

LOCAL DEVELOPMENT FRAMEWORK

People, Places and Spaces

**THE PREFERRED OPTIONS REPORT FOR THE
SPATIAL (CORE) STRATEGY**

May 2007

IMPORTANT INFORMATION

WHAT IS THIS REPORT?

This is the Preferred Options Report for the Council's Spatial (Core) Strategy. It details where development should take place in the borough and the way this should be done. This is contained in the vision, objectives and spatial strategy. It also includes draft policies that would be used to assess development when a planning application is lodged.

The reports sets out the preferred approach the Council is considering adopting. A planned growth strategy is proposed which will seek to deliver new homes and jobs and the social facilities associated with a sustainable community - such as, schools, medical facilities, shops, parks, trains, buses, and leisure and entertainment facilities.

WHY HAS IT BEEN PREPARED?

New planning legislation required the Council to produce a new set of planning policy documents. Collectively these documents are known as the Local Development Framework or LDF. This document is part of the LDF.

WHAT HAS PREVIOUSLY BEEN DONE?

The preferred options reflect the findings from the Issues and Options consultation in 2005. This provided the issues, ideas and possible directions for the types of policies and proposals that could apply to development in the Lewisham.

WHO CAN COMMENT ON THE REPORT?

Everyone can comment. Copies of the report are available from:

- The Council's website
(www.lewisham.gov.uk)
- The Planning Service
London Borough of Lewisham
5th Floor, Laurence House
1 Catford Road
Catford, SE6 4RU
- All borough libraries

If you would like to speak to the Planning Policy Team about the report, you can telephone us on 020 8314 7400.

HOW CAN I COMMENT?

We need your feedback on what you think of the preferred options presented in this report.

- We want to know what you think?
- Can improvements be made?
- What do you think of the draft policies?

Comments must be in writing and sent to:

- Planning Policy
London Borough of Lewisham
5th Floor, Laurence House
1 Catford Road, Catford, SE6 4RU; or
- E-mail your comments to:
planning@lewisham.gov.uk with 'LDF Spatial (Core) Strategy Preferred Options' as the subject.

WHAT HAPPENS NEXT?

Once the Council has reviewed what the community and stakeholders have said, it will consider what should be in the submission version of the Spatial (Core) Strategy. This document will then be submitted to the Secretary of State and be subject to an independent review at an Examination in Public, before it can be adopted by the Council.

CONTENTS

1.	INTRODUCTION	5
1.1	WHAT IS THE SPATIAL (CORE) STRATEGY?	5
1.2	PREPARATION OF THE SPATIAL (CORE) STRATEGY	5
1.2.1	<i>What consultation has already taken place?</i>	<i>5</i>
1.2.2	<i>What is the current consultation about?</i>	<i>6</i>
1.2.3	<i>What will happen next?.....</i>	<i>6</i>
1.3	STRUCTURE OF THIS DOCUMENT.....	7
2.	PLANNING PROCESS	8
2.1	THE NEW PLANNING SYSTEM.....	8
2.2	WHAT IS SPATIAL PLANNING?	9
2.3	A FLEXIBLE PLAN.....	9
2.4	RELATIONSHIP TO OTHER PLANS AND STRATEGIES	10
2.4.1	<i>National Planning Policy</i>	<i>10</i>
2.4.2	<i>Climate Change</i>	<i>10</i>
2.4.3	<i>Regional Planning Policy</i>	<i>10</i>
2.4.4	<i>Economic Development.....</i>	<i>11</i>
2.4.5	<i>Local Plans and Strategies</i>	<i>11</i>
2.5	SEA DIRECTIVE AND SUSTAINABILITY APPRAISAL	13
3	SPATIAL PORTRAIT	15
3.1	AN OUTLINE	15
3.2	THE NATURAL ENVIRONMENT	15
3.3	POPULATION: SOCIAL AND CULTURAL CHARACTERISTICS	17
3.4	HEALTH AND EDUCATION.....	17
3.5	HOUSING AND THE BUILT ENVIRONMENT	18
3.6	ECONOMY AND RETAIL	18
3.7	TRANSPORT	21
3.8	WASTE MANAGEMENT	21
3.9	DRIVERS FOR CHANGE.....	23
4.	SPATIAL VISION, OBJECTIVES AND STRATEGY.....	24
4.1	CORE STRATEGY ALTERNATIVE GROWTH SCENARIOS	24
4.1.1.	<i>Growth Scenario 1: Promote growth through major housing provision.....</i>	<i>24</i>
4.1.2.	<i>Growth Scenario 2: Promote growth through mixed use redevelopment.....</i>	<i>25</i>
4.1.3.	<i>Growth Scenario 3: Promote limited growth and adopt a protective approach to existing employment designations.....</i>	<i>25</i>
4.2	THE SPATIAL VISION	28
4.3	STRATEGIC OBJECTIVES	29
	<i>Sustainable Regeneration</i>	<i>29</i>
	<i>Equalities and Social Inclusion</i>	<i>30</i>
	<i>Homes for All</i>	<i>30</i>
	<i>Promoting Good Design</i>	<i>30</i>
	<i>Open Space and Biodiversity</i>	<i>30</i>
	<i>Sustainable Movement.....</i>	<i>30</i>
	<i>Sustainable Economy.....</i>	<i>30</i>

4.4	THE SPATIAL STRATEGY	31
4.4.1	<i>Spatial Planning Areas (SPA)</i>	31
4.4.2	<i>Major Growth Corridor</i>	32
4.4.3	<i>Areas for Moderate Growth and Intensification</i>	34
4.4.4	<i>Areas for Managed Change</i>	34
4.4.5	<i>Areas for Local Renewal</i>	34
4.4.6	<i>Areas for Conservation and Protection</i>	35
4.4.7	<i>Cross Cutting Themes</i>	36
5.	CORE POLICIES	40
5.1	LOCATION POLICIES	41
5.1.1	<i>Sustainable Regeneration (Location for Development)</i>	41
5.2	CROSS CUTTING THEMES	43
5.2.1	<i>SUSTAINABLE DEVELOPMENT AND CLIMATE CHANGE</i>	43
5.2.2	<i>WATER MANAGEMENT AND FLOOD RISK</i>	46
5.2.3	<i>WASTE MANAGEMENT</i>	47
5.2.4	<i>EQUALITIES AND SOCIAL INCLUSION</i>	49
5.2.5	<i>IMPLEMENTATION</i>	53
5.3	ISSUE BASED POLICIES.....	55
5.3.1	<i>HOMES FOR ALL</i>	55
5.3.2	<i>PROMOTING GOOD DESIGN</i>	58
5.3.3	<i>OPEN SPACE AND BIODIVERSITY</i>	62
5.3.4	<i>SUSTAINABLE MOVEMENT</i>	64
5.3.5	<i>SUSTAINABLE ECONOMY</i>	69
A.	<i>Employment Land</i>	69
B.	<i>Retail and Town Centres</i>	74
C.	<i>Tourism</i>	76
6.	IMPLEMENTATION AND MONITORING	78
	APPENDIX 1 – NATIONAL AND REGIONAL POLICY	90
	APPENDIX 2 – SPATIAL (CORE) STRATEGY/COMMUNITY STRATEGY RELATIONSHIP	94
	APPENDIX 3 – CORE POLICIES	98

1. INTRODUCTION

1.1 WHAT IS THE SPATIAL (CORE) STRATEGY?

The Government has introduced a new planning system. Councils now have to produce a Local Development Framework or LDF. This is a bundle of documents setting out the Council's planning policies and strategies. You can see a list of all the plans the Council intends to produce in another document named, the Local Development Scheme.

This particular document is the Preferred Options report for Council's Spatial (Core) Strategy. It details where development should take place in the borough and the way this should be done. This is contained in a vision, objectives and spatial strategy. It also includes draft core policies which will apply across the borough.

The report sets out the preferred approach the Council is considering adopting. A planned growth strategy, with an emphasis on mixed-use, is proposed. This will seek to deliver new homes and jobs and the social facilities associated with a sustainable community – such as schools, medical facilities, shops, parks, trains, buses, and leisure and entertainment facilities. This approach provides the mechanisms for delivering the principles of sustainable living through development, and identifies and considers environmental, social and economic issues relevant to the borough. The Spatial (Core) Strategy is expected to be relevant over a 10-15 year period from adoption but will be subject to monitoring and revised as appropriate when circumstances change.

The spatial strategy for Lewisham must be prepared in accordance with government legislation and guidance. Primarily this is set out in the Planning and Compulsory Purchase Act (2004). It must therefore, take full account of national planning policy guidance and be in general conformity with the regional spatial strategy for London known as the London Plan. The strategy also undergoes a set of community consultations to involve and take into consideration the wider community in the preparation of the plan.

1.2 PREPARATION OF THE SPATIAL (CORE) STRATEGY

1.2.1 What consultation has already taken place?

The Spatial (Core) Strategy is known as a Development Plan Document (DPD) in the LDF. The production of the document must go through a number of stages and must be in accordance with a document called the Statement of Community Involvement or SCI.

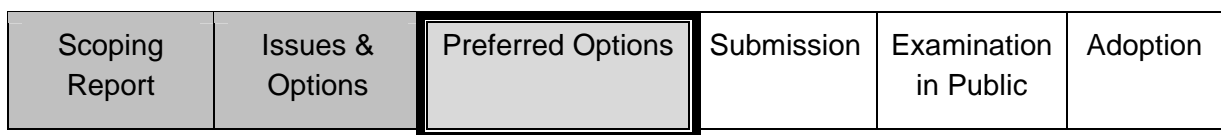
An early stage of production is the presentation and consultation on 'issues and options' that a LDF document should deal with. During 2005 the Council consulted on 12 issues and options papers covering the spatial vision, objectives, and issues such as housing, sustainable environment, employment land, transport, community facilities and urban design. A separate Consultation Report summarises the responses received and indicates how each response was dealt with. A copy is available from the Planning Service or online from the Council's website at www.lewisham.gov.uk .

1.2.2 What is the current consultation about?

The current consultation presents the preferred options for the range of issues to be covered by the Spatial (Core) Strategy. The preferred options have been prepared having regard to:

- National and regional policy and guidance
- Feedback from the issues and options consultation
- Changes that may have been made to Government guidance, planning legislation and
- The initial and final Sustainability Appraisal of the issues and options and the preferred options.

In some cases the preferred option has been devised from a combination of the range of options presented at the issues and options stage rather than just one discreet option. The process is broadly illustrated below and highlights the preferred options.



The Council is looking to you, the community and stakeholders, to tell us the following:

- What do you think of the preferred options presented?
- Do you agree with the vision, objectives and strategy?
- Can improvements be made to the preferred option?
- What do you think of the drafted policy provided?
- What about the implementation and monitoring framework?

Community involvement and formal consultation will occur over a period of six weeks from 22nd June to 3rd August 2007. This is the last opportunity for the public and stakeholders to influence the content of the Spatial (Core) Strategy document before it is submitted to the Secretary of State.

1.2.3 What will happen next?

After the preferred options consultation, the document will be redrafted taking into account the consultation comments and any changes to Government policy. It will then be subject to further sustainability appraisal and worked into a Submission Spatial (Core) Strategy that will be submitted to the Secretary of State for an independent examination presided over by a Planning Inspector.

The public and other stakeholders will again have the opportunity to make representations on the submitted document, however, all comments will be submitted to the Secretary of State. The Planning Inspector will make a decision on each representation received. The Inspectors report on the submitted plan will be binding on the Council, and any changes recommended in the report must be made before the document is adopted by the Council.

For full details on the consultation process see the Statement of Community Involvement (SCI) which can be obtained from our website or free of charge from the Lewisham Planning Service.

1.3 STRUCTURE OF THIS DOCUMENT

The Spatial (Core) Strategy Preferred Options report is structured as follows:

- **Section 1: Introduction** explains the role and purpose of the document and the role of the community and stakeholders.
- **Section 2: Planning Process** explains the document's relationship to national and regional policy, other LDF documents, other Council studies and documents, and the sustainability appraisal of the preferred options.
- **Section 3: Spatial Portrait** provides the borough's main characteristics and highlights significant issues around living, working and learning in the area. The 'portrait' is simply a snap shot picture of the borough in facts and figures. From this information we are able to identify the key drivers for change.
- **Section 4: Spatial Vision, Objectives and Strategy** sets out the spatial vision, strategic objectives and strategy which the Council intends to achieve and implement.
- **Section 5: Core Policies** sets out the preferred options and draft core policies in terms of location, cross cutting themes and issue based overarching planning policies. Each is presented and discussed in terms of the options consulted in the Issues and Options report, the preferred option, the draft policy or policies and the reasons and justification for the preferred approach. The core policies will be supported by a set of detailed development policies provided in separate Development Plan Documents.
- **Section 6: Monitoring and Implementation** outlines the proposed strategy to ensure implementation and delivery of the vision, objectives, strategy and core policies, and how these will be monitored.
- **Appendices** provide additional material including further explanation of national policy, relationship of the strategy to the Community Strategy and a glossary.

2. PLANNING PROCESS

2.1 THE NEW PLANNING SYSTEM

Applications for development in Lewisham are currently considered in relation to the policies set out in the Lewisham Unitary Development Plan (adopted July 2004) which regulates all development in the Borough. The Planning and Compulsory Purchase Act (2004) introduced a new system of plan making in England called the Local Development Framework or LDF. This is radically different from the previous system and has an emphasis on spatial planning.

The Local Development Framework is a portfolio of planning documents, prepared by the Council, which collectively will deliver the planning strategy for Lewisham. A glossary of all the new planning jargon is set out in Appendix 1. The documents, which will comprise the Lewisham LDF are:

- Local Development Scheme (LDS)
- Development Plan Documents (DPDs), which will include the following documents:
 - Spatial (Core) Strategy
 - Development Policies and Site Allocations
 - Area Action Plans (AAPs)
 - The Proposals Map
- Supplementary Planning Documents (SPDs)
- Statement of Community Involvement (SCI)
- Annual Monitoring Report (AMR)
- Sustainability Appraisal/SEA directive.

The Local Development Scheme is essentially the work programme for the production of the various documents that make up the LDF. It sets out the name of each document, its purpose and the timetable for its production including the dates of various key milestones.

The Spatial (Core) Strategy is one of four Development Plan Documents (DPD) the Council is preparing. It is the most strategic of the DPDs and sets out the spatial vision and policies for the borough as a whole and its localities. However, it does not identify specific sites. All the other DPDs must be consistent with the strategy and policies set out in the Spatial (Core) Strategy.

The Development Policies and Site Allocations DPD is the document that will set out the main policies that will be used to consider planning applications for development or change of use. This document will contain the more detailed criteria based policies relating to housing, shops, the design of buildings, car parking and the like. The site allocations part of the document will determine the future land-use of specific sites.

The two Area Action Plan DPDs (Lewisham and Catford town centres) will provide the planning framework for the two town centres as they are likely to be subject to significant change in the next few years. The purpose of an area action plan is:

- To deliver planned growth
- Stimulate regeneration
- Protect conservation areas and

- Focus the delivery of area based regeneration initiatives.

The Proposals Map defines specific sites and areas where the local planning authority is making proposals for particular developments or other land uses, or areas within which particular policies for the use and development of land will apply.

Each of the DPDs has a different but complementary role and together they will provide the comprehensive planning policy framework for Lewisham.

2.2 WHAT IS SPATIAL PLANNING?

Government guidance in Planning Policy Statement 12 (PPS12) paragraph 1.8 states that:

Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.

It may help to move away from any jargon and simply to think about spatial planning as dealing with how people live their lives in the spaces and places they create. For example, where and how people go to work, where and how students go to school, where Lewisham residents go for their health needs and how they try to live a healthy lifestyle.

The characteristics of a spatial plan can be summarised as:

- It deals with specific locations
- It identifies inter-dependencies and relationships
- It seeks to identify local diversity and address needs, issues and maximise opportunities
- It links local strategies and programmes from other organisations, particularly in the public sector, and shows what this means in terms of spatial planning for the borough
- It is not restricted to implementation through the formal planning process and may rely on a wide range of organisations for implementation and
- It is not restricted to land use and zoning but considers social, economic and environmental issues.

2.3 A FLEXIBLE PLAN

The preparation of the Development Plan Document spans a number of years and flexibility is necessary in order to incorporate changes arising from other plans and strategies that may have an impact on the LDF. An example would be the NHS Trust who will have a more direct impact on health matters than the Council. The Trust's plans and strategies may change over the lifetime of this plan and it is therefore important that there is sufficient flexibility to adapt to new circumstances as they arise.

The Mayor of London is currently consulting on further alterations to the London Plan which includes changes that will have an impact on Lewisham's LDF. The spatial strategy has been prepared in light of the current London Plan though the Council acknowledges that should the draft alterations be adopted, then the strategy will respond to the adopted document.

2.4 RELATIONSHIP TO OTHER PLANS AND STRATEGIES

2.4.1 National Planning Policy

Each Lewisham Development Plan Document has taken into account national planning policy in formulating the local strategy and policies. The Government has published a number of Planning Policy Statements (PPS) to replace Planning Policy Guidance notes (PPG). These set out the national policies and principles on different aspects of planning. The hierarchy of planning policy is such that the policies set out at the national level must be taken into account by both the regional planning authority (Mayor of London) and the local planning authority when preparing their various LDF documents. See Appendix 2 for a list of national policy documents.

Lewisham is located in the Thames Gateway which is Europe's largest regeneration project. In March 2005 the government published its strategy for Thames Gateway – *Building Sustainable Communities: Delivering in the Thames Gateway*. The plans include the delivery of 120,000 new homes and 180,000 new jobs by 2016, together with the social, economic and transport infrastructure necessary for building sustainable communities. The growth strategy set out in the Spatial (Core) Strategy will make a significant contribution to achieving these objectives.

2.4.2 Climate Change

The effects of climate change can potentially have a seriously damaging effects on the built and natural environment of the borough. An increase in extreme weather conditions will affect biodiversity and habitats and can ultimately alter the species compositions of the fauna and flora. Areas adjoining the River Thames and parts of Lewisham's river network are of particular concern as they are in areas of flood risk.

Efforts to mitigate and adapt to the effects of climate change will be vital for developing a liveable and sustainable environment which will be achieved through the vision, objectives and policies of the Spatial (Core) Strategy. Collectively, these are aimed towards requiring a reduction in resources use, ensuring sustainable construction practices, and linking services and places together to encourage the use of sustainable modes of transport.

This is further reflected in recent draft guidance released by the Government called *Planning Policy Statement 25: Planning and Climate Change*. The draft guidance sets out how spatial planning should contribute to reducing emissions and stabilising climate change (mitigation) and take account the unavoidable consequences (adaptation).

2.4.3 Regional Planning Policy

London Plan

The Planning and Compulsory Purchase Act (2004) requires the Spatial (Core) Strategy to be in general conformity with the London Plan, that is, the Mayor of London's spatial strategy for Greater London. The London Plan sets out six objectives, which are:

- To accommodate London's growth within its boundaries without encroaching on open space
- To make London a better city for people to live in
- To make London a more prosperous city with strong and diverse economic growth

- To promote social inclusion and tackle deprivation and discrimination
- To improve London's accessibility
- To make London a more attractive, well designed and green city.

A summary of the London Plan is provided in Appendix 1. The Spatial (Core) Strategy reflects these objectives and in the Council's opinion is in general conformity with the Plan.

2.4.4 Economic Development

The Economic Development Strategy (EDS) produced by the London Development Agency, is the mechanism through which the Mayor of London will deliver the vision of economic development and growth in London. The Spatial (Core) Strategy has taken the EDS into consideration in the development of the strategy and reflects key objectives.

2.4.5 Local Plans and Strategies

Community Strategy

The Council is part of the Lewisham Strategic Partnership (LSP). This brings together 20 representatives from the public, private, voluntary and community sectors to promote and sustain joint working to secure meaningful ways of engaging the community at all levels, both in terms of setting strategy and delivering modern effective local services.

The LSP developed a Community Strategy with ten key action plans to improve the wellbeing of Lewisham people, develop local communities and improve public sector performance and delivery. It sets out a long-term vision and brings together the many individual strategies from the different agencies and partnerships into one document. These priority areas are the focus of action which will help achieve the vision which is:

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

The Spatial (Core) Strategy is intended to be the spatial implementation mechanism for the Community Strategy. The Spatial (Core) Strategy adopts the same vision, however, it has been expanded to clarify how the spatial implications will be addressed. Appendix 3 shows the relationship between the Community Strategy and the objectives and core policies of the Spatial (Core) Strategy.

Transport and Land-use

Land use planning and transport are intrinsically linked in shaping and developing areas in the most effective and sustainable way. The issue of accessibility between home, work, basic services and health, education and community facilities is vital in order to reduce traffic related environmental problems such as air and noise pollution and increase connectivity and permeability between spaces and places.

The Lewisham Local Implementation Plan (LIP) is a statutory document required by the Mayor of London to show how the Borough will implement the Mayor's Transport Strategy. This needs to be consistent with the London Plan, the Mayor's spatial strategy . The LIP outlines how movement through the borough will be managed via local transport policies, the transport network and strategies for future development. The Spatial (Core) Strategy has integrated the key considerations of the LIP into its strategy and policies.

Air Quality

The urban environment is a major contributor to air pollutants that affect human health and the natural environment. Industrial activity, construction and road traffic emit the majority of these pollutants. This has led to the designation of air quality management areas in urban areas and along busy roads. The Air Quality Management Area (AQMA) in Lewisham is in the north of the borough where the air quality objectives are not likely to be met for NO_x (nitrogen oxide) and PM₁₀ (Particulate Matter up to 10 micrometers in size).

The AQMA is the main area for growth in the borough and it is essential that air quality is addressed on a strategic level. The Spatial (Core) Strategy aims to reduce vehicle journeys and distance travelled by locating development close to existing public transport links and areas where public transport will be improved; making homes, jobs, basic services and health, education and community facilities more accessible.

The SELCHP (South East London Combined Heat and Power) waste incineration is the only Part A I process in the borough and is regulated by the Environment Agency.

Other local plans and strategies

A number of local plans and strategies have been adopted by the Council. The Spatial (Core) Strategy has taken these into consideration, and reflect and implement relevant objectives and strategies. The following is a list of the main local plans and strategies that have been reviewed:

- A Safer Lewisham (2005-2008)
- Climate Change Strategy (2006)
- Creative Lewisham, Lewisham Commission on Culture and Urban Development
- Early Years Development and Childcare Implementation Plan
- Economic Development Business Plan
- Education and Development Plan (2002-2007)
- Health in Equalities Strategy (2004 - 2010)
- Lewisham Contaminated Land Strategy (2001)
- Lewisham Energy Policy (2001)
- Lewisham Environmental Policy (2002)
- Lewisham Homelessness Review and Homeless Strategy (2003-2006)
- Lewisham Housing Strategy (2004 – 2007)
- Lewisham Local Air Quality Action Plan (2003)
- Lewisham Local Implementation Plan (2005 – 2010)
- Lewisham Municipal Waste Strategy
- Local Biodiversity Plan – A natural renaissance for Lewisham
- Local Cultural Strategy
- Open Space Strategy for Lewisham (2005 – 2010)
- Physical Activity, Sport and Leisure Strategy (2005-2010)
- School Organisation Plan for the London Borough of Lewisham (2004 – 2009)
- Skills for Life Strategy (2002 – 2010)
- Social Inclusion Strategy 2005 – 2013
- Teenage Pregnancy, Parenthood and Sexual Health Strategy (2001 – 2010).

2.5 SEA DIRECTIVE AND SUSTAINABILITY APPRAISAL

Government guidance (PPS12) requires Development Plan Documents to be subject to strategic environmental assessment to comply with European Union directive 2001/42/EC. The requirement to meet the SEA directive has been met by incorporating the required criteria to the 'Environmental impacts' element of the Sustainability Appraisal (SA), which will be applied to all Development Plan Documents and Supplementary Planning Documents.

The purpose of the Sustainability Appraisal is to assess the social, economic and environmental effects of strategies and policies in a local development document. This has been applied to each preferred option and draft core policy. The Sustainability Appraisal process is integrated with the plan production process so that sustainability issues are fully considered from the outset and the public is informed.

The methodology for producing the Sustainability Appraisal includes an appraisal of the impact of national and regional plans and strategies and this again ensures that the impact of these policies is included in the preparation of the DPDs. Where policies or proposals do not initially meet sustainable objectives and are likely to have an adverse affect, they have been withdrawn, replaced, modified or mitigation measures introduced.

Key conflicting issues emerging from the plan:

- The designation of employment sites and waste management site conflict with housing due to demand for housing which is currently outstripping supply and is predicted to do so in the lifetime of the development plan. The relatively small economy of Lewisham does however indicate the necessity to protect employment sites and retain the workforce within the borough. Policies CP 26, CP27, and CP 28 reinforce this position.
- The growth area is mainly situated in a flood risk category 3 area. Flood risk assessments and sequential testing will need to be prioritised for any development proposal or set of proposals in the area. Policy CP 8 'Water Management and Flood Risk' seeks to minimise and control the risk of flooding and encourages water conservation.
- The growth area is likely to increase road traffic and add pressure to the public transport system, which will increase traffic related air pollution and noise. Cumulative impacts of development on air quality and traffic flow will need to be addressed with planning proposals. This is covered by policy CP 7 'Climate Change' which addresses the causes of climate change.
- The per capita of public open space will be reduced as a result of high density housing. The core policy on open space hence focuses on improving the quality rather than just increasing additional areas. It will be necessary to protect any open space and make provision for additional open space where feasible. Policy CP 21 and 22 recognise the need for open space in an urban environment.

- The increased development may lead to habitat loss, particularly on sites that are derelict and vacant. The demand for development, and in particular housing is unlikely to prioritise these habitats. Mitigation measures include introducing green roofs and walls and requiring green open space provision in development proposals. These are covered within the Development Policies and Site Allocations Development Plan Document.
- Short term negative effects on resources use for construction, such as energy, water, waste generation, dust emissions and noise and vibration. The short term negative effects on the environmental indicators will be mitigated by development control policies on sustainable construction and waste management and via planning obligation. The core strategy policies improve on the current UDP policies by having a more proactive approach on efficient use of resources during the construction and operational phase of developments.

The SA process made the following differences to the development of the DPD:

- Identified gaps in the vision and objectives
- identified gaps in the baseline data
- identified environmental indicators that would need to be priorities with more detailed investigation at the planning application stage
- highlighted the need for partnership working to improve the social infrastructure, particularly in relation to responding to needs of the local communities and disadvantaged groups
- provided a consistent and comprehensive approach to investigating the effects of the plan at each stage of the plan making process

The Sustainability Appraisal report is published alongside the Spatial (Core) Strategy for public consultation. A copy is available from the Planning Service or online from the Council's Planning Policy website at www.lewisham.gov.uk.

3 SPATIAL PORTRAIT

3.1 AN OUTLINE

Lewisham is an inner London Borough covering an area of 34.7 square kilometres (or 14 square miles) of south east London. As depicted in figure 1, it stretches from the River Thames at Deptford and Convoys Wharf in the north to the suburban centres of Sydenham, Downham and Grove Park in the south. It occupies a key strategic position in south-east London on the ancient routes between London and the ports on the Kent and Sussex coast.

Lewisham is primarily a residential borough, ranging from low density suburbs to high density neighbourhoods. The borough has large areas of green spaces, with local centres following the pattern of earlier settlements and old village centres. It has a rich ethnic and culturally diverse community but is also rated as the 30th most deprived local authority in the country as recorded in the 2004 Indices of Multiple Deprivation. The borough can be characterised as a residential place where people choose to live, but a significant number commute to work in other parts of London. In the bid towards sustainable living, the Council has an ambitious vision: 'Together we will make Lewisham the best place in London to live, work and learn'. This plan will set out the spatial expression of the sustainable community that Lewisham will become by 2020.

3.2 THE NATURAL ENVIRONMENT

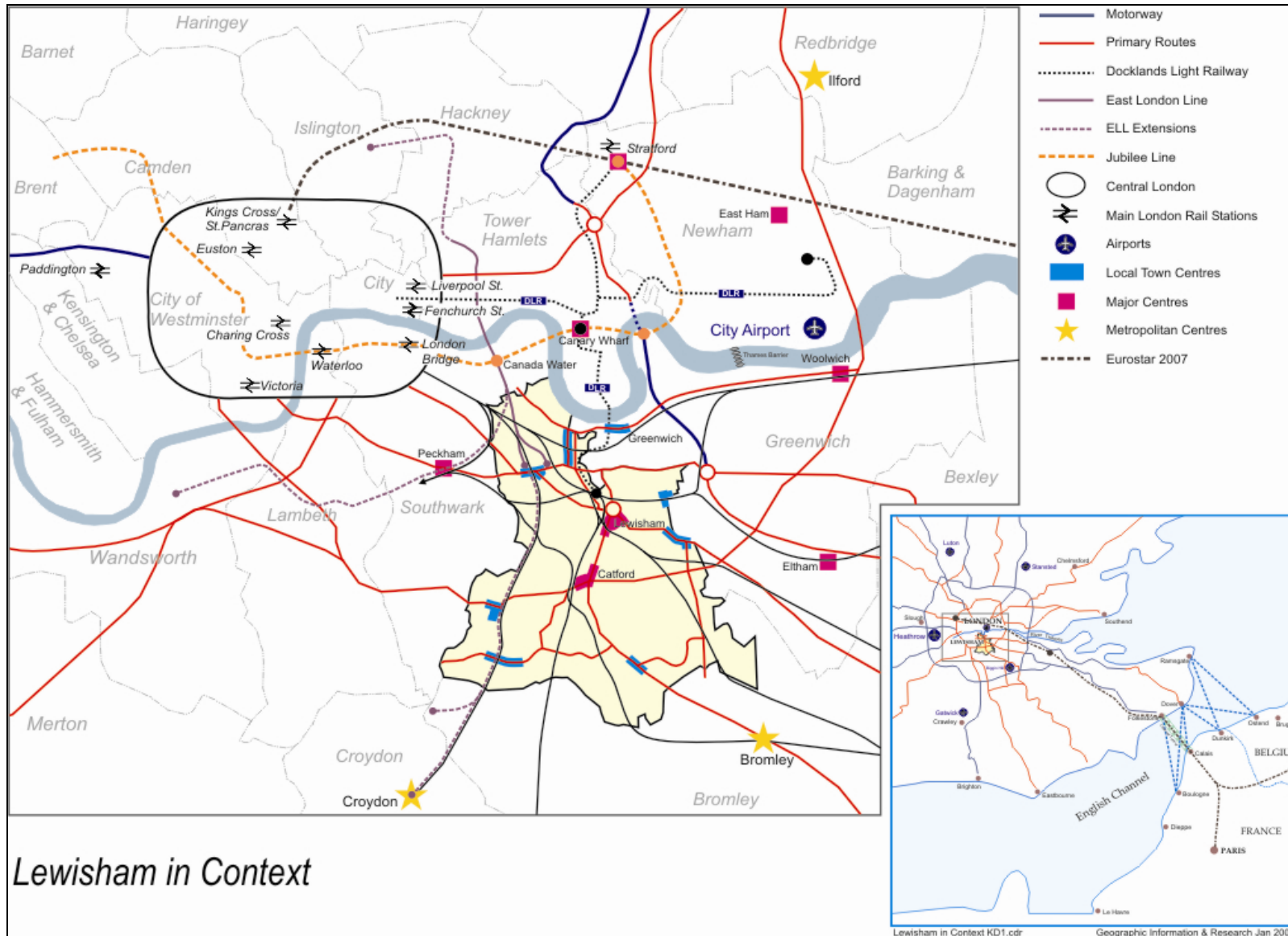
Despite its inner London location, Lewisham has more than 560 hectares of green space (about 14% of the area of the borough), with 46 public parks covering about 370 hectares. There are 60 sites designated as Sites of Nature Conservation Importance including 19 Local Nature Reserves. In addition the River Thames and other waterways, private garden areas, and railway line-sides provide valuable habitats for wildlife in the borough. Approximately one fifth of the borough is considered to be deficient in open space, and with increasing pressures to build, the borough aspires to protect all its green space.

Lewisham falls within the catchment of the River Ravensbourne. This river has three main tributaries (the Rivers Pool, Quaggy and Spring Brook) and runs directly through the borough from Beckenham Place Park in the south to where it enters the Thames at Deptford Creek.

Many of the significant areas of green space in the borough are beside the rivers, primarily because of the historical recognition that building on the floodplain was not a sensible option. However, in the latter part of the 20th century, building has encroached on to the flood plain and has led to the concrete channelisation of the river in many places. The River Ravensbourne is recognised as one of the most engineered rivers in metropolitan London.

There are parts of the borough that fall within the flood risk area. Though most of it is protected by flood defences there are areas along the rivers which fall under the category of low to medium risk of flooding. Areas also along the River Thames fall into various flood risk categories, as assessed by the Environment Agency.

Figure 1: Key Diagram 1 - Lewisham in context



3.3 POPULATION: SOCIAL AND CULTURAL CHARACTERISTICS

According to the 2001 census, 248, 922 people live in Lewisham. The 2005 Mid Year Estimates prepared by the Greater London Authority (GLA) project a growth to 257,180 by 2005. It is expected that this figure will increase to approximately 281,945 by 2016. This will mean that better and more schools, houses, shops, health and transport facilities, parks and open spaces will all be required.

The borough has a relatively young age structure with relatively fewer people over the age of 40. In 2001, 21% of the borough's population was under the age of 16, which is the second largest child population of all inner London boroughs. It is projected that the proportion of people aged 16 to 24 will rise by 21% by the year 2016.

The borough benefits from a highly diverse population both ethnically and culturally. About 34% of the population are of Black and Minority Ethnic origin, with the highest concentrations in the north and central parts of the borough. The proportion of residents of black Caribbean origin is the highest in London.

3.4 HEALTH AND EDUCATION

The average life expectancy for Lewisham residents is 76.6 years while that for London as a whole is 78.3 and for Great Britain 78.1 years. 29% of Lewisham households have one or more persons with a limiting long term illness. However, only 15.6% of the population have a limiting long term illness, compared to the England and Wales average of 18.2%.

When compared with inner London boroughs, Lewisham has a low overall crime rate with 35 crimes per 1,000 population, with only Wandsworth having a lower crime rate. The London average is approximately 34 crimes committed per 1000 population (Home Office Crime Statistics 2005/06).

Lewisham is a borough with areas of acute need as evidenced by the Indices of Multiple Deprivation 2004. Lewisham is ranked 57 out of 354 local authorities in England in terms of average deprivation (where 1 is most deprived) (Communities and Local Government 2006). The deprived Wards in Lewisham focus on Evelyn (122), New Cross (138), Brockley (153), Downham (154), Lewisham Central (160) and Bellingham (164). There are, however, pockets of deprivation in most wards.

There is a need for a better distribution of leisure resources for children and young people. In the 'In our view: Young Lewisham Review 2000' study, parents ranked 'boredom and not enough to do' as the single most serious local problem; the south west and the north west of the Borough being singled out as particularly lacking in facilities.

Currently 90% of resident primary school children attend school within the borough. Whilst 10% of children do not attend schools in the borough this could be attributed to school catchment areas that cross the borough boundary. In secondary schools, however, only 65% of resident's children attend school within the borough. Whilst there are some pupils that travel into the borough, this leakage leads to a net shortfall in pupils.

The government is committed to spending £2.2 billion per year over the next 15-20 years to replace, rebuild or renovate every secondary school in England. Lewisham has been awarded £186 million and is carrying out the most ambitious programme in the country. It is proposed that by 2013 all Lewisham's secondary schools will have been improved under this programme providing better educational facilities for staff and pupils.

3.5 HOUSING AND THE BUILT ENVIRONMENT

According to the 2001 Census there are approximately 249,000 people living in Lewisham in 107,412 households. Owner occupiers (either outright or with a mortgage) comprise 52,119 (48.5%) of Lewisham households, which is significantly below the national average of 68%. 1,712 households (1.6%) are in shared ownership properties. There are 28,538 (26.6%) households in dwellings rented from Lewisham Council and a further 9,654 (9%) are rented from a Housing Association or Registered Social Landlord. Of the remainder 15,391 are rented from a private landlord, letting agent or live with family.

The proportion of households renting from the Council or a Registered Social Landlord (RSL) varies from over 70% in Evelyn Ward and 52.9% in New Cross Ward, to 13.1% in Catford South ward. The borough average is 35.6% of households renting from the public sector/RSL. London-wide about 25% of the housing stock is in public sector/RSL ownership (Housing in London, Greater London Authority 2005). These figures are perhaps not directly comparable, but are an indication that Lewisham has a high proportion of social rented housing in comparison to the rest of London.

The borough has a significant number of ageing properties where 45% of private housing sector housing is pre 1919 and 60% of privately rented dwellings are over 80 years old. The average Standard Assessment Procedure (SAP) rating for private sector properties is estimated at 46 (out of 100) (Lewisham Private Sector Housing Strategy 2004 – 2006). An estimated 19.6% of all households in the borough are living in unsuitable housing, of which 68.1% is Council or Housing Association accommodation. The two main reasons for unsuitability are health/mobility problems and overcrowding (Lewisham Housing Needs Survey 2003).

The average house price in Lewisham for the period Jan - March 2006 was £206,953. In comparison the Greater London average house price in the same period was considerably more expensive at £295,272 (Land Registry 2006).

Average weekly full time earnings in Lewisham in 2005 were £521.40 as compared to the London average of £555.80 (Office for National Statistics – Annual Survey of Hours and Earnings 2005).

3.6 ECONOMY AND RETAIL

The Lewisham economy is a relatively small economy by London standards. In the 2001 Competitiveness Audit it ranked 30 out of 33 in terms of size of economy amongst the London boroughs and was the smallest when measured against its immediate inner London and South London neighbours (Lewisham Economic Development Business Plan 2004). Significant growth occurred in the 1990s as measured by the increase in numbers of businesses, with many of the new additions coming in the business services sector.

The borough's economy has undergone substantial change over the last twenty years and in the process has lost the majority of its major private sector companies. Retail chains, smaller retailers and a range of businesses in the business services sector have largely taken over as the source of private sector employment operating in the borough. The public sector is playing an increasingly important part as the dominant employer. In 2004 the workforce in Lewisham numbered 64,700. The largest sector was public/education and health services (23,762), the second largest was banking and finance (12,822), followed by distribution/hotels and restaurants (13,679) (Annual Business Inquiry: December 2004).

As yet relatively small, but potentially important for the future economy of Lewisham is the growing cluster of creative sector enterprises mainly centred on the Deptford and New Cross area and Forest Hill.

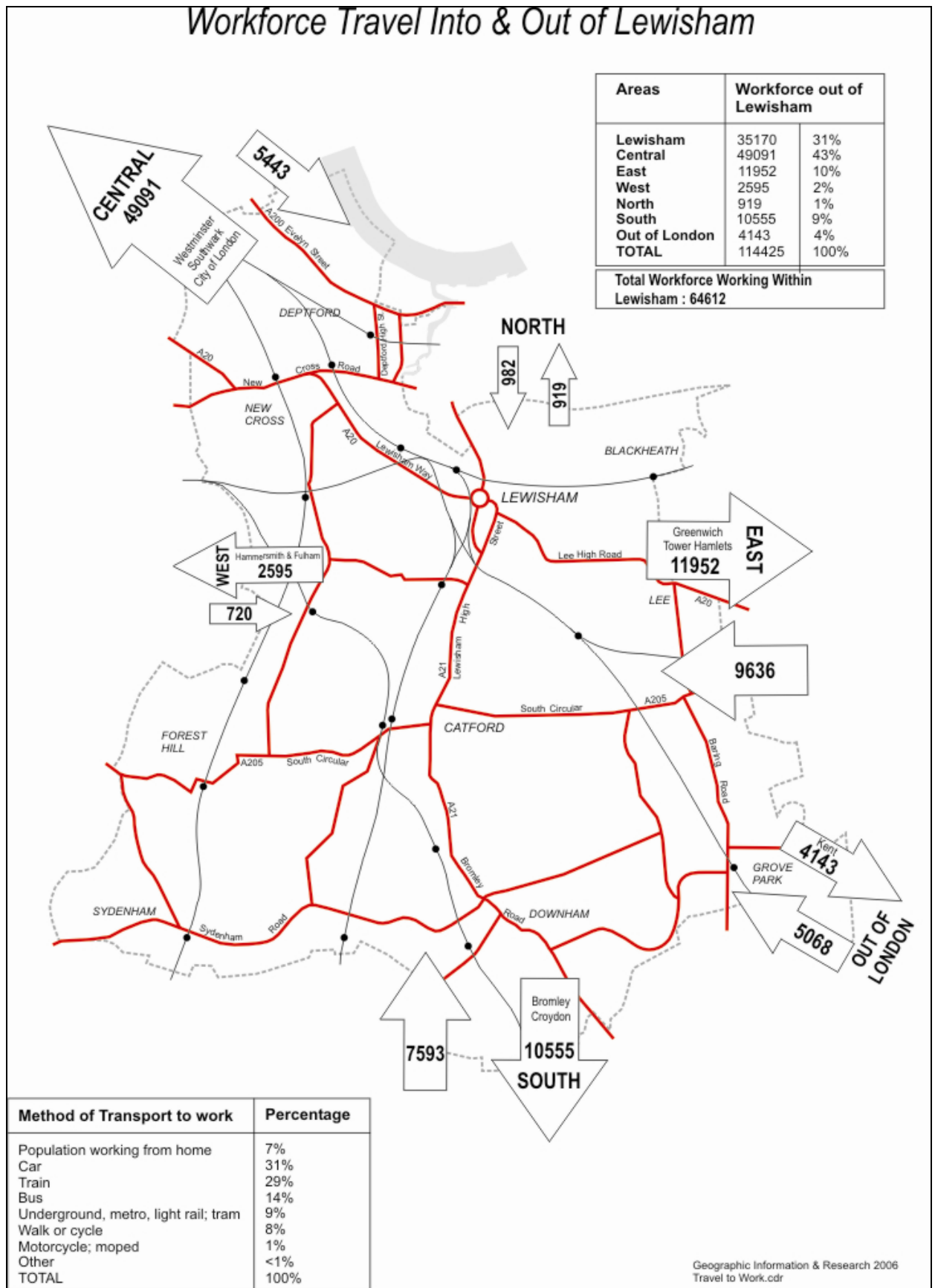
The two main shopping areas in the borough are Lewisham and Catford town centres. Smaller local centres range in size from Deptford with 222 retail units, to Downham which has 67 units. Major centres located just beyond the boundaries of the Borough that are likely to impact on retail include Canary Wharf, London's West End, Canada Water/Surrey Quays, Croydon, Bromley, Bluewater Park (Kent) and the forthcoming developments in Stratford City.

The Council's Retail Capacity Assessment and Site Allocation Study 2004 indicates that there is sufficient spending capacity within the borough to support the expansion of some of the retail centres and for Lewisham Town Centre to achieve Metropolitan status. With the projected increase in population an increase in retail facilities will become increasingly important to maintain sustainable communities.

The ONS Annual Population Survey for 2005 indicated that there are 132,700 economically active people in Lewisham. Figure 2 shows that only 31% of the resident employed population are employed within the borough. The remainder going elsewhere mainly to central London which accounts for 43% of those in employment. 9% work in Bromley or Croydon.

This highlights the need to create employment opportunities locally to achieve sustainable development, sustain the daytime economy and relieve pressure on the transport system – especially in the light of the projected population growth. Sites in the northern part of the borough have been identified as having potential to accommodate employment growth with further growth within the retail centres of Lewisham and Catford.

Figure 2: Workforce Travel Into and Out of Lewisham



3.7 TRANSPORT

Lewisham is crossed by the London Strategic Road network - A2, A20, A21 and the A205. Within Lewisham there are 20 railway stations, three DLR stations, two London underground stations and 42 bus routes. Some parts of Lewisham enjoy good rail links to central London. The southern extension of the Docklands Light Railway (DLR) to Lewisham has further enhanced the attractiveness and accessibility to other parts of London, in particular Canary Wharf.

According to the 2001 census about 32% of people in employment travel to work by car, motorcycle or taxi, about 51.2% use public transport, 7% work from home and just over 8% walk or cycle.

42.8% of Lewisham households do not own a car, while 57.2% own one car or more. Wards in the north of the borough (Brockley, Evelyn, New Cross, Lewisham Central and Telegraph Hill) show higher rates of non car ownership than the rest of the borough, and are therefore more dependent on public transport provision.

A number of transport infrastructure schemes are proposed for Lewisham over the next five years or more. These will help to alleviate some of the transport problems in Lewisham including overcrowding on public transport, significant air pollution levels on major roads, improve accessibility throughout the Borough and reduce the travel distance for basic goods and services. Some of the key proposals include:

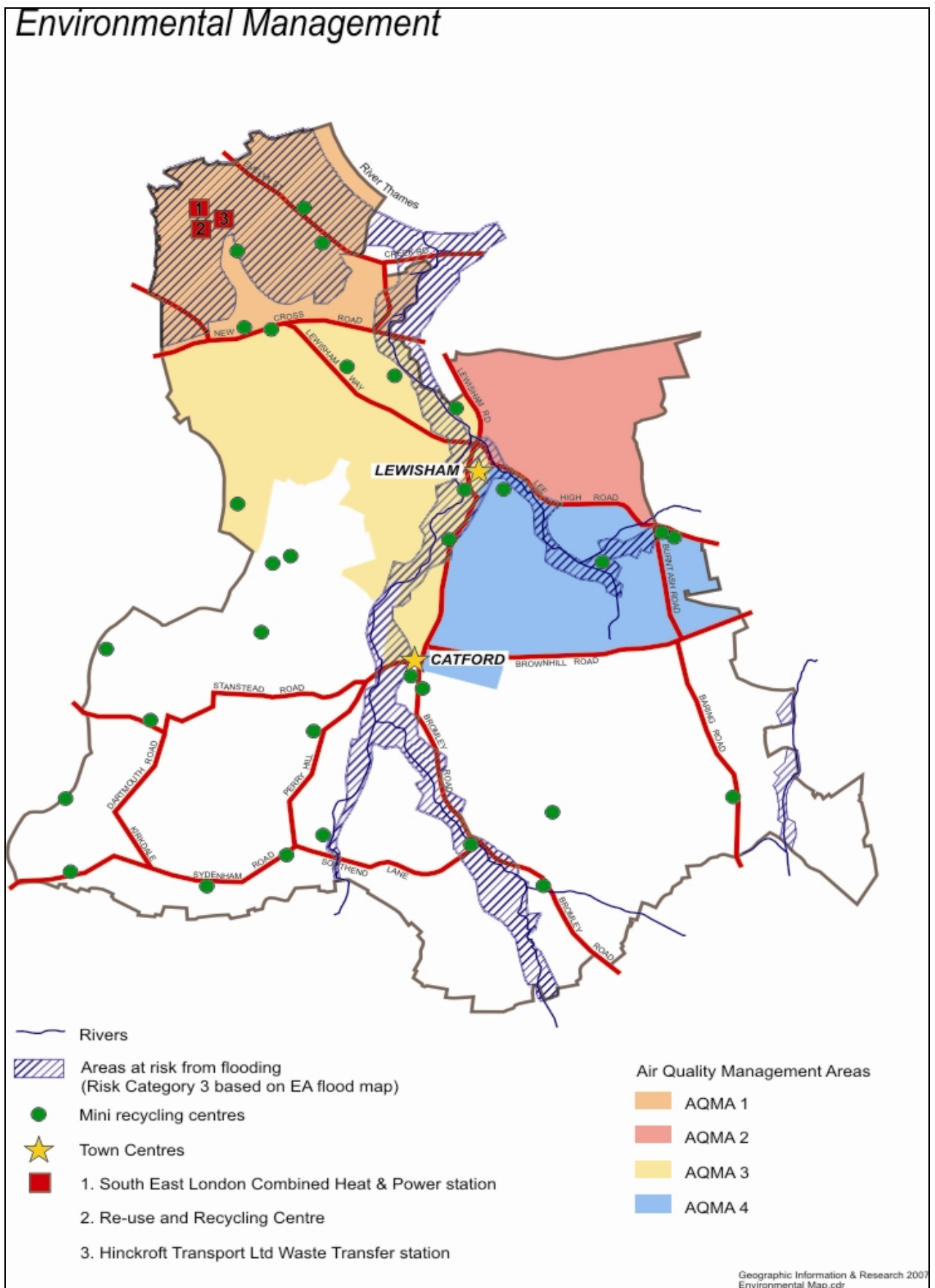
- East London Underground Line extension (ELLX) (phase 1)
- London Bus Priority Network
- Capacity improvements for passengers on rail lines
- Three car capacity for the Docklands Light Railway and
- Thameslink 2000.

3.8 WASTE MANAGEMENT

Lewisham is a unitary waste authority. Over 80% of Lewisham's waste is diverted away from landfill by incinerating it at the South East London Combined Heat and Power Station (SELCHP) which recovers power to supply to the National Grid. Approximately 10% of municipal waste is landfilled and Lewisham achieves nearly 12% household waste recycling. Lewisham is currently aiming to achieve a recycling rate of 20% by 2007/08 (Lewisham Waste Strategy 2006-2008). There is a projected waste growth of 3% per annum, which means that disposing of this increasing amount and variety of waste will become increasingly difficult.

Figure 3 shows key environmental management information for the Borough. This includes the location of waste sites, Lewisham's Air Quality Management Areas, and the flood risk areas.

Figure 3: Environmental Management



3.9 DRIVERS FOR CHANGE

An analysis of the Spatial Portrait reveals the key issues which need addressing and are driving change within the Borough.

Population growth placing pressure on housing provision, its affordability and demand for basic goods and services, including shops, health, education and community facilities.

The projected population figures up to 2016 show net growth across the borough. This will inevitably require provision of sufficient and decent housing (including affordable housing) and a range of accessible for shopping, leisure, education, health and community facilities.

Increase employment opportunities by securing development sites for employment and mixed use to retain a local workforce within the borough.

Lewisham is an area where people choose to live, but generally commute outside for work. There is a need to provide and accommodate diverse employment opportunities within the borough which would contribute to the regeneration of the local economy, increase its sustainability and relieve pressure on the transport system.

Increase in traffic requiring better public transport and improvements to accessibility to reduce traffic congestion and air pollution.

A growing population will increase movement across the borough. This will place pressure on the road network and existing public transport. There is a need for increased sustainable modes of transport such as public transport, walking and cycling.

Ageing housing stock requires improvements to energy efficiency and overall quality of the built environment.

The housing stock in Lewisham demands an upgrade and more energy efficiency measures to improve efficiency and tackle climate change.

Adapting to the effects of climate change such as increases in the severity and frequency of flooding, adverse weather patterns and changes in biodiversity.

Climatic changes due to greenhouse gas emissions are likely to affect the natural environment. The built environment will need to adapt to these changes and find ways of mitigating the effects.

Addressing the range of social inclusion issues to contribute to equalities, and make life better for existing deprived communities, and to ensure there is cohesion between existing and new communities.

Social inclusion can be achieved when the issues and challenges surrounding employment, skills, education, income, housing, crime, health and personal relationships, are addressed through a range of social and physical improvements and programs.

4. SPATIAL VISION, OBJECTIVES AND STRATEGY

This section outlines the spatial vision, strategic objectives and spatial strategy which the Council intends to achieve. All three aspects build on the vision adopted in the Lewisham Community Strategy and reflect findings from earlier consultation with the community and stakeholders.

4.1 CORE STRATEGY ALTERNATIVE GROWTH SCENARIOS

As part of the public consultation on the Issues and Options for the Local Development Framework, a number of alternative options for how the borough could accommodate growth were presented for comment. It is possible to identify three broad scenarios for the future development of Lewisham that can be summarised as:

1. Promote growth through major housing provision
2. Promote growth through mixed use redevelopment
3. Promote limited growth and adopt a protective approach to existing employment designations.

For each scenario the following is provided:

- An introduction and explanation
- The options that were put forward and considered as part of the Issues and Options consultation in 2005
- The Preferred Option
- An explanation as to why the preferred option was chosen, having regard to the requirements of Government guidance contained in Planning Policy Statement 12.

4.1.1. Growth Scenario 1: Promote growth through major housing provision

The population of London is predicted to rise by about 800,000 people between 1997-2016. The Mayor of London in the London Plan adopted a key objective 'to accommodate London's growth within its boundaries without encroaching on open space'.

Lewisham is a highly developed inner London borough and the capacity to deliver large amounts of new housing is restricted by the availability of sites and land. The LDF has a major role to balance all the different demands for land. The main opportunity for major new housing development will be from land previously used for employment purposes and from redevelopment in Lewisham and Catford town centres.

Lewisham borough has a relatively low number of jobs, with the majority of economically active residents commuting out of the borough for work. On the other hand, there is a relatively high number of unemployed people in the borough. The need to protect land for jobs is therefore an important issue.

The Options

Lewisham's LDF must be in general conformity with the London Plan and the Housing Issues and Options paper for consultation put forward two options:

- Set a new housing target in line with the London Plan or
- Set a target which exceeded the London Plan target.

4.1.2. Growth Scenario 2: Promote growth through mixed use redevelopment

PPS 1 (paragraph 23) states that planning authorities need to ensure that there is sufficient provision for good quality new homes in suitable locations, but also that suitable locations are available for industrial, commercial, retail, public sector, tourism and leisure developments. In short - make adequate provision for all the functions necessary for sustainable communities. It further states (paragraph 27) that policies should promote mixed use developments for locations that allow the creation of linkages between different uses and can thereby create more vibrant places.

The Options

The Employment Land Issues and Options paper put forward four broad options for the use of land designated for employment purposes in the adopted UDP. These were:

- Maintain in employment use
- Redevelop for housing
- Redevelop for a mix of housing and employment uses
- Allocate for additional waste sites.

4.1.3. Growth Scenario 3: Promote limited growth and adopt a protective approach to existing employment designations

Lewisham has a relatively low number of jobs, with the majority of economically active residents commuting out of the borough to work. On the other hand, there is a relatively high number of unemployed people in the borough. The need to protect land for jobs is crucial for economic activity.

The Options

- Protect all existing employment sites from redevelopment for other uses
- Set out criteria for the release of employment sites - as in existing UDP policies.

The Preferred Option for Growth

From the three scenarios put forward, the preferred growth scenario option is a mix of each option:

- Promote major growth in the most sustainable areas - these are the major town centres at Lewisham and Catford, and in the Thames Gateway area of Deptford and New Cross and
- Maximise the scarce land resource by promoting mixed use redevelopment in suitable locations.

Reasons for Preferred Option

National and Regional Guidance

The preferred option is consistent with national advice in PPS1 (paragraphs 23, 27) and PPS3 and the London Plan, particularly policies 2A.1 (Sustainability criteria), 2A.2 (Opportunity Areas), 2A.3 (Areas for Intensification) and 2A.4 (Areas for Regeneration).

Community Strategy and Other Council Policy Documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative industries), Action Plan 6 (Secure the sustainable regeneration of Lewisham as a place – its

housing, transport and environment) and Action Plan 7 (Reduce welfare dependency, promote independence and increase the life chances of vulnerable members of the community).

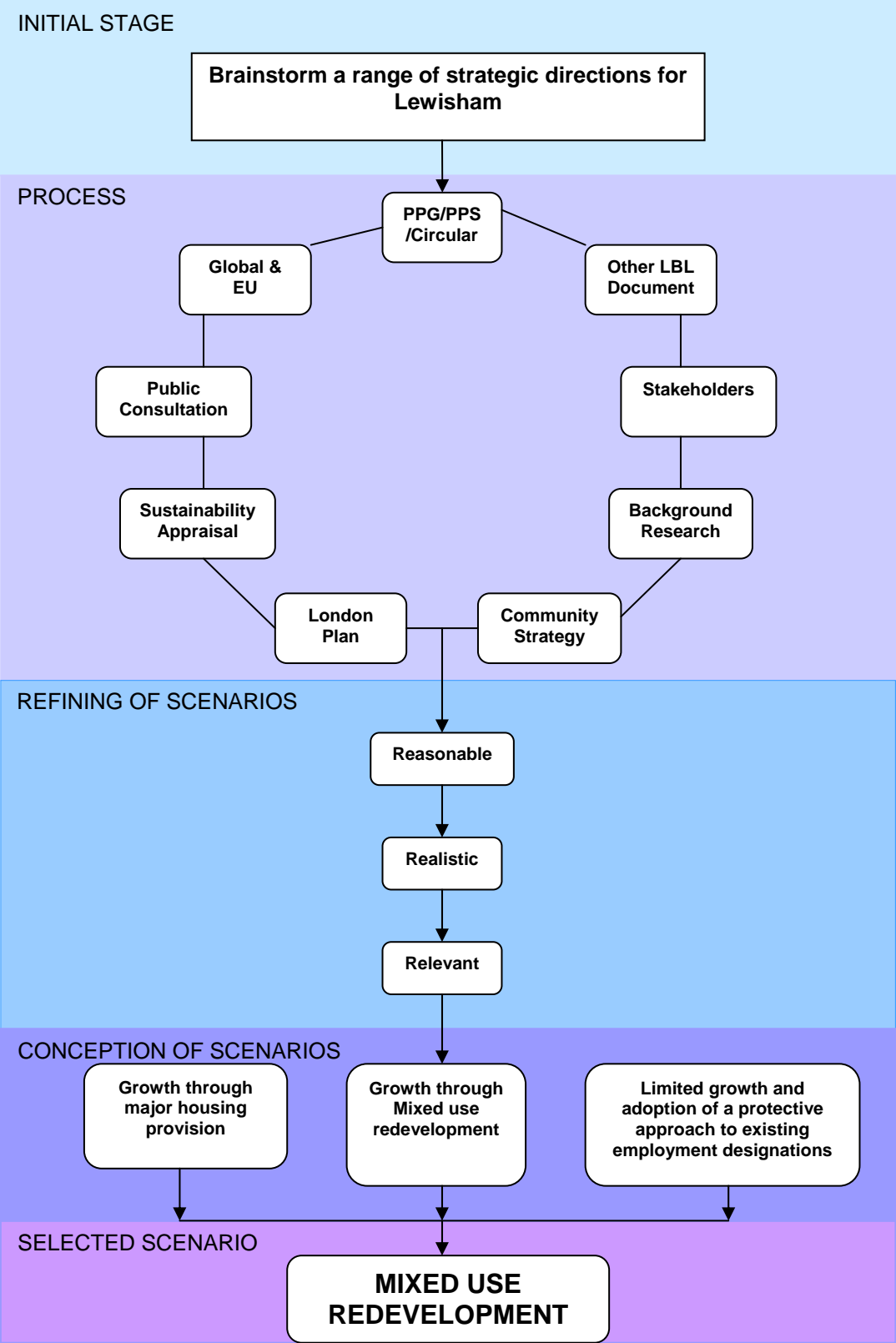
What alternatives were considered and why they were rejected

Alternative Scenario 1 to 'promote growth through major housing provision' was rejected as it was considered too focused on the single issue of housing provision. The need to balance all the requirements of sustainable communities, such as space for employment activities, retail, leisure, health, education and transport, meant that a single focus on maximising residential development would not in itself be sustainable.

Alternative Scenario 3 'promote limited growth and adopt a protective approach to existing employment designations' was rejected as it would not deliver the necessary housing growth. It was considered that the established pattern of employment uses in Lewisham meant that as the economy changes we would be left with more and more redundant sites that did not have a viable future.

The process of how the options were derived and chosen is shown in Figure 4.

Figure 4: Selection Process to determine Growth Scenario



4.2 THE SPATIAL VISION

In 2003, Lewisham Strategic Partnership adopted the Lewisham Community Strategy after wide consultation with the community. The vision for a better Lewisham in the 2003 is:

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

To realise the vision, the Partnership seeks to deliver:

- A framework for improving life in Lewisham
- Creative Lewisham
- Community development and
- Public involvement and engagement.

Achieving the vision will involve securing and managing positive changes. Therefore the aim of Lewisham's Local Development Framework, is to protect and strengthen what is best about Lewisham, to create places of real quality which are enjoyable and fulfilling to live in, and to improve social, economic, and environmental opportunities for the whole community. The Spatial (Core) Strategy will play a key role in achieving this.

The intention is that the Spatial (Core) Strategy will adopt the same vision as the Community Strategy. The challenge is how we can provide the spatial and land use implementation framework for this vision. The new spatial planning system is about how people create and live their lives as reflected in spaces and places. The spatial vision will therefore recognise the need to go beyond land use and provide a positive and active planning framework that meets the needs of the whole community. This will be achieved by developing the following spatial vision for Lewisham in 2020:

- I. That Lewisham's social, economic and physical environment makes a positive contribution towards reducing green house gas emissions; mitigating and adapting to the effects of climate change.
- II. That Lewisham's built and natural environment is characterised by quality design and energy efficiency; and that the places and spaces created are accessible, safe, attractive, promote healthy lifestyles, and are the best in London.
- III. That Lewisham's residents live in a borough where community services, particularly health and education, are available locally and provided to the highest standard, so that they become the community's first choice; and are provided by a variety of partners working together.
- IV. That the needs of the whole community are met, to ensure equalities and social inclusion, particularly those suffering from disadvantage or discrimination.
- V. That all Lewisham residents have access to decent, quality and affordable homes, provided at a range of tenures and sizes, including family homes; that contribute to a sustainable community.

- VI. That Lewisham's parks and open spaces are user friendly with facilities for everyone including children and older people.
- VII. That walking, cycling, and public transport in Lewisham will be so easy, efficient and enjoyable they become the community's preferred means of moving within the borough and beyond.
- VIII. That Lewisham's town and local centres will be dynamic, diverse and prosperous centres of activity, meeting the needs of all in the community.
- IX. That Lewisham's local economy will be growing and diversifying by attracting inward investment, including tourism, meeting the range of needs in the community; with small and medium enterprises and the creative sector flourishing as its key drivers, providing local employment and investment opportunities.

4.3 STRATEGIC OBJECTIVES

The strategic objectives expand on the vision and have been devised from:

- An analysis of the issues facing Lewisham
- Consultation on issues and options and
- Requirements of government legislation, policy and guidance.

The strategic objectives reflect in more detail the various components of the spatial vision and cover seven key areas. Each policy in the Spatial (Core) Strategy will contribute to the implementation of these strategic objectives. The core policies will also form an important part of the monitoring system to track the strategy's implementation. The relationship between these objectives and those set out in Lewisham's Community Strategy is provided in Appendix 3.

As part of the public consultation for the Sustainability Appraisal Scoping Report published in May 2005, 15 objectives for the Spatial (Core) Strategy were set out. These objectives were a starting point for discussion and have been amended to take into account the views expressed during consultation and implement recent Government guidance and policy. They have been grouped into seven key themes.

Sustainable Regeneration

1. To direct significant growth in jobs, homes and social infrastructure to those areas of the borough most able to accommodate it. This will build on the core Thames Gateway areas of Lewisham and in particular rely on locations in Lewisham and Catford town centres and the Deptford and New Cross areas in the north of the borough.
2. To manage growth in other areas of the borough according to sustainability criteria taking into account the design of any new building on the local built context, access to a range of facilities, and transport accessibility.

3. To promote sustainable development by taking full account of the needs of air and water quality; energy efficiency and renewable forms of energy generation; waste management; flood risk assessment; and facilitate the remediation of land subject to contamination.

Equalities and Social Inclusion

4. To create healthy communities through the adequate provision of educational, community and leisure facilities and services that are accessible to everyone.
5. To ensure that the most deprived members of the community and the areas they live in receive priority consideration for renewal and regeneration, through a range of physical and social programmes.

Homes for All

6. To ensure a mix and balance of residential accommodation to meet housing needs for the whole community. This will involve planning for sufficient growth in the housing stock, and providing a range of tenure and accommodation size to meet needs, including family housing.

Promoting Good Design

7. To create a built environment that is well designed, safe and accessible to everyone, while protecting and enhancing the natural environment.
8. To protect and enhance the historic assets of the borough.

Open Space and Biodiversity

9. To protect and enhance open space and endeavour to provide additional open space where deficient.
10. To protect and enhance nature conservation and biodiversity in the Borough.

Sustainable Movement

11. To promote sustainable modes of transport to minimise the need for private car travel, and provide high levels of accessibility to all sectors of the community, particularly through public transport, walking and cycling.

Sustainable Economy

12. To protect and increase the number, quality and range of local employment opportunities, promoting business clusters, mixed use development and the creative industries; and to protect a range of suitable sites for business including industrial uses, promoting local economic growth.
13. To sustain and improve the vitality and viability of the existing town and local centres, and other key Lewisham features that may attract visitors.

4.4 THE SPATIAL STRATEGY

The Spatial (Core) Strategy is built around achieving the strategic objectives. The thrust of the planning approach is to facilitate sustainable growth in those areas most able to accommodate it. Sustainable development is the key principle underlying planning and together with a greater awareness of the implications of climate change, they underpin the spatial strategy.

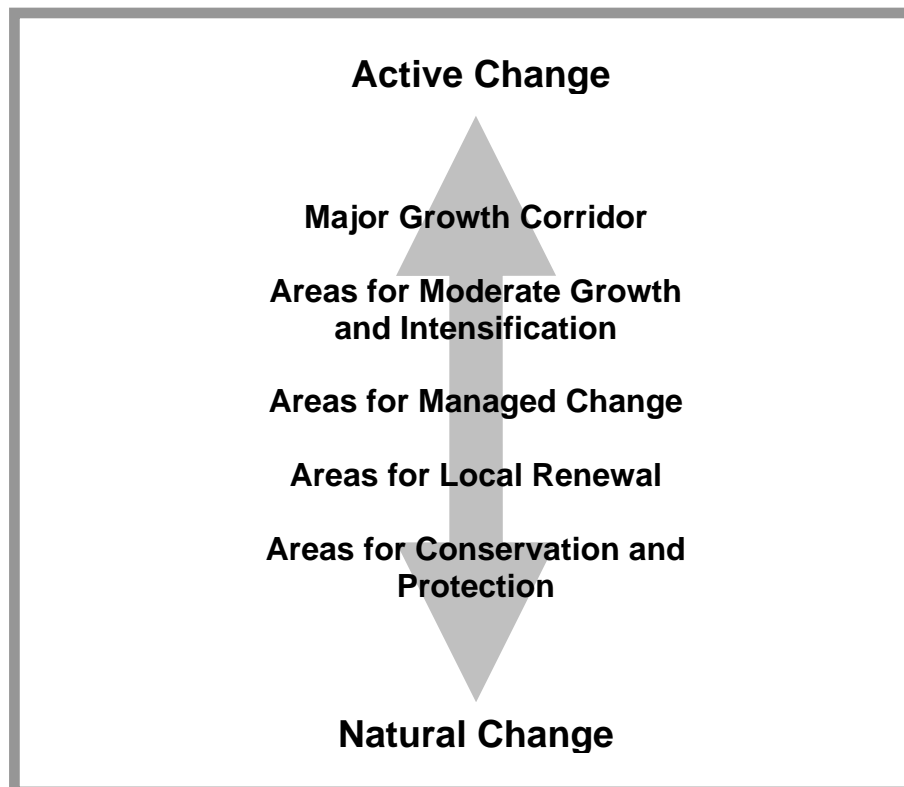
The population of Lewisham is projected to grow by about 27,000 people between 2001-2016 and the number of new homes will be close to 10,000 between 2006-2016. On the other hand, there are 25 conservation areas in Lewisham and 560 hectares of open space including 45 public parks. There are also well established residential areas where minimum change might be expected although enhancement of the environment is crucial. The strategy therefore sets out to preserve and enhance what is best in Lewisham particularly with regard to the places and spaces that make up the physical environment.

4.4.1 Spatial Planning Areas (SPA)

A planned growth strategy is proposed which will seek to deliver the new homes and jobs and the social facilities associated with a sustainable community, such as schools shops, entertainment, leisure and medical facilities. The growth strategy is based on working with market forces but using the planning system to deliver the right mix of uses in the right locations.

The strategy identifies the following spatial planning areas for Lewisham which follow a hierarchy of undergoing active change through to natural change.

Figure 5: Spatial Planning Areas



4.4.2 Major Growth Corridor

The major growth corridor will be focussed on the Catford, Lewisham and North Lewisham (New Cross and Deptford) localities. These locations form the borough's main contribution to the Thames Gateway and are considered optimal locations for encouraging active change through significant regeneration and intensification of built development. This will involve substantial new housing, increased employment uses, mixed use development, retail and town centre uses, and the necessary social, economic and transport infrastructure required to support the existing and new communities.

As the growth corridor will accept substantial change in the built form, urban design considerations will be at the heart of the spatial strategy. Good quality design that helps establish 'place making' will be required. Tall buildings may be acceptable provided they contribute to the overall aim of good urban design. The Council will seek to exploit linkages and connections between all large new developments in the north of the borough and will require the establishment of new public spaces.

The spatial strategy proposes to restructure the allocation of employment land in Lewisham into:

- Strategic Employment Locations (SELs)
- Local Employment Locations (LEL) and
- Mixed Use Employment Locations (MEL).

The Strategic Employment Locations are the core of the former industrial areas where a variety of business uses are located. In accordance with the London Plan policy 3B.5 the Council will safeguard sites and business in the SEL for business and waste related uses.

The Local Employment Locations are the residue of business clusters located throughout the borough that are considered to be coherent areas suitable for continued business use. The LELs will be protected for continued business use class development.

The Mixed Use Employment Locations are areas identified for mixed land use redevelopment. This will include a significant contribution to employment but will also be driven by the significant value of high density residential development. These will be high quality master-planned developments. 'Place' making and linkages between the sites and open space areas will be core elements of the strategy.

Deptford New Cross (DNX)

The North Lewisham (Deptford and New Cross) locality of the growth corridor is that part of the borough which is north of the A2 Road. It comprises the Evelyn and New Cross wards, and that part of Telegraph Hill ward north of the A202 Queens Road. The area enjoys a Thames-side location and is within easy commuting distance to central London. This area contains the majority of the boroughs employment sites that lie outside of the town centres. The London Plan policy 2A.2 identifies a number of opportunity areas including one for Deptford Creek/Greenwich Riverside where redevelopment for significant employment and residential uses are expected.

The strategy for Deptford New Cross (DNX) is to improve connections and the quality of places in the area. It will focus on strategic place making together with site-based principles. The strategy proposes the redevelopment of several employment sites for mixed use development in this London Plan opportunity area. This will have a positive and long standing impact on the area and Borough. A boundary will be identified in the forthcoming Development Policies and Site Allocations Development Plan Document.

Key themes for the area have been identified and promote the following:

- Creating local employment opportunities
- Enhancing local identity
- Providing concentrated areas of activity
- Promoting sustainable transport options and walking communities
- Enhancing green links and biodiversity.

Development in Deptford New Cross (DNX) is expected to integrate and connect individual sites and contribute to the provision of new links and public places. This can broadly be shown on Figure 7: Deptford New Cross (DNX) Strategic Vision – Movement Patterns and Figure 8: Deptford New Cross (DNX) Strategic Vision - Sites and Movement Patterns. Figure 7 illustrates proposed strategic connections and shows how the key mixed use development sites will enhance connectivity and contribute to the regeneration of this area of the borough. This will be achieved by enhancing local streets and areas of distinctiveness as well as public realm and waterside projects. Figure 8 builds on these key strategic routes to achieve a permeable Deptford New Cross (DNX). These will enhance the influence of the river, promote north-south and east-west links and connect to the proposed Surrey Canal Station (as part of the East London Underground Line Extension).

New Cross and Deptford district town centres will continue to be the main focus for retail and town centre uses in the north of the borough. Major new development should not include substantial retail proposals which would threaten the vitality or viability of these established district town centres. These town centres will also provide opportunities for residential development at appropriate densities which reflects good public transport facilities and the local context of established built form.

Lewisham and Catford

As significant change is likely within the Lewisham and Catford town centres, the Council will prepare Area Action Plans to guide and direct future change in these town centres. Area Action Plans should be used to provide the planning framework for areas where significant change or conservation is needed. A key feature of an Area Action Plan will be the focus on implementation. They should:

- Deliver planned growth areas
- Stimulate regeneration
- Protect areas particularly sensitive to change
- Resolve conflicting objectives in areas subject to development pressures or
- Focus the delivery of area based regeneration initiatives.

The Lewisham and Catford Area Action Plans will set out a comprehensive policy framework and site allocation to direct:

- A significant increase in retail capacity
- A change in Lewisham that will seek to reclassify its status as a metropolitan retail centre
- Substantial new residential development within the town centres
- An increase in other town centre employment uses and
- New cultural and leisure facilities provision.

4.4.3 Areas for Moderate Growth and Intensification

The district town centres at Blackheath, Forest Hill, Sydenham, Downham and Lee Green are established shopping areas where moderate growth and intensification will be supported. Growth and change will need to be consistent with the local urban form and the opportunities which are available for regeneration or intensification. Blackheath and Forest Hill are found within conservation areas and as such, any change would be required to protect and enhance their built environment.

Areas in and around town centres and other areas with good public transport facilities will be locations for some intensification in the development pattern. This could include increased residential densities provided the new development takes full account of its impact on the established area. These areas will form a transitional zone between a town centre, where greater intensification would be expected and appropriate, and established residential areas, where the already established highly developed pattern will provide less opportunity for intensive change.

4.4.4 Areas for Managed Change

The established residential areas will be managed so as to facilitate change only where consistent with the existing built form and character of the surrounding houses, streets and places, including open spaces. Local shopping parades will be managed so as to protect viable local retail provision. Where viability is limited consideration will be given to change of use to other forms of business. Out-of-centre retail proposals will be discouraged and any proposals will be expected to show how they meet the tests of need and sequential preference for location.

4.4.5 Areas for Local Renewal

Local regeneration and renewal is supported throughout the Borough. Physical renewal and improvement will be promoted together with social and economic programmes targeted at those in most need. Lewisham is ranked 57 out of 354 local authorities in England in terms of average deprivation (where 1 is most deprived). The deprived Wards in Lewisham focus on Evelyn (122), New Cross (138), Brockley (153), Downham (154), Lewisham Central (160) and Bellingham (164) (Communities and Local Government).

The identified deprived areas in the north of the borough are included within the strategy's growth corridor. The significant development opportunities available can be used to improve the physical and social well being of existing and new residents. Likewise for Lewisham, where an Area Action Plan will be prepared to provide a clear development framework to ensure the area's regeneration.

For Downham and Bellingham, sites for redevelopment are likely to be in short supply. This means assistance for the residents is most likely to be in the form of social and economic programmes targeted at those in most need. Nevertheless, the planning system will be used to ensure that deprived areas gain from new development and are given priority for renewal. Deprived communities experience social exclusion and the aim is to reduce the spatial impacts of deprivation by use of the planning system. This means using planning powers wherever possible to influence things like access to social and community facilities, and employment opportunities; the provision of affordable housing; and improvements to public transport and open spaces.

The priorities for these Wards are to:

- Address low level of adult skills
- Create and foster more local businesses and social enterprises
- Improve childcare availability
- Create better links between employment opportunities and skills training and
- Build on the lessons from well respected local agencies and initiatives.

While no means exhaustive, key existing programmes in Downham and Bellingham that will benefit local residents include:

- The Downham Lifestyle Centre. This will open in March 2007 and provides a 25 metre swimming pool and a learner pool, fitness studio and activity room, library, an 'AccessPoint' where residents can pay their council tax and access information on Council services, two GP surgeries, a dental clinic, chiropodist, community health and family planning clinics. The blend of complimentary services that the centre is set to provide will support local people in making positive lifestyle choices.
- Neighbourhood Management in Bellingham (supported by the Local Strategic Partnerships Neighbourhood Renewal funds). This is about improving quality of life by creating locally based infrastructure that supports this aim. This focuses on local involvement in decision making and getting service providers to work together.
- Improvements to Beckenham Place Park.
- The Government's Building Schools for the Future program. This has allocated £186 million to the Borough, and will see replacement or improved schools for Sedghehill and Bonus Pastor.

4.4.6 Areas for Conservation and Protection

Conservation areas and open spaces (whether private or public) will be protected from inappropriate built development and only change that protects or enhances the environment will be considered acceptable.

The Council will prepare conservation area character appraisals and Supplementary Planning Documents for each conservation area to provide advice and guidance for those who may want to make home and other improvements.

Open space is at a premium in the borough and with the predicted increase in population, new provision and quality improvements to existing provision will be necessary. Such improvements will be sought from all major developments in the borough.

4.4.7 Cross Cutting Themes

The spatial strategy set out above identifies the basic spatial building blocks and the intention for each area in the borough for the future. However, a number of cross cutting themes will also be set out in the strategy. These are issues such as sustainable regeneration (covering the location and type of development), renewable energy use, access to transport, and conservation issues, that will be applied to all development no matter which part of the borough it is located in.

An improvement in the quality of the built and the natural environment will be sought across all areas. Increased consideration will be given to sustainable construction practices and creating an attractive and high quality built environment. Development will enhance the natural environment, take account of the use of natural resources and its impact on air and water quality.

Improvements to equalities and social cohesion will be sought. Provision of health, education and community services and facilities will be prioritised. The health impacts from developments will be taken into account when making planning decisions. The Council will work in partnership with the strategic health authority and the Primary Care Trust to ensure that the health needs of the population are met. The education needs of residents is also a priority and policies will be set out which assist in the provision of education facilities for school aged pupils and for further education provision, including adult education and retraining programs.

The spatial strategy can be represented diagrammatically and is shown on Figure 6.

Figure 6: Key Diagram 2 - Lewisham's Spatial Strategy

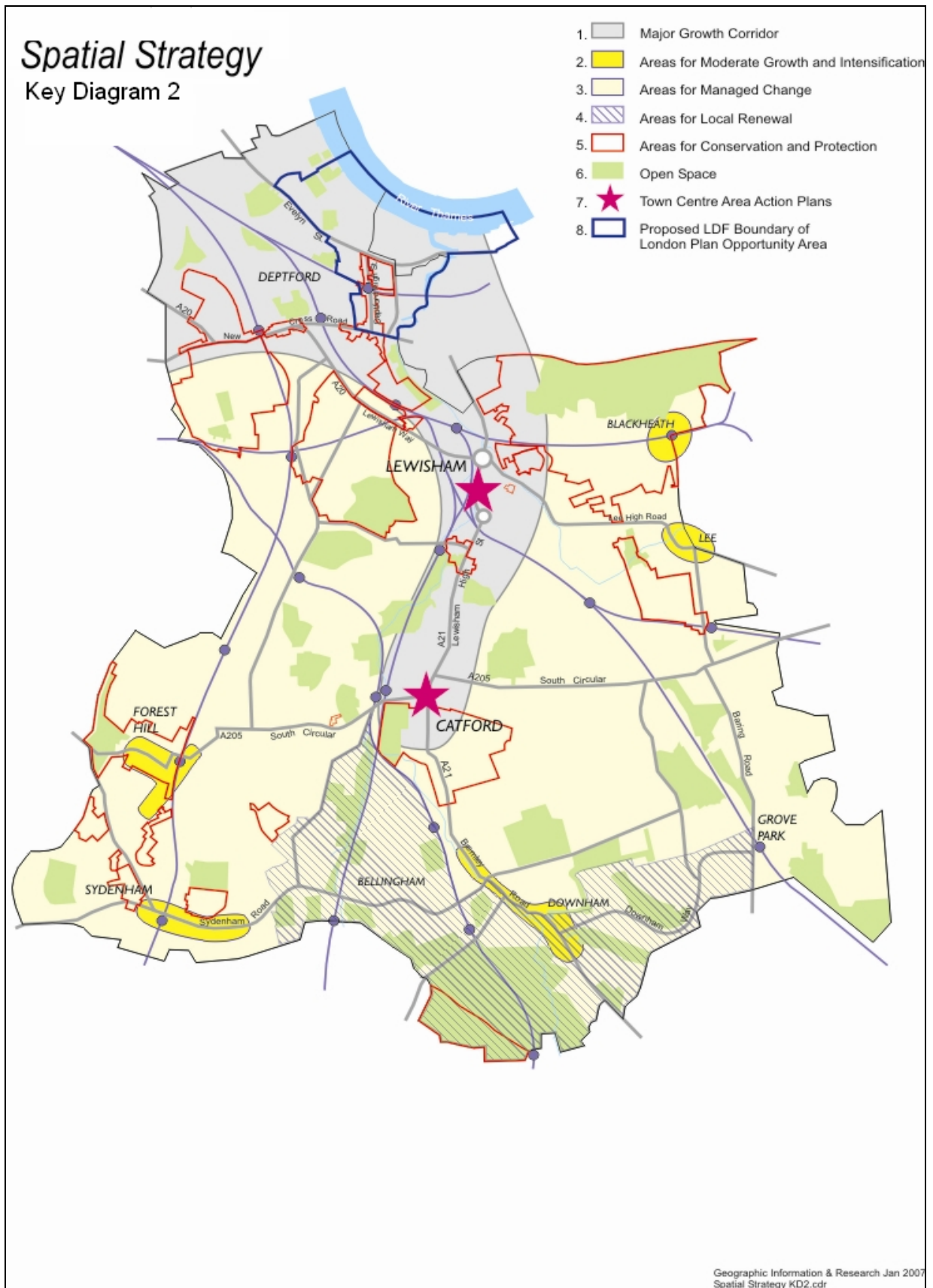
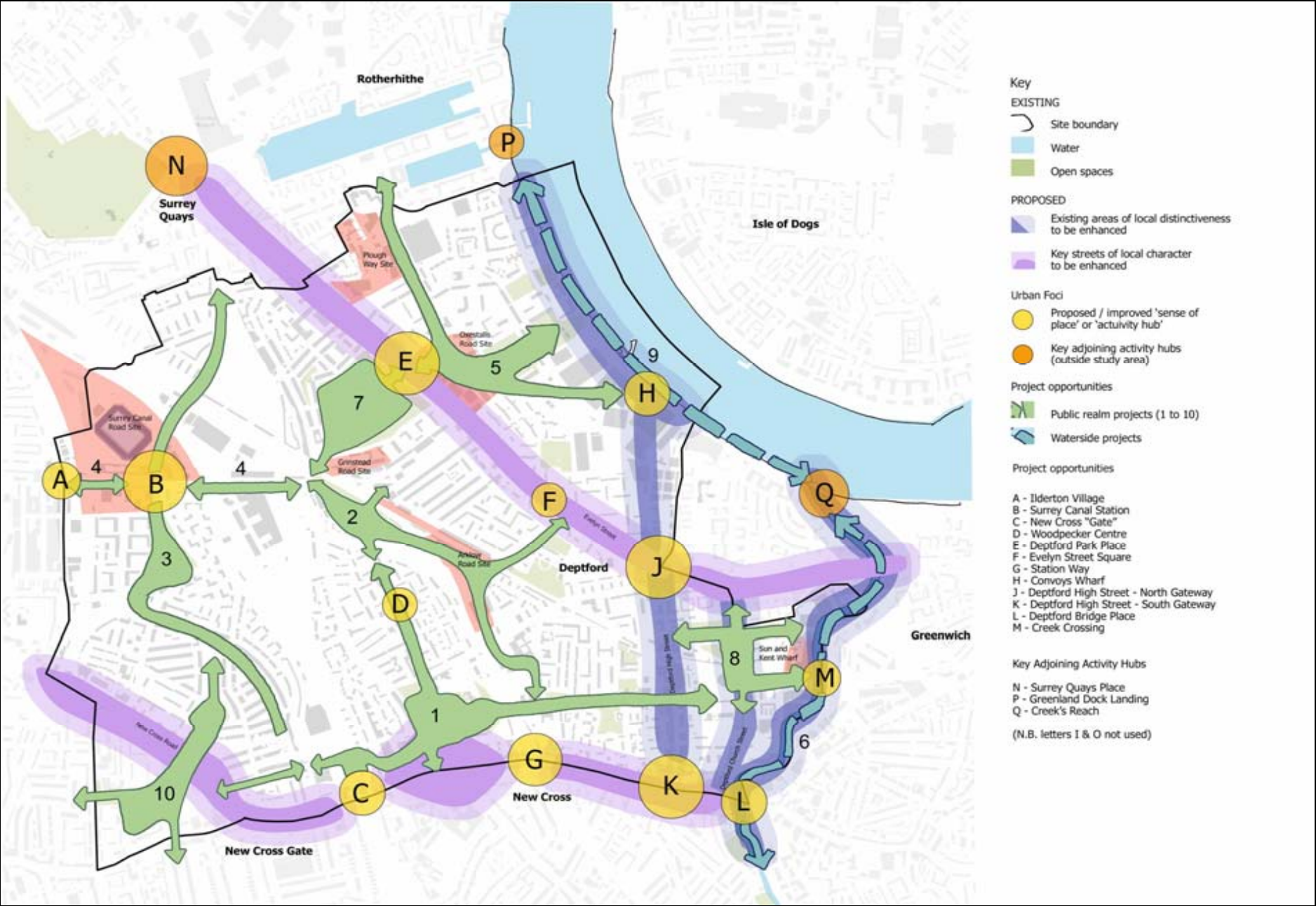
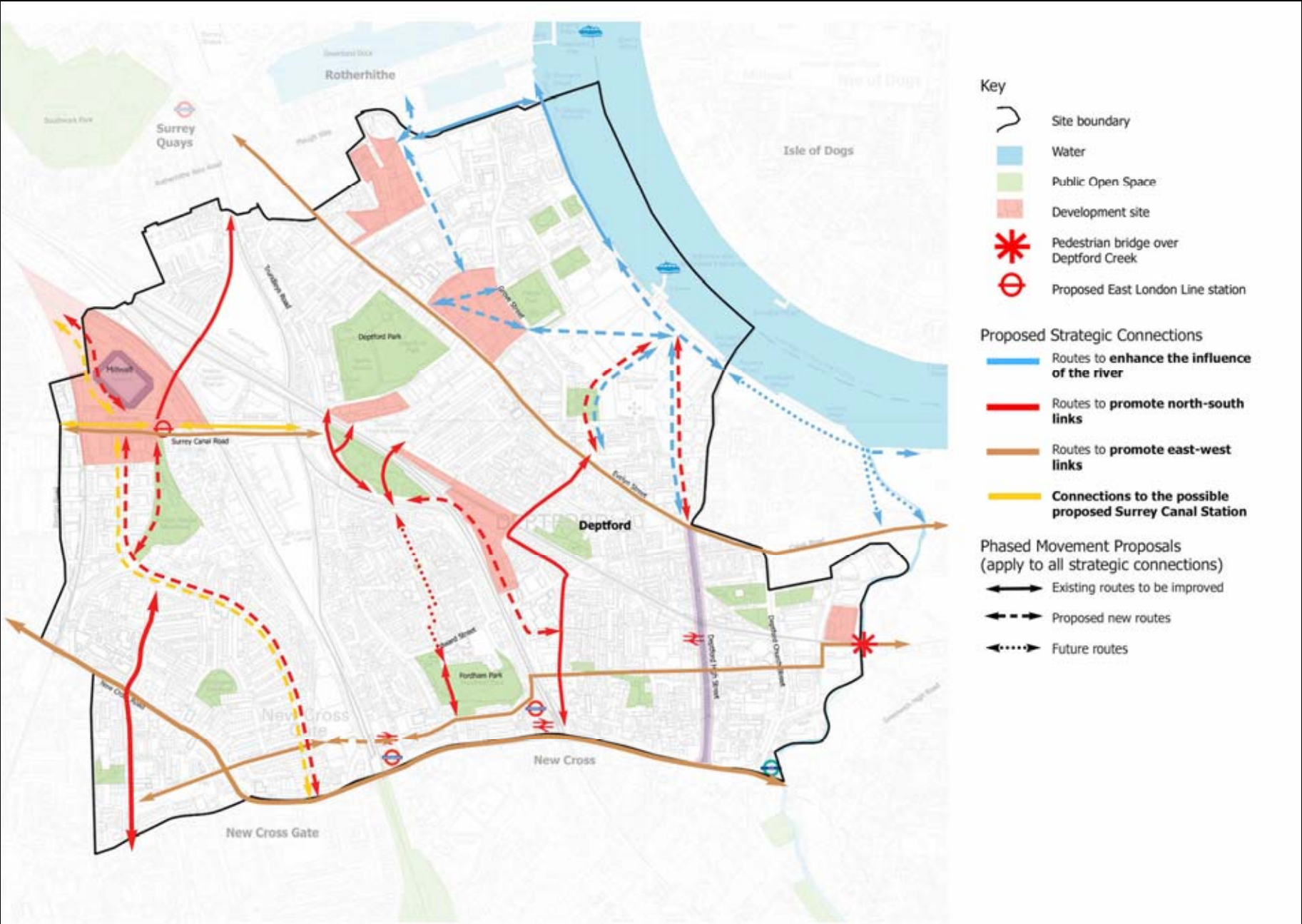


Figure 7: Deptford New Cross (DNX) Strategic Vision – Movement Patterns



Source: HKR Architects & The Landscape Partnership
LDF – Spatial (Core) Strategy, Preferred Options Report

Figure 8: Deptford New Cross (DNX) Strategic Vision – Sites and Movement Patterns



Source: HKR Architects & The Landscape Partnership
LDF – Spatial (Core) Strategy, Preferred Options Report

5. CORE POLICIES

The previous section outlined the spatial vision, strategic objectives and strategy which the Council wants to achieve. This section sets out the preferred options and draft core policies, which will be used to implement the strategy; they have been grouped into three main sections:

- Location policies
- Cross cutting themes and
- Issue based policies.

For each the following is provided:

- An introduction outlining the importance and main issues of the policy area
- The options put forward and considered as part of the Issues and Options consultation in 2005
- The Preferred Option
- The draft core policy or policies for that section
- An explanation as to why the preferred option was chosen, having regard to the requirements of Government guidance contained in Planning Policy Statement 12.

The specific policy areas included under each section are listed below.

Location Policies

- Sustainable Regeneration

Cross Cutting Themes

- Sustainable Development and Climate Change
- Water Management and Flood Risk
- Waste Management
- Equalities and Social Inclusion
- Implementation

Issue Based policies

- Homes for All
- Promoting Good Design
- Open Space and Biodiversity
- Sustainable Movement
- Sustainable Economy

5.1 LOCATION POLICIES

5.1.1 Sustainable Regeneration (Location for Development)

Population and household growth need to be accommodated in a sustainable manner. Housing needs must be balanced against all the other land needs which make a community work. There are relatively few jobs available within Lewisham and the borough consistently has a higher rate of unemployment than both the national and London wide rate.

The Options

The Housing, Employment Land, Sites Allocations, Open Space and other issues and options consultation papers put forward the following options:

1. Promote growth through major housing provision
2. Promote growth through mixed use redevelopment
3. Promote limited growth and adopt a protective approach to existing employment designations.

The Preferred Option

The preferred option is a mix of all the options. Major growth in jobs, homes and other facilities necessary for a sustainable community will be promoted in the 'major growth corridor' of Catford, Lewisham and Deptford New Cross (DNX). This area is located in the core Thames Gateway area for Lewisham and generally has very good public transport facilities. In order to make the most efficient use of land, which is a scarce resource, development involving mixed land uses will be required in appropriate locations.

Draft Core Policies

CP1 Major Growth Corridor

The Council will support substantial new development that contributes to the regeneration of the borough, including residential, retail, commercial, cultural, health, community and leisure facilities in the Catford, Lewisham and Deptford New Cross (DNX) growth corridor.

Development will normally be in mixed-use schemes that make the most effective use of land. Development will be expected to contribute to the provision of necessary social and transport infrastructure.

CP2 Lewisham and Catford Town Centres

The regeneration of Lewisham and Catford town centres will be guided by policies, proposals and site allocations set out in Area Action Plans. This will include proposals to encourage the growth of Lewisham to elevate its status of that of a Metropolitan Town Centre in the London retail hierarchy; and secure the regeneration and improvement of Catford so as to maintain its status as a Major Town Centre in the London retail hierarchy.

CP3 Forest Hill, Sydenham and Lee Green

Proposals for new development and the intensification of development will generally be accepted in areas with good public transport and in the district town centres of Forest Hill, Sydenham and Lee Green. All proposals will be expected to enhance the overall character of the area within which they are located.

CP4 Areas for Local Renewal

Any physical, economic and social impacts of proposals on areas for local renewal should demonstrate through carrying out local social and economic impact assessments, how the development will strengthen the local neighbourhood.

CP5 Conservation and Protection

The Council will take an active approach to the conservation and protection of valued aspects of the natural and built environment. Development will be required to protect or enhance the character of Conservation Areas. Development will not be permitted if it is considered inappropriate in the context of open space or biodiversity protection.

Reasons for the Preferred Option

National and Regional Guidance

The preferred option is consistent with national advice in PPS1 (paragraphs 23, 27), PPS3 (paragraphs 36, 38, 39, 46) and the London Plan, particularly policies 2A.1 (Sustainability criteria), 2A.2 (Opportunity areas), 2A.3 (Areas for intensification) and 2A.4 (Areas for regeneration).

Community Strategy and other Council policy documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative industries), Action Plan 6 (Secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment) and Action Plan 7 (Reduce welfare dependency, promote independence and increase the life chances of vulnerable members of the community).

5.2 CROSS CUTTING THEMES

5.2.1 SUSTAINABLE DEVELOPMENT AND CLIMATE CHANGE

The location and type of development that occurs in Lewisham has a direct impact on sustainability issues. The location of all forms of development and the traffic and people movement associated with that development is a key consideration of government planning guidance and underpins sustainability objectives of the emerging LDF. There is a need to ensure that the built environment has minimal impact on the natural environment and provides spaces where communities can thrive. By requiring developments to follow sustainability principles the impact on the natural environment will be reduced.

Land uses and transport need to be integrated. The existing network of public transport should be fully exploited in the interests of efficiency and maximising accessibility. The aim is to locate the facilities and services people need (jobs, schools, housing, shopping, entertainment and the like) in places which reduce the need to travel, especially by private car - in order to reduce traffic congestion; improve the business operating environment; contribute to the regeneration of the local economy; reduce greenhouse gas emissions; improve personal safety; improve bus reliability; and improve air quality and health.

The burning of fossil fuels has in recent years become an increasingly important issue as it relates to climate change. It is recognised that the consequent emissions of CO₂ contribute to climate change which in turn has profound effects on the global environment. The UK derives a large amount of its energy requirement for domestic and commercial uses from coal fired power stations. A reduction in energy use from the built environment can contribute to an overall reduction in greenhouse gases. Planning policy guidance is currently being directed towards reducing energy consumption in buildings by requiring energy efficiency measures and producing energy from on-site renewable technologies.

All new development whether on 'high profile' sites, on through-routes, or in any other location, should contribute to improving the image of the borough, thereby playing a key role in promoting urban regeneration. The consideration of accessible and inclusive environments which are safe, reduce the fear of crime and maximise surveillance should be an integral part of the way new development is designed, contributing towards sustainable communities.

The Options

A number of options were presented as part of the issues and options consultation in the topic papers on Sustainable Environment, Transport, Built Environment, and Health, Education and Community Facilities. These have now been combined as a cross cutting theme.

From the Sustainable Environment Issues and Options Paper:

1. The Council will take a proactive approach to improving energy efficiency and reducing CO₂ emissions in the borough.
2. The Council will seek an improvement in the integration of land use and transport, reducing the need to travel by car.
3. Energy efficiency should be encouraged within existing building stock and within new build developments.
4. Energy efficiency criteria on design, orientation and specifications for new building developments.

From Urban Design and Conservation Issues and Options Paper:

5. Maximise intensity of use within the local context.
6. Carry forward current Lewisham UDP policies to achieve high quality urban design.

From Transport and Parking Issues and Options Paper:

7. Allow higher density development only in places where good public transport is available and restrict development in places with poor public transport.

From Health, Education and Community Facilities Issues and Options Paper:

8. Ensure leisure, community, arts, cultural, entertainment and sports facilities are located in appropriate places that contribute both to sustainability objectives and provide access for users.

The Preferred Option

The preferred option at the strategic level is to proceed with one option that incorporates elements of each option into a single criteria based policy covering the range of issues relevant to sustainable development; and one option that seeks to address and mitigate against the effects of climate change.

Draft Core Policies

CP6 Sustainable Development

A sustainable pattern of development will be sought in Lewisham by:

- a) Encouraging a mix of land uses accessible to employment, shopping, health, education, community and leisure facilities; by walking, cycling and public transport, which reduces the need to travel by car;
- b) Focussing major trip generating uses in areas with good access to public transport;
- c) Ensuring that new development is provided at an appropriate scale and form in response to the surrounding local context, that is well designed, safe to use and accessible to all;
- d) Promoting and securing the use of sustainable design and construction practices to minimise resources use and provide energy efficient buildings including the adoption of renewable energy generation; and
- e) Promoting and encouraging developers to bring forward proposals for low- and zero-carbon projects;
- f) Minimising the impact on the natural environment and positively contributing to the local and wider community.

CP7 Climate Change

The Council will make consideration of climate change central to its spatial planning framework by integrating impact, mitigation and adaptation considerations into all spatial policies including transport, housing, economic development and regeneration and water and waste management. Development will be required to reduce greenhouse gas emissions through:

- (a) Sustainable design and construction methods;
- (b) Decentralised energy systems and renewable energy generation; and
- (c) Increased use of sustainable modes of transportation.

Reasons for the Preferred Option

National and Regional Guidance

PPS1: Delivering Sustainable Development states that new development should be of high quality design and have an inclusive layout. The opportunity should be taken to improve the character, quality and accessibility of an area. There are some basic considerations that are necessary for sustainable development and these include proximity to key facilities such as health, education, community, shops, work and home; the use of sustainable modes of transportation; and a reduction in the use of finite natural resources.

PPG13: Transport seeks to promote more sustainable transport choices, accessibility to jobs, shops and services as well as reducing the need to travel. It also seeks to reduce car dependence by facilitating walking, cycling and planning for mixed use, and places the needs to people before ease of traffic movement.

PPS22: Renewable Energy provides guidance on various types to renewable energy sources and how planning authorities should include requirements for renewable energy in their Local Development Frameworks.

The London Plan encourages the integration of transport and development by encouraging patterns and forms of development that reduce the need to travel and by supporting high trip generating development only at locations with high public transport accessibility and capacity. The preferred options support London Plan policies 3A.5 (Large residential developments), 3B.4 (Mixed use development), 3C.1 (Integrating transport and development) and 3C.2 (Matching development to transport capacity), 3C.3 (Sustainable transport in London), 3D.12 (Biodiversity and nature conservation), 4A.6 (Improving air quality), 4A.7 (Improving the use of energy), 4A.9 (Providing for renewable energy), 4A.10 (Supporting the provision of energy), 4B.1 (Design principles for a compact city), 4B.4 (Enhancing the quality of the public realm), 4B.5 (Creating an inclusive environment), 4B.6 (Sustainable design and construction) and 4B.7 (Respect local context and communities).

Community Strategy and other Council policy documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 1 (the need to make Lewisham a safer place and reduce the fear of crime), Action Plan 2 (improve the health and wellbeing of local people), Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment) and Action Plan 8 (Help local communities to develop capacity to support themselves, act independently and participate in providing services and wider support to the borough).

The Lewisham Local Implementation Plan (LIP) is a statutory plan to implement the London Mayor's Transport Strategy. The actions set out in the LIP are supportive of implementing a sustainable transport strategy particularly with regard to the location of new development.

Lewisham's Air Quality Action Plan, Biodiversity Action Plan and the Climate Change Strategy, further support the preferred option.

What alternatives were considered and why they were rejected

The alternative options deal with sustainability issues on an individual basis. An overarching policy was required that consolidated relevant issues. Detailed policies on the separate issues will be provided in the forthcoming Development Policies and Site Allocations Development Plan Document.

5.2.2 WATER MANAGEMENT AND FLOOD RISK

Lewisham is an urban area where the built environment provides an impermeable layer of hard surfacing that limits percolation of water to the ground. This increases surface run-off which can lead to incidences of flash flooding in times of heavy rainfall. Conversely, it can also lead to shrinkage of the ground in times of drought and increase the risk of subsidence. There is hence a need to minimise the risk of flooding by appropriate siting of development and applying attenuation measures for flood risk.

Flooding in London comes from sources such as tidal, fluvial, groundwater, surface and sewers. Flooding is of particular concern in Lewisham due to the area's river network and boundary with the river Thames. The northern part of the borough and areas along the river network come under a Flood Risk Zone 3c, consequently any development in these areas will need to consider the flood risk and guidance by the Environment Agency.

The Options

The following options were put forward as part of the Sustainable Environment Issues and Options Paper:

- 1 Apply the sequential test to development in zone 3 flood risk areas.
- 2 Only permit minor household extensions in flood hazard areas.
- 3 Adopt a risk based approach for development in flood risk areas.
- 4 Balance the management of social and economic needs and flood risk.
- 5 Require flood protection and mitigation measures in flood zone 3 via s106 agreements (planning obligations).
- 6 Development proposals accompanied by mitigating measures to be subject to a sustainability appraisal.
- 7 Require the use of sustainable urban drainage systems (SUDS).
- 8 Protect and improve river water quality.
- 9 Protect and conserve water supplies with sustainable use of water resources.
- 10 Ensure adequate water and sewerage infrastructure capacity.
- 11 Facilitate development of water supply and waste water facilities.

The Preferred Option

The preferred option is to proceed with a consolidated option that applies to the borough as a whole.

Draft Core Policy

CP8 Water Management and Flood Risk

The Council will require development to:

- (a) Minimise and control the risk of flooding; and,
- (b) Conserve water resources by encouraging the use of water saving devices, water harvesting systems and Sustainable Urban Drainage Systems (SUDS).

Reasons for Preferred Option

National and Regional Guidance

PPS25: Development and Flood Risk states that policies in Local Development Plans should outline the consideration which will be given to flood issues, recognising the uncertainties that are inherent in the prediction of flooding and that flood risk is expected to increase as a result of climate change. It states that councils should consider potential flood risk on a catchment wide basis, at all stages of planning and development process in order to reduce future damage to property and risk to human health and safety. It also stresses the importance of ensuring that development proposals take account of the effects of potentially increased run-off.

The London Plan promotes water management and the management of flood risk. The preferred option supports the London Plan policies 4C.6 (Flood plains), 4C.7 (Flood defences) and 4C.8 (Sustainable drainage).

Community Strategy and other Council policy documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The preferred option also supports the Lewisham Climate Change Strategy.

What alternatives were considered and why they were rejected

The options presented for consultation were considered to be too detailed for a core policy. The preferred option was to incorporate broad issues into a single core policy on water management and flood risk. Emphasis has been given to minimising the risk of flooding. This will be implemented through detailed policies for appropriately locating development and sequential testing. The risk of flooding will be controlled by introducing measures that will sustainably manage surplus rainwater and minimise surface run-off, which is again implemented through detailed policies; to be found in the forthcoming Development Policies and Site Allocations DPD.

5.2.3 WASTE MANAGEMENT

An urban area such as Lewisham generates a large amount of waste, however, there are limited sites that are suitable for waste management facilities. Provision of recycling facilities; the disruption caused by the collection vehicles; finding temporary storage facilities and sites for landfill; and incineration, are pertinent issues needing consideration. Most developments generate aggregates of demolition and construction waste. During the operational phase of a building, people are likely to generate waste. A reduction in waste

would benefit the natural environment as well as reducing the need for waste management facilities. By following the waste hierarchy of reducing, reusing and recycling, and finally disposal, waste can be managed in a more sustainable way.

The Options

The following options were put forward as part of the Sustainable Environment Issues and Options Paper:

1. Efficient use of building materials and recycling of aggregates.
2. Council shall encourage the minimisation of generation of waste and increased recycling rates.
3. All planning applications will be assessed to consider what practical steps can be taken to apply the waste hierarchy.
4. The Council will encourage new waste management facilities in the northern preferred employment locations, in line with Best Practicable Environmental Option (BPEO) procedure.

The Preferred Option

The preferred option is to expand the scope covered by the options presented to ensure all aspects of waste generation and management are covered.

Draft Core Policy

CP9 Waste

The Council will implement the waste hierarchy of reduce, reuse and recycle. We will seek to minimise the amount of waste produced and ensure that adequate facilities are provided for the collection of waste pre-sorted by type of disposal required. We will ensure that the collection, transport and disposal of waste managed in the most sustainable way. The Council's preferred location for Waste Transfer and Processing Facilities will be the Surrey Canal Strategic Employment Location. This will not exclude the provision of supplementary facilities elsewhere should the proximity principle demonstrate gains in sustainability.

Reasons for Preferred Option

National and Regional Guidance

PPS10: Planning for Sustainable Waste Management sets out the Government's policy to be taken into account by waste planning authorities and forms part of the national waste management plan for the UK. The overall objective of Government policy on waste is to protect human health and the environment by producing less waste and by using it as a resource wherever possible. Adequate waste management sites need to be provided which is underpinned by the *Proximity Principle* - disposing waste as near to its place of origin as possible. This means waste generated in Lewisham should be dealt with within the Borough.

PPS12: states that Core Strategies must set out a planning strategy for sustainable waste management which enables adequate provision of waste management facilities in appropriate locations.

The London Plan requires performance for all forms of waste in London to improve in terms of use, a reduction in amounts generated and an increase in recycling. The facilities that support waste should be retained or replaced in a suitable way. The preferred option supports policies 4A.1 (Waste strategic policy and targets), 4A.2 (Spatial policies for waste management) and 4A.3 (Criteria for the selection of sites for waste and disposal).

Waste sites should be appropriately located according to a set of criteria primarily using sites that are located on Preferred Industrial Locations or existing waste management sites.

Community Strategy and other Council policy documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The preferred option is consistent with Lewisham's Waste Strategy.

What alternative options were considered and why they were rejected

The alternative options were specific, rather than being strategic. The options have been revised and expanded to cover all aspects of waste management – from construction and demolition waste, to the operational phase of developments, and the need to identify and manage waste sites and facilities.

5.2.4 EQUALITIES AND SOCIAL INCLUSION

'Social exclusion' is a shorthand term for what can happen when people or areas suffer from a combination of linked challenges such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health and family breakdown. Social inclusion is achieved when these factors are removed or mitigated. However, social inclusion is not simply a remedy; it is also about preventing the circumstances that lead to exclusion (Lewisham Social Inclusion Strategy 2005-2013).

Addressing the needs of all in the community including adults and young children, disabled people, older people, and ethnic minority groups will help break down barriers allowing equal opportunities; helping to decrease social inequalities. Social deprivation can in part be addressed through improvements to the physical environment, however, this can only be fully achieved through an improvement to the social well-being of residents. The Council will work with key partners to ensure the health and social well being of its residents.

The Council wishes to ensure a thriving environment in which people can live, work and learn. Sustainable communities can only exist where a network of appropriately located facilities are provided. Educational, health and community facilities/services are the essential basic services to achieve this, and are supplemented through other leisure, arts, cultural, entertainment and sports facilities.

Many individuals and groups are at a disadvantage in economic, educational and health terms. These groups face a proportionally greater loss if facilities are lost or are inaccessible. A network of accessible facilities also contributes to sustainability objectives by reducing the number and lengths of journeys made. Easy access to a range of services minimises the need to travel; provides greater opportunity for social interaction; and can lead to more physical exercise, which positively impacts personal health. Locations close to good public transport help those who do not have access to a private car. A facility that can be used or attended by groups of people on a casual or regular basis also contributes to the vitality of neighbourhoods and helps promote social cohesion.

The Options

The following options were put forward as part of the Education, Health and Community Facilities Issues and Options Paper:

1. Ensure the protection of existing sites used (or previously used) for health, education and community facilities from redevelopment to other uses.
2. Ensure that the health, education and community service needs arising from a development are provided.
3. Require major developments to undertake social impact assessment.
4. Encourage the provision of health, education and community facilities to locate in areas with good public transport.
5. Provide flexibility for health, education and community uses serving a very local area to locate in residential areas.
6. Facilitate the up-grade/redevelopment/improvement of existing facilities.
7. Ensure leisure, community, arts, cultural, entertainment and sports facilities are located in appropriate places that both contribute to sustainability objectives and provide access for users.

Preferred Option

The preferred option is to proceed with options 1, 2, 4 and 7 in a revised form, and include an additional policy addressing the area of equalities, diversity and social cohesion.

Draft Core Policies

CP10 Addressing the needs of Lewisham's diverse population

The Council will work with its partners to ensure that the needs of all in the community are addressed; promote equalities; and that equality and diversity issues are addressed as part of the planning process.

CP11 Healthy Lifestyles

The Council will work with its partners to improve health; promote healthy lifestyles; reduce health inequalities; and ensure the adequate provision of suitable leisure facilities, across the Borough.

CP11a Meeting peoples' needs

The Council recognises that the needs people have from their built environment changes over time and we will promote development which recognises this, including that which meets the Lifetime Homes Standard

CP12 Provision of Health, Education and Community Facilities

The Council will work with its partners to ensure a range of health, education, community, leisure, arts, cultural, entertainment and sports facilities and services are provided, protected and enhanced across the borough. There should be no net losses of facilities and the needs of future populations arising from development must be sufficiently provided.

Reasons for Preferred Option

National and Regional Guidance

PPS1: Delivering Sustainable Communities seeks to meet the diverse needs of all people in existing and future communities, promoting personal well-being, social cohesion and inclusion and creating equal opportunity for all citizens. The Government is committed to developing strong, vibrant and sustainable communities (paragraph 14) where these issues are addressed through partnership working and effective community involvement (paragraph 15).

The London Plan acknowledges that population growth needs to be accompanied by the necessary facilities to ensure a good quality of life, together with the social infrastructure necessary to enable communities to operate. The preferred options are in conformity with policies 3A.14 (Addressing the needs of London's diverse population), 3A.15 (Protection and enhancement of social infrastructure and community facilities), 3A.21 (The voluntary and community sector), 3A.17 (Health objectives), 3A.18 (Locations for health care), 3A.19 (Medical excellence), 3A.30 (Health impacts), 3A.21 (Education facilities) and 3A.22 Higher and further education.

Community Strategy and other Council policy documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 2 (improve the health and wellbeing of local people), Action Plan 3 (raise educational attainment, skill levels and employment), Action Plan 5 (developing cultural vitality – building on Lewisham's distinctive cultures and diversity), Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment), Action Plan 7 (Reduce welfare dependency, promote independence and increase the life chances of vulnerable members of the community), and Action Plan 8 (Help local communities to develop capacity to support themselves, act independently and participate in providing services and wider support to the borough).

The preferred options contribute to the delivery of Lewisham's Social Inclusion Strategy (2005 -2013) and the Lewisham Physical Activity, Sport and Leisure Strategy (2005-2010).

What alternatives were considered and why they were rejected

The alternative option 3 was considered to be too prescriptive in nature for a strategic policy and is more appropriately drafted as a detailed development policy. Options 5 and 6 are broadly covered in draft core policy 12.

5.2.5 IMPLEMENTATION

In order to bring forward development the Council will need to be pro-active in assembling sites and areas for development. It will need to use the full range of its powers to effect positive regenerative change and housing growth. The Council will carry out this work with a wide range of government, voluntary and statutory partners in close consultation with the community. Planning Obligations and Compulsory Purchase Orders (CPO) are two ways of ensuring implementation of the spatial vision and other LDF Development Plan Documents.

A planning obligation is an agreement between the Local Planning Authority and the developer that seeks to secure modifications or improvements to the proposal submitted. It is often used in circumstances that require some form of mitigational measures that would compensate for the impacts caused by the development, and can be applied in terms of environmental improvements, provision of facilities or sites, or any other improvement that can be reasonably provided. Obligations must be necessary; relevant to planning; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects.

A Compulsory Purchase Order (CPO) is an order issued by the government or a local authority to acquire land or buildings for public interest purposes. For example, for the construction of a major road or the redevelopment of certain sites.

The Options

For the issue of planning obligations, the following options were put forward as part of the Issues and Options consultation.

From the Housing Issues and Options Paper:

1. Seek affordable housing on certain schemes, secured through a planning obligation.

From the Open Space Issues and Options Paper:

2. In areas of deficiency the Council will seek section 106 development contributions to improve quality of public open spaces facing the increased pressure.
3. Development contributions to acquire land or cash for future acquisition of land, or for maintenance of nearby open space, relative to the increase in population pressure.

From Transport and Parking Issues and Options Paper:

4. Require developers to contribute towards the implementation of Controlled Parking Zones (CPZ).
5. Require developers to contribute to public transport infrastructure where deficiencies are identified.
6. Require developers only to meet the immediate transport improvements related to their development

From Economy and Employment Lands Issues and Options Paper:

7. Create new affordable employment floor space by requesting contributions from large new developments.

From Health, Education and Community Facilities Issues and Options Paper:

8. Ensure that the health, education and community service needs arising from a development are provided.

The Issues and Options consultation did not put forward options relating to Compulsory Purchase Orders (CPO). However, the use of such powers is appropriate to ensure the strategy's implementation.

The Preferred Option

The preferred option is to proceed with an overarching policy for planning obligations covering a range of matters including those identified at the Issues and Options stage; and a separate policy covering Council's Compulsory Purchase Powers.

Draft Core Policies

CP13 Planning Obligations

The need to provide infrastructure, services, and/or facilities to serve the needs generated by new development will be considered by the Local Planning Authority from the outset of the planning application process. Planning obligations may be used to make a proposal acceptable in land use terms by prescribing the nature and form of development to achieve the objectives of the development plan or, by mitigating the impacts of development, and compensating for the loss or damage created by the development.

Planning obligations will only be sought where they are necessary from a planning point of view; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and for matters that cannot be adequately addressed by conditions attached to a planning permission.

CP14 Compulsory Purchase Powers

The Council will, when appropriate, use its Compulsory Purchase Powers to assemble sites in order to implement the Spatial (Core) Strategy and other development plan documents.

Reasons for Preferred Option

National and Regional Guidance

Government guidance in Circular 05/05 Planning Obligations, provides guidance on the use of planning obligations in England under section 106 of the Town and Country Planning Act 1990 as substituted by the Planning and Compensation Act 1991.

Compulsory Purchase Powers are permitted through the Planning and Compulsory Purchase Act 2004.

Community Strategy and other Council policy documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

The alternative options for planning obligations were specific to particular issues. An overarching policy was needed for the strategy as detailed matters for planning obligations can be included in specific development policies contained in other Development Plan Documents.

5.3 ISSUE BASED POLICIES

The following are the issue based preferred options and draft core policies.

5.3.1 HOMES FOR ALL

1. Housing Targets and Affordable Housing

The population of London increases annually. The Council is aware of its responsibilities in respect of all London boroughs to seek additional housing, including affordable housing. The planning system is the key tool by which all levels of government seek to increase the supply of housing, which is vital to meeting the community's housing need. A clear statutory framework exists for the amount of new homes to be provided in Lewisham, with national planning policy setting a strategic aim to increase provision and the London Plan setting out a detailed programme (in terms of number of new dwellings) for new housing in the borough.

The Council expects private developers to make a contribution towards the provision of affordable housing in Lewisham. Affordable housing is defined as housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in their borough. Affordable housing comprises social housing, intermediate housing and in some cases, low-cost market housing.

The Options

Two options were put forward as part of the Issues and Options consultation:

1. Set a target for new housing as derived from the London Housing Capacity Study
2. Set a target that exceeds London Plan or that derived from London Housing Capacity Study.

The Preferred Option

The preferred option at the strategic level is to proceed with option 2.

Draft Core Policy

CP15 Housing Targets

The Council will seek to deliver and exceed an additional 9750 homes to be built by 2016, of which 3160 will be affordable housing. This equates to an annual figure of 975 homes of which 316 will be affordable housing.

Reasons for Preferred Option

National and Regional Guidance

The provision of new housing provided in the right place and at the right time is a key objective of the Government for the planning system. PPS3: Housing outlines that local authorities should plan to meet the housing requirements of the whole community and that sufficient land for housing should be identified. Local authorities should also review employment land to ascertain if it can be better used for housing.

The London Plan seeks to increase the supply of housing in London overall, and sets an additional homes target for each London borough. The target for Lewisham is 9,750 additional homes (from all sources) over the period 2007/8 to 2016/17. This equates to an annual target of 975 additional homes (Policy 3A.1, 3A.2) (as outlined in the recently

adopted alterations). The LDF will need to be in general conformity with this target. The breakdown of the housing figures is 859 new dwellings, 45 self contained and 73 vacant (dwellings needing to be bought back into use).

Community Strategy and other Council documents

The preferred option support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

Given the statutory basis for planning, the very least the council can do is to reflect the London Plan's targets, therefore the alternative option was dismissed.

2. Housing Mix and Location

Housing mix refers to the size (usually in number of bedrooms) of new housing or converted housing in both market housing and affordable housing. Planning policies have sought to influence the size of housing so that the needs of the community can be met in terms of matching house sizes to household sizes and needs. Housing mix policies have also sought to achieve mixed and balanced communities in that housing within any area should cater for a range of households (e.g. from single persons households through to family households) across a range of tenures. This includes private and affordable housing which comprises social housing, intermediate housing and in some cases, low-cost market housing.

Housing should be located so as to maximise the use of scarce land, to conserve energy and to be within easy access of jobs, schools, shops and public transport. The provision of new housing should also help support economic growth.

When considered simultaneously, these two issues will contribute positively towards the wider objective of sustainable communities.

The Options

Four options were put forward in the Housing Issues and Options Paper for housing mix:

1. Set a preferred housing mix for affordable housing.
2. Set a housing mix for market housing.
3. Set a broad mix for all housing.
4. Do not have a housing mix policy.

One option was put forward in the Housing Issues and Options Paper for location:

1. Higher density development should take place around existing centres and close to centres of good public transport.

The Preferred Option

The preferred option at the strategic level is to establish broad parameters for housing mix and include an additional policy to ensure land is available for housing. The detailed policies will be included in the forthcoming Development Policies and Site Allocations Development Plan Document.

Draft Core Policy

CP16 Housing Mix and Location

The Council will create a mixed and balanced community for Lewisham by seeking a range of dwelling types, sizes and tenures, including family and affordable housing, in residential development across the borough.

An identified supply of land will be encouraged for new housing through the development of vacant and under-used land for residential use in appropriate locations.

Reasons for Preferred Option

National and Regional Guidance

PPS3: Housing states that the Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live (paragraph 9). The importance of providing mixed neighbourhoods which avoid the concentrations of one single dwelling type is also strongly promoted. The provision of a mix of dwelling sizes will provide opportunities for existing residents to stay within the Borough as their accommodation needs change and assist in creating communities that are balanced and sustainable by providing greater choice in the range of housing types, styles and tenures.

The London Plan policy 3A.3 (Efficient use of stock) seeks to reduce the number of vacant, unfit and unsatisfactory dwellings. Policy 3A.4 (Housing choice) seeks to ensure that all new housing developments offer a range of housing choice in terms of housing sizes and types based on local needs. Housing mix policies also support the GLAs Housing SPG 2005.

Community Strategy and other Council documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The Lewisham Housing Needs Survey (2002) identifies areas of need and shortage in housing provision and therefore a housing mix policy would contribute to these objectives being met.

What alternatives were considered and why they were rejected

Options 1, 2 and 4 for housing mix were dismissed as they are not entirely compatible with national and regional policy and guidance and do not contribute towards the objective of mixed and balanced communities.

5.3.2 PROMOTING GOOD DESIGN

1. Development in Context and Density of Development

One of the aims of the London Plan is to try and develop London in a sustainable way by ensuring that new development makes maximum use of the opportunity presented by a site, and is within easy reach of an appropriate level of transport and other facilities.

Development should maximise the use of scarce land so that London's growth can be accommodated within its boundaries. The challenge is to design development to meet these objectives.

The success of new higher density developments will depend on very high standards of design in order to achieve long term sustainability, by making places where people want to live. New development should promote feelings of safety and inclusion, reduce crime and the fear of crime, and be accessible and easy to use. Good design can also contribute to economic development by making an area more attractive to investors.

New development should be visually and physically compatible with its context. Lewisham has many varied character areas, including major town centre locations, modern housing estates, relatively closely packed Victorian or Edwardian housing, and more suburban housing layouts with detached or semi detached housing. The design of new development and the uses within it will need to reflect these different environments and promote their local distinctive characters.

The Options

Two options were put forward as part of the Urban Design and Conservation Issues and Options Paper:

1. Maximise intensity of use compatible with context.
2. Higher density development should take place around existing centres and close to centres of good public transport. A general density standard would be applied across the rest of the borough, but individual developments would be judged on merit.
3. A further option was put forward to carry forward policies from the Unitary Development Plan relating to good design, accessibility, and design to reduce crime and the fear of crime.

The Preferred Option

The preferred option at the strategic level is a combination of Options 1, 2 and 3.

Draft Core Policy

CP 17 Promoting Good Design - Development in Context and Density of Development

The Council will ensure that new development is provided at an appropriate urban scale and form in response to the surrounding local context. The density of development will vary according to its location, setting, public transport accessibility, and the capacity of the area.

New development should:

- (a) Be well designed, attractive, safe and accessible to all;
- (b) Improve the urban design quality and environment of the borough;
- (c) Deliver and influence crime prevention and reduce the fear of crime;
- (d) Design for safety in town centres; and
- (e) Provide clear public routes and pedestrian access to surrounding facilities.

Reasons for Preferred Option

National and regional guidance

PPS 1 Delivering Sustainable Development states that design which fails to take opportunities to improve the character and quality of an area should not be accepted. Policies should not seek to impose architectural styles and should not stifle original design based on unsubstantiated requirements.

PPS3: Housing states that the planning system should deliver high quality housing that is well designed and integrated with, and complements, the neighbouring buildings and the local area more generally in terms of scale, density, layout and access.

The London Plan states that the aim of development should be to maximize intensity of use compatible with the local context in promotion of the 'Compact City' and sustainable development. The London Plan has developed the notion of residential density by adopting a residential density matrix (Table 4B.1) with residential density being dependant on location, public transport accessibility, predominant housing type and general townscape setting. Part of Policy 4B.3 in the London Plan states '...achieve the highest possible intensity of use compatible with the local context and the design principles in policy 4B.1 and with public transport capacity.' The preferred option also supports the following policies: 4B.4 enhancing the quality of the public realm, 4B.5 Creating an inclusive environment and 4B.7 (Respect local context and communities).

Community Strategy and other Council documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

The elements of all the options have been carried forward into a combined option.

2. The Historic Environment

Many elements of Lewisham's environment are of high quality and of historical value. Large parts of the borough are Conservation Areas where development must preserve or enhance the character of the area. There are a number of Listed Buildings that the Council has a duty to preserve. Archaeological remains are considered to be a community asset and provide a valuable picture of the history and development of the local area as well as London as a whole. All these elements also contribute to the Council's aims of creating a sustainable community and a sense of place.

The Options

One Option was put forward to continue to conserve the historic environment of the borough. It was considered that legislation made the alternative option of not conserving the historic environment of the borough unrealistic.

The Preferred Option

To continue to conserve the historic environment of the borough.

CP18 Conservation of the Historic Environment

The Council will preserve or enhance listed buildings and buildings of architectural or historic interest and their settings; the character or appearance of Conservation Areas; the archaeological heritage; and the other valuable historic elements, strategic or local, of the Borough's environment. This will be achieved through a rolling programme of character appraisals and Supplementary Policy Documents.

Reasons for Preferred Option

National and Regional Guidance.

PPG15: Planning and the Historic Environment deals with protection for the various elements of the historic environment. It states that it should not be sacrificed in favour of short term interests, but that it should also be recognised that the historic environment cannot be preserved entirely unchanged. Conservation and economic growth need not be in conflict and should be reconciled as conservation should play a key part in economic prosperity by offering attractive conditions that encourage inward investment.

PPG16: Archaeology and Planning states that archaeological remains are considered to be a finite and non-renewable resource requiring appropriate management to ensure preservation of remains.

The London Plan states that boroughs should ensure the protection and enhancement of historic assets based on an understanding of their character, and support schemes that make use of these to support environmental, economic and community regeneration. The Plan supports the identification, protection, interpretation and preservation of archaeological remains. The preferred options supports policies 4B.7 (Respect local context and communities), 4B.10 (London's built heritage), 4B.11 (Historic environment), 4B.12 (Historic conservation-led regeneration) and 4B14 (Archaeology).

Community Strategy and other Council documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

The option to not conserve the historic environment does not support national and regional policy objectives.

3. The Strategic Landscape Character of the Borough – the River Thames, the River Network, London Panoramas

The River Thames frontage and the river network of Lewisham (Deptford Creek, the River Ravensbourne and its tributaries) contributes to the overall environmental quality of the Borough. The River Thames and adjacent areas make a strategic contribution to the landscape and built environment of London as a whole.

Two Strategic Viewing Corridors cross the Borough from Greenwich Park and Blackheath Point to St. Paul's Cathedral dome. These are currently defined in directions by the Secretary of State, and will be replaced by the Mayor of London's new Supplementary Planning Guidance for Strategic Views. When this SPG is adopted the power to direct refusal of all development within the landmark viewing corridors above threshold heights

above threshold heights outlined in the Supplementary Planning Guidance will pass from the Secretary of State to the Mayor of London.

The Options

1. An option was put forward that development should respect and enhance the character of the River Thames and the Ravensbourne River/Deptford Creek Network.
2. An option was put forward that the Core Strategy should conform with the London Plan and reflect the Mayor's new Guidance when adopted in respect of the Strategic Views (London Panoramas).

The Preferred Options

The preferred option is to proceed with Options 1 and 2.

Draft Core Policies

CP19 River Thames, Deptford Creek and the Ravensbourne River Network

Development should preserve and enhance the character of all the rivers in the Borough. This includes their landscape, biodiversity, amenity, historical and leisure value. Development adjacent to the rivers should contribute to their special character by improving the urban design quality and vitality of the river frontages and improve access to the foreshore, and naturalise flood defences, where appropriate.

CP20 London Panoramas and Strategic Views

The Council will protect and enhance the strategic views of St. Paul's Cathedral as illustrated on the Proposals Map.

Reasons for Preferred Option

National and Regional Guidance

RPG3 (Annex A Supplementary Guidance for London on the Protected Strategic Views November 1991). These directions limit the height of new development in the Strategic Viewing Corridors for the views described above.

The London Plan describes the River Thames frontage and the River Network of London as the 'Blue Ribbon Network', and states that Boroughs should recognise its strategic importance when making strategies and plans.

The London Plan Policies 4B.15 (London View Protection Framework) and 4B.16 (View management plans) calls these views that pass through Lewisham 'London panoramas' and says that 'within these views, proposed developments, as seen from above or obliquely in the front and middle ground should not detract from the panorama as a whole. The management of landmarks should afford them an appropriate setting and prevent a canyon effect from new buildings crowding in too close to the landmark.

Community Strategy and other Council documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

Alternative options to not protect the character of the River Thames and the Blue Ribbon Network were not thought realistic.

5.3.3 OPEN SPACE AND BIODIVERSITY

Open space and its associated biodiversity is important for both community well being and environmental health. Many people regard the provision and quality of open space in their area as an integral part of what constitutes the quality of life. Open space can play an important role in attracting and retaining residents as well as businesses, and therefore plays an active role in contributing towards socio-economic regeneration and sustainable neighbourhoods. Well designed and managed open spaces can help bring communities together and provides a place to meet and recreate.

Open spaces include small parks, playing fields, allotments, ornamental gardens and Metropolitan Open Land. For many, their primary function is to serve the recreational needs of the community, which often requires facilities and structures to support and promote this use. This includes toilets, walkways, signs, seating, tables, playgrounds and sports fields. Activities on open space and adjoining areas can potentially result in adverse effects on the environmental qualities of the site. It is therefore important that such activities are managed in such a way that avoids, remedies or mitigates these effects.

In addition to their recreational functions, open space areas can provide important links between significant ecological sites. Such links serve to enhance ecosystem connectivity and biodiversity. Links and corridors can also provide unique and valuable recreational opportunities for the community and public as a whole, while providing participants an opportunity to experience a more natural environment over a decent length journey.

Lewisham's rivers (a short section of the Thames, and longer stretches of the Ravensbourne and its tributaries the Pool, Quaggy and Spring Brook) provide important linear features which can form the basis for wildlife corridors and are important links to sustain biodiversity. The naturalisation of waterways is a priority for the Council and a suitable buffer zone around watercourses can help to maintain the character of rivers and provide refuges for wildlife, as well as pleasant and practical recreational routes.

The Options

Seven options were put forward as part of the Open Space and Biodiversity Issues and Options Paper:

1. Protect all MOL and public open space from inappropriate built development to ensure there is no adverse effect on its use, management, amenity or enjoyment.
2. Adopt a target for open space per head of population.
3. Require new development to address areas of open space deficiency through provision or cash contribution to improve quality of public open spaces facing the increased pressure.
4. Improve the quality and accessibility of open space.
5. Adopt the actions documented in the Open Space Strategy for Lewisham 2005-2010.
6. Development to preserve and enhance the biodiversity and geological conservation interests.
7. Council will encourage proposals for naturalisation of waterways in conjunction with the Environment Agency.

The Preferred Option

The preferred option at the strategic level is to proceed with a combined option leaving specific criteria to be included as part of the emerging LDFs Development Policies and Site Allocations Development Plan Document.

Draft Core Policies

CP21 The Natural Environment

The Council recognises the strategic importance of the Natural Environment within the Borough of Lewisham as a source of attractive open space which facilitates sport, recreation, biodiversity, air quality, the prevention of climate change, human health, community cohesion, and contributes to the historic and local character. In doing so, the Council will resist any inappropriate form of development, which would detract from its visual amenity, provision, quality, conservation role and any other Local, Regional or National designation.

CP22 Deficiency of Open Space

The Council will seek to address areas deficient in open space through a combination of:

- (a) The provision of additional open space; and
- (b) The enhancement of existing open space to improve their quality and accessibility.

Reasons for Preferred Option

National and Regional Guidance

PPS9: Biodiversity and Geological Conservation seeks to promote sustainable development, as well as conserving, enhancing and restoring the diversity of wildlife as well as contributing to urban renaissance.

PPG16: Planning for Open Space, Sport and Recreation focuses on quality improvements to existing Public Open Space and acknowledges that while there is a need to increase the amount of open space in some areas this is not feasible, and in such cases improvements to the quality of open space are also very important.

The London Plan's objective to "Accommodate London's growth within its boundaries without encroaching on open spaces" is supported by policies 3D.7 (Realising the value of open space), 3D.9 (Metropolitan Open Land – where Boroughs should maintain the protection of MOL from inappropriate development), 3D.10 (Open Space Provision in UDPs), 3D.11 (Open Space Strategies) and 3D.12 (Biodiversity and nature conservation).

Community Strategy and other Council documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

The preferred option combined aspects relating to the protection and enhancement of various types of open spaces as well the avoidance of inappropriate development. Most of the options have been incorporated into the preferred option and therefore there are no alternative options.

5.3.4 SUSTAINABLE MOVEMENT

2. Better Public Transport

The existing network of public transport should be fully exploited in the interests of efficiency and maximising accessibility. The Council will support and promote public transport improvements and expansions that beneficial to local residents. There is also a need to protect essential transport infrastructure without which the transport system would not function. The Council also promotes and supports new public transport provision and improvements of existing facilities. Although the provision of new rail and bus routes are the responsibility of other public and private bodies such as Central Government, the Mayor of London and the various rail and track operators, the Council believes it is important to state publicly that it supports certain proposals.

The Options

Three options were put forward in the Transport Issues and Options Paper:

1. The Council will encourage the safeguarding of transport facilities through avoiding inappropriate development.
2. The Council will support and promote public transport improvements.
3. The Council will support rail and other transit improvement schemes that benefit local residents, subject to environmental impacts, in particular:
 - East London Line extension
 - Extension of the DLR from Lewisham to Catford
 - DLR 3 car capacity enhancement
 - Extension of the Croydon Tramlink to Lewisham
 - Extension of the Greenwich waterfront transit to Canada Water
 - Orbital rail route improvements

The Preferred Option

The preferred option at the strategic level is proceed with a combined option.

Draft Core Policy

CP23 Better Public Transport

The Council will work in partnership with appropriate transport providers and operators to seek improvement, expansion and promotion of public transport, including the safeguarding of key transport facilities and proposals, which benefits residents, contributes to regeneration initiatives and minimises adverse impacts on the environment. The Council supports in-principle the following:

- (a) the London Bus Priority Network;
- (b) capacity improvements for passengers on rail lines;
- (c) East London Railway project;
- (d) Three car capacity for the Docklands Light Rail;
- (e) Thameslink 2000; and
- (f) Use of the River Thames as a transport corridor.

Reasons for Preferred Option

National and Regional Guidance

PPG13: Transport seeks to promote more sustainable transport choices, accessibility to jobs, shops and services as well as reducing the need to travel. To deliver this objective, the guidance promotes sustainable transport choices to reduce the reliance on the car for work and other journeys.

The London plan sets out the major transport schemes and developments that the Mayor supports. Some of the proposals supported by the Council are not included in the current 10 year plan for transport improvements. However, the council considers early promotion of transport improvements to be worthwhile while acknowledging that the money and authority to implement these schemes does not lie with the Council. London Plan policies which supported the preferred options include 3C.9 (Increasing the capacity, quality and integration of public transport to meet London's needs), 3C.10 (Phasing of transport infrastructure), 3C.11 (New cross-London links within an enhances London National Rail network), 3C.12 (Improved Underground and DLR services), 3C.13 (Enhanced bus priority, tram and bus transit schemes) and 3C.19 (New Thames river crossings).

The preferred options support TfLs Business Plan 2005/9 -2009/10, 5 Year Investment Strategy.

The preferred options support the implementation of the London Bus Priority Network, accessibility improvements at bus stops, promoting new bus service links and public transport improvements to new developments.

Community Strategy and other Council documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The Lewisham Local Implementation Plan is a statutory plan to implement the London Mayor's Transport Strategy. The actions set out in the LIP are supportive of implementing a sustainable transport strategy particularly with regard to the location of new development.

What alternatives were considered and why they were rejected

All options put forward have been incorporated into the preferred option. The list of public transport improvements the Council supports has been updated to reflect current programmes with approved funding.

3. Traffic Management and Car Parking Control

Parking control performs an important role in influencing people's behaviour and travel patterns. National and regional guidance strongly urges local authorities to restrict the amount of parking in both residential and commercial areas and avoid the over provision of parking to encourage people to choose more sustainable modes of transport which contributes to a healthier more pleasant environment. However, it is important for the Council to recognise and balance the needs of the community against environmentally sustainable objectives to ensure accessibility and social inclusion.

Local authorities are encouraged to seek alternative methods of parking control in order to restrict the amount of parking. The Council will need to investigate alternative parking control measures (such as shared car parking, car-free residential development and 'Home Zones') as a means of contributing to sustainable transport options.

Options

Nine options were put forward in the Transport Issues and Options Paper:

1. Continue to use the UDP Car parking standards for new development proposals.
2. Adopt the London Plan standards for car parking.
3. Introduce some other car parking standards.
4. Require specific cycle provision as part of all developments.
5. Negotiate cycle provision on an individual basis.
6. Promote car-free residential development in areas with excellent public transport facilities.
7. Insist on some minimum parking provision in relation to all residential development.
8. Extend the provision of controlled parking zones (CPZs).
9. Require developers to contribute towards the implementation of CPZs.

Preferred Option

The preferred option at the strategic level is to proceed with options 2, 3, 4, 6, 8 and 9 as a combined option.

Draft Core Policy

CP24 Traffic Management and Car Parking

The Council will implement an integrated traffic management and car parking strategy, supported through the Local Implementation Plan, which contributes to the objectives of traffic reduction while protecting the operational needs of major public facilities, essential economic development and the needs of people with disabilities.

Reasons for Preferred Option

National and Regional Guidance

PPS3: Housing seeks to take a design led approach to the provision of car-parking space, that is well-integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly.

PPG13: Transport seeks to promote more sustainable transport choices, accessibility to jobs, shops and services as well as reducing the need to travel. To deliver this objective, the guidance recognises that parking policies can be used to promote sustainable transport choices and reduce the reliance on the car for work and other journeys.

The London Plan recommends maximum parking standards for broad classes of development. Maximum standards should be used to promote sustainable transport choices. The preferred options support policies 3C.22 (Parking strategy) and 3C.23 (Parking in town centres).

Community Strategy and other Council documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The Lewisham Local Implementation Plan is a statutory plan to implement the London Mayor's Transport Strategy. The actions set out in the LIP are supportive of implementing a sustainable transport strategy particularly with regard to the location of new development.

What alternatives were considered and why they were rejected

The alternative options were dismissed as they will be carried forward as part of the emerging LDFs Development Policies and Site Allocations Development Control Document.

1. Walking and Cycling

Health is an important issue in the borough as this has cascading effects on access to health resources and reduced productivity in the workplace. The health of Lewisham's population can be attributed to the following conditions:

- Coronary heart disease and stroke
- Diabetes
- Kidney disease and
- Smoking.

The Council signed up to the Public Service Agreement (PSA) in March 2001 which aims by 2010 to reduce at least 10% the gap between the 20% of areas with the lowest life expectancy and the population as a whole. One of many ways this could occur could be through walking and cycling. These two options are firstly inexpensive and easy to implement which would allow most residents to take up. Secondly, they contribute to creating a sustainable community and reducing local pollution. The Council currently have numerous designations within the borough which provide scenic spaces in which to walk and cycle and developers are encouraged to seek out sustainable modes of transport and the appropriate infrastructure in which to promote its use.

The Options

Seven options were put forward as part of the issues and options consultation:

1. To secure the protection of ecological and recreational links and corridors.
2. There should be a requirement for specific cycle provision as part of all development.
3. The Council should negotiate cycle provision on an individual basis.
4. Where development will result in adverse impacts on links identified in the UDP maps (pedestrian and cycle), planning permission for it should only be granted where adequate mitigation measures are put in place. Council will seek appropriate measures to compensate for any harm which cannot be prevented or mitigated.
5. The Council will only permit development in areas identified in the planning proposal maps as 'Waterlink Way' or Green Chain if it enhances the biodiversity or recreational use of the links.
6. Development should respect and enhance the character of the River Thames and the Ravensbourne River/Deptford Creek Network.
7. To encourage greater accessibility by public transport, walking and cycling to all retail and town centres, for all sectors of the community including people with disabilities.

The Preferred Option

The preferred option at the strategic level is to proceed with a combined option, which is general rather than specific.

CP25A Walking

The Council will provide, facilitate and encourage, safe and convenient pedestrian movement, through both innovative and tried-and-tested measures. The Council will ensure that the design of new developments and redesign of existing public space recognises the needs of pedestrians as principal. Support the Council will give for longer-distance routes will include the provision of the Waterlink Way, South East London Green Chain and Thames footpath, and connections identified in the Deptford New Cross area.

CP25 B Cycling

The Council will provide, facilitate and encourage, safe and convenient cycle movement within and through the borough, through innovative and tried-and-tested measures. This will include the expansion of Lewisham's cycle route network, provision of the Waterlink Way and connections identified in the Deptford New Cross area.

Reasons for Preferred Option

National and Regional Guidance

PPG13: Transport seeks to promote more sustainable transport choices, accessibility to jobs, shops and services as well as reducing the need to travel. To deliver this objective, the guidance recognises the need to promote sustainable transport choices and reduce the reliance on the car for work and other journeys.

The London Plan promotes improvements to London's accessibility. Maximum parking standards for broad classes of development. Maximum standards should be used to promote sustainable transport choices. The preferred options support policies 3C.22 (Parking strategy) and 3C.23 (Parking in town centres).

Community Strategy and other Council policy documents

The preferred options support the implementation of the Community Strategy, specifically Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The Lewisham Local Implementation Plan is a statutory plan to implement the London Mayor's Transport Strategy. The actions set out in the LIP are supportive of implementing a sustainable transport strategy particularly with regard to promoting walking and cycling.

What alternatives were considered and why they were rejected

The alternative options are too specific for a core policy and will be included as part of the emerging LDFs Development Policies and Site Allocations Development Control Document.

5.3.5 SUSTAINABLE ECONOMY

This section covers employment land; retail and town centres; and tourism.

A. Employment Land

Employment Land is land that has been protected for business and industrial uses. This includes such uses as offices, warehousing, manufacturing, waste handling, car repairs, scaffolding, timber and building yards and transport depots.

1. Protection of Strategic and Locally Defined Employment Sites

Lewisham has lost a significant number of employment sites to residential and retail uses over the years, and does not have large areas of land devoted to business use. The London Plan requires the allocation of Strategic Employment Locations, with boundaries determined by the borough in order to that provide a reservoir of land to provide industrial and other capacity to enable the continual functioning of London as a whole. The London Plan also requires the retention of sites used to transfer or process waste to enable London to meet its waste handling targets, and that these sites are best located in Strategic Employment Locations. There are also sites of local importance in providing jobs and services to the local economy.

There are other competing uses for employment land. Various policy initiatives at a national and London wide level have stated that employment land that is no longer used or no longer required should be reused for housing and mixed use development to meet housing provision targets. There are a number of larger sites in the north of the Borough where traditional industrial uses do not contribute to the economy, by reason of low employment density, environmental degradation and harm to adjacent residential areas, and where redevelopment would make a positive boost to the economy, social conditions and the environment as a whole. It is also intended to promote the mixed use employment sites as locations for business use in order to secure the regeneration of the north of the borough.

The Options

The following options were put forward as part of the Employment Land and Issues and Options Paper:

1. Maintain status quo on sites allocated for Strategic Employment Locations in the London Plan.
2. Remove or add sites to Strategic Employment Locations and review uses on these sites.
3. Maintain status quo on all Locally Important Employment Sites.
4. Remove protection for employment uses on all Locally Important Employment Sites.
5. Review appropriateness of retention of Locally Important Employment Sites.
6. Promote other uses on Locally Important Employment Sites such as housing, or mixed use.
7. Create new affordable employment floorspace by means of planning contributions from larger developments.

The Preferred Option

The preferred option at the strategic level is to proceed with options 2, 5 and 6 with a redefinition of the boundary of the Surrey Canal Strategic Employment Location (as defined in the GLAs East London Sub Regional Development Framework) to allow the redevelopment of parts of this for Mixed Use Employment Areas and the release of one Locally Employment Location.

CP26 Strategic Employment Locations and Local Employment Locations

The Council will protect the Strategic Employment Locations and Local Employment Locations for a range of uses within the B Use Class and for activities that support the functioning of the local economy and the London economy as a whole.

CP27 Mixed Use Employment Locations

The Council will promote Mixed Use Employment Locations and require comprehensive redevelopment on these sites to:

- (a) Allow for a radical transformation of the social, economic and physical environment of the north of the borough;
- (b) Increase the numbers of jobs provided on these sites, improve their quality and seek the replacement or relocation of displaced industrial uses;
- (c) Increase the range and type of premises on these sites;
- (d) Promote physical connectivity between communities, and to promote social inclusion
- (e) Contribute to housing provision;
- (f) Improve community and leisure facilities; and
- (g) Upgrade transport links to meet the PTAL level required for high density development.

*Job Density will be calculated using 'Employment Densities: A Full Guide English Partnerships/Arup Economics and Planning July 2001.

Reasons for Preferred Option

National and Regional Guidance

PPG4: Industrial, Commercial Development and Small Firms states that boroughs should ensure that there is sufficient employment land to provide for choice and flexibility, that business should be appropriately and sustainably located.

The London Plan states that Strategic Employment Locations represent London's strategic reservoir of industrial capacity and that the appropriateness of the boundaries should be kept under review by boroughs. Surplus employment land should help to meet strategic and local requirements for other uses such as education and community activities and in particular housing. With respect to locally important employment sites the borough should have regard to - sustainability criteria, accessibility the public and where appropriate to freight, site quality, and efficient use. The preferred options support policies 3B.2 (Office demand and supply), 3B.3 (Office provision), 3B.4 (Mixed use development) and 3B.5 (Strategic Employment Locations).

The Industrial Capacity Draft Supplementary Planning Guidance to the London Plan (September 2003) places Lewisham in the category of 'Limited Transfer of poorer industrial sites'. This is the intermediate category between those boroughs that should take a particularly restrictive approach to transfer of industrial sites to other uses, and those that generally have a greater supply of vacant industrial sites relative to demand. It states that sites considered to be most important for industrial users should be retained. The Draft Supplementary Planning Guidance also discusses Industrial Capacity and Mixed Use Development in Section 7 of the Report.

Community Strategy and other Council documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative

industries) and Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The Lewisham Employment Land Review shows a considerable level of local demand for smaller business units, but potential development of this is suppressed by the poor quality of the local environment, and lack of which would lead firms to either not wish to locate in the area or be unable to find appropriate premises.

What alternatives were considered and why they were rejected

A combined option was chosen. Options 1 and 3 were dismissed due to the overriding benefits seen in allowing the regeneration of the north of the borough by the development of mixed use employment sites. Option 4 was dismissed as it would not retain employment land. Option 7 has been included a part of the Implementation section.

Other Planning Reasons

The employment sites in the north of the borough have now been reviewed. The conditions in the north of the borough of environmental neglect, lack of connectivity, and poor facilities for large areas of the community have led the Council to promote a radical agenda for the restructuring of the physical and economic structure of this part of the borough.

2. 'Other' Employment Sites

There are a large number of small industrial and commercial sites scattered throughout the borough which perform a valuable local economic function by providing a supply of premises for small enterprises, and which contribute to the economic functioning of the town centres. These might include business start-ups, small offices, garages, builders yards and the creative enterprises that Lewisham wishes to foster as one of the growth areas of the economy.

The Options

Three options were put forward as part of the Employment Land Issues and Options Paper:

1. Retain all sites in business/industrial use.
2. Allow redevelopment of all sites for housing or mixed use development.
3. Judge the retention of these sites on the basis of criteria.

The Preferred Option

The preferred option at the strategic level is to proceed with Option 3.

Draft Core Policy

CP28 Other Employment Sites

The Council will protect a range of small Town Centre sites for uses with the B Use Class in order to enhance the viability and competitiveness of town centres within Lewisham, to provide a range of local employment opportunities.

The Council will protect other employment sites for employment use where this is considered viable and identify new sites in order to promote a wider range of business activities and job opportunities.

Reasons for Preferred Option

National and Regional Guidance

PPG4: Industrial, Commercial Development and Small Firms states that boroughs should ensure that there is sufficient employment land to provide for choice and flexibility, that business should be appropriately and sustainably located.

The London Plan states, that with respect to locally important employment sites the borough should have regard to - sustainability criteria, accessibility the public and where appropriate to freight, site quality, and efficient use. The preferred options support policies 3B.2 (Office demand and supply), 3B.3 (Office provision), 3B.4 (Mixed use development), 3B.6 (Supporting innovation) and 3B.9 (creative industries).

The Industrial Capacity Draft Supplementary Planning Guidance to the London Plan (September 2003) places Lewisham in the category of 'Limited Transfer of poorer industrial sites'. This is the intermediate category between those boroughs that should take a particularly restrictive approach to transfer of industrial sites to other uses, and those that generally have a greater supply of vacant industrial sites relative to demand. It states that sites considered to be most important for industrial users should be retained.

Community Strategy and other Council documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative industries) and Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

What alternatives were considered and why they were rejected

Option 1 was dismissed as it would not be realistic to retain all employment sites in business or industrial use as some of the sites are no longer suitable for continued use. Option 2 was dismissed as it was considered that this might result in the loss of some sites to housing development that would continue to provide a valuable economic function for the borough.

Other planning reasons

Lewisham has strategic aims to support and maintain the economic functioning of town centres and some of these sites contribute to these aims.

3. Employment Cluster and Creative Industries

Lewisham wishes to build on the artistic and creative centres such as Goldsmiths College and the Laban Dance Centre by helping to create a network of cultural and artistic activities. Local Business Support Agencies have recognised a cluster of these uses at Creekside and New Cross and New Cross Gate, and also at Forest Hill (Creative Industry Lewisham Borough Council Commercial Property Survey). These uses will also contribute to the strategy to regenerate the north of the borough.

The Option

The option presented was to identify Creative Quarters where the Council will encourage the development of creative enterprises. The alternative option implicit in this is that the Council would not identify Creative Quarters.

The Preferred Option

The Council will proceed with the option to identify Creative Quarters.

CP29 Creative Industries

The Council will identify and support creative industries and promote and protect these uses to enhance and diversify the local economy.

Reasons for Preferred Option

National and Regional Guidance

PPG4: Industrial, Commercial Development and Small Firms states that boroughs should ensure that there is sufficient employment land to provide for choice and flexibility, that business should be appropriately and sustainably located.

The London Plan states that creative enterprises often group together in networks that provide modes of communication, knowledge exchange, business support and learning. The London Plan also states that manufacturing and other services are linked. Manufacturers can draw on London's creative industries using the world class design skills of its colleges and universities. London wholesale distribution is forecast to grow by 14,000 jobs over the next fifteen years but manufacturing jobs are forecast to fall from 320,000 in 2001 to 240,000 in 2016, a decline of 25%. Nonetheless, London will still have a significant and varied range of industrial occupiers. High value-added and design-led manufacturing will have an important role in London's knowledge driven economy. The preferred options support policy 3B.6 (Supporting innovation) and 3B.9 (creative industries).

Community Strategy and other Council documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative industries) and Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

Clusters of creative users have been identified in the Lewisham Economic Development Business Plan November 2004.

What alternatives were considered and why they were rejected

The alternative option of not identifying and supporting creative clusters was not chosen as it would not capitalise on the economic and creative assets of the borough.

B. Retail and Town Centres

1. Role, Function, Character and Vitality and Viability of Retail Centres

Encouraging and enhancing the role and function of each retail centre is a key objective for national and regional policy and reflects the Council's aspirations for the borough. The Council recognises it has a role to play in encouraging retailing and town centre development and must provide an adequate framework to enable the retailing industry to establish and maintain appropriate town centre facilities in a way that meets the objectives of the Government's sustainable development agenda.

Within the London Borough of Lewisham the existing retail hierarchy was previously determined in the UDP and is reflected in the London Plan as follows:

Major Town Centres

Lewisham

Catford

District Town Centres

Blackheath

Deptford

Downham

Forest Hill

Lee Green

New Cross

Sydenham

Neighbourhood or Local Centres

Brockley Cross

Crofton Park

Downham Way

Grove Park

Lewisham Way

New Cross Gate

Local Parades

There are approximately 80 Local Parades within the Borough

There have been few changes to the hierarchy in recent years. The only change has been the growth of the local centre New Cross Gate which has surpassed Downham, a district centre. Recent retail studies by Nathaniel Lichfield and Partners have identified that the New Cross Gate centre in terms of numbers of retail outlets exceeds the number located within the Downham district town centre. In light of this, consideration has been given to combining the New Cross and New Cross Gate centres. This is considered advantageous due to the anticipated growth in the north of the Borough.

Ensuring town centre vitality and viability is a key objective and can primarily be achieved through planning for the growth of existing retail and town centre areas and promoting and enhancing existing centres. There is a need to ensure that retail and town centres provide a high quality environment through building design and public realm improvements. This combined with accessibility is part of the essential mix to any successful retail and town centre and it is necessary to consider the impact and location of transport networks, the interchanges within the district town centres and the overall pedestrian and cycle accessibility.

The Options

The retail hierarchy has been established by the London Plan. One option was put forward as part of the issues and options consultation to include New Cross and New Cross Gate as one district town centre.

For the issue of vitality and viability, three options were put forward as part of the Retail and Town Centres Issues and Options Paper:

1. The use of designated Core and Secondary or Non-Core areas.
2. Specialist areas or quarters which have a focus on a particular/complimentary use/activity.
3. No restrictions on various uses within the designated centre boundary.

For the issue of high quality environment and design, two options were put forward as part of the Retail and Town Centres Issues and Options Paper:

4. Include policies which encourage good quality design and seek improvements to the existing retail environment.
5. Develop a specific design guide for each retail and town centre.

For the issue of accessibility, one option was put forward as part of the Retail and Town Centres Issues and Options Paper:

6. To encourage greater accessibility by public transport, walking and cycling to all retail and town centres.

The Preferred Option

The preferred option at the strategic level is to retain the existing hierarchy and combine New Cross and New Cross Gate as one District Town Centre; and proceed with options 1, 4, 5 (for specific centres) and 6.

Draft Core Policies

CP30 Role, Function and Character of Retail Centres

The Council will seek to maintain, and improve the role, function of the established retail hierarchy. It will encourage projects which seek to improve the character, vitality and viability of the borough's retail centres. It will sustain and encourage a diversity of uses – appropriate to each retail centre's function and location – through a balance of development, regeneration and conservation. It will retain and enhance each Centre as a focus for retail, office and complementary activity and will seek to improve the attractiveness, accessibility and environment of each.

The retail hierarchy is defined as follows:

Major Town Centres

Lewisham
Catford

District Town Centres

Blackheath
Deptford
Downham
Forest Hill
Lee Green
Sydenham
New Cross and New Cross Gate

Out-of-centre

Bell Green
Bromley Road/Ravensbourne Retail Park

Neighbourhood or Local Centres

Brockley Cross
Crofton Park
Downham Way

Grove Park
Lewisham Way

Local Parades and corner shops

Approximately 80 Local Parades within the Borough.

CP31 Uses Within the Major and District Town Centres

The Council will expect major retail development, leisure, and related town centre uses and facilities, to be located within the major and district centres. Such uses located outside these areas will be assessed against the sequential test.

Reasons for Preferred Option

National and Regional Guidance

The preferred option supports the objectives in PPS6: Planning for Town Centres which states that the Government's key objectives for retail and town centres is to promote their vitality and viability by planning for their growth and development. This includes promoting and enhancing existing centres as the focus for retail development and encouraging a wide range of services in a sustainable good environment that is accessible to all.

The preferred option supports London Plan policies 3D.1 (Supporting town centres) and 3D.3 (Maintaining and improving retail facilities).

Community Strategy and other Council documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative industries) and Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment).

The preferred option is also supported by the Council's work in preparing Area Action Plans for the Lewisham and Catford Town Centres.

The preferred option for the retail hierarchy includes a New Cross and New Cross Gate as a combined district town centre. This was identified in recent retail studies undertaken for the Borough. The study identified an increase in the size of New Cross Gate and is therefore considered best suited to being amalgamated with the New Cross district town centre.

The Lewisham Local Demand Study 2005 has found that there is a demand for office premises from small businesses looking to locate in the town centres.

What alternatives were considered and why they were rejected

The combination of the options provides the broadest policy base for the borough's retail and town centres, which is in keeping with the aspirations expressed in the Issues and Options consultation.

C. Tourism

London is one of four World cities and plays host to a variety of international, national and local events. London also has a proud history with sites of historic interest, shopping, the arts and entertainment for the young and old. The estimated 30 million tourists that visit the capital are responsible for an estimated £15 billion per year into the economy which equates to 12% of London's Gross Domestic Product.

With the impending Olympics being hosted in the East of London in 2012, Lewisham is well placed to accommodate and facilitate its visitors through its culturally diverse community, its location and vibrant evening economy. With the proposed extension to the East London Line which is due to be completed by June 2010 the well established transport links from Deptford, Lewisham and Catford into the city and its outskirts would be the preferred location for visitors accommodation. Tourists would be within easy reach of all the major

events in the city and with the benefits of hosting an Olympic event, Lewisham can also be an active borough in participation with other surrounding Local Authorities.

The Options

The option presented was to identify possible areas where the Council would encourage tourism and tourist accommodation. The alternative option implicit in this is that the Council would not identify sites for tourism and tourist accommodation.

The Preferred Option

It was considered that due to the good transport links Deptford, Lewisham and Catford would be the preferred sites for promotion of this policy. This can be supported through the Area Action Plans being produced for Lewisham and Catford and a North Lewisham Urban Design Framework.

Draft Core Policy

CP32 Tourism and Tourist Accommodation

The Council will seek to work with appropriate partners to promote and enhance Lewisham as a tourist destination. Tourism will be facilitated by encouraging visitors accommodation to locate in areas of good public transport links and within Deptford, Lewisham and Catford town centres.

Reasons for Preferred Option

National and Regional Guidance

PPS 6: Planning for Town Centres outlines the governments objectives with regard to the promotion of Tourism within Town Centre use as a means of creating an attractive place which appeals to a wide range of age and social groups.

The Mayor's Tourism Strategy seeks to ensure that London expands as a global tourism destination and also develops a broader visitor base. To accommodate potential growth a further 36,000 hotel bedrooms should be provided in the period up to 2016 in a range of suitable locations throughout London. This is supported through the London Plan and policy 3D.6 (Visitors accommodation and facilities).

Community Strategy and other Council policy documents

The preferred option supports the implementation of the Community Strategy, specifically Action Plan 4 (Foster enterprise and sustainable business growth, including creative industries) and Action Plan 6 (secure the sustainable regeneration of Lewisham as a place – its housing, transport and environment). It is considered that the growth in tourism and tourist accommodation would significantly realise these strategic objectives.

What alternatives were considered and why they were rejected

The alternative option of not identifying sites for tourism and tourist accommodation was not chosen as it would not capitalise on the economic and creative assets of the borough.

6. IMPLEMENTATION AND MONITORING

The Spatial (Core) Strategy forms the basis of a strategic framework to guide and inform the future regeneration of Lewisham. The private and public sector will be able to use this plan to prepare and inform schemes and projects consistent with the vision. These schemes will vary from large scale projects of strategic importance to smaller projects of local influence, and straight forward change-of-use applications.

The issue of securing funding, both public and private sector, and establishing an appropriate delivery framework for the elements that make up the Spatial (Core) Strategy is central to the realisation of the vision.

The strategy and core policies provide a comprehensive and integrated framework for change and growth; and set down the Council's expectations in terms of location, design quality and innovation. It also identifies a comprehensive package of environmental, social/community and infrastructure projects/initiatives to serve the needs of existing and projected new populations, and improve the quality of the environment.

The Council is committed to the comprehensive delivery of all aspects of the Preferred Options report and recognises that in order to secure delivery it will be necessary to:

- Create the conditions required to stimulate investor confidence
- Work with and encourage developers and landowners to bring forward their land and buildings for development/redevelopment
- Engage with other public sector stakeholders and the voluntary sector responsible for the delivery of different aspects of the Spatial (Core) Strategy's preferred options
- Promote and encourage the delivery of design excellence and innovation
- Secure necessary highway improvements, accommodate new public transport infrastructure, enhance the public realm and improve pedestrian linkages
- Ensure the delivery of a built form and public realm of the highest design quality
- Put in place measures to secure the long term management and maintenance of the public realm and
- Put in place appropriate measures to ensure ongoing consultation and involvement of the resident and business community.

In pursuit of the above the Council will:

1. Encourage partnership working

The Council will work in partnership with a range of public, private and voluntary sector organisations in order to ensure the delivery of the spatial strategy's proposals and core policies.

Key partners will include:

- Lewisham Strategic Partnership
- Public organisations such as the Greater London Authority, London Development Agency, Thames Gateway Development Corporation, English Partnerships and the Environment Agency
- Transport operators, Transport for London and Network Rail
- Landowners and potential developers
- Registered Social Landlords
- Existing businesses and business organisations
- Community and voluntary sector organisations
- Local residents
- Primary Care Trust

- The emergency services.

The Council already works with several of the above and will continue to develop these relationships in the future to ensure the delivery of the Spatial (Core) Strategy.

2. Continue to work with Transport for London and other transport partners on the delivery of transport improvements

The strategy promotes a sustainable transport strategy and the delivery of public transport improvements. The Council will continue to work with its partners to secure the delivery of improvements in relation to the phasing of development. The projects are aligned with that of the Lewisham Local Improvement Plan (LIP), the local Transport Strategy. The proposals are also designed to work towards TfLs Area Based Scheme objective.

3. Use of Compulsory Purchase powers to bring forward land for development

The strategy is intended to encourage third party landowners and developers to bring forward their land and buildings for development/redevelopment. The Council will work with the landowner/developers to assist the process of bringing forward development within the period and beyond. It is accepted, however that there will be sites where landowners may be reluctant or unwilling to bring forward their land for development. In such circumstances the Council may choose to use its compulsory purchase powers to achieve the plan's objectives.

4. Secure developer contributions towards the improvement of the public realm and transport improvements and the delivery of social and community facilities

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

The legal framework for planning obligations is Section 106 contained within the Town and Country Planning Act 1990 and associated Circular 05/2005. In accordance with the requirements of the Circular, planning obligations will be related to the needs and demands generated by each development and to the viability of provision. Individual developer obligations will fall into two categories:

- Those requirements that are essential to the development of each individual site i.e. the provision of affordable housing, open space, access, car and cycle parking, land use and sustainability targets.
- Financial contributions i.e. financial and other contributions to area wide facilities and benefits.

The Council is currently in the process of producing a Supplementary Planning Document (SPD) for planning obligations as part of the LDF. The Council proposes to use this document as a starting point or baseline position in the negotiation of each individual development contribution package. Once the contribution has been paid it will be placed within a pooled fund and will be used to realise a range of transport/ environmental and social/ community facilities.

5. Co-ordinate public sector funding to support the delivery of key infrastructure projects

The borough could benefit from a range of special funding programmes, primarily from public sector funding sources. These will be co-ordinated and prioritised in line with development phasing and will be used to help deliver the environmental/infrastructure improvements and community/social facilities.

6. Monitoring the policies

Each policy will be monitored to ensure it achieves its objective. Such measures will include:

- Adherence to PPS6 recommendations for town centre 'health check' monitoring
- Liaison with the Town Centre Manager on monitoring and implementation
- Housing completions, especially affordable housing
- Employment land provision
- Renewable energy provision and capacity
- Car parking provision
- Quality and quantity of open space
- Community and health services and facilities provision.

The Council recognises that in order to be sure that we are delivering on sustainable development and sustainable communities, we need to be able to check on whether these aims are being achieved. This allows the Council to be able to be flexible in updating the LDF to reflect changing circumstances.

In view of the importance of monitoring, Section 35 of the Planning and Compulsory Purchase Act 2004 requires every Local Planning Authority to make an annual report to the Secretary of State containing information on the implementation of the Local Development Scheme and the extent to which the policies set out in local development documents are being achieved. The Council have published the latest Annual Monitoring Report in a separate document.

The following table is an indicative approach of what the Council may pursue to ensure the delivery of this strategy. It should be noted that the format and structure may change before formal submission to the Secretary of State. For information purposes.

Terminology	Interpretation
AMR	Annual Monitoring Report refers to the report collated by the planning service.
Baseline year	Indicates that this is a new indicator and the collection of data will be collected upon adoption of the document.
BV	Best Value. Government monitoring requirement for all Local Authorities to collect on a yearly basis.
gfa	Refers to Gross Floor Area
Ha	Hectares (<i>1Ha = 10,000 square metres</i>)
LBL	London Borough of Lewisham
No.	Number
Sq m	Square metres
Target	Refers to the Councils targets for monitoring whether the policies are successful to the spatial plan.
TBC	To be confirmed

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
LOCATION POLICIES						
CP1	Major Growth Corridor	Sq m of retail use (gfa)	Baseline year	TBC	Per annum	LBL (Planning) Private developers
		Sq m of business use (gfa)	Baseline year	TBC		
		No. of residential units (gfa)	Baseline year	TBC		
		No. of approvals of major developments within the North Lewisham Masterplan	Baseline year	TBC		
CP2	Lewisham and Catford Town Centres	Position of Town Centres in Town Centre Hierarchy through yearly health checks	Baseline year	Lewisham to achieve Metropolitan status of 100,000 sq m.	Per annum	LBL (Planning) Private developers Greater London Authority Transport for London
CP3	Forest Hill, Sydenham and Lee Green	Position of Town Centres in Town Centre Hierarchy through yearly health checks	TBC	To ensure vacancy levels do not fall below 10%	Per annum	LBL (Planning, Town Centre managers)
CP4	Areas for Local Renewal	Ranking of Indices of multiple deprivation.	Baseline year	TBC	2011	Census LBL (Planning) Private developers
		Implementation of Lewisham and Catford AAPs	Baseline year	2008	2008	LBL, LDS
CP5	Conservation and Protection	Number of open space per 1000 population	Baseline year	1.67Ha per 1000 POP	Per annum	LBL (Planning) GLA
CROSS CUTTING THEMES						

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
CP6	Sustainable Development	Number of mixed use approvals	Baseline year	TBC	Per annum	LBL (Planning, Building Control) BRE
		Number of dwellings built to Lifetime homes/ BREEAM standards	Baseline year	TBC		
		No. of major developments within PTAL 6	Baseline year	TBC		
		Percentage of household waste used to recover heat, power, etc	Baseline year	TBC		
		Number of households with an above average standard assessment procedure (SAP) rating.	Baseline year	TBC		
		Average SAP rating of local authority owned dwellings	Baseline year	TBC		
CP7	Climate Change	Total CO ₂ emissions in Lewisham.	BV063	TBC	Per annum	Department for Trade & Industry (DTI)
		Average Weather	113.57 (National rank 22)	TBC		MET Office
CP8	Water Management and Flood Risk	Number of planning permissions given consent within an area of flood risk.	Baseline year	TBC	Per annum	LBL (Planning) Environment Agency
		Number of applications referred to the Environment Agency		TBC		
CP9	Waste	% of household waste recycled.	BV082a	TBC	Per annum	LBL (Waste Management Best Value Performance Indicators)
		% percentage of household waste composted.	BV082b	TBC		
		Percentage of waste used to recover heat power.	BV082c	TBC		

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
CP9 (Cont.)	Waste (cont.)	Percentage of household waste landfilled.	BV082d	TBC		
		Kg of household waste collected per head.	BV084	TBC		
		Cost of waste collection per household	BV086	TBC		
		Percentage of population served by recyclables kerbside collection.	BV091	TBC		
CP11	Healthy Lifestyles	Implementation of workforce health policies	Baseline year	TBC	Per annum	LBL (LSP, Health Improvement and Modernisation Plan, Community Development Strategy, Health Action Zone, Teenage)
		Increased use of community development approaches in attempting to reduce CHD and other key HIMP issues	Baseline year	TBC		
		Area deficient in of accessible leisure facilities	Baseline year	TBC		
		Percentage of area deficient in open space.	TBC	TBC		
		Rate of walking trips	Baseline year	TBC		
		Rate of cycle trips	Baseline year	TBC		
CP12	Provision of Health, Education and Community Facilities	Amount of land developed for social and community facilities	Baseline year	TBC	Per annum	LBL (Library services, Planning, Health Services), Lewisham PCT, LSP (Lewisham PSA Target)

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
		Amount of land for social and community facilities lost to other development	Baseline year	TBC		
		Frequency of visits to public libraries, sports and recreation services	Baseline year	TBC		
		Average size of GP patient lists	Baseline year	TBC		
		Net change in class D1 and D2 uses.	Baseline year	TBC		
		Healthcare sectors location quotient (LQ)	1.41(2004)	TBC		Annual Business Inquiry
CP13	Planning Obligations	Number of s.106 completions	Baseline year	TBC	Per annum	s.106 officer
CP14	Compulsory Purchase Powers	Number of CPOs issued within the development plan period.	Baseline year	TBC	As and when large scale development comes forward	LBL (Head of Law and Head of Property and Development)
TOPIC BASED POLICIES						
Homes for All						
CP15	Housing Targets	2d - Affordable housing completions	As set out in the AMR	TBC	Per annum	LBL (Planning, Housing) AMR 05/06
		Total number of dwellings given planning permission. (2a - Housing Trajectory?)	Baseline year	TBC		

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
CP16	Housing Mix and Location	2c - % of new dwellings completed at: (i) less than 30 dwellings per ha; (ii) 30 and 50 dwellings per ha; (iii) over 50 dwellings per ha.	As set out in the AMR	TBC	Per annum	LBL (Planning, Housing) AMR 05/06
		Average percentage of dwelling sizes by major developments.	Baseline year	TBC		
		Percentage of approved major residential and mixed use developments according to PTAL score.		TBC		
Promoting Good Design						
CP17	Promoting Good Design - Development in Context and Density of Development	2c - % of new dwellings completed at: (i) less than 30 dwellings per ha; (ii) 30 and 50 dwellings per ha; (iii) over 50 dwellings per ha.	As set out in the AMR	TBC	Per annum	LBL (Planning, Housing) AMR 05/06
		Average percentage of dwelling sizes by major developments.	Baseline year	TBC		
		Percentage of approved major residential and mixed use developments according to PTAL score.	TBC	TBC		
CP18	Conservation of the Historic Environment	Number of listed building consents approved?	TBC	TBC	Per annum	LBL (Planning)
CP19	River Thames, Deptford Creek and the Ravensbourne River Network	Chemical river quality as a percentage of total River length.	100% (2004)	100%	Per annum	Environment Agency (General Quality Assessment Survey)
		Change in chemical river quality.	72.97% (2004)	100%		
		Change in Biological river quality.	0% (2004)	100%		

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
		Biological river quality as a percentage of total river length.	0% (2004)	100%		
CP20	London Panoramas and Strategic Views	Number of tall buildings above X storeys within the strategic view areas as designated on the proposals map.	Baseline year	TBC	Per annum	LBL (Planning)
Open Space and Biodiversity						
CP21	The Natural Environment	4c - % of eligible open spaces managed to green flag award.	4c - To be confirmed by Environmental services.	TBC	Per annum	Biodiversity Action Partnership (Lewisham Biodiversity Action Plan)
		8 - Change in areas and populations of biodiversity importance, including: (i) change in priority habitats and species (by type); and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional or sub-regional significance.	8 – To be confirmed by Environmental services (Nick Pond)	TBC		
		Natural Environment score based on 100 being the highest score. (Natural environment indicates the quality of an areas physical environment. The composite is developed by first combining Natural Beauty per sq km, Tranquillity and Average weather. The resulting index is weighted by the proportion of area which is green space, Green flag awards and air quality. The higher the score, the higher the quality of the natural environment.)	64.34 Baseline year	TBC		Countryside Agency (Countryside Information Systems)

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
CP22	Deficiency of Open Space	Number of open spaces created in areas of identified open space deficiency.	Reduction in areas deficient in open space. Level of improvement in the quality of open spaces.	TBC	Baseline year	LBL (Planning, Open Space Strategy)
Sustainable Movement						
CP23	Better Public Transport	Number of additional buses introduced within the borough.	Baseline year	TBC	Per annum	TfL, Local Implementation Plan (LIP), Mayor's Transport Strategy
		Number of Bus lanes	Baseline year	TBC		
		Bus excess wait time	Baseline year	TBC		
		Connectivity Score GB= 100 (The connectivity index is based on proximity to and presence of airports; number of rail stations (excluding the underground); ports and motorway junctions. The resulting figure provides a indication of the areas connectivity, with figures over 100 indicating a higher than average level of connectivity)	318.15	TBC		DVLA (Vehicle licensing data in England and Wales, 2004)
CP24	Traffic Management and Car Parking	Implementation of Controlled parking zone strategy	Baseline year	TBC	Per annum	LBL (Borough's Transport Strategy, LIP)
		Number of vehicles per thousand residents	Baseline year	TBC		DVLA (Vehicle licensing data in England and Wales, 2004)
CP25 A & B	Walking and Cycling	Proportion of journeys made on foot.	To increase existing level up by 10%	TBC	Per annum	LBL, (Environmental Services, LIP)
		Proportion of journeys made by cycle.	To increase existing level up by 10%	TBC		
Sustainable Economy						
CP26	Strategic Employment Locations and Local Employment Locations	1b - Amount of land developed for employment by type which is in development and/or	As set out in the AMR	TBC	As set out in the AMR	LBL (Planning) AMR 05/06

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
		regeneration areas defined in the local development framework.				
CP27	Mixed Use Employment Locations	1b - Amount of land developed for employment by type which is in development and/or regeneration areas defined in the local development framework.	As set out in the AMR	TBC	As set out in the AMR	LBL (Planning) AMR 05/06
CP28	Other Employment Sites	1b - Amount of land developed for employment by type which is in development and/or regeneration areas defined in the local development framework.	As set out in the AMR	TBC	As set out in the AMR	LBL (Planning) AMR 05/06
CP29	Creative Industries	1a - Amount of land developed for employment by type.	As set out in the AMR	TBC	Per annum	LBL (Planning) AMR 05/06
		1c - % of 1a, by type, which is on previously developed land.	As set out in the AMR	TBC		
		1f - Amount of employment land lost to residential development.	As set out in the AMR	TBC		
		Proportion of employment in creative industries (LQ)	0.85 (2004)	TBC		Annual Business Inquiry
CP30	Role, Function and Character of Retail Centres	1b - Amount of land developed for employment by type which is in development and/or regeneration areas defined in the local development framework.	As set out in the AMR	TBC	As set out in the AMR	LBL (Planning) AMR 05/06

ID	CORE POLICIES	INDICATOR	OUTCOME	TARGET	MEASUREMENT FREQUENCY	IMPLEMENTATION BODY
		Position of Town Centres in Town Centre Hierarchy through yearly health checks	Baseline year	TBC		
CP31	Uses Within the Major and District Town Centres	1d - Employment land supply by type.	As set out in the AMR	TBC	Per annum	LBL (Planning) AMR 05/06
		Position of Town Centres in Town Centre Hierarchy through yearly health checks	Baseline year	TBC		
CP32	Tourism and Tourist Accommodation	Net changes in use class C1	Baseline year	TBC	Per annum	LBL (Planning) Private developers

APPENDIX 1 – NATIONAL AND REGIONAL POLICY

National Planning Policy

Planning Policy Statement 1 – Delivering Sustainable Development (PPS1) provides an overview of the Government's key policies for the planning system. In preparing development plans (such as the Spatial (Core) Strategy), PPS1 advises planning authorities to:

- (i) Promote national, regional, sub-regional and local economies by providing, in support of the Regional Economic Strategy, a positive planning framework for sustainable economic growth to support efficient, competitive and innovative business, commercial and industrial sectors.*
- (ii) Promote urban and rural regeneration to improve the well being of communities, improve facilities, promote high quality and safe development and create new opportunities for the people living in those communities. Policies should promote mixed use developments for locations that allow the creation of linkages between different uses and can thereby create more vibrant places.*
- (iii) Promote communities which are inclusive, healthy, safe and crime free, whilst respecting the diverse needs of communities and the special needs of particular sectors of the community.*
- (iv) Bring forward sufficient land of a suitable quality in appropriate locations to meet the expected needs for housing, for industrial development, for the exploitation of raw materials such as minerals, for retail and commercial development, and for leisure and recreation - taking into account issues such as accessibility and sustainable transport needs, the provision of essential infrastructure, including for sustainable waste management, and the need to avoid flood risk and other natural hazards.*
- (v) Provide improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation, by ensuring that new development is located where everyone can access services or facilities on foot, bicycle or public transport rather than having to rely on access by car, while recognising that this may be more difficult in rural areas.*
- (vi) Focus developments that attract a large number of people, especially retail, leisure and office development, in existing centres to promote their vitality and viability, social inclusion and more sustainable patterns of development.*
- (vii) Reduce the need to travel and encourage accessible public transport provision to secure more sustainable patterns of transport development. Planning should actively manage patterns of urban growth to make the fullest use of public transport and focus development in existing centres and near to major public transport interchanges.*
- (viii) Promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land.*
- (ix) Enhance as well as protect biodiversity, natural habitats, the historic environment and landscape and townscape character.*

(x) Address, on the basis of sound science, the causes and impacts of climate change, the management of pollution and natural hazards, the safeguarding of natural resources, and the minimisation of impacts from the management and use of resources.

In relation to design, PPS1 sets out that planning authorities should plan positively for the achievement of high quality and inclusive design. It continues to outline the following:

High quality and inclusive design should be the aim of all those involved in the development process. High quality and inclusive design should create well-mixed and integrated developments which avoid segregation and have well-planned public spaces that bring people together and provide opportunities for physical activity and recreation. It means ensuring a place will function well and add to the overall character and quality of the area, not just for the short term but over the lifetime of the development. This requires carefully planned, high quality buildings and spaces that support the efficient use of resources. Although visual appearance and the architecture of individual buildings are clearly factors in achieving these objectives, securing high quality and inclusive design goes far beyond aesthetic considerations. Good design should:

- *Address the connections between people and places by considering the needs of people to access jobs and key services;*
- *Be integrated into the existing urban form and the natural and built environments;*
- *Be an integral part of the processes for ensuring successful, safe and inclusive villages, towns and cities;*
- *Create an environment where everyone can access and benefit from the full range of opportunities available to members of society; and,*
- *Consider the direct and indirect impacts on the natural environment.*

The following is a list of the key national policy documents:

Planning Policy Guidance Notes (PPG)

Planning Policy Guidance 4: Industrial, commercial development and small firms

Planning Policy Guidance 13: Transport

Planning Policy Guidance 15: Planning and the historic environment

Planning Policy Guidance 16: Archaeology and planning

Planning Policy Guidance 16: Planning for open space, sport and recreation

Planning Policy Guidance 24: Planning and noise

Planning Policy Statements (PPS)

Planning Policy Statement 1: Delivering Sustainable Development

Planning Policy Statement 3 Housing

Planning Policy Statement 6: Planning for Town Centres

Planning Policy Statement 9: Biodiversity and Geological Conservation

Planning Policy Statement 10: Planning for Sustainable Waste Management

Planning Policy Statement 11: Regional Spatial Strategies

Planning Policy Statement 12: Local Development Framework

Planning Policy Statement 22: Renewable Energy

Planning Policy Statement 25: Development and Flood Risk

Regional Planning Policy - The London Plan

The London Plan (Spatial Development Strategy for Greater London) 2004 was prepared by the Mayor of London. It only deals with matters of strategic importance in accordance with the Greater London Authority Act 1999.

Key themes

The Mayor of London identifies sustainable development as a key theme driving the policies of the London Plan. In accordance with this, the London Plan supports the following:

- Optimising the use of previously developed land;
- Using a design led approach to optimise the potential of sites;
- Ensuring that development occurs in locations that are currently, or are planned to be, accessible by walking, public transport and cycling;
- Ensuring that development occurs in locations that are accessible to town centres, employment, housing, shops and services.

Town centres

The London Plan identifies a network of town centres which are encouraged to be location for a full range of functions including retail, leisure, employment services and community facilities. It seeks to sustain and enhance the vitality and viability of town centres through high density, mixed use development and environmental improvement (Policy 2A.5).

The suburbs

The London Plan promotes policies for suburban London, encouraging spatial strategies that promote change and enhance the quality of life of suburban London. In particular, it encourages retail, leisure, key commercial activity and services to be focused on town centres and to promote areas around town centres with good access (public transport, walking) as appropriate for higher density and mixed use development (Policy 2A.6).

Housing

The London Plan has a strong focus on increasing London's supply of housing, with a housing target for each borough being established. The Local Development Framework will need to accommodate the London Plans housing target and in doing so, will need to carefully manage increased densities whilst balancing the existing valued qualities of the boroughs housing areas. In addition to increasing the overall supply of housing, the London Plan also seeks to increase the supply of affordable housing.

Transport and transport infrastructure

The London Plan encourages the integration of transport and development by encouraging patterns and forms of development that reduce the need to travel (especially by car) and by supporting high trip generating development only at locations with high public transport accessibility and capacity (Policy 3C.1). The London Plan also requires that bus priority measures should be assisted by Local Development Frameworks (Policy 3C.13) and it identifies strategic walking routes, with the Thames Path and the South East London Green Chain crossing Lewisham (Policy 3C.20).

Waste

The London Plan aims to meet National policy in terms of waste being treated or disposed of within the region in which it is produced. In addition to this, requirements for recycling and composting need to be met. To support this the London Plan encourages:

- The safeguarding of existing waste management sites;
- Identification of new sites for waste management;
- Promote waste facilities that have good access to river or rail transport;

The London Plan also encourages the recycling of aggregates, and the development and protection of sites and facilities to support aggregate recycling facilities (Policy 4A.1-4).

Energy and efficient use of water

The London Plan encourages energy efficiency and renewable energy (Policy 4A.7-13). It encourages:

- The use of energy assessments in major developments
- The generation of a proportion of major developments electricity and heating needs to come from renewables
- The identification of sites for wind turbines
- Maximising rain harvesting opportunities and using grey water recycling systems.

Design

The London Plan has a collection of policies grouped under the design theme. These include policies on achieving good design within developments but also in the public realm, encouraging sustainable design and construction, and protecting and conserving built heritage. View protection is contained in these policies, with two view lines from Greenwich Park to St Paul's Cathedral crossing Lewisham (Policy 4B.1-17).

The London Plan also encourages maximising the potential of sites in terms of intensity of use, seeking the highest intensity of use compatible with the local context. To advance this the London Plan identifies residential density ranges for different contexts.

The Blue Ribbon Network

The London Plan identifies the Blue Ribbon Network, which includes the Thames, the canal network, the other tributaries, rivers and streams within London and London's open water spaces such as docks. In Lewisham the London Plan identifies the Ravensbourne River as being part of this network. The effect of these policies in the London Plan is to protect the network, ensure the sustainable use of the network, consider flooding risk, protect land adjoining the network for river related uses, and to consider appropriate design and built form adjoining the network.

The London Plan also encourages the designation by local authorities of a Thames Policy Area, within which detailed appraisals should be prepared to provide a detailed planning framework for the River Thames.

APPENDIX 2 – SPATIAL (CORE) STRATEGY/COMMUNITY STRATEGY RELATIONSHIP

The Spatial (Core) Strategy is the spatial representation of the Community Strategy. The Community Strategy has 10 key Action Plan areas.

1. Safety

Make Lewisham a safer place and reduce the fear of crime.

2. Health

Sustain and improve the health and wellbeing of local people.

3. Education

Raise educational attainment, skill levels and employability.

4. Enterprise and business growth

Foster enterprise and sustainable business growth including the creative industries.

5. Cultural vitality

Develop cultural vitality by building on Lewisham's distinctive cultures and diversity.

6. Regeneration

Secure the sustainable regeneration of Lewisham – its housing, transport and environment.

7. Welfare dependency

Reduce welfare dependency, promote independence and increase the life chances of vulnerable members of the community.

8. Engage Local Communities

Help local communities to develop the capacity to support themselves, act independently and participate in providing services and wider support to the borough.

9. Equity in service delivery

Design the diversity into local institutions and design out discrimination, ensuring equity in service delivery.

10. Effectiveness, efficiency and sustainability of local public services

Improve the effectiveness, efficiency and sustainability of local public services; optimise investment in infrastructure; and improve the management of assets.

The links between the Spatial (Core) Strategy and its core planning policies, to the Community Strategy is shown in the table on page 95.

Core Strategy Strategic Objectives	Core Planning Policies	Community Strategy Action Plan (AP)
<p>1. To direct significant growth in jobs, homes and social infrastructure to those areas of the borough most able to accommodate it. This will build on the core Thames Gateway areas of Lewisham and in particular rely on locations in Lewisham and Catford town centres and the Deptford and New Cross areas in the north of the borough.</p>	<p>CP1 CP2 CP3 CP4 CP6 CP10 CP11 CP12 CP13 CP14 CP15 CP16 CP17 SP18 CP23 CP24 CP25A & B CP26 CP27 CP28 CP29 CP30 CP31 CP32</p>	<p>AP 1 Safety</p> <p>AP 2 Health and Well-being</p> <p>AP3 Educational attainment</p> <p>AP4 Enterprise and sustainable business</p> <p>AP 6 Regeneration</p>
<p>2. To manage growth in other areas of the borough according to sustainability criteria taking into account the design of any new building on the local built context, access to facilities, and transport accessibility.</p>	<p>CP3 CP4 CP5 CP6 CP7 CP8 CP10 CP11 CP12 CP13 CP14 CP15 CP16 CP17 CP18 CP23 CP24 CP25A & B CP26 CP28 CP29 CP30 CP31 CP32</p>	<p>AP 1 Safety</p> <p>AP 2 Health and Well-being</p> <p>AP3 Educational attainment</p> <p>AP4 Enterprise and sustainable business</p> <p>AP 6 Regeneration</p>
<p>3. To promote sustainable development by taking full account of the needs of air and water quality; energy efficiency and renewable forms of energy generation; waste management, flood risk assessment; and facilitate the remediation of land subject to contamination.</p>	<p>CP6 CP7 CP8 CP9 CP10</p>	<p>AP 2 Health and Well-being</p> <p>AP 4 Enterprise and sustainable business</p> <p>AP 6 Regeneration</p>
Core Strategy Strategic Objectives	Core Planning Policies	Community Strategy Action Plan (AP)
<p>4. To create healthy communities through the adequate provision of educational, community and leisure</p>	<p>CP6 CP10 CP11</p>	<p>AP 2 Health and Well-being</p> <p>AP 3 Educational attainment</p>

facilities that are accessible to everyone.	CP12 CP13	AP 5 Cultural vitality AP 6 Regeneration AP7 Vulnerable members of community
5. To ensure that the most deprived members of the community and the areas they live in receive priority consideration for renewal and regeneration.	CP6 CP10 CP11 CP12 CP13	AP 2 Health and Well-being AP 3 Educational attainment AP 6 Regeneration AP 7 Vulnerable members of community
6. To ensure a mix and balance of residential accommodation to meet housing needs for the whole community. This will involve planning for sufficient growth in the housing stock, and providing a range of tenure and accommodation size to meet needs, including family housing	CP6 CP15 CP16	AP 6 Regeneration
7. To create a built and natural environment that is well designed, safe and accessible to everyone.	CP6 CP8 CP10 CP17 CP21 CP22	AP 1 Safety AP 2 Health and Well-being AP 6 Regeneration
8. To protect and enhance the historic assets of Lewisham.	CP5 CP6 CP17 CP18	AP 6 Regeneration
9. To protect and enhance all open space and provide additional open space where deficient.	CP6 CP19 CP21 CP22	AP 2 Health and Well-being AP 6 Regeneration
10. To protect and wherever possible enhance nature conservation and biodiversity in the Borough.	CP6 CP19 CP21 CP22	AP 2 Health and Well-being AP 6 Regeneration
11. To promote sustainable modes of transport to minimise the need for private car travel, and provide high levels of accessibility to all sectors of the community.	CP6 CP23 CP24 CP25A & B	AP 2 Health and Well-being AP 6 Regeneration
Core Strategy Strategic Objectives	Core Planning Policies	Community Strategy Action Plan (AP)
12. To protect and increase the number, quality and range of local employment opportunities, promoting business clusters, mixed use development and the creative industries; and to protect a range of suitable sites for business including industrial uses, promoting local economic growth.	CP6 CP26 CP27 CP28 CP29 CP30 CP31 CP32	AP 4 Enterprise and Business Growth AP 6 Regeneration

<p>13. To sustain and improve the vitality and viability of the existing town and local centres, and other key Lewisham features that may attract visitors.</p>	<p>CP1 CP6 CP30 CP31 CP32</p>	<p>AP 4 Enterprise and Business Growth</p> <p>AP 5 Cultural vitality</p> <p>AP 6 Regeneration</p>
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Examples of the Planning Contribution to achieving Social Outcomes

Outcomes	Planning Contribution
Health & Wellbeing	Parks, recreation and sports provision, transport, walking and cycling, air quality, access to goods and services, strong economies and access to employment.
Combating Climate Change	Transport, walking and cycling, energy supply, recycling, housing design and renewal, bio-diversity, access to goods and services, minerals and waste, flood risk.
Safer Communities	Licensing decisions, design, landscaping, recreational and sports provision, transport
Vibrant and Sustainable Neighbourhoods	Housing, strong economies and access to employment, social and community infrastructure, transport, walking and cycling, service co-location, safe and green environments, school provision and design.
Social Inclusion	Equal access to goods and services, transport, strong economies and access to employment, housing quality and housing provision, affordable energy, involving communities in plan making.
Economic Development	Availability of employment sites and access, transport, social and environmental infrastructure, housing – location, accessibility, levels and type of tenure, access to goods and services, energy provision.

Source: DCLG - Planning Together, Local Strategic Partnerships (LSPs) and Spatial Planning: a practical guide

APPENDIX 3 – CORE POLICIES

- CP1 Major Growth Corridor
- CP2 Lewisham and Catford Town Centres
- CP3 Forest Hill, Sydenham and Lee Green
- CP4 Deprived Areas
- CP5 Conservation and Protection

- CP6 Sustainable Development
- CP7 Climate Change
- CP8 Water Management and Flood Risk
- CP9 Waste
- CP10 Addressing the needs of Lewisham’s diverse populations
- CP11 Healthy Lifestyles
- CP12 Provision of Health, Education and Community Facilities
- CP13 Planning Obligations
- CP14 Compulsory Purchase Powers

- CP15 Housing Targets
- CP16 Housing Mix and Location

- CP 17 Development in Context and Density of Development
- CP18 Conservation of the Historic Environment
- CP19 River Thames, Deptford Creek and the Ravensbourne River Network
- CP20 London Panoramas and Strategic Views

- CP21 The Natural Environment
- CP22 Deficiency of Open Space

- CP23 Better Public Transport
- CP24 Traffic Management and Car Parking
- CP25A Walking
- CP25B Cycling

- CP26 Strategic Employment Locations and Local Employment Locations
- CP27 Mixed Use Employment Locations
- CP28 Other Employment Sites
- CP29 Creative Industries

- CP30 Role, Function and Character of Retail Centres
- CP31 Uses Within the Major and District Town Centres
- CP32 Tourism and Tourist Accommodation

APPENDIX 4 – GLOSSARY OF TERMS

Accessibility	<p>1. The extent to which employment, goods and services are made available to people, either through close proximity, or through providing the required physical links to enable people to be transported to locations where they are available.</p> <p>2. The extent of barriers to movement for users who may experience problems getting from one place to another, including disabled people.</p>
Affordable Housing	<p>The Department of Communities and Local Government defines affordable housing as housing that is designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing in their borough.</p> <p>Affordable housing comprises social housing, intermediate housing.</p> <p>Social housing is defined as: Rented housing owned and managed by local authorities and registered social landlords.</p> <p>Intermediate housing is defined as: Housing at prices and rents above those of social rent, but below market price or rents.</p>
Air Quality Management Area	<p>The Council monitors local air quality and prepares action plans to improve local circumstances</p>
Amenity	<p>An amenity is an element of a location or neighbourhood that helps to make it attractive or enjoyable for residents and visitors.</p>
Annual Monitoring Report (AMR)	<p>The AMR is a statutory document which includes information on progress on the Local Development Framework, as well as monitoring information required by the Department of Communities and Local Government.</p>
Area Action Plan (AAP)	<p>A DPD which provides a planning framework for specific areas in the Borough where there is a concentration of proposals or land-uses which are complex.</p>
Best Value Performance Indicator (BVPI)	<p>A government indicator by which an authority measures, manages and improves its performance.</p>
Biodiversity	<p>This refers to the variety of plants and animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity. Biodiversity has value in its own right and has social and economic value for human society.</p>

Brownfield Land	Both land and premises are included in this term, which refers to a site that has previously been used or developed and is not currently fully in use, although it may be partially occupied or utilised. It may also be vacant, derelict or contaminated. This excludes open spaces and land where the remains of previous use have blended into the landscape, or have been overtaken by nature conservation value or amenity use and cannot be regarded as requiring development.
Carbon dioxide Emissions (CO ₂)	Releases of carbon to the atmosphere as part of compounds that arise from man-made processes such as energy use or agriculture.
Climate change	A change of climate, which is attributed directly or indirectly to human activity, that alters the composition of the global atmosphere, and, which is in addition to natural climate variability over comparable periods.
Community Strategy	A practical tool for promoting or improving the economic, social and environmental wellbeing of the area of jurisdiction of a Local Authority. Such strategies are to be prepared allowing for local communities (based upon geography and/or interest) to articulate their aspirations, needs and priorities.
Comparison Goods	Items such as jewellery, cosmetics, footwear, electrical goods and , where shoppers typically prefer to have a choice of retail outlets in order to compare an article with others of the same type. Also referred to as 'durable goods'.
Convenience Goods	Goods bought frequently or out of necessity such as food, tobacco and newspapers.
Density of housing	The degree to which a given area of land is filled or occupied by housing usually measured as dwellings or habitable rooms per hectare.
Development Plan Document (DPD)	A document within the LDF that has the status of a statutory development plan such as the UDP. The process for preparing a DPD is a long one, involving three statutory consultation periods and an examination in public.
Eco-home	Building Research Establishment (BRE) environmental rating for homes. Environmental performance is balanced with the need for a high quality of life and a safe and healthy internal environment.
Examination in Public	An examination chaired by an independent inspector to consider objections to a DPD and the overall "soundness" of the document in accordance with specific tests.
Flood risk	The 'risk' of flooding can be considered as the product of the probability of a flood

	occurring and the consequences of the flood.
Habitable Room	Defined as a room within a dwelling, the primary use of which is for living, sleeping or dining. The definition therefore includes, living rooms, dining rooms, bedrooms and kitchens of more than 13 sq.m but excludes halls, corridors, bathrooms and lavatories.
GOL	Government Office for London
Infrastructure	In this context means the different connected elements which make up and help support a place. It can include transport infrastructure such as roads, railways, bridges and footpaths or social infrastructure such as surgeries, schools and community halls.
Live/Work unit	A self contained business unit with a proportion of the space capable of being used for residential purposes, on a permanent or temporary basis.
Local Development Scheme (LDS)	Sets out the timetable for the preparation of LDDs, usually in a three year rolling cycle.
Local Development Frameworks (LDFs)	A portfolio of LDDs which provide the framework for delivering the spatial planning strategy for the area.
Local Development Documents (LDDs)	Comprises the development plan documents (DPDs) and the Statement of Community Involvement (SCI). Each document can be adopted and revised as a single entity (unlike the UDP process which was normally revised as a whole).
Local Implementation Plan	Statutory transport plan produced by each London borough, bringing together transport proposals to implement the Mayor's <i>Transport Strategy</i> at the local level.
London Plan	This is the spatial development strategy for London adopted in February 2004 and prepared by the Mayor of London. Although it has been produced to provide a strategic framework for the Borough's LDF, it serves the same purpose for outgoing UDPs. It also has the status of a development plan under the Planning & Compulsory Purchase Act 2004.
Mixed use	Development for a variety of activities on single sites or across wider areas such as town centres.
Opportunity Area	These are identified in the Mayor's <i>London Plan</i> as areas that have an opportunity to accommodate large scale development to provide substantial numbers of new employment and housing, each typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility.
Preferred Options	The next stage in the DPD process following consultation on the Issues and Options Paper. This document will set out the Council's preferred approach to development, taking into account the evidence collected and the consultations

	received.
Public Transport Accessibility (PTAL)	Public Transport Accessibility levels are a detailed and accurate measure of local accessibility to the public transport network. PTALS are produced by Transport for London (TfL).
Public Realm	This is the space between and within buildings that are publicly accessible, including streets, squares, forecourts, parks and open spaces.
Recycling	The reprocessing of waste, either into the same product or a different one. Many non-hazardous wastes such as paper, glass, cardboard, plastics and metals can be recycled. Hazardous wastes such as solvents can also be recycled by specialist companies, or by in-house equipment.
Spatial Planning	Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
Spatial (Core) Strategy	A Local Development Plan Document which sets out the long term spatial vision for the local planning authority.
Statement of Community Involvement (SCI)	An LDD which sets out the methods and standards which the local planning authority intends to achieve in relation to involving the community in the preparation, alteration and review of all LDDs and in significant development control decisions. The SCI is not a DPD, but is subject to independent examination.
Strategic Employment Locations (SELs)	These comprise Preferred Industrial Locations, Industrial Business Parks and Science Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of the general business, industrial and warehousing sectors.
Section 106 (S106) Planning Obligations	Refers to section 106 of the Town and Country Planning Act 1990 (As amended) A direct provision of items by the developer or a financial contribution or a mix of these types.
Supplementary Planning Documents (SPD)	Replaces the UDP's Supplementary Planning Guidance (SPG's). These are non-statutory LDDs that expand upon policies and proposals in DPDs. These documents will be treated as a material consideration in relation to planning applications.

Sustainability	Sustainability is a measure of how well an action or actions can be considered to meet the needs of people today, without compromising the ability of future generations to meet their own needs.
Sustainability Appraisal (SA)	An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.
Sustainable Development	This covers development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
Site of Nature Conservation Importance (SNCI)	Sites of Metropolitan, Borough or Local Nature Conservation Importance.
Unitary Development Plan (UDP)	The current Borough-wide statutory development plan, setting the Council's policies and proposals for the development and use of land. Introduced in 1986, they are to be replaced by Local Development Frameworks as a result of the Planning Compulsory Act 2004. Lewisham's existing UDP was adopted in July 2004.