



## **Lewisham Local Development Framework**

# **Local Development Scheme**

### **PLANNING POLICY**

**Version 1 (second series)**

Full Council Meeting 24 June 2015

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# PREFACE

Previous versions of the Lewisham Local Development Scheme (LDS) related to the preparation of a suite of Local Development Framework documents produced between 2006 and 2014.

The Council has now revised its LDS to take into account the implications of changing local circumstances and new government planning guidance and legislation where the focus is now on the production of an integrated Local Plan.

## Document control

LDS VERSION	BROUGHT INTO EFFECT	SUPERSEDED
1	24 <sup>th</sup> June 2015	N/A

# 1. Introduction

The Lewisham Local Development Scheme (LDS) is the **project plan** for how and when the Council will prepare its Local Plan. A Local Plan sets out the statutory planning policies for the borough that are used in the assessment and determination of planning applications. The Council is required to prepare a LDS by law and keep it up to date. The LDS identifies the timetable for the production of the Local Plan

The purpose of this LDS is:

1. To let everyone with an interest in planning for Lewisham know what documents will make up the local planning framework and the timetable for their preparation.
2. To let people know when key stages of consultation are planned so they can get involved in influencing or commenting on emerging documents.
3. To establish the Council's priorities for plan preparation and set a work programme for the preparation of Local Plans.

## 2. Background information

### 2.1 The planning system

The Planning and Compulsory Purchase Act 2004 introduced a system of plan making known as the Local Development Framework (LDF) which was a portfolio of planning documents. Section 15 of the Planning and Compulsory Purchase Act 2004 states that the local development scheme must set out certain matters related to how the local planning authority is going to plan for development in its area. Section 111 of the Localism Act 2011 amends this section so that local planning authorities will have to publish up to date information direct to the public on the scheme, including their compliance with the timetable for the preparation or revision of development plan documents.

The Town and Country Planning (Local Planning) (England) Regulations 2012 refers to Development Plan Documents as Local Plans and to the Proposals Map as the Policies Map.

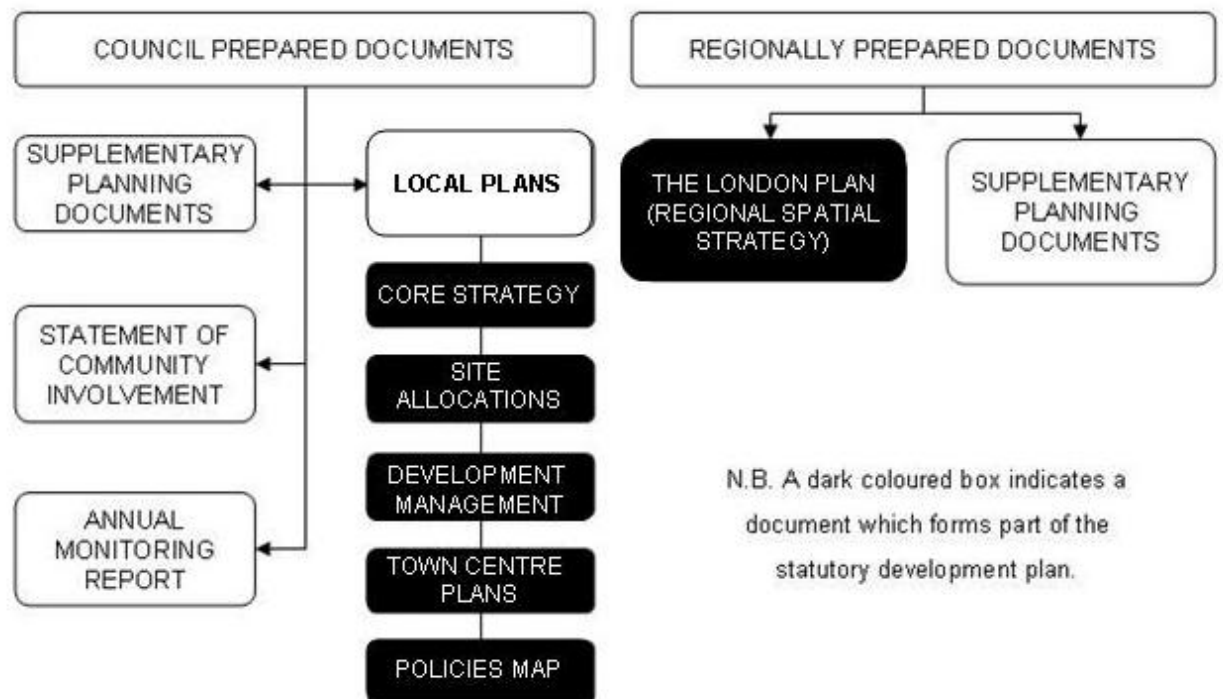
The National Planning Policy Framework (2012) (paragraph 153) favours a single plan approach, where instead of having a suite of separate documents forming the Development Plan, the documents are brought together into an integrated Local Plan. The NPPF does not preclude additional documents but this must be fully justified.

The type of documents which comprise the Development Documents for Lewisham are shown in the table below and in Figure 1 (existing) and Figure 2 (forthcoming).

Document	Purpose
Local Plan	A Local Plan is prepared in a formal way which includes consultation with the public and independent testing at a public examination presided over by an inspector appointed by the government. When adopted the council's decisions on planning applications are made in

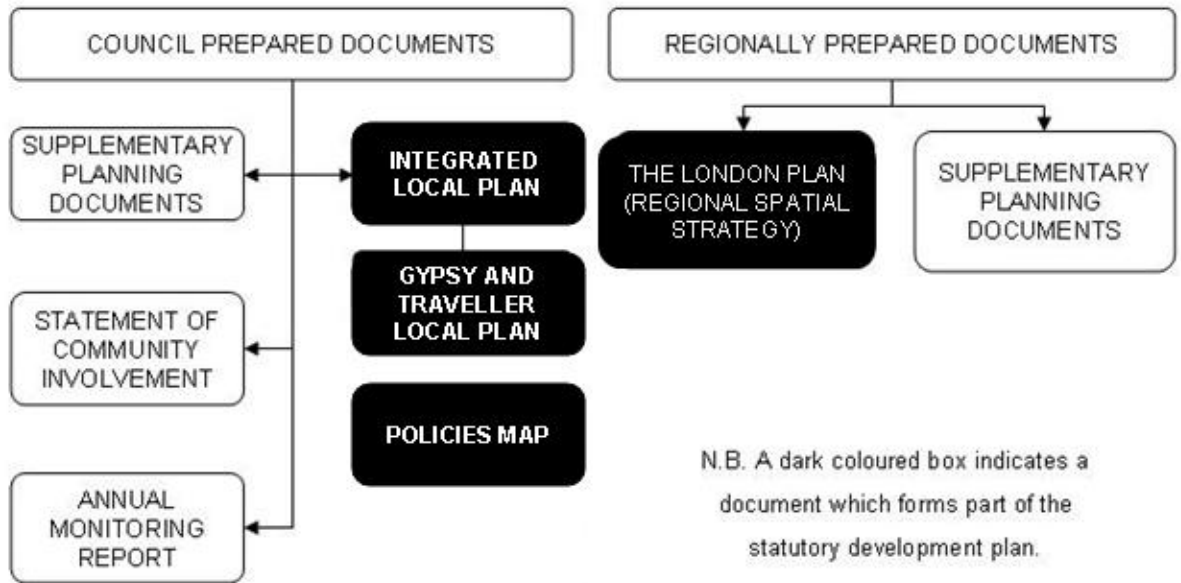
Document	Purpose
	accordance with the content of the Local Plan.
The Policies Map	The graphic representation of the policies and proposals in a Local Plan. Each time a new Local Plan is adopted, or makes new policies, the Policies Map must be updated to show the effect of any changes.
Supplementary planning documents (SPD)	These explain in more detail the application of policy set out in a Local Plan. SPDs are subject to public consultation but not independent examination and do not have the same status as a Local Plan in the decision making process.
Statement of Community Involvement (SCI)	Sets out how the council's Planning Service will involve the community in the preparation, alteration and review of planning documents and in the planning application decision process. The council adopted its SCI in July 2006. <sup>1</sup>
The Annual Monitoring Report (AMR)	Reviews the progress on the preparation of the Local Plan as set out in the LDS. In addition the AMR reviews how effective the policies are and considers if they need to be reviewed and replaced.

**Figure 1: Existing Lewisham planning framework**



<sup>1</sup> <http://www.communities.gov.uk/publications/planningandbuilding/nppf>

**Figure 2: Forthcoming Lewisham planning framework**



## 2.2 Chain of conformity

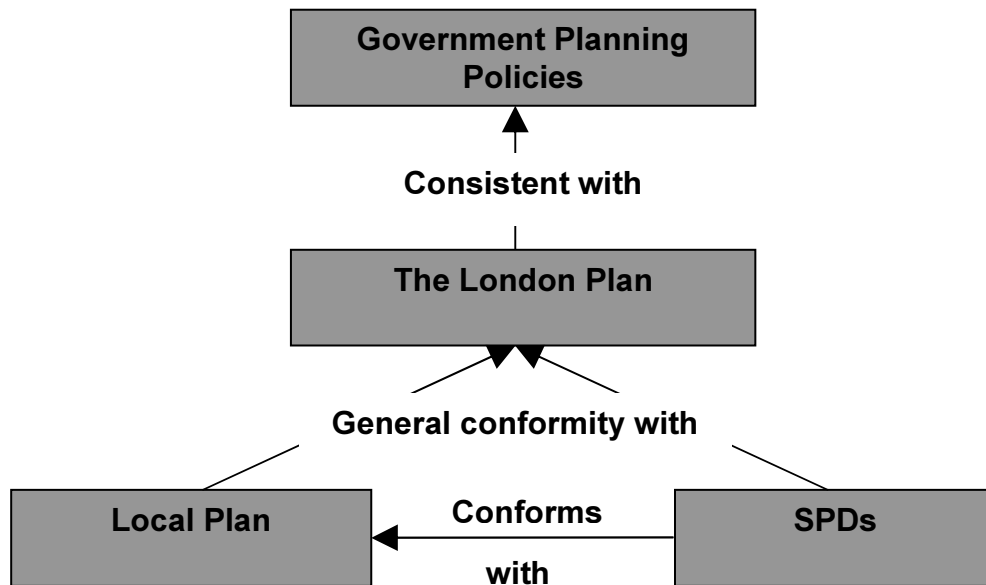
The Council will pursue a clear chain of conformity by respecting both Regional and National Government policy and guidance. This will be established by following the process demonstrated in Figure 3.

National planning policy is contained in the National Planning Policy Framework (NPPF).<sup>2</sup> The preparation of planning policies must consider and be consistent with the content of the NPPF.

The Mayor of London has published a series of strategies, supplementary planning guidance and best practice guidance which will be taken into account. The replacement [London Plan](http://www.london.gov.uk/priorities/planning/londonplan) was published in July 2011, with subsequent alterations, the latest being published march 2015. It acts as the integrating framework for all of the Mayor's strategies.<sup>3</sup> Lewisham Local Plans must be in 'general conformity' with the published London Plan. Where there is a difference between the policies in the London Plan and the borough's adopted development plan, the most recent plan takes precedence.

<sup>3</sup> <http://www.communities.gov.uk/publications/planningandbuilding/nppf>  
<sup>3</sup> <http://www.london.gov.uk/priorities/planning/londonplan>

**Figure 3: Chain of conformity/consistency**



### **2.3 Relationship to the Sustainable Community Strategy and other strategies**

[The Sustainable Community Strategy](#)<sup>4</sup> (Shaping our future: Lewisham Sustainable Community Strategy) or SCS, has been prepared by Lewisham's Local Strategic Partnership and is a document which sets out how the vision and priorities for Lewisham will be achieved. The Lewisham Local Plans will have regard to the SCS and ensure that spatial requirements arising from that strategy are addressed. The Local Plans are in effect the spatial interpretation of the SCS.

There are a number of other strategies that have land-use implications and these will be taken into account in preparing the Local Plans. In particular, the following London Borough of Lewisham strategies and plans will be relevant.

- Children and Young People's Plan
- Air Quality Action Plan
- Carbon Reduction and Climate Change Strategy
- Local Transport Plan (LIP)
- Housing and Homelessness Strategy
- Municipal Waste Strategy
- Energy Strategy
- Physical Activity, Sport and Leisure Strategy
- Local Education Authority School Plan.

<sup>4</sup><http://www.lewisham.gov.uk/CouncilAndDemocracy/StrategiesPlans/StrategicPlanningFramework/CommunityStrategy.htm>

## **2.4 Evidence base**

The Local Plan will establish the Council's planning policies. However, in formulating this a large amount of background work needs to be undertaken to underpin the documents. This supporting information will work as an evidence base for policy formation. Many of these documents and studies will be produced either by or for the Council, and some may be produced by or for other organisations.

The main existing evidence base documents commissioned by the Council associated with the existing Lewisham suite of Local Development Framework documents are listed in Appendix 1 and have been published on the council's [planning policy website](#).<sup>5</sup> These documents will in part be used as the evidence base in the preparation of other Local Plans however given the age of many of the documents it is envisaged that a number of new or refreshed evidence base documents will be required to inform the preparation of new Local Plans.

## **2.5 Superseded UDP policies**

Lewisham's UDP was superseded over a number of years, from when the Core Strategy was adopted in 2011 through to November 2014 when the Development Management Local Plan was adopted. The Local Plans (and policies contained within them) have progressively taken the place of the previously saved UDP policies as they were adopted by the Council.

The collection of adopted Local Plan documents now forms Lewisham's statutory Development Plan. As each Local Plan was submitted to the Secretary of State for independent examination it included a list of UDP policies that were superseded.

## **2.6 Superseded LDF policies**

An integrated Local Plan will replace the existing adopted development plan documents and policies map. These documents are Lewisham's Core Strategy (2011), Development Management Local Plan (2014), Site Allocations Local Plan (2013), Lewisham Town Centre Local Plan (2014).

# **3. Programme for the Lewisham Local Plan**

One of the key purposes of preparing this LDS is for the Council to identify the range of Local Plans it is preparing and the detailed timetable for document preparation over the next three years or so. The 2015 LDS has been prepared as a result of the implications of government planning guidance, as set out in the NPPF, favouring a single plan approach<sup>6</sup>. The NPPF directs local planning authorities to produce a Local Plan for its area, with additional development plan documents only being prepared where clearly justified.

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<sup>5</sup><http://www.lewisham.gov.uk/Environment/Planning/PlanningPolicy/LocalDevelopmentFramework/LocalDevelopmentFrameworkEvidenceBase/>

<sup>6</sup> National Planning Policy Framework (2012), Paragraph 153.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6077/2116950.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)

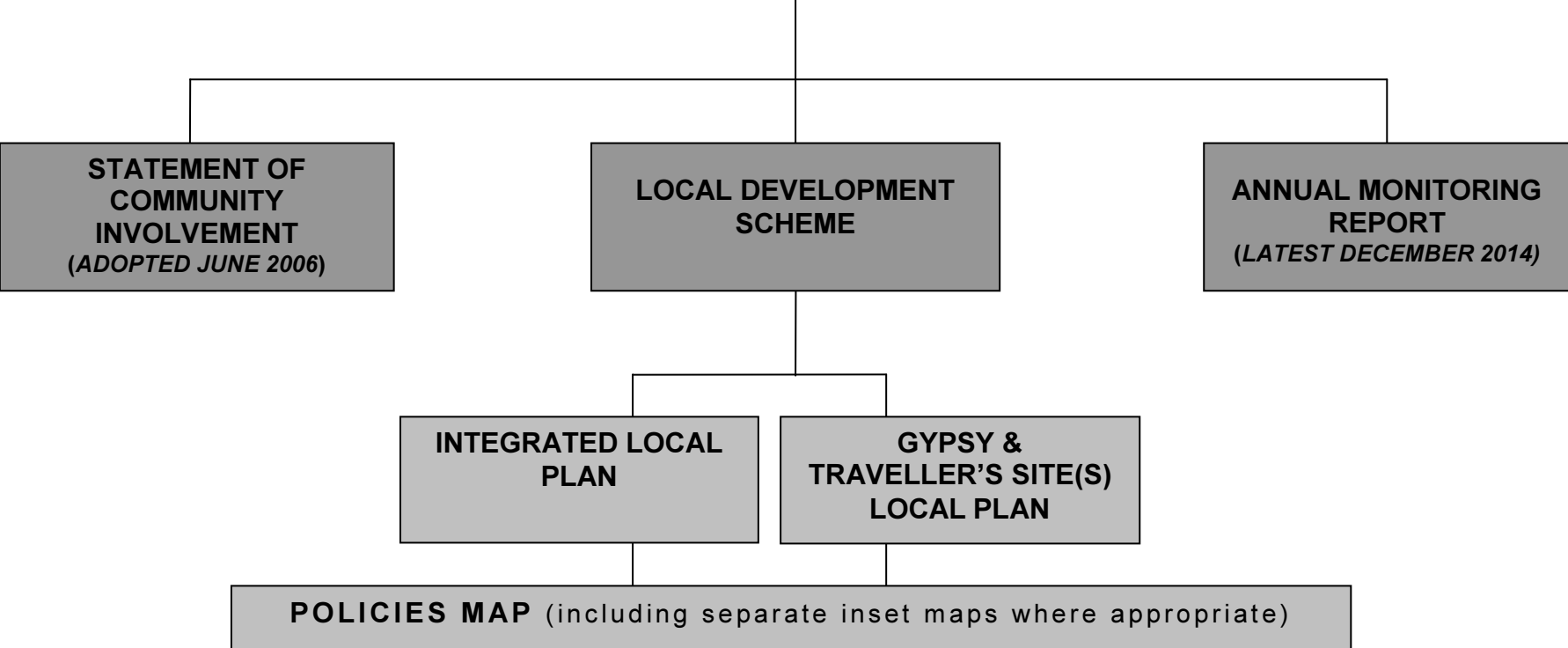


Alongside preparation of an integrated Local Plan for Lewisham, the Council will prepare a separate Local Plan specifically for the allocation of a site or sites for Gypsy and Traveller accommodation. The Gypsy and Travellers Site(s) Local Plan is being prepared as a separate plan firstly because by nature a single issue plan does not contain as many elements and therefore does not require as much time dedicated to evidence base gathering. The preparation of a single issue local plan should therefore be quicker to produce than a plan addressing all spatial growth considerations for the borough. Secondly, the allocation of a site or sites for Gypsy and Traveller accommodation has a long history and the Council still has a requirement to provide a site to meet the anticipated need for its Gypsy and Traveller population. Given these considerations, separating the allocation of a site for Gypsy and Traveller accommodation is considered necessary and justified.

Due to changes in government policy and regulations (Section 180 of the Planning Act 2008) Supplementary Planning Documents have been removed from the production schedule in the main body of this document. A list of existing SPDs can be viewed in Appendix 2. The NPPF (paragraph 153) states that SPDs 'should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.'

Figure 4 on page 9 identifies the range of documents which are (or will be) in preparation some time over the next three years. Figure 5 on page 10 provides the preparation timetable for each Local Plan, while the following pages provide a brief description and the key milestones for each document.

**Figure 4: Lewisham Local Development Framework**



**KEY:**

STATUTORY DOCUMENTS

DEVELOPMENT PLAN DOCUMENTS

Figure 5: Local Plan preparation timetable

### LDS TIMETABLE (JUNE 2015)

DOCUMENTS	START DATE	2015												2016												2017																			
		J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D								
LOCAL PLAN	Jan-15	<								N	N								1	1											2	2			S	P	E	R					A		
GYPSY AND TRAVELLER'S SITE(S) LOCAL PLAN	Jan-15	<												N	1	N	1														2	2			S	P	E	R							
POLICIES MAP	Jan-15	<																																										A	

**KEY**

Commencement of Preparation	<
Reg 18 notification of intention to prepare Local Plan and issues and options	N
Public participation period for preferred strategy report	1
Public Participation for Publication Document (Reg 19)	2
Submission of Local Plan (Reg 22)	S
Pre-examination Meeting	P
Examination in Public	E
Inspectors Report	R
Adoption	A

### LDS TIMETABLE JUNE 2015

<b>TITLE</b>	<b>BOROUGH LOCAL PLAN</b>		
<b>STATUS</b>	Development Plan Document		
<b>ROLE &amp; CONTENT</b>	The Local Plan is the key planning policy document for the borough. It is our plan for the future and sets out the strategic direction and key decisions for how much development will happen in the borough and where, when, and how it will take place. It also allocates sites for development and contains policies to guide decisions on planning applications.		
<b>COVERAGE</b>	Whole Borough	<b>JOINT PRODUCTION</b>	No
<b>CHAIN OF CONFORMITY</b>	<ul style="list-style-type: none"> <li>To be consistent with the NPPF</li> <li>To be in general conformity with the London Plan</li> </ul>		
<b>LDF REPLACEMENT</b>	<p>The integrated Local Plan will replace the Core Strategy (2011), Development Management Local Plan (2014), Site Allocations Local Plan (2013), Lewisham Town Centre Local Plan (2014).</p> <p>When the Local Plan is submitted to the Secretary of State for independent examination it will include a list of LDF policies that will be superseded.</p>		
<b>REVIEW</b>	The Local Plan will be reviewed annually as part of the Annual Monitoring Report. However, it is expected that the Local Plan will remain valid for a 15 year period unless the outcome of annual review indicates that replacement is necessary.		
<b>KEY MILESTONES</b>	Commencement of preparation		<b>January 2015</b>
	Public participation on the intention to prepare a plan, 'issues and options'		<b>September/October 2015</b>
	Public participation on the preferred strategy		<b>March/April 2016</b>
	Public participation on the publication plan (proposed submission plan)		<b>January/February 2017</b>
	Submission of Local Plan		<b>May 2017</b>
	Pre-Examination meeting if required		<b>June 2017</b>
	Commencement of the Examination		<b>July 2017</b>
	Report from Inspector		<b>August 2017</b>
	Adoption of Local Plan		<b>November 2017</b>

<b>TITLE</b>	<b>GYPSY AND TRAVELLER'S SITE(S) LOCAL PLAN</b>		
<b>STATUS</b>	Development Plan Document		
<b>ROLE &amp; CONTENT</b>	The Gypsy and Traveller's Site(s) Local Plan (GTSLP) will allocate a site or sites to meet the identified local accommodation needs of Gypsy and Traveller communities in the borough.		
<b>COVERAGE</b>	Whole borough	<b>JOINT PRODUCTION</b>	No
<b>CHAIN OF CONFORMITY</b>	<ul style="list-style-type: none"> <li>• To be consistent with the NPPF</li> <li>• To be in general conformity with the London Plan</li> <li>• To be consistent with the Borough Local Plan</li> <li>• Policies / proposals of GTSLP to be shown graphically on the Policies Map</li> </ul>		
<b>LDF REPLACEMENT</b>	The Plan will replace a policy in the Core Strategy.		
<b>KEY MILESTONES</b>	Commencement of preparation	<b>January 2015</b>	
	Public participation on the intention to prepare a plan, 'issues and options' and the preferred strategy	<b>February/March 2016</b>	
	Public participation on the publication plan (proposed submission plan)	<b>July/August 2016</b>	
	Submission of Local Plan	<b>November 2016</b>	
	Pre-Examination meeting if required	<b>December 2016</b>	
	Commencement of the Examination	<b>January 2017</b>	
	Report from Inspector	<b>February 2017</b>	
	Adoption of Local Plan	<b>May 2017</b>	

<b>TITLE</b>	<b>POLICIES MAP</b>		
<b>STATUS</b>	Development Plan Document		
<b>ROLE &amp; CONTENT</b>	The Policies Map will illustrate on an Ordnance Survey base map all the policies and proposals contained in each Local Plan.		
<b>COVERAGE</b>	Whole Borough	<b>JOINT PRODUCTION</b>	No
<b>CHAIN OF CONFORMITY</b>	<ul style="list-style-type: none"> <li>• To be consistent with the NPPF</li> <li>• To be in general conformity with the London Plan</li> <li>• To graphically show the policies and proposals in all approved Local Plans</li> </ul>		
<b>LDF REPLACEMENT</b>	<p>The policies map replaces previous policies maps and changes brought about by the adoption of LDF documents: the Core Strategy (2011), Development Management Local Plan (2014), Site Allocations Local Plan (2013), Lewisham Town Centre Local Plan (2014).</p> <p>When the Local Plan is submitted to the Secretary of State for independent examination it will include changes to the policies map.</p>		
<b>REVIEW</b>	The Policies Map will be constantly under review as the plans / policies depicted on it are reviewed and new plans / policies are proposed and adopted as part of development plan documents.		
<b>KEY MILESTONES</b>	The key milestones for the Policies Map will be the submission and adoption milestones for each Local Plan.		

# Appendix 1 Existing evidence base documents

## Overarching

- Shaping our future: Lewisham Sustainable Community Strategy 2008-2020
- Lewisham Infrastructure Delivery Plan, 2010

## Housing

- Lewisham Strategic Housing Market Assessment, 2009
- Lewisham Affordable Housing Viability Assessment, 2009
- Housing Conversions Study, 2012
- South East London Boroughs' Strategic Housing Market Assessment, 2014
- Lewisham Affordable Rent Study, 2014

## Employment and retail

- Lewisham Employment Land Study, 2008
- Lewisham Retail Needs Study, 2009 (plus 2010 supplement)
- Town Centre Health Checks, 2011
- Pubs in Lewisham: An evidence base report, 2012
- Hot food take-away shops: An evidence base study, 2013

## Renewables and energy

- Lewisham Renewables Evidence Base Study, 2009

## Waterways and flooding

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

## Open space

- Lewisham Leisure and Open Space Study, 2009
- Ravensbourne River Corridor Improvement Plan, 2010
- Lewisham Physical Activity, Sport and Leisure Strategy, 2006
- Lewisham Biodiversity Action Plans, 2006

## Waste management

- Lewisham Municipal Waste Management Strategy, 2008
- South East London Boroughs' Joint Waste Appointment Technical Paper, 2014

## Transport

- Lewisham Borough-wide Transport Assessment, 2010
- North Lewisham Transport Study, 2009
- Lewisham Town Centre Transport Study, 2009
- North Lewisham Links Strategy, 2007
- Lewisham Local Implementation Plan, 2011

## Design

- Deptford New Cross Masterplan, 2007

- Lewisham Tall Buildings Study, 2010
- Lewisham Conservation Area Appraisals and Management Plans (various)

**Community services**

- Lewisham Children and Young People's Plan, 2009
- Lewisham Social Inclusion Strategy, 2005
- Lewisham Joint Strategic Needs Assessment, 2011



## Appendix 2 Supplementary planning documents

The table below identifies the links between policies in the Local Development Framework and the Council's Supplementary Planning Documents.

<b>SUPPLEMENTARY PLANNING DOCUMENTS</b>	<b>LINKS TO LOCAL DEVELOPMENT FRAMEWORK DOCUMENTS</b>
Brockley Conservation Area SPD	CS Policy 16, DM Policy 4, DM Policy 30, DM Policy 36
Child Care	CS Policy 19, DM Policy 42
Deptford Town Hall Conservation Area Character Appraisal	DM Policy 4, DM Policy 30, DM Policy 36
Deptford Urban Design Framework and Development Strategy	CS Policy 6, CS Policy 15, DM Policy 30
Forest Hill Urban Design Framework and Development Strategy	CS Policy 6, CS Policy 15, DM Policy 30
Hatcham Conservation Area SPD	CS Policy 16, DM Policy 30, DM Policy 36
Planning Obligations SPD	CS Policy 21
Residential Standards SPD	CS Policy 1, CS Policy 7, CS Policy 8, CS Policy 10, CS Policy 12, CS Policy 14, CS Policy 15, CS Policy 16, DM Policy 2, DM Policy 3, DM Policy 4, DM Policy 5, DM Policy 6, DM Policy 7, DM Policy 8, DM Policy 22, DM Policy 29, DM Policy 30, DM Policy 31, DM Policy 32
River Corridors Improvement Plan (due for adoption in 2015)	CS Policy 11
Shop Front SPD	CS Policy 15, DM Policy 19
Southend Village, Bromley Road SPD	DM Policy 9, DM Policy 11, DM Policy 30
St. Mary's Conservation Area SPD	CS Policy 16, DM Policy 4, DM Policy 30, DM Policy 36

## Appendix 3 Glossary of terms

**Adoption** The process by which a local planning authority formally brings a Local Plan or Supplementary Planning Document into operation. Among other things, an authority is required to prepare an adoption statement, advertise that the document has been adopted and make available the document itself and copies of various reports which have been prepared during its preparation.

**Annual Monitoring Report** A report prepared by the Council assessing progress on the preparation of the various Local Plans as set out in the LDS. In addition once a Local Plan is adopted the AMR reviews how effective the policies are and considers if they need to be reviewed and replaced.

**Community Infrastructure Levy (CIL)** This is a new levy that local authorities can choose to charge on new developments in their area. The money generated is to be spent on infrastructure that is required in the local authority such as road and other transport needs, parks, schools, sports centres and community facilities.

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

**Examination in Public (EiP)** A examination presided over by an independent Inspector or a Panel of Inspectors appointed by the Secretary of State. The examination is to test the soundness of the Local Plan prepared by the Council.

**Inspector's report** Following the examination, a report will be issued by the Inspector who conducted the examination setting out their conclusions on matters raised at the examination and their view of how the Local Plan meets the tests of soundness. The report usually contains recommendations for changes to the document to ensure soundness.

**Local Plans** A Local Plan is a document that has been subject to independent testing and have the weight of development plan status. Supplementary Planning Documents (SPDs) which are not subject to independent testing, do not have development plan status and give further detail and guidance on how the policies in the Local Plans will be implemented.

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

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

**London Plan** The London Plan is the spatial development strategy for London and is prepared by the Mayor of London. It sets out strategic policies in relation to the development and use of land in Greater London. In accordance with the Planning and Compulsory

Purchase Act 2004 it forms part of the Development Plan for local planning authorities in Greater London.

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

**Policies Map** A graphical representation on an Ordnance Survey base of the policies in Local Plans, which shows in a visual form the areas of the borough to which the various Local Plan policies apply.

**National Planning Policy Framework (NPPF)** A statement of national planning policy by the government. It provides guidance to local authorities and others on planning policy and the operation of the planning system. Local authorities must be consistent with the NPPF. The guidance may also be relevant to decisions on individual planning applications and appeals.

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

**Supplementary Planning Document** A document that provides further detail and guidance on how the policies in Local Plans will be implemented. A SPD is not the subject to independent testing and does not have the weight of Local Plan status.

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

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

**Tests of soundness** The policies in a Local Plan will be tested during the independent Examination in Public to determine whether they are sound. The presumption will be that the Local Plan is sound unless it is shown to be otherwise as a result of evidence considered at the examination. The criteria for assessing whether a Local Plan is sound will apply individually and collectively to policies in the Plan.

**Unitary Development Plan** The planning document at the local level prepared prior to 2004 and used to assess and determine planning applications. The UDP was replaced by Development Plan Documents prepared under the Planning and Compulsory Purchase Act 2004 (and now called Local Plans). Transitional arrangements mean that some policies in the UDP will continue to have effect until they are replaced by policies in a replacement Local Plan. The Local Development Scheme identifies these policies (if any).