

New Cross Gate Supplementary Planning Document

October 2019



Lewisham

draft





New Cross Gate

Supplementary Planning Document

Prepared for:



Lewisham

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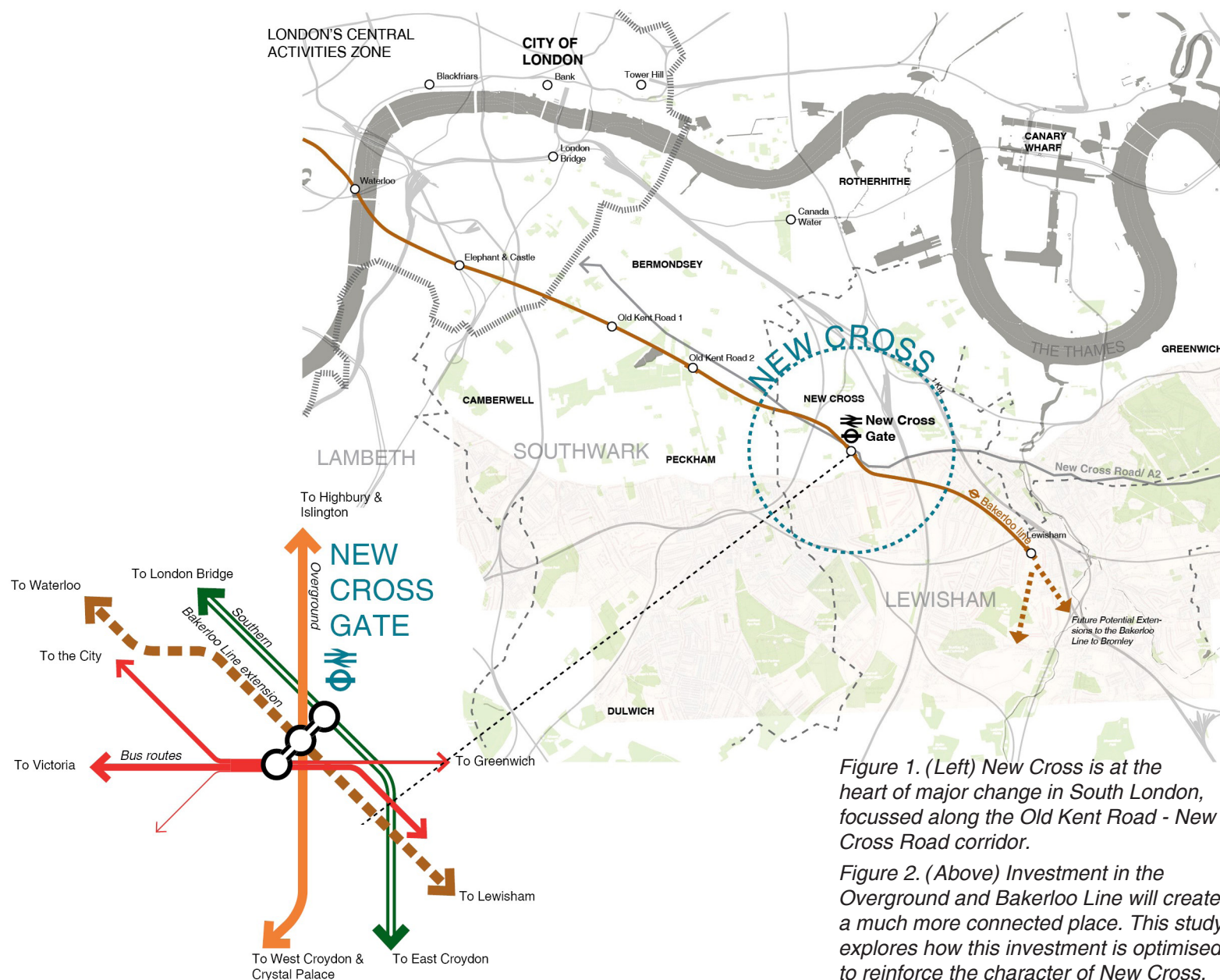
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1 Introduction



1.1. Introduction

The Draft New Cross Gate Supplementary Planning Document (SPD) has been prepared in accordance with the National Planning Policy Framework (NPPF) and Town and Country Planning (Local Planning) (England) Regulations 2012. Once adopted, the SPD will supplement the adopted development plan for Lewisham¹ by providing additional guidance to help ensure that forthcoming developments in the SPD Area are planned in a coherent way and deliver a high-quality built environment and public realm.



1. The development plan for Lewisham currently comprises the London Plan 2016, the Council's Core Strategy (2011), Development Management Local Plan (2014), the Site Allocations Local Plan (2013) and the Lewisham Town Centre Local Plan (2014), although the latter document is not relevant to this SPD.

Figure 1. (Left) New Cross is at the heart of major change in South London, focussed along the Old Kent Road - New Cross Road corridor.

Figure 2. (Above) Investment in the Overground and Bakerloo Line will create a much more connected place. This study explores how this investment is optimised to reinforce the character of New Cross.

What is an SPD?

Supplementary planning documents add further detail to policies in the Local Plan. They are a material consideration in the determination of planning applications, which means that in addition to satisfying the requirements of national, regional and local planning policies, proposals also need to demonstrate how the guidance in this SPD has been taken into account.

They can be used to provide further guidance for development on specific sites, or on particular issues, such as design.

How to use the SPD

The SPD does not establish new policies. Its purpose is to provide further guidance and explanation of policies which have been adopted in the Development Management Local Plan, Site Allocations Plan, Core Strategy and the London Plan. The SPD must be read in the context of policies in those documents which apply to all developments in the SPD Area.

What is the structure of the SPD?

Section 1 is the Introduction which covers the role and background to the SPD.

Section 2 provides an overview of the area today.

Section 3 Provides a review of relevant Policies.

Section 4 provides background on the Bakerloo Line Extension including the proposed route alignment and the TfL consultation.

Section 5 is the Design Framework which sets out the vision and the key principles which should underpin any future development within the area.

Section 6 Sets out an illustrative masterplan which shows how the two sites within the SPD Area could be developed by using the guidelines set out in the SPD and complying with adopted policy.

Consultation and how to respond to this SPD

Public consultation on the draft SPD will take place over a six-week period.

[This SPD can be read and downloaded on our website.](#)

Paper copies of the SPD consultation documents are available to view during normal office hours at:

The Planning Information Office, Ground Floor, Laurence House, 1 Catford Road, London SE6 4RU.

Respond through the consultation hub or

By post to:
Strategic Planning,
Planning Department,
LB Lewisham,
Laurence House,
1 Catford Road
SE6 4RU.

By email to planning.policy@lewisham.gov.uk

It would be helpful when giving your comments that you could clearly set out which page number, paragraph or diagram your comment relates to.

Timetable

Consultation - as soon as possible after the 30th October for 6 weeks

Mid December until January 2020- Representations made will be collated and analysed.

January 2020 - publish our response to representations on our website and incorporate them as appropriate.

Early 2020 - Publish document.

Then the Council will seek to adopt the revised version of the SPD. It is intended that this will take place in early 2020.

1.2. Background

The area covered by this SPD is located around New Cross Gate station and falls within the in the Lewisham, Catford and New Cross Opportunity Area as designated by the London Plan 2016.

The SPD Area sits north of New Cross Road (the A2) and is bisected by railway lines running down through the site. On the eastern side is the Goodwood Road site (also known as the Reliant site) and the other, on the western side is Hatcham Works (also known as the Sainsbury's site or New Cross Retail Park) This document refers to both these sites and the Network Rail land between as the **SPD Area**.

New Cross is experiencing great change. It sits within one of London's Creative Enterprise Zones and is a hub for creative industries. It has a growing night time economy and is in close proximity to the Old Kent Road regeneration area. It is also a vibrant and dynamic district centre with a good range of shops and services and has a strong community identity.

Goldsmith's University campus is located to the south east of the New Cross SPD and this has led to clusters of creative industries and studios being grouped close to the University in some of the typically industrial areas.

Schemes such as Batavia Road, Deptford Green School and improvements to Fordham Park and Margaret McMillan Park have transformed parts of the local area.

It is currently one of the most accessible and sustainable locations in the borough and to create greater capacity and resilience there are planned improvements to East London Line services which stop at New Cross Gate station as well as the TfL proposal for a Bakerloo Line extension station at New Cross Gate.

The possibility of the Bakerloo Line Extension coming to New Cross Gate (and Lewisham) is strongly supported by the Council. It is considered that it could bring transformative benefits to the borough, including increased rates of housing delivery, improved productivity, improved access to employment markets and increased transport capacity and connectivity. The London Mayor has renewed his commitment to the Bakerloo Line Extension (**BLE**) and his draft London Plan contains policies which safeguard future infrastructure proposals, including the BLE. TfL is advancing with its plans for the BLE and is currently preparing for its third round of consultation on the route which will run from Lambeth North to Elephant and Castle, two stations on the Old Kent Road, New Cross Gate and Lewisham.

All of these factors make New Cross Gate an exciting prospect for new development and there has been developer interest in the two sites within the SPD Area. Planning applications are expected to come forward on both sites in the near future. Both sites have their own

opportunities and challenges and this document seeks to provide guidance for both to create an interesting, high-quality and coherent built environment.

The council considers there to be a need for further guidance to in addition

to existing planning policies to help guide future development proposals to make the best use of available land whilst respecting the areas historic and established context, ensure the delivery of affordable new homes and high quality public realm and to strengthen and enhance New Cross as a district centre.

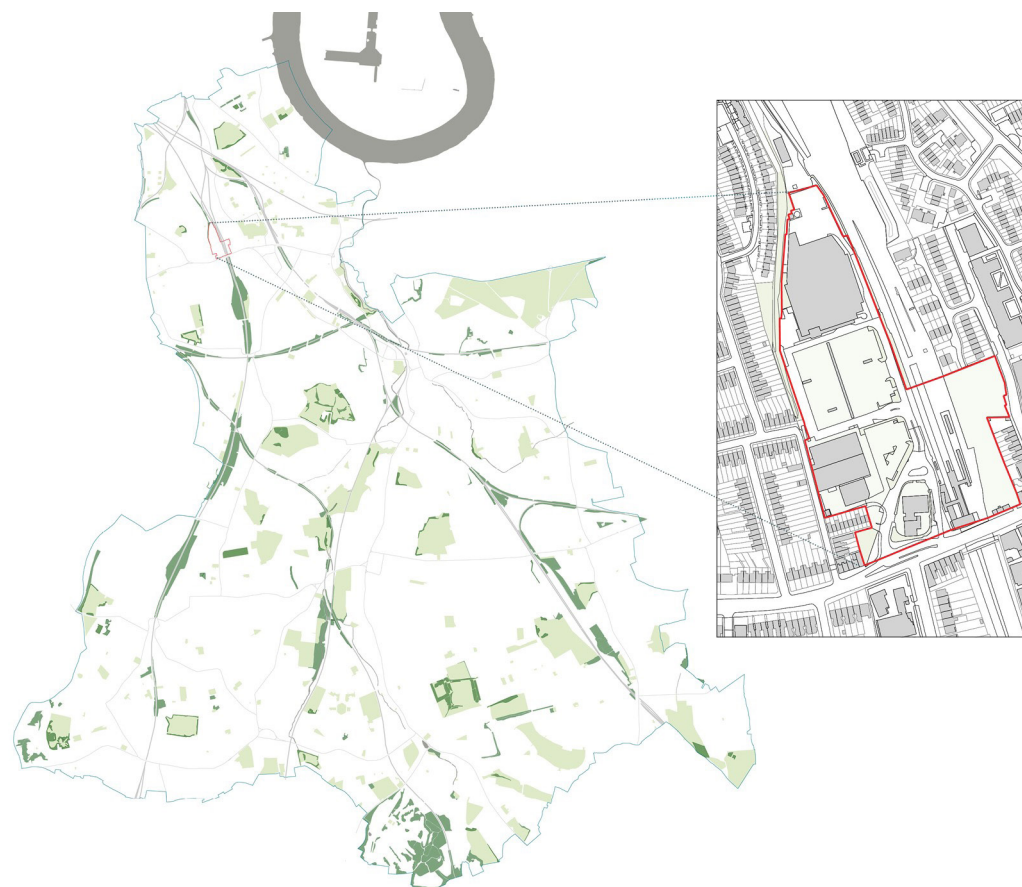


Figure 3. The London Borough of Lewisham Map and SPD area.

1.3. The Development of the SPD

The New Cross Gate SPD has been informed by national, regional and local policies and a technical, evidence-based study, known as the New Cross Area Framework and Station Opportunity Study (**NXAF and SOS**). The NXAF and SOS was produced by 5th Studio, We Made That and Alan Baxter Associates who were commissioned by the Council, TfL and the GLA to look at how the Bakerloo Line extension would impact on the immediate area around New Cross Gate station and an area 1km around the station.

The purpose of the study was to develop an aspirational and practical vision that captures the unique character of New Cross, and address the opportunities and challenges it faces in light of the Bakerloo Line extension proposals to New Cross Gate. The majority of the study area sits within the Lewisham, Catford and New Cross Opportunity Area identified in the London Plan. It aimed to maximise the benefit of infrastructure investment in terms of supporting Good Growth, through co-ordinating, negotiating and considering the needs and desires of all those that have a stake in the future of New Cross.

The study undertook a vast amount of research and provided a detailed understanding of the area's history, demographics, uses, connections and routes, and culture; as well as considering matters such as where tall buildings could be located, new routes, potential BLE station locations.

The study focused on an area of approximately 1km radius around New Cross Gate station, identifying the existing character of the area, and establishing a vision for its future development and growth.

A more focused piece of work, the 'Station Opportunity Study' which looked at the immediate area around New Cross Gate Station was also undertaken. This part of the NXAF and SOS considered how a new Bakerloo line station might benefit New Cross Gate in the future, established objectives for the redevelopment of the two sites either side of the station and look at a way that these sites could be developed and considered opportunities for public realm improvements.

The Framework has been very well received by the public, other consultees and local Councillors and has recently won the 2019 NLA Award for Masterplanning.

The strategies and visioning elements in the Framework will be taken forward within the Local Plan. The New Cross Gate SPD will focus on the area of New Cross immediately around New Cross Gate station. This approach has support from TfL and the GLA.

Taking this part of the document forward will mean that it has more weight in decision making.



Figure 4. New Cross Area Framework cover, 2019.

1.4. History of the Sites

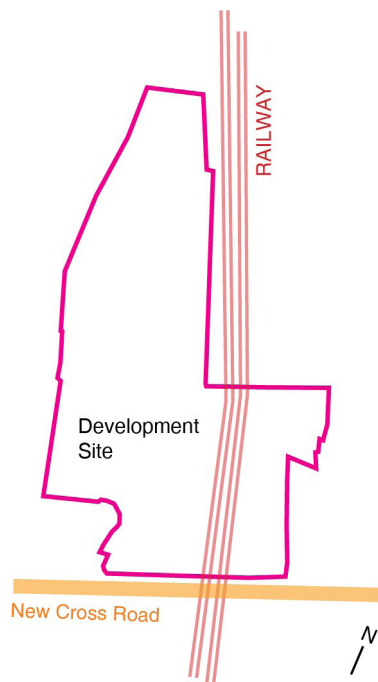


Figure 5. SPD area today.



Figure 6. SPD area 1742.

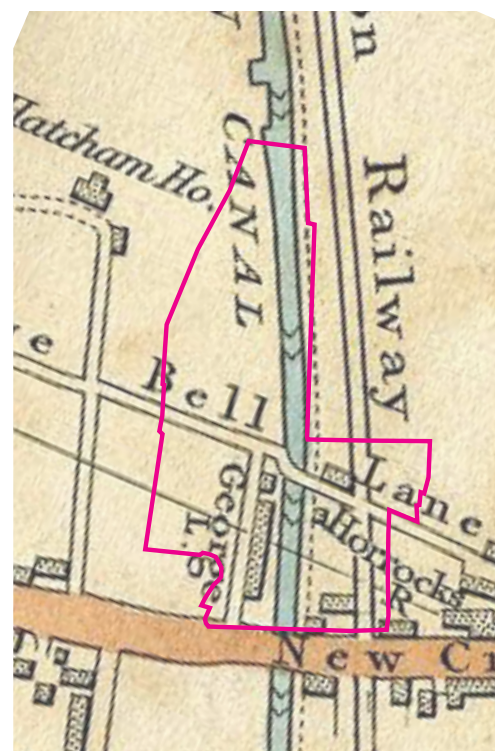


Figure 7. SPD area 1837



Figure 8. Bridge over the canal on Five Bells Lane.

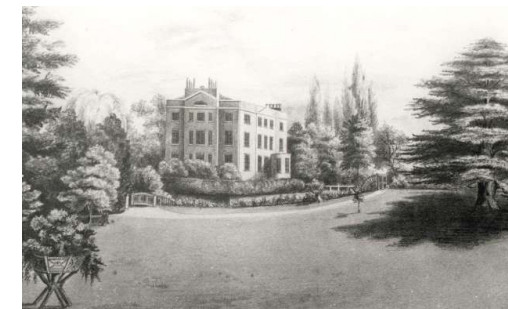


Figure 9. Hatcham House.

Today

The Hatcham Works site is cut-off from the adjacent network of streets. To the east it is bounded by the railway, and to the west there is an embankment and a drop down by several meters. This current day arrangement has resulted from flattening the site to create railway sidings in the 19th century.

1742

Before the arrival of the railways, Five Bells Lane and George Lane made connections across the site as shown on the maps above.

1837

This map shows the Croydon Canal, which bisected the site 1809-1836. Five Bells Lane continued over the canal via a bridge.

In 1836 the Croydon Canal was bought by the London & Croydon Railway Company, changing access to the site forever.

Before the arrival of the railway Five Bells Lane connects east-west. The Five Bells pub remains today. Also note 'George Lane', a north-south route parallel to the canal.

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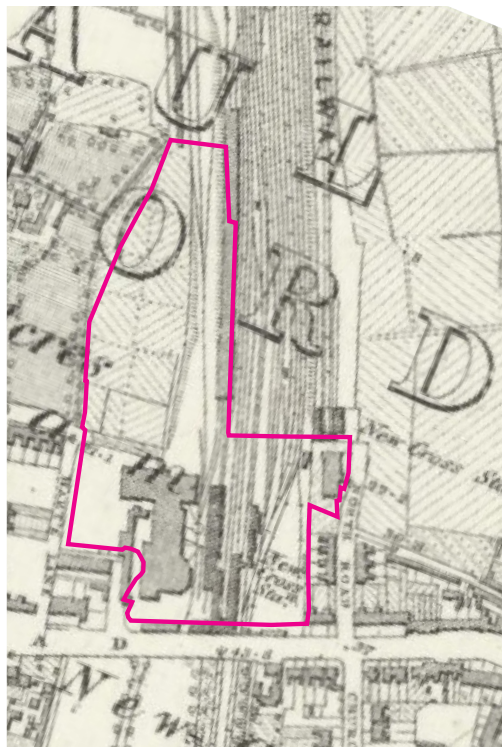


Figure 10. SPD area 1862.

1862

From the 19th Century, the development of New Cross has been dominated by the railway. The site became an important freight depot and locomotive workshop on the London, Brighton and South Coast Railway line.

Photo shows - A portion of the site to the north is still occupied by orchards belonging to Hatcham House.



Figure 11. Croydon Railroad - view in progress bridge at New Cross



Figure 12. Railway at New Cross (now known as New Cross Gate), 1839.

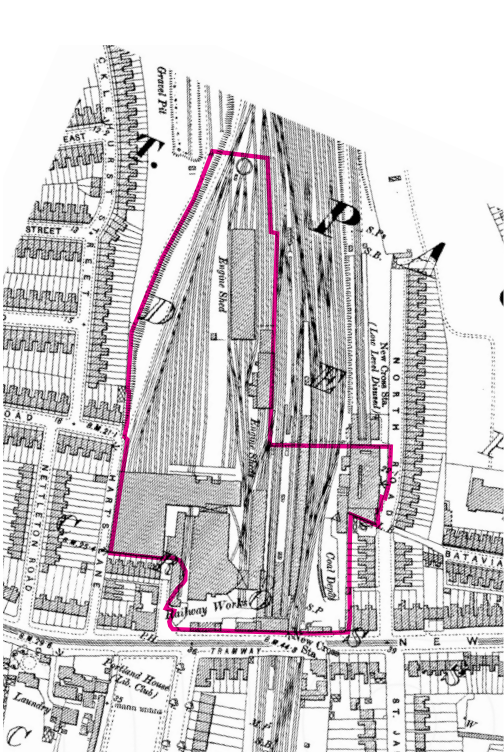


Figure 13. SPD area 1890.

1890

New Cross Gate Station was built as 'New Cross Station' by the London, Brighton and South Coast Railway in 1839.

A second station named New Cross was built later in 1849 by another company, the South Eastern Railway (SER). New Cross Gate was given its current name in 1923 when the SER acquired both stations.

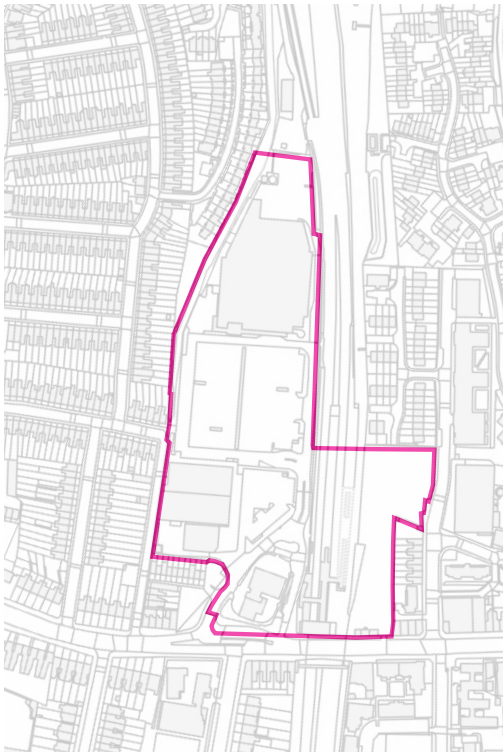


Figure 14. SPD area 2018.

Now

Currently the site plan shows Sainsbury's and its associated retail park on the site of the old railway sheds. A portion of the old wall to the railway depot continues to mitigate the level change between the west of the site and Hatcham Park Road.

2 The Area Today



2.1. Key Projects in Area

There are a number of different projects proposed and underway around the SPD Area. These are being delivered to varying time frames by a range of bodies including LB Lewisham, TfL and individual developers.

Key

- LB Lewisham development projects
- LB Lewisham public realm projects
- North Lewisham Links (LB Lewisham)
- Other development projects
- Proposed extension to Bakerloo line
- Proposed Bakerloo Line box at New Cross Gate
- Proposed TfL Cycling Improvements
- Proposed pier & river crossing at Convoys Wharf
- New Cross Area Framework Study Boundary

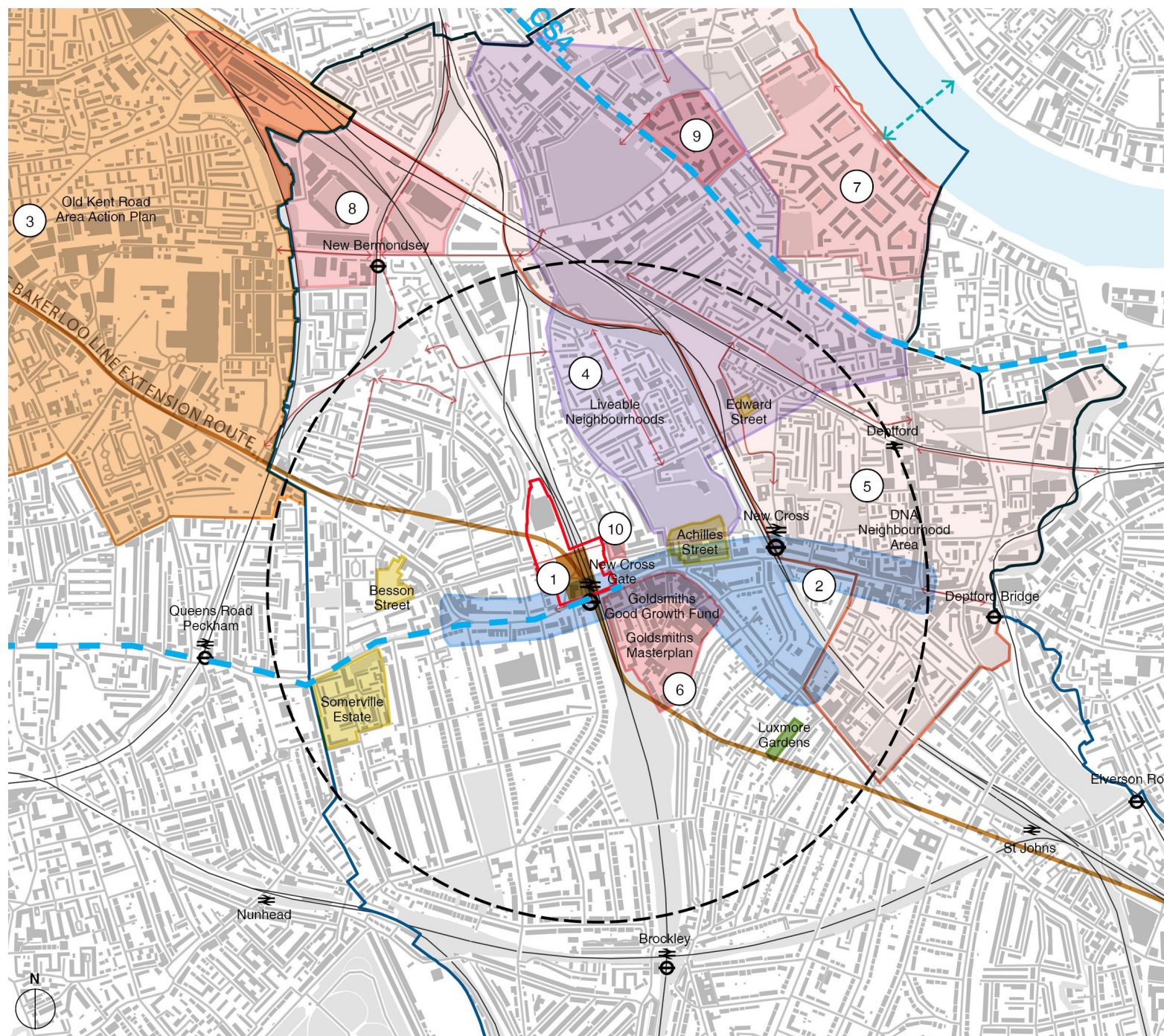


Figure 15. Plan of projects in the area.

Projects and Masterplans

1

Bakerloo Line Extension & New Cross Gate Station

If a new BLE station were to be built at New Cross Gate it would be integrated with the current station to allow passengers to interchange between London Overground and National Rail services.

Project team: TfL.

Time scales: 2030/31 depending on securing consent for the scheme and funding.

2

TfL A2 Corridor Study

This study has been produced to inform future regeneration and transport investment priorities for the New Cross area, and to provide a framework for future policy documents.

Project team: TfL.

Time scales: Ongoing.

3

Old Kent Road Area Action Plan

The plan will guide new development in the area over the next 20 years, outlining a strategy for growth in business & industry, new homes, a revitalised high street, improvements for pedestrians & cyclists, an extension to the Bakerloo Line and new social infrastructure.

Project team: LB Southwark.

Time scales: Consultation on Further

preferred option 2017, publication of submission version of AAP 2019, submission to Secretary of state 2020, Examination in Public 2020 and Adoption 2020.

4

Liveable Neighbourhoods

Traffic in North Deptford will be reduced due to new restrictions. Walking & cycling will be transformed by a new traffic-free route along the former Grand Surrey Canal, new Copenhagen crossings, cycle parking, and street lighting. New cycle routes will link to the proposed new Bakerloo Line station at New Cross Gate.

Project team: LB Lewisham; TfL; Deptford Folk; Sustrans.

Time scales: Ongoing.

5

Deptford Neighbourhood Action (DNA) Neighbourhood Forum

Project description: The Mayor approved the application to designate the DNA Neighbourhood Area and create the DNA Neighbourhood Forum at the Mayor and Cabinet meeting in February 2016. As a result of the Mayor's decision, the DNA neighbourhood forum was authorised to prepare a neighbourhood development plan.

Project team: Deptford Neighbourhood Action.

Time scales: Ongoing.

6

Goldsmiths College Campus Masterplan

Strategic vision for the Goldsmiths estate.

Project team: Goldsmiths.

Time scales: The current masterplan considers 2009-2023.

Development Activity

This includes pre-applications (where in public domain) and planning applications.

7

Convoys Wharf

Outline planning permission granted by the permission granted by the Mayor of London in 2015 for up to 3,500 new homes, up to 15,500 sqm of employment floorspace, new shops and restaurants, community space, hotel accommodation, and a river bus jetty.

Project team: Convoys Properties Limited

Time scales: TBC.

8

Surrey Canal Triangle

Identified as one of five strategic sites identified in the Council's Core Strategy for significant mixed use development.

Time scales: Planning permission was granted for a regeneration scheme in 2012. An SPD is also being produced for this area.

Completion TBC.

9

Deptford Timbervard

Planning permission granted 2017 for up to 1132 new homes and 10,413 m2 non-residential floorspace.

Project team: Lendlease.

Time scales: Ongoing.

10

Bond House, Batavia Road

Planning permission was granted in 2016 for a mixed use scheme containing 89 residential units and 862m2 of commercial floor space.

Project Team: Crest Nicholson.

Timescales: Complete.

2.2. Site Analysis

The SPD Area is bisected longways by five railway lines used by National Rail services. New Cross Gate station is located in to the south of the SPD Area on the northern side of New Cross Road.

The SPD Area falls within the designated New Cross/New Cross Gate District Centre as designated by the Core Strategy and noted in table A2.1 of the adopted London Plan, where it also notes that New Cross/New Cross Gate has a night time economy cluster. The adopted plan envisages medium growth in New Cross/New Cross Gate district centre as well as regeneration.

New Cross Road to the east of the SPD Area forms the New Cross Gate/New Cross district centre and is characterised by a variety of three/four storey retail/residential units with a range of small independent shops, cafes and fast food operators. Further east is New Cross station (c.600m) where London Overground and National Rail lines stop. To the west on the northern side of the road are residential properties which are set well back from the street, in front of these properties is a cluster of bus stops. Approximately 1km to the west is another retail area also known as New Cross, although the two are disconnected.

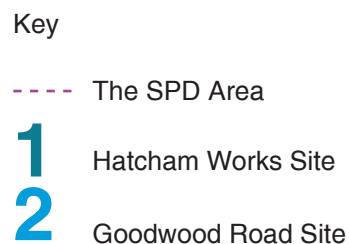


Figure 16. SPD area.

Goodwood Road Site

The site is largely empty, although includes a row of three single storey shops located on the southern boundary of the site fronting onto New Cross Road. These shops fall within the Deptford Town Hall conservation area.

The site slopes down as it runs north by about 5m and the existing buildings on the New Cross Road frontage are about 2m higher than the site immediately behind it.

The site forms an L-shape, which is relatively long and narrow. The south-eastern boundary of the site fronts New Cross Road. To the west, the site abuts railway tracks and New Cross Gate Station. To the east, the site is for the most part bounded by the rear of dwellings fronting Goodwood Road though it has a frontage to Goodwood Road at its north eastern corner.

The flanks of properties fronting Auburn Close bound the north of the site. Auburn Close is characterised by two-storey, brick- built, suburban style houses built around a cul-de-sac.

Goodwood Road lies to the east of the site and is characterised by a mixture of building typologies. On the west side there is a terrace of two storey cottages and a four storey 1930s mixed-use block of flats on the corner of Goodwood Road and New Cross Road (within the Deptford Town Hall Conservation Area). On the

opposite side of Goodwood Road is Batavia House a four storey block of flats and Bond House a newly built mixed use block of 10 storeys. To the north of Bond House is Ewen Henderson Court a five-storey building incorporating a medical clinic at ground floor level with student residential accommodation on the upper floors.

The site currently has vehicular accesses directly onto New Cross Road and Goodwood Road. The New Cross Road access is currently used by Network Rail as maintenance access to the rail line and there is a way-leave on the site under which Network Rail would retain access to the railway, if the site were developed.



Figure 17. Existing shops in use on New Cross Road.



Figure 19. Goodwood Road from New Cross Road.



Figure 21. Batavia Road on Route 1.



Figure 18. Garages on Goodwood Road.



Figure 20. Boundary fence between Auburn Close and Goodwood Road brownfield site.



Figure 22. Boundary fence between Goodwood Road brownfield site and East London Line.

Hatcham Works site

To the rear of the Hatcham Works site, and taking up almost half of the site is a large, single storey Sainsbury's foodstore which has a large surface level car park to the south and east. To the south of the foodstore and to the west of the site is a small group of retail sheds which also have a large car parking area, these are currently tenanted by Dreams and TK Maxx. To the south eastern corner of the site, close to New Cross Road is a petrol filling station.

Beyond the northern boundary of the site is a compound which is currently used for Thameslink operations and is accessed via a vehicular access from New Cross Road and runs alongside the railway line through the site.

The north western side of the site sits approximately two storeys higher than the houses on Brocklehurst Street and Robert Lowe Close. The northern part of the site's western boundary is well treed and the southern part is formed by a 3m high wall fronting onto Harts Lane. Harts

Lane which sits to the west of the site is a two way street which is closed at the southern end so cars cannot enter or exit onto New Cross Road. Harts Lane has five properties which front onto it which are located at its southern end and for the most part it is rear garden fences which create the boundary with the street.

Cutting into the site on its western side is Brighton Grove which is at a right angles to Harts Lane. It is bounded on two sides (north and east) by a high wall which separate Brighton Grove with

the Hatcham Works site. The street is comprised of a row of two storey, terraced properties facing south.

There are significant land levels changes across the site, particularly notable are the slope down into the site from the New Cross Road frontage and from the site down to Hatcham Park Road.



Figure 23. The exit from the Hatcham Works site onto New Cross Road, with New Cross Gate Station in the foreground.



Figure 24. The exit from the Hatcham Works site onto New Cross Road, seen from the south. The route ramps up to meet the street and is bounded on one side by utilitarian palisade fencing alongside the railway tracks. The environment for pedestrians is poor, with unclear paths back into the site crossing traffic.



Figure 25. There are challenging levels and access issues for the creation of streets across the Hatcham Works site. This is looking from Hatcham Park Road up towards the back of the Dreams store. This is a popular route allowing access to Sainsbury's and other shops in the retail park as well as New Cross Gate Station.



Figure 26. On the Hatcham Works site the car parks and access into them dominate the public realm. Tall fences divide the site from the railway, and also exist between the retail areas.

2.3. Land Use

Within 1km of the SPD Area are 560 businesses, the three most common types of businesses found are services (30%) restaurants, cafés, takeaways (17%) and retail (14%). In terms of employment, the sectors which employ the greatest number of people are education, arts and culture sector and retail.

Goldsmiths University has a significant influence on land use around the SPD Area as key land owner and employer. Additionally, many of its past students set up small businesses locally.

Currently, there is very little active frontage across the frontage of the SPD Area. There are three shops on the Goodwood Road site which front on to New Cross Road as well as the station. Whilst there is a petrol station on the Hatcham Works site, it is set well back from the road and at a lower ground level so is not considered to be an active frontage use.

The Hatcham Works site also has a large Sainsbury's store comprising a food store, a pharmacy, a cafe, a learning centre and Argos click-and-collect and the petrol station. The retail park also includes TK Maxx, Dreams, and Harveys Furniture Store in a separate block to the south of the site.

Areas

Hatcham Works Site
Sainsbury's Store: 6065m²
Car parking spaces: 360 + 100
Other retail: approx 4200m²
Car park 362 spaces

Goodwood Road
Shops fronting NXR 88m²

Key

- 1 Hatcham Works Site
- 2 Goodwood Road Site
- 3 Wandle Housing
- 4 LB Lewisham owned
- 5 Network Rail Site
- 6 Supermarket petrol station
- 7 Shops on Goodwood Road
- The SPD Area
- Supermarket
- Supermarket Entrance
- Other Retail
- Existing Residential
- Existing New Cross Gate Station
- Vehicle Access
- Network Rail Access



Figure 27. Existing site layout and land use plan.

2.4. Designations Covering SPD Area

Mixed Use Housing Sites

LB Lewisham's Site Allocations June 2013, identifies both the sites below as mixed use housing sites. The following text was extracted from the site allocations document:

SA5 - Goodwood Road

There is the opportunity to provide a sense of orientation towards the Railway Station from New Cross Road, Batavia Road and Goodwood Road and, orientation from New Cross Gate Station to Goldsmith's University; provide appropriate legible, safe and secure access to the site, public amenity space and public realm improvements; create strong frontages, particularly towards New Cross Road, which contributes to vibrancy and overlooking; and provide a sense of arrival from the station and improvement to the vitality and viability of New Cross Gate district centre.

SA6 - Hatcham Works/ Sainsbury's Site

The allocation will contribute to improving the vitality and viability of New Cross/ New Cross Gate District Centre. There is opportunity for proposals to: provide a strong frontage that addresses New Cross Gate Station as a vibrant, pleasant and attractive area; provide clear access to Sainsbury's and the new development, particularly routes for pedestrians and cyclists across the site and near the station; to improve bus stops/stands at

the site; and to provide appropriate scale and massing in relation to the surrounding area. Applicants should involve Transport for London in the design of any new station entrance and changes to bus stops to ensure it meets operational requirements.

Key

- The SPD Area
- /// LBL mixed use housing region designation
- SA6 Hatcham Works Site - New Cross Gate Retail Park (adjoining Sainsbury's Superstore), New Cross Road, SE14. Mixed use retail, housing, community facilities and a new station access and public space (station square)
- SA5 Goodwood Road Site - site between New Cross Station and 267 New Cross Road & 23-27 and 29 Goodwood Road, SE14. Mixed use retail, business and housing.
- 1 New Cross Gate Station
- LBL green corridor region designation
- ▨ LBL site of importance for nature designation
- LBL secondary shopping frontage designation
- LBL major district centre designation



Figure 28. Designations and land use plan.

2.5. Heritage Designations and Views

Much of the built history of New Cross and Deptford is protected by various heritage designations. These include areas of archaeological interest, designated conservation areas and nationally listed buildings. LB Lewisham also holds a local list of architecturally significant buildings.

Although there are no listed or locally listed buildings within the SPD Area the setting of the designated and non-designated heritage assets should be taken into account.

Listed Buildings

There are 34 statutorily listed buildings of national importance within 1km of the SPD Area. These include churches, houses, pubs, railway infrastructure, and examples of civic provision such as the former Deptford Town Hall, Laurie Grove Baths and ventilation pipes to former public conveniences.

Unlisted Buildings

There are a number of buildings of significant character that are not listed which sit close to the SPD Area. There are more than 30 locally listed buildings within 1km of the SPD Area. The list gives details of a variety of residential, civic and pub buildings. Within the Hatcham, Deptford Town Hall and Telegraph Hill Conservation Areas there are also buildings which are identified to make a positive contribution to the character and appearance of the conservation area. The New Cross Inn and the adjoining terrace (nos. 289-321) are some of such buildings along New Cross Road.

Key

--- The SPD Area

/// Conservation Area

■ Listed Buildings

- ① Deptford Town Hall. Grade: II
List UID: 1193691
- ② 207 - 219, 221, 223 - 229 New
Cross Road. Grade: II
List UID: 1079966
- ③ K2 Telephone kiosk at Junction with
New Cross Road. Grade: II
List UID: 1358483
- ④ K2 Telephone kiosk at Junction with
New Cross Road. Grade: II
List UID: 1079949

A Hatcham Conservation Area

Hatcham Conservation Area comprises an area developed from the 1830s onwards to strict specifications by the Worshipful Company of Haberdashers. The area comprises coherently planned and laid out terraced housing with corner shops, predominantly modest dwellings of 2 storeys, to the west of the SPD area, and commercial frontages on New Cross Road, culminating in the particularly distinctive late-Victorian buildings at the junction with Queen's Road.

B Telegraph Hill Conservation Area

Telegraph Hill Conservation Area was built from 1871 onwards by the Worshipful Company of Haberdashers under strict guidelines to ensure a high quality estate of larger houses, laid out in terraces and pairs that run principally north-south across the contours of the hill, to the south of the SPD area. The area's name reflects the steep topography and its use by the semaphore station that was located here from 1795 to transfer messages between the Admiralty and its fleet during the Napoleonic wars, and the area still affords several important viewpoints from which to see the surrounding area.

C Deptford Town Hall Conservation Area

Deptford Town Hall Conservation Area is centred on the listed Deptford Town Hall building, which dates to 1903 and was built following the creation of the Metropolitan Borough of Deptford in 1895. The conservation area comprises late Victorian commercial street frontages of high townscape value along this historic transport route, to the south east of the SPD area. Buildings are varied but have strong consistency and group value, with shops at ground floor and residential above, and the elaborate landmark of the New Cross Inn at its eastern end. Of particular note are the strong sense of containment within the street, the elaborate and ornamented architecture, and the curve in the street which allows local views and vistas to be gradually revealed.

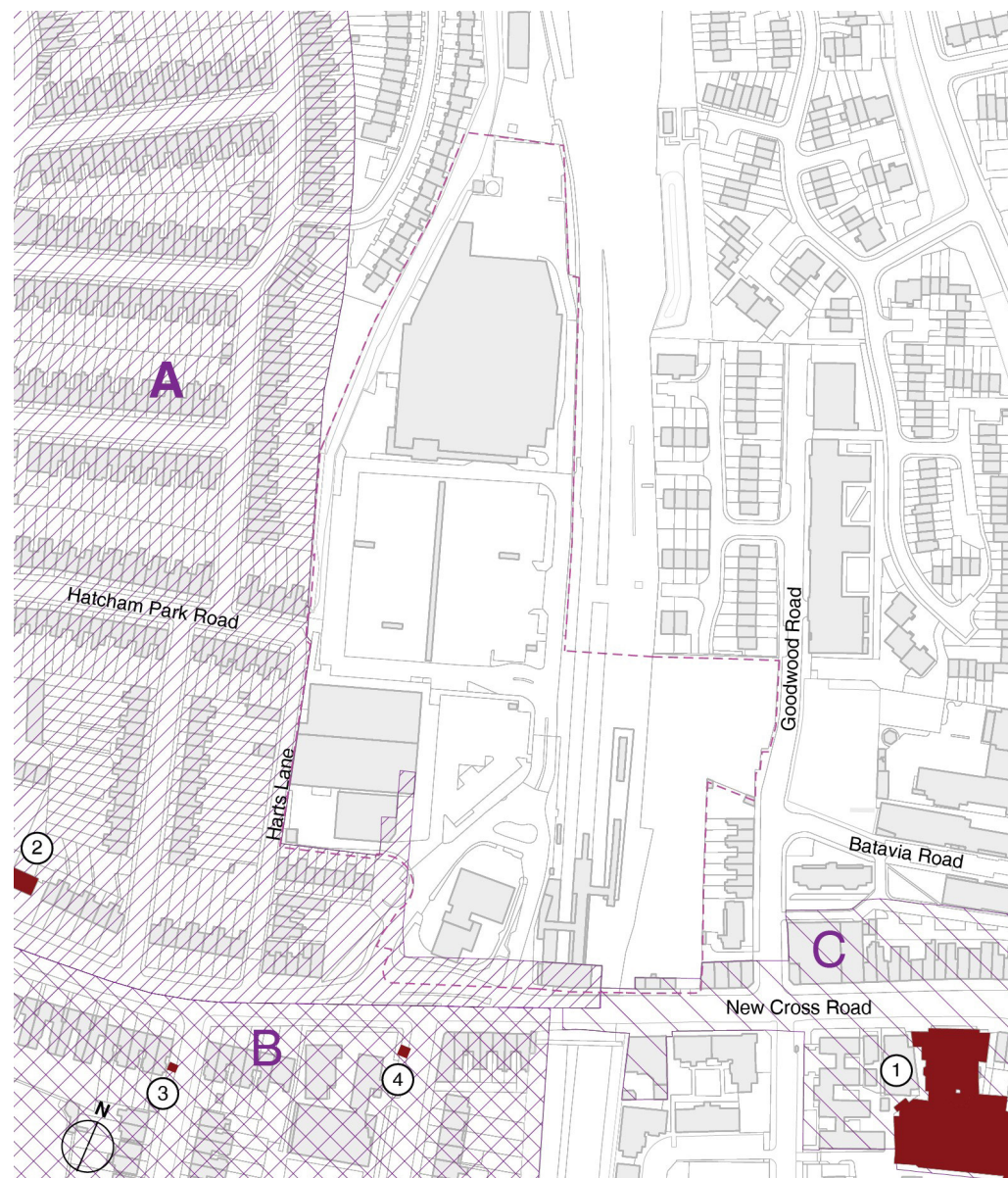


Figure 29. Heritage designations

Views

The SPD establishes important views and locations where the setting of heritage assets could be affected by tall or large buildings which are insensitively positioned or too large.

Views from or towards designated heritage assets and their setting or identified local views can be particularly sensitive to change and they must be protected from development that has a negative effect on their value.

When looking at where appropriate locations for buildings of height and mass could be located within the SPD Area, various different massing and height scenarios were modelled using 3D-computer software and tested in different views. From this an assessment of the impact of massing and heights on the views was made. As a result it was clear that there were only limited places where height could be located which did not harmfully intrude on views. As such it is considered appropriate to have a coordinated approach which accepts taller buildings can form part of the development of the sites in the SPD Area but limits their location and height to that which has been tested.

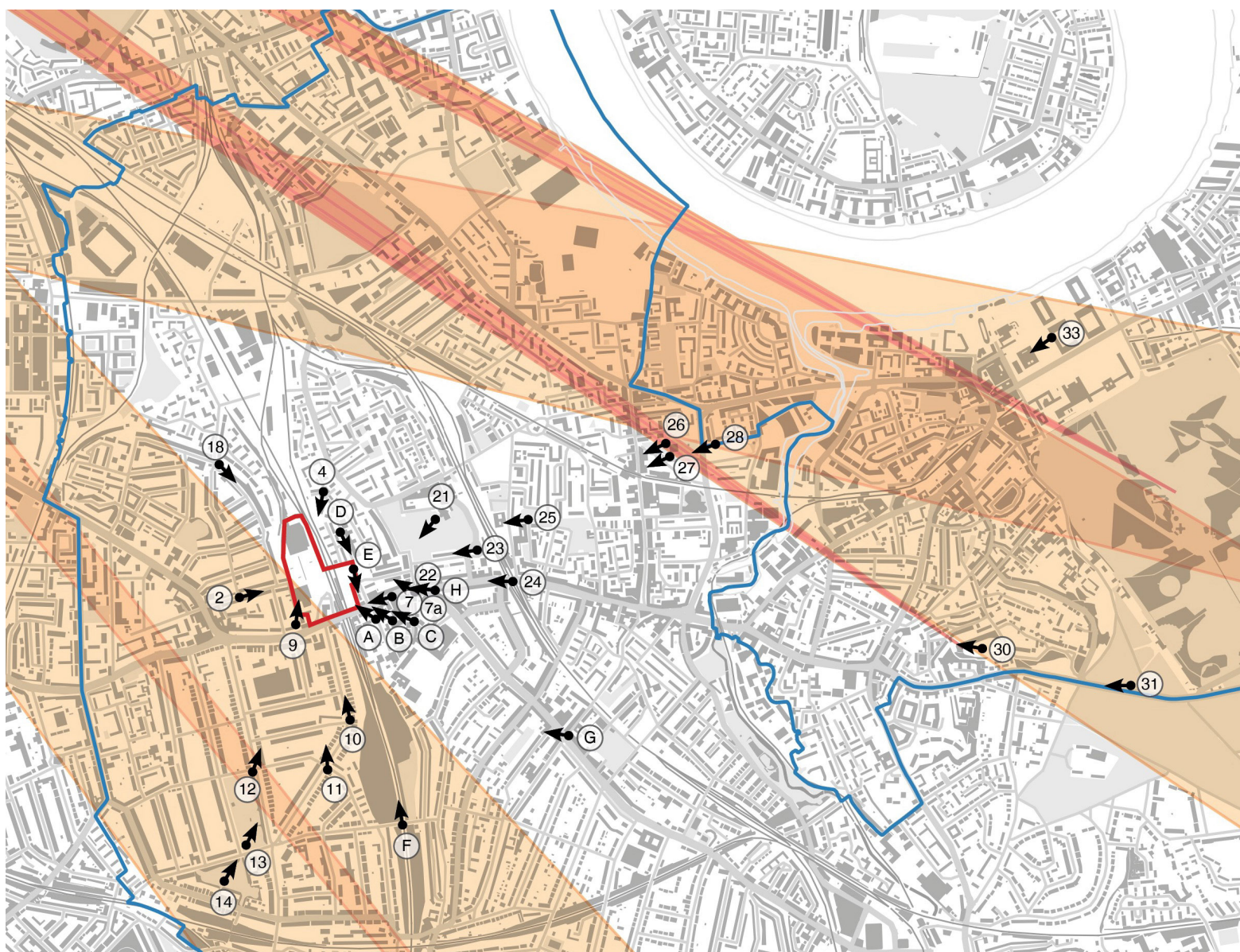




Figure 30. Map of key views and protected vistas - refer to key on page 22.

Important and Protected Views Key

Protected Vistas

 LVMF Protected Vistas 6A1 and 5A2 from Greenwich to St Paul's Cathedral

 Area within background of LVMF Protected Vista

PSC view number and location

- | | |
|--|--|
| <ul style="list-style-type: none"> ② Junction end Hatcham Park Road and Camplin Street ④ North-end Tarragon Close ⑦ Outside Deptford Town Hall, New Cross Road facing west along New Cross Road ⑦a Outside Deptford Town Hall, New Cross Road facing north west ⑨ Junction Troutbeck Road and New Cross Road ⑩ Junction Ommaney Road and Jerningham Road ⑪ Junction Sandbourne Road and Jerningham Road ⑫ Telegraph Hill Lower Park NE gate ⑬ Telegraph Hill Lower Park SW gate ⑭ Telegraph Hill Upper Park ⑱ Junction Brocklehurst Road and Camplin Street ⑳ In Fordham Park ㉒ New Cross Road opposite top of Clifton Rise | <ul style="list-style-type: none"> ㉓ East-end Batavia Road ㉔ Traffic Island outside Amersham Arms (junction New Cross Road and Amersham Road) ㉕ Junction Amersham Vale and Douglas Way ㉖ In front of St Paul's Church, on Crossfield Street to the south of St Paul's and from Sue Godfrey gardens to east of St Paul's. ㉗ West side of Deptford Bridge DLR station ㉘ Blackheath Point ㉙ Junction General Wolfe Road and Shooters Hill ㉚ From Royal Naval College Ⓐ North-end of St James' Ⓑ Outside entrance to Goldsmith's Centre for Contemporary Art Ⓒ Junction Laurie Grove and Dixon Road Ⓓ Auburn Close Ⓔ South up Goodwood Road from northern edge of site Ⓕ From Vesta Road railway bridge Ⓖ Junction Tanners Hill and Lewisham Way Ⓗ Traffic Island junction New Cross Road & Lewisham Way |
|--|--|



Figure 31. View from New Cross Road opposite top of Clifton Rise.

2.6. Transport and Connections

1 New Cross Road

This historic route into London has many competing demands upon it while accommodating large volumes of people. New Cross Area Outcome Plan (AOP) – a plan to transform New Cross Road and improve cycling and walking routes.

2. Route 1

Originating from the North Lewisham Links document, much of the route has been delivered along Batavia Road, Deptford Park, Margaret McMillan park and on to Deptford town centre.

3. The Deptford Parks Liveable Neighbourhood project.

This project will unlock new cycling and walking links, including the removal of local traffic, road closures, the creation of a north/south traffic-free walking and cycling facility, public realm improvements and healthy routes to schools.

4. Cycleways (previously called Cycle Superhighways and Quietways).

The Cycleway formerly known as the Quietway 1 runs along Evelyn Street to the north.

The New Cross Road AOP does not propose a cycleway as such as cyclists cannot be segregated along the whole route but it will bring improvements for cyclists.

Key

- The SPD area
- ① Hatcham Works Site
- ② Goodwood Road Site
- ③ Network Rail Site
- ④ Existing pedestrian access via ramp
- ⑤ Entrance to New Cross Gate Station
- LBL Route 1 - existing
- - - -> LBL Route 1 - proposed
- Network Rail Access (to be maintained)
- Ⓢ TfL Bus Stops
- Ⓢ TfL London Overground Station
- Ⓢ National Rail Station

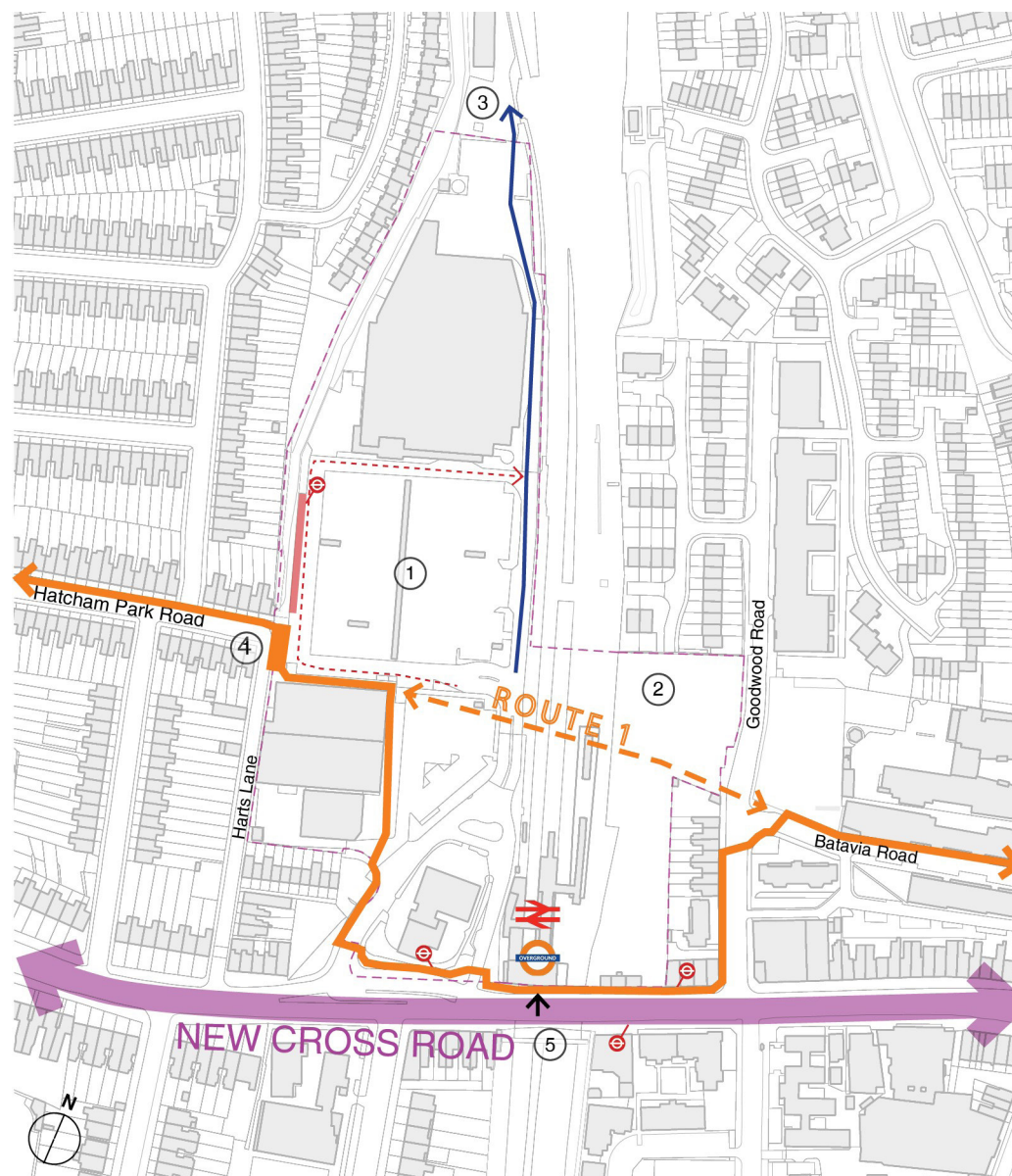


Figure 32. Transport and Connections

Public Transport

The SPD Area has excellent public transport connectivity with Public Transport Accessibility Level (PTAL) of 6b (maximum) on New Cross Road, reducing to 5 at the rear of the site. New Cross Gate station provides an important link into London via London Overground and Southern services as well as interchange with buses on New Cross Road. Southeastern rail services and London Overground also run from New Cross.

The 321 and P13 stop within the site to serve the supermarket and are provided with standing space.

Pedestrians and cycles

There are no pedestrian or cycle connections on the Goodwood Road site as the site is bounded by fences.

On the Hatcham Works site pedestrian and cycle connections are very poor, with the area being dominated by car parks and access roads. Despite this the pedestrian ramp from Hatcham Park Road to the site is very well used as it provides a more direct link to New Cross Gate station from the residential areas to the north and west. There is no step free access into the site from the west and no other pedestrian routes into or through the site except via the main vehicle accesses. There are no designated cycle routes

through the site although there is cycle parking provided at the retail units and by New Cross Gate station.

The site is bounded by fences, walls and embankments with the exception of the edge along New Cross Road, a ramp down to Hatcham Park Road, and the private access to the network rail site to the north. The diagram below shows the disconnected street grain, with dead-end routes surrounding the Hatcham Works site, particularly to the west. In addition, there are significant level differences between the site and its surrounding context.

New Cross Gate station is accessed from New Cross Road where the footway is only around 2.5m. This is in contrast to TfL recommendations for widened footways outside major stations. The footway accommodates a significant volume of pedestrians, around 14,000 during the day, and is therefore very congested at peak times.

Cars

There are vehicular accesses in and out of the Hatcham Works site from New Cross Road. The petrol filling station is adjacent to New Cross Road, although with no active frontage, and is accessed from the internal roads.

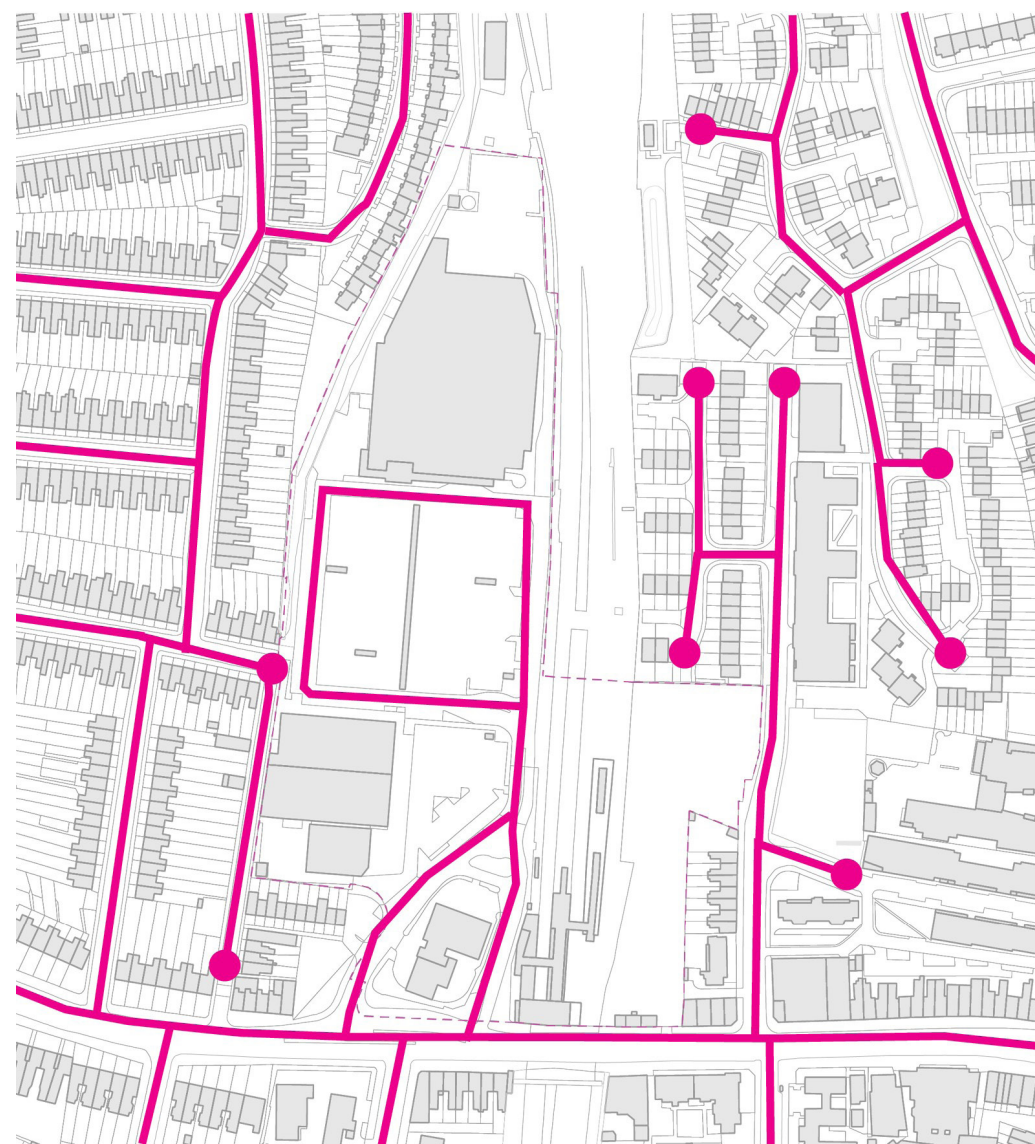


Figure 33. Poor connectivity - lack of east-west connections due to railway, brownfield site and cul-de-sac streets.

3 Policy Context



3.1. Planning Policy Context

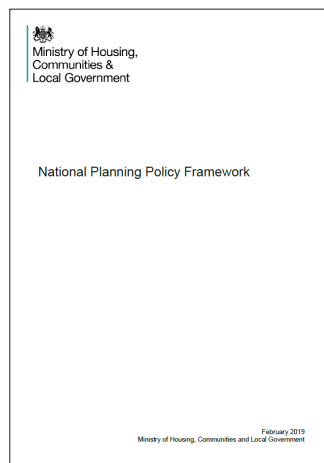
The content of this SPG has been prepared in accordance with and is consistent with the NPPF, the London Plan and Lewisham's Local Plan in line with the Town and Country Planning (Local Planning) (England) Regulations 2012 ("the Regulations") and the Council's Statement of Community Involvement 2008.

Any development proposals in the SPD Area should comply with and support the aspirations of national, regional and local planning policies.

3.2. National Planning Policy

Planning policy at the national level is set out in the National Planning Policy Framework (NPPF).

The development plan for Lewisham comprises of the London Plan and the Lewisham Core Strategy (2011), Development Management Local Plan (2014), Site Allocations Local Plan (2013), and the Lewisham Town Centre Local Plan (2014). The Lewisham Town Centre Local Plan does not contain policies relevant to this SPD.

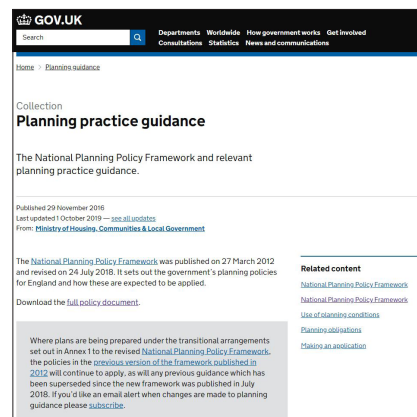


National Planning Policy Framework 2019 (NPPF)

"So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development" (NPPF, 2019).

Making effective use of land in para 117 it states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

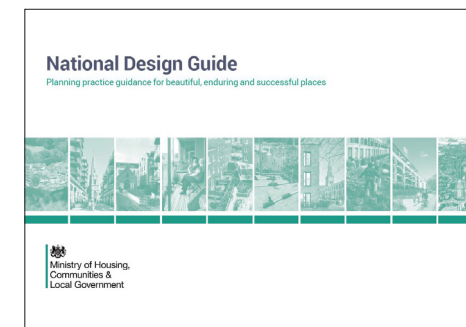
In terms of achieving well-designed places para 124 states that " Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this."



National Planning Practice Guidance (NPPG)

The NPPF and Planning Policy Guidance highlights the importance of high quality public realm and the key role that

the public realm plays in the creation of sustainable, inclusive and mixed communities, as well as attractive and walkable environments.



National Design Guide

In September 2019 the government published the National Design Guide which forms part of National Planning Practice Guidance. The NPPF makes clear that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve and the National Design Guide illustrates how well-designed places can be achieved in practice.

The guidance sets out that the fundamental principles for good design are that it is: 'fit for purpose; durable; and brings delight'.

3.3. Regional Policy

The London Plan is the overall strategic plan for London and forms part of Lewisham's development plan.

The London Plan 2016 identifies New Cross and New Cross Gate as a district town centre with a night time economy cluster. The SPD Area also falls within the Lewisham, Catford and New Cross Opportunity Area and is designated as a Regeneration and Growth Area.

With regard to Opportunity areas Policy 2.13 of the London Plan is key and states that development proposals within opportunity areas and intensification areas should seek to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and, where appropriate, contain a mix of uses.

In terms of the provision of infrastructure to support housing growth, London Plan Policy 6.1 states that the Mayor will work with relevant partners to encourage the closer integration of transport and development through the schemes and proposals shown in Table 6.1 to the Policy and a list of how this will be achieved is set out.

Integrating transport and development Policy 6.2 states that development proposals that do not provide adequate safeguarding for the schemes outlined in Table 6.1 should be refused. To ensure that future transport infrastructure is safeguarded Policy 6.2 states:

Strategic

A. The Mayor will work with strategic partners to:

a improve the integration, reliability, quality, accessibility, frequency, attractiveness and environmental performance of the public transport system

b co-ordinate measures to ensure that the transport network, now and in the future, is as safe and secure as reasonably practicable

c increase the capacity of public transport in London over the Plan period by securing funding for and implementing the schemes and improvements set out in Table 6.1.

In relation to design, policy London Plan Policy 7.1 states that, 'The design of new buildings and the spaces they create should help reinforce or enhance the character, legibility, permeability and accessibility of the neighbourhood.' and London Plan Policy 7.6 states that, 'Architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape.'



Draft London Plan (2017)

Whilst new London Plan is not yet published and so does not form part of the statutory development plan, it is a material consideration in making decision on planning applications. It been through Examination in Public and the Examiner's Report which was published on 8th October 2019 is explained below. Once adopted it will form part of our statutory development plan and the policies below will be relevant to any revision of this SPD.

The designations covering New Cross remain in place in the new plan.

The draft London Plan sets out a number of key policies to ensure 'good growth' which is sustainable growth that works for everyone. Making the best and most

efficient use of land is a thread running through the plan and is found in many policies including GG2 Making the best use of land, SD1 Opportunity Areas, D1B Optimising site capacity through the design-led approach, D6 Optimising Density, T1 Strategic approach to transport and T6.3 Retail parking.

Key policies in the emerging London Plan relevant to the SPD Area are as follows:

GG2 – Making the best use of land seeks to create high-density, mixed-use places that make the best use of land and the development of Opportunity Areas, brownfield land and sites which are well-connected by existing or planned Tube and rail stations should be prioritised and the potential to intensify the use of land to support more homes, promoting high densities and on well-connected sites and applying a design-led approach should be proactively explored.

Policy H1 – Increasing Housing Supply sets out the ten-year targets for net housing completions which each local planning authority should plan for. It seeks that boroughs optimise the potential for housing delivery on all suitable and available brownfield sites through their Development Plans and planning decisions, especially the following sources of capacity: especially on sites with existing or planned public transport access levels of 3-6 or which are located within 800m of a Tube station, rail station or town centre boundary.

Part B of Policy SD1 Opportunity Areas requires boroughs to support development that creates employment opportunities and housing choice and supports wider regeneration and ensure that proposals integrate with surrounding areas.

Part A of Policy D6 – Optimising Housing Density states: “Development proposals must make the most efficient use of land and be developed at the optimum density. The optimum density of a development should result from a design-led approach to determine the capacity of the site. Particular consideration should be given to:

1. the site context
2. its connectivity and accessibility by walking and cycling, and existing and planned public transport (including PTAL)
3. the capacity of surrounding infrastructure...”

Proposed residential development that does not demonstrably optimise the housing density of the site in accordance with this policy should be refused.

In the supplementary text, paragraph 3.6.1 explains that to optimise housing density, it will mean developing at densities above those of the surrounding area on most sites. A design-led approach to optimising density should be based on an evaluation of the site’s attributes,

its surrounding context and capacity for growth and the most appropriate development form.

The draft London Plan has significantly increased the housing targets for boroughs. Policy H1 Increasing housing supply sets out in Table 4.1 the ten year targets for net housing completions. For Lewisham, the ten-year target is a net completion of 21,170 units at 2,117 units per annum.

The Bakerloo Line Extension and its associated growth corridor is key component of London’s Spatial Strategy which is shown on Key Diagram Figure 2.1. (Figure 34).

Policy T3 Transport capacity, connectivity and safeguarding seeks that development plans and decisions ensure the provision of sufficient and suitably-located land for the development of the current and expanded public and active transport including by identifying and safeguarding new sites/space and route alignments, as well as supporting infrastructure, to provide necessary strategic and local connectivity and capacity by public transport, walking and cycling, as well as to allow for sustainable deliveries and servicing. It goes onto state that:

“Development Plans should appropriately safeguard the schemes outlined in Table 10.1. Development proposals should provide adequate protection for and/or suitable mitigation to allow the relevant

schemes outlined in Table 10.1 to come forward. Those that do not, or which otherwise seek to remove vital transport functions or prevent necessary expansion of these, without suitable alternative provision being made to the satisfaction of transport authorities and service providers, should be refused. “ and “In

Development Plans and development decisions, particular priority should be given to securing and supporting the delivery of upgrades to Underground lines, Crossrail 2, the Bakerloo line extension, river crossings and an eastwards extension of the Elizabeth line.”

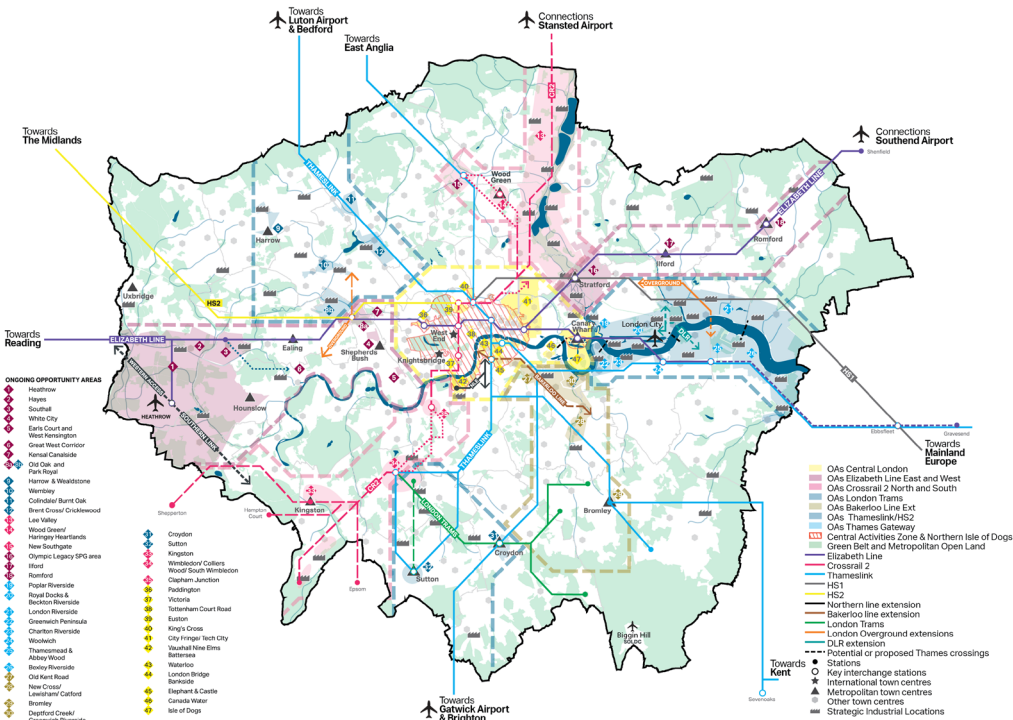


Figure 34. “Figure 2.1 Key Diagram” of London’s Spatial Strategy showing the Bakerloo Line Extension and its associated growth corridor

London Plan EiP Report

The report of the Examination in Public of the London Plan 2019 was published on 8th October 2019.

The report concluded that:

“603. Throughout this report we have recommended a number of modifications that we consider need to be made to the London Plan, in addition to those suggested by the Mayor, to ensure that it meets the tests of soundness. Those recommendations are all listed in the attached Appendix.

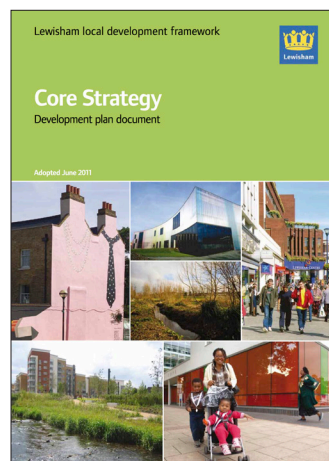
604. We therefore conclude that the draft new London Plan published for public consultation in December 2017 provides an appropriate basis for the strategic planning of Greater London provided that it is modified to reflect the Mayor’s minor suggested changes (August 2018), the Mayor’s further suggested changes (July 2019) and the recommendations that we have set out in this report and listed in the Appendix.”

The recommendations made by the panel are attached in Appendix 1.

Following the publication of the report the London Mayor now will consider whether to accept the recommendations. If the Mayor wishes to publish the London Plan without accepting any of the recommendations, before doing so he is required to send a statement of his reasons to the Secretary of State. As the Report states: ‘The Secretary of State has powers to direct that modifications are made to the Plan to remove any inconsistency with national policy or any detriment to an area outside London’.

3.4. Local Plan

As set out above, in addition to the London plan, the Lewisham Core Strategy (2011), Development Management Local Plan (2014), Site Allocations Local Plan (2013), and Lewisham Town Centre Local Plan (2014) form part of the development plan for the borough, although the Lewisham Town Centre Local Plan does not contain policies relevant to this SPD.



Lewisham Core Strategy

Adopted in June 2011, Lewisham's Core Strategy contains a robust spatial strategy which focuses on new housing, retail and employment uses within Regeneration and Growth Areas (RGAs). The RGAs are places that benefit from higher levels of public transport accessibility and contain land that is available and deliverable.

Core Strategy Spatial Policy 2 concerns Regeneration and Growth Areas (RGAs) and confirms that they will provide key regeneration and development opportunities focused in Lewisham, Catford, Deptford, Deptford Creekside and New Cross/New Cross Gate and will be the prime location for new development comprising at least 14,975 new homes, 100,000 m² of employment floor space and 62,000 m² of new retail floor space by 2026.

The spatial strategy for the borough is contained within Core Strategy Strategic Policy 1: Lewisham Spatial Strategy. This policy requires all new development to contribute positively to the delivery of the vision for Lewisham and the strategic objectives. It confirms that higher density development must be in highly accessible locations. It also seeks to protect open space and to increase the amount across the borough, confirms that developments must be of the highest quality and sustainable design whilst protecting heritage assets and that schemes may be required to contribute to negate any adverse impacts of the development.

Core Strategy Policy 14 Sustainable movement and transport states that the Council will work with TfL, Network Rail and other partners to ensure the delivery of necessary transport infrastructure. It states that 'the Council, working with its partners, will secure the necessary infrastructure to support the planned levels of growth and will maximise the

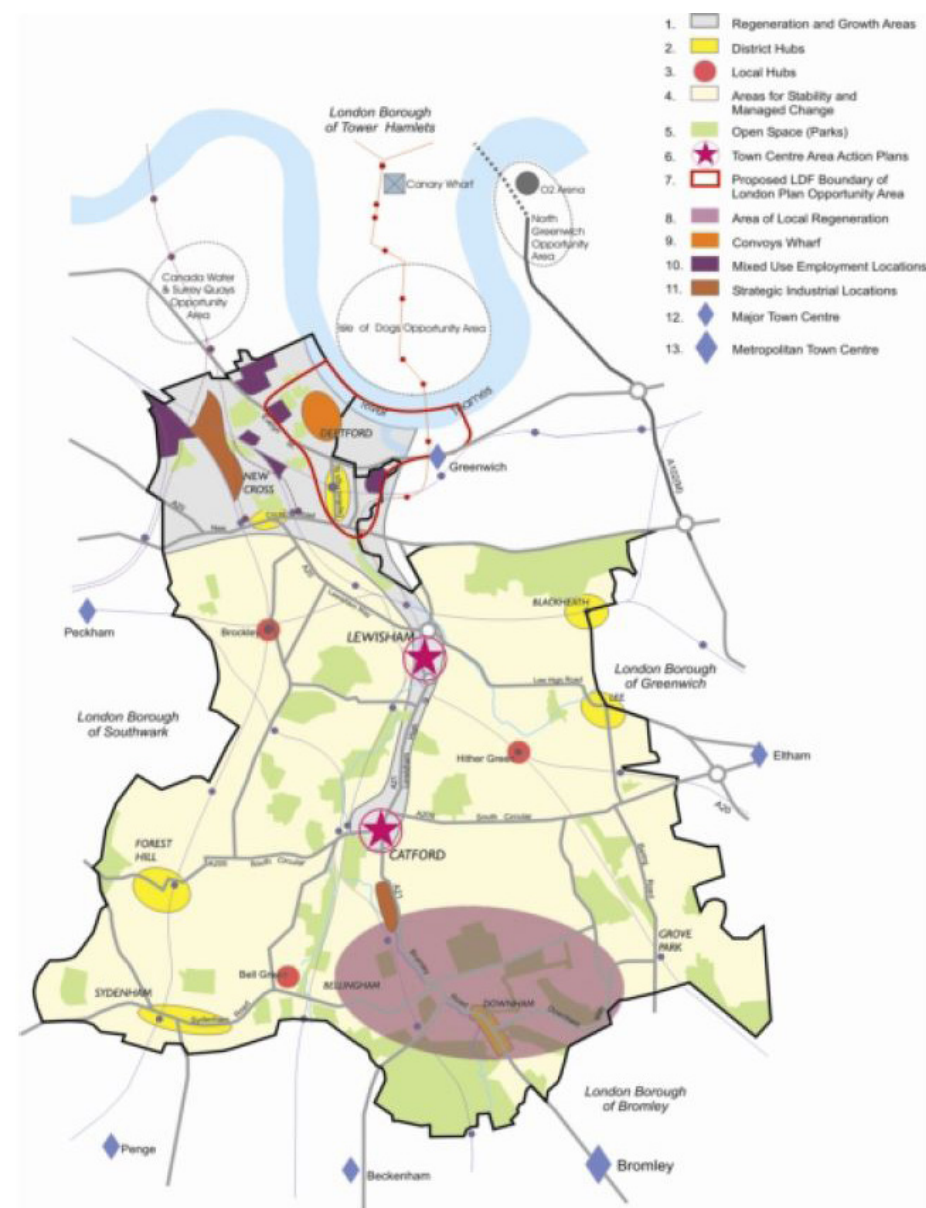


Figure 35. Lewisham's Core Strategy Key Diagram

physical, social and environmental regeneration opportunities new development will bring for the benefit of existing and future residents, to address deprivation issues, particularly health inequalities, to improve well-being.'

In the policy justification for Core Strategy Policy 14, paragraph 7.144 of the Core Strategy states that the 'Council supports the southern extension to Lewisham of the London Underground Bakerloo line as outlined in the Mayor's Transport Strategy and Draft Replacement London Plan, and will work with Transport for London and other transport providers to ensure a suitable route.

Core Strategy Policy 15: High quality design for Lewisham requires all new development to:

- a. apply national and regional policy and guidance to ensure highest quality design and the protection or enhancement of the historic and natural environment, which is sustainable, accessible to all, optimises the potential of sites and is sensitive to the local context and responds to local character;
- b. ensure design acts to reduce crime and the fear of crime;
- c. apply the housing densities as outlined in the London Plan, except where this is not appropriate to preserving or enhancing the characteristics of conservation areas;

- d. use Building for Life standards to assess major planning applications to ensure design quality in new housing schemes, and
- e. ensure development is flexible and adaptable to change
- f. ensure any development conserves and enhances the borough's heritage assets, and the significance of their settings, such as conservation areas, listed buildings, registered parks and gardens, scheduled monuments and the Maritime Greenwich World Heritage Site.

In Part 3 of Core Strategy Policy 15 in relation to 'Regeneration and Growth Areas', the Policy states (so far as is relevant to this SPD):

3. Development should achieve the following design aims:

- a. Achieve 'central' density levels within the Lewisham Major Town Centre.
- b. Achieve 'urban' density levels in Catford Town Centre.
- c. New developments in Lewisham and Catford town centres should result in a radical upgrading of the social and physical environment and, in order to be successful, will need to allow for tall buildings of the highest design quality where they improve and add coherence to the skyline, and do not cause harm to the surrounding environment, including the significance of heritage assets.
- d. In the Deptford and New Cross

area, urban design policy will aim to establish visual links with the Thames, increase the connectivity of the street network, improve the streetscape, and create a sense of place with radical improvements to the social and physical environment. Tall buildings may be appropriate in certain locations subject to Core Strategy Policy 18.

- e. The New Cross/New Cross Gate Town Centre has a number of development opportunities which need to preserve and respect the character of the adjacent conservation areas and the setting of listed buildings.

Core Strategy Policy 1 sets out the position on affordable housing provision being that the Council will seek a strategic target for 50% affordable housing from all sources and to be provided at 70% social rented and 30% intermediate housing.

Core Strategy Policy 17 seeks to protect the role of protected vistas, the London panorama and local views, landmarks and panorama in creating identity and assisting wayfinding. Such vistas, views, landmarks and panoramas will be managed to ensure that new development does not impede or detract from local views or obscure local landmarks.

Core Strategy Policy 18 states that tall buildings will be considered inappropriate where they would cause harm to the identified qualities of the local character,

heritage assets, landscape and open space features listed in the Policy. These include London panoramas, protected vistas as defined in the London Plan and local views and landmarks, conservation areas and their settings, listed buildings and their settings and existing residential environments and their amenity.



Development Management Local Plan 2014

DM Policy 14 District centres shopping frontages: sets out a list of criteria which applications to change frontage uses in retail areas must meet and confirms that ground level residential uses within the primary and secondary shopping frontages will not be supported.

DM Policy 25 Landscaping and trees requires that all major applications and, where appropriate, non-major applications, must be accompanied by a Landscape Scheme proportionate to the size of the development.

DM Policy 30 Urban design and local character requires all development proposals to attain a high standard of design and that, where relevant, they are compatible with/or complement the

urban typologies and address design and environmental issues in Table 2.1 to the Policy (Urban Typologies in Lewisham). It seeks to ensure a site specific design response on matters such as the creation of a positive relationship to the existing townscape, natural landscape, open spaces and topography to preserve and/or create an urban form which contributes to local distinctiveness such as plot widths, building features and uses, roofscape, open space and views, panoramas, vistas (including those identified in the London Plan).

The Policy goes on to require that height, scale and mass should relate to the urban typology of the area as identified in Table 2. Large areas of parking and servicing are to be avoided and the design response should demonstrate how the scheme relates to the scale and alignment of the existing street including building frontages. It should also demonstrate clear delineation of public routes by new building frontages, how development at ground floor will provide activity and visual interest and natural surveillance. Where there is an impact on a heritage asset, a statement is required which includes an assessment of the impact of the proposals on the significance of the asset.

DM Policy 32 Housing design, layout and space standards aims to achieve high quality design and layout of new housing and long term sustainability. New residential development is expected to be attractive and neighbourly, provide

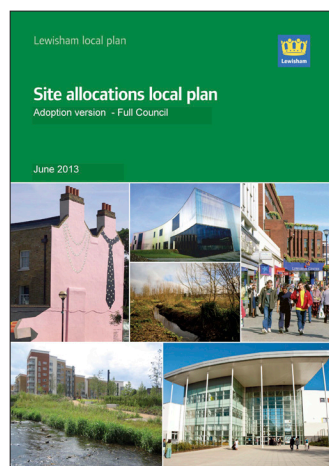
a satisfactory level of privacy, outlook and natural lighting. It also requires new housing to have readily accessible, secure, private and usable external space which includes space suitable for children's play. It also sets out a number of internal standards that must be met in new housing developments such as minimum space standards, ceiling heights, outlook, shape, dual aspect, family and single person units and storage space.

DM Policy 35 Public realm requires that public spaces should be designed to be safe, inclusive, accessible, attractive and robust, enhance existing connections and provide new connections as appropriate. Any paving, furniture and street signage should, among other requirements, conserve and enhance any historic fabric, features and assets and trees should be accommodated wherever possible.

DM Policy 36 New development, changes of use and alterations affecting designated heritage assets and their setting: conservation areas, listed buildings, schedule of ancient monuments and registered parks and gardens. As a general principle, if development proposals affect a heritage asset, an assessment of the impact on the significance of the asset will be required and where the significance of the asset will be harmed or lost, a clear justification will be required. Wider public benefits of the development will be considered.

With regard to conservation areas, planning permission will not be granted if new development is incompatible with the special characteristics of the area, its building, spaces, settings, plot coverage, scale, form and materials, if it cumulatively would adversely affect the character and appearance of the conservation area or if development adjacent to a conservation area would have a negative impact on the significance of the area.

DM Policy 37 concerns non-designated heritage assets including locally listed buildings, areas of special local character and areas of archaeological interest. The Policy seeks to protect the borough's local distinctiveness by sustaining and enhancing the significance of non-designated heritage assets and also seeking to conserve, protect and enhance the borough's archaeological heritage.



The Site Allocations Local Plan 2013

Since the adoption of the Site Allocations Local Plan in 2013 the policy landscape has changed dramatically. London's housing crisis has resulted in Lewisham having a significantly increased yearly housing target.

The figures stated in the site allocations are in any event indicative but should be seen as minimums. Any schemes which come forward on these sites are expected to make the best and most efficient use of land and deliver a greater number of housing units than the indicative figures stated in the Site Allocations.

In summary the site allocations for the two sites within the SPD Area are:

Hatcham Works (Site Allocation SA6):

The allocation is for mixed use retail, housing, community facilities and a new station and public space.

Development as provided for in the allocation will contribute to improving the vitality and viability of New Cross/ New Cross Gate District Centre. There is opportunity for proposals to: provide a strong frontage that addresses New Cross Gate Station as a vibrant, pleasant and attractive area; provide clear access to Sainsbury's and the new development, particularly routes for pedestrians and cyclists across the site and near the station; to improve bus stops/stands at the site; and to provide appropriate scale and massing in relation to the surrounding area. Applicants are advised to involve Transport for London in the design of any new station entrance and changes to bus stops to ensure it meets operational requirements.

Goodwood Road (Site Allocation SA5):

The site allocation is for mixed use retail, business and housing.

The allocation recognises the opportunity to provide a sense of orientation towards the Railway Station from New Cross Road, Batavia Road and Goodwood Road and, orientation from New Cross Gate Station to Goldsmith's University; provide appropriate legible, safe and secure access to the site, public amenity space and public realm improvements; create strong frontages, particularly towards New Cross Road, which contributes to vibrancy and overlooking; and provide a sense of arrival from the station and improvement to the vitality and viability of New Cross Gate district centre.

New Lewisham Local Plan

The new Local Plan will set out the planning strategy for how we will deliver the new homes and the related infrastructure needed over the next 15 years, from 2018–33.

It will identify the areas in the borough where growth is expected and how these areas are likely to change in order to accommodate that growth. It will contain the planning policies that will be used to assess planning applications in the future. It will be a single comprehensive plan that will cover all relevant planning topics for the whole borough, and will eventually supersede the current suite of local plans in the Local Development Framework.

As with the existing development plan the focus for good growth in the borough will be in places which are well connected and sustainable. The Bakerloo Line extension coming to the borough will support the delivery of new homes and jobs and is expected to ensure that the spatial strategy set out in the new Local Plan is delivered more effectively and efficiently.

4 Bakerloo Line Extension



4.1. Bakerloo Line Extension

New Cross is already well served by public transport and has a public transport accessibility level of 6. However, as passenger numbers using the station and interchanging are projected to grow significantly, securing the BLE to New Cross Gate and Lewisham would improve connectivity for residents, capacity and journey times.

If the BLE were to come to New Cross Gate station there is the potential for it to become a key interchange between the BLE, London Overground and buses and with Network Rail at New Cross station which is a short walk eastwards (c.600m).

The BLE could have a dramatic impact on the patterns of movement across the New Cross area and be a catalyst for changes to the physical and social environment.

TfL's reasons in promoting the BLE to Lewisham are:

- SE London is currently relatively poorly served by the Underground network and Lewisham is not served at all.
- London's population is forecast to grow to more than 10 million people by 2030.
- SE London has significant potential to support this growth, in particular the corridor stretching from Elephant & Castle to Lewisham and Catford.
- Improved transport services in south east London are required to unlock this growth and improve customer journeys.

The extension would benefit existing and new communities by:

- Offering a new direct link into central London, with connections to every other Underground line
- Providing capacity for at least 60,000 extra journeys in both the morning and evening peak periods
- Relieving congestion on roads, reducing CO2 emissions and air pollution
- Reducing journey times along the extension to central London by up to nine minutes
- Providing an Underground train every two to three minutes from Lewisham across central London
- Supporting new homes and jobs in south east London

TfL Consultation 2017

The 2017 consultation confirmed Hatcham Works to be TfL's preferred location for a station and main works site. This was confirmed in their Issues and Responses to consultation document (2018).

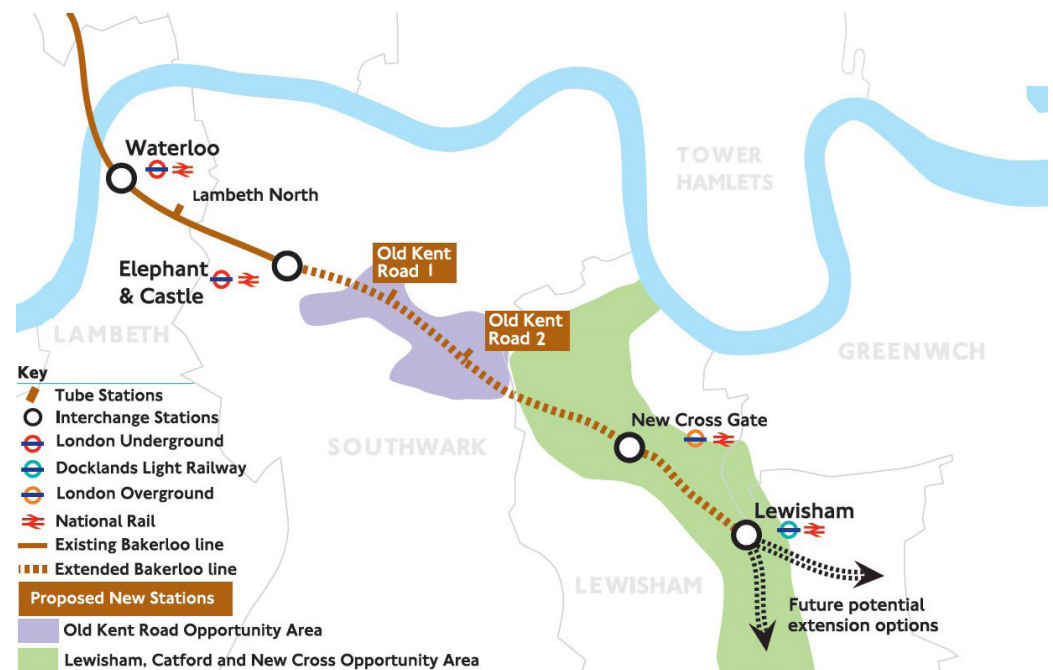


Figure 36. Plan taken from TfL's 2017 Consultation documents.

TfL Consultation 2019

TfL published their third consultation on the 14th October 2019 and again confirmed Hatcham Works as the preferred site for a station and main work site. Since the 2017 consultation TfL have developed their proposals and consider this location to be the only viable location for a station at New Cross Gate and as the main worksite for entire extension where tunnel boring machines could be launched.

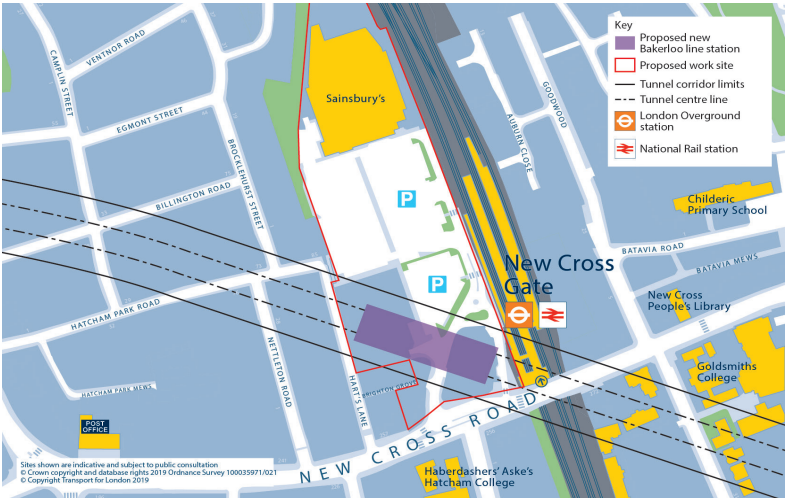


Figure 37. Plan taken from TfL's 2019 Consultation documents.

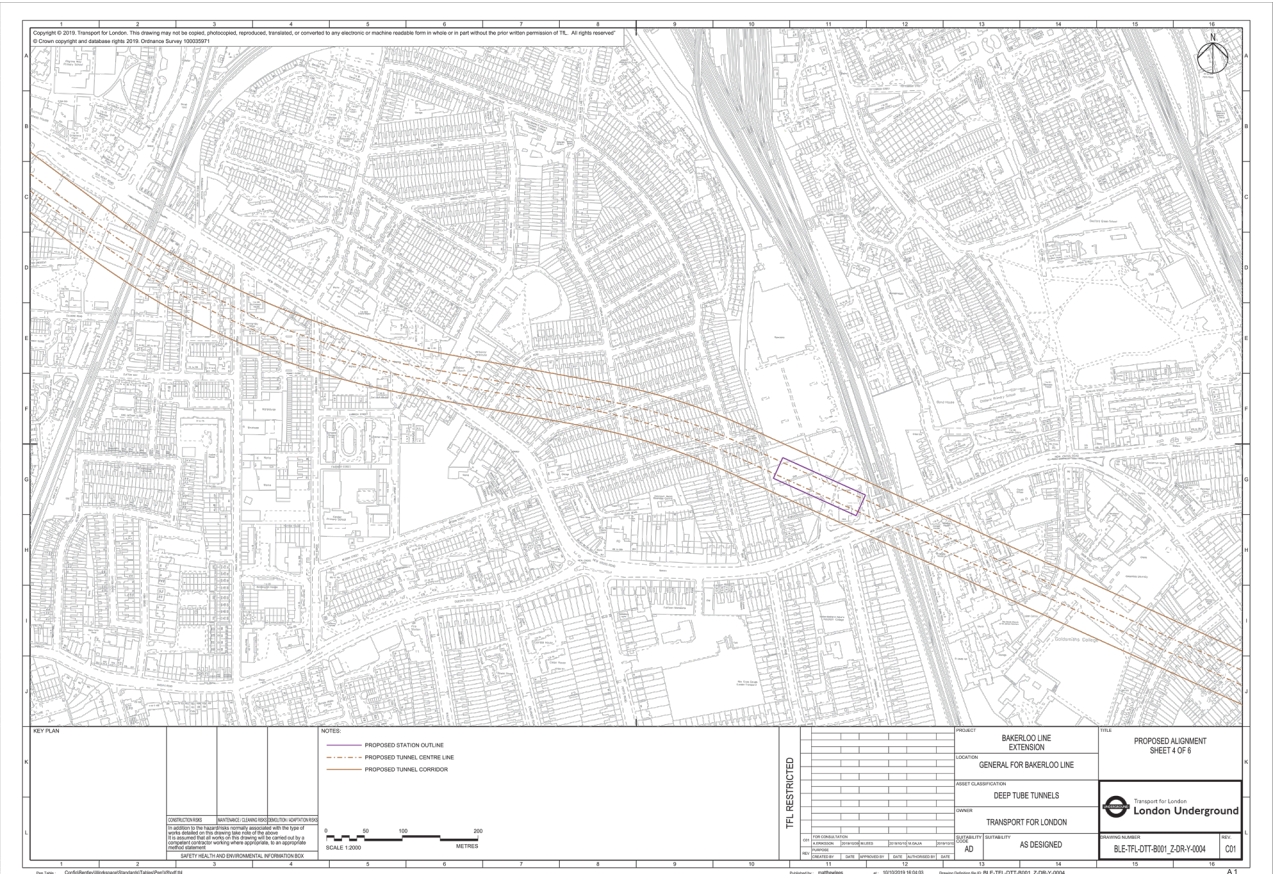


Figure 38. Proposed alignment map taken from TfL's 2019 Consultation documents.

5 The Design Framework



5.1. Challenges and Opportunities

Key challenges

- The existing station at New Cross Gate is the busiest in the area and becomes highly congested at peak times.
- The existing station building is not large enough for the current volume of passengers using the station.
- The narrow footway outside the station is overcrowded, particularly around bus stops.
- A lack of safe cycle provision causes issues outside the station as cyclists often use the footway.
- New development in areas of significant heritage value need to be carefully managed so that it enhances the character of the existing area and respects the existing context.
- The New Cross Road frontage to the south of the SPD Area forms a fragmented frontage to New Cross Road, which is out of character with its town centre location. There is a lack of active uses on the high street.
- The public realm across the front of the SPD Area is traffic dominated and of poor quality.
- The railway and Goodwood Road brownfield site obstruct Route 1, bringing additional footfall and cycles onto New Cross Road
- The supermarket has a large amount of surface car parking, typical of out of town retail parks. The car park is underused, and creates a hostile environment for pedestrians accessing the store.
- The level changes between the Hatcham Works site and surrounding streets have resulted in poor connectivity to the surrounding area. Where connections have been made such as the ramp between Hatcham Park road and the Hatcham Works site, these are of poor quality and do not create direct visual connections.
- The level changes between the Hatcham Works site and surrounding streets have resulted in poor connectivity to the surrounding area. Where connections have been made such as the ramp between Hatcham Park road and the Hatcham Works site, these are of poor quality and do not create direct visual connections.

Key opportunities

- To join disconnected sections of the high street, increasing activity, creating more space for businesses and improve the street environment for pedestrians.
- A development on both sites offers the opportunity to complete Route 1 by connecting into existing streets at Hatcham Park Road and to Goodwood Road and Batavia Road via a footbridge and routes across both sites.
- To improve routes across the Hatcham Work site for cyclists, wheelchair users and prams and establish a street level connection to neighbourhoods that lie north west of the Hatcham Works site.
- As the land level drops down towards the middle of the site, where any future route for Route 1 would be located it offers opportunities to place taller buildings that do not impinge on key views across New Cross such as that looking north west towards the New Cross Inn and will avoid tall buildings being sited on the low rise New Cross Road frontage.
- The Hatcham works site is long and narrow and provides the opportunity to create a new north south route.

5.2. Vision

To transform this poorly functioning part of the New Cross Gate, which is extremely well connected into a flourishing part of the borough. Building on its unique qualities and potential.

This will be achieved by:

- Making the best and efficient use of land to ensure the delivery of high quality private and genuinely affordable housing for all, provision of a new food store, provision of employment and creative uses which strengthen the New Cross district centre.
- Supporting TfL's Bakerloo Line Extension proposals.
- Integrating these sites into the surrounding historical context and connect them with each other and key routes.
- Creating active and positive spaces which reflect the character of the place.
- Ensuring that the essence of New Cross is central to any proposals for redevelopment – reflecting the place, context, culture and uses.
- Creating a healthy and sustainable place at the heart of an existing town centre.
- Embracing the area's multi-cultural community.
- Ensuring future development complements and responds in a positive manner to heritage assets and their settings, on and around the site.

Objectives

High Density Mixed use development	Enhance the high street	Created a connected piece of city
Provide a mix of uses.	New buildings to sensitively reinforce the high street bridging the current gap across the front of the site.	Connect routes across the sites and make them safe and secure.
Provide genuinely affordable homes.	Strengthen the existing high street and district centre by increasing the number of uses along the New Cross Road frontage.	Improve the junction with New Cross Road and make it easier and safer for pedestrians.
Provide access into deep Hatcham site which has activity on both sides.	The location of tall buildings must be sensitively sited to avoid harmful impacts on heritage assets and views.	Bus routes to continue running into the site
	Future development should complement and respond sensitively to heritage assets and their settings on and around the site.	<i>Future Aspiration: Connection to Robert Lowe Close.</i>

Key principles

- SPD 1 Delivery of the BLE
- SPD 2 Access and movement
- SPD 3 Public realm
- SPD 4 Land Uses
- SPD 5 Heights, scale and massing

5.3. SPD1: Delivery of the BLE

The Council’s priority is to ensure the delivery of the Bakerloo Line Extension.

TfL has confirmed that the Hatcham Works site remains its preferred option for a new station and construction site.

SPD1: Delivery of the BLE

The adopted London Plan contains Policy 6.2 Providing Public Transport Capacity and Safeguarding Land for Transport which states, in regard to planning decisions:

“Development proposals that do not provide adequate safeguarding for the schemes outlined in Table 6.1 should be refused.”

TfL is progressing their plans regarding the BLE and any schemes which come forward will be assessed against London Plan Policy 6.2 and other relevant policies.

Most relevant policies are:

Adopted London Plan Policy 6.2 (Providing Public Transport Capacity and Safeguarding Land for Transport) states:

Strategic

A The Mayor will work with strategic partners to:

- a. improve the integration, reliability, quality, accessibility, frequency, attractiveness and environmental performance of the public transport system
- b. co-ordinate measures to ensure that the transport network, now and in the future, is as safe and secure as reasonably practicable
- c. increase the capacity of public transport in London over the Plan period by securing funding for and implementing the schemes and improvements set out in Table 6.1.

Planning decisions

B Development proposals that do not provide adequate safeguarding for the schemes outlined in Table 6.1 should be refused.

LDF

C Boroughs and any other relevant partners must ensure the provision of sufficient land, suitably located, for the development of an expanded transport system to serve London’s needs by:

- a. safeguarding in DPDs existing land used for transport or support functions unless alternative

facilities are provided that enables existing transport operations to be maintained

- b. identifying and safeguarding in DPDs sites, land and route alignments to implement transport proposals that have a reasonable prospect of provision, including those identified in Table 6.1.

Core Strategy Policy 14 Sustainable movement and transport states that the Council will work with TfL, Network Rail and other partners to ensure the delivery of necessary transport infrastructure and Spatial Policy 2 Regeneration and Growth Areas states that the Council, whilst working with its partners, will secure the necessary infrastructure to support the planned levels of growth and will maximise the physical, social and environmental regeneration opportunities new development will bring for the benefit of existing and future residents and will address deprivation.

Core Strategy paragraph 7.144 makes reference to the fact that the ‘Council supports the southern extension to Lewisham of the London Underground Bakerloo line as outlined in the Mayor’s Transport Strategy and Draft Replacement London Plan, and will work with Transport for London and other transport providers to ensure a suitable route’.

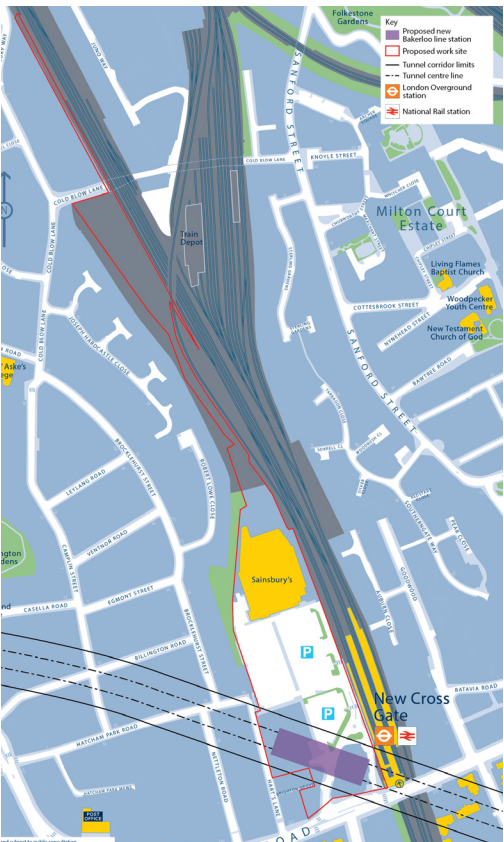


Figure 39. Plan from TfL 2019 consultation showing the chosen station location and all line construction site.

Scheme	Description	cost	Anticipated completion		
			2013-2016	2017-21/22	post 2022
Central line	Central line upgrade: Including new energy efficient and high capacity rolling stock and signalling	M			
Bakerloo line	Bakerloo line upgrade: Including new energy efficient and high capacity rolling stock and signalling	M			
Bakerloo line	Bakerloo line southern extension; potential scheme and route under investigation	H			

Figure 40. An extract from Table 6.1.

5.4. SPD2: Access and Movement

SPD 2: Access and movement

Route 1 must

- Be delivered as part of any redevelopment scheme (the full extent of this route can be seen on Figure 41). In order to realise this an east west connection linking the wider neighbourhood, provision must be made for it within both schemes. To achieve the link across the railway, a bridge would have to be constructed which is expected to be delivered through s106 Agreements.

The Hatcham Works site must:

- Incorporate a north south route to enable permeability through the site. As suggested in the text regarding the Lewisham New Cross and Catford Opportunity Area in the London Plan.
- Provide a link to Hatcham Park Road which overcomes the significant land levels changes in an attractive and simple way.

All routes proposed in the scheme must:

- Be well designed with good sightlines
- Take into account all users and their experience.
- Be simple to navigate, logical and intuitive.

- Have active frontages along them so that users feel safe and routes are well used.
- Include proposals lighting, street furniture and surfacing which responds to the character of the area and be robust and of high quality.
- Consider cyclists and how they connect into the existing cycle network.
- If any route is also to be used as a shared space care must be taken to accommodate all users including those with disabilities and in designing the space priority should not be given to vehicles.
- incorporate green infrastructure, including street trees to, help improve air quality and contribute to biodiversity

Vehicular Access should comprise:

Hatcham Works:

A primary access from New Cross Road and in any new junction arrangements should give a safe and easy crossing point for pedestrians; A secondary access from Hatcham Road;

Goodwood Road:

Primary vehicular access from Goodwood Road
Pedestrian access onto New Cross

Road

Any applications which involve changes to the junction on Hatcham Park Road or entering or exiting Harts Lane may impact on junctions further along New Cross Road and it is likely that TfL will require VISSM modelling to be undertaken to assess the impact.

Buses

Any scheme on Hatcham works must include the retention of the two bus routes which currently run onto the Hatcham works site, unless an alternative can be proposed which meets TfL's requirements or TfL confirm otherwise.

This is because:

This is an opportunity to improve connections to, from, across and within the sites, improve New Cross Road by reducing congestion where possible and making the experience for cyclists and pedestrians significantly better.

Transport and connections

Public Transport

The SPD Area has excellent public transport connectivity with PTAL of 6b (maximum) on New Cross Road, reducing to 5 at the rear of the site. New Cross Gate station provides an important link into London via London Overground and Southern services as well as interchange with buses on New Cross Road. South eastern rail services and London Overground also run from New Cross.

The 321 and P13 stop within the site to serve the supermarket and are provided with standing space.

Pedestrians and cycles

There are no pedestrian or cycle connections on the Goodwood Road site and the site is bounded by fences.

On Hatcham Works pedestrian and cycle connections are very poor, with the area being dominated by car parks and access roads. Despite this the pedestrian ramp from Hatcham Park Road to the site is very well used as it provides a more direct link to New Cross Gate station from the residential areas to the north and west. There is no step free access into the site from the west and no other pedestrian routes into or through the site except via the main vehicle accesses. There are no designated cycle routes through the site although there is cycle parking provided

at the retail units and by New Cross Gate station.

The site is bounded by fences, walls and embankments with the exception of the edge along New Cross Road, a ramp down to Hatcham Park Road, and the private access to the network rail site to the north. The diagram below shows the disconnected street grain, with dead-end routes surrounding the Hatcham Works site, particularly to the west. In addition, there are significant level differences between the site and its surrounding context.

New Cross Gate station is accessed from New Cross Road where the footway is only around 2.5m. This is in contrast to TfL recommendations for widened footways outside major stations. The footway accommodates a significant volume of pedestrians, around 14,000 during the day, and is therefore very congested at peak times.

Cars

There are vehicular accesses in and out of the Hatcham Works site from New Cross Road. The petrol filling station is adjacent to New Cross Road, although with no active frontage, and is accessed from the internal roads.

A key aspect of the success of the Design Framework for the SPD Area will be its ability to enable better routes and connections within the sites, through the

sites and with the wider area.

Any future schemes on the SPD Area should be structured around legible routes that are primarily defined by the existing street pattern. Every opportunity must be taken to unlock barriers to movement such as creating the Route 1 connection through both sites and over the railway lines, which is a long term aspiration of the Council.

The route runs from Kender to the Creek (see Figure 41).

The part of Route 1 which sits to the east of the SPD Area has been delivered already. This route was proposed in the North Lewisham Links document which was first published in 2009 and revised in 2012. In the SPD Area it would run from Batavia Road in the east and Hatcham Park Road in the west and to achieve a direct connection it would need to run over the railway line in a bridge. Whilst not a simple route to connect the benefits to the local area would be substantial as it would mean pedestrians and cyclists have a direct, quiet and safe route to use which is away from the busy and congested New Cross Road.

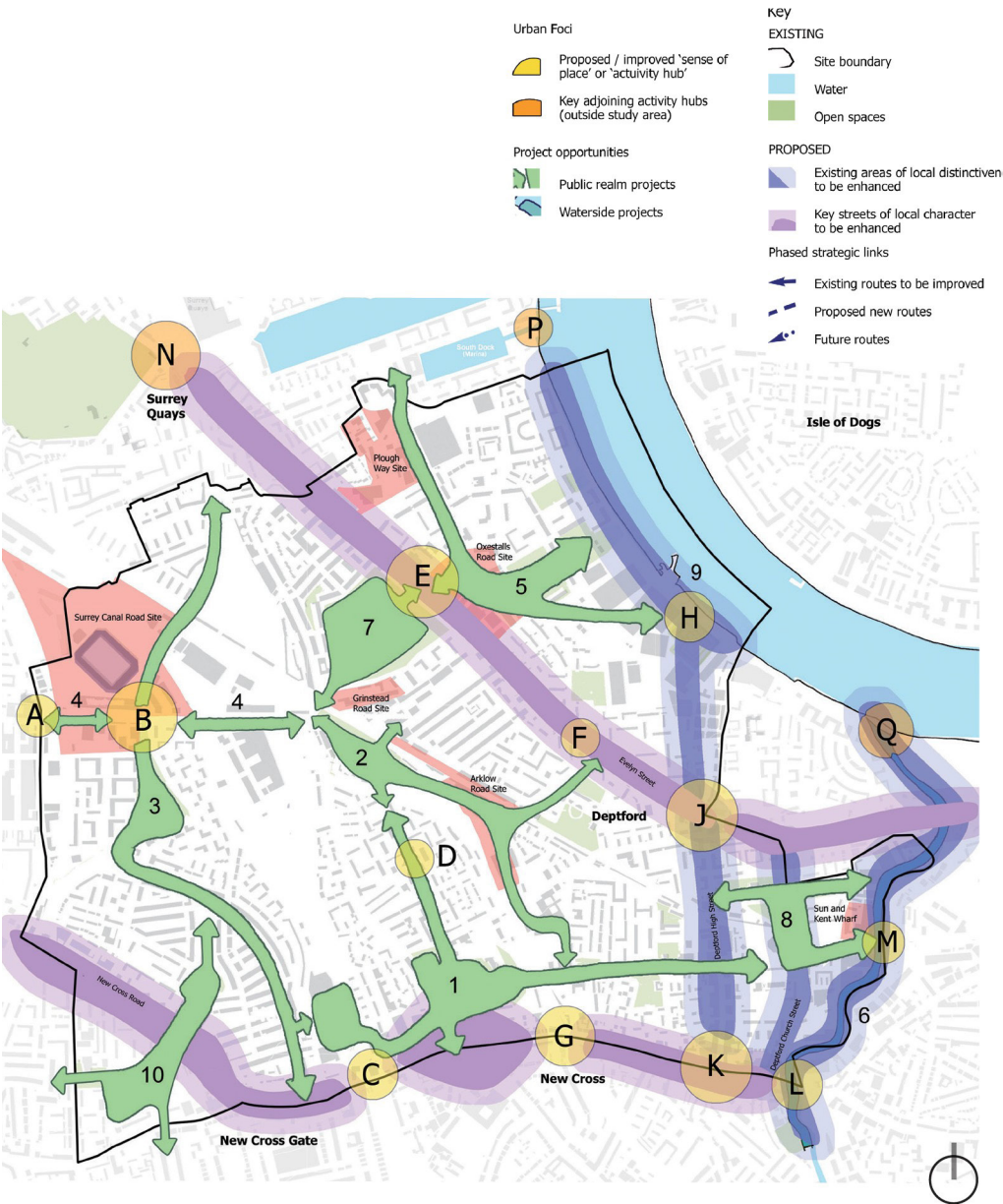


Figure 41. Deptford and New Cross Masterplan (2007).

Most relevant Development Plan Policy:

Adopted London Plan Policy 6.7 seeks the implementation of London wide improvements to the quality of bus, bus transit and tram services.

Core Strategy Policy 14 Sustainable movement and transport promotes and prioritises the access and safety of pedestrians and cyclists throughout the borough confirms that a network of high quality, connected and accessible walking and cycling routes across the borough will be maintained and improved, including new connections throughout the Deptford New Cross area.

Core Strategy Spatial Policy 2 Regeneration and Growth Areas states in relation to the New Cross/New Cross Gate Area that development opportunities will be used to improve connectivity throughout the area for pedestrians and cyclists, as well as to provide new accessible public spaces.

DM Policy 30 requires applications to demonstrate (in the required site specific design response) clear delineation of public routes by new building frontages and further how development at ground floor will provide activity and visual interest for the public as well as natural surveillance.

DM Policy 35 Public realm requires that public spaces should be designed to be safe, inclusive, accessible, attractive and robust enhancing connections and providing new connections as appropriate and conserve and enhance any historic fabric, features and assets and establish trees wherever possible.

The National Design Guide offers detailed advice on movement and states in para 74 that patterns of movement for people are integral to well-designed places and contribute to making high quality places for people to enjoy. It states that their success is measured by how they contribute to the quality and character of the place, not only how well they function.

Figure 42 shows access to and movement across the SPD area.

Key

- The SPD area
- ① New Cross Road - High Street
- ② Primary north south route
- ③ LBL Route 1 - bridge over rail tracks
- ④ Secondary access to Hart Lane via Hatcham Park Road - suitable for bus traffic
- ⑤ Link to Robert Lowe Close



Figure 42. Access and movement plan.

5.5. SPD3: Public Spaces

SPD 3: Public Spaces

Proposals must:

- Provide additional public realm adjacent to the future station interchange at New Cross Gate Station. The amount of additional public realm should be derived as a result of pedestrian modelling which projects future use²;
- Link Route 1 across both sites into new public realm which create spaces where people can linger, points of interest and places for social interaction;
- Ensure that the points where Route 1 comes into the sites, whether that be within a building or not, are public spaces and they are safe, easily navigable and attractive;
- Thoughtfully design children's and young people's play space and informal recreation facilities to a level which meets policy requirements and ensure that it is fit for purpose and visually integrated.

All public space within the SPD Area should:

- Be of high quality, robust and fit for purpose;
- Have sufficient sunlight penetration and be protected from wind to make them an enjoyable place to linger;

- Have buildings around the edges of a space;
- Have active frontages along its edges, provided by entrances onto the space and windows overlooking it, so that people come and go at different times;
- Include natural elements such as tree planting or water within the space its self or the backdrop;
- Provide natural surveillance from inside buildings provided by windows and balconies, so that users of the space feel they might be overlooked by people from inside;
- Be designed so that landscape influences the microclimate and promotes a sense of tranquility;
- Build in risk assessment and mitigation at an early stage of the design process, so security measures can be integrated into positive design features.

This is because:

Currently neither site has public realm of value. The Goodwood Road site is inaccessible and the Hatcham Works site's main public realm consists of surface level customer car parks and vehicular access routes. Any scheme which come forward on the sites must include the provision of high quality public spaces.

Most relevant Development Plan Policy:

Adopted London Plan policy 7.4 Local Character requires that buildings, streets and open spaces should provide a high quality design response that has regard to the pattern and grain of the existing spaces and streets in orientation, scale, proportion and mass, contributes to a positive relationship between the urban structure and natural landscape features, including the underlying landform and topography of an area; and that such design response is informed by the surrounding historic environment.

Adopted London Plan policy 7.5 Public Realm provides that public spaces should be secure, accessible, inclusive, connected, easy to understand and maintain, relate to local context, and incorporate the highest quality design, landscaping, planting, street furniture and surfaces; further, that development should make the public realm comprehensible at a human scale, using gateways, focal points and landmarks as appropriate to help people find their way. Landscape treatment, street furniture and infrastructure should be of the highest quality, have a clear purpose, maintain uncluttered spaces and should contribute to the easy movement of people through the space.

Adopted London Plan Policy 3.6 sets out the requirements for children and young people's play and informal recreation facilities.

Core Strategy Spatial Policy 2 Regeneration and Growth Areas states that development opportunities should be used to provide new accessible public space.

DM Policy 30 Urban design and local character requires a development proposals, including open spaces, contributes to local distinctiveness and that delineating public routes by new building frontages and to ensure that development at ground floor provides activity and visual interest as well as natural surveillance.

DM Policy 32 Housing design, layout and space standards requires housing development to have a readily accessible, secure, private and usable external space and includes space suitable for children's play.

DM Policy 35 Public realm requires that public spaces should be designed to be safe, inclusive, accessible, attractive and robust enhancing connections and providing new connections as appropriate and conserve and enhance any historic fabric, features and assets and establish trees wherever possible.

2. The modelling and extent of the additional public realm should be discussed with TfL.

5.6. SPD4: Land Uses

SPD4: Uses should

- Optimise the delivery of housing on the site whilst not harmfully affecting local character, respecting the local context, avoiding harm to views and heritage asset and being of high quality design;
- Provide residential units alongside a mix of other uses such as retail and commercial;
- Include affordable housing at a level which is in line with the London Plan and local plan policies and maximise of the yield of genuinely affordable housing (market rent and London affordable) in accordance with Lewisham's definition of genuinely affordable housing;
- Include a mix of uses including retail, leisure and commercial in light of the growing creative sector it is suggested that commercial uses include space for creative industries;
- Locate active uses on New Cross Road, other important routes and fronting onto public spaces to ensure activation, safety and surveillance;
- Provide spaces for non-residential uses which build in flexibility for the future and evidence must be provided that the proposed spaces

are fit for purpose and that they can be used flexibly by a number of uses (which must be demonstrated at application stage).

The Hatcham Works scheme must in addition:

- Provide a food store capable of meeting local residents main/bulk food shopping needs.

This is because:

Within 1km of the SPD Area are 560 businesses, the three most common types of businesses found are services (30%) restaurants, cafés, takeaways (17%) and retail (14%). In terms of employment, the sectors which employ the greatest number of people are education, arts and culture sector and retail.

New Cross has a cluster of creative uses within it and sits within the borough's Creative Enterprise Zone. Goldsmiths University has a significant influence on land use around the SPD Area as a key land owner and employer. Additionally many of the University's past students have set up small businesses locally and are key to the success and continuation of the creative base in the area. The provision of space for creatives is encouraged and should be provided at affordable levels.

New Cross High Street is a busy and diverse place. It weakens, however, at the SPD Area given the gaps across the frontage and the out of town style uses which are set well back from the street. Currently, there is very little active frontage across the frontage of the SPD Area, with only three shops fronting on to New Cross Road as well as the Station. Whilst there is a petrol station on the Hatcham Works site, it is set well back from the road and at a lower ground level so is not considered to be an active frontage use.

To strengthen the frontage and improve the vitality and viability of the centre, to infill these gaps with retail or other town centre compatible uses is essential.

The Hatcham Works site has a large Sainsbury's store comprising of a food store, a pharmacy, a cafe, a learning centre and Argos click-and-collect and a petrol station. The retail park also includes TK Maxx, Dreams, and Harveys Furniture Store in a separate block to the south of the site.

Most relevant Development Plan Policy:

The London Plan states in regard to Lewisham, Catford and New Cross that this Area contains a series of centres with scope for intensification, regeneration and renewal. There is scope for further intensification in central Lewisham where strategically important regeneration is already planned. Projects such as the Kender Triangle gyratory removal and Lewisham Gateway will provide development opportunities, improve the public realm and raise design quality in the area. The scope to address poor legibility, severance and traffic congestion should be investigated. Projects such as Waterlink Way and Deptford Loop should be further developed together with wider environmental improvements such as extensions to the East London Green Grid.

Adopted London Plan Policy 4.7 states that when making decisions on proposed retail and town centre development, a number of principles should be applied: 'the scale of retail, commercial, culture and leisure development should be related to the size, role and function of a town centre and its catchment' and 'retail, commercial, culture and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are, or can be, well integrated with the existing centre and public transport.'

Adopted London Plan Policy 3.7 encourages proposals for large residential developments including complementary non-residential uses in areas of high public transport accessibility.

The site allocation for the Hatcham Works site (SA6) in the Site Allocation Local Plan is for mixed use retail, housing, community facilities and a new station access and public space and states that there is opportunity for proposals to: provide a strong frontage that addresses New Cross Gate Station and for the Goodwood Road site (SA5) it is for the site allocation is for mixed use retail, business and housing.

The Council produced its Lewisham Retail Capacity Study in 2017 and during that time there have been significant changes in retail patterns such as online shopping and the closure of many high street retailers. In light of this an update to the study has been produced by consultants Urban Shape. In regard to New Cross the update states:

‘Any redevelopment of the site should incorporate a foodstore capable of meeting local residents’ main/bulk food shopping needs, as the existing Sainsbury’s store plays a role in serving the food shopping needs of the New Cross / Deptford areas.’

Figure 43 indicates proposed land uses within the SPD area. The layered hatches indicate that whilst residential uses may be suitable for the whole site, in some locations, they should be combined with a mix of uses on lower floors.

Key

- The SPD area
- Mixed use - predominately retail with some commercial, and residential units on upper floors
- Mixed use - retail and commercial, and residential units on upper floors
- Residential units



Figure 43. Proposed Land Uses.

5.7. SPD5: Height, Scale and Massing

SPD5: Height, scale and massing

- The scale and massing of buildings must respond to positively to the character of the adjacent conservation areas, existing residential environments and New Cross Road;
 - Tall buildings must be sited in the locations identified as suitable in on the New Cross Gate Heat Map
 - Tall or large buildings should not cause harm to existing residential environments and their amenity;
 - Tall buildings must be positioned in locations which are logical and legible and on key routes;
 - Tall buildings must be informed by an assessment of views at local and cross London levels, as identified in Lewisham's Local Plan and the London View Management Framework as shown on plan XX;
 - The scale and massing of buildings must provide an appropriate transition in scale between taller elements and the areas surrounding heritage assets which are typically 2 to 4 storeys
- Buildings of height must be positioned so that there is daylight and sunlight penetration to open spaces and public realm so that they are fit for purpose and are useable, pleasant spaces for long periods during the day. Siting tall buildings to south of open spaces where they are in shadow for long periods of day should be avoided.
 - In terms of the building itself a tall building must comprise:
 - Lower floors: active frontages with a mixture of uses and clear entrances;
 - Middle floors: articulated façade, balconies/winter gardens, vertical expression, façade proportion and modelling;
 - Upper floors: opportunities for varying the building line with setback/frame
 - Architecture of buildings must be varied to provide interest but there should be some common language between buildings to create a cohesive development.

This is because:

New Cross Gate is a historic district centre with a prevailing height which is generally of 2-4 storeys occasionally interspersed with buildings which are taller; although those taller elements do not exceed 10 storeys, part of the SPD is covered by a conservation area designation, there are important heritage assets close to the site and it sits within key local views.

Heritage Designations and views

Much of the built history of New Cross and Deptford is protected by various heritage designations. These include areas of archaeological interest, designated conservation areas and nationally listed buildings.

Listed Buildings

There are 34 statutorily listed buildings of national importance within 1km of the SPD Area. These include churches, houses, pubs, railway infrastructure, and examples of civic provision.

Unlisted Buildings

There are a number of buildings of significant character that are not listed which sit close to the SPD Area. There are more than 30 locally listed buildings within 1km of the SPD Area. Within the three surrounding Conservation Areas there are also buildings which are identified to make a positive contribution to the character and appearance of the

conservation area. The New Cross Inn and the adjoining terrace (nos. 289-321) are some of such buildings along New Cross Road.

Although there are no listed or locally listed buildings within the SPD Area the setting of the designated and non-designated heritage assets should be taken into account.

A Hatcham Conservation Area

Hatcham Conservation Area comprises an area developed from the 1830s onwards to strict specifications by the Worshipful Company of Haberdashers. The area comprises coherently planned and laid out terraced housing with corner shops, predominantly modest dwellings of 2 storeys, to the west of the SPD area, and commercial frontages on New Cross Road, culminating in the particularly distinctive late-Victorian buildings at the junction with Queen's Road.

B Telegraph Hill Conservation Area

Telegraph Hill Conservation Area was built from 1871 onwards by the Worshipful Company of Haberdashers under strict guidelines to ensure a high quality estate of larger houses, laid out in terraces and pairs that run principally north-south across the contours of the hill, to the south of the SPD area. The area's name reflects the steep topography and its use by the semaphore station that was located here from 1795 to transfer messages between the Admiralty and its fleet during the Napoleonic wars, and the area still

affords several important viewpoints from which to see the surrounding area.

C Deptford Town Hall Conservation Area

Deptford Town Hall Conservation Area is centred on the listed Deptford Town Hall building, which dates to 1903 and was built following the creation of the Metropolitan Borough of Deptford in 1895. The conservation area comprises late Victorian commercial street frontages of high townscape value along this historic transport route, to the south east of the SPD area. Buildings are varied but have strong consistency and group value, with shops at ground floor and residential above, and the elaborate landmark of the New Cross Inn at its eastern end. Of particular note are the strong sense of containment within the street, the elaborate and ornamented architecture, and the curve in the street which allows local views and vistas to be gradually revealed.

Views

The NXAF and SOS established important views and locations where the setting of heritage assets could be affected by tall or large buildings which are insensitively positioned or too large.

Views from or towards designated heritage assets and their setting or identified local views can be particularly sensitive to change and they must be protected from development that has a negative effect on their value.

When looking at where appropriate locations for buildings of height and mass could be located within the SPD Area, various different massing and height scenarios were modelled using 3D-computer software and tested in different views. From this an assessment of the impact of massing and heights on the views was made. As a result it was clear that there were only limited places where height could be located which did not harmfully intrude on views. As such it is considered appropriate to have a coordinated approach which accepts taller buildings can form part of the development of the sites in the SPD Area but limits their location and height to that which has been tested.

Most relevant Development Plan Policy:

Adopted London Plan policy 7.6 states that when making decisions buildings and structures should ‘be of the highest architectural quality’, ‘of a proportion, composition, scale and orientation that enhances, activates and appropriately defines the public realm’ and should ‘not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is particularly important for tall buildings.’

Lewisham Core Strategy Policy 15: High quality design for Lewisham contains guidance on height, scale and massing. It explains that the Council will apply policy and guidance to ensure highest quality design and protection or enhancement of the historic and natural environment, which is sustainable, accessible to all and optimises the potential of sites, is sensitive to the local context and responds to local character. It will also ensure that any development conserves and enhance heritage assets and the significance of their settings.

With regard to Regeneration and Growth Areas, Core Strategy Policy 15 makes specific reference to the Deptford and New Cross area where urban design policy will aim to establish visual links with the Thames, increase the connectivity of the street network, improve the

streetscape, and create a sense of place with radical improvements to the social and physical environment. It goes on to state that the New Cross/New Cross Gate Town Centre has a number of development opportunities which need to preserve and respect the character of adjacent conservation areas and the setting of listed buildings. In regard to tall buildings, it states that these may be appropriate in certain locations subject to Core Strategy Policy 18.

Definition of ‘tall’ within the SPD area:

Whilst tall buildings are defined in the London Plan as those greater than 30m Above Ordnance Datum (AOD). Lewisham’s Core Strategic Policy 18 (Policy justification 7.167), defines tall buildings as:

- buildings that are significantly taller than the predominant height of buildings in the surrounding area
- buildings that have a notable impact on the skyline of the borough and/or
- buildings that are more than 25 metres high adjacent to River Thames or more than 30 metres high elsewhere in the borough.

Core Strategy Policy 17 The protected vistas, the London panorama and local views, landmarks and panoramas provides that local views, landmarks and panoramas identified on the Proposals Map will be managed so that new development does not impede or detract from local views or obscure local landmarks.

Given its location within a Regeneration and Growth Area tall buildings are suitable within the SPD Area (as confirmed in Core Strategy Policy 15). However tall must be considered in the local context.

The following methodology was applied to establish the New Cross Gate Heat Map which identifies where taller buildings can be located in the SPD Area:

1. Understand and take into account the topography;
2. Identify important views and locations where a heritage asset and its setting could potentially be impacted;
3. Test height scenarios through 3D modelling;
4. Identify sensitive relationships with surrounding low rise residential properties;
5. Identify key routes and connections as places which may be suitable to place a taller building.

The Heat Map (Figure 44) shows locations which are suitable for buildings which are tall in a New Cross context.

Massing is another important consideration as blocks which are too large can also adversely affect light penetration to spaces around buildings, as such if they are located to the south of public spaces or private amenity areas they should be reduced in height that will ensure sufficient sun and day light exposure into open areas.

Key

- The SPD area
- Taller buildings
- Lower buildings



Figure 44. Proposed building heights.

5.8. Illustrative Masterplan

To demonstrate that the Vision, Objectives and Key Principles within this SPD can be delivered an illustrative masterplan for the area has been prepared including schemes for both Hatcham works and Goodwood Road.

Whilst not a requirement for an SPD document the Council has also carried out a high level financial viability on the illustrative masterplan to ensure that it not only meets the SPD requirements as outlined above but is robust in its deliverability. The viability testing included s106 contributions and the cost of delivering a bridge over the railway to create the Route 1 link.

The illustrative masterplan is simply one design response and should not be read as a definitive proposal.

The illustrative masterplan delivers the following land use mix:

Approximate Residential Units:

Hatcham Works Site Circa 1000 units
Goodwood Road Site Circa 225 units

The key components of the illustrative masterplan include:

- ① Two-sided streets designed to accord with the Mayor's Healthy Streets Approach, bounded by active ground floor uses and frontages onto the street.
- ② New buildings to sensitively reinforce the high street, bridging the current gap across the front of this site.
- ③ Large grocery food store brought to front of the site to improve vitality and viability of New Cross district centre and strengthen the shopping frontage. Also by bringing buildings to the frontage it re-knits the built form and provides activity.

Key

- The SPD area
- Retail
- Workspace
- Residential
- ▨ Residential - above first floor
- Supermarket
- Station
- Route 1
- * Main Station Entrance



Figure 45. Illustrative masterplan.

④ Route 1 to continue across the site, with new bridge over the railway tracks and ramps integrated into the streetscape with emphasis on creating high quality, attractive environment for pedestrians and cyclists. Footbridge and surrounding buildings to be configured to enable long views along adjacent streets.

⑤ New north south connection made on Hatcham Site. This follows the existing ladder of streets in New Cross.

⑥ Opportunities across the site to located commercial uses, on Route 1 and Goodwood Road.

⑦ Buildings of height located away from sensitive New Cross Road frontage and low rise neighbouring properties. Height has been placed back from the high street close to the new Route 1 connection as it takes advantage of the topography so the buildings cannot be easily seen behind the frontage buildings on New Cross Road;

⑧ Scale and mass of buildings shows respect for surrounding context which in many places has a fine grain.

⑨ Bus stands and stops to be retained on the site, with new circular route via Harts Lane’.

⑩ New junction on New Cross Road to be designed to accommodate cycle facilities and pedestrian crossings outside the station. These improvements are required in order to re-balance the street enabling, New Cross to fulfil its role as a district centre and safe pedestrian environment, while also maintaining traffic flow.

⑪ Mixed-use development on the Goodwood Road site. New residential development to be provided alongside significant commercial floorspace, serviced at street level from Goodwood Road. Detailed proposals for this site to balance overall quantum of development with the massing constraints imposed by the site, which is bounded to the north and east by existing 2 storey housing vulnerable to overshadowing.

⑫ Retained retail uses and new development on Goodwood Road to support use of Goodwood Road as extension of the high street.

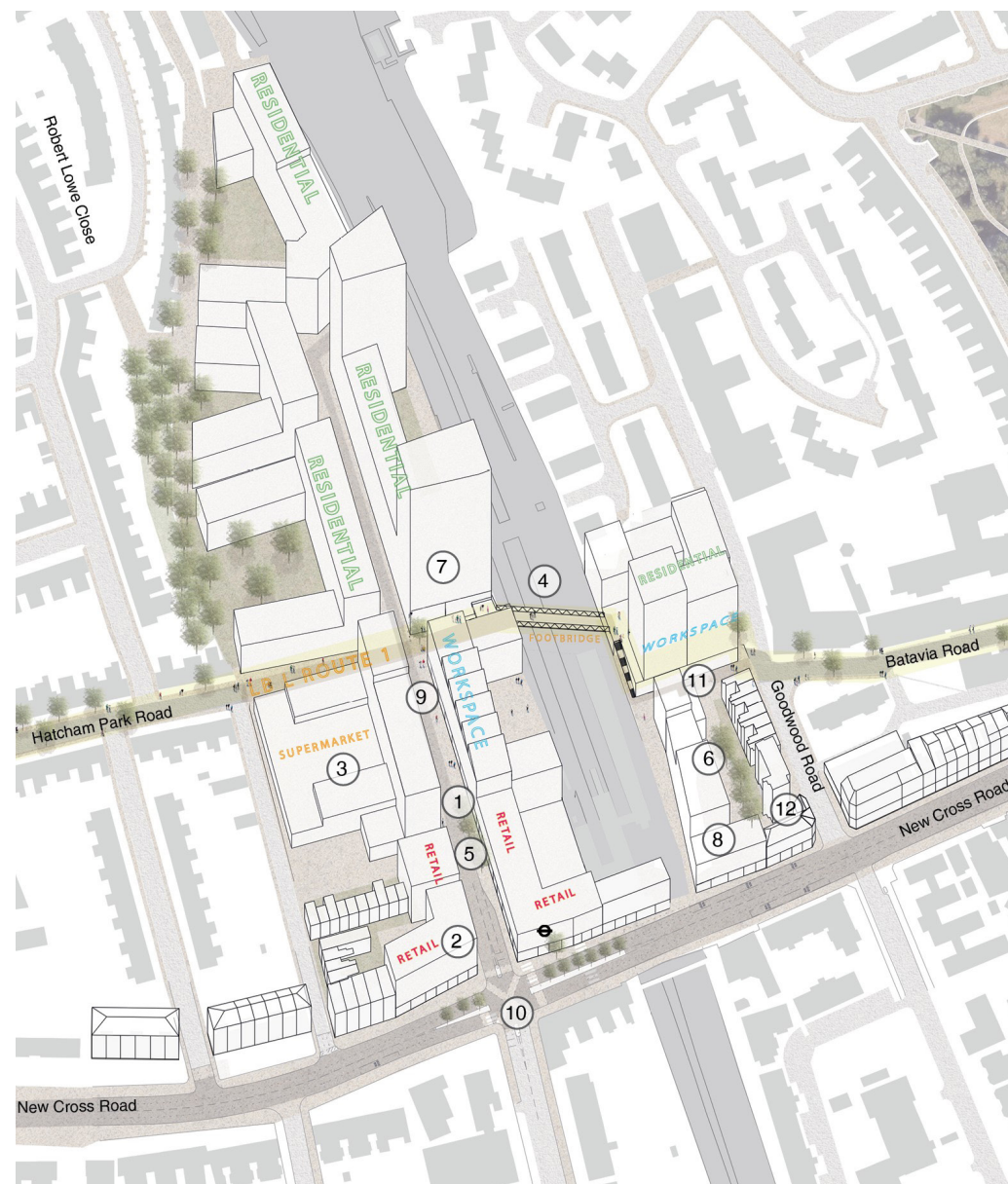


Figure 46. Illustrative masterplan overview.

6 Glossary



Glossary

Active frontage

The front of a buildings with openings onto the space that generate activity and engagement between the building interior and the space outside, particularly entrances.

Amenity space

The outside space associated with a home or homes. It may be private or shared, depending on the building it serves.

Design concept

The basic design ideas on which a proposal will be based, often expressed in a combination of words and visual material.

Copenhagen crossings

Blended crossings are designed to slow down vehicles when entering or exiting side roads

Creative Enterprise Zones

Creative Enterprise Zones are a new Mayoral initiative to designate areas of London where artists and creative businesses can find permanent affordable space to work; are supported to start-up and grow; and where local people are helped to learn creative sector skills and find new jobs.

Development

This refers to development in its widest sense, including buildings, and in streets, spaces and places. It also refers to both redevelopment, including refurbishment, as well as new development.

Heat Map

This refers to a map representing the varying building heights within the SPD area.

Heritage assets

Are the valued components of the historic environment. They include buildings, monuments, sites, places, areas or landscapes positively identified as having a degree of historic significance meriting consideration in planning decisions. They include both designated heritage assets and non-designated assets where these have been identified by the local authority (including local listing) during the process of decision-making or plan making.

Illustrative Masterplan

Illustrates the framework and the layout of streets and routes, the location, arrangement of the development blocks.

Liveable Neighbourhoods

Is a programme gives boroughs the opportunity to bid for funding for long-term schemes that encourage walking, cycling and the use of public transport

Natural surveillance:

When buildings around a space are designed with features that are likely to lead to people overlooking the space. These may be windows, balconies, front gardens or entrances.

London panoramas

Panoramic views across substantial parts of London.

Mixed use development

Development for a variety of activities on single sites or across wider areas such as town centres.

Open space

All land in London that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers the broad range of types of open space within London, whether in public or private ownership and whether public access is unrestricted, limited or restricted.

Opportunity areas

London's principal opportunities for accommodating large scale development to provide substantial numbers of new employment and housing, each typically more than 5,000 jobs and/or 2,500 homes, with a mixed and intensive use of land and assisted by good public transport accessibility.

Public realm

This is the space between and within buildings that is publicly accessible, including streets, squares, forecourts, parks and open spaces

Public transport accessibility levels (PTALs)

Are a detailed and accurate measure of the accessibility of an area to the public transport network, taking into account walk access time and service availability. PTALs reflect: walking time from the area of interest to the public transport access points; the reliability of the service modes available; the number of services available within the catchment; and the level of service at the public transport access points - i.e. average waiting time. PTALs do not consider: the speed or utility of accessible services; crowding, including the ability to board services; or, ease of interchange.

Setting of a heritage asset

Is the surrounding in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Section 106 Agreements

These agreements confer planning obligations on persons with an interest in land in order to achieve the implementation of relevant planning policies as authorised by Section 106 of the Town and Country Planning Act 1990.

Shared space

A concept defined in the Mayor's Transport Strategy as one which suggests a degree of sharing of streetscape between different modes and street users, requiring everyone to consider the requirements, aspirations and needs of each other. Key to successful implementation of schemes is a reduction in dominance of motor vehicles in streets, especially where there are heavy pedestrian flows, and a degree of negotiation between road users. Each improvement must be designed in local context, be consulted on (including with blind and visually impaired groups) and be carefully monitored.

Strategic views

Views seen from places that are publicly accessible and well used. They include significant buildings or urban landscapes that help to define London at a strategic level.

Appendix 1



Appendix 1

London Plan Examination in Public Panel Report Appendix: Panel Recommendations October 2019

Ref	Plan policy or paragraph reference*	Recommendation
		Where relevant, new text is <u>underlined</u> and deletions are strikethrough The Mayor should also undertake any necessary consequential changes arising from these recommendations * Policy and paragraph references are to the consolidated suggested version of the Plan published on 15 July 2019
PR1		Include all Minor and Further Suggested Changes unless otherwise recommended.
PR2		When next altering or replacing the Plan publish a statement setting out how consultation requirements will be met and evidence clearly demonstrating what was done to meet those requirements.
PR3	GG1 to GG6	Modify the Plan to make clear that GG1 and GG6 are objectives rather than policies.
PR4	Figure 2.15	Move Figure 2.15 and associated text to the transport chapter and modify the text to clarify the status of the initial strategic infrastructure priorities in the wider South East and how they relate to the transport schemes listed in Table 10.1.
PR5	Policy SD5B	Modify as follows: "... (areas to be identified <u>detailed boundaries to be defined</u> by boroughs in development plans)."
PR6	Policy H1 – reasoned justification	Add text to the effect that: In conjunction with the boroughs and taking account of the information published in accordance with Policy H1D, the Mayor should take a leading role in setting and updating London-wide housing trajectories and in monitoring supply against targets on a London-wide basis.
PR7	Paragraph 4.1.8D	Modify as follows:
		"If a target is needed beyond the 10 year period (2019/20 to 2028/29) boroughs should draw on the 2017 SHLAA findings (which cover the plan period to 2041), <u>any local evidence of identified capacity in consultation with the GLA</u> and should take into account any additional capacity that could be delivered as a result of any committed transport infrastructure improvements, and roll forward the housing capacity assumptions applied in the London Plan for small sites."
PR8	Table 4.1	Modify ten year housing targets in accordance with Appendix A.
PR9	Paragraph 4.2.4	Add to end of paragraph: " <u>The small site target can be taken to amount to a reliable source of windfall sites which contributes to anticipated supply and so provides the compelling evidence in this respect required by paragraph 70 of the National Planning Policy Framework of 2019.</u> "
PR10	Table 4.2	Modify small site ten year housing targets in accordance with table in Appendix B.
PR11	Policy H2A	Delete policy H2A small housing developments and related supporting text in its entirety.
PR12	Policy H9	Delete the policy and supporting text.
PR13	Policy H12	Delete part C of policy H12 and related supporting text.
PR14	Policy H14	Include first sentence of paragraph 4.14.1 within policy H14.
PR15	Paragraph 14.15.3B and 14.15.3C	Amend paragraphs 14.15.3B and 14.15.3C with words to the effect that the policy also applies to specialist older persons' housing which does not provide an element of care.
PR16	Policy H16 reasoned justification	Add text to the effect that: The Mayor should commit to instigating and leading a London-wide accommodation assessment for gypsies and travellers and to supporting the Boroughs in finding ways to make provision for this group. Progress in this respect should be demonstrated at the time of the next review of the Plan.

London Plan Examination in Public Panel Report Appendix: Panel Recommendations October 2019

PR17	Policy H16B	Delete part B of policy H16.
PR18	Policy H17 and reasoned justification	Delete part A3 of policy H17 and related supporting text. Modify paragraph 4.17.3 with words to the effect that boroughs should encourage nomination agreements.
PR19	Policy D1BD	Delete part D of policy D1B.
PR20	Paragraph 3.4.5	Modify as follows: "Single aspect dwellings that are north facing, contain three or more bedrooms or are exposed to noise levels above which significant adverse effects on health and quality of life occur should not be avoided permitted."
PR21	Paragraph 3.2.12	Delete part of paragraph 3.2.12 as below: Securing the design team's ongoing involvement can be achieved in a number of ways, such as through a condition on a planning permission, or as a design reviewer, or through an architect retention clause in a legal agreement.
PR22	Policy D9	Add text as follows: "Boroughs should establish policies in their development plans to address ..."
PR23	Policy D10	Part A of policy D10 should include words to the effect that policies and any site allocations, where locally justified, should be set out in development plans.
PR24	Policy D12	Part A of D12 should be combined with part B or deleted.
PR25	Policy D12	Modify part F of policy D12 as follows: "Boroughs should refuse <u>not normally permit</u> development proposals ..."
PR26	Policy E2	Modify part A of policy E2 as set out in the Mayor's further suggested change but with the deletion of: " at an appropriate range of rents ".
PR27	Policy E3F and reasoned justification	Delete part F of policy E3. Text should be added to the reasoned justification to the effect that: Planning obligations used to secure affordable workspace should include mechanisms to ensure its timely delivery including as part of mixed use schemes where it may be appropriate to require it in advance of some or all of the residential elements.
PR28	Policy E4A	Modify the first sentence of part A of policy E4 as follows: "... future demands for industrial and related functions should be provided and maintained ..."
PR29	Table 6.2	Before finalising the Plan for publication, the Mayor should give further consideration to, and modify if justified, the categorisations of boroughs in Table 6.2 in order to provide a more positive strategic framework for the provision of industrial capacity.
PR30	Paragraph 6.4.6	Add a sentence at the end of paragraph 6.4.6 to refer to boroughs considering, where necessary, whether the Green Belt in their area needs to be reviewed in order to provide additional industrial capacity in new locations in the context of policy G2.
PR31	Policy E4 – reasoned justification	Add text to the effect that: As part of a future London-wide Green Belt review, consideration will be given to identifying locations for industrial development if evidence of needs at the time indicates that they cannot be met in non-Green Belt locations.
PR32	Policy E7D	Modify first sentence of part D of policy E7 as follows: "Mixed-use or residential development proposals on non-designated industrial sites should <u>only</u> be supported where ..."
PR33	Policy E9D	Modify part D of policy E9 as follows:

		"Where development proposals involving A5 hot food takeaway uses are permitted, these should be conditioned to require boroughs should consider whether the imposition of a planning condition requiring the operator to achieve and operate in compliance with the Healthier Catering Commitment standard <u>would be justified</u> ".
PR34	Policy HC5	Include the first sentence of para 7.5.4 within the policy.
PR35	Policy G2 – reasoned justification	Add text to refer to the Mayor leading a strategic and comprehensive review of the Green Belt in London as part of the next review of the London Plan and to indicate the means by which this is to be undertaken.
PR36	Policy G2	Modify policy G2 as follows: "A The Green Belt should be protected from inappropriate development: 1) development proposals that would harm the Green Belt should be refused <u>except where very special circumstances exist</u> ; 2) <u>subject to national planning policy tests</u> the enhancement of the Green Belt to provide appropriate multi-functional beneficial uses for Londoners should be supported. B <u>Exceptional circumstances are required to justify either the extension or de-designation of the Green Belt through the preparation or review of a local plan. The extension of the Green Belt will be supported, where appropriate. Its de-designation will not be supported.</u> "
PR37	Policy G3	Delete part A(1) of policy G3: Development proposals that would harm MOL should be refused.
PR38	Policy G3	Modify part C of policy G3 as follows: "MOL boundaries should only be changed in exceptional circumstances when this is fully evidenced and justified, ensuring that the quantum of MOL is not reduced, and that the overall value of the land designated as MOL is improved, by reference to each of the criteria in Part B. "
PR39	Policy G5	Modify part B of policy G5 as follows: "In the interim, the Mayor recommends a target score of 0.4 for developments that are predominantly residential, and a target score of 0.3 for predominantly <u>office commercial</u> development."
PR40	Paragraph 8.5.3AB	Delete second, third and fourth sentences of paragraph 8.5.3AB in their entirety.
PR41	Policy G6	Modify part C(3) of policy G6 as follows: " ... deliver off-site compensation based on the principle of biodiversity net gain <u>of equivalent or better biodiversity value where possible.</u> "
PR42	Policy SI1	Modify part A(2)(d) of policy SI1 as follows: "Development proposals in Air Quality Focus Areas or that are likely to be used by large numbers of people particularly vulnerable to poor air quality, such as children or older people, should which do not demonstrate that design measures have been used to minimise exposure should be refused. "
PR43	Policy SI8	In future iterations of the Plan full consideration should be given to apportioning waste needs to Mayoral Development Corporations.
PR44	Policy SI11	Delete policy SI11 and the reasoned justification in their entirety and make any consequential changes to other parts of the Plan.
PR45	Policy SI13	Modify part C of policy SI13 as follows: "Development proposals for impermeable surfacing should normally be refused resisted unless they can be shown to be unavoidable, including on small surfaces such as front gardens and driveways."
PR46	SI14 reasoned justification	Delete paragraph 9.14.8 and add a sentence to paragraph 8.3.2 to the effect that: In considering whether there are exceptional circumstances to change MOL boundaries alongside the Thames and other waterways, boroughs should have regard to policies SI14 to SI17 and the need for certain types of development to help maximise the multifunctional benefits of waterways including their role in transporting passengers and freight.

PR47	Table 10.1 and reasoned justification	Add to Table 10.1 (Indicative list of transport schemes): "Northwest Runway at Heathrow Airport". Add an additional paragraph to the reasoned justification to briefly describe the proposed expansion scheme at Heathrow Airport as set out in the <i>Airports National Policy Statement: new runway capacity and infrastructure at airports in the South East of England (June 2018)</i> ("ANPS") and to explain that the ANPS will be the primary basis for making decisions on any development consent applications for that scheme.
PR48	Policy T3	Modify the last sentence of part C of policy T3 as follows: " ... should be refused will not normally be permitted ".
PR49	Policy T4	Modify the last sentence of part B of policy T4 as follows: " ... will be required, having regard to in accordance with relevant Transport for London guidance".
PR50	Policy T5 and Table 10.2	Modify Table 10.2 so that it includes the following minimum cycle parking standards: • Specialist older persons accommodation: 1 space per 10 bedrooms. • Purpose built student accommodation: 0.75 spaces per bedroom.
PR51	Policy T6 and/or reasoned justification	Modify to make clear that part I of policy T6 does not apply to the redevelopment of industrial sites.
PR52	Policy T7 and paragraph 10.7.1	Add an additional sentence at the start of part A of policy T7 as follows: " Development plans and development proposals should facilitate sustainable freight movement by rail, waterways and road ". Amend the second sentence of paragraph 10.7.1 as follows: "... sustainable freight movement by rail, river <u>waterways</u> and road ..."
PR53	Policy T8 and reasoned justification	Delete policy T8 and paragraphs 10.8.1 to 10.8.12 inclusive in their entirety.
PR54	Policy DF1 and reasoned justification	Modify the last sentence of part A of policy DF1 as follows: " Where relevant policies in the local development plan document are up to date , it is expected that viability testing should normally only be undertaken on a site-specific basis where there are clear circumstances creating barriers to delivery." Modify part B of policy DF1 as follows: " Where relevant policies in the local development plan document are up to date , if an applicant wishes to make the case that viability should be considered ..." Modify the reasoned justification to policy DF1 to make it clear that the Plan has been subject to a viability assessment that is proportionate to a spatial development strategy; to clarify that more detailed assessments will need to be undertaken to inform local plans; and to explain that the requirements in policy DF1 relating to site specific assessments apply where relevant policies in local development plan documents are up to date.
PR55	Glossary	Delete the definition of "sustainable development".