

Lewisham Local Plan

Proposed submission document – Regulation 19 stage

(Text only version. ~~excluding~~ Part Three - Site Allocations are located at the end of this document)

Informative

This Lewisham Local Plan 'Proposed submission document' (Regulation 19 stage) has been prepared for consideration by Lewisham's Mayor and Cabinet. It should not be used for the purpose of decisions on planning applications.

Reading this document

This document is presented in 'track-change' mode. It shows changes that are proposed to be made to the Lewisham Local Plan: Main Issues and Preferred Approaches document (Regulation 18 stage). These changes have been informed by public consultation feedback, new technical evidence, the London Plan (2021) and the revised National Planning Policy Framework (July 2021).

The document is best viewed in colour. The changes are shown as follows:

Additions in underline.

~~Deletions in strikethrough.~~

Text that is retained but moved elsewhere in double underline.

Planning officer comments highlighted in ledger note main reasons for changes

Consultation overview

The **Lewisham Local Plan: Main Issues and Preferred Approaches** document is being consulted upon under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012, as amended.

The new Local Plan will establish a future vision for Lewisham, along with the planning and investment framework to deliver this vision over a 20-year period (2020 to 2040). The Local Plan, together with the London Plan and Neighbourhood Plans, forms the statutory Development Plan for Lewisham.

This document sets out the Council's 'preferred approaches' for the overarching spatial strategy as well matters covering a range of policy topic areas, having considered the reasonable alternatives. Where there are reasonable alternatives that have been considered, these are identified within the document. The document sets out the justification for selecting the preferred approaches at this time.

Next Steps

Comments on the **Lewisham Local Plan: Main Issues and Preferred Approaches** are invited from all those with an interest in the borough.

The Council is also inviting comments on a number of supporting documents which have been prepared to support the Local Plan, as follows: Schedule of Proposed Changes to the adopted Policies Map; Integrated Impact Assessment; Habitats Regulations Assessment; Draft Infrastructure Delivery Plan.

All comments received will be taken into account and will inform the 'Proposed Submission' version of the Local Plan, which will be published for public consultation (Regulation 19 stage). In addition, all comments will be summarised and collated within a Consultation Statement. Respondents will be identifiable by name. Any other personal information will be processed in accordance with the General Data Protection Regulations 2018.

Consultation documents and supporting information can be accessed and viewed online, by visiting <https://lewishamlocalplan.commonplace.is> or <https://consultation.lewisham.gov.uk/planning/localplanconsultation>.

When and how to respond

This public consultation on the **Lewisham Local Plan: Main Issues and Preferred Approaches** document will run from **15 January 2021** to **11 April 2021**.

Comments must be received no later than **11 April 2021**.

The Council encourages the use of our online consultation portals <https://lewishamlocalplan.commonplace.is> and <https://consultation.lewisham.gov.uk/planning/localplanconsultation>.

This will enable the Council to better process and acknowledge your feedback.

Written representations can also be submitted by:

Email

localplan@lewisham.gov.uk

Post

Local Plan

Lewisham Planning Policy

London Borough of Lewisham

Laurence House

1 Catford Rd, Catford, London SE6 4RU

Commented [NE1]: Consultation information to be updated for Regulation 19 plan

0 Consultation information

0.1 Consultation overview

The Lewisham Local Plan: Proposed Submission document is being consulted upon under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations 2012, as amended.

The new Local Plan will establish a future vision for Lewisham, along with the planning and investment framework to deliver this vision over a 20-year period (2020 to 2040). The Local Plan, together with the London Plan and Neighbourhood Plans, forms the statutory Development Plan for Lewisham, and they are used to assess all planning applications across the borough.

This document is the Lewisham Local Plan, as proposed to be submitted to the Secretary of State for independent examination.

0.2 Next Steps

The Council is inviting comments on the soundness of the Lewisham Local Plan: Proposed Submission version from all those with an interest in the borough. Plans are 'sound' if they are positively prepared, justified, effective and consistent with national policy.

The Council is also inviting comments on a number of supporting documents which have been prepared to support the Local Plan.

All personal information will be processed in accordance with the General Data Protection Regulations 2018.

Consultation documents, supporting documents and information such as further details about the Regulation 19 consultation and an explanation of the test of soundness can be accessed and viewed online, by visiting:

<https://consultation.lewisham.gov.uk/planning/reg19consultation>

or

<https://lewisham.gov.uk/myservices/planning/policy/planning/current-and-future-consultations>

Copies of the Lewisham Local Plan: Proposed Submission version can also be inspected in the following places:

Laurence House, Catford

Catford Library

Lewisham Library

Deptford Lounge Library

Forest Hill Community Library

Downham Library

Grove Park Community Library

When and how to respond

The public consultation on the Lewisham Local Plan: Proposed Submission document will run from Wednesday 1st March 2023 to Tuesday 25th April 2023.

Comments must be received no later than 12 midnight on Tuesday 25th April 2023.

You can take part in the consultation by sending us your comments via written representations or by completing the on-line questionnaire.

To make a written representation please do so by submitting to:

Email

localplan@lewisham.gov.uk

Post

Local Plan

Lewisham Planning Policy Team

London Borough of Lewisham

Laurence House

1 Catford Rd, Catford,

London, SE6 4RU

Lewisham will continue to be a welcoming place where the culture and diversity of our people, and the unique qualities of local neighbourhoods, is recognised and protected. We will always celebrate what makes us different and have a strong sense of community. We will give people the security and certainty they need so that everyone can live their best lives.

Lewisham will be a place where all generations not only live but also thrive. A place that people want to visit and live in, and where they choose to stay and enjoy a good quality of life. A place where you can get on, regardless of your background and where you are always treated fairly and are supported to achieve your full potential.

Lewisham will continue to be a dynamic place, reflecting the strength of its communities, and partnership working with our community remains at our core. We are proud of the vibrancy of our high streets, local businesses, arts and cultural establishments, our evening and night-time economy and our world renowned institutions. We will not only protect them but grow them. We will contribute to and share in more of London's future prosperity, becoming a greener, healthier and more resilient place by leading the way in responding to the global climate emergency.

Most of all, we want you to love living in Lewisham

Commented [NE2]: Preamble deleted – this statement is the Vision for Lewisham, which is included later within Part 1 of the plan

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Part One:

[Planning for an Open Lewisham](#)

1 About Lewisham's Local Plan

An Open Lewisham as part of an Open London

- 1.1. Lewisham's Local Plan sets out a shared vision for the future of the Borough along with the planning and investment framework to deliver this vision through to 2040. ~~The main objective of the plan is to achieve 'An Open Lewisham as part of an Open London'. This reflects our commitment to ensure that Lewisham is a welcoming place of safety for all, and where the diversity of the Borough is celebrated. The prosperity of our local neighbourhoods, and the communities of people within them, is essential to ensuring equality of opportunity and for everyone to enjoy a good quality of life.~~
- 1.2. ~~London has experienced a period of rapid growth and this is expected to continue. Lewisham will grow and evolve as London does.~~ This Local Plan has been prepared to ensure there is a clear framework in place to ~~positively~~ manage growth and deliver sustainable development in a way that respects the distinctive character and diversity of the Borough and its people. ~~The plan~~ It will help to ensure that ~~planning and~~ investment decisions help to meet ~~the local needs, and respond to the~~ aspirations of ~~our~~ communities and contribute to sustaining and creating and contribute to inclusive, safe, healthy and liveable neighbourhoods.
- 1.3. The ~~Mayor of London recently introduced the~~ concept of 'Good Growth' underpinning underpins the ~~new draft~~ London Plan (2021). Good Growth is growth that is socially and economically inclusive and environmentally sustainable.¹ Sitting alongside this is the Mayor of London's ambition for the Capital to be 'A City for all Londoners'. The ~~main~~ objective of this Local Plan for 'An Open Lewisham as part of an Open London' responds to these aspirations ~~at a local level, whilst recognising the important role that Lewisham plays as~~ an integral part of London.
- 1.4. The successful delivery of the Local Plan will require strong and effective partnership working ~~between public and private sector stakeholders, as well as local communities~~. The Council will continue to take a leadership role in planning positively for the Borough and ensuring equality of opportunity. Through our unique ways of working, known as the 'Lewisham Way', we will work with and alongside public and private sector stakeholders, local communities and community groups and as well as local residents to deliver realise the Local Plan objectives, guided by the aim of delivering prosperous communities and achieving better outcomes for all so that everyone in Lewisham can enjoy a good quality of life.

Commented [NE3]: Removed to make more concise

Commented [NE4]: Reference to adopted/published London Plan amended throughout the Local Plan; it has come into force following the Regulation 18 consultation

Commented [NE5]: Amended for clarity

The planning framework

- 1.5. Lewisham's Local Plan is prepared within the context of a wider planning framework. This sets the main parameters for the plan making process, as well as the contents of local plans and how they should operate. The Planning and Compulsory Purchase Act 2004 is primary legislation that provides the main basis for the plan-led system in England. It is supported by secondary legislation, including the Town and Country Planning (Local Planning) (England) Regulations

¹ The London Plan, ~~Intend to Publish Version (December, 2019),~~ (2021), paragraph 0.0.18

2012 (as amended), which provide further details on the process for the Council to prepare and adopt the local plan and other supporting documents.

National planning policy and the London Plan

- 1.6. The Local Plan is required to be consistent with national policy, including the National Planning Policy Framework (NPPF) (~~2019~~2021) and planning Circulars. The NPPF sets out the Government's planning policies for England and how they should be applied. It includes parameters for the preparation of local plans and is also a material consideration in planning decisions. The NPPF is supported by National Planning Practice Guidance (NPPG) ~~covering a variety of topic areas~~.
- 1.7. The Local Plan must also be in general conformity with the regional planning policies contained in the London Plan, which is produced by the Mayor of London. The London Plan is the Spatial Development Strategy for Greater London. It helps to ensure a coordinated approach to planning across all boroughs. The London Plan forms part of Lewisham's development plan, meaning it must be taken into account in planning decisions. The London Mayor also prepares Supplementary Planning Guidance (SPG) documents that support implementation of the London Plan.

~~1.8. A new London Plan has been prepared by the London Mayor to replace the London Plan (March 2016), although it does not yet carry full material weight.² Where reference is made to the 'draft London Plan' in this document, this means the Intend to Publish Version (December 2019).~~

Commented [NE6]: Factual update – London Plan now adopted

Lewisham's development plan

- ~~1.9.1.8.~~ Lewisham's statutory development plan consists of the Local Plan ~~(previously known as the Local Development Framework)~~ along with the London Plan and adopted neighbourhood plans. Planning applications must be determined in accordance with the development plan, unless material considerations indicate otherwise.³ The diagram below illustrates how the Local Plan and its supporting documents sit within the wider planning framework.

Figure 1.1: The planning policy hierarchy

Lewisham's new Local Plan 2020-2040

- ~~1.10.1.9.~~ Once adopted Lewisham's new Local Plan 2020-2040 will replace ~~the Council's current suite of development plan documents, bringing the updated policies together into a single plan.~~⁴ the Core Strategy (2011), Site Allocations Local Plan (2013), Development Management Local Plan (2014) and Lewisham Town Centre Local Plan (2014).

- ~~1.11. We are producing a new Local Plan to:~~

² The new London Plan has been subject to an Examination in Public led by independent inspectors appointed by the Secretary of State. At this time, outcomes of the examination process are pending, and the new London Plan does not therefore carry full material weight.

³ Planning and Compulsory Purchase Act 2004, Section 28 (6).

⁴ The Local Plan will update and consolidate the Core Strategy (2011), Site Allocations Local Plan (2013), Development Management Local Plan (2014), and Lewisham Town Centre Local Plan (2014), and replace these documents, once adopted.

- Respond to significant **changes to the wider planning context**—since the Lewisham Core Strategy was adopted in 2011, new national policy has been introduced, i.e. the NPPF. This includes new requirements both for plan making and decision taking. The London Plan has also been substantially updated and a draft new (replacement) plan has been published with significant policy changes and a new spatial development strategy. In addition, the Council has a new statutory duty to review its Local Plan every five years. We need to ensure there is an up-to-date plan that aligns with these new higher-level policies and requirements.
- Respond to the **climate emergency**—in February 2019 the Council declared a climate emergency.⁵ We recognise that a changing climate will have severe and enduring implications, and that tackling climate change is an issue of social justice as the greatest impacts will be on the most vulnerable. The new Local Plan is needed to respond to the climate emergency, with a clear framework for Lewisham to contribute to meeting the UK's new net zero carbon target.⁶
- Realise the **objective of an Open Lewisham**—a new plan is needed to address the emerging challenges and opportunities that our residents, businesses and visitors now face. The Local Plan will help to manage growth and coordinate investment locally, reflecting the aspirations and priorities of local communities and the Council's new Corporate Strategy 2018-2022. The plan is also presented in a new format to help deliver this vision. It comprises a single document providing a clear planning and decision-making framework, with a renewed emphasis on Lewisham's distinctive neighbourhoods and places. This will be particularly useful to community groups preparing neighbourhood plans and others who are seeking to get involved with planning locally.
- Meet **local needs for genuinely affordable housing**, jobs and community facilities, including high quality green spaces—the Core Strategy and its supporting plans have helped the Council and its partners to deliver a significant increase in homes along with investment in town centres, new workspace and infrastructure. Most of the key strategic development sites identified in the existing plan have now either gained planning consent, been built, or are under construction. With the London Plan and NPPF setting ambitious growth targets there is a pressing need to identify additional development sites and land to accommodate new homes along with workspace and jobs, town centre uses and community facilities.
- Secure the delivery of the **Bakerloo Line extension** and other transport infrastructure—investment in transport infrastructure is needed to help tackle deprivation and improve health outcomes locally, as well as to accommodate and promote Good Growth. The draft London Plan now confirms a commitment to upgrade and extend the Bakerloo line (London Underground) to Lewisham. The new Local Plan is needed to help secure the delivery of the

⁵ London Borough of Lewisham. Meeting of Council on 27 February 2019. Motion 2 declared to be unanimously carried.

⁶ In June 2019, the UK passed legislation to revise the Climate Change Act target to an emissions reduction of "at least 100%" by 2050 (net zero).

~~tube line extension and set a framework to maximise the local benefits it can bring.~~

Commented [NE7]: Not required for Regulation 19 plan

How the plan ~~is being~~has been prepared

Key stages

~~4.12.1.10.~~ There are a number of stages involved in the preparation of a local plan.~~In addition, there are procedural requirements along with procedures~~ that the Council is required to comply with throughout. These stages and requirements are prescribed by national policy and legislation. This includes the undertaking of multiple rounds of public consultation before a draft local plan can be submitted to the Secretary of State for independent public examination.

~~4.13.1.11.~~ Figure 1.2 sets out the key stages of the plan making process, highlighting the current stage of production.⁷

Consultation on Main Issues (Regulation 18)	October – November 2015
Pre-production (with community and stakeholder engagement). (This includes consultation on ‘Call for Sites’ exercises, landowner surveys and public engagement on the preparation of evidence base documents, including area-based strategies.)	Ongoing <u>Up</u> to October 2020
Consultation on the Main Issues and Preferred Approaches (Regulation 18)	Winter – Spring 2021 <u>January – April 2021</u>
Publication of the draft Local Plan / <u>consultation on the ‘proposed submission version document’</u> (Regulation 19)	Autumn 2021 <u>Spring</u> Autumn 2022
Submission to the Secretary of State and Examination in Public (Regulations 22-25)	Winter – Spring 2022 <u>2023</u>
Adoption by Council (Regulation 26)	Summer - Autumn 2023 <u>32</u>

Commented [NE8]: Factual updates on plan programme

Figure 1.2: Key stages of the plan making process

Evidence base

~~4.14.1.12. We have compiled a number of~~The evidence base is made up of studies and supporting documents ~~to help that~~ inform the preparation of the new Local Plan. These have been prepared both by the Council and other organisations, including government bodies. ~~Collectively, these documents are known as the ‘evidence base’.~~ The evidence base helps to ensure that the approaches and policies in the Local Plan are appropriate and justified, taking into account the latest available information.

⁷ These reflect the key stages of the plan-making process as set out in The Town and Country (Local Planning) (England) Regulations 2012, as amended.

4.15.1.13. Our evidence base comprises technical studies, research reports, site and area masterplans, an Integrated Impact Assessment and other information covering a variety of policy topic areas and local issues, including: design, housing, economy, environment, transport and infrastructure. We have consulted local communities and other stakeholders on the preparation of some evidence base documents. This includes the Lewisham Characterisation Study (2019), the New Cross Area Framework (2019), and Catford Town Centre Masterplan Framework (2021) and A21 Development Framework (2022). The evidence base documents have been made publically available on the Council's website, and form part of the Local Plan library.

Commented [NE9]: Factual updates

Integrated Impact Assessment

4.16.1.14. An Integrated Impact Assessment (IIA) helps to inform the preparation of the Local Plan. It is a detailed analysis of the potential environmental, social and economic effects of the plan. The IIA brings different types of assessment together into a single process, including:

- Strategic Environmental Assessment (SEA)
- Sustainability Appraisal (SA)
- Equalities Impact Assessment (EqIA)
- Health Impact Assessment (HIA)

4.17.1.15. The IIA is undertaken as an iterative process during the plan's preparation. It includes assessments of preferred policy approaches and reasonable alternatives. Reports are published and consulted on at key stages in the plan process, often alongside draft Local Plan documents. The IIA helps to identify potential issues at an early stage so that measures to avoid or mitigate harm, and improve expected outcomes, can be incorporated into the plan.

4.18.1.16. A separate Habitats Regulations Assessment (HRA) is also carried out to assess whether protected habitats and species may be adversely impacted by the plan's implementation.⁸

Tests of soundness

4.19.1.17. The Local Plan sets out an ambitious programme to help facilitate investment in our neighbourhoods and sustainably manage growth over the long-term. To realise the plan's vision and to secure the new homes, jobs and infrastructure required for Lewisham, the plan must be demonstrated to be deliverable. The NPPF sets out 'tests of soundness' that help to ensure deliverability. The soundness of the plan is assessed at the examination stage.

Tests of soundness for local plans (NPPF, paragraph 35).	
Positively prepared	Providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development.

⁸ Designated under European Union council Directive on the conservation of wild birds (79/409/EEC) 1992, European Union council Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) 1992 and Ramsar Convention on wetlands of international importance.

Justified	An appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence.
Effective	Deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground.
Consistent with national policy	Enabling the delivery of sustainable development in accordance with the policies in this Framework.

Table 1.1: Tests of soundness for local plans (NPPF, paragraph 35)

Duty to Cooperate

4.20-1.18. The Localism Act (2011), subsequent regulations and the NPPF place a statutory duty on local planning authorities to cooperate with each other, and other bodies, when preparing, or supporting the preparation of policies which address strategic matters. This includes those policies contained in local plans. The Council has and will continue to work positively with its neighbouring authorities and other relevant public bodies to identify and address issues of strategic importance during the preparation and implementation of Lewisham's new Local Plan. ~~We are in the process of liaising with stakeholders as part of the Duty to Cooperate and to inform the preparation of Statements of Common Ground, which will be published in due course.~~

Commented [NE10]: Not required for Regulation 19 plan

Getting involved in the new Local Plan

4.21. ~~The preparation of the Local Plan, and its successful implementation, will require Lewisham Council to take a positive and proactive approach to working alongside a wide range of stakeholders. We are committed to engaging with local residents, community groups, businesses, infrastructure providers, landowners, neighbouring local authorities and other stakeholders. Meaningful dialogue, including through formal public consultation, helps to ensure that the Local Plan reflects the aspirations of the wider community and that it is deliverable.~~

4.22. ~~This document has been prepared for a statutory public consultation (Regulation 18 stage). It sets out the main issues for the new Local Plan and possible options to address these, including our preferred policy approaches at this time. The draft Local Plan has been prepared taking into account feedback from the public through early consultation and engagement exercises, as outlined below.~~

Previous engagement and the journey so far

Starting the Local Plan review

4.23. ~~We have undertaken a number of consultation and engagement exercises around the main challenges and opportunities for the Borough to inform the preparation of a new local plan. We launched the Local Plan review in 2015 and published several documents for formal public consultation.⁹~~

⁹ The consultation documents, published in October 2015, comprised the Lewisham Local Plan—Consultation on Main Issues and companion questionnaire, Sustainability Appraisal Scoping Report and Infrastructure Delivery Plan (IDP) Framework Document.

4.24. At that time we invited local residents, community groups, businesses, key stakeholders and others with an interest in the Borough to help us to identify the key planning issues for Lewisham and the potential options for addressing them.

We have also carried out several 'call for sites' exercises inviting the wider public, including landowners, to identify land that might be available for different types of development.⁴⁰ We have surveyed landowners of key strategic sites and asked for information on the likely timescales for new development to come forward at these locations as well as any factors that could affect delivery.

What has changed since?

4.25. There have been significant changes in the planning context since we embarked on the Local Plan review in late 2015. At a national policy level the NPPF was revised in 2018 and updated in 2019. At the regional policy level, the Mayor of London published alterations to the London Plan in 2015 and again in 2016); a completely new (replacement) London Plan was then drafted in 2017 and has recently undergone independent examination. Both the NPPF and the draft London Plan provide for fundamental changes to the planning framework for Lewisham.

4.26. Alongside these changes to higher-level policies there have been important initiatives at the local level. The Council adopted the 'Corporate Strategy 2018–2022' that sets out our new strategic priorities. In 2019, we declared a climate emergency that requires an urgent and strategic response. Many other key initiatives have also been kick started. They cut across the Council's different service areas but invariably link to forward planning.

4.27. Since 2015 Lewisham itself has also changed. The existing local plan has helped to facilitate substantial investment in our neighbourhoods. Crucially, the Council has consistently delivered on its housing targets, bringing more affordable housing to those in need. Furthermore, all of the strategic site allocations identified in the Core Strategy have now been committed – this means that the sites have gained planning consent, with construction having started or completed on some. Within some parts of the Borough significant plan-led regeneration has also been realised, and is continuing, bringing benefits to local neighbourhoods and communities.

4.28. Finally, Coronavirus (COVID-19) has had a profound impact on countries around the world. The initial peak of COVID-19 was experienced by the UK in spring 2020. It has directly affected people and communities across Lewisham and remains an ongoing concern. The Council continues to play a critical role by working with its partners to deliver essential services. Our priority during this period is to support everyone in the Borough through these unprecedented times, safeguarding the health of local communities and protecting the most vulnerable. Despite the current uncertain circumstances, it will be vital to plan proactively towards a recovery. This means taking stock of the different ways in which Lewisham's neighbourhoods, communities and local economy have been (and may continue to be) affected and responding with timely and appropriate measures.

Early engagement on the main planning issues

⁴⁰ The Council carried out 'call for sites' exercises in May–June 2015 and September–November 2018. We also supported the London Mayor with the 'call for sites' in March–June 2016, as part of the London Strategic Housing Land Availability Assessment (SHLAA) informing the new London Plan.

1.29. The public consultation in 2015 identified a number of planning issues. Since then, we have continued to engage with local communities and other stakeholders to broaden our understanding of the key challenges and opportunities in Lewisham, including through the preparation of the evidence base documents. For example, we have undertaken consultation on the Lewisham Characterisation Study (2019) and area-based strategies such as the New Cross Area Framework and Catford Town Centre Masterplan.

1.30. As the starting point for preparing a new plan, we have looked at the adopted Core Strategy, its key development principles and what this strategy has delivered. We have identified a number of new challenges that need to be addressed at the strategic level. These relate mainly to the future levels of growth to be accommodated in the Borough, the competing pressures on different land uses, and above all the need to deliver new development in a socially, economically and environmentally sustainable way.

1.31. Our early engagement exercises have also explored key issues and opportunities across specific topic areas. This includes: the continuing need to meet different types of local housing needs, such as affordable housing and specialist accommodation for older people; the opportunities provided by the major centres of Lewisham and Catford to accommodate new homes, workspace, services and facilities; further significant opportunities for renewing and revitalising district town centres and local hubs; a need for areas outside of these key locations to accommodate investment and growth through infill and small scale development; and a renewed focus on Lewisham's places to reflect local identity and foster a real sense of place.

Re-visiting the main planning issues

1.32. Whilst many of the issues identified in 2015 remain relevant today, the wider context for the new plan has changed. This includes the fundamental changes to national and regional planning policy, as well as the evolving role and character of Lewisham in a rapidly growing London. Furthermore, there is greater urgency required to address specific issues, such as the climate emergency and COVID-19, and acute local needs for genuinely affordable housing. We are therefore revisiting the main issues and approaches outlined in 2015 through this consultation document. This will ensure that the new Local Plan responds to our corporate priorities and remains fit for Lewisham over the long term.

1.33. Responses received on the 2015 main issues consultation and other engagement exercises have been considered in the preparation of this document. We have provided a summary of the responses received in 2015 as part of the Consultation Statement. In addition, all the sites identified through our numerous 'call for sites' exercises have been taken into account.¹¹ We have used feedback from previous engagement to help identify the main issues for the Local Plan and to inform the preparation of the policy options and preferred approaches outlined here.

Have your say

¹¹ Further information is set out in the Lewisham Local Plan: Site Allocations Background Paper (2020).

- 1.34. This consultation provides the public with an opportunity to review and respond to the 'Lewisham Local Plan: Main Issues and Preferred Approaches' (Regulation 18 stage) document.
- 1.35. This document both builds on and is informed by previous consultation and engagement exercises, along with the latest evidence base. It reflects our understanding of the main issues for the new Local Plan along with possible approaches to address these through planning policy. The document also sets out the Council's preferred policy approaches at this time, having considered the reasonable alternatives.¹² This includes approaches to the spatial (growth) strategy for the Borough; detailed 'development management' policies on a range of topics; and area-based policies, with principles for the development and use of land on specific sites (site allocations).
- 1.36. **This document is largely presented as a draft plan, with a clear structure and detailed policy proposals covering a range of policy areas. However it is imperative to stress that the new Local Plan is still very much in the early production stages. Notwithstanding the 'preferred policy approaches' included herein, the Council retains an open mind as to the scope and contents of the new Local Plan. We will take into account all representations made through this and other formal stages of consultation, and use them to inform the preparation of the plan.**
- 1.37. We are now inviting feedback on the entirety of the 'Lewisham Local Plan: Main Issues and Preferred Approaches' document. This includes the matters we have identified to be addressed by the new Local Plan (i.e. the scope), its strategic objectives, the main planning issues and opportunities in Lewisham, and the possible policy approaches to address these. We also want to learn if there are any issues, opportunities and/or policy alternatives that have not yet been identified, but which should be considered as work on the plan progresses.
- 1.38. We will take account of all representations made during this Regulation 18 stage public consultation. Responses will be used to inform the 'publication' version of the new Local Plan, which will be made available for a further round of statutory public consultation (i.e. Regulation 19 stage). Throughout the plan's production, we will publish consultation statements summarising feedback received during statutory public consultation and how this has been taken into account.

How to use the plan

- ~~4.39.~~1.19. The Local Plan sets out a vision, strategic objectives and planning policies that together provide the overarching framework for the delivery of sustainable development in the Borough. It covers the twenty-year period from 2020 to 2040.¹³ The plan will help to support implementation of the ~~draft~~ London Plan and its Good Growth ~~policies/objectives~~ locally, recognising that Lewisham is an integral part of London.

¹² An Integrated Impact Assessment (IIA) has been prepared alongside this Local Plan document. The IIA provides further details on the 'reasonable alternatives' identified and considered during the plan-making process, along with the reasons the Council has selected the 'preferred approaches' over other options, at this point in time.

¹³ The plan period differs from that initially proposed in the "Lewisham Local Plan – Consultation on Main Issues" (2015) document in order to comply with the new requirements of the NPPF (2019).

Commented [NE11]: Not required for Regulation 19 plan

1.40. The Local Plan will be used by the Council, its partners, key stakeholders, community groups and others as a tool to help guide critical decisions on investment, including for strategic infrastructure. It establishes a spatial strategy that aims to direct growth and different kinds of development across the Borough in a way that responds to the distinctive qualities of Lewisham's people and places. The Local Plan also provides a coordinated strategy for each of the character sub-areas of the Borough, addressing the neighbourhoods that residents, businesses, and visitors use every day.

Commented [NE12]: Removed to make more concise

4.41.1.20. For legibility the Local Plan is set out in five main parts and sub-sections that cover a number range of thematic policy areas however it must be read as a whole, particularly for the purpose of planning and investment decisions. The order of topics and policies is not a reflection of their weight or importance.¹⁴

4.42.1.21. The Local Plan is organised into five main parts:

- **Part One: ~~Setting the scene and the spatial strategy~~ Planning for an Open Lewisham** – Provides background information about the Local Plan. It then sets out the Vision for Lewisham and the plan's strategic objectives, along with the. ~~It also establishes the proposed~~ 'spatial strategy' for the Borough, the land-use priorities and overall pattern of development that the plan ~~will~~ seeks to deliver.
- **Part Two: Managing development** – Sets out the ~~proposed~~ 'development management' policies – these are the requirements standards and guidelines that planning applications will need to comply with to support the delivery of Good Growth in Lewisham. These are organised by thematic policy topic areas, ~~for each we highlight how we have arrived at the proposals, as set out below:~~
 - ~~What you've told us~~ – A summary of comments from early consultation and engagement exercises. This includes feedback from studies and area-based strategies that have informed, and will help to support, the Local Plan (e.g. New Cross Area Framework and Catford Town Centre Masterplan).
 - ~~What we've learned~~ – Key findings from research and studies of the Borough.
 - ~~Main issues~~ – Our understanding of the main issues for the new Local Plan, drawing from public feedback and the evidence base.
 - ~~We're proposing to~~ – A short summary of the preferred policy approaches to address the main issues. The full details of the preferred approaches are included afterwards (these are distinguished by draft policies with titles and reference numbers).

¹⁴ This also applies to the Key Spatial Objectives and policies for each of the character areas set out in Part 3 of the Local Plan.

~~We've also considered~~ Identifies the other policy approaches that have been considered (i.e. reasonable alternatives) but which are not proposed to be taken forward in the draft plan.⁴⁵

Commented [NE13]: Not required for Regulation 19 plan

- **Part Three: Lewisham's neighbourhoods & places** – Establishes five character areas ~~within the Borough~~ based around Lewisham's distinctive neighbourhoods and places. A vision, ~~key~~ spatial objectives and ~~strategic priorities~~ planning policies (referred to as 'place principles') are set out for each of these areas, ~~along with~~ including site allocation policies for ~~strategic-specific~~ development sites.
- **Part Four: Delivery and monitoring** – Sets out the implementation framework for the Local Plan, ~~as well as~~ along with the arrangements for monitoring ~~delivery~~ outcomes over the plan period.
- **Part Five: Schedules and appendices** – Includes additional technical information and guidance to support implementation of the plan.

Strategic and non-strategic policies

~~4.43.1.22.~~ The Council is legally required to identify the strategic priorities for the development and use of land in the Borough, and to set out policies to address these in the local plan.¹⁶ The NPPF also makes clear that local plans should identify and clearly distinguish strategic policies from other non-strategic policies.¹⁷ A schedule of the Local Plan non-strategic policies is included in in Part 5 of the Local Plan. Those policies not included in the schedule~~d~~ are strategic policies.

Community engagement and nNeighbourhood planning

~~4.44.1.23.~~ We will continue to work with local communities and community groups, ~~including residents' groups and amenity societies~~, to improve transparency and openness in decision-making, and to foster greater public understanding of and involvement in the planning process. ~~Further information on the Council's procedures for public consultation on planning decisions is set out in the Statement of Community Involvement (SCI), which is available on our planning webpage.~~

Commented [NE14]: Respond to consultation – request for amenity groups to be referred

Commented [NE15]: Respond to consultation – request for further information about how community groups can get involved in the planning process

~~4.45.1.24.~~ The Council has a statutory duty to support designated neighbourhood forums in the preparation of neighbourhood plans. We will work positively with forums to ensure their plans appropriately support the Council's strategic planning priorities, so that they have the best chance of succeeding at the examination stage and can be formally adopted. This Local Plan is presented in a new format that responds to the strong interest in neighbourhood planning in Lewisham. For example, Part Three sets key objectives and priorities for the Borough's character areas. It provides a useful reference point from which neighbourhood forums, and other community groups, can work to support the Local Plan's implementation.

⁴⁵ ~~The Lewisham Local Plan Integrated Impact Assessment (IIA) – Interim Report (2020) includes a detailed discussion of the reasonable alternatives considered during the preparation of this Local Plan document.~~

¹⁶ Planning and Compulsory Purchase Act 2004, Section 39(2).

¹⁷ NPPF (2019), paragraph 21.

4.46-1.25. Neighbourhood plans are required to be consistent with the strategic policies in Lewisham's development plan (including London Plan and Local Plan policies), and should only include non-strategic policies, as required by set out in the NPPF.

2 Lewisham today and planning ahead

Introduction

- 2.1. This section provides an brief overview of Lewisham in the context of London and the wider region. It draws on the latest available information to provide a snapshot of the Borough and its people across a range of topic areas, highlighting key findings and recent looking at the current situation and considering future trends. It also identifies some of the main opportunities and challenges facing Lewisham's residents, businesses and visitors, including considerations for the built and natural environment. This information highlights some of the main challenges and opportunities for the Local Plan to address.

Figure 2.1: Lewisham borough map

Lewisham in context

- 2.2. Lewisham is an inner-London borough strategically located in the Thames Gateway, with connections to Canary Wharf and the Central Activities Zone. It has major centres at Lewisham and Catford, and two London Plan Opportunity Areas with strategic potential (New Cross / Lewisham / Catford corridor and Deptford Creek / Greenwich Riverside). Lewisham has experienced rapid growth in both population and households over the last ten years, and has a relatively young and very ethnically diverse population.
- 2.3. There has been significant investment in recent years in many parts of Lewisham. This has largely been concentrated in the north of the Borough and in Lewisham major town centre and its surrounds, coinciding with the significant amount of new housing and transport infrastructure in these areas. Whilst levels of deprivation have improved recently Lewisham remains within the 20% most deprived local authorities in England, and is the tenth most deprived London Borough. It has the highest proportion of children and young people, and older people in economic deprivation in the country.
- 2.4. There are also pronounced concentrations of deprivation in many local areas. Life expectancy across Lewisham is comparable to the London average, however in the most deprived areas life expectancy is 6.1 years lower for males and 5.1 years lower for females. Future investment will need to consider these inequalities and varied geographies of deprivation.
- 2.5. Physical activity is a key determinant of public health and wellbeing, with obesity linked to many serious risks in children and adults. Whilst over half of Lewisham adults are physically active, adult and childhood obesity is an issue. Children living in the Borough's most deprived areas twice as likely to be obese or overweight as other children.
- 2.6. Lewisham's diverse history has led to a range of distinct places and neighbourhoods, each with its own unique character and identity. This is reflected

Commented [NE16]: This section has been rewritten for organisational purposes and to update with latest information

in the historic environment that features over 600 statutory listed buildings, 29 Conservation Areas, as well as Lewisham's varied and vibrant cultural scene. Lewisham has a mix of housing stock, size and tenure, with a rapidly growing private rented sector. Median house prices in Lewisham have risen over 310% from £99,995 in 2000 to £412,000 in 2017. Whilst monthly private rental prices have remained relatively low, median rental prices increased 35% from 2010 to 2017 (London average 14%). In 2017 average private rents were 43% of average household incomes.

- 2.7.—Despite Lewisham's strategic inner London location, its local economy is generally small and inward looking. Local jobs are concentrated in the public sector and consumer services, with high levels of small business activity including self-employment, micro businesses, and sole proprietors. Whilst a relatively limited proportion of residents are employed in the Borough, a relatively high proportion are economically active. Many residents lack workplace skills and qualifications, and GCSE results are below the London average. The Creative and Digital Industries (CDI) is an emerging growth sector, and north Lewisham is home to one of London's first Creative Enterprise Zones.

Figure 2.2: Lewisham in context

Figure 2.3: Levels of deprivation in Lewisham

- 2.8.—Industrial and commercial activity is largely focussed towards the Borough's designated employment locations and town centres, including two London Plan Strategic Industrial Locations (SIL). A process of plan-led industrial land consolidation has occurred in recent years to help facilitate regeneration in the north of the Borough. However the rate of employment land release (on both designated and non-designated sites) has been significant in recent years. Whilst local employment sites are under increasing pressure for change of use, there is a tight supply of industrial land and relatively healthy industrial market, with a strong demand for workspace, low vacancy rates, and limited availability at key locations. The Borough has a well-functioning network of town centres, although vacancy rates are an increasing concern. The use of multi-channel (on-line) shopping is changing the way in which people use centres. There is projected to be less demand for retail floorspace over the future, with greater demand to accommodate leisure and other complementary town centre uses.
- 2.9.—Lewisham is one of the greenest Boroughs in London with around one-quarter of its area being green/open space. Despite this there are parts of the Borough that are deficient in public access to open space. This is often a result of natural and constructed features (river valleys, railway lines, major arterial roads), which can act as a barrier to movement by walking and cycling. Overall more than 95% of the publically accessible spaces in Lewisham are considered to be of good or fair quality. Whilst carbon dioxide emissions and total energy consumption have steadily fallen in Lewisham, emissions remain an issue and the Council has declared a climate emergency in February 2019. The South East London Combined Heat and Power (SELCHP) plant offers potential to support a district heat network to supply energy to homes and businesses in the north of the Borough.

2.10. Lewisham has varied transport connectivity, with the northern and central areas generally well served by public transport, whilst the far north and south east of the Borough have poorer infrastructure and lower public transport coverage. This contributes to a relatively high proportion of daily trips being made by car and motorcycle. Daily cycle trips are at a comparable level to inner London. Large parts of the Borough are covered by Air Quality Management Areas, including along main and arterial roads.

2.11. The draft London Plan identifies the proposed Bakerloo Line Extension (BLE) as a key strategic transport infrastructure. The preferred route of the BLE proposes phase 1 extending from Elephant & Castle via Old Kent Road with stations at New Cross Gate and Lewisham. A potential phase 2 extension of the Bakerloo Line is being discussed that would run further south into the Borough. The BLE presents a key opportunity to reinforce Lewisham's strategic role as a transport hub servicing the sub-region, and to deliver substantial investment in the Borough.

Planning ahead for an Open Lewisham

2.12. This section provides an overview of some of the key strategic issues and opportunities that the Local Plan will look to address. This is informed by the analysis of the existing characteristics of Lewisham today, and also considering likely future trends. The main issues have also been identified through ongoing public engagement, including with local communities, residents, businesses and visitors. The section considers the key drivers for change and investment in Lewisham up to 2040, and reflects on some of the main outcomes sought through a new Local Plan.

Accommodating growth

2.13. The rapid population growth experienced in Lewisham in recent years is expected to continue, with projections estimating a 19% population growth between 2017 and 2040.¹⁸ This will likely put further pressure on local services and infrastructure, and may exacerbate issues around access to high quality housing and affordability. At the same time, there are likely to be new opportunities and local benefits arising from growth, for example, through the revitalisation and regeneration of town centres, renewal of employment land and greater investment in services and strategic infrastructure, particularly transport infrastructure.

2.14. Since the Core Strategy was adopted in 2011 Lewisham has delivered a consistent supply of new homes, regularly exceeding its housing targets. The Council recognises the issues around access to high quality and genuinely affordable housing. The scale of the need is reflected in both the draft new London Plan and the NPPF housing targets, and the expectation is that the Borough will continue to play a key role in accommodating housing growth.

2.15. The draft London Plan sets out the challenge facing all London boroughs to deliver a significant increase in housing to meet current and future needs across the region. In order to address the identified needs, it sets out 10-year housing targets for all boroughs. Lewisham's target is 16,670 net housing completions (or 1,667

¹⁸ [Greater London Authority, Housing-led population projections \(2017\)](#)

net new homes per year). Alternatively, a Local Housing Need (LHN) figure for the Borough is calculated using the method set out in national policy. This method suggests that the minimum housing need in the Borough is up to 2,964 net units per year.

2.16. Evidence shows that there is a need to secure additional retail and employment floorspace in Lewisham. There is an estimated demand for approximately 5,300 net additional square metres of retail floorspace up to 2030 and 21,800 net additional square metres of employment floorspace up to 2038. By planning to meet this need, we can help to address the economic issues facing our high streets and support the evolving role of town centres as leisure and entertainment destinations. It should also support an improved local economy and an increase in local jobs, and assist in growing the creative and digital industry clusters.

2.17. A plan-led process of industrial land consolidation has been facilitated by the Council over recent years, particularly to support strategic regeneration projects. However, a significant amount of employment land and floorspace has also been lost through piecemeal development, aided by the introduction of new permitted development rights allowing for the conversion of workspace to non-employment uses. Evidence suggests that there is no further scope for the loss of industrial land in Lewisham, and that the protection and intensification of existing sites should be pursued in order to meet future demand for workspace, particularly for smaller and medium-sized businesses.

The draft London Plan includes a commitment to the Bakerloo line extension (BLE). The BLE will connect Lewisham to the London Underground (tube) network for the first time. It has huge potential to both facilitate and support growth by helping to unlock the development potential of areas and sites, as well as improving transport accessibility in Lewisham and the wider southeast. The BLE Local Economic Assessment (2020) is an evidence base document which supports the Local Plan, and shows the extent to which the BLE will act as a catalyst for growth in housing, business space and jobs.

Tackling deprivation and ensuring equality of opportunity

2.18. There is a pressing need to reduce inequality and the negative consequences of deprivation in the Borough, and to ensure equality of opportunity, especially for those living in the Borough's most deprived areas.

2.19. There has been significant investment in recent years in many parts of Lewisham. In order to tackle deprivation and ensure equality of opportunity for all, it will be necessary to ensure all Lewisham residents benefit from future investment in new homes, jobs, town centre uses, and supporting infrastructure.

2.20. Lewisham is a very attractive place to live, however local households are increasingly spending a larger proportion of their incomes on housing costs. Furthermore, there are groups with specific requirements, including families and older people, whose choices are limited in the current market. To address inequalities and improve the quality of life of residents, it is vital that new housing development provides for different types and sizes of accommodation, whilst maximising the delivery of genuinely affordable housing.

2.21. For people to participate meaningfully in their communities, and to fully benefit from London's economic advantages, it is important that they are able to take up employment. Access to training and job opportunities is vital to addressing inequality and achieving social equity. Despite being strategically situated, Lewisham has a smaller and inward-looking economy. It is necessary to grow and diversify the local economy, creating more and a wider range of businesses and job opportunities for residents to access.

Achieving healthier, more liveable and resilient communities

2.22. To improve the wellbeing of the Borough's population, it will be necessary to address the wider determinants of health and deprivation in a more integrated way. This is especially to ensure that Lewisham's children and young people are given the best start in life and allowed to fulfil their potential. Good access to high quality education and health care is critical. It is also important that people are able to pursue active and healthy lifestyles with relative ease.

2.23. The built environment is critical to achieving these ambitions. The layout and design of places and spaces can enable and encourage active travel choices, such as walking and cycling. Additionally, it can assist in reducing people's exposure to harmful pollutants or other disturbances, and increase the ability of people to access high quality open space and natural features. Such spaces can impact positively on physical and mental health by allowing opportunities for leisure, recreation, and dwelling. The Local Plan will need to ensure that all new development addresses public health and wellbeing in a more integrated and systematic manner.

2.24. Levels of public transport accessibility differ across neighbourhoods, and some areas suffer from very poor levels of service. This contributes to a reliance on private car use and causes traffic congestion, along with environmental issues such as pollution and carbon emissions. The Local Plan will need to ensure improvements to public transport services are provided, that accessibility is increased, and that there is a reduced need for people to travel long distances. This will require a coordinated approach to investment in transport infrastructure and the public realm, alongside the provision of a better connected network of high quality town centres and local destinations to reduce the need to travel by car, and the creation of compact neighbourhoods.

2.25. Lewisham has many diverse places, neighbourhoods, and communities shaped by the Borough's varied history and cultural development. To accommodate growth and investment in a coordinated manner the local plan will need to carefully consider the existing character of local places and neighbourhoods, and the mixed and diverse communities that make Lewisham so unique. The Local Plan will set a spatial strategy that will coordinate growth and investment across the different places and neighbourhoods of Lewisham, informed by an analysis of character in the different parts of the Borough.

2.26. Global climate change poses a significant threat to the natural environment and the human population, and is the most important challenge we currently face. Lewisham is committed to tackling climate change and declared a 'climate

emergency' in February 2019. The Local Plan will assist in mitigating climate change by continuing to realise long-term reductions in energy use and carbon emissions. Lewisham will play its part in realising the draft London Plan objective for London to become a zero carbon city by 2050. The impacts of climate change will be felt differently across areas, and it poses a very real risks to human safety. Given the characteristics and patterns of development in Lewisham it will be necessary for the Borough's localities to become more resilient and better placed to adapt to its impacts. The Local Plan will consider the local implications of the climate emergency in Lewisham

Location

2.27-2.2. Lewisham is an inner-London borough located to the south of the River Thames. As shown in Figure 2.2 it has good transport links to the rest London, including the Central Activities Zone, along with connections to the wider South East of England. Lewisham is bordered to the north by the Thames and the London boroughs of Southwark to the west, Greenwich to the east and Bromley to the south.

Figure 2.2 Lewisham in context

Population

- 2.3. Like London, Lewisham has experienced a sustained period of population growth. The Borough's population grew from 248,900 in 2001¹⁹ to an estimated 306,950 people in 2020²⁰, an increase of roughly 23 per cent over the last 20 years. Whilst Brexit and the Covid-19 pandemic have had short-term impacts on migration patterns research suggests that London will continue growing over the long-term.²¹ Lewisham's population is forecast to rise by some 42,400 people or 14 per cent by 2040.²²
- 2.4. Lewisham has a relatively young population. One-quarter of residents were less than 20 years old at the time of the 2011 Census. However older people are the fastest growing demographic group in London. The number and proportion of people aged 65 or more is expected to rise sharply over the next decades, including in Lewisham.²³
- 2.5. Lewisham is one of the most ethnically diverse places in the country. Some 46 per cent of residents identify themselves as having Black, Asian and Minority Ethnic (BAME) heritage.²⁴ This rises to 76 percent for the school population²⁵ with more than 170 languages spoken by students in the Borough²⁶. The electoral roll shows that Lewisham is home to residents of 75 nationalities.

¹⁹ Office for National Statistics. Census 2001.

²⁰ Greater London Authority. 2019-based BPO Population Projections.

²¹ Greater London Authority. 2020-based Population Projection Results: A summary of the GLA 2020-based trend and housing-led demographic projections (2021).

²² Greater London Authority. 2019-based BPO Population Projections.

²³ Centre for London. London: A place for older people to call home. Joe Wills and Erica Belcher. (2020) and Lewisham SHMA (2022).

²⁴ Office for National Statistics. Census 2011.

²⁵ Lewisham Corporate Strategy 2018-2022.

²⁶ School Language Census (2018).

Deprivation and inequality

- 2.6. Lewisham is a place of stark contrasts in so much as it contains areas of wealth as well as deprivation, as shown in Figure 2.3. Whilst overall levels of deprivation in Lewisham have declined over the past decade it continues to rank amongst the 20 per cent most deprived local authority areas in the country and is the 7th most deprived in London.²⁷ Child poverty is a significant issue with some of the highest levels in the country.²⁸
- 2.7. Life expectancy at birth for Lewisham male residents remains below the national average, although for females this now exceeds the national average.²⁹ There are significant differences in life expectancy between the most and least deprived wards. Further, research points to the disparities in impacts of Covid-19 on health and wellbeing, with proportionally higher risks for BAME groups.³⁰ This data reflects the situation of health inequalities across the Borough given its population profile.
- 2.8. Physical activity is a key determinant of health and wellbeing as obesity is linked to many serious risks. More than half of Lewisham's adult population is overweight or obese. Whilst the proportion of physically active adults is in line with the national average, roughly 16 per cent of adults are physically inactive. Childhood obesity is also a concern. Some 22 per cent of school children in Reception are overweight or obese, rising to 38 per cent in Year 6. Children living in the Borough's most deprived areas are twice as likely to be obese or overweight as other children.³¹

Figure 2.3 Levels of deprivation in Lewisham

Heritage and character

- 2.9. The historical growth of Lewisham has led to a range of distinctive neighbourhoods served by a number of commercial centres, each with its own unique character and community. There are contrasts between the preindustrial cores of Blackheath, Deptford and Lewisham in the north of the Borough, the mixed residential neighbourhoods surrounding them and the interwar growth that characterises much of the south of the Borough. Other notable phases of development include the building of post-war estates along with modern commercial blocks and towers.
- 2.10. Lewisham has a rich and varied historic environment. This includes landscapes, river corridors, parks and open spaces, buildings and structures, urban spaces and the features within them, along with archaeological remains both buried and above ground. The historic environment encapsulates the social and cultural history of Lewisham, its communities and people. The Borough contains over 600 statutory listed buildings, 29 Conservation Areas and the buffer zone of the Maritime Greenwich World Heritage Site.

Housing

²⁷ Ministry of Housing, Communities and Local Government. English Indices of Deprivation 2019.

²⁸ Lewisham Poverty Commission. Working Together to Tackle Poverty in Lewisham (2017).

²⁹ Lewisham Joint Strategic Needs Assessment. Picture of Lewisham (2021).

³⁰ Public Health England. Beyond the data: Understanding the impact of Covid-19 on BAME groups (2020).

³¹ Lewisham Joint Strategic Needs Assessment. Picture of Lewisham (2021).

2.11. Housing affordability is a critical issue for people in Lewisham. Median house prices have risen from £99,995 in 2000 to £430,000 in 2020, an increase of 330% over 20 years. This exceeds the rate of price growth for London during that time. When workplace earnings are factored to account for relative affordability of housing, Lewisham ranks as one of the least affordable boroughs in London. The cost of private renting remains lower than the London average but prices are rising rapidly. Over the period 2010 to 2020 median rents rose by 45 per cent, significantly higher than the rate for London and England.³²

2.12. There has been a marked change in housing tenure. The private rented sector in Lewisham is growing, mirroring trends across London. The proportion of households with private rents increased from 14 per cent in 2001 to around 23 per cent in 2018. There are also notable variations between wards in terms of housing tenure mix.

Economy

2.13. Lewisham's economy is small and inward looking. There are just 40 jobs for every 100 working age residents, the second lowest proportion of all London boroughs. Local jobs are concentrated in public sector activities, such as health care and education, along with consumer services. Some 90 per cent of businesses are small business. Prior to the peak of Covid-19 the number of new businesses being formed in the Borough was rising but much of this was due to structural changes in the nature of work with higher levels of self-employment and contract work along with expansion of the gig economy. The creative and digital industries sector is one of the fastest growing in London, and Lewisham is now home to one of the Capital's first Creative Enterprise Zones.³³

2.14. Commercial activity is largely focussed within the Borough's industrial locations and network of town centres. A significant amount of industrial capacity has been lost in Lewisham in recent years, and at a faster rate than the rest of London.³⁴ There is strong demand for workspace in employment areas and vacancy rates are low. However the limited supply and rising cost of workspace poses a challenge for business development.³⁵ Town centre vacancy rates have increased across the UK during Covid-19, rising to an average of 14 per cent. Lewisham's larger town centres have been affected by the pandemic as vacancy rates are now slightly above the national average.³⁶ Covid-19 has also accelerated the growth of online shopping and this is likely to have implications for town centres, particularly the future of traditional bricks and mortar retailing.

Green infrastructure

2.15. Lewisham is well-served by parks, open spaces (including waterways) and nature sites, with green spaces covering roughly one-fifth of the Borough. It ranked first amongst all London boroughs in the recent Good Parks for London report.³⁷ However there are areas within the Borough that are deficient in public access to open space and nature. There are opportunities to improve the quality of open

³² Lewisham Strategic Housing Market Assessment (2022).

³³ Lewisham Local Economic Assessment (2018).

³⁴ Lewisham Employment Land Study (2019).

³⁵ Lewisham Local Economic Assessment (2018).

³⁶ Lewisham Retail Impact Assessment and Town Centre Trends Report (2021)

³⁷ Good Parks for London 2021: Parks and Climate Change (2021).

spaces and nature sites along with the connections between them. Whilst 65 per cent of open spaces have been assessed as being of 'good' quality, 34 per cent are of 'fair' quality and 1 per cent 'poor'.³⁸

- 2.16. Natural capital accounting assesses the environmental, social and economic value of green infrastructure. Research indicates that Lewisham accrues benefits of up to £2.1 billion from its network of green infrastructure.³⁹

Environment

- 2.17. There is substantial evidence that climate change as a result of human activity is linked to increasing frequency and intensity of extreme weather events. It is broadly accepted as one of the key challenges now facing the world. Carbon emissions are a key contributory factor. In Lewisham they have fallen 38 per cent since 2005.⁴⁰ However action is required to further reduce emissions and achieve net carbon neutrality. Half of the Borough's carbon emissions come from energy used within homes with the remaining half split between transport and business.⁴¹

- 2.18. Lewisham's neighbourhoods and communities must be made more resilient to the effects of climate change, such as heat and flood risk. The Borough's position alongside the River Thames and within the Ravensbourne catchment puts people and properties at risk of flooding. As well, large parts of the Borough are prone to surface water flooding owing to their heavily urbanised nature.

- 2.19. Air quality is a significant public health issue across London. There are 6 Air Quality Management Areas in Lewisham, including two major areas, which have been declared for several pollutants. The highest concentrations of nitrogen/nitric oxides (NOx), NO² and Particulate Matter (PM) which currently breach the legal limits are found on the busiest main roads.⁴² London's Ultra Low Emission Zone (ULEZ) was recently extended to cover parts of Lewisham, up to the South Circular (A205 road).

Transport and connectivity

- 2.20. Despite Lewisham's inner-London location not all of its areas are well-connected or benefit from good access to public transport. The northern and central neighbourhoods are generally better connected to the rest of London with access to the Overground, Docklands Light Rail (DLR) and mainline trains. Public transport access is comparatively poorer in parts of Deptford and neighbourhoods in the south east. This contributes to a relatively high proportion of daily trips being made by car and motorcycle. There is no direct access to the Underground in Lewisham. However the London Plan commits to the delivery of the Bakerloo line extension, which will take it along Old Kent Road to New Cross Gate and beyond.

- 2.21. Cycling in Lewisham, and London on whole, has shown continued growth over the past decade. The number of daily trips made by cycle in the Borough is rising.

³⁸ Lewisham Open Space Assessment (2019).

³⁹ Lewisham Open Space Assessment (2019).

⁴⁰ Department for Business, Industrial and Energy Strategy. UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2017 (2019).

⁴¹ Lewisham Climate Emergency Action Plan 2020-2030 (2020).

⁴² Draft Lewisham Air Quality Management Plan (2021).

However research indicates that only 7 per cent of 'potentially cyclable' trips in Lewisham are being made by cycle. Road safety is also an area of concern.⁴³

⁴³ Lewisham Cycle Strategy (2017).

3 Vision, strategic objectives and the spatial strategy

Vision for Lewisham

- 3.1. The Local Plan is focussed on ~~the aspiration to realise~~ the 'Vision for Lewisham':
- 3.2. Lewisham will continue to be a welcoming place where the culture and diversity of our people, and the unique qualities of local neighbourhoods, is recognised and protected. We will always celebrate what makes us different and have a strong sense of community. We will give people the security and certainty they need so that everyone can live their best lives.

Lewisham will be a place where all generations not only live but also thrive. A place that people want to visit and live in, and where they choose to stay and enjoy a good quality of life. A place where you can get on, regardless of your background and where you are always treated fairly and are supported to achieve your full potential.

Lewisham will continue to be a dynamic place, reflecting the strength of its communities, and partnership working with our community remains at our core. We are proud of the vibrancy of our high streets, local businesses, arts and cultural establishments, our evening and night-time economy and our world renowned institutions. We will not only protect them but grow them. We will contribute to and share in more of London's future prosperity, becoming a greener, healthier and more resilient place by leading the way in responding to the global climate emergency.

Most of all, we want you to love living in Lewisham.

Strategic objectives

- 3.3. The ~~following sub-section sets out the strategic objectives for the Local Plan.~~ ~~The~~ strategic objectives ~~help to~~ form a link between the Vision for Lewisham and the spatial strategy. They ~~are set in the context of~~ address the key challenges facing the Borough now and over the long-term, and represent the main delivery outcomes sought through the implementation of ~~Lewisham's~~ the Local Plan.
- 3.4. The strategic objectives have been informed by and reflect many of the key documents prepared by the Council, including the Corporate Strategy 2018-2022, along with those published by our partners and other key stakeholders.
- 3.5. An overarching objective for "An Open Lewisham as part of an Open London" helps to frame the strategic objectives, which are presented across nine themed topic areas. The objectives have been set out this way for organisational purposes and are not listed in order of priority. Many of the individual objectives are crosscutting in that they address more than one of the topic areas.
- 3.6. Lewisham Local Plan – Strategic objectives

Commented [NE17]: Minor amendments to the phrasing of some objectives to make them more legible.

A An Open Lewisham as part of an Open London	
1	Sustain and create inclusive neighbourhoods and communities that both reflect and reinforce the diversity and cultural heritage of Lewisham's people and places, by <u>Coordinating</u> investment in such a way as to promote equality of opportunity <u>and</u> for everyone to enjoy a good quality of life in Lewisham.
B Housing tailored to the community with genuinely affordable homes	
2	Proactively respond to population growth and help to meet London's <u>and Lewisham's</u> housing needs <u>s</u> by positively managing the delivery of new homes across the Borough.
3	Ensure Lewisham's existing and future residents benefit from good access to a wide range and mix of high quality housing, including genuinely affordable housing, that <u>which</u> is tailored to meeting the varying-varied needs of the community. <u>This</u> <u>includes</u> the needs of those from all age groups <u>and</u> at different stages of life, families and those with specialist housing requirements.
4	Foster and help to reinforce community cohesion through the provision of housing that enables individuals and households <u>people</u> to both settle in the local area and remain rooted to it.
C A thriving local economy that tackles inequalities	
5	Strengthen Lewisham's role in the wider London economy by expanding the local business base, through <u>Steering</u> investment to town centres and other employment hubs and support <u>ing</u> the growth of sectors in which the Borough maintains or is poised to perform a key role, including the cultural, creative and digital industries. <u>Enable the development of green industry and promote the greening of existing industries to reduce their environmental impacts and support the transition to a low carbon, circular economy.</u>
6	Increase the number and variety of local jobs and business opportunities, by making the best use of employment land and providing suitable space to support businesses of all sizes, along with securing affordable workspace and workplace training opportunities.
7	Ensure town and local centres remain the focus for community activity and harness their unique attributes to support growth, including in retail, business and other commercial, leisure and cultural activities —with <u>whilst promoting</u> a thriving evening and night-time economy. —through <u>Coordinate</u> investment to secure Lewisham <u>Major C</u> entre's future role as a regionally important Metropolitan <u>C</u> entre, to deliver <u>enable the</u> regeneration in Catford Major <u>C</u> entre <u>into London's greenest</u> , <u>and</u> to support the vitality <u>and viability</u> of town centres elsewhere.
D A greener Borough	
8	Help London to achieve <u>Build on London's</u> National Park City status and ensure all <u>people in</u> Lewisham, <u>including local</u> residents, benefit from access to high quality green spaces, by protecting, enhancing and connecting the Borough's network of parks, open and water spaces. <u>This</u> <u>includes</u> through the delivery of a Green Grid to which <u>improves</u> linkages to and between these spaces.
9	Promote and protect the ecological, biodiversity and amenity value of the Borough's natural assets - including trees, green spaces and water spaces - and seek to enhance existing assets or make new provision through new development wherever opportunities arise. <u>Address the decline in the number and distribution of species and deliver Biodiversity Net Gain across the Borough.</u>

Commented [NE18]: Respond to consultation – request that green industry and transition to circular economy be included as an objective

Commented [NE19]: Updated to reflect the vision of the Catford Town Centre Framework

Commented [NE20]: Respond to consultation – factual update

Commented [NE21]: Respond to consultation – stronger emphasis on species 'extinction' crisis and align with new legislative requirements on BNG

10	Manage waste responsibly by prioritising implementation of the most sustainable options in the waste hierarchy and safeguarding appropriate sites for the Borough to meet its strategic waste apportionment requirement.
E Responding to the climate emergency	
11	Realise long-term reductions in energy use and carbon emissions in helping London to become a zero carbon city by 2050, by increasing the use of sustainable transport modes – (including walking and cycling) – and ensuring that new development is designed to reduce car use, and maximise energy efficiency, along with and integrating greening measures to limit the urban heat island effect.
12	Guard against the risk of flooding Manage flood risk by ensuring that new development is appropriately located, implementing S sustainable D rainage S ystems, retaining and enhancing flood defences including through river restoration works, along with improving the ecological and water quality of the rivers Thames, Ravensbourne, Quaggy and Pool and their corridors .
F Celebrating our local identity	
13	Retain, reinforce and help shape the distinctive character and identity of Lewisham's neighbourhoods and communities, including and townscapes, by ensuring that all new development responds positively to the special attributes of its local context – including the cultural, historic, built and natural environment, – and Ensure new development is designed, constructed and maintained to a high quality standard.
14	Make the optimal use of land to and, where appropriate, facilitate the regeneration and renewal of localities within the London Plan Opportunity Areas at Deptford Creek / Greenwich Riverside and New Cross / Lewisham / Catford, and at key growth locations elsewhere, and through this process manage change to reinforce and build upon local character, whilst delivering transformational improvements to the environment including in the wider Thames-side area.
15	Set a positive framework for conserving and enhancing the historic environment, and promoting understanding and appreciation of it, including by Working with local communities and community groups, neighbouring authorities and other stakeholders to sustain the value of local heritage assets and their setting, along with the Outstanding Universal Value of the Maritime Greenwich World Heritage Site.
G Healthy and safe communities	
16	Address the wider determinants of physical and mental health and deprivation in an integrated and systematic way to improve the wellbeing of the population, to reduce health and other inequalities particularly where these are geographically concentrated, and to give children and young people the best start in life.
17	Create an environment that encourages and enables people to pursue active and healthy lifestyles irrespective of their age, ability or income, including by promoting applying the Healthy Streets principles Approach, making provision for accessible leisure and recreation opportunities and protecting the amenity of residents and visitors, particularly from pollution.
18	Promote cohesive and mixed communities along with walkable and liveable communities-neighbourhoods by ensuring mixed and balanced neighbourhoods where development is carefully integrated and designed to secure high quality, legible and permeable spaces that are inclusive and easy to access by everyone.

Commented [NE22]: Respond to consultation – ecological quality added to respond to wider river catchment approach, not exclusively water quality

Commented [NE23]: Respond to consultation – not all localities within OAs will necessary require regeneration and renewal

Commented [NE24]: Respond to consultation – greater emphasis on role of communities in supporting heritage

Commented [NE25]: Amended for consistency with London Plan terminology

Commented [NE26]: Public consultation - Amended for clarity and to reflect objective for walkable neighbourhoods

19	Create safer neighbourhoods and improve perceptions of safety by ensuring the built environment comprises of welcoming spaces and places and that new development both designs out crime and improves resilience to emergencies.
H	Securing the timely delivery of infrastructure
20	Provide the essential physical, community and green infrastructure needed to support growth and sustainable places, by coordinating investment and securing the timely delivery of new infrastructure, including through the use of Community Infrastructure Levy funding and planning contributions.
21	Work in partnership with central government, the Greater London Authority, Transport for London, Network Rail and other stakeholders to <u>reduce car use and</u> increase public transport capacity and accessibility across the Borough, as well as to unlock the development potential of specific localities and strategic sites, including through delivery of the Bakerloo Line Extension.
I	Ensuring high quality education, health and social care
22	Ensure that all Lewisham residents benefit from access to high quality education, health and social care by protecting and planning for facilities to meet local needs and working with stakeholders, including the NHS, to support innovative approaches to delivering services.

Commented [NE27]: Respond to consultation – additional point added

Towards a new spatial strategy

3.7. The Local Plan will set out a spatial strategy to facilitate the delivery of Good Growth in Lewisham. The spatial strategy provides a clear direction for the development and use of land across the Borough over the long term. The spatial strategy is also a vital tool used by the Council, its partners and other key stakeholders to guide decisions on investment, particularly for infrastructure and services.

3.8. The following section sets out some of the key considerations informing the preparation of the spatial strategy for the Borough.⁴⁴ It then discusses the spatial strategy options that are being explored for the Local Plan. Finally, the section sets out the 'preferred approach' for the spatial strategy, which is detailed in draft Policy QL1 (Delivering an Open Lewisham).

Key considerations

Growth requirements

3.9. The spatial strategy addresses the amount and distribution of development across the Borough. Lewisham's future growth requirements provide a useful starting point for considering spatial options. The Council must plan positively to meet identified development needs, including for housing, workspace and space to accommodate main town centre uses (such as retail floorspace and community facilities). Like the rest of London, Lewisham has gone through a period of rapid growth and this is expected to continue. Many more new homes must be built to meet the needs of a

⁴⁴ The Lewisham Local Plan Integrated Impact Assessment (IIA) – Interim Report (2020) should be referred for further information on the considerations informing the spatial strategy options.

growing population.⁴⁵ There are also pressing needs for new business space to support and grow the local economy.⁴⁶ In order to ensure these needs are addressed the Local Plan must help to facilitate a significant amount of new development.

London Plan

3.10. The London Plan is the spatial development strategy for the region. The spatial options must align with the direction provided by it. This includes focussing growth in Opportunity Areas and highly accessible locations, such as town centres; enabling the delivery of strategic transport infrastructure (such as the Bakerloo line extension) as a means to optimise the development capacity of sites and support growth; directing new investment to regeneration areas; and making better use of out-of-centre retail parks. These priorities are illustrated in Figure 3.1.

Character-led growth

3.11. The character of Lewisham's neighbourhoods is highly valued and contributes to its distinctiveness. Recognising this, we are seeking to facilitate character-led growth so that new development responds to the unique qualities of our localities and communities. The Lewisham Characterisation Study (2019) has been prepared to support the Local Plan. It identifies areas of the Borough where existing character may be reinforced, re-examined or re-imagined, as set out in Figure 3.2. The study provides an indication of opportunities where growth could be accommodated, including the London Plan Opportunity Areas and major centres, along strategic corridors (such as the A21) and in the Bell Green / Lower Sydenham area.

Green and open spaces

3.12. Green and open spaces are vital to the Borough, its people and the environment and will continue to be protected in line with the London Plan and the NPPF. The network of green infrastructure is shown in Figure 3.3. As part of the Local Plan review we have carried out assessments of these spaces⁴⁷ to understand whether it would be appropriate to make adjustments to the extent of existing boundaries, as well as to designate or de-designate sites.

Potential development sites

3.13. We have carried out an assessment to identify land that might be available to accommodate new development for a range of uses, as well as the capacity of these sites.⁴⁸ As part of this, we have invited the public to identify sites for

⁴⁵ The draft London Plan sets a target for Lewisham of 1,667 net new homes per year. Alternatively, a Local Housing Need (LHN) figure calculated using the method set out in the NPPF suggests a minimum housing need figure of 2,964 net units per year.

⁴⁶ There is an estimated demand for approximately 5,300 net additional square metres of retail floorspace up to 2030 and 21,800 net additional square metres of employment floorspace up to 2038.

⁴⁷ These assessments include the Lewisham Metropolitan Open Land Review (2020), Lewisham Parks and Open Space Assessment (2019) and Re-Survey of Sites of Importance for Nature Conservation in Lewisham (2016).

⁴⁸ Further information is set out in the Lewisham Local Plan: Site Allocations Background Paper (2020).

consideration through 'call for sites' exercises. We have also worked with the Mayor of London on a Strategic Housing Land Availability Assessment (SHLAA). A sufficient supply of readily developable sites is crucial to ensuring the Local Plan is deliverable. Figure 3.4 shows the package of strategic sites that we have currently identified.⁴⁹

Figure 3.1: London Plan growth area priorities

Figure 3.2: Lewisham character-led growth strategy from the Lewisham Characterisation Study, 2018

Figure 3.3: Lewisham's network of green infrastructure

Figure 3.4: Land available for development

Spatial strategy options

- 3.14. Taking into account these key considerations, along with other opportunities and constraints for new development, we have established several spatial strategy options (i.e. reasonable alternatives) that should be considered for the Local Plan. The options address the amount of development that could be accommodated in the Borough, as well as the distribution of this. The options have been assessed through the plan's Integrated Impact Assessment (IIA) — Interim Report (2020). Findings of the IIA have been used to inform the 'preferred approach' for the spatial strategy.
- 3.15. The draft London Plan identifies the Bakerloo line extension (BLE) as a strategic transport infrastructure priority. Once delivered, the BLE will have a transformative effect in Lewisham by significantly enhancing transport accessibility in many parts of the Borough and improving links to south east London. It will also play an instrumental role in generating new investment and helping to unlock the development potential of sites.
- 3.16. Funding for the BLE has not yet been committed. It is therefore necessary to take a pragmatic approach to the BLE by planning positively to secure its delivery, but recognising that some or all phases may not be delivered within the plan period. We have therefore established 3 main scenarios with different assumptions on the BLE delivery, as follows:
- Scenario 1 — No BLE (Figure 3.5)
 - Scenario 2 — BLE Phase 1 (Figure 3.6)
 - Scenario 3 — BLE Phase 1 and 2 (Figure 3.7)
- 3.17. For each BLE scenario two spatial options have been established. Accordingly, six reasonable alternatives are being considered. An illustrative summary of the options for each scenario is presented in the maps below. These explore the potential to optimise the capacity of sites to meet the Borough's identified needs, particularly for housing, in the context of supporting Good Growth.

⁴⁹ The 'strategic' sites are mainly 0.25 hectares or greater in size.

3.18. The IIA should be referred for further details on the options as well as assessments of their likely social, environmental and economic impacts.

Figure 3.5 Spatial options 1a and 1b (No BLE)

Figure 3.6 Spatial options 2a and 2b (BLE Phase 1)

Figure 3.7 Spatial options 3a and 3b (BLE Phase 1 and 2)

The preferred approach is illustrated in **Figure 3.8**

3.19. Additional alternatives have been considered but discounted. They include the options to focus new development and growth exclusively within the London Plan Opportunity Areas and to distribute growth more evenly across the Borough. These options have been discounted because they are not considered to be reasonable. They would inhibit the Council from meeting identified needs, owing to the lack of development sites and infrastructure to support their delivery.

Figure 3.5: Scenario 1 options — No BLE

Figure 3.6: Scenario 2 options — BLE Phase 1

Figure 3.7: Scenario 3 options — BLE Phase 1 and 2

The preferred approach

3.20. In the absence of certainty over the delivery and timing of the BLE, the preferred approach aligns with Scenario 1. However, there is also a need to ensure the Local Plan sets out a clear framework to secure the delivery of the BLE, and to maximise its role and benefits in supporting Good Growth. Therefore, the preferred approach allows sufficient flexibility to respond quickly to the phased delivery of the BLE. This will provide that the development capacity of local areas and sites can be optimised, aided by significant improvements in public transport accessibility, whilst ensuring sufficient infrastructure is in place to support Lewisham's neighbourhoods. The preferred approach is also a character-led response to managing growth over the long term, one which seeks to respect and enhance the distinctive qualities of the Borough's natural, built and historic environment.

Figure 3.8: Proposed growth strategy

Figure 3.9: Borough-wide spatial strategy plan

Commented [NE28]: Not required for Regulation 19 plan

OL 1 Delivering an Open Lewisham (spatial strategy)

A. The Council will work positively and alongside local communities, and community groups, and other public and private sector stakeholders, development industry partners and the wider public, to realise the Vision for Lewisham, and to deliver address the strategic objective for 'An Open Lewisham as part of an Open London'. Good Growth will be delivered in the Borough by:

Commented [NE29]: Policy amended throughout to make more concise and to aid implementation – policy principles retained

- a. Ensuring that the growth and regeneration potential of Directing new development to Growth Nodes, Regeneration Nodes and well-connected sites, including in Lewisham's London Plan Opportunity Areas are fully

Commented [NE30]: Amended to aid policy implementation, consistent with the key diagram

Commented [NE31]: Respond to consultation – well connected sites in OAs should be signposted as suitable areas for growth and regeneration

~~realised, specifically at~~ New Cross ~~/-~~ Lewisham ~~/-~~ Catford and Deptford Creek ~~/-~~ Greenwich Riverside, ~~and carefully managing growth in these locations in response to local character, including by preparing and implementing local area frameworks, such as the New Cross Area Framework and the Catford Town Centre Master Plan;~~

- b. Directing new ~~development and~~ investment to the Borough's strategic Area for Regeneration, and other local areas for regeneration, and coordinating the delivery of this investment to help tackle ~~deprivation the environmental, social and economic barriers that affect the lives of people in these areas,~~ and ensure equality of opportunity;
- c. ~~Promoting a vibrant and diverse multi-centred Borough by directing~~ Directing new residential, commercial, community, leisure and cultural development to Lewisham's town and local centres in order to support their ~~vibrancy,~~ vitality, ~~viability~~ and long-term resilience, and through this process:
 - i. Enable Lewisham ~~town~~ Major Centre to cement its position as a centre of sub-regional significance and ~~achieve be designated as a Metropolitan Centre status in a future review of the London Plan;~~
 - ii. Facilitate the comprehensive regeneration of Catford ~~Major town~~ Centre to reinforce its role as the principal civic and cultural hub within the Borough; and
 - iii. Ensure the ~~District town~~ Centres at Blackheath, Deptford, Downham, Forest Hill, Lee Green, New Cross and Sydenham retain their distinctive ~~features character~~ whilst evolving in their function as key hubs of community, cultural and commercial activity;
- d. ~~Facilitating~~ Directing new development along the ~~north-south~~ A21 ~~C~~orridor ~~(Lewisham High Street, Rushoy Green and Bromley Road)~~ and other strategic ~~Growth e~~Corridors ~~(such as the east-west New Cross Road / A2 corridor)~~ as well as around principal transport routes, nodes and interchanges, to support growth, ~~and along with using the Healthy Streets Approach to enhance the quality of places. This includes improvements to and better link improve connections within and between Lewisham's town centres and neighbourhoods with each other and those in adjoining Boroughs, using the Healthy Streets approach;~~
- e. ~~Working with partners to~~ Securing the delivery of new and improved ~~community and strategic transport~~ infrastructure, ~~including the Bakerloo Line extension,~~ as a catalyst for investment and to unlock the development potential of ~~sites across~~ the Borough. ~~This is particularly in the~~ The delivery of the Bakerloo line extension will both support and enable growth in ~~London Plan~~ Opportunity Areas and Lewisham's southern areas, ~~including Bell Green and Lower Sydenham;~~ where interventions and transformational change can positively address inequalities and local deprivation. Over the long term, the delivery of infrastructure will support the designation of a new Opportunity Area at Bell Green and Lower Sydenham in the London Plan.
- f. ~~Proactively seeking to make~~ Making the best use of land and space ~~by,~~ and prioritising the redevelopment of brownfield land ~~of low or negligible ecological value~~ for new housing and workspace, ~~along with optimising the~~

Commented [NE32]: Respond to consultation – caveat on brownfield land for consistency with national policy/guidance

development of strategic sites and other smaller sites across the Borough, including through their and enabling the sensitive intensification of established residential neighbourhoods and commercial areas, including through the development of small sites;

- g. ~~Requiring Ensuring~~ all new development ~~proposals to be follow delivered through the design-led approach to make the optimal use of land, and informed by an understanding of~~ respond positively to local area character distinctiveness (including the historic, cultural, natural and built environment), ~~to enhance local distinctiveness, and to help~~ to secure inclusive, safe, liveable, walkable ~~and~~ healthy ~~and safe communities that are inclusive to all neighbourhoods;~~

- h. Protecting, enhancing and connecting Lewisham's network of green infrastructure (including trees, parks and open spaces, water spaces and biodiversity), as well as improving the population's access to it ~~through by~~ walking and cycling; ~~as an integral component of Good Growth along with~~

- ~~h.i. Ensuring that~~ a strategic and coordinated approach is taken by the Council and its partners to all new development responds to the climate emergency, ~~with and requiring new development to integrate~~ measures for climate change adaptation and mitigation.

Explanation

3.21. This policy is the overarching strategic policy for the Local Plan and is the starting point for achieving the Vision for Lewisham ~~and responding to the plan's strategic objectives~~. It sets out the spatial strategy for the Borough, ~~which This~~ is the land use and planning framework for the Council and its partners to manage growth and development, as well as to guide new investment ~~over the next 20 years up to 2040. The spatial strategy directly addresses the Local Plan objectives, including the overall objective of 'An Open Lewisham as part of an Open London'. The policy provides a key link between the Local Plan and the London Plan. It will help to ensure that Good Growth is delivered in a way that responds to Lewisham's distinctiveness.~~

3.22. This policy is also the platform for the remainder of the Local Plan. All of the other plan policies emanate from this principal policy and provide further details and guidance to assist with its implementation. It is an important reference point for all future planning proposals and establishes the strategic land use priorities that new developments will be expected to engage with.

3.23. Finally, the policy helps to address the 'Good Growth' policies set out in the draft London Plan. Lewisham has an important role to play in helping to deliver the London Mayor's vision for the Capital. London's future prosperity is very much dependent on coordinated planning of infrastructure and development. This requires Lewisham Council and other local authorities, along with key stakeholders, to work together to realise sustainable and equitable growth both within and across their administrative boundaries. The policy establishes a critical link between the Local Plan and the London Plan. It helps to ensure that

Commented [NE33]: Respond to consultation – making the optimal use of land should be signposted in strategic policy, for consistency with the London Plan

Commented [NE34]: Respond to consultation – emphasis that design-led approach used to respond positively to local distinctiveness (rather than enhance it)

Commented [NE35]: Respond to consultation – stronger strategic approach to climate change in OL1

Commented [NE36]: Policy supporting text amended throughout to include factual updates and make more concise

Lewisham's growth is managed in line with the spatial development strategy for the region.

Realising Opportunity Areas objectives

3.7. The London Plan identifies two Opportunity Areas within Lewisham. These are the New Cross/Lewisham/Catford corridor and the area at Deptford Creek/Greenwich Riverside. Opportunity Areas are "significant locations with development capacity to accommodate new housing, commercial development and infrastructure (of all types), linked to existing or potential improvements in public transport connectivity and capacity"⁵⁰. The London Plan requires the Local Plan to set a strategy for facilitating growth and regeneration within these areas and maximising their development potential. ~~that have significant potential to accommodate new investment along with growth in homes and jobs. These are also areas where neighbourhoods, businesses and local residents stand to benefit from focussed regeneration and urban renewal, particularly where deprivation is experienced. These benefits will be realised through the delivery of more healthy and liveable neighbourhoods. This includes more genuinely affordable homes, new workspace, high quality community facilities and transport infrastructure, along with public realm and environmental improvements. The Opportunity Areas comprise the New Cross / Lewisham / Catford corridor and the area at Deptford Creek / Greenwich Riverside.~~

~~3.24.3.8.~~ In recent years there has been a significant amount of new development and investment within Lewisham's Opportunity Areas ~~them~~ in these areas, which has been steered by the local planning framework. A number of strategic large development brownfield sites have now been delivered/redeveloped or are expected to come forward soon, with planning consent granted and/or construction started. These new developments have already delivered, or are committed to provide. ~~The areas have also benefited from the delivery of many more new homes including affordable housing, modern workspace and community facilities, or along with new and improved transport infrastructure, open space and other public realm enhancements, and community facilities.~~

~~We will continue to seek to deliver the objectives for the Opportunity Areas through the Local Plan, working with the Greater London Authority and other key stakeholders alongside development industry partners and local communities. Additional guidance has been prepared to identify future priorities and opportunities for development and area improvements, including the New Cross Area Framework and the Catford Town Centre Masterplan. The Local Plan reflects this guidance through the spatial strategy and other policies. All future development proposals will be expected to positively engage with the Local Plan and its associated guidance to ensure the Opportunity Areas fully realise their potential, whilst taking account of local area requirements.~~

3.9. There remain significant opportunities for growth and regeneration within the New Cross/Lewisham/Catford Opportunity Area. New development will be facilitated through the consolidation and intensification of underused and vacant industrial

⁵⁰ London Plan (2021), paragraph 2.2.1.

sites, the revitalisation and renewal of larger town centres, particularly Lewisham and Catford Major Centres, and the intensification of land along key movement corridors such as the A21 and A2 Growth Corridors. Growth and regeneration will be aided by the delivery of new and improved transport infrastructure, which will help to unlock the development potential of sites. This includes the arrival of the Bakerloo line extension at New Cross Gate linking to Lewisham town centre with a modernised station interchange. The re-routing of the South Circular (A205) at Catford will enable the regeneration and transformation of the Major Centre. The Council has prepared guidance documents for the Opportunity Area which have both informed the Local Plan and will support its implementation. These include the New Cross Area Framework, A21 Development Framework, Catford Town Centre Framework and the Surrey Canal Triangle SPD.

3-25-3.10. The Deptford Creek/Greenwich Riverside Opportunity Area will also be a focus for growth and regeneration, building on the area's distinctive character and strong relationship with the waterway network. New development will be facilitated mainly through the consolidation and intensification of employment sites. This will enable the delivery of new employment-led, mixed use development and transformational public realm enhancements. The scale of growth and design of development will be carefully managed in order to ensure the area's maritime and industrial heritage is preserved, enhanced and better revealed. The wider area benefits from the presence of world renowned educational and cultural institutions, which will provide a focus for community activity with linkages to the Deptford Creekside and New Cross Cultural Quarters as well as the historic High Streets of Deptford and New Cross.

Commented [NE37]: Respond to consultation – further details about managing growth in Opportunity Areas

Tackling deprivation and ensuring equality of opportunity

3-26-3.11. It is vitally important that everyone is able to enjoy a good quality of life in Lewisham irrespective of their background, age or ability. We are committed to ensuring that local residents and others are able to benefit from excellent access to high quality and genuinely affordable housing, education and training, and job opportunities, as well as a wide range of community facilities such as parks and health services. Whilst there are many prosperous neighbourhoods in Lewisham there are some localities where access to social and economic opportunities is more limited, and where the environmental, social and economic barriers adversely affect peoples' lives. Impacts of inequality and causes of deprivation are concentrated. Some of these localities are within the 20 per cent most deprived in the country, including in Lewisham's southern neighbourhoods. The Local Plan seeks to tackle deprivation sets a proactive strategy to by coordinate and direct coordinating new investment to within these areas. It also highlights for our stakeholders and delivery partners the need for targeted interventions to tackle address the specific causes of deprivation and to ensure equality of opportunity inequality. This includes investment in the built and natural environment and supporting as well as programmes for education, training, health and social care. Deprivation is most prevalent in Opportunity Areas, as well as the Strategic Area for Regeneration and Regeneration Nodes, whether linked to capital or revenue funding. Further details on the strategic approaches to tackle deprivation through the Local Plan are set out in Part Three.

~~A vibrant and diverse, multi-centred borough~~ Thriving and resilient town centres

~~3.27.3.12.~~ The Local Plan seeks to ~~promote ensure that~~ Lewisham ~~as a multi-centred, or polycentric, Borough. This is one that is defined by features~~ a well-connected network of ~~complementary, thriving and resilient town centres which act as hubs both serving and linking local communities.~~ ~~The spatial strategy directs new development to town centres and their surrounds. It supports the '15-minute neighbourhood' concept, where centres provide people with most of their needs within a short walk or cycle journey from their home.~~ This pattern of development is advocated to facilitate and better balance growth as well as to redress the distribution of investment locally, ultimately, to ~~promote and improve make neighbourhoods more sustainable and ensure~~ equality of opportunity across Lewisham.

Commented [NE38]: Respond to public consultation – recognition that plan and spatial strategy is supporting '15-minute' neighbourhood concept

~~3.28.3.13.~~ ~~This policy seeks to direct new development to the Borough's town and local centres and their immediate surroundings, especially the major and district centres. These are locations that already~~ ~~The Borough's town centres benefit from. tend to have higher levels of public transport accessibility and transport interchanges, Public Transport Access Levels along with a core concentration of services and community facilities, making them well-placed to accommodate more people and activities. New development can support town centre vitality particularly where larger schemes deliver public realm and townscape improvements. Furthermore, there are also opportunities to secure the long-term viability of these town centres through the introduction of a wider range of uses, including housing, workspace, cultural uses and community facilities. The Local Plan seeks to optimise the use of land available in and around town centres. This includes diversifying and intensifying uses within them whilst ensuring that the scale of development is commensurate with, and helps to reinforce, a centre's role and function.~~

~~3.29.3.14.~~ ~~For this approach to be successful. It~~ it is imperative that town centres complement and support but do not compete with one another. Therefore, the Local Plan seeks to build on the unique attributes, character and function of each of the Borough's town and local centres. As these centres will be key focal points for ~~growth and new development and investment~~ they are expected to evolve over time, responding to the challenges facing our high streets and becoming even more liveable, vibrant and resilient places. ~~Further details about the character and role of Lewisham's town and local centres, along with parameters for development within and around town them, are set out in Part 2 and Part 3 of the Local Plan.~~

~~3.30.~~ ~~There are key opportunities at the major town centres of Lewisham and Catford, both of which are located within the Opportunity Area. The London Plan indicates that Lewisham major centre has the potential to be designated as a metropolitan centre in the future. This is owing to its growing influence in the wider sub-region as a transport interchange as well as a significant hub of commercial and community activities. We will seek to facilitate development in such a way as to position the centre to secure this metropolitan centre status within the plan period.~~

~~3.31.~~ ~~We will also seek to deliver the comprehensive regeneration of Catford major centre as a strategic priority. Catford will continue to play an important complementary role to Lewisham as the principal civic centre in the Borough,~~

supported by its unique cultural offer along with opportunities to deliver additional housing, commercial floorspace and transformational public realm improvements. We have prepared the Catford Town Centre Masterplan to set a future framework and implementation programme for the centre, which should be considered alongside the Local Plan.

- 3.32. Elsewhere, the Borough's district centres will be the focus for growth, renewal and sensitively managed change, aided by investment in strategic infrastructure and other area improvements. This includes the district town centres of New Cross, Deptford, Downham, Lee Green, Forest Hill and Sydenham. Local Centres will also be required to play an integral role in supporting Lewisham's linked network of centres.

Connecting communities: corridors for movement and improvement Growth Corridors

- 3.33.3.15. To achieve a successful multi-centred Borough it is vital that there are legible, The delivery of Good Growth will require that people are enabled to live car-free lifestyles and travel mainly by walking, cycling and public transport. To make this happen Lewisham will need to be supported by an excellent public transport system along with a network of high quality, safe and efficient walking routes and cycleways. Good connections both to and between town centres, parks and green spaces and residential neighbourhoods are integral to liveable neighbourhoods. Crucially, such routes must support sustainable modes of movement by giving priority to walking, cycling and the use of public transport. Also, the future prospects and long-term viability of Lewisham's town centres and other employment locations will rely heavily on their capability to be accessed safely and easily by all residents, workers and visitors. Also, with a well-connected town centre network, individual centres will be better placed to sustain or evolve their specific roles as the population is enabled to use them with more regularity.

- 3.34.3.16. The London Plan The Opportunity Areas define a central growth corridor in Lewisham, which This covers a large area to the north of the Borough Deptford and extends southward taking in the town centres at New Cross, Lewisham and Catford. This corridor features a principal road network, centred on the The A21 corridor road (Lewisham High Street, Rushey Green and Bromley Road) is the principal north-south route within this corridor. Elsewhere there are several strategic major roads linking town centres and neighbourhoods both within and beyond the Borough boundary. These roads include: the A20 (an historic east-west route from central London to Kent and the south east); the A205 South Circular (an orbital route from Woolwich to Chiswick, traversing Lee, Catford and Forest Hill); and the A212 (which links the South Circular to Croydon). It is acknowledged that some Growth Corridors include Conservation Areas and other heritage assets, or fall within their setting, and therefore growth will need to be carefully managed in a way that responds positively to local historic character.

- 3.35. At present these strategic roads prioritise vehicular flows, or their 'link' function above any 'place' function and potential contribution they may make to the quality of the neighbourhoods and centres they connect with and move through. In addition, the particular qualities of the strategic roads (such as their width and

Commented [NE39]: Repetition – covered elsewhere in plan

Commented [NE40]: Respond to consultation – reflect on the need to carefully manage growth where heritage assets concerned

environmental quality) means that they possess their own spatial character as 'corridors' and can therefore appear incongruous with the areas they traverse. There is an opportunity for greater intensification along strategic routes, where development responds to the status of the road and its greater degree of connectivity. Furthermore, the quality and functionality of these corridors can be improved through development delivering on the Healthy Streets principles – by give priority to movement by walking and cycling, as well as addressing vehicular dominance and reducing vehicle speeds. These principles are covered elsewhere in the plan, including Policy TR3 (Healthy streets as part of healthy neighbourhoods).

Commented [NE41]: Rephrased in paragraph below for clarity

3.17. These main roads currently prioritise vehicular movement. They are car-dominated, often suffer from congestion and adversely impact on local amenity, for example, by contributing to noise and air pollution. The major roads and their surrounds can be transformed into safer, healthier and more attractive places by using the Healthy Streets Approach. To achieve this it will be necessary to rebalance the 'link' function of the roads, giving priority to movement by foot, cycle and public transport, and also enhancing their 'place' qualities. Investment within the growth corridors will be necessary deliver Healthy Streets. The Local Plan therefore directs new development along the main roads and supports the intensification of sites along them. Part 3 of the Local Plan includes site allocations where new development will be required to deliver public realm and other area enhancements. The A21 Development Framework and New Cross Area Framework will support the implementation of this policy.

Strategic infrastructure: the catalyst for growth and investment
Securing infrastructure to support our neighbourhoods and communities

3.36-3.18. In order to achieve the objective of an Open Lewisham, it is imperative that all residents are everyone in Lewisham is able to share in the opportunities and benefits that growth and regeneration bring. We will thereforeThe Council will continue to work with its key stakeholders and development industry partners to deliver the essential infrastructure needed to support and enhance our Lewisham's neighbourhoods and communities need. We have prepared an Infrastructure Delivery Plan (IDP) which will be used to inform planning and investment decisions. This will help us to secure infrastructure where and when it is needed. Further details are set out in Part 4 of the Local Plan. In addition, we will lobby for and seek to secure strategic infrastructure of the type that can act as a catalyst for growth and investment, and which can help the Borough to fully realise its development potential.

3.37-3.19. There are localities in the Borough, particularly where deprivation is experienced, which could benefit from the investment associated with new development. However opportunities are constrained owing to the lack of infrastructure provision, particularly transport infrastructure. Despite being an inner-London borough some parts of Lewisham are poorly served by public transport. This is a key factor influencing the deprivation experienced by people in the Borough. We have prepared "A Vision for Rail"⁵¹ that which sets out our priorities to

⁵¹ Lewisham Council - A Vision for Rail (2017)

address identified gaps in such transport provision, and to ensure Lewisham is able to appropriately support London's growth. Of key significance is the Bakerloo line extension, which is supported by the draft London Plan. It is proposed that this Underground line is extended from Elephant and Castle to Lewisham via Old Kent Road and New Cross Gate. This would enable a further extension beyond Lewisham town centre, potentially bringing the Bakerloo Line to Hayes over the long term, with stations at Ladywell, Catford and Lower Sydenham.

3.20. The London Plan commits to extend the Bakerloo line extension on the Underground (tube) from Elephant and Castle to Lewisham via Old Kent Road and New Cross Gate. This would enable a potential further southward extension beyond Lewisham, although the route selection for the second phase of the BLE remains at an early stage and is subject to further development and public consultation by Transport for London. On 1st March 2021 the Secretary of State for Transport issued safeguarding Directions for the Bakerloo line extension (BLE).⁵²

3.21. The BLE is essential to supporting Opportunity Area objectives and providing London's growth, and will help to the necessary transport infrastructure to facilitate a significant uplift in the delivery of many more new homes and jobs in the New Cross/Lewisham/Catford corridor Opportunity Area. Furthermore, the potential future extension of the Bakerloo line to the southern part of the Borough is imperative to enable transformative transformational investment and managed change growth in the. In particular, the Bell Green and Lower Sydenham area and ensure the capacity of sites is optimised, is poised to benefit from such focused investment. This area currently exhibits some of the highest levels of deprivation locally, and within the highest 20% deprived nationally, and suffers from low levels of public transport accessibility. However, it also features a number of large sites offering significant development potential if brought forward in a strategically coordinated way. The Council envisages a future London Plan Opportunity Area is envisaged for this part of the Borough here, linked to the BLE, and we will continue to work with the Mayor of London on planning for this part of the Borough. The spatial strategy is set with the intent of facilitating investment as a catalyst for growth, to help realise long-term objectives for a more equitable distribution of development and opportunities across the Borough. The Local Plan sets a framework to secure the delivery of the BLE and to maximise its potential in supporting Good Growth and generating new inward investment. However, as full funding for the project has not yet been secured a pragmatic approach is necessary. The spatial strategy is therefore not dependent on the BLE and can be achieved in its absence. At the same time, the Local Plan policies provide flexibility to respond to the phased delivery of the BLE over the medium to long-term.

Making the best use of land and space

3.22. Lewisham will continue to play a role in accommodating London's future growth. Whilst growth will bring many opportunities and new investment it will also

Commented [NE42]: Incorporated into paragraph below

Commented [NE43]: Public consultation – clarification points added regarding commitments, safeguarding and phasing of the BLE

Commented [NE44]: Respond to consultation – reflect that transformational investment not contingent on BLE but will help to ensure capacity of sites is optimised

Commented [NE45]: Respond to consultation – clarity required on approach to spatial strategy, and relationship with the BLE

⁵² The Direction relates to the extension proposed to be constructed to the Bakerloo line to Lewisham via Old Kent Road and New Cross Gate. It should be referred for further information on the extent of Areas of 'Surface Interest' and 'Areas of Subsurface Interest'.

lead to increasing and competing pressure on the use of land. In response to this situation, the Local Plan sets a framework to help ensure that the best use is made of the Borough's limited supply of land and space. The spatial strategy directs higher density and mixed-use development to well-connected locations and other areas where new investment will support regeneration. It is complemented by the Part 2 policies which set requirements to ensure that new development is designed to a high quality standard and makes the optimal use of land. For example, by making provision for the co-location of uses or designing buildings and spaces which are adaptable to the needs of different activities and users.

3.40. Making the best use of land will mean that land is used more efficiently and flexibly. This includes well-integrated, higher density and mixed-use development in appropriate locations. These locations are principally Lewisham's Opportunity Areas and town centres along with the strategic corridors for movement that connect these places. As well, a more intensive use of employment land and sites will be necessary to meet future needs for workspace and job opportunities.

3.41. Making the best use of land will also mean that land and space is used more effectively. This can be achieved through the shared use or co-location of facilities to better meet the needs of the people and groups who use them. A more effective use of land can also occur where buildings and spaces are designed to be adaptable to different users and offer opportunities for use at different times of the daytime, evening and week. The introduction of car-free or car-capped developments in highly accessible locations, such as town centres, together with high quality public realm can also provide for a more effective use of land.

3.42. Where appropriately located, higher density and mixed-use developments that respond positively to and enhance the character of the Borough's town centres and neighbourhoods will be supported. This is to help secure their long-term vitality and viability by enabling a complementary cluster, or agglomeration, of uses to develop. A critical mass of people and activities is needed to both generate and support investment, such as for community facilities, public realm enhancements and other area improvements.

3.43.3.23. This The policy seeks spatial strategy prioritises the redevelopment of brownfield land, or previously developed land, as a priority of low or negligible ecological value. This will ensure that Lewisham's green and open spaces are protected and opportunities are taken to enhance the ecological value of brownfield sites. The Part 3 of the Local Plan includes a number of strategic site allocations policies where requirements have been set to ensure that the optimal best use of land and optimal capacity of sites is realised. These allocations are largely set mainly located within the Opportunity Areas, Growth Nodes, Regeneration Nodes, town centres and along strategic movement corridors, where we will seek to focus development. Further details are set out in Part Three of this document dealing with Lewisham's character areas. Elsewhere, the sensitive intensification of established residential neighbourhoods and commercial areas will be supported. This will be enabled by mainly by the redevelopment of small sites.

Celebrating Lewisham's diversity and enhancing its distinctiveness

Commented [NE46]: Repetition – covered elsewhere in plan

Commented [NE47]: Amended for consistency with Key Diagram

3.44. Lewisham comprises many neighbourhoods and places, all of which have distinctive features. The historic, cultural, natural and built environment contributes significantly to shaping local character. It also influences how people experience the Borough and informs their sense of place and identity.

Commented [NE48]: Repetition – covered elsewhere in plan

3.45-3.24. We recognise that good design is integral to good planning. The Local Plan therefore sets a clear framework for improving the quality of places, and requires all proposals for new development to be delivered through a design-led approach. This means that new development must be based on an understanding of the site context and respond positively to the Borough's local distinctiveness. The use of the design-led approach will help to ensure that those the unique and valued features of our communities-neighbourhoods remain at the heart of the spatial strategy, and are fully considered in planning decisions.

3.46-3.25. Lewisham has been shaped by its historical development. It will continue to evolve in the context of London's growth and new technological advances. However, R, respecting local character and accommodating change-growth should not be seen as mutually exclusive. New development must help to reinforce the special characteristics of the Borough. At the same time, it should assist in repairing and re-shaping those elements of the built environment that could make a more positive contribution to the visual quality and liveability of our neighbourhoods. The Lewisham Characterisation Study (2019) has been prepared by the Council in collaboration with the local community, and assists in setting out some of the defining features of the Borough. The study has been used to inform the Local Plan approach for integrated place making, including the planning priorities for Lewisham's neighbourhoods and areas. Part Three of the Local Plan sets out further details in this respect.

Commented [NE49]: Repetition – covered elsewhere in plan

A greener, more resilient borough

3.47-3.26. The Council takes seriously its responsibility to is committed to promoting and securing sustainable development, as evidenced by our declaration of a We have declared a climate emergency and commitment to prepared an Climate Emergency Action Plan which will work in tandem with the Local Plan.⁵³ Sustainable development means development that meets the needs of the present without compromising the ability of future generations to meet their own needs.⁵⁴ Environmental stewardship is an integral part of this. London's natural assets are an irreplaceable resource and need to be preserved-conserved and protected. However, they are coming under increasing pressure from human activity, including that which is contributing to global climate change.

3.48-3.27. The Local Plan sets a framework for managing Good Growth and change with environmental considerations fully integrated into the planning and development process. It sets out our approach to protecting and enhancing the local network of green infrastructure, parks and open spaces, and the water environment-and biodiversity. As well, it provides the local land-use strategy for mitigating the Borough's impact on global climate change, whilst ensuring local

⁵³ Lewisham's Climate Emergency Action Plan (March, 2020).

⁵⁴ The Bruntland Report - Resolution 42/187 of the General Assembly of the United Nations

neighbourhoods are [made more resilient and](#) well placed to adapt to the consequences of it. [Part 2 and Part 3 of the Local Plan set out further detailed requirements for new developments.](#)

3.49. [The spatial strategy responds to the climate emergency by seeking a more compact and efficient urban structure, one with a well-linked network of places and finer integration of land uses and activities. It does not necessitate that development is directed to greenfield sites, ensuring that our green spaces along with the biodiversity and habitats within them are protected. It also enables opportunities to decrease carbon emissions, such as by reducing reliance on automobiles and the need to travel long distances, as well as enabling the conglomeration of uses to support district heating and other sustainable energy options. These are just a few of the benefits offered by the approach.](#)

[Furthermore, as detailed elsewhere in the plan, all development proposals will be expected to demonstrate through the design-led approach how they will contribute to protecting and enhancing the environment, delivering net gains in biodiversity and green infrastructure wherever possible, whilst also providing for safe, healthy and resilient communities.](#)

Commented [NE50]: Repetition – covered elsewhere in plan

Part Two:

Managing development

4 Managing development

4.1. Part Two of the Local Plan forms a key part of our approach to managing new development across the Borough. It includes policies that will help to facilitate the delivery of Good Growth whilst ensuring Lewisham's distinctiveness is recognised, celebrated and enhanced. The following section sets out planning policies across a range of ~~of~~-topic areas that all new development proposals will be required to comply with.

~~4.2.~~ It is important that the following Part Two policies below are not considered in isolation of other elements of the Local Plan, which must be read as whole. All development proposals should address how they will contribute to the achievement of the Local Plan's strategic objectives and the spatial strategy for the Borough, as set out in Part One, and further support the priorities for Lewisham's neighbourhoods and places included in Part Three.

5 High quality design

~~What you've told us~~

~~The character and identity of Lewisham's neighbourhoods is highly valued.~~

~~There are mixed views about whether:~~

- ~~Some new developments are harmful to local character~~
- ~~High rise buildings and tower blocks should be allowed~~

~~People would like to see:~~

- ~~Stronger protection for the cultural and natural environment~~
- ~~Safer and attractive public spaces~~
- ~~Guidelines for smaller developments, such as basements and extensions~~

~~What we've learned~~

~~Lewisham has a distinctive character and identity~~

- ~~The development of Lewisham over time has shaped the character and identity of our neighbourhoods and communities today.~~

~~Key parts of the borough's character are~~

- ~~Natural features, such as green spaces and rivers~~
- ~~Town centres~~
- ~~Residential areas~~
- ~~Views (some of which lead to landmarks, such as the view from Blackheath to St Paul's Cathedral)~~

~~Diversity shapes experiences~~

Lewisham is home to people of many backgrounds, ages and abilities who use and experience buildings and spaces differently.

Main Issues

Local character

Lewisham's growth must be carefully managed so local character is enhanced and not harmed.

Density

To meet pressing needs for new homes and jobs it will be necessary to build to higher densities in some places, including with taller buildings.

Inclusive places

To create more inclusive places, buildings and spaces must be easy to access and use for people of all ages and abilities and at different stages of life.

We're proposing to...

Ensure growth is character-led

- Require new development to contribute positively to local character
- Identify and protect important views, vistas and landmarks
- Encourage developers to consult with communities when designing schemes and to treat proposals more favourably when this is done effectively

Promote inclusive and liveable neighbourhoods

- Create safe and attractive public spaces that are accessible to all
- Use London Plan standards for new housing, including indoor living and outdoor amenity space
- Ensure development avoids and mitigates harm to the environment, and does not pose a risk to public health and safety

Make the best use of land

- Ensure the density and mix of new development is right for its location.
- Identify places where tall buildings may be appropriate, and only allow them if they meet our high design standards.

We've also considered

- Setting density standards for new developments in different areas or locations
- Setting limits on the height of tall buildings

Commented [NE51]: Not required for Regulation 19 plan

QD 1 Delivering high quality design in Lewisham

Using the design-led approach

- A. ~~All new~~ development proposals must follow a design-led approach to contribute to delivering high quality, inclusive, safe, healthy, liveable and sustainable neighbourhoods in Lewisham. This requires the consideration of design options at the early stage of the development process informed by an understanding of the site and its local context, including through effective engagement with the local community. These design options should then be used to determine the most appropriate form of development that responds positively to the local context, along with the optimal use of land to support the delivery of the spatial strategy for the Borough.

Commented [NE52]: Respond to consultation – clarification that design-led approach must address both site and its wider local context

Distinctive and valued places

- B. ~~Lewisham is a diverse Borough comprising many neighbourhoods with distinctive identities and characteristics. All~~ development proposals must demonstrate an understanding of the site context and respond positively to Lewisham's local distinctiveness by providing for ~~by delivering~~ buildings, spaces and places that reinforce and enhance local character. This includes the special and distinctive visual, historical, environmental, social and functional qualities of places that contribute to local character, identity, sense of community and belonging. as well as promote inclusive neighbourhoods and communities.
- C. ~~Development proposals will be supported where they reinforce and enhance the special and distinctive visual, historical, environmental, social and functional qualities of buildings, spaces and places that positively contribute towards local identity, character and sense of community.~~

Commented [NE53]: Amended to make more concise – this point is reflected throughout the plan

- ~~D-C.~~ To successfully respond to local distinctiveness development proposals should must be designed to address:
- Natural features including trees, landscape, topography, open spaces and waterways;
 - The prevailing or emerging form of development (including urban grain, building typology, morphology and the hierarchy of streets, routes and other spaces);
 - The proportion of development (including height, scale, mass and bulk) both within the site, in the its immediate vicinity of the site and the surrounding area;
 - Building lines along with the orientation of and spacing between buildings;
 - Strategic and local views, vistas and landmarks;
 - Townscape features;
 - The significance of heritage assets and their setting; and
 - Architectural styles, detailing and materials that contribute to local character;
 - and
 - Cultural assets.

Commented [NE54]: Incorporated into B above.

Commented [NE55]: Respond to consultation – more emphasis on cultural assets in decision making

Places for people

~~E.D.~~ ~~All new d~~ Development ~~proposals should must~~ put people at the centre of the design-led approach, ensuring buildings and spaces are welcoming, inclusive, safe and accessible to ~~all people of all backgrounds, ages and abilities. Proposals should~~ Development should be designed and built to a human scale by responding to the ways in which ~~demonstrate an understanding of how~~ people move through, engage with and experience their surroundings, ~~and respond positively to this by delivering healthy, liveable and walkable neighbourhoods.~~

Commented [NE56]: Respond to consultation – request for 'human scale' be a design criteria

~~F.E.~~ Development proposals ~~will be supported where they help to~~ must be designed to facilitate good physical and mental health, ~~and contribute to support~~ the wellbeing of the population and foster community cohesion by providing:-

~~G.~~ ~~To support health and wellbeing of the population, and to create inclusive environments that help to foster community cohesion, new development must be designed to ensure:~~

Commented [NE57]: Incorporated in E above

a. Buildings and spaces that are inclusive, intuitive to use, comfortable, safe and secure;

~~a.b.~~ ~~A high quality public realm that maintains and wherever possible enhances access to green and open spaces;~~

b. ~~Delivery of a high quality and effectively managed public realm that both encourages and enables convenient movement by walking and cycling, including by:~~

i. ~~Responding to people's movement patterns and desire lines in an area;~~

ii. ~~Integrating wide pavements and/or widening pavements where these already exist;~~

iii. ~~Making provision for cycle parking infrastructure and bus stops within the public realm; and~~

iv. ~~Reducing vehicular dominance and speeds.~~

c. Positive and active frontages that generate visual interest and which have a positive interface well relationship with the public realm, particularly at the street-level;

Commented [NE58]: These policy criteria have been moved to QD3 Public Realm.

d. ~~Provision of W~~ well-integrated, dedicated space and equipment for relaxation, social interaction and physical activity, including where appropriate space for play and informal recreation; and

e. A high standard of amenity ~~is provided, with development that prevents and/or mitigates impacts of noise, vibration, poor air quality and addresses other environmental impacts, such as daylight and sunlight.~~

Commented [NE59]: Repetition – addressed by Amenity and Agent of Change policy

Well-functioning and resilient places

~~H.F.~~ ~~The form and layout of development should be designed to~~ Development proposals must be well-integrated within their neighbourhood. They must provide ~~secure~~ a positive and coherent ~~and appropriate functional~~ relationship with all land uses ~~and spaces within the site and its surroundings, also taking into account the~~

needs of the users of the development. Proposals should have particular regard to:

- a. ~~The integration of the development within the site and the wider locality, particularly to secure a positive relationship with neighbouring properties and land uses;~~
- a. The compatibility of land-uses and activities within and surrounding the development;
- b. The need to ensure that ~~sites and~~ neighbourhoods are ~~legible and~~ well-connected; ~~both and for development to encourage~~ encouraging and enabling movement by walking, cycling and the use of public transport; and
- c. The efficient servicing and effective management of buildings and the public realm, including for delivery and servicing vehicles.

Commented [NE60]: Amended for clarity and to aid policy implementation

Commented [NE61]: Respond to public consultation – design to not only enable but ‘encourage’ sustainable modes of transport

~~I.G. In order to contribute to well-functioning neighbourhoods and places, new~~ Development must be appropriately supported by infrastructure ~~(including transport, community and green infrastructure).~~ Development pProposals will be expected to consider, and be linked to, the provision of future planned levels of infrastructure along with the timing of the delivery of this infrastructure. Where there is insufficient capacity of existing infrastructure to support a development proposal, applicants will be required to work with infrastructure providers to ensure sufficient capacity will exist at the appropriate time, including through the phasing of development.

~~J.H. Development proposals must be designed to assist in mitigating climate change and also integrate adaptation measures to make neighbourhoods and properties more resilient to its impacts, including by maximising opportunities for urban greening through adaption measures with reference to other Local Plan policies. Proposals should be designed and constructed to deliver net gains in biodiversity and achieve high sustainability standards, including by seeking to maximise opportunities for urban greening, having regard to the Local Plan Sections 10 (Green infrastructure) and 11 (Sustainable design and infrastructure).~~

Commented [NE62]: Repetition - covered elsewhere in plan

Delivering high quality development

~~K.I. Development proposals must submit include a Design and Access Statement to demonstrate how they have followed the design-led approach has been applied to deliver high quality development in accordance with (A-J) above.~~

~~L.J. Development proposals will be expected to have regard to and address:~~

- a. Supplementary Planning Documents and Guidance published by the Council and the Mayor of London respectively, along with other good practice guidance;
- b. Feedback from the Council including through its Pre-application Advice Service and where appropriate, Lewisham’s independent Design Review Panel.

~~M.K. Applicants should work closely with local communities and others likely to be affected by new development to understand the local and distinctive context of the site, as well as to consider design options that respond positively to this context.~~

Development proposals that can demonstrate early, proactive, inclusive and effective engagement with the local community and other key stakeholders will be considered more favourably than those that cannot.

Explanation

- 5.1. ~~The Local Plan sets out an ambitious framework to facilitate and coordinate significant new investment in the Borough, as well as to deliver Good Growth that benefits our neighbourhoods and communities of people.~~ To realise the Vision for Lewisham ~~and~~ and achieve ~~address~~ the Local Plan's strategic objectives, it is imperative that all new development ~~delivered is~~ high-designed, built and managed to a high quality ~~development standard.~~ ~~This policy advocates that a design-led approach is used to in order to ensure that development successfully responds to its local context, using the design-led approach. The need for this approach is a common thread that runs throughout the remainder of the Local Plan policies.~~
- 5.2. ~~All proposals must clearly demonstrate that t~~he design-led approach ~~has been used to inform the development. This~~ requires that, from the very start of the planning and design process, careful consideration is given to the distinctive features of Lewisham's neighbourhoods, buildings and other spaces that shape local character and ~~positively~~ contribute positively to people's sense of place ~~and belonging.~~ It also requires new development to respond to the ways in which people use and experience buildings and spaces, along with the impacts the built environment has on the health and wellbeing of the population. Finally, the design-led approach requires ~~that proposals address the need for~~ development to function effectively, both on its own and in relation to the buildings and spaces around it. ~~Regardless of the nature or scale of development, all proposals must use this approach to ensure beneficial outcomes for Lewisham's people and places, as well as the natural environment and wider global climate.~~
- 5.3. The design-led approach must begin with an understanding of the development site's local context. This ~~context~~ includes the distinctive character of the site along with ~~and~~ its wider setting, ~~including the neighbourhood within which it is situated.~~ The Lewisham Characterisation Study (2019) has ~~been prepared to help inform~~ the preparation of the Local Plan and ~~to will~~ support its implementation. It should be referred to as a useful starting point for ~~considering~~ development proposals, ~~and will assist in as it providing provides~~ insight into the key features of the Borough's historical, built and natural environment. This is only one point of reference, however, and proposals will be expected to demonstrate a comprehensive understanding of the site context and clearly articulate how the development has been designed to respond positively to this ~~in a positive way.~~ ~~Part 3 of the Local Plan sets out strategic priorities and policies for the Lewisham's character areas. It has been prepared to help guide development and ensure it is fundamentally place-responsive, by being designed to address and enhance the distinctive qualities of Lewisham's neighbourhoods and the diversity of local communities. This includes consideration of the evolving character of an area and opportunities to carefully manage change in a way that supports Good Growth.~~ Development proposals should therefore address their relationship to the spatial strategy, site allocations

Commented [NE63]: The policy supporting text has been amended throughout to make more concise

Commented [NE64]: Respond to consultation – recognise that local character can evolve over time, and that development should respond to this

and where relevant, development which has been consented but not yet unimplemented.

- 5.4. The successful delivery of the spatial strategy will require that proposals-new developments optimise the capacity of sites. There is a need to accommodate a significant amount of growth within the Borough over the plan period, which must be. This growth needs to be carefully managed in order to ensure the delivery of inclusive, healthy and liveable neighbourhoods that are well supported by infrastructure. The design-led approach is integral to ensuring that the optimal capacity of development sites is realised are developed to an optimum capacity that is responsive to the site's context and the supporting infrastructure available or planned to be delivered. Further details are set out in Policy QD6 (Optimising site capacity).

Delivering high quality development

- 5.5. We will publish a package of supplementary planning documents and other guidance to support implementation of the Local Plan, and to ensure clarity in our expectations for new development. This includes planning guidance for key areas and strategic sites, management of the historic environment, specific design matters and planning obligations. Key guidance documents are signposted throughout the Local Plan. This. They local guidance should be read in conjunction with the suite of London Plan Supplementary Pplanning Guidance and other sources of good practice guidance, where appropriate, including the Government's National Design Guide and that published by Historic England. Applicants are strongly advised to refer to the Council's planning website for the latest available information on Lewisham's adopted and emerging guidance. Proposals will be expected to have regard to and positively engage with these documents, which will be a material consideration in planning decisions.

Commented [NE65]: Respond to consultation – reference to National Design Guide should be included

- 5.6. We will work positively and proactively with development industry partners and other key stakeholder to secure the delivery of high quality design in Lewisham. Applicants are encouraged to engage with the Council at the early stages in the planning and design process. This will help to ensure that development proposals are appropriate for their location, respond positively to the local context and contribute to the delivery of the spatial strategy for the Borough. Through early engagement we will also endeavour to assist applicants with identifying potential funding opportunities available to boost the delivery of genuinely affordable housing on new development schemes, as set out in Policy HO3 (Genuinely affordable housing).

Commented [NE66]: Repetition - covered in Part 5 Delivery and Monitoring.

- 5.7.5.6. Pre-application meetings are a useful way to establish the land use principles for development sites, and to identify and discuss any key matters that need to be addressed within a particular scheme. This includes the consideration of routes to resolving planning issues or other potential conflicts prior to the formal submission of a planning application. Pre-application meetings are also useful information sharing exercises, and provide the Council with opportunities to support development industry partners in linking up with other corporate services and service areas. For instance, we can flag resources available to help with sourcing

local labour for construction projects, including apprenticeships, as well as funding opportunities to boost the delivery of genuinely affordable housing.

Commented [NE67]: Addition to ensure point in deleted paragraph above is retained.

~~5.8.5.7.~~ We are proud to support an independent Design Review Panel (DRP) in Lewisham as part of our positive approach to working with delivery partners. The DRP is formed of professional design experts who meet regularly to review schemes and provide feedback to applicants. While the panel does not have decision-making powers, it serves as an advisory body helping to achieve positive outcomes for the built environment and Lewisham's communities. Comments from the panel are fed into the assessment of pre-application schemes, planning applications and appeals. Proposals for major developments and other developments likely to have significant local impacts should be brought to the panel at the early stage in the planning process. Further information about the DRP is available on the Council's planning webpage.

~~5.9.~~ Development proposals should be brought to the panel as early as possible within the design process in order to ensure a productive and beneficial outcome for all parties. By bringing a development to the panel early, design teams have an appropriate time to respond to panel advice and have a better chance to address design concerns prior to application – thus providing more assurances for the developer and helping to de-risk the planning application. The panel assists and encourages developers and their design teams to deliver high quality design in their proposals. It is expected that all major and significant development will be brought to the panel during the planning process.

Commented [NE68]: Removed to make more concise – this information is set out on Council's webpage, and paragraph above has been amended to refer this

~~5.10.5.8.~~ Applicants should work closely with local communities and others likely to be affected by new development to understand the local and distinctive context of the site and its setting, as well as to consider design options that respond positively to this context. Community consensus and agreement on proposals is not in itself a reason for granting planning consent, as all proposals will need to demonstrate compliance with the Local Plan policies. However applicants working with the community through the design-led approach are more likely to arrive at development proposals that respond to the distinctive qualities of neighbourhoods and places, based on a more thorough understanding of the local context, and therefore support the delivery of the spatial strategy. Development proposals that can demonstrate early, proactive, inclusive and effective engagement with the local community and other key stakeholders will be considered more favourably than those that cannot.

QD 2 Inclusive and safe design

- A. It is imperative that people of all backgrounds, ages and abilities are able to move with ease throughout Borough, and within buildings and spaces, and as well as to feel safe in their surroundings wherever they are. All new Development proposals will be required to must include an Inclusive Design Statement to demonstrate how they will contribute to delivering inclusive, accessible, safe and secure environments in Lewisham.
- B. Development proposals must respond positively to the diversity and varied needs of Lewisham's population and promote social cohesion by:

Commented [NE69]: Respond to consultation and Member feedback – stronger requirements to demonstrate inclusive design

- a. Ensuring buildings and spaces are designed to be entered, used and exited safely, easily and with dignity for all;
- b. Ensuring buildings and spaces are designed to be inclusive to all ~~and do not unnecessarily with no disabling barriers that inhibit~~ restrict or prevent ~~convenient~~ access and use, including by occupants of different tenure types;
- c. Incorporating measures that allow for easy adaptation of buildings and spaces to help meet the different and changing needs of users over the lifetime of the development;
- d. Delivering a high quality public realm, in line with [Policy QD-3](#) (Public realm and connecting places); and
- e. ~~Having regard to Applying~~ 'Secured by Design' principles.

Commented [NE70]: Respond to consultation and for consistency with London Plan language – unrestricted access may lead to public health and safety issues without appropriate management; policy amended to reflect this concern. Also picked up in revisions to Policies E and F below and supporting text para 5.17

- C. ~~Gated forms of development, particularly for new housing development, are not considered to support inclusive and safe design principles and will be strongly resisted. The use of~~Where development proposals incorporate perimeter or ~~gates~~external gates, the use of these must be justified for reasons of public health and safety. Where gates are considered by the Council to be acceptable in principle, ~~it will require~~ these ~~to must~~ be of a high quality design and sensitively integrated into the development. Planning contributions and/or legal agreements may be used to secure the appropriate management of gates, and to help ensure they do not unnecessarily restrict public access to buildings and spaces, including the public realm.

Commented [NE71]: Amended for clarification and to aid policy implementation - restriction on gated development applies to all development not just housing

Accessible and inclusive housing

- D. To help ensure that housing is designed to meet the ~~different-varied~~ requirements of Lewisham's resident population development proposals ~~will be expected to incorporating new residential units must~~ ensure that:
 - a. At least 10 per cent of dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings'; and
 - b. All other dwellings meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.

- E. ~~Development proposals for housing must be designed to maximise tenure integration and be 'tenure neutral', having regard to the National Design Guide or latest equivalent.~~

Commented [NE72]: Respond to consultation and Member feedback - to give effect to National Design Guide on tenure neutral housing.

- ~~E-F.~~ Where ~~housing~~ development ~~proposals for housing~~ includes provision of communal private amenity space or facilities this should be ~~made available for designed and appropriately managed in a way that allows for~~ access by all residents occupying the development, regardless of tenure.

Commented [NE73]: Respond to consultation – to address issues around feasibility of providing access to private communal spaces, and possible need for management arrangements

Adapting historic buildings and other heritage assets

- ~~F-G.~~ Where adaptations to an historic building or other heritage asset is proposed to make the building or space more inclusive and safe, ~~development~~ proposals will be supported where they preserve or enhance the significance of the asset and its setting.

Explanation

~~5.14.5.9.~~ The built environment influences the quality of life of everyone in Lewisham ~~whether they are living, working or visiting the Borough.~~ The layout and design of buildings and spaces, ~~including the public realm,~~ can significantly impact on people's ability to move with ease around the Borough and to live independent and dignified lives. ~~Development proposals must therefore apply it~~ Inclusive and safe design principles ~~should therefore be using considered at the early stage in the design-led approach, ensuring that people of all ages and abilities are able to benefit from high quality, accessible, safe and secure environments. This will need to be demonstrated through an Inclusive Design Statement, submitted as part of the Design and Access Statement.~~

~~5.12.5.10.~~ Whilst inclusive design includes consideration of wheelchair users it is important to emphasise that it extends beyond this particular group. Inclusive design must consider the needs of the wider population and the different groups of people that are likely to access and use buildings and spaces, ~~and move through~~ including the public realm. ~~We will expect proposals to demonstrate how they have considered and addressed inclusive design principles, taking into account the nature and location of development.~~

~~5.13.5.11.~~ Development proposals should take into account and respond positively to the diverse needs of Lewisham's population, including families and those in groups with protected characteristics.⁵⁵ Wherever possible buildings and spaces should be designed to be adaptable to the different and changing needs of users over the lifetime of development. This will help to avoid or offset costly alterations that may be required later on. Applicants are encouraged to refer the latest standing guidance on inclusive design, including British Standards documents BS8300-1:2018 (Design of an accessible and inclusive built environment. External environment. Code of Practice. January 2018) and BS8300-2:2028 (Design of an accessible and inclusive built environment. Buildings. Code of Practice. January 2018).

~~5.14.5.12.~~ ~~We will strongly encourage the~~ Development proposals should use ~~of the latest standing guidance on 'Secured by Design'⁵⁶, or equivalent guidance, principles~~ to help reduce crime and improve perceptions of safety. This includes measures to encourage passive surveillance, including through the integration of active frontages ~~and layouts which allow for 'eyes on the street'. and other interventions to promote street-level activity.~~ ~~Developments should make~~ Provision ~~of for~~ easily accessible, legible and appropriately illuminated access and entrance points ~~is also important consideration for all types of development, including the public realm. Development proposals will be expected to demonstrate that they have engaged with the latest standing guidance on 'Secure by Design', or equivalent guidance.~~ ~~By applying Secure by Design principles~~ development proposals can help to create safer public spaces, particularly

Commented [NE74]: Removed to make more concise – already stated in policy

Commented [NE75]: Repetition - stated in Policy above.

⁵⁵ Groups with protected characteristics are set out in the Equalities Act 2010.

⁵⁶ Secured by Design is the official police security initiative that works to improve the security of buildings and their immediate surroundings to provide safe places.

children and young people⁵⁷ and other groups, such as women and girls⁵⁸, for whom the design of the built environment can have significant impacts on personal security and perceptions of safety.

Commented [NE76]: Respond to consultation – plan should include more emphasis on safety of particular groups, including women, children and young people

Accessible and inclusive housing

~~5.15.5.13.~~ In line with the ~~draft~~ London Plan, ~~we will expect that all new~~ development proposals must contribute to ~~meets~~ the strategic target for provision of wheelchair user dwellings and ensuring accessible and adaptable dwellings, in accordance with Building Regulations M4(3) and M4(2) respectively, or equivalent standards which may supersede these. For the avoidance of doubt, this policy applies to dwellings that are created via works to which Part M volume 1 of the Building Regulations applies. To comply with the Building Regulation requirements appropriate step-free access into the dwelling will need to be provided. This policy helps to support our ~~strategic~~ approach to meeting housing needs for older people through adaptable housing, ~~as set out in Policy HO5 (Accommodation for older people)~~

~~5.16.5.14.~~ All housing development should meet the London Plan target for M4(2) dwellings. Major developments should also meet the M4(3) target on-site, whilst minor developments of less than 10 units will be required to provide sufficient justification if the target for 'wheelchair user' dwellings cannot be met. In considering the suitability of a site for wheelchair accessible ~~and adaptable~~ or user dwellings we will have regard to individual site circumstances. This is because flexibility may need to be applied to meet policy objectives (e.g. to enable the requirement to apply to 10% ~~per cent~~ of habitable rooms where a better outcome is provided in terms of provision of larger units). Discretion may also be needed in exceptional circumstances when provision of a lift to dwelling entrances is not technically feasible, such as with some constrained infill sites or flats above shops. ~~We will seek to~~ Planning conditions may be used to secure an appropriate amount of provision M4(2) and M4(3) standard dwellings ~~provision for individual developments, including through the use of planning conditions.~~

Commented [NE77]: Respond to consultation – to aid effective implementation of policy, clarification on how M4(3) target will be applied on different types of development

~~5.15.~~ To support our objectives for delivering inclusive communities, ~~All~~ development should be designed to promote social ~~interaction integration, community cohesion~~ and equality of access ~~to facilities and services~~. This includes inclusive, safe and welcoming access to buildings, particularly front entrances and amenity spaces. Proposals should avoid the use of separate main entrances ~~and external or perimeter gates~~.

Commented [NE78]: Rephrased for clarity

5.16. Development proposals for new housing must be designed to maximise tenure integration and be 'tenure neutral'. The National Design Guide (2021) defines tenure neutral as: "Housing where no group of residents is disadvantaged as a result of the tenure of their homes. There is no segregation or difference in quality between tenures by siting, accessibility, environmental conditions, external facade or materials. Homes of all tenures are represented in equally attractive and

⁵⁷ The Local Plan supports priorities of the Lewisham Children and Young People's Plan 2019-2022.

⁵⁸ There is a growing body of evidence linking urban design to women's safety and perceptions of safety. For example, research prepared and collated by the UN Women National Committee UK.

beneficial locations, and there is no differentiation in the positions of entrances. Shared open or play spaces are accessible to all residents around them, regardless of tenure". Development proposals will be assessed having regard to the National Design Guide, or latest equivalent. Applications should clearly set out details of their approach to tenure neutral housing in the Inclusive Design Statement.

- 5.17. Where private communal amenity space is provided in new housing development, this must be designed and appropriately managed in a way made accessible ~~to that allows for access to~~ all residents occupying the building. Details of access, management and building maintenance should be included with planning applications, normally in the form of Management Plans. These should clearly set out why any proposed measures to manage access are considered necessary in the interests of public health and safety. They should also address site specific issues, for example, where larger developments and sites contain many blocks or uses that are owned and/or managed by different parties, and where individual security and management requirements are needed. We will ~~strongly resist~~ refuse proposals that unnecessarily restrict, inhibit or prevent access to buildings or communal amenity space, including for reasons of housing tenure.

Adapting historic buildings and other heritage assets

- 5.18. Non-standard approaches may be required when adapting historic buildings and other heritage assets, and current design standards should be considered flexibly alongside the particular heritage significance of a building or asset. We will work with applicants to help ensure that any alterations or changes proposed to make heritage assets safer and more inclusive do not harm their significance, in line with the NPPF and Local Plan policies in Section 6 (Heritage). Where historic buildings, spaces or other features are likely to be affected by development, careful consideration will need to be given to ensure that new design responds sensitively to its context, and does not adversely impact on those elements that contribute to the significance of the asset. Applicants are advised to consult relevant guidance on this matter for support, including the latest standing guidance published by Historic England.

QD 3 Public realm and connecting places

- A. ~~Development proposals must use the design-led approach to secure a high quality public realm, must be designed and maintained to a high quality standard. It s, could help to~~ They must respond positively to the role of the public realm in contributing to local distinctiveness and ensure supporting inclusive, safe, accessible, attractive and well-connected places and spaces that make a positive contribution to the neighbourhoods in which they are located. Development proposals are encouraged to create new public realm, or enhance existing public realm, wherever opportunities arise.
- B. ~~Public realm should be delivered through the design-led approach, having regard to the principles in Policy QD1 (High quality design). In responding to these principles, development proposals must demonstrate an understanding of how the public realm functions both in its immediate and wider local context, and how this contributes to~~

Commented [NE79]: Additional supporting text to support new 'tenure neutral' policy criterion linked to National Design Guide.

Commented [NE80]: Respond to consultation – further clarifications around access to communal amenity spaces to aid policy implementation

Commented [NE81]: Picked up in D below

local distinctiveness and creating a sense of place. Consideration should be given to the ways in which people use the public realm and how its design will influence their experiences within it.

Commented [NE82]: Repetition - covered in QD1

C-B. Development proposals must respond positively to the movement and connective function of the public realm. They should be designed to enable and encourage movement by walking, cycling and the use of public transport, and also seek to reduce vehicular dominance and speeds. ~~Proposals must ensure that development the public realm provides for coherent relationships with surrounding buildings and land-uses, and good connections within and between sites and neighbourhoods, as well as public transport, and maximises opportunities for creating new connections. Public realm should be commensurate with the role and function of places and the highway network, and reflect the priority given to movement by walking, cycling and the use of public transport, in line Policy TR3 (Healthy streets as part of healthy neighbourhoods).~~

Commented [NE83]: Respond to consultation – design to not only enable but ‘encourage’ sustainable modes of transport

Commented [NE84]: Repetition - covered elsewhere in plan

D-C. Development proposals must address legibility and permeability of the public realm, both within a site as well as its immediate and wider surroundings. ~~This will require particular taking account of attention to the movement patterns and desire lines of people within, through and around the development an area.~~ Consideration should be given to the location of street crossings and other measures to promote safe access for all, such as way-finding markers and signage, external lighting, ramps, lifts, dedicated cycle lanes, bridges, underpasses and, where appropriate, railway arches.

E-D. Development proposals ~~will be expected to~~ must investigate and maximise opportunities to enhance the movement and connective function of the public realm by maximising opportunities to. They should seek to:

Commented [NE85]: Respond to consultation – request that stronger emphasis on maximising opportunities to enhance

a. Improve connections to existing or planned strategic transport and community infrastructure, including open space;

a-b. Make provision for cycle parking infrastructure and bus stops;

Commented [NE86]: Respond to consultation – request for specific facilities cited

c. Enhance and where appropriate help to reinstate connections that make a positive contribution to the locality, including those that are of local importance and historic significance;

b-d. Integrate wider pavements, or widen pavements where these already exist; and

Commented [NE87]: Respond to consultation – request for pavement widening to be included as a measure to support sustainable travel

e. Avoid or remove barriers that unnecessarily impede or restrict movement and accessibility, and adversely impact on public safety; and-

e-f. Integrate trees and other urban greening measures.

Commented [NE88]: Respond to consultation – more emphasis on tree planting in public realm

E. Development proposals must demonstrate how the public realm will be well integrated with and positively relate to the spaces, buildings and land uses within the site and its surrounds. Development proposals should be designed to establish or reinforce a clearly defined public realm that helps to support the function of different uses within an area and protects local amenity.

Commented [NE89]: Repetition – covered elsewhere in policy

F.

~~G.F.~~ Development proposals should deliver a vibrant public realm that promotes opportunities for relaxation, social interaction and physical activity for people of all ages and abilities. ~~Proposals~~ They should seek to create welcoming environments that attract people into public spaces and encourage their enjoyment within them during different times of the day and night, and throughout the year. This includes consideration of how the local microclimatic impacts on people's health and comfort. ~~Where appropriate, proposals should~~ Development proposals must make provision for public realm that is appropriate to the uses(s) involved along with the location, nature and scale of development, including consideration for:

- a. Public conveniences, including toilets and changing facilities, particularly for families with children and those with specialist needs;
- b. Free drinking water fountains;
- c. Sensitively integrated lighting;
- d. Shading and shelter to protect and provide comfort from direct sunlight, rain and wind;
- e. Public art;
- f. Benches and other types of seating;
- g. Formal and informal play space, addressing the needs of people of different ages and abilities;
- h. Adaptable space to support events and activities (such as markets, civic and cultural events) and infrastructure to support these, such as connections to power and water.

~~H.G.~~ Public realm should be sustainability designed and constructed, including by maximising opportunities for urban greening and mitigating the impacts of climate change, ~~having regard with reference to other Local Plan policies, Sections 10 (Green infrastructure) and 11 (Sustainable design and infrastructure).~~ Priority should be given to the use of high quality and durable materials, with permeable or semi-permeable surfaces integrated wherever possible.

Public art

~~I.H.~~ Development proposals, particularly for major development, should investigate opportunities to integrate public art to enhance the legibility of the public realm, enhance the distinctiveness of buildings and spaces, and to help to foster a sense of place. The use of local artists for public art commissions is strongly encouraged.

~~J.I.~~ Public art, including installations, proposed to be integrated as part of a development, or within the public realm, should be appropriately located in a prominent position and be sensitively sited and/or fixed to a building in a manner that:

- a. Responds positively to the site context and local character, including historic character and the significance of heritage assets;
- b. Enhances the legibility of the public realm; and
- c. Does not adversely impact on amenity.

~~K.J.~~ Where public art is proposed to be provided, the location, siting and general design of the art, along with long-term management and maintenance arrangements, must be agreed by the Council prior to its installation.

Commented [NE90]: Amended to support inclusive design principles

Effectively managing the public realm

L.K. Development proposals ~~will be expected to~~ must ensure that appropriate management and maintenance arrangements are in place for the public realm. Where provision is made for privately owned public space this should be operated managed in the same manner as public space, ensuring the space is inclusive and equality of access for all is not unreasonably restricted. Management Plans will be required for Major development and other proposals with significant elements of public realm. Planning contributions and/or legal agreements may be used to secure the appropriate management of the public realm.

Explanation

- 5.19. Public realm consists of all the publicly accessible space between buildings, whether public or privately owned. This includes elements of the transport network (such as pavements, streets and cycleways), amenity spaces (such as station forecourts, squares, play areas and open spaces) and internal spaces in buildings open to and frequented by the public (such as station concourses, shopping malls, markets and cultural facilities).
- 5.20. Public realm performs a key role in shaping the character of Lewisham's neighbourhoods and influencing the function of the buildings and spaces within them. It also factors significantly in the population's physical and mental health and wellbeing, and quality of life. This is because the public realm affects how people experience the Borough through their movements and daily activities. It also impacts on the opportunities available to people of all ages and abilities to lead healthy and active lifestyles.
- 5.21. It is important that the different elements of the public realm are not considered in isolation of each other or the people and places they support. Rather the public realm should be seen in a holistic way, as a series of connected routes and spaces that together help to form the urban and social fabric of the Borough. The public realm links Lewisham's places and neighbourhoods with one another, enabling people to access homes, jobs, community facilities, services and leisure and recreational opportunities, whether within the Borough or elsewhere.
- 5.22. ~~Public realm must be considered at the early stage of the design-led approach. This will help to ensure that all people are able to move easily and conveniently without impediments, and that they benefit from access to safe and secure, attractive and healthy environments.~~ The design of development should be informed by an understanding of how people currently use, or will be expected to use, the public realm. Placing people at the heart of the design process ~~is more likely to result in positive outcomes, particularly in terms achieving~~ will help to secure inclusive and well-functioning spaces and places. Development should be designed and built to the human scale, for example, by integrating generous public realm treatments, building set-backs and articulations, active ground floor frontages and greening measures.

Commented [NE91]: Respond to consultation – recognition that some restrictions may need to be put in place for reasons of public health and safety

Commented [NE92]: Policy supporting text amended throughout to make more concise and reduce repetition of points covered elsewhere in plan

Commented [NE93]: Respond to consultation – request for design for 'human scale' to be covered in plan, as per QD1 amendment

- 5.23. In addressing the public realm, development proposals should prioritise the movement of people by ~~active travel modes (such as walking, and cycling)~~ and the use of public transport, in line with the Healthy Streets ~~A~~approach. This policy should therefore be read in conjunction with Policy TR3 (Healthy streets as part of healthy neighbourhoods), ~~which sets out further details in this respect. New and enhanced public realm will help to support Local Plan objectives to facilitate a significant shift in travel away from cars to more sustainable transport modes. Opportunities should be explored to improve connections to existing and planned strategic infrastructure, particularly cycle routes and stations, as well as community facilities. Development proposals are also encouraged to refer to the Government's Manual for Streets guidance.~~⁵⁹
- 5.24. Public realm should be designed to reflect, reinforce and enhance the distinctive features of Lewisham's neighbourhoods that contribute to shaping local character and identity. Development should help to create welcoming, attractive, vibrant and healthy places where people have ample opportunity to relax, socialise and enjoy leisure pursuits at different times of the day, evening and night time and throughout the year. This is especially important within and around Lewisham's town centres, which are key focal points for civic and public life. ~~There are wide range of facilities that can be integrated into development to make the public realm more inclusive, inviting and comfortable. This includes free-to-use public conveniences, seating and play space.~~
- 5.25. Where appropriate, opportunities should be taken to make provision for adaptable space to support different types of activities, such as markets, and cultural and civic events. This is particularly for major development proposals or other developments incorporating or located adjacent to larger public open spaces, such as squares and station forecourts. Development should include, or be designed to enable connections to infrastructure to support these activities, such as electrical outlets and water.
- 5.26. All public realm should be designed to achieve high sustainability standards, ~~with reference to other Local Plan policies. The Local Plan sets out policies and guidance to help ensure that proposals address environmental considerations through the design, construction and operation stages of development. This includes policies in Section 10 (Green infrastructure) and Section 11 (Sustainable design and infrastructure). In particular, development proposals should maximise~~There are significant opportunities to incorporate urban greening and sustainable drainage measures within the public realm, ~~which development proposals will be required to investigate and maximise. This will help to ensure a positive response to climate change resilience, and also enhance the amenity value of the public realm.~~
- 5.27. Without proper management the public realm can deteriorate over time, compromising its functional and amenity value ~~and diminishing the important contribution it makes to sustainable neighbourhoods. In delivering high quality public realm, Development proposals~~ should be designed to prevent against the

⁵⁹ The Department for Transport is updating its 'Manual for Streets' guidance and this will supersede the Manual for Streets (2007) and Manual for Streets 2 (2010).

need for excessive site management requirements, ~~where appropriate~~. For example, ~~opportunities should be taken to the~~ use of durable materials, ~~select~~ drought tolerant, perennial species for tree planting and other greening measures, ~~and create naturalised landscaping. These interventions may also can~~ provide a cost-efficient way to maintain a high quality public realm over the ~~lifetime of the development~~ long-term.

- 5.28. It is imperative that the public realm supports inclusive ~~neighbourhoods and~~ communities. ~~Private ownership and management of the public realm is not in itself a cause of poor mobility, exclusion and segregation. We will seek to avoid refuse development proposals that seek to place~~ inappropriate controls on the public realm, such as for public access and use, ~~to ensure it is genuinely and publicly accessible for all local residents and visitors to the Borough, whilst It is reeognising-recognised there may be a~~ need for reasonable measures to address liability, and public health and safety, ~~which will be considered on a case-by-case basis. The Council will work with developers to ensure that public realm is positively managed so that the standards of public access and use are maintained over the lifetime of the development, including through the use of planning conditions and obligations.~~

Commented [NE94]: Amended to make more definitive and to aid policy implementation

QD 4 Building heights

~~A. Development proposals must demonstrate that the design led approach has been used to ensure that The building heights of development must respond positively to the distinctive character of Lewisham's neighbourhoods. Building heights should be and are appropriate in scale, taking account of the character of a site's immediate and wider context and the requirement to deliver high quality design in line with , with reference to Policy QD1 (High quality design). Proposals for tall and taller buildings must exhibit a clear design rationale.~~

Commented [NE95]: Respond to consultation – policy amended throughout to ensure conformity with London Plan and provide clarity on expectations for building heights, Changes informed by Tall Buildings Study Addendum (2022).

~~Taller buildings~~

- ~~B. Proposals for Ttaller buildings that are buildings that are not tall buildings by definition (see QD4.C below) and which project above the height of adjoining properties and/or the prevailing height of buildings and structures in their immediate and surrounding area, will only be supported where they: Development proposals for taller buildings will only be supported where they:~~
- ~~a. Are of an exceptionally good design and architectural quality;~~
 - ~~b. Are sensitive to the site's context, ensuring that development does, Do not excessively project above the streetscape and townscape (including the streetscape) or and do not result in an unacceptable adversely impact on the visual amenity of provided by it;~~
 - ~~c. Protect Do not adversely impact on strategic and local views, vistas and landmarks, including strategic background views, having regard to Policy QD5 (View management);~~
 - ~~d. Preserve or enhance the significance of heritage assets and their setting; and~~

Commented [NE96]: Repetition – this is captured in Policy QD1 and also incorporated in A above

Commented [NE97]: Removed to make more concise.

~~e. Will not result in an adverse impact on the local amenity of neighbouring properties, whether individually or cumulatively with other development.~~

~~G. Where the prevailing height of buildings and structures adjoining a site, as well as its immediate and surrounding area, is expected to evolve in accordance with the spatial strategy for the Borough and/or consented development(s), proposals for taller buildings will be considered having regard to the emerging context and criteria QD4.B(e) QD4.B(f) above.~~

~~Tall buildings~~

~~D. Within Lewisham tall buildings are defined as buildings that cause a significant change to the skyline and which:~~

- ~~a. Are 30 metres or more in height, except in the designated Thames Policy Area where they are buildings 25 metres or more in height; or~~
- ~~b. Are significantly taller than the prevailing height of buildings in the immediate and surrounding area.~~

~~A. Tall buildings are substantially taller than their surroundings and cause a significant change to the skyline. Tall buildings will only be considered acceptable in principle in the locations identified in Figure 5.1 as being appropriate for tall buildings. Within Lewisham Tall Buildings are defined as buildings which are 10 storeys or 32.8 meters measured from the ground level to the top of the building (including any rooftop equipment), or greater. Development proposals for tall buildings will be assessed against and must comply with London Plan policy D9 (Tall buildings) and the following:~~

~~B. Tall buildings should only be developed in locations identified as appropriate for tall buildings on the Policies Map (i.e. Tall Building Suitability Zones). Development proposals for tall buildings outside of these zones will be resisted.~~

~~C. Within those locations identified as appropriate for tall buildings, the maximum height of buildings shall not normally be more than:~~

- ~~a. 80.8 meters (25 storeys) to 151.2 meters (48 storeys) in North Deptford~~
- ~~b. 52.0 meters (16 storeys) to 112.8 meters (35 storeys) in Lewisham Town Centre~~
- ~~c. 39.2 meters (12 storeys) to 64.8 meters (20 storeys) in Catford~~
- ~~d. 64.8 meters (20 storeys) to 96.8 meters (30 storeys) in Deptford Creekside~~
- ~~e. 32.8 meters (10 storeys) to 48.8 meters (15 storeys) in New Cross and New Cross Gate~~
- ~~f. 32.8 meters (10 storeys) to 39.2 meters (12 storeys) in Bellingham and Lee Green~~
- ~~g. 39.2 meters (12 storeys) to 52.0 meters (16 storeys) in Lower Sydenham / Bell Green proposed opportunity area~~

Commented [NE98]: Respond to consultation – amenity considerations should not just be neighbouring properties. This point has also been addressed in the amended Policy QD7 Amenity and agent of change, which needs to be read together with this policy.

Commented [NE99]: This point has been captured in the amended QD1 – covering all developments. Deleted here to avoid repetition. The London Plan requires that development proposals / planning decisions respond to both existing and emerging site context, recognising that character of areas can evolve over time. This is now reflected in the Local Plan.

Commented [NE100]: This definition was the London Plan 2016 definition. The London Plan 2021 requires local plans to set definitions of tall buildings. This is set out in C below, informed by Tall Buildings Study and Addendum.

Refer to figures 5.3 to 5.15.10 for further details

- E.D.** ~~Where appropriately located in line with (D) above, Development proposals for tall buildings will be required to only be permitted where they are in a Tall Building Suitability Zone, align with the appropriate height ranges set out above and it is demonstrated that the development:~~
- ~~Will contribute to delivery of, and is not at odds with, the spatial strategy for the Borough;~~
 - ~~Is of an exceptionally good design and architectural quality;~~
 - ~~Is designed with building heights that are sensitive to the site's immediate and wider context having regard with reference to Figure 5.2 (Tall Building Sensitivity Plan), including the distinctiveness of Thames Policy Area, in line with Policy LNA4 (Thames Policy Area and Deptford Creekside);~~
 - ~~Will not result in any unacceptable adverse visual, functional, environmental and cumulative impacts, having regard with reference to the requirements of draft London Plan Policy D89 (Tall Buildings);~~
 - ~~Will make a positive contribution to the townscape and skyline;~~
 - ~~Will not adversely impact on Protects strategic and local views, vistas and landmarks, including strategic background views, having regard with reference to Policy QD5 (View management); and~~
 - ~~Will preserve or enhance the significance of heritage assets and their setting; and~~
 - ~~Provides a high quality public realm in line with Policy QD3 (Public realm and connecting places). Where appropriate, development will be required to make provision for free to enter, publicly-accessible areas that are incorporated into the building.~~

Commented [NE101]: Repetition - deleted

Commented [NE102]: Deleted to aid effective implementation – building heights are not the only consideration on site sensitivity; this will ensure wider scope for consideration of impacts

Commented [NE103]: Respond to consultation – amended to aid policy implementation

Commented [NE104]: Respond to consultation – to ensure heritage is appropriately considered for tall buildings proposals

- E.** ~~Development proposals for tall buildings should incorporate sensitively designed measures to ensure public safety at height such as barriers, rails and anti-climb equipment. These must be considered as part of the overall design-led approach and contribute positively to the skyline.~~

Commented [NE105]: Respond to consultation – request for measures for public safety, including to prevent falls

- F.** Tall buildings must be delivered through a masterplan process in order to ensure that they are appropriately located, ~~both within a site and wider locality,~~ designed to a high quality standard and effectively managed ~~over the lifetime of the development.~~ ~~The requirements for masterplans are set out in Policy DM4 (Masterplans and comprehensive development).~~

Commented [NE106]: Repetition – captured in policies above

Commented [NE107]: Respond to consultation – request for further details on what is required by the masterplan

Table 5.17.4 Tall buildings – definition and maximum height by Tall Building Suitability Zone⁶⁰

⁶⁰ Where building height figures are provided in metres, this is defined as metres measured from ground to the top of the building including any rooftop equipment.

Explanation

5.29. This policy sets out our approach to positively managing the development of tall and taller buildings in the Borough. Taller buildings are those that project above the prevailing heights of buildings and structures within a site's immediate and surrounding area (normally, but not exclusively, 2 to 3 storeys above). Tall buildings are defined as buildings that are 30 metres or more in height in Lewisham, except in the designated Thames Policy Area where they are defined as buildings 25 metres or more in height. Tall buildings also cause a significant change to the skyline. By definition, and for policy implementation, taller buildings are not tall buildings.

Commented [NE108]: Deleted – the definitions have been updated in the policy

5.30-5.29. In order to facilitate the delivery of the spatial strategy for the Borough we will seek to ensure that the development of sites is optimised when opportunities arise the capacity of sites. This includes support for Well-designed and sensitively integrated, higher density development that responds positively to its local context can support Good Growth. It is important to emphasise that higher density does not imply that tall buildings are necessary. Higher density development can be delivered through a wide range of site layouts and building typologies, including mid-rise developments that are reminiscent of historic mansion blocks but with modern specifications.

5.31. However it is recognised that tall and taller buildings can support strategic objectives for optimising the use and capacity of land, particularly to deliver wider public benefits. This includes provision of new housing to meet local needs, including genuinely affordable housing, along with employment floorspace, community facilities and public realm enhancements. Exceptionally designed and appropriately located tall and taller buildings with higher densities can have a role to play in delivering good growth. Whilst acknowledging that London's skyline has and will continue to evolve over time, there remains an imperative to protect and enhance the distinctiveness and character of Lewisham's neighbourhoods.

Commented [NE109]: Deleted to make more concise – points captured in revised paragraphs 5.29 and 5.31

5.32-5.30. Irrespective of their extent and scale, tall and taller buildings are prominent visual features that can have significant impacts on the London skyline, the character of townscapes and local neighbourhoods as well as the amenity of residents, visitors and the population and the natural environment. Buildings that are appropriately sited and well-designed, they can help people to navigate through the Borough by providing reference points for wayfinding and emphasising the hierarchy of places (including by creating or reinforcing wayfinding markers to nodes of cultural or civic activity and transport interchanges). However where tall and taller buildings are inappropriately located and poorly sited and designed tall and taller buildings they can have detrimental impacts both on the immediate area and wider area. These impacts may include the blocking of established views and vistas or landmarks, harm to heritage assets and their setting, disturbance to the character and visual amenity

of streetscapes and townscape, and the introduction of ~~adverse~~ microclimate conditions such as wind tunnels. Poorly designed buildings can also adversely impact on community safety as well as the mental and physical health and wellbeing of the population.

Figure 5.1: Tall buildings ~~S~~suitability ~~plan~~Zones

~~5.33. All proposals for tall and taller buildings must have a clear urban design rationale and should be of an exceptional design and architectural quality. They should also be located and sited in a manner that ensures that development will positively contribute to local character and high quality living environments. This policy should be read in conjunction with other Local Plan policies, including Policy QD4 (High quality design), which set the requirements for delivering high quality, design-led development across the Borough.~~

Commented [NE110]: Repetition – covered in policy and elsewhere in plan.

~~5.34-5.31. Development p~~Proposals for taller buildings ~~assessed against Policies QD4 (A) and (B)~~ must demonstrate a clear understanding of, ~~and respond positively to,~~ the site context, including ~~heritage assets, their setting and the historical pattern of development in a locality.~~ The reference point for the prevailing height of buildings ~~or structures~~ will vary on a case-by-case basis, even within a neighbourhood ~~or locality.~~ Not all existing tall or taller buildings will be appropriate references for new development. For example, some tower blocks built in the 1960s and 1970s detract from the historical ~~character and~~ townscape features within a neighbourhood, and ~~are today considered not to make a positive contribution to local character~~ are therefore not suitable reference points. ~~Furthermore, the~~ cumulative impact of ~~tall or~~ taller buildings within a site or locality will ~~also~~ be an important consideration. Applicants are ~~strongly~~ encouraged to refer the Lewisham Characterisation Study (2019) ~~and where relevant,~~ Conservation Area Appraisals, ~~and relevant~~ Supplementary Planning Documents ~~and Area Frameworks~~ to develop an understanding of the site context ~~and development opportunities.~~ Design and Access ~~S~~statements should clearly set out what features of the built and natural environment have been used as reference points to inform the ~~development~~ design and building heights ~~of proposals, as part of the contextual analysis.~~

Commented [NE111]: Respond to consultation – more emphasis on heritage assets

~~5.35-5.32. There may be locations where the prevailing heights of buildings adjoining a site and in its immediate and surrounding area may be~~ expected to evolve over time. For instance, there are areas ~~within Lewisham~~ where the ~~Local Plan, through the spatial strategy,~~ provides ~~in-principle~~ support for the sensitive intensification of ~~sites and areas neighbourhoods, including through the comprehensive redevelopment of sites. This includes (such as along identified strategic Growth Ceorridors, or within Opportunity Areas, Growth Nodes and Regeneration Nodes major town centres) or seeks to optimise the use of land through comprehensive redevelopment of strategic sites (i.e. site allocations).~~ Furthermore, there may be consented ~~schemes developments which that~~ establish new land use and design principles and which will influence the existing character of a site or area, once implemented. ~~We will seek that proposals for taller buildings appropriately respond to the emerging context of a site and its~~

Commented [NE112]: Deleted, for clarify – site allocations are consistent with the spatial strategy

wider setting, taking into account the need for new development to be sensitive to its context whilst supporting the delivery of the spatial strategy.

Commented [NE113]: Repetition – covered in the policy

Figure 5.2: Tall buildings sensitivity plan

5.33. Careful consideration will need to be taken with proposals for tall buildings given their visual prominence and range of potential impacts on the skyline, local neighbourhood and wider area. The London Plan provides that tall buildings will play a role in supporting Good Growth across London. It directs the Local Plan to identify locations where tall buildings may be an appropriate form of development and to set a local definition for tall buildings, recognising that this may vary in different areas of the Borough.⁶¹ This policy helps give effect to the London Plan. The Policies Map designates Suitability Zones for tall buildings (also shown in Figure 5.1 and Part 5 – Appendix 12, Tables 5.3-5.10 and Table 21.12). This must be read together with Table 7.1 which provides a definition of a tall building for each Suitability Zone along with recommended maximum building heights. The zones and threshold heights have been informed by the Lewisham Characterisation Study (2019), and Lewisham Tall Buildings Study (2020) and Tall Buildings Study Addendum (2022). include detailed assessments of local character and have informed the identification of locations considered suitable for tall buildings and those with particular sensitivities, as set out in Figures 5.1 and 5.2 respectively. However, this in principle support does not mean that all proposals for tall buildings will be acceptable in these areas of the Borough. Whilst Suitability Zones have been identified this does not mean that tall buildings are automatically acceptable within them or that the maximum building heights are appropriate in every instance. Although maximum heights are provided for each for the Tall Building Suitability Zones, proposals will still be expected to include robust design justifications for the heights proposed, including testing in key views.

5.36-5.34. Development pProposals will be considered on their own merits, a case-by-case basis taking into account their impacts on an individual site level circumstances and the cumulatively impacts of the development of in combination with other existing, consented and planned tall and taller buildings, in a locality. Impacts include those in the building's immediate vicinity, surrounding area and elsewhere in London. Development proposals should refer the Tall Building Sensitivity Plan (Figure 5.2) early in the design-led approach to understand site-specific sensitivities and development constraints. We may seek to assess the individual and cumulative impact of proposals. The Council will normally employ the use of using graphic 3D modelling to assess development proposals, such as enabled by VU.CITY software, and applicants will be required to submit technical information to support this analysis.

Commented [NE114]: Respond to consultation – recognition impact tall buildings can have outside the borough, for example character/amenity in neighbouring boroughs, in the Thames-side area, pan London views, etc.

5.37-5.35. Development proposals for tall buildings will be assessed in accordance with Draft London Plan pPolicy D98 (Tall buildings). sets out detailed requirements and criteria against which tall building proposals will be assessed in Lewisham. This includes consideration of the visual, functional, environmental and cumulative impacts of development. Through the design-led approach all proposals for tall

⁶¹ London Plan (2021) policy D9 (Tall buildings) provides that tall buildings should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey.

~~buildings will need to~~Proposals must ~~provide include~~ a sufficient level of information to demonstrate that potential impacts have been suitably identified and adequately addressed. ~~Development p~~Proposals will be ~~strongly resisted~~refused where they ~~would will~~ result in ~~an~~ unacceptable visual, functional, environmental and/or cumulative impacts ~~that cannot be avoided or appropriately mitigated~~. ~~Development proposals for building heights that depart from the parameters set by the Local Plan will be considered having regard to relevant material considerations. In such circumstances a wider public benefit must be demonstrated to justify the design of the development.~~

Commented [NE115]: Respond to consultation – removed for clarity

~~5.38-5.36.~~The Maritime Greenwich World Heritage Site, ~~of Maritime Greenwich~~ Thames Policy Area and London View Management Framework views ~~are~~an important considerations for tall and taller buildings. There are riverside locations within the Borough that have been identified as being potentially sensitive to tall buildings.⁶² The Maritime Greenwich World Heritage Site Buffer Zone is considered inappropriate for tall buildings. ~~Tall buildings can also adversely impact on biodiversity and developments should therefore be appropriately sited and designed to avoid shading or casting light spill on Sites of Importance for Nature Conservation.~~

Commented [NE116]: Respond to consultation – additional considerations for biodiversity to support policy implementation

~~5.39-5.37.~~In addition, proposals for tall buildings will need to be accompanied by a site wide masterplan. This will help to ensure a rigorous design led approach is applied and that the development is effectively managed over its lifetime. ~~Where appropriate, the site wide masterplan will need to refer and positively other area-wide masterplans.~~

Commented [NE117]: Repetition – covered in policy. Further details on Masterplans set out in Part 4, which will need to be read together with this policy.

Figure 5.3: London strategic views and Lewisham local views

QD 5 View management

- A. Strategic views include significant buildings, urban landscapes and riverscapes.
There are a number of strategic views ~~in the Borough~~, including London Strategic Views and Lewisham Local Views, which help to define the character of London and contribute to ~~the Borough's~~ local distinctiveness. These strategic views, including their Protected Vistas, will be ~~designated and positively~~ managed positively in line with the London Plan and ~~its~~ associated London View Management Framework.
- B. Local Landmarks within the Borough are strategically important to Lewisham's distinctiveness. Designated Local Landmarks, along with the vistas towards these, will be positively managed positively.
- C. Development proposals must not harm and, wherever possible, seek to make a positive contribution to the characteristics and composition of London Strategic Views and Lewisham Local Views, including their protected vistas and landmarks ~~elements~~. Development proposals should also seek to preserve or where possible enhance a

Commented [NE118]: Respond to consultation - this policy will be subject to further review and potential revisions, which are pending outcomes of the Tall Buildings Study updates. Also, there is a need to consider local views suggested by the public as part of the consultation.

⁶² Important Views and Tall Buildings: Maritime Greenwich, A World Heritage Site. Greenwich World Heritage Site Coordinator. 2006.

viewers' ability to recognise and appreciate the landmark elements within these views.

- D. Development proposals affecting [London Strategic Views](#), [Lewisham Local Views](#) and Local Landmarks will be assessed having regard to their contribution to [preserving and](#) enhancing local distinctiveness and:
- a. The need to ensure there is no detrimental impact on the foreground, middle ground and background of the designated view; and
 - b. Compliance with the principles and policies for managing views, ~~as~~ set out in ~~draft~~ [London Plan Policies HC3 \(Strategic and Local Views\) and](#) HC4 (London View Management Framework).
- E. [Development proposals should use](#) ~~The~~ design-led approach ~~should be used to~~ explore opportunities to enhance public access to viewing locations within the Borough, and to create new local views and vistas, particularly where the comprehensive redevelopment of sites is proposed.

Explanation

~~5.40-5.38.~~ There are a number of views that make an important strategic contribution to the distinctiveness and character of Lewisham and London. These views help to define the form of the city. They also help to shape people's sense of place, particularly as the views provide corridors that lead to or reveal important landmarks, townscape and landscape features. A positive approach to managing these views and landmarks over the long term is important, particularly given the increasing pressure to accommodate growth and new development within the Borough.

~~5.41-5.39.~~ The London Plan identifies and [includes policies to](#) protect [London Strategic Views](#) which include significant buildings, urban landscapes and riverscapes that help to define London at a strategic level. There are two such strategic views traversing Lewisham. These are the 'London Panoramas' from Greenwich Park (General Wolfe's Statue) to Central London and Blackheath Point to Central London (the dome of St Paul's Cathedral). The London Plan sets ~~the policy~~ [framework](#) for managing these strategic views, with further guidance included in the Mayor's London View Management Framework ([LVMF](#)), ~~Supplementary Planning Guidance~~ [SPG](#), which [development](#) proposals should refer as appropriate. It is imperative that these panoramic views of London, and the key landmarks within them, are not compromised [by new development and that](#) ~~It is also important that development is managed so that the viewers people~~ can continue to experience and enjoy them.

~~5.42-5.40.~~ There are also a number of important [Lewisham Local Views](#) ~~in Lewisham~~ that warrant protection and positive management. In addition, a number of [local landmarks](#) have been ~~identified~~ [designated](#) because they add to the distinctive [character and](#) quality of the ~~townscape~~ [the Borough](#) and provide points of visual interest. These Local Views and Landmarks are listed in Figure 5.3 and Part 5 of the Local Plan.

~~5.43-5.41.~~ Development proposals that are likely to affect London Strategic Views, Lewisham Local Views and Local Landmarks will be considered against the principles and policies for managing views, ~~as set out~~ in the ~~draft~~ London Plan Policy HC4 (London View Management Framework). This includes consideration of impacts on the foreground, middle ground and background of the designated view and landmark features. In addition, proposals will be considered against ~~the full suite of~~ relevant Local Plan policies that seek to protect and enhance Lewisham's distinctive local character. Applicants are encouraged to refer the London View Management Framework SPG and the Council's Local Plan evidence base, including Conservation Area Appraisals and the Lewisham Characterisation Study (2019).

~~5.44-5.42.~~ Development ~~proposals~~ should seek to enhance public access to viewing locations through public realm improvements. Opportunities should also be taken to create new local views and vistas. Proposals for major development, including where multiple sites are to be brought forward comprehensively, present particular opportunities to enhance views. Consideration should be given to the layout, orientation and height of buildings and spaces to enhance existing viewing corridors, or introduce new ones, to help reveal townscapes and landmarks. ~~Development p~~Proposals should also maximise the visual amenity provided by watercourses in the Borough.

~~5.45-5.43.~~ The ~~MHCLG Chief Planning Officer's letter (March 2017) placed a new requirement on Boroughs~~ Council is required to consult the ~~London~~ Mayor where buildings are proposed in an area which may affect a Protected Vista, and where they are beyond the areas currently designated as Wider Consultation Area in the London View Management Framework SPG. ~~Development p~~Proposals sited in the background of a Protected Vista must ~~pay attention~~ have regard to the impact of the development on the view so that it does not harm the setting of the Protected Vistas, whether the proposal falls inside the wider setting consultation area of a protected vista or not. The Mayor of London has produced a map for indicative purposes showing the extensions to the background of the Protected Vistas.

QD 6 Optimising site capacity

A. Development proposals must ~~use the design-led approach demonstrate that the design-led approach has been used to make the best use of land and~~ optimise a site's ~~the~~ capacity ~~of a site, with reference to Policy QD1 (Delivering high quality design in Lewisham).~~

A-B. To establish the optimum capacity ~~of a site~~ consideration must be given to the appropriate development density ~~of a site through the appraisal of design options,~~ having regard to:

- a. The type and nature of uses proposed;
- b. The site context, with reference to the site's immediate and surrounding area, taking into account:
 - i. Location setting;

Commented [NE119]: This point has been addressed by A above, which in turn refers to the design-led approach and options appraisal set out in Policy QD1.

- ii. Local distinctiveness and ~~urban~~ character, including heritage assets, with consideration given to the prevailing and/or emerging form and proportion of development in the area, with reference to Policy QD1.D (High Quality Design);
- c. Public Transport Access~~ibility~~ Levels, taking into account current levels and future levels expected to be achieved by the delivery of planned public transport infrastructure; and
- d. Capacity of infrastructure ~~(including physical, environmental and social infrastructure)~~ to support the land uses and density proposed, having regard to the individual and cumulative impacts of development.

Commented [NE120]: Respond to public consultation – request that heritage included in criterion for clarity

~~B.C.~~ Development parameters for specific sites are set out in this Local Plan (Part 3 - site allocations). Where development proposals do not accord with the indicative capacity set out in a site allocation policy, they will only be supported where it is clearly demonstrated the optimal capacity will be achieved, having regard to (A) and (B) above.

Explanation

~~5.46-5.44. As Lewisham continues to evolve in the context of London's growth it is imperative that development contributes to the delivery of high quality, inclusive, healthy, safe and liveable neighbourhoods. The key to achieving this will be to take a holistic and balanced approach to the way in which neighbourhoods function. The delivery of Good Growth will necessitate that new developments use the Borough's. This means ensuring that the limited supply of land is used effectively and efficiently, whilst also improving the physical and environmental quality of places and spaces that people inhabit and use, along with the natural environment. In order to meet the Borough's future needs and to support the delivery of the spatial strategy, it will be necessary to facilitate higher density development in appropriate locations, along with promoting a complementary mix of uses within Lewisham's neighbourhoods. This will help to secure equality of access for all to a wide range of housing options (including genuinely affordable housing), jobs and training opportunities, services and community facilities.~~

Commented [NE121]: Respond to public consultation – to help address concerns about indicative site development capacities on site allocations, this additional criterion is included to aid effective implementation of the plan.

~~5.47-5.45. Through the design-led approach, development~~ Development ~~proposals will be expected to~~ must demonstrate how they will deliver the optimum capacity of a site. ~~The optimum capacity gives consideration to density, but it should not be taken as the maximum density. Rather,~~ The optimum capacity is one that is derived through careful consideration of density taking into account the site's local context and character, the types of uses proposed, access ~~ibility~~ to public transport and the infrastructure available to support the development. The optimum capacity is not the maximum capacity or density. Development proposals ~~We will normally require~~ should provide evidence of an options appraisal, undertaken at the early stage of the design process, which ~~has been used to inform the proposal and demonstrates~~ the approach to achieving the optimum capacity. This requirement may be applied ~~flexibility on case-by-case basis~~ flexibly, taking into account the location, nature and scale of development. For instance, for householder and other smaller developments ~~s-schemes~~, a planning statement ~~addressing the policy requirements~~ may be sufficient. ~~Applicants are advised to~~

Commented [NE122]: Policy supporting text amended throughout to make more concise and reduce repetition of points covered elsewhere in plan

consult with the Council's Planning Advice Service for further information on the requirements for specific sites and schemes.

~~5.48-5.46. The delivery of high quality development must begin with Development proposals must demonstrate~~ an understanding of a site's contribution to local character, in relation to its immediate and wider neighbourhood context. This includes ~~consideration of~~ the historical pattern of development, along with the existing and emerging urban-character of the locality. ~~Proposals are strongly encouraged to refer to the~~ Lewisham Characterisation Study (2019) ~~should be referred~~ at the early stage in the design-led approach. This study has informed the spatial strategy set out in this Local Plan and the character area policies in Part Three. It has also been prepared as a tool for the public and development industry stakeholders to engage with the planning process. Based on an objective assessment of character, ~~it provides a~~ useful starting point for considering densities and provides an indication of those areas within the Borough where new development should ~~broadly~~ focus on reinforcing the established urban form and fabric, as well as those areas that may be more receptive to gradually managed change or transformation. ~~The Characterisation Study is a useful starting point for considering appropriate densities and will be particularly helpful with defining a site's broad local context, for example, whether urban or suburban, along with the distinctive urban grain within this context.~~

~~5.49-5.47. Character is a very important consideration in determining the optimum capacity of a site but it is not the only consideration. Development should also respond to public transport accessibility, amongst other factors. Our approach to delivering Good Growth~~ The spatial strategy requires that new and higher density development (including higher density development) is focussed within and around well-connected locations, where people can benefit from access to different modes of travel, and will not have to rely on cars or other vehicles. Proposals ~~will be expected to~~ must demonstrate how they have responded to accessibility, including by referring the latest Public Transport Accessibility Level (PTAL) maps (published by Transport for London TfL), and also assessing opportunities available for walking and cycling, including those that could be delivered by the development itself. ~~All development proposals will be considered on their individual site circumstances.~~

~~5.50-5.48. To help ensure that the optimum capacity of sites is realised, d~~ Development proposals should address both the existing and future transport accessibility levels PTALs of a site and its surrounding area. Future accessibility should be considered in respect of taking account of planned improvements and committed investments to Lewisham's the network of transport infrastructure. The phasing of development will need to be carefully managed, especially where infrastructure is planned but not yet implemented. This will be a particularly important consideration in Lewisham's Central and South Sub-areas, where the delivery of the Bakerloo line extension will drastically improve Public Transport Accessibility Levels PTALs over the long-term (see Part 3 of the Local Plan). Proposals will therefore be required to meet the requirements of Policies TR1 (Sustainable transport and movement) and TR2 (Bakerloo line extension), which set out further details in this regard.

~~5.51-5.49.~~ The optimum capacity of a site should also be informed by the existing and planned infrastructure within the locality. This includes the different elements of physical, social and environmental infrastructure that are required for well-functioning and liveable neighbourhoods, and which users of the new development will be reliant on. The introduction of new, higher-density development within an area, particularly higher density development, may put pressure on existing facilities and infrastructure or create additional demands. Development proposals should therefore assess and plan positively for infrastructure needed to support the densities sought. This includes but is not limited to transport, community, green and other environmental infrastructure. Planning contributions and/or legal agreements may be used to ensure that new development is appropriately supported by secure infrastructure, including community infrastructure in line Policy CI (Safeguarding and securing community infrastructure).

~~5.52-5.50.~~ Finally, ~~the~~ optimum capacity of a site should be determined with reference to the nature and mix of uses proposed. ~~For residential-led schemes development, proposals~~ will generally be supported where density levels are appropriate to the local context and they deliver high quality housing to meet local needs, particularly and genuinely affordable housing. ~~For commercial and industrial uses it is important that development helps to support our strategic developments objectives should seek opportunities for to~~ intensify ing uses on employment sites, particularly to deliver more jobs and new workspace. ~~Mixed-use schemes will require careful consideration of amenity for all users and activities. Proposals incorporating employment uses should therefore be designed with reference to Policy E3 (Location and design of new workspace) and EC13 (Optimising the use of town centre land and floorspace).~~

~~5.53-5.51.~~ To assist with the design-led approach and to facilitate development that meets the Borough's growth requirements, support the delivery of Good Growth, and ensure densities are appropriate to their location, we will prepare planning Supplementary Planning Documents guidance focussed on specific locations and site typologies for specific areas. This includes guidance addressing the strategic the Catford Town Centre Framework and the A21 Corridor Development Framework. The and Lewisham's suburban areas, including small sites Small Sites SPD provides guidance to support the sensitive intensification of residential and other areas. All development proposals will be expected to refer this guidance to achieve the optimum capacity and to support delivery of Good Growth.

QD 7 Amenity and agent of change

- A. Development proposals must must -clearly demonstrate how they will protect and wherever possible enhance the amenity of existing and future occupiers and uses, as well as the amenity of neighbouring properties and uses noise and other nuisances will be mitigated and managed.
- B. When considering the amenity impacts of new d Development proposals must comply with the Agent of Change principle will be applied in accordance with the draft London Plan.

Commented [NE123]: Factual updates to ensure appropriate reference to Council's latest planning guidance

Commented [NE124]: This policy has been re-worked for legibility and to make the plan more concise. It consolidates the Amenity and agent of change policy together with those on noise (former QD8) and artificial lighting (former QD9). The policy principles are retained.

B-C. Development proposals ~~will be required to positively address amenity through must use~~ the design-led approach ~~in order to protect and wherever possible enhance amenity whilst ensuring no unacceptable adverse impact on amenity, both for users of the development and those properties likely to be affected by the development, by ensuring:~~

- a. ~~Make a~~ appropriate provision of privacy ~~is made both for users of the development and those in neighbouring properties,~~ ensuring development does not result in unreasonable levels of overlooking;
- b. ~~Ensure a~~ adequate provision for ~~and seek to optimise outlook, and demonstrate how this has been optimised for users of the development;~~
- c. ~~Ensure a~~ adequate levels of ventilation, daylight, sunlight and open aspects including provision of private amenity space where appropriate; ~~and~~
- d. ~~New noise sensitive development is sited away from existing noise generating uses and activities, or where this is not possible, providing adequate separation and acoustic design measures; and~~
- e. ~~Green and open spaces are maintained as tranquil and quiet areas; and~~
- e-f. ~~Development does not prejudice the use of playing fields.~~
- d. ~~Minimise and appropriately mitigate disturbances associated with the construction and operation of the development including noise, vibration, odour, fumes, dust, artificial light and site waste.~~

~~C.A. When considering the amenity impacts of new development the Agent of Change principle will be applied in accordance with the draft London Plan.~~

D. A Noise Impact Assessment and/or Vibration Impact Assessment ~~will be required to must be submitted with proposals where they are applications for noise sensitive developments or developments likely to involve a significant noise or vibration generating use.~~

Artificial lighting

E. Development proposals must be designed to ~~avoid adverse impacts of~~ mitigate and manage light pollution ~~at all stages of the development, or make provision for appropriate mitigation measures. Proposals will be required to demonstrate that external~~ by ensuring that lighting is:

- a. Appropriate for its purpose in its setting;
- b. Designed and operated to minimise and control the level of illumination, glare, angle and spillage of light, particularly to protect sensitive receptors such as residential properties and natural habitats, including water habitats; and
- c. Energy efficient.

F. Development proposals adjacent to the River Thames must ensure that artificial lighting will not have an adverse impact on river navigation.

Commented [NE125]: Respond to consultation – clarification that some impact on amenity may result but this must not result in unacceptable impacts

Commented [NE126]: Public consultation – impact on neighbouring properties should be expanded to include properties likely to be affected by development

Commented [NE127]: Public consultation – this impacts on users and neighbouring properties should apply to all criteria in policy, not just a. Therefore, deleted text brought into front end of policy

Commented [NE128]: These policy points were moved from the former QD8 on noise

Commented [NE129]: Respond to consultation – request from Sport England

Commented [NE130]: This is now captured in criterion A above and elsewhere throughout the policy.

Commented [NE131]: Amended for consistency with London Plan

Commented [NE132]: Public consultation – request that water habitats referred for the avoidance of doubt

Commented [NE133]: Public consultation – to ensure no impact on river navigation

G. ~~Where a development proposals includes an element of public realm, it should contribute to creating a safe and attractive environment.~~ should seek opportunities to enhance the function, safety and appearance of the public realm through the provision of sensitively integrated external lighting, where appropriate, having regard to (A) and (B) (E) above.

Commented [NE134]: Amended for clarification and to aid policy implementation

Considerate construction

H. All new developments must make reasonable efforts to mitigate and manage traffic generation along with noise and other nuisances during the construction phase. and Applicants and/or developers are encouraged to register with the Considerate Constructors Scheme or equivalent. Major development proposals must submit a Construction Method and Management Plan.

Commented [NE135]: Respond to public consultation – request for policy to better manage impacts on amenity from construction activity

Explanation

Commented [NE136]: The policy supporting text has been amended throughout to make more concise and to better align with the London Plan

~~5.54-5.52.~~ It is important that new development contributes to the delivery of Good Growth, including high quality and healthy living environments that people can enjoy without disturbance ~~and live healthily in.~~ Lewisham is an inner-London Borough with a sizeable resident and visitor population. It also accommodates a wide range of activities and land uses including for housing, industry and employment, transport and open space. In this urbanised setting, it is imperative that development is designed in a way that does not adversely impact on the amenity of people in the Borough at any given time, or on the ability of different uses to continue operating (where they are appropriately located). This is especially for economic, community and cultural uses that contribute to the vitality of neighbourhoods.

~~5.53.~~ The draft London Plan introduces ~~introduces~~ establishes the 'Agent of Change' principle. This places the responsibility for mitigating the impact of noise on new development. In practice, this means that where new developments are proposed close to existing noise generating uses, they must be designed more sensitively to protect the new occupiers from noise impacts. As well, where new noise generating uses are proposed close to noise sensitive uses the responsibility will be on the new use to ensure the building or activity is designed to protect the existing residents or uses from noise. Whilst the Agent of Change principle deals predominantly with noise it also addresses other nuisances including vibration, odour, fumes, dust, artificial light and site waste. When considering the impact of new development, we will apply the Agent of Change principle in accordance with the criteria set out in draft London Plan Policy D12 (Agent of Change).

~~5.55-5.54.~~ We will expect that all new development ~~Development must~~ protects and wherever possible enhances local amenity. ~~Amenity should be central to using the design-led approach, with~~ Careful consideration should be given to site selection along with the layout, design, construction and operation of buildings and spaces, including the public realm, at the early stage. ~~Proposals Applications~~ must provide a sufficient level of information to demonstrate that potential impacts have been identified, assessed and avoided or appropriately mitigated. ~~We will resist~~

Where there will be ongoing and future management of mitigation measures, these may be secured by planning obligations or legal agreements. Proposals that are likely to cause unreasonable harm to the amenity of users of the development or occupants and uses in neighbouring properties will be refused.

5.56. Local amenity can be compromised or adversely impacted in a number of ways. Some examples include: the loss of daylight and sunlight to existing properties owing to extensions or new structures; excessive or obtrusive light; odour from restaurants and other commercial activities; vibration and pollution from industrial uses, railways, and roads; noise from cultural or entertainment facilities; and loss of privacy and diminution of outlook due to insensitively sited and designed development. All proposals for new buildings and uses should assess and proactively respond to local amenity having regard to site-specific circumstances. Compatibility of use should be a key consideration during the initial site selection process.

5.55. Development proposals must appropriately respond to the immediate setting and wider neighbourhood context. For new housing or other development near residential properties, proposals must ensure provision of adequate daylight, sunlight, and outlook and privacy. Privacy is another key consideration and new development should not cause Development should not cause significant or unreasonable harm in terms of overshadowing or overlooking. Proposals will be expected to take account of existing and proposed future uses, for example, by considering land use principles established by existing-unimplemented planning consents, masterplans or strategic site allocations policies.

5.56. Proposals will be expected to submit a Noise Impact Assessment and/or Vibration Impact Assessment where sites are located in high-noise areas or where a new development is likely to generate significant noise or vibration. This will enable the consideration of how the existing noise environment affects any proposed noise sensitive development and the potential impact that new noise generating development will have on the local area.

5.57. The Council's Good Practice Guide: Control of Pollution and Noise from Demolition and Construction Sites has been prepared to assist developers and their contractors in ensuring that they carry out their works in the most considerate manner in order to reduce the environmental impact and disturbance arising from their works. Transport for London also provides standing guidance on the Construction Logistic Plan required for major developments and the assessment of traffic movements, which applicants are encouraged to refer.

The draft London Plan introduces the 'Agent of Change' principle. This places the responsibility for mitigating the impact of noise on new development. In practice this means that where new developments are proposed close to existing noise generating uses, they must be designed more sensitively to protect the new occupants from noise impacts. As well, where new noise generating uses are proposed close to noise sensitive uses the responsibility will be on the new use to protect the existing residents or uses from noise. We will apply the Agent of Change principle in accordance with the criteria set out in draft London Plan Policy D12 (Agent of Change).

~~5.57-5.58.~~ Noise generating cultural and community venues (such as theatres, concert halls, pubs and live music venues) should be protected for the benefit of the wider community and the local economy. Development proposals ~~for schemes~~ in the vicinity of these types of facilities must be designed in ways that to ensure ~~established cultural and other venues such uses~~ remain viable, can operate without the threat of closure due to noise complaints and can continue to operate as they are without licensing restrictions. This is particularly important in Lewisham's town centres, Cultural Quarters and the Creative Enterprise Zone, ~~where a critical mass of cultural venues and community facilities is necessary to support the Local Plan's strategic objectives.~~

~~5.58.~~ Noise sensitive development such as housing, hospitals, day centres and schools ~~proposed close to noise-generating uses must include acoustic design measures that are developed within the scheme from an early stage. Even greater care must be taken where it would have a disproportionate effect on more vulnerable people such as the elderly or young children. Measures that could be employed to overcome impacts could include soundproofing or insulation. The Mayor's London Environment Strategy provides further guidance on managing and mitigating noise in mixed-use development and town-centre development.~~

5.59. We will seek to protect open spaces as tranquil havens with positive soundscapes where people can interact with the natural acoustic environment, including natural sounds, animal vocalisation, weather, water and river flows. Development proposals should recognise and respond positively to the value of tranquil and quiet areas. Opportunities should be taken to protect and enhance these environments for the benefit of the local community and biodiversity.

Artificial lighting

5.60. Artificial lighting can play an important role in supporting safe, accessible and liveable neighbourhoods make a positive contribution to the quality of places. For example, it can help to ensure a safe and legible environment for movement within the Borough, including by walking and cycling. It can also extend opportunities for leisure, sport and recreation by enabling evening and night-time use of facilities and the public realm. In addition, external lighting can contribute to local character and place-making by; and enhancing the visual appearance of buildings and townscapes. If not appropriately managed however, artificial lighting has the potential to become light pollution which can present physiological, ecological and other environmental issues.

5.61. Details of lighting schemes should be in line with the latest industry guidance published by the Institute of Lighting Professionals. Proposals should take into account that Lewisham, on the whole, falls within Zone 3 Medium District Brightness Areas. However this will need to be established on a case-by-case basis as there are variations in localities, for example, in Lewisham Town Centre where Zone 4 may apply. Residential development proposals should seek to achieve the 2-LUX standard.

~~5.60-5.62. Development should provide sensitively integrated lighting within the public realm to contribute to safe and attractive environments. This includes footpaths, cycleways and public open spaces and parking areas. However, proposals will need to ensure that an appropriate balance is struck with managing safety requirements and address the potential adverse effect of lighting on amenity and biodiversity, including water habitats. Lighting from new buildings will must be designed and positioned in a way that minimises floodlighting. Where public areas need to be lit close to green and water spaces, careful positioning of light sources will be required, with the beam directed away from sensitive areas such as trees and rivers. The use of time or movement sensitive lighting is encouraged to support benefits to biodiversity and energy conservation.~~

~~5.63. This policy is separate from statutory artificial lighting nuisance controls relevant to the Clean Neighbourhoods and Environment Act 2005 and Environmental Protection Act 1990.~~

QD 8 Noise and vibration

~~Development proposals should be designed to avoid or minimise the harmful impacts of noise and vibration at all stages of the development, having regard to the Agent of Change principle.~~

~~New noise and vibration generating development must be appropriately located away from noise sensitive uses and suitably demonstrate that measures will be implemented to mitigate any adverse impacts.~~

~~New noise sensitive development should be located away from existing or planned sources of noise pollution. Where this is not reasonably practical proposals must demonstrate that:~~

~~Internal and external noise levels can be satisfactorily controlled and managed; and~~

~~There will be no adverse impact on the continued operation and amenity of adjoining and neighbouring uses, having regard to Policy QD7 (Amenity and agent of change).~~

~~A Noise Assessment and/or Vibration Assessment will be required to be submitted with proposals where they are noise sensitive developments or involve a noise or vibration generating use.~~

Explanation

~~It is important for the mental health and wellbeing of Lewisham's resident and visitor population that noise is managed to acceptable levels. There are a wide range of land uses and activities within the Borough, including significant noise generating uses (such as industrial activities) or buildings that are sensitive to noise by virtue of their users or environment (such as schools, health facilities and housing). This policy seeks to ensure that new development provides for the protection of amenity where there is an interaction between noise generating or noise sensitive uses.~~

Commented [NE137]: This policy and its supporting text has been brought into the revised Policy QD7 Amenity and Agent of Change. Some policy points deleted to avoid unnecessary duplication.

New development should be designed to avoid or minimise disturbance from noise pollution and vibration, including by appropriately mitigating impacts on site users and adjacent land uses. We will seek to ensure that noise is managed to acceptable levels having regard to the relative ambient noise levels and the character of the locality. All proposals should consider noise and vibration in the site selection process and, where necessary, address mitigation measures from the early stages of the design-led approach.

New noise sensitive development (such as housing and community infrastructure) should be located away or appropriately separated from existing or planned sources of noise pollution. This is especially important where noise could have a disproportionate effect on vulnerable groups such as children, young people or the elderly. Appropriate mitigation measures in the design, internal layout and treatment of the building and façade will be required. This includes adequate sound insulation to minimise the adverse impacts of noise, such as from railways, roads or commercial activities. Consideration should also be given to the provision of natural or mechanical ventilation where, for acoustic reasons, an alternative to opening windows is required.

~~Proposals will be expected to submit a Noise and/or Vibration Assessment where sites are located in high noise areas or where a new development is likely to generate significant noise. This will enable the consideration of how the existing noise environment affects any proposed noise sensitive development and the potential impact that new noise generating development will have on the local area.~~

~~The Council's Good Practice Guide: Control of Pollution and Noise from Demolition and Construction Sites has been prepared to assist developers and their contractors in ensuring that they carry out their works in the most considerate manner in order to reduce the environmental impact and disturbance arising from their works. Transport for London also provides standing guidance on the Construction Logistic Plan required for major developments and the assessment of traffic movements, which applicants are encouraged to refer.~~

QD 9 External lighting

~~A. Development proposals incorporating external lighting will be supported where they protect, and wherever possible enhance, local character, amenity and natural habitats. Development proposals must be designed to avoid adverse impacts of light pollution at all stages of the development, or make provision for appropriate mitigation measures. Proposals will be required to demonstrate that external lighting is:~~

- ~~a. Appropriate for its purpose in its setting;~~
- ~~b. a. Designed and operated to minimise and control the level of illumination, glare, angle and spillage of light, particularly to protect sensitive receptors such as residential properties and natural habitats; and~~
- ~~c. a. Energy efficient.~~

~~B. A. Where a development proposal includes an element of public realm, it should contribute to creating a safe and attractive environment through the provision of sensitively integrated external lighting, where appropriate, having regard to (A) and (B) above.~~

Commented [NE138]: This policy and its supporting text has been brought into the revised Policy QD7 Amenity and Agent of Change. Some policy points deleted to avoid unnecessary duplication.

Explanation

~~5.61.1.1. Artificial external lighting can play an important role in supporting safe, accessible and liveable neighbourhoods. For example, it can help to ensure a safe and legible environment for movement within the Borough, including by walking and cycling. It can also extend opportunities for leisure, sport and recreation by enabling evening and night time use of facilities and the public realm. In addition, external lighting can contribute to local character and place-making by enhancing the visual appearance of buildings and townscapes.~~

~~5.62.5.64. If not appropriately managed however, artificial lighting has the potential to become light pollution which can present physiological, ecological and other environmental issues. There are three main types of light pollution: sky glow (the brightening of the night sky), glare (the uncomfortable brightness of a light source when viewed against a darker background) and light intrusion or trespass (the spilling of light beyond the boundary of the property or area being lit). All such pollution results in excessive or obtrusive light that may cause nuisance to the population, adversely impact on the amenity of properties and harm habitats and biodiversity. External lighting can also result in unnecessary and inefficient energy use. We will therefore seek to ensure that development proposals make appropriate provision for the design and use of external lighting.~~

~~5.63.1.1. Details of lighting schemes should be in line with the latest industry guidance published by the Institute of Lighting Professionals. Proposals should take into account that Lewisham, on the whole, falls within Zone 3 Medium District Brightness Areas. However this will need to be established on a case by case basis as there are variations in localities, for example, in Lewisham Town Centre where Zone 4 may apply. Residential development proposals should seek to achieve the 2 LUX standard.~~

~~5.64.1.1. Development should provide sensitively integrated lighting within the public realm to contribute to safe environments. This includes footpaths, cycleways and public open spaces and parking areas. However, proposals will need to ensure that an appropriate balance is struck with managing safety requirements and the potential adverse effect of lighting on amenity and biodiversity, including water habitats. Lighting from new buildings will must be designed and positioned in a way that minimises floodlighting. Where public areas need to be lit close to green and water spaces, careful positioning of light sources will be required, with the beam directed away from sensitive areas such as trees and rivers. The use of time or movement sensitive lighting is encouraged to support benefits to biodiversity and energy conservation.~~

~~5.65. This policy is separate from statutory artificial lighting nuisance controls relevant to the Clean Neighbourhoods and Environment Act 2005 and Environmental Protection Act 1990.~~

HO 5 QD 8 High quality housing design

A. High quality design is integral to ensuring housing that meets the diverse and changing needs of Lewisham residents over their lifetimes. All new housing development proposals for housing should must ensure provisions for adequately-sized rooms and living spaces, with comfortable and functional layouts and along

Commented [NE139]: This policy has been moved from its previous position in the Housing section (former reference Policy HO5)

with well-integrated amenities. This includes [development](#) proposals for new-build housing development, changes of use, alterations and extensions.

B. [Development proposals for new housing development](#) must meet, and wherever possible seek to exceed, the housing standards set out in the London Plan, including the minimum standards for:

- a. Private internal space, having regard to:
 - i. Internal floor area and built-in storage area;
 - ii. Bedroom size;
 - iii. Ceiling height
- b. Private outside space, having regard to:
 - i. Outside space adequate for the intended number of occupants;
 - ii. Minimum depth and width of balconies or other private outdoor spaces;
- c. Communal amenity space; and
- d. Children's play space, having regard to Policy CI 3 (Play and informal recreation).

C. Development proposals for new housing must address the qualitative design aspects set out in [draft the London Plan Policy D46](#) (Housing quality and standards) and corresponding Table 3.2, covering the detailed considerations for:

- a. Layout, orientation and form;
- b. Outside amenity space; and
- c. Usability and ongoing maintenance.

D. [Development proposals for housing development](#) should [must](#) be designed to be inclusive, accessible and safe to all, ~~having regard to the requirements of~~ [with reference to](#) Policy QD2 (Inclusive and safe design).

E. [Development proposals for housing development](#) should ~~must be designed to~~ protect and enhance amenity of building occupants, as well as that of adjoining site users and uses, in line with Policy QD7 (Amenity [and agent of change](#)). [They must ensure adequate provision of natural light with reference to the latest Building Research Establishment \(BRE\) good practice guidance, currently BR209: Site layout planning for daylight and sunlight, or suitable equivalent.](#)

F. [Development proposals for housing development](#) must be designed to be 'tenure blind' and 'tenure neutral' to ensure that houses across all tenures are indistinguishable from one another in terms of quality of design and materials, space standards, access and amenity provision. [Further details on 'tenure neutral design' are set out in Policy QD2 \(Inclusive and safe design\).](#)

G. [Development proposals for housing development](#) should ~~must~~ maximise the provision of dual aspect dwellings. Proposals for single aspect dwellings, [particularly north facing dwellings](#) will be resisted and ~~should only be considered in exceptional circumstances, permitted~~ where it can be suitably demonstrated that ~~the~~ [the development](#) will provide for a more appropriate design solution than a dual aspect dwelling, having particular regard to:

Commented [NE140]: Respond to consultation – further detail on daylight and sunlight, right to light considerations

Commented [NE141]: Respond to consultation – London Plan guidance seeks to avoid north facing single aspect dwellings, so merits signposting

- a. Site or ~~b~~ Building size, layout and orientation.
- b. Outlook for occupiers;
- c. Microclimate management including for heating, cooling and ventilation; and
- d. Amenity including adequate privacy and protection against exposure to odour, noise, light and air pollution.

Commented [NE142]: Respond to consultation – consideration of site size and orientation should be included

Explanation

5.65. Everyone should have access to a decent and secure home that is adaptable to one's changing needs over their lifetime. ~~We will seek to ensure that~~ All new housing development, irrespective of tenure, ~~is~~ must be designed to a high quality standard and in order to meets the diverse needs of Lewisham's resident population, taking into account those who choose to live independently, families (including with children) and others sharing accommodation, and those requiring managed support or care. This includes new build housing, as well as proposals involving the alteration or extension of existing housing units, as well as and the conversion of other buildings into housing.

5.66. The quality and standard of housing is a key issue in Lewisham. One in four residents now live in the private rented sector, which is double that of 15 years ago. We estimate that a quarter of private rented properties are non-decent. As further evidence, between January 2015 and October 2018 the Council received over 2,000 complaints about the condition of private rented properties. We inspected all these properties and found around half of them had poor energy efficiency (rating of D or below). Whilst the proportion of social housing units meeting the Decent Homes standard increased from 41% to 94% in the ten years from 2007, the Council's own research suggests private sector housing is not achieving the same level of standards.⁶³

5.67. We will apply the London Plan space standards when considering housing proposals (including for internal and outside space, communal amenity space and children's play space). We will also have regard to the qualitative design aspects set out in draft London Plan Policy D46, along with other Local Plan policies. Applicants are advised to refer the London Plan for further details. Development proposals must meet and should seek to exceed the minimum standards.

5.68. ~~Housing d~~ Developments proposals ~~should seek to maximise the provision of genuinely affordable housing. They should also~~ must support mixed and inclusive neighbourhoods and communities by ensuring that housing of all tenure types are designed to a high quality standard and well-integrated, both within the site and development and with neighbouring residential properties neighbourhood. Housing ~~should~~ must be designed to be 'tenure blind' so that affordable housing buildings and units are similar to market housing in design quality, including external appearance, with entrances and access routes that promote social inclusion. Communal amenity spaces must be accessible to all residents of the development, regardless of tenure.

⁶³ [Lewisham Housing Strategy 2020-2026. Lewisham Council](#)

5.69. Dual aspect dwellings with opening windows on at least two sides have many benefits for the amenity of building occupiers, including for daylight, outlook and natural ventilation. Single aspect dwellings do not offer the same benefits, particularly for natural ventilation, which is problematic in terms of climate change adaptation. Single aspect dwellings will therefore only be acceptable in exceptional circumstances, and should be avoided where they are north facing, contain three or more bedrooms, or exposed to noise and air pollution levels above which significant adverse effects on health and quality of life occur. The design of single aspect dwellings must demonstrate that all habitable rooms and the kitchen are provided with adequate passive ventilation, privacy, daylight and outlook, and that the unit's microclimate will be appropriately managed.

QD ~~10-9~~ Building alterations, extensions and basement development

- A. Development proposals for building alterations, ~~and extensions~~ and basements must be ~~of a high~~ designed to a high quality ~~design standard~~, and have regard to the Council's Alterations and Extensions SPD ~~(2019)~~.
- B. Development proposals for building alterations and extensions must respond positively to the context, character and distinctiveness of the site and host building. ~~Proposals~~ will only be supported where they:
- Respect and complement the form, proportion, setting, period, architectural characteristics and detailing of the original building and the site;
 - Use high quality, durable and matching or complementary materials;
 - Maintain and wherever possible enhance, and do not adversely impact on, the architectural integrity of a group of buildings as a whole, or cause an incongruous element in terms of the important features of an area's character; and
 - Do not adversely impact on, or result in the loss of, the amenity of neighbouring properties, including back gardens, in line with other Local Plan policies.
- C. Innovative and contemporary designs will only be supported where they are of an exceptional design quality and comply with (B) above. ~~Where proposals seek to integrate a contemporary design and/or materials, careful consideration will be required to ensure that the distinctive character and features of the original building are respected and not harmed.~~
- D. Roof extensions on the street frontage of a building, particularly within predominantly residential street, should be avoided in favour of extensions to the rear of the building. Development proposals for roof extensions on the street frontage will only be supported where it is demonstrated that there is a clear design rationale, a design options appraisal has been undertaken that demonstrates an extension to the rear of building is not feasible or appropriate, and other policies are satisfied.
- ~~G.E.~~ Residential extensions should retain an accessible and functional private garden area which is appropriate in size in relation to building and the intended

Commented [NE143]: This is already covered in Policy QD1 and addressed in more detail in criterion a below

Commented [NE144]: Respond to consultation – stronger policy wording

Commented [NE145]: Amended to make more concise - this point is captured in B above.

number of occupants of the dwelling. Development proposals should seek to retain 50 per cent of the original garden area.

D-F. New units or rooms created by a residential alteration or extension must ensure adequate living and amenity and space for all building-intended occupiers.

Basement development

G. Proposals for basement development must be accompanied by include a Basement Impact Assessment and.

E-H. Basement development will only be permitted where it can be suitably demonstrated that the development:

- a. Is sensitively integrated into the site, proportionate to host building (including the original building in the case of a basement extension) and avoids harm to local and historical character;
- b. Will not adversely impact on the structural stability of the host building, neighbouring properties, infrastructure and the public realm, taking into account local geology;
- c. Will not result an increase to flood risk, having regard particular regard to Policy SD7 (Reducing flood risk); whilst ensuring users of the development will be safe from all sources of flooding.
- d. Will not adversely impact on the natural environment; and
- e. Will not adversely impact on the amenity of neighbouring properties on occupation and use, and will minimise impacts on amenity during the construction phase.

F-I. Where a proposals for residential basement development extends beneath the garden area, proposals must demonstrate that:

- a. There will be no loss of or harm to trees of value, including amenity and townscape value, in line with Policy GR4 (Urban greening and trees); and
- b. The development will maintain adequate soil depth satisfactory for landscaping, taking into account impacts on and requirements of neighbouring properties.

J. Development proposals for basements including habitable rooms for residential use housing, or other sensitive uses, must ensure safe access and egress for all likely users of the development. Proposals will be refused where they do not suitably demonstrate that all likely users of the development will be safe from all sources of flooding.

G-K. Development proposals for basements including toilets, bathrooms or other waste outlets must install an appropriate pumped device to protect occupiers and the property from sewer flooding.

Commented [NE146]: Respond to consultation – policy principles included in extant DM31 which are not adequately covered by the SPD and should therefore be retained in new plan

Commented [NE147]: Respond to consultation – clarification required on safe design for basement development

Commented [NE148]: Respond to consultation – clarification on safe design for basement development

Light wells

H.L. Development proposals for light wells ~~will only be supported where they must~~ respect the architectural and historical character of the host building and its wider setting, and ~~do~~ not adversely impact on the amenity of neighbouring properties. Light wells should be sensitively integrated ~~into the site~~ and designed to avoid the loss of amenity space, including garden land. Proposals that ~~would will~~ result in an excessive or harmful loss of amenity space will be resisted.

Explanation

~~Alterations and extensions~~

~~5.66-5.70. We want to ensure that the highest design quality is achieved through all new~~ All new development, including building extensions, and alterations and basement developments must be designed to a high quality standard. ~~This is particularly~~ Where this type of development is poorly designed and built it can have an adverse impact on local character, particularly where alterations or extensions are proposed to existing homes or on buildings of historic interest or within established residential areas, including Conservation Areas and Areas of Special Character. ~~In response to the strong local interest from householders and other members of the public with respect to this type of development, we have prepared an~~ The Council's Alterations and Extensions SPD (2019) ~~should be referred as appropriate.~~ This guidance document sets out clear principles and development guidelines ~~to help householders and others to deliver high quality developments.~~ ~~that help to support implementation of the Local Plan. All proposals will be expected to refer to the SPD, as appropriate.~~

~~5.67. The Lewisham Characterisation Study (2019) discusses how the urban grain and local character of neighbourhoods varies greatly throughout the Borough, with remnants of historic development surviving to the modern day. Development proposals need to be well thought out, using the design-led approach to ensure a fundamentally site-specific response to the urban grain. This will help to ensure alterations and extensions are sensitive to their local and historical context, and do not adversely impact on the amenity of neighbouring properties.~~

5.71. Extensions to residential buildings should normally be subordinate in scale to the original building. This is in order to ensure that new development does not dominate existing and well-established features of the building or setting, or result in disproportionate additions that detract from local character. Alterations and extensions must also respect the architectural qualities and coherence of the urban grain, for example, by taking into account the distinctive qualities of blocks or terraces of buildings and ~~not undermining~~ responding to their established uniformity.

~~5.68-5.72. Additional or enlarged windows, doors and other openings, should be in keeping with the original pattern, and in the case of a roof extension should reflect the existing alignment of the windows. Replacement windows where controllable by the Council should closely match the pattern of the original windows. The repair of original windows will be encouraged.~~

Commented [NE149]: Policy supporting text amended throughout to make more concise

~~5.69-5.73.~~ Innovative, high quality and creative contemporary designs ~~solutions that respond positively to the site context will be supported in principle, so long as the design should~~ carefully consider the architectural language and integrity of the original building ~~and its setting,~~ and avoid ~~s-any~~ awkward jarring building forms ~~that detract from local character.~~

Basement development

~~5.70-5.74.~~ Basement developments are becoming an increasingly popular way for householders to adapt their homes to changing lifestyles and needs, for example, to create more amenity ~~or living space~~ ~~or accommodate larger families.~~ They ~~also~~ ~~also offer opportunities for~~ ~~enable~~ businesses and organisations to ~~make a more optimal use of land and space in a highly urbanised area like Lewisham, for instance, by accommodating additional workspace or make extra~~ operational space ~~on existing premises.~~ Whilst recognising the role that basements can play in meeting the needs of the local population, ~~Basement development poses unique design challenges and~~ it is important that ~~these are appropriately considered and addressed.~~ development does not adversely impact on local character and the environment or harm the amenity of neighbouring properties, ~~whether during the construction or occupation phases.~~

~~5.71-5.75.~~ Not all new basements will require planning consent ~~as there are~~ ~~owing to~~ permitted development rights ~~covering some types of development.~~ Where planning permission is required, ~~we will consider~~ proposals ~~will be assessed~~ against the Local Plan policies ~~to ensure new basement developments are appropriately integrated into the site and local area.~~ Particular ~~e~~Consideration ~~will need to~~ ~~must~~ be given to impacts on structural stability of the host building and adjoining properties, as well as to any environmental impacts that are likely to arise from the development, ~~including during its construction phases.~~ These matters ~~should~~ ~~must~~ be addressed through ~~the a~~ Basement Impact Assessment (BIA), ~~which we will require~~ to be submitted at the application stage. The BIA must be carried out by a suitably qualified and recognised independent assessor and paid for by the applicant. ~~Basement development P~~proposals will be ~~strongly resisted/refused~~ where it cannot be demonstrated that harmful impacts ~~can~~ ~~will~~ be avoided or appropriately mitigated. ~~Impacts on amenity should be minimised as much as reasonably practical during construction.~~ Depending on the nature and scale of development a Construction Management Plan may be required, and this ~~will be secured by condition or legal agreement.~~

~~5.72-5.76.~~ Applicants will also be expected to ensure that harmful impacts on amenity are minimised as much as reasonably practical during the construction phase of development. ~~Details should be provided of measures to address local amenity at all phases of development.~~ Depending on the nature and scale of proposals, ~~construction management plans may be secured by condition or legal agreement.~~

Light wells

~~5.73-5.77.~~ Light wells can ~~help to~~ enhance the amenity of a building's users and occupiers. ~~However the introduction of light wells can harm local character, including historical character, particularly where they are poorly designed or not in keeping with the established features of a street or neighbourhood. All proposals for light wells must be designed to a high quality standard, with careful consideration given to their integration within the site along with their relationship to the host building and wider setting. Additionally, proposals will be expected to demonstrate that there will be no~~ Careful consideration is required to ensure new light wells do not have an adverse impact on amenity, ~~particularly including nuisance caused by in terms of~~ light pollution ~~which is a concern with development of this type.~~ Light wells should not result in an excessive or harmful impact on amenity space, including garden land. We will ~~seek to~~ resist proposals that ~~would will~~ result in a significant loss of amenity space, taking into account the ~~nature of the proposal along with the~~ amount and quality of amenity space on site.

QD ~~11-10~~ Infill and backland sites, garden land and amenity areas

Key principles

- A. Development ~~proposals~~ on infill and backland sites, garden land (including back gardens) and amenity areas will only be acceptable where:
- The use is appropriate to the site and ~~compatible with will not result in an unreasonable adverse impact on the amenity of neighbouring~~ land uses ~~and properties, including their rear gardens in site's immediate vicinity and surrounding area; and~~
 - ~~The requirements for Neighbourhood Open Space are adequately addressed, where relevant, with reference to Policy GR3 (Open Space); and~~
 - ~~The development has a clear urban design rationale, having regard to the Council's Small Sites SPD.~~
- B. Where ~~development on infill and backland sites, garden land and amenity areas is acceptable in principle, having regard to the requirements of~~ (A) above ~~are satisfied,~~ development proposals must:
- Be ~~designed to of~~ a high quality ~~standard design~~ and respond positively to the site context and local character, including historical character;
 - Be sensitively integrated into the site, including by responding to the sizes and proportions of adjoining and neighbouring buildings, as well as the spaces between buildings;
 - Retain trees and integrate high quality landscaping, in line with Policy GR~~35~~ (Urban Greening and Trees);
 - Ensure ~~appropriate safe and convenient access for all users of the development;~~
 - ~~Make adequate~~ arrangements for ~~safe access and servicing the building and site, including by retaining and enhancing existing walking and cycle routes and access wherever possible; and~~
 - ~~Do not result in harmful overshadowing or overlooking, or otherwise adversely impact on the amenity of neighbouring properties, including their rear~~

Commented [NE150]: Amended to bring in line with revised Policy GR3, recognising some amenity areas may be non-designated open spaces (i.e. Neighbourhood Open Spaces)

~~gardens, or the occupiers of the development, having regard to other Local Plan policies;~~

~~G. Proposals for housing development must meet the amenity and space requirements set out in the Local Plan, also taking into account relevant guidance, including the London Mayor's Housing Supplementary Planning Guidance;~~

Commented [NE151]: Removed to make more concise – this point is covered elsewhere in the plan including QD7 Amenity and agent of change

Commented [NE152]: Removed to make more concise – this is covered elsewhere in the plan.

Infill sites

~~D.C.~~ Development proposals within street frontages and on street corners will only be supported where they:

- a. Make a positive contribution to local character, including historical character; particularly by responding to the distinctive ~~qualities~~ character of the street and street frontage;
- b. Maximise opportunities to repair harmful breaks, or the appearance of buildings, which detract from the character of the street frontage;
- c. Are sensitively integrated into the street frontage, including by respecting the proportions and spaces of and between existing buildings; and
- d. Retain appropriate garden space for adjacent residential properties.

Backland sites

~~E.D.~~ Development proposals on backland sites will only be supported where they:

- a. ~~Provide accessible, safe and convenient access for all intended users of the development;~~
Do not introduce gates or other design features that ~~unnecessarily~~ restrict or prevent public access to or through the site.

Commented [NE153]: Repetition – this is covered elsewhere in the plan as a principle that applies to all development

Commented [NE154]: Amended to aid policy implementation - there may be valid reasons to restrict access to part of all of some sites, mainly owing to public health and safety

Garden land (including back gardens)

~~F.E.~~ Garden land makes an important contribution to the character and amenity of Lewisham's neighbourhoods, and often has biodiversity value. The use of garden land for new development should therefore be avoided.

~~G.F.~~ ~~Development p~~Proposals that ~~would will~~ result in the loss of garden land, including private back gardens, will be strongly resisted. This includes the development of back gardens for separate dwellings in perimeter forms of housing. The loss of garden land will ~~normally~~ only be considered acceptable in exceptional circumstances where:

- a. The proposal is for comprehensive redevelopment of a number of whole land plots; and
- b. The requirements of (A) ~~and (B)~~ above are satisfied.

Amenity areas

~~H.G.~~ Development proposals on amenity areas of landscaped open space ~~attached adjoining to~~ existing residential buildings will only be supported where they:

- a. Repair, reinstate or re-provide active street frontages;

- b. Retain existing private garden space; and
- c. ~~Support~~ Apply inclusive and safe design principles, particularly by and seek opportunities to ~~enhancing~~ enhance natural surveillance.

Explanation

Commented [NE155]: The policy supporting text has been amended throughout to make more concise

~~5.74-5.78. To deliver the spatial strategy for the Borough we will seek to direct new development to key locations (such as Opportunity Areas and town centres) and also ensure new development optimises the use of land within these locations. However, there may also be~~ opportunities throughout the Borough to make a more beneficial use of land ~~and improve the quality of local areas~~ through the redevelopment of smaller sites, ~~such as backland and infill sites, as well as garden land and amenity spaces. This is particularly where new~~ New and sensitively integrated development ~~on small sites can help~~ to enhance local character, such as by repairing harmful breaks in street frontages ~~through infill development~~ or activating vacant backland sites, ~~and provides new~~ Small sites can also accommodate new housing, business space and other uses to meet local needs, ~~as supported by policy HO2 (Optimising the use of small housing sites).~~

~~5.75-5.79. To help ensure that new development is designed to a high quality standard and responds positively to local character,~~ this policy addresses the different types of ~~small sites opportunities,~~ as set out below.

- Infill sites: sites within street frontages (such as former builders' yards, small workshops and garages, gaps in terraces and gardens to the side of houses).
- Backland sites: 'landlocked' sites to the rear of street frontages and not historically in garden use (such as builders' yards, small workshops and warehouses, and garages), often in close proximity to existing housing.
- Garden land (including back gardens): private amenity areas that were the entire back garden to the rear of a dwelling or dwellings as originally designed. Garden land is not defined as Previously Developed Land, as set out in the NPPF.
- Amenity areas: communal amenity areas attached to or associated with residential development. Examples of these are: private communal gardens for small blocks of flats landscaped spaces around taller blocks of flats and around low and medium rise 'slab blocks', where typically the distinction between the public and private realms is ambiguous and which provide a generally less secure environment as a result.

~~5.76-5.80.~~ These ~~small~~ site typologies cover the majority of sites that will require consideration under this policy ~~(extensions and alterations are dealt with separately in this Local Plan).~~ However, ~~it is recognised that~~ there may be some instances where a ~~particular~~ site will not fall definitively within any one of these

categories. In such cases, the principles that will be applied for planning decisions will be taken from the appropriate parts of this policy. The Council will make a determination of the relevant policies, informed by the planning statement submitted by the applicant.

~~5.77-5.81.~~ Not all infill, ~~backland, garden land and amenity area~~ sites will be considered appropriate for new development, or for certain types of land uses. ~~Backland, garden land and amenity area sites will only be acceptable for new development where proposals comply with the above policies. All proposals will be considered on a case-by-case basis, taking into account the nature and scale of the proposed use, along with the site context and character. All planning applications will be required to~~ Development proposals must clearly demonstrate that the ~~development~~ site is appropriate for the proposed use(s), and that there is a clear urban design rationale for bringing forward development at ~~this the~~ location and there will be no adverse impact on amenity. ~~This should be set out in the Design and Access Statement, and informed by the Council's Small Sites SPD and associated Small Sites Development Strategy document. Some amenity areas may be Neighbourhood Open Spaces and proposals must therefore ensure compliance with Policy GR3 (Open space).~~

Commented [NE156]: Respond to consultation – clarification to ensure text aligns with policy principles

Commented [NE157]: Amended to refer Council's recently adopted Small Sites SPD and Development Strategy document

~~5.78. We will resist proposals that do not suitably demonstrate that development will make a positive contribution to local character and protect the amenity of neighbouring properties.~~

Commented [NE158]: Repetition – this is covered elsewhere in the plan

Infill and backland development

~~5.79-5.82.~~ All Development proposals for infill and backland development must ~~informed by~~ follow the design-led approach. ~~This will help to ensure that new development responds positively to the local context and is sensitively integrated into the locality, taking into account the visual and functional qualities of the site and its surrounds.~~ Careful consideration will need to be given to the distinctive character and features of the site and its wider setting. This includes the streetscape and architectural detailing, along with the proportions and orientation of buildings, including the spaces between them. Development on mid-terrace sites will require particular attention to ensure they complement the character of the street and provide a positive frontage. Infill development provides ~~particular~~ opportunities to repair harmful breaks in the street frontage.

~~5.80-5.83.~~ Access and servicing requirements of backland sites ~~will be an important factor when considering development proposals~~ poses unique design challenges. Development ~~proposals~~ must ~~be designed to~~ ensure adequate arrangements for all vehicles likely to require access the site, including for emergency services, refuse and recycling collection and deliveries. Proposals must also ensure safe and convenient access to the site and buildings by walking and cycling.

~~5.81-5.84.~~ Development proposals ~~on infill and backland sites~~ should ~~seek to ensure that retain and enhance~~ existing walking ~~routes~~ and cycle ~~ways~~ connections, ~~whether formal or informal, are retained in order to.~~ Where this is not feasible or

preferential in design terms adequate replacement provision must be provided. The design must ensure permeability within the site and the rest of the neighbourhood. Gated developments are considered to be less secure due to the reduction of natural surveillance, and also adversely impact on site permeability and integration will be strongly resisted. It is also important that development does not result in a loss of security to adjacent dwellings.

~~5.82-5.85.~~ Where development proposals include new housing development is proposed, this should ensure compliance with other relevant Local Plan policies, having particular regard to Policy HO5 (High quality housing design) this must be designed with reference to other Local Plan policies. Provision of accessible, secure, private and usable functional external outdoor amenity space, including space children's play space, will be required where appropriate. Garden Outdoor amenity space, including garden land, must not be provided-delivered in a piecemeal fashion in a series of small garden areas. Rather this must be designed in an integrated way to ensure it is -but as a usable functional space suitable for the intended occupants.

Garden land (including back gardens)

~~5.83-5.86.~~ Garden land, including back gardens, make an important contribution to local character and amenity and often have ecological value. Development on garden land should therefore be avoided in favour of development opportunities elsewhere in the Borough, particularly on brownfield sites and previously developed land, consistent with the spatial strategy for the Borough. The NPPF is clear that garden land is not considered Previously Developed Land.

~~5.84.~~ The Lewisham Characterisation Study (2019) examines the different features of the Borough's built and natural environment. It identifies various urban typologies where the built form relies on more or less regular street forms, building facades, and garden areas. The study helps to provide an indication of where new development on garden land, including back gardens, is are likely to have an adverse impact on the urban grain and local character. Applicants are strongly advised to refer the Characterisation Study when considering development proposals.

Commented [NE159]: Removed to make more concise

5.87. There is a growing body of evidence indicating that people who live in greener neighbourhoods tend to have better cardiovascular health and lower levels of stress.⁶⁴ The greater the biodiversity in those green spaces, the larger the benefit to psychological well-being. Participating in activities such as gardening can have physical and mental health benefits. This policy works together with other Local Plan policies on green infrastructure.

Commented [NE160]: Respond to consultation – greater emphasis on health and wellbeing benefits in supporting text

~~5.85-5.88.~~ Back gardens in perimeter block urban typologies, which have more or less enclosed rear gardens, are considered to be an integral part of the original design of these types of residential areas, provide valuable amenity space and an

⁶⁴ For example, the Create Streets Foundation has published research covering this topic.

ecological resource. We will therefore seek to resist proposals for development on garden land in these locations. Other typologies also often have dwellings with private back gardens that do not form such a strong design feature of the development. These are typically associated with more modern development, featuring small gardens that are rarely longer than 10 metres or are quite narrow, and are therefore not considered suitable for development.

~~5.86-5.89. Development p~~Proposals that ~~would will~~ result in the loss of garden land, including private back gardens, will be strongly resisted. This includes the development of back gardens for separate dwellings in perimeter forms of housing. The loss of garden land will ~~normally~~ only be considered acceptable in exceptional circumstances, where sites can be assembled to bring forward comprehensive redevelopment, ~~in accordance with other Local Plan policies~~, and ~~where~~ appropriate re-provision of garden land is provided to mitigate losses as much as possible. ~~For all such proposals, development must be designed to provide an appropriate layout and built form that complements local character and protects amenity of neighbouring properties.~~

QD ~~12-11~~ Shopfronts

- A. Shopfronts (including their signs, canopies and security installations) must be designed to a high quality standard. ~~They should respond positively to and enhance the character of Lewisham's neighbourhoods and contribute to the creation of lively and safe environments. Development proposals for shopfronts will only be supported where they do not adversely impact on local character, amenity and public safety.~~
- B. Development proposals for new shopfronts or alterations to existing shopfronts ~~will be required to~~ must:
 - a. Retain, refurbish or reinstate shopfronts, or associated elements of architectural interest, ~~particularly~~ where these ~~positively~~ contribute to the distinctive visual or historic character of a building, townscape or area;
 - b. Be of a proportion, scale and quality that responds ~~positively~~ to the character of the host building and, where relevant, adjoining properties;
 - c. Use high quality materials and colours that are sensitive to local character; and
 - d. Retain or provide glazed shop windows; ~~and~~
 - e. ~~Ensure inclusive and safe design.~~
- C. ~~Development proposals for shopfront signage will only be supported where they contribute to a high quality townscape and do not adversely impact on local character, amenity and public safety.~~ Within Conservation Areas and residential areas, internally illuminated box fascia signs and projecting signs will not be permitted unless they successfully relate to the design and detailing of buildings and contribute positively to the distinctive character of a group of buildings or street.
- D. Development proposals for open shopfronts without a stall riser and glazed screen will be resisted.

Commented [NE161]: Amended to make more concise – this point is captured in QD1 and criterion B below

Commented [NE162]: Respond to consultation – stronger policy wording

Commented [NE163]: Criterion H below amended, which covers this point

Commented [NE164]: Amended to make more concise – this is covered elsewhere in the policy and plan

- E. Development proposals for shopfront canopies that are fixed in the 'down' position will be resisted. Retractable canopies may be acceptable where they are [appropriately](#) designed to provide sufficient clearance ~~and respond positively to local character.~~
- F. Shopfront security features, including roller grilles and shutters, must not be visually intrusive, create blank frontages or detract from the character of the [host building and](#) townscape. Where such installations are considered necessary development proposals should seek to use internally located, open mesh security shutters and boxes.
- G. Where proposals require a new shopfront as part of a mixed-use scheme, including re-provision of an existing unit, development will be expected to make provision for shopfront fit out.
- H. Development proposals [for shopfronts must apply inclusive and safe design principles.](#) ~~They~~ should retain, and wherever possible enhance, street level ~~doors~~ [access](#) and entrances, ~~including that provide~~ access to upper floor residential, [commercial and community](#) uses.

Commented [NE165]: Amended for clarity and to aid policy implementation

Explanation

Commented [NE166]: The policy supporting text has been amended throughout to make more concise

~~5.87-5.90.~~ Lewisham's high streets and shopping areas, [including their shopfronts,](#) are an important [and highly valued](#) part of ~~the our local~~ neighbourhoods ~~in which they are located. They contribute to creating a sense of place and~~ [and](#) often reflect the unique character and historical development of the Borough, ~~as set out in the Lewisham Characterisation Study (2019) and Lewisham's Conservation Area Appraisals. Well-designed shopfronts, including those of architectural or historic interest, make an important contribution to local distinctiveness and the quality of the urban environment.~~

~~5.88-5.91.~~ Development proposals should ~~seek to~~ ensure that shopfronts of good architectural quality or those with historic value are retained, refurbished or reinstated wherever possible. Where retention is not possible, replacements should ~~use be designed to a~~ high quality [standard using](#) materials ~~and incorporate designs~~ which are appropriate to the period and character of the building. ~~Particular e~~Consideration should be given to shopfront framework features including pilasters, brackets, fascias and projecting signs. This is especially important where development of a shopfront would impact on the significance of a heritage asset or its setting, ~~for example, High quality designs will be needed for shops located,~~ within a Conservation Area or ~~shopfronts that comprise~~ part of a Listed Building. Applicants are advised to refer the Council's Conservation Area Appraisals [for further information.](#) ~~Applicants are encouraged to refer the Council's latest~~ and Shopfront Design Guide [Supplementary Planning DocumentSPD](#) for further information.

~~5.89-5.92.~~ [New](#) All shopfronts should be designed to a high quality standard, using materials and treatments that are sensitive to the character of the host building and neighbourhood. The standardisation in much of current shop design can

gradually devalue the character and individual qualities of buildings in shopping areas. It is important that the design and materials of new and replaced shopfronts relate well to the scale of the building and its surrounds, as well as the original features of the building where these contribute positively to local character.

~~5.90-5.93.~~ The design and quality of shopfronts can be maintained by referring to the architecture of the host building and high quality shopfronts in comparable neighbouring units, and by reflecting the general scale and pattern of shopfronts in the area. New shopfronts should contribute towards a cohesive streetscape, retain a consistent building line and contribute to the character ~~and attractiveness~~ of the centre or parade it is located in. The detailing, quality of materials, execution and finishes are very important in shopfront design, particularly as they are viewed close-up.

~~5.91-5.94.~~ Contemporary shopfront designs will be supported in appropriate locations. All new and altered shopfronts should ~~be designed to be fully accessible for all~~ apply inclusive and safe design principles. If a shopfront is replaced or altered, the design should respect the characteristics of the host building and, where appropriate, shopfront windows and framework features should be retained or restored.

~~5.92-5.95.~~ Shopfronts with bulky and crudely attached, fully internal illuminated box fascias and intrusive signage add to visual clutter and detract from the quality and character of the townscape. Whilst ~~recognising~~ internally illuminated box fascia signs may be acceptable in some locations, their use should be avoided in residential areas where amenity can be adversely impacted, as well as locations that would result in harm to the street scene or significance of a heritage asset or its setting.

~~5.93-5.96.~~ Shopfront security features should not have a detrimental impact on the townscape and local character. The use of solid external security shutters and grilles can create an unpleasant atmosphere when premises are closed, creating or perpetuating fears to personal safety. The use of open mesh security shutters and boxes is encouraged ~~where such interventions measures~~ are considered necessary. Security features should be designed so that they can be hidden behind the fascia in order to reduce visual clutter from the frontage and townscape.

~~5.94-5.97.~~ Development proposals ~~Where for~~ mixed-use schemes ~~involve involving the~~ creation of a new shopfront ~~development proposals will be required to must~~ provide a reasonable shopfront fit out, having regard to viability. This ~~is particularly important to will~~ encourage the occupation of business units and reduce the likelihood of vacancy, which can adversely impact on town centre vitality. ~~We will therefore seek an~~ Proposals should therefore provide appropriate level of shopfront design detail ~~at the initial application stage, and to ensure high quality design sensitive to the surrounding context.~~

QD 12 Outdoor advertisements, digital displays and hoardings

- A. Outdoor advertisements, digital displays and hoardings should contribute to attractive and safe environments. Development proposals for these types of installations will be supported where they are designed to a high quality standard, appropriately sited, and adequately maintained throughout their operation to ensure:
- There is no adverse impact on local character, appearance or visual amenity on the site or surrounding area;
 - Heritage assets and their setting are preserved or enhanced;
 - They do not result in the unsightly proliferation or dominance of signage and displays in the vicinity of the site;
 - There is no harm to public amenity, including by way of excessive illumination and visual intrusion of light pollution into adjoining or neighbouring properties and public spaces;
 - There is no adverse impact on public or highway safety; and
 - There is no harmful impact on trees, especially those with Tree Protection Orders (TPOs).

Explanation

Commented [NE167]: Policy supporting text amended throughout to make more concise

~~5.95-5.98.~~ Outdoor advertisements, digital displays and hoardings are a means of providing information to the public and can play a complementary role in supporting the local economy. ~~However the physical quality of places, including streetscapes and townscapes, can be compromised by displays that are poorly sited, designed and maintained~~ installations can have an adverse impact on public health and safety, amenity and local character. We will seek to ensure that all such development is designed to a high quality standard ~~Displays can also have a harmful impact on local amenity, particularly where they are excessively bright and project light pollution onto neighbouring properties. As with all other types of development, we will seek to ensure that these sorts of installations respond positively to local character as well as contribute to and secure~~ safe, accessible and attractive environments.

~~5.96-5.99.~~ Advertisements, digital displays and hoardings are regularly located on or adjacent to the public realm. ~~Particular care is needed to ensure that everyone can move uninhibited movement along safely and easily within it, development must apply inclusive and safe design principles the public realm by all users, including people with disabilities. It is also important that highway safety is maintained and development does not pose a risk to road users. Where installations are proposed to be located~~ Proposals for advertisements on or adjacent to the Transport for London Road Network will be required to consult Transport for London TfL should be consulted for an opinion on the ~~impact on the~~ safe operation of the highway network.

~~5.97-5.100.~~ ~~Where poorly designed and sited, outdoor advertisements, digital displays and large hoardings can have an adverse impact on local amenity~~ In the interests of protecting amenity proposals must address the impact that installations will have on surrounding uses and properties and the quality of the

~~public realm. For example, For example, development should they cannot~~
obscure the views of occupants inside buildings, obscure elevations which
contribute to the appearance of the ~~townscapepublic realm~~, or cause visual harm
to parts of windows, cornices and other significant architectural features. ~~Careful~~
~~consideration must therefore be given to impacts on the host building or structure,~~
~~as well as the site and its local context. Proposals should maximise opportunities~~
~~for hoardings should seek to add visual interest while they are in place, such as~~
~~by incorporating public art.~~

~~5.98. Where hoardings are to be installed, they must be incorporated in a way that is~~
~~sensitive to the local area. Proposals should maximise opportunities for hoardings~~
~~to add visual interest while they are in place, such as by incorporating public art.~~

~~5.99-5.101.~~ Applications for advertisements and hoardings are required to follow
the Town and Country Planning (Control of Advertisements) (England)
Regulations 2007.

6 Heritage

What you've told us

Heritage is important because:

- It gives neighbourhoods their unique character and identity
- Residents and visitors enjoy historic high streets

Concerns the historic environment is being damaged by:

- Demolitions and new developments
- Small works such as house extensions
- Building on back gardens

More should be done to improve the historic environment by:

- Supporting heritage projects
- Better preserving the special qualities of places outside of Conservation Areas

What we've learned

Lewisham has a rich historic environment

- It features 29 conservation areas, 364 nationally listed buildings and structures, 301 locally listed buildings, 1 scheduled ancient monument and 2 registered gardens and parks.
- Part of the buffer zone for the UNESCO Maritime Greenwich World Heritage Site is located at Blackheath.
- Lewisham has a unique maritime and industrial heritage, and was once home to the Royal Naval Dockyard.

Heritage at risk

- There are buildings and other assets on the 'Heritage at Risk' register due to neglect, decay or other threats.

Main Issues

Understanding heritage

Our heritage assets are irreplaceable. Their value must be understood if they are to be preserved for future generations.

Enabling growth, preserving heritage

There is greater pressure to redevelop land and buildings to meet needs for homes and jobs. Lewisham's growth must be managed in a way that is sensitive to and preserves local heritage.

Heritage at risk

The heritage value of some buildings (and other assets) could be lost if action is not taken to secure their long-term future.

We're proposing to...

Preserve and enhance the historic environment

- Ensure developments respect the value of heritage assets and their setting – this includes buildings, townscapes and landscapes.
- Require developers to submit a 'Heritage Statement'

Promote local heritage

- Work with our partners to put heritage at the heart of regeneration projects.
- Identify 'Areas of Special Local Character' to preserve the special qualities of neighbourhoods outside of conservation areas.

Prevent the loss of heritage assets

- Allow for 'enabling development' in exceptional cases. Meaning we may permit some harm to the heritage value of a building (or other asset) to secure its long-term future, but only where there is public benefit in doing so.

<Did you know?>

Lewisham is gaining recognition for its award winning heritage projects. Recent examples include the restoration of the Fellowship Inn, in Bellingham, and improvements to Beckenham Place Park.

Commented [NE168]: Not required for Regulation 19 plan

HE 1 Lewisham's historic environment

- A. The Council will seek to preserve or enhance the value and significance of Lewisham's historic environment and its setting by:
- a. Collaborating with stakeholders to identify, assess, monitor and review heritage assets and understand their importance to both the Borough and the nation;
 - b. Celebrating Lewisham's historic environment and ensuring that it is central to reinforcing sense of place and place making;
 - c. Ensuring the significance of the Borough's heritage assets is fully understood, positively valued and that their contribution to sustainable [neighbourhoods](#) [and](#) communities is recognised, including by preparing a Heritage Strategy;

- d. Requiring that heritage meaningfully informs the design of development proposals, and only supporting development that preserves or enhances the significance of heritage assets and their setting;
 - e. Promoting heritage-led regeneration and urban renewal ~~where this ensures that new development as a means to~~ retain, reveal or reinstate significant aspects of the Borough's historic environment;
 - f. Requiring development proposals to demonstrate that all reasonable measures have been investigated to avoid harm to heritage assets; and
 - g. Using planning powers available to appropriately manage new development in sensitive places and to remedy harmful unauthorised works.
- B. All development proposals in the historic environment should assess whether the site, building or structure is - or could be - identified as a heritage asset. The Council will consider the significance of the asset and the impact of the proposals on its special interest. Any harm should be clearly and convincingly justified, and will be weighed against the public benefit of the proposal.
- C. Proposals for works that could impact on a heritage asset are required to be accompanied by a Heritage Statement. This should be compiled with reference to relevant and available sources of historic environment information, including Conservation Area Appraisals, and:
- a. Explain the significance of the asset and its setting;
 - b. Set out how the asset has informed the design of the proposal; and
 - c. Assess the impact of the proposal on the asset.
- D. Where a development proposal conflicts with the Development Plan but will secure the preservation of a heritage asset that is otherwise not financially viable to repair, the Council will assess whether the benefits of the proposal outweigh the disbenefits of departing from those policies.

Explanation

- 6.1. Lewisham has an extremely rich and varied historic environment. It encompasses landscapes, water bodies, parks and open spaces, buildings, urban spaces and the features within them, along with archaeological remains both buried and above ground. The historic environment encapsulates the social and cultural history of Lewisham, its communities and people. This is reflected in the physical fabric of places, the values that people ascribe to them and the traditions and memories associated with them. Their value may be historic, architectural or artistic, social and communal.
- 6.2. We are committed to ensuring that the full extent of the significance of heritage assets is understood, both by development industry stakeholders and the wider public, and to properly recognise and protect this significance. This is vital to the successful delivery of the spatial strategy for the Borough. As Lewisham's places evolve over time it is imperative that our irreplaceable heritage assets are appropriately preserved and the distinctive characteristics that make them special are retained and revealed.

Commented [NE169]: Respond to consultation – standalone Policy HE 4 on 'enabling development' deleted on request of Historic England, however officers consider there is merit in retaining a criterion for this matter to ensure all such proposals considered in line with HE's standing guidance (as set out below in supporting text). The criterion is included here.

6.3. In planning policy terms the Borough's heritage assets comprise of statutorily designated assets and non-designated assets, both of which make important contributions to the communities within which they are situated. ~~We have a key interest in ensuring~~The Local Plan seeks to ensure that these assets are preserved or enhanced over the long-term. As well as recognising the value of these assets in their own right, their conservation will support the vitality and local distinctiveness of places across the Borough, and to help instil and reinforce a sense of place amongst residents and visitors.

6.4. Conservation is an active and continual process of maintenance and managing change based on a thorough understanding of what is special about a place. It requires a multi-agency approach to deliver beneficial outcomes. Our expectation is that key stakeholders including community and special interest groups, ~~key stakeholders~~ and the development industry will all positively engage in the conservation process. Collaboration is necessary to deliver our growth and regeneration objectives whilst also ensuring Lewisham's historic environment can continue to be celebrated and enjoyed, both by current and future generations.

Commented [NE170]: Respond to consultation – clarification to reflect that community and special interest groups are indeed key stakeholders

6.5. All development proposals should be based on a full understanding of the significance of heritage assets within the site and surrounding area. This should be established by reference to relevant and available sources of historic environment information. This includes the Greater London Historic Environment Record, the Council's planning and conservation webpages and Lewisham's Local History Archives. Applicants should consult good practice guidance to assist in assessing various levels of significance, such as that produced by Historic England. We will expect all development proposals to identify and respond positively to those elements that are of high, moderate and low historic significance and those elements that detract from the significance.

6.6. All development proposals that are likely to have an impact on a heritage asset or its setting must be accompanied by a Heritage Statement. The statement should clearly explain the significance of the asset and its setting, set out how this has guided the design of the proposal, and assess how the proposal impacts upon it. Applicants will be expected to demonstrate how these findings have meaningfully informed the design of the proposal. The quality, accuracy and comprehensiveness of the heritage statement will be considered in the determination of planning applications.

Commented [NE171]: Included to aid implementation of the policy

6.7. Not all heritage assets are currently known, documented or fully understood. Buildings, structures or sites may be identified as non-designated heritage assets through the development process. For example, new information may be revealed by local groups through the consultation process or during preliminary site investigations undertaken by an applicant. In these circumstances we may seek amendments to proposals to ensure that the significance of an asset is appropriately preserved or enhanced.

- 6.8. Proposals affecting heritage assets should be of the highest architectural and urban design quality, having regard to and respecting local character and [complying with](#) other policies in this plan. Heritage should be considered as an integral component of sustainable [neighbourhoods and](#) communities and must meaningfully inform the design of development. Development proposals that appropriately preserve or help to better reveal and enhance heritage assets and their setting will be supported, subject to meeting other policy requirements.
- 6.9. Proposals that may cause harm to the significance of heritage assets should be clearly and convincingly justified through the information provided in the Heritage Statement. Where the loss or harm to a heritage asset is suitably justified and planning consent is granted, a programme of building recording of a level appropriate to the significance of the building and the extent of loss may be required. Such measures will help to mitigate impacts of development and will normally be sought by way of a planning condition.
- 6.10. Where there is evidence of deliberate neglect or damage to a heritage asset, the current condition of the asset will not be taken into account in planning decisions.
- 6.11. We strongly advise applicants to seek the advice of specialist historic environment consultants at an early stage of the design process. This will help to ensure that the significance of heritage assets likely to be affected is appropriately identified. Applicants will then be better placed to consider options for bespoke and sensitive, heritage-led design solutions that respond to this significance. Specialist consultants can also advise on and provide the necessary information to support an application.
- 6.12. To support conservation objectives through the development management process the Council may use powers available to it. This includes the use of Article 4 Directions to remove permitted development rights, along with the use of Section 215 notices, Urgent Works or repair notices where this would help achieve conservation objectives. The use of such powers may be appropriate where there is a risk to historic fabric or the appearance of an area. There are Article 4 Directions in place for many of the Borough's Conservation Areas, and we will investigate the scope for introducing these elsewhere.
- [6.13.](#) Historic England maintains a Heritage at Risk register to assist in the monitoring and management of Listed Buildings and conservation areas that are at risk of losing their special interest. The Council has statutory authority to intervene when there is evidence of serious neglect, including Urgent Works Notices to secure works to vacant listed buildings or unlisted buildings in conservation areas and has powers of inspection.
- [6.14.](#) [The NPPF sets out policies for 'enabling development'. This is a term specifically used for cases where the cost of repair - and conversion to optimum viable use, if appropriate - of a heritage asset exceeds its market value on completion of repair or conversion, allowing for appropriate development costs \(termed a 'conservation deficit'\). In these cases development proposals which depart from](#)

the Development Plan and would normally be considered unacceptable may be permitted in order to secure the conservation of the asset.

- 6.15. Enabling development should not harm the heritage asset it is intended to conserve. The Council will expect that measures have been fully explored and undertaken prior to considering enabling development. This may include maintenance, repair and decay-prevention measures, grant-funding for repairs and reuse, transfer of ownership to a building preservation trust or similar charity, and other sympathetic measures. Development proposals for enabling development must submit full financial viability details and will be assessed having regard to the criteria set out in Historic England's advice note GPA4 Enabling Development and Heritage Assets (2020).

Commented [NE172]: Additional supporting text to make clear how the Council will consider applications for enabling development – see amend to criterion D above

Figure 6.1: Conservation Areas and World Heritage Site Buffer Zone

HE 2 Designated heritage assets

Maritime Greenwich World Heritage Site Buffer Zone

- A. Development proposals affecting the Maritime Greenwich World Heritage Site Buffer Zone must protect and preserve the significance, integrity and authenticity of ~~its~~the Site's 'Outstanding Universal Value', ~~as well as~~including its setting and the views to and from it. All proposals will be considered having regard to the Maritime Greenwich World Heritage Site Management Plan and the official UNESCO Statement of Outstanding Universal Value.

Conservation Areas

- B. Within Conservation Areas development proposals ~~for new development~~ (including alterations and extensions to existing buildings) will only be supported where they:
- Preserve or enhance the special character and appearance of the Conservation Area having particular regard to:
 - Townscape, buildings, rooflines and the relationships between buildings;
 - Plot coverage and open spaces, including gardens;
 - Scale, form, elevational hierarchy, fenestration pattern, ornamentation and materials;
 - Trees, topography, boundaries and other landscape features; and
 - Views, from the public and private realm, including streetscape views and views across rear gardens and public open spaces;
 - Do not result in an adverse ~~cumulative~~ impact on the special characteristics of a Conservation Area, ~~even taking into account~~ if the development in isolation would ~~cause-lead to~~ less than substantial harm but cumulatively would adversely affect the character and appearance of the Conservation Area.
- C. Development pProposals involving for the retention, refurbishment and reinstatement of features that are important to the significance of a Conservation Area will be supported. The Council will require the retention of architectural and landscaping

features, such as front gardens and boundary walls, important to an area's character or appearance, if necessary, by the use of Article 4 Directions.

Commented [NE173]: Respond to consultation – policy wording strengthened

D. Proposals for the redevelopment of sites, buildings and structures that detract from the special characteristics of a Conservation Area will only be supported where they will complement and positively impact on the character and significance of the area.

E. Development proposals involving the demolition of buildings or structures that make a positive contribution to the character or appearance of a Conservation Area will be resisted.

E.F. Development proposals for bin sheds and bike stores should be located at the side or rear of properties with a front access to the side and rear exists.

Commented [NE174]: Respond to consultation – retain from adopted DM local plan

F.G. Development proposals on sites adjacent to a Conservation Area must not have a negative impact on the setting or significance of the Conservation Area.

Listed Buildings

G.H. Development proposals that would result in substantial harm to (or total loss of the significance of) a Listed Building and its setting will be strongly resisted, in line with the NPPF.

H.I. Development proposals involving Listed Buildings (including alterations, extensions, refurbishment and repairs) will only be supported where:

- a. They relate sensitively to the building, and preserve or enhance its significance;
- b. The setting of Listed Building is preserved or enhanced to better reveal the significance of the asset;
- c. Important views, both of and from, the Listed Building are protected; and
- d. Less than substantial harm to the Listed Building is avoided, or where this is not possible, then any harm is clearly and convincingly justified, and demonstrated to be outweighed by public benefit, in accordance with the NPPF.

I.J. Development proposals within the curtilage of a Listed Building should be sensitively designed and provide an appropriate site-specific response to :

- a. Preserve the integrity of the relationship between the Listed Building and its site and setting;
- b. Ensure there is no adverse impact on the future viability of the Listed Building.

Scheduled Ancient Monuments

J.K. Proposals for development or work that is expected to affect a Scheduled Ancient Monument will be assessed in consultation with Historic England and applications for planning permission should be submitted in parallel with applications for Scheduled Monument Consent.

K.L. Archaeological investigation will be expected to be undertaken prior to the submission of an application. The results of this investigation should demonstrably inform the proposed development or works. Where consent is granted, conditions may be used to secure further detailed investigations and appropriate mitigation works, along with a programme of recording, interpretation and dissemination of evidence found during the investigations. Development will be expected to preserve significant archaeological remains in situ.

L.M. **Development p**Proposals that would result in harm to the significance of a monument or its setting will be required to provide clear and convincing justification, and demonstrate that the harm is outweighed by public benefit, in accordance with the NPPF.

Registered Parks and Gardens and London Squares

M.N. Development proposals will be expected to safeguard the features which form part of the special character or appearance of a Registered Park, Garden or Square. They should also ensure development does not detract from the layout, design, character, appearance and setting of the asset, or harm key views into and out of the space.

Explanation

Maritime Greenwich World Heritage Site Buffer Zone

6.13-6.16. World Heritage Sites are designated heritage assets of the highest order. The UNESCO declared Maritime Greenwich World Heritage Site is located adjacent to the northeast boundary of Lewisham. Its 'Buffer Zone' stretches into the Borough covering a part of Blackheath, as shown on the Policies Map.

6.14-6.17. As stated in the Maritime Greenwich World Heritage Site Management Plan (2014), a Buffer Zone is an area surrounding a World Heritage Site which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the site. This should include the immediate setting of the site, important views and other areas or attributes that are functionally important as a support to the site and its protection. This includes continuation of the Grand Axis from the World Heritage site to All Saints Blackheath Church and the openness of the heath, which the Local Plan broadly seeks to maintain and enhance. Blackheath's open character, and drama of approach, both support the Outstanding Universal Value of the Maritime Greenwich World Heritage Site and its designation as a Conservation Area. UNESCO has identified the main threats to the World Heritage Site, which include development pressures within the town that could impact adversely on its urban grain and from tall buildings, in the setting, which may have the potential to impact adversely on its visual integrity. The Buffer Zone is therefore considered inappropriate for tall buildings. The London Plan states that further planning guidance will be prepared on settings and buffer zones, which will support implementation of this policy.

Commented [NE175]: Additional information to aid policy implementation.

Conservation Areas

~~6.15-6.18.~~ Conservation Areas play an important role in shaping local urban character and identity. The Council has a statutory duty to preserve the character of Conservation Areas under Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990. Conservation Area designation should not preclude appropriately located and sensitively designed development from coming forward. Indeed, the emphasis on Conservation Area management is to ensure that new development positively contributes to the area in which it is situated.

~~6.16-6.19.~~ Lewisham's Conservation Areas are areas of high townscape value that hold particular significance in the story of the Borough's historic development and which underpin its distinctive local character. Applicants are strongly advised to refer the Council's Conservation Area Appraisals early in the planning and design stage. The appraisals should be the starting point for understanding the significance of a site, building, structure or other feature and the contribution it makes to the surrounding area. We will continue a rolling programme of producing and updating character appraisals for each of the Borough's Conservation Areas.

~~6.17-6.20.~~ The character of a Conservation Area can depend heavily on the cohesiveness of form, consistency of materials and detailing of buildings. The alteration or loss of one individual feature to a building may appear minor in the wider context, but incrementally such small changes can erode the special interest of an area. We have made Article 4 Directions to a number of Conservation Areas to help prevent the loss of important and distinctive features, and will continue to do this where it is considered necessary.

~~6.18-6.21.~~ We strongly encourage the reinstatement of original or other features that make a positive contribution to a Conservation Area. Such works can help to enhance or better reveal the area's significance. This includes the reinstatement or repair of features such as front boundary walls and fences, front garden soft landscaping and missing architectural detailing.

~~6.19-6.22.~~ Not all elements of a Conservation Area contribute to its significance. Some buildings or features can have a negative or neutral impact. The adaptive re-use of redundant buildings and new infill development on disused land or under-utilised sites can represent an opportunity for enhancement. We will therefore support in principle such redevelopment where this will positively impact on and improve local character.

Listed Buildings

~~6.20-6.23.~~ The Council has a duty to preserve the character of Listed Buildings under Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990. We will seek to ensure that the significance of a Listed Building is not harmed

through inappropriate development to it, to structures or features in its curtilage, or by new development in its setting. Proposals will need to be informed by an understanding the significance of a Listed Building and its wider setting, irrespective of whether works are proposed to the Listed Building itself. Planning permission and/or listed building consent will only be granted where the relevant requirements are satisfied.

6.21-6.24. The best way of securing the upkeep of historic buildings and areas is to keep them in active use. It is recognised that buildings and structures will often necessitate some degree of adaptation. The range and acceptability of proposed uses must therefore be a major consideration, particularly where Listed Buildings are concerned. The conversion of Listed Buildings to new or different uses can result in harmful impacts to the building's significance. This is due to works to the historic fabric (for instance related to the insertion of new service routes, vents and ducts) or plan form (for instance subdividing floor spaces to create additional units).

6.22-6.25. We will seek to ensure that extensions and other works or alterations to Listed Buildings are restricted to the less significant parts of the building. Proposals will be required to provide full details of the development or associated works. This is in order that the impacts can be appropriately assessed. This must include details of any ancillary works of servicing, extraction, fire separation, access, and sound and thermal insulation. In many cases non-standard approaches and materials will be necessary to respond sensitively to the historic building fabric and form. The cumulative impact of works that, in isolation, may cause only minor harm will also be considered.

6.23-6.26. Where development in the curtilage of a Listed Building is justified by the applicant as necessary to ensure its future viability or repair, and/or is classed as enabling development, full financial viability details will be required to be submitted.

Scheduled Ancient Monuments

6.24-6.27. The effect of a proposal on the archaeological value or special interest of a scheduled ancient monument is a material consideration in determining a planning application.

6.25-6.28. The best way to avoid loss of significance of buried archaeological remains is to preserve them in situ. Where this cannot be done, provision for excavation and recording will be required to be undertaken prior to development, or required by condition during development.

6.26-6.29. Lewisham has one Scheduled Ancient Monument, the Tudor Naval Storehouse in the former Royal Naval Shipyard, Deptford, now known as Convoys Wharf. Following investigations in the 20th century, the archaeological interest of the Dockyard and adjacent Sayes Court Manor site as a whole was recognised by the Secretary of State to be of equivalent significance to a

scheduled monument, and therefore the whole site should be considered subject to the policies for designated heritage assets, as required by NPPF footnote 63.

Registered Parks and Gardens and London Squares

~~6.27-6.30.~~ The inclusion of a site on the Register of Parks and Gardens or listed as a London Square is a material consideration in determining a planning application. The significance of the site includes the contribution made by boundary walls, buildings and features within it, as well as historic landscaping schemes and planting. Social, cultural and artistic values are likely to be important alongside historic and architectural values. [London Squares will be designated on the Policies Map.](#)

Figure 6.2: Non-designated Heritage Assets

HE 3 Non-designated heritage assets

Locally listed buildings and other non-designated assets

- A. Development proposals will [only](#) be supported where they preserve or enhance the significance of a locally listed building or other non-designated heritage asset, and the asset's setting. In particular, proposals for the sensitive retention, refurbishment and appropriate re-use of non-designated assets will be considered favourably.
- B. Proposals that unjustifiably harm the significance of a non-designated heritage asset and its setting will be ~~strongly resisted~~[refused](#).
- C. Non-designated heritage assets may be identified during the development management process, in line with Policy HE1 (Lewisham's historic environment).

Areas of Special Local Character

- D. Within Areas of Special Local Character development proposals ~~will be expected to~~[must](#):
 - a. Preserve the characteristics that contribute to the area's significance, which may include the spatial, architectural, townscape, landscape or archaeological distinctiveness;
 - b. Secure the retention of unlisted buildings where these contribute positively to the local distinctiveness of the area; and
 - c. Ensure development in its setting preserves the area's special local character.

Archaeology

- E. [Development p](#)Proposals affecting archaeological interests will be assessed having regard to the impact on the significance of the archaeological asset and its setting. Development proposals should refer to the Greater London Historic Environment Record ([GLHER](#)) to assess the likelihood of archaeological deposits being present

on a site. Known areas with high likelihood of archaeological deposits are identified as Archaeological Priority Areas (APAs).

- F. In order to ensure assets are appropriately identified and managed the Council will:
- Require the necessary level of assessment, investigation and recording, in consultation with the Greater London Archaeological Advisory Service (GLAAS) for development proposals that affect, or have the potential to affect Lewisham's archaeological heritage; and
 - Expect applicants to have sought pre-application advice from GLAAS before designing a programme of archaeological investigation. .

- G. ~~Development p~~Proposals ~~on sites that lie within or adjacent to an APA that have the potential to affect archaeological interests~~ must be accompanied by an ~~Archaeological assessment~~Statement, which should be submitted as part of the ~~Heritage Statement and refer to any relevant information in the GLHER.~~ ~~The assessment will be expected to identify and describe the significance of the archaeological interest of the site, including any contribution made by the archaeological setting of the site, and describe the impact of the proposed development on the archaeological resource.~~ ~~With the advice of GLAAS, the Council Where it is established may require that a further site specific survey and/or intervention, is necessary, proposals will be expected to submit~~This is likely to take ~~the form of~~ a Written Scheme of Investigation which ensures adequate arrangements for:

- Investigation, recording, and archiving of assets of archaeological importance, whether of national or local importance;
- Seeking opportunities to integrate archaeological evidence into the development, including through design and interpretation material; and
- Public engagement, including dissemination of the findings to further understanding of the historic environment.

- H. ~~Subterranean development outside the Borough's Archaeological Priority Areas must consider the potential for discovery of archaeological evidence. The site should be checked against the GLHER for archaeological potential, and this information should be submitted in a Planning Statement. Requirements for further investigation will be secured by condition where necessary.~~

- ~~I.~~H. Priority should be given to the preservation and management of an archaeological asset and its setting in situ, commensurate with the significance of the asset. If this is not possible, sites should be excavated, deposits removed a report produced, significant finds archived and the results disseminated, as required by condition.

- ~~J.~~I. Where remains unexpectedly come to light, the Council will seek to ensure their preservation or recording in consultation with the applicant and/or developer.

Explanation

~~6.28-6.31.~~ Non-designated heritage assets include Locally Listed buildings and structures, Areas of Special Local Character, Archaeological deposits, including

Commented [NE176]: Repetition – addressed in E and F above

Commented [NE177]: Repetition – covered in the Policy E-G above

known areas of high archaeological interest known as Archaeological Priority Areas (APAs), buildings structures and features within conservation areas that are identified to make a positive contribution, unlisted historic street furniture, local parks and gardens of historic interest (which are not Registered), historic townscapes and buildings of townscape merit.

~~6.29-6.32.~~ Lewisham contains many buildings and structures that are not statutorily listed but are nonetheless of special historic, architectural, townscape, social or cultural interest in their local area, and greatly contribute to the Borough's distinctiveness and sense of place. The Council has a rolling programme of evaluating and recognising their importance and value, through periodic reviews and updates of the Local List.

~~6.30-6.33.~~ Areas of Special Local Character are places where there is a coherent local character, often based on townscape, architecture and spatial qualities. Their significance will normally rest on the combined qualities of groups of elements. Individual buildings within the area will usually be of interest in the way that they contribute to the whole, rather than for their own individual features the value of the elements taken individually. Twelve Areas of Special Local Character are currently recognised, as set out in Schedule 3, having been identified in previously adopted documents. These areas will, ~~from time to time,~~ be assessed against Historic England's guidance for conservation area designation and, if they are of sufficient historic or architectural interest, will be consulted upon and adopted as Conservation Areas. If they do not meet the level of interest expected for ~~C~~conservation ~~A~~area designation but still demonstrate other aspects of local interest (for instance artistic, landscape, social and cultural) they will ~~nonetheless~~ continue to be considered of special interest to the Borough and will ~~remain be identified formalised~~ as Areas of Special Local Character. Selection criteria for assessing potential new Areas of Special Local Character will be adopted by the Council in due course, and any proposed new areas will then be assessed against them.

Identifying heritage assets.

~~6.31-6.34.~~ In line with Policy HE1 (Lewisham's historic environment), the Council will continue to seek to identify new heritage assets to broaden public understanding and appreciation of the historic environment. Non-designated assets may be identified through Borough-wide reviews, through nomination by members of the community or by the Council when assessing planning applications. The Council's approach to all newly identified assets is:

1. To identify the nature and extent of the asset;
2. To assess its architectural, historic and archaeological significance against adopted criteria for e.g. Conservation Areas, Areas of Special Local Character, Locally Listed Buildings-; and

Commented [NE178]: Respond to consultation – following request for new areas of special local character to be designated, this sets out information about ASLC and the approach to any future designations

3. If it meets the adopted criteria, undertake public consultation on the proposal to designate as a Conservation Area, identify as an Area of Special Local Character, or ~~to~~ add it to the Local List, as appropriate.

~~6.32-6.35.~~ The Council maintains a 'live' list of non-designated heritage assets that have been identified but have not yet been assessed and these are reviewed and updated from time to time.

Archaeology

~~6.33-6.36.~~ An Archaeological Priority Area (APA) is a defined area where, according to existing information, there is significant known archaeological interest or particular potential for new discoveries. In London, APA boundaries are drawn by GLAAS and based on evidence held in the Greater London Historic Environment Record. Lewisham is particularly rich in known areas of archaeological interest, dating to the prehistoric, Roman and medieval periods. The areas of greatest known archaeological interest or where there is above average potential for new discoveries are identified by Archaeological Priority Areas (APAs). Lewisham's APA boundaries date from the 1970s-1980s and do not predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future, as required by NPPF. They will be reviewed and updated in due course by Historic England and a London-wide standardised approach, as defined within London Plan paragraph 7.1.10 will be used which assigns all land in the borough to one of four tiers denoting different levels of sensitivity to development, using an 'archaeological risk' model. Therefore developers should consider the potential for archaeological discoveries both within and outside the existing APA boundaries.

Commented [NE179]: Respond to consultation – factual updates including on the AAP review process for Lewisham

~~6.34-6.37.~~ Development should avoid harm to or loss of archaeological deposits of significance and any harm will require justification. Developments that have the potential to affect archaeological interests include subterranean development and some alterations to historic buildings. Archaeological remains of local importance should be preserved in situ unless the public benefits of the development outweigh the loss of the remains. Where it is suitably demonstrated that archaeological remains cannot be preserved in situ the Council will require that the remains are appropriately excavated, recorded, archived, published, interpreted and displayed through a detailed planned programme of works. There may also be a requirement for a programme of public engagement in order that the results of significant archaeological discoveries are disseminated. The scale of public engagement will be based upon on the significance and interest of what is found, and may involve site visits for the public or other means of on-site and off-site viewing.

HE 4 Enabling development

- ~~A.~~ Proposals for enabling development that secure the future of a heritage asset, but would otherwise conflict with planning policies, will only be supported where it can be suitably demonstrated that the development:
- ~~a.~~ Will not materially harm the heritage values of the asset or its setting;

- b. Avoids detrimental fragmentation of management of the asset;
- c. Will secure the long-term future of the asset and, where applicable, its continued use for a sympathetic purpose;
- d. Is necessary to resolve problems arising from the inherent needs of the asset, rather than the circumstances of the present owner, or the purchase price paid;
- e. Is not otherwise viable owing to insufficient subsidy is not available from any other source; and
- f. Is the minimum necessary to secure the future of the asset, and that its form minimises harm to other public interests.

B. In addition to meeting the criteria of (A) above, proposals will only be acceptable where it is demonstrated that the public benefit of securing the future of the significance of the asset through such enabling development decisively outweighs the disbenefits of departing from planning policies.

Explanation

- 6.35. We are committed to ensuring all reasonable steps have been taken to secure the future of heritage assets without compromising their significance. All development will be expected to avoid harm to or loss of heritage assets. Careful consideration should therefore be given to conservation objectives at the earliest stages in the planning and design process. The Council will seek to work with applicants to identify appropriate means of delivering development that avoids or mitigates harm, including through pre-application discussions. Understanding the significance of the site, designing new interventions that leave the most significant spaces unaltered, and concentrating new work in areas of lesser significance is more likely to achieve a successful scheme. New works may also be required by Building Regulations and therefore seeking early advice from both Planning and Building Control is advisable to ensure that a sensitive solution can be found.
- 6.36. The NPPF provides that 'enabling development' may be justifiable in certain circumstances. Whilst the Council will work proactively to help ensure that the conservation value of its heritage assets is not diminished, it also accepts that there may come a point where enabling development is the only viable means of securing their long term future. Proposals for enabling development must be supported by evidence demonstrating that development is the optimum viable use (i.e. the use that is likely to cause the least harm to the significance of an asset) in line with national planning guidance.
- 6.37. We will use the Historic England standing guidance, "Enabling Development and the Conservation of Significant Places" (2012), in the consideration of development proposals and supporting evidence. Applicants are strongly advised to have regard to this guidance when considering proposals.
- 6.38. Where harm to an asset or its setting is proposed on the grounds that repair on its own is not economically viable, applicants must submit justification setting out:

1. A valuation of the existing site;
2. A full survey identifying the repairs required;
3. Development costs including a costed schedule of repairs;
4. An estimate of the value of the repaired property, including potential yields;
5. Evidence that alternative sources of funding for repairs are not available; and
6. Evidence that the property has been marketed for a reasonable period at a price reflecting its condition.

Commented [NE180]: Respond to consultation – standalone policy on enabling development deleted at request of Historic England. Enabling development is by definition contrary to policy, and only used in exceptional circumstances. However, officers consider there is a merit in retaining a policy point to ensure clarity on expectations for its applications, which has been incorporated into HE1.

7 Housing

What you've told us

Housing costs are a concern because:

- They are too high
- There are not enough affordable homes
- Developers say financial viability is important when deciding the amount of affordable homes built on a site

More and better quality housing must be provided for specific groups, including:

- Homeless people and other vulnerable groups
- Students
- Families with children

New housing development must be carefully managed to ensure:

- There are enough services and community facilities to cope with extra demands
- There is no harm to local character and the environment
- Suitable controls over houses in multiple occupation (HMOs)

What we've learned

Good track record of delivery

- The Council has regularly met its housing targets over the past decade.

Housing costs are rising quickly

- Average house prices in Lewisham are more than 10 times the average workplace earnings
- In 2018, the median household income was under £29,000, the 3rd lowest in London
- Social rented homes are the only housing that remains genuinely affordable for the majority of people in Lewisham

Private rented sector is growing

- 1 in 4 residents in Lewisham live in the private rented sector – double that of 15 years ago.
- Private rents rose by more than 50% between 2011 and 2017.

Housing mix and quality

- Most new private housing built is with 1 and 2 bedrooms.

- In September 2019, almost 5,100 families on the housing register were living in an overcrowded home and in need of a larger one.
- There has not been a large rise in HMOs, but the location of HMOs has shifted to the south of the Borough, with large clusters in Bellingham, Downham and Whitefoot.
- Most social housing units meet the Decent Homes standard. Our research shows private sector housing is not achieving the same level of standards

Viability

- Our research shows that small housing schemes (less than 10 units) could make a contribution to affordable housing.

Main Issues

Affordability

The gap between earnings and housing costs is quickly widening.

A growing population

Many more homes are needed for our growing population. The draft London Plan sets a new housing target for Lewisham of 1,667 net units a year, and the Government's target is much higher. Growth on this scale will have to be properly managed.

Different housing needs

Lewisham's diverse population has many different housing needs that must be catered for.

Design Quality

The standard of accommodation varies across Lewisham. Measures are needed to ensure everyone has access to a decent and secure home.

HMOs

HMOs are part of the housing mix that helps to meet local need. This type of development must be carefully managed to ensure housing units are fit for purpose, and to protect the amenity of neighbourhoods.

Overcrowding

There are a large number of families on the housing register in need of a larger home.

We're proposing to...

Secure more genuinely affordable homes

- Set a target of 50% of all new homes built to be genuinely affordable (based on local income levels). In Lewisham, this is social rent or 'London affordable rent'.
- Maximise affordable housing on new schemes, including small developments (less than 10 units)

Boost housing delivery

- Meet and exceed the London Plan housing target – by delivering most new homes on large sites we have identified, and elsewhere through the sensitive intensification of neighbourhoods
- Protect against the loss of housing, including social housing
- Use powers available to bring vacant homes back into use

Tailor housing to local communities

- This includes older people, students and those who require specialist support.
- Protect family homes and seek that family units are built in new housing schemes.
- Improve controls over HMOs
- Ensure affordable housing is built to a high quality standard with equal access to amenities, such as play space, regardless of tenure.

We've also considered

- Using the standard definition of affordable housing (which does not account for local income levels).
- Whether affordable housing contributions from small schemes impacts on their financial viability.
- Allowing conversions of family homes into flats, with no requirement to retain a family-sized unit.

Commented [NE181]: Not required for Regulation 19 plan

HO 1 Meeting Lewisham's housing needs

Lewisham's ~~strategic~~ housing target

- A. The Council will work positively and proactively with ~~key~~ stakeholders, ~~and including~~ development industry partners, to facilitate a significant increase in the delivery of new homes to help meet Lewisham's housing needs. Development proposals must make the best use of land and optimise the capacity of housing sites in order to ensure:
- a. ~~The draft London Plan minimum ten-year target for the Borough is exceeded through the delivery of at least 16,670 net housing completions over the period during 2019/2020 to 2028/2030 (equivalent to 1,667 net completions per year p.a.) is met and exceeded; and~~
 - b. ~~That delivery against Lewisham's Local Housing Need figure is maximised.~~
 - b. ~~The NPPF 15-year target is exceeded through the delivery of at least 275,730 net housing completions over the 15-year period from the anticipated start date of the local plan, 2023/2024 to 2037/2038 (equivalent to 1,667 net completions per year plus additional completions during the first five years to cater for the current backlog (461 p.a.) and the application of a 5% buffer (83 p.a.)).~~
- B. The Council will keep under review the Local Plan's strategic housing target ~~and performance against the delivery of this~~. Where changes to ~~the~~ London Plan ~~policies are made, including the strategic~~ borough-level housing targets ~~are made~~, the local plan review process will be used to ensure Lewisham's ~~Local policies-Plan~~ remains in general conformity with the London Plan.

Commented [NE182]: Respond to public consultation – removed following the publication (adoption) of the London Plan (2021), which sets the Borough's strategic housing requirement.

Increasing housing supply

- C. A carefully managed uplift in the delivery of new housing development across the Borough, with priority given to genuinely affordable housing, will be achieved by:
- Directing new residential housing development to Opportunity Areas, Growth Nodes, Regeneration Nodes, strategic Growth eCorridors, town centres and other well-connected and sustainable locations, consistent with the spatial strategy for the Borough, in line with set out in Policy OL1 (Delivering an Open Lewisham);
 - Allocating strategic sites for new housing development, including mixed-use development, and supporting development proposals where they comply with the site allocation requirements and resisting proposals that are at odds with these;
 - Facilitating the sensitive intensification of established residential areas, and supporting the development of small sites for housing, in line with Policy HO2 (Optimising the use of small sites);
 - Undertaking a programme of housing estate maintenance, renewal and regeneration that ensures high quality housing provision, results in no net loss of affordable housing and delivers an uplift net gains in affordable housing wherever possible;
 - Ensuring that all development proposals make the best use of land and optimise the capacity of housing sites, in line with Policy QD6 (Optimising site capacity);
 - Making the best use of the existing housing stock, including by using available tools to bring vacant units back into use and to regulate the use of homes for short-stay visitor accommodation; and
 - Strongly resistingRefusing development proposals that would will result in the net loss of housing unless:
 - It is suitably replaced at existing or higher densities with at least the equivalent level amount of new residential floorspace; or
 - The proposal is for strategic infrastructure that demonstrably meets an identified need and is necessary to support delivery of the spatial strategy for the Borough; and
 - Ensuring the Borough's housing target aligns with the expectedEnsuring the phasing of development corresponds with the delivery of infrastructure required to support growth and to speed up the rate of delivery of new homes where planning consent has been granted.

Commented [NE183]: Amended for consistency with the spatial strategy for the Borough – see Policy OL1

Commented [NE184]: Amended for clarity and to aid policy implementation

Commented [NE185]: Amended for clarity and to aid policy implementation

Commented [NE186]: Amended to better reflect outcomes of the Council's recent Housing Delivery Test Action Plan

Inclusive and mixed neighbourhoods and communities

- D. All Development proposals for housing development must demonstrate how they will contribute to and support inclusive and mixed neighbourhoods and communities across Lewisham. Details should be set out in the Inclusive Design Statement which must be submitted in accordance with Policy QD2 (Inclusive and Safe Design).
- D.E. Development proposals will be required tomust deliver an appropriate mix of housing within the site and locality area. The appropriate mix should be established

Commented [NE187]: Respond to consultation and Member feedback – greater emphasis on inclusive design. See also amendments to Policy QD2

on a case-by-case basis having regard to ~~individual the site's location circumstances (including location, and~~ character, ~~and the~~ nature and scale of development proposed), along with:

- a. The strategic target for 50% ~~per cent~~ of all new homes delivered in the Borough to be for genuinely affordable housing;
- b. The required mix of tenure types for affordable housing, ~~in line with~~ reference to Policy HO 3 (Genuinely affordable housing);
- c. The need ~~for to secure~~ provision of a mix of unit sizes to meet local need, ~~including with reference to the target unit size mix for affordable housing set out in the Council's Housing Strategy, or other strategies and evidence base documents, as appropriate Table 7.1;~~
- d. The need for provision of family housing units (3+ bedrooms), with ~~an element of such provision reasonable proportion of family units expected to be delivered on schemes major developments of 10 or more dwellings; and~~
- e. The delivery of liveable and sustainable neighbourhoods that are appropriately supported by community facilities and other strategic infrastructure.

Commented [NE188]: Respond to consultation – stronger requirements for family housing; plan amended to set specific targets on affordable products, informed by SHMA update 2021

Commented [NE189]: Amended to reflect infrastructure not limited to 'strategic' and can include other non-strategic types vital to sustainable neighbourhoods

~~E.F.~~ Development proposals ~~will be resisted where they~~ comprise solely of studios and/or 1 bedroom, 1 person units, or those that will result in an overconcentration of 1 or 2 bedroom units on an individual site or locality, will be refused unless it can be suitably demonstrated that the housing provision:

- a. Is located in an area ~~that benefits from with~~ higher levels of Public Transport Accessibility Levels (i.e. PTAL 3-6); and
- b. ~~Forms part of a larger development, or is located within an area for which a masterplan has been adopted or endorsed by the Council, that includes an appropriate amount of~~ provision for a wider mix of unit sizes, including a reasonable amount of family-sized units (3+ bedrooms); or
- c. ~~Is sited in a locality area that benefits from good provision consists predominantly of larger and family size housing units, and would therefore provide for a better balance in the mix of unit sizes in the area; or~~
- d. Is the only housing format deliverable owing to site size, site configuration or other development constraints, and where a studio unit is proposed, it is of an exceptional design quality.

Commented [NE190]: Respond to consultation – to aid effective implementation, and make clearer how over concentration will be assessed

Commented [NE191]: Respond to consultation – to aid effective implementation, and make clearer how overconcentration will be assessed within a locality

Commented [NE192]: Amended for clarity and to aid effective implementation

Commented [NE193]: Respond to consultation – site configuration should also be considered

Housing choice

~~F.G.~~ To help ensure that local residents and other people have access to a wide range of suitable housing provision, the Council will:

- a. Seek that development delivers a wide range of genuinely affordable and other housing products, including market housing, to meet the needs of households of different sizes and income levels;
- b. Support development proposals that ~~are targeted to meeting~~ the needs of specific groups including: families with children, older people, people with disabilities, students and vulnerable people;
- c. Promote and support innovative housing designs, such as modular housing, particularly where these address acute or specialist local housing needs;

- d. Support appropriate proposals for self-build or custom build housing, and seek to identify land to help facilitate such development where a need is clearly established; and
- e. Encourage developers and agents to market new housing units for sale or rent to existing local residents and ~~workers~~ people with a local connection before advertising them more widely to others.

~~G.H.~~ Development proposals for Build to Rent housing will be assessed in accordance with London Plan policy H11 (Build to Rent). They must demonstrate that all such provision qualifies as Build to Rent by meeting the criteria set out in London Plan. Where the criteria are not met proposals will not be considered as Build to Rent and will be assessed against other relevant Local Plan policies.

Commented [NE194]: Amended to reflect the wider scope of people who may have a local connection to the Borough (e.g. family). The Council exercises no planning control in this respect but will encourage agents to support the approach.

Commented [NE195]: Respond to consultation – draft plan silent on Build to Rent, Council should make clear its position

Commented [NE196]: Respond to consultation – stronger requirements for family housing; plan amended to set specific targets on affordable products, informed by SHMA update 2022

Table 7.1 Target unit size mix for affordable housing				
Tenure type	1 bed	2 bed	3 bed	4 or more beds
Social / London Affordable Rent	19%	36%	32%	13%
Intermediate	10%	40%	35%	15%

Explanation

Lewisham's strategic housing target

- 7.1. The London Plan sets out the challenge facing all London boroughs to deliver a significant increase in housing to meet current and future needs across the Capital. The London-wide Strategic Housing Market Assessment (SHMA), which informed the preparation of the ~~draft~~ London Plan, identifies a need for some 66,000 additional homes per year to be delivered across London. To accommodate this need for housing the London Mayor advocates for fundamentally new approaches to housing delivery. The London Plan policies seek to achieve a significant uplift in housing across the region. They are set in the context of the limited availability of developable land in a highly urbanised, world city and the competing pressures for different land uses. The policies also respond to the need for major investment in strategic infrastructure, particularly public transport, to support housing growth on this scale and to unlock the full development potential of areas and sites.
- 7.2. In order to address the identified housing needs for the region, the ~~draft~~ London Plan sets out 10-year housing targets. It then directs local authorities to include the relevant borough-level targets within their local plans. ~~These targets have been informed by the London-wide Strategic Housing Land Availability Assessment (SHLAA), which considered the potential development capacity of large sites (0.25 hectares or more) across the region.~~ Boroughs are also required to set a positive planning framework to meet and wherever possible exceed the London Plan housing targets. For Lewisham, the 10-year strategic housing target for the period 2019/2020 to 2028/2029 is 16,670 net housing completions (~~equivalent to~~ 1,667 net completions ~~p.a. or year~~). The London Plan does not set housing targets past

this period however it provides a direction for borough local plans where targets are needed beyond 2029.⁶⁵ In light of this direction and local evidence on land availability, it is considered appropriate for the Local Plan to 'roll-forward' the borough's London Plan annual housing target. This will also ensure that the NPPF requirement to identify land for homes is satisfied.⁶⁶ Accordingly, the 45-year target from the anticipated start date of the plan period 2023/2024 – 2029/2035 is 1125,060⁶⁵ and the 15-year target is 27,730 net housing completions. This is ~~for~~ equivalent to 1,667⁶⁷ net completions per year p.a. plus additional completions during the first five years to cater for the current backlog (492 p.a.) and to provide a 5% buffer (83 p.a.).

Commented [NE197]: Factual updates following publication of new London Plan

7.3. The NPPF (2019) and its associated Planning Practice Guidance establish a standard method for determining the minimum number of homes needed in an area. Planning authorities are required to use this standard method for calculating 'Local Housing Need' in preparing their Local Plans, unless it can be demonstrated there are exceptional circumstances to justify the use of another method.⁶⁷ The draft London Plan was not required to use this standard approach in setting its revised housing targets. This is owing to the Government's transitional arrangements for implementing the new NPPF, which provided that the draft London Plan would be assessed against the previous version of the NPPF (2012). However, Lewisham's new Local Plan will be assessed against the current NPPF at its independent examination.

7.4. It is imperative that we prepare Lewisham's new Local Plan having regard to the draft London Plan, including the borough-level housing targets, in order to ensure it aligns with the spatial development strategy for the region. At the same time, we must ensure that national planning policy requirements are satisfied. Through the Lewisham Strategic Housing Market Assessment (2019), we have calculated the Local Housing Need (LHN) figure for the Borough, in line with the NPPF. The SHMA indicates that the current position for the borough is a minimum housing need figure of 1,939 net units per year based on the 2016 London Plan target. The LHN figure is 2,344 net units per year based on the draft London Plan (Intend to Publish version) annual housing target of 1,667 units. These LHN figures are significantly higher than Lewisham's strategic housing target set out in both the current and draft London Plan.

Commented [NE198]: Removed following publication of new London Plan

7.5.7.3. The Local Housing Need figure is not in itself a housing target. Rather, it is a starting point for considering the level of housing need that should be addressed through the plan-making process. Lewisham's new Local Plan is being progressed in the interim period where a future review of the London Plan, taking

⁶⁵ London Plan (2021), paragraph 4.1.11 states that "If a target is needed beyond the 10 year period (2019/20 to 2028/29), boroughs should draw on the 2017 SHLAA findings (which cover the plan period to 2041) and any local evidence of identified capacity, in consultation with the GLA, and should take into account any additional capacity that could be delivered as a result of any committed transport infrastructure improvements, and roll forward the housing capacity assumptions applied in the London Plan for small sites.

⁶⁶ NPPF (2021), paragraph 68 provides that the Local Plan should identify specific, deliverable sites for year 1-5 and specific developable sites for years 6-10 and where possible years 11-15.

⁶⁷ NPPF (2019), paragraph 60.

into account the latest NPPF, is pending. There is, as of yet, no clear indication of how or whether the standard method for LHN will be taken forward by the London Mayor in the regional planning context. We are therefore taking a pragmatic approach at this time, by calculating the LHN figure and assessing whether it can be realistically achieved within Lewisham over the new plan period. To help inform the preparation of the Local Plan the Council has undertaken an assessment ~~we have undertaken a number of exercises including to identify sources of land that may be suitable and available for housing development, including:~~

Commented [NE199]: Removed following publication of the new London Plan

- A comprehensive review of land and sites available for development in the Borough, including by participating in the London-wide SHLAA;
- Undertaking of several 'call for sites' exercises inviting the public, including landowners, developers and agents, to help identify sites that might be suitable for different types of development;
- A Metropolitan Open Land Review to understand how the Borough's MOL is performing and whether there is scope to release any parts of this land to other uses, including for housing;
- Scrutiny of potential development sites to establish whether they are deliverable and developable⁶⁸, including through engagement with land owners, ~~in the early stages of during the plan's~~ preparation;
- Detailed assessments of the development capacity of potential development sites, taking into account the uplift in density and overall site capacity that could be achieved through the delivery of planned strategic transport infrastructure, particularly the Bakerloo line upgrade and extension to Hayes.

~~7.6.7.4. Through the above exercises, assessment we have identified~~ The Local Plan identifies specific large sites allocations which have the potential capacity to deliver ~~approximately 245,413,900~~ net new homes over the lifetime of the plan. When combined with other large consented sites and -When combined with the trend- based windfall delivery rates in the Borough, there ~~is will be~~ sufficient capacity to ~~meet and exceed the draft 10 year~~ London Plan housing target and the NPPF housing target over a 5 year and 15-year period ~~plus an appropriate buffer~~⁶⁹; ~~H~~ however the phasing of development will be an important consideration. ~~Meeting the NPPF Local Housing Need figure poses a significant challenge, given Lewisham's unique circumstances, particularly t~~ There is a critical -need for strategic transport infrastructure, particularly the Bakerloo line extension, to unlock the development potential of areas; and to optimise the capacity of sites. A Housing Trajectory is included in an Appendix to the Local Plan which sets out details on the expected phasing of housing delivery over the plan period.

Commented [NE200]: To reflect updated Appendix 6

Commented [NE201]: This is an NPPF requirement

⁶⁸ Deliverable and developable as defined by NPPF (2021), paragraph 67.

⁶⁹ In line with NPPF (2021) paragraph 74 a 5% buffer has been applied to ensure choice and competition in the market for land (this is moved forward from later in the plan period).

~~7.7.7.5.~~ For the purpose of monitoring housing completions, ~~we will consider~~ net changes on conventional and non-conventional forms of housing will be calculated in line with the London Plan. For the avoidance of doubt, non-self-contained accommodation for students will be counted on a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home. Non-self-contained accommodation for older people (C2 use class) will be counted on a 1:1 ratio, with each bedroom being counted as a single home. All other net non-self-contained communal accommodation will count towards meeting housing targets on the basis of a 1.8:1 ratio, with one point eight bedrooms/units being counted as a single home.

~~7.8.~~ ~~Through this Regulation 18 consultation on Lewisham's Local Plan, we are consulting with the public to better understand whether there are any additional sites that could feasibly be delivered within the plan period, and whether the strategic sites (site allocations) included in Part 3 of the Local Plan are deliverable and developable, particularly according to the indicative capacities and timeframes set out.~~

~~7.9.~~ ~~In addition, through the Duty to Cooperate we are taking the opportunity to continue engaging with neighbouring and other planning authorities to understand whether they are, or will be, in a position to assist in accommodating any residual local housing need arising in Lewisham that may need to be addressed outside of the Borough.~~

~~7.10.~~ ~~Informed by outcomes of this Regulation 18 consultation, we will confirm an evidence-based housing target for Lewisham. We will also consider the options available for managing delivery towards the target over the plan period. This may include the need for the use of a 'stepped housing trajectory' to ensure that Lewisham's housing target reflects our latest knowledge on the expected phasing of larger development sites (including sites with planning consent), the rate of housing delivery experienced locally, and the delivery of strategic transport infrastructure.~~

~~7.11.~~ ~~The Council will keep under review the adopted Local Plan strategic housing target, having particular regard to the London Plan. Where any future amendments are made to the London Plan, including to the borough-level housing targets, then the Council will consider the necessity for a local plan review in order to ensure its local policies remain in general conformity with regional planning policies, and the spatial development strategy for London. Increasing housing supply~~

Commented [NE202]: Not required for Regulation 19 plan

~~7.12-7.6.~~ The Local Plan seeks to facilitate a carefully managed uplift in the delivery of new housing development across the Borough to meet local needs, with priority given to genuinely affordable housing. There are a number of different routes to increasing housing supply which reflect the varying scale of opportunities available. These range from enforcement action to bring vacant housing units back into use, the sensitive intensification of small sites, and more strategically, the comprehensive redevelopment of larger brownfield sites via including those

for which site allocations have been prepared. All such routes to housing delivery relate to the spatial strategy for the Borough, which aims to direct development in support of Good Growth. We will work with development industry partners and other stakeholders to identify opportunities to optimise the capacity of sites that are suitable for new housing, ensuring that development will be appropriately supported by infrastructure.

Inclusive and mixed neighbourhoods and communities

~~7.13-7.7.~~ Lewisham is a diverse Borough comprising of many vibrant and distinctive neighbourhoods and communities, which makes it an exciting place to visit and live. However, it also ranks amongst the most deprived local authority areas in England with pockets of social and economic deprivation scattered across the Borough. ~~We are~~The Council is committed to achieving inclusive and mixed communities, ~~particularly in a way that is targeted at~~by addressing the ~~underlying causes of deprivation~~environmental, social and economic barriers adversely affect peoples' lives. The Local Plan seeks to facilitate a significant uplift in housing and our expectation is that new development should respond to existing imbalances in provision, so to better meet local needs and contribute to sustainable ~~neighbourhoods and~~ communities. This policy sets the strategic approach for securing an appropriate mix of housing when new development comes forward.

~~7.14-7.8.~~ There is a significant ~~and acute~~ need for more genuinely affordable housing in the Borough, as set out in the London Strategic Housing Market Assessment (2017) and Lewisham Strategic Housing Market Assessment ~~Update (2019)~~²². Consistent with the ~~draft~~ London Plan, ~~we will seek that~~ development proposals ~~must~~ contribute towards the Borough's strategic target of 50 per cent of new homes to be genuinely affordable. Residential development proposals ~~will be expected to~~must maximise the amount of affordable housing on-site, subject to viability, having regard to the requirements in Policy HO 3 (Genuinely affordable housing). The strategic target is for delivery across the Borough recognising a number of sites are likely to make provision in excess of the target, such as those ~~delivered by the Council through its housebuilding programme and by associated~~ ~~with~~ registered providers. We will work proactively with partners and industry stakeholders, including private developers, to secure the delivery of more high quality and genuinely affordable housing.

Commented [NE203]: Amended to refer latest technical evidence

~~7.15-7.9.~~ Development ~~proposals will be expected to~~must respond to local need by securing a mix of dwelling sizes (in terms of occupancy measured by bed spaces), particularly family sized units (i.e. 3+ bedrooms). ~~All Development~~ proposals for major residential development ~~will be expected to~~must make provision for ~~an element~~a reasonable proportion of family housing units, the amount of which will be considered on a case-by-case basis taking into account financial viability. Minor development proposals of less than 10 units incorporating family sized units will be considered favourably. ~~We will seek to resist~~ ~~against Development~~ proposals ~~involving should not normally result in~~ the loss of family sized units (including through demolition and redevelopment); ~~further~~

Commented [NE204]: Included for clarification and to aid policy implementation.

details on the conversion of family housing is set out in Policy HO2 (Optimising the use of small housing sites). For Where development proposals include an element of affordable housing, proposals should have regard to the recommended the unit size mix set out in the Council's Housing Strategy, or the Council's latest evidence base on housing need, should be established with reference Table 7.1. All development proposals will be expected to demonstrate how the dwelling size mix is appropriate to the site in contributing to inclusive and mixed neighbourhoods and communities. This includes consideration of existing and planned community infrastructure, and other strategic infrastructure, necessary to support the development and its likely occupiers. We will assess proposals having regard to the location and size of the site, the nature and scale of development, along with the existing mix of unit sizes within the locality.

Commented [NE205]: Included for clarification – HO2 allows for conversion of family homes but only where a family sized unit (3+ bed) is retained

Commented [NE206]: Respond to public consultation – request stronger requirements for family housing; plan amended to set specific targets on affordable products, informed by SHMA update 2022

Commented [NE207]: Repetition – re-stating policy and also covered elsewhere in plan

7.46-7.10. To help secure inclusive and mixed neighbourhoods and communities, we will resist development proposals that comprise solely of studios and 1 bedroom, 1 person units or those that would will result in an overconcentration of 1 or 2 bedroom units on a site or locality area. London Plan policy H10 (Housing size mix) makes clear that developments with a higher proportion of 1 and 2 bedroom units are generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity. This policy is considered to provide sufficient flexibility to respond to individual site circumstances, such as For example, in situations where there are site development constraints or where proposals for such provision would demonstrably enhance the mix and balance of housing unit types within a larger development site or locality area. Studio units intended for single person occupation are not considered to provide a long-term, sustainable solution to meeting local housing need. In exceptional cases, Development proposals for studio units may be permitted where they are of an exceptional design quality, minimum space standards are satisfied and the development is appropriately located, in a well-connected and highly accessible location that benefits from good provision of local amenities.

Commented [NE208]: Respond to consultation – to aid with policy implementation, clarify approach advocated in London Plan

Housing choice

7.47-7.11. The availability of a wide range of housing choices, with provision for a mix and balance of housing types, sizes and tenures is essential to the achievement of inclusive neighbourhoods and communities. We will generally support proposals that enhance housing choice and access to genuinely affordable housing in Lewisham the locality, including for new specialist forms of accommodation tailored to specific groups (including older people, students, those with disabilities and vulnerable people). The Local Plan sets out additional policies that address the unique housing requirements of such needs of different groups, having regard to identified needs, including QD2 (Inclusive and safe design), HO5 (Accommodation for older people), HO6 (Supported housing) and HO7 (Purpose built student accommodation), including those who require specialised forms of housing. Further details are set out later in this section.

Commented [NE209]: Amended to make more concise

~~7.18-7.12.~~ Lewisham is gaining a reputation as a location for innovative housing design with both public and private sector led developments winning or being recognised for design awards in recent years.⁷⁰ For example, PLACE/Ladywell is an award winning scheme recognised for its pioneering off-site construction techniques and modular building format. It comprises of temporary accommodation for homeless families and start-up space for local businesses and retailers. We are broadly supportive of development proposals for such applying innovative and contemporary housing designs where they comply with other Local Plan policies. ~~On Development proposals for housing involving as a meanwhile uses, we will take a positive and flexible approach to decisions if it can be demonstrated that development helps to meet identified local housing needs, makes a positive contribution to the locality and does not adversely impact on amenity. Further requirements are set out in~~ will be considered with reference to Policy EC22-DM5 (Meanwhile uses).

Commented [NE210]: Amended to make more concise

~~7.19-7.13.~~ Those with a connection to Lewisham, including people currently living or working locally or with family connections in the Borough should have a good opportunity to access new housing as it is made available on the private market. We will therefore encourage developers and agents to advertise new units locally, ideally for a period of 3 months, before marketing them more widely. Whilst the Council exercises no planning control in this respect, it will broadly support developers and agents in making a reasonable proportion of new residential units available to local residents, UK citizens and others with a strong connection to the Borough, particularly for owner occupation.

HO 2 Optimising the use of small housing sites

- A. The development of small sites will play an important role in increasing housing supply in Lewisham and supporting provision for a wide range of high quality and affordable homes. Opportunities should be taken to optimise the capacity of small sites for new housing development across the Borough, including through:
- Redevelopment of vacant and underused brownfield sites, and ancillary buildings such as garages;
 - ~~Residential Housing conversions, having regard to Policy HO2-E below;~~
 - ~~Residential Housing alterations and extensions, having regard to Policy QD10 (Building alterations, extensions and basement development); and~~
 - ~~Infill and backland development, having regard to Policy QD11 (Infill and backland sites, garden land and amenity areas).~~
- B. To help facilitate the appropriate development of small sites for housing, ~~including through the sensitive intensification of existing buildings and sites, the Council will has prepared a suite of supplementary planning documents the Small Sites SPD and the Alterations and Extensions SPD.~~ Development proposals ~~will be expected to should~~ have regard to this planning guidance, where relevant, and demonstrate how it has been used ~~to inform the development~~ through the design-led approach.

Commented [NE211]: References to other Local Plan policies removed to make more concise – the plan must be read as a whole

Commented [NE212]: Factual updates to refer Council's adopted planning guidance.

⁷⁰ The Council's Authority Monitoring Reports include information on design awards. Information is also available from professional bodies such as the Royal Institute of British Architects (RIBA).

- C. Development proposals for housing on small sites will only be supported where they help to facilitate the delivery of the spatial strategy for the Borough and:
- Are appropriately located for residential use;
 - Are ~~designed to aof a~~ high quality standard design with accommodation that meets the relevant standards for ~~private internal and outdoor~~ living and amenity space, ~~having particular regard with reference~~ to Policy HO5-QD8 (High quality housing design);
 - Respond positively to local character, including historical character and heritage assets;
 - Protect and enhance biodiversity and green infrastructure, and further maximise opportunities for urban greening;
 - ~~Contribute towards the delivery of~~ Make provision for affordable housing, in line with Policy HO3-J (Genuinely affordable housing);
 - Protect and do not result in unreasonable adversely impacts on local amenity;
 - Do not result in the loss of community infrastructure, ~~having regard with~~ reference to Policy C11 (Safeguarding and securing community infrastructure); and
 - Do not prejudice the delivery of strategic site allocations in the Local Plan.
- D. Neighbourhood forums are strongly encouraged to identify locations and allocate sites appropriate for housing development, including small sites, within neighbourhood plans.

Housing conversions

- E. In order to maintain a supply of housing suitable for families, development proposals for the conversion of a single family dwelling, or self-contained unit with 3+ bedrooms, into smaller self-contained residential units (including flats) will only be supported where:
- The gross internal floor space of the existing original dwelling is 130 sq. metres or greater;
 - A family sized unit (3+ bedrooms) is re-provided, unless it is demonstrated that the property is not suitable for family accommodation due to environmental or other site constraints;
 - All housing units benefit from a layout and configuration that is practical for residential occupation, ~~and the development complies with other relevant policy requirements for housing and~~ with reference to other policies on high quality design;
 - In the situation garden land or other dedicated private outdoor amenity space is available, the extent of and access to this private amenity space is maintained for the existing family unit, and wherever possible, made accessible to residents in other units;
 - ~~It is demonstrated that existing and additional demands for parking and servicing created by the development can be appropriately accommodated, having regard to other Local Plan policies, including Policy TR4 (Parking) and SD12 (Design to support the circular economy);~~ and
 - The development would will not result in an adverse impact on local character and townscape.

Commented [NE213]: Respond to consultation – heritage assets should be specifically referred

Commented [NE214]: Respond to consultation – clarification point to ensure appropriate consideration of instances where the building is extended and then proposed for conversion

Commented [NE215]: Respond to consultation – request to amend wording to capture private amenity spaces and strengthen their protection

Commented [NE216]: Respond to consultation – amended to ensure conformity with London Plan, which provides that housing growth should not be unduly restricted due to parking stress

- F. Development pProposals for the conversion of properties into Houses in Multiple Occupation will be considered against Policy HO-8-8 (Housing with Shared Facilities - Houses in Multiple Occupation).

Figure 7.1 - Small Sites Housing Opportunities

Explanation

~~7.20.~~ The NPPF (2019) places a strong emphasis on the role of small sites in supporting housing delivery. This is also reflected in the draft London Plan, which introduces a significant step change in the strategic approach to meeting housing need across the Capital. As part of this approach, it seeks to increase the rate of housing delivery from smaller sites. This is particularly in highly accessible residential and outer suburban areas, where there are considered to be key opportunities to intensify sites. All boroughs are expected to help facilitate the development of small sites in a positive and proactive way. This policy establishes our approach to ensuring that small site development is appropriately managed in the Lewisham context.

Commented [NE217]: To be included - London Plan requires that small sites areas are identified in Local Plan. This will be the same map as on Page 19 of Council's adopted Small Sites SPD.

~~7.24-7.14.~~ The draft London Plan sets out a 'small sites' housing target for every borough. Small sites are defined as those that are less than 0.25 hectares. ~~The targets are based on trends in housing completions on sites of this size.~~ The small sites target is a component of, and not additional to, the overall housing target ~~set by the draft London Plan~~. For Lewisham, the small sites target for the ten-year period from 2019/20 is 3,790 net housing units, or 379 units per year. This is broadly in line with our monitoring of 'windfall' development on small sites in the Borough. The small sites target makes up roughly ~~23 per cent~~ one-quarter of the borough's ~~overall draft~~ London Plan housing target.

Commented [NE218]: Removed to make more concise. Further information on small sites also set out in London Plan.

~~7.22-7.15.~~ Through the Local Plan we are seeking to boost the delivery of small housing development beyond the historic delivery levels. Our aim is not only to meet the ~~draft~~ London Plan small sites target but to exceed it, recognising a variety of measures are needed to achieve the overall housing target and meet the range of housing needs of different groups in the Borough. This includes need for genuinely affordable housing. Through the development and sensitive intensification of small sites, there will be more opportunities to secure planning contributions that can be invested in the delivery of new affordable housing units. Furthermore, small sites can play an important role in addressing local deprivation. For instance, the designated Area for Regeneration in the south of the Borough, discussed in Part 3, has a distinctive character and urban grain based on its historic estate development. There is a lack of large site opportunities to generate investment in this area. Small site development provides a mechanism for more incremental investment and area improvement that can help to address the underlying causes of deprivation. In short, our positive approach to small site development is informed by the Local Plan's strategic objectives, and is not simply a matter of housing numbers.

~~7.23-7.16.~~ There are a variety of opportunities and types of small sites that can support new housing development. Vacant and underused brownfield sites along with redundant ancillary facilities, such as garages or residential storage units, present relatively straightforward options for redevelopment. However these types of sites are limited in availability and are often constrained, such as by irregular plot forms, site access issues or land-use designations (including those that protect land for commercial uses). It is therefore expected that the majority of small sites development will occur in [existing-established](#) residential areas, where new homes can be sensitively integrated with other compatible uses. Housing development on small sites can take a number of forms including: new build, infill and backland development, conversion (subdivision of houses into flats), demolition and redevelopment or extension of existing buildings (including upward, rear and side extension, and basement development).

~~7.24-7.17.~~ Our approach to housing development on small sites is expected to facilitate the incremental intensification of [existing-established](#) residential areas, particularly where sites have a good Public Transport Accessibility Level (PTAL 3-6) and/or they are within 800 metres of a station or Major/District town centre. It is imperative that future growth and development occurs in a way that respects and enhances local character, with the distinctive features of Lewisham's communities at the heart of the design-led approach. The Lewisham Characterisation Study (2019) identifies areas that are positioned to facilitate an uplift in small housing development, recognising that the physical character of some areas may need to evolve gradually over time, for example, to accommodate new housing and investment in infrastructure. The Characterisation Study defines areas on a spectrum of sensitivity to change, based on local character, taking into account factors such as existing urban grain, historic evolution, building typologies, and spatial strategic growth and regeneration priorities across the Borough. All proposals for small housing development will be expected to refer this document, as a starting point, to understand the scope for intensification in a given area and to gain an appreciation of the key features of local character. [The Council has also prepared a Small Sites SPD to support the delivery of high quality housing. All development proposals for small sites must demonstrate how the SPD has been used to inform the design-led approach.](#)

7.25. [The Characterisation Study must be read in conjunction with other design guidance to ensure that development is appropriate to the site and surrounding area. The Council will prepare and make available a suite of guidance documents to assist with the implementation of this policy. This includes existing and additional Conservation Area Appraisals and the Alterations and Extensions SPD \(2019\). We are also preparing future guidance to support the sensitive intensification of areas, including the A21 Design Guide SPD and Small Sites SPD, both of which will be prepared with support from the GLA Homebuilding Capacity Fund. This local guidance should be read alongside the design principles for small housing development that the Mayor of London has committed to publishing.](#)

Commented [NE219]: Repetition – this is covered elsewhere in the plan

~~7.26-7.18.~~ Where small [site](#) housing development is proposed it should not have an unacceptable adverse impact on biodiversity and green infrastructure. Applications will be expected to identify potential impacts in this regard, and clearly set out measures to minimise and mitigate these. Measures may include the return of hard standing to green space, installation of green roofs and walls, and sustainable landscaping. In exceptional circumstances, where site constraints demonstrably preclude the implementation of on-site measures, then off-site provision (for example, tree planting) may be acceptable in order to ensure policy compliance. Off-site provision will be secured on a case-by-case basis through the use of legal agreements and/or planning contributions.

~~7.27-7.19.~~ This policy presents a new strategic approach to meeting housing need locally. An allowance for small site development has been made in the Local Plan housing trajectory. This sets out the expected rate of housing delivery over the plan period, based on past trends. We will monitor progress towards the small site housing target through the Authority Monitoring Report and consider this policy's effectiveness through the Local Plan review process. Monitoring will also provide us with information to understand the spatial distribution of new small housing development and consider whether interventions are necessary, for example, to ensure those areas where this type of development is concentrated are appropriately supported by community facilities and other strategic infrastructure.

Housing conversions

~~7.28-7.20.~~ The Local Plan seeks to ensure provision for a wide range of housing types and tenures to meet local need, including need arising from families. The conversion of larger and single family homes into flats has in recent years provided a small source of housing supply in Lewisham. Whilst recognising that conversions support delivery towards the strategic housing target, it is important that provision for family accommodation is not compromised. The Local Plan therefore sets out requirements to ensure that family sized units (3+ bedrooms) are retained when residential conversions come forward. ~~There is particularly in light of the~~ Lewisham SHMA (2019/2022), ~~which shows~~ [there is an acute need for family housing](#).

~~7.29-7.21.~~ There is a limited supply of family sized housing units in the Borough, with [the SHMA indicating that 1 and 2 bedroom units comprise the majority of existing properties \(roughly at 60 per cent, above the averages for London and England at 56 and 41 per cent respectively\)](#). Furthermore, monitoring information demonstrates that the vast majority of recent new build residential development has been for flats or apartments, mainly 1 and 2 bedroom units, and it is anticipated that this trend will continue into the future. ~~With the Lewisham SHMA suggesting that there will be an increasing need for family accommodation, we will seek to ensure that~~ [Development proposals must therefore ensure that](#) existing family sized units are not unnecessarily lost through conversion. This policy is not considered to inhibit the achievement of the small sites housing target, as proposals will continue to be supported where adequate family sized units are retained or re-provided.

7.30-7.22. Whilst we are intent on retaining family sized units on residential conversions,

Some flexibility may be applied on a case-by-case basis where it can be suitably demonstrated that environmental or other site specific constraints make re-provision of a family sized unit inappropriate. This includes consideration of the site or building size (which might compromise achievement of the minimum space standards for a 3+ bedroom unit), lack of amenity space suitable for a family, or other environmental constraints that would adversely impact on occupants, particularly children and young people.

7.31. Having regard to site location, PTAL levels and relevant parking standards, proposals will be required to demonstrate that the residential conversion will be able to cope with any demand for parking arising from the development, including for disabled and cycle parking. Where appropriate, evidence of a parking survey will be required to support the proposal, having particular regard to on-street parking capacity.

HO 3 Genuinely affordable housing

- A. The strategic target is for 50 per cent of all new homes delivered in Lewisham to be genuinely affordable. The Council will seek the maximum amount of genuinely affordable housing to be delivered on new housing developments. Development pProposals that deliver high quality affordable housing through the Fast Track Route, as detailed in HO3.F below, to achieve a minimum 35% per cent affordable housing will be considered favourably. Development pProposals involving new housing development will only be supported where the site capacity has been optimised and delivery of affordable housing maximised.
- B. The affordable housing requirement will apply to all forms of conventional housing in the C3 Use Class, unsecured student accommodation and, where appropriate, specialist and supported accommodation. Affordable housing requirements for Purpose Built Student Accommodation are set out in Policy HO87 (Purpose Built Student Accommodation).
- C. ~~Proposals involving new housing development will only be supported where the site capacity has been optimised and delivery of affordable housing maximised.~~ The affordable housing requirements for major developments (large sites) will also apply in circumstances where development has already been permitted and 10 or more dwelling units will be delivered taking into account:
- New residential units that are proposed which would result in an uplift in the overall number of units on the site of the extant permission; and
 - Development that is proposed on an adjacent site, which, by virtue of its layout, design and use, is functionally related to the extant permission and would result in an uplift in the overall number of units across the sites.
- D. Applicants will be expected to make all reasonable efforts to secure grant funding to deliver an increase in affordable housing beyond the level that would otherwise be achievable. The Council will work positively with development industry partners to help identify opportunities to secure grant funding to deliver more genuinely

Commented [NE220]: Respond to consultation - amended to ensure conformity with London Plan, which provides that housing growth should not be unduly restricted due to parking stress

Commented [NE221]: Moved from C below

Commented [NE222]: Moved to A above

Commented [NE223]: Amended to clarity and to aid policy implementation

affordable housing in Lewisham. Development proposals will be considered favourably where they demonstrably deliver the maximum viable amount of affordable housing whilst meeting the minimum threshold level of affordable housing without public subsidy, as set out in HO3.F, and secure grant funding to deliver provision of genuinely affordable housing additional to this level.

Large sites (major developments)

- E. Development pProposals for new housing ~~development~~, including mixed-use ~~schemes~~developments, with site capacity to accommodate 10 or more dwelling units must deliver the maximum amount of genuinely affordable housing, taking into account:
- a. Their contribution to the Borough's strategic affordable housing target, based on habitable rooms, subject to viability;
 - b. The need for provision of a mix of secure housing tenures, with the affordable component sought to be provided on the basis of a tenure split of 70 per cent genuinely affordable (social rent or London Affordable Rent) and 30 per cent intermediate (London Living Rent or shared ownership);
 - c. The preferred housing size mix for genuinely affordable housing, as set out in the Council's Housing Strategy, or other supporting evidence Table 7.1;
 - d. Availability of public subsidy; and
 - e. Other planning benefits that may be achieved, having particular regard to the delivery of the spatial strategy for the Borough.
- F. A threshold approach to viability will be applied to major development proposals, in accordance with ~~draft~~ London Plan policy H65 (Threshold approach to applications), taking into account the different routes to affordable housing delivery (i.e. Fast Track Route and Viability Tested Route). In Lewisham, the threshold level of affordable housing on gross residential development, which is not on public sector land, is set at:
- a. A minimum of 35 per cent; ~~or~~
 - ~~a.b.~~ A minimum 50 per cent on public sector land;
 - ~~b.c.~~ A minimum of 50 per cent for Strategic Industrial Locations and Locally Significant Industrial Sites where development would result in a net loss of industrial capacity.
- G. Where the Viability Tested Route is used, and in other circumstances where a Viability Aassessment is submitted to support the level of affordable housing provision made by a development proposal, this must be based on a standard residual valuation approach, with the benchmark existing use value of the land taken as the Existing/alternative Use Value (EUV) Premium or the potential for Alternative Use Value⁷¹, in line with National Planning Practice Guidance. In order to ensure transparency in the planning process, the Viability Aassessment will be required to be undertaken in line with the Mayor's Affordable Housing and Viability SPG or future equivalent.

Commented [NE224]: Deleted for clarity and conformity with London Plan (see addition of F.b)

Commented [NE225]: Respond to public consultation – amended to ensure conformity with London Plan

Commented [NE226]: Clarification to aid effective policy implementation

Commented [NE227]: Respond to consultation – clarification points to ensure consistency with higher level planning guidance

Commented [NE228]: Signposted in footnote below

⁷¹ This approach is line with the Government's National Planning Practice Guidance and the London Mayor's Affordable Housing and Viability SPG.

- H. To maximise affordable housing delivery and address economic uncertainties that may arise over the lifetime of a development proposal the use of 'review mechanisms' will be required, where appropriate, and implemented in line with the Mayor's Affordable Housing and Viability SPG.
- I. In order to promote inclusive and mixed communities all new affordable housing provision should be delivered on-site. Off-site provision for major development proposals will only be considered in exceptional circumstances, where it can be demonstrated to the satisfaction of the Council that:
- It is not practical or feasible to provide affordable housing on-site due to site development constraints;
 - A higher level of affordable housing can be secured through provision on an alternative site;
 - Off-site provision is necessary to better meet priority housing need, such as for affordable family housing;
 - The provision will better support inclusive and mixed communities.

Small sites (minor developments)

- J. Development pProposals for new housing developments delivering less than 40~~between 2 and 9~~ dwelling units ~~will be required to must~~ make provision for affordable housing, a financial contribution towards the delivery of affordable housing, having regard to the Council's Planning Obligations Supplementary Planning Document, or other guidance as appropriate. ~~Proposals~~ They should seek to deliver affordable housing on-site ~~provision wherever practical and feasible, before considering the use of planning contributions to support the delivery of affordable housing off-site~~ Where it can be demonstrated to the satisfaction of the Council that off-site contributions are acceptable these will be secured through planning obligations, with payments in lieu calculated using Table 7.2 (Small sites affordable housing requirements) and the formula set out in Table 7.3 (Small sites affordable housing payments in lieu). Further details will be set out in the Planning Obligations SPD.

Commented [NE229]: Amended for clarification and to aid policy implementation, also taking into account findings of the Viability Assessment update for the Local Plan. This includes Tables 7.2 and 7.3

Table 7.2 Small sites affordable housing requirements

Total number of units	Equivalent number of on-site affordable units to be used to calculate payment in lieu ⁷²
<u>2</u>	<u>0.70</u>
<u>3</u>	<u>1.05</u>
<u>4</u>	<u>1.40</u>
<u>5</u>	<u>1.75</u>
<u>6</u>	<u>2.10</u>
<u>7</u>	<u>2.45</u>

⁷² The equivalent number of on-site affordable units is based on the 35 per cent affordable housing requirement of the Fast Track Route of the threshold approach set out in London Plan policy H5 (Threshold approach to applications), i.e. where 1 dwelling unit is equivalent to 0.35 affordable units.

8	2.80
9	3.15

Table 7.3 Small sites affordable housing payments in lieu

Formula for calculating payments in lieu
$X = ((A-B) \times C) - ((A \times C) \times D)$
X = the payment in lieu (£)
A = the market value of a square metre of floorspace in the development
B = the value of affordable housing per square metre of floorspace (reflecting the mix between genuinely affordable and intermediate products)
C = the number of square metres required to meet the affordable housing requirement
D = additional costs to the developer (the difference between profit applied to market housing and affordable housing, and marketing costs of private housing) ⁷³

- J. ~~Development proposals on small sites will also be considered against Policy HO3.C above. Affordable housing requirements for large sites will apply where 10 or more dwelling units are proposed on small housing sites, whether these units are brought forward on one site or together on multiple, functionally related sites.~~

Commented [NE230]: Repetition – this is captured in Policy HO3.C above

Inclusive and mixed neighbourhoods and communities

- K. In order to secure inclusive and mixed neighbourhoods and communities the Council may seek to alter the tenure and/or mix of affordable housing provision on a case-by-case basis. In establishing the most appropriate level of provision for a site, development proposals will be considered having regard to the existing levels of housing tenure and mix in the area (including extant permissions), along with development viability.
- L. All new affordable housing developments must be ~~designed to of~~ a high quality standard, design having regard to other Local Plan policies. ~~Development should be sensitively integrated into the site and its surroundings, with affordable housing units being~~ They must be designed to be 'tenure neutral' in accordance with the National Design Guide, so that affordable units are indistinguishable from market units in terms of quality of design and materials, space standards, access and amenity ~~provision~~. Where mixed tenure schemes are proposed, these ~~will be required to must~~ ensure all residents of the development have access to amenities and communal spaces, including play spaces, with reference to Policy QD2 (Inclusive and safe design).

Commented [NE231]: Repetition – covered elsewhere in the design policies

Commented [NE232]: Respond to consultation – policy strengthened on inclusive design principles (links also to changes in Policy QD2)

Vacant Building Credit

⁷³ Developer profit is typically applied at between 17-20% of GDV on private housing and 6% on the affordable housing, so the increased profit arising from converting a unit from private to affordable housing would be 11% to 14% (i.e. 17% or 20% less 6%).

- M. The application of the Vacant Building Credit (VBC) is not appropriate in Lewisham. The use of VBC will only be considered in limited circumstances, where applicants suitably demonstrate there are exceptional reasons why it is appropriate and the following criteria are met:
- a. The building is not in use at the time the application is submitted;
 - b. The building is not covered by an extant or recently expired permission;
 - c. The site is not protected for an alternative land use; and
 - d. The building has not been made vacant for the sole purpose of redevelopment, as demonstrated by evidence showing that the building has been vacant for a minimum continuous period of five years and has been actively marketed for at least two years therein, at realistic local area prices.

Explanation

The need for genuinely affordable housing

~~7.32. There is a strong record of housing delivery in Lewisham, with the cumulative London Plan housing target being exceeded since the adoption of the Core Strategy in 2011. The extent of housing delivery is indicative of a strengthening market and growing developer confidence in the Borough. Against this backdrop, however, issues persist with respect to the resident population's ability to access to housing that is affordable within their means.~~

Commented [NE233]: Deleted – details on housing delivery addressed in Policy HO1

~~7.33.~~ ~~7.23. Although there is a strong record of housing delivery in Lewisham not everyone is able to access housing that is affordable within their means.~~ The Lewisham ~~Strategic Housing Market Assessment (SHMA) (2022)~~ indicates that whilst median house prices in Lewisham are lower than those for London on whole they have increased by more than 3030 per cent over the past twenty years. ~~This is marked by an accelerated rate of increase in the five-year period from 2013 to 20172020, with median house prices rising from £259,000 £259,800 to £412,000 £430,000 in this short period.~~ The rate of increase is significantly higher than that experienced across London and in many neighbouring ~~authoritiesboroughs~~. Home ownership is now out of reach for many Lewisham residents, particularly first time buyers, with median house prices more than 10 times the average household income. The cost of private rented sector housing has also increased pointedly over recent years. ~~By 2017, average private rents in Lewisham equated to roughly 43 per cent of average household incomes. Over the 10-year period 2010 to 2020 private median rents rose by more than 45 per cent, significantly higher than the rate for London and England, at 17 and 28 per cent respectively.~~ making this housing option unaffordable to many. The above situation has contributed to acute issues of overcrowding and homelessness in the Borough, which is reflected by the extensive number of households on the Council's Housing Register. As of May 2019 there were approximately 10,000 households on the housing waiting list, which represents approximately 7.6% of households in the Borough.⁷⁴ In short, the gap between incomes and housing costs is rapidly widening, and as a consequence there is a significant local need for affordable housing.

Commented [NE234]: Updated SHMA 2022 figures

⁷⁴ Lewisham Housing Department statistics, May 2019.

~~7.34-7.24.~~ In light of the above, the Local Plan sets a strategic target for 50 per cent of all new homes delivered in the Borough to be genuinely affordable. The strategic target is considered to be in line with the ~~draft~~ London Plan. However, recognising the distinctive characteristics of the local housing market and the relative affordability of different types of provision to the resident population, a local definition of 'genuinely affordable housing' is necessary. In Lewisham, this means housing at social rent levels or GLA's London Affordable Rent level⁷⁵ and below, aiming for target rents. All other housing products below market levels, whether for sale or rent, are defined as intermediate housing, and should not be conflated with genuinely affordable housing. Furthermore, genuinely affordable housing and intermediate housing should provide for secure tenancies. For genuinely affordable homes, we will seek that residents are provided with lifetime tenancies, ideally in perpetuity.

~~7.35-7.25.~~ Our expectation is that the maximum amount of genuinely affordable housing will be delivered on all new residential development sites, having regard to viability. Habitable rooms will be used as the basis for calculating affordable housing provision against the Borough's strategic target, as advocated by the ~~draft~~ London Plan. This measure provides flexibility to deliver affordable housing that is best tailored to meeting the range of local needs, and in particular to enable additional provision of affordable family sized units to come forward.

7.26. Affordable housing will be required from all large sites with capacity to accommodate 10 or more residential units, and this applies where development is proposed incrementally. This includes variations to a planning consent resulting in additional units on the site. This policy seeks to guard against actions to circumvent the affordable housing requirements, such as through the artificial sub-division or phased development of sites. In considering whether the affordable housing requirement should apply in these circumstances, we will have regard to: extent of single ownership of land and sites; occupied status of land/sites at the grant of permission and at commencement of development; and the amount of time elapsed between permissions, completions and any new proposals.

~~7.36-7.27.~~ Contributions towards affordable housing will also be required on small sites for new ~~housing~~ developments delivering ~~less than 10~~between 2 and 9 dwelling units. ~~Our latest evidence indicates~~The Local Plan Viability Assessment (2022) demonstrates that this requirement will not adversely impact on the development viability of small sites across the Borough. Development proposals should seek to deliver affordable housing on-site wherever feasible. Off-site provision will be secured through planning obligations with any payments in lieu calculated using Tables 7.2 and 7.3. Further details to support implementation of this policy will be set out in a future update to the Planning Obligations SPD.

Commented [NE235]: Repetition – this is set out in 7.32

⁷⁵ GLA London Affordable Rent is defined locally as London Affordable Rent, minus the 1% above Consumer Price Index uplift.

~~7.37-7.28.~~ In line with the ~~draft~~ London Plan, a threshold approach to viability will be applied in Lewisham. This means that schemes meeting or exceeding the ~~draft~~ London Plan policy ~~and threshold (as set out in Policy H65 –~~ Threshold approach to applications) without public subsidy can be 'fast-tracked' and are not required to submit detailed viability information. However, to ensure an applicant fully intends to build out the planning consent, an early stage viability review will be triggered if an agreed level of progress on implementation of the development is not made within a specified time period. Thresholds are expected to be regularly reviewed by the London Plan, and may therefore change over the course of the plan period.

~~7.38-7.29.~~ All development proposals will be expected to demonstrate that they have maximised the amount of genuinely affordable housing on-site in contributing to the delivery of the Borough's affordable housing target. Applicants are encouraged to investigate realistic options to provide a further uplift of genuinely affordable housing (i.e. beyond that which can be viability delivered through development value alone) including through the use of public subsidy. This will require engagement with industry stakeholders, including Registered Providers, early in the development process to identify and capitalise on opportunities available. Where subsidy is secured, applications will be expected to clearly state the level of affordable housing that is to be provided using this subsidy. This clarification is required in order to assess schemes against the policy requirements, and for effective and transparent implementation of the threshold approach.

~~7.39-7.30.~~ ~~Development p~~Proposals that do not provide the minimum required amount of genuinely affordable housing will be strongly resisted. Where applicants consider there are exceptional circumstances affecting the viability of a scheme and delivery of policy objectives, ~~we will require that these are set out in a~~ this must be justified through the submission of a detailed Viability Assessment. This must be undertaken by a suitably qualified professional (such as one accredited by the Royal Institute of Chartered Surveyors) and will be made publicly available upon validation of the planning application. All such assessments will be considered having regard to higher level policies and associated guidance. This includes the NPPF and companion National Planning Practice Guidance on 'Viability and decision taking', the London Plan and Mayor's Affordable Housing and Viability SPG (2017), or future equivalent. A lower level of affordable housing will only be permissible where there are clear barriers to delivery and development is fully justified through detailed viability information. We may require that an independent appraisal of the Viability Assessment is undertaken, which will need to be paid for by the applicant.

~~7.40-7.31.~~ Consistent with national planning policy, our expectation is that affordable housing will be delivered on-site. This is in order to promote inclusive and mixed communities, as well as to help ensure that there is no undue delay to the delivery of affordable housing when it is included with proposals for market housing. However, there may be exceptional circumstances where it is appropriate to deliver affordable housing off-site, including through payment ~~- in -~~

lieu contributions. Applications will be required to provide robust justification for any off-site provision, ~~having regard to the criteria in the policy~~. Viability alone will not be considered sufficient justification for off-site provision.

~~7.41-7.32.~~ When off-site provision is acceptable in principle, we will expect all subject sites to be considered together for the purpose of calculating the level of affordable housing provision required. All off-site affordable housing must be provided within the Borough and be appropriately located, having regard to other policies that seek to provide residents with high quality living environments. Payment ~~in~~-lieu contributions may be acceptable ~~on small sites and on major developments~~ where there are demonstrable benefits ~~in furthering to delivering~~ affordable housing provision ~~along with inclusive and mixed neighbourhoods~~. Payments will be ring-fenced, and where appropriate pooled, to help maximise affordable housing delivery locally. Applicants should refer the Mayor's Affordable Housing and Viability SPG (2017), ~~or future equivalent~~, along with the Council's Planning Obligations SPD for further guidance.

~~7.42-7.33.~~ Viability 'review mechanisms' are reappraisal tools that can be used to ensure maximum public benefit is secured from development, including benefits associated with affordable housing delivery. Review mechanisms can be particularly important on phased schemes or schemes with longer build out periods, and are a useful way to respond to economic uncertainties that may arise over the lifetime of a development proposal. We will seek to apply viability review mechanisms as a standard practice, and implement them in line with the London Plan and its associated guidance. This will help to ensure that if there is an improvement in viability over lifetime of the development proposal, this contributes to the maximum amount of affordable housing provided. Further details on the implementation of this approach are set out in the Mayor's Affordable Housing and Viability SPG (2017).

7.34. The most pressing need in Lewisham is for new social homes with social rents. However there is also a need for affordable housing which is available to people who are unable to access social housing due to the rigorous eligibility criteria, but are also unable to afford private market housing. Therefore, where affordable housing is required on new development this should be provided on a tenure split basis of 70 per cent social rent or London Affordable Rent and 30 per cent London Living Rent or shared ownership. We support the use of London Living Rent, as by its nature, it is affordable to households earning the Lewisham median household income. Shared ownership products may also be an acceptable form of tenure, where the total monthly costs are demonstrably affordable.

7.35. In preparing the Local Plan the Council has given consideration to First Homes as a component of the affordable housing tenure mix. Provisions on First Homes were introduced through a Written Ministerial Statement on 24 May 2021 and

incorporated into the NPPG.⁷⁶ First Homes are a specific type of discounted market housing which should meet the definition of affordable housing.

~~7.43-7.36.~~ The Lewisham SHMAA (2022) raises issues around the affordability of First Homes in the context of local median household incomes. It also sets out how the introduction of First Homes would adversely impact on the delivery of genuinely affordable housing, for which the identified need in Lewisham is greatest. The Lewisham Local Plan Viability Assessment (2022) has also tested the introduction of First Homes as a component of the affordable housing tenure mix, using the benchmark 25 per cent proportion recommended by the NPPG. It concludes that First Homes are unlikely to be accessible to those on lower incomes and would result in a significant reduction in availability of affordable housing for purchase. In light of the above, the Local Plan does not make specific provision for First Homes. This position is supported by the Mayor of London who has also raised concerns about deliverability of First Homes in London, particularly around criteria concerning price caps on properties and income caps on applicants.⁷⁷

Commented [SA236]: Additional guidance on First Homes

~~7.44-7.37.~~ In line with other Local Plan policies, all new affordable housing development must be of a high quality design and incorporate durable materials, adhering to the same space and amenity standards as market housing. To promote inclusive and mixed neighbourhoods and communities it is imperative that affordable housing is designed to be 'tenure blind' and 'tenure neutral, in accordance with the Government's National Design Guide', so that it is indistinguishable from other types of housing. Affordable housing must also be sensitively integrated into the site and its surroundings to ensure that all local residents, irrespective of tenure type, are provided with high quality living environments and are able to benefit from shared access to all on-site amenities.

Vacant Building Credit

~~7.45-7.38.~~ Vacant Building Credit (VBC) was introduced by the Government, in 2014, as a way to incentivise development on brownfield sites. It is a material consideration in planning decisions. VBC applies to sites where a vacant building is brought back into lawful use, or is demolished to be replaced by a new building. Notably, VBC reduces the requirement for affordable housing contributions, taking into account the amount of vacant floorspace being brought back into use or redeveloped. This can have significant implications in the Borough where there is a demonstrated strategic need for affordable housing.

~~7.46-7.39.~~ Application of the VBC is not considered appropriate in Lewisham. Monitoring indicates a strong rate of housing delivery locally, with the Borough exceeding its cumulative London Plan housing target since the adoption of the Core Strategy in 2011. Further, there is a pipeline of committed sites (with planning consent) and

⁷⁶ National Planning Practice Guidance. First Homes Guidance. Published 24 May 2021 with subsequent updates.

⁷⁷ Greater London Authority. First Homes Practice Note (July 2021).

allocated future development sites, all of which are on brownfield land. Accordingly, brownfield sites are coming forward irrespective of the VBC and we do not consider that this additional incentive is necessary, particularly in an inner-London context where the relatively high land values help to support the viability of residential led schemes. Where proposals involve the use of VBC, evidence must be provided to demonstrate that there are exceptional circumstances in which to justify its application, having regard to the tests and requirements set out in this policy.

~~7.47-7.40.~~ It should be noted that if an applicant is claiming that a scheme qualifies for VBC, it cannot also claim Community Infrastructure Levy relief through the vacancy test.

HO 4 Housing estate maintenance, renewal and regeneration

- A. The maintenance, renewal and regeneration of Lewisham's housing estates will play an important role in helping to ensure that neighbourhoods and communities benefit from high quality living environments, housing is maintained at a decent standard and new genuinely affordable housing is delivered locally.
- B. ~~Where strategic Development proposals involving~~ housing estate renewal and regeneration ~~is proposed this will~~must be carried out in consultation with existing residents and the local community, in line with the London Mayor's Good Practice Guide to Estate Regeneration, in order to ensure:
- a. There is no net loss of affordable housing, and an uplift in genuinely affordable housing is delivered wherever possible;
 - b. A range of high quality, genuinely affordable housing options are made available in the Borough;
 - c. Existing and new residential units achieve the Decent Homes standard;
 - d. The development is ~~designed to of~~ a high quality ~~standard design~~ and provides for demonstrable physical improvements to the housing estate and local area environment, consistent with other Local Plan policies; and
 - e. Strong and inclusive communities can be better fostered and supported, with spaces and facilities that enhance opportunities for social interaction and integration.

Explanation

~~7.48-7.41.~~ We are committed to ensuring that all Lewisham residents have access to a decent home that is secure and affordable. This will require that significantly more new genuinely affordable housing is made available in the Borough. Also, that existing residences are brought up to and maintained at an appropriate standard, particularly within Lewisham's housing estates. In addition, it is vital for the safety and security of residents and the wider community that homes are well integrated into their neighbourhoods, with plentiful opportunities for social interaction, and that high quality living environments benefit the health and well-being of local residents.

~~7.49-7.42.~~ The Decent Homes programme provides one mechanism for housing improvement and has been successfully delivered across the Borough. However, funding is limited and this type of investment may not always be feasible or viable for some houses or estates. For example, the existing condition or orientation of buildings can act as a practical constraint to refurbishment works. Nonetheless the Council has a strong record in this regard, and through Lewisham Homes, the proportion of residential units meeting the Decent Homes standard increased from 41 per cent to 94 per cent in the 10-year period from 2007.

~~7.50-7.43.~~ Housing estates have been developed in the Borough over many decades. Their age and condition varies and therefore so too does the programme of maintenance required for each. Some older estates constrain opportunities for site or area wide improvements. For instance, their layout or design makes it difficult to introduce safer access points and through routes, more useable amenity space or public realm enhancements. In other circumstances, there may be options to deliver more affordable housing units on estates, either through incremental infill or comprehensive redevelopment. Accordingly, strategic approaches to estate renewal and regeneration may be necessary in certain circumstances.

~~7.51-7.44.~~ The nature of the programme for housing estate maintenance, renewal and regeneration will vary on a case-by-case basis. This policy will help to ensure that that all such investment is appropriately managed, irrespective of the level of works involved, and that local residents ultimately benefit from improved access to high quality, inclusive and genuinely affordable housing and living environments.

~~7.52-7.45.~~ All ~~strategic~~ estate renewal and regeneration schemes ~~will~~ must be carried out in consultation with existing residents and the local community. The process will be in line with the London Mayor's Good Practice Guide to Estate Regeneration (2016), or future equivalent, and the Council's ~~latest adopted~~ Statement of Community Involvement. In line with Policy HO 1 (Meeting Lewisham's housing needs) ~~All development~~ proposals for estate renewal and regeneration must ensure that there is no net loss of affordable housing, in line with other Local Plan policies. Loss of existing affordable housing will only be supported-permitted where it is replaced by equivalent or better quality accommodation, providing at least an equivalent level of affordable housing floorspace, on an identical or equivalent basis.⁷⁸ Floorspace is used as the measure for replacement provision as this provides flexibility for the Council and its partners to better address acute housing needs, such as for more family sized social housing, where redevelopment is undertaken. This approach is consistent with ~~that provided in the draft~~ London Plan.

⁷⁸ Affordable housing floorspace must be replaced on an identical basis where a tenant has a right to return. Where there is no right of return affordable housing must be replaced on an identical or equivalent basis, i.e. social rented floorspace may be replaced with social rented floorspace or by general needs rented accommodation with rents at levels based on that which has been lost.

~~HO 5 High quality housing design~~

- ~~A. High quality design is integral to ensuring housing that meets the diverse and changing needs of Lewisham residents over their lifetimes. All new housing development should provide adequately sized rooms and spaces with comfortable and functional layouts along with well integrated amenities. This includes proposals for new build housing development, changes of use, alterations and extensions.~~
- ~~B.A. Proposals for new housing development must meet, and wherever possible seek to exceed, the housing standards set out in the London Plan, including the minimum standards for:~~
- ~~a. Private internal space, having regard to:~~
 - ~~i. Internal floor area and built-in storage area;~~
 - ~~ii.i. Bedroom size;~~
 - ~~iii.i. Ceiling height~~
 - ~~b.a. Private outside space, having regard to:~~
 - ~~i. Outside space adequate for the intended number of occupants;~~
 - ~~ii.i. Minimum depth and width of balconies or other private outdoor spaces;~~
 - ~~c.a. Communal amenity space; and~~
 - ~~d.a. Children's play space, having regard to Policy CI 3 (Play and informal recreation);~~
- ~~C.A. Development proposals for new housing must address the qualitative design aspects set out in draft London Plan Policy D4 (Housing quality and standards) and corresponding Table 3.2, covering the detailed considerations for:~~
- ~~a. Layout, orientation and form;~~
 - ~~b.a. Outside amenity space; and~~
 - ~~c.a. Usability and ongoing maintenance.~~
- ~~D.A. Housing development should be designed to be inclusive, accessible and safe to all, having regard to the requirements of Policy QD2 (Inclusive and safe design);~~
- ~~E.A. Housing development should protect and enhance amenity of building occupants, as well as that of adjoining site users and uses, in line with Policy QD7 (Amenity);~~
- ~~F.A. Housing development must be designed to be 'tenure blind' to ensure that houses across all tenures are indistinguishable from one another in terms of quality of design and materials, space standards, access and amenity provision.~~
- ~~G.A. Housing development should maximise the provision of dual aspect dwellings. Proposals for single aspect dwellings will be resisted and should only be considered in exceptional circumstances, where it can be suitably demonstrated that it will provide for a more appropriate design solution than a dual aspect dwelling, having particular regard to:~~
- ~~a. Building layout and orientation;~~

- b.a. Outlook for occupiers;
- c.a. Microclimate management including for heating, cooling and ventilation; and
- d.a. Amenity including adequate privacy and protection against exposure to odour, noise, light and air pollution.

Explanation

7.53.1.1. Everyone should have access to a decent and secure home that is adaptable to one's changing needs over their lifetime. We will seek to ensure that all new housing development, irrespective of tenure, is designed to a high quality standard and meets the diverse needs of Lewisham's resident population. This includes new build housing, as well as proposals involving the alteration or extension of existing housing units, as well as conversion of other buildings into housing.

7.54.1.1. The quality and standard of housing is a key issue in Lewisham. One in four residents now live in the private rented sector, which is double that of 15 years ago. We estimate that a quarter of private rented properties are non-decent. As further evidence, between January 2015 and October 2018 the Council received over 2,000 complaints about the condition of private rented properties. We inspected all these properties and found around half of them had poor energy efficiency (rating of D or below). Whilst the proportion of social housing units meeting the Decent Homes standard increased from 41% to 94% in the ten years from 2007, the Council's own research suggests private sector housing is not achieving the same level of standards.⁷⁹

7.55.1.1. We will apply the London Plan space standards when considering housing proposals (including for internal and outside space, communal amenity space and children's play space). We will also have regard to the qualitative design aspects set out in draft London Plan Policy D4, along with other Local Plan policies. Applicants are advised to refer the London Plan for further details. Development proposals must meet and should seek to exceed the minimum standards.

7.56.1.1. Housing developments should seek to maximise the provision of genuinely affordable housing. They should also support inclusive neighbourhoods and communities by ensuring that housing of all tenure types are designed to a high quality standard and well integrated, both within the development and with neighbouring residential properties. Housing should be designed to be 'tenure blind' so that units are similar in external appearance, with entrances and access routes that promote social inclusion. Communal amenity spaces must be accessible to all residents of the development, regardless of tenure.

Dual aspect dwellings with opening windows on at least two sides have many benefits for the amenity of building occupiers, including for daylight, outlook and natural ventilation. Single aspect dwellings do not offer the same benefits, particularly for natural ventilation, which is problematic in terms of climate change

⁷⁹ Lewisham Housing Strategy 2020-2026. Lewisham Council

~~adaptation. Single aspect dwellings will therefore only be acceptable in exceptional circumstances, and should be avoided where they are north facing, contain three or more bedrooms, or exposed to noise and air pollution levels above which significant adverse effects on health and quality of life occur. The design of single aspect dwellings must demonstrate that all habitable rooms and the kitchen are provided with adequate passive ventilation, privacy, daylight and outlook, and that the unit's microclimate will be appropriately managed.~~

Commented [NE237]: Moved to High Quality Design section – now Policy QD8

HO 65 Accommodation for older people

- A. The housing needs of older people will be met mainly through conventional residential accommodation in the C3 Use Class that is designed in a way that allows for easy adaptation to the different needs of users over their lifetime, ~~whether through~~ This includes new build development ~~or and~~ the appropriate retrofitting of housing units. Specialist older person's accommodation and care home accommodation should supplement conventional housing to meet the ~~varying requirements~~ needs of Lewisham's older resident population.

Commented [NE238]: Included to aid policy implementation

Specialist older person's accommodation

- B. Development proposals for specialist older person's accommodation will only be supported where they ~~address an unmet local housing need and:~~
- a. Respond positively to the objectives in Lewisham's Housing Strategy;
 - b. Make provision for a mix of tenure types including affordable housing, ~~in line~~ with reference to Policy HO3 (Genuinely affordable housing);
 - c. ~~Make p~~ Provision of accessible housing, in line with Policy QD2 (Inclusive and safe design);
 - ~~e.d.~~ Are sited at well-connected locations that are easily accessible to well-served by public transport, and provide for good access to shops, services, leisure and community facilities and services (including health and social care) appropriate to the intended occupiers;
 - ~~d.e.~~ Are designed to of a high quality standard design with fit for purpose accommodation and facilities suited to occupiers, staff and visitors, giving consideration to:
 - i. The level of independence of occupiers and corresponding level of managed care provision or support;
 - ~~ii.i.~~ Provision of accessible housing, in line with Policy QD2 (Inclusive and safe design);
 - ~~iii.ii.~~ Private, communal and public amenity space; and
 - ~~iv.iii.~~ Access, parking and servicing arrangements, including for all types of vehicles expected to access the development.

Commented [NE239]: Amended to provide more flexibility for this type of housing to be delivered.

Commented [NE240]: Moved to B.c above

- ~~C. All proposals for specialist older person's accommodation must demonstrate that residents will be sufficiently supported by community infrastructure (such as health and leisure facilities) that is easily accessible from the site, taking into account the mobility requirements of the intended occupants, and can cope with new demand arising from the development.~~

Commented [NE241]: Respond to consultation – requirement is considered too onerous and could preclude the delivery of older persons accommodation, along with putting additional pressure on neighbouring boroughs.

Care home accommodation

~~D.C.~~ Development proposals for care home accommodation in the C2 Use Class will only be supported where they are appropriately located and designed to a high quality standard design, having regard to the requirements of Policy HO6.B (c-d) and HO6.C. In addition, development proposals must ensure that 100 per cent of habitable rooms are wheelchair accessible.

Commented [NE242]: Amended to ensure conformity with the London Plan.

Loss of specialist older persons and care home accommodation

~~E.D.~~ Development proposals that will result in the net loss of floorspace for specialist older person's or care home accommodation will be ~~resisted-refused~~ unless it can be demonstrated that:

- There is a long-term surplus of ~~the specific this~~ type of accommodation in Lewisham (i.e. there is no unmet local need); or
- Adequate replacement provision will be provided, ~~whether~~ on-site or elsewhere within the Borough; ~~and/or~~
- The existing accommodation is not suitable to support the intended occupants in its current condition and/or is incapable of being maintained at an acceptable modern standard.

~~F.E.~~ Where the loss of specialist older person's or care home accommodation is acceptable in line with (D) above, development proposals ~~will be expected to~~ must secure the re-provision of an equivalent amount of floorspace for residential use, ~~ensuring no net loss of affordable housing, and provide including new~~ affordable housing, where appropriate.

Care home accommodation

~~G.A.~~ Development proposals for care home accommodation will be supported where they are appropriately located and designed to a high quality standard, having regard to the requirements of HO6.B (c-d) and HO6.C. In addition, proposals must ensure that 100 per cent of habitable rooms are wheelchair accessible.

Commented [NE243]: This criterion has been re-ordered within the policy – see C above..

~~H.~~ In order to ensure inclusive and mixed neighbourhoods and communities, development proposals must not result in a harmful overconcentration of care home accommodation within the locality.

Commented [NE244]: Respond to consultation - requirement is considered too onerous and could preclude the delivery of care home accommodation, along with putting additional pressure on neighbouring boroughs.

Explanation

~~7.57-7.46.~~ The number of older people in Lewisham is projected to increase significantly over the coming years. There was an estimated 40,400 people aged 65 and older in 2018 and this is projected to rise almost 50% in the next 15 years, up to 60,200 people by 2033⁸⁰. This is largely driven by the increase in the population aged 60-74, although there is also expected to be significant gains in the proportion of those aged 80 and above. The number of people in the Borough aged 65 and over is forecast to rise by 71.5 per cent over the plan period, and by 2040 there

⁸⁰ Lewisham SHMA (2019)

will be an additional 21,074 residents in this age category.⁸¹ We are committed to ensuring that a wide range of high quality and affordable housing options are available to older people. This includes accommodation for those seeking to remain in their homes⁸², downsize from larger homes whilst remaining in the area, or people requiring more tailored, specialist accommodation with elements of support or care.

Commented [NE245]: Updated to reflect findings of Lewisham SHMA 2022.

~~7.58-7.47.~~ ~~Current and future~~ Local needs for older person's accommodation should be met principally through conventional housing. Where this is a good level of this type of provision available in the Borough, there will be less reliance on specialist forms of ~~older person's~~ accommodation. ~~We will therefore expect that~~ All new residential development in the C3 Use Class ~~is must therefore be~~ designed to be adaptable to the varying needs of users at all stages of life, in line with Policy QD 2 (Inclusive and safe design). We will also encourage the retrofitting of existing residential buildings and units to better suit the day-to-date-day needs of older people, including by making them wheelchair adaptable or accessible. All proposals for retrofitting must ensure compliance with other Local Plan policies, particularly those on the historic environment. Internal or external alterations have the potential to harm the significance of heritage assets or otherwise impact on local character, ~~and this should be considered early in the planning and design process.~~

~~7.59-7.48.~~ The Lewisham SHMA (20192022) indicates that there are a number of housing options available for older people in the Borough, including some ~~3,500~~ 3,200 units of specialist accommodation with integrated elements of support or care. This provision is helping to meet the varying types of need, but it is recognised ~~some additional capacity is required~~ may need to come forward given the expected future growth in the Borough's older person population. The draft London Plan sets an indicative annual benchmark for the Borough of 100 units of specialist accommodation, and this should be considered in the context of more detailed local assessments of specific types of need. ~~The total additional need for specialist older person dwellings across Lewisham is projected to be 2,422 by 2040. This is broken down to 1,969 units of Class C3 units (such as sheltered or extra care housing) and 453 units of Class C2 units (such as residential care). This translates to an annual need for 98 C3 dwellings plus 23 units of C2 dwellings each year, which is comparable to the London Plan benchmark for Lewisham of 100 specialist older person dwellings 2017 to 2029.~~

Commented [NE246]: Updated to reflect findings of Lewisham SHMA 2022.

~~7.60.~~ ~~We are broadly supportive of proposals for non-specialist forms of conventional housing in the C3 Use Class that are designed to be adaptable to the different needs of occupants over their lifetime, and therefore offer greater choice to older people. However, it is recognised that some people may choose or require specialist older person's accommodation. Proposals for such specialist accommodation will be supported where there is a demonstrable local need,~~

⁸¹ Lewisham SHMA (2022).

⁸² The Lewisham SHMA cites a national database which suggests that more than three-quarters of older people want to remain in their current home with help and support when needed.

having regard to the Lewisham SHMA (2019) and the Council's Housing Strategy, and other policy requirements are satisfied.

Commented [NE247]: Respond to consultation – requirement to demonstrate identified need for care home accommodation considered too onerous; criterion B above and supporting text deleted.

7.64-7.49. The draft London Plan discusses the range of accommodation options that are available to older people. It clearly distinguishes between specialist older person's accommodation and care home accommodation. Applications must state the use for which planning permission is sought. We will establish the nature of development proposals having regard to the definitions and attributes of specialist and care home accommodation set out in the draft London Plan, and consider proposals accordingly. For the avoidance of doubt, where the London draft Plan policy H13 (Specialist older persons housing) applies to a development proposal, then Local Plan policies H06 (B-E) will also apply.

7.62-7.50. Where a development proposal does not meet the attributes of specialist older person's accommodation or care home accommodation set out in the London Plan, then the general housing policies in the London Plan and Local Plan will apply.

7.63. Specialist accommodation should provide for a range of tenure types, including affordable housing. The needs of older people vary depending on their personal financial circumstances. Furthermore, need varies based on an individual's level of independence and the support they require. This policy seeks to ensure provision for a wide range of housing products to meet the different needs of older people in the Borough.

7.64. In assessing proposals for specialist older person's accommodation and care home accommodation we will give consideration to affordability and financial support available to the intended occupant group. It is acknowledged that arrangements for assessing affordability to people of pensionable age will be different to people of working age, especially when housing includes an element of care.

Commented [NE248]: Respond to consultation – removed as this infers that suitability of accommodation is linked to level of financial support available to an individual

7.65-7.51. Specialist older person's accommodation and care home accommodation must be sensitively integrated into Lewisham's neighbourhoods, at well-connected and accessible locations that are well-connected by public transport, and within easy reach of community facilities and services. Residents, carers and visitors should benefit from easy safe and convenient access to and from the site as well as the surrounding area. Developments should include accessible pathways and gradients to enable residents to move with relative ease whether by walking or with the use of aids, such as wheelchairs or mobility scooters. Accessibility is vital to ensuring schemes the development adequately responds to the mobility needs of occupiers. It is also important to promote independence and facilitate social interaction, which in turn can help to prevent against address isolation and loneliness, which is a key public health issue.

7.66. For facilities to be easily accessible they should generally be located at a distance of no more than 400 metres away from public transport, shops, services and other

community facilities. The locality should also feature accessible pathways and gradients, enabling residents to travel to and from the site with relative ease whether by walking or through the use of aids, such as wheelchairs or mobility scooters. One of our key objectives is to ensure that neighbourhoods are made more liveable and inclusive to all, including through the delivery of a high quality public realm. This policy will work in tandem with other Local Plan policies to positively address the needs of people at all stages of their life.

Commented [NE249]: Respond to consultation – Policy and supporting text amended to provide more flexibility for location of care home and specialist accommodation, whilst retaining principle that development must be in a well-connected location. Parts of this supporting text incorporated into paragraph above.

7.67-7.52. Specialist older person's accommodation and care home accommodation should be well integrated into the site and its wider surroundings, with careful consideration given to layout and design. Where appropriate, Development proposals should be designed with reference to inclusive and safe design principles, taking into account the latest industry good practice guidance. They should promote and adequately respond to requirements for the sharing or joint use of facilities, particularly to encourage a sense of community belonging. Development should also be designed to ensure a good fit between the facilities supplied and the specialist needs of the intended occupants. This includes consideration for the level of managed care provision and support required by occupants, along with the need for high quality facilities such as amenity space (private, communal and public); storage, and space for charging of mobility scooters, as well as Developments must also make adequate provision for access, and parking and servicing for the vehicles expected at the site, with drop-off points for such as taxis, mini-buses and ambulances located near the building's principal entrance.

7.68. Residential accommodation will be expected to meet the latest industry standards. We will require applicants to ensure development is informed by the latest good practice guidance. Planning statements should refer this guidance and clearly indicate how this has been taken into consideration.

Commented [NE250]: Reference to good practice guidance included in amended paragraph 7.50 above.

We will seek to protect against the loss of floorspace for specialist older person's accommodation and care home accommodation. Proposals involving the loss of change of use of such housing must suitably demonstrate that there is not a long-term local need for the type of provision in question, or that adequate replacement provision will be provided within the Borough. Furthermore, there should be clear evidence that the existing facility is not suitable to support the intended occupants in its current condition and/or is incapable of being maintained at an acceptable modern standard.

7.69. When considering redevelopment for self-contained housing, we will have regard to the criteria set out in Policies HO 1 (Meeting Lewisham's housing needs) and HO 3 (Genuinely affordable housing), and any need to generate funding for replacement specialist accommodation elsewhere. If replacement housing is provided elsewhere we will consider the proportion of affordable housing provided across both sites. Proposals for redevelopment for non-residential uses will be resisted, and the Council will seek to retain existing affordable housing, consistent with other Local Plan policies.

HO 76 Supported and specialised accommodation

- A. Development proposals for supported and specialised accommodation (~~including residential hostels and secured accommodation~~) will only be supported where they:
- a. Meet an identified need for the type of accommodation proposed;
 - ~~b. Do not result in the net loss of existing permanent accommodation;~~
 - ~~c. b.~~ Make provision for a mix of tenure types including affordable housing, where appropriate, in line with reference to Policy HO3 (Genuinely affordable housing);
 - ~~c.~~ Contribute to Support mixed and balanced-inclusive neighbourhoods and communities without leading to a ~~proliferation or~~ harmful overconcentration of ~~this type of supported or specialised accommodation in the locality. This will be assessed where the character of the area has changed or local amenity has been adversely impacted as a result of:~~
 - i. Visual amenity;
 - ii. Increased noise;
 - iii. Vehicular traffic generation, along with car and cycle parking pressure;
 - iv. Inadequate provision of waste management and recycling facilities;
 - v. Additional pressure on community facilities; and
 - ~~i.vi.~~ Anti-social behaviour and public safety; and
 - ~~d.~~ Are appropriately located in areas and designed giving consideration to that are well-connected to services and facilities that are likely to be required by the occupiers; and
 - ~~d.e.~~ Are of a high quality design, giving consideration to the:
 - i. Accessibility to public transport, services and community facilities;
 - ~~ii.i.~~ Intensity of use that is appropriate to the size of the development;
 - ii. Integration of a Accommodation and facilities that are suited to for the specific use on site occupiers and users group it is intended for;
 - ~~iii.~~ including Suitable arrangements for managed care or supervision, security and community safety; and
 - iv. Protection of the amenity of adjoining and neighbouring uses.
- B. Development proposals that will result in the net loss of floorspace for supported or specialised accommodation will be resisted-refused unless it can be suitably demonstrated that:
- a. The specific type of accommodation is no longer required for the particular use and/or group, or other relevant groups in need of supported housing; or
 - b. Adequate replacement provision will be provided; and/or
 - c. The existing accommodation is not suitable for the support or care of the intended occupants in its current condition and format and/or is incapable of being maintained at an acceptable standard.
- C. Where the loss of accommodation is acceptable in line with (B) above, development proposals will be expected to must secure the re-provision of an equivalent amount of floorspace for residential use, including an element of affordable housing, where appropriate.

Commented [NE251]: Removed as considered too onerous – could preclude the delivery of supported and specialised accommodation (i.e. conversion of housing)

Commented [NE252]: Additional criteria included for clarity and to aid policy implementation

Commented [NE253]: This is now covered in criterion A.e above.

Explanation

~~7.70-7.53.~~ It is important that ~~people from vulnerable groups are everyone~~ provided with ~~has~~ access to ~~a decent and secure home accommodation, whether for temporary stays or longer-term periods.~~ Supported and other forms of specialised accommodation offer respite and provision of care ~~or support~~ for individuals with distinct needs, ~~particularly those from more vulnerable groups, whether for temporary stays or longer-term periods.~~ ~~This includes people coping with physical or mental health issues, disabilities, impairments and other vulnerabilities, or those who are in transition and require support, such as refugees.~~ ~~The London Plan includes a detailed list of groups for whom supported and specialised accommodation is suited.~~⁸³ Supported accommodation can take a variety of forms and fall into different Use Classes, depending on the nature of use and type of care or supervision required.

Commented [NE254]: Policy supporting text amended throughout to make more concise.

~~7.74-7.54.~~ In line with ~~the Corporate Strategy, which aims for the Borough to be a welcoming place of safety for all, and also building on Lewisham's role as a 'Borough of Sanctuary'~~⁸⁴, ~~the Local Plan objectives to deliver broadly supports development proposals involving the retention, refurbishment and delivery of supported and specialised accommodation, inclusive communities, we are generally encouraging of supported housing where it clearly addresses Applications should clearly set out how the development will assist in meeting an identified need for the use proposed, is well designed and sensitively integrated into the locality.~~ It is vital that ~~development the accommodation~~ is appropriate ~~to for the intended use and end users group(s) for which it is intended,~~ so that the specific type of managed care or supervision required can be ~~effectively~~ delivered ~~effectively.~~ Applicants are encouraged ~~to design schemes through active engagement~~ with relevant health and social care ~~providers or stakeholders, wherever possible through the design-led approach.~~ In order to ~~contribute to the achievement of secure mixed and balanced-inclusive neighbourhoods and communities,~~ ~~development~~ proposals should not result in ~~an harmful~~ overconcentration of ~~similar~~ uses ~~within an area,~~ particularly where this would ~~adversely impact on amenity, community safety or local character.~~

Commented [NE255]: Factual update and to aid policy implementation

Commented [NE256]: Amended to reflect that policy supports Lewisham's role as a Sanctuary Borough.

~~7.72-7.55.~~ Existing supported housing should be ~~protected-retained and maintained to a decent standard, where it is in a suitable condition and need exists, whether for the specific group it is currently serving or other vulnerable groups.~~ Development proposals involving the change of use or loss of accommodation on the basis of HO6.B.a above must consider ~~n~~Need ~~should be considered~~ at both the local and sub-regional level, recognising that delivery of provision ~~for certain types of uses or groups~~ may ~~require-involve coordination of~~ stakeholders across Lewisham and its neighbouring authorities. ~~Proposals involving the loss of change of use of supported accommodation must sufficiently demonstrate that the existing provision is no longer required or that adequate replacement provision will be secured. Furthermore, there should be clear evidence that the existing facility is~~

⁸³ London Plan (2021), Policy H12 Supported and specialised accommodation.

⁸⁴ Lewisham has been recognised as a Borough of Sanctuary by the national charity 'City of Sanctuary', and as has been awarded the title of 'Council of Sanctuary' in May 2021.

~~not suitable to support the intended occupants in its current condition or is incapable of being maintained at an acceptable modern standard.~~

7.73. ~~Where it is accepted that an existing site or property is no longer appropriate for supported accommodation, we will seek to ensure that there is no net loss of residential floorspace. When considering redevelopment for self-contained housing, we will have regard to the criteria set out in Policies HO1 (Meeting Lewisham's housing needs) and HO3 (Genuinely affordable housing). Proposals for redevelopment for non-residential uses will be resisted, and the Council will seek to retain existing affordable housing, consistent with other Local Plan policies.~~

Commented [NE257]: Repetition – these points included in policy above

HO 87 Purpose built student accommodation

A. Development proposals for Purpose Built Student Accommodation (PBSA) will only be supported where ~~they~~it is demonstrated that:

- a. ~~They h~~Help to meet an identified strategic need for this type of housing, (giving priority to the local need student population), will not compromise delivery against the Borough's strategic housing target and principal need for conventional housing, and will not result in a harmful overconcentration of PBSA taking into account;
 - i. The amount of PBSA within the Borough and the area within which the development is proposed, having regard to past delivery and consented but undelivered PBSA;
 - ~~ii.~~ The proportion of PBSA provided in relation to the overall mix of housing within the development, and where relevant a masterplan or site allocation;
- b. ~~Ensure that~~ The accommodation is secured for use by students, as demonstrated by an agreement with one or more specific higher education institutions provider(s); and
- c. ~~Make provision for~~ The maximum level of accommodation is secured affordable student accommodation, in line with draft the London Plan Policy H17 (Purpose-built student accommodation); and
- d. ~~Do not compromise the delivery of the Borough's strategic requirements for conventional housing.~~

Commented [NE258]: Amended in response to findings of SHMA 2022 and to provide greater clarity on considerations of housing mix, harmful overconcentration of PBSA

B. Development proposals for PBSA must be appropriately located:

- a. At well-connected sites that ~~have good levels of public transport accessibility and~~ are easy to access by walking, and cycling and public transport;
- b. Within or at the edge of town centres, or other locations that benefit from good provision of shops, services, leisure and community facilities appropriate to the student population; and
- c. ~~To support~~ To contribute to mixed and balanced inclusive neighbourhoods and communities;
~~Without leading to a proliferation or harmful overconcentration of student accommodation in the locality; and~~
 - i. Giving priority to sites located in proximity to the education ~~institution(s)~~ facility the development is intended to serve, or other higher education institutions in the Borough.

Commented [NE259]: Criteria absorbed into A above

- C. Development proposals for PBSA ~~should be well-designed, sensitively integrated into the locality and ensure a high standard of amenity for student occupiers. All proposals will be expected to ensure~~ must be of a high quality design, giving particular consideration to:
- ~~A high quality living environment with a~~ Adequate functional living space and layout, with good-sized ~~bed~~ rooms and well-integrated communal areas and facilities, with a recommended benchmark of 1 square metre of internal and 1 square metre of external communal amenity space per student bed;
 - ~~Inclusive and safe design, including p~~ Provision for wheelchair accessible accommodation, spaces and facilities, in line with Policy QD2 (Inclusive and safe design);
 - ~~Amenity of occupiers and neighbouring properties~~ Amenity considerations are integral to the design-led approach (including consideration for outlook, daylight and sunlight, noise impacts and ventilation);
 - Adequate on-site cycle parking facilities;
 - ~~The a~~ Accommodation that is suitable for year-round occupation; and
 - ~~Protection of the amenity of adjoining and neighbouring uses.~~
- D. All development proposals for PBSA must be accompanied by a site management and maintenance plan, to be secured by planning condition.
- E. ~~Development proposals involving t~~ The loss of ~~existing Purpose-Built Student Accommodation~~ PBSA will be ~~resisted-refused~~ unless it can be suitably demonstrated that:
- There is no local ~~need or~~ demand for student accommodation to serve the existing or another higher education institution ~~in the area~~; or
 - Adequate replacement accommodation ~~can will~~ be provided in an appropriate location accessible to the higher education institution it serves.
- F. Where the loss of ~~PBSA~~ accommodation is acceptable in line with (E) above, development proposals ~~will be expected to~~ must secure the re-provision of an equivalent amount of floorspace for residential use, including an element of affordable housing, where appropriate.

Explanation

7.74. ~~High quality and affordable Purpose-Built Student Accommodation (PBSA) is necessary to cater for the needs of London's student population. The majority of the Capital's existing PBSA is concentrated in central London, especially in the Boroughs of Camden, Islington, Tower Hamlets and Southwark. In order to improve access and prevent against the overconcentration of this type of use, the draft London Plan seeks to redress the distribution of provision across the region.~~

7.75-7.56. ~~Whilst recognising there are student accommodation needs associated with education providers throughout London, we will aim to address local needs as a priority.~~ Lewisham is home to a number of further and higher education institutions. This includes Goldsmiths College at New Cross, Trinity Laban

Commented [NE260]: Policy amended throughout for clarity and to aid implementation.

Commented [NE261]: Amenity now covered in C.c above

Commented [NE262]: Repetition – the London Plan provides information on spatial distribution of PBSA in London

Conservatory of Music and Dance at Deptford, and Lewisham College at Deptford Bridge and Lewisham Way. Greenwich University in the Royal Borough of Greenwich is also located nearby. It is important that Lewisham's student population is able to access affordable accommodation, ideally in proximity to the places where people take up studies. PBSA can therefore play a role in meeting local housing needs. Furthermore, provision of PBSA ~~It also~~ has the ~~added~~ benefit of relieving pressure on the private rented market, enabling opportunities for others to access housing that might not otherwise be available. The Lewisham SHMA (2022) indicates that more than 1,000 dwellings were wholly occupied by students in 2021. In addition, PBSA can benefit Lewisham's neighbourhoods and communities, for example, by attracting a student population that supports the local economy, complements the creative and cultural industries and stimulates inward investment.

~~7.76-7.57. We will take a positive view on proposals for new PBSA where there is an identified local or strategic need for this type of accommodation, and there are assurances that the development will be secured for student use. This general support is provided recognising that the Borough's main strategic requirement is for genuinely affordable, conventional housing.~~ PBSA is defined as non-

conventional housing, which for purposes of delivery against the Borough's strategic housing target, is counted on a 2.5:1 basis (i.e. two and a half bedrooms/units is equivalent to one unit of housing). Compared with conventional housing, where units are counted on a 1:1 basis, student accommodation may not always provide the most optimal use of land or contribute to addressing the Borough's most pressing housing needs. ~~We will resist proposals where it is considered that student accommodation will compromise or suppress delivery of conventional housing, for which need is greatest locally. This includes consideration of proposals for PBSA that would result in the net loss of existing housing units.~~ The Lewisham SHMA points to the significant amount of PBSA recently delivered in the Borough including the proliferation of off-campus accommodation. Some 1,686 units were delivered and consented from 2016 to 2021, or an average of 337 per year. Additional student bedspaces have been consented since then. The London Plan sets out an overall target for London of 3,500 PBSA units per annum across all boroughs. In this context, Lewisham is making a significant contribution to meeting London's needs for PBSA. A carefully managed approach to additional capacity is therefore required. Development proposals must clearly demonstrate that the provision will not lead to a harmful overconcentration of PBSA. It is also critical that they do not compromise or suppress the delivery of conventional housing, for which need in Lewisham is greatest. The London Plan makes clear that meeting the requirement for PBSA should not undermine policy to secure mixed and inclusive neighbourhoods.⁸⁵

Commented [NE263]: Repetition – these points are covered in the policy

Commented [NE264]: Captured below, paragraph rephrased

~~7.77-7.58.~~ New PBSA must be developed and secured for occupation by students of one or more specific higher education institutions. This is to guard against speculative development and ensure proposals genuinely help to address identified need. Applications must provide evidence of an end user affiliated with an educational

⁸⁵ London Plan. 2021. Policy H15 (Purpose built student accommodation), paragraph 4.15.2.

~~institution provider.~~ They must also ~~and~~ demonstrate appropriate management arrangements are in place so that rooms will be rented solely to students over the lifetime of the development, including an identified landlord, agent or management company. ~~Consistent with the draft The~~ London Plan ~~Policy H17, makes clear that~~ if the accommodation is not secured for use by students and for occupation by members of one or more specified higher educational institutions, development is not considered PBSA and will be considered against policies on shared housing and communal living, ~~including HO8 (Housing with shared facilities).~~

~~7.78-7.59.~~ ~~Draft The~~ London Plan ~~Policy H17~~ provides that at least 35% of PBSA should be secured as affordable housing. This is in order to ensure that students with an income equivalent to that provided to full-time UK students by state funded sources of financial support for living costs can afford to stay in PBSA. We will apply the definition of affordable student accommodation as set in the ~~draft~~ London Plan and its supplementary guidance. London Plan policy H15 (Purpose built student accommodation) sets out requirements regarding the delivery of affordable student units, including circumstances in which the Fast-Track Route or Viability Tested Route may be taken, and should be referred for further information. Affordable rent levels may be subject to periodic review over the life of the Local Plan, taking into account any significant changes that may be made to the Government's student maintenance loan regime.

Commented [NE265]: Respond to consultation – local plan should provide more details on London Plan approaches to delivery of affordable student bedspaces

~~7.79-7.60.~~ New PBSA should be directed to well-connected and highly accessible locations, ~~including those supported that benefit from by~~ good provision of walking routes and cycling routes cycleways, and are within easy reach ~~infrastructure. It is also important that PBSA is sited so student residents have access to a wide range~~ of services and facilities. During the site selection process applicants should give priority to locations in proximity to the institutions that the development will serve. PBSA that is intended to meet need arising from outside of the Borough should be sufficiently justified in respect of the site location, ~~both locally and in the individual site context.~~

~~7.80-7.61.~~ New PBSA must be of a high standard of quality design and construction, with functional layouts and well-~~integrated~~ living and communal spaces and facilities. Developments should make provision for communal amenity space taking into account the recommended benchmark of 1 square metre internal and external communal amenity space per student bed. This is particularly important in the absence of national or regional policy requirements or standards for private external amenity space in PBSA. Development proposals should use the design-led approach to demonstrate that the amount of communal amenity space is appropriate to the site. It should meet the latest industry standards as demonstrated through the use of Accreditation Network UK or other similar scheme. Student bedrooms/units sizes and layouts should be varied, ~~particularly~~ to cater to the needs of wheelchair users, mature students with families, students who want to live alone and for groups of students using shared facilities. The specific requirements of educational institutions should be considered and accounted for wherever possible.

~~7.81-7.62.~~ Whilst many students require accommodation during term time only, some residents ~~will may need use accommodation as their a~~ permanent ~~address home throughout their studies~~ and development therefore should ~~allow make provision of units~~ for year round occupation. To help ensure the viability of PBSA, we will provide flexibility to allow for the temporary or ancillary use of accommodation during vacation periods or term breaks. Proposals will be considered on a case-by-case basis, ~~and where acceptable in principle, we will use~~ Planning conditions or legal agreements ~~will be used~~ to ensure that any temporary or ancillary uses do not result in a material change of use of the building.

~~PBSA can benefit Lewisham's neighbourhoods and communities, for example, by attracting a student population that supports the local economy, complements the creative and cultural industries and stimulates inward investment. However an overconcentration of student accommodation within a local area can adversely impact on the amenity of existing residents and uses, and also undermine objectives for delivering mixed and balanced communities. Where the scale or concentration of student housing is likely to harm local amenity, we will resist proposals or seek a range of mitigation measures to ensure development is appropriate. This may include planning contributions for any additional infrastructure provision required to support the development.~~

Commented [NE266]: Moved to supporting text above

Commented [NE267]: Captured in re-drafted supporting text above para 7.54

~~7.82-7.63.~~ Site management and maintenance plans are important to delivering successful student housing schemes. These plans will be required for all new PBSA and will normally be secured as a planning condition. Management plans will be expected to cover matters such as site management and maintenance, on-site wardens, communal facilities, safety and security for occupants and elimination of potential noise nuisance.

~~7.83-7.64.~~ We will seek to ~~protect against prevent~~ the loss of existing student accommodation. This is particularly to ensure that such loss does not adversely impact on existing capacity or existing residents, whose displacement could create additional pressure on the conventional housing market. However, flexibility will be applied where it can be suitably demonstrated that demand for the provision in question no longer exists. We will encourage the refurbishment of buildings to ensure student accommodation is brought up to an acceptable modern standard. Proposals will be supported where there is adequate re-provision of accommodation and other policy requirements are satisfied.

Figure 7.1 Article 4 Direction on HMOs

HO ~~98~~ Housing with shared facilities (Houses in Multiple Occupation)

- A. Development proposals for ~~new~~ housing with shared facilities (i.e. Houses in Multiple Occupation) (HMOs) in the Sui Generis Use Class will only be ~~supported-permitted~~ where they ~~contribute to a beneficial mix and balance of uses within an area and:~~
- a. ~~Do not result in the loss of existing larger housing suitable for family occupation, which includes but is not limited to the following considerations:~~
 - i. ~~Location within a residential street or area;~~

- ii. Size and layout, including number and size of individual rooms and bedrooms;
 - iii. Amenity space, such as access to a private garden;
 - b. Contribute to inclusive and mixed neighbourhoods and ~~Do not~~ not result in a harmful overconcentration of HMOs in the area. This will be assessed where the character of the area has changed or local amenity has been adversely impacted as a result of:
 - i. Visual amenity, including impacts arising from poorly maintained properties;
 - ii. Increased noise;
 - iii. Vehicular traffic generation, along with car and cycle parking pressure;
 - iv. Inadequate provision of waste management and recycling facilities;
 - v. Additional pressure on community facilities; and
 - vi. Anti-social behaviour and public safety.
- Do not give rise to adverse impacts on the amenity of the surrounding properties and neighbourhood, including cumulative impacts taking account of other HMOs in the area;
- b-c. Are appropriately located in areas of good transport accessibility that are well-connected to local services by walking, cycling and public transport; and
 - e-d. Are well-designed and provide high quality accommodation that satisfies the relevant standards for HMOs, including units that provide adequate functional living spaces and layouts along with other Local Plan policies, including for internal space standards and amenity space provision.
- B. Development proposals for small HMOs in the C4 Use Class (i.e. 3 to 6 unrelated people) within any area covered by an Article 4 Direction will only be permitted where they contribute to a beneficial mix and balance of uses within an area and:
- a. The gross original internal floorspace of the existing-original dwelling is 130 square- metres or greater; and
 - b. The requirements of (A)(b-de) above are satisfied.
- C. Development proposals that result in the loss of an HMO, or the self-containment of any part of an HMO, will be resisted-refused unless it can be suitably demonstrated that:
- a. The existing building does not meet the appropriate standards for an HMO and has no realistic prospect of meeting the standards; and
 - b. Adequate replacement provision can be secured within the Borough, having regard to the requirements of (A) above, with no net loss in HMO floorspace; or
 - c. Any replacement use includes an element of residential housing provision that meets an acute local housing-need, particularly genuinely affordable housing, with at least the equivalent amount of residential floorspace re-provided-;
- Large-scale purpose-built shared living accommodation
- D. Development proposals for large-scale purpose-built shared living accommodation in the Sui Generis Use Class will generally be resisted as this type of use

Commented [NE268]: Amended for clarity and to aid effective policy implementation, taking into account recent planning appeal decisions in the borough

Commented [NE269]: Amended for clarity and to aid effective policy implementation

Commented [NE270]: Amended to appropriately reflect that HMOs are a specialist form of accommodation and do not have the same space standards as conventional housing units; however the policy/supporting text retains the reference to the national HMO standards and Council's licencing scheme

Commented [NE271]: Repetition – this point is picked up in A above.

Commented [NE272]: Policy amended throughout for clarity and to aid effective policy implementation

~~compromises opportunities to deliver conventional housing in the Borough.~~

~~Development proposals~~ will only be permitted where it is suitably demonstrated that:

- a. ~~They meet~~ There is an identified local ~~need~~ market demand for the type of housing proposed ~~and the development will not lead to a proliferation of this type of development in an area and the Borough which will compromise the delivery of conventional housing~~;
- b. Private ~~residential~~ units within the development are demonstrably not ~~self-contained accommodation homes~~ in the C3 Use Class ~~or capable of being used as self-contained homes~~;
- c. There is ~~adequate well-integrated~~ provision of communal facilities and services ~~suited sufficient~~ to ~~meet~~ the ~~requirements of the~~ intended ~~number of~~ occupiers;
- d. ~~The development is~~ appropriately located and ~~designed to~~of a high quality ~~standard design~~, having regard to the requirements of (A) above;
- e. The development will be ~~under single management~~, suitably managed and maintained over its lifetime, as evidenced by a management plan;
- f. ~~All units are available to rent, with minimum tenancy lengths are available to occupants of no less than 3 months; and~~
- g. A cash-in-lieu contribution is made towards affordable housing in the C3 Use Class.

Commented [NE273]: Amended for conformity with the London Plan

Explanation

~~7.84-7.65.~~ A house with shared facilities, or House in Multiple Occupation (HMO), refers to a shared house, flat or other non-self-contained dwelling that is the main residence for 3 or more occupiers forming 2 or more households. A household is generally a family (or people with relationships similar to a family), including single persons and co-habiting couples. There are two planning Use Classes for housing with shared facilities. A Use Class C4 HMO is a 'small' HMO used by 3 to 6 unrelated people. A 'large' HMO shared by more than 6 unrelated people is a Sui Generis use.⁸⁶

~~7.85-7.66.~~ It is permitted to change a Use Class C4 HMO property to a Use Class C3 dwelling house without planning consent, and vice versa. Therefore, for planning policy implementation we will generally treat small HMOs in the same way as self-contained homes, with legislation controlling changes of use between these Use Classes. Exceptions apply in situations where an Article 4 Direction covers a specified area.

~~7.86-7.67.~~ Planning permission is required for the use of land and buildings for large HMOs in the Sui Generis Use Class. Some forms of housing with shared facilities are not considered HMOs in planning terms (for example, Purpose Built Student Accommodation and supported housing) and these are addressed elsewhere in the Local Plan.

⁸⁶ The above provides a summary of HMOs and the full legal definitions should be referred as appropriate, as set out in the Town and Country Planning (Use Classes) Order 1987 (as amended). There are separate definitions in respect of the legal licencing of HMOs as set out in the Housing Act 2004 and related secondary legislation.

~~7.87-7.68.~~ The London Plan acknowledges the role that HMOs play in London as a strategically important part of the Capital's housing supply, with provision that helps to meet distinct needs and reduces pressure on other elements of the housing stock. ~~In~~ The Lewisham Strategic Housing Market Assessment (2022) indicates that HMOs have contributed to making available a wider range of housing options ~~over time~~ and can continue to play a role in meeting local housing needs. ~~This is especially for low income residents and young people (including those under 35 years of age in receipt of the shared room rate housing benefit) and those requiring temporary accommodation.~~ However this type of provision must be carefully managed in order to ensure high quality housing that supports mixed and inclusive neighbourhoods and communities.

Commented [NE274]: Repetition – Groups for whom HMOs help meet need is discussed later in supporting text

Commented [NE275]: Updated to reflect findings of Lewisham SHMA 2022

~~7.88-7.69.~~ To ensure that HMOs are built and maintained at an acceptable standard the Council operates mandatory and additional licencing schemes, in accordance with housing legislation. Through this regime we have published the Lewisham Standards for Licensable HMOs. All development proposals for ~~new~~ HMOs ~~will be expected to~~ must ensure these standards, ~~or any future equivalent,~~ are met as a minimum, irrespective of associated licencing requirements. The standards should be considered alongside other planning policies to ensure that new housing is fit for purpose.

~~7.89-7.70.~~ Good quality HMOs make an important contribution to local housing provision, particularly for vulnerable groups and those on lower incomes. For some people the availability of bedsits may be the only alternative to homelessness. For these reasons the loss of good quality shared living accommodation will be resisted, including where loss occurs through the self-containment of parts or all of buildings. We will seek to protect HMOs where there is good reason to believe they could be improved to a decent standard.

~~7.90-7.71.~~ Consideration will be given to changes of use of existing HMOs where it is suitably demonstrated that the building does not meet local and other relevant standards, as set out in the Housing Act 2004 and the Management of HMOs (England) (Regulations) 2006), and has no realistic prospect of meeting these. The Council's Environmental Health team will be consulted on a case-by-case basis to assist in determining the condition of the accommodation and whether it can be maintained at an acceptable standard. Where change of use or re-development is acceptable in principle, ~~we will seek~~ development proposals must make appropriate re-provision of residential floorspace giving priority to HMO or other accommodation to meet priority needs in the Borough, including genuinely affordable housing.

~~7.91-7.72.~~ New HMOs should contribute positively to their local ~~area, ities by supporting the delivery of mixed and balanced communities.~~ Development pProposals ~~and must demonstrate that the development will not result in a proliferation or~~ harmful overconcentration of HMOs ~~in the local area.~~ This is to ensure an appropriate distribution of different types of housing provision across the Borough, along with the protection of the character and amenity of immediate and neighbouring

properties. Furthermore, as with other forms of higher density development, housing with shared facilities should be sustainably located in [well-connected](#) areas with good [public transport accessibility levels \(PTAL 3 or higher\)](#) and within [easy](#) access to facilities and services.

~~7.92-7.73. The Council to help inform preparation of the Local Plan has undertaken continued to monitor and review of HMO accommodation in Lewisham was undertaken.⁸⁷ A 2018 review identified a substantial clustering of HMOs in the south of the Borough.⁸⁸ It The review considered various data sources and concluded that while the Borough has not experienced a significant increase of HMOs in recent years, that there has been a notable change in the spatial distribution of HMOs. Specifically, the review identified a substantial increase and clustering of HMOs in Lewisham's southern wards, which have traditionally exhibited the lowest presence of this type of provision. As a result of these findings the Council has subsequently~~ The Council subsequently implemented an ~~non-immediate~~ Article 4 Direction, ~~coming into force in March 2020, which will to~~ removes the Permitted Development rights for the conversion of single dwellings into small HMOs (3-6 bedrooms) within ~~the wards Bellingham, Whitefoot, Downham and Grove Park~~ parts of the Borough's south. ~~The latest 2022 review concludes that there has been a significant increase in HMOs in Lewisham since 2018, with an overconcentration of HMOs evident across the Borough in wards with either a low, medium or high presence of HMOs traditionally. Furthermore, there is evidence to suggest this has resulted in adverse impacts on local amenity.⁸⁹ The Council is therefore considering extending the Article 4 Direction | area. Development p~~Proposals for new small HMOs in ~~these wards~~ areas covered by an Article 4 Direction will be considered against Part (B) of the policy.

Commented [NE276]: Removed to make more concise – the HMO Review report is referred, and this is publicly available as part of the local plan evidence base

Commented [NE277]: Amended to reflect Ward boundary changes

Commented [NE278]: Amended to reflect on findings of new 2022 HMO review

[Large-scale purpose built shared living accommodation](#)

Commented [NE279]: Supporting text amended throughout to make more concise and to reflect changes to criterion D above.

~~7.93-7.74. London has very recently experienced a rise in development of L~~Large-scale purpose-built shared living accommodation, including co-living schemes. ~~These products~~ are similar in [built](#) format and layout to student housing but tend to include ~~a bespoke range of~~ facilities, services and communal spaces tailored to a wider range of occupants, such as young professionals. The ~~draft~~ London Plan defines this type of provision as a shared living accommodation generally comprising of 50 units or more. ~~However, in In~~ Lewisham this [threshold](#) will be ~~considered established~~ on a case-by-case basis, with the London Plan and relevant Local Plan policies applying on developments of 20 or more units as a [general](#) guideline. This is owing to the significant variances in the character, urban structure and mix of uses across the Borough, and the need to ensure development of this [nature and](#) scale is appropriate to its location.

~~7.94.~~ Whilst recognising that housing with shared facilities contributes to meeting housing need [in London](#), ~~our~~ the Lewisham SHMA (2022) indicates that there is

⁸⁷ Lewisham HMO Review and Evidence Paper Update (2018).

⁸⁸ Lewisham HMO Review and Evidence Paper Update (2018).

⁸⁹ Lewisham HMO Review and Evidence Base Paper (May 2022).

~~an acute need in the Borough for conventional housing, priority is to secure provision of especially~~ genuinely affordable self-contained housing, including for families, as set out in Policy HO 1 (Meeting Lewisham's housing needs). We will therefore resist proposals for large-scale purpose-built shared living in order to ensure new development optimises the use of land for conventional housing, particularly on larger sites that have capacity to accommodate major development.

~~7.95-7.75. Consistent with draft London Plan Policy H18, we will only support~~ Development proposals for large-scale purpose-built shared living accommodation will therefore only be supported where there is an identified local need-market demand for such provision, and they will not lead to a proliferation of this type of housing locally. Applications will be required to provide sufficient justification for accommodation of this type and demonstrate there is a clear local market need for it. This is to ensure that development does not compromise opportunities ~~for more to deliver~~ conventional forms of self-contained, family housing and affordable housing units, ~~to be delivered on larger sites,~~ and to prevent against speculative development which does not adequately respond to local need. Applicants will be required to submit robust evidence of market demand in the Borough for the type of provision proposed, along with evidence to demonstrate that the development will not result in a proliferation of purpose-built shared living in the Borough.

~~7.96-7.76. It is imperative that large-scale shared accommodation is~~ of a high quality design and appropriately designed and well-managed, ~~so to meet the specific housing need in order to address the requirements and number of residents it is intended for.~~ This includes provision of high quality, adequately sized and functional living spaces, communal indoor and outdoor amenity areas, and shared facilities, ~~that comply with the Local Plan requirements, including Policies QD 2 (Inclusive and safe design) and QD 8 (Residential design and density), meet Environmental Health and Fire Safety standards, and make adequate provision of communal space and facilities. In addition, all~~ Development proposals must be accompanied by a management plan covering matters such as site management and maintenance, communal facilities, safety and security for occupants, and mitigation of potential noise or other nuisance.

~~7.97-7.77. Where proposals are acceptable in principle, we will require that All large-scale shared living units must be available for rent with~~ minimum tenancy lengths are available to occupants of at least 3 months, in line with the London Plan. This is necessary to ensure that the development ~~meets a specified need and is retained as shared accommodation over its lifetime.~~ We will seek to ensure that development is appropriately designed and managed in order to prevent against future material changes of use, where development effectively reverts to another forms of specialist accommodation, such as a large scale hostels, which ~~are is~~ not considered appropriate in the Borough, or conventional housing for which the building is not originally designed and intended for.

Commented [NE280]: Supporting text amended to make clear how development proposals must justify the appropriateness for large scale shared living

Commented [NE281]: Repetition – housing design policies set out elsewhere in the plan

Commented [NE282]: Amended for conformity with London Plan

~~7.98-7.78.~~ ~~Given their nature and scale, Development~~ proposals for large-scale purpose-built living accommodation ~~will be expected to~~ must make a cash-in-lieu contribution ~~contribute towards the delivery of affordable housing in the C3 Use Class, in line with the draft London Plan. However, because development is not in the C3 Use Class and does not meet minimum space standards for conventional housing, and generally consists of bedrooms rather than housing units, it is not considered as a suitable form of affordable housing in itself. Off-site planning contributions will be required, to be secured on a case-by-case basis having regard to viability, in accordance with the level of contributions sought by the London Plan. In line with the London Plan, the contribution is to be equivalent to 35 per cent of the units, or 50 per cent where the development is on public sector land or industrial land appropriate for residential uses, in accordance with Policy E7, to be provided at 50 per cent of the market rent. The nature of the payment, whether up-front cash-in-lieu or annual payments in perpetuity to the Council, will be established on a case-by-case basis.~~

Commented [NE283]: Amended for conformity with the London Plan

HO 109 Self-build and custom-build housing

- A. The Council will ~~keep a register of those seeking to acquire serviced plots in the Borough for their own self-build and custom-build house building. It will also~~ seek to identify ~~sites-plots~~ to help meet identified need for, ~~and facilitate development of,~~ self-build and custom-build housing particularly where this will improve access to affordable housing ~~for local residents.~~
- B. Development proposals for self-build or custom-build housing will only be supported where ~~a local need for this type of provision is clearly established and~~ they:
- Make the optimal use of land ~~and support the delivery of the spatial strategy; for residential development in contributing to the delivery of the Borough's strategic housing target, with a density level that is appropriate to the site having regard to Policy QD 8 (Residential design and density);~~
 - Make provision for affordable housing in line with Policy HO-3 (Genuinely affordable housing); and
 - Are appropriately located; ~~and of designed to~~ a high quality ~~standard design, with reference to other Local Plan policies (including sustainable design principles), integrate adequate amenity space and make a positive contribution to the neighbourhood in which they are situated, consistent with other Local Plan policies.~~
- C. ~~Development p~~Proposals for self-build ~~or and~~ custom-build housing ~~should must~~ demonstrate how the design-led approach has ~~informed the development been used, and. They should~~ clearly identify whether there are any elements of ~~the design that may be change or become require~~ adapt~~ation~~ed owing to the unique nature of the ~~design and construction process to secure the delivery of new housing.~~

Commented [NE284]: Amended to make clear that Council will fulfil this statutory obligation

Commented [NE285]: Removed as this requirement is considered too onerous and to provide a more positive approach for this type of housing

Commented [NE286]: Repetition – policy on the optimal use of land is covered elsewhere in the plan

Commented [NE287]: Repetition – design standards sets out elsewhere in the plan

Commented [NE288]: Amended for clarity and to aid policy implementation

Explanation

~~7.99-7.79.~~ Self-build and custom-build housing is housing that is built or commissioned by individuals, or associations of individuals, for their own occupation. This type of development can provide a more affordable route to home ownership than other

options available, such as 'built for sale' market housing. Self-build generally refers to people who apply their own skills in the design and construction process, whereas custom-build involves the outsourcing of industry professionals, often for bespoke or innovate schemes. Self-build and custom-build housing units provide an additional source of supply of conventional housing and a further housing choice, and will therefore be considered as housing in the C3 Use Class for policy implementation.

7.80. The Council has a statutory duty under the Self Build and Custom Housebuilding Act 2015 and Custom Housebuilding (Register) Regulations 2016 to maintain keep a register of those seeking to acquire plots for self-build and custom-build housing in the Borough and to have regard to this register in its planning, and housing and related functions. The register forms part of the Local Plan evidence base informing Local Plan preparation. It provides an indication of the demand for serviced plots for self-build and custom-build housing from individuals or groups who meet specific eligibility considerations criteria. The Lewisham SHMA (2019/2022) has also considered demand for this type of provision. This research indicates that whilst there is some interest locally it comprises a small proportion of Lewisham's overall housing need. In addition, more than one-third of applicants on the local register have also expressed an interest in the Greater London Authority register, and it is therefore not clear whether demand is exclusively for Lewisham or elsewhere. Given the Borough's heavily urbanised inner-London context,

Commented [NE289]: Factual update – reference to relevant legislation

7.100-7.81. Identifying suitable sites for self-build and custom-build housing in Lewisham will remain a challenge with the where there is a limited (and often constrained) supply of land to meet the needs of a growing population. there will be few opportunities for people to acquire appropriately located sites to build their own homes. This is particularly given that all applicants on the Council's local register have expressed a preference for plots located in 'town centres'. These are locations where the capacity of sites will need to be optimised through higher-density development, in line with the spatial strategy for the Borough, and may not be best suited for more moderately scaled self-build or custom-build projects. Local land values may also prohibit the present viability issues for those seeking to acquire plots of such development.

7.101. Nonetheless, the Council is broadly supportive of self-build and custom-build housing. For example, we have recently collaborated with a local community organisation, making available land to enable a new self-build development of 33 residential units in the Ladywell area, at a site known as Church Grove. The development is supported by an innovative Community Land Trust structure that will ensure the new homes are affordable in relation to local incomes over the long term. This development demonstrates our commitment to seek to meet demand within the Borough, and we will continue to monitor Lewisham's register in line with the relevant statutory requirements.

Commented [NE290]: Removed to make more concise – does not affect policy or its implementation

7.102-7.82. Development pProposals for self-build and custom-build housing must use the design-led approach to ensure high quality development will be supported

~~where they that~~ respond positively to the locality, ~~optimises the capacity of sites~~ and supports ~~the~~ delivery of the spatial strategy for the Borough. ~~Applicants~~ should clearly identify whether any elements of the design may require adaptation or alterations. This will help the Council to work with applicants to respond to the unique challenges facing self-builders and to ensure schemes are policy compliant. ~~All proposals must be designed to a high quality standard and make~~ ~~P~~provision for ~~an element of~~ affordable housing, ~~where appropriate will be~~ required in line with other Local Plan policies. Given Lewisham's challenging future requirement for conventional housing it is imperative that all development, including self-build and custom build housing, ~~optimises the use of sites including~~ through densities that are appropriate to the site location.

HO 4410 Gypsy and traveller accommodation

~~A.~~ ~~The Council will continue to assess the accommodation needs of Lewisham's gypsy and traveller community. Where there is a demonstrated local need for this type of provision, it will be addressed through a future review of the Local Plan.~~

~~B.A.~~ There is an identified need in Lewisham up to 2031 for 6 additional permanent gypsy and traveller pitches. ~~To meet the Borough's current identified need for gypsy and traveller accommodation, a~~ ~~To meet this need in full a new site is site~~ allocationed policy is included in this Local Plan.

~~C.B.~~ All Development proposals for gypsy and traveller accommodation, including the development of new sites and pitches, must ~~meet the following requirements~~ ~~be~~ of a high quality layout and design and make adequate provision for:

- ~~Suitable provision of B~~basic amenities including ~~for running~~ water, sewerage/drainage, energy and waste management;
- Safe and reasonably convenient access to and from the ~~site~~main road network;
- ~~Acceptable Access, parking and servicing~~ arrangements for all vehicles likely to use the site, including emergency services ~~s-vehicles (giving consideration to access, parking, turning and service requirements);~~
- ~~A site location that is well-integrated into the locality with r~~Reasonable access to local shops, services and community facilities ~~having particular regard to including education, and health services and social care; and~~
- ~~The provision is well integrated into the locality with a satisfactory layout and standard of F~~Facilities to serve occupiers of the development, including ~~where appropriate~~ pitches, hardstanding, amenity blocks, ~~open and amenity~~ space and play areas, ~~and~~

~~D.C.~~ Development ~~proposals for gypsy and traveller accommodation~~ must not ~~result in unacceptable pose a risk to public health and safety, and not~~ adversely impacts on the ~~safety and~~ amenity of site occupants and neighbouring properties.

Explanation

~~7.103-7.83.~~ The National Planning Policy for Traveller Sites (2015), which sits alongside the NPPF, sets out the Government's aim to ensure fair and equal

Commented [NE291]: Arrangements for local plan monitoring are set out in Part 4 of the plan. A gypsy and traveller assessment has been undertaken to inform this local plan, as set out in the policy and supporting text.

Commented [NE292]: Respond to consultation and to ensure conformity with the London Plan – the Local Plan must include a 10-year pitch target for this type of provision, as informed by local evidence.

Commented [NE293]: Criteria amended for clarity and to aid policy implementation – the policy principles remain.

treatment for travellers, in a way that facilitates their traditional and nomadic way of life of while respecting the interests of the settled community. [The London Plan requires the Local Plan to include a 10-year pitch target for permanent gypsy and traveller pitches, based on a needs assessment.](#)⁹⁰

~~7.104-7.84.~~ Travellers are part of the diverse community in Lewisham. ~~In line with the National Planning Policy for Traveller Sites,~~ the Council has undertaken an assessment to understand ~~the housing needs requirements~~ of Lewisham's gypsy and traveller population. The Lewisham Gypsy and Traveller Accommodation Assessment (2015 and amended 2016) identifies a ~~minimum~~ need for 6 pitches ~~within the plan period up to 2031.~~ This need arises from people currently living in bricks and mortar homes, teenage children and household formation. ~~To meet this need a site allocation policy is included in Part 3 of the Local Plan (Lewisham's South Area, Land at Pool Court). A Masterplan and Capacity Study (2018) demonstrates that this type of housing provision can feasibly be delivered at the site.~~

~~7.105.~~ Having regard to this assessment, the Council commenced preparation of a Gypsy and Traveller Site Local Plan. This set out the approach to meeting identified local need for this group, including through site allocation policies. A Preferred Site Consultation Report was published for a Regulation 18 stage consultation. This ran for a six-week period from 10th September 2018. Consultation responses have been considered and negotiations with landowners are progressing. This is particularly to ensure that any future proposed site is deliverable for the intended use, and that feedback from the wider public is appropriately addressed. The Council will now proceed with making provision for a dedicated gypsy and traveller site by way of a site allocation in this Local Plan (i.e. Poole Court). The single Issue Gypsy and Traveller Site Local Plan has therefore been withdrawn from the Council's Local Development Scheme.

Commented [NE294]: Not required for Regulation 19 plan

~~7.106-7.85.~~ The Council is committed to ensuring suitable provision is made to meet identified need for gypsy and traveller accommodation. ~~The London Plan states that a London-wide gypsy and traveller needs assessment will be undertaken in the future. The Council will monitor any changes to the London Plan to inform a future review of the Local Plan. In the interim,~~ development proposals for new ~~gypsy and traveller~~ sites, pitches and/or plots will be assessed against ~~this policy, the windfall development policy criteria set out in HQ 11.B above. The policy will also apply to any future proposals to address any identified additional need arising over the plan period that cannot be accommodated within adopted site allocations, and in advance of a Local Plan review.~~

Commented [NE295]: Amended to reflect latest London Plan position on gypsy and traveller accommodation

⁹⁰ London Plan (2021) Policy H14 (Gypsy and traveller accommodation) sets out that Boroughs that have not undertaken a needs assessment since 2008 should use the targets included in Table 4.4 of the London Plan.

8 Economy and culture

What you've told us

Concerns about:

- Shops and traders getting priced out the area
- The quality and future of our High Streets
- Number of hot food takeaways, especially near schools
- Lack of opportunities for young people, such as apprenticeships

More should be done to provide good jobs for local people by:

- Supporting small businesses, including start-ups and independents
- Making space for trades, such as mechanics and builders
- Encouraging a wider mix of uses in town centres, not just shops
- Promoting the night-time economy
- Protecting our thriving markets, cultural venues and pubs
- Securing reliable, high speed broadband for businesses to thrive

What we've learned

Small local economy, formed mainly of small businesses

- Just 40 jobs for every 100 working-age residents, the second lowest proportion of any London borough.
- 90% of businesses in Lewisham are small businesses

More business space needed, including affordable workspace

- Lewisham is losing industrial land at a faster rate than the rest of London
- Excellent take-up of workspace—but limited space available for businesses to expand or locate here
- Rents are similar to the London average, but rising
- About 1,000 square metres of new workspace will be needed each year to 2040, mainly for light industrial and office uses.

Creative sector growing quickly

- Creative and digital sector is outpacing growth across London
- Lewisham has some of the highest numbers of artists' workspaces in the Capital along with world renowned institutions, such as Goldsmiths College and Trinity Laban Centre.

High streets face challenges

- Online shopping continues to rise
- Some town centres are faring better than others—nearly 40% of units in Leagate are vacant, the most of all larger centres
- About 5,300 square meters of new retail floorspace will be needed by 2030.

COVID-19 has impacted businesses

- Businesses and jobs have been impacted by COVID-19. The Local Plan will help to support the recovery of Lewisham's economy.

Main issues

Making the best use of land

Space is needed for businesses to grow and prosper. But many more homes must be built. The right balance must be struck to achieve the best use of land.

Out-of-centre retail parks

The future role of out-of-centre retail parks in a growing borough needs to be considered.

Inclusive economy

Cultural and creative industries are quickly expanding, with opportunities to grow the local economy around them. Yet other sectors can provide good jobs for local people and should be supported.

Affordable workspace

With low vacancy rates in most employment areas and rents rising, affordability of workspace is an issue.

Design quality

Poor design quality has played a part in low uptake of units in some mixed-use buildings, despite demand for space.

High Streets need help

Measures are needed to respond to the challenges facing the high street and to ensure town centres remain vibrant places.

We're proposing to...

Protect and revitalise industrial areas

- Introduce stronger protections for employment sites, so they remain in business use
- Regenerate underused sites, such as Convoys Wharf and Surrey Canal Triangle
- Enable the mixed-use redevelopment of some sites for new workspace and housing – but only where there is no loss of business space
- Grow the cultural and creative industries by identifying a new Creative Enterprise Zone in north-Lewisham

Secure high quality and affordable workspace

- Require that new workspace is designed and built to a high quality standard
- Seek affordable workspace in larger developments

Make town centres more vibrant places

- Identify new evening and night-time economy hubs and Cultural Quarters
- Protect markets, cultural venues and pubs

- Encourage a richer mix of uses, whilst identifying 'shopping areas' in larger centres to retain traders
- Review the network of shopping parades and re-designate some as local centres
- Transform out-of-centre retail parks into areas for housing, jobs x and community uses

We've also considered

- Not allowing for mixed-use development (including housing) on industrial sites.
- Specifying the mix of different types of uses allowed on the high street (such as shops)
- If contributions for affordable workspace harm the viability of the development

<Did you know?>

Lewisham has been named the Borough of Culture for 2022, which will feature an exciting programme of events. The borough also has one of London's first Creative Enterprise Zones (CEZ), reflecting the strength of its creative and cultural industries.

Commented [NE296]: Not required for Regulation 19 plan

Note: Paragraph numbers for the supporting text in Part One, Section 8 do not appear in the desktop published version of the Draft Local Plan (January 2021) due to a publishing error. They have been added below for completeness.

EC 1 A thriving and inclusive local economy

- A. ~~Everyone should have access to high quality education, training and job opportunities.~~ The Council will ~~help work positively with stakeholders and its delivery partners~~ to build a thriving and inclusive local economy ~~by that provides everyone with access to high quality education, training and good job opportunities. attracting and generating inward investment, including by:~~ This will be achieved by:
- Promoting and strengthening Lewisham's role in the London economy, including by supporting ~~business~~ sectors of local importance, such as the cultural, creative and digital industries, ~~along with expanding the role of green industries to enable the transition to a low carbon, circular economy;~~
 - ~~Working with stakeholders to~~ Ensuring the timely delivery of strategic infrastructure ~~to support business growth and development (including transport, digital and communications infrastructure) that and to~~ better enables ~~local~~ residents and businesses to access economic opportunities across the Borough and further afield;
 - Safeguarding ~~industrial land~~ and making provision for vibrant and attractive employment locations, including town centres, that ~~accommodate a wide range of uses and workspaces which~~ are well ~~connected and~~ suited to the needs of modern business;
 - ~~Ensuring~~ Requiring that new employment development is ~~designed to of~~ a high quality ~~standard design~~ and contributes positively to the local area;
 - ~~Retaining and s~~Securing ~~new~~ lower-cost and affordable workspace, and ~~coordinating with specialist providers to ensure~~ ~~this -it~~ is appropriately managed; and
 - ~~Providing~~ Ensuring residents ~~with benefit from~~ good access to high quality ~~jobs as well as~~ education, skills and employment training opportunities.

Commented [NE297]: Respond to consultation – request that local plan provide greater support green industries

Cultural and creative industries

~~B.A. The cultural and creative industries (including education and training facilities that support and are associated with these industries) contribute to the diversity and distinctiveness of Lewisham's neighbourhoods and play an important role in the local economy. Development proposals should help facilitate the continued growth and development of these industries by:~~

- ~~a. Protecting existing cultural venues and uses, including by having regard to policy QD7 (Amenity and agent of change);~~
- ~~b.a. Making provision for new cultural venues, workspace and performance space in town centres and other appropriate locations, particularly in major development proposals and large-scale regeneration schemes;~~
- ~~c.a. Designing public realm with spaces that can be adapted to support civic and cultural events, including outdoors, in line with Policy QD3 (Public realm and connecting places);~~
- ~~d.a. Considering the use of vacant properties and land for temporary pop-up or meanwhile uses for cultural and creative activities, having regard to Policy EC 22 (Meanwhile uses); and~~
- ~~e.a. Facilitating the provision of high quality, fast and reliable digital infrastructure, in line with Policy TR7 (Digital and communications infrastructure and connectivity).~~

~~C.A. The Lewisham North Creative Enterprise Zone (CEZ) is designated in the Local Plan. Development proposals will be expected to support and, where appropriate, contribute to enhancing the cultural and creative industries within the CEZ, in line with Policy LNA3 (Lewisham North Creative Enterprise Zone).~~

Commented [NE298]: This has been moved and incorporated into amended policy EC18 Culture, creative industry and night-time economy

Explanation

8.1. London is a global centre of trade and commerce and the engine of the UK economy. Prior to Covid-19 London underwent a strong and sustained period of economic growth. However the same levels of growth were not experienced in Lewisham. Whilst the number of new businesses being formed in the Borough has risen over recent years much of this is due to structural changes in the nature of work with higher levels of self-employment and contract work along with expansion of the gig economy. There are just 40 jobs in Lewisham for every 100 working age residents, the second lowest proportion of any London borough. In addition, local employment is underrepresented in higher skill sectors, such as professional services. Wage levels for workers in Lewisham are lower than the regional average.⁹¹ In short, London generates a significant amount of wealth but the benefits of its economic success are not evenly or equitably shared within it.

8.2. Covid-19 has had a pronounced short-term impact on the UK economy. The magnitude of the recession caused by the pandemic is unprecedented and the 9.8

⁹¹ Lewisham Local Economic Assessment (2018).

per cent decline in 2020 of the country's Gross Domestic Product (GDP), a key measure of economic output, is the steepest since records began.⁹² London has suffered severely during the pandemic and it faces a challenging economic outlook over the short-to-medium term.⁹³ Covid-19 has also affected the nature of business activity, for example, by accelerating trends in home-working and the use of multi-channel or online shopping. There remain uncertainties on the long-term implications of the pandemic however it is clear that targeted measures are needed to support Lewisham's economic recovery.

Commented [NE299]: Respond to consultation – to reflect on impact of Covid and Brexit and implications for Local Plan

8.1.8.3. Helping to facilitate the creation of a thriving, diverse and inclusive local economy is one of our key strategic objectives. To realise this objective it will be necessary to growing, and strengthening and diversify the local economic employment base. Lewisham has lost a significant amount of its industrial capacity over recent years, and at a faster rate than the rest of London, diminishing its relatively limited supply of employment land.⁹⁴ making available a wide range of job opportunities, workspaces and employment sites across the Borough. To meet the Borough's future needs for business activity and jobs it will be necessary to safeguard employment land and create new modern workspace. By delivering this provision it will be easier to attract different types of industries and employers to the Borough, whilst also ensuring local businesses have space to start-up, grow and prosper. This is particularly important for businesses in those sectors where Lewisham can perform a niche role in the wider London economy. These includes the cultural, creative and digital industries, for example, whose presence in the Deptford and New Cross areas has enabled the Borough area to be designated by the London Mayor as one of London's first Creative Enterprise Zones (CEZ), known as SHAPES Lewisham. The Local Plan helps to embed that designation in planning policy and establishes the extent of the CEZ area. The green industries also present opportunities to respond to the climate emergency by supporting London's transition to a low carbon, circular economy.

8.2.8.4. Equally, we are committed to in order to tackling tackle inequalities and the economic barriers that affect people's lives it is imperative that everyone by ensuring residents have has opportunities to access to good quality jobs opportunities along with high quality education, skills and training. It is recognised that many people take up work or training outside of the Borough, taking advantage Lewisham's good transport links to the rest of London and beyond. However, securing a wide range of local provision is vital to creating a more inclusive economy and giving residents greater choice in accessing opportunities closer to where they live. This policy sets out our overall approach to facilitate development and channel investment in a way that allows everyone to share in Lewisham's economic prosperity.

⁹² Coronavirus: Economic Impact (2021). Daniel Harari and Matthew Keep. Accessed from House of Commons Library.

⁹³ Covid-19 and London's Economy – Impacts so far and economic outlook (2021). GLA Economics.

⁹⁴ Lewisham Employment Land Study, 2018 and Authority Monitoring Reports.

8.3. Economic development should not be considered in isolation of sustainable neighbourhood development. Where proposals involve the creation of new workspace, this should be designed to a high quality standard, having regard to the character and function of the immediate and surrounding area. All new development must be compatible with its neighbouring uses. It should also deliver high quality public realm that improves the liveability of neighbourhoods, whilst also reinforcing and enhancing people's sense of place.

Commented [NE300]: Repetition – design of workspace is covered elsewhere in the plan

Table 8.1: Employment Land Hierarchy

EC 2 Protecting employment sites/land and delivering new workspace

A. Employment sites and floorspace Land within Lewisham's employment land hierarchy, (as set out in Table 8.1 below,) will be safeguarded for commercial Class E(g) office and light industrial, and Class B2 industrial, Class B8 storage and distribution and related Sui Generis uses. ~~Proposals for new development proposals should be must ensure that land-uses are~~ commensurate with the type and function of land and sites within this hierarchy.

Commented [NE301]: Amended for clarity and to aid policy implementation – specifying appropriate industrial uses, with reference to new Use Classes Order

B. There is a forecast need for 21,800 square metres of net additional employment floorspace (Use Class B4) in the Borough up to 2038. Development proposals must contribute to meeting this need will be met by:

- Within Strategic Industrial Locations (SIL) and Locally Significant Industrial Sites (LSIS), retaining and wherever possible delivering net gains in industrial capacity, including by intensifying the use of land (ensuring no net loss of floorspace and operational yard space) along with intensifying employment development, including by facilitating the co-location of employment and other compatible uses through the plan-led process;
- Facilitating the delivery of new modern workspace through the comprehensive regeneration of Mixed-use Employment Locations (MEL);
- Maximising opportunities for to deliver new and enhanced employment provision/workspace, including through appropriate mixed-use development in town and edge-of-centre locations and non-designated employment sites;
- Outside of SIL, resisting/avoiding the redevelopment of employment land and sites where proposals development that consists solely or predominantly of Class B8 storage and/or warehousing uses unless:
 - The site is currently solely or predominantly in storage and warehousing use; and
 - Redevelopment proposals comprise of intensification of storage and warehousing uses and/or employment generating uses appropriate to the site; and
- Refusing/Ensuring development proposals that would does not result in a net loss of viable employment land and floorspace/industrial capacity, whether this is existing or consented but not built, having regard to other Local Plan policies.

Commented [NE302]: Respond to consultation and for conformity with London Plan – plan should refer to industrial capacity not floorspace, yard space, etc.

Commented [NE303]: Respond to consultation – to provide more flexibility and ensure that policy does not preclude development, improvement and/or intensification of sites already in storage and distribution uses

C. Outside of designated employment areas the appropriateness of development proposals for new Class E(g) office and light industrial, Class B2 industrial, Class B8

storage and distribution and similar Sui Generis Uses will be assessed having regard to the nature and scale of the development and:

- a. Its contribution to the delivery of the spatial strategy for the Borough;
- b. Compatibility of the proposed use(s) with the adjoining and neighbouring land uses, including consideration of impacts on local amenity;
- c. Whether the employment provision is for temporary use; and
- d. Compliance with other Local Plan policies.

D. Planning conditions will be used to protect new commercial and industrial development from changes of use.

E. Where new business floorspace is conditioned for a specific use, changes to another commercial or industrial use appropriate for the site and employment area will only be permitted where there is no reasonable prospect of the unit(s) being retained for the conditioned use. This must be evidenced by a robust and recent marketing exercise covering a minimum continuous period of twelve-months at a reasonable rental or sale value for the local area. All such changes of use must comply with other Local Plan policies.

~~C.A. Development proposals on sites within Strategic Industrial Locations must not adversely impact on the functional integrity of the SIL or prejudice the continued operation of commercial and industrial uses on the site or within the employment area.~~

~~D.A. Proposals for the co-location of employment and other compatible uses will only be supported at selected SIL sites, and where it can be suitably demonstrated that the requirements of draft London Plan policies E5 (Strategic Industrial Locations) and E7 (Industrial intensification, co-location and substitution), and other relevant Local Plan policies, are satisfied. Further detailed requirements are set out in the corresponding site allocation policies for the following sites:~~

- a. ~~Apollo Business Centre (Surrey Canal Road SIL)~~
- b.a. ~~Trundloys Road (Surrey Canal Road SIL)~~
- c.a. ~~Evelyn Court (Surrey Canal Road SIL)~~

Commented [NE304]: This policy has been moved from former EC3 Location and design of new workspace.

Commented [NE305]: Respond to consultation – Local Plan must address recent changes to planning legislation. This includes changes to Use Classes Order which extends scope of permitted development rights. These policies will help the Council to secure new workspace for specific uses.

Commented [NE306]: Respond to consultation – further clarification needed on approach to SIL. A new standalone policy on SIL has been created, as per new EC5, which this policy has been moved to.

Table 8.1 Lewisham's Employment Land Hierarchy			
Type	Ref	Location	Function
Strategic Industrial Location	SIL	Bromley Road	London's largest concentrations of industrial, logistics and related capacity for uses that support the functioning of the regional economy. Protected for a wide range of commercial, industrial and related uses, in accordance with the London Plan.
		Surrey Canal Road (including Bermondsey Dive Under new)	

Locally Significant Industrial Site	LSIS	Apollo Business Centre Blackheath Hill Childers Street West Clyde Vale Endwell Road Evelyn Court Evelyn Street Lower Creekside Malham Road ~(with/ 118 Stansted Road) Manor Lane Molesworth Street Perry Vale Stanton Square Trundleys Road Willow Way Worsley Bridge Road	Lewisham's main local concentrations of commercial and industrial uses, which perform a niche role to support the functioning of the sub-regional and local economy. They provide workspace for micro, small and medium sized businesses, including in the cultural, creative and digital industries. Protected for commercial and industrial uses, with priority given to Class B1 commercial and light industrial uses .
Mixed-use Employment Location	MEL	Arklow Road Childers Street East Convoys Wharf Grinstead Road Oxestalls Road Plough Way Sun and Kent Wharf Surrey Canal Triangle	Larger redundant and/or underused industrial sites where plan-led, mixed-use redevelopment is permitted to support strategic regeneration objectives in Lewisham and enable the delivery of nNew , modern workspace delivered through redevelopment is protected .
Non-designated employment site	N/A	Dispersed throughout Borough	Smaller commercial and industrial sites scattered across Lewisham, mainly serving local economic catchments, which collectively form an important component of the Borough's industrial land capacity.

Commented [NE307]: Amended to ensure protection of industrial land – sites released from SIL to be re-designated as LSIS

Explanation

[8.4.8.5.](#) This policy establishes Lewisham's employment land hierarchy, which comprises the different types of employment land and sites in the Borough. The safeguarding of [sites-land](#) within this hierarchy is necessary to ensure a sufficient supply of land and industrial capacity to meet the Borough's current and future needs for employment. [This includes floorspace, yard space for operations and servicing space.](#) The hierarchy is reflected by the land-use designations on the [Policies Map](#). [These update the former Core Strategy \(2011\) designations, taking](#)

Commented [NE308]: Respond to consultation and for conformity with London Plan – plan should refer to industrial capacity not floorspace, yard space, etc.

into account the latest technical evidence, including Lewisham's Employment Land Study (2019).⁹⁵

Commented [NE309]: Not required for Regulation 19 plan

8.5.8.6. Designated employment locations include ~~regionally Strategic Industrial Locations (SILs)~~, as set by the London Plan, and several types of locally strategic sites, ~~which are local sites include Locally Significant Industrial Sites (LSIS), formerly referred to as Local Employment Land, and Mixed-use Employment Locations (MELs)~~. The successful delivery of the spatial strategy for the Borough is dependent on new employment development being directed to these locations, along with town centres. ~~Development proposals should maximise opportunities to intensify and make a more efficient use of land, whilst ensuring with the type and nature of uses being is commensurate with the site's place in the employment land and town centre hierarchies, where relevant. Further detailed policies for the different types of employment land are set out later in this section.~~

8.6.8.7. Lewisham has a small amount of employment land when compared to other London ~~b~~Boroughs, ~~including in the sub-regional context. Notably, the Council's Authority Monitoring Reports indicate This limited supply has been diminished through significant and incremental losses of employment land and floorspace in industrial capacity over~~ recent years.⁹⁶ Some of this ~~loss~~ can be attributed to planned consolidation and release of land to support ~~strategic regeneration objectives~~, particularly through mixed-use redevelopment of MELs ~~sites~~ in the north of the Borough. However, beyond this plan-led process the Borough's other employment sites and premises are facing increased pressure for redevelopment from other higher value land uses, particularly housing. This pressure has been amplified by ~~the introduction of changes to~~ planning legislation, for example, new ~~P~~permitted ~~D~~development rights enabling the conversion of offices and warehouses to residential uses through the Prior Approval process.

8.7.8.8. ~~In the light of these cumulative losses of employment land and floorspace, the draft London Plan provides that directs the Council Local Plan must seek to~~ retain Lewisham's existing industrial capacity. In order to meet the Borough's future employment needs it will be necessary to not only safeguard designated and non-designated employment sites but to intensify uses on them. The Local Plan therefore seeks to facilitate a restructuring of the employment land stock, ~~with policy interventions aimed at to~~ increasing employment densities, ~~and realising an uplift in employment floorspace create additional industrial capacity and diversify uses within employment areas, and This will also help to create more local jobs and training opportunities~~ across the Borough.

8.8.8.9. The ~~draft~~ London Plan provides in-principle support for the co-location of employment and other compatible uses on ~~sites that are released from~~ SIL and ~~within~~ LSIS, ~~but only~~ where this is facilitated through the plan-led process. Informed by findings of the Lewisham Employment Land Study (2019), the Local Plan helps

⁹⁵ Further information is set out in the accompanying Schedule of Changes to the Policies Map (2020). This shows the proposed changes to the employment land designations.

⁹⁶ Lewisham Employment Land Study, 2019 and Authority Monitoring Reports.

give effect to London Plan policies E5 (Strategic Industrial Locations) and E7 (Industrial intensification, co-location and substitution). Further requirements are set out in Local Plan policies EC5 (Strategic Industrial Locations) and EC6 (Locally Significant Industrial Sites) along with corresponding site allocation policies. To secure the long term viability of employment floorspace and to help facilitate the renewal of SIL and LSIS, we will support proposals for the co-location of employment and other compatible uses on selected sites at the Surrey Canal Road SIL, as identified in Policy EC2.C above and within LSIS, as set out in Policy EC5 (Locally Significant Industrial Sites). The co-location of SIL land will be enabled through replacement provision made at the Bormondsey Drive Under site, which will be newly designated SIL. Site allocation policies have been prepared for these sites to ensure that co-location is coordinated and appropriately managed through the plan-led and site masterplan process.

Commented [NE310]: Moved to new standalone policy on SIL – see EC5

8.9.8.10. Our expectation is that there will be no net loss of industrial capacity in the Borough, and that net gains are delivered wherever possible. Where the site is vacant or cleared, the baseline figure should be established using the last active authorised use (excluding meanwhile uses). Industrial capacity is defined in Lewisham will be calculated on the basis of the as-existing commercial and industrial floorspace capacity on a site which is currently in active employment use, and covers Class E(g) office and light industrial, Class B2 industrial, Class B8 storage and distribution and related Sui Generis uses for the benchmark potential commercial/industrial floorspace that could be accommodated on site at a 65 per cent plot ratio (whichever is greater). Where a proposed development site is vacant or cleared, the existing capacity should be established on the basis of the last active authorised commercial and industrial use(s) (excluding meanwhile uses). The existing capacity figure should also take into account any unimplemented authorised changes of use permitted through the Prior Approval process (which would effectively be discounted from the existing capacity). Whilst the principle of no net loss of industrial capacity applies to overall areas of SIL and LSIS, and not necessarily to the individual sites within them, we will seek to ensure that individual proposals maximise the amount of employment floorspace. Furthermore, Whilst the integration of mezzanines are broadly supported by the Local Plan as a way to make a more optimal use of land, mezzanine space will be excluded from calculations of industrial capacity for the purpose of this policy.

Commented [NE311]: This is retained in the paragraph - see below.

Commented [NE312]: Respond to consultation – plot ratio benchmark deleted for conformity with London Plan

Commented [NE313]: Included for clarity and to aid implementation of the policy.

8.10.8.11. There may be limited circumstances where a plot ratio below the benchmark may be acceptable in principle. Development proposals should retain industrial capacity and seek net gains through site intensification, including additional floorspace, wherever possible and appropriate. However it is recognised that net gains may not always be feasible. For instance, some types of industrial uses require a significant amount of operational yard or servicing space to function effectively. The onus will be on the applicant to demonstrate that the 65 per cent plot ratio benchmark cannot be feasibly delivered. A design-led approach has been used to make the optimal use of land and maximise employment provision taking into account individual site circumstances and the nature of the proposed use. This should include evidence of alternative design options, such as site layouts

and building typologies (including multi-storey or basement development),
considered through the design-led approach.

Commented [NE314]: Respond to consultation – plot ratio benchmark deleted for conformity with London Plan. Supporting text revised accordingly.

8.11-8.12. Lewisham's Employment Land Study (2019) has informed the strategic employment floorspace requirement that the Local Plan will address over the plan period. It suggests that there is additional need for some 21,800 square metres of office floorspace up to 2038. This type of floorspace is normally associated with ~~the B1a/b~~ Use Classes [E\(g\)\(i\) and E\(g\)\(ii\)](#).⁹⁷ However, the study emphasises that office development is not a homogenous product, pointing to the wide range of workspace typologies now available (such as serviced offices, incubators, accelerators and co-working space). Further, continuing shifts in modern commercial practices mean sectors that might traditionally have been thought of as office sectors can be found occupying 'hybrid' space in re-purposed industrial premises. In short, there is increasing fluidity in the workspace market and some office uses do not fit neatly into the Use Class Order categories. Therefore, the Council will take a broader view to planning for its future employment floorspace needs. We will promote the full complement of Class [B1-E\(g\)](#) uses, including [B1a E\(g\)\(iii\)](#) light industrial uses, to ensure that the Local Plan does not unnecessarily constrain employment development. [Development proposals for Class B2 industrial and B8 storage or distribution uses should be located within SIL and elsewhere where specified by the Local Plan. Delivery of employment floorspace](#) [Industrial capacity](#) will be closely monitored over the plan period to ensure our policy objectives are being realised.

8.13. Recent changes to planning legislation have extended the scope of Permitted Development rights.⁹⁸ This means that some commercial uses, [such as Class E business uses](#), can be changed to Class C3 housing without the need for planning permission, subject to a Prior Approval process. Likewise, there is greater flexibility for changes between Class E business uses, for example from office and light industrial to retail, food and beverage, and professional services. Whilst recognising the flexibility and benefits offered by the new Class E in some parts of the Borough, particularly town centres, it is vital to plan positively for the Borough's needs for industrial capacity. The Council will therefore use planning conditions, attached to new planning permissions, to remove any applicable Permitted Development rights and restrict changes via section 55(2) of the Town and Country Planning Act 1990 (as amended). This will ensure that new commercial and industrial development is secured for this specific use and to protect the economic function of SIL, LSIS, MEL and other employment sites. The Council will also monitor development activity and consider the need to introduce

⁹⁷ Following the publication of the Lewisham Employment Land Study (ELS) 2019, the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 have come into force. These effectively bring Use Classes B1(a), B1(b) and B1(c) into a new Use Class E (Commercial, Business and Service). The former Class B1 uses are now Class E(g)(i), E(g)(ii) and E(g)(iii) respectively. Where the ELS refers Class B1 Uses, the Local Plan reflects the corresponding Class E categories for consistency with planning legislation.

⁹⁸ This includes changes to the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 and amendments to the Town and Country Planning (General Permitted Development) (England) Order 2015.

[Article 4 Directions to help protect the economic function and amenity of employment areas.](#)⁹⁹

EC 3 ~~Location and design of new~~ High quality employment areas and workspace

- A. ~~Proposals for new employment development should be directed to sites in Lewisham's employment land hierarchy, as set out in Policy EC2 (Protecting employment sites and delivering new workspace). If suitable sites are not available within these areas, then proposals should be directed to appropriate town or edge-of-centre locations, and other highly accessible locations.~~
- B. ~~Outside of designated employment areas and town centres, the appropriateness of a proposal for new employment development will be assessed having regard to:~~
- ~~a. Its contribution to the delivery of the spatial strategy for the Borough;~~
 - ~~b. Good levels of accessibility including by walking, cycling and public transport;~~
 - ~~c. Compatibility of the proposed use with the adjoining and neighbouring land uses; and~~
 - ~~d. Whether the employment provision is for temporary use.~~
- ~~C.~~A. All new employment development proposals for Class E business, B2 industrial and B8 storage or distribution uses and related Sui Generis uses must provide be of a high quality design, with well-integrated and purpose built floorspace designed for commercial and/or industrial usesbusiness space. Proposals will be expected toThey must make a demonstrabledemonstrate how the design-led approach has been used to improvement in the site's suitability for accommodating employment-generating usesbusiness activity with particular consideration givenhaving regard to the type and use of space. Development proposals must:
- a. Optimise the use of land and maximise opportunities to Type of floorspace provided and the expectedincrease job densitiesy arising from this typology;
 - b. Make pProvision of-for an appropriate full level of internal fit out beyond shell and core, including:
 - i. Ceconnection-ready high speed broadband;
 - ii. Installation of mechanical and electrical services;
 - iii. Toilets and kitchenette;
 - iv. Internal surface finishing and blinds;
 - v. Basic fire and carbon monoxide detection;
 - i-vi. Shopfronts and glazing, where appropriate.
 - ~~b-c.~~Make pProvision of-for flexible workspace that can be adapted to the needs of different end-employment users, including for micro, small and medium-sized businesses, particularly where there is not a specified end user;

Commented [NE315]: Repetition – location requirements set out in spatial strategy along with Policy EC2

Commented [NE316]: This policy has been moved to EC2 Protecting employment land and delivering new workspace

Commented [NE317]: Amended to reflect appropriate uses in light of recent changes to the Use Classes Order

Commented [NE318]: To make clear the minimum requirements for workspace fit out

⁹⁹ This is a direction under [Article 4 of the General Permitted Development Order \(GDPO\)](#) which enables the Secretary of State or the local planning authority to withdraw specified permitted development rights across a defined area.

~~e.d. Ensure the Site layout and design of development, with appropriate access and provides adequate operational space for the operational and including for site access and servicing requirements of businesses;~~

~~d.e. Environmental improvements, the attractiveness and environmental quality of the site and employment area, including high quality public realm, where appropriate; and~~

~~e.f. The development's Ensure a coherent and positive relationship and compatibility with adjoining and neighbouring land uses, and protection of local amenity, with reference to other Local Plan policies.~~

Commented [NE319]: Policy amended throughout for clarity and to aid policy implementation – policy principles retained

B. ~~Development proposals for new Class E(g), B2, B8 and similar Sui Generis uses over 2,500 square metres (gross external area) must include a reasonable proportion of flexible workspace or smaller units suitable for micro, small and medium sized enterprises.~~

Commented [NE320]: Included to help give effect to London Plan policy on provision for flexible workspace from larger commercial developments

~~D.C. Outside of Within the Forest Hill Cultural Quarter, Endwell Road LSIS and Ashby Mews non-designated employment site, development proposals for new self-contained live-work units will only be refused permitted where it is demonstrated that they will not adversely impact on the character, function and effectiveness of the Cultural Quarter and LSIS to accommodate commercial and industrial uses, and will not result in a net loss of industrial capacity. Development proposals for new live-work units outside of these locations will be refused.~~

Commented [NE321]: Respond to consultation – recognition that there are authorised live-work units at Endwell Road LSIS (Dragonfly Place, Brockley), and the site is therefore suitable for such uses.

Explanation

Commented [NE322]: Policy supporting text amended throughout to make more concise, and reflect changes in above policies

~~8.12. This policy helps give effect to the spatial strategy for the Borough, which seeks that employment development is directed to the designated employment areas and town centres across Lewisham, including within the Creative Enterprise Zone. By focussing activities in these locations we aim to ensure that residents have good access to a wide range of job opportunities and that businesses benefit from their proximity to complementary clusters of uses. Also, by concentrating employment development in these locations it will be easier to manage and protect the amenity of neighbourhoods, particularly from impacts associated with commercial and industrial uses.~~

~~8.13. Applicants are encouraged to engage with the Council early in the site selection process for assistance with potential site development opportunities. Where new employment development is proposed outside of designated employment areas and town centres, proposals will be expected to demonstrate that no suitable sites are available in these locations to accommodate the intended use. Flexibility may be afforded to temporary or meanwhile uses, or proposals for the replacement and/or refurbishment of existing employment provision, depending on the nature of land use and individual site circumstances. Proposals will be resisted where they are at odds with the spatial strategy for the Borough.~~

~~8.14. The redevelopment of industrial land and other employment sites is necessary to meet local needs for modern business space as well as to support site renewal and regeneration. Most of Lewisham's employment areas are located within or in~~

close proximity to residential areas. New commercial development that is well-designed can not only improve the quality and viability of employment areas and premises but also the liveability of neighbourhoods. Commercial development proposals must therefore respond positively to the wider neighbourhood context by addressing matters such as local character, amenity, public realm and green infrastructure.

~~8.14-8.15. We are committed to delivering a significant increase in local jobs and providing residents with good access to employment and training opportunities. Development proposals will therefore be assessed against their contribution to raising employment densities and, where appropriate, making provision for more jobs and related opportunities (such as apprenticeships) than are currently available on site. Through the~~Development proposals must demonstrate how the design-led approach ~~applicants should consider how to~~has been used to optimise and make more efficient use of land and commercial floorspace. This may include consideration of layout options to provide higher plot ratios and building ~~solutions~~designs to enable integration of smaller business units, co-working and incubator space, vertical stacking / multi-storey development, mezzanines and basement levels.

~~8.15-8.16. All employment development should consist of well designed, high quality and purpose built accommodation that responds positively to the local context. Flexibly specified buildings~~ and workspaces should be provided wherever possible, particularly where there is not a specified end user for the development. These are ~~considered~~ essential to ensuring the long-term viability of employment land and premises. This is because they allow for the reconfiguration of internal space to suit ~~new occupiers with different space requirements, a wide range of end users~~ and support business retention by enabling existing occupiers to expand in situ. Flexible specifications could also include, for example, full height delivery doors, capacity to site additional delivery doors to enable subdivision of buildings, and reallocation of space.

~~8.16-8.17. New d~~Development proposals will also be expected to~~must~~ make appropriate provision for full internal fit out of buildings and workspace. This should normally include plumbing/heating, installation of sanitary and kitchen facilities, finishes for floors, walls and ceilings, and where appropriate, shopfronts and glazing. ~~All internal fit outs~~New development must also provide for modern communications facilities, including power points and connection-ready high speed broadband, ~~having regard to Policy TR7 (Digital and communications infrastructure and connectivity).~~ Proposals should provide sufficient details of interior fit outs at the application stage.

~~8.17-8.18.~~ Proposals limited to 'core' and 'shell' only specifications are not considered appropriate and will be strongly resisted. This requirement is necessary to ensure the attractiveness and marketability of units, particularly in promoting early take up of workspace and helping to ~~preventing against~~ long-term vacancies. It is also vital to supporting micro, small and independent businesses which are unlikely to be in a position to absorb the initial overhead costs for fit out. Careful

~~consideration should be given to the needs of the expected or potential end users at the early stage in the design process, particularly where agreements are in place.~~ The appropriate level of fit out will be considered ~~having regard to individual site circumstances on a site-by-site basis.~~

~~8.18-8.19.~~ Site layout is especially important for commercial and industrial operators.

The effective functioning of employment sites is dependent not only on fit for purpose buildings but also their associated operational land. ~~Development p~~Proposals must therefore ~~include consideration of~~ address matters such as vehicle access for loading and delivery, yard space, external storage, parking, site servicing and customer interface. A well-~~conceived-designed~~ layout is also essential to ensuring the protection ~~and enhancement of~~ local amenity, ~~both for business operators within the employment area as well as the neighbourhoods in the immediate and surrounding locality.~~ Developments must contribute positively to the neighbourhoods in which they are located, in line with other policies in the Local Plan. This includes provision of a high quality public realm to enhance the attractiveness of the employment area and positively contribute to local character. ~~Planning statements should clearly address how the site and public realm will function and interface with adjoining uses, particularly on proposals involving mixed use development or the co-location of uses.~~

8.20. ~~Large scale commercial development proposals must incorporate a range of business unit sizes. The 2,500 square metre (gross external area) benchmark is established by the London Plan and given effect through this policy.¹⁰⁰ Lewisham's employment areas have very low vacancy rates which can make it difficult for businesses to find space to start up and grow. Provision for smaller units will help small business development particularly for Lewisham's creative, cultural and digital industries. More than 90 per cent of businesses in Lewisham are small businesses.¹⁰¹ What constitutes a reasonable proportion of flexible workspace or small units will be considered on a case-by-case basis.~~

~~8.19-8.21.~~ ~~Development p~~Proposals for ~~new~~ live-work units (i.e. residential and employment uses in the same self-contained unit for semi-permanent or permanent occupation) will be refused, unless they are located within the Forest Hill Cultural Quarter, ~~Endwell Road LSIS or Ashby Mews, Brockley.~~ Monitoring indicates the loss of employment provision through consenting live-work accommodation, with development reverting to fully residential use over time. This policy helps to guard against such loss, recognising the need to protect ~~employment floorspace~~ industrial capacity. Exceptions will be made for live-work development in the Forest Hill Cultural Quarter, ~~Endwell Road LSIS and Ashby Mews,~~ recognising that such provision has been successfully integrated into the area and contributes to its distinctiveness. In the case of mixed-use development including a commercial component, the employment floorspace must be demonstrably separate from other uses, including any residential elements, and dedicated solely to business uses.

Commented [NE323]: Additional supporting text included to support new policy criterion B on securing flexible workspace

¹⁰⁰ London Plan (2021) policy E2 (Providing suitable business space).

¹⁰¹ Lewisham Local Economic Assessment (2018).

EC 4 ~~Providing suitable business space~~ Low-cost and affordable workspace

A. Development proposals incorporating ~~business~~ workspace should ensure that provision is made for suitable types and sizes of units, at an appropriate range of rents, particularly to meet the needs of micro, small and medium sized businesses, including start-ups.

~~B. Where there is existing provision of low-cost or affordable workspace on-site, this proposals should seek to should be retained or re-provided this in any future redevelopment, also taking into account the specific circumstances set out in (C) below and Policy LNA3 (Lewisham North Creative Enterprise Zone). Development proposals should use the design-led approach to explore options for retaining, re-purposing or creating new low-cost workspace that is designed to a high specification and will remain suitable for local businesses, including small businesses and those in the cultural, creative and digital industries. Low-cost workspace should be let at reasonable local market rates to encourage take-up of units and support business development, particularly by addressing financial barriers in access to workspace.~~

~~B.C.~~ Development proposals that incorporate an element of affordable workspace, at rents maintained below the market rate, for ~~specific types of~~ social, cultural or economic uses will be considered favourably.

~~C.A. Where there is existing provision of low-cost or affordable workspace on-site, proposals should seek to retain or re-provide this in any future redevelopment, also taking into account the specific circumstances set out in (C) below and Policy LNA3 (Lewisham North Creative Enterprise Zone).~~

~~D. Within the following locations, where there is existing provision of affordable workspace on-site, proposals will be required to retain or re-provide this workspace in any future redevelopment unless it can be demonstrated that the affordable workspace has been provided on a temporary basis (meanwhile use):~~
~~a. Designated employment areas (i.e. SIL, LSIS and MEL);~~
~~b. Major and District town centres;~~
~~c. The Creative Enterprise Zone; and~~
~~d. Railway arches.~~

~~E.D.~~ New major commercial development proposals for Class E(g) office and light industrial, Class B2 industrial, Class B8 storage and distribution and similar Sui Generis uses, including major mixed use development incorporating commercial floorspace, will be required to must make provision for affordable workspace. Developments must provide at least 10%per cent of the new employment-rentable floorspace (Net Internal Area) as affordable workspace at 50 per cent of market rents. This Affordable workspace should be provided on-site, wherever feasible. Further details will be set out in the Council's Planning Obligations Supplementary Planning Document. Off-site provision will only be acceptable where it is demonstrated to the satisfaction of the Council that on-site provision is not feasible or off-site provision will achieve greater economic benefits. Off-site provision will be secured through planning obligations with payments in lieu calculated using the formula set out in Table 8.2 (Affordable workspace payments in lieu). Payment in lieu

Commented [NE324]: Amended so this policy point deals only with low-cost workspace, with further clarifications added to aid implementation.

Affordable workspace, dealt with through remainder of the policy.

Commented [NE325]: Moved to B above

Commented [NE326]: Policy dealing with protection / loss of workspace re-sequenced (moved below), and amended to ensure conformity with London Plan.

contributions will be used to support the provision of affordable workspace in Lewisham. Further details will be set out in the Planning Obligations SPD.

Commented [NE327]: Amended to provide clarity and to aid policy implementation, also taking into account findings of the Viability Assessment update. This includes Table 8.2

Table 8.2 Affordable workspace payments in lieu

Formula for calculating payments in lieu
Step 1: $C = A \times B$
Step 2: $E = D \times C$
Step 3: $G = E \times F$
Step 4: $H = G - E$
Step 5: $J = 1 / I$
Step 6: $K = H \times J$
A = Total lettable employment floorspace (square metres)
B = Percentage of floorspace to be discounted
C = Amount of floorspace subject to discount
D = Market rent per square metre before discount
E = Market rent for discounted floorspace before discount
F = Percentage discount
G = Rent after discount
H = Value of discount
I = Investment Yield
J = Income Multiplier
K = Capital value of discount

~~F.E.~~ Where new affordable workspace is provided this must be secured for a specified period agreed with by the Council, with suitable arrangements in place to ensure the workspace is appropriately managed over this time. Affordable workspace will be secured by way of legal agreements or planning obligations. In order to ensure that workspace is appropriately managed it must be provided in one of the following ways:

Commented [NE328]: Policy dealing with use of legal agreements and planning obligations re-sequenced and moved below.

- Leased and managed by an affordable workspace provider approved by the Council, with an agreed Workspace Management Plan;
- Managed directly by the owner, where it is demonstrated to the satisfaction of the Council that they have the necessary experience and expertise, with an agreed Workspace Management Plan;
- Leased by the owner to an end user approved by the Council that requires non-managed workspace.

Commented [NE329]: Amended for clarity and to aid policy implementation – details on management arrangements

F. Development proposals that do not provide the required amount of affordable workspace must submit a Viability Assessment. The assessment will be subject to an independent appraisal paid for by the applicant. Proposals must provide the maximum viable amount of affordable workspace, the level of which will be determined by the Viability Assessment and capped at the requirement set out in (D) above. The Council will apply viability review mechanisms where development proposals do not provide the amount of workspace required by the policy.

Commented [NE330]: Respond to consultation - Additional criteria to aid policy implementation, and provide flexibility to respond to viability issues

G. Where there is existing affordable workspace this should be retained. Development proposals requiring planning permission that involve the loss of existing affordable workspace (including consented but undelivered workspace) will be refused unless the equivalent amount of affordable workspace is replaced on-site or re-provided

elsewhere in Lewisham. Affordable workspace that is replaced or re-provided must be of at least the same quality as the existing provision and secured on equivalent terms, or alternative terms agreed by the Council. In applying this policy consideration will be given to affordable workspace that has been secured on a temporary basis as a meanwhile use.

H. Affordable workspace will be secured through the use of planning obligations and/or legal agreements. Further details will be set out in the Planning Obligations SPD.

Commented [NE331]: Re-worked policy dealing with protection/loss of affordable workspace. Moved from previous criterion D.

Commented [NE332]: Moved from previous criterion F.

Explanation

Commented [NE333]: Supporting text amended throughout to align with policy changes above

~~8.20-8.22.~~ Lewisham's Employment Land Study (2019) and Local Economic Assessment (2019) identify rising commercial sales and rental rates and the lack of low-cost and affordable workspace as an important issue in the Borough. ~~key barrier to entry in the local economy.~~ The cost and availability of workspace can create a barrier to entry in the local economy and wider community, posing challenges for businesses and groups seeking to locate to, start-up or expand in Lewisham. This is particularly for micro, small and independent businesses as well as social enterprises, charities and voluntary organisations. ~~also act as a disincentive for businesses looking to start up or locate within the Borough, or prohibit existing businesses from expanding locally. We will~~ The Local Plan therefore seeks that development to ensure that protects existing low-cost and affordable workspace wherever possible is retained. Proposals including such new provision will be treated favourably and that new provision is created as commercial development comes forward.

~~8.21-8.23.~~ As set out in the ~~draft~~ London Plan, low-cost workspace refers to secondary and tertiary space that is available at open market rents, which is of a lower specification than prime space. This type of space is often located at the back of town centre sites, under railway arches and in smaller or constrained industrial sites. It accommodates traditional business sectors and, in Lewisham, has a key local role in supporting the cultural, creative and digital industries. Low-cost workspace has typically been scattered across town centres and areas such as New Cross and Deptford. Clusters are also present along the East London Line ~~(Overground)~~ line corridor, for example, around Forest Hill and Brockley stations. However, the availability of low-cost workspace is increasingly limited, given the Borough's diminishing employment land supply, rising market rates for commercial space and competing pressure on employment sites from higher value land uses.

8.24. Affordable workspace is workspace that is provided at rents maintained below the market rate. Like low-cost workspace, ~~this~~ this type of workspace is important to support business ~~start-ups, particularly in the cultural and creative sectors~~ retention and development. For the successful delivery of the Local Plan there is an imperative to grow Lewisham's economic base, and provision of affordable workspace will be integral to achieving this. Therefore, all major commercial

development, including mixed-use developments with a commercial component of 1,000 square metres or more gross, must ensure that 10% per cent of new employment floorspace workspace is delivered as affordable floorspace workspace. The level and rental rate of affordable workspace required by this policy can be viably delivered, as set out in the Lewisham Local Plan Viability Assessment (2022).

8.25. The policy applies to Use Class E(g) office and light industrial, B2 industrial and B8 storage and distribution uses. It will also apply to similar Sui Generis Uses however this will be considered on a case-by-case basis depending on the nature of the business activity. The Council will use discretion on a case-by-case basis in applying the policy to office space or other workspace that associated with community (social) infrastructure such as health, social care and education facilities.

8.22-8.26. Affordable workspace must be let at a discount of 50 per cent of the market rent over a period agreed by the Council. The market rent is the expected rent that would be achieved on the discounted space at market rates. Market rates (and therefore rents) should be established on the basis of robust evidence of the commercial market in Lewisham. Service charges should be set at a reasonable level that does not offset or adversely impact on the affordability of the workspace. The market rent and associated service charges will be assessed by the Council at the time of the application, taking into account the nature and location of the proposed development.

8.27. We will seek that Affordable workspace is delivered should normally be provided on-site as a priority. The policy sets out three options for delivering workspace to ensure it is appropriately secured and managed. Applicants should engage with workspace providers and representative groups, such as the Lewisham Workspace Providers Forum, early in the design-led approach. This will help to ensure the design is suited to the requirements of the end user(s) and can also assist with the identification of providers. Applications should include evidence of an agreement to lease the affordable workspace along with a Workspace Management Plan, where appropriate. However Flexibility may be applied for equivalent off-site contributions, in exceptional circumstances, including payments in lieu, where this is suitably justified it is demonstrated to the satisfaction of the Council that on-site provision is not feasible or off-site provision will provide greater economic benefits. Payment in lieu contributions, which will be secured using the formula set out in Table 8.2 (Affordable workspace payments in lieu).

8.28. The workspace should be provided for a period agreed with the Council, and this may be secured by use of conditions or planning obligations. Applications will be expected to submit evidence of an agreement to lease the affordable element at less than market level rent, ideally working with a recognised affordable workspace provider. Where this requirement Development proposals that do not provide the required amount of affordable workspace cannot be satisfied, proposals must submit evidence of a Viability Assessment with the planning application, demonstrating why a lower level or no such provision of affordable

Commented [NE334]: Repetition of policy. Point about evidence of lease agreement retained and moved into para 8.27

~~floorspace is deliverable. The viability assessment~~ This must be independently appraised and verified by ~~be undertaken by a suitably qualified professional, such as a member of the Royal Institution of Chartered Surveyors (RICS) professional.~~ The applicant's Viability Assessment will be subject to an independent appraisal paid for by the applicant. The assessment will be used to confirm the maximum viable amount of affordable workspace that should be provided, with the level capped at the amount set out in Policy EC4.D. Where the required level of affordable workspace is not provided the Council will apply early and late stage viability review mechanisms. This is to respond to economic uncertainties that may arise over the period of the development, and to ensure maximum public benefit is gained from it.

~~8.23-8.29.~~ It is expected that affordable workspace will normally be provided as flexibly specified office or light industrial workspace.¹⁰² Developments will also be encouraged to make provision for this type of space to contribute to meeting the Borough's identified needs for employment.¹⁰³ However there may be circumstances in which affordable workspace can be provided for Class B2 industrial or Class B8 storage and warehousing uses. In these cases a lower level of affordable workspace and/or discount rent may be permissible. This is recognising these types of industrial uses may exhibit lower land values, which can in turn impact on viability. Where appropriate, the amount of affordable workspace and discount rent value will be determined taking into account the nature of the use(s) and development viability.

EC 5 Strategic Industrial Locations

A. Development proposals within SIL will be supported where the uses fall within the industrial-type activities specified by the London Plan.

B. Development proposals on sites within or adjacent to Strategic Industrial Locations ~~SILs must not adversely impact on the functional integrity or effectiveness of the SIL or prejudice the continued operation of~~ to accommodate commercial and industrial uses on the site or within the employment area or their ability to function on a 24-hour basis.

C. Development proposals within SIL should protect and seek to make provision for business activities and uses that support the function of London's Central Activities Zone (CAZ).

D. Proposals for the co-location of employment and other compatible uses will only be supported at selected SIL sites, and where it can be suitably demonstrated that the requirements of draft London Plan policies E5 (Strategic Industrial Locations) and E7 (Industrial intensification, co-location and substitution), and other relevant Local Plan policies, are satisfied. The reconfiguration of the Surrey Canal Road SIL is facilitated

Commented [NE335]: Respond to public consultation – Local Plan must set out further details on the approach to managing SIL, particularly to ensure conformity with London Plan. A new standalone policy on SIL is included.

Commented [NE336]: Respond to consultation – stronger requirements for protection of amenity of business uses within SIL

Commented [NE337]: Respond to consultation – the Local Plan must make clearer how it will support the function of London's CAZ, in line with the London Plan

¹⁰² The Lewisham Local Plan Viability Assessment (2022) has tested the viability of the policy on the basis of workspace being provided as office and light industrial floorspace.

¹⁰³ Lewisham Employment Land Study (2019).

through the Local Plan. Land at the Bermondsey Dive-Under is designated SIL to provide substitute industrial capacity for the release of SIL at Apollo Business Centre, Trundleys Road and Evelyn Court. These sites released from SIL are re-designated as LSIS where the co-location of employment and other compatible uses will be supported in line with Policy EC6 (Locally Significant Industrial Sites) and relevant site allocation policies.

Further detailed requirements are set out in the corresponding site allocation policies for the following sites:

- Apollo Business Centre (Surrey Canal Road SIL)
- Trundleys Road (Surrey Canal Road SIL)
- Evelyn Court (Surrey Canal Road SIL)

Explanation

8.30. Lewisham contains two designated SILs at Surrey Canal Road and Bromley Road. The London Plan requires boroughs to proactively manage and sustain SILs as the region's largest concentrations of industrial, logistics and related capacity for uses that support the functioning of London's economy. This policy ensures that Lewisham's SILs are safeguarded and their economic function is enhanced and not compromised by new development.

8.31. Lewisham's SILs make up a significant proportion of the Borough's industrial capacity and are key areas for business activity and local jobs. They are also well-positioned to play a more integral role in supporting the London CAZ¹⁰⁴ which is a driver of the regional economy. Both SILs benefit from their proximity to central London and the wider south-east of England, including good transport connections. In addition, Lewisham features growth sectors which complement the CAZ, such as the cultural, creative and digital industries. Development proposals should protect and seek to make provision for activities and uses that support the CAZ. This includes industrial capacity for logistics and last mile distribution, 'just-in-time servicing' and other related functions as SIL are the most appropriate locations in the borough for these types of activities.

8.32. The New Cross Area Framework and Lewisham Employment Land Study (2019) identify opportunities to consolidate and intensify employment uses at Surrey Canal Road. To secure the long-term viability of industrial land within this area the reconfiguration of SIL is facilitated through the plan-led process. of employment floorspace and to help facilitate the renewal of SIL and LSIS, we will support proposals for the co-location of employment and other compatible uses on selected sites at the Surrey Canal Road SIL, as identified in Policy EC2.C above and within LSIS, as set out in Policy EC5 (Locally Significant Industrial Sites). The co location of New SIL land will be enabled through replacement provision made is designated at the Bermondsey Dive-Under site, which will be newly designated SIL which provides substitute capacity for SIL released at Apollo Business Centre, Trundleys Road and Evelyn Court. The South Bermondsey Dive-Under

Commented [NE338]: Respond to consultation – further details on how reconfiguration of SIL will be delivered, An additional site allocation for the Bermondsey Dive Under site will be included in Part 3 of the plan, which will safeguard it for uses appropriate for SIL.

Commented [NE339]: Policy supporting text included to justify approaches in new SIL policy above.

¹⁰⁴ Lewisham Local Economic Assessment. 2018.

masterplan (2019) demonstrates that industrial development can feasibly be delivered there. Those sites released from SIL are re-designated as LSIS in order to ensure they continue to function principally as employment locations. Their redevelopment will provide a positive transition in character and use from the surrounding residential areas to the commercial and industrial core of the SIL. Further details are set out in Policy EC6 (Locally Significant Industrial Sites). ~~Site allocation policies have been prepared for these sites to ensure that co-location is coordinated and appropriately managed through the plan-led and site masterplan process.~~

EC 56 Locally Significant Industrial Sites (LSIS) — formerly LEL

- A. ~~Locally Significant Industrial Sites~~ LSIS will be protected for ~~Class E(g) office and light industrial, Class B industrial, Class B8 storage and distribution and a range of Class B Uses (B1, B2 and B8) along with appropriate related~~ Sui Generis uses, with priority being given to ~~Class B4 office and light industrial~~ uses. Development proposals should ensure that there is no net loss of industrial capacity within these locations, and seek to deliver net gains wherever possible.

Commented [NE340]: Amended to reflect appropriate uses in light of new Use Classes Order

- B. ~~Development proposals within or adjacent to LSIS must not adversely impact on the function or effectiveness of the LSIS to accommodate commercial and industrial uses.~~

Commented [NE341]: Included to make clear the need to protect the function of LSIS

- B-C. Within LSIS, ~~development~~ proposals for self-storage and large format storage and warehousing ~~uses and~~ facilities will only be ~~supported-permitted in exceptional circumstances~~ where:

- a. ~~The requirements of Policy EC2.B(d) (Protecting employment land and delivering new workspace) are satisfied; or~~
- a-b. There is a demonstrable local need ~~or market demand~~ for ~~this the type of use proposed;~~
- b-c. The use cannot be reasonably located in a ~~Strategic Industrial Location SIL, as evidenced by a detailed site selection exercise;~~ and
- c-d. The development will include provision of ~~an element of floorspace a reasonable proportion of flexible workspace or units~~ for micro, small or medium-sized businesses.

Commented [NE342]: This is a point addressing redevelopment/improvement to existing storage and warehousing uses

- ~~C-D.~~ The co-location of employment and other compatible uses will only be ~~supported-permitted~~ at selected LSIS ~~locations. This is~~ in order to secure the long-term viability of LSIS ~~sites~~ and to help facilitate their renewal and regeneration. ~~Development Proposals for involving the~~ co-location of uses ~~should must~~ not compromise the functional integrity of the LSIS ~~as an employment location in line with (B) above.~~ Further development requirements are set out in site allocation policies for the following sites:

- a. ~~Apollo Business Centre~~
- a-b. Blackheath Hill
- b-c. Childers Street North
- d. Clyde Vale
- c-e. Evelyn Court

- d-f. Lower Creekside
- e-g. Manor Lane (Part)
- f-h. Perry Vale
- g-i. Stanton Square
- j. Trundleys Road
- k. Willow Way
- l. Worsley Bridge Road

D-E. Development proposals for the co-location of uses on LSIS sites listed in ~~(EC6.D)~~ above which result in the net loss of industrial capacity will be strongly resisted and only permitted in exceptional circumstances, where the proposal:

- a. Suitably demonstrates that the loss is necessary for reasons of feasibility or to secure strategic infrastructure, with reference to Policy EC6.G, and the amount of industrial capacity has been ~~minimised~~ maximised as much as reasonably practical, including through evidence of a development options appraisal considered through the design-led approach;
- b. Will not compromise the functional integrity of the LSIS or preclude the delivery of the spatial strategy for the Borough;
- c. Delivers wider public benefit(s) to overcome the loss of industrial capacity; and
- d. Makes provision of at least 50 per cent affordable housing on the residential element of the development.

E. ~~For LSIS listed in (BD) above, where an approved site-wide masterplan is not in place, development proposals for non-employment uses will be assessed against the criteria in (FG) and (GH) below, which also apply to all proposals for all other LSIS locations (i.e. not listed in (BD) above).~~

F. ~~Within On LSIS where the co-location of uses is not permitted by Policy EC6.D development proposals for non-employment uses (i.e. those outside of the B-Use Class, which are not for Class E(g) office and light industrial, Class B industrial, Class B8 storage and distribution and similar Sui Generis uses)~~ will only be supported where they:

- a. Are not residential uses;
- b. Are complementary and ancillary to the principal function of the LSIS in accommodating commercial and industrial uses or infrastructure necessary to support the delivery of the spatial strategy, with reference to Policy EC6.G;
- c. ~~Are necessary to~~ Will support the long-term viability of the LSIS as an employment location, including through provision of services and facilities that meet the needs of modern business;
- d. Will not adversely impact on the functional integrity of the LSIS or prejudice the continued operation of commercial and industrial uses on the site, ~~or within the LSIS and in neighbouring employment areas, including those outside of the Borough~~;
- e. Do not result in an overconcentration of similar uses in the LSIS and its immediate or wider surrounds; and

Commented [NE343]: Land released from will be re-designated LSIS in order to protect industrial capacity and the employment generating function of these sites – 3 sites therefore included as additions to LSIS. This is consistent with the relevant site allocation policies set out in the Regulation 18 document, where employment-led mixed-use redevelopment is supported in principle.

Commented [NE344]: Respond to consultation. Removed for clarity – within selected LSIS, all sites for co-location (including non-commercial and industrial uses) must be delivered through a masterplan, as set out in Policy DM3 (Masterplans and comprehensive development). The removal of this criterion will help to avoid confusion, so that F deals only with proposals on LSIS where co-location is not permitted.

Commented [NE345]: Amended to reflect appropriate uses in light of new Use Classes Order

Commented [NE346]: Respond to consultation – impacts on employment areas outside the borough should be considered

- f. Will not compromise the delivery of strategic requirements for [employment floorspace/industrial capacity](#), having regard to the proposal's individual and cumulative impact.

- G. Within LSIS, [development](#) proposals for strategic infrastructure will be [acceptable permitted](#) where it is demonstrated that:
 - a. The infrastructure is necessary to support the delivery of the spatial strategy for the Borough, [taking into account the Council's Infrastructure Delivery Plan](#);
 - b. The use is appropriate to the industrial location and will not adversely impact on the functional integrity of the LSIS or prejudice the continued operation of commercial and industrial uses on the site or within the employment area; and
 - c. The loss of industrial capacity has been minimised as much as reasonably practical, and efforts have [been made to](#) replace any such losses.

Explanation

~~8.24-8.33.~~ [Locally Significant Industrial Sites \(LSIS\) were formerly designated in the Core Strategy as Local Employment Locations \(LELs\). Their terminology has been updated for consistency with that used in the London Plan for sites of this function.](#) LSIS play an important role in the local economy as a key source of the Borough's industrial capacity and jobs. Lewisham's Employment Land Study (2019) confirms the need to protect LSIS over the long-term and sites ~~have~~ [are](#) therefore ~~been~~ [safeguarded by the Local Plan in line with Policy EC2 \(Protecting employment sites and delivering new workspace\)](#). New development within LSIS should be predominantly for [industrial and commercial uses in the B Use Class, Class E\(g\) office and light industrial uses](#) with priority given to [Class B4 light industrial](#) uses, ~~as discussed below.~~

Commented [NE347]: Not required for Regulation 19 plan

~~8.25-8.34.~~ In order to make the [best optimal](#) use of land there will need to be a managed process of [employment site/industrial land renewal and](#) intensification. The Lewisham Employment Land Study (2019) provides that the Borough's future requirements are primarily for [Class B4 office and light industrial](#) uses. [To ensure LSIS help to meet these identified needs we will therefore seek to resist development proposals in LSIS that are consist solely or predominantly for of self-storage or large format warehousing and storage facilities \(normally included in the B8 Use Class\) unless sufficiently justified.](#) ~~Their built formats of warehousing units or self-storage facilities often do not provide for flexible re-use and are characterised by low employment densities, with limited opportunities for jobs compared to other development typologies. We need to ensure that these larger scale storage uses do not predominate on what is, in Lewisham, a very limited supply of employment land. However, it is acknowledged that s~~ [Storage facilities and warehousing uses](#) can help to support the wider regional economy, particularly the logistics sector [which is vital to the long-term viability of London's CAZ](#). They also provide valuable space for smaller businesses and ~~businesses~~ [those](#) requiring additional off-site provision. ~~We will therefore consider Development proposals where applicants can show must demonstrate there is an identified need or local market demand for the warehousing or storage~~

Commented [NE348]: Respond to consultation – evidence to suggest that B8 uses make an important contribution to local economy and in some instances provide reasonable job densities. Supporting text therefore focuses principally on meeting identified needs.

use. ~~Proposals must also demonstrate and~~ that there are no suitable or available sites in SIL, where this type of development can be more appropriately located. ~~This~~ Proposals should include evidence of market research showing there is demand for the use and where possible, a specified occupier. This will help to prevent speculative developments for which there is unlikely to be an end-user. ~~They should also submit~~ a detailed site survey investigating availability of suitable sites both within and in proximity to Lewisham, including ~~its~~ in neighbouring Boroughs and ~~in these~~ in the London southeast sub-region. All development proposals for large format storage and warehousing ~~should~~ must deliver an element a reasonable proportion of flexible workspace or units to meet needs of micro, small and medium sized business, the amount of which will be considered on a case-by-case basis.

~~8.26-8.35.~~ To secure the long-term viability of employment floorspace LSIS and to help facilitate their renewal of LSIS land, we will the Local Plan provides in-principle support proposals for the co-location of employment and other complementary uses on selected sites, as identified in Policy EC~~56~~ B-D above. Site allocation policies have been prepared for these sites to ensure that co-location is coordinated and appropriately managed through the masterplan process, particularly to ensure that the function of the LSIS is not eroded by piecemeal development. ~~Our expectation is that there will be no net loss of employment floorspace capacity through the co-location process. Where the site is vacant or cleared, the baseline figure should be established using the last active authorised use (excluding meanwhile uses). In Lewisham, industrial capacity for LSIS is defined as existing commercial floorspace on site or the benchmark potential commercial floorspace that could be accommodated on site at a 65 per cent plot ratio (whichever is greater). In applying the policy principles consideration will be given to the characteristics and operational requirements of different industrial uses, and in particular, yard and servicing space that is often essential for some commercial and industrial uses. Through the design-led approach, proposals should consider how to maximise provision of floorspace capacity through the layout and configuration of buildings and spaces, in line with Policy EC3 (Location and design of new workspace).~~ Masterplans for LSIS should be prepared with reference to Policy DM3 (Masterplanning and comprehensive development) along with relevant London Plan guidance, including the Practice Note on industrial intensification and co-location.¹⁰⁵

~~8.27-8.36.~~ Where the co-location of uses on LSIS identified in Policy EC~~65~~ C-D is proposed, development should be designed to ensure there is no net loss of industrial capacity with reference to Policy EC2 (Protecting employment land and delivering new workspace), and to seek net gains wherever possible. The net loss of industrial capacity will only be considered in ~~very~~ the exceptional circumstances set out in Policies EC5.E and EC5.G. Applicants must provide evidence to suitably demonstrate that the loss is necessary owing to reasons of feasibility and the loss has been minimised as much as reasonably practical. This

Commented [NE349]: Respond to consultation and for conformity with London Plan – plan should refer to industrial capacity not floorspace, yard space, etc. The information on calculating industrial capacity has been moved to Policy EC2 and paragraphs 8.10 and 8.11, so this covers all employment areas not just LSIS.

Commented [NE350]: Respond to consultation – Local Plan should refer relevant London Plan guidance

¹⁰⁵ Greater London Authority. Industrial Intensification and Co-location Through Plan-led and Masterplan Approaches. Practice Note (2018).

must include evidence of different site layout, design and development typologies considered through the design-led approach, ~~taking into account individual site circumstances such as location and site configuration. This includes consideration of impacts on the function and amenity of employment areas and industrial uses in proximity to the site, whether within or outside the Borough, as the benefits of agglomeration of compatible uses is often integral to the viability of employment land.~~ Furthermore, to offset the loss of industrial capacity applicants will be required to ~~demonstrating demonstrate~~ that a wider public benefit ~~would will~~ be achieved through the scheme. Finally, proposals will be required to provide a minimum of 50 per cent of genuinely affordable housing on the residential element, in line with the ~~draft~~ London Plan policy ~~H5-H4~~ (Delivering affordable housing).

Commented [NE351]: Repetition

Commented [NE352]: Respond to consultation – impacts on employment areas outside the borough should be considered

~~8.28. In the interim period where a site-wide masterplan has not been approved or agreed by the Council, proposals for non-employment uses within LSIS will be resisted unless they meet the criteria of Policy EC5.E. This is to ensure that the employment generating function of LSIS land remains intact and is not eroded by the piecemeal introduction of non-employment uses.~~

Commented [NE353]: Deleted – to align with changes to policy above

~~8.29-8.37. Whilst LSIS is protected for Class B and appropriate Sui Generis Uses office and industrial uses it is recognised that other employment generating ancillary uses can help to support the attractiveness and viability of an employment site. Such uses may include small-scale workplace crèches, cafes, business services, community facilities and public amenity spaces. We will consider The acceptability of development proposals for such non-employment uses on their individual merits, having regard to site circumstances will be considered on a case-by-case basis. The intention is to ensure that LSIS should remain attractive and viable places for business and that other uses do not compromise their predominantly commercial and industrial function.~~

Commented [NE354]: Repetition - Captured in paragraph below

~~8.30-8.38. All development on LSIS land must be sensitively integrated into the site and its surrounds and not adversely impact on the function and effectiveness of LSIS or otherwise prejudice the continued operation of industrial and commercial uses. To safeguard local economic interests, we will resist Development proposals that should avoid harm to function of the LSIS by ensuring that they will not result in an overconcentration of similar or other non-commercial or inappropriate main town centre uses. Proposals will therefore be considered having regard to the cumulative impact of any non-employment uses which are not Class E(g) office and other industrial uses. Many LSIS are located in proximity to town and local centres or transport hubs. Applications should therefore give consideration to the necessity of providing a non-commercial main town centre use within the LSIS where there may be similar accessible provision or available sites nearby.~~

Commented [NE355]: Repetition – covered elsewhere in plan

EC 67 Mixed-use Employment Locations (MEL)

- A. The comprehensive redevelopment of Mixed-use Employment Locations will be supported in order to facilitate their renewal and regeneration and to secure provision ~~for a range of commercial uses, including of new modern workspace, with priority given to Class E(g) office and light industrial uses.~~ All development ~~proposals~~ within

Commented [NE356]: Respond to consultation – greater flexibility should be provided recognising role of MELs in delivering mixed use development. The policy now makes clear that commercial uses supported, and where workspace is provided priority given to office and light industrial

Commented [NE357]: Amended to reflect appropriate uses in light of new Use Classes Order

MELs must be delivered in accordance with relevant site allocation policies and a site-wide masterplan. Development proposals ~~will be expected to~~ must provide demonstrable improvements in the overall physical and environmental quality of the MEL, and ensure that new development is well-integrated with adjoining and neighbouring land uses.

- B. ~~All new development proposals will be expected to~~ must protect and enhance the employment-generating ~~not adversely impact on the~~ function or effectiveness of MELs ~~land to accommodate business uses~~. Development proposals ~~will be required to~~ must maximise the amount of Class ~~B1 employment floorspace~~ E(g) office and light industrial uses through site redevelopment, along with providing a demonstrable and significant uplift in the number ~~and quality of~~ jobs. Development proposals ~~will be expected to~~ must make provision for ~~new modern high quality~~ workspace and ~~associated operational land (including yard and servicing space) and to~~ ensure that this element is appropriately integrated within the MEL and its surrounding area.
- C. Where the comprehensive development of an MEL, or a site within the MEL, has been delivered through the masterplan process, all future proposals involving the redevelopment or change of use of land and floorspace must:
- Retain, and wherever possible seek to increase, the proportion of industrial capacity ~~(including Class B floorspace)~~ across the MEL, as originally approved in the masterplan ~~and planning consent~~; and
 - Ensure there is no net loss of existing industrial capacity.

Explanation

~~8.31-8.39~~. Mixed-use Employment Locations ~~were first designated in Lewisham's Core Strategy (2011). These locations consisted largely of older, poorer quality and redundant industrial land, and buildings and uses that were are often incompatible with their neighbouring residential areas~~. To help facilitate regeneration in the north of the Borough, ~~the Council made~~ the Local Plan makes provision for the plan-led consolidation and redevelopment of MELs ~~land~~. ~~The key aim was to~~ This will assist in tackling deprivation and inequality by improving the quality of the urban environment, delivering new housing ~~(including affordable housing)~~, jobs and training opportunities, and securing investment in ~~strategic transport and community infrastructure such as for public open space, community facilities and transport~~. ~~To support mixed and inclusive communities, and to safeguard industrial capacity, the local plan policies required new development on MELs to deliver 20 per cent of new built floorspace as employment floorspace.~~

~~8.32-8.40~~. ~~Since the Core Strategy came into effect a~~ number of MELs have come forward for redevelopment ~~in recent years~~ (with building works having started and/or completed on some sites, and planning consent granted on others). ~~Developments have made provision for new modern and improved employment floorspace, including affordable workspace. However, monitoring information indicates that the 20 per cent requirement has not always been achieved on committed sites. This is mainly owing to the introduction of taller and tall buildings with significant amounts of residential floorspace on some sites, presenting~~

Commented [NE358]: Amended to reflect appropriate uses in light of new Use Classes Order

Commented [NE359]: Respond to consultation – problematic in terms of implementation as criteria needed to assess quality. In addition, flexibility should be provided to ensure that scope for employment opportunities for people with different qualification levels.

Commented [NE360]: This policy is amended to refer high quality workspace – the requirements for which are set out in Policy EC3 high quality employment areas and workspace

Commented [NE361]: Not required for Regulation 19 plan

~~feasibility challenges for meeting the proportionate employment floorspace thresholds. However,~~ the delivery of new modern workspace in mixed-use schemes has been demonstrated to be viable, ~~with new~~ Recently completed schemes ~~have contributing to transformational~~ generated significant inward investment in the local area ~~and enabled the renewal of MEL land~~. We therefore remain committed to the plan-led consolidation of MELs to support growth and regeneration, ~~consistent with the London Plan~~ objectives ~~for Lewisham's Opportunity Areas~~.

Commented [NE362]: Not required for Regulation 19 plan

~~8.33-8.41.~~ The Lewisham Employment Land Study (2019) provides that MELs ~~locations~~ should continue to be protected for employment generating uses. ~~Therefore, they have been~~ MELs are therefore safeguarded in line with Policy EC2 (Protecting employment ~~sites land~~ and delivering new workspace), whilst recognising their ongoing role in supporting ~~strategic regeneration objectives~~. This policy should be read in conjunction with relevant site allocation policies, ~~which set out further detailed site development principles, requirements and guidelines~~. These reflect the key role of MELs ~~have~~ in contributing to the delivery of the spatial strategy. ~~In particular, to and supporting the creation and enhancement of inclusive, well-connected, mixed healthy~~ and liveable neighbourhoods in the Deptford and New Cross areas.

Commented [NE363]: Removed – this is implied in healthy and liveable neighbourhoods and captured elsewhere in the plan

~~8.34-8.42.~~ MELs are important to the achievement of the Local Plan objectives and have significant potential to deliver new modern workspace in the Borough. We will therefore seek to ensure that development maximises the amount of new employment floorspace provided by the redevelopment of sites. ~~Development proposals must be delivered through the masterplan process, with reference to Policy DM3 (Masterplans and comprehensive development). applicants will be expected to~~ Proposals must provide evidence of efforts made to demonstrate how they will maximise provision of industrial capacity whilst addressing the role MELs have in delivering a complementary mix of uses. This should include evidence of the site layout and design options explored through the design-led approach, along with consideration given to a different workspace typologies (e.g. for example, light industrial ~~space or office space suitable for~~ co-working), ~~incubator or accelerator space), and nature of employment uses~~.

Commented [NE364]: Repetition – this is reflected in the policy

~~8.35-8.43.~~ Comprehensive redevelopment of MEL land must provide for a demonstrable uplift in the number of jobs, both within the site and across the MEL. Employment uplift will normally be considered against the applicant's evidence of the number of jobs provided by the most recent authorised use on the site. Where land is vacant or a site has been cleared, the baseline jobs figure should be established using the last active authorised use. What comprises a 'significant uplift' in the number of jobs, ~~in line with Policy EC6.B,~~ will be considered on a case-by-case basis, taking into account individual site circumstances. At a minimum, applicants should demonstrate that the new development will deliver a higher employment density and an increase in the number of jobs. Notably, jobs secured during the planning, design and construction phases will not count towards the uplift, which must be calculated for the operational phase of development, and limited to on-

site employment provision secured only. The quality of employment provision will also be taken into account when considering proposals.

8.36. ~~In line with Policy EC3 (Location and design of new workspace) it is expected that all new development will make provision for high quality and flexibly designed workspace, including an appropriate fit out. Consideration will need to be given to the layout of development in accommodating different uses, including the functional relationship and interface between them, at the early stage in the planning and design process. This will help to ensure the workspace provision is appropriately integrated and can be viably maintained over the long term.~~

Commented [NE365]: Repetition – workspace design in covered elsewhere in the plan

8.37-8.44. The comprehensive mixed-use redevelopment of some MEL sites has now been realised, for example, at Plough Way¹⁰⁶ ~~(Core Strategy Strategic Site Allocation 5)~~. It is important that the new employment provision secured here, and at other such recently delivered MEL sites, is retained over the long term. ~~We will strongly resist any f~~Future proposals for redevelopment of any part of an MEL site, including changes of use, ~~which would must not~~ result in a net loss of the ~~employment floorspace and~~ industrial capacity originally consented through the masterplan ~~and planning approvals~~ process. Where redevelopment ~~or a change of use~~ is acceptable in principle, ~~development~~ proposals should seek opportunities to provide net gains in workspace and jobs.

EC 78 Non-designated employment sites

A. Non-designated employment sites ~~are those that contain or consist principally of Class E(g) office and light industrial, Class B industrial, Class B8 storage and distribution and similar Sui Generis uses, and which are located outside of SIL, LSIS and MEL. These sites~~ make an important contribution to Lewisham's local economy by providing workspace for businesses and job opportunities. Development proposals should ~~protect and~~ not result in the net loss of viable industrial capacity on these ~~non-designated employment~~ sites.

B. To ensure the continued viability of non-designated employment sites, ~~development~~ proposals for employment-led, mixed-used development will be supported where ~~a site is they are located~~ within a ~~highly accessible location well-connected area with high Public Transport Access Levels~~, or the site forms part of a cluster of commercial, industrial and/or other employment generating uses, and the development:

Commented [NE366]: Amended for clarity and to aid policy implementation

- a. Maximises the amount of industrial capacity ~~provided, including employment floorspace~~;
- b. Provides demonstrable improvements in the site's suitability for continued employment use, having particular regard to Policy EC3-~~C~~ ~~(Location and design of new High quality employment areas and workspace)~~;
- c. Does not compromise the employment generating function of the site and any adjoining or nearby sites, particularly where they form part of a complementary cluster of uses;

¹⁰⁶ Lewisham Core Strategy (2011). Site Allocation 5 made provision for the comprehensive redevelopment of the MEL at Plough Way.

- d. Ensures appropriate protection of amenity both for the users of the development and neighbouring properties, [with reference to the Agent of Change principle](#); and
 - e. Secures the provision of affordable housing for any residential element introduced, [including through building conversions](#), in line with Policy HQ3 (Genuinely affordable housing).
- C. On all other non-designated employment sites (i.e. those which fall outside the location requirements in (B) above) development ~~proposals should must~~ not result in the [net](#) loss of viable industrial capacity, unless it can be demonstrated that the building or site is not suitable for continued business use having regard to:
- a. Feasible alternative commercial, industrial and/or employment generating uses;
 - b. The condition of the existing building(s) and reasonable options for the refurbishment and/or reconfiguration of floorspace to enable continued occupation by employment generating uses;
 - c. Site constraints including layout, access and compatibility with neighbouring uses;
 - d. Long-term vacancy; and
 - e. Evidence of recent and continuous marketing, covering a minimum period of 24 months and at an appropriate rental or sale value.
- D. On sites where the introduction of a residential element is acceptable in line with (C) above, [development](#) proposals ~~will be required to secure the~~ [must make](#) provision ~~of~~ [for](#) affordable housing, in line with Policy HQ3 (Genuinely affordable housing).
- E. ~~Where d~~ Development proposals involve [ing](#) the [net](#) loss of industrial capacity [must make](#) a financial contribution towards training or other employment related initiatives ~~will be sought~~, in line with Policies EC910 (Workplace training and job opportunities) and DM2 (Infrastructure funding and planning obligations).

Explanation

~~8.38-8.45.~~ There are a number of ~~smaller employment~~ sites [located](#) outside of the Borough's designated employment areas ~~that support a range of commercial, industrial and other employment generating uses. Both individually and cumulatively,~~ [these sites may either contain or consist principally of commercial and industrial uses.](#) They play an important role in the local economy through their offer of complementary business services and activities, as well as providing a source of local job opportunities. ~~However The Lewisham Employment Land Study (2019) and Council's Authority Monitoring Reports indicate that these~~ non-designated employment sites are under increasing pressure from higher value land uses, such as housing. There is a risk that the [employment](#) functional [integrity](#) of these sites will be compromised or lost without an appropriate level of protection. ~~We The Local Plan will~~ therefore [seek](#) to safeguard these sites for employment use, ~~and strongly resist proposals involving the loss of industrial capacity.~~ However, it is recognised that flexibility is needed to respond to market signals, ensuring that [a site/land](#) is not unnecessarily protected when there is no

reasonable prospect of it remaining in employment use. In determining whether land is a non-designated employment site the Council will refer to planning and Business Rate records to identify whether the land and buildings are in business use, or were last authorised for business use.

~~8.39-8.46.~~ To help maintain the viability of non-designated employment sites, ~~we will the~~ Local Plan provides support ~~proposals~~ for employment-led, mixed-used redevelopment where a site ~~within a highly accessible location~~ is located within a well-connected area or ~~the site~~ forms part of a cluster of employment generating uses. This includes sites within town centre or edge-of-centre locations, or where several employment, retail or related community or cultural uses in proximity to one another form a cluster of complementary activities. A benchmark distance of 800 metres (roughly 10-minutes walking distance) between uses will be applied as a guideline. All applications for such enabling development must be accompanied by an assessment that demonstrates the mixed-use scheme is necessary for reasons of financial viability (i.e. a non-employment use is required to make employment development viable). Where there is a net loss of employment floorspace, we will seek that any residential element makes provision for affordable housing, in line with Policy HO3 (Genuinely affordable housing). The Viability Assessment must be independently appraised and verified by a Royal Institution of Chartered Surveyors (RICS) professional.

Commented [NE367]: Repetition – requirements for affordable housing set out in Part 2 section on housing

~~8.40-8.47.~~ In considering proposals, we will seek that Development proposals must provide the maximum reasonable amount of floorspace ~~is delivered~~ taking account of the minimum amount of non-commercial floorspace needed to make development viable. Proposals should clearly set out the net change in industrial capacity resulting from the development, including distinguishing between operational land and floorspace and yard space in the planning statement¹⁰⁷, along with an indication of the number of jobs to be accommodated by the new employment element. Proposals should seek to increase employment densities to realise net gains in jobs even where the amount of ~~floorspace industrial capacity~~ is diminished.

~~8.41-8.48.~~ Where enabling mixed-use development is proposed, is important that uses do not impact on the employment functional integrity of the site or inhibit its ability to continue supporting commercial uses, in line with the Agent of Change principle. Furthermore, development ~~will be expected to~~ must make appropriate provision for flexible or adaptable workspace including an internal fit out of buildings, in line with the requirements of Policy EC3 (Location and design of new High quality employment areas and workspace).

~~8.42-8.49.~~ Elsewhere in the Borough, we will seek to safeguard viable non-designated employment sites for employment generating uses. Changes of use will only be permitted where it is satisfactorily demonstrated that a building or site is not viable for employment development, as justified through an active and continuous marketing campaign. In line with London Plan Supplementary Planning Guidance,

¹⁰⁷ This is necessary for monitoring purposes.

the minimum time period for marketing should be for at least two years. However we may apply this requirement more flexibly based on individual site circumstances. ~~All development and uses will need to be sensitively integrated into the locality and positively contribute to amenity.~~

Commented [NE368]: Repetition – workspace design covered elsewhere in plan

~~8.43-8.50.~~ Where ~~development~~ proposals involve the ~~net~~ loss of ~~employment floorspace~~ industrial capacity a financial contribution towards training or other employment related initiatives will be ~~sought~~ required, in line with Policies EC9~~10~~ (Workplace training and job opportunities) and DM2 (Infrastructure funding and planning obligations).

Commented [NE369]: Respond to consultation and for conformity with London Plan – plan should refer to industrial capacity not floorspace, yard space, etc.

EC ~~89~~ Railway arches

A. Development proposals involving railway arches will be supported where:

- ~~a.~~ The principal use is for an appropriate commercial, ~~or industrial, community, cultural or similar Sui Generis use, or otherwise for~~
- ~~b.~~ ~~A~~an operational use associated with the railway ~~or public highway; and~~
- ~~a-c.~~ The use will not cause harm to the amenity of neighbouring uses and properties.
- ~~b.~~ ~~They do not obstruct or have an adverse impact on the public highway and railway network;~~
- ~~c.~~ They have fully investigated and maximised opportunities to improve accessibility through ~~by~~ walking and cycling in the local area, including connections through the arches, where appropriate;
- ~~d.~~ The design of development is appropriate to its setting, including positive frontages in town and edge-of-centre locations; and
- ~~e.~~ Existing lower-cost or affordable workspace is retained or re-provided, in line with Policy EC4 (Providing suitable business space~~Low cost and affordable workspace~~).

Commented [NE370]: Amended to broaden scope of appropriate uses to include community and cultural uses

Commented [NE371]: Absorbed into E involving transport matters

Commented [NE372]: Absorbed in C dealing with design matters

Commented [NE373]: Absorbed into C dealing with design matters

Commented [NE374]: Moved to new B below

B. Existing lower-cost or affordable workspace within railway arches should retained or re-provided, in line with Policy EC4 (Low-cost and affordable workspace).

~~C.~~ Development proposals involving railway arches must be of a high quality design. Positive frontages must be provided in town and edge-of-centre locations and elsewhere wherever possible. Proposals must also investigate and maximise opportunities to improve accessibility by walking and cycling, including connections through arches where feasible and appropriate.

Commented [NE375]: Design points above merged into new policy criterion

~~B-D.~~ Proposals involving the comprehensive redevelopment of sites that include, or are adjacent to, railway arches ~~will be expected to~~ must address the use of the arches through the ~~design-led approach, and where relevant the~~ masterplan process.

~~C-E.~~ Development proposals involving railway arches must demonstrate they will not have an adverse impact on the public highway and railway network or preclude the delivery of planned transport infrastructure. Network Rail, ~~and~~ Transport for London ~~and the Highway Authority~~ should be consulted on development and design options ~~through the design-led approach to ensure that development will not~~

~~adversely impact on the public highway and rail network, or preclude the delivery of planned transport infrastructure.~~

Commented [NE376]: Moved to front end of policy

Explanation

~~8.44-8.51.~~ There are a number of railways intersecting the Borough, some of which are supported by arches at points including within designated employment areas and town centres. There are opportunities to maximise the use of the space within these arches and the ancillary land adjacent to them. Many arches are already being used for a variety of commercial and industrial uses, with some providing low-cost and affordable workspace. This provision is important to smaller and independent businesses, including those in the creative and cultural industries. We will support the continued use of arches in this way and work with stakeholders to maximise opportunities for new or enhanced workspace and commercial floorspace that is appropriate to its location. Appropriate uses for railway arches will be determined on a case-by-case basis having regard other Local Plan policies which set parameters for managing uses with town centres, designated employment locations and non-designated employment sites.

~~8.45-8.52.~~ All development proposals should help to improve the quality of the environment, make a positive contribution to local character and protect the amenity of neighbouring properties. Where railways sever or impede local area connections, proposals will be expected to fully investigate opportunities to open up arches and introduce walking and cycle routes to improve accessibility. In the case of major applications, including the comprehensive redevelopment of sites, railway arches should be considered through the site masterplan process, even if the arches are not included within the development site boundary. This will help to ensure land and space is put to its optimal use and supports delivery of the spatial strategy. Applicants will be expected to consult Network Rail and Transport for London on development and design options in order to ensure there is no adverse impact on the public highway and rail network, or preclude the delivery of planned transport infrastructure, including the Bakerloo line extension.

EC 910 Workplace training and job opportunities

Commented [NE377]: Policy amended throughout to provide further details to aid effective implementation

~~A.~~ The Council will work with stakeholders, including the Mayor of London, the London Economic Action Partnership, and Lewisham Deal Partners ~~to~~ support the Local Plan objectives for delivering a thriving and inclusive local economy.

~~A.B.~~ ~~new d~~Development ~~proposals is encouraged to~~ should make reasonable efforts to actively source local businesses, recruit local workers and ~~make available job and provide workplace~~ training, skills development, apprenticeships and other education and training opportunities to ~~for~~ Lewisham residents. Consideration should be given to opportunities during the construction and end-user phases of development. Development proposals that demonstrate there are suitable arrangements in place to secure local labour and workplace training will be considered favourably.

B.C. ~~All proposals for major development will be required to provide job and proposals must make provision for workplace training opportunities to Lewisham residents, including apprenticeships. A financial contribution will be required using the formula set out in Table 8.3 (Financial contributions for workplace training). This will be secured by way of conditions or planning contributions, and used to support the Council's local labour scheme and associated projects.~~

D. ~~In line with other Local Plan policies, development proposals involving a net loss of employment floorspace/industrial capacity in designated employment locations and non-designated employment sites will be resisted, unless such loss is part of a planned process of employment land consolidation. Where new development proposal will result in a net loss of employment floorspace/industrial capacity, a financial contributions will be sought towards local employment and training initiatives required for workplace training, using the formula set out in Table 8.3 (Financial contributions for workplace training). This will be secured through by conditions or planning contributions, and used to support the Council's local labour scheme and associated projects.~~

Commented [NE378]: Policies amended to aid effective implementation, also taking into account findings of the updated Local Plan Viability Assessment (2022). This includes Table 8.3

Table 8.3 Financial contributions for workplace training

Formula for calculating financial contributions for major residential development
$X = A \times B$
X = Total financial contribution (£)
A = Financial contribution of £715 per dwelling
B = Number of dwellings
Formula for calculating financial contributions for major commercial development
$X = A \times B$
C = Total financial contribution (£)
A = Financial contribution of £715 per job generated by the development.
B = Estimated number of jobs provided by the development
The estimated number of jobs will be calculated on the basis of gross new employment floorspace provided by the development, taking into account the relevant land use(s) and applying the (former) HCA Employment Densities Guide (2 nd Edition) or equivalent guidance agreed by the Council.
Formula for calculating financial contributions for the loss of industrial capacity
$X = A \times (B - C)$
X = Total financial contribution (£)
A = Financial of £715 per job lost as a result of the development.
B = Estimated number of existing jobs
C = Estimated number of jobs provided by the development
The estimated number of jobs lost will be calculated on the basis of the net loss of existing employment floorspace resulting from the development, taking into account the relevant existing land use(s) and applying the (former) HCA Employment Densities Guide (2 nd Edition) or equivalent guidance agreed by the Council.

Explanation

Commented [NE379]: Supporting text amended throughout to align with policy changes above

~~8.46-8.53.~~ It is important that local residents are able to share in London's economic growth and prosperity. To achieve a more inclusive local economy, Lewisham residents must be well equipped to access jobs, advance career prospects and fulfil their aspirations. Everyone, regardless of their background or experience, should be able to develop their skills through lifelong learning and have good access to these opportunities.

~~8.54.~~ High unemployment levels, lower ~~incomes-workplace earnings~~ and deprivation persist in parts of the Borough because of certain barriers to employment that people experience, ~~most notably the~~ This includes the lack of or mismatching of skills that are required in the jobs market, which is rapidly evolving in response to new technologies as well shifts in the predominant business sectors of the regional and national economy. There are particular local issues with respect to adult literacy and numeracy, for example, which present barriers to access in the labour market. These issues have been amplified by the Covid-19 pandemic. The Government's social distancing restrictions (including lockdowns) have adversely affected communities where a high proportion of the resident population was either furloughed or made redundant from the most affected sectors, and in places where entry level employment was traditionally already high. There is a growing body of research that indicates skills and training will be critical to supporting the economic recovery from Covid-19.¹⁰⁸

~~8.47-8.55.~~ ~~We will~~ The Council will promote a multi-stakeholder approach to help address these underlying causes of deprivation in a proactive way, ~~including through the planning process.~~ We will support the London Mayor in delivering the the Skills for Londoners Strategy, which focusses on post-16 skills and adult education. We will also work with regional and local partnerships including Lewisham Deal partners. The Lewisham Deal is based on a community wealth building approach. It aims to boost investment in local small and medium sized enterprises and to help provide high-quality training and employment opportunities for local residents. Key focus areas include procurement, apprenticeships, employment and training guidance, and the London Living Wage.

~~8.56.~~ Applicants, developers and business owners are encouraged to recruit local labour, source local businesses and provide residents with opportunities for workplace training and skills development, such as apprenticeships. Consideration should be given to sourcing at all stages in the development process, and particularly in the construction and operational phases. This will not only benefit residents but the use of local labour and business can also support the Circular Economy and limit the environmental impact of new development, for

¹⁰⁸ For example, "Learning from employment and skills responses to Covid-19". Local Government Association (2021).

example, by helping to reduce the need for long distance commuting and the transport of materials.

~~8.48-8.57.~~ Major developments provide greater scope for local jobs and training opportunities, and all such proposals will be expected to demonstrate how they will contribute to meeting the policy objectives. Major commercial and residential developments must make a financial contribution to workplace training using the formula set out in Table 8.3 (Financial contributions for workplace training). The requirements have been viability tested in the Lewisham Local Plan Viability Assessment (2022). Further details on financial and non-financial contributions towards workplace training will be set out in the Planning Obligations SPD.

~~8.49-8.58.~~ In line with other Local Plan policies on industrial land management, ~~We will~~the Council will seek that development proposals ~~seek to prevent against the loss of all employment floorspace~~retain industrial capacity to ~~given ensure~~ the Borough's ~~forecast future requirements~~needs for workspace are met. ~~In exceptional circumstances where such~~Development proposals resulting in the loss of industrial capacity~~can be appropriately justified~~, development will be ~~expected to~~must make compensatory provision for employment lost. This will be secured through ~~planning a financial~~ contributions, using the formula set out in Table 8.3 (Financial contributions for workplace training). ~~Some~~The Council may apply this policy flexibly on a case-by-case basis~~flexibility may be applied in the case of~~, for example, with development proposals within Mixed-use Employment Locations; where the consolidation of employment land is supported and managed through the plan-~~led~~ process.

~~8.50.~~ ~~Further details on the nature and level of contributions sought are set out in the Council's Planning Obligations SPD (2015), or any equivalent document which may supersede it.~~

Commented [NE380]: Moved to paragraph 8.57 above

EC 101 Town centres at the heart of our communities

A. Town centres are and should remain at the heart of Lewisham's neighbourhoods and communities ~~and as~~ focal points for retail, commercial, cultural, leisure, community and civic activities. Town centres will be managed positively in order to ensure they are inclusive, diverse, attractive and vibrant places that are made more resilient and adaptable to future challenges and opportunities, ~~particularly including~~ those presented by new technology and changes in consumer behaviour, such as online shopping.

Commented [NE381]: Respond to consultation – request that community uses be identified as appropriate main town centre uses

B. Development proposals should support and help to secure ~~t~~The long-term vitality and viability of Lewisham's town centres ~~will be secured~~ by:

- ~~Focussing future growth and investment~~Optimising the use of land within and around them, ~~particularly to optimise the use of land and to strengthen connections to surrounding neighbourhoods~~;
- Maintaining and enhancing their distinctive features and characteristics where these make a positive contribution to the localityneighbourhood, including their built form, environmental, historic and cultural character;

- c. Ensuring they are inclusive, safe and healthy places ~~that are by creating environments that are~~ barrier-free and accessible to all, with high quality buildings, spaces and public realm that ~~are designed to~~:
 - i. ~~Reduce vehicular dominance and p~~Promote ~~and enable~~ movement by walking, cycling and the use of public transport, ~~having regard to Policy TR3 (Healthy streets as part of healthy neighbourhoods);~~
 - ii. Encourage street level activity along with opportunities for social interaction and relaxation, including through provision of publicly accessible open space; and
 - iii. ~~Maximise opportunities to deliver new or enhanced green infrastructure, including by urban greening and river restoration;~~
- d. Delivering an appropriate mix and balance of residential and main town centre uses in order to attract visitors and ensure people have good access to a competitive range of services and facilities, as well as to support businesses and grow the local economy through provision of a wide range of workspaces and premises; and
- e. ~~Promoting~~Ensuring town centres ~~function~~ as vibrant places of daytime, evening and night-time ~~economic, cultural and leisure~~ activities.

Commented [NE382]: These criteria have been moved from QD3 public realm, as they are most relevant to town centres

Commented [NE383]: Respond to consultation – more emphasis on urban greening in town centres

Commented [NE384]: Repetition – main town centre uses set out in A above

Explanation

~~8.51-8.59.~~ Town centres are at the heart of Lewisham's ~~neighbourhoods and~~ communities. They all have distinctive features that reflect and help to reinforce the Borough's character and diversity. Town centres are also ~~a key part of the local economy and~~ important hubs of daytime, evening and night-time activity, ~~and offer a variety of accessible retail, commercial, cultural, leisure and civic facilities. The Local Plan seeks to ensure that town centres continue to have an important role in supporting our local communities, including by directing future growth and investment to and within them. The delivery of the spatial strategy for the Borough is dependent on a well-functioning network of town centres. Development proposals must therefore demonstrate how they will support their long-term vitality and viability.~~

~~8.52-8.60.~~ ~~On whole,~~ Lewisham has a well-functioning network of town centres ~~with retail and related service provision~~ that meets the daily needs of local residents, workers, students and other visitors. However some centres are performing better than others, ~~for example,~~ as evidenced by ~~vacancy rates~~our latest town centre 'health checks', which look at indicators such as vacancy rates, types of business and mix of uses.¹⁰⁹ ~~It is important~~The Local Plan seeks to prevent ~~against~~the decline of ~~our~~the Borough's ~~High~~ Streets and centres ~~and makes clear the integral role they have in supporting Good Growth by encouraging the take up of units and appropriately managing uses, along with implementing measures to improve their vitality and viability. It is important that town centres are lively, attractive and inclusive places that people can access safely and easily by walking, cycling and public transport. They should be places where people are~~

Commented [NE385]: Updated in line with latest technical evidence base

¹⁰⁹ Lewisham Retail Impact Assessment and Town Centre Trends Report (2021) and Lewisham Local Centres Topic Paper (2020).

able to live and encouraged to visit, with plenty of opportunities for leisure and relaxation throughout the daytime, evening and night-time. Development proposals must therefore respond positively to the character and environmental quality of town centres and secure the delivery of high quality buildings and public realm.

8.61. ~~Equally, there is a need to ensure that town centres remain resilient and adaptable to the challenges and opportunities facing the High Street. This is particularly in response to including changes in consumer behaviour and modern business activities practices, including multi-channel (online) shopping, which are creating new challenges. Brexit and Covid-19 have had significant short-term effects on the national, regional and local economies and are likely to have long-term implications, which require monitoring. This is particularly in terms of the retail sector where Covid-19 has led to a spike in town centre vacancies and accelerated trends in~~ Whilst multi-channel (online) shopping¹¹⁰ is affecting the retail sector, traditionally a stronghold of town centres, this has opened opportunities for the re-use of buildings. Complementary cultural, leisure and community uses are increasingly taking up space in town centres, helping to attract visitors. Furthermore, town centres are now becoming a focal point for higher density mixed use development, including housing. Whilst protecting the retail function of recognising that the Borough's town centres is crucial play a key role in the provision of local shops and services, we will seek to ensure that it is important that centres they are able to evolve and adapt over time, so that they continue to support the our neighbourhoods and communities in which they are situated. The Local Plan provides support for a wide range of uses to locate within town centres as diversification is vital to their revitalisation, adaptability and long-term resilience.

Commented [NE386]: Respond to consultation – to reflect on impact of Covid and Brexit and implications for Local Plan

8.53. ~~Lewisham's town centres have distinctive characteristics that are reflected in their built form, historic fabric and cultural character. Lewisham's Characterisation Study (2019) is helpful in articulating this. Where new development is proposed it is important that this contributes positively to the character of the townscape. Furthermore, development will be expected to deliver high quality urban environments that are safe and accessible to all, and which promote the health and well-being of the population. Centres experience a large number of visitors, including workers, and host a range of civic, cultural and leisure activities. A well-designed and appropriately managed public realm is therefore essential. It is also imperative that town centres remain lively and active places that are able to support a variety of uses, and where people have opportunities for leisure and relaxation throughout the daytime and evening.~~

Commented [NE387]: Repetition – covered elsewhere in supporting text and plan

EC142 Town centre network and hierarchy

- A. ~~All new development~~ proposals must support and reinforce Lewisham's town centre network and hierarchy. ~~Proposals will be required to~~ They must demonstrate how the development will maintain and enhance town centre vitality and viability.

¹¹⁰ Lewisham Retail Impact Assessment and Town Centre Trends Report (2021).

commensurate with the role and function of the centre, in accordance with Table 8.2, along with responding positively to its distinctive character.

- B. A 'town centres first' approach will be used to assess development proposals for main town centre uses, in line with the London Plan and the NPPF. The Sequential Test will be applied to ensure that main town centre uses should be directed to locations within town centres within Lewisham's town centre hierarchy or, if no suitable town centre sites are available or expected to become available within a reasonable period, to appropriate edge-of-centre locations.
- C. The Sequential Test will not apply to Class F1 learning and non-residential institutions and Class F2 local community uses, however development proposals for these uses are encouraged to locate in town centres and other well-connected areas.
- D. The Council will seek to resist development proposals for new main town centre uses in out-of-centre locations retail uses, including retail parks will be refused unless provision has been made for these uses within the Local Plan, including site allocations, or it is clearly demonstrated that no suitable town or edge-of-centre sites are available or expected to become available within a reasonable period. It will investigate the role and function of existing out of centre retail parks and other sites in order to identify future opportunities to optimise the use of land to deliver the spatial strategy for the Borough.
- E. Retail Impact Assessments (RIAs) will be required on to be submitted with development proposals for main town centre uses of 500 square metres gross floorspace or more at edge-of-centre and out-of-centre locations, unless provision for main town centre uses has been made in a site allocation. RIAs should be proportionate to the nature and scale of development. Development proposals will be refused unless an Assessment must RIA demonstrates that:
- There is an identified need and market demand for the amount and type of floorspace proposed; and
 - The proposal, either by itself or in combination with other existing, committed or planned development, will not adversely impact on the vitality and viability of Lewisham's town centre network and hierarchy and its wider catchment.
- B-F. Development proposals within town centres They should also contribute to the delivery of and support the appropriate distribution of these retail uses in order to meet help ensure the Borough's future need for 5,300 net 8,400 additional gross square metres of retail floorspace over the ten-year period 2020-2030 up to 2035 is met. Proposals for new major Use Class E(a) retail development should prioritise Lewisham and Catford town Major Centres in the site selection process before considering other appropriate locations, including District Centres.
- G. Development of within Lewisham town centre and its surrounds will be proactively managed in order to secure its future reclassification as a Metropolitan centre in the London Plan. This includes supporting Development proposals should direct new investment and facilitating facilitate the delivery of strategic infrastructure

Commented [NE388]: This policy has been moved from former Policy EC12, which has been deleted – see policy for further information.

Commented [NE389]: Respond to consultation – included to provide greater flexibility for community uses to locate within town centres

Commented [NE390]: Amended to ensure consistency with the NPPF and London Plan.

Commented [NE391]: Not required for the Regulation 19 plan

Commented [NE392]: This policy has been moved from former Policy EC12, which has been deleted – see policy for further information.

Commented [NE393]: New evidence - floorspace requirements updating pending in line with findings of the Retail Impact Assessment and Town Centre Trends Report.

Commented [NE394]: Respond to consultation – to make clear that it is the role of the London Plan to designate town centres at the higher order of the hierarchy

necessary to ensure the centre can effectively serve a local and wider sub-regional catchment, with reference to Policy LCA2 (Lewisham Major Centre and surrounds).

~~D.A. The Council will seek to resist proposals for new out-of-centre retail uses, including retail parks, unless provision has been made for these uses within the Local Plan, including site allocations. It will investigate the role and function of existing out-of-centre retail parks and other sites in order to identify future opportunities to optimise the use of land to deliver the spatial strategy for the Borough.~~

Commented [NE395]: Repetition – this is addressed by the 'town centres first' policy above in criteria B

Commented [NE396]: Not required for Regulation 19 plan. A review of out-of-centre retail parks has now been undertaken to inform this local plan.

Figure 8.2: Centre hierarchy

Table 8.2 Lewisham's Town Centre Network and Hierarchy		
Classification	Location	Role/function
Major town centre	Lewisham Catford	These are Lewisham largest and most well-connected centres with a high PTAL score meaning their catchment goes beyond Lewisham into neighbouring boroughs. They provide the highest proportion of comparison retail compared to convenience retail alongside hosting a range of uses such as offices, civic functions, culture, leisure, entertainment and services.
District town centre	Blackheath Deptford Downham Forest Hill Lee Green New Cross Gate— Consolidated Sydenham	Smaller than major centres and spread more evenly across Lewisham, these centres are well connected, serving several local communities. Typically they provide convenience retail with some comparison retail at a smaller scale alongside culture and leisure (e.g. café, restaurants and swimming baths), services (e.g. banks) and local office functions. Some centres, however, have developed specialist shopping functions such as independent boutique shopping for instance. At the same time, others are known for their role within the creative sector or having a lively night-time economy.
Local centre (formerly neighbourhood local centre)	Bellingham — New Brockley Cross Burnt Ash — <u>New Lee Station</u> Crofton Park Downham Way <u>Evelyn Street</u>	Found within various areas of Lewisham with decent transport links, these smaller centres serve the surrounding neighbourhood and complement the larger major

Commented [NE397]: Factual update to rectify omission

	Staplehurst Road –New Hither Green Lane Honour Oak / Brockley Rise – New Grove Park Ladywell –New Lewisham Way New Cross Road –New (changed from District) Upper Sydenham/Kirkdale –New	and district centres. They consist of a small cluster of shops typically offering convenience retail (e.g. small supermarket up to around 500sqm) and services (e.g. Pharmacy and Hairdressers) together with a community anchor (e.g. Public House, Church or Cinema) attracting visitors.
Shopping parade	There are over 80 parades dispersed across the Borough	Scattered throughout Lewisham, they have been included for their role in complementing other centres higher up the hierarchy. Consisting mainly of smaller scale convenience retail (e.g. corner shops) they play a role in providing day-to-day access to some necessities within a short walking distance of residents nearby.

Commented [NE398]: Respond to consultation – elevated to local centre following further review

Figure: Major and District Centres with town centre boundaries and Primary Shopping Areas

Explanation

~~8.54-8.62.~~ This policy establishes the Borough's town centre hierarchy and describes the main role and function of the centres within it. The London Plan classifies Metropolitan, Major and District town centres whereas Local Centres are designated by the Local Plan. Shopping parades and other neighbourhood service nodes, including corner shops, are included in the hierarchy given their complementary function but are not formally designated. The boundaries of the designated town centres within this hierarchy are shown on the Policies Map, along with the corresponding Primary Shopping Areas for Major and District Centres.

Commented [NE399]: Policy supported text amended throughout to align with changes to policies above, which have been informed by the new London Plan (2021) and new evidence base, including Retail Impact Assessment and Town Centre Trends Report

~~8.55-8.63.~~ All new development proposals is expected to must help to facilitate the delivery of the Borough's spatial strategy by supporting and reinforcing Lewisham's town centre network and hierarchy. ~~Proposals will need to reflect the~~ The nature and mix of uses along with the design of development should be commensurate with the main development principles for each of the scale, role, function and character of a town centres within the hierarchy. ~~This means having regard to~~ Development proposals must demonstrate how they will support town centre vitality and viability by responding positively to the distinctive character and unique role of ~~each a~~ centre in supporting the neighbourhoods and communities within ~~their its~~ catchment, ~~both which may cover areas both~~ within and outside of the Borough.

8.56. Major centres typically contain over 50,000 square metres of retail and related town centre floorspace, offering a range of comparison and convenience goods along with complementary leisure and cultural functions. They have Borough-wide catchments and may draw trade from several Boroughs depending on their location. The Major centres of Lewisham and Catford are the highest order centres in Lewisham and will continue to perform a key strategic role as focal points for community activity.

Commented [NE400]: Repetition – the London Plan provides details on the nature, role and function of centres in the town centre hierarchy

8.57-8.64. Lewisham town Major Centre is a key focal point of the Borough's and is its principal shopping and leisure destination as well as and contains an strategic important public transport hubnode. Whilst Lewisham is currently defined as a The Major Centre it is undergoing significant transformation and offers the potential to be reclassified as a Metropolitan centre in the future, as indicated by the draft London Plan. The town centre already benefits from excellent public transport links, and has been identified as a 'strategic interchange' in the London Mayor's Transport Strategy.¹¹¹ This new Local Plan will supersede the Lewisham Town Centre Local Plan (2014) in setting the strategic framework to deliver the vision for a Metropolitan centre.

8.65. Catford town Major Centre is distinguished by its unique civic and cultural functions along with a distinctive local and historic character. that The Local Plan seeks to reinforce and build upon its strengths through targeted regeneration and renewal, aided by including investment in strategic new and improved transport infrastructure and public realm enhancements. The Council's is preparing a masterplan for Catford Town Centre Framework (2021) sets out a vision and strategy to make the town centre London's greenest, which has both informed and will help to support the delivery of the Local Plan.

8.66. Part 3 of the Local Plan includes additional policies for the Borough's Major, District and Local centres. It sets out how new development within these centres will be managed in order to facilitate the delivery of Good Growth and liveable neighbourhoods, consistent with the spatial strategy for the Borough. Site allocation policies have been included for strategic development sites within and at the edge of town centres.

8.67. This policy sets out the 'town centre first' approach for the location of new retail, commercial, leisure and cultural uses (i.e. main town centre uses as defined by the NPPF). Such uses should be directed to the Borough's designated town centres or if necessary, appropriate edge-of-centre locations (unless provision for such uses have been made elsewhere by the Local Plan). Development proposals will be assessed in accordance with the Sequential approach Test to site selection set out in national planning policy the NPPF and London Plan.

8.68. Outside of designated centres, Retail Impact Assessments will be required for proposals of 500 square meters gross floorspace or more, unless provision for retail uses has been made through a Local Plan site allocation. This local

¹¹¹ Mayor's Transport Strategy (2018). Greater London Authority.

threshold is more rigorous than that set by national policy and is informed by Lewisham's Retail Capacity Study Update (2019) local evidence.¹¹² It provides wider scope for the consideration of proposals that could adversely impact on Lewisham's town centre hierarchy and compromise delivery of the spatial strategy.

Commented [NE401]: Supporting text moved from former Policy EC12, which has been deleted.

8.58-8.69. For the Sequential Test, flexibility will be applied to proposals for commercial uses in the B1 Use Class E(g) office uses, recognising that these uses will also be acceptable in designated employment areas, consistent with Policy EC32 (Location and design of Protecting employment land and delivering new workspace).

Commented [NE402]: Amended to reflect appropriate uses in light of new Use Classes Order

8.70. With the levels of growth planned in the Borough up to 2040, it is important that neighbourhoods and local communities are appropriately supported with good provision of shops, services and community facilities. Lewisham's Retail Capacity Study Update (2019) forecasts needs for retail floorspace within the Borough over the plan period, with need figures set out in five year intervals. It indicates that 5,300 net additional square metres of retail floorspace are needed over the ten year period 2020-2030 (comprising -500 sqm comparison and +5,800 convenience goods). It also suggests that some 14,500 net additional square metres of retail floorspace will be needed in the fifteen year period 2020-2035 (comprising 6,900 sqm comparison and 7,600 sqm convenience goods).¹¹³ The Lewisham Retail Impact Assessment and Town Centre Trends Report (2021) ('Town Centre Trends Report') includes an assessment of retail floorspace needs in the Borough. The study has taken into account information on the impacts of Brexit and Covid-19. It indicates that there is modest long-term scope for new retail development within Lewisham, over and above existing commitments (i.e. consented but undelivered developments). The report projects that an additional 8,397 gross square metres of floorspace will be required up to 2035.¹¹⁴ This overall total comprises +10,641 square metres for convenience goods, -3,651 for comparison goods and +1,407 for food and beverage retail. The site allocations included in Part 3 of the Local Plan set parameters for specific sites in order to ensure that new development contributes to meeting these identified needs. They make provision for 'main town centre uses', which include retail uses, in order to respond to the flexibility provided by the new Use Class E (Commercial, business and service uses) in the Use Classes Order. Delivery against the retail floorspace target will be reviewed in the Authority Monitoring Report.

8.59-8.71. The Town Centre Trends Report recommends that, over the short-to-medium term, priority should be given to the re-occupation of vacant units to meet retail

¹¹² The Lewisham Retail Impact Assessment and Town Centre Trends Report (2021) concludes that the 2,500 square metre gross threshold set in national policy is inappropriate for Lewisham and that a lower threshold should be used.

¹¹³ The Lewisham Retail Study Update (2019) suggests that figures beyond the 10-year period 2020-2030 should be considered as indicative and reviewed throughout the plan period.

¹¹⁴ The report recommends that this figure is used as a broad guide rather than a rigid target. The figure is included in Policy EC11 as a benchmark to support the plan-led approach to meeting objectively assessed needs for retail, consistent with the NPPF.

floorspace needs. Whilst the Local Plan broadly supports this approach it is also recognised that some vacant units may not be well-suited to modern businesses or retail occupiers, for example, owing to the size, configuration and quality of floorspace or ancillary facilities. There are also opportunities deliver new or re-purposed and higher quality retail units, along with other complementary uses, through the redevelopment of buildings and sites. The Local Plan therefore identifies specific locations within town centres where the comprehensive mixed-use redevelopment of sites will be supported.

8.60. The study also identifies that the majority of this floorspace can be accommodated in Lewisham and Catford Major Centres (recognising that significant new development of main town centre uses has been committed through consented schemes in Mixed-use Employment Locations). The Council will monitor progress towards the delivery of this requirement through the Authority Monitoring Report process.

8.61-8.72. The Town Centre Trends Report also suggests that the redevelopment of out-of-centre retail parks may assist in re-balancing floorspace provision across the Borough. The oversupply of retail floorspace in some areas may be redressed by rationalising out-of-centre retail parks which in turn can provide greater scope for new retail development in town centres. There are established out-of-centre retail parks and facilities in Lewisham, including at Bell Green and Bromley Road. The Local Plan includes policies to facilitate the comprehensive redevelopment of these retail parks in order to support the vitality and viability of the Borough's town centres whilst delivering a wider range of beneficial uses at these sites, including new housing. Whilst recognising there is a need for additional retail floorspace in the Borough over the plan period, Lewisham's Retail Capacity Study Update (2019) identifies that this capacity can be accommodated within the existing town centre network, particularly at Lewisham and Catford centres, and is not reliant on new out-of-centre development to meet future requirements.¹¹⁵ Indeed, it forecasts a future reduction in the need for out-of-centre retail floorspace. This approach is supported by the London Plan¹¹⁶. It directs that Local Plans should seek opportunities to redevelop out-of-centre retail parks in order to support the town centre hierarchy and make a more optimal use of land.

8.62. All new proposals for out of centre development will be assessed having regard to the NPPF and Policy EC 12 (Location of new town centre development). We will investigate the role and function of existing out-of-centre retail sites in order to identify future opportunities to optimise the use of land to deliver the spatial strategy. This includes opportunities that may arise through planned strategic infrastructure investment, particularly in respect of any future commitments to the Bakerloo line extension.

¹¹⁵ The Retail Capacity Study Update (2019) acknowledges that a significant amount of new out-of-centre development at Mixed-use Employment Locations (such as Convoys Wharf and Surrey Canal Triangle) is in the pipeline, but has not yet been delivered.

¹¹⁶ London Plan (2021), Policy SD7 (Town centres: Development principles and Development Plan Documents).

Commented [NE403]: Not required for Regulation 19 plan. A review of out-of-centre retail parks has now been undertaken to inform this local plan, as set out in Retail Impact Assessment and Town Centre Trends Report. Further details on scope for town centre are set out in Part 3 – Lewisham south area.

EC 12 Location of new town centre development

~~A. A 'town centres first' approach should be applied when considering the location of new retail, commercial, leisure and cultural uses (i.e. main town centre uses).~~

~~B. Within Major, District and Local Centres development proposals for new retail, commercial, leisure and cultural uses will be supported where they:~~
~~a. Are compatible with the scale, role, function and character of the centre and its catchment;~~
~~b. Sustain and enhance the vitality and viability of the centre; and~~
~~c. Respond positively to the delivery of the spatial strategy for the Borough.~~

~~C. Only where it is demonstrated that suitable sites are not available within designated centres, or within site allocations where provision for main town centre uses has been made, will the Council consider proposals for new retail, commercial, leisure and cultural uses at edge-of-centre locations, or if no suitable edge-of-centre sites are available, at out-of-centre locations.~~

~~Retail impact assessments will be required on proposals for main town centre uses of 500 square metres gross floorspace or more at edge-of-centre and out-of-centre locations, unless provision for main town centre uses has been made in a site allocation. Assessments must demonstrate that:~~
~~There is an identified need for the amount and type of floorspace proposed; and~~
~~The proposal, either by itself or in combination with other existing, committed or planned development, will not adversely impact on the vitality and viability of Lewisham's town centre network and hierarchy and its wider catchment.~~

Explanation

~~8.63. This policy sets out the 'town centre first' approach for the location of new retail, commercial, leisure and cultural uses (i.e. main town centre uses as defined by the NPPF). Such uses should be directed to the Borough's designated town centres, in accordance with the sequential approach to site selection set out in national planning policy. This means that existing centres should be the focus of the initial site selection exercise. Only where it is demonstrated that suitable town centre sites are not available will we consider proposals at accessible and well-connected edge-of-centre locations. Proposals should include a statement setting out how the development is compatible adjoining and neighbouring uses. Unless provided for by site allocations policies, out-of-centre development is at odds with the Borough's spatial strategy and is therefore strongly discouraged, however proposals will be considered where it can be shown through the sequential approach that there are no suitable sites available.~~

~~8.64.~~

~~8.65. Inappropriate edge-of-centre and out-of-centre developments, either individually or cumulatively, can compromise the integrity of the town centre hierarchy by competing with established centres and undermining their economic performance. We will therefore seek to ensure that all efforts have been made to direct new development to existing centres, particularly the Borough's Major centres for~~

Commented [NE404]: Repetition - policy removed to make the plan more concise. This policy deals with the 'sequential approach' to the location of main town centre uses, which is firmly established both by the NPPF and the London Plan. Parts of this policy are retained and brought into EC11 Town centre network and hierarchy; to refer to the sequential approach and a local threshold for triggering Retail Impact Assessments

larger format retail schemes. Applicants will be expected to give consideration to a range of site options and demonstrate flexibility with respect to the scale and format of development in order to overcome potential site constraints within town or edge-of-centre locations.

~~Outside of designated centres, retail impact assessments will be required for proposals of 500 square meters gross floorspace or more, unless provision for retail use has been made through a Local Plan site allocation. This local threshold is more rigorous than that set by national policy and is informed by Lewisham's Retail Capacity Study Update (2019). It provides wider scope for the consideration of proposals that could adversely impact on Lewisham's town centre hierarchy and compromise delivery of the spatial strategy.~~

~~Flexibility will be applied to proposals for commercial uses in the B1 Use Class, recognising that these uses will also be acceptable in designated employment areas, consistent with Policy EC3 (Location and design of new workspace).~~

EC 13 Optimising the use of town centre land and floorspace

- A. Development proposals should optimise the use of land and floorspace within town centres and at edge-of-centre locations by:
- Delivering new mixed-use schemes on individual sites and through comprehensive redevelopment of multiple sites, where appropriate;
 - Investigating opportunities for the reuse and reconfiguration of existing space, or the provision of new additional space above or below shops and commercial premises; and
 - Avoiding designs that comprise of single-storey development.
- B. Within town centres and edge-of-centre locations, ~~proposals for new~~ mixed-use development proposals; (including ~~development involving~~ the expansion, reuse or reconfiguration of existing floorspace); will be considered having regard to:
- The role and function of the centre;
 - Impact on town centre vitality and viability;
 - Compatibility of the proposed use with adjoining and neighbouring uses, both in terms of land use and character; and
 - Compliance with other policies.
- C. Subject to (A) and (B) above, where a development proposal includes a residential use the development must:
- Not adversely impact on the function, appearance and character of the town centre, including its shopping and other frontages; and
 - Provide adequate access arrangements for all of the building occupiers including separate secured access for the residential element.
- D. Development proposals ~~involving affecting an~~ existing ~~retail and~~ commercial unit s ~~should must~~ ensure any ancillary floorspace that is integral to business operations and viability of workspace the unit ~~(such as space for storage and back office functions)~~ is not compromised or lost.

Commented [NE405]: Policy amended to refer to edge-of-centre locations as these can be appropriate for main town centre uses, following the sequential approach set out in Policy EC12 Town centre network and hierarchy

Commented [NE406]: As above

Explanation

~~8.66-8.73.~~ It is important that Lewisham's town centres are managed positively in order to secure their long-term vitality and viability. This means making them more adaptable and resilient to change, as well as maximising the use of land within them. To support the continued commercial role of centres and facilitate their diversification, we will seek to optimise opportunities for additional sources of land and space to come forward through the planning process. Town centres are key locations for supporting growth and regeneration in Lewisham and provide unique opportunities for new development to optimise the use of land. This includes backland and infill sites, underused or vacant upper storeys of existing town centre buildings and airspace above relatively low-density or single-storey commercial uses. These spaces can help to accommodate a range of uses to meet local needs including for workspace, community facilities and housing.

Commented [NE407]: Policy supporting text amended throughout to make more concise.

~~8.67-8.74.~~ Development pProposals for new single-storey development within and at the edge of town centres will be strongly resisted given the imperative to make efficientas this form of development is not considered to make the optimal use of the Borough's limited land supply. This is particularly in accessiblebecause town centres are locations that are better suited to a wider mix of uses and where higher levels of density are normally appropriate. However it is recognised that for some uses a multi-storey format may not be deliverable owing to issues of compatibility of use(s), fit with local character, site constraints or development viability. Where single-storey buildings are proposed, applicants will be expected to must provide a statement and supporting evidence to clearly justify ing why a multi-storey development is not appropriate or deliverable. Where Viability Assessments are submitted they must be independently appraised and verified by a Royal Institution of Chartered Surveyors (RICS) professional.

Commented [NE408]: Amended to ensure that Viability Assessments are independently appraised

~~8.68-8.75.~~ Mixed-use development may involve the intensification or reconfiguration of existing buildings and sites. We have setDevelopment and design parameters for strategic town centre sites are included in Part 3 and the site allocation policies of this the Local Plan, which will help to ensure future development is appropriate to its location and designed to a high quality standard. Elsewhere, proposals for intensified higher density mixed-use development will need to demonstrate that they can be supported by good levels of public transport accessibility and are compatible with the role and function of the centre within which they are located, in addition toand complying with other policies.

~~8.69-8.76.~~ All development proposals, including changes of use, should ensure that any the amount and quality of ancillary floorspace within a commercial unit is retained or enhanced. This includes space for storage, back office functions and amenities, such as toilets and cleaning facilities. It is important that development does not compromise the continued business operation or long-term viability of existing commercial premises, whether through the reconfiguration of space or site redevelopment.

8.70. This policy helps give effect to the NPPF and London Plan in seeking to facilitate sustainable development by locating housing within town centres. In addition to meeting local housing need, residential development in such highly accessible locations can help to strengthen town centre vitality and viability by generating footfall and street level activity. We will take a positive view on mixed-use residential schemes which make better use of underused or vacant sites and buildings, including spaces above relatively low-density retail and commercial uses, provided they do not adversely impact on the function and character of the centre.

Commented [NE409]: Repetition – this is covered by the spatial strategy and elsewhere in the plan

EC 14 Major and District Centres

- A. All new development proposals within and at the edge of a Major and/or District centres must support demonstrate how they will support the vitality and viability of the town centres and make a positive contribution to their local character, with reference to Policy EC11 (Town centres at the heart of our communities). Development proposals will be required to submit a statement to demonstrate how the use is appropriate to its location and will provide for a beneficial mix of uses within the town centre.

Commented [NE410]: The policy has been subject to significant revision throughout owing to the introduction of new planning legislation. This includes changes to the Use Classes Order which has extended the scope of permitted development rights; this effectively allows greater flexibility for changes between different uses and limits the ability of the Local Plan to control the specific mix of uses within town centres, such as retail

Respond to consultation - comments also reflected that the Local Plan needs to be amended to respond to these changes in legislation

Primary Shopping Areas

- B. Primary Shopping Areas (PSAs) are the locations within Lewisham's Major and District centres where retail uses are and should be concentrated. Development proposals should support the retail function of the PSA. for New Class E(a) retail uses retail development are encouraged to locate in the Primary Shopping Areas PSA in order to support and enhance town centre vitality and viability through the provision of a these complementary clusters of retail uses.

Commented [NE411]: Amended to reflect appropriate uses in light of new Use Classes Order

- C. Development proposals for Class E and main town centre uses which do not contribute to the retail function of the PSA at the ground floor level must submit a Shopping Area Impact Statement. The statement must demonstrate that the development, whether individually or cumulatively with others, will support the retail function of the PSA and will not result in an unacceptable adverse impact on it by:
- Contributing to the vitality, viability, vibrancy and character of the PSA, including by ensuring that a range of consumer goods remain available within it, taking into account the role and function of the centre in the hierarchy;
 - Providing an appropriate main town centre use at the ground floor level that will attract visitors and generate footfall within the PSA;
 - Providing a positive frontage along with an active ground floor frontage in order to ensure that there is no excessively harmful break between retail uses and the continuity of the active frontage; and
 - Ensuring local amenity is not unreasonably harmed by increased noise, odour, fumes and other nuisances.

- B-D. In Lewisham and Catford Major town centres, development proposals should ensure that Class A1 (retail) uses support the role and function of the centre by contributing to the target for the Primary Shopping Areas PSA are to maintained at a minimum of 50 per cent of retail uses, as a proportion of all units. This will help to

ensure that a sufficient level of shopping provision is available as part of the wider town centre offer. ~~Development p~~Proposals that will result in the percentage of A1 retail uses in the PSA falling below this threshold target will only be supported where the retail function of the PSA will not be adversely impacted, with reference to (C) above:

- a. ~~It can be demonstrated that the premises have been vacant and actively marketed, for a minimum continuous period of one year, and there is no reasonable prospect of the unit continuing in an A1 use;~~
- b. ~~The use is an appropriate main town centre use;~~
- c. ~~The use will significantly enhance, and not adversely impact on, the vitality and viability of the town centre, whether individually or cumulatively with other development;~~
- d. ~~The use will attract visitors to and generate activity within the town centre;~~
- e. ~~An active frontage is provided at the ground floor level; and~~
- f. ~~There will be no harmful break in the continuity of the remaining retail units, so to ensure the predominant retail function and character of the Primary Shopping Area is maintained.~~

C. ~~In the District town centres of Blackheath, Deptford, Downham, Forest Hill, Lee Green and New Cross Gate development proposals for Class A1 (retail) uses should seek to locate in the Primary Shopping Area, and only where suitable sites are not available should proposals locate to sites elsewhere in the town centre. Within the Primary Shopping Area, proposals for main town centre uses which are not A1 uses will be supported where:~~

- a. ~~It can be demonstrated that the use will not adversely impact on the vitality and viability of the town centre, including by the overconcentration of non-retail uses;~~
- b. ~~The use will attract visitors to and generate activity within the town centre; and~~
- c. ~~An active frontage is provided at the ground floor level.~~

D. ~~In Sydenham District Centre, development proposals will be considered against the requirements set out in (C) above.~~

E. Planning conditions may be used to secure Class E(a) uses that contribute to the retail function of the PSA. Where retail development is conditioned for that use, development proposals seeking a change to another appropriate main town centre use, including full flexibility for Class E commercial, business and service uses, must demonstrate that there is no reasonable prospect of the unit being used for continued retail use. This must be evidenced by a robust and recent marketing exercise covering a minimum continuous period of 6-months at a reasonable market value for rent or sale to the local area. Shopping Area Impact Statements must be submitted with applications for changes to a non-retail use where appropriate, with reference to (C) above.

The wider town centre area

Commented [NE412]: As above, the policy has been amended in response to changes in planning legislation. Where the Council can exercise control (i.e. when new development proposals come forward) the Local Plan seeks that Lewisham major centre retains a target of 50 per cent retail uses, given its role as the principal town centre in the hierarchy. This is the only town centre for which a target is set, recognising that flexibility should be provided elsewhere to support the economic recovery and town centre viability.

~~E.F.~~ Within ~~the a~~ Major ~~or and~~ District town centre ~~boundaries, and outside of~~ Primary Shopping Areas, development proposals for main town centre uses will be supported where:

- a. The use ~~does will~~ not result in a harmful overconcentration of similar uses, having regard to Policy EC17 (Concentration of uses); ~~and~~
- b. ~~They provide a positive frontage including An an~~ active ground floor frontage ~~is provided at the ground floor level,~~ or if ~~it can be suitably demonstrated that~~ this is not possible, a window display or other appropriate positive frontage ~~at the ground floor; and~~
- ~~b.c.~~ They comply with other Local Plan policies.

~~F.G.~~ Development pProposals for residential ~~units-uses~~ on the ground floor level or below, both within the Primary Shopping AreasPSA and the wider town centre area, are inappropriate and will be strongly resisted. This includes proposals for the conversion of units currently in a main town centre or complementary commercial, cultural or community use.

Explanation

~~8.74-8.77.~~ This policy ~~defines designates~~ the Primary Shopping Areas within Lewisham's Major and District Centres, which are ~~reflected shown~~ on the Policies Map.⁴⁴⁷ Primary Shopping AreasPSAs are characterised by their predominantly retail ~~function role and character~~ and remain a focal point for town centre activity, particularly as they tend to be in the most accessible parts of the centre. ~~We will~~ The Local Plan seeks to ensure that the retail functional ~~integrity~~ of these areas is maintained and enhanced, ~~so~~ to support the long-term vitality and viability of the town centres.

Commented [NE413]: The policy supporting text has been amended throughout to align with changes to the policies above

8.78. The Local Plan provides flexibility for a wide range of commercial, leisure, community and cultural uses to locate within town centres. It is nonetheless important that a critical mass of retailing uses ~~is are~~ maintained within ~~the Primary Shopping AreasPSAs~~ to reinforce their retail role and character as well as to ensure people have access to a range of consumer goods. ~~All Development proposals for Class A4 E(g) retail uses should seek to are strongly encouraged to locate within these areas. and o~~ Only when suitable sites are not available ~~here within PSAs~~ should other town centre locations be considered in the site selection process.

8.79. New planning legislation has resulted in updates to the Use Classes Order and the creation of a new Class E which brings together a range of commercial, business and service uses, including retail.¹¹⁸ This provides additional flexibility for the commercial market by expanding the scope of Permitted Development

⁴⁴⁷ Further information is set out in the accompanying Schedule of Changes to the Policies Map (2020). This shows the proposals to designate new Primary Shopping Areas and to remove existing designated Primary and Secondary Shopping Frontages in Major and District town centres.

¹¹⁸ This includes changes to the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 and amendments to the Town and Country Planning (General Permitted Development) (England) Order 2015.

rights, meaning changes between Class E uses do not require planning permission. The Council recognises the benefits of the new Class E which can help landowners and leaseholders to quickly respond to market signals and keep business units in viable use. At the same time it is seeking to ensure the retail function of a PSA is not compromised to the extent that it adversely impacts on town centre vitality and viability, or the Council's ability to plan positively for identified needs for retail floorspace over the plan period.

8.72-8.80. Shopping Area Impact Statements are an important tool to assess the impact of a development proposal on the retail function of the PSA. They must be submitted with all applications for uses within the PSA that do not contribute to its retail function (i.e. uses which are not Class E(a) uses). The level of detail included within a statement should be commensurate with the nature and scale of the development proposed. When assessing impacts on the PSA consideration will be given to the existing mix of uses within the PSA to establish whether the development will significantly diminish the availability of retail uses and people's access to consumer goods. The Council's latest Authority Monitoring Report should be referred for information on the mix of uses in the PSA, however applicants may need to undertake surveys to ensure decisions are informed by up-to-date information. Where non-retail uses are introduced in the PSA they must be for appropriate main town centre uses, be designed with positive frontages and maintain a contiguous active ground floor frontage with adjoining units. This will help to attract visitors and generate footfall which in turn can support the viability of existing retail uses and the PSA more generally.

8.73-8.81. Lewisham Major Centre is the Borough's principal town centre and a key visitor destination. Local evidence¹¹⁹ indicates that town centres in Lewisham's 'central area' make a significant contribution to the Borough's retail floorspace capacity and will play a role in future needs over the plan period. Lewisham Shopping Centre comprises a large part of the Major Centre's PSA and contains its main concentration of retail uses. To support the continued retail function of the PSA within the Major Centre, a target threshold approach will be used to help manage the mix and balance of uses within the Major Centres of Catford and Lewisham, so that Class A1 (retail) uses form the majority of uses within the Primary Shopping Areas PSA. These centres are highest order centres in the Borough's town centre hierarchy. The Lewisham Retail Capacity Study (2017) and Update (2019) provides that they must continue to play a key role in accommodating the Borough's current and future needs for retail floorspace. The 50% target threshold has been informed by our latest town centre surveys. It is considered a realistic and reasonable indicator for the point at which the Primary Shopping Areas PSA can retain their principal retail function and provide sufficient capacity to help meet Lewisham's future floorspace needs. Development proposals that would result in the overall percentage of retail uses falling below this minimum level threshold target will be resisted. However, some flexibility may be applied where it can be suitably demonstrated that the viability and vitality of the PSA will not be adversely affected through evidence of

¹¹⁹ Lewisham Retail Impact Assessment and Town Centre Trends Report (2021).

a vacancy and marketing exercise that the premises have no reasonable prospect of being retained in an A1 use, and other requirements are satisfied.

8.74. In the Borough's District Centres, proposals for Class A1 uses should seek to locate to the Primary Shopping Areas in the first instance. Main town centre uses for non-retail uses will only be supported where the use will make a demonstrable improvement to town centre vitality and viability, along with satisfying other tests. Unlike for Major Centres, a threshold approach will not be applied in the District Centres (except Sydenham) as these have evolved over time to perform distinct functions within their local area catchments. For example, in Blackheath, the centre is characterised by its café and restaurant culture and the catchment relies less heavily on its retail function. In Deptford, the centre's main retail element is the market, and shops along the high street play a more ancillary role. In short, there are variances in the role and nature of uses in the District Centres. A standard threshold approach is not considered appropriate given this situation, and in a few cases, the comparatively low baseline of A1 uses present in the Primary Shopping Area would make delivery of a high threshold challenging. However, we will continue to work with stakeholders and applicants to protect and improve local shopping provision, recognising that centres will continue to evolve in response to the population and household growth within their catchments.

8.75. A threshold approach will be applied in Sydenham District Centre, with the expectation that Class A1 uses will form the majority of uses in the Primary Shopping Area. Sydenham town centre is unique amongst the Borough's District Centres in that it has a very high level of shops, with a comparatively lower level of services. Our latest surveys show that Class A1 uses comprise roughly three-quarters of total units across the centre, and more than half of units in the Primary Shopping Area. This suggests that the centre is performing a key role in supporting this southern part of the Borough with shopping provision. We will continue to support this role, whilst providing flexibility for other complementary uses to come forward.

8.76. We will regularly monitor the percentage of uses in Major and District centres and report findings in the Authority Monitoring Report (AMR). Applicants will be required to refer this information as a starting point for considering the balance of uses, and may be required to provide their own assessment, for example, where several months have passed since the publication of the AMR. To determine the existing Primary Shopping Areas A1 percentage figure, the number of Use Class A1 units should be divided by the total number of units within the Primary Shopping Area.

8.77-8.82. Breaks in the continuity of shopping frontages threaten to diminish the retail function, character or appearance of town centres. We will therefore seek to restrict the conglomeration of non-retail uses in Primary Shopping Areas. Where a Development proposals must therefore be designed with positive frontages and maintain a contiguous active ground floor frontage with adjoining units, would result in avoiding harmful breaks of the retail frontage (normally 3 or more adjoining non-retail uses), also taking into account the prevailing character of the

streetscape and townscape. Active frontages should be associated with the use itself or where this is not possible or suitable, through a window display or other feature creating visual interest. This is necessary to ensure development ~~it must demonstrably improvesupports~~ town centre vitality and viability, such as by introducing a use that encourages linked trips or ~~improves townscape and amenity by providing more-active shopfrontsuses at the street level.~~

~~8.78. Complementary uses that attract visitors to the retail core, offering opportunities for meeting and relaxing, such as cafes and coffee shops, can enhance the vibrancy of town centres. Such uses will therefore be supported where they do not compromise the dominant retail function of the Primary Shopping Area, along with satisfying other requirements.~~

~~8.79-8.83. Active frontages are vital to maintaining the vibrancy of town centres. All development must make a positive contribution to the townscape and interface well with street level activity. Where a new non-retail use is introduced within a town centre frontage it will be required to provide an active frontage, preferably associated with the use itself and where this is not suitable through a window display or other feature creating visual interest.~~

~~8.80-8.84. Within town centres development proposals for residential uses on ground floor or basement levels are not considered appropriate and will be resisted. This is owing to the detrimental impact these uses the introduction of housing at the street level can have on the vitality and viability of the town centre, along with the character of the townscape. Impacts include the introduction of harmful breaks on the continuity of frontages and, where conversion is considered, the loss or compromising of existing space for commercial and related town centre uses.~~

EC 15 Local Centres

A. ~~All new d~~Development proposals within ~~and at the edge of a~~ Local Centres must ~~demonstrate how they will~~ support the vitality and viability of the centres and make a positive contribution to ~~their its~~ local character, ~~with reference to Policy EC11 (Town centres at the heart of our communities).~~ ~~Development proposals will be required to submit a statement to demonstrate how the use is appropriate to its location and will provide for a beneficial mix of uses within the centre.~~

B. ~~Class A1 (retail) uses, Development proposals incorporating with smaller and moderately sized units for retail use,~~ are encouraged to locate in Local Centres. Where such provision already exists, this should be protected ~~wherever possible~~ in order to ensure a balanced mix of ~~shops and complementary services, community and cultural facilities~~ ~~main town centre uses.~~

C. ~~Major development proposals within a Local Centre must make provision for a reasonable amount of small or moderately sized units suitable for micro, small and independent businesses. Where an end-user has been secured for immediate occupation on the development's completion and requires a larger unit or floor plate, this should be flexibly designed to enable sub-division into smaller units in the future.~~

Commented [NE414]: The policy has been subject to significant revision throughout owing to the introduction of new planning legislation. This includes changes to the Use Classes Order which has extended the scope of permitted development rights; this effectively allows greater flexibility for changes between different uses and limits the ability of the Local Plan to control the specific mix of uses within local centres, such as retail

Respond to consultation - comments also reflected that the Local Plan needs to be amended to respond to these changes in legislation

Commented [NE415]: Respond to consultation – provision should be made to support small and independent businesses

~~B.D.~~ Development proposals involving the ~~loss of Class A1 retail~~ change of uses from Class E to other main town centre uses within Local Centres will only be supported where it is demonstrated that:

~~a. It is demonstrated through a marketing exercise, of a minimum continuous period of six months, that there is no reasonable prospect of retaining the unit in retail use;~~

~~b.a.~~ The replacement use is an appropriate main town centre, community, cultural or employment generating use; and

~~e.b.~~ An active frontage is provided at the ground floor level or ~~where if it can be suitably demonstrated that~~ this is not ~~suitable possible~~ a window display or other positive frontage.

~~C.E.~~ Development pProposals for the change of a main town centre use to a residential use at the ground floor level or below will ~~be strongly resisted, and only acceptable be permitted~~ where:

a. It is demonstrated through a robust and recent marketing exercise, of a minimum continuous period of two-years, at a reasonable local market value for rent or sale, that the unit has been vacant during this time and there is no reasonable prospect of retaining it in an appropriate main town centre, community or employment generating use; and

~~b.~~ There ~~would will~~ be no adverse impact on local area character, ~~including and~~ the continuity of the shopping frontage in the Local Centre.

~~D.F.~~ Planning conditions may be used to secure Class E(a) uses that contribute to the retail function of the Local Centre. Where retail development is conditioned for that use, development proposals seeking a change to another appropriate main town centre use, including full flexibility for Class E commercial, business and service uses, must demonstrate that there is no reasonable prospect of the unit being used for continued retail use. This must be evidenced by a robust and recent marketing exercise covering a minimum continuous period of 6-months at a reasonable market value for rent or sale to the local area.

Explanation

~~8.84-8.85.~~ Local Centres complement Lewisham's larger Major and District Centres.

They play an important role in providing a range of shops and services that meet the day-to-day needs of residents and others within the Borough. They also feature at least one community facility that provides a focal point for community activity and helps to attract visitors. Local centres ~~are particularly important for less mobile members of the community; support sustainable neighbourhoods by enabling people to walk or cycle to access goods, services and facilities. They can be particularly beneficial to those with reduced mobility, including the elderly and older people with mobility issues,~~ who may be not be able to visit larger town centres on a regular basis.

~~8.82.~~ We have reviewed the Borough's existing network of Local Centres and shopping parades, taking into account the number of units and mix of uses within them, their local function and the need for provision to support the levels of growth anticipated over the plan period. This research suggests that there is scope to consolidate and increase the number of centres, as reflected in Table 8.2 (Town

Commented [NE416]: The policy supporting text has been amended throughout to align with changes to the policies above

Commented [NE417]: Included to appropriately reflect the criteria used to inform the designation of Local Centres, as set out in the Council's Local Centres Topic Paper 2020

centre network and hierarchy) and the Policies Map. A number of new Local Centres have been designated by elevating their status from shopping parades. This is because they exhibit a critical mass of business units with a mix of town centre uses, host a key community facility as an 'anchor' attracting visitors and are relatively accessible to the local catchment.¹²⁰

Commented [NE418]: Not required for the Regulation 19 plan

8.86. Development proposals for retail uses consisting of smaller and moderately sized units and floor-plates are encouraged to locate in District Local Centres. Where such shopping provision already exists, this should be protected wherever possible in order to ensure that centres accommodate a balanced mix of main town centre uses and to support the role and function of the centre. We will seek to prevent against the loss of retail units in these locations, whilst providing a measure of flexibility to take account of viability, and to allow centres to adapt in response to local demand. Where proposals involve the change of use away from a Class A1 retail use, they should provide sufficient evidence to demonstrate that suitable alternative provision is easily accessible nearby. This is particularly in respect of more essential day-to-day services, such as grocery shops and chemists. However it is recognised that the new Class E category provides greater flexibility for changes from retail to other commercial, business and service uses. Where planning permission is required, development proposals for the change of use from Class E must be for appropriate main town centre or employment generating uses.

8.87. Local Centres are smaller in scale than Major and District Centres and therefore provide unique opportunities for accommodating micro, small and independent businesses. Major development proposals must, and all other developments should seek to, integrate a reasonable amount of small units or space suitable for these types of businesses. This can include dedicated units or flexibly specified space that can be easily sub-divided. What constitutes a reasonable amount will be considered on a case-by-case basis.

Commented [NE419]: Additional supporting text for new policy criterion C above

8.83-8.88. In order to support the role and function of Local Centres the Council may use planning conditions to secure retail uses where new development comes forward. Local Centres vary in terms of their size and catchment, provision of shops and services, and local character. The need for or loss of retail uses will therefore affect centres differently, for example, losses may be felt more acutely in smaller centres. The Council will therefore consider the need for conditions on a case-by-case basis. Where retail uses have been conditioned and a change of use is sought, applicants must demonstrate that reasonable efforts have been made to retain the unit in retail use in the first instance.

8.84-8.89. Positive street frontages and active ground floor frontages are vital to maintaining the vibrancy and character of Local Centres. All development proposals must make a positive contribution to the townscape and interface well create a coherent relationship with the street-level activity. Where a new non-

¹²⁰ Further information is set out in the accompanying Schedule of Changes to the Policies Map (2020), as well as the Local Centres Topic Paper (2020).

~~retail use is introduced within a frontage it will be required to~~ Development proposals, including changes of use, must maintain the continuity of frontages in the centre and not result in a harmful fragmentation of the frontage, whether individually or cumulatively with other developments. Development proposals must provide an active ground floor frontage, preferably associated with the use itself and where this is not ~~suitable-possible~~ through a window display or other feature creating visual interest.

~~-Development proposals for the~~ conversion of ~~a~~ main town centre uses at the ground floor level or below to ~~a~~ residential use ~~will be strongly resisted~~. This is in order to protect the function of Local Centres and the character of their townscape. Only where it can be ~~suitably~~ demonstrated through an ~~active-robust and recent~~ marketing exercise that there is no continued demand for the existing or an appropriate ~~alternative-main town centre~~ use will ~~such~~ proposals be considered. Viability will then be considered in combination with impact on the continuity of frontages and local character. Development that results in a 'harmful break ~~in the frontage~~' will not be supported. This will be considered on a case by case basis, but generally refers to the introduction of a use that detracts from the continuity of a publicly accessible and active frontage, and is incoherent with the prevailing streetscape and townscape.

8.90.

EC 16 Shopping parades, corner shops and other service points

~~A. Class A1 (Retail)~~ uses located at shopping parades, corner shops and other service points (i.e. outside ~~of Town Centres~~ Major, District and Local Centres) provide important day-to-day provision ~~of consumer goods within for~~ Lewisham's neighbourhoods and should be protected wherever possible.

~~A-B.~~ Development proposals involving the ~~loss of Class A1 retail change of use from Class E to other main town centre or appropriate employment generating~~ uses at ~~these locations~~ shopping parades, corner shops and other service points will only be supported where ~~it is demonstrated that~~:

~~a. It is demonstrated through an active marketing exercise, of a minimum continuous period of six months, that there is no reasonable prospect of retaining the unit in Class A1 retail use;~~

~~b-a.~~ Similar alternative provision is available within ~~the local area a which can be reached safely, easily and conveniently by comfortable walking distance~~, normally within 400-800 metres; ~~and The replacement use is an appropriate main town centre, community or employment generating use; and~~

~~c-b.~~ An active frontage is provided ~~at the ground floor level~~, or ~~where if it can be suitably demonstrated~~ this is not ~~suitable-possible~~ a window display or other positive frontage.

~~B-C.~~ ~~Outside of Town Centres and Local Centres, At shopping parades, corner shops and other service points development~~ proposals for the change of a main town centre use to a residential use at the ground floor level or below will ~~be resisted, and only acceptable-be permitted~~ where:

Commented [NE420]: The policy has been subject to significant revision throughout owing to the introduction of new planning legislation. This includes changes to the Use Classes Order which has extended the scope of permitted development rights; this effectively allows greater flexibility for changes between different uses and limits the ability of the Local Plan to control the specific mix of uses within shopping parades, such as retail

Respond to consultation - comments also reflected that the Local Plan needs to be amended to respond to these changes in legislation

- a. It is demonstrated through ~~an active a robust and recent~~ marketing exercise, of a minimum continuous period of one-year at a reasonable local market value for rent or sale, that the unit has been vacant during this time and there is no reasonable prospect of retaining the unit in an appropriate main town centre, community or employment generating use; and
- b. There ~~would will~~ be no adverse impact on local area character, ~~including and~~ the continuity of the frontages within the shopping parade or other frontages.

D. Where a development proposal involving a main town centre use is located outside of a Major, District or Local Centre and satisfies the Sequential Test, the Council may use planning conditions to secure an element of Class E(g) retail uses. This in order to ensure provision of essential daily consumer goods in the area where there is an identified need.

Explanation

~~8.85-8.91.~~ There are a number of shops and services located outside of the designated town and local centres. ~~These which~~ are dispersed across the Borough in shopping parades, at corner shops and other locations. These ~~shops support Lewisham's neighbourhoods and communities by offering easily accessible goods and services and~~ help cater to the essential day-to-day needs of residents, workers and visitors, ~~including those with mobility issues~~. These ~~shops types of uses~~ are distinguished from ~~units in those located in~~ out-of-centre retail parks and large format retail warehouses, ~~such as at Bell Green Retail Park~~, which are dealt with elsewhere in the Local Plan.

~~8.86-8.92.~~ Given the context of growth within the Borough and future demand for retail provision, we will seek to ensure that It is important that people in the Borough have easy access to essential day-to-day consumer goods. Development proposals should therefore seek to retain shops outside of centres are retained wherever possible. However it is recognised that the new Class E category provides greater flexibility for changes from retail to other commercial, business and service uses. Where planning permission is required, development proposals involving for the change of use from Class E to other appropriate main town centre or employment generating uses will only be considered permitted where it is demonstrated through a continuous marketing exercise, covering a minimum period of six months, that the existing or alternative retail use is not viable. Marketing must reflect a realistic and competitive price appropriate to the local area, with preference given to the use of agents with local or specialist expertise. Furthermore, changes of use will only be appropriate where it can be shown that there is similar alternative provision available locally, normally within 5 to 10 minutes walking distance (roughly 400-800 metres). In terms of alternative provision, some flexibility may be applied where the use in question provides a bespoke offer which is not necessarily an essential good or service, such as a wine merchant or chocolatier. Where these requirements are satisfied, we will support Development proposals for alternative employment generating or community uses that are compatible with the local area will be supported in order to secure the viability of existing units and buildings.

Commented [NE421]: The policy supporting text has been amended throughout to align with changes to the policies above

~~8.87-8.93.~~ Out-of-centre shops and facilities are facing significant pressure for change of use, particularly to housing, given the improving residential land values in the Borough. However the introduction of residential uses within shopping parades and other local service destinations can compromise their functional integrity, viability and townscape value. We will therefore seek to ensure that all reasonable efforts have been made to actively market units for other employment generating or community uses, before giving consideration to residential uses. In this instance, marketing should cover a minimum continuous period of one-year at a reasonable local market rate for rent or sale.

8.94. All changes of use must maintain the continuity of frontages in the shopping parade or other frontages ~~in the locality.~~ ~~We will resist~~ Development proposals that must not result in a harmful fragmentation of shopping frontages, either individually or by ~~virtue of~~ their cumulative impact. Additionally, development proposals ~~will not be supported where they fail to~~ must make a positive contribution to local character, consistent with other Local Plan policies. Ground floor residential development, in particular, has the potential to interrupt the established rhythm of the streetscape and townscape in ~~neighbourhood~~ shopping parades.

~~8.88-8.95.~~ In order to ensure that people in Lewisham have easy access to essential day-to-day consumer goods, the Council may use planning conditions to secure new retail uses for development located in in areas where there is an identified need for this provision. Local need will be assessed on a case-by-case basis having regard to the availability of retail uses within 400 to 800 metres radius of the proposed development site, which is roughly equivalent to 5 to 10 minutes walking distance. Development proposals are strongly encouraged to consider the need for provision of essential goods, particularly in areas which do not benefit from good levels of public transport access.

EC 17 Concentration of uses

A. ~~All development should contribute to the delivery of inclusive and mixed neighbourhoods and communities, including by supporting the vitality and viability of the Borough's town centres. Development p~~ Proposals will be resisted where they must not result in a harmful overconcentration of ~~night-time activities, hot food takeaways, betting shops and associated uses, and financial and professional services (including payday loan shops and other similar uses).~~ the following Sui Generis uses:

- a. Hot food takeaways;
- b. Betting offices, casinos and bingo halls;
- c. Payday loan shops
- d. Pawnbrokers;
- e. Nightclubs and dance halls; and
- f. Drinking establishments.

Commented [NE422]: Repetition – this is set out elsewhere in the plan.

Commented [NE423]: Amended for clarity and to aid policy implementation – makes clear the specific uses to which policy applies

B. The harmful overconcentration of uses will be assessed having regard to the basis of the number of units similar uses within a 400 metre radius of a proposed development site, and where:

- a. The vitality and viability of the town centre will be adversely impacted, taking into account the function of the centre in the hierarchy; and
- b. The character of the area has changed or local amenity has been adversely impacted as a result of:
 - i. Increased noise, odour, fumes and other nuisances;
 - ii. Traffic generation including from taxis, private hire and servicing vehicles;
 - iii. Inadequate provision of waste management and recycling facilities;
 - iv. Anti-social behaviour and public safety.

Commented [NE424]: Amended for clarity and to aid policy implementation – sets the criteria against which a harmful overconcentration will be assessed

A-C. Applications Development proposals for uses listed in (A) must be accompanied by sufficient information to allow for an assessment of the concentration and potential impacts arising from the use of uses, in line with the criteria in (B) above.

Hot food takeaways

B-D. In addition to complying with (A) and (B) above, development proposals for hot food takeaways (Use Class A5) will only be supported-permitted where it is demonstrated that:

Commented [NE425]: Amended to ensure 'policy tests' for assessing concentration of uses in B above also apply to takeaways

- a. They will not result in a harmful overconcentration of uses, having regard to (A) and (B) above;
- b. a. They are located at least 400 metres away from the boundary of an existing or proposed primary or secondary school; and
- c. b. The proportion of hot food takeaways premises in the shopping frontage complies with the thresholds set out in Table 8.3.

Commented [NE426]: Amended to ensure schools which have been consented but not yet built are considered in planning decisions

Food and drink services

C-E. All development proposals for uses involving the service of food and drink must make adequate arrangements to protect the and manage local amenity of adjoining and neighbouring properties, in line with Policy QD79 (Amenity and agent of change).

D-F. Where development proposals for uses involving the service of food and drink are acceptable in principle, a condition will be sought requiring the operator to achieve and operate in compliance with the Healthier Catering Commitment Standard.

Table 8.3 Shopping frontage threshold for takeaways

Location	Threshold applied
Primary or secondary School	400m away from school boundary
Major / District Centre	Proportion of A5 uses premises does not exceed 5% of units
Local Centre	Proportion of A5 uses premises does not exceed 10% of units
Shopping Parade (20 units or more)	Maximum of 2 units in A5 use premises
Shopping Parade (19 units or less)	Maximum of 1 unit in A5 use premise

Explanation

8.89. Lewisham, like other inner London Boroughs, features areas that are densely developed and where a wide range of uses are located in close proximity to each other. As the Borough continues to grow and develop in the future, it is important that its communities can benefit from an appropriate mix and balance of uses. The Local Plan seeks to carefully manage the location of uses recognising that excessive concentrations of particular uses can have harmful impacts, including on the liveability of residential areas, the vitality of town centres and the well-being of the local population.

Commented [NE427]: Policy supporting text amended throughout to make more concise and to reflect changes to criterion B above.

8.90-8.96. Town centres are at the heart of Lewisham's neighbourhoods and communities. Their vitality and viability relies heavily on the presence of a mix of uses and activities. It is important that development proposals that are likely to result in a harmful concentration or saturation of similar uses in a locality, including within town centres, will be resisted. This is especially for certain Sui Generis Uses, whose proliferation can also adversely impact on local character, amenity, public health and safety. This is particularly in respect of night-time economic activities (including nightclubs and bars), hot food takeaways, betting shops and associated facilities (such as adult gaming centres), and some financial and professional services (particularly payday loan shops and pawnbrokers). However, proposals for all uses will be considered on their individual merits.

8.91-8.97. In assessing whether development proposals will be assessed having regard to the nature and scale of development, servicing requirements, operating hours, security and community safety, transport and other amenity impacts, along with compatibility with local character lead to a harmful overconcentration of uses, we will use the policy criteria above. We will consider if a proposal is likely to result in a negative impact on the surrounding area, whether on its own or cumulatively in combination with other similar uses. A 400 metre radius, established as a straight line distance from the proposed development site, is considered an appropriate range from which to assess impacts. This measure is generally accepted as 5 minutes walking distance and provides a useful benchmark against which other similar provision could be easily accessed in the locality. We will have Development proposals must have particular regard to the Borough's more areas experiencing significant deprivation¹²¹ deprived areas, where the impacts of some uses may be more pronounced.

Commented [NE428]: Amended for clarity and to aid policy implementation

8.92. Town centres are now accommodating a wider range of services and facilities that complement their traditional retail function. This extended offer includes food and drink establishments. These uses can play an important role in supporting town centre vitality and viability, such as by generating activity and providing opportunities for extended visits and linked trips. Food and drink establishments

¹²¹ For policy implementation this should be taken as an indicative benchmark of the 20 per cent most deprived areas, in accordance with the Government's latest Indices of Multiple Deprivation (IMD).

~~can also promote well-being, with provision of space for people to relax and socialise during the daytime and night-time. For these reasons we are broadly supportive of food and drink establishments. However we will seek to guard against excessive concentrations or clusters of uses where these threaten to undermine the liveability of local communities and the vitality of town centres.~~

~~8.93-8.98.~~ Hot food takeaways are now recognised as an ongoing concern with respect to the wider systems approach to health and well-being. This policy helps give effect to the ~~draft~~ London Plan Policy E9 (Retail, markets and hot food takeaways), which encourages Boroughs to manage the concentration of such ~~A5 Sui Generis~~ uses, both around schools and within town centres.

~~8.94-8.99.~~ Food and drink establishments regularly attract a high number of visitors and by virtue of their operation may give rise to environmental and amenity issues. ~~Development p~~Proposals ~~will be expected to~~must make adequate arrangements for operational requirements whilst ensuring protection of amenity. This includes consideration of litter, commercial waste disposal, fumes, noise, traffic and parking. Planning conditions may be used to ensure there are no adverse impacts on local area amenity.

~~8.95-8.100.~~ The Healthier Catering Commitment is a scheme that helps food businesses in London to provide healthier food to their customers. Hot food takeaways are often associated with unhealthy food, however it is accepted that other uses supporting the food and beverage industry also make provision for items that are high in calories, fat, salt and sugar and which could adversely impact on health outcomes. This includes A1 and A3 Class E business uses such as cafes, restaurants and coffee shops. To make it easier to access healthy food options in Lewisham, we will seek that operators achieve compliance with the Healthier Catering Commitment Scheme.

Commented [NE429]: Amended to reflect appropriate uses in light of new Use Classes Order

Figure 8.3 – Strategic areas of night-time activity and Cultural Quarters

EC 18 Culture, creative industries and the night-time economy

Cultural and creative industries

- A. The cultural and creative industries (including education and training facilities that support and are associated with these industries) contribute to the diversity and distinctiveness of Lewisham's neighbourhoods and play an important role in the local economy. Development proposals should help facilitate support the continued growth and development of these industries by:
- a. Protecting existing cultural venues and uses, including by having regard to policy QD7 (Amenity and applying the Agent of Change) principle;
 - b. Making provision for new cultural venues, workspace and performance space in town centres and other appropriate locations, particularly in major development proposals and large-scale regeneration schemes;
 - c. Designing public realm with spaces that can be adapted to support civic and cultural events, including outdoors, in line with Policy QD3 (Public realm and connecting places);

- d. Considering the use of vacant properties and land for temporary pop-up or meanwhile uses for cultural and creative activities, having regard to Policy EC22DM5 (Meanwhile uses); and
- e. Facilitating/Enabling the provision of high quality, fast and reliable digital infrastructure, in line with Policy TR7 (Digital and communications infrastructure and connectivity).

B. Development proposals involving the loss of cultural venues that have heritage, economic, social or cultural value should be avoided. They will only be permitted where:

- a. The loss of the venue will not result in a significant adverse impact on the role and function of a Cultural Quarter or town centre;
- b. There is authoritative marketing evidence which demonstrates that there is no reasonable prospect of the building or space being used for a similar or alternative cultural use, covering a minimum continuous period of two-years. This must include evidence of efforts made to market the venue to the local community, relevant cultural organisations and business groups;
- c. The use is not a meanwhile use; and
- d. Where the proposal involves the demolition or loss of a building it complies with other Local Plan policies including on heritage assets and the historic environment.

C. Where a cultural venue is a public house, or comprises space within a public house, development proposals involving the loss of a venue will be assessed in accordance with Policy EC18 (Public houses).

D. The Lewisham North Creative Enterprise Zone (CEZ) is designated in the Local Plan. Development proposals will be expected to should support and, where appropriate, contribute to enhancing the cultural and creative industries within the CEZ, in line with Policy LNA3 (Lewisham North Creative Enterprise Zone).

Commented [NE430]: This has been moved from Policy EC1 A thriving and inclusive local economy

Cultural quarters

A-E. Lewisham benefits from the presence of Cultural Quarters comprising local clusters of complementary cultural, community and commercial activities. The following Cultural Quarters are designated in the Local Plan:

- a. Deptford Creekside;
- b. New Cross; and
- c. Forest Hill.

B-F. ~~Proposals for~~ cultural, community and commercial uses ~~within Cultural Quarters~~ will be encouraged and supported within Cultural Quarters, having regard to other Local Plan policies. Development proposals should ~~seek to~~ retain or make appropriate re-provision to accommodate existing cultural, community and commercial uses where these make a positive contribution to ~~the area~~ Cultural Quarter. Development proposals that ~~would will~~ adversely impact on the distinctive character and function of ~~the a~~ Cultural Quarter, including through the loss of viable cultural venues, will be ~~strongly resisted~~ refused.

~~E-G.~~ Temporary activities and meanwhile uses (such as festivals, markets, exhibitions, performances and other cultural events) will be supported within Cultural Quarters, with reference to Policy DM5 (Meanwhile Uses) ~~where these will not have an adverse impact on local amenity, public safety and the highway network or compromise the function of employment locations.~~

Evening and Night-time economy

~~D-H.~~ Evening and Night-time economic activities should make a positive contribution to the neighbourhoods within which they are located by:

- Supporting the local economy through provision of a wide range of employment generating uses and jobs along with opportunities to carry out business beyond normal daytime hours;
- Enhancing the vitality and viability of town centres and other employment areas; and
- Reinforcing local character and identity, and creating more inclusive communities, through provision of a locally distinctive and expanded leisure, cultural and entertainment offer; ~~and~~
- ~~Protecting and improving local amenity.~~

~~E-I.~~ Development ~~p~~Proposals for evening and night-time economic activities should be directed to appropriate town centre locations, giving priority to the following designated areas of night-time activity:

- Areas with more than local significance:
 - Major centres of Catford and Lewisham;
 - District centres of Blackheath, Deptford, and New Cross Gate;
 - Local centre of New Cross Road;
- Areas with local significance:
 - District centres of Deptford and Forest Hill.

~~F-J.~~ Development ~~p~~Proposals for evening and night-time economic activities located outside of town centres will only be supported where ~~it can be shown that the use(s) will complement and not undermine existing venues in~~ adversely impact on the town centre locations network and hierarchy.

~~G-K.~~ All Development proposals for evening and night-time economic activities must demonstrate that they:

- Will ~~not result in an unacceptable impact on the~~ protect, manage and not result in an unreasonable adverse impact on local amenity ~~of properties in the immediate and surrounding area;~~
- Will ~~support town centre vitality and viability by ensuring an appropriate balance of uses, and will~~ not result in a harmful overconcentration of uses, ~~in line with other Local Plan policies with reference to Policy EC17 (Concentration of uses);~~
- Are located in well-connected places ~~of good public transport accessibility~~ with easy to reach Night Service transport options; and
- Can be safely accessed during all hours of operation.

Commented [NE431]: Repetition – this is covered in criterion F above and elsewhere in the plan

Explanation

Cultural and creative industries

8.101. Placeholder - supporting text to be included (covering strategic approach and protection / loss of cultural venues)

Cultural Quarters

~~8.96-8.102.~~ Lewisham benefits from the presence of its distinctive Cultural Quarters. These are local concentrations of complementary cultural, community and commercial activities and feature a key community anchor, such as an education or cultural institution. ~~The~~ Cultural Quarters reflect the unique character and diversity of the Borough, along with performing important economic, cultural and social functions. ~~The~~ is policy designation of the Cultural Quarters helps to formalise and seeks to build on the existing reinforce and enhance the character and mix of uses within these locations. ~~They reflect the presence of a mix of complementary uses, along with a key community anchor, such as an education or cultural institution. Further detailed~~ Additional policies for Cultural Quarters are set out in ~~the character area section in~~ Part 3 of the Local Plan.

~~8.97.~~ We will seek to promote Cultural Quarters as an integral component of Lewisham's local economy and cultural offer. Development proposals for community, cultural and complementary commercial uses will be supported within these locations, having regard to other Local Plan policies. Cultural Quarters include Locally Significant Industrial Sites and it is vital that the functional integrity of the LSIS is secured and not compromised. Temporary activities and uses such as festivals, markets, exhibitions, performances and other cultural events will be supported within Cultural Quarters where they do not impact on local amenity.

Commented [NE432]: Removed to make more concise – these points are covered elsewhere in the policy and plan

Evening and night-time economy

~~8.98-8.103.~~ The night-time economy refers to economic activity taking place between the hours of 6pm and 6am. Night-time economic activities cover a broad range of uses but typically concern leisure, cultural and entertainment venues associated with the Use Class A-E (retail) (Commercial, business and service) and D2 (assembly and leisure) Use Classes, along with some Sui Generis uses (such as night clubs, drinking establishments, public houses, cinemas, theatres and performance venues). The London Plan considers the night-time economy a strategic priority and seeks to promote the Capital as a 24-hour global city in order to maximise opportunities for economic and cultural development. Lewisham is well placed to play a key role in this regard, with vibrant and diverse communities-neighbourhoods and town centres that can both anchor and benefit from night-time activities.

~~8.99-8.104.~~ The draft London Plan identifies several categories of night-time economy clusters across the Capital. ~~It recognises that~~ Lewisham ~~is host~~

~~to contains~~ several Major and District Centres that exert “more than local significance” in this function, including Lewisham, Catford, Blackheath, and New Cross. ~~The Local Plan also designates~~ We also recognise the important role of the Deptford and Forest Hill District Centres as areas with “local significance”. ~~in contributing to community vitality through their cultural and leisure offer.~~ Accordingly, ~~Deptford and Forest Hill District Centres will also be considered an appropriate location for night-time economic activities.~~ For the most part these centres are located in Lewisham’s Creative Enterprise Zone where night-time ~~economic~~ activities will help to support and strengthen the Borough’s economy and cultural capital offer.

~~8.100-8.105.~~ Consistent with other Local Plan policies that support the town centre hierarchy, night-time activities should be directed to the above noted strategically important locations. Proposals in other town centres will be considered having regard to the nature and scale of the development in relation to role and function of the centre. Whilst we are broadly supportive of appropriately located night-time activities, we will seek to ensure that proposals do not result in excessive concentrations of uses that adversely impact on town centres viability and local amenity.

~~8.104-8.106.~~ Development pProposals for night-time economic activities at out-of-centre locations ~~are generally discouraged~~ should be avoided. ~~They should only be taken forward~~ They should only be considered when it is demonstrated through the Ssequential Approach that no suitable town centre sites are available, or the use would be more appropriately located in a designated employment area. This will help to avoid situations where out-of-centre clusters of activity develop cumulatively over time as these ~~threaten to can~~ undermine the viability and vitality of town centres, as well as the viability of the established economic and cultural facilities within them. ~~However, we will allow some~~ This policy provides flexibility for ~~consideration of~~ out-of-centre locations recognising these may be preferable in certain circumstances, such as where there are site constraints or to better manage particular impacts on local amenity. ~~In these circumstances, we may use T~~ temporary consents may be used so that we can in order to monitor and review impacts over time.

~~8.102-8.107.~~ ~~Irrespective of site location all development for~~ Development proposals for night-time economic activities must ~~benefit from good public transport accessibility~~ be located in well-connected areas. This includes options for night-time public transport such as the Night Bus or Overground Night Service – the ~~strategic designated night-time~~ clusters are already serviced this way. Development pProposals ~~are also encouraged to~~ should incorporate public realm ~~treatment enhancements~~, including ~~appropriate external~~ lighting, wherever possible in order to create a more attractive and legible environment. These measures will help to ensure that all visitors and workers can easily and safely access venues and facilities.

EC 19 Public houses

- A. Public houses are unique and integral features of Lewisham's neighbourhoods and cultural identity, and perform important community, social and economic functions locally. There will be a presumption in favour of the retention of public houses in Lewisham. Development proposals involving the loss of a public house that has heritage, economic, social or cultural value to the community, including through change of use or redevelopment, will be refused unless there is robust and authoritative evidence to demonstrate that:
- Legitimate efforts have been made to preserve the facility as a public house, including through evidence of regular maintenance and upkeep, good management and through business diversification;
 - The public house is not financially viable and there is no reasonable prospect of the premises remaining in this use, or an alternative community use, in the foreseeable future as evidenced through attempts at different business models and management, and an active marketing exercise of a minimum continuous period of three-years; and
 - All feasible options for the re-provision of the public house have been fully investigated, and where these are not considered deliverable sufficient justification is provided.
- B. Development proposals affecting a public house, including its operational and ancillary amenity space, will be refused unless there is robust and authoritative evidence to demonstrate that the viability of the pub, and its current and future operation, will not be compromised and development will not detract from the character and appearance of the building, including any features of historic or cultural significance.
- C. Development proposals involving the replacement or re-provision of a public house must ensure the replacement facility is of ~~comparable character and quality as the existing public house~~ a high quality design and responds positively to local character, taking into account the need to preserve or enhance the significance of heritage assets and their setting. ~~and has~~ The development proposal must provide an appropriate amount and configuration of floorspace to enable the continued viability of the public house, ~~and should not result in a net reduction of floorspace unless this can be sufficiently justified. This includes dedicated performance space or amenity space that has been or can reasonably be used for cultural or community uses.~~
- D. Where the change of use of a public house is considered acceptable by the Council, development proposals ~~will be expected to~~ must retain the building and other associated features where these makes a positive contribution to local character, including by their historic, streetscape and townscape value.
- ~~D-E.~~ Development proposals for new public houses will be supported where they contribute to liveable neighbourhoods by improving people's access to these community facilities and comply with other Local Plan policies.

Explanation

Commented [NE433]: Respond to consultation – the 'comparable character' requirement introduces ambiguity around what a replacement facility should provide, and introduces issues for implementation. Also, officers note that existing facilities may not necessarily make a positive contribution to local character and could be improved, but the 'comparable' wording would set a low benchmark for replacement facilities. The policy is amended to make clear the focus is on high quality design, compliance with other policies on local character and heritage, and long term viability of the use.

Commented [NE434]: Respond to consultation – stronger requirements to ensure important cultural/community space is retained

Commented [NE435]: Respond to consultation – in principle support for new pubs provided to support areas which are poorly served by these facilities

~~8.103-8.108.~~ Public houses, or pubs, are a unique and integral feature of the British cultural identity of Lewisham. They are fundamentally community facilities that promote social cohesion, offering a welcoming environment for people of all backgrounds to socialise and interact. Many local pubs are heritage assets in their own right, or have played a part in the Borough's cultural and historical development. This may be reflected in their built form or through a pub's association with people or events that have shaped the Borough's history. Pubs often have longstanding ties to their neighbourhoods and strong affiliations with local communities and community groups, and therefore contribute to people's sense of place and belonging.

~~8.104-8.109.~~ There are many different community functions that pubs can perform. For example, pubs often include amenity space which is used as venues for functions, performance space, and informal meeting space for residents and community groups. Pubs also support the local economy and are particularly vital to the visitor, [evening](#) and night-time economy. Lewisham, like many other London Boroughs, has experienced a decline in public houses over time. Recognising the important social and economic role they play, we will seek to guard against the loss of these community and cultural facilities. Particular consideration will be given to the need to protect purpose built, historic pubs (built in the 20th Century or earlier), especially where these are landmark features in the townscape or sited at prominent positions, within town and local centres or elsewhere in the Borough.

~~8.105-8.110.~~ Development proposals involving the demolition or loss of an existing public house, including through change of use, must submit evidence to demonstrate that the pub is not financially viable and there is no reasonable prospect of the premises remaining in this use, or an alternative community use. ~~We will expect to see~~ [Applications must provide](#) full details of patronage levels and trading accounts over the past 3 years, including accounts from previous management where appropriate. In addition, ~~applicants~~ [applications](#) must provide a statement documenting the steps taken by the owner or operator to respond to viability concerns, including falling patronage levels and profit margins. This might cover considerations given to business diversification (for example, expanding the food and beverage offer), promotions or building refurbishment. Finally, proposals will need to provide proof of a marketing exercise covering a minimum continuous period of three-years, including details of commercial agents, advertisements and lease terms offered. During this time the pub must be actively marketing at a reasonable local market rent. We will consider whether any ties or restrictive covenants have affected interest. ~~Development p~~Proposals will be ~~resisted~~ [refused](#) where there is good reason to believe that the viability of the pub has been compromised by deliberate neglect or mismanagement.

~~8.106-8.111.~~ Public houses require dedicated operational spaces. They also often feature function rooms or ancillary amenity space, including outdoor gardens, which are critical to supporting their role as community facilities and places of gathering. Where [development](#) proposals involve a reduction or reconfiguration of such operational and ancillary spaces, it must be demonstrated that this will not

have a detrimental impact on the financial viability of the public house. Furthermore, proposals must show that the remaining residual space will be of a sufficient amount and quality to continue to meet the needs of pub users. Operational and ancillary spaces include, but are not limited to, beer gardens, function rooms, kitchens, cellars and accommodation integrated into the building.

~~8.107-8.112.~~ Where sites are [proposed to be](#) redeveloped, including through comprehensive redevelopment, our priority is to protect pubs particularly where they are of historic, cultural or community interest. However, in certain circumstances it may be acceptable that a facility is replaced or re-provided. [Development p](#)Proposals will be required to demonstrate that they have considered all reasonable options for retaining the pub in situ. Where this is not possible, the replacement provision must be designed to a sufficient quality and standard to ensure the continued viability of the pub. This aim of this policy is to ensure there is a genuine intention to retain the facility in viable use, so to prevent against future changes to alternative uses.

~~8.108-8.113.~~ National planning policy recognises the value of public houses as community facilities. We will therefore seek to protect against their loss, having regard also to Policy CI 1 (Safeguarding and securing community infrastructure). Where the loss of a pub is proposed, [development](#) proposals must suitably demonstrate that there is similar alternative provision elsewhere in the local area. If there is sufficient evidence to support that the loss is acceptable in principle, proposals ~~will be expected to~~[must](#) retain the building and any ancillary land or other features, where these makes a positive contribution to local character.

~~8.109-8.114.~~ Development proposals involving the loss of public houses listed as Assets of Community Value will be assessed against this and other relevant Local Plan policies.

~~8.110-8.115.~~ To support the implementation of this policy, ~~we have the Local Plan sets~~ out marketing requirements for [development](#) proposals affecting public houses ~~in an (Appendix 5) to the Local Plan,~~ which all proposals will be [required to comply with](#)~~assessed against~~, as appropriate.

EC 20 Markets

- A. Development proposals ~~should~~[must](#) protect and seek to enhance existing markets ~~and market spaces.~~ New markets or market spaces will be encouraged [and supported](#) where they complement ~~and support~~ Lewisham's town centre network and hierarchy, ~~along with the~~[and will make a positive contribution to the cultural culture](#) ~~and~~ vibrancy of the Borough.
- B. [Development p](#)Proposals for new markets or market space should be directed to appropriate town centre locations. Where ~~new such provision is~~[market space is](#) proposed ~~on sites~~ outside of centres, and where the Local Plan has not made provision for main town centre uses there (for example, through site allocation policies), proposals will only be supported where it is demonstrated ~~that there are no~~

Commented [NE436]: Respond to consultation – to aid policy implementation, clarification as to what constitutes market space

~~suitable town centre sites available, with preference given to edge-of-centre locations through the sequential approach, and that they:~~

- a. ~~De-Will~~ not adversely impact on the vitality and viability of the town centre network and hierarchy;
- b. Make beneficial use of vacant or underused sites;
- c. Are located in well-connected areas ~~of-with~~ good Public Transport Access ~~Levelsibility and can be accessed safely by visitors~~;
- d. Can be appropriately accommodated on streets or other areas of the public realm, where appropriate; and
- e. Are temporary in nature.

Commented [NE437]: Amended to make more concise – the sequential approach is set out in Policy EC12 Town centre network and hierarchy

- C. Development pProposals ~~that are likely to for new development affecting~~ existing markets within town centres will be considered having regard to:
 - a. The priority given to retaining markets as part of the town centre offer and ensuring appropriate re-provision of market space, where there is a demonstrable demand; and
 - b. The impact on town centre vitality and viability with particular consideration given to:
 - i. Provision of a range of premises and floorspace to support small and start-up businesses;
 - ii. Local character, including distinctive character of the market; and
 - iii. Public realm and townscape.
- D. ~~All-Development~~ proposals for markets and market space must demonstrate that there will not be an unreasonable adverse impact on the local amenity of adjoining and neighbouring properties, or-and not have a detrimental effect-impact on public health and safety and the functioning of the local road network public realm.

Explanation

~~8.111-8.116.~~ Lewisham is well served by local markets (including street markets, specialist and farmers' markets) that complement and support the vitality and viability of the Borough's town centres. These markets play a vital economic role by extending consumer choice and access to a wide range of goods and services as well as supporting employment, including through provision of local jobs and operating space for start-up, small and independent businesses. Markets also have an important social and cultural function. They serve as hubs for community activity and help to reinforce local identity and character. Some of Lewisham's markets, such as Douglas Way market in Deptford, have strong historical connections and are renowned for their unique offer, attracting visitors both from the local area and further afield.

8.117. For the purpose of this policy markets are defined as land and/or space that is authorised or licenced for market use, taking into account market space secured on temporary basis (i.e. as a meanwhile use). Markets may also include public realm that has been designed to accommodate market space but which is not currently authorised or licenced for this use. For example, outdoor public realm in town centres designed with connection-ready infrastructure, such as power

Commented [NE438]: Respond to consultation – to aid policy implementation, clarification as to what constitutes market space

outlets and water supply. The presence of a market or market space will be established on a case-by-case basis with reference to planning, licencing and Business Rate records.

~~8.112-8.118.~~ **Development p**Proposals for new markets and market space will be expected to apply the 'town centre first' principle of site selection. Markets should complement and support the vitality and viability of the Borough's town centre network and not compete with existing centres for trade. However it is recognised that site availability and other constraints may prohibit additional provision from coming forward in town centres. Further, there may be vacant or underutilised sites (such as those with planning consent but where development has not yet commenced) which offer interim opportunities for optimising the use of land in the Borough. We will therefore give consideration to out-of-centre proposals where it can be demonstrated the town centre hierarchy will not be compromised. Applications should detail how the goods and services provided will not undermine the offer in existing centres. ~~Proposals in areas of low public transport accessibility are discouraged.~~ Markets should not normally be located in poorly connected areas. Given the high levels of footfall markets attract it is important that visitors can easily and safely access them during their operating hours. Temporary consents or planning conditions will may be used in order to ensure flexibility for assessment of impacts over time.

~~8.113-8.119.~~ Where new development concerns or may impact on existing markets, proposals must demonstrate ~~consideration to the~~ how they will safeguard ~~ing of~~ market space including appropriate re-provision, ~~having regard to any identified demand.~~ Where market space is to be reconfigured or reduced proposals will be expected to show that sufficient provision will remain to meet local needs for employment floorspace, particularly for small and start-up businesses. Development offers the opportunity to improve the functional and aesthetic quality of town centres and the market spaces within them. All proposals should seek to maintain and enhance the unique features of the market and its associated public realm where these make a positive contribution to local character. This is particularly important given the historical and cultural value of many of Lewisham's markets.

~~8.114-8.120.~~ All Development proposals must make adequate arrangements to avoid or mitigate unreasonable impacts on the local amenity, ~~of adjoining and neighbouring occupiers, and wider local area.~~ This includes consideration of congestion on footpaths and the road network, refuse storage and collection, noise and odour. Proposals for street markets must demonstrate that there will be no detrimental effect on the functioning of the road network.

EC 21 Visitor accommodation

- A. ~~Local provision of visitor accommodation can help to meet the growing demand across London.~~ Development proposals for new-serviced visitor accommodation ~~will be supported where they are~~ must be appropriately located at sites within or at the edge of town centres, or other sites that are well-connected ~~locations where there are good levels of by~~ public transport ~~accessibility~~.

Commented [NE439]: This policy has been amended throughout to better distinguish between serviced visitor accommodation and temporary sleeping accommodation (i.e. holiday lets, Air BnB, etc.), which are considered differently in policy terms

- B. Development proposals for ~~new~~ serviced visitor accommodation should ensure a range of high quality provision in the Borough catered to the varying needs of visitors. Proposals will only be supported where they:

- ~~a. Do not result in the net loss of existing housing;~~
- ~~b. a. Are proportionate to their location in terms of size, scale and function;~~
- ~~c. b. Do not result in a harmful overconcentration of similar uses~~ serviced visitor accommodation in the ~~locality area;~~
- ~~d. c. Comply with the relevant Provide a level of car parking that is appropriate to the site's public transport accessibility level, whilst seeking to minimise car London Plan parking standards wherever possible;~~
- ~~e. d. Ensure adequate access, drop-off/-pick-up and servicing arrangements appropriate to the size and location of the accommodation;~~
- ~~f. Maximise linkages and opportunities for walking, cycling and use of public transport;~~
- ~~g. e. Demonstrate high quality and accessible design standards. Are of a high quality design, ensure with an adequate standard of adequate space and amenity for occupants and provide provision of sufficient choice for people who require an accessible bedroom accommodation, in line with draft London Plan requirements;~~
- ~~h. f. Make appropriate arrangements for long-term adaptability and sustainability; and~~
- ~~i. g. Demonstrate that an agreement is in place to secure an operator prior to the commencement of the development.~~

Commented [NE440]: This point has been retained but moved to criterion D below – criterion B deals with design and management rather than land use

Commented [NE441]: Amended to make more concise – policy principles retained

- C. ~~Development p~~ Proposals for serviced visitor accommodation ~~must should contribute to local area vitality by providing~~ be designed with positive frontages, including active ground floor frontages, ~~and incorporating Where the development incorporates ancillary uses and facilities that are accessible these should be made available for public use, where appropriate, and access not unreasonably restricted.~~

- ~~C. D.~~ Development proposals for visitor accommodation must not result in the net loss of housing, including through the conversion or change of use of dwelling units.

Commented [NE442]: Moved from B above

- ~~E. The Council will seek to resist the use of visitor accommodation for permanent occupation. Proposals for serviced apartments will be expected to demonstrate appropriate management arrangements for their use as short-term accommodation (up to 90 days). The use of a residential property for 'temporary sleeping accommodation' (short-term let or holiday let) must not exceed 90 nights within a calendar year.~~

Commented [NE443]: Amended to better reflect the relevant legislation

- ~~D. F.~~ Development proposals for the conversion or change of use of serviced visitor accommodation to housing must demonstrate that the relevant Local Plan policies for housing will be satisfied including on design quality, space standards and provision of affordable housing.

Commented [NE444]: Additional point to reinforce requirements around high quality housing

Explanation

~~8.115-8.121.~~ The visitor economy is an integral part of the local and wider regional economy. It provides residents with job opportunities, supports local businesses and helps to ensure the viability of cultural and leisure facilities. Lewisham boasts an array of leisure, cultural and historic attractions. The Borough is also within easy travelling distance of ~~central~~ London's Central Activities Zone, making it a convenient base for visitors to explore the Capital. The ~~draft~~ London Plan estimates that an additional 58,000 bedrooms of serviced accommodation will be needed in London by 2041, and Lewisham has a role to play in meeting this demand.

~~8.116-8.122.~~ For the purpose of this policy, ~~serviced~~ visitor accommodation pertains to uses within the C1 Use Class including hotels, bed and breakfasts, traveller / youth hostels, short-term holiday lets and serviced self-catering apartments.

~~8.117-8.123.~~ ~~It is important that visitor accommodation contributes to sustainable communities. The location of visitor accommodation is important, particularly given the strategic objective to minimise reliance on car borne transport. We will encourage that new Serviced visitor accommodation is defined by the NPPF as a main town centre use. It should therefore be located where there is good public transport accessibility. This includes within town and/or at the edge of town centres.¹²² These locations, which are well-suited to supporting visitors with a range of complementary facilities and services, and generally benefit from good public transport links. Development proposals for visitor accommodation outside of town centres will need to be sufficiently justified, having regard to the sequential approach for main town centre uses, for example, with evidence demonstrating a lack of availability of suitable sites.~~

Commented [NE445]: Amended for consistency with the NPPF and the London Plan

~~8.118-8.124.~~ Development proposals for ~~v~~Visitor accommodation, ~~like all new development,~~ must ~~positively~~ contribute ~~positively~~ to the ~~local area, including its character and setting of its site.~~ The nature and scale of the ~~accommodation development~~ should be proportionate to its surroundings, ~~recognising the various typologies of visitor accommodation within the C1 use class.~~ For instance, a large format hotel may be more appropriate at a prominent town centre location or ~~at a key~~ transport interchange, whereas a smaller scale boutique hotel or serviced apartment may be more sensitively integrated elsewhere in the Borough.

~~8.119-8.125.~~ ~~All visitor accommodation should be designed to a high quality standard. Proposals will be expected to respond positively to the local context, taking into account the distinctive features of the built, historic and natural environments. Particular attention should be given to the quality of materials. Development proposals must ensure adequately sized amenity spaces and bedrooms, including sufficient provision for accessible bedrooms with reference to London Plan Policy E10 (Visitor Infrastructure). We will expect that a New~~

¹²² This is in line with the Sequential Approach to the location of main town centres uses established by the NPPF and London Plan (2021) Policy SD7 Town centres: development principles and Development Plan Documents.

development ~~is should be capable to of~~ achieving accreditation by the National Quality Assurance Scheme.

Commented [NE446]: Amended for consistency with the London Plan

~~8.126. Development proposals will be expected to~~ must be designed with positive frontages. They should also maximise opportunities to deliver integrate active ground floor frontages and appropriate ancillary uses, particularly in to support town centre locations vitality and viability. This is important to ensure the visitor accommodation enhances and does not detract from local area vitality. Ancillary uses may include receptions, cafés and restaurants, conference facilities, salons, fitness studios and other spaceuses, that can be Access to facilities should not be unreasonably restricted and made available for use by the local community wider public as well as visitors using the accommodation.

~~8.126-8.127.~~ Development pProposals will also need to must demonstrate that the visitor accommodation is both sustainable and deliverablefeasible. Through the Green Tourism for London programme, hotels and other serviced accommodation should seek to reduce carbon dioxide emissions, water use and waste generation. ~~Speculative development will not be acceptable as the bespoke nature and requirements of hotel operators may result in the construction of visitor accommodation that does not serve their intended purpose and runs the risk of dereliction. Proposals for visitor accommodation will need to~~ Applications must demonstrate that an operator will be identified and secured prior to the commencement of the development. This is necessary to guard against speculative hotel development for which there is no clearly established business demand, and which might preclude the use of land for more beneficial public-uses that support the delivery of the spatial strategy.

Commented [NE447]: Amended to make more concise – the matter of speculative development continues to be addressed in retained text

~~8.124-1.1. Development will be expected to maximise opportunities to deliver active ground floor frontages and appropriate ancillary uses, particularly in town centre locations. This is important to ensure the visitor accommodation enhances and does not detract from local area vitality. Ancillary uses may include receptions, cafés and restaurants, conference facilities, salons, fitness studios and other space that can be made available for use by the local community as well as visitors using the accommodation.~~

Commented [NE448]: This has been moved up in the supporting text to paragraph 1.22

~~8.122-8.128.~~ Lewisham has significant housing needs and development proposals involving the net loss of housing will therefore be refused. In recent years the visitor economy has been bolstered by the growth in short-term serviced accommodation, often offering a more unique and affordable alternative to conventional hotel rooms serviced accommodation. It is important that ~~conventional the Borough's~~ housing supply is not compromised by unlawful use of residential premises for visitor accommodation. ~~Therefore, The Deregulation Act 2015 includes provisions on the use of residential properties for temporary sleeping accommodation (i.e. serviced lets or holiday lets). proposals for serviced apartments will be required to provide details of a management plan, so to ensure rooms will not be occupied for periods of 90 days or more. The Council will expect that the use is secured in the form of a licence and not a lease. Operating an~~

entire residential property for short-term rental for more than 90 nights in London without planning permission is an unauthorised change of use.

Commented [NE449]: Amended to refer relevant legislation on temporary sleeping accommodation and to make clear Council's position on loss of housing through unauthorised uses

EC 22 Meanwhile uses

- A. ~~Proposals for the meanwhile (temporary) use of vacant sites or units in town centres and designated employment areas will only be supported where the site or unit:~~
- ~~a. is being actively marketed; or~~
 - ~~b.a. Falls within the boundary of a site allocation that is not expected to come forward for comprehensive redevelopment in the short term; or~~
 - ~~c.a. Is located on land within a consented major development scheme, which is being delivered in phases; and~~
 - ~~d.a. The meanwhile use sought:~~
 - ~~i. Is appropriate to its location, with priority given to suitable employment generating, community or cultural uses;~~
 - ~~ii.i. Will not adversely impact on the amenity of adjoining and neighbouring occupiers, in line with the Agent of Change principle (Policy QD 9);~~
 - ~~iii.i. Does not preclude the permanent use of the site for appropriate commercial or main town centre uses, or prohibit delivery of the site allocation; and~~
 - ~~iv.i. Will be temporary in nature.~~
- B.A. ~~Proposals for the meanwhile (temporary) use of vacant land and buildings outside of town centres and designated employment areas will be considered on a case by case basis, having regard to their contribution to supporting the Borough's spatial strategy and compliance with other Local Plan policies.~~

Explanation

- 8.123.1.1. ~~Vacant premises and sites can have a detrimental impact on the vitality and viability of places. This is especially in town centre locations where vacant units can visually detract from local character and result in lower levels of footfall. The Local Plan seeks to optimise the use of land in the Borough including by ensuring that land and buildings do not go unnecessarily unused. We will therefore give consideration to meanwhile (temporary) uses of vacant units or sites, particularly where they support beneficial uses that might not otherwise have site opportunities available. This includes uses that support business development, community activities and those that help to address acute specialist, local housing needs.~~
- 8.124.1.1. ~~Where meanwhile uses are proposed, applicants must submit evidence to demonstrate that the vacant unit or site is being actively marketed, including during the period of meanwhile activity, at market rates that are reasonable to the local economic area. The intention here is to ensure that sites or units are taken up for their intended use whilst recognising some flexibility is needed to respond to fluctuations in the market or other factors. If we consider that a site or unit has~~

been made deliberately vacant in order to secure a temporary consent, the application will be refused.

8.125.1.1. The Local Plan includes a number of strategic site allocations, some of which are expected to come forward over the medium to long term. Our priority is to ensure that development is delivered as quickly as possible. However, there are circumstances where site allocations may take longer to be realised, such as when development is phased or time is needed to allow for coordination between different landowners. In the interim period we are keen to ensure that active uses are maintained wherever appropriate. Place Ladywell is a successful example of a temporary use in the Lowicham town centre area, where an innovative modular mixed-use scheme was consented for a fixed period. This meanwhile use provided local provision of specialist accommodation and workspace, and has now been re-located to enable comprehensive redevelopment in line with the site allocation. The scheme has been recognised with several planning and design awards.

8.126.1.1. All proposals for meanwhile uses must not preclude the future permanent occupation of the site or unit for an appropriate main town centre, commercial or other use. Further, in line with other Local Plan policies, we will expect that meanwhile uses do not have an adverse impact on the amenity of neighbouring properties. Where located in town centres or employment areas, meanwhile uses must not compromise the employment generating function of nearby sites in line with the Agent of Change principle.

8.127.1.1. To encourage meanwhile uses, the Council may consider the future use of Local Development Orders (LDO) allowing temporary uses in specific locations subject to certain conditions being satisfied.

8.128.1.1. Where meanwhile uses are approved they will be considered for monitoring purposes. This includes meanwhile residential uses, where conventional units and non-conventional bedrooms will be counted towards the Borough's housing target. This approach is consistent with that advocated in the draft London Plan.

Commented [NE450]: This policy has been moved to Part 4 of the Local Plan which deals with Delivery and monitoring.

9 Community infrastructure

What you've told us

Community facilities are important to health and wellbeing and should be protected.

Highly valued facilities include:

- Libraries
- Youth centres
- Leisure and recreation centres and clubs

Community facilities should be open to everyone. Where they are not free to use, they should be affordable to local residents.

Some concerns about:

- The poor condition and possible closure of older community facilities
- Whether there will be enough community facilities (such as surgeries and schools) to meet extra demand as the borough grows

What we've learned

Early education and school places

- There is good provision of childcare and early education places
- Expected demand for primary and secondary school places can be met with existing facilities now, but a new secondary school is likely needed in the long term
- About 30% of secondary school students living in Lewisham attend schools elsewhere in London.

Sport and recreation

- More sport and recreation facilities, including playing pitches, will be needed over the long term.
- Some areas are not as well served as others for children's play space and equipment.

New ways of delivering services

- Service providers are seeking new ways to maintain and improve services, such as by modernising their buildings and facilities.

Main issues

Meeting the needs of our growing population

Lewisham's population growth will create extra demands for community facilities and services (including education, health and social care) which needs to be managed.

Many providers of facilities and services

A range of public and private sector bodies provide community facilities and services—a joined up approach is needed to ensure local needs are effectively met.

Funding

Some community facilities and buildings require funding to cover regular maintenance and repairs.

Using facilities more effectively

We may need to think differently about how facilities are used, and the best ways of providing for the needs of communities within the resources available. This may include re-purposing facilities, for example, converting full-sized playing pitches to smaller ones could better meet the needs of children and young people.

We're proposing to...

Ensure neighbourhoods are well supported with facilities and services

- Prepare an Infrastructure Delivery Plan (IDP) to identify and monitor needs

- Work with our partners to deliver community facilities and services, and ensure these are provided in the right places.

Make the best use of facilities and secure new ones

- Ensure Lewisham's needs for education, health and social care facilities and services are met
- Require larger housing developments to provide, or help to fund, new community facilities in areas where many more people will be living.

Provide high quality facilities accessible to all

- Ensure facilities are built and maintained to a high quality standard
- Encourage the shared use of facilities so more people benefit from them
- Improve access to recreational opportunities

Improve the quality of play space and access to it, especially where space is lacking

<Did you know?>

The New Generation (TNG) Youth and Community Centre in Sydenham has won awards for its innovative and high quality design, which was created with input from young people. This includes recognition from the Royal Institute of British Architects (RIBA).

Commented [NE451]: Not required for Regulation 19 plan

CI 1 Safeguarding and securing community infrastructure

- The Council will work collaboratively in partnership with stakeholders and its delivery partners to identify current and projected future requirements needs for community infrastructure over the plan period, and to secure the necessary timely provision delivery of this high quality infrastructure and services to meet these needs. Local needs for provision community infrastructure in the Borough will be considered having regard to taking into account the Infrastructure Delivery Plan, along with the relevant corporate plans and strategies of the Council and its other key stakeholders, including for: health and social care; education and childcare; youth and family services; play, sport and recreation; and other community services; libraries and local history services; and burial space.
- Proposals for Major development proposals will be expected to, and all other development proposals should, plan positively to meet local area needs for community infrastructure. Where a site allocation policy sets out requirements for community infrastructure, Major developments may be required to contribute to the demonstrate how the delivery of community infrastructure will be secured through the masterplan process, with reference to Policy DM3 (Masterplans and comprehensive redevelopment). Elsewhere, development proposals must demonstrate how any additional demands for community infrastructure generated by the development will be appropriately addressed, particularly in those areas where there are acute deficiencies in facilities or services is an identified need for additional provision, as identified set out in the Infrastructure Delivery Plan. Consideration should be given to the delivery of new or enhanced infrastructure on-site or, where appropriate, off-site contributions which support the expansion of capacity of existing facilities or improvements to them.

Commented [NE452]: Amended for clarity and to aid effective policy implementation

Commented [NE453]: Respond to consultation – policy should make clearer different routes to supporting improved provision of infrastructure

~~All development proposals should make the best of use of land, including the public sector estate. Innovative approaches to community infrastructure provision (such as the co-location of services, shared use of facilities and development of multi-use facilities) will be encouraged~~

Commented [NE454]: Moved to Policy CI2 below

- C. ~~New~~ Development ~~proposals~~ will be supported where ~~it~~ ~~they~~ safeguards and enhances community infrastructure. ~~Where~~ ~~development proposals would that will~~ result in the loss of an existing community facility, or land and buildings formerly in community use, ~~proposals must~~ will only be permitted where it is suitably demonstrated that:

- a. There is no current or future need for the existing use or an alternative community use, ~~including evidence of an active marketing campaign for the site covering a minimum continuous period of twelve months,~~ and there is adequate alternative provision elsewhere to ~~serve~~ meet the needs of the ~~area~~ neighbourhood and wider community, taking into account the Infrastructure Delivery Plan. Applications must be supported by evidence of an active marketing campaign for community uses covering a minimum continuous period of twelve-months at a reasonable local market value for rent or sale; or
- b. ~~There are realistic proposals for~~ Replacement provision of an equivalent or improved standard that will continue to meet the needs of the neighbourhood and wider community, including in terms of design quality and functionality of use, is proposed to serve the needs of the area; or
- c. The development is directly associated with a public service transformation programme and necessary to enable or sustain the delivery of service improvements and related investment in community infrastructure.

Commented [NE455]: Amended for clarity and to aid effective implementation

Commented [NE456]: Policy wording amended to better align with the London Plan

Commented [NE457]: The requirement for 'improved standard' is explained more fully in the supporting text

- D. In exceptional circumstances, where there requirements of (C) above cannot be satisfied, consideration will be given to the use of payment-in-lieu contributions. ~~Development p~~Proposals ~~will be expected to~~ must provide evidence to demonstrate that the existing or an appropriate alternative community use is not viable.

~~D.E.~~ Policies CI1.C and CI1.D do not apply to development proposals involving the loss of sports and recreational facilities, which will be assessed against Policy CI3 (Sports, recreation and play).

Commented [NE458]: Respond to consultation – Sport England requested changes to ensure conformity with London Plan

Explanation

- 9.1. Community infrastructure is also commonly referred to as social infrastructure. It covers a range of services and facilities that contribute towards inclusive and sustainable neighbourhoods and communities by providing residents and visitors with opportunities to enjoy a good quality of life. Community infrastructure includes provision for health services, education and training, community facilities (including public houses), places of faith, and sport and recreation facilities for people of all ages and abilities. Green infrastructure is also a component of social infrastructure, although it is addressed separately in this Local Plan.
- 9.2. Community infrastructure is essential to supporting inclusive neighbourhoods and communities along with enabling healthy lifestyles, providing vulnerable people with

support and care, and giving children and young people the best start in life. We will therefore ensure that community infrastructure is safeguarded where there is an strategic or local identified need for it, taking into account having particular regard to Lewisham's growing population and the different requirements of the groups within it. At the same time, it is important that opportunities are taken to improve or replace existing infrastructure in order to ensure that facilities within the Borough are maintained at a good modern standard. The Council has prepared an Infrastructure Delivery Plan (IDP) through consultation with service providers and delivery partners. It sets out the infrastructure required to support Lewisham's neighbourhoods over the long-term, including community infrastructure. The IDP will be regularly reviewed and updated over the plan period to ensure it reflects the latest available information on needs, project delivery and funding.

9.3. New models of community infrastructure provision (such as multi-use and shared use facilities, or co-location of uses) can enable the consolidation or reconfiguration of services, which in turn can provide opportunities to make better use of land and assets. However, any such process to consolidate or reconfigure services, including the disposal of surplus or redundant assets, will need to be carefully managed. It is essential that the Borough's community infrastructure capacity is not compromised and that essential facilities and services are not unnecessarily lost, particularly where there is a demand from a growing population.

9.4.9.3. Where replacement community infrastructure is proposed applications must include a statement explaining how the new provision will result in demonstrable improvements, both in terms of design quality and functionality of use. This should include an assessment of the existing facility giving consideration to factors such as building condition, flexibility of use, amenities, safety, accessibility and current usage. If the replacement provision is proposed at a different site, applications should clearly set out the reasons why this is necessary and how local area needs will continue to be met. We will seek that new provision does not result in a net loss of floorspace for community use. However some flexibility may be applied where it can be shown that a reduction would will not compromise the delivery of services or provision of facilities.

9.5.9.4. Development proposals Assessments will be required to justify involving the loss or transfer of community infrastructure within the Borough must be justified by a detailed needs assessment. The starting point for any such for the assessment should be the Infrastructure Delivery Plan (IDP), and, Applications must provide a sufficient level of detail for the Council to assess local area impacts depending on the on infrastructure provision, taking into account the location and nature of community uses involved on individual schemes. Proposals are strongly encouraged to refer the relevant key plans and strategies, whether from the of the Council, or its delivery partners and other stakeholders. Whilst the IDP is subject to regular review it may not always reflect the latest available information for certain types of infrastructure. Unless the development proposal is demonstrably associated with a public service transformation programme, in line with Policy C11. DC(c) above, or suitable replacement provision will be secured, applications must be also accompanied by evidence of an active marketing exercise, normally for covering a minimum continuous period of 12-twelve months to help demonstrate that the site or facility is not suitable for a similar or alternative community use. This should take into account the type of provision involved, its condition and site location. The loss of

Commented [NE459]: Respond to consultation – clarity about the IDP and community infrastructure to support growth

Commented [NE460]: Repetition – this is covered in Policy supporting text to C12. The policy point on innovative design has been moved to C12.

~~community infrastructure will be strongly resisted where these requirements cannot be satisfied.~~

Commented [NE461]: Amended for clarity and to aid effective implementation

~~9.6.9.5. The loss or a change of use of existing community infrastructure will be acceptable where it is clearly demonstrated that the disposal of assets is directly associated with a service transformation programme and necessary to deliver investment in public infrastructure and related services. Applicants will be required to demonstrate through this programme that the facility in question is surplus to requirements or unviable in its current format, and that adequate provision will remain available to meet the needs of the local population. Where the public estate is involved, marketing information will not normally be required. The Council will continue to engage with key stakeholders in health, education and other areas to ensure that key corporate programmes and priorities are reflected in the Infrastructure Delivery Plan, so that needs for provision can be appropriately identified and planned for.~~

Commented [NE462]: This is covered in amended paragraph 9.4

~~9.7.9.6. In limited and exceptional circumstances, where it is suitably demonstrated that the requirements of (DC) above cannot be satisfied we may consider payment-in-lieu contributions. In these circumstances, we will require a statement clearly justifying why it is not feasible to re-provide the infrastructure, whether on-site as part of the redevelopment or off-site in kind. Where a loss is judged to be acceptable by the Council, payments will be negotiated on a case-by-case basis having regard to the type of provision in question, with contributions being invested in community infrastructure improvements within the Borough. Further details will be set out in an update to the Council's Planning Obligations SPD.~~

CI 2 ~~New and enhanced~~High quality community infrastructure

- A. Development proposals for new community infrastructure, ~~or (including the alteration, extension or reconfiguration of existing facilitiescommunity infrastructure)~~, will be supported where ~~the facility:~~
- ~~a. The site and building is~~ appropriately located for the intended use; ~~and~~
 - ~~a.b. is~~ easily accessible by public transport, walking and cycling;
 - ~~b.c. The development has been~~ designed to maximise the flexibility and adaptability of space to accommodate a range of community uses ~~and users, wherever practical and feasible;~~
 - ~~c.d. The development includes~~ provision of well-integrated facilities that ~~enable it to effectively support the effective functioning and viability as a of the~~ community use, such as meeting spaces, ~~broadband connection,~~ kitchen facilities, toilets and dedicated storage space;
 - ~~d.e. The facility is~~ made available for use by the public as much as reasonably practical, and does not unreasonably restrict access to the wider community; ~~and~~
 - ~~e.a. There are clear arrangements to ensure the facility will be appropriately managed and maintained to an acceptable standard; and~~
 - ~~f. There is no~~Will not result in a significant adverse impact on ~~the amenity of neighbouring uses and the surrounding area properties (including amenity, traffic, parking and safety impacts) consistent with other Local Plan policies.~~

Commented [NE463]: Moved to B below

Commented [NE464]: Repetition – this is covered elsewhere in the plan

B. ~~All Development proposals should~~ **must** make the best of use of land, including the public sector estate. Innovative approaches to community infrastructure provision (such as the co-location of services, shared use of facilities and development of multi-use facilities) will be encouraged **and supported where other Local Plan policies are satisfied.**

C. ~~Development proposals for new community infrastructure There are~~ **must ensure that clear arrangements to ensure the facility will be appropriately managed and maintained to an acceptable standard over its lifetime; and**

Explanation

9.7. Community infrastructure is vital to ~~supporting liveable neighbourhoods and securing inclusive communities, and to meeting the needs of different groups within the Borough.~~ We will ~~therefore~~ be broadly supportive of ~~development~~ proposals involving new or enhanced provision ~~of community infrastructure, particularly where this helps to meet local needs. The IDP should be referred for further information on needs for new or improved community infrastructure in different parts of the Borough.~~

9.8. ~~Community f~~Facilities ~~and services~~ should be easily accessible by walking, cycling and public transport. ~~Applicants Development proposals~~ are encouraged to give priority to town and local centres in the site selection process. ~~These locations generally benefit from higher Public Transport Access Levels. Community facilities can also support the vitality and viability of town centres by encouraging visitors and linked trips.~~ However other locations ~~will be considered on an individual basis may be appropriate,~~ recognising that some ~~community~~ uses may not be ideally located in centres owing to space constraints, site availability or other requirements ~~specific to the community service or associated with the~~ facility. All proposals ~~will be expected to~~ **must** demonstrate that the ~~proposed~~ site location is appropriate ~~to the community and group(s) it is intended to serve. This includes having regard to local need for the use, accessibility consideration for the development's functional relationship and compatibility with adjoining and neighbouring land~~ uses.

9.9. All ~~development~~ proposals for community infrastructure, ~~whether new build or changes to existing facilities, will be expected to must~~ investigate ~~opportunities to and, wherever feasible,~~ incorporate design features that allow for flexibility and adaptability of ~~use the facility over the its lifetime of the development. These design features should be implemented wherever practical and feasible. It is important that consideration~~ **Consideration is should be** given to ~~the use of space in designs that can~~ accommodate ~~ing~~ a wide range of ~~community~~ uses ~~and end users~~. Service providers and developers are encouraged to engage with each other ~~and to refer the Council's Infrastructure Delivery Plan to identify whether there are opportunities for innovative designs that enable the~~ co-location or shared use of facilities. ~~In addition to enhancing the overall functional integrity of the facility, such interventions This~~ can help to support the viability of community infrastructure ~~through frequent usage (ensuring the facility is not underused during non-peak hours) and by making make~~ it more adaptable to ~~the~~ changing needs ~~of the community~~ over the long term.

9.10. Community facilities must be designed to a high quality standard ~~using the design-led approach~~. They should be accessible and inclusive places that help to promote

Commented [NE465]: Policy supporting text amended throughout to make more concise and align with policy changes above

social cohesion. Development proposals ~~will be expected to~~must include well-integrated facilities that enable the effective use of the building as a community space. This may include kitchen areas, toilets and washing facilities, broadband connection, communal areas and meeting spaces, and generous dedicated storage space. ~~We will resist~~Proposals that will be refused where they do not suitably demonstrate that the development is designed to support the long-term viability of the community use, whether as a standalone building or part of a mixed use development, ~~full consideration has been given to the main community function of the development, or the elements within the development intended for community use, through the design-led approach.~~

- 9.11. ~~Applicants are encouraged to investigate opportunities for the shared use of facilities. This will help to ensure that a wide range of individuals and community groups can benefit from provision in the locality, and that facilities are not underused particularly during non-peak hours. Development proposals for community infrastructure must make adequate arrangements for the maintenance and management of the facility over its lifetime. A Site Maintenance and/or Management Plan should be submitted prior to the occupation of development. Where facilities are integrated into new development, for example in major residential development schemes~~new mixed-use developments, these should be made as accessible as reasonably practical. We will ~~resist~~refuse proposals for facilities where these unreasonably restrict public access, for example, for reasons of resident tenure. ~~A statement setting out arrangements in respect of site management and maintenance should accompany proposals, and the Council may require a Management Plan prior to occupation.~~

Figure 9.1: Play space mapping and deficiency areas

CI 3 Sports, recreation and p~~Play and informal recreation~~

- A. ~~Development proposals should help to ensure that All people, and particularly children and young people, should~~ of all ages and abilities have access to a wide range of opportunities for sports, play and informal recreation and play. They should maximise opportunities to provide new or improved with community facilities~~infrastructure, along with public realm enhancements, so~~ that sports and recreation facilities and play spaces can be reached safely and easily throughout the Borough.

Sports and recreation facilities

- B. Existing sports and recreational facilities should be retained. Development proposals involving the loss of such facilities will only be permitted where they comply with London Plan Policy S5 (Sports and recreation facilities). Applications will be assessed taking into account the Infrastructure Delivery Plan along with the Council's Playing Pitch Strategy, Physical Activity and Healthy Lifestyle Strategy and other strategies as appropriate.

Play and informal recreation

- A.C. Development proposals that are likely to be occupied or used by children and young people ~~should seek to~~must increase opportunities for play and informal

Commented [NE466]: Respond to public consultation – need more recognition that play should focus on all ages not only on children and young people

Commented [NE467]: Respond to consultation – Sport England request to ensure London Plan conformity re tests on proposals involving loss

recreation, particularly ~~Where located~~ in areas ~~where there are with~~ identified deficiencies in ~~provision~~ play space, new housing development must provide demonstrable improvements in the quantity and quality of play space.

Commented [NE468]: Amended to strengthen policy

~~B-D.~~ Development proposals for ~~A~~ new housing development ~~will be expected to~~ must incorporate well-designed and high quality formal play provision of at least 10 square metres per child. Provision should be ~~provided-delivered~~ on-site and made accessible to all children in the development ~~irrespective of without being segregated by~~ housing tenure. Off-site provision will only be acceptable in exceptional circumstances, where it can be suitably demonstrated that ~~delivery of play on-site~~ provision on-site is not feasible and ~~residents there is existing play space, or new provision that will be secured, in proximity to the development that can be accessed safely and easily by residents of the age group it is intended for of the development will not be adversely impacted.~~ Off-site provision will be required ~~to~~ must be provided in line with the Council's Planning Obligations SPD. Where it can be demonstrated to the satisfaction of the Council that off-site provision is acceptable this will be secured through planning obligations and/or legal agreement, with payments in lieu calculated using the formula in Table 9.1 (Play space payments in lieu).

Commented [NE469]: Respond to consultation and Member feedback – to make clear the requirement tenure neutral design

Commented [NE470]: Amended for clarity and to aid policy implementation

Table 9.1 Play space payments in lieu

Formula for calculating payments in lieu
$X = ((A \times B) - C) \times D$
X = Financial contribution (£)
A = Number of children generated by the development (child yield calculated taking into account bedroom size(s) and tenure mix)
B = 10 square metres per child (play space requirement)
C = Square metres of play space proposed by the development
D = Average cost per square metre of play space

~~C-E.~~ All new play space and provision for informal recreation ~~should~~ must be sensitively integrated into the site and ~~locality~~ neighbourhood, and be designed ~~and managed~~ to:

- a. ~~Ensure the provision is free to use, with unrestricted that~~ public access ~~is encouraged and not unreasonably restricted, and made free-to-use wherever secured as part of new housing development;~~
- b. ~~Provide a stimulating and pleasant environment that promotes inter-generational integration social cohesion, and including by enabling~~ users of different ages and abilities to interact as well as to move around and play independently;
- ~~b-c.~~ Provide opportunities for respite, such as benches or seating areas;
- ~~c-d.~~ ~~Help ensure the safety of children and young people, including through layout and design features that allow for~~ Enable informal community supervision through passive surveillance;
- ~~d-e.~~ Integrate natural features such as trees, landscaped play areas and other greening measures; ~~and~~

Commented [NE471]: Moved to F below as D deals with design rather than management matters

Commented [NE472]: Amended for soundness - it is recognised that play and recreation space may be integrated into community uses (such as leisure centres or soft-play centres) where a fee may be required. The policy is clear that play space secured as part of new housing development must be free to use

f. Maximise the use of permeable surfaces and Sustainable Drainage Systems:
and
e.g. Site outdoor communal amenity and play spaces at the street level or ground floor of development, avoiding the use of rooftops and mezzanines.

Commented [NE473]: Amended to align with Council's Parks and Open Spaces Strategy

F. Where large-scale public realm is provided as part of a development proposal, this should incorporate incidental play space to make the public realm more playable. Incidental play space should supplement formal play provision elsewhere in the Borough and provide additional opportunities for physical activity in the urban environment.

D-G. Development proposals including new or enhanced play space must ensure the provision will be appropriately managed and maintained over its lifetime.

Commented [NE474]: Moved from D above

E-H. Development proposals that will result in the ~~not~~ loss of ~~existing~~ play space, whether existing or consented but not built, will be ~~strongly resisted~~ refused unless:

- Replacement provision of at least an equivalent ~~size amount~~ and improved quality will be provided, either on ~~the~~ site or in ~~its vicinity~~ proximity to it, within a reasonable walking distance for the intended age group, to meet the needs of children and young people in the locality; or
- It can be suitably demonstrated that ~~the loss would not result in a shortfall of provision in the locality, having regard to existing and projected future need that there is no ongoing or future demand for the play space, with reference to the Lewisham Play Strategy.~~

Explanation

Commented [NE475]: Policy supporting text amended throughout for clarity and to aid policy implementation

9.12. ~~We are committed to ensuring that children and young people in Lewisham are given the best start in life. In order to achieve this objective it will be necessary that an abundance of opportunities are available for play and informal recreation. Healthy and liveable neighbourhoods provide ample opportunities for people of all ages and abilities to participate in sport, recreation and play. Safe and stimulating play is essential to childhood development. It can positively impact positively on physical health, with particular benefits in helping to address and prevent childhood obesity, which This is a key issue in Lewisham as 21 per cent of school children in Reception are obese, rising to 37 per cent in Year 6. Further, some 58 per cent of adults are obese.~~¹²³ Play is also important to mental health and wellbeing as it provides opportunities for learning and social interaction at the early stages ~~of and throughout~~ life.

Commented [NE476]: Factual updates to help justify the policy approaches

9.13. The Lewisham Playing Pitch Strategy (2019) includes an audit of sports and recreational facilities within the Borough and an assessment of future requirements over the plan period. Overall, it concludes that the Borough's projected growth will result in a continued and rising demand for facilities. This includes dedicated facilities for sports such as football, cricket, rugby and field hockey as well as multi-purpose facilities, for example, leisure centres and sports halls. These future requirements are reflected in the IDP which development proposals will be expected to engage with. Given the current baseline situation it is unlikely that

¹²³ Lewisham Joint Strategic Needs Assessment: Picture of Lewisham, Part B. 2019.

there will be a surplus of this type of infrastructure and the Local Plan therefore protects land and facilities that are in use for sport and recreation. Development proposals involving the loss of these types of uses will be considered against London Plan policy S5 (Sports and recreation). The Local Plan site allocations make provision for community uses that will help to enable identified needs to be addressed as new development is delivered, particularly within the Opportunity Areas. Further opportunities will be considered in the Council's Physical Activity and Healthy Lifestyle strategy.

~~9.13-9.14.~~ The Lewisham Open Spaces Assessment (2019) ~~undertook~~ includes an audit of formal play provision in the Borough, ~~by looking at the various types of existing provision suited to~~ for different age groups. ~~The study concluded that w~~While there is satisfactory provision across the Borough there are deficiencies ~~present~~ in some areas, most notably to the south-east of Catford.¹²⁴ ~~To address local deficiencies and improve access to provision throughout the Borough, All~~ new development, particularly for housing and community infrastructure, should ~~therefore~~ investigate and seek to increase opportunities for play ~~for all age groups, taking into account the types of provision needed for them, including by enhancing existing provision, particularly in areas where there are deficiencies. This includes consideration for the types of provision required by different age groups.~~

~~9.14-9.15.~~ In line with the London Plan, ~~n~~New residential development ~~housing schemes developments will be required to~~ must provide formal play space of at least 10 square metres per child in order to address child occupancy and ~~play space~~ requirements generated by the development. ~~This benchmark is consistent with that set out in the draft London Plan.~~ Provision should be proportionally based on the number of children expected to occupy the development and an assessment of future needs. ~~The expectation is that p~~Play space ~~provision will should~~ be delivered on-site. ~~Off-site provision will o~~Only ~~be considered~~ in exceptional circumstances ~~should off-site provision be considered.~~ Applicants will be required to provide evidence to demonstrate that delivery on-site is not feasible, ~~including a design options appraisal, and that the needs of existing residents will continue to be met~~ generated by the development will be adequately met. ~~Normally, Off-site provision will be more appropriate for older children and young people as they are able to travel slightly longer distances by walking and cycling. As well, suitable play provision for this group might not be compatible within the development and could be better provided elsewhere, for example, as with skateboard parks. Off-site provision will be secured by planning obligations or legal agreements, using the formula set out in Table 9.1 (Play space payments in lieu). Additional details on the play space standard and off-site provision the application of this policy and the benchmark requirement are~~ are set out in the Council's Planning Obligations SPD and relevant London Plan ~~supplementary planning guidance, currently the Play and Informal Recreation SPG.~~

~~9.15-9.16.~~ All new play space should be ~~designed to a high quality standard. It should also be sensitively integrated into the site and its surrounds. Play space should be central to delivered through~~ the design-led approach with careful consideration given to the ~~specific play~~ requirements of the intended users. ~~Play space and other~~

Commented [NE477]: Respond to consultation – Sport England request for additional information on Playing Pitch Strategy

Commented [NE478]: Respond to consultation – more emphasis on play provision for all age groups

Commented [NE479]: Repetition – this is clearly set out in the policy

¹²⁴ The scope of the open space assessment only included play sites that are in ownership and/or management of Lewisham Council. It is recognised that overall levels of play provision will also include space made by private providers and developments. The assessment provides a baseline position for applications to consider appropriate provision of play space in the locality.

outdoor communal amenity space should be integrated at the street or ground floor level. The siting of provision on rooftops and mezzanine levels should be avoided as this may impede safe access and lead to provision being sited where microclimate conditions are not suitable. Rooftop and mezzanine space will only be acceptable where there is a clear design rationale and the provision is of an exceptional quality. Applicants are strongly encouraged to Developments should maximise opportunities to integrate natural or semi-natural features into play space provision, including tree planting and landscaped play areas. Naturalised spaces provide for stimulating and pleasant environments, enhance access to nature, and This is important in an urbanised setting like Lewisham, where it can be more challenging for children and young people to access biodiversity on a regular basis. Naturalised play spaces also help to reduce the need for hardstanding which is important for climate change adaptation and mitigation, for example, by reducing the heat island effect and enabling sustainable drainage.

Commented [NE480]: Included to support new policy criterion D.g above, in line with new Parks and Open Spaces Strategy

9.16-9.17. To support inclusive neighbourhoods and communities we will seek to ensure that all play space is free to use and made accessible to the wider public. We will strongly resist Development proposals that unreasonably restrict access to play space, for example, by fencing or other interventions measures designed to provide for exclusive access to residents of particular developments will be refused. Play space to which access is segregated by housing tenure is wholly unacceptable. It is recognised that some controls play provision may need be required in the interests of public health and safety as well as local amenity, for example, to be limited to ensure the use of facilities is limited to regular daytime or early evening operating hours to protect the amenity of residents. Site Management and/or Maintenance Plans should be submitted to address any such matters, along with arrangements for upkeep of space and equipment over the lifetime of the development.

9.17-9.18. Activity and play need not be restricted to parks and other types of formal play spaces. Incidental play space can be provided where features of the urban environment are made more playable. This is particularly in areas with large-scale public realm (for example around town centres, stations and community facilities) where people of all ages are likely to visit. The design of the wider urban environment public realm should encourage everyone, and particularly children and young people, to move around freely and independently in active ways, having regard to the Healthy Streets Approach and relevant good practice guidance, such as Sport England's Active Design Guidance. Therefore all Development proposals should give consideration to assess how the design and configuration of spaces and buildings, and how these might function to impede or enhance safe access to play opportunities.

Commented [NE481]: Consultation –request to signpost guidance

CI 4 Nurseries and childcare facilities

- A. Development proposals for day nurseries and childcare facilities (including child minding, playgroups and related activities) must be appropriately located and designed having particular regard to:
- Be located where they can be safely and easily accessed Accessibility by walking, cycling and public transport;
 - Not have an unacceptable adverse impact on traffic movements the road network and ensure adequate arrangements for car parking including access,

egress, cross-site movement and drop-off areas, with consideration given to needs of disabled users;

- c. Protect, manage and not adversely impact on local ~~Protection of amenity of adjoining and neighbouring uses;~~
- d. Respond positively to ~~Local~~ local character; and
- e. Secure ~~p~~Provision of fit-for-purpose facilities to accommodate the intended use and all likely users, including suitable outside play space where appropriate.

Commented [NE482]: Amended for clarity and to aid policy implementation

B. The use of residential floorspace for day nurseries and childcare facilities will only be supported where it is demonstrated that:

- a. The development ~~does will~~ not result in the loss of a dwelling and the residual residential floorspace meets the requirements and standards for self-contained housing, as set out ~~in~~ elsewhere in the Local Plan;
- b. The community use is ancillary to the residential use;
- c. There is a ~~specific local area need~~ demonstrable local need or market demand for the ~~community~~ use proposed; and
- d. There are no suitable and available non-residential premises to accommodate the use.

Explanation

9.19. Lewisham's Childcare Sufficiency Assessment (2016) provides a baseline assessment of early education and includes key priorities for the childcare market in Lewisham. We are committed to ensuring that there is sufficient provision of good quality, affordable and flexible provision to accommodate the diverse needs of households within the Borough. All development proposals for nursery and childcare provision should therefore engage with ~~refer the latest most recently published Council assessment to identify opportunities for meeting demand and area specific requirements. Such evidence can help to support proposals where conversion of a self-contained dwelling is proposed.~~

Commented [NE483]: This has been moved from elsewhere in the supporting text.

~~9.18-9.20. As with all types of community infrastructure, New~~ nurseries and childcare facilities should be appropriately located ~~within the Borough. Priority should be given to at safe, well-connected and easily accessible sites, locations, and where the impacts of additional movements arising from the use can be appropriately managed and mitigated. We will expect that Applicants fully should~~ investigate opportunities to locate such uses in ~~existing D Use-Class E premises, units, or other appropriate sites,~~ before considering ~~the use of existing~~ residential premises. Where it is proposed to incorporate a nursery or childcare facility within an existing self-contained (Class C3 Use-Class) property, this must not result in the loss of a dwelling unit, ~~consistent with other Local Plan policies.~~ In most circumstances a detached C3 use will be ~~seen as~~ more appropriate than a semi-detached unit, which in turn is preferential over a terraced dwelling. End of terrace locations will be treated the same as semi-detached properties. We may apply conditions to ensure residential uses are reinstated in any future change of use from a ~~community facility~~ Class E community use.

~~9.19.1.1. Lewisham's Childcare Sufficiency Assessment (2016) provides a baseline assessment of early education and includes key priorities for the childcare market in Lewisham. We are committed to ensuring that there is sufficient provision of~~

~~good quality, affordable and flexible provision to accommodate the diverse needs of households within the Borough. All proposals for nursery and childcare provision should therefore engage with the most recently published assessment to identify opportunities for meeting demand and area specific requirements. Such evidence can help to support proposals where conversion of a self-contained dwelling is proposed.~~

Commented [NE484]: Moved to first paragraph.

~~9.20-9.21.~~ It is important that nurseries and childcare facilities are designed to a high quality standard and ~~are fit for purpose, meaning that they function to~~ will meet the needs of specific uses and ~~likely range of all intended~~ users. ~~All Development proposals will be expected to be accompanied by a statement must demonstrate how the policy requirements will be satisfied. A statement should be submitted setting out details of operations including: nature of activity; numbers of staff and visitors expected; days and hours of operation; access, parking and servicing arrangements; and measures to protect local amenity. Proposals will be resisted where the development is not sufficiently suited to meeting the needs of all users of the facility, or where it will give rise to significant adverse impacts on the local area.~~

Commented [NE485]: Repetition – this is set out in the policy above

CI 5 Burial space

- A. The Council will help to ensure that provision is made for the different burial needs of Lewisham's communities by ~~protecting maintaining~~ existing cemeteries and ~~working with stakeholders to appropriately maintain these, along with ensuring seeking opportunities to enhance access to the capacity of~~ existing ~~spaces facilities~~ for new burials ~~space~~, where appropriate.
- B. Development proposals involving the provision of new burial space or related facilities must demonstrate that the provision:
 - a. Adequately meets the requirements of the various groups within the Borough, including those groups for whom burial is the only option;
 - b. Is appropriately located and within ~~close~~ ~~reasonable~~ proximity to the community it is intended to serve; ~~and~~
 - c. Identifies and appropriately responds to potential flood risk issues, including through the incorporation of mitigation measures; ~~and~~
 - ~~c.d.~~ ~~Will not adversely impact on open spaces and biodiversity, with reference to other Local Plan policies.~~

Commented [NE486]: Amended to provide greater flexibility for delivery of infrastructure to meet needs

Commented [NE487]: Respond to consultation – recognition that some burial spaces are designated open spaces and contain biodiversity sites

Explanation

~~9.21-9.22.~~ Burial requirements vary amongst London's diverse communities and different faith groups. Community cohesion and integration can be undermined in the absence of suitable local provision. There is no statutory duty for the Council to provide burial spaces however recognising the importance of providing opportunities for all individuals and communities to practice their faith, we have an interest in supporting provision to meet local needs wherever possible.

~~9.22-9.23.~~ Information on burial space provision is drawn from Lewisham's Open Space Study (2019) and the Greater London Authority commissioned research report, An Audit of London Burial Provision (2011). There are four cemetery sites in

Lewisham: Brockley and Ladywell, Hither Green, Grove Park, and Bromley Hill (which is run by Bromley Council). The GLA audit concluded that Lewisham is in the 'adequate' category of capacity typologies. This is owing to the amount of reserve land in Lewisham's cemeteries, which indicates it is probable that demand for burial space over the short to medium term can be met. We will therefore seek to protect the Borough's existing provision of burial space.

~~9.23.9.24.~~ The Council is currently in the process of carrying out a local assessment of burial space provision. This will support our ongoing monitoring of provision and assist stakeholders in planning positively to meet community needs. We will continue to assess capacity available to meet Lewisham's identified needs over the plan period, taking into account new planned provision and the impact of changes in legislation, including The Social Fund (Children's Funeral Fund for England) Regulations 2019.

~~9.24.9.25.~~ Where capacity issues arise the re-use of existing spaces can assist in meeting demand and would be considered. The re-use of burial space is encouraged by the London Plan, following provisions set out in Section 74 of the Local Authorities Act 2007 and Section 25 of the Burial Act 1857 allowing for the re-use of graves in certain circumstances. The Council will seek to ensure that any proposals for re-use of burial space comply with the statutory requirements and are sensitive to the site, its surroundings and the local community.

Commented [NE488]: As part of ongoing work on Infrastructure Delivery Plan, officers are engaging with relevant Council service area to confirm the latest position on need. Updates will be included in the plan where appropriate.

10 Green infrastructure

What you've told us

Green and open spaces are vital to:

- Leisure, health and well being
- Nature and wildlife
- Tackling climate change
- Making town centres other places attractive

Green and open spaces should be protected from:

- New developments
- Being paved over, especially gardens

More should be done to make the borough greener by:

- Tree planting
- Providing more and better quality pocket parks in built up areas
- Creating new green spaces in large developments

What we've learned

Lewisham is very green

- Green spaces cover one-fifth of the Borough.
- Lewisham was named one of the top boroughs in a recent Good Parks for London report.
- 15 parks have the Green Flag award for outstanding quality.

Some areas are better served than others

- People lack good access to parks, open space and nature in some areas
- Our Open Space study shows how some spaces are of fair or poorer quality
- Population growth will put extra pressure on parks and open spaces – more are needed to maintain current public access standards.

Opportunities to improve nature sites

- The Lewisham Biodiversity Action Plan and other key strategies highlight opportunities to improve the natural environment.

Main issues

National park city

The draft London Plan aspires for London to be a National Park City, and at least 50 per cent green by 2050 – Lewisham will have to play its part.

Access to open space

More and/or better provision will be needed in some areas to ensure everyone benefits from easy access to good quality parks and open spaces.

Meeting the needs of our growing population

Creating new large open spaces will be challenging as land is needed for homes and jobs

Biodiversity and nature

The council is now required to ensure the Local Plan delivers net gains in biodiversity.

We're proposing to...

Protect and enhance green spaces and nature sites

- Protect spaces and enhance their quality, for example, with new visitor facilities.
- Enhance the quality of waterways, such as the Rivers Thames, Ravensbourne and Quaggy
- Review open spaces and nature sites, and where appropriate, update their boundaries and level of protection for nature conservation.

Improve public access to spaces

- Prioritise the creation of new open space in areas that are lacking
- Enhance routes and entrances to parks and open spaces
- Improve walking and cycle routes, such as the Green Chain, Thames Path and Waterlink Way.
- Require larger developments to provide new public open space and/or fund improvements to spaces nearby

Promote urban greening

- Set greening standards for larger developments
- Promote the use of green roofs and walls

We've also considered

If we should allow some open spaces to be re-shaped to improve their quality (with no overall loss of space) or not provide such flexibility.

Making changes to the boundaries of spaces, or to their status as open spaces / sites of importance for nature conservation, drawing on our studies.

<Did you know?>

Lewisham was named in the top 3 of all London boroughs in the latest 'Good Parks for London Report'. This is based on parks services in categories such as public satisfaction, quality, supporting nature and community involvement.

Commented [NE489]: Not required for Regulation 19 plan

GR 1 Green infrastructure and Lewisham's Green Grid

- A. Lewisham's network of green and open spaces, waterways and green features (such as parks, street trees and residential gardens) are a fundamental component of the natural environment. This network makes an important contribution to the Borough's local distinctiveness including its character and heritage. It is they are also integral to supporting sustainable neighbourhoods and communities by and healthy lifestyles, providing a wide range of multifunctional environmental, social and

Commented [NE490]: Removed - green infrastructure is fully defined in supporting text and includes these elements

economic benefits. ~~Development proposals must protect Green infrastructure should be protected and opportunities taken to and seek to~~ enhance provision of green infrastructure across the Borough, including by ~~enhancing-improving~~ or creating new links between ~~green infrastructure its different elements~~.

- B. Development proposals ~~will be expected to~~ must investigate and maximise opportunities ~~for to enhancing-enhance~~ existing green infrastructure and creating new provision on site ~~through the design-led approach, with reference to the All London Green Grid~~. Consideration ~~should be given~~ to the site's context including its setting within the wider landscape, ~~and Development proposals must make suitable arrangements for~~ the long-term management of green areas and planting. This includes provision of sufficient space where large canopy trees can be retained and new trees established without pressure for their future removal.

Explanation

10.1. Green infrastructure refers to the ~~Borough's~~ network of green and open spaces, waterways, street trees, green roofs, public and private residential gardens, allotments and other assets, such as semi-natural and natural drainage features, ~~across the Borough~~. It includes parks and public spaces as well as private gardens and other spaces with vegetation. Together these elements of the environment help to support strategic objectives across a number of policy areas such as: promoting public health and wellbeing, mitigating against and adapting to the impacts of climate change (including by reducing flood risk), improving air and water quality, and conserving natural habitats and species. A strategic approach to green infrastructure is necessary to ensure that green assets are ~~protected~~, planned ~~for~~, designed and managed in an integrated way. In London's ~~metropolitan and heavily~~ urbanised ~~setting-context~~ it is important that ~~the multifunctional benefits of green infrastructure are recognised and proactively addressed~~. Green infrastructure ~~must is-not be~~ considered in isolation of other ~~features-aspects~~ of the built environment.

10.2. Whilst the environmental value of green infrastructure is clearly evident its social and economic value is becoming increasingly recognised. Lewisham's Open Spaces Assessment (20~~19~~20) includes information on the natural capital account, which considers the economic, social and environmental value of green infrastructure.¹²⁵ Research indicates that Lewisham currently enjoys benefits accruing from green infrastructure to a value of up to £2.1 billion, a figure that is comparable to the adjacent inner-London Boroughs. This helps to put into perspective the wider benefits of the local network of green infrastructure.

~~10.3. In addition, t~~The protection and enhancement of green infrastructure in Lewisham is necessary to support the ~~draft~~ London Plan objective to make London at least

¹²⁵ The Corporate Natural Capital Accounting (CNCA) is a methodology used to assess the social, economic and environmental value of green infrastructure, and was developed by the Natural Capital Committee in its report to the UK Government. It considers factors such as the costs of public inactivity, the value of recreational visits to green infrastructure, impact of green infrastructure on property values, and the value of the various environmental functions green infrastructure performs. See Lewisham's Open Space Assessment (20~~19~~20) for further details.

50% per cent green by 2050, ~~so that it can achieve and to support its~~ National Park City status. Many of the Borough's trees are located in private gardens especially at the ends of rear gardens where combined garden areas provide the space for large canopy trees to develop and mature. These trees contribute to the Borough's urban forest ~~and providing provide benefits including~~ rear outlook amenity, wildlife habitat, air pollution reduction, improved ground drainage, climate change mitigation and health and wellbeing benefits. Development proposals ~~need to maximise opportunities to should~~ retain these trees for their ecosystem services and avoid compromising and encroaching available space for them. ~~This includes, for example, smaller developments involving when considering rear building extensions, the location of garden studios, when redeveloping whole sites and the subdividing of houses and gardens as well as larger redevelopment schemes.~~

Commented [NE491]: To reflect that London became a National Park City in 2019

10.4. ~~The London Mayor has prepared supplementary planning guidance on the All London Green Grid (ALGG).¹²⁶ The ALGG promotes the creation of a high quality and multifunctional green infrastructure network across London with the principal aim of supporting sustainable communities. The ALGG includes different types of open spaces, green corridors and the linkages between these (including wider public realm, corridors along transport routes, footpaths and cycle ways). The ALGG defines a number of Green Grid Areas across the region and Lewisham sits within the 'South East London Green Chain Plus' area. The Local Plan helps give effect to the ALGG and some of the key strategic objectives are reflected in the sub-areas section of this Plan. All development proposals will be expected to positively engage with the ALGG guidance in supporting a linked network of green infrastructure locally that improves public access to open spaces.~~

Commented [NE492]: Moved from Policy GR2 Open Space supporting text

Figure 10.1 Grid Green Framework

GR 2 Open space and Lewisham's green grid

- A. Open spaces are integral components of Lewisham's ~~network of green infrastructure~~ Green Grid and will be protected from inappropriate development, ~~in accordance with Lewisham's open space hierarchy.~~

Designated Open Spaces

- B. ~~Metropolitan Open Land (MOL) and Local Green Space (LGS) are afforded the same level of protection as Green Belt. Development proposals on MOL and LGS will be considered in accordance with the London Plan and national planning policies that apply to Green Belt land.~~
- C. ~~Development proposals involving the loss of Strategic Open Space will be strongly resisted and only permitted in the following exceptional circumstances:~~
- a. ~~Replacement provision of at least an equivalent amount (i.e. no net loss) and better quality will be provided. The replacement provision must:~~
 - i. ~~Be located within the Borough and in reasonable proximity to the existing open space, with equivalent or better access by walking, cycling and public transport;~~

Commented [NE493]: Respond to consultation - Policy (and associated Appendices in Part 5) amended throughout. Policy is revised in line with findings of new Open Space Review and MOL Review – Additional Sites Report which cover the physical extent of open spaces. Policy also amended to provide clarity on the hierarchy of open spaces, the level of protection afforded to each, and tests for assessing the re-configuration or loss of open space.

¹²⁶ Green Infrastructure and Open Environments: The All London Green Grid. Supplementary Planning Guidance. 2012. Mayor of London.

- ii. Not result in an increase in public open space deficiency;
 - iii. Be publicly accessible;
 - b. The development will provide a wider public benefit which clearly outweighs the loss of the existing open space;
 - c. There will be no adverse impact on biodiversity, with reference to Policy GR3 (Biodiversity and access to nature);
 - d. Suitable replacement provision will be made for outdoor sports facilities or playing fields, with reference to London Plan policy S5 (Sports and recreation facilities), as well as allotments and community gardens where appropriate; and
 - e. Where the development involves part of an area of open space the quality of any remaining open space will not be eroded by the development.
- D. Where development proposals satisfy the requirements of GR3.C above, the full quantity of replacement open space must be secured prior to the commencement of the development. Planning conditions and/or legal agreements will be used to ensure the open space is appropriately secured.
- E. Neighbourhood forums are encouraged to undertake detailed assessments to identify appropriate sites to designate as Local Green Space in neighbourhood development plans.

Neighbourhood Open Space

- F. Development proposals involving the reconfiguration of existing Neighbourhood Open Space will only be supported where:
- a. There is no net loss of open space, including play space, and net gains are achieved wherever possible;
 - b. There is no detrimental impact on the environmental function of the open space, including support for nature conservation;
 - c. There will be demonstrable improvements in the quality of open space provision, particularly in addressing identified deficiencies in the quality and quantity of open space in the locality and public accessibility to it;
 - d. The reconfiguration is delivered through comprehensive development, in line with a site wide masterplan, and will ensure a viable future for the open space.
- G. Development proposals resulting in the net loss of Neighbourhood Open Space will be only be permitted where it is demonstrated that:
- a. The development will provide a wider public benefit which clearly outweighs the loss of the open space;
 - b. The development cannot feasibly be delivered without the loss of part or all of the open space;
 - c. A design options appraisal has been used to ensure the minimal amount of open space will be lost and that any remaining open space is of a higher quality, with greater multifunctional use (for example play space, habitat creation or climate change adaptation measures);

- d. There will be improvements to the quality of the remaining open space; and
- e. Appropriate provision is made for existing play space and market space with reference to CI 3 (Play and informal recreation) and EC 20 (Markets).

~~B.A. Development proposals, particularly those located within areas that are deficient in open space, should maximise opportunities to introduce new publicly accessible open space and improve connections to existing or planned new open spaces. All major developments will be expected to incorporate publicly accessible open space unless it can be clearly demonstrated that this is not feasible.~~

~~C. Development proposals involving the loss of open space will be strongly resisted. In exceptional circumstances the loss of open space will be permitted where replacement provision of at least an equivalent amount and better quality is provided within the local area catchment. All replacement open space must be publicly accessible.~~

~~D.A. Development proposals involving the reconfiguration of existing open space will be supported where:~~

- ~~a. There is no net loss of open space and net gains are achieved wherever possible;~~
- ~~b.a. There is no detrimental impact on the environmental function of the open space, including support for nature conservation;~~
- ~~c.a. Demonstrable improvements in open space provision will be achieved, particularly in addressing identified deficiencies in the quality and quantity of open space in the locality and public accessibility to it;~~
- ~~d.a. The reconfiguration is delivered through comprehensive development, in line with a site wide masterplan, and will ensure a viable future for the open space.~~

Ancillary uses

~~E.H. Development proposals for ancillary uses on open space (such as outdoor leisure facilities, outdoor play and fitness equipment, refreshment facilities, event space and public toilets) that help to improve the quality of open space and promote access to a wide range of users will be supported where they:~~

- a. Are demonstrably ancillary to the use of land as open space;
- b. Are necessary to facilitate or support the appropriate use of the open space;
- c. Do not have a detrimental impact on the environmental function of the open space, including support for nature conservation;
- d. Respond positively to local character, including by maintaining or enhancing the visual quality of the open space and its setting;
- e. Are of a scale and function that is proportionate to the nature of the open space; and
- f. Are ~~designed to of~~ a high quality ~~standard design~~, are including by following accessible and inclusive to all and safe design principles, and do not detract from the amenity provided by the open space.

Enhancing the quality and function of open spaces

~~I.~~ Development proposals, particularly those located within areas that are deficient in open space, should maximise opportunities to introduce new publicly accessible open space, giving priority to green space, and as well as improve connections to existing or planned new open spaces, particularly in areas of open space deficiency. ~~All~~ Major developments will be expected to ~~must~~ incorporate new publicly accessible open space unless it can be clearly demonstrated that this is not feasible, in which case off-site contributions may be required.

~~F.~~~~J.~~ With reference to Policy GR4 (Lewisham Links) ~~d~~Development proposals will be expected to ~~must~~ maintain and wherever possible enhance access to and connections between Lewisham's the network of open spaces, including by improving access to and connectivity between these spaces within and outside the Borough. Priority should be given to measures that encourage walking, cycling and other active travel modes along routes that link open spaces such as the South East London Green Chain, Waterlink Way, the Thames Path and other local elements of the All London Green Grid.

~~G.~~~~K.~~ Development proposals located adjacent to open space ~~should~~ ~~must~~ respond positively to the character of the open space and seek to as well as protect, and wherever possible enhance, the ~~habitat biodiversity~~ value and visual amenity provided by it.

~~H.~~~~A.~~ Neighbourhood forums are encouraged to undertake detailed assessments to identify appropriate sites to designate as Local Green Space in neighbourhood development plans.

Commented [NE494]: Moved to E above

Table 10.1 Lewisham's open space hierarchy

Categorisation	Description	Primary function
Metropolitan Open Land and Local Green Space	MOL and LGS are the highest order of open space in the Borough. As set out in the NPPF, they are afforded the same level of protection as Green Belt. MOL is designated on the Policies Map. LGS is designated in Neighbourhood Plans.	MOL are extensive areas of land bounded by urban development around London that fulfils a similar function to Green Belt. LGS are green spaces which are demonstrably special to a local community and hold a particular local significance because of their beauty, historic significance, recreational value, tranquillity, or richness of wildlife and biodiversity.
Strategic Open Space	Open spaces that are significant to the Borough's open space and wider green infrastructure network. Strategic Open Spaces are designated on the Policies Map.	Green spaces including: Parks and gardens, natural and semi-natural green space, green corridors, allotments and community gardens, outdoor sports facilities and playing fields and formal amenity green space.
Neighbourhood Open Space	Open spaces that make an important contribution to the liveability of neighbourhoods. These can include but are not limited to green spaces. Neighbourhood Open Spaces is not designated on the Policies Map.	Provision for children and young people, informal amenity space and civic and market squares and hard-surfaced areas designed for pedestrians.

Explanation

40.3.10.5. Open spaces form a vital component of Lewisham's infrastructure and particularly its Green Grid and London's network of green infrastructure. Open spaces, including waterways and water spaces, make a significant contribution to the environmental quality and character of the Borough. They also play a key role in supporting the physical and mental health and mental wellbeing of the local

population by providing opportunities for leisure and recreation and supporting as well as enabling people to lead active lifestyles. Lewisham benefits from provision of a wide range of good quality open spaces which total around one-fifth of the area of the Borough. They include urban green spaces, green corridors and a variety of public open spaces such as parks, cemeteries, churchyards, allotments and community gardens. There are also areas of Metropolitan Open Land which are designated through the London Plan. Some open spaces contain protected habitats or species and are designated as Sites of Importance for Nature Conservation. Further details are set out in Policy GR3 (Biodiversity and access to nature).

Commented [NE495]: Deleted for clarity – the different typologies of open space and primary functions are set out in Table 7.1 above

10.4.10.6. As the Borough's population increases the pressure on existing parks and open spaces will invariably rise. The Lewisham Open Spaces Assessment (2019²⁰) considers the amount of open space that is needed to support the projected future population over the plan period, based on a fixed quantity standard. This suggests that a significant amount of additional provision will be required to maintain the standard over the long-term. Due to the finite availability of land and pressure requirement to accommodate new development to meet local needs, such as for housing and workspace, there will be limited opportunities to create new larger open spaces, such as Local or District level parks. It is therefore vitally important that open spaces are protected, measures are taken to improve their functional and quality, and that public access to open space is enhanced. As well, that major and other developments maximise opportunities to integrate new publicly accessible open space. The Lewisham Parks and Open Spaces Strategy will support the implementation of the Local Plan. It sets out key priorities for delivering improvements to parks and access to them.

10.7. In accordance with London Plan policy G4 (Open space), the Local Plan sets out a hierarchy of open spaces. It also includes policies to protect these spaces commensurate with their categorisation in the hierarchy (Table 7.1). The open space categorisations broadly reflect those set out in national and regional planning policy and guidance¹²⁷ but they have been adapted to reflect Lewisham's local circumstances. Metropolitan Open Land and Strategic Open Space are designated on the Policies Map whilst Local Green Space is designated in Neighbourhood Plans. These strategic open spaces and their boundaries have been informed by numerous evidence base studies.¹²⁸ Neighbourhood Open Spaces are not designated on the Policies Map. However the Local Plan recognises the important contribution these spaces make to liveable and sustainable neighbourhoods.

10.8. Development proposals involving the loss of Strategic or Neighbourhood Open Space should be avoided and will only be permitted exceptional circumstances, as set out in the policy above. The reconfiguration of Neighbourhood Open Space can be an effective approach to addressing deficiencies in the quantity and quality of provision. It can also help to overcome site constraints where it would otherwise

¹²⁷ This includes London Plan policy G4 (Open space), Table 8.1 and Planning Policy Guidance 17. It is noted that PPG17 was replaced by the NPPF and the Government's Assessing Needs and Opportunities Companion Guide by the NPPG. However, the Companion Guide's methodology and typologies continue to be recognised as good practice in London and England for land-use planning.

¹²⁸ Lewisham Open Spaces Assessment (2020), Lewisham Open Space Review (2022), Lewisham Metropolitan Open Land Review (2020) and MOL Additional Sites Report (2021). Neighbourhood Plans should be referred for information on Local Green Space.

be difficult to deliver new development, (such as for housing, workspace or community facilities) or area improvements. We will therefore give consideration to Development proposals involving the reconfiguration of open space where they must provide demonstrable improvements in the functional value of open and public access to it. In order to ensure certainty over the protection of open space and beneficial outcomes for the wider community and the environment, all proposals for reconfiguration must be delivered through comprehensive redevelopment and in line with a site-wide masterplan.

40.5.10.9. The Lewisham Open Spaces Assessment (2019) provides an overview of existing open space provision across the Borough and in neighbouring authorities. It includes an assessment of public access to these open spaces and identifies areas where there are deficiencies in access to certain types of provision. Whilst all development proposals should investigate and maximise opportunities to enhance open space this is particularly important in areas of deficiency. We will expect all applications-development proposals to refer to and engage with the Open Spaces Assessment (2019), or any subsequent update, to inform the planning and design process through the design-led approach. Furthermore, applicants-proposals should refer the deficiency maps developed by Greenspace Information for Greater London (GiGL). These are regularly updated taking into account the latest available information on open spaces, and use a method of accurately mapping areas of deficiency in public access based on actual walking distances along roads and paths.

Figure 10.2: Open spaces

40.6.10.10. New development can help to enhance provision-access to open space even where it is not feasible to deliver new public open space on site. Through the design-led approach development proposals should seek to deliver public realm enhancements to create new routes or improve connections to existing or planned new open spaces, including through public realm enhancements, particularly in areas of deficiency. Planning contributions towards open space provision may be sought, particularly where development is likely to increase-pressure-generate additional demands on existing provision in-the-local catchment area such through the introduction of more residential units and households. Contributions may include measures that support public access to open space, along with the functional quality and amenity value of it.

40.7.1.1. The reconfiguration of open space can be an effective approach to addressing deficiencies in the quantity and quality of provision. It can also help to overcome site constraints where it would otherwise be difficult to deliver new development, such as for housing, workspace or community facilities. We will therefore give consideration to proposals involving the reconfiguration of open space where they provide demonstrable improvements in the functional value of open and public access to it. In order to ensure certainty over the protection of open space and beneficial outcomes for the wider community, all proposals for reconfiguration must be delivered through comprehensive redevelopment and in line with a site-wide masterplan.

~~10.8.1.1. The London Mayor has prepared supplementary planning guidance on the All London Green Grid (ALGG).¹²⁹ The ALGG promotes the creation of a high quality and multifunctional green infrastructure network across London with the principal aim of supporting sustainable communities. The ALGG includes different types of open spaces, green corridors and the linkages between these (including wider public realm, corridors along transport routes, footpaths and cycle ways). The ALGG defines a number of Green Grid Areas across the region and Lewisham sits within the 'South East London Green Chain Plus' area. The Local Plan helps give effect to the ALGG and some of the key strategic objectives are reflected in the sub-areas section of this Plan. All development proposals will be expected to positively engage with the ALGG guidance in supporting a linked network of green infrastructure locally that improves public access to open spaces.~~

Commented [NE496]: Moved to GR1 above

~~10.9.10.11. The NPPF provides scope for enablers neighbourhood forums to designate Local Green Space through the neighbourhood plan process. National policy provides that Local Green Space is afforded the same level of protection as Green Belt land. Neighbourhood Forums are well placed to identify high quality green spaces that are valued by the local community and whose protection could will help to support the Local Plan objectives. We will therefore encourage forums are encouraged to undertake detailed assessments to support justify the designation of Local Green Space. It is recommended that all such assessments apply using a robust methodology. Assessments should be and are published as part of the technical evidence base. This will assist with public understanding of the proposals and to support the plan-making and examination process.~~

Figure 10.3: Metropolitan Open Land

Figure 10.4: Open space deficiency – local parks

Figure 10.5: Open space deficiency – district parks

Figure 10.6: Open space deficiency – metropolitan parks

GR 3 Biodiversity and access to nature

~~A. The Council will work positively with stakeholders, including the Lewisham Biodiversity Partnership, to promote and secure the conservation, restoration and management of habitats as well as the protection of species. It will prepare a Local Nature Recovery Strategy (LNRS) as part of a strategic approach to seek to nature conservation and to deliver net gains in Biodiversity Net Gain within the Borough.~~

Commented [NE497]: Respond to consultation – Designated Sites of Importance for Nature Conservation have been updated in line with recommendations of additional evidence base completed since the Regulation 18 stage. The designated spaces are set out in Local Plan Appendices, Schedule 8 and will be reflected on the Policies Map.

Commented [NE498]: Moved – criterion GR3.E moved to front end of policy

~~B. Nature conservation sites Sites of Importance for Nature Conservation (SINCs) will be safeguarded in the Local Plan, and Development proposals must protected in order to preserve or and maximise opportunities to enhance priority habitats and species, as well as to help ensure the public benefits from easy access to green spaces with the wildlife value, particularly by walking and cycling of SINC sites. They must also protect and conserve protected and priority habitats and species that sit outside of the SINC network, with reference to the London Environment Strategy.~~

Commented [NE499]: Respond to consultation and officer review - Amended to respond to provisions in new Environment Act, and request for further information on how Council will deliver

Commented [NE500]: Respond to consultation – Make clear distinction between SINC and other sites. Also, clarification on what constitutes priority habitat or species; this is set out in the London Environment Strategy, which the policy now refers.

¹²⁹ Green Infrastructure and Open Environments: The All London Green Grid- Supplementary Planning Guidance. 2012. Mayor of London.

C. Development proposals must seek to avoid harm to biodiversity including within SINC sites and Local Nature Reserves. In line with London Plan policy G3 (Biodiversity and access to nature), where it is demonstrated that harm is unavoidable, and where the benefits of the development proposal clearly outweigh the impacts on biodiversity, the following mitigation hierarchy must be applied to minimise impacts:

- a. Avoid damaging the significant ecological features of the site;
- b. Minimise the overall spatial impact and mitigate it by improving the quality or management of the rest of the site;
- c. Deliver off-site compensation of better biodiversity value.

Commented [NE501]: Included to aid policy implementation and ensure consistency with higher level policies

D. Development proposals must not adversely impact on that have the potential to impact on internationally designated international or national nature conservation sites that are located outside of the Borough must ensure that impacts are assessed in accordance with the relevant legislative requirements. Proposals will be considered having regard to national planning policies and legislation.

Commented [NE502]: Amended for consistency with the NPPF and planning legislation governing national and international designated sites

A-E. Development proposals will be expected to identify and retain existing habitats and features of biodiversity value. They should also seek positive should seek to secure Biodiversity Net Gains for biodiversity wherever possible. The BNG benchmark is a minimum 10 per cent increase in habitat value for wildlife compared with the pre-development baseline, calculated using an appropriate Biodiversity Metric, particularly in areas that are deficient in public access to nature conservation. Biodiversity should be fully integrated into the design-led approach with consideration given to the site context and its setting within the wider landscape setting, as well as the layout, design, construction and management of buildings, spaces and their associated landscaping.

Commented [NE503]: Respond to consultation – additional requirements on Biodiversity Net Gain to align with provisions in the new Environment Act

Commented [NE504]: Repetition – considerations for design-led approach set out in Policy QD1

B. Development proposals on sites that are within or adjacent to Sites of Importance for Nature Conservation, Local Nature Reserves, Ecological Corridors or other sites of special biodiversity interest must protect and enhance the nature conservation value of the site. Development that has a direct or indirect harmful impact, either individually or in combination with other development, will only be supported where it can be demonstrated through the following approach that:

- a. The harm to the special biodiversity interest cannot be reasonably avoided;
- b. Where avoidance is not possible, the proposal will minimise and mitigate the impact;
- c. Appropriate compensation is provided in exceptional circumstances where the benefits of the development clearly outweigh the harm to the biodiversity interests.

Commented [NE505]: Policy principles retained but re-phrased in policy C above to ensure consistency with NPPF and London Plan

~~C.A. Development must not adversely impact on internationally designated nature conservation sites that are located outside of the Borough.~~

D-F. All major development proposals and other development proposals that are likely to have a direct or indirect adverse impact on a SINC, Local Nature Reserve or other sites with special biodiversity interests must be accompanied by submit an Ecological Assessment carried out by a suitably qualified assessor chartered

ecologist. Major development proposals adjacent to a SINC should consult the Lewisham Biodiversity Partnership to assist with the assessment of potential impacts on the site and opportunities to enhance the site's biodiversity value.

E. The Council will seek to manage positively the nature conservation value of habitats and sites by:

a. Securing management plans, where appropriate, in order to ensure the achievement of conservation objectives; and

Positively engaging with stakeholders, including the Lewisham Biodiversity Partnership, to protect and enhance the Borough's open spaces and sites of conservation value.

G. Planning conditions and/or legal agreements may be used to secure Management Plans where these are considered necessary to support nature conservation objectives.

F.H. Development proposals that help to reduce deficiencies in the population's access to nature will be considered favourably.

Explanation

~~10.10.10.12.~~ Lewisham features a wide variety of ~~important~~ wildlife habitats ~~and sites of biodiversity value~~. These include ~~ing designated~~ Sites of Importance for Nature Conservation (SINCs), Local Nature Reserves and other areas ~~of with~~ habitat value such as parks and open spaces, ecological corridors, waterways, ~~and incidental woodlands and other~~ green spaces. It is imperative that ~~the~~ wildlife value of these habitats ~~are is~~ protected ~~and with~~ appropriately managed so that their special biodiversity value is maintained and, ideally, improved over the long-term maintenance regimes in place to maintain or enhance their wildlife value over the long-term. ~~Protection~~ This is important not only ~~to support for~~ nature conservation objectives but also to maximise the ~~many other multifunctional~~ benefits associated with green infrastructure ~~including the management of flood risk, air and water quality, and climate change adaptation and mitigation.~~ The State of Nature Report (2019)¹³⁰ makes clear the issues around the decline in the abundance and distribution of species in England and the UK. The Council will continue to work with stakeholders, including the Lewisham Biodiversity Partnership, to support nature conservation and fulfil its statutory obligations. The Environment Act 2021 sets out the framework for a national Nature Recovery Network which local authorities will support through the preparation of Local Nature Recovery Strategies (LNRS).

~~10.14.10.13.~~ Growth and regeneration can be compatible with nature conservation objectives when development is considered in a holistic way. ~~In order to deliver sustainable communities we will require that a~~ Considerations for nature conservation ~~must therefore be~~ fully integrated into the site selection, design and development process design-led approach. All ~~d~~ development proposals ~~should must~~ seek to ~~avoid harm to protect habitats and species and further and~~

Commented [NE506]: Respond to consultation – clarification to ensure ecologist is professionally chartered; and to seek that major developments engage with the Partnership for its local knowledge

Commented [NE507]: Re-phrased for clarity in G below

Commented [NE508]: Moved to criterion A above

Commented [NE509]: Repetition - this is covered more extensively in Policy GR1

Commented [NE510]: Respond to consultation – refer reports and issue of species decline

Commented [NE511]: To reflect provisions in Environment Act 2021

¹³⁰State of Nature Reports and State of Nature Summary for England. (2019). National Biodiversity Network.

protect biodiversity as well as maximise opportunities to enhance biodiversity the value of habitats wherever possible. Applicants should refer the latest local Lewisham Biodiversity Action Plan, currently "A Natural Renaissance for Lewisham" (2021), which sets out information on the vision and opportunities for the Borough in this regard along with details on priority habitats and species.

Commented [NE512]: Moved to Para 10.14

~~10.12.1.1. Access to nature is a key component of living in an urban environment as it offers opportunities for respite, relaxation and education. Lewisham residents generally benefit from good access to green and open spaces. However in some parts of the Borough people do not enjoy easy access to green spaces with wildlife value. Localities where people are further than 1 kilometre walking distance from a publicly accessible site of Metropolitan or Borough level significance for nature conservation are defined by the London Plan as 'areas of deficiency'. Lewisham has 5 such areas covering 14 per cent of the Borough. The largest of these is located in the northwest, spreading from the River Thames in the north to Brockley in the south and the boundary with Southwark in the east. The other four areas, which are smaller and more discrete, are located around Deptford, Forest Hill, Lee and Lewisham town centre. Where new development comes forward opportunities should be taken to introduce additional biodiversity features across the Borough, and particularly in the areas of deficiency. Further information is set out in the Lewisham Re-Survey of Sites of Importance for Nature Conservation Study (2016). For development proposals, applicants should refer to the deficiency maps developed by Greenspace Information for Greater London (GiGL). These are regularly updated taking into account the latest available information on nature sites, and use a method of accurately mapping areas of deficiency in public access based on actual walking distances along roads and paths.~~

10.14. A review of SINCS has been undertaken to inform the preparation of the Local Plan.¹³¹ Lewisham contains Metropolitan, Borough and Local SINCS which are designated on the Policies Map. The level of protection afforded to SINCS is commensurate with their status and contribution to the wider ecological network. There are also priority habitats and species outside of SINCS which are given protection through this policy. The London Environment Strategy includes a comprehensive list of priority habitats and species that require particular consideration for planning decisions. The Lewisham Biodiversity Action Plan should also be referred for information.

Commented [NE513]: Respond to consultation – clarification as to what constitutes priority habitats and species

10.15. Lewisham does not contain any designated European international or national nature conservation sites.¹³² However there are 4 such sites within 15 kilometres of the Borough boundary which, given their proximity, have the potential to be impacted by development. These sites include the Lee Valley Special Protection

Commented [NE514]: Amended to take account of new technical evidence.

¹³¹ Lewisham Open Space Review (2022) and Re-Survey of Sites of Importance for Nature Conservation (2016).

¹³² International sites are designated under European Union Council Directive on the conservation of wild birds (79/409/EEC) 1992, European Union Council Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) 1992 and Ramsar Convention on wetlands of international importance.

Area (SPA) and the Richmond Park, Wimbledon Common and Epping Forest Special Areas of Conservation (SAC). Where a development proposal has the potential to impact on a European site by virtue of its location, nature of use or scale, then applicants should consult Natural England to confirm whether a Habitats Regulations Assessment is required. Development proposals that are likely to have significant adverse impacts on European international or national sites will be strongly resisted considered against relevant national planning policies and legislation.

~~10.13.~~10.16. All Development proposals will be expected to must clearly identify biodiversity interests both within and in proximity to the site and assess impacts on them. They should set out how demonstrate how the development will respond positively to these interests whilst also demonstrating how harm will be avoided. In line with national policy, if significant harm resulting from a development cannot be avoided then mitigation measures will be required. The NPPF sets out principles for determining planning applications where there is a potential or likely harm to biodiversity.¹³³ These are reflected both by the London Plan and this policy. Where it is clearly and convincingly demonstrated that harm to biodiversity cannot reasonably be avoided then appropriate mitigation measures will be required. This could include with biodiversity offsetting or other used as a last resort. Mitigation measures should support implementation of Lewisham's Biodiversity Action Plan, which will be and may be secured by way of planning obligations or planning conditions. Applications-Proposals must clearly address why mitigation measures are necessary and any such mitigation must be agreed with the Council in advance of the commencement of development. Mitigation measures should only be considered in exceptional circumstances. Proposals will be resisted where it cannot be suitably demonstrated that all reasonable efforts have been made to avoid harm to biodiversity interests at the outset of the site selection, design and development process.

Commented [NE515]: Included to aid policy implementation and to ensure consistency with NPPF and London Plan

Commented [NE516]: Amended to ensure consistency with NPPF and London Plan. Part of this captured in rephrased paragraph.

~~10.14.~~10.17. Proposals for major development and other development with a potential to have a direct or indirect impact on the nature conservation value of sites, including designated sites with special biodiversity interests, will be required to a SINC, LNR or other site with biodiversity interest must submit an up-to-date Ecological Assessment. This must be carried out by A-a suitably qualified chartered ecologist, such as one registered with the Chartered Institute of Ecology and Environmental Management (CIEMM)-will be expected to undertake this assessment. Surveys should be carried out during an optimal time of the year for observation. They must contain a sufficient amount of detail to identify and consider the relevant biodiversity interests and potential impacts on them. Applicants are expected to make surveys available to Greenspace Information for Greater London (GiGL) to assist in the collection of information in Lewisham and the region, and aid in the future delivery of the Lewisham Biodiversity Action Plan. Development proposals should consider biodiversity taking into account the relationship between different land uses within and in proximity to the site, along with amenity considerations such as lighting and shading.

Commented [NE517]: Respond to consultation – clarification added to support policy

Commented [NE518]: Respond to consultation – guidance to clarify

¹³³ National Planning Policy Framework. 2021. Paragraphs 80-83.

~~10.15.1.1. Lewisham does not contain any designated European nature conservation sites.¹³⁴ However there are 4 such sites within 15 kilometres of the Borough boundary which, given their proximity, have the potential to be impacted by development. These sites include the Lee Valley Special Protection Area (SPA) and the Richmond Park, Wimbledon Common and Epping Forest Special Areas of Conservation (SAC). Where a development proposal has the potential to impact on a European site by virtue of its location, nature of use or scale, then applicants should consult Natural England to confirm whether a Habitats Regulations Assessment is required. Proposals that are likely to have significant adverse impacts on European sites will be strongly resisted.~~

Commented [NE519]: Re-ordered to align with policy sequencing

10.18. The Environment Act 2021 introduces provisions for Biodiversity Net Gain. The mandatory requirement for BNG on qualifying developments will apply in England and are to be brought into force through future amendments to the Town and Country Planning Act.¹³⁵ To ensure the alignment with the new legislative framework the Local Plan seeks that development proposals secure BNG. The BNG benchmark is a minimum 10 per cent increase in habitat value for wildlife compared with the pre-development baseline, calculated using an appropriate Biodiversity Metric.¹³⁶ The Lewisham Local Plan Viability Assessment (2022) indicates that this requirement will have a negligible impact on development viability.¹³⁷ Policy GR3.E will be used as a guide until such time further legislation and national policy take effect. BNG should normally be delivered on-site. However flexibility may be applied on a case-by-case basis where it is demonstrated that on-site provision is not feasible or off-site contributions will provide greater biodiversity benefits, for example, by contributing to the restoration or recovery of habitats within sites or areas identified in a LNRS or other similar document. Development proposals should refer to good practice guidance such as the British Standard BS 8683:2021 Process for designing and implementing Biodiversity Net Gain.

Commented [NE520]: Respond to consultation – supporting text linked to new policy on BNG in line with Environment Act 2021

10.19. Development proposals may be required to be accompanied by a ~~site~~ management plan. This will normally be secured by way of planning condition. The need for a management plan will be established on a case-by-case basis taking into account the biodiversity interests on or in proximity to the site, as well as the nature and scale of development proposed. Management ~~plans~~ can help to ensure that habitats and species are not harmed during the construction process, and that that site specific interventions and mitigation measures are fulfilling their objectives over the lifetime of the development, including through regular maintenance and monitoring. Applicants are strongly encouraged to liaise

¹³⁴ Designated under European Union Council Directive on the conservation of wild birds (79/409/EEC) 1992, European Union Council Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) 1992 and Ramsar Convention on wetlands of international importance.

¹³⁵ The Government published a consultation on Biodiversity Net Gain Regulations and Implementation which ran from January to April 2022.

¹³⁶ The Government published the BNG 3.1 Metric (JP039) on 21 April 2022. This should be used as a guide for calculating BNG, or where appropriate, a future equivalent.

¹³⁷ The study tested BNG to be secured in perpetuity by applying an increase in build costs of 0.8 per cent, which is the upper end of the range indicated in the 2019 DEFRA report Biodiversity Net Gain and Local Nature Recovery Strategies Impact Assessment.

with local stakeholders, including the Lewisham Biodiversity Partnership, to discuss opportunities for support in this regard.

10.20. Access to nature is a key component of living in an urban environment important as it offers opportunities for respite, relaxation and education. People in Lewisham residents generally benefit from good access to green and open spaces. However in some parts of the Borough people do not enjoy easy access to green spaces with wildlife value. Localities where people are further than 1 kilometre walking distance from a publicly accessible site of Metropolitan or Borough level significance for nature conservation SINC are defined by the London Plan as 'areas of deficiency'. Lewisham has 5 such areas covering 14 per cent of the Borough. The largest of these is located in the northwest, spreading from the River Thames in the north to Brockley in the south and the boundary with Southwark in the east. The other four areas, which are smaller and more discrete, are located around Deptford, Forest Hill, Lee and Lewisham town centre. Where new development comes forward opportunities should be taken to introduce additional biodiversity features across the Borough, and particularly in the areas of deficiency. Further information is set out in the Lewisham Re-Survey of Sites of Importance for Nature Conservation Study (2016). For Development proposals, applicants should refer the deficiency maps developed by Greenspace Information for Greater London (GiGL). These are regularly updated taking into account the latest available information on nature sites, and use a method of accurately mapping areas of deficiency in public access based on actual walking distances along roads and paths.

Commented [NE521]: Re-ordered to align with policy sequencing

Figure 10.7 Designated nature conservation sites

Figure 10.8 Areas deficient in access to nature

GR 4 Lewisham Links

- A. ~~Development proposals must contribute to facilitating the creation and enhancement of the~~ Council will promote and work with stakeholders to deliver the Lewisham Links, a connected network of high quality walking routes and cycleways, public open spaces, green spaces, and nature sites and other visitor destinations across the Borough.
- B. Development proposals must provide for public realm enhancements to support the delivery of the Lewisham Links where they are On sites located adjacent to an existing or proposed route of the Lewisham Links, or where an existing or proposed route runs through is located within the a site, development proposals must contribute to the delivery of a h High quality public realm, giving priority to movement by walking and cycling, in line must be provided with reference to Policy QD3 (Public realm) and TR3 (Healthy streets and part of healthy neighbourhoods). Proposals must deliver public realm improvements to support the delivery of the Lewisham Links. The specific nature of public realm enhancements which will be considered on a site case-by-site case basis, and may include:
 - a. New or enhanced footpaths or cycleways;

Commented [NE522]: This is a repeat of the policy included in each of the Part 3 sub-area sections. To make the plan more concise, it has been deleted from the sub-area sections and included as this borough-wide policy. A cross-reference to the Lewisham Links will be retained in the Part 3 section, with further details set out on the specific 'links' within each of the respective sub-areas.

Commented [NE523]: Amended to aid effective implementation – it will not be appropriate for all development proposals to contribute to the Lewisham links. The specific circumstances in which they should are set out in GR4.B

- b. Road realignment;
- c. Street crossings or other safety measures;
- d. Cycle parking including space for cycle hire;
- e. External lighting;
- f. Landscaping;
- g. Tree planting or other green infrastructure;
- h. Drinking water fountains;
- i. Public conveniences;
- j. Way-finding signage.

C. To support the effective implementation of the Lewisham Links, development proposals must have regard to the Council's Parks and Open Spaces Strategy.

10.21. This policy forms a key part of the Local Plan approach to delivering healthy, liveable and sustainable neighbourhoods. The Lewisham Links will help to ensure that people throughout the Borough are both encouraged and enabled to make more journeys by active travel modes, taking advantage of a high quality and well-connected network of walking routes and cycleways. The Lewisham Links will improve people's access to and between parks, open spaces, community facilities, and other key visitor destinations such as town centres and public transport nodes. The policy builds on the success of the North Lewisham Links Strategy. This sets out a programme of public realm improvements focused on priority walking routes and cycleways, or 'links', parts of which have now been delivered. The Strategy was developed in response to issues of severance caused by major roads and railways in Deptford and New Cross, as well as the need to secure new infrastructure to support growth and regeneration.

10.22. Development proposals must make provision for public realm enhancements where the site contains or is adjacent to an existing or proposed route of the Lewisham links. The specific nature of public realm enhancements will be considered on a case-by-case basis taking into account the nature of the development along with the site size, location and contribution required to support the effective functioning and quality of the Lewisham Links. Further details are set out in Part 3 of the Local Plan for each of the Borough's character areas. Whilst the Lewisham Links will connect a wide variety of visitor destinations there is a strong focus on connections to and between green spaces. Development proposals should therefore refer to the Lewisham Parks and Open Spaces Strategy.

Commented [NE524]: New supporting text - the Reg18 document did not have policy supporting text

GR 45 Urban greening and trees

A. Development proposals ~~should~~ must demonstrate how the design-led approach has been used to incorporate high quality landscaping and optimise, maximise opportunities for urban greening measures. ~~This includes~~ by the incorporating integration of high quality and species diverse landscaping, street trees, wildlife habitat, green roofs and walls; and Sustainable Drainage Systems. ~~Urban~~ They must be designed with greening should be fully integrated into the design-led approach with consideration given to the site context setting within and the wider

landscape ~~setting~~, as well as the layout, design, construction and long-term management of buildings and spaces.

- B. Development ~~proposals~~ must respond positively to landforms including by retaining or enhancing landscape features of historic, ecological and visual amenity value.
- C. Major development proposals ~~will be expected to~~ ~~must~~ increase green cover on site to achieve the ~~recommended~~ target Urban Greening Factor (UGF) in the ~~draft~~ London Plan, unless it can be suitably demonstrated that this is not ~~technically~~ feasible. The target UGF score is 0.4 for predominantly residential development and 0.3 for predominantly commercial development ~~(excluding B2 and B8 uses)~~. Existing green cover retained on-site will count towards the target score. Planning contributions may be sought where the target UGF is not achieved.
- D. Development proposals should maximise the use of ~~living-green~~ roofs and walls. Major development proposals will be expected to demonstrate that the feasibility of integrating these ~~features-measures~~ has been fully investigated, and minor development proposals are strongly encouraged to incorporate them. ~~Living-Green~~ roofs and walls will be supported where they are appropriately designed, installed and maintained. ~~Development p~~Proposals should have regard to the latest industry good practice guidance to help ensure that green roofs and walls are designed to maximise environmental benefits and will function effectively over the lifetime of the development.
- E. Development proposals ~~should~~ ~~must~~ seek to retain existing trees, as well as the associated habitat with regard for the urban forest, ~~with reference to Policy GR3 (Biodiversity and access to nature)~~, ~~and They should also~~ maximise opportunities for additional tree planting ~~and green infrastructure~~, particularly ~~trees in characteristically urbanised settings-locations~~ such as streets ~~and town centres~~. ~~All Development proposals must suitably demonstrate that tree retention along with tree and other green infrastructure planting have been considered as part of the design-led approach and the development they will:~~
- Provide for the sensitive integration of all trees whilst ensuring any new or replacement on-site provision is of a high ecological quality (including appropriate species, stem girth and life expectancy) and ~~positively~~ ~~contributes~~ ~~positively~~ to the microclimate;
 - Protect veteran trees and ancient woodland;
 - Retain trees of quality and associated habitat, wherever possible, with appropriate arrangements to secure their protection throughout demolition, construction, and external works, to the occupation stage of development;
 - Avoid the loss of, and mitigate against adverse impacts on, trees of significant ecological, amenity and historical value;
 - Ensure building foundations are sufficient to be climate change resilient in proximity to trees; and
 - Ensure adequate replacement tree planting where the retention of trees is not reasonably practical, with replacement provision that meets the requirements of (a) above.

Commented [NE525]: Deleted - Feasibility implies technical feasibility

Commented [NE526]: This is captured in GR5.A – this policy focuses specifically on trees

Commented [NE527]: Repetition – design led approach set out in QD1 and covered also in A above

- F. ~~Development p~~Proposals ~~involving should avoid, and the Council will refuse,~~ the removal of protected trees (i.e. those covered by a Tree Protection Order and trees within Conservation Areas), ~~or these and developments~~ that ~~would~~ have a detrimental impact on the health ~~of protected trees~~ and visual amenity provided by ~~them protected trees, will be strongly resisted.~~ The Council may identify and seek to protect trees that are of a significant amenity, heritage, ecological, or other value through the development management process.
- G. Major development proposals, and where appropriate other development proposals, will be required to submit a Landscape Design Strategy and Arboriculture Survey to demonstrate that landscaping and other urban greening measures are appropriate to the site, can be implemented effectively and will be suitably managed over the lifetime of the development.

Explanation

~~10.16-10.23.~~ Urban greening is a term used to describe a wide range of measures that can be incorporated into buildings and spaces to increase green cover in the Borough. These measures include, but are not limited to, tree planting, naturalised biodiverse landscaping, green roofs and walls, hedges, climbers, plants for pollinators, de-paving, rain gardens and sustainable drainage systems using natural or semi-natural features. Urban greening ~~offers a number of~~can provide multifunctional benefits environmental benefits including for biodiversity enhancement and climate change resilience, particularly by helping to reduce the urban heat island effect and flood risk. Greening can also enhance the character of areas and improve the visual amenity of spaces and buildings, and provide green corridors for connecting wildlife habitats, which is particularly important in a highly urbanised setting like Lewisham, such as for climate change resilience, amenity including air quality, nature conservation and local character.

Commented [NE528]: Amended to make more concise

~~10.17-10.24.~~ The ~~draft~~ London Plan ~~introduces~~ sets the Urban Greening Factor (UGF) requirement for major developments ~~s proposals~~. The UGF is a model used to provide a baseline for the amount of green cover that development will be expected to achieve, taking into account various site development factors. We will apply the recommended ~~interim~~ UGF factors for major residential and commercial development as ~~advocated set~~ by the ~~draft~~ London Plan. Existing green cover retained on site as part of a development proposal will count towards the target UGF score. Relevant major development proposals should meet and seek to exceed the target score. Some flexibility may be applied on a case-by-case basis where it is suitably demonstrated that the target cannot be achieved for reasons of technical feasibility or financial viability, in which case proposals should show that they have been designed to achieve the highest score possible. Development proposals should refer the Mayor's Urban Greening Factor SPG.¹³⁸

~~10.18-10.25.~~ Living Green roofs and walls will normally be required as part of the package of urban greening measures delivered on sites. They will be supported

¹³⁸ Urban Greening Factor Guidance. Greater London Authority. The draft guidance was published in September 2021.

where they appropriately respond to local character and comply with other Local Plan policies. This includes consideration for the historic environment, where development must preserve the significance of heritage assets. Green roof assembly should as a minimum consist of a root repellent system, a drainage system, a filtering layer, a growing medium and plants, and be installed on a waterproof membrane on an applicable roof. Buildings should be designed to have sufficient structural capacity and integrity to resist all loads for soil, moistures, plants, rain and wind uplift, safely, effectively and permanently. It is important that living roofs are included in the early planning and design stage and supported by a qualified and accredited installer. Green ~~and living~~ roofs should be designed in with photovoltaic panels. ~~Development p~~Proposals must demonstrate how the installation and maintenance will comply with the latest industry standards, currently in the Green Roof Code of Best Practice for the UK 2014, or any national equivalent.

Trees

~~10.19-10.26.~~ Trees and the urban forest are an integral part of the Borough's network of green infrastructure and have many beneficial functions. In addition to enhancing local character and amenity, including air quality, they provide extensive areas of habitat for wildlife, which is particularly important in an urbanised setting like Lewisham. Trees also have an important role in climate change adaptation and mitigation. For example, they reduce strain on drainage systems by absorbing rainfall and enable positive microclimatic effects through cover and shade. Recognising the significant environmental value of trees the ~~draft~~ London Plan sets out the Mayor's aspirations to increase tree cover in London by 10 per cent by 2050, which this policy provides support for. The London Environment Strategy (2018) and London Urban Forest Plan (2020) provide further details on tree canopy cover and the urban forest.

~~10.20-10.27.~~ Trees should be considered at the early stages of the planning and design-led process approach in order to maximise their many beneficial effects including on ecology, local character and amenity. Where development proposals include elements of public realm we will require tree provision that is must be commensurate with the nature and scale of development. All Development proposals will be expected to retain and protect existing trees, ensuring they can be sustained over the long-term. This includes trees of quality which are Category A and B trees as defined by British Standard BS5837:2012 and also Category C & U trees within biodiverse habitat areas. New development should not result in an unacceptable harm to or loss of trees, particularly where these are protected by a Tree Preservation Order, are located in a Conservation Area or make a significant contribution to local ecology, public amenity and local character, including historic character. Whilst acknowledging the Council has limited control in terms of the protection of trees in private residential gardens, it will seek to promote the multifunctional benefits of trees and prevent the loss of trees wherever possible.

~~10.21-10.28.~~ Where it can be suitably demonstrated that the loss of a tree is acceptable, such as when the tree is considered dangerous to the public or where its removal is necessary to secure site redevelopment consistent with the spatial

Commented [NE529]: Respond to consultation – signpost key strategies to justify policy and support implementation

Commented [NE530]: Benefits addressed in paragraph above

Commented [NE531]: Respond to consultation – reflect situation in terms of private gardens

strategy, then replacement planting will be required. ~~We will prioritise~~ Priority will be given to on-site replacement unless it can be demonstrated there are exceptional circumstances ~~that which~~ necessitate off-site provision, in which case planning contributions may be sought. When a financial obligation is required for replacement trees the value may be calculated using the Capital Asset Value for Amenity Trees (CAVAT) or a similar methodology. Financial contributions will be expected to include on-going maintenance costs where trees are planted in the public realm.

~~10.22-10.29.~~ 10.29. New or replacement species should be selected to avoid the risk of decline or death arising from increases in non-native pests and diseases. Where new trees are to be planted, the species type should be chosen using the 'Right Place Right Tree' approach as advocated by the Mayor's London Tree and Woodland Framework. When purchasing trees, they should be responsibly sourced ideally from a domestic nursery with UK grown or imported trees appropriately quarantined for a minimum of one year within the UK before sale. This ensures plant health and non-infection by foreign pests or disease.

~~10.23-10.30.~~ 10.30. The Council makes Tree Preservation Orders (TPOs) to protect specific trees or particular areas, groups or woodland with amenity value from deliberate damage and destruction. If a tree is subject to a TPO, consent will be required before any work that might affect the tree can be carried out. It is a criminal offence to prune, fell or damage protected trees without appropriate consent and the Council will enforce breaches in accordance with relevant policy and legislation.

Landscape design strategy

~~10.24-10.31.~~ 10.31. A site's landscape and its relationship to existing and future development, and immediate surrounds, should be considered comprehensively from the start of the design-led approach. Proposals should have regard to the existing character of the site including landform and features of the natural landscape (such as trees on or in proximity to the site). Where existing landscapes contribute to local distinctiveness, development should respond positively to those features. Applicants are encouraged to refer Lewisham's Characterisation Study as a useful starting point for understanding landscape features in the Borough.

~~10.25-10.32.~~ 10.32. A Landscape Design Strategy must be included with all major development proposals and proposals for sites where a Tree Preservation Order is in place. Other applications may also be required to provide this information having regard to individual site circumstances and the biodiversity interests involved. The Landscape Design Strategy ~~will be expected to~~ must include an assessment of the relevant site features and nature conservation interests, details of work required to ensure the successful implementation of the strategy, and a ~~M~~management ~~P~~plan. The ~~M~~management ~~P~~plan should address maintenance of hard and soft landscaping features over the lifetime of the development, with specific details covering a minimum 5-year period from occupation. Considerations may include: planting plans with species, frequency of maintenance operations such as weeding, irrigation and the use of hydration bags for trees, checking stakes and ties, plant condition, mowing times for long grass sward areas,

materials and minimising hard surfacing, details of building subsidence and other liabilities such as climate change resilient foundations within zone of influence of trees, permeable surfacing and SUDs drainage, wildlife connectivity such as hedges for boundary treatment and hedgehog gaps when fencing is used, underground services and infrastructure in relation to root protection areas of existing trees and new tree planting areas, security and access arrangements to landscaped areas.

~~40.26~~10.33. Arboriculture Surveys should be undertaken separately and help to inform the Landscape Design Strategy, where one is required. Surveys should provide details of existing species (with information on spread, roots and position of trees), details of trees affected by the development (including measures to be taken to protect retained trees during the construction process), and other plans for the positive management of trees. Plans and documents will be expected to be submitted in accordance with the British Standards 5837 (2012).

GR ~~56~~ Food growing

- A. Allotments and community gardens will be protected in order to support sustainable food growing locally and to enhance opportunities for leisure, social interaction and education.
- B. Major development proposals for housing and proposals for community facilities are encouraged to include provision of space for community gardening and food growing. Where such existing provision exists and a site is to be redeveloped, this should be retained or re-provided.

Explanation

~~40.27~~10.34. Allotments and community gardens form part of the Borough's network of green infrastructure. They are an important resource for local food production, support biodiversity and promote sustainable communities, for example, by providing opportunities for recreation and social interaction. For children and young people food growing offers opportunities for education outside of the traditional classroom setting. Allotments and community gardens are invaluable to those who do not have access to a private garden and therefore help to promote more inclusive communities. Whilst recognising that private gardens provide opportunities for food growing, this policy does not apply to gardens as these are dealt with separately in the Local Plan.

~~40.28~~10.35. All major development proposals for residential and community uses are encouraged to incorporate provision for food growing. This should be considered early in the design-led approach so that provision is of a high quality standard, suitably meets the needs of the intended end users, and is accessible to people of all ages and abilities. Consideration should also be given to the integration of ancillary facilities, such as storage space for equipment and connections to water sources, which are vital to ensuring that provision is convenient and ~~useable~~functional.

Commented [NE532]: Respond to consultation – clarification point to aid policy implementation

Commented [NE533]: Deleted as there are no relevant standards – the focus on high quality provision is retained

GR 67 Geodiversity

C. The Council will protect the Borough's geodiversity assets and seek to promote understanding of them by:

- a. Designating a Regionally Important Geological Site at Beckenham Place Park;
- a-b. Designating a Locally Important Geological Sites at Old Gravel Pit, Blackheath and Buckthorne Cutting, Crofton Park; and
- b-c. Ensuring development proposals make a positive contribution to the protection and enhancement of designated geodiversity sites and other sites of geological interest.

Commented [NE534]: Respond to public consultation – request to consider locally important geological sites; one additional site designated as informed by latest London Plan evidence / supplementary planning guidance

Commented [NE535]: Respond to consultation – provide flexibility for consideration of sites which are not designated at this time

Explanation

10.29-10.36. Geodiversity involves the many components that make up the landscape and its character. This includes physical features, such as rocks and soils, as well as the processes that help shape landforms such as erosion and sedimentation. An awareness of geodiversity helps us to understand our environment and how we can better adapt to it. As geodiversity is a natural resource that cannot be replaced or recreated it is important that geological interests are appropriately managed.

10.37. The Local Plan designates 3 geological sites of strategic importance which are set out in the Policies Map. The designations have been informed by research prepared by the Natural England and the London Geodiversity Partnership¹³⁹, which supports the London Plan and its associated Supplementary Planning Guidance. identifies scope for the designation of a The designated sites comprise:

- **Regionally Important Geological Site (RIGS) at Beckenham Place Park,** which is designated in the Local Plan takes forward. This RIGS consists of a small portion of land near the park's entrance which is notable for its natural exposures of clay and sands, known as the Harwich Foundation. The exposure benefits from its location at either side of a Green Chain walk within the park where there is good opportunity for public access.
- **Locally Important Geological Site (LIGS) at Old Gravel Pit, Blackheath.** This LIGS is located at the edge of an open space and features sand and gravel, also from the Harwich Foundation, which are visible despite being overgrown by grass.
- **Locally Important Geological Site at Buckthorne Cutting, Crofton Park.** This LIGS is located at a railway cutting and features clay, silt and sand from the London Clay Formation. The site forms part of a Local Nature Reserve where there are opportunities for public access.

Commented [NE536]: New designations informed by updated technical evidence – London Foundations reports. Buckthorne Cutting also noted during public consultation.

¹³⁹ London's Foundations: Protecting the Geodiversity of the Capital Supplementary Planning Guidance (2012) and Revised Site Assessments for London's Foundations (2021). Greater London Authority.

~~10.38.~~ We will protect the geodiversity interests at ~~this-these~~ sites and promote appreciation and understanding of them, such as by supporting way finding signs, interpretative boards and public access improvements where appropriate. ~~The London's Foundations SPG and associated research should be referred for further information on site characteristics and promotional opportunities.~~

~~10.30-10.39.~~ There are other sites within the Borough that have been identified as sites of geological interest but which have not been designated as RIGS or LIGS in the Local Plan. These include, for example, the New Cross Cutting Nature Reserve and at Ladywell. The Council will continue to work with stakeholders including the London Geodiversity Partnership to explore opportunities to support the protection and management of such sites.

11 Sustainable design and infrastructure

What you've told us

~~The council should by lead example in responding to the climate emergency.~~

~~More should be done to tackle climate change by:~~

- ~~• Making buildings more environmentally friendly, for example, by using less energy.~~
- ~~• Creating decentralised energy networks, such as in Deptford and Bell Green~~
- ~~• Protecting green and open spaces, and promoting urban greening~~
- ~~• Encouraging people to use cars less~~

~~There are also concerns about:~~

- ~~• Poor air quality~~
- ~~• Fly tipping~~
- ~~• Flood risk, especially in residential areas~~

What we've learned

~~Carbon emissions falling but remain a concern~~

- ~~• The latest Government data shows emissions decreased by 38% from 2005 to 2017.~~
- ~~• Housing is the largest source of carbon emissions in Lewisham, mainly from domestic gas. Transport is the second largest.~~

~~Different types of flood risk~~

- ~~• River related flooding is the main form of flood risk in Lewisham~~
- ~~• Large parts of the Borough lie within a Critical Drainage Area, where there is a greater risk of surface water flooding incidents~~

~~Poor air quality in some areas~~

- ~~• Some parts of Lewisham exceed the EU limits for the pollutant Nitrogen Dioxide.~~
- ~~• Levels for the pollutant PM10 (Particular Matter) are within the EU limits but exceed the World Health Organisation guidelines.~~

Low levels of recycling

- Recycling rates have been improving but Lewisham is behind the rest of London.

Main issues

Climate emergency

The council declared a climate emergency and aims to be carbon neutral by 2030—but there are technical and financial challenges to achieve this.

Population growth

Lewisham's population is forecast to rise by roughly 20% by 2040. Carbon emissions will increase unless action is taken.

Flood risk

Climate change is expected to increase flood risk—the location and design of development will be important to ensure the safety of people and properties.

Air quality

Supporting growth and development whilst improving air quality remains a key challenge.

Waste management

Lewisham must play its part in helping London to manage waste more responsibly.

We're proposing to...

Help reduce carbon emissions

- Ensure new developments meet the London Plan standards for sustainable design and construction.
- Allow for the limited use of carbon offset payments, where carbon reduction targets cannot be met on site. Funds will be used on local green projects.
- Prepare an Energy Masterplan to support the creation and use of decentralised energy networks.

Reduce flood risk

- Restore and revitalise Lewisham's river corridors
- Update our borough-wide flood risk study and use this to inform planning decisions
- Work with partners to maintain and deliver new infrastructure, including flood defences and the Thames Tideway Tunnel.

Improve air quality

- Encourage and enable people to use cars less, or not at all
- Require new developments to be 'air quality neutral'

Reduce and effectively manage waste

- Promote the 'circular economy'—reduce waste by prioritising the re-use and recycling of materials
- Work with other boroughs to manage Lewisham's share of waste, and safeguard existing facilities.

We've also considered...

- ~~Requiring developments to meet carbon targets on-site in every case (e.g. not allowing flexibility for offset payments).~~
-

Commented [NE537]: Not required for Regulation 19 document

SD 1 Responding to the climate emergency

- A. Lewisham Council has declared a climate emergency. In response to this a strategic and coordinated approach will be taken to ensure that the Borough contributes significantly to mitigating climate change and is made more resilient to its environmental, social and economic impacts. Local actions are both necessary and integral to supporting wider regional and national actions to address global climate change.
- B. To help ensure that the Borough develops in a way that is environmentally sustainable ~~the Council will~~ all development proposals must:
- a. Help Lewisham to become a net zero-carbon Borough as part of a net zero-carbon London;
 - b. ~~Designate, P~~protect and seek maximise opportunities to enhance ~~a the~~ network of green and open spaces, as well as improve linkages to and between them;
 - c. ~~Designate Conserve~~ sites of importance for biodiversity, protect habitats and species within the local ecological network, and seek deliver biodiversity net gains in biodiversity wherever possible including through urban greening;
 - d. Implement measures to reduce flood risk and ensure resilience against the impact of flooding across the Borough, and seek to improve the quality of water bodies;
 - e. ~~Ensure that new development does not adversely affect impact on~~ the amenity of the local population and habitats, including by mitigating impacts on and improving air quality in the Borough;
 - f. Help London to achieve ~~net~~ waste net self-sufficiency by promoting the applying the waste hierarchy and circular economy principles in order to increase the re-use and recycling of materials and achieve reductions in waste going for disposal.
- C. A plan, manage and monitor process approach will be used to support the successful transition to a net zero-carbon Borough. This process approach will help to ensure that the Local Plan reflects ~~the most~~ current national and regional planning policy requirements and standards for carbon management, along with the Council's latest technical evidence studies and strategies to deliver low and zero carbon outcomes.

Commented [NE538]: Respond to consultation – the Local Plan should reflect the requirement to deliver net gains in biodiversity in line with legislation

Commented [NE539]: Amended to reflect that development should reduce flood risk both within and outside of the borough

Commented [NE540]: Consultation – stronger wording requested

Commented [NE541]: Repetition – this is covered in the standalone policy on air quality and the policy on amenity and agent of change, which this criterion links to

Commented [NE542]: Amended to align with changes to Policy SD12 Reducing and sustainably managing waste

Explanation

- 1.1. Lewisham Council is one of the first local authorities in the UK to declare a climate emergency.¹⁴⁰ This declaration has been made recognising that a changing

¹⁴⁰ London Borough of Lewisham. Meeting of Council on 27 February 2019. Motion 2 declared to be unanimously carried.

climate will have severe and enduring social, economic and environmental implications, and that tackling climate change is an issue of inequality as the greatest impact will be on the most vulnerable and those least able to protect themselves. A strategic and coordinated approach to addressing climate change is necessary. Collaborative action will need to be pursued by authorities at different levels and across administrative boundaries – in London, the UK and beyond – in order to realise significant positive gains in carbon reduction and to limit global warming.¹⁴¹ At the same time it is imperative that Lewisham's [neighbourhoods and](#) communities are made more resilient to the on-going effects of climate change. We are committed to accelerating action on climate change understanding that locally specific responses are urgently needed to help address this global issue in a meaningful way, and that local authorities will need to show more leadership in this regard. [The Local Plan will work together with the Council's Climate Emergency Action Plan \(2020\), which sets out a roadmap for taking action on climate change in Lewisham.](#)

Commented [NE543]: Factual update and informative

- 1.2. The Local Plan will play an important role in helping the Borough respond to the climate emergency. It provides the strategic framework for climate change mitigation and adaption in respect of the future use and management of land within Lewisham. It also sets out policies to ensure that new development is designed, constructed and operated in a sustainable way. These policies cut across a number of topic areas, many of which are included in the following section, and reflect the complexity of matters that must be taken into account when planning positively for climate change resilience.
- 1.3. The ~~draft~~ London Plan sets a strategic objective for London to become a [net](#) zero-carbon city by 2050, which we are committed to helping achieve. A plan, manage and monitor [process approach](#) will be used to support the successful transition to a net zero-carbon Borough. We will regularly assess performance against our strategic objectives through the Authority Monitoring Report process. This will help to inform any necessary changes to ~~our the~~ policy approaches [set out in this Local Plan](#). In addition, we will take the opportunity to regularly review policies to ensure they reflect the latest requirements and standards at the regional and national levels, also taking account of the Council's latest technical evidence and strategies. ~~For example, we have committed to preparing a future Climate Change Action Plan and to investigate options and feasibility of becoming a net zero-carbon Borough by 2030. Through the Local Plan review process we will seek to align any future corporate strategies and actions with the local planning framework.~~

Commented [NE544]: Deleted as the Action Plan has now been adopted, and this has informed the Local Plan

SD 2 Sustainable design [and retrofitting](#)

- A. Development proposals ~~will be required to~~[must](#) submit a Sustainable Design Statement. This should clearly set out how [the design-led approach has been used to ensure the integration of](#) sustainable design principles ~~have been integrated into the design-led approach~~, including consideration of the construction and operation

¹⁴¹ The United Nations Framework Convention on Climate Change (FCCC), Decision 1/CP.21, more commonly referred to as the Paris Agreement, seeks to limit global warming to 1.5 degrees Celsius from pre-industrial levels.

phases of development. The statement should be proportionate to the nature and scale of development proposed with a sufficient level of detail to demonstrate that the relevant policy requirements have been satisfied. For major development proposals the Sustainable Design Statement should refer and complement other detailed statements including for:

- a. Landscape design and urban greening;
- b. Nature conservation;
- c. Energy use and heat risk management;
- d. Air quality;
- e. Flood risk and water management;
- f. Ground conditions; and
- g. Waste reduction and the circular economy.

B. ~~Proposals for new self-contained major and minor residential development will be required to~~ Proposals for new self-contained major and minor residential development should seek to achieve the BRE Home Quality Mark.

Commented [NE545]: Respond to consultation – amended in response to Written Ministerial statement regarding housing standards

C. ~~Proposals for new non-residential development of 500 square metres gross floorspace or more, including mixed-use development, will be required to~~ Proposals for new non-residential development of 500 square metres gross floorspace or more, including mixed-use development, must achieve an ‘Excellent’ rating under the BREEAM New Construction (Non-Domestic Buildings) 2018 scheme, or future equivalent, unless it can be demonstrated that this is not feasible.

Commented [NE546]: This criterion has been re-ordered within the policy

Sustainable retrofitting

Commented [NE547]: Respond to consultation – Standard may not always be possible due to technical feasibility. This was recognised in the supporting text but needs to be reflected in policy as well

D. The use of sustainable retrofitting measures will be encouraged and supported in order to improve the energy efficiency and environmental performance of housing and other buildings, as well as the quality of living spaces for their occupants. Retrofitting measures should be integrated using the ‘whole house’ or ‘whole building’ approach, which requires an understanding of how a building has been constructed, its context and all the factors affecting energy use.

Commented [NE548]: Respond to consultation and Member feedback – new policy and standalone subsection on sustainable retrofitting to give this matter more prominence and direction in the plan

B-E. ~~Development p~~ Proposals for major residential domestic refurbishment will be required to ~~must~~ achieve a certified ‘Excellent’ rating under the BREEAM Domestic Refurbishment 2014 scheme, or future equivalent, unless it can be demonstrated that this is not feasible.

Commented [NE549]: Respond to consultation – Standard may not always be possible due to technical feasibility. This was recognised in the supporting text but needs to be reflected in policy as well

C-A. ~~Proposals for new non-residential development of 500 square metres gross floorspace or more, including mixed-use development, will be required to achieve an ‘Excellent’ rating under the BREEAM New Construction (Non-Domestic Buildings) 2018 scheme, or future equivalent.~~

Commented [NE550]: Moved above.

D-F. Development proposals for major non-residential refurbishment, including mixed-use development, will be required to achieve a certified ‘Excellent’ rating under the BREEAM Non-Domestic Refurbishment scheme, or future equivalent, unless it can be demonstrated that this is not feasible.

Commented [NE551]: Respond to consultation – Standard may not always be possible due to technical feasibility. This was recognised in the supporting text but needs to be reflected in policy as well

E-G. Where planning consent is required, s ~~S~~ sustainable retrofitting measures to existing buildings and other development will only be supported where they comply

with other Local Plan policies are satisfied, including on the historic environment and heritage assets.

Explanation

- 1.4. A significant step change in the design quality and environmental performance of buildings and spaces is needed to achieve the Local Plan's strategic objectives, particularly for climate change adaptation and mitigation. Sustainable design principles should therefore be considered early in the planning and design stages and be fully integrated throughout the development process, including the construction and occupation stages. The principles cut across a number of topic areas within the Local Plan but are most predominant in the policies included in this section. All applicants ~~will be expected to~~ must submit a Sustainable Design Statement explaining how the proposed development positively engages with these principles. ~~The statement will be a key consideration in the determination of planning applications. It should therefore address the relevant policy requirements whilst taking into account the nature and scale of development.~~ The statement should clearly identify the need for any site-specific mitigation and demonstrate that adequate measures will be delivered and effectively implemented.
- 1.5. The Home Quality Mark is a nationally recognised standard for new housing that has been established by the Building Research Establishment. It provides an indication of the expected health and well-being benefits and environmental footprint of new residential development. All proposals for new self-contained residential development should seek to achieve the Home Quality Mark, as demonstrated through an independent assessment by a qualified assessor. Proposals are strongly recommended to achieve a minimum 3 star rating and for developers and/or agents to make the Home Quality Mark assessment publicly available, for example, as part of any promotional material. Published ratings will also assist the Council with monitoring implementation of the Local Plan policies.
- 1.6. Proposals for new non-residential development (including refurbishments) and non-self-contained housing will be expected to meet the Building Research Establishment Environmental Assessment Methodology (BREEAM) 'Excellent' standard. BREEAM provides a nationally recognised sustainable design standard for different types of development and covers a wide range of sustainability considerations. Applications for qualifying development are encouraged to submit BREEAM pre-assessments as part of the Sustainable Design Statement, identifying the credits to be targeted and measures to achieve these. All proposals will be considered having regard to individual site circumstances and the nature of development proposed. Planning contributions, such as carbon offsetting, may be sought where ~~development proposals~~ where it is suitably demonstrated that the policy requirements cannot be sufficiently satisfied such as for reasons of technical feasibility.
- 1.7. For commercial and industrial uses applicants must justify that the required 'Excellent' rating cannot be reasonably delivered on-site, including through evidence of a BREEAM pre-assessment. It is recognised that for some types of developments the BREEAM requirements may pose particular challenges, for example, where there is no defined end-user and/or the Council has agreed that

Commented [NE552]: Respond to consultation – request that this point is embedded in policy and not only in supporting text

Commented [NE553]: Repetition – this repeats the point in criterion A above

buildings ~~do not need to be fully fitted~~ require a certain level of fit out. However, our expectation is that shell only and shell and core proposals, where appropriate, should be capable of meeting the BREEAM credits, taking into account the flexibility provided by the BREEAM methodology.

4.7.1.8. Where the Home Quality Mark or BREEAM assessments are submitted, these must be prepared by a suitably qualified and independent assessor.

Sustainable retrofitting

1.9. Housing is the single largest contributor of carbon emissions in Lewisham, with more than 50 per cent of emissions coming from energy used within homes.¹⁴²

Sustainable retrofitting measures can help to improve the energy performance of existing buildings and minimise carbon emissions produced in the Borough. Even small-scale development, such as householder schemes, can incorporate measures that improve the environmental performance of buildings. This may include internal roof, floor and wall insulation, energy efficient fixtures, or urban greening. ~~We will therefore broadly support sustainable retrofitting recognising the positive contribution this can play locally.~~

1.10. The most appropriate type of sustainable retrofitting measures will vary depending on the type of building, its context and location, including character setting. A 'whole house' or 'whole building' approach is one that looks at the energy performance of a building in a comprehensive and integrated way. It helps to ensure that improvements are carried out in an organised, sensible order, with installations and refit measures complementing rather than working against each other. For instance, some standard retrofitting measures can cause damage to traditional or historic buildings, causing problems with trapped moisture which may reduce energy efficiency and bring risks to the health of occupants. In addition, the budget available to householders and other developers will impact on the type and amount of retrofitting works they are able to carry out. The whole house approach can be useful to inform the most appropriate and cost-effective measures, along with phasing of works delivered over a longer period. Householders and other developers are encouraged to refer good practice guidance when considering retrofitting, such as the Climate Emergency Retrofit Guide published by the London Energy Transformation Initiative (LETI).

4.8.1.11. It is important ~~that all such proposals~~ retrofitting is carried out in a way that preserves or enhances the significance of heritage assets and their setting (such as Listed Buildings and buildings within Conservation Areas) in line with other Local Plan policies. Where heritage assets are concerned, applicants are encouraged to refer the latest Historic England guidance for further information.

SD 3 Minimising greenhouse gas emissions

- A. ~~Development proposals should~~ To help Lewisham to become a net zero-carbon Borough ~~by development proposals must be designed to reducing-reduce~~ greenhouse gas emissions in ~~the~~ operation ~~stage~~ and ~~minimising-minimise~~ energy

Commented [NE554]: Respond to consultation – ensure assessments are carried out by a suitably qualified and independent assessor

Commented [NE555]: Factual update and added to strengthen policy justification

Commented [NE556]: Repetition – support is set out in criterion D above

Commented [NE557]: Respond to consultation - Additional supporting text for retrofit policy

¹⁴² Lewisham's carbon emissions baseline data. Drawn from the Department of Business Energy and Industrial Strategy (June 2019).

demand (annual and peak) in accordance with the ~~draft~~ London Plan energy hierarchy, ~~as follows:~~

- a. ~~Be lean: use less energy and manage demand during operation.~~
- b. ~~Be clean: exploit local energy resources and supply energy efficiently and cleanly.~~
- c. ~~Be green: maximise opportunities for renewable energy by producing, storing and using renewable energy on-site.~~
- d. ~~Be seen: monitor, verify and report on energy performance.~~

Commented [NE558]: Removed to make more concise – the energy hierarchy is set out in the London Plan, which the policy refers

B. ~~Major development proposals will be required to demonstrate how the must be net zero-carbon target will be met by applying the energy hierarchy, in line with draft London Plan policy SI2 (Minimising greenhouse gas emissions) and:~~

- a. ~~Meet the minimum on-site reduction of carbon emissions required by the London Plan;~~
- b. ~~Calculate and minimise emissions from any part of the development that are not covered by Building Regulations (e.g. unregulated emissions).~~

Commented [NE559]: Respond to consultation and align with London Plan approach – further clarification on how zero carbon will be calculated, including consideration of non-regulated emissions

~~Details of the approach used to meet the target should be clearly set out in an Energy Strategy submitted as part of the Sustainable Design Statement.~~

B. ~~Major development proposals will be required to achieve a minimum on-site reduction of at least 35 per cent (beyond the baseline of Part L) of the current Building Regulations.¹⁴³ They should also calculate and minimise emissions from any other part of the development that are not covered by Building Regulations (i.e. unregulated emissions).~~

Commented [NE560]: Re-phrased in B above.

- C. ~~In exceptional circumstances, W~~where it is clearly demonstrated that the net zero-carbon target cannot be ~~fully~~ achieved on-site, development proposals ~~will be required to must~~ make contributions to ~~address-meet~~ the identified shortfall through:
- a. A cash-in-lieu contribution to Lewisham's carbon offset fund; ~~and/or~~
 - b. ~~Appropriate off-site measures where these can be demonstrated to be deliverable.~~

D. ~~Major development proposals are encouraged to assess embodied carbon emissions and maximise opportunities to reduce these emissions.~~

Commented [NE561]: Respond to consultation – request for policy on embodied carbon

E. ~~Details of the approach used to meet the net zero-carbon target should must be clearly set out in an Energy Strategy submitted as part of the Sustainable Design Statement.~~

Commented [NE562]: Re-ordered within the policy.

F. ~~Development proposals should minimise energy demand of the building(s) in-use by seeking to achieve the London Energy Transformation Initiative (LETI) targets for projected Energy Use Intensity (EUI), as set out in Table 11.1.~~

¹⁴³ Building Regulations 2013. If these are updated during the plan period, the policy threshold will be reviewed in accordance with the London Plan review process.

Table 11.1 Targets for Energy Use Intensity by Building Type¹⁴⁴

Building type	Reduce energy consumption to:	Reduce space heating demand to:
Minor residential	35 kWh/m ² /year	15 kWh/m ² /year
Major residential	35 kWh/m ² /year	
Commercial office	55 kWh/m ² /year	
Education	65 kWh/m ² /year	

Explanation

1.12. The ~~draft~~ London Plan sets a strategic objective for London to become a zero-carbon city by 2050. In order ~~for the Borough~~ to contribute to meeting these objectives ~~in becoming and help Lewisham become a~~ net zero-carbon ~~itself borough~~, it will be necessary for new development to maximise energy efficiency and reduce carbon emissions. A zero-carbon target for major residential developments has been in place for London (and Lewisham) since October 2016 and ~~will apply this target now also applies~~ to major non-residential developments ~~from 2019~~. To meet the zero-carbon target, ~~the London Plan requires major developments to provide~~ an on-site reduction of at least 35 per cent beyond the baseline of ~~part Part L~~ of the Building Regulations 2013 ~~is required~~. Should the Building Regulations change ~~over the plan period~~, then the policy threshold will be subject to review ~~and updating~~ through the London Plan review process.

~~4.9.1.13.~~ Embodied carbon refers to the greenhouse gas emissions arising from the manufacturing, transportation, installation, maintenance and disposal of building materials. This is distinguished from operational carbon which refers to emissions arising from building energy consumption. Operational carbon is dealt with by the London Plan and Policies SD3.A-C above. To help ensure that the carbon emissions are fully accounted and minimised during the development process, applicants are encouraged to assess and address embodied emissions through the design-led approach. Good practice guidance on this element of low carbon design should be referred, such as that prepared by the London Energy Transformation Initiative (LETI).

1.14. ~~We will seek to ensure that all~~ All new development proposals ~~are must be~~ designed ~~having regard to the London Plan energy hierarchy giving priority to on-site carbon reductions. Consideration may be given to e.~~ New development is expected to be net-zero carbon and where this is not feasible, it should get as close as possible to zero-carbon on-site. ~~Off-site contributions- should be used as a last resort and will only be acceptable~~ where it ~~can be~~ clearly ~~and suitably~~ demonstrated that carbon targets cannot be fully achieved on-site. These contributions ~~will be required to~~ must address any identified shortfall and will be

Commented [NE563]: Respond to consultation – additional supporting text for new policy on embodied carbon

Commented [NE564]: Respond to consultation – the plan should emphasise that offset should only be used as a last resort

¹⁴⁴ All targets are set out in kilowatt hour (kWh) per metre square (m²) per year by Gross Internal Area (GIA) and excluding renewable energy contribution. The LETI Climate Emergency Design Guide should be referred for further information.

secured by planning obligations. Further details on carbon offset payments are set out in the Council's Planning Obligations SPD. Carbon costing will be established in accordance with the London Plan and its associated guidance.

4.10.1.15. The LETI Climate Change Design Guide sets out a roadmap to zero carbon development. It recommends the use of an Energy Use Intensity (EUI) metric. The EUI is an annual measure of the total energy consumed in a building. It is a good indicator for building performance as the metric is solely dependent on how the building performs in-use; rather than carbon emissions, which also reflect the carbon intensity of the grid. EUI can be estimated at the design stage and easily monitored in-use as energy bills are based on kilowatt hour (kWh) of energy used by the building. EUI includes all of the energy consumed in the building such as regulated energy (heating, hot water, cooling, ventilation, and lighting) and unregulated energy (plug loads and equipment e.g. kitchen white goods, ICT/AV equipment). It does not include charging of electric vehicles. Development proposals should make reasonable efforts to reduce energy consumption of buildings in-use, including by reducing space heating demand. Details should be set out in the Energy Statement, where appropriate. The EUI targets in Table 11.1 are non-binding and should be used as a guide to help future-proof development, until such time EUI targets may be set out in higher level policy or Building Regulations.

SD 4 Energy infrastructure

- A. Development proposals must be designed in response to a site-specific assessment of the most effective and efficient energy supply options, taking into account the Council's Energy Masterplans where appropriate. For large-scale schemes such as major developments, applicants are encouraged to should engage at an early stage with the relevant energy suppliers and bodies to establish future energy and infrastructure requirements necessary to support the development.
- B. Proposals for new build development proposals, and wherever possible proposals for conversions or alterations to existing buildings, should prioritise connection to decentralised heat networks. Major development proposals will be expected to must provide a Feasibility Assessment for connecting to, and if possible extending or interconnecting, existing or planned future heat networks located on or in proximity to their site. Proposals for minor new-build development, conversions and building alterations proposals should must demonstrate that they have investigated and optimise maximised opportunities to connect to existing heat networks.
- C. Where a decentralised heat network is planned or likely to be delivered in the future, All major and minor development proposals should be designed for to enable a cost-effective future connection to it, a heat network, having regard to Heat Network Priority Areas of the London Heat Map and other local area opportunities, including those identified in energy masterplans.
- D. Major development proposals within Heat Network Priority Areas should have a communal low-temperature heating system. The heat source must be selected in accordance with the draft London Plan heating hierarchy, as follows:

Commented [NE565]: Amended to refer the Council's Energy Masterplan, which identifies key opportunities for district heating in the borough

Commented [NE566]: Amended for clarity and to aid effective policy implementation

- a. ~~Connect to local existing or planned heat networks.~~
- b. ~~Use zero-emission or local secondary heat sources.~~
- c. ~~Use low-emission combined heat and power (CHP) where there is a case for CHP to deliver an area-wide heat network.~~
- ~~Use ultra-low NOx gas boilers.~~

Commented [NE567]: Removed to make more concise – the heating hierarchy is set out in the London Plan, which the policy refers

- E. ~~Development proposals for~~ CHP and ultra-low NOx gas boiler communal or district heating systems will only be acceptable where it is demonstrated that ~~these sources are necessary, with proposals having fully investigated other options in the heating hierarchy have been fully investigated and are not feasible,~~ and there will be no adverse impact on air quality. ~~Proposals will be considered having regard to Policy SD6 (Improving air quality) and relevant London Plan policies.~~ Air Quality Assessments ~~will be required to must~~ include full dispersion modelling to assess impacts on nearby receptors.
- F. Where CHP and ultra-low NOx gas boiler systems are acceptable in line with (E) above, proposals should be designed in a way that enables, and does not preclude, the decarbonisation of the site wide communal network in the future.
- G. Major housing development proposals ~~will be required to must~~, and all minor housing proposals should, submit an estimated heat unit supply price (£/kWh), annual standing charges and projected annual maintenance costs for their proposed Energy Strategy. This should include information detailing any assumptions the calculations are based on. ~~Where it can be suitably demonstrated that other Local Plan policy requirements can be satisfied without the submission of this information at the planning application stage, the Council will seek to secure this through planning obligations or through Building Control arrangements.~~
- H. Where site-wide communal and district heating systems are operational, heat and energy service providers ~~will be are~~ encouraged to enter into customer charters with domestic and small business customers.

Commented [NE568]: Respond to consultation – flexibility should be applied for timing of submission of this information, provided policies can be met

Figure 11.1: Lewisham heat map – Tier 1 and 2 heat loads

Explanation

~~4.14.1.16.~~ In order ~~to achieve the strategic objective~~ for Lewisham to become a net zero-carbon Borough it will be necessary to change the way in which energy is used and supplied ~~locally~~. This means shifting from a reliance on natural gas as the main energy source to a wider range of low and zero-carbon and renewable sources. Decentralised energy covers a range of technologies that do not rely directly on the electricity transmission network or gas grid. It is expected to play an increasingly important role in London's energy supply. Decentralised energy is vital to energy security and helping the Capital become more energy self-sufficient. It also offers opportunities ~~in respect of~~ carbon reduction as a ~~more~~ sustainable energy source. ~~In responding to the climate emergency we are committed to promoting decentralised energy locally and will seek to exploit~~

opportunities for network investment, particularly as new development comes forward.

Commented [NE569]: Removed to make more concise – this point is captured in the policy

4.12.1.17. Development proposals should prioritise connection to decentralised heat networks wherever technically feasible. The London Plan identifies Heat Network Priority Areas where there are opportunities to facilitate decentralised energy network development. These areas feature heat densities that are sufficient for heat networks to provide an economically competitive option for supplying energy. They include parts of Lewisham and areas in adjoining Boroughs. Applicants are encouraged to refer the London Heat Map for the latest information on heat demands, supplies and networks across London along with the extent of Heat Network Priority Areas. [The Heat Map is accessible online and updated regularly.](#)

4.13.1.18. The Council has ~~and will continue to prepare~~ [a suite of studies investigating the potential for to support](#) decentralised energy network development in the Borough, ~~drawing on the latest available information.~~ This includes the Lewisham Energy Masterplan (2020) [and Strategic Borough-wide Decarbonisation Study \(2020\), Lewisham Heat Network Feasibility Study \(2016\), New Cross Heat Network Route Feasibility Assessment \(2015\) and Lewisham Town Centre Low Carbon and Decentralised Energy Report \(2010\).](#) ~~Building on this evidence we will prepare an Energy Masterplan to provide an updated position on the most feasible options for network development.~~ All [development](#) proposals ~~will be expected to~~ should refer to the [Council's latest local energy masterplans and studies](#) ~~evidence for guidance in considering energy sources, and~~ to ensure that opportunities for decentralised energy are maximised.

Commented [NE570]: Factual update to refer latest technical evidence

4.14.1.19. All proposals for major residential and commercial development ~~will be expected to~~ must submit a [Feasibility Assessment](#) to fully evaluate connecting to an existing or planned future heat network ~~where it is located on or in proximity to the site.~~ The ~~feasibility~~ assessment should evaluate technical and financial viability and consider a range of factors included but not restricted to: capability of the network to supply part of the heat demand, location of development and distance to network pipes, physical barriers and other developments in the areas that may also be required to connect. For the purpose of this policy, a planned future network is one that is considered by the Council likely to be operational within 3 years of the grant of planning permission. All [proposals for](#) minor new-build development, [extensions and alterations proposals](#) should also seek to secure connection to heat networks. ~~Major development p~~Proposals ~~will be expected to~~ must include an Energy Statement as part of the Sustainable Design Statement. This should provide sufficient information to demonstrate that feasibility has been fully investigated, having regard to the latest London Plan ~~S~~supplementary ~~P~~planning ~~G~~guidance. [Consideration of feasibility should take into account potential connections to networks both within and outside the Borough.](#)

Commented [NE571]: Consultation – consideration should be given to networks beyond borough boundary

4.15.1.20. In areas where there are no existing or planned district heat networks proposals should be designed for future connection to a heat network. The latest London Heat Manual should be referred for further guidance. Designs should entail a wet heating system, single point of connection into heating system,

additional plant room space for thermal substation and low temperature heating systems (60 degrees Celsius or lower) to support low temperature heat networks. This will help to ensure that connection is made more financially viable and technically feasible in future years. ~~Proposals should have regard to the spatial strategy for the Borough as this provides an indication of the areas that are expected to accommodate significant growth and where network development is likely to be delivered over the long term.~~

Commented [NE572]: Deleted as policy now refers to the Council's Energy Masterplan

~~4.16.1.21.~~ ~~Consistent with the draft London Plan, a~~ All major development proposals within Heat Network Priority Areas ~~and elsewhere~~ should have a communal heating system served from a single energy centre, with the heat source for the system selected in accordance with the heating hierarchy. Proposals will be expected to demonstrate that the feasibility and viability of implementing options at the higher end of the hierarchy have been fully investigated before considering the use of CHP or gas boiler systems. We will ~~seek to resist/refuse~~ proposals that rely on CHP or gas boiler systems where their use is not sufficiently justified. Where the use of an ultra-low NOx is justified, this should achieve an emissions rating of <40 mg/kWh. Furthermore, all such proposals must not result in any adverse impact on air quality, in line with ~~other Policy SD 6 (Improving Air Quality) and relevant London Plan Local Plan~~ policies.

~~4.17.1.22.~~ Where development proposals including CHP and ultra-low NOx gas boiler systems are acceptable in principle, they should be designed in a way that enables, and does not preclude, the decarbonisation of the site wide communal network in the future. Proposals should include information on the opportunities and potential measures in this respect. This could include, for example, details describing how the development could accommodate the plant space required for such decentralised energy networks, and how the individual dwellings have been designed to ~~allow for and accommodate/enable~~ future connections.

~~4.18.1.23.~~ Heat networks and communal heating systems must be designed, constructed, commissioned and operated in accordance with CIBSE ~~/ABE Code of Practice CP1_2: Heat Networks Code of Practice,~~ or ~~the latest version/equivalent~~. All developments that are required to connect to an existing or planned heat network in accordance with policy must ~~explicitly~~ demonstrate in their Energy Strategy how the scheme will comply with the above Code of Practice.

~~4.19.1.24.~~ Where households and businesses are reliant on decentralised heat networks it is important that there are clear expectations for service standards. We will encourage the use of customer charters or publically available right of challenge in a fair and independent way. Such charters and ombudsman are useful in establishing clarity on matters such as system maintenance and end-user pricing, and can be particularly helpful to more vulnerable uses (for example, those in or at risk of fuel poverty or start-up and micro-businesses). All developments that are required to connect to an existing or planned heat network in accordance with this policy should ensure that the future network operator will be registered with the Heat Trust Scheme (Heat Customer Protection Ltd.) The scheme sets out common customer service standards and protection

requirements that are comparative to regulated utilities, drawing on legislation and good practice guidance.

SD 5 Managing heat risk

- A. Development proposals should must minimise internal heat gain and the adverse impacts on the urban heat island through the design, layout and orientation of buildings and spaces, as well through the use of materials and urban greening measures, having particular regard to Policy GR4 (Urban greening and trees).
- B. All new development should must be designed to reduce the potential for internal overheating and reliance on air conditioning systems in accordance with the London Plan cooling hierarchy, as follows: Development proposals will only be supported where there is sufficient evidence to demonstrate that priority has been given to the implementation of feasible measures at the higher level of the cooling hierarchy through the design-led approach.
- a. Minimise internal heat generation through energy efficient design.
 - b. Reduce the amount of heat entering a building through orientation, shading, albedo, fenestration, insulation, and the provision of green roofs and walls.
 - c. Manage the heat within the building through exposed internal thermal mass and high ceilings;
 - d. Provide passive ventilation.
 - e. Provide mechanical ventilation.
Provide active cooling systems.
- ~~B.A. Development proposals will only be supported where there is sufficient evidence to demonstrate that priority has been given to the implementation of feasible measures at the higher level of the cooling hierarchy through the design-led approach.~~
- C. Major development proposals will be required to must submit an Energy Statement to demonstrate how they will meet the requirements of (BA) and (CB) above.
- D. Major development proposals incorporating amenity space and public realm, including amenity and open space, should be designed to create a comfortable environment, including in the public realm through the provision of shade and other passive cooling measures, giving priority to urban greening measures.

Explanation

- ~~11.20. In recent years London has experienced higher than historic average temperatures along with more severe hot weather events. Heat risk is becoming an increasingly important issue, particularly in the context of a growing population and global climate change. All new development should therefore be designed to manage heat risk.~~
- ~~11.24, 11.25.~~ In recent years London has experienced higher than historic average temperatures along with more severe hot weather events. Heat risk is becoming an increasingly important issue, particularly in the context of a growing population

Commented [NE573]: Removed to make more concise – the cooling hierarchy is set out in the London Plan, which the policy refers

Commented [NE574]: This point has been moved to B above.

Commented [NE575]: Respond to consultation – priority should be given to urban greening measures

Commented [NE576]: Policy supporting text amended throughout to make more concise.

and global climate change. The urban heat island is experienced in areas where there is extensive urban development. Buildings and spaces in these areas absorb and retain heat during the day and night. In a heavily urbanised place like London, this process results in the city being several degrees warmer than its surrounding areas. The urban heat island poses a significant health risk to vulnerable groups, such as older people or those with certain health conditions, particularly during peak summer months. All new development ~~will must~~ therefore use the design-led approach to be expected minimise internal heat gain and manage heat risk ~~through the design, layout and orientation of buildings and spaces, along with the use of materials in line with .~~ Proposals should incorporate measures in line with the Mayor's the London Plan cooling hierarchy, recognising that Lewisham should play a role in positively supporting regional planning objectives. This will help to ensure that buildings are better equipped to manage their cooling needs in energy efficient ways over their lifetime.

4.22.1.26. Applicants should refer the latest Chartered Institution of Building Services Engineers (CIBSE) guidance on assessing and mitigating overheating risk in new developments, including TM59 for domestic development and TM52 for non-domestic development. The London Mayor's Energy Planning Guidance should also be referred. Proposals should undertake dynamic thermal modelling to ensure that development does not overheat, and this should address temperatures likely to be experienced over the lifetime of the development, having regard to CIBSE guidance and datasets included in document TM49.

4.23.1.27. Severe hot weather events can discourage physical and outdoor activity. Development proposals must will therefore ~~be expected to~~ be designed to promote provide for a comfortable environment, ~~by helping to ensure that This may include opportunities for respite, such as~~ shaded areas, ~~are~~ integrated into the public realm and that and other or measures to ensure indoor amenity spaces are cool and well-ventilated. ~~Where necessary, a~~ Planning contributions for cooling measures ~~for spaces and streets~~ outside the ~~development site~~ boundary may be appropriate necessary to mitigate heat risk generated by the development, for example, to make the public realm more comfortable ~~and attractive for movement by walking and cycling. This is consistent with, in line with~~ the Healthy Streets ~~a~~ Approach advocated by the Local Plan, in line with the draft London Plan.

4.24.1.28. All major development proposals ~~will be expected to~~ must submit an Energy Statement as part of the Sustainable Design Statement. This should clearly set out how measures at the higher end of the cooling hierarchy have been considered and given priority through the design-led approach. We will ~~seek to resist refuse~~ proposals that use measures at the lower levels of the hierarchy unless there is evidence to demonstrate that this is necessary, for example, for reasons of technical feasibility.

4.25.1.29. ~~Whilst all development proposals will be expected to give consideration to managing heat risk, it~~ is recognised that the feasibility of measures will be commensurate within the cooling hierarchy will often depend on the nature and scale of development. Minor developments, ~~and in particular such as~~ householder extensions, may have limited scope to implement ~~some~~ measures

at the higher end of the hierarchy. ~~However all minor development proposals are encouraged to investigate potential measures and incorporate these wherever possible.~~ The urban heat island effect can be mitigated through the cumulative positive impacts of smaller developments. For this reason, the loss of established soft landscape features without replacement will be resisted for all proposals and new soft landscaping will be encouraged wherever possible.

SD 6 Improving air quality

- A. ~~Poor a~~ Air quality is a significant public health issue in Lewisham. All new development ~~should must use the design-led approach and integrate on-site measures to contribute to improving improve~~ air quality ~~within the Borough and reducing prevent or minimise~~ the population's exposure to poor air quality, ~~having regard to, in line with draft London Plan Policy SI1 (Improving air quality) and by supporting the achievement of objectives in~~ Lewisham's latest Air Quality Management Plan.
- B. ~~All New major d~~ Development proposals must: ~~be at least air quality neutral and all development proposals must demonstrate that they will not:~~
- a. ~~Seek to improve air quality and be at least air quality neutral;~~
 - ~~a-b.~~ ~~Not l~~ Lead to a further deterioration of existing poor air quality;
 - ~~b-c.~~ ~~Not c~~ Create any new areas that exceed air quality limits, or ~~compromise the achievement of~~ delay the date at which compliance ~~with targets will be~~ achieved in areas that ~~are~~ currently in exceedance of ~~the~~ legal limits; and
 - ~~c-d.~~ ~~Not c~~ Create an unacceptable risk of high levels of exposure to poor air quality.
- C. ~~Development proposals should be designed to prevent or minimise exposure to existing air pollution and implement measures to help improve air quality. Particular consideration should be given to the siting, layout and design of proposals located in Air Quality Management Areas and Air Quality Focus Areas, as well as for developments that are likely to be used regularly by large numbers of people (including public open space) and vulnerable groups, such as children and older people.~~
- ~~D-C.~~ Air Quality Assessments ~~will be required to~~ must be submitted with proposals for:
- a. Major development;
 - b. Minor development within an Air Quality Management Area and/or Air Quality Focus Area if the development is likely to adversely impact on air quality or introduce new sensitive receptors to exposure to an area of existing poor air quality; and
 - c. ~~Community infrastructure (including health, education and leisure facilities), or other uses (including public open space) that are likely to be used regularly by large numbers of particularly vulnerable groups, such as older people and children and young people.~~

Commented [NE577]: Amended to emphasise the use of design-led approach to address air quality

Commented [NE578]: Respond to consultation - amended to align with London Plan including policy which requires all developments (not just majors) to be at least air-quality neutral

Commented [NE579]: Amended to make more concise and avoid repetition – the requirements have been brought into QD7 Amenity and agent of change, along with criterion A above and C below.

Commented [NE580]: Amended to bring in criteria from B above, which has been deleted and incorporated elsewhere

~~E.D.~~ Development proposals must demonstrate how they will comply with the Non-Road Mobile Machinery Low Emission Zone requirements and reduce emissions from the demolition and construction of buildings following the Mayor's 'The Control of Dust and Emissions for Construction and Demolition' SPG ~~(2014)~~, or subsequent guidance.

~~F.E.~~ Development proposals will be considered having regard to their individual and cumulative impacts on air quality. Proposals that do not meet the requirements of ~~(BA)~~ and ~~(CB)~~ above will be ~~resisted-refused~~ unless it can be suitably demonstrated that appropriate measures are implemented to ensure adverse impacts can be mitigated to an acceptable level. Mitigation should be provided on-site. In exceptional circumstances, where it is demonstrated that this on-site mitigation is not feasible~~impracticable or inappropriate~~, off-site provision may be acceptable where equivalent air quality benefits will be delivered in the local area affected by the development.

Commented [NE581]: Amended for clarity and to aid policy implementation

Figure 11.2: Air Quality Management Areas (AQMA) and Air Quality Focus Areas (AQFAs)

Explanation

~~4.26-1.30.~~ Air quality is a significant public health issue in Lewisham and across London. The link between air quality and public health outcomes is well documented. Air pollution is estimated to reduce life expectancy of every person in the UK by an average of 7 to 8 months and in Lewisham, the proportion of all-cause adult mortality attributable to air pollution is 6.5 per cent, which is higher than the national average.¹⁴⁵ This policy supports the London Mayor's commitment to making air quality in London the best of any major world city. It also helps give effect to the NPPF which sets out that local plans should sustain and contribute towards compliance with the relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas (AQMA) and Air Quality Focus Areas (AQFAs).

~~4.27.~~ Alongside London Plan, including draft policy SI1 (Improving air quality), the implementation of this and other Local Plan policies on sustainable transport, green infrastructure, energy, sustainable design and waste management will together contribute towards the objective of improving air quality across the Borough.

Commented [NE582]: Removed to make more concise and avoid repetition covered elsewhere in plan

1.31. There are currently 6 AQMA in Lewisham with two major AQMA. These cover all the areas north of the A205 (South Circular) together with major roads in the south. The AQMA have been declared for several pollutants. Monitoring indicates that the Borough is exceeding the EU annual average limit for Nitrogen Dioxide at some locations. Furthermore, whilst the Borough is meeting the EU Limits for Particulate Matter (PM10) it is exceeding the World Health Organisation air quality guideline annual average for this pollutant. An assessment of air quality in Lewisham has shown a decreasing trend in the levels of two pollutants, nitrogen

¹⁴⁵ Lewisham Joint Strategic Needs Assessment, A Picture of Lewisham. 2019.

dioxide (NO²) and particulate matter (PM) in recent years. However more needs to be done to meet the guidelines set out by the World Health Organisation. In Lewisham, the highest concentrations of nitrogen/nitric oxides (NO_x), NO² and PM which breach the legal limits are found on the busiest main roads. However, pollution levels quickly reduce with distance from the pollution source.¹⁴⁶

Commented [NE583]: Respond to consultation – The footnote below is provided to clarify that consideration must be given to both PM10 and PM2.5

Commented [NE584]: Factual updates with information from draft Lewisham Air Quality Management Action Plan.

4.28.1.32. In addition to AQMAs there are also 10 Air Quality Focus Areas (AQFAs) in the Borough. These areas are locations that have been identified as having high levels of pollution and human exposure. The current AQMAs and the Mayor's 'London Datastore' maintains an up-to-date list of AQFAs across the Capital, taking account of changing circumstances and latest available evidence. AQMAs are identified in Figure 11.2 and may be subject to periodic review and updating. Development proposals within AQFAs must submit a desktop Health Impact Assessment in line with Policy DM5 (Health Impact Assessments)

Commented [NE585]: Respond to consultation – a new policy has been included on Health Impact Assessments to respond to concerns about air quality other factors impacting public health – See Part 4 Policy DM6

4.29.1.33. New major development will be required to must be at least 'air quality neutral' and not development shall lead to a further deterioration of existing poor air quality, in line with the London Plan. Development proposals should must also reduce the population's exposure to poor air quality, particularly for those groups who are most vulnerable to its impacts such as children and young people and older people. New development, as a minimum, must not cause new exceedances of legal air quality standards or compromise achievement of compliance in those areas currently in exceedance, as currently provided by the Air Quality Standards Regulations 2010. The Healthy Streets Approach should be used wherever possible to help address poor air quality. Development proposals will be considered taking into account individual and cumulative impacts of development in an area, consistent with national policy.

Commented [NE586]: Respond to consultation – the Healthy Streets Approach should be signposted in the air quality policy

Commented [NE587]: Amended to align with London Plan and NPPF

4.30.1.34. Applicants should refer to refer relevant the London Plan supplementary planning guidance for further information on the Air Quality Neutral and Air Quality Positive standards. The Council's latest Air Quality Action Plan and associated monitoring reports should also be referred, along with our Good Practice Guide: Control of Pollution and Noise from Demolition and Construction Sites. In addition, development proposals on or adjacent to waterways should refer to the Port of London Authority's Air Quality Strategy.

Commented [NE588]: Respond to consultation – PLA Air Quality Strategy should be referred

4.31. Proposals will be considered taking into account the individual and cumulative impacts of development in an area, consistent with national policy. We will have particular regard to proposals for major development and those located within AQMAs and AQFAs, recognising the existing localised levels of poor air quality and potential impacts of larger schemes. Applicants should take particular care where development is likely to be used regularly by vulnerable groups. This includes proposals community facilities and specialist housing. Exposure to poor air quality can be avoided through the site selection process and/or through site

¹⁴⁶ Draft Lewisham Air Quality Management Action Plan 2022-2027 (2021). Lewisham AQMA declared in 2001 for exceedances in annual mean NO² and 24-hour mean PM¹⁰ concentrations and Crofton Park and Honor Oak Park AQMA declared in 2013 for exceedances in annual mean NO² concentrations. It is also important that development proposals consider PM^{2.5} which are smaller particles than PM¹⁰, in line with the Mayor of London target to align with the WHO guidelines.

layout and design solutions. New developments will be expected to contribute to actively reducing air pollution in Air Quality Focus Areas, supporting measures to improve air quality.

4.32.11.35. Air Quality Assessments (AQAs) will be required for ~~certain types of~~ qualifying development ~~set out in the policy and Assessments~~, must address impacts arising during the construction, occupation and operational phases of development. They should also consider the wider cumulative impacts on air quality arising from development within the locality.

4.33.11.36. Where an AQA indicates a potential negative impact on air quality, appropriate measures that will minimise or offset impacts from the development should be identified and implemented on-site. Planning permission will be refused unless appropriate mitigation measures are adopted to reduce the impact to acceptable levels. In practice, it may not always be possible to achieve Air Quality Neutral standards or to acceptably minimise impacts using on-site measures alone. If on-site measures are insufficient to make the development acceptable, the AQA should demonstrate that it is possible to include measures in the local area with equivalent air quality benefits. Mitigation measures may be secured either by planning condition or legal agreement, where appropriate.

4.34.11.37. An AQA with full dispersion modelling is required for all proposed Biomass and CHP boilers and this must demonstrate that the impact on nearby receptors is minimal.

4.35.11.38. Development that involves significant demolition, construction or earthworks will be required to assess the risk of impacts according to the Institute of Air Quality Management Dust Guidance and the London Mayor's SPG on 'The Control of dust and Emissions during Construction and Demolition'. Mitigation measures should be included in the Construction Management Plan. All medium and high risk sites should include real time construction dust monitoring, in line with the London Plan guidance.

SD 7 ~~Reducing Minimising and managing~~ flood risk

A. The Council will ~~w~~Working in partnership with stakeholders to implement the flood risk management actions in the Thames Estuary 2100 Plan. To minimise and manage flood risk development proposals must: ~~and~~ seek to reduce flood risk and ensure resilience against the impact of flooding by:

- a. ~~Using Apply~~ a sequential approach to the location of new development to avoid, ~~where possible,~~ flood risk to the population and property whilst taking account of the long-term impact of climate change.

~~Directing new development to those areas of the Borough that are at the lowest risk of flooding, having regard to Lewisham's Strategic Flood Risk Assessment (SFRA), by applying the Sequential and Exception Tests in accordance with national planning policy;~~

- b. ~~Requiring that all new development does a~~Not increase flood risk in the Borough, ~~and~~ reduces the risk of flooding from all sources;
- c. ~~Make space for water by providing an undeveloped setback from rivers and other watercourses; and~~

Commented [NE589]: Removed to make more concise – these points are addressed in policy above and London Plan.

Commented [NE590]: The Local Plan water management and flood risk policies have been restructured throughout for legibility.

In addition, these policies have been strengthened where possible in response to consultation feedback (including from the Environment Agency) and findings of the Local Plan Integrated Impact Assessment. The IIA identified that flood risk was a key sustainability issue in terms of the spatial strategy, given that a significant amount of the land available for development was located within flood zones, and this would need to be appropriately managed in line with national policy.

Commented [NE591]: Moved from SD9 Lewisham's waterways

Commented [NE592]: Repetition – the sequential approach is referred in A.a above. This is well established by the NPPF which sets out further details in this respect

Commented [NE593]: Respond to consultation-addition requested by Environment Agency

- d. ~~Where appropriate, provide~~ carry out a condition survey of ~~existing flood~~ defence and other watercourse infrastructure and if necessary, provide for maintenance, repairs or remediation to secure ~~the its~~ functional integrity of ~~this infrastructure over the lifetime of the development~~. This includes raising the Thames Tidal Defences in accordance with the TE2100 plan, in the case of riparian ownership of land; and
- ~~b-e. Be is~~ designed to remain safe and operational under flood conditions; ~~e.g. Working in partnership with stakeholders to implement the flood risk management actions in the Thames Estuary 2100 Plan; and~~
- ~~d. Seeking that new development maximises opportunities for river restoration, in line with Lewisham's River Corridors Improvement Plan SPD~~
- B. A site specific Flood Risk Assessment (FRA) will be required for all development proposals within Flood Zone 2, 3a and 3b, all major development in Flood Zone 1, and elsewhere in the Borough where development may be at risk of other sources of flooding. The ~~assessment~~ FRA must provide sufficient evidence information for the Council to assess whether the requirements of the Sequential and Exception Tests have been satisfied, ~~and will be expected to~~ The FRA must:
- Be proportionate with the degree of flood risk posed both to and by the development;
 - Take account of all potential sources of flooding both on and off-site;
 - Make an appropriate allowance for the hazard posed by climate change over the lifetime of the development, ~~informed by the latest Government guidance;~~ and
 - Have regard to the recommendations of the latest Lewisham SFRA and the Lewisham Local Flood Risk Management Strategy.
- C. Where development proposals satisfy the Sequential and Exception Tests ~~the site layout and they must be~~ designed of development to should ensure that:
- The most vulnerable land uses are directed to areas of the site that are at lowest risk of flooding;
 - There is no net loss of flood storage capacity and adequate provision is made for flood storage and compensation, with priority given to on-site provision;
 - There is no detrimental impact on the natural function of the floodplain and floodwater flow routes across the site; and
 - ~~Appropriate mitigation measures are incorporated to address any residual flood risk, including safe access and egress for all likely users of the development; and~~
 - ~~Flood risk is not increased elsewhere.~~
- D. Development proposals ~~will be required to~~ must provide a site-specific Flood Emergency Response Plan to manage actual and/or residual flood risk, where appropriate.

Commented [NE594]: Moved from SD9 Lewisham's waterways

Commented [NE595]: Respond to consultation – addition requested by Environment Agency

Commented [NE596]: Moved to A above

Commented [NE597]: Repetition – this point is covered in SD9 Lewisham's waterways

Commented [NE598]: This is set out and explained in the supporting text and supported by the NPPF

Commented [NE599]: Repetition – covered in criterion A.b above

Figure 11.3: Flood Zones and Critical Drainage Areas

Explanation

~~4.36.11.39.~~ The water environment is a defining feature of Lewisham. The Borough fronts onto the River Thames and the river poses a potential risk of flooding, although the adjacent land area benefits from the River Thames Tidal Defences. Lewisham also falls within most of the catchment of the River Ravensbourne and its tributaries, including the Quaggy, the Pool and Kyd Brook, which outfalls into the River Thames at Deptford Creek. The Honor Oak Stream (Chudleigh Ditch), another tributary of the Ravensbourne, also passes through the Borough. Elsewhere there are localised areas that are at potential risk from other sources of flooding including through surface water run-off, ground water flooding, surcharge from the sewer network and the blockage of culverts and gullies.

~~11.40.~~ The Thames Estuary 2100 Plan sets out recommendations and actions that are needed to manage flood risk in the Thames Estuary, taking account of the long-term impacts of climate change. It promotes a multi-agency approach to implementation of priority strategic and local actions with partners including Government bodies, local authorities and developers. ~~The TE 2100 Plan sets Lewisham Borough is within 'Action Zone 2 – Central London' of the Plan, where. The Local Plan both supports and helps to set a framework for positively managing development consistent with the TE2100 Plan. requirements include future raising of all tidal flood defences together with an ongoing programme of inspection, maintenance, repair and replacement of defences as required. Corridors of land alongside the existing defences should be safeguarded to provide space for these works and "make space for water" through increased riverside buffer zones of 16 metres for tidal rivers and 8 metres for fluvial rivers, or other distance agreed by the Council and Environment Agency. Riparian landowners have a responsibility to maintain and raise tidal flood defences and follow the latest good practice guidance, such as the Estuary Edges guidance.~~

~~4.37.1.41.~~ It is important that New development does not increase flood risk to people and properties and infrastructure, and that all Development proposals should proactively seek to minimise and mitigate flood risk wherever possible. This is particularly important in locations that are known to be at risk of flooding. Applicants will be expected to by considering risk from all sources of flooding using appropriate and up-to-date information. Early engagement with relevant stakeholders, including the Council as Lead Local Flood Authority, the Environment Agency (EA), and Thames Water Utilities and Port of London Authority is strongly advised.

~~4.38.1.42.~~ The Council regularly reviews its Strategic Flood Risk Assessment (SFRA), the latest of which was published in 2019 and includes a Level 1 and Level 2 SFRA. The Level 1 SFRA (2019) maps the Borough into flood zones according to the probability of flooding occurring, discounting the presence of any flood defences and alleviation measures. Flood Zone 3b is the functional floodplain, where water has to flow or be stored in times of flood. The flood zone maps have been prepared using the latest available data from the Environment Agency however Applicants should consult the EA for site specific flood model outputs to better understand flood risk, and to establish whether the flood zones have in the SFRA have since been updated. Lewisham's Surface Water

Commented [NE600]: Supporting text Moved from SD9

Commented [NE601]: Respond to consultation - Addition supporting text and clarification at request of Environment Agency. Estuary Edges guidance included at request of Port of London Authority.

Commented [NE602]: Respond to consultation – Port of London Authority should be referred for advice

Commented [NE603]: Respond to consultation – additional clarification points included

Management Plan (SWMP) provides additional information on other sources of flood risk. ~~All proposals will be assessed against the latest available information.~~

~~11.39.11.43.~~ In line with the NPPF ~~and its associated guidance we will apply a sequential approach~~ ~~must be used to the location of new development. This is in order~~ to ensure that new development is directed to those areas of the Borough, and locations within sites, that are at the lowest risk of flooding. We will consider the appropriateness of ~~proposed uses development within the different flood zones~~ having regard to the Sequential and Exception Tests, and ~~informed by Flood Risk Assessments FRAs~~ submitted by applicants. ~~Assessments are required to FRAs must~~ take into account the long-term hazard posed ~~to development~~ by climate change. The latest standing advice on climate change allowances published by the EA should be referred to and form the basis of assessments. ~~Furthermore, the Lewisham Level 2 SFRA (2019) sets out evidence of also provides the flood characteristics in the Borough site specific information~~ (including flood depth, velocity, rates of inundation and duration of flooding) ~~that should also be considered.~~ ~~The NPPF states that the Exception Test may be satisfied where development provides wider sustainability benefits to the community that outweigh flood risk. This will be considered on a case-by-case basis however all such development must be demonstrably necessary to support the delivery of the spatial strategy, for example, community or other types of infrastructure.~~

~~11.40.11.44.~~ As part of the preparation of the Local Plan the Council has undertaken a Sequential Test to assist in identifying those areas of the Borough that are suitable for strategic sites. Allocated sites that have passed the Sequential Test will not need to apply this test again, unless the proposed use is not consistent with the site allocation.

~~11.41.11.45.~~ Where the Sequential and Exception Tests are satisfied ~~we will seek that development~~ proposals ~~must~~ fully investigate opportunities to avoid, reduce, manage and mitigate flood risk through site layout and development design. This includes appropriate measures to ensure development is safe. Proposals should fully assess and address residual risk, including through flood resistant design (e.g. to prevent water from entering the building and damaging its fabric) and resilient design (e.g. to ensure the building's structural integrity is maintained and that drying and cleaning can be facilitated).

~~11.42.11.46.~~ ~~Development p~~Proposals ~~will need to must~~ be accompanied by a Flood Emergency Response Plan to ensure safe access and egress from actual and/or residual flooding, where appropriate. This measure is necessary to ensure that building occupiers can be made aware of the responses to various types and scale of flood threat, evacuation logistics, evacuation routes and other safety arrangements in terms of dry access, egress and refuge. Examples of such developments can include proposals with water compatible uses, alterations to existing buildings and building floor levels that have been raised, but where there is remaining flood risk under the 0.1% AEP event.

~~11.43.11.1.~~ ~~The Thames Estuary 2100 Plan sets out recommendations and actions that are needed to manage flood risk in the Thames Estuary, taking account of the long term impacts of climate change. It promotes a multi-agency~~

Commented [NE604]: Respond to consultation – the Local Plan should provide details of what might constitute 'wider sustainability benefits'

approach to implementation of priority strategic and local actions with partners including Government bodies, local authorities and developers. The TE 2100 Plan sets Lewisham Borough within 'Action Zone 2 - Central London'. The Local Plan both supports and helps to set a framework for positively managing development consistent with the TE2100 Plan.

Commented [NE605]: Moved to paragraph 11.37 above

SD 8 Sustainable drainage

A. Development proposals should be located and designed having regard to the London Sustainable Drainage Action Plan, along with the Council's Surface Water Management Plan and Local Flood Risk Management Strategy;

Commented [NE606]: Moved from C.a below

A-B. Development proposals ~~should aim to~~ **must** achieve greenfield runoff rates and ensure that surface water runoff is managed as close to its source as possible. Sustainable Drainage Systems (SuDS) should be incorporated into new development wherever possible, with priority given to green and blue over grey features, in line with the London Plan drainage hierarchy, as follows: Proposals for major development and development in a Critical Drainage Area must submit a Drainage Strategy.

Commented [NE607]: Respond to consultation - amended for conformity with London Plan

Commented [NE608]: Moved to criterion C below

- a. Rainwater use as a resource;
- b. Rainwater infiltration to ground at or close to source;
- c. Rainwater attenuation in green infrastructure features for gradual release;
- d. Rainwater discharge direct to a watercourse, unless not appropriate;
- e. Controlled rainwater discharge to a surface water sewer or drain;
Controlled rainwater discharge to a combined sewer;

Commented [NE609]: Removed to make plan more concise – the drainage hierarchy is set out in the London Plan, which the policy refers

B-C. Sustainable Drainage Systems (SuDS) should be integrated into development wherever possible with priority given to green and blue over grey measures. All SuDS will be required to **must** meet the Department for Environment, Food and Rural Affairs' Non-Statutory Technical Standards. They should also **and** be designed to reflect guidance and principles set out in the London Plan Sustainable Design and Construction SPD and in accordance with the latest Construction Industry and Research Association (CIRIA) SuDS Manual or equivalent. In addition, all SuDS should: Development proposals must demonstrate that SuDS will function effectively over the lifetime of development.

- a. Be located and designed having regard to the London Sustainable Drainage Action Plan along with the Council's Surface Water Management Plan and Local Flood Risk Management Strategy;
- b. Be sensitively integrated into the development;
- c. Maximise opportunities to enhance biodiversity and local amenity;
- d. Improve the quality of water discharges, with provision for clean and safe water at the surface; and
- e. Function effectively over the lifetime of the development.

Commented [NE610]: Moved to A above.

Commented [NE611]: These are addressed by the SuDS non-statutory technical standards, referred in the policy

Commented [NE612]: Addressed in C above

All proposals for major development and development within a Critical Drainage Area must achieve a greenfield runoff rate and volume leaving the site, as demonstrated

through a Drainage Strategy. All other development will be expected to achieve at least a 50% reduction in existing runoff rates.

Commented [NE613]: Respond to consultation – deleted for conformity with London Plan. See B above, all development must achieve greenfield runoff

D. SuDS involving infiltration must not have an adverse impact on groundwater sources. Where infiltration is proposed, the Environment Agency should be consulted to consider the suitability of SuDS having regard to the impact of drainage into the groundwater aquifer.

Commented [NE614]: Respond to consultation – additional wording requested by Environment Agency

G.E. Where it is clearly demonstrated that a greenfield runoff rate cannot be achieved, or SuDS cannot be implemented due to reasons of technical feasibility or financial viability, development proposals must demonstrate that:

- Ensure that surface water runoff (both in terms of volume and flow) has been reduced as much as reasonably practical; and
- Investigate and integrate measures to improve water quality have been investigated and implemented, wherever feasible.

D.F. Development proposals should be designed to include permeable surfaces wherever possible. Proposals for impermeable paving surfacing, including on small surfaces such as front gardens, and driveways, and car parks, will be strongly resisted unless it can be suitably demonstrated that this is not technically feasible or appropriate unavoidable.

Commented [NE615]: Amended for clarity and to aid policy implementation

Explanation

1.44-1.47. Surface water flooding occurs when high intensity rainfall generates runoff which flows and ponds in low-lying areas. It is generally associated with intense rain, saturated soils and an insufficient drainage capacity of the surface water system. Surface water flooding is becoming an increasing issue in London due to continued urban development (increased impermeable area) and climate change (greater rainfall intensity). Lewisham's Surface Water Management Plan (SWMP) identifies 9 Critical Drainage Areas (CDAs) which are particularly susceptible to surface water flooding. The CDAs fall within much of the Lewisham's London Plan Opportunity Areas corridor and are also widely present in southern part of the Borough.

1.45-1.48. New development will be expected to must contribute to minimising and mitigating flood risk through the use of Sustainable Drainage Systems (SuDS) and measures. SuDS comprise a sequence of involve management practices and techniques used to slow the rate of surface water runoff and improve infiltration by mimicking natural drainage. This reduces the risk of flash-flooding which occurs when rainwater rapidly flows into the public sewerage and drainage systems. Drainage measures are particularly important in CDAs however we will seek to ensure that new development proactively responds to surface water management throughout the Borough.

Commented [NE616]: Removed to make plan more concise – this is covered in the policy

1.46-1.49. Development proposals should seek to reduce flows to a greenfield runoff rate. This is the rate that reflects the natural rate of water runoff from an undeveloped, naturally permeable site. The volume of runoff must be stored on site and be calculated based on the nationally agreed

return period value of a 1 in 100 year critical storm event, including an allowance for climate change. ~~For major development and proposals within CDAs, it is particularly important that schemes optimise the use of Sustainable Drainage Systems to achieve these outcomes. The Government has published Non-Statutory Technical Standards for Sustainable Drainage Systems which proposals will be expected to comply with.~~

Commented [NE617]: Repetition – this is referred in criterion C above

~~4.47.11.50.~~ SuDS should be viewed as more than just a tool to manage surface water flooding. Where they are well designed and sensitively integrated into development, SuDS can enhance the attractiveness and amenity value of a site ~~and area by improving the quality and attractiveness of the public realm and open spaces. Furthermore, they offer opportunities to~~ also support ~~and enhance~~ biodiversity through the creation of habitats, such as ponds and wetlands, ~~along with~~ and by improving the quality of water discharges. ~~All proposals should apply the principles of the latest SuDS Manual published by the Construction Industry Research and Information Association (CIRIA), which is nationally recognised good practice guidance, or other local guidance where appropriate.~~

Commented [NE618]: Repetition – this is referred in criterion C above

~~4.48.11.51.~~ SuDS should be designed giving priority to 'green' or 'blue' over 'grey' measures, ~~although it is recognised that technical feasibility issues may constrain opportunities.~~ This policy provides flexibility to implement a variety of SuDS measures, as the techniques used will depend on individual site characteristics and the nature of development proposed. Applicants ~~will be expected to~~ must demonstrate that SuDS will function effectively over the lifetime of the development. A Drainage Strategy must accompany all major development proposals and other proposals within a Critical Drainage Area CDA. This should include a SuDS Management Plan setting out long-term management and maintenance arrangements.

~~4.49.11.52.~~ If it is suitably demonstrated that ~~the policy requirements cannot be satisfied~~ a greenfield runoff rate cannot be achieved, for example, ~~by~~ due to reasons of site condition (e.g. land contamination ~~or other site constraints~~) or ~~financial viability~~ technical feasibility, ~~we will require applicants to provide evidence that development proposals must~~ runoff rates have been minimised and runoff rates as far as reasonably practical and maximise measures to improve water quality.

Commented [NE619]: Amended for clarity and to aid policy implementation

Figure 11.4 Safeguarded Wharf at Convoys Wharf

SD 9 Water management Lewisham's waterways

Watercourses and flood defences

Commented [NE620]: The Local Plan water management and flood risk policies have been restructured throughout for legibility.

A. Waterways provide multifunctional social, economic and environmental benefits that support sustainable neighbourhoods and communities. Development proposals should identify and respond positively to the unique attributes of waterways, giving particular consideration to their:

- a. Environmental function and ecological qualities;
- b. Contribution to the Borough's network of open spaces;

- c. Recreational and amenity value;
- d. Distinctive features that help to shape and reinforce the Borough's physical, cultural and historical character;
- e. Support for the visitor economy; and
- a-f. Potential to facilitate water transport, for passengers and freight.

B. Development proposals on sites containing or adjacent to a main river, ~~or~~ ordinary watercourse or other water space will be required to must:

- a. Demonstrate how the objectives of the Thames River Basin Management Plan, Vision for the Tidal Thames, London River Restoration Action Plan, Marine Plan for the South East and other relevant local guidance, including the River Corridors Improvement Plan SPD and Ravensbourne Catchment Improvement Plan, have been taken into account, where appropriate;
- b. Ensure that there is no adverse impact on the natural functioning of the watercourse, including by maintaining an undeveloped buffer zone with an adequate set back distance from the watercourse, as agreed with the Council and the Environment Agency;
- c. Investigate and maximise opportunities to enhance or restore river channels, flood flow pathways, floodplains and other natural flood management features with the objective of returning them to their natural state wherever possible;
- ~~d.a. Where appropriate, provide a condition survey of existing flood defence and other watercourse infrastructure and if necessary, provide for maintenance, repairs or remediation to secure the functional integrity of this infrastructure over the lifetime of the development; and~~
- d. Incorporate measures to enhance the ecological, amenity, recreational and historic value of water spaces, including by enhancing public access to these spaces; and
- e. Contribute to a safe riverside environment by making appropriate provision for riparian life-saving equipment such as grab chains, access ladders, life buoys, along with information signage and CCTV.

Commented [NE621]: Respond to consultation – Port of London Authority request to emphasise potential role for water based transport both for passengers and freight

Commented [NE622]: Respond to consultation – PLA Vision for the Tidal Thames (Thames Vision) to be referred

Commented [NE623]: Respond to consultation – Ravensbourne Catchment Improvement Plan to be included on list of key strategies

Commented [NE624]: This has been moved to Policy SD7 Minimising and managing flood risk

Commented [NE625]: Respond to consultation – include provisions for safer riverside environment

Water quality

C. ~~All~~ Development proposals should seek to improve water quality and must ensure that there is no deterioration in the quality of a watercourse or groundwater, in line with the European Water Framework Directive 2000.

~~D.A. Where development is proposed within a Source Protection Zone it must not result in an unacceptable risk to groundwater quality.~~

Wastewater and water supply

~~E.A. Development proposals will be supported where it is demonstrated that the local water supply and public sewerage networks have adequate capacity both on and off site to serve demand arising from the development; or where such capacity does not exist and there are no programmed works, arrangements are made to ensure adequate provision prior to the occupation of development. A Water Supply~~

~~and/or Drainage Strategy may be required to demonstrate that suitable arrangements are in place to service the development.~~

~~F.A. Development proposals should ensure the separation of surface and foul water systems, including by rectifying misconnections. The Council will give preference to mains foul drainage and seek to restrict the use of non mains drainage for foul water disposal, particularly in Source Protection Zones. Where non mains drainage is proposed for foul water, proposals should implement the most sustainable drainage options as supported by a Drainage Strategy.~~

~~G.A. All proposals for new development should maximise opportunities to alleviate water scarcity and be designed to minimise pressure on the combined sewer network by incorporating SuDS in line with Policy SD 8 (Sustainable Drainage), and by meeting the draft London Plan requirements for water efficiency, as follows:~~

- ~~a. All proposals for new residential development should achieve mains water consumption of 105 litres or less per head per day (excluding allowance of up to five litres for external water consumption);~~
- ~~b.a. Major non residential development should achieve at least the BREEM excellent standard for the 'Wat 01' water category or equivalent.~~

Strategic role of waterways

~~Waterways provide multifunctional social, economic and environmental benefits that support sustainable communities. Development proposals should identify and respond positively to the unique attributes of waterways, giving particular consideration to their:~~

~~Environmental function and ecological qualities;~~

~~Contribution to the Borough's network of open spaces;~~

~~Recreational and amenity value;~~

~~Distinctive features that help to shape and reinforce the Borough's physical, cultural and historical character;~~

~~Support for the visitor economy; and~~

~~Potential to facilitate water transport.~~

~~H.D. The Lewisham section of the Thames Policy Area is designated in the Local Plan, as reflected in the Policies Map. All new development within the Thames Policy Area will be expected to respond positively to the distinctive character and qualities of the River Thames and its surrounds, in line with Policy LNA 4 (Thames Policy Area and Deptford Creekside).~~

~~I.E. Convoys Wharf is included within London's network of safeguarded wharves. The Council will continue to safeguard Convoys Wharf taking into account the Ministerial safeguarding Direction for the wharf and extant planning consents and any future safeguarding Direction. Development proposals involving water transport at Convoys~~

Wharf will be ~~considered having regard to draft supported where they comply with~~ London Plan policy SI15 (Water transport), along with other relevant policies.

Commented [NE626]: Public consultation – to appropriately reflect the relevant safeguarding Direction and in principle support for water transport, in line with London Plan

~~4.F.~~ **Development p** Proposals for water and marine based residential, commercial, community, recreational and transport uses (including moorings and jetties) alongside or within a waterway will only be supported where they:

Commented [NE627]: Respond to consultation – Port of London Authority request for recreational uses to be included

- a. Are demonstrably a water-dependent use;
- b. Are appropriately located and designed, taking into account the nature and scale of the proposed use;
- c. Respond positively to, and do not adversely impact on, the open character, historic setting and views of the waterway, its frontage (including foreshore) and the surrounding area;
- d. Do not have a detrimental impact on river navigation and flood defence infrastructure;
- e. Do not have a detrimental impact on the environment, including water quality in line with (B) above;
- f. Do not impede or compromise existing public access points to the waterway, and extend or enhance access wherever possible; and
- g. Ensure adequate access and servicing arrangements for all intended users of the development.

Explanation

Watercourses and flood defences

~~4.50.~~ Watercourses within Lewisham form part of the network of rivers and streams within the London basin and are one of the defining features of the Borough. They contribute to local character and visual amenity, offer health benefits through recreational opportunities and provide the setting for Borough's historical past. Watercourses also have an important environmental role in supporting biodiversity and are critical to climate change adaptation through their flood management function. We will seek to ensure that watercourses are positively managed recognising the many important contributions they make to sustainable and resilient communities.

Commented [NE628]: Repetition – covered

11.53. The term 'waterways' refers to the network of linked waterways in London – also known as the Blue Ribbon Network – which includes the River Thames, its tributaries, canals and other water spaces. Waterways are of strategic importance, particularly in Lewisham given its Thames-side location, and provide multifunctional benefits to the environment and local communities. The Lewisham Characterisation Study (2019) is helpful in explaining the significant role waterways have played in the Borough's historical and cultural development, and the way in which they contribute to local character today.

~~4.54.~~ 1.54. All Development proposals ~~will be expected to~~ must demonstrate how they have taken into account the Thames River Basin Management Plan and the London River Restoration Action Plan, particularly in contributing to the European Water Framework Directive (WFD) 2000 objectives. ~~Furthermore, applicants~~ They should also refer to and engage positively with Lewisham's the River Corridors

Improvement Plan SPD. The SPD sets out local guidance to [secure support the delivery of](#) high quality development along the Borough's river corridors whilst balancing objectives for environmental protection and flood risk management.

[4.52-1.55.](#) Lewisham's river corridors are heavily constrained by urban development along much of their respective lengths. The River Thames has been heavily modified over time with the growth of London, including the construction of raised defences along much of its width. Considerable modifications have also been made to other river channels in the Borough over the past decades including through canalising and culverting. The compromising of natural river processes can adversely impact on biodiversity and water quality. The Council has recently worked with the Environment Agency and other partners to deliver investment in river corridor improvements as part of its ongoing regeneration programme. This includes works along the Rivers Ravensbourne and Quaggy to provide improved defences and dedicated landscaped areas for flood storage, local amenity and improved biodiversity. These schemes have demonstrated that it is possible to put rivers back at the heart of new development and we aim to continue building on these successes.

[4.53-1.56.](#) In order to ensure there is no adverse impact of the natural functioning of a watercourse, or the integrity of a flood defence, all new development must maintain an undeveloped buffer zone with an adequate set back distance from the watercourse. A relief of 8 metres from a main river and 5 metres from an ordinary watercourse should be secured, unless otherwise agreed by the Council and the Environment Agency. Buffer zones should be left free of permanent structures, ensure adequate access for the maintenance of flood defences and be sensitively integrated into development in order to enhance their amenity value. Development within 20 metres of a bank of a main river will need Environment Agency consent. Some rivers have defined flood defence assets and proposals will be required to identify assets and these into consideration, where appropriate.

[4.54-1.57.](#) On sites with existing flood defence infrastructure we will seek to ensure that the functional integrity of this infrastructure is secured over the lifetime of the development. We may require proposals to include a Condition Survey of all existing infrastructure and if necessary, make provision for any necessary repairs or maintenance, to be secured through a legal agreement or planning conditions. Culverts are considered flood defences and sites with existing culverts will be expected to investigate the feasibility of deculverting, with robust justification provided where this is not considered possible.

Water quality

[4.55-1.58.](#) The European Water Framework Directive 2000 (WFD) provides the legal framework for the protection, improvement and sustainable use of waterbodies including rivers and groundwater. The improvement of waterbodies to 'good' ecological status or potential, and not allowing the deterioration in the status of waterbodies, are key requirements of the WFD. Applicants are encouraged to refer the Thames River Basin Management Plan for details of the quality of waterbodies in the Borough and throughout the basin district, along with measures

needed to meet the WFD objectives for water quality. Proposals will be expected to investigate and maximise opportunities to integrate these measures.

~~4.1.56.11.1. There are groundwater abstraction points in Lewisham that are used for the public water supply. It is important that groundwater at these points is protected from new sources of pollution, and its quality improved wherever possible. The Environment Agency has identified and mapped Source Protection Zones (SPZs) and aquifers within the Borough. We will seek to ensure that all proposals appropriately consider and manage risk to groundwater contamination in these areas and elsewhere across the Borough. Proposals that present an unacceptable risk to groundwater quality will be rejected.~~

~~Wastewater and water supply~~

~~4.1.57.11.1. It is vital that development sites and localities are supported by efficient and well functioning sewerage and wastewater infrastructure, particularly as this plays an important role in the management of flood risk and water quality. Lewisham has a mix of separate and combined sewer systems. Sewer flooding can arise in the foul system when surface water enters via misconnection, or where the capacity of combined systems is exceeded. In both cases this results in surcharge of contaminated surface water. Applicants are encouraged to consult with Thames Water who record sewer flooding incidents by postcode area, and this information gives an indication of sewer flood risk at sites across the Borough.~~

~~4.1.58.11.1. All proposals will be expected to demonstrate that there is adequate water supply, surface water, foul drainage and sewerage capacity both on and off site to service demand arising from the development. Applicants are therefore encouraged to engage with Thames Water, or other water and sewerage undertakers as appropriate, early in the planning and design stage. Where there is a capacity issue and there are no planned capacity works or upgrades, the applicant should agree with the infrastructure provider a programme of necessary improvements. These should be implemented prior to the occupation stage. In some circumstances we may require submission of a Water Supply and/or Drainage Strategy, such as where major development is proposed in an area where there are concerns about existing infrastructure provision. This supporting information should include a detailed model of the network capacity to determine whether mitigation is required.~~

~~4.1.59.11.1. For surface water, development should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. Where it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Where it is proposed to discharge to a public sewer prior approval from Thames Water Utilities will be required.~~

~~4.1.60.11.1. The Thames Tideway Tunnel is a major project being undertaken by Thames Water and Thames Tideway Limited. The project will assist in upgrading to London's sewerage system to cope with long term future demands. A new 25-kilometre interception, storage and transfer tunnel is being constructed, running up to 65 metres below ground and below the River Thames. The sewer will run~~

across London and capture flows from sewer overflow points along the River Thames. There are two temporary major works sites within Lewisham, one at Earl Pumping Station and one at Deptford Church Street. We will continue to work with stakeholders to secure the delivery of this strategic infrastructure.

4.61.11.1. The built environment plays a significant role in the way water is consumed, distributed and disposed of. London experiences lower rainfall than the national average while having a very large population. It has been declared an area of serious water stress and this trend is likely to be exacerbated by climate change. The Council supports London Plan objectives for delivering a sustainable and secure water supply, and addressing water scarcity, particularly in the context of a growing population and increased demand for this valuable resource.

4.62.11.1. All development should be designed to maximise water efficiency. New residential development will be required to meet the draft London Plan target for mains water consumption, which reflects the Optional Requirement set out in Part C of the Building Regulations. Major non residential development will be expected to meet BREEAM excellent standard for the 'Wat 01' water category, to achieve at least a 12.5% improvement over defined baseline performance standard. In addition, major developments and high or intense water use developments (such as hotels) should include a grey water and rain water harvesting system, and applications will be required to submit robust justification where such a system is not considered feasible.

Strategic role of waterways

The term 'waterways' refers to the network of linked waterways in London – also known as the Blue Ribbon Network – which includes the River Thames, its tributaries, canals and other water spaces. Waterways are of strategic importance, particularly in Lewisham given its Thames side location, and provide multifunctional benefits to the environment and local communities. The Lewisham Characterisation Study (2019) is helpful in explaining the significant role waterways have played in the Borough's historical and cultural development, and the way in which they contribute to local character today. Waterways also form part of the local network of open space, offering recreational opportunities and amenity value for residents and visitors. Further, as set out elsewhere in this section, the water environment is crucial to supporting biodiversity and flood risk management. All development proposals will be expected to respond positively to the unique attributes of Lewisham's waterways. Applicants should provide planning statements that detail how the different functional values of water spaces have been taken into account. This is particularly important for proposals within the Thames Policy Area, for which further detailed policies are set out in Policy LNA 4 (Thames Policy Area and Deptford Creekside), and reflect the key objectives for the Thames Policy Area: Bermondsey to Woolwich set out in sub-regional strategies.

Water infrastructure

4.63.1.59. There is a network of wharves along the River Thames that are protected for use as a wharf by a safeguarding Direction issued by the Secretary

Commented [NE629]: Moved to new standalone policy SD10 wastewater and water supply

Commented [NE630]: Moved to first paragraph of supporting text above

Commented [NE631]: Repetition – covered elsewhere in the plan

of State for Housing, Communities and Local Government on 1st March 2021.¹⁴⁷ The existing network dates from 2005 and includes one wharf in Lewisham, Convoys Wharf. The London Mayor undertook a review of the network in 2018¹⁴⁸ and this included some recommended changes. The Council submitted representations through the formal consultation process, and highlighted its position that the review did not reflect the extant outline planning permission at Convoys Wharf, granted by the Greater London Authority in 2015. In particular, the planning permission has effectively reduced the size of the wharf and sets conditions with respect to its future use. The London Mayor is currently considering consultation responses and will submit recommendations for safeguarding to the Secretary of State, who will then make a determination on the matter. The Council will continue to safeguard Convoys Wharf taking into account the extant planning consent and any future safeguarding Direction.

~~4.64.1.60.~~ We strongly support the use of Development proposals at Convoys Wharf should support and enable appropriate waterborne and riverside uses, to facilitate delivery of the Lenox Project, consistent with the safeguarding Direction, London Plan policy S15 (Water transport) and extant planning consents at this strategic development site. The Council recognises and supports community aspirations for the Lenox Project. This involves the restoration of the Lenox, a state-of-the-art naval ship that was built in 1678 in Deptford and was the first of Charles II's thirty ships. The project has significant potential for heritage-led regeneration in the Borough, and will can help to promote the visitor economy as well as understanding of Lewisham's historical and cultural development. Any such alternative uses proposed at the safeguarded wharf must robustly justify why the site is no longer viable or capable of being made viable for waterborne freight.

~~4.65.1.61.~~ It is important that water infrastructure, including residential and commercial moorings, do not adversely impact on the Borough's waterways. Where new development is proposed on, or within or adjacent to a waterway, including the foreshore, we will expect applicants to should consult with the relevant authorities and bodies including Environment Agency, Port of London Authority, Marine Management Organisation, and the Canal and River Trust, and river catchment partnerships such as Your Tidal Thames. Early engagement will help to ensure that development is appropriate to its location and does not result in a detrimental impact on waterways, including on navigation, water quality, biodiversity, flood defences and local character. Proposals must demonstrate that there will be adequate access and servicing arrangements to support all intended users of the development, and that any new provision is sensitively located into the site and its surrounds. We will strongly resist Development proposals that unnecessarily inhibit or detract from existing public access to waterways, or preclude future opportunities for enhanced access from being delivered will be refused.

Commented [NE632]: Respond to consultation – the plan should be amended with this factual update

Commented [NE633]: Respond to consultation – Changes requested by Port of London authority to ensure plan is consistent with the Ministerial direction and London Plan.

Commented [NE634]: Respond to consultation – PLA request to also refer engagement on development adjacent to waterways

Commented [NE635]: Respond to consultation – MMO and river catchment partnerships groups should be referred as part of engagement

¹⁴⁷ This refers to the safeguarding Direction issued by the Secretary of State for the former Department of Housing, Communities and Local Government, now Department for Levelling Up, Housing and Communities.

¹⁴⁸ The Safeguarded Wharves Review 2018. Greater London Authority. 2018.

SD 10 Water supply and wastewater

- A. Development proposals for new water supply and wastewater facilities or the expansion of existing facilities will be supported where the development:
- Makes provision for infrastructure that is required within the Borough as demonstrated by an asset management or similar investment plan;
 - Will not result in an unacceptable adverse impact on the environment, human health, public safety, amenity and local character; and
 - Will be constructed in a timely and sustainable manner.

Commented [NE636]: Respond to consultation – request for policy to provide in-principle support for new water supply and wastewater facilities

- ~~B. Development proposals will be supported where it is should have regard to Drainage and Wastewater Management Plans (DWMPs) and must demonstrated that the local water supply and public sewerage networks have adequate capacity both on and off-site to serve demand arising from the development; or where such capacity does not exist and there are no programmed works, arrangements are made to ensure adequate provision prior to the occupation of development. A Water Supply and/or Drainage Strategy may be required to demonstrate that suitable arrangements are in place to service the development.~~

Commented [NE637]: Respond to consultation – policy should specifically refer DWMPs

- C. Development proposals should ensure the separation of surface and foul water systems, including by rectifying misconnections. The Council will give preference to Proposals should prioritise mains foul drainage and seek to restrict avoid the use of non-mains drainage for foul water disposal, particularly in Source Protection Zones. Where non-mains drainage is proposed for foul water, proposals should implement the most sustainable drainage options must be implemented, as supported by a Drainage Strategy.

~~All proposals for new development should maximise opportunities to alleviate water scarcity and be designed to minimise pressure on the combined sewer network by incorporating SuDS in line with Policy SD 8 (Sustainable Drainage), and by meeting the draft London Plan requirements for water efficiency, as follows:~~

~~All proposals for new residential development should achieve mains water consumption of 105 litres or less per head per day (excluding allowance of up to five litres for external water consumption);~~

~~Major non-residential development should achieve at least the BREEAM excellent standard for the 'Wat 01' water category or equivalent.~~

Commented [NE638]: Moved from previous policy SD9 Water Management

- D. Development proposals should be designed to be water efficient, reduce water consumption and minimise pressure on the combined sewer network by integrating SuDS and complying with the London Plan requirements for water efficiency. Planning conditions will be applied to ensure that water efficiency standards are met.

- E. ~~Where d~~Development is proposed proposals within a Source Protection Zone it must not result in an unacceptable will only be supported where there is no risk to of contamination to groundwater quality sources, or if a risk is identified, it is suitably demonstrated that adequate mitigation measures will be implemented.

F. Development proposals for piled foundations must ensure that disturbances to the ground will not lead to adverse impacts on water quality, including turbidity in the water supply. Development proposals on or in proximity to sites with contaminated land must not introduce new pathways for contamination materials to reach groundwater.

Commented [NE639]: Respond to consultation – inclusion of policy points recommended by Environment Agency and Thames Water

Wastewater and water supply Explanation

Commented [NE640]: The majority of the policy supporting text has been moved from previous Policy SD Water management

1.62. It is vital that development sites and localities are must be supported by efficient and well-functioning sewerage and wastewater infrastructure, particularly as this plays an important role in the management of flood risk and water quality. The Council will continue to work with its key stakeholders, including Thames Water and other water companies, on its Infrastructure Delivery Plan. However, the short-term nature of water companies' investment plans means that it is not possible to identify all of the infrastructure required over the plan period. The Local Plan therefore provides in-principle support for new or upgraded water supply and wastewater infrastructure where required.

Commented [NE641]: Respond to consultation – supporting text included to support new policy SD10.A

1.63. Lewisham has a mix of separate and combined sewer systems. Sewer flooding can arise in the foul system when surface water enters via misconnection, or where the capacity of combined systems is exceeded. In both cases this results in surcharge of contaminated surface water. Applicants are encourage to consult with Thames Water who record sewer flooding incidents by postcode area, and this information gives an indication of sewer flood risk should be referred at sites across the Borough.

1.64. All proposals will be expected to demonstrate that there is adequate water supply, surface water, foul drainage and sewerage capacity both on and off-site to service demand arising from the development. Applicants are therefore encouraged to should engage with Thames Water, or other water and sewerage undertakers as appropriate, early in the planning and design stage process. Where there is a capacity issue and there are no planned capacity works or upgrades, the applicant should agree with the infrastructure provider a programme of necessary improvements. These should be implemented prior to the occupation stage. In some circumstances we may require submission of A a Water Supply and/or Drainage Strategy may be required, such as where for major development in is proposed in an areas where there are concerns about existing infrastructure provision. This supporting information should include a detailed model of the network capacity to determine whether mitigation is required.

1.65. For surface water, New development should ensure that storm flows are attenuated or regulated into the receiving public network through on or off-site storage. Where it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Where it is proposed to discharge to a public sewer prior approval from Thames Water Utilities will be required. Connections to trunk sewers should be avoided - an alternative point of connection to a non-trunk sewer or requisition a new connection and associated pipe laying will be required. It is the responsibility of a developer to make proper provision for surface water drainage to ground.

water courses or surface water sewer. It must not be allowed to drain to the foul sewer as this is the major contributor to sewer flooding.

Commented [NE642]: Respond to consultation – recommended supporting text to aid policy implementation

11.66. The Thames Tideway Tunnel is a major project being undertaken by Thames Water and Thames Tideway Limited. The project will assist in upgrading to London's sewerage system to cope with long-term future demands. A new 25-kilometre interception, storage and transfer tunnel is being constructed, running up to 65 metres below ground and below the River Thames. The 'supersewer' will run across London and capture flows from sewer overflow points along the River Thames. There are two temporary major works sites within Lewisham, one at Earl Pumping Station and one at Deptford Church Street. We will continue to work with stakeholders to secure the delivery of this strategic infrastructure. New development should not adversely impact on the construction, operation and long-term maintenance of the tunnel infrastructure.

Commented [NE643]: Respond to consultation – make clear that new development must not adversely impact on Tideway Tunnel

11.67. The built environment plays a significant role in the way water is consumed, distributed and disposed of. London experiences lower rainfall than the national average while having a very large population. The Environment Agency has been declared the Thames Water region as an area of to be "seriously water stressed" and this trend is likely to be exacerbated by climate change. The Council This policy supports London Plan objectives for delivering a sustainable and secure water supply, and addressing water scarcity, particularly in the context of a growing population and increased demand for this valuable resource.

11.68. All development should be designed to maximise water efficiency. New residential development will be required to must meet the draft London Plan target standard for mains water consumption, which reflects the Optional Requirement set out in Part G of the Building Regulations. Major non-residential development will be expected to must meet BREEAM excellent standard for the 'Wat 01' water category, to achieve at least a 12.5% improvement over defined baseline performance standard. In addition, major developments and high or intense water use developments (such as hotels) should include a grey water and rain water harvesting system, and applications will be required to submit must provide robust justification where such a system this is not considered feasible. Planning conditions will be used to ensure water efficiency targets are met.

11.69. There are groundwater abstraction points in Lewisham that are used for the public water supply. It is important that groundwater at these points is protected from new sources of pollution, and its quality improved wherever possible. The Environment Agency has identified and mapped Source Protection Zones (SPZs) and aquifers within the Borough. We will seek to ensure that Development proposals appropriately must consider assess and manage risk to groundwater contamination in these areas and elsewhere across the Borough. Proposals that present an unacceptable risk to groundwater quality will be resisted refused.

SD 4011 Ground conditions

Contaminated land

A. Development proposals that will enable contaminated sites to be brought back into beneficial use will be supported where the requirements of B-D below are satisfied.

Commented [NE644]: Respond to consultation – Local Plan should be more proactive in supporting land remediation to enable development to come forward

A-B. Development proposals must demonstrate that any risks associated with land contamination, including to human health, public safety and the environment, ~~can~~ will be adequately addressed in order to make the development safe.

B-C. ~~All proposals for De~~ development proposals on land which is suspected of being contaminated or potentially contaminated, or if a sensitive use is proposed, will be required to ~~must~~ submit a Preliminary Risk Assessment (Phase 1 Study) to identify the level and risk of contamination on the site and adjacent land, and where necessary:

- a. Undertake a Site Intrusive Investigation (Phase 2 Study) to provide a detailed assessment of contamination and risks to all receptors;
- b. Prepare a Risk Management and Remediation Strategy appropriate to the individual site circumstances; and
- c. Submit a Verification Plan and Closure Report prior to the occupation of the development.

Hazardous substances

D. Development proposals involving the storage or use of hazardous substances, or development of a site in the vicinity of a hazardous installation, will only be permitted where it is demonstrated that appropriate safeguards are in place to ensure there is no unacceptable risk to human health, public safety and the environment.

C-E. Planning conditions may be applied to ensure that remedial measures will be implemented and the development is safe prior to occupation.

Commented [NE645]: Respond to consultation – the Council should seek to use planning conditions to secure remedial measures for contaminated sites

Explanation

Contaminated land

~~4.66.1.70.~~ Contaminated land is defined within the Environmental Protection Act 1990. It refers to land that has been polluted with harmful substances to the point where it could pose an unacceptable risk to human health and the environment. Environmental health and planning legislation requires the Council to ensure that land is assessed for contamination and made suitable for current and proposed future uses. Through the planning process we will seek that all development is appropriate to its location, whilst requiring landowners and developers to fulfil their responsibility for securing safe development where a site is affected by contamination.

~~4.67.1.71.~~ In order to appropriately identify and manage the risks associated with land contamination ~~we will require~~ development proposals ~~to~~ must undertake a series of steps to ensure that development is safe. In the first instance a Preliminary Risk Assessment must be undertaken. This should consist of a desktop study and site walkover report that shows all previous and existing uses of the site and adjacent land. It should assesses the potential contamination risks

to identified receptors. Following this preliminary assessment applicants will be required to submit, where appropriate:

- A Site Intrusive Investigation which provides a more detailed assessment of site characteristics and risks to receptors;
- Where contamination is present, a Risk Management and Remediation Strategy to deal with the identified hazards to human health and the environment, along with site management and monitoring arrangements;
- A Verification Plan for any remediation works, completed by a suitably qualified professional, in order to ensure effective measures to protect: occupiers of the development and neighbouring land uses; the structural integrity of new and existing buildings; and any watercourses or aquifers; and
- A Verification/Closure Report, to be submitted prior to occupation, which demonstrates completion and validation of the works set out in the approved Risk Management and Remediation Strategy, including results of sampling and monitoring carried out in accordance with the Verification Plan.

~~4.68-1.72.~~ The Council's Environmental Protection (~~EP~~) service maintains a Contaminated Land Register and the ~~EP-Council's~~ website ~~pages~~ provides information that can direct applicants to further resources which may assist with site investigations and possible remedial measures. Planning conditions may be used to secure appropriate measures prior to the commencement and occupation of development.

~~4.69-1.73.~~ When contaminated land has the potential to affect watercourses or groundwater, the Environment Agency should be contacted, as in certain circumstances it is the responsible authority under the Environmental Protection Act 1990.

Hazardous substances

~~4.70-1.74.~~ Hazardous installations consist of sites and facilities for chemical processing, fuel and chemical storage and pipelines. It is important that any risks associated with hazardous substances (including to human health, safety and the environment) are appropriately managed and mitigated. There are listed hazardous installations both within and in proximity to the Borough, including the Lower Sydenham Gas Holders. Whilst hazardous substances are controlled by the separate need for hazardous substances consent along with health and safety regulations, the Local Plan also has a role in ensuring public safety from major accidents, consistent with the NPPF and its associated guidance.

~~4.74-1.75.~~ All planning applications for hazardous installations, or the use of land in proximity to them, must suitably demonstrate that development will not constitute a risk to the population or the environment. In considering proposals and potential risks, we will apply the Health and Safety Executive (HSE) land use planning methodology and consult with the HSE, Environment Agency and other stakeholders as appropriate. Depending on individual site circumstances proposals may be required to submit a Preliminary Risk Assessment and/or a Risk Management Strategy that clearly identifies risks and sets out measures to appropriately manage and mitigate these.

SD 4412 Reducing and sustainably managing waste

- A. The Council will ensure that waste is sustainably managed in ways which protect human health and the environment. A circular economy approach will be promoted in Lewisham in order to conserve and make a more efficient use of resources, to achieve increases in the re-use and recycling of materials and reductions in waste going for disposal. Development proposals ~~should must~~ apply the waste hierarchy and follow circular economy principles ~~in the design and construction process~~, in line with Policy SD 123 (Design to support the circular economy).
- B. To help London achieve ~~net~~ waste net self-sufficiency, ~~and ensure meet~~ the Borough's strategic waste apportionment target ~~is met and other requirements, including the London Mayor's recycling and composting targets,~~ the Council will work in partnership with ~~the local authorities comprising stakeholders including~~ the South East London Joint Waste Planning Group ~~to identify and safeguard strategic sites suitable for waste management.~~ The following ~~existing sites will be~~ are strategically safeguarded waste sites in Lewisham:
- South East London Combined Heat and Power (SELCHP) energy recovery facility, New Cross
 - Recycling Centre (HTL Waste Management Services), New Cross
 - Reuse & Recycling Centre (London Borough of Lewisham), New Cross.
- C. Development proposals that will result in the loss of an existing waste site through a change of use will only be permitted where adequate replacement waste processing capacity is secured in accordance with London Plan policy SI9 (Safeguarded waste sites).
- D. Development proposals for new waste management facilities will only be permitted where:
- They are required within the Borough to meet an identified strategic need, having regard to the proximity and self-sufficiency principles;
 - It is demonstrated that the waste management capacity at existing safeguarded waste sites has been maximised, and there are no opportunities for appropriately increasing capacity at these sites to meet the identified need;
 - They are located within a Strategic Industrial Location, or involve alterations or extensions to an existing facility located outside a SIL, and have high quality supporting infrastructure necessary for the intended use;
 - They achieve a positive carbon outcome or demonstrate that steps are in place to meet the minimum greenhouse gas performance target, in line with ~~draft~~ London Plan policy SI8 (Waste capacity and net waste self-sufficiency); and
 - They will not result in any adverse impacts on human health, the natural environment and local amenity, having regard to relevant legislation and other development plan policies.
- E. Development proposals for waste management facilities must be located and designed with reference to the Agent of Change principle. They should be fully

Commented [NE646]: Amended to ensure the local plan aligns with the Council's adopted and emerging Waste Management Strategy, and in line with the Waste Framework Directive

Commented [NE647]: Respond to consultation – recognition that there are additional sites with licenced waste capacity (i.e. Environment Agency permits) which are safeguarded in line with the London Plan

Commented [NE648]: Amended to aid effective policy implementation – the proximity principle is that waste should be managed as close to its source as possible, and is set out in higher level policy

Commented [NE649]: Respond to consultation – additional criterion to ensure waste management facilities are appropriately supported by infrastructure

enclosed on all sides and have a roof along with fast-acting doors, and must be designed with these measures where the development is likely to have a significant impact on impact on local amenity.

E.F. Where development proposals involve alterations to an existing waste management facility, they must demonstrate how they have maximised opportunities to improve the environmental performance of the facility as well as to reduce and mitigate its impact on local amenity.

Explanation

4.72.1.76. The waste hierarchy (see Figure 11.6) is set out by the Waste Framework Directive¹⁴⁹ and provides a framework for how waste management can be made more sustainable. The aim is to move up the hierarchy away from a reliance on waste disposal. The draft London Plan advocates principles on the 'circular economy' as a strategic approach for the sustainable use and management of materials and waste (see Figure 11.7) aligns with the hierarchy. The circular economy is one where materials are retained in use at their highest value for as long as possible and are then re-used or recycled, leaving a minimum of residual waste. The main principles of the circular economy, which are explained in detail in the draft London Plan, are reflected in the Figure 11.6 below. These principles should be applied in the design and construction stages of all new development. The successful implementation of these waste hierarchy and circular economy principles will help are necessary to reduce the volume of waste that is produced and will need to be managed both in Borough and across London. The policy supports the Council's Waste Management Strategy 2021-2031. The strategy includes targets for recycling and composting which are cross-referenced in the Local Plan monitoring framework. Transition towards the circular economy in Lewisham is necessary to support wider regional and national strategies on sustainable waste management. This is recognising that the continuation of the current linear economy approach (where resources are taken to make products, which are then disposed of at the end of their useful lifetime) would require significant investment in additional waste infrastructure along with land to support this.

1.77. The draft London Plan includes a strategic objective for London to be ~~not~~ waste net self-sufficient by 2026. This means that all waste generated in the city London should also be managed within it, rather than being exported elsewhere. To support this objective the London Plan apportions a per cent share of London's total waste to be managed by each B~~h~~orough, which is set out in tonnes. It then requires B~~h~~oroughs to allocate sufficient land ~~or sites~~, and identify facilities, to manage the apportioned tonnages of waste. The Council will continue with the approach to pool and manage the waste apportionment within its sub-region, working in partnership with other local authorities in the South East London Joint Waste Planning Group (SELJWPG). This includes Lewisham, ~~along with~~ Bexley, Bromley, Royal Borough of Greenwich, ~~and~~ Southwark ~~and along with the~~ City of London ~~Corporation~~. The South East London Joint Waste Technical Paper ~~has~~

Commented [NE650]: Respond to consultation – request for additional criterion to protect amenity and to ensure conformity with London Plan

Commented [NE651]: Respond to consultation – included to help address concerns with existing safeguarded waste facilities on public health and environment

Commented [NE652]: Supporting text amended to explain the waste hierarchy.

Commented [NE653]: Removed to make more concise – covered by the London Plan, which is referred in the policy

Commented [NE654]: Included to reflect new adopted Strategy

Commented [NE655]: Respond to consultation – include targets for waste management

Commented [NE656]: Removed to make more concise – covered by the London Plan, which is referred in the policy

¹⁴⁹ Directive 2008/98/EC of the European Parliament and of the Council, 19 November 2008.

been prepared by the SELJWPG and provides further details on the pooled apportionment and strategic waste management sites with capacity to manage this over the long-term. The Technical Paper will be subject to periodic review and updating where necessary.

4.73-1.78. There are 3 strategic waste management sites in Lewisham which are safeguarded in by the Local Plan, which They are located within the Strategic Industrial Location SIL at Surrey Canal Road. These sites and facilities are necessary to ensure that the Borough's London Plan waste apportionment can be met, along with the pooled apportionment of the constituent SELJWPG authorities. In addition, there are a number of sites within the Borough with waste management permits from the Environment Agency. The London Plan states that waste sites should only be released to other land uses where waste processing capacity is re-provided elsewhere within London, based on the maximum achievable throughput of the site proposed to be lost.

4.74-1.79. The South East London Joint Waste Technical Paper provides demonstrates that there is currently sufficient waste management capacity in the constituent Boroughs to meet the London Plan pooled apportionment. It also shows that there is a sufficient surplus of capacity that will provide for a robust buffer against any future changes to the sub-region's apportionment requirements. Development pProposals for new waste management facilities (including extensions to existing facilities) will therefore only be supported where they are required to meet an identified strategic need within the Borough, taking into account the pooled capacity within the sub-region, and also having regard to the proximity and circular economy principles. We will expect require all applications to provide evidence of a local need and to demonstrate that capacity at existing sites has been fully maximised before pursuing other development alternatives, taking into account the technical feasibility and financial viability. Consideration should be given to the enhancement of existing facilities through the site selection process. We will require that all Development proposals for new or enhanced waste management facilities are must be located within Strategic Industrial Locations SILs, unless the proposal relates to an existing authorised facility, which are the Borough's designated locations for general industrial and storage uses. Other employment areas are not appropriate for this type of use. This is because the successful delivery of spatial strategy relies on the intensification of Mixed-use Employment Locations, and Locally Significant Industrial Sites and certain non-designated employment land, giving priority to Class B4-E(g) (office and light industrial) uses to meet future employment needs. All Development proposals for waste management facilities will be required to demonstrate that there will be no adverse impacts on human health, the natural environment and local amenity. Proposals will be assessed against relevant London Plan policies, including draft Policy SI8 (Waste capacity and not waste self sufficiency).

Table 11.1 Safeguarded strategic waste sites

Facility	Address	Site size	Licenced capacity (tonnes)	Average annual throughput

Commented [NE657]: Respond to consultation – reference made to explain London Plan requirements on safeguarded waste sites, in line with policy addition C above

Commented [NE658]: Amended to make more concise – this is stated in the policy above.

Commented [NE659]: Respond to consultation – amended for clarification. There are other 'non-strategic' waste sites in borough with licenced waste capacity and are safeguarded by virtue of the London Plan. These sites are safeguarded as integral to meeting London Plan waste apportionment figure

				(tonnes)
South East London Combined Heat & Power (SELCHP) energy recovery facility	Landmann Way, New Cross, SE14 5RS	2.30 ha	464,000	426,880
Deptford Recycling Centre	Landmann Way, New Cross, London SE14 5RS	0.63 ha	130,000	52,000
Landmann Way Reuse & Recycling Centre	Landmann Way, New Cross, Lewisham, SE14 5RS	0.24 ha	TBC25,000	5,660-6,650

Commented [NE660]: Factual updates

Figure 11.5 Safeguarded Waste Sites

Figure 11.6 Waste hierarchy

Figure 11.76 Circular Economy Principles (London Plan and Dave Cheshire, AECOM)

SD 4213 Design to support the circular economy

A. ~~All development proposals will be expected to apply circular economy principles in order to minimise waste and support the delivery of sustainable development in Lewisham. Consideration should be given to the circular economy hierarchy for building approaches, as set out in the draft London Plan, at the start of the design process taking into account the following principles:~~

- ~~Building in layers, ensuring that different parts of buildings and spaces are accessible and can be maintained and replaced when necessary;~~
- ~~Designing out waste, ensuring that waste reduction is planned in from project inception to completion (including consideration of standardised components, modular build and re-use of secondary products and materials);~~
- ~~Designing for adaptability;~~
- ~~Designing for disassembly; and~~
- ~~Using materials that can be re-used and recycled.~~

A. Development proposals should apply circular economy principles in order to conserve resources and improve resource efficiency, with reference to London Plan policy SI7 (Reducing waste and supporting the circular economy).

B. Major development proposals should aim to be net zero-waste. ~~They will be required to~~ Development proposals that meet the threshold for being referable to the Mayor of London must submit a Circular Economy Statement, as part of the Sustainable Design Statement, in line with ~~the requirements of draft~~ London Plan policy SI17 (Reducing waste and supporting the circular economy).

Commented [NE661]: Amended for clarity – align with the requirement set out in the London Plan

- C. Development proposals ~~will be expected to~~must sustainably manage both the type and volume of recyclable materials and waste arising from the development during the construction and operational phases.
- D. Development proposals must be designed to ensure adequate on-site provision for the sorting of recyclable material, composting of organic material and the disposal of general waste during the occupation stage. ~~Proposals will be expected to~~They must make provision for:
- Dedicated internal and external storage facilities, with flatted residential development including temporary storage space for each unit and communal storage for waste materials pending collection;
 - Safe and convenient access to storage facilities, both for building occupiers and collection services;
 - Well sited and designed development that avoids and mitigates adverse impact on the amenity of building occupiers and neighbouring site users and uses; and
 - Separate provision for commercial and household waste where mixed-used development is proposed.
- E. ~~All proposals for new multi-storey flatted residential development, including mixed-use flatted residential development, must also make provision for sensitively designed storage and collection systems at each floor unless it is suitably demonstrated that other designs can appropriately service the development. Proposals should fully investigate design options for basement servicing before giving consideration to the avoid the use of forecourts or ground floor internal waste storage where this may adversely impact on the amenity of the building's occupiers and surrounding properties.~~
- F. Where public realm is included as part of a development proposal appropriate provision for recycling and waste ~~management disposal~~ facilities ~~appropriate to this element~~ will be required. Provision should be sensitively located and designed. ~~This includes~~ with accessible and clearly legible facilities to enable the public to easily distinguish between options for sorting of recyclable material, disposal of general waste and where appropriate, composting of organic material.

Explanation

- 4.75. ~~The circular economy supports a holistic and sustainable approach to the use and management of materials. Lewisham can make a significant contribution to helping London achieve net waste self-sufficiency if new buildings and spaces within the Borough are designed in a way that avoids and reduces waste arisings and supports high recycling rates. By seeking that new developments apply circular economy principles in the design and construction process, we aim to prioritise the re-use and recycling of materials over their disposal.~~

Commented [NE662]: Respond to consultation – greater flexibility for design solutions

Commented [NE663]: Policy text amended throughout to make more concise.

Commented [NE664]: Repetition – covered in Policy SD11 above

~~4.76.1.80.~~ Applicants Development proposals should refer the London Plan and London's circular economy route map¹⁵⁰ for further policies and guidance on the application of circular economy principles. ~~Large-scale developments present significant opportunities to support the transition to more sustainable and innovative building design and construction, particularly where they are to be delivered through the comprehensive redevelopment of sites. In line with the draft London Plan, m~~Major development proposals ~~will be required to present significant opportunities for innovative design and construction.~~ Development proposals that are referable applications to the Mayor of London must submit a Circular Economy Statement demonstrating how the circular economy ~~hierarchy principles~~ have been taken into account. This should be included as part of the Sustainable Design statement. The London Mayor's ~~s has committed to providing further guidance on Circular Economy Statements, covering the construction phase of development~~ Guidance should be referred for further information.

~~4.77.1.81.~~ Development proposals should ~~seek to~~ maximise opportunities ~~for to~~ design adaptable ~~design of~~ buildings and spaces. Residential developments are unlikely to ~~come forward for a change of use over the long term~~ given housing needs and residential land values in the Borough. However this should not discourage ~~applicants from considering building options designs~~ that can extend the life of developments, for example, by using with durable materials and designing adaptable spaces ~~that can be modified to the needs of different users.~~ Non-residential developments, such as retail and commercial uses, are likely to have shorter lifespans or a range of end-users and are therefore well positioned to support more comprehensive approaches suited to adaptive design. ~~This is in part owing to the changing requirements of building occupiers and business turnover, particularly in the context of London's competitive and evolving economy.~~

~~4.78.1.82.~~ All development proposals ~~will be expected to must~~ consider options for sustainably managing the materials used and arising from the development using the design-led approach. ~~Consideration at the early stages in the design process will help to~~ This will ensure the most appropriate and practical solutions are employed during the construction and occupation stages. It is important that recycling, composting and waste management facilities are well designed ~~and sensitively integrated into new development, particularly in the interests. This will help to ensure protection of amenity and avoidance of nuisance, both for site occupiers as well as those in surrounding properties.~~ New multi-storey flatted development poses unique challenges given the number of households that require provision, the limited space available for sorting, collection and servicing, and the unique nature of managing waste through vertically stacked buildings. However, this should not preclude occupiers benefitting from suitable and convenient access to facilities, and that waste collection services are not compromised by poorly designed and laid out buildings.

~~4.79.1.83.~~ Public realm must also be adequately serviced with readily accessible and clearly legible recycling and waste ~~management disposal~~ facilities, where

¹⁵⁰ London's Circular Economy Route Map, GLA & London Waste and Recycling Board. 2017

appropriate. Public spaces should include adequate provision of facilities that encourage easy separation of recyclable and waste materials at the point of disposal. Not only will this assist with reducing waste but it can help to protect local amenity through the avoidance of unsightly litter.

12 Transport and connectivity

What you've told us

Public transport improvements needed

- Wide support for the Bakerloo line extension
- Better bus routes and more reliable services are needed, especially in areas lacking good rail services
- Concerns with overcrowding on train platforms
- More trains are needed on the Catford Loop line

Walking and cycling should be encouraged by:

- Making routes and pathways safer and easier to use
- Improving routes between parks and open spaces

Concerns with local roads

- Many are too busy and polluted
- Vehicles passing through the borough add to traffic and congestion
- Too much reliance on main roads, such as the South Circular
- Safety on major roads, especially in and around town centres

Mixed views on car parking

- Car-free development must be carefully considered
- Pressure for parking on streets if new residents are not provided with spaces
- Local businesses often rely on parking for customers

What we've learned

Some parts of Lewisham are more accessible than others

- The DLR, Overground and rail services link with Lewisham. But these are mainly north-south routes, and there is no direct access to the Underground.
- Most areas in the north are better served by public transport than those in the south.
- More people own cars in areas lacking good access to public transport

Pollution and congestion

- Major roads (such as the A21, A2 and South Circular) are often congested and pollution hotspots.
- Traffic affects bus journey times – busy (high frequency) routes take about 20% longer than intended
- The Ultra-Low Emission Zone (ULEZ) will be extended to north Lewisham

Public transport: improvements planned but more investment needed

- The Bakerloo line extension will greatly improve transport access in Lewisham and south London – land must be safeguarded for stations and routes.
- Funding secured for upgrades to the Overground and DLR will improve services, including a new Overground station in Deptford
- Foot traffic at Lewisham interchange has tripled over the past 15 years
- New platforms at Brockley station would allow for an interchange between the Overground and the Lewisham-Victoria rail line
- Stations and platforms are becoming busier at peak travel times, with some overcrowding
- Not all stations in the Borough have step-free access
- Our research suggests there are some 280,000 trips daily that could be made by bicycle instead of a car or public transport.

Main issues

Public transport access

Lack of public transport options in many parts of Lewisham limits people's access to opportunities – for schools, jobs, services and community facilities.

North-South links Lack of east-west routes

Lewisham benefits from good north-south links to and from central London but east-west routes are lacking, making trips across Lewisham and into neighbouring areas more difficult.

Rising demand for services

Population growth will increase demand for public transport. Improved facilities and services are needed to keep journeys safe and convenient.

Improving transport options

There is potential to boost the number of journeys made by walking and cycling by investing in new and improved routes.

Environmental impacts

Vehicle use and traffic contributes to pollution and carbon emissions.

We're proposing to...

Promote walking and cycling

- Make trips by walking, cycling and public transport safer and more convenient
- Carefully manage the amount of car parking

Make neighbourhoods healthier and more liveable

- Transform major roads into 'Healthy Streets' that are greener and safer for walking and cycling
- Create the 'Lewisham Links', a network of high quality walking and cycle routes that link green spaces

Secure improvements to the transport network

- Work with partners to deliver the BLE and Lewisham interchange upgrade to improve accessibility and support growth
- Re-route the South Circular to help regenerate Catford town centre
- Enable river bus services with a stop at Convoys Wharf
- Require new developments to help fund transport improvements

We've also considered

- How to plan for the future if the Bakerloo line extension is not delivered, or arrives later than expected.
- If the regeneration of Catford major centre can be delivered without re-routing the South Circular.
- Using London Plan parking standards, but using a local approach for car free development

Commented [NE665]: Not required for Regulation 19 plan

TR_1 Sustainable transport and movement

- The integration of land use and transport, along with an effective public transport network, are essential to delivering inclusive, safe, healthy, liveable, walkable and sustainable neighbourhoods in Lewisham. Development proposals will be expected to must make the most effective use of land, and optimise the capacity of sites, by taking into account connectivity and accessibility to existing and planned future public transport. Priority should be given to reducing car use and improving opportunities both promoting and enabling for movement by walking, cycling and the use of public transport.
- Development proposals must aim should seek to improve and must not adversely impact on the effective functioning and safe use of Lewisham's transport network and public realm, including walking and cycling transport infrastructure.
- The land, buildings, space and supporting infrastructure required for the construction and operation of Lewisham's network of strategic and other transport infrastructure will be safeguarded, including for the schemes identified in Table 12.1. New Development proposals will be required to provide adequate protection for, and respond positively to the need to facilitate the delivery of, the Borough's network of transport infrastructure.
- To encourage and enable a modal shift away from car use to more sustainable transport modes, as well as to tackle local deprivation by ensuring equality of access to opportunities, the Council will work positively and in partnership with stakeholders to secure improvements to the public transport network including:
 - Improvements at Lewisham's stations, including enhancements to accessibility and interchange between modes, such as step-free access;

Commented [NE666]: Respond to consultation – more emphasis on promoting and enabling sustainable transport modes

Commented [NE667]: Respond to consultation – clarify that the network includes walking and cycling infrastructure

- b. Bus priority and bus stop infrastructure; ~~and~~
- c. The use of the River Thames for passenger-based transport; ~~and~~
- ~~e-d.~~ Expansion of cycle hire.

Commented [NE668]: Respond to consultation – TfL request for addition of this scheme

- E. ~~Development proposals must contribute to sustaining and creating healthy, liveable and walkable neighbourhoods.~~ Development proposals should use the design-led approach to maximise opportunities to ~~improve the~~ remove barriers to access and introduce measures that encourage and enable movement by walking and cycling in the environment. ~~This will require that careful consideration is given to the~~ They must address the movement and connective function of the public realm, along with its place qualities, ~~having particular regard~~ with reference to Policies QD3 (Public realm and connecting places) and TR3 (Healthy streets as part of healthy neighbourhoods).

Commented [NE669]: Repetition – captured in A above and elsewhere in the plan

Assessing and mitigating transport impacts

- F. Transport Assessments, Transport Statements and/or Travel Plans must be submitted with applications for Major development and other development proposals that are likely to impact on the capacity and functioning of the transport network (including ~~the walking and cycling network~~ walking and cycling transport infrastructure, deliveries and servicing, and the Bakerloo line extension). These should be commensurate with the nature and scale of development proposed, and provide a sufficient level of information ~~for the Council, Transport for London and other relevant authorities to assess applications, and for development proposals to~~ adequately address impacts at the local, network-wide and strategic level where relevant.

Commented [NE670]: Respond to consultation – request for these additions

Commented [NE671]: Respond to consultation – clarification to aid policy implementation

- G. Development proposals that do not comply with (B) and (C) above, or otherwise prohibit or prevent the necessary and safe functioning of Lewisham's transport infrastructure and network, will be refused unless it can be demonstrated that adverse impacts will be avoided or appropriately mitigated. Proposals ~~will be expected to~~ must deliver direct mitigation measures, with suitable alternative provision that is agreed by the relevant transport authorities and service providers, including Transport for London, and/or planning contributions, where appropriate.
- H. Development proposals will be assessed having regard to the cumulative impact of development, including within Lewisham and neighbouring local authority areas.
- I. Where there are identified capacity issues with respect to the additional travel demand expected to be generated by new development proposals, planning permission will be contingent on the provision of the necessary public transport and/or walking ~~and~~ cycling infrastructure to cater for this demand, in line with ~~draft~~ London Plan Policy T4-D (Assessing and mitigating transport impacts). Consideration will be given to both existing and planned transport infrastructure, taking into account timeframes and funding committed for any future schemes. The Council will use measures to ensure that development is appropriately phased, in order to avoid excessive strain on the transport network and to ensure additional infrastructure demands arising from the development (including for community and

green infrastructure) can be appropriately accommodated.

Table 12.1 – Indicative list of strategic transport schemes

Scheme	Timeframe
Public transport	
Bakerloo line extension	Medium
Lewisham Station and interchange	Short to medium
Brockley Station and interchange	Medium
Surrey Canal Road Station	Short to medium
New Cross to Lewisham Overground extension	TBC
'Metroisation' of London Overground services	Short to medium
Healthy streets and active travel	
A2 New Cross Road / Amersham Gyratory removal	Short
A21 Healthy Streets Corridor ('Lewisham Spine')	Short to medium
A205 (South Circular) Re-routing (Catford)	Short
Ringway Corridor (Southend Lane and Whitefoot Lane)	Medium
Healthy Neighbourhoods	Short to medium

Commented [NE672]: Respond to consultation - removed at request of GLA/TfL who do not support the scheme at this time

Figure 12.1: Public Transport Accessibility Levels

Explanation

- 12.1. An effective, resilient and safe transport network is necessary to ensure equality of access to opportunities for ~~people in~~ Lewisham ~~residents~~ and to facilitate ~~Good G~~rowth ~~in an efficient and sustainable way~~. The integration of land use and transport is an important consideration both at the strategic Borough-wide and ~~individual~~ site level. The Local Plan ~~aims to support~~ ~~delivery of~~ the London Mayor's Transport Strategy, ~~the Council's Transport Strategy and Local Implementation Plan and the Lewisham Cycle Strategy~~ by ~~seeking to rebalancing~~ ~~rebalance~~ the transport system away from car use and towards more sustainable transport modes. This policy sets out our approach to facilitate this 'modal shift' so that Lewisham contributes to the achievement of the ~~draft~~ London Plan target for 80 per cent of all journeys in London to be made by walking, cycling or public transport by 2041; as in inner-London borough, Lewisham's modal shift target is 90 per cent. The policy also forms part of our response to the ~~c~~Climate ~~e~~mergency as a means to significantly reduce greenhouse gas emissions locally, along with tackling the associated issues of poor air quality and noise.
- 12.2. There is an uneven distribution of ~~public~~ transport provision in the Borough ~~particularly in terms of public transport~~. Neighbourhoods around New Cross, Deptford, Lewisham and Catford are generally well served by rail and bus transport. A high concentration of stations link to frequent services on the Docklands Light Railway (DLR), National Rail and London Overground networks. However, other parts the Borough do not benefit from the same level of provision and connectivity. Furthermore, bus and rail orbital routes are somewhat limited, making radial movements typically faster than orbital trips. The main orbital road links, such as the South Circular ~~Road~~, contribute to orbital trips being more attractive by car. This situation, combined with the uneven distribution of public transport infrastructure, has contributed to a greater reliance on car use in some areas.

Commented [NE673]: Respond to consultation – request that Council's relevant key plans and strategies signposted

12.3. Investment in transport infrastructure is necessary to support the levels of ~~planned~~ growth ~~planned~~ within the Borough ~~over the plan period~~, as well as to substantially increase the proportion of journeys being made by walking, cycling and public transport. An indicative list of strategic transport schemes is set out in Table 12.1. These schemes have been signposted as they ~~are critical to~~ will play a key role in supporting the delivery of the spatial strategy for the Borough. However a wider complement of ~~investments and interventions~~ transport projects are also needed to address the ~~distinct~~ accessibility issues in local areas. This list should therefore be read together with Lewisham's Transport Strategy and Local Implementation Plan, Lewisham's Infrastructure Delivery Plan and Table 10.1 in the ~~draft~~ London Plan¹⁵¹. ~~Whilst the delivery of the spatial strategy is not dependent on it~~ The Bakerloo line extension ~~to Hayes and interchange upgrades at Lewisham and Brockley stations are noteworthy as they are~~ the scheme will play a vital ~~to~~ role in supporting growth and regeneration, particularly in the Opportunity Areas and the Bell Green and Lower Sydenham area. ~~ensuring the development capacity of sites is optimised, and to~~ It will also help to addressing the increase in passenger demand arising from London's growth. Further details are set out in Policy TR2 (Bakerloo line extension).

Commented [NE674]: Respond to consultation – removed for clarification

12.4. We will work proactively with key stakeholders (including the Greater London Authority / Transport for London and Network Rail) along with landowners and development industry partners to deliver new and improved transport infrastructure. This includes safeguarding the land, sites, buildings, space and associated infrastructure required to facilitate the construction and safe operation of Lewisham's transport network. Development proposals will be required to provide adequate protection for, and respond positively to the need to facilitate, strategic and other transport ~~schemes~~ infrastructure.

12.5. High quality public realm underpins the integrated approach to land use and transport. By improving the public realm and making places and streets well-connected, greener, safer and more accessible, we aim to encourage and better enable movement by sustainable modes walking, cycling and public transport. ~~Development proposals will be expected to consider public realm at the early stage of the design-led approach, having regard to Policies~~ Further details on public realm are set out in Policies QD3 (Public realm and connecting places) and TR3 (Healthy streets as part of healthy neighbourhoods). ~~High quality public realm will be integral to increasing the number of trips made by walking, cycling and public transport, which in turn has the potential to lead to improved health outcomes, including through uptake in physical activity and improved air quality.~~

Commented [NE675]: Repetition – already set out in policy and covered elsewhere in plan

Commented [NE676]: Repetition – covered elsewhere in plan

Assessing and mitigating transport impacts

12.6. It is important that ~~opportunities are taken to~~ new development avoids and/or mitigates any potential adverse impacts on the transport network. In order to ensure that impacts are appropriately ~~considered~~ identified and addressed through the planning process, development proposals will be required to include a Transport Assessment, Transport Statement and/or Travel Plan, where appropriate. The information should be sufficiently detailed and accurate to allow

¹⁵¹ London Plan (2021) Table 10.1 provides an indicative list of transport schemes across London.

for the clear identification and assessment of specific impacts and to inform any necessary mitigation measures.

- 12.7. Transport Assessments should be undertaken in line with relevant good practice guidance, including that published by the Greater London Authority / Transport for London. Transport modelling may be required to demonstrate that a proposal will not result in any adverse impacts, either individually or cumulatively in combination with other development. Healthy Streets Assessments must be included as part of the Transport Assessment for major development proposals, in line with Policy TR3 (Healthy streets as part of healthy neighbourhoods). Where new or improved public realm is proposed within or around open spaces and biodiversity sites, this must be sensitively integrated to ensure that there will be no adverse impact on the environment.
- 12.8. Travel Plans must reflect the Local Plan priority given to supporting and enabling sustainable transport modes, including active travel along with use of public transport. They should address the accessibility requirements of all likely users of the development, taking into account the needs of disabled people and others with specialist mobility requirements.

Figure 12.2 Proposed Bakerloo line route and potential stations

TR_2 Bakerloo line extension

- A. The Bakerloo line extension is fundamental to improving public transport accessibility and as well as supporting strategic growth and regeneration objectives in Lewisham and southeast London. The Council will work in partnership with stakeholders to secure the timely delivery of the BLE, in accordance with the draft London Plan. It will also seek to maximise the opportunities associated with the BLE by directing new investment to significantly improve accessibility across the Borough, tackle deprivation and optimise the development potential of local areas and sites in proximity to the BLE.
- B. Development proposals will be required to must demonstrate that they will facilitate and not preclude the delivery of the Bakerloo line extension BLE, having regard with reference to Policies TR1.C and TR1.D (Sustainable transport and movement). They must take into account taking into account Ministerial safeguarding Directions and relevant Mayor of London / Transport for London infrastructure requirements and/or feasibility studies associated with BLE, and should consult with relevant transport bodies at the early stage of the planning process.
- C. Development proposals on sites located within 400 metres of a proposed Bakerloo line station or safeguarded area must demonstrate that development will not preclude or delay the delivery of the Bakerloo line extension BLE, and will will not lead to excessive cost in the delivery, and must be compatible with the BLE (for example, in relation to vibration from the tunnels), both during construction and in operation. Foundation and basement design will be particularly critical for over tunnel alignments, ground level needs at stations and for other work sites. Development proposals must also be designed to optimise the accessibility provided

Commented [NE677]: Respond to consultation – signpost policies on green infrastructure here as a key consideration

Commented [NE678]: Respond to consultation – to reflect that BLE Phase 2 route has not been confirmed and only Phase 1 currently benefits from the Safeguarding Direction

Commented [NE679]: Respond to consultation – GLA/TfL request for wording to strengthen policy

by ~~its~~ the introduction of the BLE into the local area. This may include provision for new or improved public realm and transport infrastructure enhancements.

- D. Development proposals should optimise the use of land and capacity of sites taking into account the ~~Bakerloo line extension~~ BLE and future improvements to Public Transport Accessibility Levels enabled by its delivery. The Council will seek to ensure that development on sites in proximity to existing, planned or potential future Bakerloo line stations is appropriately phased in order to secure the most beneficial use of land, particularly to help meet Lewisham's housing needs, ~~including by implementing Policy TR1.H (Sustainable transport and movement).~~

Explanation

- 12.9. Despite its inner-London location Lewisham does not currently benefit from direct access to the London Underground network. However, the ~~draft~~ London Plan commits to extend the Bakerloo line from Elephant and Castle to Lewisham and beyond. We will continue to advocate and plan positively for the extension of the Bakerloo line ~~through Lewisham to Hayes~~. This strategic transport scheme will improve connectivity, increase the capacity and resilience of the transport network in London, it will also contribute to the delivery of Good Growth in Lewisham by encouraging and enabling as well as support modal shift in the Borough which in turn can contribute to reducing carbon emissions and improving air quality.

Commented [NE680]: Respond to consultation – refer to wider sustainability benefits of BLE

12.10. The Secretary of State has made formal safeguarding Directions for the Bakerloo line extension which will support the project in safeguarding sites and routing alignment. The Bakerloo line extension will make a higher number of homes possible within the existing Opportunity Area and that proposed at Bell Green/Lower Sydenham. As such, the extension is a catalyst for change, providing an opportunity to enhance the transport offer at Lewisham town centre which will support and enable growth while also enhancing the public realm and connectivity. At Lewisham, it will also provide an improved strategic public transport hub with improved National Rail and DLR stations and bus services. The Directions require the local planning authority to consult TfL on planning applications within the safeguarding zone'. A map of the safeguarding Direction area is included on the Policies Map. There is not currently a safeguarding Direction for Phase 2 of the BLE (i.e. the phase extending south beyond Lewisham station) as this phase is in the design and feasibility stages. Applicants should consult the Mayor of London and TfL at the early stage of the planning process for the latest information on infrastructure requirements for the BLE. Where the preferred route is not confirmed, feasibility studies can be helpful to provide an indication of land or sites that may be essential to enable the delivery of the BLE.

~~12.10.~~ 12.11. The Bakerloo line extension is critical to the achievement of our growth and regeneration objectives. The ~~extension~~ BLE will assist in addressing the existing inequality in access to public transport, particularly in the Borough's southern area where ~~we have~~ there is a designated a Strategic Area for Regeneration. The ~~extension~~ BLE will also play a vital role in stimulating inward investment ~~in~~ and helping to unlock the development potential of ~~strategic~~ sites,

including those sites around stations and within areas along its route. For example, it will incentivise landowners to assemble and bring forward sites for redevelopment and help to ensure the optimal use of land, including higher density development in highly accessible areas. In addition, the scheme could potentially enable a future London Plan Opportunity Area designation in the Bell Green and Lower Sydenham area. The BLE Local Economic Impact Assessment (2020) sets out some of the key benefits this project offers for Lewisham and southeast London.

Commented [NE681]: Respond to consultation – clarification on how BLE can unlock development

~~12.11.~~~~12.12.~~ Given the expected transformative effects of the Bakerloo line extension BLE it is important that new development helps to facilitate and does not preclude its delivery. This includes the safeguarding of land and buildings required for the construction and operation of the extension, including for its route, stations, portals, ventilation shafts and other operational functions. The nature and phasing of new development close to the route alignment or sites required for stations or construction has the potential to impact upon the deliverability of the scheme. Development proposals within 400 metres (approximately 5 minutes walking distance) of a proposed Bakerloo line station will be heavily scrutinised and must demonstrate how they will ensure that development will not prejudice the scheme's delivery, and responds positively to its introduction in the locality. This includes transport and public realm measures to enhance legibility and access to the station and the surrounding area by all sustainable modes of travel. Where the 400 metres zone extends into neighbouring Boroughs the relevant Local Planning Authority should be consulted on relevant policy requirements.

Commented [NE682]: Respond to consultation-neighbouring borough request for additional text

~~12.12.~~~~12.13.~~ Development proposals should optimise the use of land and capacity of sites taking into account the Bakerloo line extension BLE and future improvements to Public Transport Accessibility Levels enabled by its delivery. A pragmatic and carefully managed approach to site development will be required. This is in order to ensure that new development contributes to the delivery of sustainable neighbourhoods and communities, with density levels that are appropriate to the site context, including public transport accessibility and local area character. For major development proposals and development proposals delivered comprehensively through the masterplan process, we will seek to ensure that development is appropriately phased. Planning conditions may be applied to ensure that all or particular elements of a scheme proceed in a certain sequence. This includes the use of Grampian conditions.¹⁵² The Council will continue to liaise with landowners on a site and area-wide basis to understand their aspirations for landholdings, any redevelopment plans and the timing for this. Planning permission may be contingent on the provision of the necessary infrastructure to cater for additional demand arising from the scheme, in line with the Policy TR1.H (Sustainable transport and movement) and draft London Plan Policy T4.D (Assessing and mitigating transport impacts).

Commented [NE683]: Respond to consultation –further details requested on how phasing will be achieved and managed

¹⁵² This refers to conditions which prohibit development authorised by the planning permission or other aspects linked to the planning permission (e.g. occupation of premises) until a specified action has been taken (such as the provision of supporting infrastructure). Further details are set out in the National Planning Practice Guidance. Paragraph: 009 Reference ID: 21a-009-20140306.

Figure 12.3: Bakerloo Line Extension map

Figure 12.4: Strategic walking and cycling routes

TR_3 Healthy streets as part of healthy neighbourhoods

- A. The Healthy Streets Approach will be promoted and implemented in Lewisham in order to support the delivery of inclusive, healthy, safe, liveable, walkable and sustainable neighbourhoods. Priority will be given to approaches and measures that encourage and help to improve the enable movement by walking, and cycling experience, along with travel by and public transport, including high quality public realm, so they become people's preferred choice of travel in Lewisham.
- B. Development proposals will be required to must demonstrate how they have considered and applied the draft London Plan Healthy Streets Approach and Indicators through the design-led approach. All major development proposals will be required to must submit a Healthy Streets Assessment as part of the Transport Assessment. Proposals will be supported where they have engaged positively with the Healthy Streets Approach through the design-led approach to deliver public realm and other improvements that support walking, cycling and the use of public transport. Cycle infrastructure must be designed in accordance with the London Cycling Design Standards.
- C. The Healthy Streets Approach will be given particular priority have particular importance within town centres, along and around Growth Corridors and other key movement corridors that link Lewisham's neighbourhoods and town centres with each other and those outside of the Borough. This includes corridors located in areas with lower levels of Public Transport Accessibility Levels and/or areas experiencing higher levels of deprivation. Development proposals must have regard to relevant guidance that supports corridor improvements, including the Council's A21 Design Guidance SPD Development Framework.
- D. Development proposals should must safeguard and contribute to maintaining and enhancing the Borough's network of walking routes and cycling routes cycleways, including the strategic routes of the Thames Path, South-East London Green Chain, and the Waterlink Way, along with Cycle Superhighways and Quietways and other components of the Lewisham Links. Opportunities to enhance connections between existing and proposed future routes should be investigated and implemented wherever appropriate and feasible, including the expansion of cycle hire along these routes. Development pProposals that adversely impact on the safety, quality and convenience of the Borough's network of walking routes and cycling routes cycleways, and associated infrastructure (including dedicated cycle parking provision), will be strongly resisted refused unless appropriate mitigation measures are provided.
- E. High quality public realm is integral to the delivery of the Healthy Streets Approach. In line with Policy QD 3 (Public realm and connecting places) development proposals must be designed to maximise the contribution that public realm makes to encourage and enable active modes of travel. This includes measures to reduce vehicle

Commented [NE684]: Respond to consultation – plan should be more proactive and positive in encouraging modal shift, not just encourage but 'enable' in line with London Plan

Commented [NE685]: Respond to consultation – request that the London Cycling Design Standards are embedded in the plan

Commented [NE686]: Respond to consultation and information session feedback – to clarify that the healthy street approach applies to all streets; policy continues to reflect that this will have particular significance on key corridors where significant growth is planned and where development can deliver improvements directly on site

Commented [NE687]: Terminology updated to reflect term 'cycleways' in line with London Plan and Mayors Transport Strategy

dominance and enhance ~~site~~ access, permeability and connectivity to and within sites by maintaining or integrating safe and legible routes for walking and cycling along with removing barriers to movement, such as gates, guardrails and stepped kerbs.

- F. To support the Healthy Streets Approach, development proposals should provide end-of-trip facilities for cyclists that are ~~accessible~~ easy to access and designed ~~to a high quality in accordance with the London Cycling Design Standards~~. These facilities should be provided at a level that is commensurate with the nature and scale of development and the required level of cycle parking, in line with the parking standards of Policy TR4 (Parking).

Commented [NE688]: Respond to consultation – these standards should be referred and applied

- G. To help facilitate liveable and sustainable neighbourhoods in Lewisham, the Council will work with stakeholders and local communities to investigate the feasibility of, and implement where appropriate, traffic management and other measures to improve the quality and amenity of residential areas. This may include interventions to reduce, re-route or calm vehicular traffic (particularly around schools and other community facilities) and/or lower speed limits in localities, as well as to enhance the quality and safety of the walking and cycle environment.

- H. Development proposals ~~should must~~ be designed to ensure that the public realm is not adversely impacted by installations, including advertising columns, and seek opportunities to remove redundant installations wherever possible, in line with Policy QD3 (Public realm and connecting places).

Commented [NE689]: Repetition

- ~~H.I.~~ To help facilitate modal shift the Council will work positively with its partners and stakeholders to raise awareness of active travel and to enhance opportunities for the public to access related training and funding.

Commented [NE690]: Respond to consultation – to reflect other ways in which the council can promote modal shift

Explanation

~~12.13.~~ 12.14. The Healthy Streets Approach is set out in the ~~draft~~ London Plan and underpins ~~the its objectives for achieving 'Good Growth' policies~~. It will be strongly supported in Lewisham in order to achieve a significant step-change away from car use to ~~more sustainable transport modes such as~~ walking, cycling and the use of public transport. ~~Key projects and initiatives that will support t~~The Healthy Streets Approach ~~is reflected are included~~ in Lewisham's Transport Strategy and Local Implementation Plan and Infrastructure Delivery Plan, ~~which includes a number of objectives that will guide implementation of the Healthy Streets Approach locally and which are given effect through the Local Plan~~.

~~12.14.~~ 12.15. ~~Everyone should benefit from safe and convenient access to public transport, local services, community facilities, education, training and employment opportunities. Through~~ Guided by the Healthy Neighbourhood Streets Approach and its associated 'Indicators' we will work with stakeholders and development industry partners to deliver a wide range of public realm improvements. Together these ~~should will~~ contribute to making Lewisham's neighbourhoods more liveable and its streets safer, greener, ~~and~~ less polluted, more legible and accessible to all.

Commented [NE691]: Deleted for clarity – transport is implicit healthy streets approach

Commented [NE692]: Reflected more concisely in 'liveable' neighbourhoods concept, which is included as new insertion within paragraph

~~A key guiding principle is to ensure that~~ Development proposals should give priority ~~is given~~ to movement by walking and cycling, ~~making in order to make~~ active travel a more attractive option for people to move throughout the Borough.

~~12.15.~~12.16. Lewisham's population ~~will is expected to~~ continue to increase in the context of London's growth. Maintaining the current levels and high proportion of journeys made by car is not efficient or sustainable. Many of London's streets are already heavily congested and the road network has limited capacity to absorb further increases in the number of vehicles. In response to this situation, we will seek to deliver a more efficient and effective use of land. ~~This includes and rebalancing~~ road space by promoting travel by walking, cycling and public transport.

Figure 12.5 Healthy Street Wheel (Lucy Saunders)

~~12.16.~~12.17. ~~In the local context, Lewisham's southern areas currently have the highest levels of dependency on car use for personal travel. This is due to the comparatively low levels of public transport accessibility along with limited opportunities for active travel on high quality walking and cycle routes. The Local Plan places a particular focus on key strategic corridors that can better link the Borough's neighbourhoods with each other. The Healthy Streets Approach will apply to all streets in the Borough. However to support the spatial strategy the Local Plan emphasises the need for public realm improvements in key locations, such as town centres, along and around Growth Corridors, within areas experiencing higher levels of deprivation and those with low Public Transport Access Levels.~~ This includes the A21 Corridor which has the potential to significantly improve north to south connections ~~in the Borough~~, and encourage multi-modal journeys by linking walking ~~routes~~ and cycleways ~~routes~~ with bus and rail services. Similarly, ~~public realm improvements along~~ the Ringway Corridor (Southend Land and Whitefoot Lane), ~~New Cross Road / A2 and South Circular (A205)~~ can help to improve orbital movements east to west. In addition to ~~the strategic~~ Growth Corridors it is imperative that there is good connectivity within and between town centres, along with improved access to community facilities and public transport nodes. Development ~~proposals~~ should support the delivery of a fully integrated active travel and public transport network in Lewisham, with good linkages to neighbouring Boroughs and wider London.

Commented [NE693]: Re-phrased for clarity

Commented [NE694]: Respond to consultation – clarification about where Healthy Streets Approach applied

~~12.17.~~12.18. High quality and effectively managed public realm is integral to the successful delivery of the Healthy Streets Approach. ~~All development proposals will therefore be considered in line with the detailed requirements of~~ This policy will work together with Policy QD3 (Public realm and connecting places). ~~Development p~~Proposals ~~should seek to must~~ identify and ~~positively address proactively respond to~~ issues of severance, ~~and~~ poor connectivity, amenity and pollution (including air quality) to support the creation of ~~healthy~~, attractive, vibrant and accessible ~~urban environments neighbourhoods and places~~. By transforming the quality of ~~our~~ streets ~~and other elements of the public realm~~, we also aim to encourage people to spend more time in public spaces, ~~which This can~~ in turn, ~~can~~ provide more opportunities for recreation and socialising, ~~and as well as~~ help to support the vitality and viability of town centres and other places.

~~12.18.12.19.~~ By referring the Indicators of the Healthy Streets Approach, and the London Mayor's relevant guidance, development proposals should demonstrate how buildings, including their main access points, positively interface create a positive relationship with the street and help to improve local area amenity. Proposals should explore options to increase widths to footpaths, and building designs buildings that provide with vehicular access sited away from adjoining street junctions. Where such interventions cannot feasibly be delivered, planning contributions may be sought for public realm enhancements to help mitigate impacts.

~~12.19.12.20.~~ Improving safety on Lewisham's roads is also a key objective of this policy. Interventions that Where priority is given to safe movement by walking and cycling, and which may consequently impact on there is a greater likelihood of reducing car use and as well as the dominance and speed of vehicles movement (such as by reducing speeds), are necessary to realise modal shift. This approach will support the Mayor of London's 'Vision Zero' strategy of eliminating all deaths and serious injuries on the London transport network from all road collisions by 2041.

~~12.20.12.21.~~ Addressing the current high levels of inactivity amongst Londoners is a key focus of the Healthy Streets Approach. According to data cited in the London Plan, currently only 34 per cent of adult Londoners report having walked or cycled for two ten-minute periods on the previous day. This lack of activity is a cause of many of public health issues, including Type 2 diabetes, colon cancer, coronary heart disease and depression. Implementation of this policy within the Borough will deliver people-oriented infrastructure (such as street furniture, landscaping, and cycle parking) to encourage active travel, improving the health of our local communities over the long-term.

TR_4 Parking

A. Development proposals should be designed to promote and enable safe movement by walking, cycling and the use of public transport. A carefully managed approach to parking provision, and particularly car parking, will be taken recognising the varying levels of access to public transport across Lewisham. Proposals should seek to reduce car use to support the Local Plan's strategic objectives to support the delivery of inclusive, healthy, safe, and liveable and sustainable neighbourhoods, including by significantly reducing air pollution and greenhouse gas emissions. In line with the London Plan, car-free development should be the starting point for all development proposals in places that are, or are planned to be well-connected by public transport with developments elsewhere designed to be car-lite.

B. Development proposals for car-free development will be supported where they are located in highly accessible and well-connected locations. Elsewhere, car-free development will only be supported where it can be suitably demonstrated that:

- a. The development is appropriately located at a well-connected and accessible location with good walking and cycling access to local amenities and services;
or
- b. The development is appropriately located within an Opportunity Area, Growth Node, Regeneration Node, Growth Corridor or town centre where the Local Plan makes provision for significant public realm enhancements that will bring

Commented [NE695]: Respond to public consultation - This policy has been amended throughout to ensure conformity with the London Plan and to respond to requests to raise the profile of, and strengthen policies on cycling provision

Commented [NE696]: Repetition – this is covered in Policy TR1 Sustainable transport and movement and TR3 healthy streets

Commented [NE697]: Repetition – this is covered elsewhere in the plan

about attractive conditions for walking and cycling and improve access to local amenities and services; and

- c. ~~There development is located within~~ ~~is~~ an existing Controlled Parking Zone (CPZ), or it can be demonstrated that there is no capacity on the existing local road network to accommodate the parking demand generated by the developmenta future CPZ can be established through planning contributions;
- d. There is sufficient capacity on the public transport network or potential for active travel interventions or implementation of Low Traffic Neighbourhoods in the locality area to cater to the additional demand arising from the development, taking into account existing and planned transport infrastructure;
- and
- e. ~~There will be no adverse impact on existing provision of on-street parking;~~

A.C. ~~The design of parking provision and the amount of spaces provided in new development should respond to the need to ensure safe and convenient access for all users, and also reflect the priority given to encouraging active modes of travel and use of public transport. Development proposals will be assessed against, and should~~must not exceed the ~~maximum car parking requirements and standards set out in draft the~~ London Plan, including for:

- a. ~~Residential and non-residential disabled persons parking;~~
- b. ~~Cycle parking, with the higher minimum standards applying in Lewisham;~~
- c. ~~Car parking;~~
- d. ~~a.~~ Residential parking;
- e. ~~b.~~ Office parking;
- f. ~~c.~~ Retail parking; and
- g. ~~d.~~ Hotel and leisure uses parking (including consideration of coach parking).

B. ~~When assessing proposals against (B) above, consideration will be given to existing and future planned Public Transport Accessibility Levels, along with the existing provision of stop-free access at stations.~~

D. ~~Development proposals must make adequate provision for residential and non-residential disabled persons parking, recognising that car-free development has no general parking but should still provide disabled persons parking. All such provision must be in accordance with the relevant London Plan standards and the requirements for design and management of parking bays.~~

C. ~~Where development proposals for housing require the provision of parking, the design and allocation of space for occupants should be considered in line with the following sequential approach~~

- a. ~~Disabled persons parking and access arrangements.~~
- b. ~~Cycle parking and associated end-of-trip facilities.~~
- c. ~~Car share or car club parking.~~
- d. ~~Family dwelling car parking~~
- e. ~~Other occupant parking~~
- f. ~~Visitor parking.~~

E. Development proposals must make provision for high quality and fit-for-purpose cycle parking in accordance with the London Cycle Design Standards. They must meet and wherever possible seek to exceed the minimum cycle parking standards set by London Plan (which for Lewisham are the 'higher minimum' standards). This includes sufficient provision of short and long-stay spaces along with spaces to accommodate larger cycles including adapted cycles for disabled people and cargo bikes.

Commented [NE698]: Respond to consultation – London Plan conformity and request for London Cycle Design Standards to be given effect in the plan

D-F. Major development proposals, development proposals located within town centres and employment ~~locations~~ areas, or other developments likely to generate a significant number of visitors should investigate opportunities to integrate dedicated space for cycle hubs to accommodate provision of cycle parking including for cycle hire schemes, as well as and space for cargo bikes wherever feasible. Proposals for the comprehensive development of sites, including through masterplans, must demonstrate how they have maximised opportunities to deliver this provision in order encourage and enable cycling.

E-A. Development proposals for car free development will be supported where they are located in highly accessible and well connected locations. Elsewhere, car free development will only be supported where it can be suitably demonstrated that:
a. The development is appropriately located at a well connected and accessible location;
b.a. The development is located within an existing Controlled Parking Zone (CPZ), or it can be demonstrated that there is no capacity on the existing local road network to accommodate the parking demand generated by the development;
c.a. There is sufficient capacity on the public transport network in the locality to cater to the additional demand arising from the development, taking into account existing and planned transport infrastructure; and
d.a. There will be no adverse impact on existing provision of on-street parking;

Commented [NE699]: Moved to B above.

F-G. The Council will consider the need for Controlled Parking Zones to manage additional or new demand arising from development across the Borough, and will implement these where appropriate.

G-H. In order to manage the parking demand associated with new development, the Council will consider on a case-by-case basis, whether it is appropriate to require that the development is Permit Free (except for Blue Badge holders). Proposals for new car-free development must be Permit Free.

H-I. Where car parking is appropriate, aA minimum of 20 per cent of total car parking spaces provided on-site are to must have active provision of electric-charging points for electric or Ultra-Low Emission vehicles, with a minimum of a further 40 per cent designed with the cabling prepared for future use passive provision for all remaining spaces. In the case that a development has a Travel Plan in place, the levels of usage of electric or Ultra-Low Emission vehicles should be monitored, with new charging points installed as demand increases.

I-J. Parking Design and Management Plans (PDMPs) will be required to must be submitted with applications for Major development and other development proposals that include parking. PDMPs must also be submitted for development proposals

~~without parking but which~~ are likely to generate a significant demand for parking or impact on existing parking provision. ~~This includes parking provision for large public and community facilities, including for sport, leisure and recreation uses. Cycle parking provision should be considered by Parking Design and Management Plans.~~

Commented [NE700]: Removed – this is not a definitive list and is not considered to be helpful; this will need to be considered on a case-by-case basis

K. Development proposals for residential and commercial uses will be expected to investigate opportunities to implement rapid ~~electric vehicle~~ charging points, having regard to the Council's Low Emissions Vehicle Charging Strategy.

Commented [NE701]: Deleted as the PDMPs must address all types of parking, not just car parking

~~J.L.~~ Surface-level car parking should be designed to be permeable, with reference to Policy SD8 (Sustainable drainage).

Commented [NE702]: Amended to 'future proof' and provide flexibility for different types of technologies

Explanation

Commented [NE703]: Supporting text amended throughout to align with policy changes

~~12.21. When considering the level of parking provision for new development, we will apply the draft London Plan parking standards, as set out in Policy T5 (Cycling) and T6 (Car parking), taking into account the car parking standards for different types of land uses. Development proposals will be expected to refer the London Plan for further information on the requirements in this respect. Where development proposals for housing require the provision of parking, the allocation of spaces should be provided having regard to the sequential approach set out in TR4.D however recognising that types 3,4,5 and 6 may not be necessary or appropriate in all cases.~~

12.22. An effective and well-functioning road network is essential to supporting local businesses and London's economy, the resilience and efficiency of emergency services and the public transport network. As the population grows the road network will not be able to absorb the additional cars that would result from continued levels of car ownership and use. In order to achieve the Local Plan's strategic objectives and the London Mayor's objective for 90 per cent of journeys in inner-London to be made by walking, cycling and the use of public transport, parking must be carefully managed and controlled. Reduced car parking provision together with improved walking and cycling infrastructure can support the creation of places that are designed for people rather than vehicles.

12.23. The London Plan parking standards will be applied including the maximum standards for car parking. The London Plan makes clear that car-free development should be the starting point for all development proposals in places that are, or are planned to be well-connected by public transport. Elsewhere, developments should be designed to provide the minimum necessary car parking (car-lite).

~~12.22.12.24. When assessing proposals against the parking standards, we will take into account the presence of step-free access at stations. Whilst some areas of the Borough may benefit from high Public Transport Accessibility Levels, the lack of step-free access at stations can significantly constrain travel options and access for some users. We will therefore take a carefully managed approach to parking provision where stations are in proximity to, and likely to be servicing, new developments.~~ continue work with key stakeholders, such as Transport for London and Network Rail, along with development industry partners to address ~~do not~~

~~currently benefit from~~ step-free access and ~~or there are no immediate funding commitments to deliver this provision by the time of the development's occupation which is necessary for inclusive and well-connected neighbourhoods.~~

~~12.23.12.25.~~ ~~New d~~Development will be expected to deliver and help to ~~facilitate~~ proposals must be designed to encourage and enable movement by walking and cycling. This will require that careful consideration is given to the design of public realm, ~~as discussed elsewhere in this section,~~ along with the provision of high quality and dedicated facilities for cyclists, including easily accessible, safe and secure cycle parking, ~~taking into account the need to accommodate cargo-bikes.~~ Applicants are minded to note that for cycle parking, Lewisham is identified in the draft London Plan Policy T5 (Cycling) provides that Lewisham ~~is~~ a borough where the 'higher minimum' cycle parking standards apply.

Commented [NE704]: Respond to consultation – signpost consideration and support for cargo bikes as part of cycle provision

~~12.24.~~ Whilst we are broadly supportive of car-free or car-capped development, it is important that this type of development is appropriately managed. This will ensure there is no adverse impact on the highway network and local amenity. ~~Car free or car-capped development will only be acceptable in principle where the development is located within a highly accessible location and within an area where there is an existing Controlled Parking Zone. Consideration will be given to proposals where it can be demonstrated that a new CPZ will be in place by the time of the occupation of development. In addition, there may be some circumstances where car-free development is not acceptable, for instance, to ensure the needs of Blue Badge holders are suitably accommodated.~~

~~12.25.12.26.~~ Cycle hire schemes are becoming an increasingly attractive, convenient and cost-efficient option for people to make part or all of their journeys by cycling. There are a number of schemes within the Capital with different operational requirements, ranging from dedicated docking stations to 'remote collection and drop-off', which are aided by new technology. To encourage cycling we are broadly supportive of these schemes, whilst recognising spaces do not count towards the cycle parking requirement for new development. The use of cycle hire schemes must be carefully managed to ensure that docking stations or cycles do not result in unsightly or hazardous street clutter, or otherwise adversely impact on the public realm, safety and local amenity. We will encourage proposals to investigate opportunities to make provision of dedicated space to accommodate cycle hubs and cargo bikes, so that they can be sensitively integrated into the site and neighbourhood. This is particularly for major development proposals, proposals within town centres and employment locations or those which are likely to attract a significant number of visitors (for example, cultural or education facilities).

~~12.26.12.27.~~ Whilst it is recognised that some residents and commercial uses in less well-connected areas will continue to rely on vehicles, ~~T~~he use of car clubs and electrically charged or Ultra-Low Emission vehicles can provide an alternative to car ownership and conventional gas fuelled vehicles. ~~Their use can help to reduce harmful greenhouse gas emissions and mitigate impacts on climate change. We will therefore encourage d~~Development proposals must ~~to~~ make

appropriate provision for rapid electrical vehicle charging points, ~~wherever vehicle parking is necessary. The Council has prepared a~~ also having regard to the Council's Low Emission Vehicle Charging Strategy, ~~which applicants will be expected to refer. The strategy is targeted at increasing the range of charging options for electric vehicle, including both residential and commercial uses. However in light of the climate emergency the use of car clubs and Ultra-Low Emission vehicles will need to be carefully managed. Whilst electric vehicles reduce tailpipe emissions they are carbon-intensive to produce and still add to congestion, road danger and severance. They also generate Particulate Matter through tyre and brake wear and can therefore contribute to poor air quality.~~

TR_5 Deliveries, servicing and construction

- A. Development proposals should facilitate sustainable freight, where possible, through water, rail, ~~and road~~ and including over the for 'last-mile distribution'], ~~cargo bikes~~. They must also facilitate and enable safe, clean and efficient delivery and servicing for all of the site's development's intended occupiers and uses, including emergency services. Delivery and servicing requirements should be considered at the early stage of the design-led approach, particularly in mixed-use ~~schemes~~ development, in order to ensure practical site layouts and building designs that protect local amenity and avoid or mitigate adverse impacts to the highway network.
- B. Provision of adequate space and facilities for deliveries and servicing should be made off-street, with on street loading bays or other facilities only used where it is demonstrated this is necessary due to feasibility. ~~Major and other~~ larger developments, ~~including major residential schemes,~~ should make provision for well-integrated facilities to allow for deliveries to be received outside of peak hours and for secure, temporary storage of parcels or goods.
- C. Development proposals for commercial and industrial uses should ensure that parking provision for servicing and delivery is commensurate with the specific operational needs of the development. The level and type of parking provision will be considered on a case-by-case basis with reference to Policy TR4 (Parking)], ~~and applicants Proposals~~ must provide evidence to demonstrate that the provision is appropriate to location, nature and scale of commercial or industrial use.
- D. Major developments and other development proposals that are likely to generate a significant number of vehicle movements from deliveries, servicing or construction will be required to submit a Delivery and Servicing Plan and/or Construction Logistics Plan as part of the Transport Assessment. This should provide a sufficient level of detail about the servicing, delivery and freight requirements of the development from the construction to occupation stages, and demonstrate that all likely adverse impacts on local amenity and the highway network have been avoided or mitigated, recognising that final details may be sought by condition. Consideration should be given to the timing of deliveries.
- E. For ~~larger schemes, including where~~ major developments and other developments which sites are to be delivered comprehensively through a masterplan, proposals will be required to prepare and implement a site-wide strategy for deliveries,

Commented [NE705]: Respond to consultation – supporting text to acknowledge issues around electric vehicles

Commented [NE706]: Amended to align with terminology used in London Plan

Commented [NE707]: Typo – cargo bikes signposted in TR4 above

Commented [NE708]: Respond to consultation – emergency services should be flagged

Commented [NE709]: Included for clarity and to aid effective policy implementation

servicing and construction. This should support the design-led approach and help to enable coordination and integration of servicing requirements across the site(s).

Development proposals, particularly those including commercial uses, are encouraged to optimise the use of land by making provision for shared storage, micro-consolidation and distribution facilities appropriate to use(s), scale and location of development.

Commented [NE710]: Respond to consultation – support for shared facilities should be included

Explanation

~~12.27-12.28.~~ Freight movement ~~(including for deliveries, servicing and construction)~~ is an important consideration in the planning and design process. ~~At a strategic level, the draft~~ London Plan seeks to facilitate sustainable freight movement by rail, river and road through the consolidation of activities, modal shift and improved coordination in the timing of deliveries. ~~We broadly support these strategic objectives, which are given effect locally through the Local Plan.~~

~~12.28-12.29.~~ Careful consideration will need to be given to development proposals involving large-scale freight consolidation and distribution activities. All such proposals should be appropriately located, for example, in Strategic Industrial Locations. Consideration may also be given to the potential use of existing or proposed piers and structures to support small scale, last-mile distribution, and ~~Proposals must~~ clearly demonstrate how they will ~~positively~~ address sustainable freight movement in the Borough without adversely impacting on the road network, local amenity or the environment. Consolidation and distribution uses should also be commensurate with the role and function of the site or area within which they are located. ~~This is particularly important for employment areas, where our priority is to safeguard land for Class B1 uses to meet identified local needs for workspace.~~

Commented [NE711]: Respond to consultation – Port of London Authority request

~~12.29-12.30.~~ To support ~~implementation of the strategic approach to sustainable~~ freight, and as part of Lewisham's Transport Strategy, we will explore options and work with stakeholders to make provision for centralised delivery hubs, including secure lockers, in optimal-appropriate locations throughout the Borough. This will support our objectives ~~for around~~ traffic reduction and reducing road danger, with consequential benefits in terms of address traffic congestion, poor air quality and noise pollution.

Commented [NE712]: Repetition – the Economy and Culture policies provide information on employment land management

~~12.30-12.31.~~ Largely driven by advances in technology, the logistics and freight industry is rapidly shifting to a model of 'last mile' delivery. It is also adapting to changes in consumer behaviour and the rising popularity of home deliveries, including for groceries, other retail items and takeaway meals. These changes have contributed to the prevalence of delivery vehicles on the road network. They have also introduced new challenges for the design of buildings and spaces.

~~12.31-12.32.~~ Delivery and servicing requirements for new development needs to be considered at the early stage of the design-led approach. Provision of adequate space and facilities should be made off-street and well-integrated into the site and locality. Larger developments, including residential and mixed-use schemes, have the capacity to generate a significant number of service and delivery trips, which will need to be addressed. Proposals should incorporate delivery receipt and

storage facilities that suit the needs the intended occupiers and uses, include secure storage and where possible, containerised (cold storage). Opportunities should be taken to consolidate or coordinate provision in order reduce the number vehicle movements.

~~12.32-12.33.~~ All major development proposals, and other proposals that are likely to result in a significant number of freight movements, including in the construction and operation stages will be required to submit a Delivery and Servicing Plans and/or Construction Logistics Plan. These should be prepared having regard to the latest Transport for London Guidance.

TR_6 Taxis and private hire vehicles

- A. Development proposals for offices, taxi ranks, and other operational space associated with taxis and private hire vehicle businesses (including minicabs) will only be supported where:
- They are appropriately located, giving with priority given to sites within or in close proximity to town centres and at or near stations;
 - The development will not result in a harmful overconcentration of similar uses in the locality;
 - It is suitably demonstrated that there will be no adverse impact on local-area amenity and the highway network, including existing on-street parking provision;
 - Walking routes and cycle ways routes will not be impededadversely impacted, particularly where these are used for access to bus stops, station entrances and other public transport services;
 - The development, including any ancillary facilities, is designed to of a high quality standard and well integrated into local area design;
 - Offices and ranks are accessible and safe during operational hours, including through the use of appropriate lighting and CCTV; and
 - Parking spaces delivered on-site to meet the operational use of a building (including offices, hotels, community facilities and major public facilities) have active charging points for all designated taxi spaces, in line with the draft London Plan.
- B. Development proposals will be assessed having regard to the cumulative impact of facilities for taxis and private hire vehicles in the locality and the draft London Plan strategic target to increase mode share for walking, cycling and public transport to 80% of all trips by 2041, and 90% in inner-London.

Explanation

~~12.33-12.34.~~ This policy sets out requirements for new development associated with taxi and private hire vehicle businesses, including minicabs. This type of development is distinguished from the land and facilities used for car clubs or car share services, which are dealt with separately in Policy TR4 (Parking).

~~12.34-12.35.~~ Our priority is to The Local Plan seeks to deliver inclusive, and healthy liveable and sustainable neighbourhoods by encouraging and helping to facilitateenabling active travel and the use of public transport. However, it is recognised that other modes of travel play a role in supporting local residents.

Commented [NE713]: Removed for clarify – where ancillary facilities form part of the development the policy will apply

Commented [NE714]: Removed – there are no standards for such development, but policy retain focus on high quality

Commented [NE715]: Repetition – this is captured in the Design section policies

businesses and visitors, including taxis and private hire vehicles. This travel mode makes up a small proportion of local journeys, around 1 per cent of all trips per day in Lewisham.¹⁵³ Yet it is an important part of London's transport network and valuable for a wide range of users. This includes people with reduced mobility who require accessible door-to-door transport services, or who those who do not have access to reliable alternative means of travel, for example, due to the lack of public transport accessibility or infrequent services.

12.35,12.36. Taxis and minicabs also provide a safe and regulated transport option. They assist people to complete journeys beyond the reach of the bus or train network, or in many cases, provide the only safe and convenient transport option during the early morning, evening and night-time. In addition, the taxi and private hire vehicle industry plays a role in the local and wider regional economy, and is in itself a source of jobs. As of July 2019, there were over 20,000 licensed taxi drivers and 100,000 licensed private vehicle hire drivers registered in London.

12.36,12.37. A balanced-carefully managed approach is therefore necessary to ensure the appropriate management of land for transport functions, including that required for taxis and private hire vehicles. Facilities should ideally be located in close proximity to town centres or train stations where there are compatible land-uses, opportunities for linked trips and where journeys are most likely to originate or end. Proposals will be expected to demonstrate that development will not result in an overconcentration of similar uses in the locality. The cumulative impact of development will therefore be a consideration in the assessment of proposals.

12.37,12.38. ~~As with all other types of development,~~ Development proposals associated with taxis and private hire vehicles must be of a high quality designed to a high quality standard. Taxi offices, ranks and other facilities should be appropriately sited and provide all users of the development with good levels of safety and security, including through sensitively integrated lighting and the use of CCTV. It is also important that facilities are designed to be accessible to all. In line with other Local Plan policies, development proposals will be supported where they do not result in adverse impacts on traffic congestion, public safety, amenity and local character.

TR_7 Digital and communications infrastructure and connectivity

- A. Digital connectivity infrastructure is necessary for access to services and other opportunities, inclusive communities and growth and diversification of the local economy. The Council will work with stakeholders to address barriers to digital access and secure the provision of high quality, fast and reliable digital infrastructure across Lewisham, to support accessible and inclusive communities, as well as to facilitate growth and diversification of the local economy.
- B. In line with ~~draft~~ London Plan Policy SI46 (Digital connectivity infrastructure) development proposals will be required to take appropriate measures to enable full-fibre, or equivalent infrastructure, connectivity to all end users within new

Commented [NE716]: Repetition – covered elsewhere in plan and addressed in the policy itself

Commented [NE717]: Terminology changed throughout to align with that used in the London Plan

Commented [NE718]: Respond to consultation – To better reflect existing gaps in provision. Also officer addition to reflect that barriers to digital access not necessarily limited to availability of infrastructure

Commented [NE719]: Re-ordered within policy

¹⁵³ Lewisham Transport Strategy and Local Implementation Plan 2019-2041. (2019). Information drawn from the London Travel Demand Survey.

development, along with meeting the expected demand for mobile connectivity generated by the development. Proposals must demonstrate that the development will be 'connection-ready' on first occupation.

- C. Development proposals must demonstrate how they will improve digital connectivity on sites located in areas where full-fibre broadband, or equivalent infrastructure, is not currently available or on sites that are otherwise poorly served by broadband coverage, including in designated employment ~~locations~~ areas and town centres. Proposals ~~will be expected to~~ must have regard to Lewisham's Infrastructure Delivery Plan and other relevant information on broadband coverage.

Infrastructure and equipment design

- D. Development proposals for ~~communications digital connectivity~~ infrastructure and ~~associated~~ equipment will only be supported where it can be suitably demonstrated that:
- a. The ~~infrastructure and~~ equipment is the minimum needed to meet operational requirements, having regard to future demand or planned improvements;
 - b. Opportunities for ~~infrastructure and~~ equipment sharing have been fully investigated and taken into account;
 - c. ~~There is~~ will be no significant adverse impact on the visual amenity of the occupiers of the host building, where relevant, and neighbouring occupiers;
 - ~~e-d.~~ There will be no adverse impact on open space and biodiversity;
 - ~~d-e.~~ If located on a main road or walking route, a minimum residual footway is provided;
 - ~~e-f.~~ Detrimental impact on the external appearance of the host building or structure, street scene or space on which the equipment is located will be avoided or ~~appropriately~~ mitigated; and
 - ~~f-g.~~ The ~~infrastructure and~~ equipment is sensitively located and appropriately designed, and does not detract from local area character, having particular regard to:
 - i. The need to preserve or enhance the significance of heritage assets, including Listed Buildings and conservation areas;
 - ii. The use of design treatments to ensure the least possible visual impact, including colour, landscape and other interventions to help screen or conceal cabling and other apparatus; and
 - iii. The cumulative impact of telecommunications installations on a structure, site or area.
- E. In order to minimise visual impact all ~~communications digital connectivity~~ infrastructure and equipment should be removed as soon as reasonably practicable once it is not required for use, and older equipment should be upgraded wherever feasible.

Explanation

~~42.38, 12.39.~~ Digital connectivity ~~Communications~~ infrastructure, including digital infrastructure, is playing an increasingly important role in the functioning of cities

and society. It is transforming how infrastructure and services are provided, with innovative 'Smart City' technologies that make use of information to deliver more resource and cost efficient provision. It is also helping to facilitate different forms of communication between people as well as enabling more convenient and wider access to goods and services. In addition, digital connectivity infrastructure is important for business and now considered essential to sustainable economic development.

~~12.39.~~12.40. Digital connectivity infrastructure also has implications for physical connectivity and the transport network. For example, new technologies are changing the way in which people work and commute, often reducing the need for workers in some industries to travel. The Covid-19 pandemic has accelerated the transition to online and flexible working arrangements. Further, smart technologies are supporting efficiencies in the distribution and logistics sector, with improved timing and coordination in servicing and deliveries. Over time communication these technologies may have significant impacts on the transport network, by helping to reduce demand and/or the volume of movements, particularly during traditional peak hours.

~~12.40.~~12.41. Digital connectivity infrastructure is ~~considered essential strategic infrastructure and~~ necessary to support more inclusive and sustainable neighbourhoods and communities. Not all areas of Lewisham benefit from the same level of provision ~~of digital and communications infrastructure.~~ Premium full-fibre broadband is currently only available in 13 per cent of the Borough, and there is very limited availability in the area covering the Lewisham North-Creative Enterprise Zone.¹⁵⁴ It is vitally important that full-fibre broadband coverage is provided and enhanced. This is to ensure equality of access to services for people in Lewisham ~~residents,~~ and to support our economic development objectives, particularly to grow the cultural and creative industries. We will therefore work with industry stakeholders and development industry partners to ensure the provision of high quality, fast and reliable digital connectivity infrastructure across the Borough, including full-fibre or equivalent broadband.

Infrastructure and equipment design

~~12.41.~~12.42. ~~We are committed to ensuring that local residents, organisations and business are well placed to benefit from modern digital and communications technology. However it is important that the development of associated infrastructure is appropriately managed. If not carefully cited and designed, infrastructure and equipment can adversely impact on amenity, local character, heritage assets and the functioning of the public realm.~~

Commented [NE720]: Repetition – covered above

~~12.42.~~12.43. ~~It is important that the development of associated digital connectivity infrastructure is of a high quality design and appropriately managed. If not carefully cited and designed, infrastructure and equipment can. This will ensure that development does not adversely impact on amenity, local character, heritage~~

Commented [NE721]: Moved to paragraph below and re-phrased

¹⁵⁴ London Connectivity, Greater London Authority. Data cited August 2019.
<https://maps.london.gov.uk/connectivity/>

assets, open space and biodiversity and the functioning of the public realm. Communications equipment, including satellite dishes, Development proposals should be sited and designed so they will to avoid or have the least detrimental visual impact. It is particularly important that equipment and must responds positively to local character, including conservation areas, listed buildings and other designated and non-designated the significance of heritage assets and their setting. In addition to siting, Proposals should consider how to conceal equipment by using design treatments including colour, landscaping or other means, such and GRP shroudingshrouds or screens. Unless extremely well designed into a building or structure, or disguised from view, telecommunications should not be Development located on a principal street frontage must be well designed and sensitively integrated onto or within a building, structure, or space and disguised from view wherever feasible.

Commented [NE722]: Officer review – considered too prohibitive and could preclude new infrastructure from being delivered. Re-worded below, whilst retaining the main policy intent

~~12.43.~~12.44. All Development proposals will be expected to must demonstrate that they have optimised opportunities to mitigate visual impacts, including through Applicants should engagement with neighbouring landowners, relevant infrastructure providers and service operators to investigate the feasibility for sharing equipment, such as masts and cabinet boxes. This should include consideration of any planned future improvements necessary to meet the needs of current or future occupiers within a site or area.

~~12.44.~~12.45. The Manual for Streets should be referred for guidance on appropriate residual distances where development is located on a main road. In town centres and other high traffic areas, the minimum residual distance of 1.8 metres may not be sufficient to enable appropriate pedestrian flow, and the minimum width will be determined based on the number of pedestrians per square metre and pedestrian flows per minute.

~~12.45.~~12.46. Digital connectivity~~Communications equipment infrastructure and~~ including supporting structures and equipment (such as masts, cabinet boxes, satellite and other dishes, antennae, cabling, shrouds and stands) should be removed as soon as reasonably practicable once it is not required. This will help to ensure that the quality of townscapes, and streetscapes and public realm are not adversely impacted by unnecessary clutter.