

<b>COUNCIL</b>		
<b>Report Title</b>	Local Development Framework – Core Strategy Adoption	
<b>Key Decision</b>	Yes	Item No. 10
<b>Ward</b>	All	
<b>Contributors</b>	Head of Planning & Head of Law	
<b>Class</b>	Part 1	Date: 29 June 2011

## **1. Summary**

- 1.1 Public consultation on the preparation of the Core Strategy has taken place on a number of occasions. This included pre-production consultation in 2005; issues and options consultation 2005; preferred options consultation 2007; further options consultation 2009 and pre submission consultation 2010. The formal process of preparation concluded with an Examination in Public (EiP) in February 2011 and receipt of the binding Inspectors Report in May 2011. The Inspector who held the independent examination found the Core Strategy sound subject to some modifications. All the modifications were supported by the Council and have been incorporated into the adoption version of the plan.
- 1.2 According to the legal planning regulations a resolution to adopt the Core Strategy is necessary from the full Council. The adoption version Core Strategy is set out as annex 1 to this report. A copy has also been placed in the members room for reference and the document placed on the planning policy web page which can be accessed from the following link:  
<http://www.lewisham.gov.uk/Environment/Planning/PlanningPolicy/LocalDevelopmentFramework/CoreStrategy.htm>

## **2. Purpose**

- 2.1 This report seeks the Council's formal resolution to adopt the Core Strategy.

## **3. Policy context**

- 3.1 The Core Strategy is part of the Council's policy framework as set out in the Council's constitution and requires the approval of the full Council. The full policy context is set out in the report to Mayor and Cabinet dated 11<sup>th</sup> May 2011 which is set out as annex 2 to this report.

## **4. Recommendation**

- 4.1 The Council is recommended to resolve to adopt the Core Strategy as a statutory Development Plan Document with immediate effect.

## 5. Background

- 5.1 Members will be aware of the on-going preparation of the Lewisham Core Strategy. The Core Strategy is the key planning document in the Lewisham Local Development Framework (LDF). It sets out the vision, strategic objectives, strategy and policies to guide public and private sector investment and to manage development and regeneration in the borough over the next 15 years.
- 5.2 The Report to Mayor and Cabinet dated 11<sup>th</sup> May 2011 set out the policy context, background and a summary of the Core Strategy and the Inspector's Report regarding issues of soundness. The Mayor and Cabinet Report of 11<sup>th</sup> May 2011 is attached as annex 2 to this report.
- 5.3 The Inspector raised two issues which have now been incorporated into the adoption version of the Core Strategy. The first required clarification that new residential development would be required to be built to Code for Sustainable Homes level 6 (the highest level) from April 2016. The second required listing the essential infrastructure that is considered necessary if the strategic sites, mixed use redevelopments, are to go ahead. The Council supported both alterations.
- 5.4 Once adopted by the Council the Core Strategy will become part of the development plan for Lewisham together with the London Plan and saved Unitary Development Plan policies. In accordance with planning law in considering and determining applications for planning permission the local planning authority must have regard to the provisions of the development plan so far as material to the application and to any other material considerations.

## 6. Conclusion

- 6.1 The Council is asked to resolve to adopt the Core Strategy attached as annex 1 to this report. The Core Strategy can also be found on the planning policy web page by following the link:  
<http://www.lewisham.gov.uk/Environment/Planning/PlanningPolicy/LocalDevelopmentFramework/CoreStrategy.htm>

### Background documents

Short Title Document	Date	File Location	File Reference	Contact Officer	Exempt
Planning & Compulsory Purchases Act 2004	2004	Laurence House	Planning Policy	Brian Regan	No
PPS 12	2008	Laurence House	Planning Policy	Brian Regan	No

LDF Regulations	2004 & 2008	Laurence House	Planning Policy	Brian Regan	No
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**Annex 1: Core Strategy Adoption Version, June 2011**

**Annex 2: Report to Mayor and Cabinet 11 May 2011**

**Annex 2 To Report to Council 29 June 2011 – Adoption of Core Strategy**

**Report to Mayor and Cabinet dated 11 May 2011.**

<b>Mayor &amp; Cabinet</b>		
<b>Report Title</b>	<b>Local Development Framework: Core Strategy Adoption</b>	
<b>Key Decision</b>	<b>YES</b>	<b>Item No.</b>
<b>Ward</b>	<b>All</b>	
<b>Contributors</b>	<b>Head of Planning &amp; Head of Law</b>	
<b>Class</b>	<b>Part 1</b>	<b>Date: 11 May 2011</b>

### **1. Summary**

- 1.3 The Lewisham Core Strategy sets out the vision, objectives, strategy and policies that will guide development and regeneration in the borough over the next 15 years.
- 1.4 Following submission of the Core Strategy to the Secretary of State for Communities and Local Government in October 2010, an Independent Planning Inspector held an Examination in Public (EiP) in February 2011 into the soundness of the plan, to determine whether it could be adopted.
- 1.5 On 28<sup>th</sup> March 2011 the Council received the binding Inspector's report, which has found the Core Strategy sound subject to some amendments. The changes required by the Inspector are all supported by the Council and indeed were suggested by the Council, they have therefore been incorporated in the adoption version in accordance with the planning regulations. Formal adoption will require a resolution of the Full Council.
- 1.6 The Core Strategy Adoption Version is set out as Annex 1 to this report. The Planning Inspector's report and associated appendices are set out as Annex 2 to this report.

### **3. Purpose**

3.1 This report seeks approval to adopt the Core Strategy as a statutory planning document (a development Plan Document) for the borough.

### **3. Policy Context**

3.2 The contents of this report are consistent with the Council's policy framework.

3.3 The Core Strategy contributes to the implementation of Council's priorities:

- community leadership and empowerment – developing opportunities for the active participation and engagement of people in the life of the community
- young people's achievement and involvement – raising educational attainment and improving facilities for young people through partnership working
- clean, green and liveable – improving environmental management, the cleanliness and care for roads and pavements and promoting a sustainable environment
- safety, security and a visible presence – partnership working with the police and others and using the Council's powers to combat anti-social behaviour
- strengthening the local economy – gaining resources to regenerate key localities, strengthen employment skills and promote public transport
- decent homes for all – investment in social and affordable housing to achieve the Decent Homes Standard, tackle homelessness and supply key worker housing
- active, healthy citizens – leisure, sporting, learning and creative activities for everyone
- inspiring efficiency, effectiveness and equity – ensuring efficiency, effectiveness and equity in the delivery of excellent services to meet the needs of the community.

3.4 The Core Strategy is a part of the Council's Local Development Framework or LDF for short. The changes to the planning system introduced by the Planning and Compulsory Purchase Act 2004 requires the Council to replace the Unitary Development Plan (UDP) and prepare new planning policy documents known as Development Plan Documents (DPD).

3.5 Collectively the new documents are known as the LDF. The Core Strategy is the primary DPD and will set Lewisham's vision, objectives, strategy, policies and delivery framework to guide development over the next 15 years.

3.6 Importantly, the Core Strategy is the spatial representation of the Lewisham Sustainable Community Strategy (Shaping Our Future), which was prepared by the Local Strategic Partnership and adopted by the Council in May 2008.

3.7 The Core Strategy plays a central role in the implementation of the SCS vision '*Together we will make Lewisham the best place to live, work and learn*' and all of the six strategic priorities, which are:

- Ambitious and achieving – where people are inspired and supported to fulfil their potential
- Safer – where people feel safe and live free from crime, antisocial behaviour and abuse
- Empowered and responsible – where people are actively involved in their local area and contribute to supportive communities
- Clean, green and liveable – where people live in high quality housing and can care for their environment
- Healthy, active and enjoyable – where people can actively participate in maintaining and improving their health and well-being
- Dynamic and prosperous – where people are part of vibrant communities and town centres, well connected to London and beyond

Section 4 of the Core Strategy shows the links between the Core Strategy and the SCS.

3.8 The Core Strategy implements the full range of other Council policies and strategies. These are ‘signposted’ throughout the Core Strategy and include, but are not limited to the following:

- Children and Young People’s Plan
- Crime and Disorder Reduction Strategy
- Transport Local Implementation Plan
- Housing Strategy
- Air Quality Management Plan
- Carbon Reduction and Climate Change Strategy
- Municipal Waste Management Strategy
- Physical Activity, Sport and Leisure Strategy.

3.9 The Core Strategy contributes to the achievement of the strategic aims of the Regeneration directorate which are:

- Enabling and supporting the regeneration of Lewisham and helping to strengthen the local economy
- Supporting the creation of a safe, attractive, healthy and sustainable environment for the benefit of local people and
- Connecting people to economic, leisure and learning opportunities.

3.10 The Core Strategy is part of the Council's policy framework as set out in the Council’s constitution and requires the approval of and formal adoption by the full Council.

## **7. Recommendation**

4.2 The Mayor is recommended to adopt the Core Strategy incorporating all the associated amendments outlined in the Planning Inspector’s report, and recommend that full Council formally do the same.

## **5. Background**

- 5.5 The Core Strategy is the principal planning policy document in the Lewisham Local Development Framework (LDF) and it is known as a Development Plan Document (or DPD). The Core Strategy sets out the vision, strategic objectives, strategy and policies to guide public and private sector investment to manage development and regeneration in the borough over the next 15 years.
- 5.2 On Adoption by full Council the Core Strategy as a DPD will, with the London Plan, form the development plan for development management purposes under the Planning Acts. It also provides the policy framework for any Supplementary Planning Documents (SPDs) the Council intends to produce as well as giving a clear steer on the direction that the Council intends to take, not only in terms of land use planning decisions, but also in terms of actions with other organisations. The Core Strategy will replace some policies currently in the Unitary Development Plan (UDP). A list of UDP policies that will be replaced by the Core Strategy is set out in Appendix 2 of the Core Strategy.
- 5.3 Planning Policy Statement 12 (Creating strong safe and prosperous communities through Local Spatial Planning) (PPS12) sets out government policy on local development frameworks (LDFs) and how they should be prepared. Each local authority in England is required to prepare a Core Strategy and they are expected to cover at least 15 years from the date of adoption. The Lewisham Core Strategy will cover the period 2011 to 2026.

## 6. What does the Core Strategy say?

- 6.1 The central element of the Core Strategy is showing the expected distribution of new development across the borough, and how this will be managed and delivered. In planning jargon and in accordance with PPS12 this is called the spatial strategy. This is detailed in Section 6 of the Core Strategy.
- 6.2 The spatial strategy shows the location, amount and types of new housing, jobs and shopping facilities that need to be provided as well as the responsibilities of private and public sector groups to ensure schools, public transport, community facilities, parks and recreation areas, and all those things which make a community sustainable, are provided for both new and existing residents.
- 6.3 The Lewisham spatial strategy sets out the following strategy areas:
- **Regeneration and Growth Areas** (covering key localities within Lewisham, Catford, Deptford, New Cross, New Cross Gate)
  - **District Hubs** (covering the District Town Centres of Blackheath, Forest Hill, Lee Green and Sydenham and their immediate surrounding neighbourhoods)
  - **Local Hubs** (covering Brockley Cross, Hither Green and Bell Green)

- **Areas of Stability and Managed Change** for the remaining areas of the borough (largely residential).

6.4 The Lewisham Spatial Strategy ensures the delivery of the vision and strategic objectives whereby:

- New large scale development provides and contributes towards physical and socio-economic benefits for all in the community
- New homes are provided meeting local housing need
- Growth occurs in the local economy
- Environmental management issues can be addressed and
- A sustainable community is built contributing to health and well-being.

6.5 The Lewisham Core Strategy is structured as follows:

- Section 1 provides an introduction and explanation to the document.
- Section 2 sets out the place Lewisham is today.
- Section 3 builds on Lewisham today and outlines the most significant characteristics expected to impact the borough over the next 10 to 15 years and the key issues the Core Strategy needs to cover.
- Section 4 presents the vision for the borough in 2026 based on previous rounds of consultation and the continuing issues we need to address.
- Section 5 contains key strategic objectives for the Core Strategy, which set out more specifically what needs to happen to deliver the vision.
- Section 6 details Lewisham's spatial strategy for the borough showing where and how development, regeneration and change will take place.
- Section 7 sets out the cross-cutting policies to help deliver the Lewisham Core Strategy.
- Section 8 provides the detailed policy guidance for delivering the five key strategic sites.
- Section 9 provides the details on delivery and implementation of the Core Strategy and how it will be monitored and reviewed.
- Appendices provide background and additional information.

## **7. Planning Inspector's report on the soundness of the Core Strategy**

7.1 Members will be aware of the on-going preparation of the Council's Core Strategy. It is a statutory planning document and has been prepared in accordance with the regulations and PPS12. This has involved several rounds of public consultation (commencing in 2005) and each stage of preparation has been reported to Mayor and Cabinet and Full Council.

7.2 This long process culminated in public consultation on a pre-submission draft Core Strategy in February to April 2010, and the submission of a final plan to the Secretary of State for Communities and Local Government for an

independent Examination in Public (EiP) in October 2010. The EiP was held over two days on 1<sup>st</sup> and 2<sup>nd</sup> February 2011.

- 7.3 The Council received the Inspectors Report on the Lewisham Core Strategy DPD on 28<sup>th</sup> March 2011, which has found the Core Strategy sound subject to some amendments.
- 7.4 Prior to the EiP the Council submitted a schedule of recommended changes to the Core Strategy. The changes were recommended following public consultation of the pre-submission draft version. These changes were agreed by the Mayor and Full Council and formed part of the submission plan. The changes were also subject to a further round of public consultation for six weeks when the Core Strategy was submitted to the Secretary of State.
- 7.5 In his covering letter the Inspector was complimentary of the manner in which the public hearings had been run and the way that the process had been embraced by the Council, those who appeared at the Hearings and the Programme Officer.
- 7.6 The Planning and Compulsory Purchase Act 2004, Section 20(5) requires that the Inspector must consider whether the Core Strategy was produced in compliance with the statutory requirements and whether it is sound. The tests of soundness are set out in PPS12 which makes clear that in order to be sound a DPD should be 'justified, effective and consistent' with national planning policy. The Inspectors report on the Core Strategy is binding on the Council and it must include all modifications as set out by the Inspector prior to adoption. The Inspector's report is included as Annex 2 to this report.
- 7.7 The Inspector's report concludes that:

*'.. the Lewisham Core Strategy Development Plan Document provides an appropriate basis for the planning of the Borough over the next 15 years. The Council has sufficient evidence to support the strategy and can show that it has a reasonable chance of being delivered. Only two changes are needed to meet legal and statutory requirements. These can be summarised as follows:*

- *Changes to Core Strategy Policy 8 to require achievement of the Code for Sustainable Homes Level 4 from 2011, and Level 6 from 2016;*
- *Inclusion of a list of essential infrastructure projects for each Strategic Site Allocation, and in Appendix 7.*

*All the changes recommended in this report are based on proposals put forward by the Council in response to points raised and suggestions discussed during the Examination. The changes do not alter the thrust of the Council's overall strategy.*



- 7.8 With regard to compliance with the statutory requirements, the Inspector was satisfied that the requirements had been met in all respects and the Core Strategy is a legally compliant document.
- 7.9 With regard to soundness, the Inspector has found that the Core Strategy has been prepared so as to be consistent with national planning policies and is in general conformity with the London Plan. He has, however, made two changes that must be made for the plan to be sound. These are contained in Appendix A to his report. See Annex 2. The Council supports both changes.
- 7.10 The first relates to Policy 8 (Sustainable design and energy efficiency) and the application of the Code for Sustainable Homes to deliver zero carbon homes over the life of the plan, that is, up to 2026. During the EiP the Inspector asked for clarification on how Policy 8 would deliver such requirements. This resulted in the council recommending a change to Policy 8 to state that Code for Sustainable Homes Level 6 would be required from April 2016. This is in line with changes to Part L of the building regulations and the policy contained in the draft replacement London Plan (due for adoption later in 2011).
- 7.11 The second change to ensure soundness concerns the listing of essential infrastructure needed to implement the Core Strategy, in particular that infrastructure associated with delivery of the five strategic sites. These changes were recommended by the council in the schedule of recommended changes submitted to the Inspector prior to the EiP.
- 7.12 The Inspector's report endorses other changes put forward by the Council referred to as minor amendments. These are factual updates, corrections of minor errors, or other minor amendments in the interests of clarity and consistency. Further minor changes were also proposed to respond to constructive comments made by representors at the Hearings. As these changes do not relate to soundness, they are generally not referred to in the Inspector's report but he does support the Council's view that they improve the plan. They are detailed in Appendix B of his report and are included as Annex 2.
- 7.13 The amendments relating to soundness, and those classified as minor amendments, were all put forward by the Council. In effect all the changes required by the Inspector are supported by the Council. As such, they have been incorporated into the adoption version of the Core Strategy set out as Annex 1 to this report. The Inspector has confirmed that he is content for the Council to make any further minor changes to page, figure, paragraph numbering etc and to correct any spelling errors prior to adoption.

## **8. What happens now?**

- 8.1 The Inspector's report and binding recommendations have been published on the Council's website. In view of the fact that the Inspector has now found the

Core Strategy sound, subject to some modifications, it now carries significant weight for planning decisions and after adoption will form part of the Development Plan for the Borough alongside the London Plan.

- 8.2 A final version of the Core Strategy has been produced for adoption which incorporates all the necessary changes. In accordance with regulation 36 of the Town and Country Planning (Local Development) (England) Regulations 2004 a formal adoption process must be followed which starts as soon as reasonably practical after the full Council adopts the Core Strategy. This will involve a period of publicity with an adoption statement being published together with details of the places and times where the Core Strategy can be inspected.
- 8.3 The Unitary Development Plan (UDP) (together with the London Plan comprises the current Development Plan for the Borough) will be largely superseded after the Core Strategy is adopted. Although a limited suite of policies are retained until they are replaced by subsequent LDF development plan documents.

## **9. Legal implications**

- 9.1 The procedures which the Council is required to follow when producing the LDF development plan documents derive from the Planning and Compulsory Purchase Act 2004 (as amended), the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended), and PPS12.
- 9.2 In accordance with section 23 of the Planning and Compulsory Purchase Act 2004 the Council may adopt the Core Strategy by resolution provided the document reflects the modifications recommended by the Inspector who carried out the Independent Examination.
- 9.3 If full Council resolves to adopt the Core Strategy as a Development Plan Document it will, with the London Plan, form the Development Plan for development control purposes under the Planning Acts.

## **10. Crime and disorder implications**

- 10.1 Crime and disorder implications are a central concern of spatial planning and are reflected in the Core Strategy. In particular Strategic Objective 10 (Section 5) seeks to create safer and stronger communities by reducing crime and the fear of crime through innovative design and land use policies. Core Strategy Policy 15 (High quality design for Lewisham) makes specific mention of the need to ensure design acts to reduce crime and the fear of crime.

## **11. Equalities implications**

- 11.1 Equalities issues have been built into the preparation of the Core Strategy. It is one of the 'drivers of change' (Section 3) which underpin the strategy; it is part of the vision statement (Section 4); and at Strategic Objective 11.

- 11.2 A comprehensive Equalities Impact Assessment (EIA) was carried out on the Core Strategy Options Report in February 2009. This can ensure, as far as is possible, any negative consequences for a particular group or sector within the community are eliminated, minimised or counter balanced by other measures. Where appropriate the Core Strategy was amended to ensure equality issues are addressed.
- 11.3 The EIA was reported to the Council's Corporate Equalities Board in August 2009. A note updating the EqIA for the Core Strategy Proposed Submission Version (February 2010) was prepared to show the changes resulting from the recommendations of the initial EIA undertaken in February 2009.

## **12. Environmental implications**

- 12.1 The Core Strategy addresses key environmental issues facing the borough and provides a spatial strategy and supporting policies to improve the environmental quality of the borough. This involves a number of coordinated actions including:
- maximising resource efficiency
  - adopting best practice planning and urban design principles to reduce the need to travel
  - encouraging and maximising sustainable travel alternatives to the private car as part of a comprehensive approach to managing the supply of parking and improving local air quality
  - protecting open space and preserving and enhancing local biodiversity
  - managing and reducing flood risk
  - improving water quality
  - adopting resource efficient building design and construction measures and
  - ensuring on-site renewable energy provision and decentralized energy networks within the borough.
- 12.2 The specific environmental implications of the spatial strategy and policies are in accordance with national and regional policy and have been evidenced through local studies assessing (but not limited to) open space provision; biodiversity; flood risk; renewable energy; and transport assessments.

## **13. Financial Implications**

- 13.1 Section 9 of the Core Strategy outlines its delivery and implementation, particularly that related to the provision of infrastructure. Further details are contained in the Infrastructure Delivery Plan (IDP) accompanying the Core Strategy. This does not commit the Council to, or seek additional, expenditure, other than what is already committed in existing budgets. In terms of the costs associated with the printing and publishing of the Core Strategy Adoption Version and the Sustainability Appraisal, this will be met from the existing Planning Services budget.

## 14. Conclusion

- 14.1 The Core Strategy sets out the vision, objectives, strategy, policies and delivery framework that will guide development and regeneration in the borough over the next 15 years.
- 14.2 The Core Strategy has now passed through all stages of preparation, consultation and independent Examination in Public. The Planning Inspector who held the examination has found the Core Strategy sound provided some modifications are made. The modifications were all recommended by the council and have been incorporated into the Core Strategy Adoption Version as set out at Annex 1 to this report.

### Background documents

Short Title Document	Date	File Location	File Reference	Contact Officer	Exempt
Planning & Compulsory Purchases Act 2004	2004	Laurence House	Planning Policy	Brian Regan	No
PPS 12	2008	Laurence House	Planning Policy	Brian Regan	No
LDF Regulations	2004 & 2008	Laurence House	Planning Policy	Brian Regan	No

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**Annex 1: Core Strategy Adoption Version, July 2011**

**Annex 2: Planning Inspector's report into the soundness of the Lewisham Core Strategy**