	107	
Rushey Green	Catford Green, Catford Greyhound Stadium	150	150	90	0	0	0	240	0	0	0	0	0	0	0	0	0	0	0	0	0	240	0	0	0	0	0	0	240	
	Ward total	438	179	169	90	0	0	259	0	0	0	0	0	0	0	0	0	0	0	0	0	259	0	0	0	0	0	0	259	
Sydenham	O'Rourke Transport/Sivyer Transport, 154-160 Sydenham Road	15	15	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
	Ward total	210	112	0	0	0	0	0	0	49	49	0	0	98	98	0	0	0	0	0	0	98	0	0	0	0	0	0	98	
Telegraph Hill	111 & 115 Endwell Road	40	0	0	0	0	20	20	40	0	0	0	0	0	0	0	0	0	0	0	0	0	40	0	0	0	0	0	40	
	Ward total	309	40	141	68	0	40	20	269	0	0	0	0	0	0	0	0	0	0	0	0	269	0	0	0	0	0	0	269	
Whitefoot	Excalibur Estate, Baudwin Road	193	41	76	76	0	0	152	0	0	0	0	0	0	0	0	0	0	0	0	0	152	0	0	0	0	0	0	152	
	Ward total	254	41	76	99	0	0	175	0	0	0	0	0	0	0	0	0	0	0	38	38	213	0	0	0	0	0	213		
<b>ALL WARDS TOTAL:</b>			<b>17,178</b>	<b>2,295</b>	<b>1,940</b>	<b>1,908</b>	<b>1,369</b>	<b>1,831</b>	<b>1,634</b>	<b>8,682</b>	<b>1,038</b>	<b>862</b>	<b>822</b>	<b>639</b>	<b>978</b>	<b>4,339</b>	<b>655</b>	<b>524</b>	<b>285</b>	<b>284</b>	<b>114</b>	<b>1,862</b>	<b>14,883</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>14,883</b>		

Prepared by  
Planning Policy  
London Borough of Lewisham

Laurence House  
1 Catford Road  
Catford  
SE6 4RU

E-mail: [planning.policy@lewisham.gov.uk](mailto:planning.policy@lewisham.gov.uk)

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