

Planning Service Annual Monitoring Report 2013-14

November 2014



Lewisham local development framework



**Annual Monitoring Report
For the 2013-14 Financial Year**

1 April 2013-31 March 2014

November 2014

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EXECUTIVE SUMMARY

This is the tenth 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 2013 to 31 March 2014 and the extent to which the Council's planning policies are being implemented.

The executive summary provides the main points of the annual monitoring report. These are discussed at length in the body of the report. As such it does not contain the contextual and analytic detail of the report itself.

1. Introduction and Context

The introduction provides the overview to the administrative and wider economic and social contexts in which the Council's planning activities are undertaken. Legislative changes mean the AMR is no longer required to report on a wide range of economic, social and environmental indicators, but some comment on these matters is needed in order to gain an understanding of the drivers behind the Council's planning, and what the planning system need to help achieve.

2. Development in 2013-14

At 1,018, housing completions were fewer than last year's record high. This number consisted of 842 new dwellings, plus 176 longterm vacant dwellings brought back into use. When the 90 dwellings demolished as part of redevelopment schemes are excluded, the net additional dwelling stock for 2013-14 was 928.

The main areas of the borough in which new housing was completed were in Lewisham Central and Brockley wards, with major completions occurring at the Seager Building site (Deptford), Loampit Vale (Lewisham), Marine Wharf West (Deptford) and Staplehurst Rd (Hither Green).

80% of the completions were in new construction, and half were two-bedrooms. 86% of new dwellings were flats.

The data showed that 30% of new dwellings were for affordable housing – either social rent, affordable rent or shared ownership, but this figure justifies a revisiting of the data and the way in which it is managed. The majority of the new affordable housing was achieved on the former United Dairies site in Baring Rd Grove Park.

Completions were not as high as last year because most of the borough's new dwelling supply comes from a small number of very large projects, which are constructed in stages. In 2012-13 a number of major projects had stages completed simultaneously. This had two effects: the 2012-13 completions number was unusually high, and these schemes have since proceeded to their next stages, most of which did not produce completions during 2013-14 – these completions will occur in 2014-15 and 2015-16.

In regard to employment floorspace development (offices, manufacturing, processing, research, and storage), there were large losses of nearly 6,400 m² at the Seagers Building, and 2,700 m² at the United Dairies site in Grove Park. However both these resulted in substantial numbers of new dwellings (see above).

There was a major increase in retail floorspace of over 13,500 m² at the former Bell Green gasworks site, but a loss of nearly 2,000 m² with the demolition of the Green Man public house on Bromley Road Bellingham.

After allowing for demolitions, there was an increase of nearly 13,000 m² of D class uses floorspace (community facilities and places of assembly). The increase was almost entirely through additional accommodation being provided at five primary schools.

3. Future Development

During 2013-14, 676 net residential units were approved for completion in the future, of which 399 net units will be developed on three major sites (sites holding 50 or more dwellings) at Lewisham Gateway, and at the Faircharm trading estate and 120 Tanner's Hill sites in Deptford.

Permissions granted during the year for a range of projects will result in a net loss of over 17,000 m² of retail, commercial and industrial floorspace, including a loss of some 9,000 m² of general industrial, but a gain of 10,000 m² in community facility floorspace this represents 94% of the non-residential floorspace approved during 2013-14. It includes the new Brent Knoll school for children with intellectual difficulties, extensions to Rushey Green Primary School, and the redevelopment of the Deptford Reach Centre.

The introduction of changes to the General Permitted Development Order (and the 'use classes order') during the year allow conversions of offices to residential use without the need for planning permission. Although this system was not in operation for the full financial year (only beginning on 1 May 2013), the data gathered to date suggest that this system is not achieving what the government claimed it was intended to do: fill empty office floorspace. Half the office floorspace concerned is occupied, and half the floorspace concerned was built between 1970 and 2000.

Also of concern is that three quarters of the converted floorspace is in town centres or adjacent to them – the very places where office floorspace should be viable, and the most appropriate locations for office-based employment.

Redevelopment of the borough's five strategic sites continues. Four of these sites are in Deptford – Convoys Wharf, Plough Way, Surrey Canal and Oxestalls Rd, whilst the fifth is the Lewisham Gateway site adjacent to Lewisham railway station and the River Ravensbourne.

Convoys Wharf was granted deemed permission by the Mayor of London in March 2014, and since then negotiations have been underway regarding the terms of the section 106 agreement. These need to be agreed before the permission can become operational.

Stage 1 of the Lewisham Gateway project is a major development – a 25-storey building – and this stage is not likely to be completed until 2016-17.

The final stage of Marine Wharf West is scheduled for occupied by the end of 2014.

The housing trajectory – the spreadsheet-based system for reconciling the availability and timing of housing development sites with the targets set by the Greater London Authority – continued to be updated during the year in review. It shows that with the current known supply of sites and the timing of their availability, the borough will be able to meet the annual target of providing sites for 1105 additional net dwellings (the target number includes vacant dwellings brought back into use).

Whilst outside the reporting period, for the sake of context it is worth reporting that the 2014 Further Alterations to the London Plan propose increasing Lewisham's annual target to 1385 dwellings – a 25% increase. The Further Alterations were consulted on in mid-2014, followed by examination in public during August. At the time of writing, the inspector has not yet made public his findings report on the soundness of the Further Alterations. It is therefore not yet known whether the current target or the increased target will be imposed in future years.

4. The Value of Planning

Section 106 (S.106) agreements play an important role in generating funds to contribute towards infrastructure and affordable housing provision. During 2013-14 the Council secured nine S.106 agreements and thirteen variations to existing agreements, providing £2,978,506 in financial contributions and 65 affordable housing dwellings.

Over half the 2013-14 contributions were secured by way of the £1.8 million from the residential redevelopment of the Faircharm industrial estate, at Creekside in Deptford. 35 of the dwellings in this projects will be for affordable housing tenure. The redevelopment at St Clement Heights in Upper Sydenham, whilst providing £321,000 in financial contributions, will also provide 50 affordable housing dwellings. The agreement for the Tanners Hill redevelopment in Deptford has secured 15 affordable dwellings.

The Council's S.106 obligations supplementary planning document (SPD) is being amended to reflect the introduction of the community infrastructure levy in 2015 (see below), as the financial contributions currently collected through S.106 will instead be collected by CIL. At this time, the role of S.106, as per the proposed amended S.106 SPD, will be to set the framework whereby the Council can continue to secure works and improvements needed to mitigate the adverse impacts that otherwise would arise from development.

The **community infrastructure levy** (CIL) is proposed to come into effect on 1 April 2015, being supported by proof of the need for future infrastructure, evidence that other sources cannot fund this infrastructure, and evidence that the proposed CIL rates (charged per square metre of net additional floorspace) will not make development unviable. The proposed charging schedule was found sound at examination in October 2013.

The approved CIL rates are:

Geographical Zone	Landuse Category A	Landuse Category B	Landuse Category C
Zone 1	£100/m ²	£80/m ²	£0/m ²
Zone 2	£70/m ²	£80/m ²	£0/m ²

Category A: Use class C3

Category B: All use classes other than B and C3

Category C: Use class B.

In general terms zone 1 covers the Deptford riverside regeneration sites, St Johns and Blackheath, and zone 2 covers the rest of the borough (see map at figure 4.1 on page 60).

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

Lewisham has been awarded payment for the three years in which the scheme has been operating:

2011-12: £705,698

2012-13: £1,663,886

2013-14: £3,813,791.

The scheme runs for six years, and the amount shown for each year is a cumulative amount, not an annual amount.

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

Through mechanisms such as section 106, the community infrastructure levy and the new homes bonus, the Council's statutory planning activities provide means of securing income for the borough, or to have improvement works undertaken at no cost to the Council. Given the current financial stress under which the Council is operating, it is important to use these mechanisms as much as possible, whilst remaining fair to developers, and within the set legal limits.

5. Planning Service Performance

The **local development scheme** (LDS) is the component of the local development framework which sets out the program for preparing and introducing the other components of the LDF. The current LDS dates from February 2013, and progress is detailed in section 5.1 of the report.

Key events in this regard during 2013-14 were the submission for examination in November 2013 of the Catford Town Centre Local Plan (CTCLP) as per the LDS timetable, and then its subsequent withdrawal, after the Council was informed by Transport for London (TfL) that it

intended to re-examine its long-standing proposal for relocating the A205 (the South Circular Road) in Catford town centre (to run behind Laurence House). The Council agreed to work with TfL on this project, but as this meant modelling the advantages and disadvantages of the proposal, it was not compatible with the policy in the submitted CTCLP. As the modelling exercise was likely to take between 6-8 months it was felt that withdrawal of the CTCLP was the best course of action.

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 GLA held that the plan was not in 'general conformity' with the London Plan regarding policy relating to affordable rent. The Inspector requested that the Council and the GLA try to reach a compromise on this issue. This was eventually achieved, but resulted in a delay to the process.

Public consultation on the Gypsy and Traveller Local Plan (GTLP) was due during July and August 2013, with submission in May 2014, but this did not happen due to the delay in finding an appropriate site or sites for inclusion in this plan. The delay is now so extensive that the evidence of need is no longer considered reliable, so the planning service is commissioning a new needs survey. Subsequent to the period covered by this AMR, consultants were appointed in October 2014 and their report is expected in January/February 2015. This delay means it will be necessary to revise the timetable in the LDS once the new need for gypsy and traveller site/s is quantified.

The Localism Act 2011 allows communities to influence the planning of their area by preparing **Neighbourhood Plans and Development Orders**. The plans are led by local people who set out how they want their local area to develop, and 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'. Since the Act came into force but subsequent to the period of this report the Council has approved the designation of two neighbourhood forums/areas – Crofton Park and Grove Park.

A **duty to co-operate** with other councils and public bodies is imposed under the Localism Act 2011 to address those planning issues that are strategic in a council's area. The Council undertook a considerable amount of engagement activity with neighbouring local authorities in 2013-14, as well as 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 organises a quarterly Planning Policy Group meeting of the South East London Planning Authorities, and during the year topics discussed included education, gypsy and traveller sites, housing and waste. The Group worked jointly with the boroughs' waste teams to update the South East London Waste Technical Paper (December 2013).

A large number of public and private bodies and the local residential and business communities have also been regularly engaged with and consulted throughout the plan-making process.

In terms of **planning applications** there was a total of 2,481 applications lodged with the Council during 2013-14. This was 371 more planning applications than the previous monitoring year, an 18% increase. 75% of applications related to planning, followed by tree applications (22%). Only a small number of advertisement applications were lodged.

Only 2% of applications were major applications (ie involving 10 dwellings or more). Minor applications formed the largest category with 49% followed by 25% householder applications.

Timeframes for determining different types of applications within the timeframes set by the Council were well above the target levels for major and minor applications, and the performance level for other applications was very marginally (1%) below the target.

Of a total of 88 **appeals** in regard to planning applications, 61% were dismissed. However one third of appeals were upheld. A similar ratio of two thirds dismissed to one third upheld applied in relation to appeals against refused applications.

Over the past three years there has been a decline in the number of appeals being won – from 80% in 2011-12, down to 76% in 2012-13 and then a further decrease to only 62% in 2013-14. This equates to almost a 25% fall in the proportion of successfully defended cases over only two years. This is causing concern, and a more detailed study to try to understand the reasons for this is to be undertaken.

A total of 119 enforcement procedures took place during 2013-14. 75% of which relates to planning contravention notices. The total number served was 43% higher than in the previous year.

The Council's **conservation** responsibilities make it responsible for protection of 360 nationally listed buildings, structures and items. In respect of local (council) listings, the borough contains 301 listed buildings (including structures and items), 28 conservation areas, 21 areas of archaeological priority and one area of special local character. Part of the borough is in the buffer zone of the Maritime Greenwich world heritage site.

18 buildings/structures and one conservation area in the borough are currently on English Heritage's 'at risk' register. They are at risk from development pressures, neglect or decay. The items at risk include ten graves in one churchyard.

The conservation area at risk is the Deptford High Street conservation area, however its circumstances are classed as improving.

The same buildings/items and conservation area remained at risk as in 2012-13 and in 2011-12.

In order to help foster good **urban design** the Council operates a Design Review Panel, made up of independent specialist design advisors who provide high level, independent, expert design advice on major applications both at pre-application stage and to the Planning Committee. The Panel's advice is meant to assist and encourage developers to achieve and deliver high quality design in their development proposals

The Council refreshed its Design Review Panel in August 2013, in accordance with the requirements of the National Planning Policy Framework. The Panel meets monthly.

6. Conclusions

The key matters in the 2013-14 annual monitoring report are:

- The planning system is driven almost entirely by the need to provide housing. At present there is sufficient residential development capacity to meet GLA targets and the projected increase in the number of households. However if the increased annual housing targets proposed in the 2014 draft Further Alterations to the London Plan are adopted the current supply of known housing sites will be exhausted before the end of the plan period in 2029. This would necessitate refreshing the housing site availability studies previously undertaken, in order to identify additional suitable and available sites.
- There was a decrease in dwelling completions in the year, due to the unusually high number completed the previous year and the subsequent 'quiet period' in which developers are constructing next stages, which are likely to be completed next year.
- The majority of additional dwellings are two-bedroom flats in new-build developments.
- The recorded number of affordable dwellings completed was lower than expected, and a major review of data capture and recording systems in relation to all forms of development is necessary. This includes addressing the failure of private certifiers to provide required development data to the Council.
- Section 106 agreements, the community infrastructure levy and the new homes bonus will provide major sources of infrastructure funding and a means of offsetting adverse development impacts.
- Redevelopment is continuing on the borough's major strategic sites, with most of this development providing large amounts of new housing.
- The Government's 'prior approvals' policy is being used by developers to convert occupied office space to residential use.
- There is a serious fall in the percentage of refusals and appeals being successfully defended.
- There has been a considerable increase in the number of planning applications being lodged, but planning application completion targets have been exceeded by large margins in two categories, and were 1% below the target in the third category.

1. INTRODUCTION AND CONTEXT

This is the tenth 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 2013 to 31 March 2014 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:

- CHAPTER 1 discusses the administrative and wider economic and social contexts of the borough and thus of the preparation of the annual monitoring report. It explains the plan preparation framework, relevant legislation, and population, housing, economic and social factors
- CHAPTER 2 provides an overview of the type and amount of development that has taken place during 2012-2013 including housing, business, retail, community and leisure floorspace. It assesses whether targets have been met to help determine the extent to which planning policies in the Core Strategy have been implemented and whether relevant London-wide and national targets have been achieved.
- CHAPTER 3 provides an overview of the Regeneration and Growth Areas with a particular focus on the progress of the strategic sites. It provides an overview of the type and amount of development anticipated in the future and considers the housing land supply for the future, based on a housing trajectory.
- CHAPTER 4 provides information on the means by which the planning system can be used for the community's benefit. It discusses the infrastructure funding and affordable housing secured through section 106 agreements, the use of the future Community Infrastructure Levy to secure income for funding infrastructure, the payments made to the Council through the Government's New Homes Bonus for new dwelling construction, and the benefits of enhanced infrastructure.
- CHAPTER 5 discusses the Council's statutory obligations and powers under planning legislation: plan preparation progress as measured against the Local Development Scheme, the beginning of neighbourhood planning under the Localism Act, the duty to co-operate with other councils in planning evidence and plan preparation, numbers of planning, tree and advertising applications, planning appeals and enforcement action. It also discusses conservation, urban design and economic development initiatives.
- CHAPTER 6 provides a summary of the main findings and highlights the issues that emerged in the preparation of the report

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's databases and from the Greater London Authority (GLA) . The planning data is primarily sourced from the Planning Service, London Borough of Lewisham using the London Development Database. Other sources of data are acknowledged in notes at the end of the chapters. Percentages in tables have been rounded so may add to a total between 99% and 100%.

1.3 Targets and Indicators

The AMR now focuses on achieving development targets

Each year the AMR reports on a range of matters for which the Lewisham Core Strategy sets targets. Where this is the case the relevant parts of the Core Strategy are set out at the beginning of the chapter.

Following changes to the legislation (see below) which requires councils to prepare an AMR each year, this year's report concentrates mainly on current and future provision of housing and other forms of development, as well as related matters such as funding and infrastructure provision.

Where possible the report incorporates time series data, drawing on previous AMRs, in order to illustrate trends and changes over time.

1.4 Planning Framework

1.4.1 National Framework

Local authorities are required to prepare an annual monitoring report each year and to make it available to the public

The Localism Act 2011 and the Town and Country Planning (Local Planning) (England) Regulations 2012 have 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 after it has been agreed by the Mayor.

The 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 document is lagging behind, the reasons for this must be given in the AMR – see section 5.1.

The Government has introduced new monitoring requirements in relation to the Community Infrastructure Levy, neighbourhood planning and duty to co-operate – see sections 4.2, 5.2 and 5.3.

In order to streamline the planning process the Government has reduced the number of changes to the type and scale of developments that require approval from a local authority, and hence the AMR is not capable of capturing all of the

development taking place in the borough, as the Council will generally not be aware of these. They include:

- Small scale alterations, extensions and development to dwelling houses that have permitted development rights.
- Change of use between some Use Classes, predominantly in order to enable flexibility within town centres.
- Conversions from office and retail to residential via the Prior Approvals process – see Section 3.1.3.

1.4.2 Local Policy Framework

At the local level, the borough’s planning policies are organised into a local development framework (LDF), the components of which are shown in Figure 1.1 below.

The LDF consists of a portfolio of planning documents, prepared by Lewisham Council, which collectively will deliver the borough’s planning strategy and will in time replace the Unitary Development Plan (UDP) adopted in July 2004.

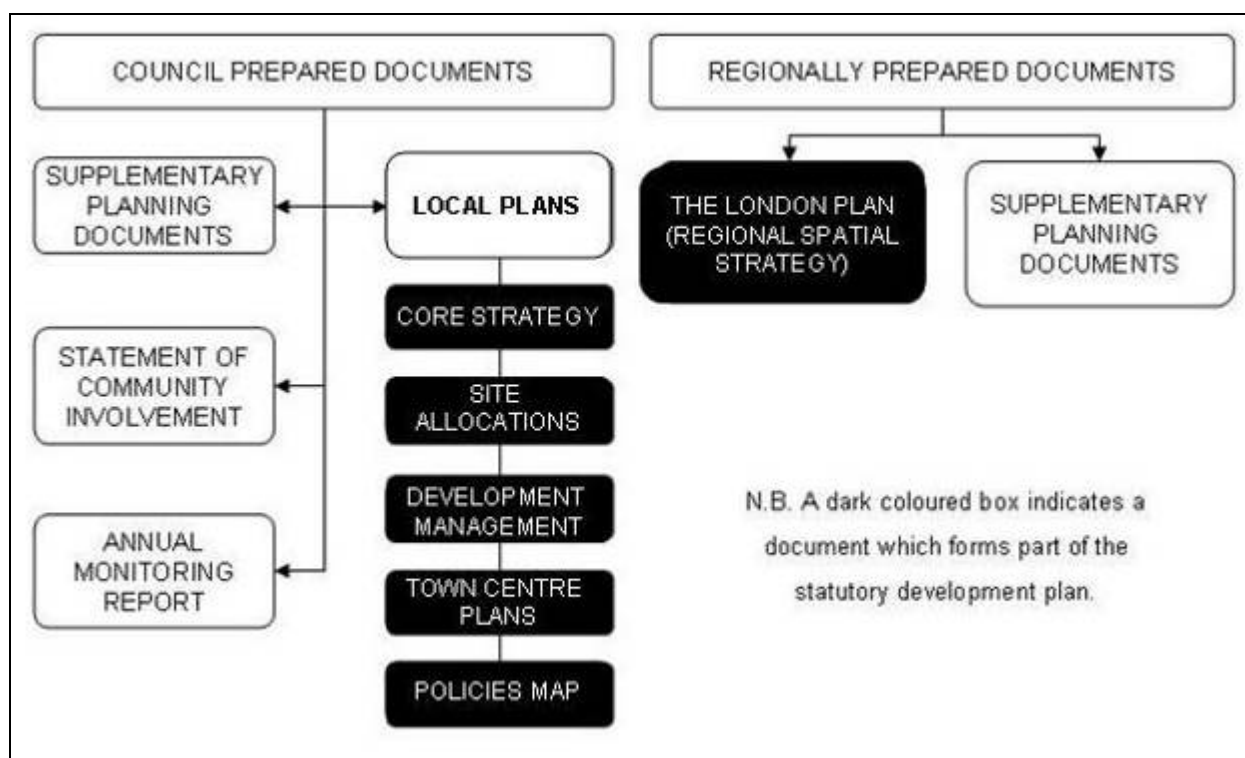


Figure 1.1: Relationships between the documents making up Lewisham’s local development framework

Table 1.1 overleaf describes each of the documents within Lewisham’s LDF. 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. Table 5.1 on page 65 sets out how the policy documents are progressing against the key dates specified in the Local Development Scheme.

Type of document	Name	Description
Procedural	Local Development Scheme (LDS)	Is a work programme which sets out what documents will be prepared and the key dates for preparation, public consultation and adoption. (C) (E)
	Statement of Community Involvement (SCI)	Shows how the Council will involve the community in the preparation, alteration and review of LDF documents and in planning application decisions. (C)
	Annual Monitoring Report (AMR)	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	Core Strategy	Sets out the vision, objectives, strategy and policies that will guide public and private sector investment to manage development and regeneration in the borough over the next 15 years. (C) (E)
	Site Allocations (SALP)	Identifies sites, usually above 0.25 hectares, which are likely to be developed during the lifetime of the Core Strategy. (C) (E)
	Development Management (DMLP)	Sets out the planning policies for managing development in the borough and will be used to guide, assess and determine planning applications. (C) (E)
	Local Plan for Lewisham town centre (LTCLP)	Provides a spatial strategy for the town centre, identifies town centre boundaries, includes policies that are relevant to all development proposals across the town centre and identifies sites where development is expected to come forward in the future. (C) (E)
	Gypsy & Traveller Local Plan	Identifies suitable sites for these facilities, and provides guidelines for identifying future sites if necessary.
	Policies Map	Accompanies the above mentioned policy plans and provides a visual representation of the policies. (C) (E)
	London Plan	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)
	Supplementary Planning Documents (SPD)	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 1.1: Description of Lewisham's LDF component documents

1.5 Key Trends In The Borough

1.5.1 Overview

Figure 1.2 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.

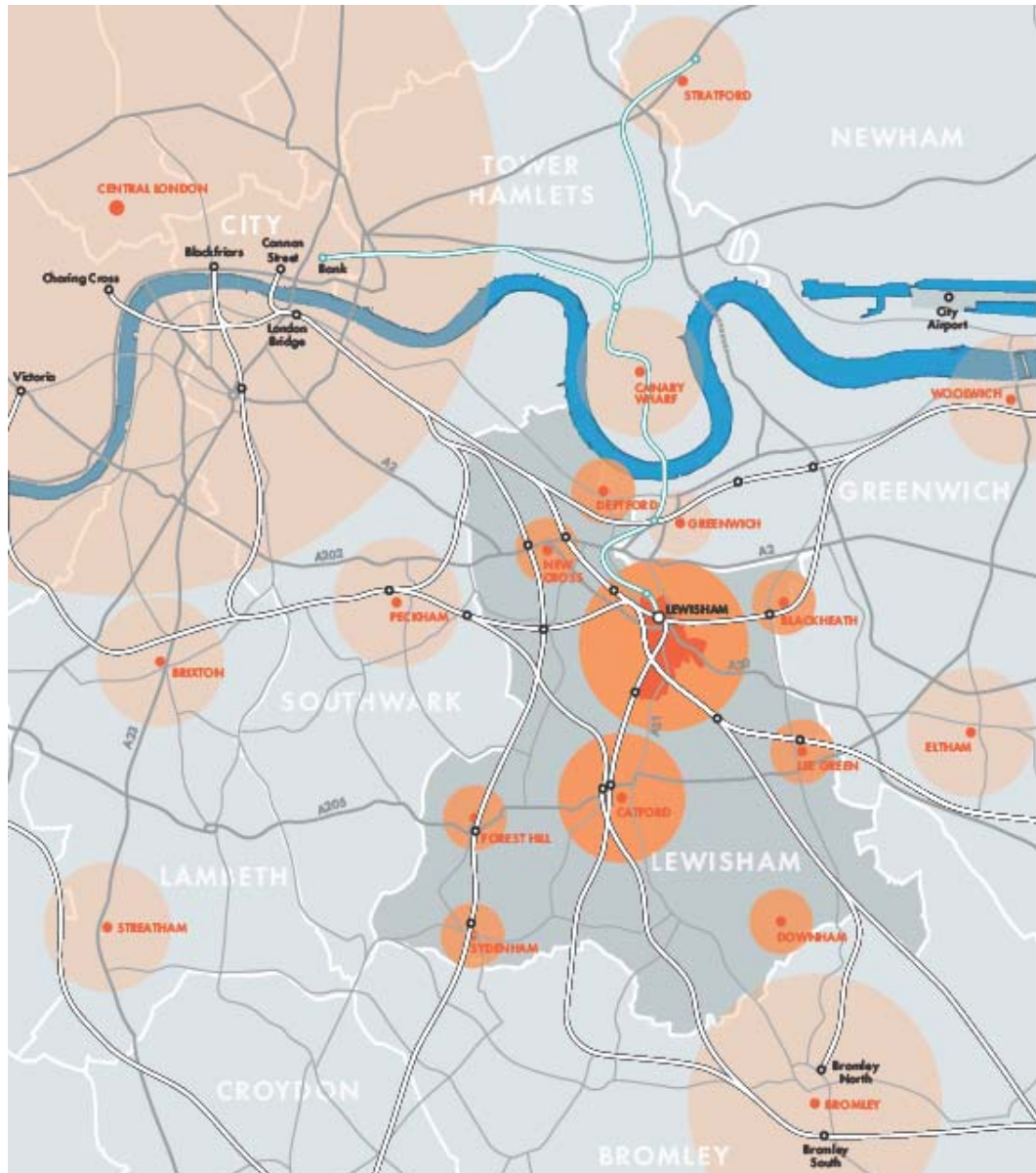


Figure 1.2: Map of southeast London, showing main centres and location of Lewisham borough

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

Large, growing and diverse population

- including over 289,900 people who speak 130 languages, and is the 14th most ethnically diverse borough in England. By 2025 the population is predicted to rise to 321,600 and by 2040 to 349,000¹.

Diverse neighbourhoods

- 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.

Extensive housing areas

- including approximately 116,100² households, living in mainly older Victorian neighbourhoods in the north of the borough and in 20th century suburbs in the south.

Key regeneration sites	<ul style="list-style-type: none"> including Opportunity Areas³ 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.
A hierarchy of retail centres	<ul style="list-style-type: none"> 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.
A range of employment	<ul style="list-style-type: none"> including two Strategic Industrial Locations at Bromley Road and Surrey Canal Road, and other employment areas across the borough.
Good transport links	<ul style="list-style-type: none"> including important road and rail transport routes (radial and orbital routes and 21 railway stations) connecting within London⁴ and between London, Kent and Sussex.
A rich heritage	<ul style="list-style-type: none"> including 28 conservation areas and 685 listed buildings, areas of archaeological priority, scheduled ancient monuments, registered parks and gardens, locally listed buildings and, at Blackheath, part of the buffer zone for the UNESCO Maritime Greenwich World Heritage Site.
Extensive green and blue networks	<ul style="list-style-type: none"> 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.

The remainder of this section provides a summary of the key trends experienced by the borough. Much of the data, especially relating to the 2011 Census, remains the same as reported in last year's AMR. This report seeks to avoid repetition by providing a brief overview whilst focussing on new, recently published data.

1.5.2 Population

High population growth rate in the borough

The estimated 2013 mid-year population of the borough was 286,180⁵, an increase of 4,624 (1.6%) over the previous twelve months. This growth rate is nearly twice the national growth rate. The population is estimated to have grown by 15% since 2001, whereas the national growth in this period was only 9.6%. These two numbers show that the borough's population growth is well above the national rate. Whilst the growth rate from 2001 to 2013 was slightly below the rate for Greater London, it is nearly a quarter higher than the metropolitan growth rate in the twelve months 2012 to 2013.

Estimate of usual residents	Lewisham borough	Greater London county	England
2001 Census ⁶	248,922	7,172,100	49,138,800
2011 Census ⁷	275,900	8,173,900	53,013,500
2012 Mid Year Estimate ⁸	281,556	8,308,369	53,493,729
2013 Mid Year Estimate⁹	286,180	8,416,535	53,865,800
Change 2012 to 2013	4,624	108,166	372,071
% change 2012 to 2013	1.6%	1.3%	0.7%
% change 2001 to 2013	15.0%	17.4%	9.6%

Table 1.2:
Population
growth since
2001

Sources: as per footnotes

Population forecasts frame the need for ongoing large scale housing development

The 2013 GLA population forecasts suggest that the borough's population will grow to 321,560 in 2025, and to 349,055 in 2040. These represent percentage increases of 12% and 22% respectively, and demonstrate the scale of the planning task of identifying housing sites and locations for facilities and services to provide so much more infrastructure in the coming decades.

1.5.3 Housing

Average household size continues to fall

At the 2011 census, (the most recent comprehensive data source on population and housing) the number of households in Lewisham was 116,091. This represented 8.5% of total households in Inner London and 3.6% of London as a whole. Between the 2001 and 2011 censuses, the number of households increased by 7.5%.

GLA household data estimates show that there was a 3.3% growth in the number of households in the borough from 116,091 in 2011 to 120,439 in 2013. This is twice the population growth rate over this period, and shows that occupancy rates and thus average household size are falling.

The 2011 census data 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 data 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. However the proportions of households consisting of single persons, lone parents, groups of adults without children and groups of adults with children increased.

There is a forecast growth of a further 15.5% to 139,060 households in 2025 and a further 17,154 to take the number of household in 2040 to 156,214 – a 29.7% increase since 2013.¹⁰ Planning for the borough will need to ensure that these households can be accommodated.

The population density in Lewisham increased from 70.8 persons/ha at the 2001 census to 77.3 at the 2011 census. Based on the 2013 Mid Year population estimate the density is now 81.4 persons/ha.

Flats represent an increasing proportion of the dwelling stock, as most new dwellings are flats

According to 2011 census data, 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 the proportion of terrace houses and converted flats and an increase in purpose built flats, as shown in Figure 2.6. The dwelling completion numbers discussed in Chapter 2 show that this trend has continued since then.

One of the outcomes of London's housing cost and shortage is that it is likely that in some cases there is more than one household occupying a dwelling. Whilst in some cases there may be no family connection between the households, it is more common to find situations such as young married couples living with the parent or parents of one of the partners, or households related by blood eg household heads may be siblings.

The most comprehensive recent data on dwelling tenure is the 2011 census, and so the information in this respect has not changed from the 2012-13 AMR. The data are summarised in Table 1.3.

Table 1.3: Comparison of Lewisham and Greater London dwelling tenures

Tenure type	Lewisham	Greater London
Owned/Mortgaged/shared ownership	43.6%	56.5%
Social rent	31.1%	26.2%
Private rent	24.4%	15.5%

Source: 2011 census – ONS

Table 1.4: Trends in average house prices; Greater London and Lewisham

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

Source: Land Registry

57% increase in house prices in ten years

Table 1.4 shows the trends over the last ten years in average house prices (all dwelling types) in Greater London and in Lewisham borough. The increases in each have in percentage terms remained close to each other, so that in 2004 and in 2014 Lewisham house prices remain at 79% of the London average.

Major increase in private rentals

The housing tenure structure in the borough changed significantly between the 2001 and 2011 censuses, with the private rented sector almost doubling from 13.1% in 2001 to 24.3% in 2011. Conversely, declines were experienced in owner occupation and in the social rent sector.

The increase in the private rented sector was a result of the buy-to-let market, and Lewisham has the highest level of private rental accommodation in the sub-region – probably related to price when compared to other boroughs, migration, the nature of the labour market and good transport links.

1.5.4 Economy

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

Data from the 2011 census show that overall, Lewisham has a small economy, with a job density of 39 jobs per 100 people of working age. 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. The number of jobs in Lewisham in 2010 was 73,000, which was 6,000 less than in 2002. The rate of economically active people in Lewisham has remained relatively stable since 2004, and in 2013 was 79.8%, an increase of 6.4% since 2010. This rate is slightly higher than the London rate of 76.4% and the rate for Great Britain (77.3%).

The rate of people in employment in Lewisham has remained relatively stable since 2004. At 71.4% in 2013, there was an increase of 6% between 2010 and 2013. This rate is slightly higher than that for London (69.4%) and Great Britain (71.1%). In line with other parts of London, Lewisham has lost the majority of its major private sector companies in the past 30 years.

Because the borough has a relatively small internal economy, 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 London¹¹.

The numbers in Table 1.5 show how, other than in the last period (2013-14) the percentage of the economically active cohort of the population who are unemployed has been consistently above the London average. This is paradoxical, given the fact that the level of trade and professional qualifications attained by the Lewisham population is higher than the London and Great Britain percentages at every level of qualification – see table 1.2.

Period	Lewisham		London
	Number	%	%
Jul 04-Jun 05	10,800	7.7	7.2
Jul 05-Jun 06	11,000	8.1	7.8
Jul 06-Jun 07	11,500	8.1	7.4
Jul 07-Jun 08	11,200	7.9	6.4
Jul 08-Jun 09	12,300	8.6	8.1
Jul 09-Jun 10	13,500	9.4	8.9
Jul 10-Jun 11	14,800	10.2	9.1
Jul 11-Jun 12	14,000	9.9	9.2
Jul 12-Jun 13	15,000	9.9	8.9
Jul 13-Jun 14	11,300	7.3	7.4

Table 1.5:
Number and %
of Economically
Active who are
unemployed –
12-month
averages

Source: Office of National Statistics

Qualification Level	Lewisham (number)	Lewisham %	London %	Gt Britain %
NVQ4 and above	102,000	54.0	49.1	35.2
NVQ3 and above	131,800	69.8	64.0	55.8
NVQ2 and above	149,500	79.2	75.6	72.5
NVQ1 and above	163,000	86.3	84.2	84.4
Other qualifications	13,800	7.3	8.0	6.3
No qualifications	12,100	6.4	7.8	9.3

Table 1.6:
Comparison of
Lewisham,
London and GB
vocational
qualifications

Source: Office of National Statistics

1.5.5 Deprivation

Lewisham continues to struggle with reducing deprivation

As per the 2012-13 annual monitoring report, the Indices of Multiple Deprivation (IMD) for England 2010 remain as the most up to date assessment of deprivation in the borough. New indices of multiple deprivation are anticipated to be available in 2015, in time for next year's AMR.

Deprivation covers a broad range of issues and refers to unmet needs caused by a lack of resources of all kinds, not just financial. The English Indices of Deprivation attempt to measure a broader concept of multiple deprivation, made up of several distinct aspects, or 'domains', of deprivation.

In addition to the overall IMD score and rank, each local authority is ranked against seven domains and two supplementary indices.

- Income
- Employment
- Health and Disability
- Education Skills and Training
- Barriers to Housing and Other Services
- Crime

- Living Environment.

The 2010 indices show that, overall, Lewisham is the 31st most deprived local authority area in England, which makes it one of the 20% most deprived local authority areas. They present a mixed picture for Lewisham: although progress in reducing deprivation has been made in the borough, these improvements have been outstripped by increased social disadvantage in other respects¹².

The IMD shows that the proportion of lower layer super output areas (LSOAs) (the geographical divisions for statistic collection and analysis) in Lewisham which are in the bottom 20% (ie the most deprived) nationally decreased slightly between 2007 and 2010. Of Lewisham borough's 166 LSOAs, 38% were in the 20% most deprived in England in 2010, compared with 38.6% in 2007 and 33% in 2004. Five of these LSOAs were within the worst 10% in England (in 2007 there were eight); they are dispersed across Bellingham, Evelyn, Lewisham Central, Rushey Green and Whitefoot council wards. However, 58 of Lewisham's LSOAs were in the bottom 10-20% percentile (up two from 2007), making a total of 63 LSOAs in the bottom 20% nationally.

Relative to other London local authorities Lewisham is deemed as more deprived, although deprivation has not increased in all parts of the borough, and deprivation levels relating to individual indices vary greatly.

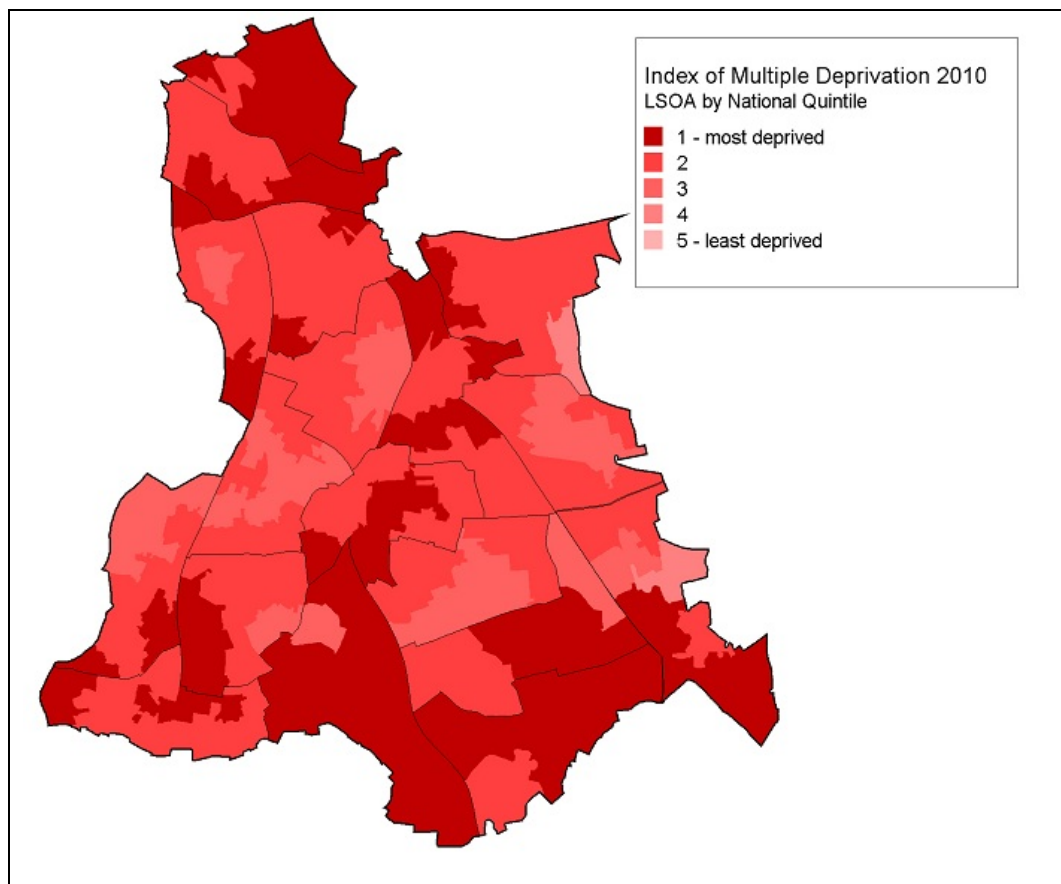


Figure 1.3: Variations in the degree of deprivation within Lewisham borough 2010

¹ <http://data.london.gov.uk/datastore/package/gla-population-projections-2012-round-shlaa-borough-sya-incorporating-dclg-2011-ho>

² 2011 Census, Office of National Statistics

³ As designated in the Sustainable Communities Plan, Sustainable Communities: Building For The Future, 2003

⁴ Greenwich, Southwark, Bromley and Tower Hamlets (across the River Thames)

⁵ GLA 2013 Population Estimates

⁶ 2001 Census, Office of National Statistics

⁷ 2013 Mid Year Estimates, Office of National Statistics

⁸ ibid

⁹ ibid

¹⁰ GLA Population and Dwelling Forecasts 2013

¹¹ 2011 Census, Office of National Statistics

¹² 2010 English Indices of Deprivation, Dept for Communities and Local Government

2. DEVELOPMENT IN 2013-14

This section reviews planning performance relating to the amount and type of development that has taken place during 2013-2014, including the different types of housing and business, retail, community and leisure floorspace development completed. It assesses progress against the following relevant parts of the Core Strategy:

Strategic objectives	CSO2: Housing provision and distribution CSO3: Local housing need CSO4: Economic activity and local businesses
Core strategy policies	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

2.1 Providing New Housing

2.1.1 Amount of New Housing

New dwelling completions fell from 1895 in 2012-13 to 815 in 2013-14

An additional 842 new dwellings were completed in the borough during 2013-14. This involved the loss of 90 existing dwellings, which gives a net increase of 752 dwellings. All were self-contained dwellings¹².

The 752 net increase was only 42% of the 1,895 achieved in 2012-13, and only 68% of the current London Plan target of 1,105 dwellings per year. In contrast last year's record number of completions *exceeded* the London Plan target by 71%.

The main reason for this major variation in completions is the phasing of the large developments which are the main source of new dwellings in the borough. For practical and marketing reasons, the completion of the dwellings in large developments occurs in phases. There is a number of large housing projects in the borough in which phases were completed in 2012-13, and the developers concerned are now proceeding with the next stages, with completions scheduled to occur in 2014-15, which should bring the overall number for dwelling completions next year back in line with or close the London Plan target.

Table 2.1 (page 28) show the large numbers of new dwellings arising from a small number of large, phased projects during 2013-14: 648 of 752 (86%).

The 2014 draft Further Alterations to the London Plan envisage increased dwelling construction targets across Greater London, with the annualised target for Lewisham borough expected to increase from the current 1105 to 1385, which equates to a 25% increase. The Further Alterations were consulted on then subject to examination in public in September 2014. The date of the inspector's report is not yet known.

The data for dwelling completions in the borough and the associated London Plan targets over the last ten years are set out in Figure 2.1.



Former United Dairies site, Barings Road Grove Park

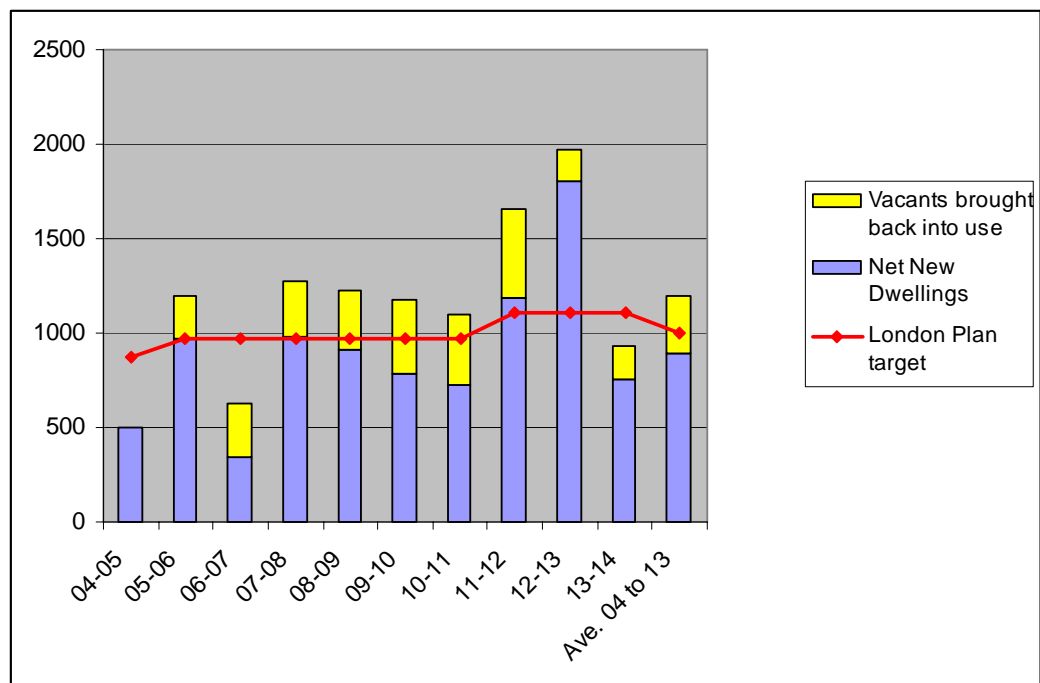


Figure 2.1: New dwellings and vacant dwellings brought back into use 2004-05 to 2013-14

Source: LDD

2.1.2 Distribution of New Housing

New housing continues to be concentrated in the north of the borough

The majority of the 842 dwellings completed during 2013-14 were concentrated in the north of the borough, in the wards of Lewisham Central (25%), Brockley (20%) and Telegraph Hill (13%) (see Figure 2.2). However there was a considerable degree of building activity concentrated in Grove Park ward, which saw 9% of the completions. This geographical distribution is different to that in 2012-13, where phases in major projects in Evelyn, Blackheath and New Cross wards were completed, making them the location of most new housing – along with Lewisham Central ward, where major development continues.

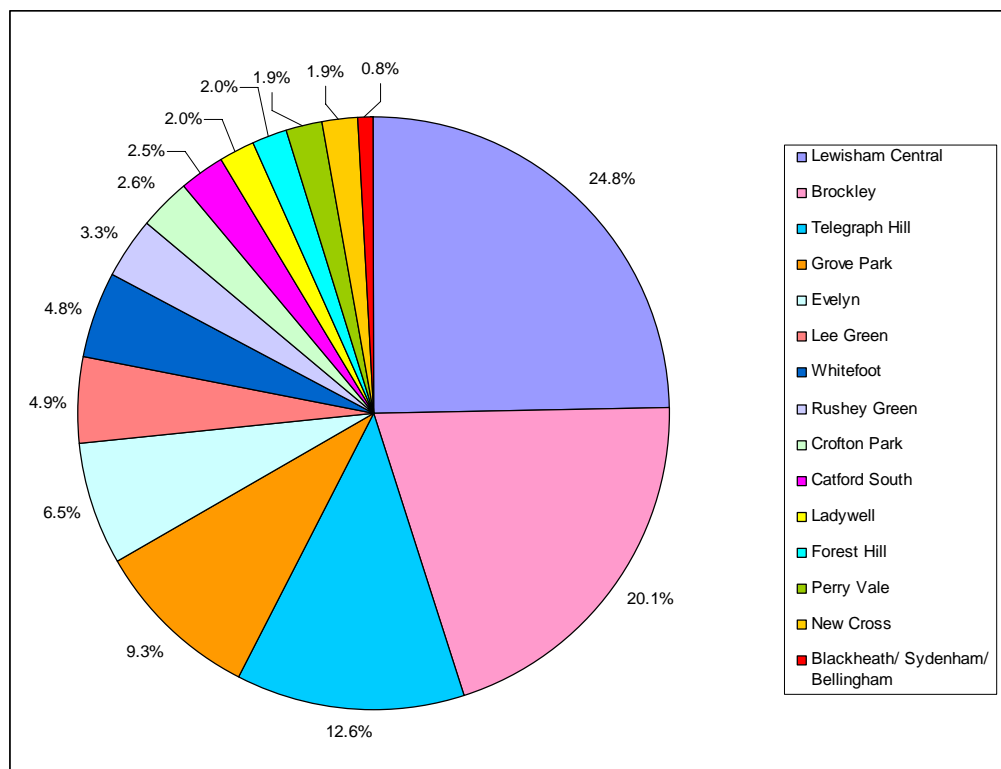


Figure 2.2: Distribution of housing completions by ward 2013-14

Source: LDD

Some 39% of new dwellings were built in the four wards located in the Growth and Regeneration Areas designated by the Core Strategy – Evelyn, New Cross, Lewisham Central and Rushey Green. This is a key part of the rejuvenation of these areas. The regeneration of these areas is occurring largely through redevelopment to mixed use (mostly housing) of a small number of large brownfield sites, and it is usual in this type of redevelopment, given the numbers of new dwellings they provide, that the housing is completed in phases. The progress of the housing trajectory at Appendix 4 provides information on projected completion years for future phases of these sites.

These figures demonstrate the geographical concentration of the new housing being provided in the borough. The ward map at Appendix 2 shows the locations of the wards where most of the completions during 2013-14 occurred.

Notwithstanding the redevelopment occurring in the regeneration areas, nearly half the new housing in the borough was completed in just two wards: Lewisham Central and Brockley. No new housing was constructed in Downham ward this year, and Bellingham, Blackheath and Sydenham wards together accommodated less than 1% of the new housing.

2.1.3 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 2.3 shows that 67% of the net dwellings completed were concentrated on major sites, of which there were seven. 11% were developed on large sites, of which there were three. Small sites represent the most numerous type of site but provide 22% of the net new homes. Table 2.1 contains details of these sites.

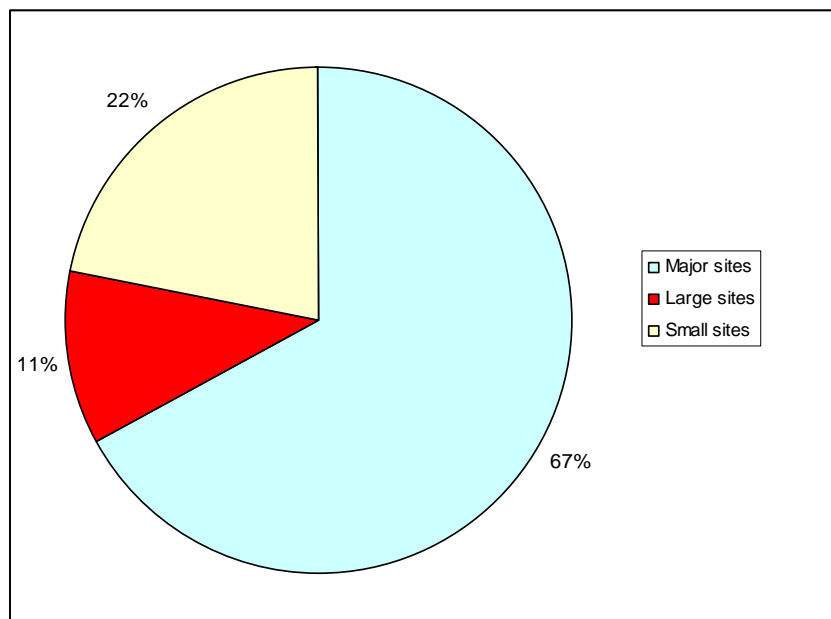


Figure 2.3: Housing completions by size of site 2013-14

Source: LDD

2.1.4 Types of New Housing

Most new dwellings are flats

A variety of choice, in terms of type and size of accommodation reflecting local need, is an important element of the housing supply. To gain an idea of the supply of new dwellings provided during 2013-14, the form, construction and size of the gross units that have been built are discussed below.

Although new dwellings completed in 2013-14 were overwhelmingly (86%) in the form of flats/maisonettes, figure 2.4 shows that only 7% were in the form of houses. These figures are similar to 2012-13, when 91% of new dwellings were

flats and 7% were houses. Live/work units and studio/bedsits represent only a small proportion of the overall supply of new dwellings.

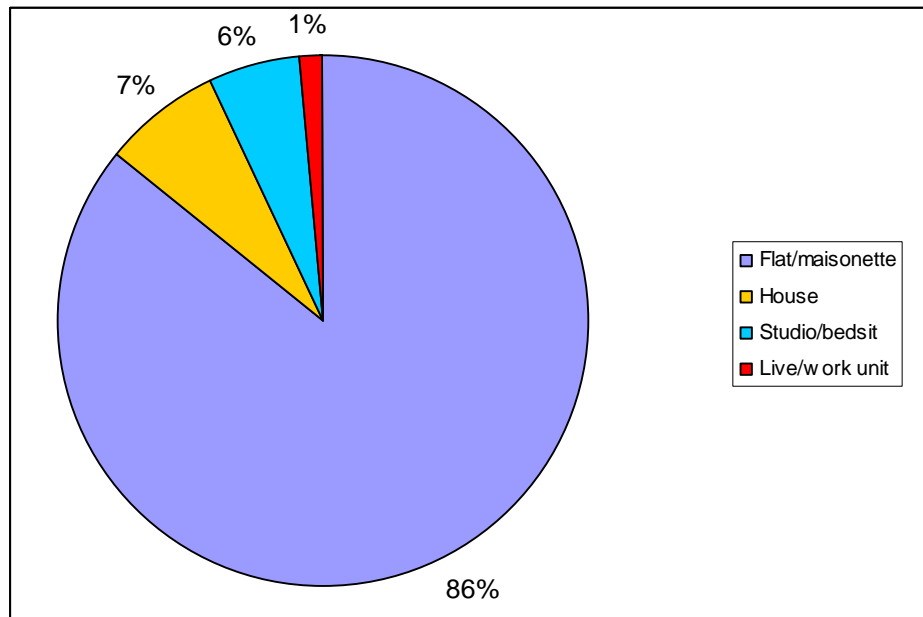


Figure 2.4: Housing completions by type of dwelling 2013-14

Source: LDD

Purpose-built development provides most of the new dwellings in the borough

80% of new dwellings were in new, purpose built development, similar to the 82% last year. However a significant amount of housing has also been created through existing buildings being converted and extended (10%) or experiencing a change of use (8%). These proportions are virtually unchanged from last year, and this suggests that these sources of additional dwellings may be likely to continue to provide a proportion of the new dwellings in the borough.

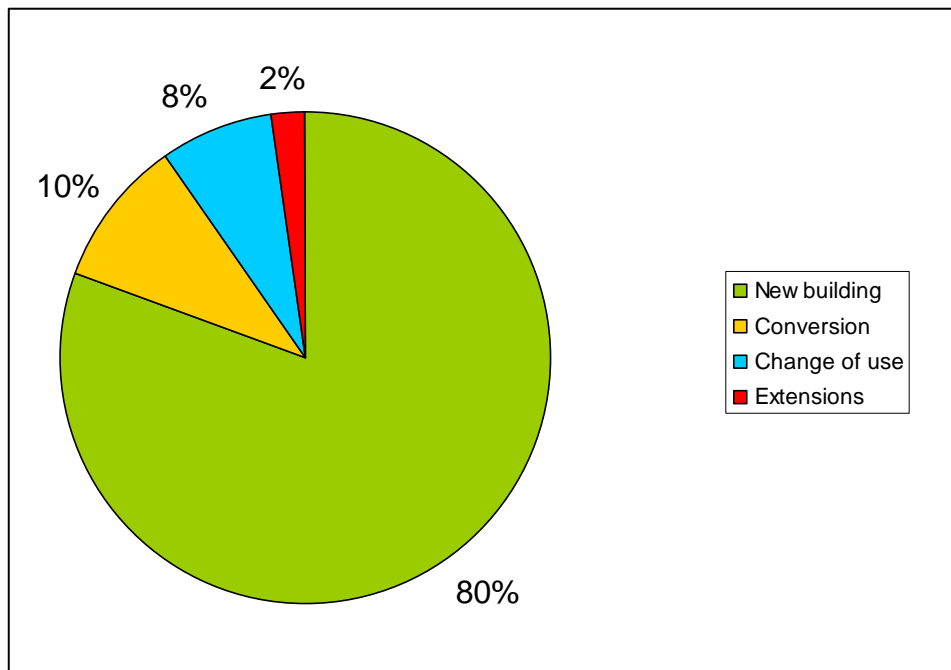


Figure 2.5: Sources of new dwellings 2013-14

Source: LDD

The proportion of new two-bedroom dwellings increased

Figure 2.6 shows the number of dwellings completed by number of bedrooms³ in 2013-14. Unlike last year, where the highest proportion (45%) of dwellings were one-bedroom, in 2013-14 this fell to 34%, while the proportion of two-bedroom dwellings rose from 38% to 50%. There was a slight decrease in the proportion of three-bedroom dwellings completed, from 17% to 13%.

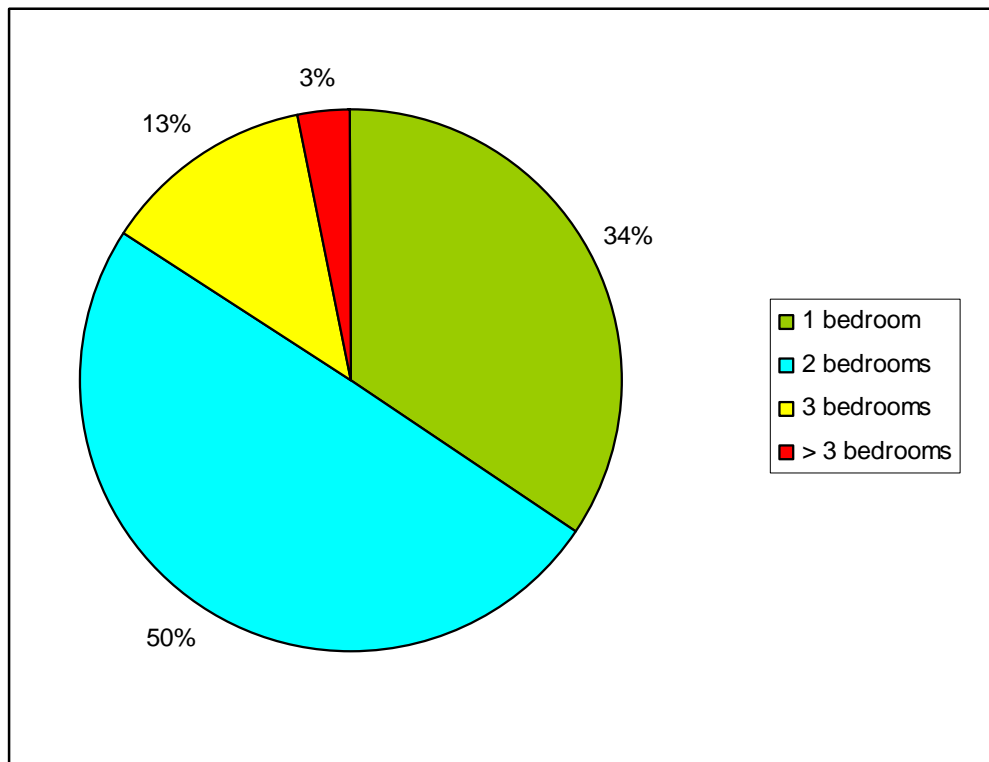


Figure 2.6: Dwelling completions by number of bedrooms 2013-14

Source: LDD

2.1.5 New Housing Summary

Six of the eight major or large sites under development during the year were completed

To summarise, Table 2.1 provides details of each of the major and large sites above 10 units, where housing was completed during 2013-14. In total these comprise 648 dwellings, or 87% of the 752 completions. There is a number of points to highlight regarding these sites:

- 97% of these dwellings are on sites that provide for a mix of uses, not just housing, thereby helping to create sustainable communities.
- 69% of the net major and large site completions are on just two sites, the Seagers Building site in Deptford and the Loampit Vale site in Lewisham.
- Unlike last year, when 25% of the major and large site completions were on social housing estates, none of this year’s completions are located on these estates. As discussed elsewhere in the report, this is related to the timing of the completion of phases of major projects.

In the case of six of the eight major and large sites on which dwellings were completed during the year, these completions marked the overall completion of the schemes. Last year there were twenty large or major schemes completed. The other two major sites, at Loampit Vale Lewisham and Marine Wharf West in

Plough Way Deptford, are still in development. Further to the 174 dwellings completed in the Loampit Vale project during the year, another 195 are forecast to be completed in the next two years. At Marine Wharf West, a further 382 dwellings are forecast for completion by 2017-18. Elsewhere on the Plough Way strategic site, a further 859 dwellings are forecast to be completed by 2022-23.



Part of the regeneration of the Heathside and Lethbridge estates, Lewisham, containing private and affordable housing

Site name	Ward	Site description	Net units completed in 2013-14	Has the site been completed?
Major sites				
Seager Building	Brockley	In district centre; mixed use scheme	273	Yes
Loampit Vale, south side east & west Elmira Street	Lewisham Central	In town centre; mixed use scheme	174	No. A further 195 units are due to be completed by 2015-16 and a further 765 units are anticipated on associated sites east and west of Jerrard Street.
Marine Wharf West, Plough Way	Evelyn	Strategic site; mixed use scheme	53	No. Remainder of site (382 units) is due to be completed by 2017-18. A further 859 units are due to be completed on the Plough Way strategic site by 2022-23.
9 Staplehurst Road	Lee Green	Mixed use scheme	51	Yes
TOTAL:			551	
Large sites				
Martins Yard, 82a Endwell Road	Telegraph Hill	Mixed use scheme	47	Yes
5 St Norbert Road	Telegraph Hill	Housing scheme	32	Yes
Land to east of Fishers Court, Besson Street	Telegraph Hill	Housing scheme	12	Yes
34 Bromley Road	Rushey Green	Residential care group home with non-self contained units	6	Yes
TOTAL:			97	
TOTAL ALL:			648	

Table 2.1: Summary of housing sites (sites above 10 dwellings)

Source: LDD

2.1.6 Amount of New Affordable Housing

Data reconciliation for affordable housing completion databases

The development data which form the basis of annual monitoring reports are taken from the GLA's London Development Database (LDD). The Council, like other Greater London boroughs, is responsible for entering the data relating to approvals, commencement of construction and completions of most development into the LDD, and for reporting changes of floorspace use. The accuracy and thus usability of the data in the LDD is determined almost entirely by the accuracy and completeness of the data the Council enters into it.

Based on a general knowledge of current development activity in the borough, the numbers of dwelling completions extracted from the LDD for this year's annual monitoring report do not appear to provide the complete picture, in particular in relation to affordable housing completions. It would appear that this is likely due to data entry problems.

Notwithstanding the understandable smaller number of overall dwelling completions in 2013-14, following the record number of completions in 2012-13, a number of major projects are now proceeding to next phases, which will result in larger numbers of completions in 2014-15 and subsequent years (discussed in section 2.1.1).

The LDD affordable housing numbers have been checked against the GLA's affordable housing database, separate to the LDD, and with the 2013-14 returns from the social housing providers (registered social landlords – RSLs) which operate in Lewisham borough. As opposed to the 194 affordable housing completions in the LDD, the GLA's affordable housing database shows 222 completions, and the providers' returns give a number of 224.

The GLA affordable housing database is based on stages of the development process and therefore identifies project phases (and the associated dwelling numbers) actually completed during the year, but the RSLs' returns only enumerate the additions to their stocks of assets. These could therefore be through purchase of dwellings completed prior to 2013-14, or purchased on the open market rather than at reduced rates through section 106 agreements, which are the only affordable housing units recorded in the LDD.

The discrepancy of two dwellings between GLA and the RSLs appears to be accounted for by the timing of completion of two shared ownership units in the regeneration of the Heathside and Lethbridge estates. As the GLA completion date for these two are shown as occurring within the 2013-14 financial year, they have been included and the accepted total affordable housing completions is taken as being 224.

However most of the analysis in this section is based on the 194 completions in the LDD, as these entries contain data on dwelling type, number of bedrooms and the like. This allows dissection and analysis, whereas other than tenure type, the GLA and RSL returns databases only provide total of completions.

Affordable housing numbers are lower than previous years

Section 2.1.1 highlighted that housing affordability is a major issue in the borough. 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. To gain an idea of how much affordable housing has been provided, the amount of net affordable housing completions and their geographical spread across the borough are considered below.

224 new affordable dwellings^{iv} were completed in 2013-14, either as part of mixed tenure developments, or by RSLs undertaking their own developments. The provision of affordable housing in 2013-14 was considerably lower than recent years, as shown in Figure 2.7. Affordable housing represents 30% of the dwellings that were completed during 2013-14, so it was well below the Council's target of 50% of new dwellings being affordable housing.

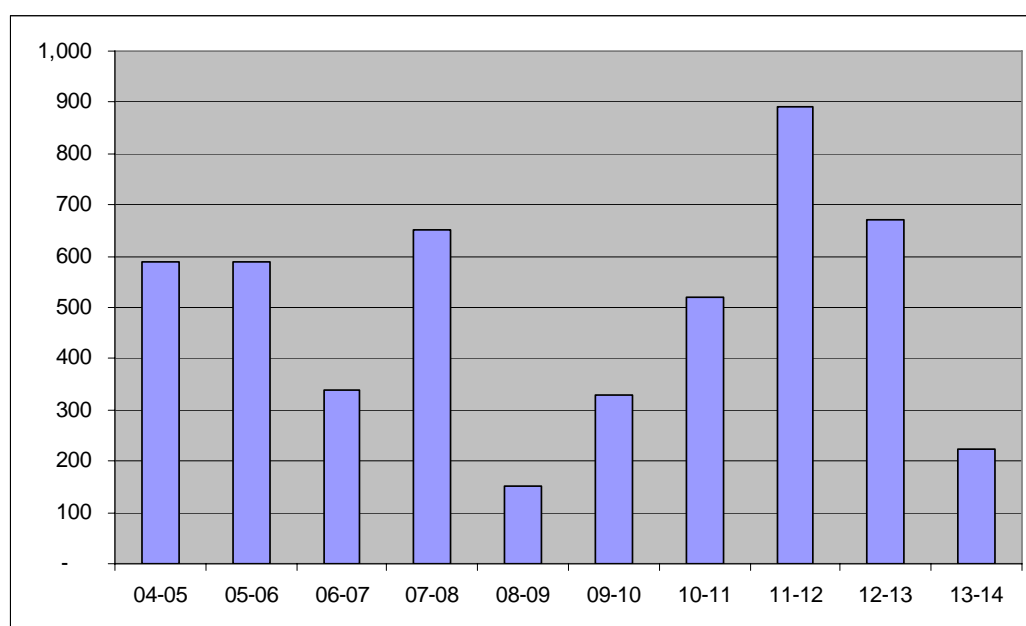


Figure 2.7: Affordable housing completions 2004-05 to 2013-14

Source: LDD

2.1.7 Distribution of New Affordable Housing

Affordable housing is concentrated in the north and central parts of the borough

The affordable housing completed in 2013-14 was not equally spread across the borough. Of the 18 wards, no new affordable housing was completed during the year in 12. Unlike in 2012-13, there was a concentration of provision of affordable housing in the southern part of the borough – over a third of the new affordable housing was achieved in Grove Park ward alone, and along with a further 18% in Whitefoot ward, over half the new provision was in these two wards. Almost another third of the new affordable housing occurred in Telegraph Hill ward. The remaining 13% was developed in another three wards.

These figures must be seen in the light of the availability of housing development sites (nearly all are brownfield), the localised need for additional housing, resources available to finance the rate at which new affordable housing is provided, the order of priority of providing this housing, and site-specific constraints which can delay development of some sites and thereby delay the

provision of new affordable housing on those sites.

The pattern of new affordable housing development is at odds with the broad pattern seen by completions in general, as the affordable housing was not concentrated in the regeneration and growth areas. This is largely because the 38% which occurred in Grove Park ward was the 75 affordable housing dwellings which occurred as part of the redevelopment of the United Dairies site in Barings Rd Grove Park.

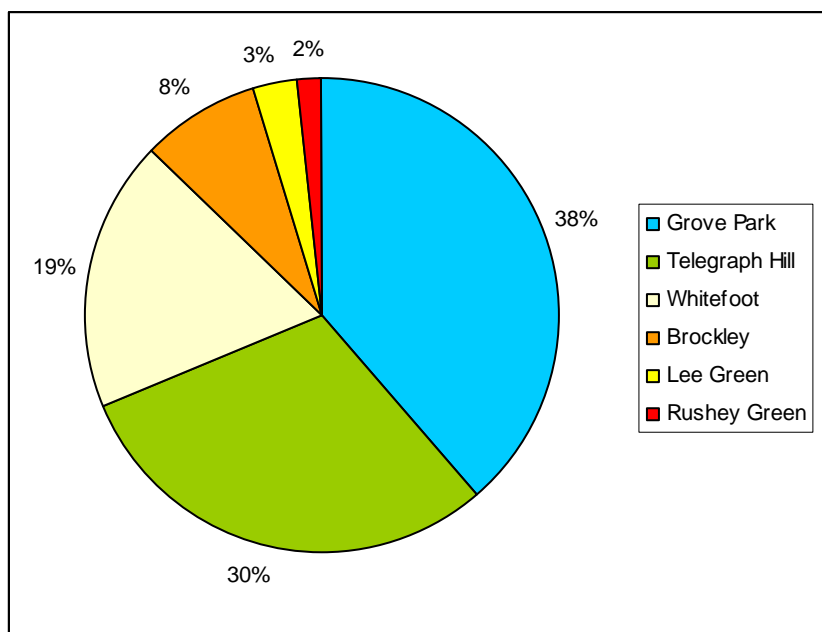


Figure 2.8: Distribution of affordable housing units by ward 2013-14

Source: LDD

2.1.8 Type of sites where New Affordable Housing has been Provided

On sites providing a mix of tenures, 32% was affordable housing

Of the eight projects completed during the year which contained an element of affordable housing, four provided only affordable housing.

32% of affordable dwellings were on sites consisting of 100% affordable housing, with a further 36 affordable dwellings being completed on a site of 39 dwellings (ie 92% affordable). This is similar to last year's number of 34% of the affordable housing being built on mixed-tenure sites.

All the affordable housing completed was in projects where a housing association was the developer. There were eight such projects in 2013-14.

There was very little evidence in this year's completions of the trend of recent years whereby housing associations develop and sell housing on the open market, in order to generate income to cross-subsidise affordable housing development. However this trend is expected to emerge again next year.

2.1.9 Types of New Affordable Housing

Half the new affordable dwellings were affordable rent

Reflecting major changes over the last few years in almost every aspect of affordable housing provision and tenure, only 20% of the new affordable dwellings completed in 2013-14 in Lewisham borough were tenanted as social rent. By contrast, 27% were provided to occupants as affordable rent, 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, no affordable rents have been granted at more than 60% of market rent, because of high London rent levels.

27% 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%, or outright ownership.

The social rent:intermediate ratio of the dwellings completed during the year was 73:27, which is slightly over the target ratio of 70:30.

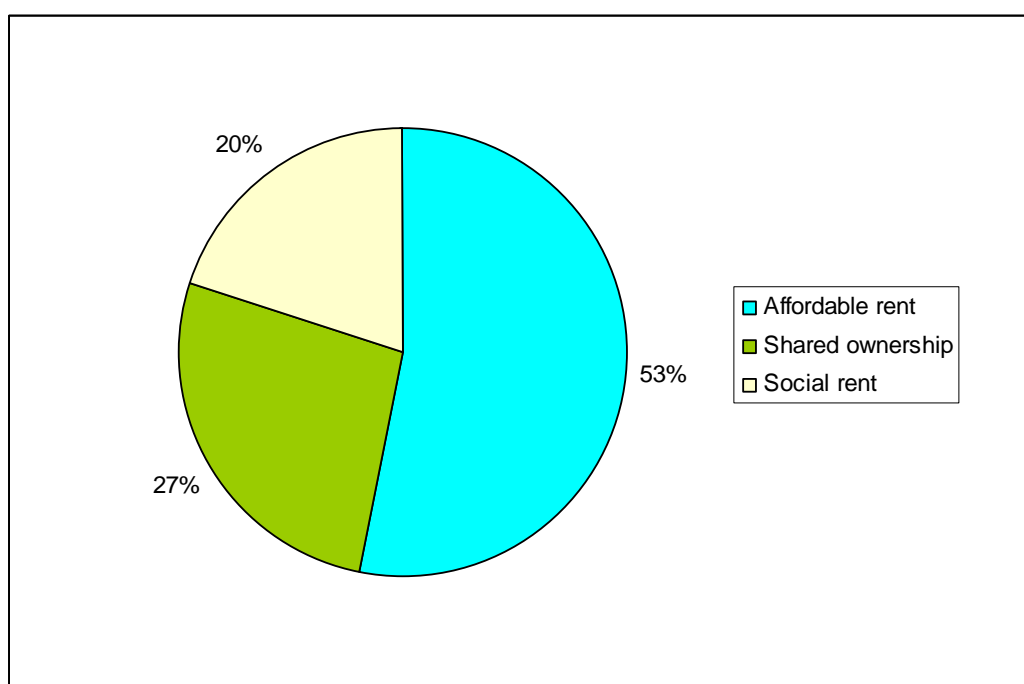


Figure 2.9: distribution of types of tenures of new affordable housing 2013-14

Source: RSL 2013-14 returns

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 over half of the supply of affordable units provided as 2-bedroom units. 21% of the completions were 1-bedroom dwellings, while the remainder were three- or four-bedroom dwellings.

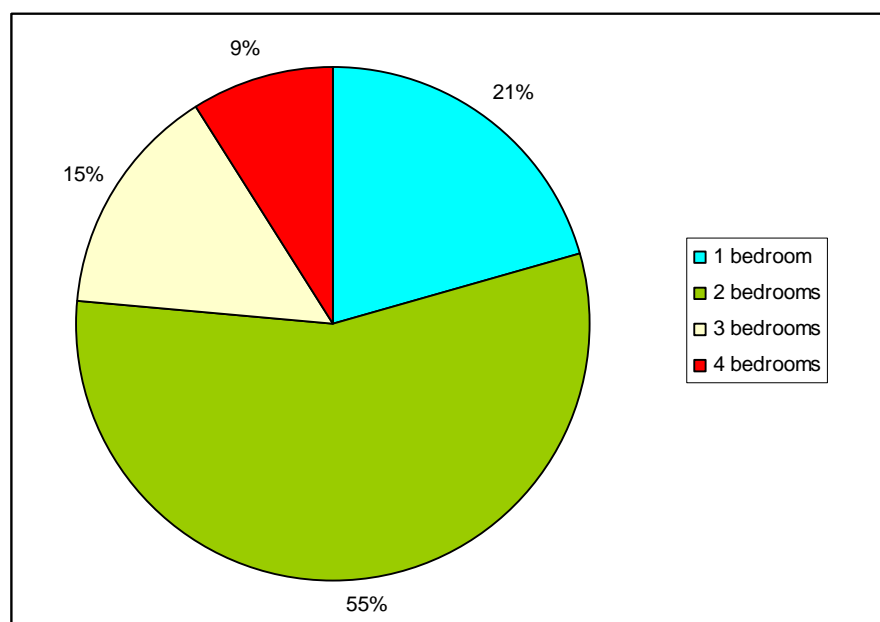


Figure 2.10: Sizes of new affordable dwelling by bedroom size 2013-14

Source: LDD

New affordable housing was all as flats

Other than one one-bedroom house and one two-bedroom house, all the affordable housing completed in 2013-14 was built as flats or maisonettes, notwithstanding the range of dwelling sizes shown in figure 2.11 above. This is due in large part to the economies of scale of construction, maintenance and management of the dwelling stock of the housing providers which can be achieved with larger numbers of identical dwellings and at the same location.

2.1.10 New Affordable Housing Summary

Major increase in affordable rent dwellings

Table 2.2 provides an overview of the housing completions since 2005-06. The supply of affordable housing completions since 2005-06 now totals 2,872. 2013-14 was only the second year of affordable rent social housing, and the number of these was considerably higher than in 2012-13. Social rent completions dropped markedly, partly as the move encouraged by the Government from social to affordable rents. Intermediate completions in 2013-14 were significantly lower. The target of the ratio between social rent (since 2012, social rent plus affordable rent) and intermediate is 66:33, but has fluctuated over the years since 2005-06 – see table 2.2.

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

Table 2.2: Net affordable housing completions 2005-06 to 2013-14

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

2.2 Non-Residential Development

2.2.1 Business Floorspace

There has been a further loss in business floorspace There has been an overall gain of 12,896 m² of non-residential floorspace during 2013-14 (37,111 m² completed, but 24,215 m² lost). Sections 2.2.1-2.2.4 consider each of the types of non-residential development in turn.

Table 2.3 shows net changes in the 'B' group of use classes – business floorspace – during 2013-14, where there was a major loss of 14,411 m² of floorspace. Much of this can be attributed to redevelopment from business to residential uses, and there was little demolition of business premises for replacement by new business floorspace. This is notwithstanding the objective of the Core Strategy, which seeks the reconfiguration of some of the existing employment floorspace to make way for more modern, appropriate employment space as well as for mixed use schemes.

In reading these figures, it must be remembered that the numbers only relate to sites where there was change, and beyond these sites there were no changes, so that the majority of sites in the borough which hold non-residential floorspace experienced no change.

Use Class	Existing at 1/4/2013 (m ²)	Change (m ²)	Resulting Floorspace (m ²)
B1	9432	-4992	4440
B1A	2189	2251	4440
B1B	0	0	0
B1C	7243	-7243	0
B2	921	-921	0
B8	3506	-3506	0
TOTAL:	23291	-14411	8880

Table 2.3:
Change in
business
floorspace during
2013-14

Source: LDD

On ten sites B1 floorspace disappeared Table 2.3 above shows how overall the B1 uses – ie B1a, B1b and B1c – suffered a net reduction of over half on the sites where there was a change in B1 floorspace, from 9432 m² to 4440 m². The losses included 6,379 m² at the Seager Building in Deptford, which is a major redevelopment site where the final 273 dwellings were completed this year (see Table 2.2). It can be seen that all the B1c uses were lost on the sites where there was change. However, B1a uses more than doubled from 2189 m² to 4440 m², which partly offset the loss at the Seagers site. There was a loss of 921 m² of B2 at 3 St Norbert Rd Brockley, and seven sites where all the B8 uses disappeared, including 2700 m² at 9 Staplehurst Rd Hither Green.

Small areas of new B1 floorspace came into use at 308 Brockley Rd and 9 Staplehurst Rd, and there was an increase from 472 m² to 2,411 m² at the

Martins Yard project in Endwell Rd, also in Brockley. An additional 1,105 m² was achieved at 355-357 Bromley Rd Catford.

No major B1 developments in 2013-14

As in 2012-13, there were no B1 developments of more than 2,800 m² and therefore the Council's policy of locating such developments within the Lewisham or Catford town centres was not applicable.

Site	Net B use classes floorspace lost	Replaced by
166 Gilmore Rd Lewisham	613 m ² of B1a	5 dwellings (C3)
4-14 Barmeston Road Catford	305 m ² of B1a	2 dwellings (C3)
441 New Cross Rd new Cross	252 m ² of B1a	4 dwellings (C3)
Seagers Brookmill Rd Deptford	6,379 m ² of B1c	273 dwellings (C3)
29 Dermody Rd Lewisham	746 m ² of B1c	90 m ² 3 business units (B1), and 6 dwellings (C3)
5 St Norbert Rd Brockley	921 m ² of B2	32 dwellings (C3)
11 Perry Vale Forest Hill	113 m ² of B8	1 dwelling (C3)
1-2 Patrol Place Catford	136 m ² of B8	3 dwellings (C3)
Martins Yard, Endwell Road Brockley	342 m ² of B8	2883 m ² of B1 and 47 dwellings (C3)
9 Staplehurst Rd Hither Green	2,700 m ² of B8	Café/bar (A3) retail (A1/A2), commercial floorspace (B1) and 51 dwellings (C3)

Table 2.4: Net losses in business floorspace in 2013-14

Source: LDD

Other minor losses totalled 547 m² of B1a, 118 m² of B1c, 921 m² of B2 and 215 m² of B8 (total 1801 m²).

There were no changes to B1b (research and development) floorspace in the borough during the year, and three sites where the B1c (Light industry appropriate in a residential area) floorspace was demolished or converted to other uses.

As can be seen in table 2.4, the trend of demolishing business floorspace to build new dwellings, often incorporating other uses, continued during 2013-14. However, none of the larger losses of business floorspace were located within defined employment areas.

2.2.2 Retail Floorspace

There was a net increase in retail floorspace during the year Table 2.5 shows the net changes that took place in retail floorspace during 2013-14. Completed development resulted in a net gain of 15,035 m² of retail floorspace, with increases in A1, A2, A3 and A5 uses and losses in A4 uses. This pattern is similar to 2012-13.

The main increase was the 13,413 m² of additional retail floorspace as part of the development of the site of the former Bell Green gasworks, while the major decrease was the loss of 2,175 m² of A4 floorspace at the site of the Green Man public house in Grove Park.

As with commercial floorspace, it must be borne in mind that the numbers in table 2.5 relate only to sites where there have been changes in retail floorspace, so that the existing floor areas for each of the use classes shown in the table do not include the majority of the borough's retail floorspace.

Use Class	Existing (m ²)	Change (m ²)	Resulting Floorspace (m ²)
A1 (shops)	1,258	+13,413	+14,671
A2 (services)	49	-21	+70
A3 (restaurants)	258	+36	+294
A4 (pubs & bars)	2,415	-2,415	0
A5 (takeaways)	109	-109	0
TOTAL:	4,089	+10,946	+15,035

Table 2.5:
Change in retail floorspace during 2013-14

Source: LDD

Table 2.6 lists main losses in retail floorspace in 2013-14. In addition to these there was 603 m² lost from fourteen smaller schemes, mostly to residential.

Site	Net A use classes floorspace lost	Replaced by
Green Man public house, 355-357 Bromley Rd Bellingham	2,175 m ² of A4	2282 m ² of community facilities and office
243 Lewisham Way New Cross	510 m ² of A1	Residential units
1 Mantle Rd Brockley	185 m ² of A1	Residential units
55-59 Honor Oak Park Honor Oak	202 m ² of A1/ 125 m ² of A3	Residential units
159-161 New Cross Rd New Cross	187 m ² of A1	Residential units
30-32 Catford Hill Catford	150 m ² of A3	Residential units

Table 2.6: Main losses in retail floorspace in 2013-14

Source: LDD

Conversion of poorly-performing small scale retail to residential

The trend noted in last year’s AMR of conversion of retail floorspace to residential mixed uses continued. However, of these conversions, only the site at 159-161 New Cross Road was in a district or town centre. Most of these sites are in small, undesignated centres which are performing very poorly or have altogether failed, so that residential use is a more profitable use than retail.

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 use floorspace during 2013-14. Completed development has resulted in a total net increase of 13,907 m² of D1 and D2 floorspace. The target of seeking no loss of community facilities has therefore been met.

Use Class	Existing (m ²)	Change (m ²)	Resulting Floorspace (m ²)
D1 (social, health & cultural facilities)	4,178	+12,793	+16,971
D2 (assembly & amusements)	1,154	-515	+639
TOTAL:	5,332	+12,278	+17,610

Table 2.7: Changes in D1 & D2 floorspace in 2013-14

Source: LDD

Minor changes in leisure and community floorspace

The increase of 16,971 m² in D1 floorspace was due mainly to the expansion of four schools (Brockley Primary, Turner Primary, Torridon Junior and Hilly Fields College) to provide increased accommodation. This continues last year’s trend.

The change in D2 floorspace arose mostly from changes of use, with one demolition.



Model of Brockley Primary School upgrade

Site	Net D use classes floorspace lost	Replaced by
33 Campshill Road Lewisham	125 m ² of D1	Residential (eight dwellings) (C3)
Torridon Junior and Infants School, Hazelbank Road Bellingham	525 m ² of D1	Replacement school buildings (D1)
Hilly Fields College, Adelaide Avenue Brockley	1000 m ² of D1	Replacement school buildings (D1)
Brockley Primary School Brockley Road Brockley	2528 m ² of D1	Replacement school buildings (D1)
Park Hall (former gymnasium), Sydenham Park	494 m ² of D2	Day nursery (D1)
1st Floor, 75a Rushey Green Catford	660 m ² of D2	Place of Worship (D1)

Table 2.8:
Losses in D1 &
D2 floorspace in
2013-14

Source: LDD

2.2.4 Other Floorspace

The only other development during 2013-14 that resulted in a loss, gain or change of floorspace was the conversion of a children's home (C2) to self-contained dwellings (C3).

¹ Taken from the London Development Database 23 October 2014

² 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.

³ 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 anticipated in 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 also provides an overview of the housing land supply, based on a 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 2013-14

Chapter 2 described the development completed during 2013-14. The development anticipated to arise from the approvals made during 2013-14 is discussed in this chapter.

3.1.1 Residential Development

- 676 net new dwellings were approved during 2013-14**
- During 2013-14, 676 net residential units were approved for completion in the future, of which:
- 399 net units will be developed on 3 major sites (sites holding 50 or more dwellings) at Lewisham Gateway and at the Faircharm trading estate and 120 Tanner's Hill sites in Deptford.
 - 88 net units will be developed on 3 large sites (sites holding between 10

and 49 dwellings) at 165 Wells Park Road, 180 Brockley Road and Independents Day Centre.

- 174 net units will be developed on 83 small sites (less than 10 dwellings).
- 21 net units will be developed at Deptford Reach Centre at Speedwell Street, for non self-contained hostel bedrooms.
- There will be a net loss of six dwellings on six small sites, and two schemes will provide the same number of replacement dwellings as are presently on those sites.
- The majority (87%) of the dwellings granted permission are new build units, compared to new dwellings arising from existing buildings that will be converted (5%), extended (1%) or subject to change of use (7%).
- The approved housing supply will predominantly be clustered in the wards of Lewisham Central (33%), New Cross (20%), Brockley (14%) and Sydenham (14%).

3.1.2 Non-Residential Development

Approvals in 2013-14 will result in a net loss of non-residential floorspace

Table 3.1 shows the losses and gains of non-residential development that will arise from developments approved during 2013-14. The total net change in 2013-14 of non-residential floorspace was a loss of 7,222 m².

The major changes were losses in all the employment use classes (offices, factories and warehouses), and increases in the D use classes (non-residential institutions, leisure and assembly).

The biggest single change was a loss of 9,424 m² of B2 (general industrial) floorspace. There was also considerable losses of B1 and B8 floorspace, and the losses in the B classes account for 97% of the losses. However there were considerable gains in the D use classes – they accounted for 94% of the floorspace gains during the year.

It must be remembered that the figures discussed in this section relate to developments that were **approved** during the year, whereas the figures discussed in section 2.2 are for developments which were **completed** during the year.

Use Class	Change (m ²)
A1	-299
A2	213
A3	273
A4	-255
A5	0
B1	-2,339
B2	-9,424
B8	-5,511
C2	7
D1	7,421
D2	2,544
SG	148
Total gains:	10,606
Total losses:	17,828
Net change:	-7,222

Table 3.1: Net changes in non-residential floorspace approvals 2013-14

Source: LDD

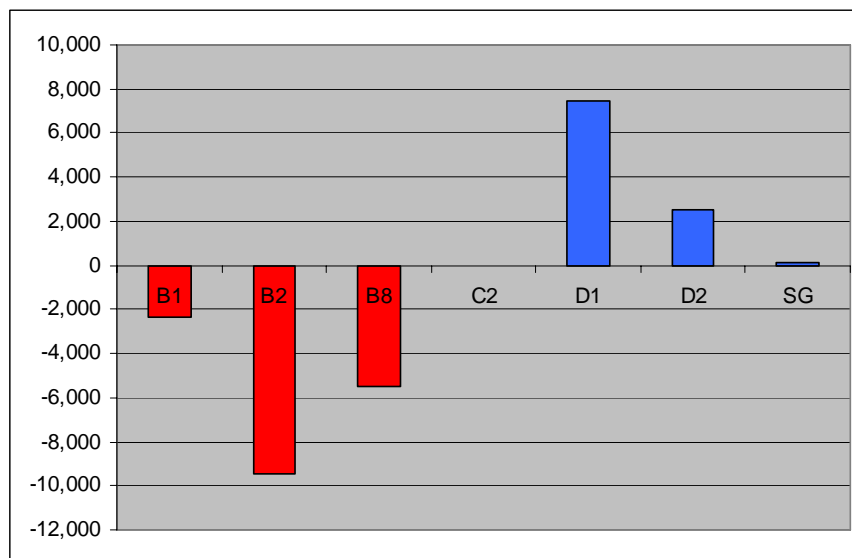


Figure 3.1: Changes in non-residential floorspace approvals by use class 2013-14

Source: LDD

3.1.3 Prior Approvals

To date there are 27 prior approval schemes for converting offices to dwellings

The Government has made changes to the General Permitted Development Order for houses, schools, commercial and industrial sites, with effect from 30 May 2013. This change removes the need for planning permission for some changes of use on these sites. However changes of use require a 'prior approval' from the local planning authority.

One form of such development is conversion of office floorspace to residential use. The Government states that the purpose of this amendment to the general permitted development order is to remove bureaucratic obstacles to development ie the ability to prevent adverse development. This section deals with conversion of office floorspace to residential use.

As the system of prior approvals commenced on 30 May 2013, the data below are for proposals submitted to the Council between 30 May 2013 and 31 March 2014. They related to a total floorspace of 12,513 m², and were for a total of 192 dwellings, giving an average dwelling size of 65.2 m².

Further analysis shows the following ranges of average dwelling sizes from these proposals.

Average size per dwelling (m ²)	No of Schemes
<40	7
40-75	13
75-100	10
100-150	7
>150	3

Table 3.2:
Average dwelling size by number of schemes

Source: Lewisham Council Development Management

At this size, it can be inferred that most of these proposals are for the middle to upper end of the housing market, given the average floor size of the dwellings.

The Council was notified of a total of 27 such conversions up to 31 March 2014. Four were withdrawn and so are not included in the analysis below. Six of the proposals are located in the regeneration and growth areas of Lewisham, Catford and New Cross.

Table 3.3: Basic statistics for prior approval office space conversions to residential

Total floorspace of conversions (m ²)	12,513
Proposed dwellings	192
Average floorspace per dwelling (m ²)	65.2

Source: Lewisham Council Development Management

Most schemes propose flats

Because of the nature of the construction of most office space, it is only physically possible to convert it to flats. As shown in Table 3.4, 19 of the 23 prior approval schemes for office floorspace are for conversion to flats.

Table 3.4:
Conversion proposals by type of proposed dwellings

Dwelling type	No. of proposals
Flat, Apartment or Maisonette	19
House or Bungalow	1
Studio or s/c Bedsit	3
TOTAL:	23

Source: Lewisham Council Development Management

The rationale for the introduction of this change to the general permitted development order was that London has an excessive amount of unused or under-used office space, in contrast to the continuing shortage of housing. It would therefore seem timely to amend the planning controls to facilitate the

conversion of surplus office floorspace to dwellings.

Nearly half the floorspace proposed for conversion is not vacant

However, analysis of the prior approval scheme during 2013-14 shows that whilst 61% of conversion schemes were for vacant office space, these only accounted for 36% of the floorspace involved, with occupied office floorspace making up nearly half the floorspace proposed for conversion.

This suggests that conversions without the controls afforded by the planning system to protect employment-providing floorspace uses and facilitating the redevelopment of *unused* floorspace are not producing an acceptable outcome.

Table 3.5:
Occupancy status of floorspace proposed for conversion

Occupancy status at time of proposal	No of Proposals	% of No. of Proposals	Floorspace lost (m ² GIA)	% of 2013-14 Conversions (% of m ²)
Occupied	5	21.7	6037	48.2
Part vacant	4	17.4	1978	15.8
Wholly vacant	14	60.9	4498	35.9
TOTAL:	23	100%	12513	100%

Source: Lewisham Council Development Management

One third of conversion offices was built as residential

The analysis of the impact of office to residential conversion included determining the purpose for which this floorspace was originally built. In terms of the number of proposals, there is a fairly even three-way split between proposals where the floorspace built as office, floorspace converted from residential use, and floorspace originally built for other uses.

However, analysis of the *amount* of floorspace being converted shows that 60% of it is purpose-built office accommodation. Only 32% relates to residential converted to offices use being returned to residential use.

Table 3.6:
Purpose for which proposed office space was built

Building Type	No of Proposals	% of No. of Proposals	Floorspace lost (m ² GIA)	% of 2013-14 Conversions (% of m ²)
Purpose-built office	9	39.1	7519	60.1
Office converted from residential	7	30.4	3977	31.8
Other	7	30.4	1017	8.1
TOTAL:	23	100	12513	100.0

Source: Lewisham Council Development Management

Half the conversions are pre-war buildings, but half the floor area was built 1970-2000

Nearly half the proposals involved conversion of floorspace built before the second world war, with another one third being for offices built after 2000. This suggests that in one area of the housing market, older buildings with little potential for a reasonable commercial return are being converted to housing, but these only represent 14% of the floorspace being converted. The data also suggest that recent office development will fetch a premium if converted to

residential, as nearly half was built in the period 1970-2000, and a further 13% since 2000.

Building Age	No of Proposals	% of No. of Proposals	Floorspace lost (m ² GIA)	% of 2013-14 Conversions (% of m ²)
Pre-war	11	47.8	1714	13.7
1945-1960s	2	8.7	3126	25.0
1970s-2000	3	13	6076	48.6
Post-2000	7	30.4	1597	12.8
TOTAL:	23	100	12513	100.0

Table 3.7: Age of floorspace proposed to be converted

Source: Lewisham Council Development Management

Three quarters of converted floorspace is in or on the edges of town centres

There is concern at the impact of the conversion of office uses to residential use in inappropriate locations due to potential adverse impact on the viability of commercial centres. Not surprisingly, given that office floorspace is concentrated in town centres, half the proposals and half the floorspace for conversion to residential were situated in the town centres.

However one proposal involves conversion of 3,000 m² of office floorspace in an industrial area (under the Local Employment Location designation) to residential. The site is opposite residential development and close to a recent development of flats, and so issues of future residents' health and amenity will probably not arise. However this scheme creates the potential for resident pressure curtailing or even driving out legitimate industrial activities. In addition, it undermines the statutory protection of scarce employment land which contributes to the economic wellbeing of the borough.

Location Type	No of Proposals	% of No. of Proposals	Floorspace to be lost (m ² GIA)	% of 2013-14 Conversions (% of m ²)
Town centre	11	47.8	6746	53.9
Edge of centre	8	34.8	2531	20.2
Industrial area	1	4.3	2994	23.9
Other	3	13.0	242	1.9
TOTAL:	23	100	12513	100.0

Table 3.8: Categories of locations of conversions

Source: Lewisham Council Development Management

3.2 Regeneration and Growth Areas

The regeneration and growth areas are the parts of the borough which are providing new housing and employment. Most of the sites are disused industrial sites, and most are located close to the Thames.

These sites were designated by the Core Strategy as strategic sites because of their individual and collective importance for regeneration in the borough. They are all currently either under redevelopment, or the planning is presently being undertaken for them. They are discussed below.

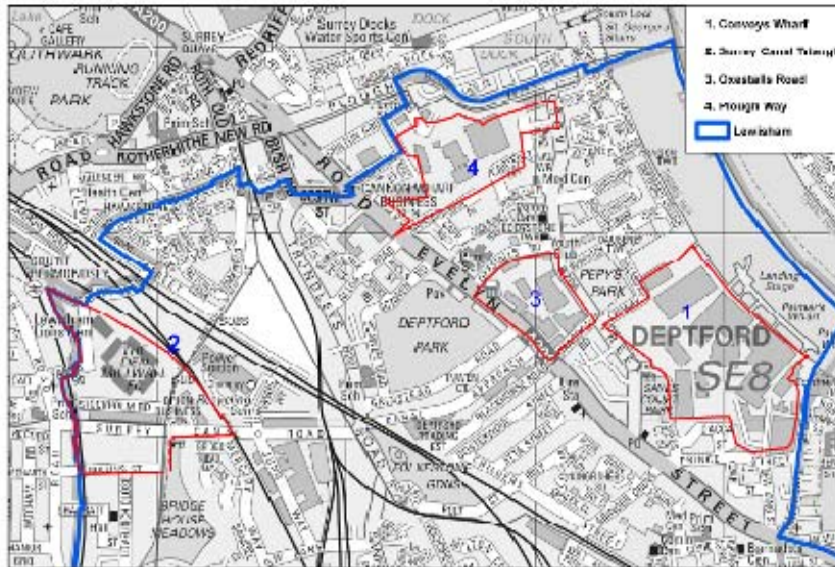


Figure 3.2:
Locations of
strategic sites in
Deptford & New
Cross

3.2.1 Convoys Wharf

Over 3,500 new dwellings and restoration of public access to the riverfront

The site covers 16 ha fronting the Thames in Deptford, and is the largest redevelopment site in the borough.

It is intended that redevelopment of this site will restore public access to a major part of the borough's Thames riverfront – for the first time in centuries, as it was traditionally given over to naval uses. Redevelopment will make a major contribution to meeting Deptford's need for new homes, jobs and amenities.

Plans submitted by Convoys Properties Limited in spring 2013 for the comprehensive redevelopment of the site include:

- up to approximately 3,500 new homes (over 500 of which would be affordable)
- space for shops, restaurants and cafes
- space allocated for a hotel
- public open spaces
- public transport improvements including a river bus service and new/diverted bus routes
- around 1,800 car parking spaces
- renovation of the Olympia Building, a Grade II listed warehouse
- three tall buildings (two of 38 storeys and one of 48 storeys).

In October 2013, the Mayor of London decided to take over and 'call in' the planning application, meaning that he – rather than the Council – would determine whether or not planning permission is granted.

Despite no longer being the determining authority, the Council was able to make representations to the Mayor of London about the scheme, and on 16 January 2014 the Council's Strategic Planning Committee considered the application in advance of the Mayor of London's decision. The purpose of this meeting was to confirm the Council's position on a range of issues, as well as highlighting those matters which remain outstanding. The Committee agreed that changes should be made to the planning application submitted by Hutchison Whampoa in order to take into account a range of factors:

- scale of building and the area's heritage
- Sayes Court Garden and The Lenox
- building in the scope for design flexibility, evolution and innovation
- transport issues
- community benefits.

In March 2014, the Mayor of London resolved to grant outline planning approval. As at November 2014 discussions regarding the scope of the section 106 agreement for the project are still underway. Once this is reached, reserved matters must be addressed before construction can commence, so it is not anticipated that construction will begin before 2016.



Diagrammatic view of North Deptford, showing strategic sites

3.2.2 Surrey Canal Triangle

**2,400 dwellings
and 1,500 jobs**

The plans for this site are designed to create a centre for sporting excellence, and to 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), improved connections and open spaces, and new community facilities.

The redevelopment of this strategic site includes the construction of a railway station on the East London Overground line adjacent to the site.

The complexity of the land ownership pattern on this site, and the critical importance its redevelopment plays in the future of the borough, means that acquisition of some privately-owned sites will be needed in order for orderly, rational redevelopment of the site to occur.

The start date for the first phase of this project depends on resolution of the issue of the fragmentation of the ownership of the site, and the applicant is yet to lodge an application responding to the reserved matters arising from approval of the initial application.

3.2.3 Oxestalls Road

**905 dwellings,
up to 750 jobs
and new public
open space**

The permission to redevelop this site – as ‘The Wharves’ – was granted in 2012. The site was subsequently sold, and it is understood that the new owner is intending to lodge an application in 2015 to modify the terms of the permission.

Although outside the period covered by this report, the owner began community consultation in November 2014 in relation to the envisaged changes to the design. Comments made will help inform the potential changes to the design.

The approved scheme allows 905 dwellings, new commercial or office space for between 550 and 750 jobs, and a doctor’s surgery and a police facility. The heights of the approved buildings range from 4 to 18 storeys.

Part of this site is used as a scrap yard, which has been the source of complaints from local residents and the subject of enforcement action by both the Council and the Environment Agency. The development will therefore enhance the appearance and amenity of the area, as well as creating walking and cycling routes through newly-landscaped public space, including a route that follows the line of the former Surrey Canal.

3.2.4 Plough Way

**Four projects
providing 1,427
dwellings,
employment
and community
facilities**

The Plough Way strategic site includes a number of sites in different ownerships.

Marine Wharf West

This provides for 532 dwellings, plus space for shops and businesses, with buildings ranging in height from one to eight storeys, and landscaping along the route of the former Surrey Canal.

The first stage – including 71 dwellings and commercial premises – was completed during 2013-14. Stages 2 and 3 consist of blocks C, D and E. Blocks C and E were occupied in mid 2014, with Block E providing 78 affordable housing units as an 'extra care' facility. Block D will be occupied by the end of 2014. Stages 2 and 3 also include commercial premises.

Marine Wharf East

The redevelopment of this site, which adjoins Marine Wharf West, will create 183 dwellings and commercial floorspace in two buildings of up to 8 storeys. Construction is anticipated to begin in the second half of 2015, with completion likely in early 2018. It is proposed that there will be a staged release for sale of the dwellings.

Cannon Wharf

This scheme – which is being marketed as 'Greenland Place' – includes 679 dwellings in two buildings of 20 and 23 storeys, a business centre which is expected to create at least 80 new jobs on the site (25% more than previously), a children's nursery, and landscaping along the route of the former Surrey Canal.

The first residential block is now complete, while the first commercial units will be ready for occupation by summer 2015.

7-17 Yeoman Street

This scheme consists of 33 flats in a five storey building, and includes shared ownership dwellings. It was completed shortly after the end of the AMR reporting period and as at November 2014, the flats were being marketed.

3.2.5 Lewisham Gateway

**800 dwellings,
new public
open spaces,
shops and
cafes**

Lewisham Gateway is the largest development scheme in Lewisham town centre. It 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.

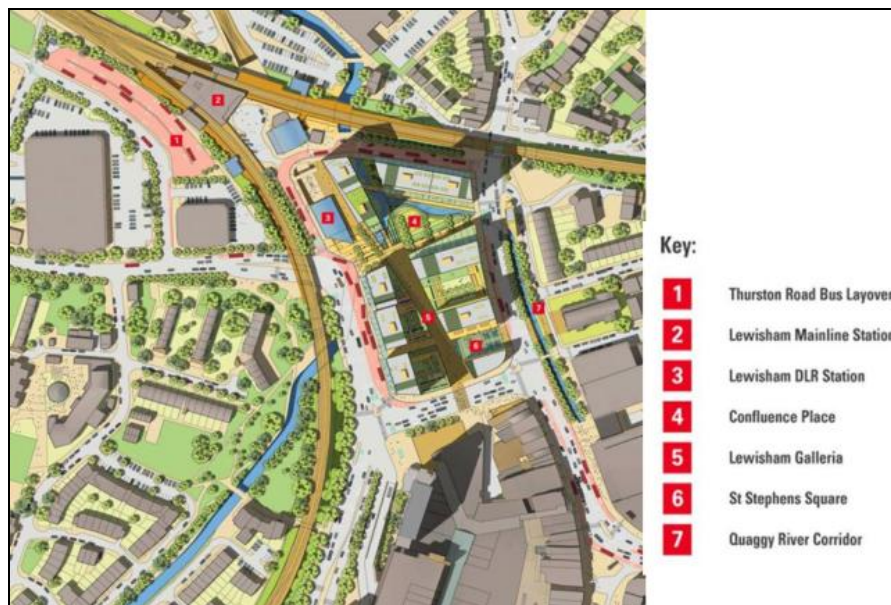
The first phase is underway and will see the construction of a 15-storey and a 25-storey building to provide 193 dwellings with ground-floor shops and restaurants/cafes. This is a major development, and is not anticipated to be completed until 2016.

It also includes landscaping to create Confluence Place, and changes to the roads and rivers which will in effect create the rest of the Lewisham Gateway site. This phase also involves the redevelopment of land close to the station which housed the bus stand (relocated to nearby Thurston Road.) The scheme includes the removal of the roundabout outside Lewisham railway and DLR station. It will be replaced by a new road layout and a new development which will improve the ease and safety of pedestrians moving between the station and the town centre.

As at October 2014 the planning application for the second phase is still being assessed. It consists of two buildings, one of 15 and one of 22 storeys, to provide 169 dwellings, cafes and shops overlooking Confluence Place, and new pedestrian routes to Lewisham station and the DLR.

The remainder of the scheme will be built in phases over an expected 5-6 year period.

The scheme involves collaboration between Lewisham Council, the Greater London Authority, Transport for London and developer Lewisham Gateway Developments Limited.



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 5, 10 and 15 years; and assesses whether the amount of housing will be sufficient to meet the London Plan housing target, which currently stands at 1,105 for the borough.

Housing supply for the current year and in the future is on target

Tables 3.9 and 3.10 (pages 54 & 56) and figure 3.5 (page 55) show Lewisham’s housing trajectory. They summarise the projected annual total of net additional dwellings capable of being delivered each year to 2029-30 (a 15-year period)ⁱ. They also show the supply of projected additional dwellings over the next 15 years compared to the London Plan housing target.

The 15 year supply amounts to 14,792 dwellings

Figure 3.3 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 (2015-16 to 2019-20) 7,018 dwellings (an average of 1,404 dwellings per year) – see Table 3.10 (page 56);
- during years 6-10 (2020-21 to 2024-25) 4,394 dwellings (an average of 879 dwellings per year);
- during years 11-15 (2025-26 to 2029-30) 3,478 dwellings (an average of 696 dwellings per year);
- during the full 15 years (2015-16 to 2029-30) 14,792 dwellings (an average of 993 dwellings per year).

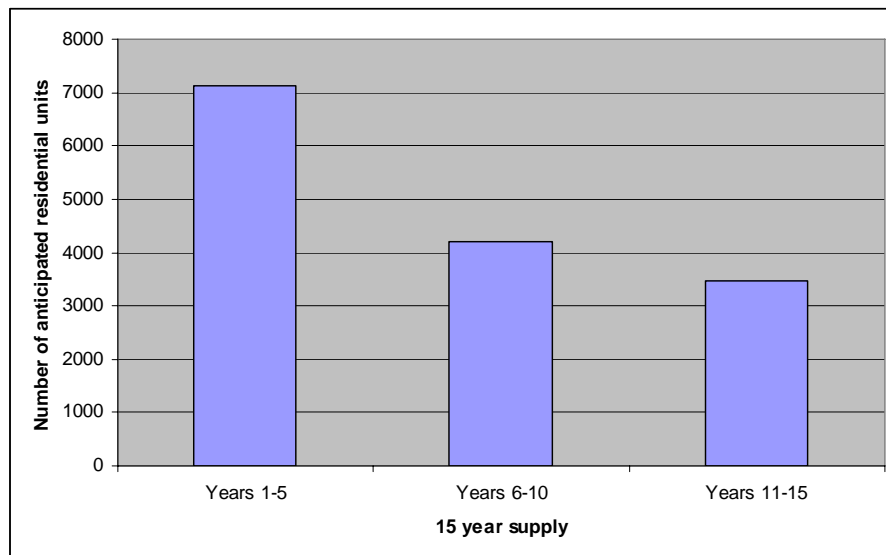


Figure 3.3: Overview of 15-year housing land supply

Source: Lewisham Council Planning Policy

Table 3.10 on page 56 identifies 6,950 dwellings that are likely to be constructed in years 1-5 of the housing trajectory period. To inform and underpin Lewisham’s 1-5 year supply the Council has undertaken the following tasks:

- Identified those sites already under construction that are expected to be implemented within the five year period.
- Assessed the likely level of housing that could be provided if unimplemented planning permissions are implemented within the five year period.
- 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 five year period.

There is a strong anticipated supply of housing land throughout the 15 year period

Throughout the 15 years there will be a strong housing supply. The key reasons are:

- There is a total of 65 sites identified in the housing trajectory in Appendix 5, and this good and varied supply of housing land will provide resilience and flexibility in delivering housing even if some sites are stalled or are unimplemented in the future.
- The Core Strategy allocates five strategic sites for development providing certainty for ‘available, deliverable and developable land’, which account for approximately 60% of forecast housing delivery.
- 37 sites allocated in the Site Allocations Local Plan and Lewisham Town Centre Local Plan will contribute to the housing supply and will account for 4,328 dwellings, of which 37% already have planning permission and many others are at pre application stage.
- 21 non-allocated sites identified as suitable for housing development in the 2013 London-wide Strategic Housing Land Availability Assessment (SHLAA) will create 2,974 dwellings, of which 59% already have planning permission.

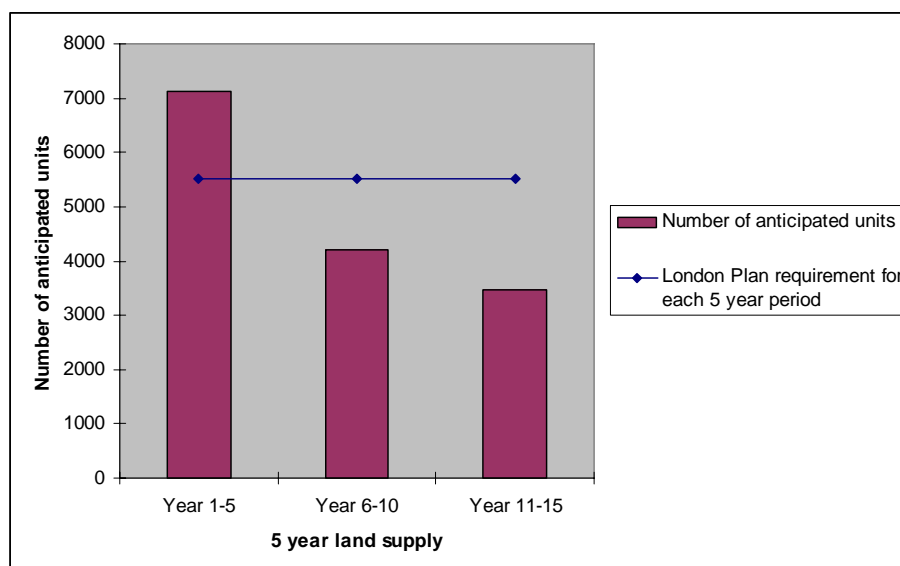


Figure 3.4: Anticipated housing supply compared to the London Plan five year requirements

Source: Lewisham Council Planning Policy

Figure 3.4 highlights that the supply of housing will fluctuate, with shortfalls in years 6-10 and 11-15 compared to the current London Plan target for their respective periods (5,525). However, this is compensated by the over supply of housing supply land in the first five years. This frontloading of 22% is significantly above the 5% buffer required by the Government (paragraph 47 of the NPPFⁱⁱ). There has also been good performance in the past, with 7 out of the 10 years since 2004-05 exceeding their London Plan annual target, and a cumulative oversupply of 10% as at 2013.

The orange line on Figure 3.6 (page 55) shows the annual dwelling completion requirement, based on annual past and projected completions. It shows that the annual requirement falls towards the end of the 15-year period, due to past

good past performance and the frontloading of housing sites. Figure 3.6 shows that for all but 5 of the 15 years, completions are anticipated to fall short of the current annualised requirement, when past completions and future projected supply are taken into account. When aggregated, the completions for the 15 years will result in an under supply of 1,656 units (in year 2028/29) compared to the cumulative London Plan target.

By 2029-30 projected dwellings will equal the cumulative London Plan target

However, the cumulative dwelling provision in past years (ie before 2013-14) has exceeded the total London Plan requirement for those years. When these are taken into account, completions by 2029-30 will very slight exceed the cumulative London Plan annual targets – by 71 dwellings. The housing trajectory does not include small sites and the anticipated dwellings from development on these sites will boost this number. With a 27% oversupply anticipated in the first 5 years, there is confidence that an adequate supply of 5-year housing land can be maintained. See Lewisham Housing Implementation Strategy 2014 at <http://www.lewisham.gov.uk/myservices/planning/policy/LDF/evidence-base/Documents/Housingimplementationstrategy2013.pdf> for more details.

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.

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 falls short of the London Plan housing target.

The draft Further Alterations to the London Plan 2014 propose increasing Lewisham's annual London Plan housing target from 1,105 dwellings to 1,385 dwellings (including vacant dwellings brought back into use). This represents a 25% increase. At the time of writing, the examiner's decision in respect of this and other aspects of the FALP has not been made public.

Any change to the annual target will change the balance between available sites and meeting the target set by the GLA – the higher the target, the greater the rate at which the reservoir of known available sites will be used. This means further housing sites will need to be identified. In 2014-15, the outcome of the examination in public of the 2014 Further Alterations to the London Plan should be known, and this issue will be addressed and further reported on in the 2014-15 AMR.

3.3.2 Summary of Progress of Housing Trajectory Sites

Major developments are progressing well

Figure 3.5 below summarises the overall development progress made on the sites identified in the housing trajectory, and also shows site allocations that have already been completed. 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 next 1-5 years. Table 3.9 shows the yearly components of the site supply which makes up the housing trajectory.

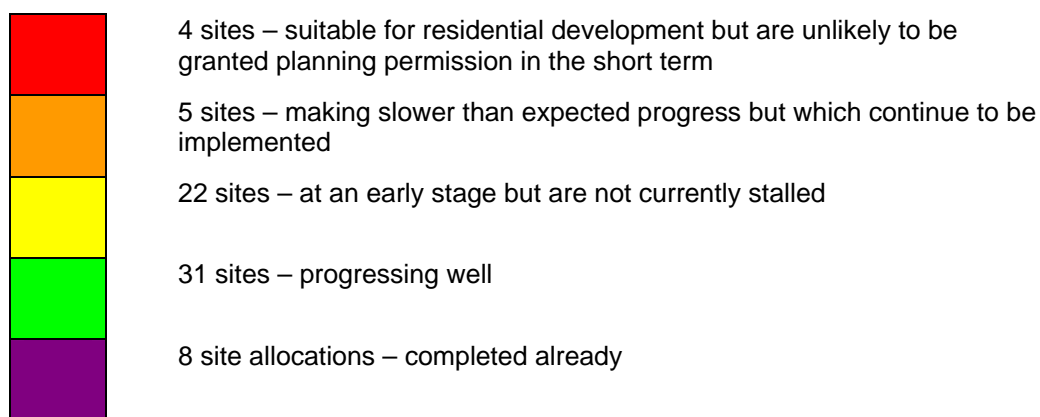


Figure 3.5: Key to progress of housing trajectory sites (see Table 3.9)

Overall, only 15% of sites (or 13% of anticipated dwellings) are identified as being at medium risk or medium-high risk of being unimplemented. The sites falling in this category are generally phased towards the end of the 5 years, which is sufficient time to allow site and application issues to be resolved and thereby enable the sites to progress as planned.

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	Total
Monitoring Year	04/05	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	
Past completed dwellings	503	1197	628	1278	1223	1179	1096	1653	1972	928																	11657
Projected completed dwellings											1334	1355	2047	1396	1368	852	718	855	839	691	1091	998	900	711	472	397	16024
Cumulative Completions	503	1700	2328	3606	4829	6008	7104	8757	10729	11657	12991	14346	16393	17789	19157	20009	20727	21582	22421	23112	24203	25201	26101	26812	27284	27681	27681
Annualised London Plan Target	870	870	975	975	975	975	975	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	1105	27610
Cumulative London Plan Target	870	1740	2715	3690	4665	5640	6615	7720	8825	9930	11035	12140	13245	14350	15455	16560	17665	18770	19875	20980	22085	23190	24295	25400	26505	27610	27610
No. dwellings above or below cumulative allocation	-367	-40	-387	-84	164	368	489	1037	1904	1727	1956	2206	3148	3439	3702	3449	3062	2812	2546	2132	2118	2011	1806	1412	779	71	71
Annual requirement taking account of past/ projected completions	1062	1084	1080	1099	1091	1085	1080	1079	1047	993	997	975	947	863	818	768	760	765	754	741	750	681	602	503	399	326	11983

Table 3.9: Lewisham housing trajectory 2014-2029: input data

Source: Lewisham Council Planning Policy

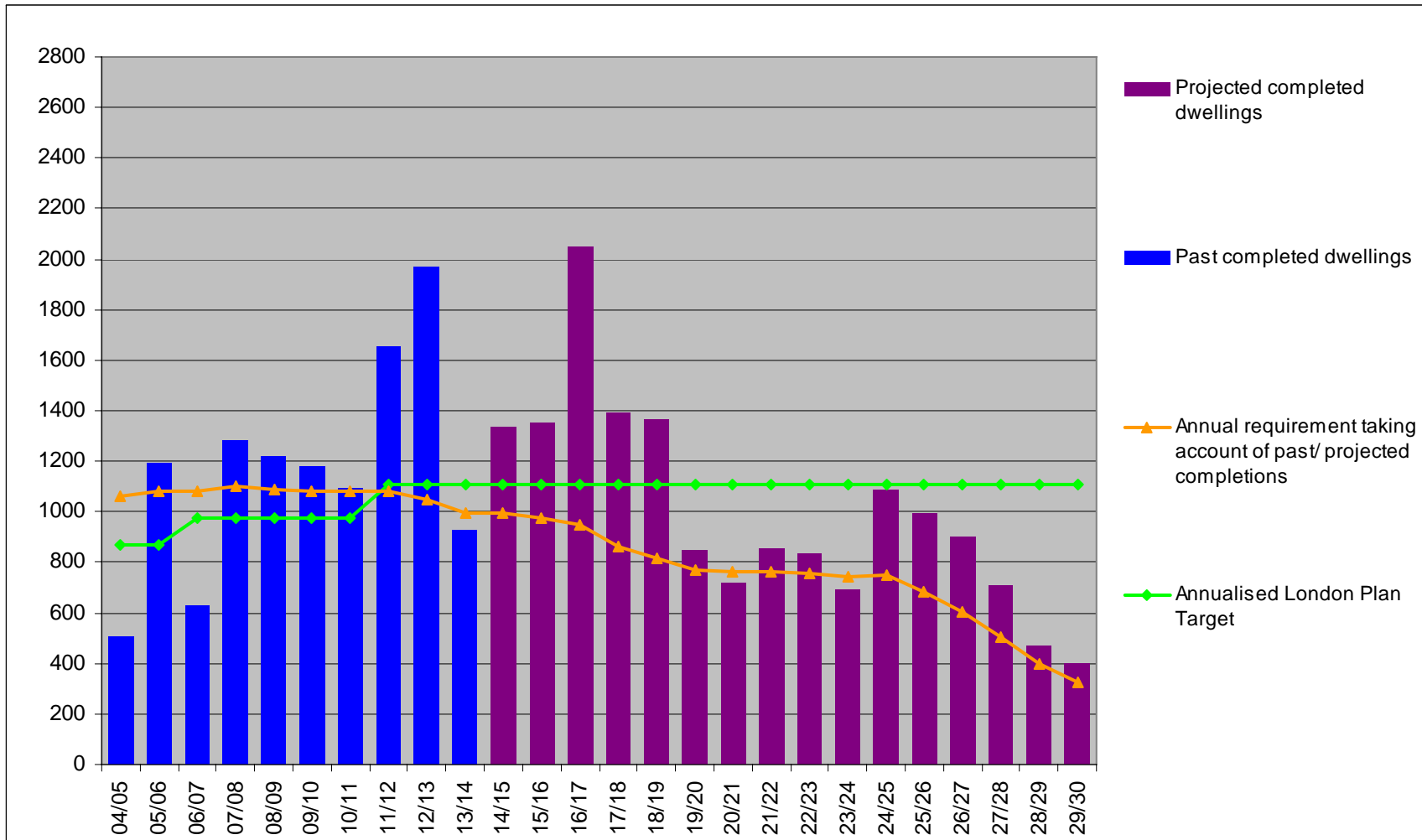


Figure 3.6: Housing trajectory: Housing production versus GLA targets

Source: Lewisham Council Planning Policy

London Borough of Lewisham Housing Trajectory by Ward - 2014*					FIVE YEAR SUPPLY 1-5						TOTAL
					1	2	3	4	5	Total 2015-2020	
All figures are <u>net</u> additional dwellings for each site. Housing figures are indicative where approval is yet to be granted.					15/16	16/17	17/18	18/19	19/20		
London Plan Targets (2011)	2011/12 - 2020/21 annual target (rolled forward to 2029/30). Dwellings from all sources.				1105	1105	1105	1105	1105	5525	5525
	Conventional supply				1088	1088	1088	1088	1088	5525	5525
	Completions from non-self contained (across all wards)				17	17	17	17	17		
Ward	Ward total	Site name/address	TOTAL to 2029-30							16575	
Blackheath	234	Heathside and Lethbridge Phase 3 (Estate renewal) ^	218		99	119				218	234
		<i>Independents Day Centre</i>	16	16						16	
Brockley	83	Coulgate Street, Brockley Cross (180 Brockley Road)	25		25					25	83
		120, 122A and 136 Tanners Hill	58	58						58	
Evelyn	1942	Arklow Road MEL	100				50	50		100	1942
		Oxestalls Road MEL	904		70	70	70	103		313	
		Plough Way (Marine Wharf West) ^	382	113	78	78				269	
		Plough Way (Cannon Wharf, 35 Evelyn Street)	679	87	97	97	97	50		428	
		Plough Way (19 Yeoman Street, Marine Wharf East)	180					60		60	
		Convoys Wharf, Prince Street	3514		147	147	168			462	
		Childers Street (SR House) (Childers St MEL)	84		84					84	
		Thanet Wharf (Creekside Village East)	226		113	113				226	
Lewisham Central	1578	Nightingale Grove, Hither Green (Nos. 80-84, Mews Estate)	30		30					30	1578
		Nightingale Grove, Hither Green (Driving Centre)	30		30					30	
		Nightingale Grove, Hither Green (No. 35)	35		35					35	
		Nightingale Grove, Hither Green (Nos. 37 to 43)	30		30					30	
		Lewisham Gateway	800		277	85	130	130		622	
		Loampit Vale (E & W of Elmira Street) ^	187	187						187	
		36-56 Lee High Road	22	22						22	
		Loampit Vale (W of Jerrard St - Thurston Rd incl area) ^	194	194						194	
		Former Ladywell Leisure Centre	120			40	80			120	
		Tesco, Conington Road	250		100	100	50			250	
Boones Almshouses, Belmont Park	58	58						58			
New Cross	2813	New Cross Gate Station Sites (29, 23-27 Goodwood Rd)	148		148					148	2813
		Kent and Sun Wharf, Creekside	200		100		100			200	
		Giffin Street (Masterplan area)	310		110	100	100			310	
		Deptford Project (Octavius Street)	132	132						132	
		Grinstead Road	199		124					124	
		Surrey Canal Triangle (Millwall football ground)	2365		193	193	193	191		770	
		New Cross Gate Retail Park/Sainsbury's site	200				100	100		200	
		Kender Estate (Estate renewal Phase 4)	204	100						100	
		Bond House, Goodwood Road	78		78					78	
		Amersham Vale - former Deptford Green Secondary School	120	60	60					120	
		<i>Faircharm Trading Estate</i>	148	100	48					148	
Catford Greyhound Stadium, Adenmore Road	583	100	97	148	138			483			
Rushey Green	47		47						47	47	
Telegraph Hill	60	111 and 115 Endwell Road, Brockley Cross	40	20	20					40	60
		New Cross Gate NDC Centre, Besson Street	68		68					68	
Whitefoot	193	6 Mantle Road, Brockley Cross	20	20						20	193
		Excalibur (Estate renewal)	193	41	76	76				193	
TOTAL (large sites)	6,950		13,197	1,355	2,047	1,396	1,368	852	7,018	6,950	

* = Does not include windfalls

** = Estimate

Pend/S106 = Approved by Planning Committee but awaiting completion of a Section 106 agreement

^ = Part of the site has already been completed. The total figure represents the number of units that remain to be developed

Italics = newly added sites in 2014

Catford Centre does not appear on the trajectory as there will be a net decrease of 76 units

Table 3.10: Five year housing sites supply 2015-16 to 2019-20

Source: Lewisham Council Planning Policy

ⁱ In accordance with the requirements outlined in the National Planning Policy Framework

ⁱⁱ National Planning Policy Framework, paragraph 47

4. THE VALUE OF PLANNING

This chapter discusses those Council planning functions which generate income for the Council and thus benefit the borough. They show that when used in a fair and equitable manner, the development management process can ensure that developments mitigate their own adverse impacts, both during construction and for the life of the development, and in doing this, benefit the borough by helping address pre-existing matters which are often not addressed due to a lack of resources.

4.1 Section 106 Agreements

Section 106 agreements increased to £3 million in 2013-14

Section 106 (S.106) agreements play an important role in generating funds to contribute towards infrastructure and affordable housing provision. Table 4.1 shows that during 2013-14, the Council secured nine S.106 agreements and thirteen variations to existing agreements, generating a total of 22 agreements, equating to £2,978,506 in financial contributions and 65 affordable housing dwellings. Highlights of the year's S.106 agreements are:

- Over half the 2013-14 contributions were secured by way of the £1.8 million from the residential redevelopment of the Faircharm industrial estate, at Creekside in Deptford. 35 of the dwellings in this projects will be for affordable housing tenure.
- £321,000 in financial contributions and 50 on-site affordable housing dwellings from the redevelopment of the almshouses at St Clement Heights in Upper Sydenham.
- 15 on-site affordable dwellings at the Tanners Hill redevelopment in Deptford.
- Other than £58,000 agreed as part of the variation of the S.106 agreement for Kings Hall Mews at 1-13 Lewisham High St, all the contributions negotiated came from initial agreements rather than negotiated amendments to agreements.

Whilst the number of affordable dwellings is less than last year, the financial contributions have increased markedly. The amount achieved in 2013-14 is similar to figures achieved over the last several years, with the exception of the £39.7 million secured in 2011-12. This however was an unusual year, in that there was a rush by developers to sign S.106 agreements in advance of the commencement of the Mayor of London's CIL.

Type of obligation	06-07	07-08	08-09	09-10	10-11	11-12	12-13	13-14
Total agreements signed	20	25	28	23	31	42	9	22
Total contribution (£ million)	3.1	1.7	3.5	3.9	2.8	39.7	1.2	3
On-site affordable housing provision (no of dwellings):								
Social and affordable rent	195	148	303	777	6	560	120	164
Intermediate (shared ownership)	149	125	199	381	148	579	30	60
Total on site	343	273	502	1,158	154	1,139	150	224
Off-site affordable housing (habitable rooms)	0	91	12	0	0	0	0	0

Table 4.1:
Planning obligations income 2006-07 to 2013-14

Source: Lewisham Council Development Management databases

4.2 Community Infrastructure Levy

CIL will be the mechanism for collecting financial contributions for infrastructure

The 2008 Planning Act make 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.

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. CIL rates are different for different types of development, and vary from area to area – these variations essentially reflect the fact that some types of development are more profitable than others, and that it is more profitable to develop in some areas than others.

The Council has demonstrated the need for additional infrastructure and that there is presently a funding shortfall, and that development is able to sustain a CIL charge. This has occurred through the testing of the proposed charges through the consultation and examination process as follows:

- Preliminary draft consultation consulted on: March-April 2012
- Draft charging schedule consulted on: August-September 2013
- Examination in public of the draft charging schedule and the evidence to justify the need for an appropriateness of the proposed charges: 15 October 2013,
- Receipt of inspector's report from examination in public: 27 January 2014

It is proposed that the Council will begin to charge CIL from 1 April 2015.

At that time, there will be a scaling-back of S.106 obligations – these will be restricted to affordable housing, employment and training initiatives, and

scheme-specific measures to reduce or prevent adverse impacts arising from the scheme. The measures can include physical works or social infrastructure.

Following the introduction of CIL, the Council will not be permitted to pool S.106 income in cash or in kind from more than five schemes for any one item or category of infrastructure. In addition, it will not be permitted to charge developers through CIL and through S.106 contributions for the same infrastructure.

With most categories of infrastructure however, CIL will be used to fund the strategic components and S.106 the scheme-specific components. In the case of transport, for example, CIL will fund major projects having a borough-wide benefit such as bus stations, whereas S.106 will be used to require works such as roundabouts or traffic lights in direct proximity to the site, the need for which will be immediately attributable to the development funding them.

The approved CIL rates are:

Geographical Zone	Landuse Category A	Landuse Category B	Landuse Category C
Zone 1	£100/m ²	£80/m ²	£0/m ²
Zone 2	£70/m ²	£80/m ²	£0/m ²

Table 4.2:
Proposed CIL
rates

Category A: Use class C3
Category B: All use classes other than B and C3
Category C: Use class B.

In general terms zone 1 covers the Deptford riverside regeneration sites, St Johns and Blackheath, and zone 2 covers the rest of the borough (see map at figure 4.1).



CIL income will help fund school provision

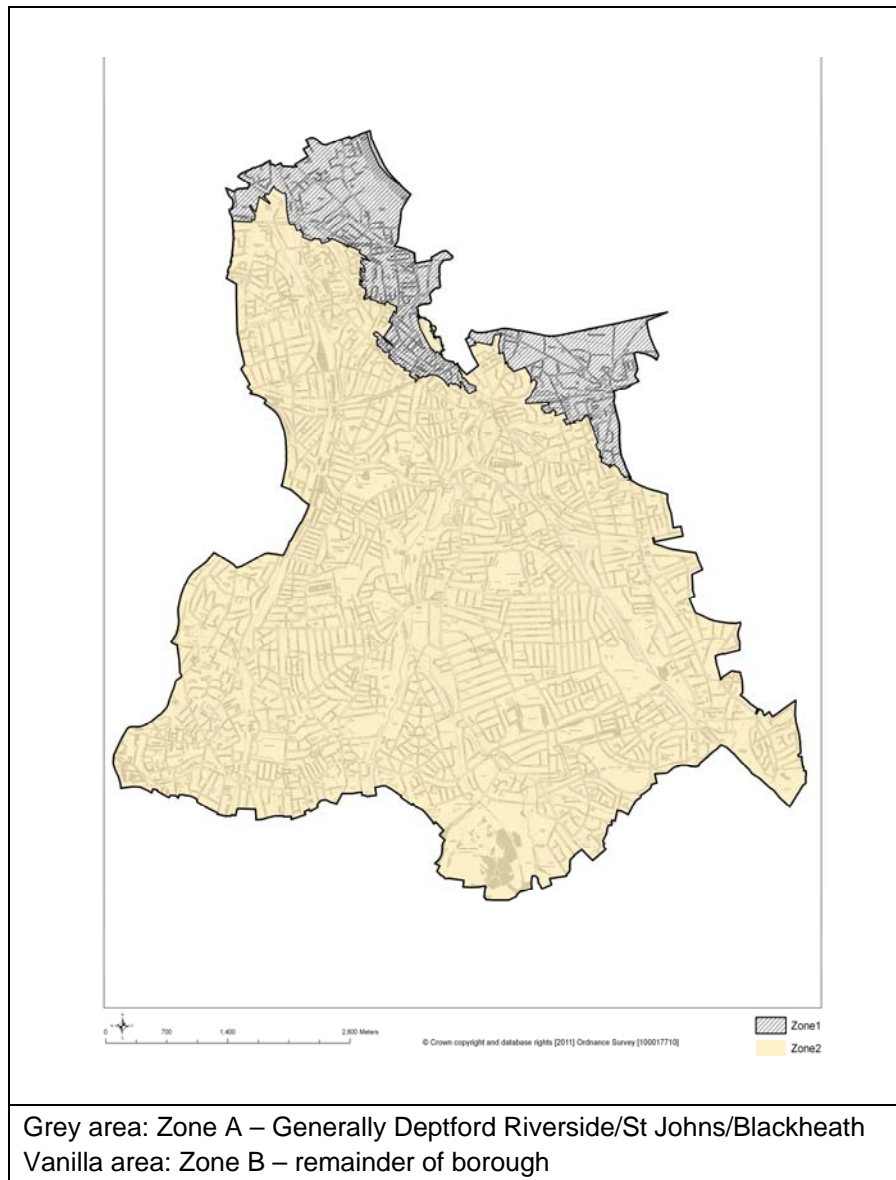


Fig 4.1: CIL charging zones map

4.3 New Homes Bonus

Based on planning permissions for additional housing, Lewisham has secured an additional £3,813,791

The New Homes Bonus scheme was introduced in 2011. It is a grant paid by central government to local 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. According to the DCLG's final figures, payments through this affordable homes premium make up 6% of the total payments made to

councils, based on their delivery between October 2012 and October 2013.

Lewisham has been awarded the following amounts for the three years in which the scheme has been operating:

2011-12: £705,698

2012-13: £1,663,886

2013-14: £3,813,791.

The scheme runs for six years, and the amount shown for each year is a cumulative amount, not an annual amount.

The next New Homes Bonus Scheme grant determination, covering 2014-15, is likely to be made in April 2015.

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

4.4 The Benefits of Enhanced Infrastructure

The planning systems has mechanisms for securing infrastructure funding and housing provision

The need for physical infrastructure (transport 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 aging of infrastructure mean replacement and additional infrastructure is a constant cost.

Ongoing reductions in Government funding to local councils mean 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 S.106 and the community infrastructure levy (CIL) provide a means for the Council to raise funds to help part – and in some cases all – of the infrastructure needed by new development.

CIL in particular requires an infrastructure needs assessment for existing and known future need to be undertaken, and where a funding shortfall can be demonstrated, as was shown in the evidence base for the approved CIL charging schedule, new development can be levied to help pay for this infrastructure.

From April 2015 the capacity to secure income for infrastructure through S.106 agreements will be curtailed, but the proposed introduction of CIL at that time will allow this to be offset.

Levies need to be set at a rate which does not make development unviable, and the CIL charges recommended in the Council's CIL viability study have been shown at examination in public to not impose an unsustainable burden on developers.

If its infrastructure funding powers under S.106 and CIL are used judiciously so as to not undermine the viability of development, 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.

5. PLANNING SERVICE PERFORMANCE

Planning policies and practices shape 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. Lewisham's Planning Service prepares local plans, assesses and determines planning applications, carries out planning enforcement action and arranges local land charge searches providing information on properties in the borough.

5.1 Plan Preparation Against the Local Development Scheme

The AMR monitors progress against the local development scheme

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. The latest LDS was adopted by the Council on 27 February 2013. This AMR, for the financial year 2013-14, monitors the progress of planning policy document production against the milestones set out in the February 2013 LDS. However, as the monitoring year ends on 31 March 2014 but this report is prepared in November 2014, information available at October 2014 has been included where relevant to 2013-14.

The Town and Country Planning Act 2008 made some changes to the LDS process. This means that it is no longer a requirement to report supplementary planning documents (policy guidance) in the LDS. This introduces flexibility for councils to prepare these as and when they are needed.

5.1.1 LDF Progress in 2013-14

Key planning milestones are identified in the LDS

The key milestones relevant to this AMR are set out in version 6 of the local development scheme (February 2013). Good progress has been made in adopting new plans: the Core Strategy, the Council's key planning document, was adopted in July 2011; the Site Allocations Local Plan was adopted in June 2013 and the Lewisham Town Centre Local Plan (LTCLP) was adopted in February 2014. Table 5.1 on page 65 details progress against the target for each element of the LDF.

The delay in adopting the LTCLP was due to the Inspector's decision to reopen the examination on a specific issue relating to retail policy. This pushed the process back as it took a further 6 months to arrange the second examination hearing, which delayed advertising main modifications and the receipt of the Inspector's final report. This accounts for the delay in adoption as reported below.

Catford TCLP delayed due to town centre bypass being revisited

The Catford Town Centre Local Plan (CTCLP) was submitted for examination in November 2013 in accordance with the LDS timetable. However, shortly after this date the Council was informed that Transport for London (TfL) intended to re-examine its long-standing proposal for improving the A205 (the South Circular Road) in Catford. The Council agreed to work with TfL on this project, but as it involved modelling the advantages and disadvantages of the proposal to move the A205 to the rear of Laurence House, it was not compatible with the policy in the submitted CTCLP. As the modelling exercise was likely to take between 6-8 months it was felt that withdrawal of the CTCLP was the best course of action.

This was not just because of the time for the road study, but also because its outcome would need to be debated and have further impact on the content of the CTCLP. The Council will consider the future of the CTCLP once the implications of the road study have been fully understood. Withdrawal means the CTCLP is no longer a material consideration for development management decisions.

DMLP found sound and to be adopted late 2014

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) held that the plan was not in 'general conformity' with the London Plan regarding policy relating to affordable rent. The Inspector requested that the Council and the GLA try to reach a compromise on this issue. This was eventually achieved but resulted in a delay to the process.

The main modifications had to be subject to an environmental appraisal and advertised for public comment. This resulted in a delay in receiving the Inspector's report, which arrived 4 months after the date anticipated in the LDS. The DMLP was reported to the Mayor of Lewisham in September and he has recommended that the Council adopt the plan at its meeting in November 2014.

Consultants appointed for Gypsy & Traveller Needs Assessment

Public consultation on the Gypsy and Traveller Local Plan (GTLP) was due during July and August 2013, with submission in May 2014. This did not happen. The delay in finding an appropriate site or sites for inclusion in this plan means that the evidence of need which was based on the 2008 London Gypsy and Travel Needs Assessment needs to be reassessed. Subsequent to the period covered by this report the planning service commissioned a new needs survey, with the consultants being appointed in October 2014 and their report expected in January/February 2015. This delay means it will be necessary to revise the timetable in the LDS once the new need is established early next year.

Document	Key milestones in LDS 2013	Met?	Comment
Core Strategy	Adoption June 2011	☺	Adopted June 2011
Site Allocations (SALP)	August/September 2013 Adoption by Council	☺	The Council adopted the Site Allocations DPD on the 23 June 2013 three months ahead of schedule.
Lewisham Town Centre Local Plan (LTCLP)	September 2013 Adoption by Council	☹	The Inspector held two examinations on 15-16 January and 9 July 2013. His report finding the Plan sound was received on 14 January 2014. The Council adopted the Plan on 27 February 2014. See above for explanation.
Catford Town Centre Local Plan (CTCLP)	July/August 2013 Public participation for Publication Document	☺	Public consultation on Submission Version held between 16 August and 4 October 2013.
	October/November 2013 Submission for Examination	☺	The plan was submitted for Examination in November 2013.
	January 2014 Examination in Public	☹	The Council withdrew the CTCLP from Examination in December 2014. See above for explanation.
Development Management (DMLP)	July/August 2013 Public Participation for Publication Document.	☺	Public consultation on 'Submission Version' held between 16 August and 4 October 2013.
	November 2013 Submission for Examination	☺	The plan was submitted for examination in November 2013.
	January/February 2014 Examination in Public	☺	Examination held on 26 February 2014
	March 2014 Receive Inspectors report	☹	Inspector's report finding the Plan sound was received on 23 July 2014
	May 2014 Adoption by Council	☹	The Council is expected to adopt the Plan in November 2014. See above for explanation of delay.
Gypsy and Travellers Sites Local Plan	April/May 2013 Regulation 18 Notification of intention to prepare local plan	☺	Regulation 18 Notification published in March 2013.
	July/August 2013 Public Participation for Options document.	☹	Public consultation on the Options document has not taken place. See above for explanation of delay to the timetable.
Policies Map	Adoption by Council	☺	The proposals map is updated as soon as practicable after the adoption of each local plan.

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

5.2 Neighbourhood Planning

Two formal neighbourhood planning applications received during monitoring period.

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 Local planning authority has been given the responsibility of designating neighbourhood forums and neighbourhood areas.

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 or for development of any class 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 NDA in the annual monitoring report. Since the Act came into force Lewisham Council has received two formal applications for the designation of neighbourhood forums/areas.

Crofton Park and Grove Park neighbourhood forums created

Crofton Park Neighbourhood Forum submitted an application for designation as a forum and for the designation of a neighbourhood plan area in January 2014.

The Council consulted on two applications and designated the forum and area on 16 June 2014, giving the forum the right to develop a neighbourhood plan.

Grove Park Neighbourhood Forum submitted an application for designation as a forum and for the designation of a neighbourhood plan area in February 2014. The application was withdrawn, but was resubmitted in June 2014. The Mayor agreed to the designation of the forum and area in September 2014.

5.3 Duty to Co-operate

5.3.1 Statutory Requirements

Engagement with neighbouring local authorities, government organisations, public and private bodies and residential and business communities

The Localism Act 2011 requires local planning authorities 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 (110(1)(4)) 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 local planning authorities (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.

Paragraph 156 of the National Planning Policy Framework (NPPF) provides details regarding the expectations of LPAs to cooperate on strategic issues, and highlights those policies that should be considered as strategic priorities. Paragraphs 178-181 go on to list 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 local planning authority's 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 councils

Lewisham Council undertook a considerable amount of engagement activity and discourse with neighbouring local authorities in 2013-14, 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 local authorities 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 boroughs of Bexley, Bromley, Greenwich and Southwark. During the monitoring year topics discussed included education, Gypsy and Traveller

sites, housing and waste.

The Group worked jointly with the boroughs' waste teams to produce the December 2013 update to the South East London Waste Technical Paper. The paper sets out how boroughs have agreed to pool waste capacity so that waste apportionments can be met within the sub-region.

A large number of public and private bodies and the local residential and business communities have also been regularly engaged with and consulted throughout the plan-making process. The Council makes available to the public via its website details of activities relevant to its duty to co-operate that have taken place in the formulation of the Local Plans. Specifically, the Council produced a duty to co-operate report accompanying the Development Management Local Plan when it was submitted for Examination in November 2013.

5.4 Planning Applications

There were more applications than since 2007-08

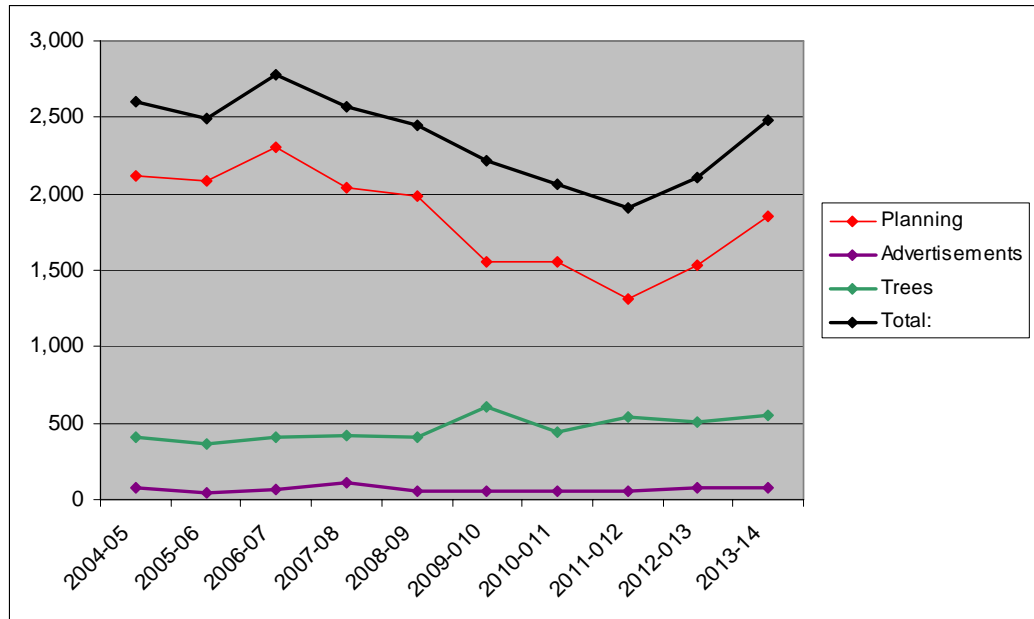
Table 5.2 and Figure 5.1 show there was a total of 2,481 applications lodged with the Council during 2013-14. This equates to 371 more planning applications than the previous monitoring year, which is an 18% increase. As in 2012-13, this remains significantly below the 2006-07 peak when the economy and property industry were much stronger, and shows that the construction and house building industries are still recovering from their low point in 2011-12.

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

*Table 5.2:
Development management applications by type 2004-05 to 2013-14*

Source: Lewisham Council Development Management databases

Figure 5.1:
Development
Control
applications
2004-05 to
2013-14



Source: Lewisham Council Development Management databases

Three quarters of applications were for planning

Figure 5.2 shows that most (75%) applications related to planning, followed by tree applications (22%). Only a small number of advertisement applications were lodged. These proportions remain almost unchanged from 2012-13.

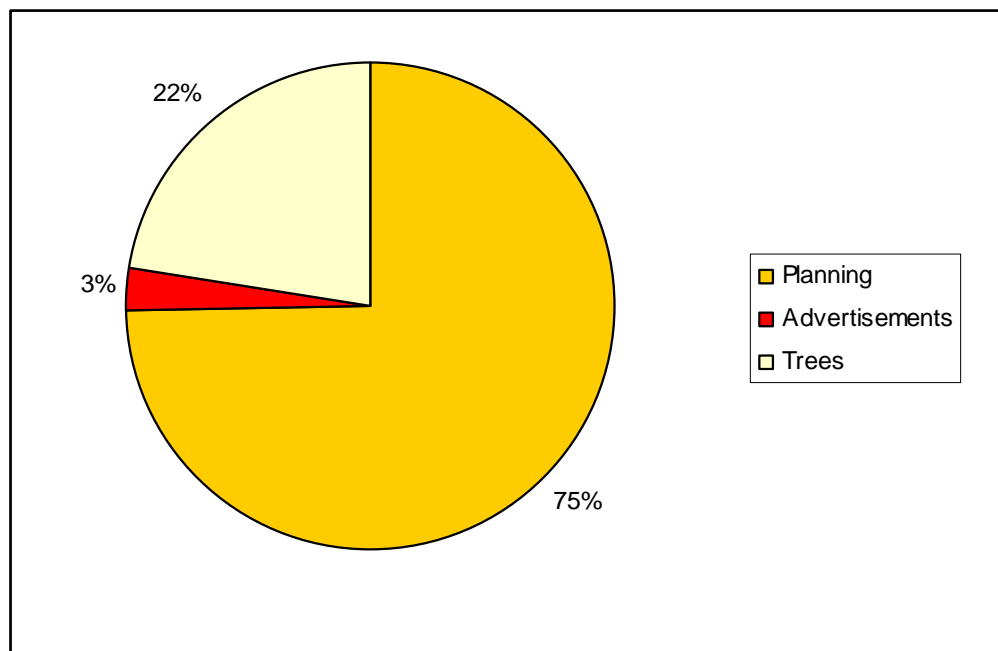


Figure 5.2:
Applications by
type in 2013-14

Source: Lewisham Council Development Management databases

Half of applications were minor applications

With regard to planning applications lodged during 2013-14 only 2% were major applications (ie involving 10 dwellings or more). Minor applications formed the largest category with 49% (38% last year), followed by 25% householder applications (down from 34% last year). Figure 5.3 illustrates these proportions.

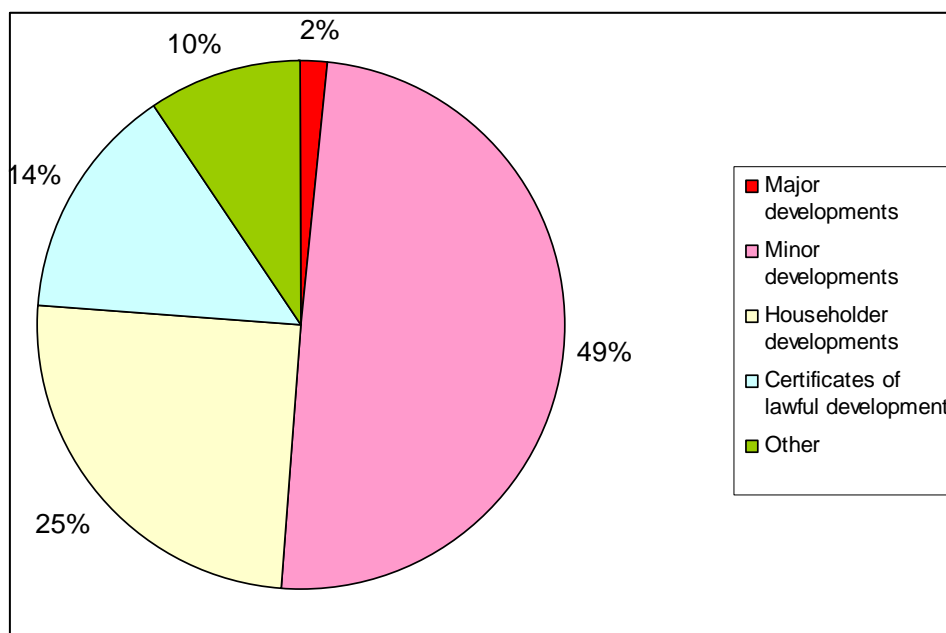


Figure 5.3: Planning applications by category, 2013-14

Source: Lewisham Council Development Management databases

2013-14 saw an 18% increase in applications from the previous year, which in turn had seen an 11% increase on 2011-12. The increases over the last three years have reversed a trend of continual decreases in applications in the years 2005 to 2011 (except 2006). Over that period there was a 27% decrease in applications, but this has been more than offset by the increase just in the last two years of 31%.

The previous decrease in the number of applications began well before the economic crisis which began in 2008, and so is unlikely to be directly attributable to it. By the same token it may be too simplistic to directly attribute the major increases in applications over the last two years directly to economic recovery.

Regardless of the actual number of applications, there are no data available to draw direct relationships between the number of applications and their total value. The value however has a fairly direct correlation to the complexity of the assessment of applications and thus the time need to assess them.

Nearly all applications were determined within target timeframes

Table 5.3 compares the rate of delivery for different types of applications with the targets set by the Council. It shows that in 2013-14 the performance for determining major and minor applications was well above the target levels. The performance level for other applications was very marginally below the target.

Table 5.3: Development Control performance during 2013-14

Type of application	Target	Actual
Major	60% within 13 weeks	75% within 13 weeks
Minor	65% within 8 weeks	81% within 8 weeks
Other	80% within 8 weeks	79% within 8 weeks

Source: Lewisham Council Development Management databases

Further improvements in meeting decision targets

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 significantly improved in 2012-13, with further improvements, especially for major applications (although numerically smaller), in 2013-14.

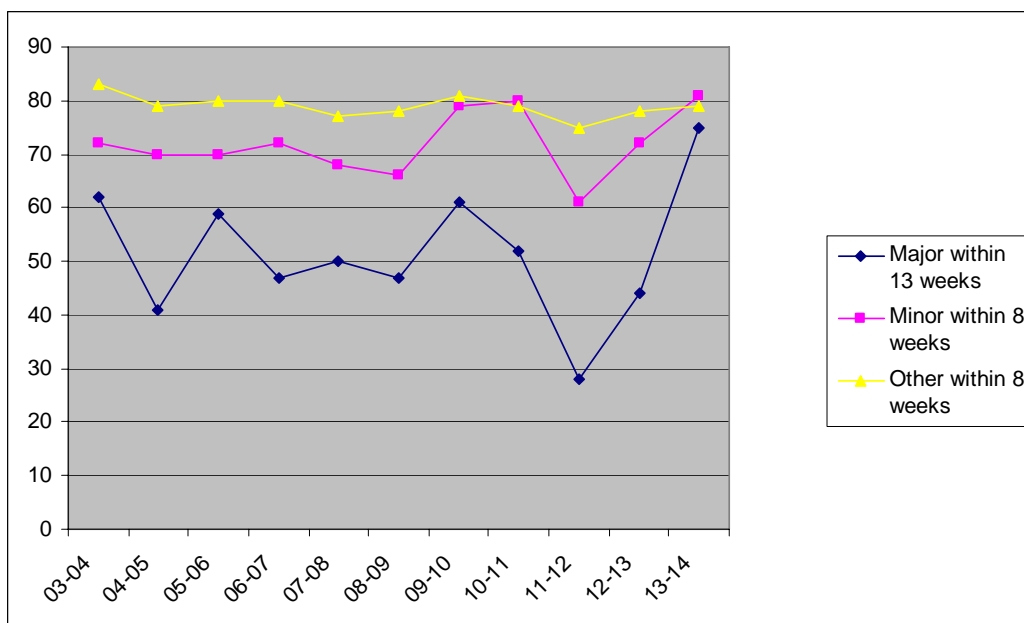


Figure 5.4: Percentage of applications determined within target timescales, 2003-04 to 2013-14

Source: Lewisham Council Development Management databases

5.5 Appeals

Appeal decisions are a way of assessing the performance of policies in the development plan. In the 2013-14 monitoring year the relevant development plans were the saved policies from the Lewisham Unitary Development Plan (UDP) and the Core Strategy. The Site Allocations SPD and, for the latter part of the period, the Lewisham town centre local plan.

Monitoring of appeals provides a good indication of the quality and robustness of planning decisions made by local planning authorities. 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. The number of appeals increase by 22% from 72 in 2012-13 to 88 in 2013-14.

Only one third of appeals were upheld but this number has been rising in recent years

Table 5.4 shows different grounds on which appeals were lodged in 2013-14. Out of a total of 88 appeals 61% were dismissed. However as one third of appeals were upheld, there may be a need to develop more robust development policies which are less susceptible to successful challenge. A similar ratio of two thirds dismissed to one third upheld applied in relation to appeals against refused applications nationally. There were too few appeals in

relation to other matters – non-determination, conditions of consent or enforcement – from which to draw any meaningful conclusions.

Over the past three years the number of appeals being won has declined, from 80% in 2011-12, to 76% in 2012-13 and then a further decrease to only 62% in 2013-14. This is almost a 25% fall in the proportion of successfully defended cases over only two years, with enough appeals each year for this trend to be statistically significant. This is further evidence of a need for robust policies, backed with adequate assessment in accordance with those policies, if the Council is to maintain a defensible position. A Detailed study is proposed to gain a better understanding of these issues.

Basis of Appeal	Appeal Allowed	Appeal Dismissed	Appeal part-upheld	Appeal Withdrawn	Prosecution dismissed
Refusal	23	47	1	0	0
Non-determination	5	4	0	1	0
Conditions	1	1	0	0	0
Enforcement	0	2	2	0	1
Total	29	54	3	1	1

Table 5.4: Planning appeal performance during 2013/14

Source: Lewisham Council Development Management databases

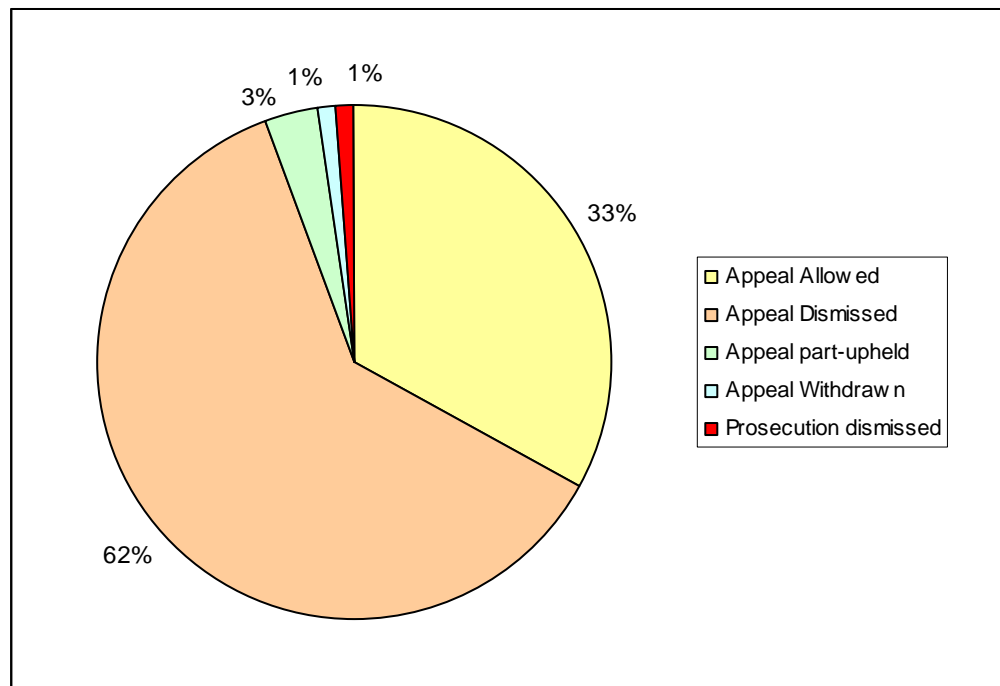


Figure 5.5: Success rates in Council planning litigation 2013-14

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
- conditions attached to a permission are not complied with, or
- other breaches of planning control have been committed.

A total of 119 enforcement procedures took place during 2013-14. Table 5.5 shows the different types of enforcement activity that have taken place, 75% of which relates to planning contravention notices.

Type of enforcement	Number 2012-13	Number 2013-14	% Change
Planning contravention notices served	58	88	65.9%
Tree preservation orders served	12	7	-71.4%
Enforcement notices served	10	18	55.6%
Prosecutions launched	2	2	0%
Section 215 notice served	1	0	-100%
Breach of condition notice served	0	2	---
Stop notices served	0	0	---
TOTAL:	83	119	43%

Table 5.5: Enforcement performance during 2013-14

Source: Lewisham Council Development Management and Legal Services databases

There has been more enforcement activity than last year

Figure 5.6 shows that each type of formal enforcement activity has fluctuated over time. Most notable is the 66% increase in the planning contravention notices served in 2013-14 compared to the previous year. However the number of prosecutions remained unchanged at 2.

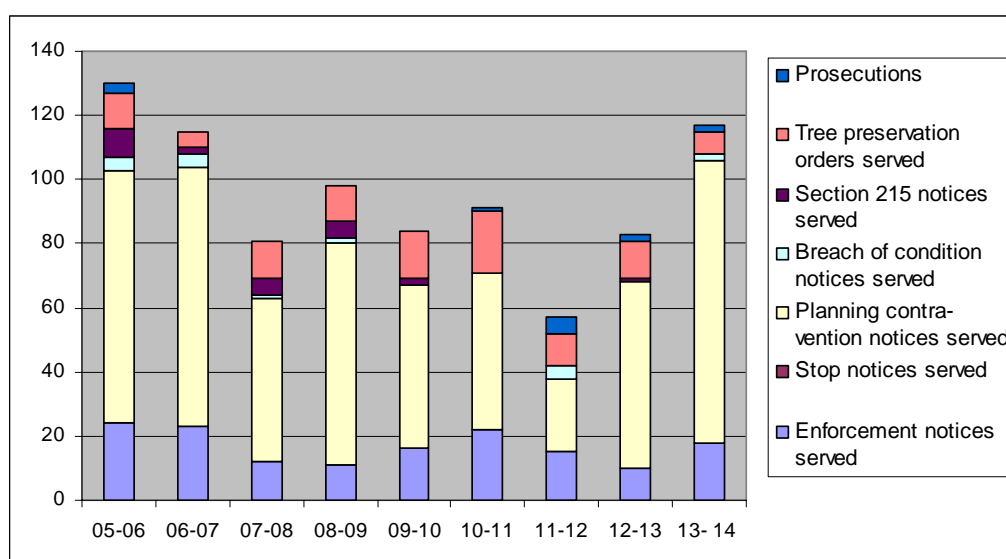


Figure 5.6: Enforcement performance 2005-06 to 2013-14

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 listed for their conservation value

The Council seeks to ensure that the historic and local character of the borough is protected and enhanced. 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), and
- One scheduled ancient monument.

There are 301 buildings on the local list

In respect of local (council) listings, the borough contains 301 locally listed buildings (including structures and items) and 28 conservation areas at 31 March 2014.

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.

In addition to designated heritage assets, Lewisham has a number of non-designated heritage assets that contribute significantly to the local character and townscape. 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.

Improved circumstances of buildings at risk

18 buildings/structures and one conservation area in the borough are currently on English Heritage's 'at risk' register. They are at risk from development pressures, neglect or decay. Items at risk include ten graves in one churchyard.

The conservation area at risk is the Deptford High Street conservation area, however its circumstances are classed as improving.

The same buildings/items and conservation area remain at risk as last year and in 2011-12. However the council continues to work with English Heritage and property owners to reduce the risk status of the buildings and structures at risk. The condition of all items classed as at risk is improving due to this work, although they remain at risk.



Architectural detailing, Deptford conservation area

5.7.2 Design Review Panel

The Design Review Panel was refreshed during the year

The purpose of the Lewisham Design Review Panel is to provide expert, independent design advice and guidance to developers and their design teams, Planning case officers and the Planning Committees on significant development and public realm proposals, as well as other planning documents within the borough. The Panel's advice is meant to assist and encourage developers and their design teams to achieve and deliver high quality design in their development proposals

The panel is made up of independent specialist design advisors who provide high level, independent, expert design advice on major applications both at pre-application stage and to the Planning Committee.

The design review panel will generally provide comment on the following:

- Development of 0.5 ha or greater in area
- Development involving 20 or more residential units
- Development of 500 m² floorspace or greater
- Development significantly affecting the town centres
- Development in a historically or environmentally sensitive area
- Development with special architectural or environmental qualities
- Development that has significant importance to an area or community.

The Council refreshed its Design Review Panel in August 2013, in accordance with the requirements of the National Planning Policy Framework. The Panel meets monthly, and generally reviews two or three schemes at each meeting.

5.8 Economic Development

5.8.1 Cooperative Working

Economic development depends on government, the private sector and the wider community

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 Education

Additional school spaces for a growing school-age population

There is a total of 92 schools in the borough, including:

- 71 state funded primary schools (for 5-11 year olds),
- 14 state funded secondary schools (for 11 to 16 or 18 year olds),
- seven special schools,
- a series of Resourced Provisions within the mainstream primary and secondary schools for learners with specific additional needs.

Further and higher education in the borough consist of the following::

- Lewisham Further Education College
- Christ the King 6th form college
- Crossways 6th form college
- Goldsmiths College, University of London
- Laban Trinity.

Despite this level of educational facilities Lewisham has a young population and higher numbers of children and young people are anticipated to be living in the borough in the future. Delivery of sufficient primary places to meet demand is a London-wide issue. The council is therefore continuing to improve Lewisham's schools by increasing the number of school places available and is planning additional provision within the confines of available funding. An additional 18 forms of entry will be required in primary schools to meet projected demand. The programme to renew Lewisham's secondary schools is nearing completion, however additional provision will be required by the end of the decade.

5.8.3 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 2013/14 the BAS achieved:

- 21 residents helped to start up businesses
- 112 Businesses received in- depth support form the business advisory

service

- 48 businesses supported to be fit to supply
- Seven businesses were helped to secure new contracts worth £875,000.

Through section 106 agreements 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 2013-14 the LLBS achieved a range of outputs:

- 16 apprenticeships,
- 155 jobs secured
- 131 training places were offered,
- job fair attracting approximately 1500 attendees,
- over £1 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 80 starts in 2013-14.

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.

6. CONCLUSIONS

Major points in 2013-14 development

Housing completions do not appear to have been as high during the year as was anticipated. It was not envisaged that the same number of completions as achieved in the past two years would be sustained, and the completions are more in line with, albeit slightly lower than, the completions in the several years prior to 2011-12.

The difference between 2012-13 and 2013-14 completions must be seen in the light of the 'lumpiness' of housing production, when the majority of the borough's new housing comes from large projects which for reasons of economy and cashflow, need to be built then sold in batches, or stages. Once one stage is completed and the majority of dwelling sales then occurs, the next phase is being built in order for the process to repeat. The number of dwellings in a phase depends partly on the design of the scheme, efficiencies and limitations on construction, and the health of the market – developers do not wish to over-produce by building at a faster rate than the sales rate which provides them with the best return.

Several of the major projects in the north of the borough completed phases during 2012-13, so that there was a large number of dwellings completed in that year. The fact that several of these schemes are now proceeding to their next phase – which typically runs for periods of 1½ to three years – means that during 2014-15 and 2015-16 these next phases will be completed.

The important issue is that regardless of year-to-year variations in completions, there is a steady supply, and at a rate to meet ongoing need. The housing trajectory at Appendix 4 sets this out in table form, showing how the supply of new dwelling is forecast to pan out up until 2029-30.

The regeneration sites in the north of the borough will continue to provide the majority of the borough's new housing, and the majority of the new housing will be in the form of flats, with few houses being built. There is however a steady supply of smallscale developments, mainly through conversions to provide two or three dwellings at a time and although they contribute only a small percentage of new dwellings, they form the bulk of schemes.

Uncontrolled loss of office space through prior approvals

It is apparent from analysis of the data gathered on prior approvals since their introduction in May 2013 that this approval mechanism is not being used in the way that the Government stated that it envisaged that it would be used. The Government's claim that it would encourage conversion of empty office floorspace to housing is not borne out in Lewisham: half the office floorspace proposed to go forward as prior approvals for conversion to residential use relates to office floorspace that is in use and thus not vacant.

It has always been the case that outside of the recognised office zones of London (and indeed any city), residential is nearly always the most profitable use of land, which is why planning policies afford protection from residential development to sites that have been identified as being needed for other uses – employment, industry, community uses and open space.

However it is the case that some of the office floorspace proposed to be converted to residential use is smallscale office use located outside of the town and district centres. Whilst it is preferable as a general rule for employment-related landuses to be located in the centres, where public transport provision is greater, in cases where these uses do not adversely affect the amenity of nearby residents, it may well be preferable to maintain the employment that they provide.

It is problematic in most parts of London that employment-generating landuses cannot compete with residential use in the land value stakes, and the resulting eroding of the store of local smallscale employment sites undermines London's economic diversity and its employment opportunities. Presumably it was not the intention of the Government to contribute to this through introducing the prior approvals system.

Other than the loss of office floorspace to residential use through the prior approvals system, there has been a gradual conversion of other employment uses to higher order commercial uses, particularly through office conversions to retail use.

Introduction of the community infrastructure levy

Although the Lewisham CIL is not proposed to come into operation until April 2015, the Mayor of London's CIL has been in operation since 2012, and the Council has been collecting this on behalf of the GLA. Introduction of the Lewisham CIL requires a scaling back of section 106 agreements to deal only with affordable housing, employment and training, and obligations to undertake works necessary to reduce or avoid the adverse impacts of schemes. CIL will be the means through which monetary contributions – currently collected under section 106 – will be collected.

CIL makes clear the nexus between the impact of development and the provision of infrastructure, and provides developers with a more transparent system of contributions than section 106 provides on its own.

Improved development management performance

The number of planning applications increased again in 2013-14, as did associated numbers – planning contravention notices issued, enforcement notices issued, and planning appeals.

Of concern in this respect is that an increasing proportion of appeals against planning permission being refused are being upheld. This suggests that a number of matters need to be investigated – whether the development control policies are strong enough and unambiguous to withstand appeal, whether the

policies are being appropriately applied, and whether resources for defending decisions at appeal are adequate.

The completion targets for planning applications continued to improve during the year – the targets for major and minor applications were comfortably exceeded, and determinations for other applications was 1% below its target.

**Revisiting
affordable
housing data**

The production of an accurate and therefore useful annual monitoring report depends on the availability and accuracy of data, before any other consideration.

The reduced percentage of affordable housing completed during the year is of major concern, and a re-examination of the Council's development data is proposed to be undertaken, in order to clarify whether the completions were as few as the available data suggest, or whether it is a data issue.

In addition to the internal issues of data management discussed above, the introduction of private certification of building work has resulted in a paucity of construction data. Most large developers are using private certification, and although the relevant documentation and data is legally required to be provided to the Council by private certifiers, it appears that this is not happening. The Council has had to resort to a number of inefficient and inaccurate measures to try to maintain accurate information on building starts and completions, but in the absence of the documentation, the resources needed to visit every site do not exist, and site visits do not always provide an accurate number in regard to completions.

The introduction of a third form of affordable housing tenure – affordable rent – in 2012 has complicated data collection and analysis. It is also known as target rent, and in addition to this problem in reporting the types of affordable housing tenures being provided, the GLA does not distinguish between affordable and social rents (the traditional form of tenure of social housing in the LDD. The fact that some data sources distinguish while others do not, creates difficulties in determining whether policies regarding the ratio of social (which now includes affordable) to intermediate (shared ownership) housing are being achieved.

APPENDICES

APPENDIX 1: ABBREVIATIONS

AMR	– Annual Monitoring Report
BAS	– Business Advisory Service
CIL	– Community Infrastructure Levy
DCLG	– Department of Communities and Local Government
GLA	– Greater London Authority
IDP	– Infrastructure Delivery Plan
IMD	– Index of Multiple Deprivation
km²	– Square kilometres
LDD	– London Development Database
LDF	– Local Development Framework
LDS	– Local Development Scheme
LPA	– Local Planning Authority
m²	– Square metres
NPPF	– National Planning Policy Framework
ONS	– Office of National Statistics
SCI	– Statement of Community Involvement
SPD	– Supplementary Planning Document
UDP	– Unitary Development Plan

APPENDIX 2: WARD BOUNDARIES MAP



APPENDIX 3: USE CLASSES ORDER & PERMITTED DEVELOPMENT RIGHTS

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

1. The Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as 'Use Classes'.

The following list gives an indication of the types of use which may fall within each use class. This is a guide only and it is for local planning authorities to determine, in the first instance, depending on the individual circumstances of each case, which use class a particular use falls into.

A1	Shops	Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices (but not sorting offices), pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.
A2	Financial and professional services	Financial services such as banks and building societies, professional services (other than health and medical services) including estate and employment agencies and betting offices.
A3	Restaurants and cafés	For the sale of food and drink for consumption on the premises restaurants, snack bars and cafes.
A4	Drinking establishments	Public houses, wine bars or other drinking establishments (but not night clubs).
A5	Hot food takeaways	For the sale of hot food for consumption off the premises.
B1	Business	Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.
B2	General industrial	Use for industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).
B8	Storage or distribution	This class includes open air storage.
C1	Hotels	Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).
C2	Residential institutions	Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.
C2A	Secure Residential Institution	Use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks.
C3	Dwelling houses	this class is formed of 3 parts: C3(a) covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.

	Dwelling houses (continued)	C3(b): up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems. C3(c) allows for groups of people (up to six) living together as a single household. This allows for those groupings that do not fall within the C4 HMO definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.
C4	Houses in multiple occupation	small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.
D1	Non-residential institutions	Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.
D2	Assembly and leisure	Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).
	Sui Generis	Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centres and casinos.

2. Changes of Use not Requiring Planning Permission

In many cases involving similar types of use, a change of use of a building or land does not need planning permission. Planning permission is not needed when both the present and proposed uses fall within the same 'class', or if the Town and Country Planning (Use Classes) Order says that a change of class is permitted to another specified class (see table below and associated text under 'Additional change of use permitted development rights applying from 30 May 2013').

For example, a greengrocer's shop could be changed to a shoe shop without permission as these uses fall within the same 'class', and a restaurant could be changed to a shop or an estate agency as the Use Class Order allows this type of change to occur without requiring planning permission. Most external building work associated with a change of use is likely to require planning permission.

From	To
A2 (professional and financial services) when premises have a display window at ground level	A1 (shop)
A3 (restaurants and cafes)	A1 or A2
A4 (drinking establishments)	A1 or A2 or A3
A5 (hot food takeaways)	A1 or A2 or A3
B1 (business) (permission limited to change of use relating to not more than 500 square metres of floor space)	B8 (storage and distribution)
B2 (general industrial)	B1 (business)

From	To
B2 (general industrial) (permission limited to change of use relating to not more than 500 square metres of floor space)	B8 (storage and distribution)
B8 (storage and distribution) (permission limited to change of use relating to not more than 500 square metres of floor space)	B1 (business)
C3 (dwelling houses)	C4 (houses in multiple occupation)
C4 (houses in multiple occupation)	C3 (dwelling houses)
Casinos (sui generis)	D2 (assembly and leisure)

Additionally, a planning application is not required for change of use in the following circumstances:

- from A1 or A2 to A1 plus up to two flats above;
- from A2 to A2 plus up to two flats above.

These changes are reversible without an application only if the part that is now a flat was, respectively, in either A1 or A2 use immediately before it became a flat.

3. Additional Change of Use Permitted Development Rights Applying from 30 May 2013

Agricultural buildings under 500 square metres can change to a number of other uses (A1, A2, A3, B1, B8, C1 and D2). For buildings between 150 square metres and 500 square metres, prior approval (covering flooding, highways and transport impacts, and noise) is required.

Premises in B1, C1, C2, C2A and D2 use classes can change use permanently to a state-funded school, subject to prior approval covering highways and transport impacts and noise.

Premises in B1(a) office use can change to C3 residential use, subject to prior approval covering flooding, highways and transport issues and contamination.

Prior approval fees for change of use is set at £80. The draft regulations have been laid in Parliament and are due to come into force on 1 October 2013. This fee will be applicable from 1 October 2013.

Buildings with A1, A2, A3, A4, A5, B1, D1 and D2 uses will be permitted to change use for a single period of up to two years to A1, A2, A3 and B1 uses.

Thresholds for business change of use. Thresholds increased on May 2013 from 235 square metres to 500 square metres for permitted development for change of use from B1 or B2 to B8 and from B2 or B8 to B1.

4. Additional Change of Use Permitted Development Rights Applying in England from 6 April 2014

These new permitted development rights will not apply in sites of special scientific interest, safety hazard areas or military explosives storage areas; nor do they apply to scheduled monuments. With the exception of new Class CA the rights will also not apply to listed buildings.

- **retail to residential** - new class IA allows change of use and some associated physical works from a small shop or provider of professional/financial services (A1 and A2 uses) to residential use (C3). This involves a 'prior approval' process and the local planning authority can consider impacts of the proposed change. Up to 150 square metres of retail space will be able to change to residential use. This new right does not apply to land protected by article 1(5) of the General Permitted Development Order.*
- **retail to banks and building societies** - new class CA allows change of use from a shop (A1) to a bank or a building society.
- **agricultural to residential** - new class MB allows change of use and some associated physical works from buildings used for agricultural purposes to residential use (C3). This involves a 'prior approval' process and the local planning authority can consider impacts of the proposed change. Up to 450 square metres of retail space will be able to change to up to three dwellings. This new right does not apply to land protected by article 1(5) of the General Permitted Development Order.*
- **commercial to childcare nurseries** - change of use from offices (B1), hotels (C1), residential (C2 and C2A), non-residential institutions (D1), and leisure and assembly (D2) to nurseries providing childcare. This involves a 'prior approval' process and the local planning authority can consider impacts of the proposed change.
- **agricultural to new schools and nurseries** - new class MA allows change of use from buildings used for agricultural purposes to a state funded school or nursery providing childcare. This involves a 'prior approval' process and the local planning authority can consider impacts of the proposed change.

* Article 1(5) land includes National Parks, the Broads, areas of outstanding natural beauty, conservation areas, World Heritage Sites and certain areas specified under the Wildlife and Countryside Act 1981.

APPENDIX 4: PROGRESS OF HOUSING TRAJECTORY SITES

KEY:

	Site is suitable for residential development but unlikely to be granted planning permission in the short term
	Site is making slower than expected progress but will continue to be implemented
	Site is at an early stage but is not currently stalled
	Site is progressing well
	Site has been completed

Site name/Address/Ward	Site allocation	No. of units remaining to be built	Phasing	Site progress						
				None	Pre-app discussions	Application approved	Not yet started on site	Started construction	Site completed	Rating
1. DEPTFORD-NEW CROSS										
Convoys Wharf	SSA2	3,514	17/18-29/30			13/83358 Approved by Mayor of London	Y			
Surrey Canal Triangle	SSA3	2,365	15/16-28/29			11/76357	Y			
Oxestalls Rd (The Wharves Deptford)	SSA4	904	15/16-24/25			09/73189	Y			
Marine Wharf West	SSA5	382	14/15-17/18			10/73437		Y		
Cannon Wharf	SSA5	679	14/15-22/23			08/68523	Y			

Site name/Address/Ward	Site allocation	No. of units remaining to be built	Phasing	Site progress							
				None	Pre-app discussions	Application approved	Not yet started on site	Started construction	Site completed	Rating	
Marine Wharf East	SSA5	180	19/20-21/22		Y						
Former New Cross Hospital	SA1	0							Y		
Seager Buildings	SA2	0							Y		
Giffin St	SA3	310	15/16-17/18		Y						
Deptford Project (Octavius St)	SA4	132	15/16			11/78241	Y				
New Cross Gate Station sites	SA5	148	15/16			11/77418	Y				
New Cross Gate Retail Park/Sainsbury's site	SA6	200	18/19-19/20		Y						
New Cross Gate NDC Centre, Besson St	SA7	68	15/16			08/68448	Y				
Childers St Mixed Use Employment Location	SA8	84	15/16			10/74526		Y			
Arklow Rd Mixed Use Employment Location	SA9	100	18/19-19/20		Y						
Grinstead Rd Mixed Use Employment Location	SA10	199	14/15-15/16			10/75331		Y			
Sun and Kent Wharf Mixed Use Employment Location	SA11	200	16/17-18/19		Y						
Thanet Wharf Mixed Use Employment Location	SA12	226	17/18-18/19			06/63352 S106 being considered	Y				
Amersham Vale, Former Deptford Green Secondary School	SA17	120	15/16-16/17		Y						
120, 120a and 136 Tanners Hill, St Johns	SA41	58	15/16			13/84686	Y				

Site name/Address/Ward	Site allocation	No. of units remaining to be built	Phasing	Site progress						
				None	Pre-app discussions	Application approved	Not yet started on site	Started construction	Site completed	Rating
7-17 Yeoman St		33	14/15			11/77408		Y		
Kender Estate		204	14/15-15/16			12/79828		Y		
Bond House, Goodwood Rd		78	15/16			10/73730	Y			
Marlowe Business Centre, Batavia Rd		114	14/15			11/77530		Y		
Faircharm Trading Estate, Creekside		148	15/16-16/17			12/82000	Y			
Rollins House, 55-57 Rollins St		12	14/15			03/55117		Y		
The Albany Centre, Deptford		60	29/30		Y					
Pomeroy St		45	29/30	Y						
2. LEWISHAM TOWN CENTRE										
Lewisham Gateway	SSA6	800	14/15-21/22			06/62375/ 13/82493	Y			
Loampit Vale, south side, East and west of Elmira	LCT4	788	14/15-15/16			09/71426		Y		
52-54 Thurston Rd	LTC4	62	14/15			11/77754		Y		
Loampit Vale, East of Jerrard St	LTC4	350	22/23-28/29	Y						
Loampit Vale, Thurston Rd Industrial Estate	LTC4	415	14/15-17/18			10/76005		Y		
Tesco site, Conington Rd	LTC5	250	16/17-18/19	Y						
36-56 Lee High Rd	LTC6	22	15/16			06/62788	Y			

Site name/Address/Ward	Site allocation	No. of units remaining to be built	Phasing	Site progress						
				None	Pre-app discussions	Application approved	Not yet started on site	Started construction	Site completed	Rating
58-64 Lee High Rd	LTC6	14	14/15			09/73064		Y		
Ladywell Leisure Centre	LTC7	120	17/18-18/19		Y					
Land north and south of Lewisham Shopping Centre	LTC8	200	21/22-22/23	Y						
3. CATFORD TOWN CENTRE										
Former Catford Greyhound Stadium		583	14/15-18/19			07/67276 / 13/84895	Y			
Former Rising Sun Public House		29	14/15			10/74455		Y		
Plassy Rd Island		400	22/23-25/26		Y					
Laurence House		250	24/25-26/27		Y					
Wickes and Halfords		400	22/23-26/27	Y						
4. DISTRICT HUBS										
East of Forest Hill Railway Line	SA18	33	21/22		Y					
West of Forest Hill Railway Line	SA19	74	20/21	Y						
Fairway House, Dartmouth Rd, Forest Hill	SA20	19	20/21	Y						
O'Rourke/Sivyer Transport, Sydenham Rd	SA21	28	23/24	Y						
113-157 Sydenham Rd	SA22	98	22/23-23/24	Y						
Leegate Shopping Centre, Lee Green	SA23	130	21/22		Y					

Site name/Address/Ward	Site allocation	No. of units remaining to be built	Phasing	Site progress						
				None	Pre-app discussions	Application approved	Not yet started on site	Started construction	Site completed	Rating
Former Bell Green gasworks	SA26	0							Y	
5 St Norbert Rd, Brockley Cross	SA29	0				0			Y	
9 Staplehurst Rd, Hither Green	SA36	0							Y	
16A Algernon Rd, Lewisham	SA38	0							Y	
Former Green Man Public House, Bromley Rd	SA42	0							Y	
Former Tigers Head Public House, Bromley Rd	SA43	0							Y	
Independents Day Centre, Blackheath		16	15/16			10/76229	Y			
5. LOCAL HUBS										
180 Brockley Rd, Coulgate St	SA27	25	16/17			12/80369	Y			
6 Mantle Rd, Brockley Cross	SA28	20	15/16		Y					
111-115 Endwell Rd, Brockley Cross	SA30	40	15/16-16/17		Y					
Sites at Nightingale Grove, Hither Green	SA31 – SA35	125	15/16-16/17		Y					
Former United Dairies Deport, Lee	SA39	75	14/15			11/70640		Y		
Tyson Rd (Rear of Christian Fellow Fellowship Centre, Forest Hill)	SA40	71	14/15			09/71953		Y		
Former Courts site, 335-337 Bromley Rd	SA44	117	14/15			09/73135		Y		

Site name/Address/Ward	Site allocation	No. of units remaining to be built	Phasing	Site progress						
				None	Pre-app discussions	Application approved	Not yet started on site	Started construction	Site completed	Rating
6. AREAS OF STABILITY AND MANAGED CHANGE										
Heathside and Lethbridge		218	16/17-17/18			09/72554 / 12/81169		Y		
Old Station Yard, Springbank Rd		32	14/15			10/75911		Y		
Boones Almshouses, Belmont Park		58	15/16			10/74143	Y			
St Clements Heights, 165 Wells Park Rd		47	15/16			11/78207	Y			
Excalibur Estate		193	15/16-17/18			10/75973	Y			
Catford Sorting Office		16	29/30	Y						
Best Way Cash and Carry		38	29/30	Y						

Site allocations that have already been completed are included, as it is important to show that developments are being implemented.

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 Housing Implementation Strategy 2013-14.

NOTES:

* = Does not include windfalls

** = Estimate

PendS106 = Approved by Planning Committee but awaiting completion of a Section 106 agreement

Mixed use site (residential plus a mix of business, retail, community uses etc)

* = Part of the site has already been completed. The total figure represents the number of units that remain to be developed

Italic = newly added sites in 2014

Clifford Centre does not appear on the trajectory as there will be a net decrease of 76 units

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