

MAYOR AND CABINET

Report Title	New Cross Area Framework and Station Opportunity Study		
Key Decision	Yes		Item No.
Wards	Brockley, New Cross, Telegraph Hill, Evelyn		
Contributors	Executive Director for Resources and Regeneration		
Class	Part 1	Date: 24 April 2019	

1. Purpose

- 1.1 This report provides a summary of the New Cross Area Framework and Station Opportunity Study (NXAF + SOS) from inception to the final draft document being presented to Mayor and Cabinet.

2. Summary

- 2.1 The report seeks formal approval of the New Cross Area Framework and Station Opportunity Study as part of the evidence base for the emerging LB Lewisham Local Plan, having regard to feedback from the presentation to SDSC on 21 February 2019.
- 2.2 The NXAF + SOS will set a trajectory for change in the study area, assisting Officers and other stakeholders by setting out the Council's high-level aspirations for new development in the area in terms of its massing, layout, and potential function. Officers may use this document to inform planning decisions as a material consideration. Other stakeholders – including the public and development industry – will use this document when considering proposals in the study area.
- 2.3 Members are minded to note that it is the intention that the NXAF + SOS will not comprise part of the council's statutory development plan and therefore not carry weight as a Development Plan Document (DPD) or Supplementary Planning Document (SPD). However it may be a material consideration for planning decisions. It is expected that the key principles and recommendations of the NXAF + SOS will be given effect in Lewisham's new Local Plan and, subject to its adoption, will be granted full material planning weight at that time.

- 2.4 This report sets out why there is a need for a New Cross Area Framework and Station Opportunity Study, briefly summarises its contents, and provides information on the public consultation undertaken over the life of the project.

3. Recommendations

The Mayor & Cabinet is recommended to;

- 3.1 Approve the content of the New Cross Area Framework and Station Opportunity Study as part of the evidence base for the new Lewisham Local Plan.
- 3.2 Authorise the LB Lewisham Strategic Planning team to progress the New Cross Area Framework and Station Opportunity Study to full Supplementary Planning Document status.
- 3.3 Refer to Council for information.

4. Policy Context

- 4.1 The NXAF + SOS contributes to the implementation of the Council's Corporate Priorities as detailed in the council's "Corporate Strategy 2018-2022" document which are:

- Open Lewisham: Lewisham is a welcoming place of safety for all where we celebrate the diversity that strengthens us.
- Tackling the housing crisis: Everyone has a decent home that is secure and affordable.
- Giving children and young people the best start in life: Every child has access to an outstanding and inspiring education and is given the support they need to keep them safe, well and able to achieve their full potential.
- Building an inclusive local economy: Everyone can access high quality job opportunities, with decent pay and security in our thriving and inclusive local economy.
- Delivering and defending: health, social care and support: Ensuring everyone received the health, mental health, social care and support services they need.
- Making Lewisham greener: Everyone enjoys our green spaces and benefits from a healthy environment as we work to protect and improve our local environment.
- Building safer communities: Every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.

5. What is the New Cross Area Framework and Station Opportunity Study?

- 5.1 The purposes of the NXAF + SOS:
- Part of the evidence base for the emerging LB Lewisham Local Plan
 - Helps to justify investment in the Bakerloo Line Extension (BLE) in terms of new jobs, homes and public realm for New Cross Gate, as well as showing how existing character can be protected and supported
 - Inform funding bids for transport and regeneration initiatives

- Support a TfL study into potential improvements to the A2 corridor
- Set a trajectory for new development to inform discussions with developers and designers, helping to retain the character of New Cross into the future
- Inform more detailed work by TfL on the design of a new BLE station at New Cross Gate in the future.

5.2 The NXAF + SOS consists of:

- An Area Framework for an area of approximately 1km radius around New Cross Gate station. This identifies the existing character of the area, establishes a vision for its future development, and illustrates opportunities for growth within a network of new and improved connections
- A more detailed Station Opportunity Study for New Cross Gate Station and its surrounds that considers how a new Bakerloo line station might benefit New Cross Gate in the future, depicts opportunities for related public realm improvements, explores how adjacent development can be directed to take advantage of the opportunity that the BLE represents in the short/medium/long term, and identifies areas for intervention by statutory agencies like LB Lewisham, TfL and the GLA. The Station Opportunity Study will have the potential to inform future work on the detailed design of a new BLE station in the future.
- An Implementation Plan that details individual projects, sites and interventions contained within the study, and identifies potential timeframes, partners, and funding opportunities.

5.3 The objectives of the NXAF + SOS:

- Raising local awareness, generating enthusiasm and momentum, and meaningfully informing the development of NXAF + SOS with the public, stakeholders, businesses and landowners through public consultation
- The articulation of a future vision for the New Cross area in the short, medium and long term which can inform the development of LB Lewisham's new Local Plan, with the aim of strengthening the role of New Cross as a district centre
- Using masterplanning to promote the creation of high quality places, spaces and buildings – including a New Cross Gate BLE station - prioritise the human-scale, and protect historic assets into the future. This approach provides clarity for landowners, developers, investors, operators, the Council and other public sector agencies as to the appropriate scale, location, mix and form of development in New Cross

- Demonstrate through a place-based approach how New Cross can contribute to the Lewisham/Catford/New Cross Opportunity Area and LB Lewisham's objectively assessed housing need, unlocking new development opportunities
- Develop a good understanding of the New Cross economy - including the retail, industrial, creative, educational, and evening economy sectors - with a view to identifying spatial networks and clusters, skills gaps, growth sectors, operational requirements, and opportunities for support and expansion
- Develop a good understanding of New Cross society, including its history and evolution. Opportunities to collaborate with researchers at Goldsmiths University of London in achieving this objective to be identified and realised
- Establish the appropriateness and sensitivities of developing "tall" buildings within the NXAF + SOS study area using established LB Lewisham methodology
- Identify opportunities for transport improvements, to encourage people to make more journeys on foot, by bicycle and on public transport, and for addressing the severance caused by the A2 and existing rail infrastructure
- Generate a range of promotional material and images designed to raise awareness of the development and investment potential of New Cross at a local, sub-regional and national level.

5.4 The NXAF + SOS was joint funded by TFL, the GLA and the London Borough of Lewisham. This involved expenditure of £50,000 from the Council match funded from TFL (£50,000) and the GLA (£50,000). The total contract value was £150,000. Following an open tender process utilising the GLA's Architecture Design and Urbanism Panel (ADUP) Framework, a consultant team was appointed in October 2017. The consultant team was led by architecture practice 5th Studio, supported by We Made That, Alan Baxter Associates, and Lambert Smith Hampton.

6.0 Why the NXAF + SOS Is Required:

6.1 Transport for London (TfL) is consulting on Phase 1 of the proposed Bakerloo Line Extension (BLE) to extend the Bakerloo line beyond Elephant & Castle to Lewisham, serving Old Kent Road and New Cross Gate. The consultation considers site options where new stations could be constructed and the location of intermediate shafts and associated buildings which are required on sections of the line between stations to provide ventilation and access to the running tunnels. Construction of Phase 1 is scheduled to commence in 2023, with works completed by 2028/29. The Council made an initial holding response to the TfL consultation in April 2017, and wishes to investigate elements of the proposal further before making a fuller response.

- 6.2 In Lewisham, the consultation includes new interchanges at New Cross Gate and Lewisham stations. These will provide access to the Bakerloo Line, London Overground, Train services, DLR, and local bus routes across South East London. The proposed interchanges will provide new connections between central London, the major centre at Lewisham, and the district centre at New Cross. There is also the potential to extend the network to the major centre at Catford and Lower Sydenham in a Phase 2 of the BLE.
- 6.3 The Council is extremely supportive of the BLE to Lewisham via Old Kent Road and New Cross Gate as outlined in the Council's consultation response to TfL's consultation on the BLE conducted between 9 February and 21 April 2017. The reason for the support is because it would provide new transport capacity and more frequent connections. The BLE will unlock development close to new Bakerloo line stations. The BLE will support Lewisham's productivity by providing homes for people within easy reach of central London, and by better connecting the business and higher education community. For residents it will mean much improved access to the central London employment market and a wider sales market for LB Lewisham's existing businesses. .
- 6.4 The arrival of the Bakerloo Line Extension and the associated possibilities for growth will be an important element of the spatial strategy contained within the Council's emerging new Local Plan (the development plan documents adopted under the Planning and Compulsory Purchase Act 2004) which sets out a vision and a framework for the future development of the borough. The new Local Plan is currently at the initial stages of development, with a draft issues and options report scheduled for consultation in summer 2018, with adoption scheduled for 2020. As such the Council will be working to understand the implications of the BLE in partnership with existing local communities, delivery partners and statutory consultees including the Greater London Authority (GLA), LB Greenwich, LB Southwark, and local amenity societies.
- 6.5 Lewisham's new Local Plan will build on the existing growth strategy contained within the Core Strategy 2011, which identifies a growth corridor extending from New Cross and Deptford to Catford, as well as planning for the BLE and the possibilities for growth and development in both Phase 1 and 2. It is notable that Lewisham's new Local Plan proposes a strengthened focus on Lewisham's places, to ensure that development is positively managed with communities over the long-term for the benefit of all. The new Local Plan will provide an opportunity to revisit the strategic approach to place-making locally, and to build upon the local distinctiveness of Lewisham's places. Through proactive consultation with local communities, the local plan process will enable communities to help shape the future of their borough.
- 6.6 The NXAF + SOS will provide support and evidence for the new Lewisham Local Plan's place-making approach. The NXAF + SOS will also assist TfL as it explores the implications of the BLE for New Cross and New Cross Gate.

- 6.7 In order to pass independent examination local plans are required to meet prescribed 'tests of soundness' as set out in the NPPF. This includes that they must be 'justified' by evidence. The process of plan making therefore involves a significant amount of information gathering at the front end of the process. This information is then used to set policy options and preferred approaches for the plan going forward. Accordingly, much of the work on the Local Plan to-date has focussed on the preparation of the council's technical evidence base. This includes in-house research along with the commissioning of specialist studies, most of which have now been published online, completed in draft format or are in preparation. The NXAF + SOS will form part of this evidence base along with other Area Frameworks. These will help to identify opportunities for area regeneration and improvements, and be given effect through the new Local Plan.
- 6.8 All Lewisham Local Plan evidence base documents – including the NXAF + SOS - will be made publicly available as appropriate (accessible on the council's planning webpages) as they are finalised. The evidence base will be published alongside the submission Local Plan and be subject to scrutiny through the independent examination process.

7.0 Key Recommendations of the NXAF + SOS:

- 7.1 The key recommendations of the NXAF + SOS can be found in the NXAF + SOS Executive Summary in Appendix A of this report.
- 7.2 In summary the NXAF + SOS:
- Defines the existing character of New Cross through an extensive study of the area
 - Presents an overarching vision for the future of New Cross that retains this character, and establishes a set of guiding principles to achieve this vision
 - Defines a series of Spatial and Economic Strategies – 'big ideas' to promote and guide change in New Cross in accordance with the vision
 - Identifies and illustrates a variety of projects, large and small, with the potential to cumulatively achieve the 'big ideas' and realise the vision for the study area over time
- 7.3 The vision and guiding principles have been organised thematically, and acknowledge responses from public consultation Stages 1 and 2. These will not constitute statutory planning policy, but will help the Council in guiding change in the study area:

A Lively Place

New Cross Road will be a lively multi-functional high street serving the local area and visitors alike, having secured and expanded its diverse cultural activity, leisure and entertainment offer.

A Creative Place

New Cross and Deptford will be established as one of London's principal creative quarters, building on the presence of Goldsmiths, other key cultural institutions nearby, and the existing cluster of creative industries and businesses that support them.

Distinctive Local Places

The particular qualities of two distinctive areas will be strengthened through positive reinvention – New Cross Road where it operates as a High Street, and the areas around the rail 'tangle' to the north, including Folkestone Gardens, and the route of the former Surrey Canal. Both places will be transformed through improvements focused on building on local character and identity.

An Equitable Place

New Cross will be a place that continues to support and nurture existing residents and businesses while also being open to new ideas, residents and businesses – so that it can continue to evolve and grow for the benefit of all.

A Connected Place

A network of excellent local connections and wider routes will be created leading to and around New Cross. This network will be accessible to all, creating an environment that encourages walking, cycling and public transport - which means that they are the natural choice for moving around the city for short-medium distance journeys most people, most of the time, while also accommodating and managing the impact of essential vehicular traffic.

- 7.4 The Station Opportunity Study for New Cross Station and its surrounds includes consideration of how a Bakerloo Line Station at New Cross Gate can complement the vision for New Cross. It includes an exploration of the optimal capacity and nature of development around the station, with a view to informing the new Lewisham Local Plan and potentially future development briefs. Opportunities to significantly improve the quality of the public realm and the environment of New Cross Road are also identified.
- 7.5 The Station Opportunity Study proposes the following principles, these will not constitute statutory planning policy, but will help the Council in setting out the opportunities for relevant sites:

High Density Mixed Use Development

- Provide a mix of uses on the site, with 20% non-residential uses, 10% sui generis and 70% residential. Provide new homes with 50% affordable (in accordance with LB Lewisham definitions and policy)

- Access into this deep site (Hatcham Works) should be fronted on both sides by active, non-residential ground floor uses.

Enhance the High Street

- Support the function of the existing High Street condition along New Cross Road, with a mix of uses.
- New buildings shall sensitively reinforce the High Street, bridging the current gap in the high street, extending it to the west.
- Create active building frontages on the street, along with the entrance to the station.
- Tall buildings should be located set back from New Cross road and Hatcham conservation area, along LBL Route one.

Create a Connected Piece of City

- Lewisham Route One to continue across the site, with new bridge over the railway tracks with access ramps integrated into the streetscape.
- Explore potential of servicing from Hatcham Park Road.
- New connection through to Robert Lowe Close allowing connectivity at the north end of the site.
- New junction on New Cross Road to be designed to accommodate improved bus interchange, cycle facilities and pedestrian crossings outside the station.

8. Consultation process for the New Cross Area Framework and Station Opportunity Study

8.1 Public consultation has been an integral part of the NXAF + SOS project, and has been organised around a number of key stages. This public consultation has been designed to accord with the requirements for statutory documents specified in the LB Lewisham Statement of Community Involvement 2011.

8.2 The public consultation programme has combined workshops, site visits, public drop-in events, presentations, exhibitions, library notices, and online consultations. More detailed information on the material presented and responses received through this process can be found in Chapter 7.2 of the NXAF + SOS.

8.3 The programme of public consultation was as follows:

Stage 1: November- December 2017:

- Three walking workshops with local stakeholder groups and LB Lewisham members in New Cross and Deptford
- 1-2-1 stakeholder meetings with key organisations

Stage 2: 4 December 2017 - 14 January 2018:

- Two public engagement drop-in events took place in New Cross Learning and The Albany to present emerging findings from the baseline study, alongside a draft future vision and principles for the future of the NXAF + SOS study area
- Five week online consultation via LB Lewisham website

Stage 3: 28 February 2018 - 26 March 2018:

- Consultation events for the spatial strategies contained within the draft New Cross Gate Area Framework including a two public drop-in sessions, a community stakeholder workshop, and a two week exhibition within the Richard Hoggart Building at Goldsmith's College
- Presentation to New Cross Area Forum 6 March 2018
- Presentation to Lewisham Pensioners Forum 21 March 2018
- Public presentation at New Cross Learning with TfL 26 March 2018
- Five week online consultation via LB Lewisham website

Stage 4 – 12 October 2018 – 14 December 2018:

- Draft NXAF + SOS uploaded to LB Lewisham website
- Copies of draft NXAF + SOS document made available at Deptford Lounge, New Cross Learning, Pepys Resource Centre, and Catford Library
- Online consultation via Citizenspace on LB Lewisham website
- Presentation to New Cross Area Forum 6th November 2018
- Window display at New Cross Learning November-December 2018

9. Financial implications

9.1 At this stage there are no direct financial implications arising from this report.

10. Legal implications

10.1 Under paragraph 6.6 of the Council's Constitution, part of the specific terms of reference of SDSC is to comment and consult on and make recommendations to the Mayor and Cabinet in relation to the following:

- (i) sustainable development, economic development, business support, employment and training;
- (ii) the formulation of the Council's planning policies, (including the preparation of the Council's Local Development Documents and other local plans for the use and development of land, but excluding planning control and building control functions);

Therefore, this report and its recommendation falls squarely within SDSC's remit.

10.2 As stated in paragraph 7 of this report, the NXAF + SOS, may be a material planning consideration but its weight will be limited when coming to consider planning applications.

11. Crime and disorder implications

- a. There are no crime and disorder implications arising from this report.

12. Equalities implications

12.1 The Council's Comprehensive Equality Scheme for 2016-20 provides an overarching framework and focus for the Council's work on equalities and helps ensure compliance with the Equality Act 2010.

12.2 The NXAF + SOS does not have any direct equalities implications.

13. Conclusion

13.1 The Mayor is recommended to:

- Note the content of this report summarising the New Cross Area Framework and Station Opportunity Study
- Note the changes made to the draft NXAF + SOS document as a result of the 12 October 2018 – 14 December 2018 period of public consultation
- Approve the NXAF + SOS as part of the evidence base for the emerging Lewisham Local Plan
- Refer to Full Council for information.

13.2 If you have any questions about this report please contact Mathieu Proctor, Principal Urban Design Officer mathieu.proctor@lewisham.gov.uk