

Sustainable Development Select Committee			
Title	Emergency services review	Item	5
Contributor	Scrutiny Manager		
Class	Part 1 (Open)	Date	11 July 2013

1. Purpose of paper

- 1.1 The Overview and Scrutiny Committee has agreed that its select committees will carry out a review of emergency services in Lewisham. The Sustainable Development Select Committee has been tasked with determining impact of any changes as they relate to the borough's public sector assets, as well as the relevant transport implications.
- 1.2 At its meeting in March 2013, the Committee requested that officers provide further information about how it might approach this task. A scoping report was considered by Members at their meeting on 01 May and it was agreed that the Committee would receive evidence for the review at its meetings on 22 May and 11 July. This paper sets out some of the key information required for the Committee's consideration of the changes to emergency services in the borough.

2. Recommendation

The Committee is asked to:

- consider the content of the report and direct questions to officers at the meeting on 11 July 2013.

3. Background

- 3.1 Significant changes are being implemented, or are planned, to the way in which emergency services are delivered across London. This includes the three local emergency services in Lewisham: Metropolitan Police, London Fire Brigade and the London Ambulance Service; and also the provision of accident and emergency services across South-East London.
- 3.2 At its meeting on the 11 February 2013 the Overview and Scrutiny Committee considered a scoping report, which set out the terms of reference for a review into emergency services in Lewisham. At the meeting, it was decided that the review would be co-ordinated across all select committees. Members of the O&S Committee considered the proposed terms of reference and they agreed that the review would aim to:
- clarify the key policy initiatives and financial constraints impacting on emergency services locally
 - identify the local implications for services
 - consider the potential impact of any service changes

3.3 As part of the review, the Committee resolved that the Sustainable Development Select Committee would:

- Consider the potential impact of any service changes as they impact on estates and assets.

3.4 In addition The Sustainable Development Select Committee agreed that its contribution to the emergency services review would also focus on:

- Travel times and the local transport infrastructure.

4. Key lines of enquiry

4.1 As set out in 3.3 (above) the terms of reference for the review have been established by the Overview and Scrutiny Committee.

4.2 The scoping paper considered by the Committee in April 2013 suggested that the following key questions could be asked as part of the review:

The use of public sector assets

- What plans do services have in place to make use of their vacated assets?
- What role might the Council and its partners play in making sure that these assets are utilised effectively?
- Is there any potential for co-location of services?

Travel times and the local infrastructure

- Is the local transport infrastructure sufficient to ensure that residents will have easy access to services and support?

5. Public sector assets

5.1 The Mayor of London has challenged the Metropolitan Police Service to save £500m from its budget in the next three years. To assist in meeting this challenge, the Mayor's Office for Policing and Crime (MOPAC) has set out a strategy¹ for the reduction and rationalisation of the police estate. The aims of the strategy are to support the transformation of the Metropolitan Police Service and to alter the way it interacts with citizens.

5.2 The changes to the police estate are projected to save £60m a year in running costs by 2015/16, which represents a 30% reduction on 2012 costs. This is in addition to the 10% reduction achieved in the annual cost of running the police estate between 2009 and 2013. The service intends to sell its New Scotland Yard headquarters and compress the amount of space used for desk based staff. The strategy also includes plans for the disposal of a number of police stations and the creation of police 'contact points' in other public buildings.

¹ MOPAC Estates Strategy: http://www.london.gov.uk/sites/default/files/MOPAC%20Estates%20Strategy_0.PDF

- 5.3 MOPAC believes that the police service needs to change the way it interacts with citizens. Information from the estates strategy suggests that the numbers of crimes being reported at police stations is declining. Furthermore, the estates strategy indicates that 30% of visits to police station front counters are for queries about lost property or information/directions (Estates Strategy p20). In order to meet its savings targets and implement its revised policing model, MOPAC has decided to close a number of stations. Two stations are due to be closed in Lewisham: Brockley and Sydenham. Both have been declared surplus to operational requirements and services from these stations will be discontinued.
- 5.4 As of yet, the MPS has not set out its plans for the future of these stations. However, it is possible that, in line with the projected cost saving measures and revenue generating strategy, both stations will be sold for development.
- 5.5 The fire service has also been issued a challenge to reduce its budget. The London Fire and Emergency Planning Authority (LFEPA) is consulting on its draft fifth London safety plan, which sets out the 'high level objectives', that the Brigade will focus on delivering over the next three years. A number of these objectives relate to the use of the Brigade's assets, including:
- Closing underused stations
 - Considering shared services
 - Reviewing property services
 - Providing nine new PFI fire stations, delivering the Brigade's capital programme and reviewing arrangements for minor repairs at stations
 - Bringing forward proposals for replacing equipment and fleet
 - Reviewing costing of capital projects
- 5.6 The plan includes proposals to close New Cross and Downham fire stations. The closures, as well as the removal of fire fighters and fire fighting equipment will increase emergency response times in the borough. The consultation on the draft fifth London safety plan closed on 17 June and a response is expected later this year following analysis of the results. No plans have yet been announced for the future of the stations which are scheduled for closure. Nonetheless, in order to achieve the savings required it is possible that both sites will be sold for development.
- 5.7 The Council has submitted its objection² to the proposals set out in the consultation, based on the following key issues:
- The detrimental impact of station closures
 - The increase in response times
 - The 30% reduction in fire fighters
 - The cumulative impact of closures in neighbouring boroughs
 - The disproportionate impact on Lewisham
 - The impacts on crime prevention, youth work and emergency planning

² LBL response to LSP5 consultation:

<http://councilmeetings.lewisham.gov.uk/documents/s22941/Fifth%20London%20Safety%20Plan%20Referral%20Response.pdf>

5.8 At its meeting on 22 May, the Committee agreed to ask officers to assess the potential value of the two police stations and two fire stations which are under threat of closure. It was also agreed that the Committee would request information about the planning designation of these buildings. This information has been included at appendices A and B.

6. Transport and access

6.1 The Committee has decided to look at the potential impact of the service changes to emergency services as they relate to the borough's transport. The emergency service proposals with the greatest potential transport impacts in the borough are the plans which have been put forward for the reconfiguration of services at Lewisham Hospital (UHL).

6.2 In July 2012 a Trust Special Administrator (TSA) was appointed to the South London Healthcare Trust (SLHT). The trust was facing series of serious financial challenges and was put into administrative measures designed for 'unsustainable providers'. The administrator's role was to assume control of the trust and develop recommendations for the future sustainable running of its services.

6.3 Lewisham hospital was not part of SLHT. However, the special administrator recommended that its services be reconfigured as part of changes to health services across South East London³. The administrator's proposals are currently subject to challenge by residents and the Council. However, if the changes do proceed then a substantial proportion of Lewisham Hospital will be closed, declared surplus to requirements and sold. It is anticipated that Queen Elizabeth Hospital (QEH) in Woolwich would primarily serve the borough, along with King's College Hospital (KCH) in Denmark Hill and Princess Royal University Hospital (PRUH) in Orpington.

6.4 The Council⁴, its partners and Lewisham's residents have voiced their objections to the changes. Amongst the concerns about the reduction in services at Lewisham Hospital is the anticipated increase in travel times for patients and visitors to QEH in Woolwich. The Healthier Communities Select Committee has been tasked with assessing the impact of the proposed changes on ambulance service. However, the terms of reference for the Sustainable Development Select Committee include a remit for scrutinising other transport and travel issues.

6.5 As part of the delivery of his final report, the TSA's office commissioned a Health and Equalities Impact Assessment⁵ (HEIA) further understand the impact of the changes in the borough. Working with transport for London it found the following Public Transport Accessibility Levels (PTAL) for each of the hospital sites:

³ TSA final report: <http://www.tsa.nhs.uk/document-folders/final-report>

⁴ Council response to TSA consultation
<http://councilmeetings.lewisham.gov.uk/documents/s19347/Response%20to%20Consultation%20on%20TSA%20Draft%20Report.pdf>

⁵ Health and Equality Impact Assessment:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/127493/VOL-3-Appendix-L.pdf.pdf

PTAL for Hospitals in South London

Hospital	PTAL	Description
UHL	5	Very good
PRUH	2	Poor
KCH	4	Good
QEH	3	Moderate
QMS	2	Poor
GH	6b	Excellent
STH	5	Very good

Source: TfL (provided by TSA 2012)

- 6.6 Lewisham hospital has a public transport accessibility level of ‘very good’ whereas the Queen Elizabeth Hospital’s accessibility level is described as ‘moderate’, Kings College Hospital is described as ‘good’ and Princess Royal University Hospital is described as ‘poor’. Furthermore, the HEIA recognises that the PTAL levels only provide an indication of accessibility to the hospital and do not take into account the complexity of travelling to the site from other parts in South East London. The Health and Equality Impact Assessment carried out on behalf of the TSA’s office identifies the potential impact on patients. It also recognises that:

‘Greater transport times and difficulty in accessing healthcare services can lead to patients restricting their usage of healthcare service. Further, in some circumstances the timeliness by which patients can access care could have a direct impact on health outcomes’ (HEIA p44)

- 6.7 This concern is echoed by Lewisham’s Director of Public Health, who has stated that⁶ the changes would have a serious detrimental impact on relatives and carers:

‘If acutely ill patients are no longer admitted to UHL, this will result in increased costs incurred by relatives and carers when visiting patients admitted to alternative hospitals. Residents from deprived communities in the three most affected postcode areas (SE6 4AN, 4TW, 2BY) will experience public transport price increases of £1.90, an 82% increase in the cost of travel. These costs cannot be reimbursed under the Hospital Travel Cost Scheme.’ (DPH response to TSA consultation p2)

- 6.8 It is clear that the issue of transport is of fundamental importance to the emergency services review. At the meeting on 22 May 2013, members of the Select Committee agreed to ask officers to review the proposed changes and set out the ways in which the Council might move to mitigate the most damaging impacts. This information will be provided at the meeting on 11 July.

⁶Lewisham Director of Public Health’s response to the TSA consultation <http://www.tsa.nhs.uk/document/lewisham-director-public-health-response>

- 6.9 The HEIA indicates that work with TfL would need to take place to ensure residents are able to maintain access to services, particularly from the south of the borough. The TSA's report recognises that this is particularly important for disabled people, older people and those at risk. However, the TSA's discussions with TfL indicated that there is no funding available for additional bus services (TSA final report p51)
- 6.10 In March, a question was asked of the Mayor of London about Transport for London's (TfL) work with the TSA's office to mitigate the impacts of the proposed changes⁷. The Mayor outlined discussions between TfL and the TSA's office and contended that:
- 'In most cases there is either a direct link from Lewisham to the four sites identified in the Special Administrator's report or the sites can be accessed with one interchange...'
- 6.11 He advised that TfL was 'monitoring developments'. The response also noted that preparations for the proposed changes would be enhanced if the TSA's office was able to outline how many trips each day might be affected.
- 6.12 The outcome of the challenge to the secretary of state's decision about Lewisham Hospital is still unknown. However, in its final report the TSA recognised that transport issues would need to be considered should the reconfiguration of services at the hospital go ahead. As part of the emergency services review, the Sustainable Development Select Committee is in a position to explore the potential impact of the changes on residents and prepare for future eventualities.

7. Review timetable

- 7.1 The proposed timetable for the completion of the Committee's review is:
- 11 July 2013 – Evidence session
 - 10 September 2013 (recommendations)
- 7.2 The Committee may decide it wishes to make recommendations based on the evidence it has collected. It is suggested that Members give consideration to this at their meeting in September and submit any recommendations to the Overview and Scrutiny Committee.

8. Further implications

There are no legal, financial, sustainability, equalities or crime & disorder implications resulting from the implementation of the recommendation in this report, however, there may be implications arising from the changes being proposed.

⁷ Lewisham hospital travel <http://mgt.london.gov.uk/mgt/public/question.do?id=46050>

Appendix

Appendix A: Planning policy for community facilities

Appendix B: Corporate Asset Services estimates

Appendix C: Emergency service asset map

If you have any questions about this report please contact Timothy Andrew (Scrutiny Manager) on 02083147916.

Appendix A:

Briefing Note on Planning Policy for Community Facilities

- 1. Summary of London Plan policy**
- 2. Summary of Lewisham Core Strategy policy**

Annex 1 Relevant Extracts from London Plan

Annex 2 Relevant Extracts from Core Strategy

Annex 3 London Plan and Lewisham Core Strategy definitions of community facilities

Annex 4 List of properties under Emergency Services Review with planning policy designations

1. London Plan 2011

The London Plan has a strong theme promoting and protecting community and other social facilities as an essential element in supporting inevitable growth in population, ensuring sustainable communities and reducing health inequalities. The following policies are especially relevant:

- 3.1 Ensuring Equal Life Chances for all
- 3.2 Addressing Health and Addressing Health Inequalities
- 3.16 Protection and Enhancement of Social Infrastructure,
- 3.17 Health and Social Care Facilities

The London Plan requires boroughs to assess the need for social infrastructure and community facilities and ensure that they are capable of being met wherever possible. Adequate provision for these facilities is considered particularly important in major areas of new development and regeneration.

Relevant extracts from the London Plan are in Annex 1.

2. Lewisham Core Strategy

The Lewisham Core Strategy places a strong emphasis on ensuring the provision and protection of appropriate social infrastructure in the context of the promotion of growth in the borough's regeneration areas and the need to ensure the sustainability of communities borough-wide.

The Strategy is accompanied by an Infrastructure Delivery Plan (IDP) which represents the Council's current understanding on infrastructure issues. The IDP has been prepared in consultation with those responsible for delivering infrastructure throughout the borough. At the time of preparation in 2009/10, the assumption from health colleagues was that Lewisham Hospital was to continue with its current provision. The IDP includes:

- physical infrastructure such as transport, utilities, waste management and flood defences
- social infrastructure such as education, health, leisure, estate renewal and emergency services
- green infrastructure such as parks, allotments, cemeteries and church yards.

The IDP is accompanied by a schedule in order to identify infrastructure needs and costs (including where possible phasing of development), funding sources and responsibilities for delivery.

Core Strategy Policy 19 Provision and maintenance of community and recreational facilities and Policy 20 Delivering educational achievements, healthcare provision and promoting healthy lifestyles are the most directly relevant policies.

The policy emphasises that there should be no net loss of facilities. Existing floorspace and facilities will be protected except where provision is being reconfigured, upgraded or is being re-located in order to improve services and meet identified needs as part of a published strategy by a local service provider. In all such cases the Council will need to be satisfied that the overall level of social and community provision is improved and there is no demand for an alternative social and community use for that floorspace. The policy approach will ensure facilities are fit for purpose and provide sufficient flexibility to meet the needs of both the providers and local communities. The policies have been evidenced through an Infrastructure Delivery Plan prepared in partnership with various stakeholders to assess existing and future needs.

These policies must also be read in the context of the overall spatial strategy set out for the borough in the document which is set out in the extracts from the Core Strategy in Annex 2.

Core Strategy Policy 21 sets out the Council's policy on seeking planning contributions for new social infrastructure.

The London Plan and Lewisham Core Strategy policies would be material considerations in the determination of any planning applications which seek to reduce the extent of community facilities on sites in the borough. They will also be material considerations in the consideration by an Inspector of an appeal into any subsequent refusal of planning permission.

Relevant extracts from the Core Strategy are in Annex 2

Annex 1

Extracts from the London Plan July 2011

Chapter 1 Context and Strategy

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Para 1.40 Ensuring the infrastructure to support growth

In addition to this ‘hard’ infrastructure, a growing and increasingly diverse population will create demand for more social infrastructure, ranging from schools, colleges and universities through health facilities to spaces for local groups and places of worship. A green infrastructure of green and other open spaces also has a crucial part to play in ensuring good health and a high quality of life – as well as helping to address the challenges of climate change.

Para 1.41 All these demands will have to be managed while public resources are likely to be short. Some may be met by making better use of existing infrastructure, but it is likely that addressing them all will require the capital’s local authorities, businesses, voluntary organisations and other stakeholders concerned about London’s development to work with the Mayor in making the strong case for future investment in the capital’s fabric. All of these organisations will have to work together to identify and optimise use of the various ways of funding infrastructure – whether making the best use of the mechanisms within the existing planning system, pressing for new revenue-raising powers or exploring innovative approaches like tax increment financing.

Page 28 **A new focus on quality of life**

Para 1.44 At its best, London can provide what is amongst the highest quality of life to be found anywhere. Unfortunately, this is not the universal experience of Londoners, as indicators like the disparities in life expectancy in different parts across the city show. There is also a perceived tension between the demands of growth and the conditions for a good – and improving – quality of life, and a concern about the loss of things that have made living in London and its neighbourhoods a distinctive experience. It is unsurprising, therefore, that consultation on proposals for this Plan have shown a growing concern with quality of life issues such as:

..... **tackling London’s persistent problems of deprivation and exclusion – and in particular the unacceptable health inequalities that exist in one of the wealthiest cities in the world – in order to ensure equal life chances for all**

..... **the importance of a range of readily accessible community and cultural facilities meeting the needs of a growing and increasingly diverse population.**

Conclusion: planning for growth

Para 1.47...the only prudent course is to plan for continued growth. Any other course would either require fundamental changes in policy at national level or could lead to London being unprepared for growth. The projections we have use are not targets, and for the most part it is not a question of choosing growth. There is no policy to decentralise population with the UK, and it does not appear that this is likely to change in the near future.

Para 1.49 In practical terms this means planning for:

- **A growing population – ensuring London has the homes, jobs, services, infrastructure and opportunities a growing and ever more diverse population requires.** Doing this in ways that do not worsen quality of life for London as a whole means we will have to ensure we make the best use of land that is currently vacant or under-used, particularly in east London where the greatest potential exists.
- **An ever more diverse population – ensuring London has the schools and other facilities need by a growing number of younger people, while also addressing the needs of an ageing population, with homes and neighbourhoods suitable for people at all stages of their lives. We will also need to plan for the whole range of other social infrastructure London’s communities and neighbourhoods will need to support a high and improving quality of life.....**
- Careful and efficient management and use of the resources available to London, including avoiding, reducing and reusing much of what is now regarded as waste, **and ensuring adequate, modern physical, transport and social infrastructure to meet the needs of a growing and vibrant city, and a diverse population.**

Page 32 Strategy: The Mayor’s vision and objectives

Para 1.52 Against the context set out in this chapter, the Mayor has put forward a vision for the sustainable development of London over the period covered by this Plan:

Over the years to 2031 – and beyond, London should:

Excel among global cities – expanding opportunities for all its people and enterprises, achieving the highest environmental standards and quality of life and leading the world in its approach to tackling the urban challenges of the 21st century, particularly that of climate change.

Achieving this vision will mean making sure London makes the most of the benefits of the energy, dynamism and diversity that characterise the city and its people; embraces change while promoting its neighbourhoods and identity; and values responsibility, compassion and citizenship.

Para 1.53 This high level, over-arching vision is supported by six detailed objectives.....

Ensuring London is:

1. A city that meets the challenges of economic and population growth in ways that ensure a sustainable, good and improving quality of life and sufficient high quality homes and neighbourhoods for all Londoners, **and help tackle the huge issue of deprivation and equality among Londoners, including inequality in health outcomes.....**

Page 33 Quality of Life

Para 1.57(quality of life)is a fundamental theme that runs through all the chapters and policies of this plan, in particular the policies dealing with:

- Inner London (2.9).....regeneration areas (2.14), in Chapter Two (London's Places)
- ensuring equal life chances for all (3.1), improving and addressing health inequalities (3.2).....and sufficient social infrastructure (3.16 – 3.19) in Chapter 3 (London's People)

Chapter 2 London's Places

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Policy 2.9 Inner London

Strategic

A The Mayor will, and boroughs and other stakeholders should, work to realise the potential of inner London in ways that sustain and enhance its recent economic and demographic growth while also improving its distinct environment, neighbourhoods and public realm, **supporting and sustaining existing and new communities, addressing its unique concentrations of deprivation, and improving quality of life and health for those living, working, studying or visiting there.**

LDF preparation

B Within LDFs boroughs with all or part of their area falling within inner London should develop more detailed policies and proposals taking into account the above principle

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Policy 2.14 Areas for Regeneration

Strategic

A Within the areas for regeneration shown on Map 2.5 (20% of most deprived LSOAs) the Mayor will work with strategic and local partners to co-ordinate their

sustained renewal by prioritising them for neighbourhood-based action and investment.

LDF preparation

B Boroughs should identify areas for regeneration and set out integrated spatial policies that bring together regeneration, development and transport proposals with improvements in learning and skills, health, safety, access, employment, environment and housing, in locally-based plans, strategies and policy instruments such as LDFs and community strategies.

Chapter 3 London's People

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Policy 3.1 Ensuring Equal Life Chances for all

Strategic

A The Mayor is committed to ensuring equal life chances for all Londoners. **Meeting the needs and expanding opportunities for all Londoners – and where appropriate addressing the barriers to meeting the needs of particular groups and communities – is key to tackling the huge issue of inequality across London.**

Planning decisions

B Development proposals should protect and enhance facilities and services that meet the needs of particular groups and communities. Proposals involving loss of these facilities without adequate justification or provision for replacement should be resisted.

LDF preparation

C In preparing DPDs, boroughs should engage with local groups and communities to identify their needs and make appropriate provision for them, working with neighbouring authorities (including on a sub-regional basis) as necessary.

D Boroughs may wish to identify significant clusters of specific groups (such as those who experience particular disadvantage and social exclusion) and consider whether appropriate provision should be made to meet their particular needs such as cultural facilities, meeting places or places of worship.

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Policy 3.2 Improving Health and Addressing Health Inequalities

Strategic

A The Mayor will take account of the potential impact of development proposals on health and health inequalities within London. The Mayor will work in partnership with

the NHS in London, boroughs and the voluntary and community sector as appropriate to reduce health inequalities and improve the health of all Londoners, supporting the spatial implications of the Mayor's Health Inequalities Strategy.

B The Mayor will promote London as a healthy place for all – from homes to neighbourhoods and across the city as a whole – by:

- a coordinating investment in physical improvements in areas of London that are deprived, physically run-down, and not conducive to good health**
- b coordinating planning and action on the environment, climate change and public health to maximise benefits and engage a wider range of partners in action**
- c promoting a strong and diverse economy providing opportunities for all.**

C The impacts of major development proposals on the health and wellbeing of communities should be considered through the use of Health Impact Assessments (HIA).

Planning decisions

D New developments should be designed, constructed and managed in ways that improve health and promote healthy lifestyles to help to reduce health inequalities.

LDF Preparation

E Boroughs should:

- a work with key partners to identify and address significant health issues facing their area and monitor policies and interventions for their impact on reducing health inequalities**
- b promote the effective management of places that are safe, accessible and encourage social cohesion**
- c integrate planning, transport, housing, environmental and health policies to promote the health and wellbeing of communities**
- d ensure that the health inequalities impact of development is taken into account in light of the Mayor's Best Practice Guidance on Health issues in Planning.**

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Policy 3.16 Protection and Enhancement of Social Infrastructure

Strategic

A London requires additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population.

Planning decisions

B Development proposals which provide high quality social infrastructure will be supported in light of local and strategic needs assessments. **Proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for reprovision should be resisted. The suitability of redundant social infrastructure premises for**

other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments are considered.

C Facilities should be accessible to all sections of the community (including disabled and older people) and be located within easy reach by walking, cycling and public transport. Wherever possible, the multiple use of premises should be encouraged.

LDF preparation

D LDFs should provide a framework for collaborative engagement with social infrastructure providers and community organisations:

a for the regular assessment of the need for social infrastructure at the local and sub-regional levels; and

b to secure sites for future provision or reorganisation of provision.

Where appropriate, boroughs are encouraged to develop collaborative cross-boundary approaches in the provision and delivery of social infrastructure.

E Boroughs should ensure that adequate social infrastructure provision is made to support new developments. If the current use of a facility is no longer needed, boroughs should take reasonable steps to identify alternative community uses where the needs have been identified. Adequate provision for social infrastructure is particularly important in areas of major new development and regeneration and should be addressed in opportunity area planning frameworks and other relevant area action plans.

F The Mayor will work with boroughs, relevant social infrastructure providers and the voluntary and community sector as appropriate to extend proposed supplementary guidance on social infrastructure requirements, especially at the sub-regional and Londonwide levels.

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Policy 3.17 Health and Social Care Facilities

Strategic

A The Mayor will support the provision of high quality health and social care appropriate for a growing and changing population, particularly in areas of underprovision or where there are particular needs.

Planning decisions

B Development proposals which provide high quality health and social care facilities will be supported in areas of identified need, particularly in places easily accessible by public transport, cycling and walking. **Where local health services are being changed, the Mayor will expect to see replacement services operational before the facilities they replace are closed, unless there is adequate justification for the change.**

C Relevant development proposals should take into account the Mayor's Best Practice Guidance on *Health Issues in Planning*.

LDF preparation

D In LDFs boroughs should identify and address significant health and social care

issues facing their area for example by utilising findings from joint strategic needs assessments.

E Boroughs should work with the NHS, social care services and community organisations to:

a regularly assess the need for health and social care facilities at the local and sub-regional levels; and

b secure sites and buildings for or to contribute to future provision.

F Boroughs should promote the continued role and enhancement of London as a national and international centre of medical excellence and specialised facilities.

Annex 2

Relevant Extracts from the Core Strategy

Page 5 Para 1.8 The Core Strategy therefore shows the location, amount and types of new housing, jobs and shops that need to be provided within the borough as well as the responsibilities of private and public groups (such as developers, NHS Lewisham, Transport for London to name a few) including voluntary and community groups to ensure schools, healthcare, public transport, community facilities, parks and recreation areas, and all those things which make a community sustainable, can be provided for new and existing residents.

Page 26 para 2.61 NHS Lewisham outlines a strategic plan to develop polysystems in Lewisham over the next five years. It is envisaged that this will be a mix of single site and more virtual based arrangements linking a number of buildings with a hub. Core services will include:

- general and specialist GP services community services
- minor procedures
- diagnostics
- secondary care outpatient consultations
- health promotion and prevention, and well-being.

Page 27 para. 2.62 Currently there are more than 150 GPs based in 48 surgeries, and a range of community health services including foot health, sexual and reproductive health, community nursing services, stop smoking and mental health services throughout the borough. There are 51 pharmacies and approximately 116 dentists working out of 37 practices. There are also many opticians. There is a general hospital (University Hospital Lewisham) providing a range of acute services, including an Accident and Emergency service and a centre for children with special needs.

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3.10 The Core Strategy can play an important role in providing opportunities for people to live healthy lifestyles and improve well-being. This is as important to older people as it is to the young. Health is far more than the absence of illness, rather it is a state of physical, mental and social well-being. A person's health is therefore linked not only to age and gender but also to wider factors such as education, employment, housing, social networks, air and water quality, access to affordable nutritious food, and access to social and public services in addition to health care. It is about lifestyle: physical exercise, improved diet, cleaner air, and mental well-being through stress reduction, engagement and socialisation (including employment).

3.11 The needs of the existing population, demographic changes over the plan period and the additional needs arising from new development require the provision of appropriate services and good infrastructure (high quality street environment, walking and cycling networks, public transport, schools, health care, leisure facilities, parks and gardens and the like) which meet expectations. Collectively these aspects will contribute towards ensuring Lewisham builds sustainable communities. However, the aspirations of new residents need to be integrated with those of

existing communities, while at the same time continuing to address the needs of the borough's diverse communities.

Page 35 para 4.19

Core Strategy Vision for 2026

Communities across the borough will rely on effective local and excellent facilities to support their day to day life, including the following services: health, education, community, arts, cultural, entertainment, leisure, sports and recreation. All secondary and primary schools will have been rebuilt or refurbished, contributing to improved educational standards.

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Strategic Objectives

Core Strategy Objective 11: Community well-being

5.15 The Council with its partners will provide and support measures and initiatives that promote social inclusion and strengthen the quality of life and well-being for new and existing residents of the borough by:

- a. addressing deprivation and health inequalities particularly within the wards of Evelyn, New Cross, Lewisham Central, Whitefoot, Bellingham and Downham
- b. creating safer and stronger communities by reducing crime and the fear of crime through innovative design and land use policies
- c. providing physical, social and green infrastructure, including high quality health and education facilities, that are accessible and suitable to all of Lewisham's residents, to foster independent community living.

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The Spatial Strategy for Regeneration Areas

4B. Community well-being

6.69 The forecast increase in population arising from the scale of development set out in this strategy needs to be matched by investment in social and green infrastructure including schools, health, leisure facilities and open space to meet the needs of the new and existing population. In parallel, investment in the physical infrastructure needs to be planned and coordinated to enable opportunities for integrated and more efficient service delivery and the better use of assets, to provide a sound evidence base for funding bids and to help facilitate growth. This infrastructure will be identified and brought forward through the Infrastructure Delivery Plan and the Council will work with the Sustainable Development Partnership, land owners and other agencies to identify the appropriate location and timing of provision across the area.

6.71 In the Evelyn and New Cross wards, the health of the population is significantly poorer than that of the rest of the borough. NHS Lewisham, LBL and community and voluntary sector groups within this area are working together to help identify, implement and evaluate activities aimed at improving the health of local people. A

North Lewisham Health Improvement Plan has set out key objectives that aim to deliver real improvements in these wards by 2014. The plan is a multi stakeholder plan to deliver targeted improvements in health outcomes by understanding drivers for differences in premature mortality rates between wards and developing appropriate action plans. Participation of all partners and engagement with local communities is key to developing and providing appropriate services and activities to improve health and in monitoring progress and celebrating local success. Innovative schemes, including health trainers, healthy walks, participatory budgeting and other health promotion initiatives, will be used to promote health and reduce health inequalities. Local communities will become better informed about their health needs and how to improve their health and well-being.

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Community well-being

Regeneration Strategy for Areas of Stability and Managed Change

6.172 The Council will work with its partners to ensure that a range of health, education, community, leisure, arts, cultural, entertainment, sports and recreational facilities and services are provided, protected and enhanced across the Areas of Stability and Managed Change.

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6.175 The Infrastructure Delivery Plan has identified that many GP and dental practices are located in residential areas and while provision may change over the plan period to more central poly-clinics it is anticipated that many of these facilities will continue in use throughout the plan period. The strategy is to protect such facilities from a change of use unless adequate replacement provision is made. These types of primary health care can also be located in local neighbourhood shopping centres and parades if a shop use is no longer considered viable.

Core Strategy Policy 19

Provision and maintenance of community and recreational facilities

1. The Council will work with its partners to ensure a range of health, education, policing, community, leisure, arts, cultural, entertainment, sports and recreational facilities and services are provided, protected and enhanced across the borough. The work of the Lewisham Infrastructure Delivery Plan and the relevant corporate plans and strategies of partners will be used to inform provision.
2. The Council will apply the London Plan policies relating to healthcare, education and community and recreational facilities to ensure:
 - a. there is no net loss of facilities
 - b. the needs of current and future populations arising from development are sufficiently provided for
 - c. the preferred location for new uses will be in areas that are easily accessible and located within close proximity of public transport, other community facilities and services and town and local centres

- d. co-location of services and multi-use facilities are encouraged and supported
- e. a safe and secure environment is created and maintained.

Core Strategy Policy 20

Delivering educational achievements, healthcare provision and promoting healthy lifestyles

1. This Council will support the:

a. Local Education Authority's School Implementation Plan contributing to the Building Schools for the Future (BSF) and the Primary Capital programmes to rebuild or improve all schools within the borough

b. enhancement of Goldsmiths College, Lewisham College and the Laban Centre to improve the quality of teaching, learning and research in Lewisham

c. the broad range of education and training opportunities provided by local groups to strengthen local skill levels.

2. The Council will work with its partners, particularly the NHS Lewisham and NHS South London and Maudsley, to:

a. support the implementation of the NHS Lewisham Commissioning Strategy Plan

b. improve health and promote healthy lifestyles across the borough by:

- i. exploring new ways to improve opportunities for healthy and active lifestyles
- ii. ensuring that the potential health impacts of development are identified and addressed at an early stage in the planning process
- iii. supporting the Lewisham University Hospital, health centres and GP surgeries
- iv. reducing health inequalities across the borough.

Core Strategy Policy 21

Planning obligations

1. The need to provide infrastructure, services and/or facilities to address the impact of new development will be considered by the local planning authority from the outset of the planning application process.
2. The Council will seek planning obligations in accordance with Circular 05/05 to ensure effective implementation of the Core Strategy.
3. The Council will prepare a Planning Obligations Supplementary Planning Document to provide further guidance on the likely type, scale and priority of planning obligations and the methodology for calculating formula based obligations, where it is appropriate to do so.

Annex 3

London Plan and Lewisham Core Strategy definitions of community facilities

London Plan Definition of Community Facilities

Community facilities are called 'Social Infrastructure' in the London Plan and include a wide range of facilities such as 'health provision, nurseries, schools, colleges and universities, community, cultural, play, recreation and sports facilities, places of worship, fire stations, policing and other criminal justice or community safety facilities and many other uses and activities which contribute to making an area more than just a place to live'. (para 3.86)

Core Strategy Definition of Community Facilities

The Lewisham Core Strategy defines community facilities as 'community services that improve community well-being and which implement Core Strategy Objective 11: Community well-being (para. 7.175).

Para 7.176 states that 'Education and health facilities are considered two essential basic services and are supplemented through other community, leisure, arts, cultural, entertainment and emergency services, and sports and recreational facilities.

Core Strategy Policy 19 lists community and recreational facilities as 'a range of health, education, policing, community, leisure, arts, cultural, entertainment, sports and recreational facilities are provided, protected and enhanced across the borough'.

Annex 4 List of properties under Emergency Services Review with planning policy designations

Address	Planning Designations	Other Comments
All these premises would be considered to fall within the definition of community facilities in Core Strategy and Development Management Policies.		
London Ambulance Stations		
Deptford, 1 New Cross Road (White Post Street)	Within Area of Archaeological Priority. Heritage Asset and within immediate setting of Grade II listed buildings, potential for local listing.	Core Strategy Area of Stability and Managed Change
Forest Hill, 51 Davids Road	Within Forest Hill Conservation Area	Core Strategy Area of Stability and Managed Change
Lee, 142 Lee High Road	No specific designation	Core Strategy Area of Stability and Managed Change
Fire Stations		
Deptford 186 Evelyn Street	Grade II listed building. Rear of the site within Protected Vista wider consultation setting.	Core Strategy Area of Stability and Managed Change
Downham, 260 Reigate Road	No specific designation	Adjacent to Metropolitan Open Land. Development adjacent to MOL should not affect character and amenity of the open space.
Forest Hill, 155 Stanstead Road	No specific designation	Core Strategy Area of Stability and Managed Change
Lewisham, 249/259 Lewisham High Street	Within Lewisham Town Centre Local Plan boundary. Within Area of Archaeological Priority	Adjacent to St Mary's Conservation Area and within setting of Grade II listed buildings.
New Cross, 266 Queen's Road	Within Telegraph Hill Conservation Area and locally listed building. Within Area of Archaeological Priority	Core Strategy Area of Stability and Managed Change
Police Assets		
Office, 128 Catford Hill	Appears to be a depot site. Could possibly fall within ambit of 'Other employment location' policies which seek to prevent loss of office use. This would need further investigation. Heritage Asset.	Core Strategy Area of Stability and Managed Change

Brockley Police Station, 4 Howson Road	Locally listed building	Core Strategy Area of Stability and Managed Change
Catford Police Station, 333 Bromley Road	Heritage Asset, potential for local Listing	Adjacent to Southend Village SPD
Deptford Police Station, 118-124 Amersham Vale	Grade II listed building	Core Strategy Area of Stability and Managed Change
Lewisham Police Station, 33-63 High Street, Lewisham	Within Lewisham Town Centre Local Plan boundary. . Within Area of Archaeological Priority	Adjacent to the St Stephen's and the Belmont Conservation Areas, within setting of Grade II listed building and adjacent to locally listed building
Sydenham Police Station, 179 Dartmouth Road	Potential heritage interest	Core Strategy Area of Stability and Managed Change Adjacent to Sydenham Park Conservation Area and within immediate setting of locally listed buildings,

Appendix: B

The council's Corporate Asset Services (CAS) division has provided the following information to assist the Sustainable Development Select Committee with its emergency services scrutiny.

Corporate Accommodation Strategy for the London Borough of Lewisham

The CAS division is currently developing a strategic accommodation strategy for its holdings. This feeds into the revision of its Corporate Asset Management Plan for the borough that will in turn assist in the delivery of the core corporate objectives and ensure a sustainable delivery of services and development across the borough and wider London over time.

Council officers from CAS plan to engage with other public sector agencies, key private sector and third sector agencies to ensure that as comprehensive a picture as possible can be derived. This should enable better, more sustainable business decision making for all concerned.

Specific assessment of individual site values

Set out below are desk-top assessments of development or conversion values. These have been estimated by Council officers independently of the organizations involved. Each of these sites will need more detailed consideration before they can be relied upon for any strategic or purchase/sale considerations.

Major planning and valuation assumptions have been made regarding the values.

Fire stations:

Downham 260 Reigate Rd: Value range £550 to £750k.

New Cross 266 Queens Rd: Value range £600 to £700k

Police stations:

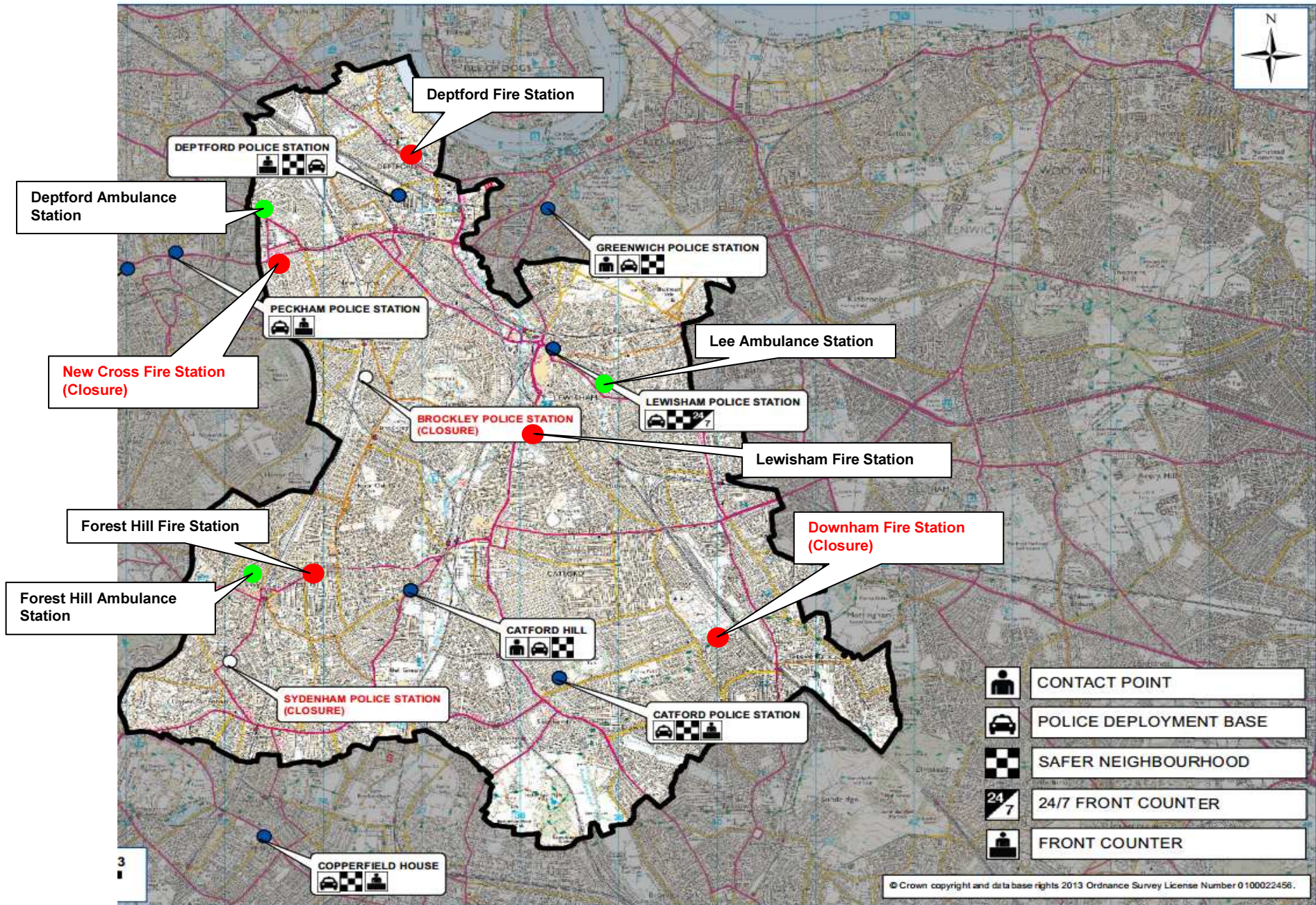
Brockley Value range £265 - £350k.

The status of the site needs to be confirmed.

Sydenham Value range of £570 - £760k.

Further work would be required with partners to determine the most effective use of the land available. The status of the existing fire station building needs to be confirmed. The buildings could be a obstacle to development but may well have conversion potential.

Appendix C: Emergency service asset map



The asset map above provides a simplified view of the public sector assets belonging to the fire brigade, ambulance service and the police.

London Ambulance stations

Deptford, 1 New Cross Road, London SE14 5DS

Forest Hill, 51 Davids Road, London SE23 3EP

Lee, 142 Lee High Road, London, SE13 5PR

Fire stations

Deptford 186 Evelyn Street, SE5 8PR

Downham, 260 Reigate Road, BR1 5JN (Proposed closure)

Forest Hill, 155 Stanstead Road, SE23 1HP

Lewisham, 249/259 Lewisham High Street, SE13 6NH

New Cross 266 Queen's Road, SE14 5JN (Proposed closure)

Police assets

Office, Catford Hill, SE6 4PS

Brockley Police Station, SE4 2AS (Planned closure)

Catford Police Station, 333 Bromley Road, SE6 2RJ

Deptford Police Station, 118-124 Amersham Vale, SE14 6LG

Lewisham Police Station, 33-63 High Street Lewisham, SE13 5JZ

Sydenham Police Station, 179 Dartmouth Road, SE26 4RN (Planned closure)

