

Public Examination of Lewisham Core Strategy Development Plan Document

**London Borough of Lewisham Statement on Matter 1
Strategic sites**

Question: Whether the plan’s spatial strategy is sound, having regard to:

- (a) The dependency on 5 strategic sites to deliver the majority of the housing proposed;**
- (b) The infrastructure required to facilitate the development of those sites;**
- (c) The options available if those sites do not achieve their potential.**

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- **The dependency on five strategic sites to deliver the majority of the housing proposed**

Context

1.1 The Core Strategy (**CSD1.1**, Section 6) designates Regeneration and Growth Areas focussed on the Lewisham Town Centre, Catford Town Centre, and Deptford and New Cross/New Cross Gate. These areas are expected to be the location for the majority of the borough’s new housing, retail and employment uses. The Core Strategy allocates five strategic sites (**CSD1.1**, Section 8) within the Regeneration and Growth Areas that will play a central role in place making. This conforms with national and regional guidance. Specifically, the London Plan (**CSD4.1**, Policy 5D2, paragraphs 5.111, 5.112) sets out two Opportunity Areas within Lewisham as suitable for intensification and regeneration where developments will be expected to maximise residential and non-residential densities and to contain mixed uses. The Lewisham-Catford-New Cross Opportunity Area sets a minimum homes target of 6,000 and the Deptford Creek/Greenwich Riverside a minimum target of 8,000 homes. The latter area includes part of the London Borough of Greenwich which will deliver a proportion of those homes. Convoys Wharf, one of the five strategic sites allocated in the Core Strategy, is specifically mentioned in the delivery of this London Plan Opportunity Area.

Housing dependency on strategic sites

1.2 The Core Strategy expects the following maximum housing delivery from the five strategic sites:

Convoys Wharf	3,500
Surrey Canal Triangle	2,500
Oxestalls Road	1,150
Plough Way	1,500
Lewisham Gateway	800
Total	9, 450

- 1.3 The Core Strategy (**CSD1.1**, paragraphs 9.25 to 9.27) sets out projected housing delivery for the period 2009/10 to 2025/26 of 18,165 against a London Plan target of 15,600. On the basis of this projection the strategic sites are expected to deliver 52% of the borough’s total housing provision.
- 1.4 The Council recognises the dependence on these sites and in accordance with PPS12 (**CSD5.7**, paragraph 4.6) they are designated as strategic sites specifically because they are central to the Core Strategy’s delivery. They are substantial areas with the potential to transform the local environment and deliver the Core Strategy’s objectives. As the Core Strategy sets out to deliver 18,165 new homes and the strategic sites account for a maximum of 9,450 there are 8,715 homes to be delivered elsewhere in the borough. This means that approximately 55% of the London Plan housing target does not depend upon the delivery of the strategic sites.

Delivering the residential

- 1.5 The Council is committed to the comprehensive delivery of all aspects of the Core Strategy (**CSD1.1**, paragraph 9.4) and recognises that in order to secure delivery it will be necessary to put in place a number of processes and structures. The Council has a dedicated team working on the delivery of the strategic sites from pre-application advice and negotiations to post-submission assessment and appraisal. In addition the Core Strategy sets out that the Council will use Compulsory Purchase Order (CPO) powers to assist implementation if required. The key delivery issues and the Council’s response are outlined below.

Issue	Council response
Create the conditions required to stimulate investor confidence	The Core Strategy sets out a clear strategy and policies to prospective developers for borough regeneration
Work with and encourage developers and landowners to bring forward land and buildings for re/development	The Council has a dedicated team working on the strategic sites with specialist financial, legal, environmental and planning input
Engage with other public sector stakeholders and the voluntary sector responsible for the delivery of different aspects of the Core Strategy	The Council has been working with other agencies to identify how individual and cumulative impacts of the strategic sites will be controlled and mitigated
Promote and encourage the delivery of design excellence and innovation to provide the highest design quality	The Council employs urban design specialists and has a Design Panel that reviews major schemes. Special panels are set up for Convoys, Surrey Canal Triangle and Lewisham Gateway
Secure necessary transport improvements, accommodate new public transport infrastructure, enhance the public realm and improve walking and cycling conditions	The Council has prepared a Planning Obligations SPD (CSD3.49) to identify the potential scale and nature of impacts and corresponding mitigation to be secured from development. The Infrastructure Delivery Plan (IDP) (CSD3.17) identifies a range of committed, planned and emerging projects

Issue	Council response
Put in place measures to oversee the management and co-ordination of infrastructure delivery within the borough	The IDP (CSD3.17) identifies infrastructure needs and costs to, amongst other things, inform negotiations on individual applications and guide delivery

- 1.6 In the case of the five strategic sites:
- they are available or are being actively assembled by the applicant / developer
 - there is evidence of genuine market interest in redevelopment of the sites
 - the Council has been in active discussion with land owners / applicants regarding the form and content of proposals and
 - a proactive delivery strategy is being prepared for each site.
- 1.7 **Convoys Wharf (CSD1.1, Policy SSA2)** is 16.6 hectares and is the largest redevelopment site in the borough. The site has been largely vacant since December 1999. Discussions regarding comprehensive redevelopment commenced in 2000 and pre-date the Core Strategy. In October 2002 an outline planning application was submitted and in May 2005 the Council resolved to grant planning permission subject to referral to the Mayor of London. The application was then held in abeyance whilst a review of wharf operations was undertaken. Following extensive discussions with the Greater London Authority an in-principle agreement has been reached regarding its reconfigured size and location. Amended proposals were submitted to the Council in July 2010 and include proposals for up to 3,514 dwellings. In the light of this progress it is considered that, subject to grant of planning permission, a realistic timetable for delivery of the development would be a construction programme starting late 2011 with completion in 2025.
- 1.8 **Surrey Canal Triangle (CSD1.1, Policy SSA3)** has been the subject of considerable pre-application work on the proposed development of the site with the principal private landowner (the Council also has a significant freehold interest in the site). This has involved various neighbourhood consultation events with business interests and residents. A planning application is expected to be lodged with the Council in early 2011 for up to 2,500 dwellings.
- 1.9 A planning application for **Oxestalls Road (CSD1.1, Policy SSA4)** was submitted in December 2009, including provision for 905 dwellings. An interim report was presented to the Council's Strategic Planning Committee in July 2010. The Committee supported the principal elements of the proposed development and agreed the recommendation that Officers progress negotiations with the applicant to ensure the comprehensive development of the site. This includes consideration of mechanisms to secure control of the entirety of the site by the applicant and, as appropriate, further assessment of the financial appraisal of the scheme. The applicant has been in negotiations with a development partner and the Council is in advanced discussions regarding the delivery of the scheme. In light of this progress, subject to grant of planning permission, it is anticipated that following site preparation works Phase 1 of the development would commence in early/mid 2012 with a seven to eight year construction programme with completion in mid/late 2019.

- 1.10 **Plough Way (CSD1.1, Policy SSA5)** comprises two principal sites/land ownerships consisting of Marine Wharf West (owned by Berkley Homes) who propose 532 dwellings and Cannon Wharf (owned by London Business Centres) who propose 665 dwellings. The Core Strategy requires a comprehensive redevelopment of the site, however, separate applications have been submitted based on current land ownership. As well as working with the applicants on the form and content of each application, the Council has been working closely with the land owners and their agents to deliver a jointly agreed, comprehensive development of the strategic site. This has involved the preparation of a single masterplan for the site.
- 1.11 In November 2010, the Council resolved to grant detailed planning permission for Marine Wharf West and the application will be referred to the Greater London Authority (GLA) in January 2011. Negotiations on the drafting of a Section 106 Agreement are underway and the applicant has indicated that following grant of planning permission, development would commence in mid 2011. The applicant has indicated a five year build out of the scheme.
- 1.12 A detailed planning application for Cannon Wharf was submitted in March 2008 but stalled due to issues regarding scheme content and delivery of a comprehensive development of the site. Amended proposals have been submitted to the Council and it is anticipated that the application will be reported to the Council's Planning Committee in mid 2011. Discussions regarding delivery between the Council, land owner and their development partner are progressing in parallel and, subject to grant of planning permission, construction is expected to commence in late 2011. The applicant has indicated a five to six year build out of the scheme.
- 1.13 **Lewisham Gateway (CSD1.1, Policy SSA6)** is a joint venture project between Lewisham Gateway Developments Limited (Muse Developments and Taylor Wimpey) and the London Development Agency (LDA) of land formerly owned principally by London Buses and the London Borough of Lewisham. Following the compulsory purchase of other land within the development site, the site is now controlled by the LDA and will be developed under a development agreement between the relevant parties. The construction programme submitted with the planning application anticipates development over a six year period. Outline planning permission was granted, along with a full planning permission for matters including the road layout, site access and egress and river works. A Section 106 Agreement was signed in May 2009 for a mixed use development of the site including approximately 800 dwellings. Planning permission was granted for 10 years. Discussions regarding the implementation of the scheme are currently taking place between the Council and the development partners with the intention of work starting in 2011. In the meantime, buildings on the site have been demolished and the ground temporarily landscaped to enhance the appearance until construction commences.

(b) The infrastructure required to facilitate the development of those sites

- 1.14 In accordance with PPS12 (**CSD 5.7**, paragraph 4.8), the Council has produced an Infrastructure Delivery Plan (IDP) (**CSD3.17**). This was prepared with other public and voluntary delivery agencies under the auspices of the Local Strategic Partnership (LSP). Section 4 of the IDP describes the methodology adopted and provides an account of which agencies have been involved in the process. In December 2010, the Council held its first Major Developers' Forum, which involved private sector partners in the formal discussion on infrastructure. The IDP is managed by the Sustainable Development Partnership, a sub group of the LSP.
- 1.15 In accordance with PPS12 (**CSD5.7**, paragraph 4.11) Section 8 of the IDP considers the specific physical, social and green infrastructure issues that are related to the Regeneration and Growth Areas and the strategic sites. The IDP Infrastructure Schedule (**CSD3.17**, Appendix 3) identifies those projects that are considered 'essential' to the implementation of the strategic sites as well as the broader range of projects across the borough that are committed, planned or emerging. The essential projects are those that must happen if the policy objectives for each strategic site allocation are to be met in full. An amendment is proposed to the Core Strategy (**CSD1.16**, Section 8) so that these projects are now included as part of each strategic site allocation policy. The essential infrastructure projects are discussed below.

Convoys Wharf

- 1.16 The identified essential infrastructure projects (**CSD3.17**, Appendix 3) form an integral part of the submitted planning application, which is discussed in Matter 1.1 and paragraph 1.7 above. The projects are the subject of continuing discussions with the applicant Hutchinson Whampoa, Transport for London (TfL), the GLA, river bus operators and the Council as Local Education Authority.
- 1.17 Although not part of the essential infrastructure required to deliver the scheme, Thames Water are currently consulting on the Thames Tunnel project, including a preferred route, alternative routes and possible sites for shafts in relation to both the preferred and alternative routes. Convoys Wharf was identified as a possible shaft site for the non-preferred route. The Council does not support the use of this site for a shaft in relation to the Thames Tunnel and has responded to the Thames Water consultation accordingly.

Surrey Canal Triangle

- 1.18 Work on Phase 2 of the East London Line Extension (now part of the London Overground network) is due to start in early 2011, with completion expected by the end of 2012. A station at this location (Surrey Canal Road) does not currently form a part of the extension works, although 'passive provision' is being made to assist its subsequent delivery. The Council is investing £3 million of its Local Implementation Plan transport funding to facilitate certain works. If the Department for Transport (DfT) funding of £7 million is not forthcoming, the Council will work with the DfT, TfL, the

applicant Renewal, Millwall Football Club and others to identify alternative funding arrangements including planning obligations.

Oxestalls Road and Plough Way

- 1.19 There are no site-specific essential infrastructure projects for these two sites. However, the IDP (**CSD3.17**, Appendix 3) identifies borough-wide projects that will contribute to the delivery of the Core Strategy as a whole. Where relevant, they have been linked to the strategic sites but this does not mean that the infrastructure is essential for site delivery.
- 1.20 The consultation for the Thames Tunnel shows the Earl Pumping Station, part of the Plough Way strategic site allocation (**CSD1.1**, Policy SSA5), as a preferred site to connect the local combined sewer overflow to the main tunnel. Again, the Council does not support this proposal and considers one of the other nearby alternative shortlisted sites should be used.

Lewisham Gateway

- 1.21 The identified infrastructure projects (**CSD3.17**, Appendix 3) form an integral part of the permitted Lewisham Gateway scheme, which is discussed in Matter 1A and in paragraph 1.13 above. Discussions are continuing with the developers, TfL, the GLA and the Homes and Community Agency (HCA).

Conclusion on infrastructure

- 1.22 The Core Strategy Spatial Policy 2 (Regeneration and Growth Areas) states in part that *'the Council, working with its partners, will secure the necessary infrastructure to support the planned level of growth'*. The IDP seeks to identify approximate project costs, funding sources and if it is committed, planned or emerging. The IDP also identifies responsible agencies and risks/contingencies for all known infrastructure projects. The need for additional school places and GP capacity, in particular, is being addressed in co-operation with LBL Education and NHS Lewisham.
- 1.23 Core Strategy Policy SSA1 (**CSD1.1**, Section 8) includes in part (c) the requirement that a masterplan and delivery strategy be prepared for each strategic site allocation. Alterations proposed by the Council (**CSD1.16**) seek to incorporate the 'essential' infrastructure identified in the IDP into the Strategic Site Allocation policies.
- 1.24 The Council has established an effective governance structure for infrastructure provision and monitoring and the emphasis placed on process means that it is well placed to work with others to manage risk and respond to changing circumstances (**CSD3.17**, Section 9).

(c) The options available if those sites do not achieve their potential

- 1.25 The response to Matters 1A and 1B sets out that the Council has good reason to believe that the five strategic sites will deliver their potential. The Core Strategy states that *'The Council is committed to the comprehensive delivery of all aspects of the Core Strategy'* (**CSD1.1**, paragraph 9.4). It also notes that the Council has been

working with landowners and their agents to assist the process of bringing forward development within the earliest possible period (**CSD1.1**, paragraph 9.20). This particularly applies to the strategic site allocations.

- 1.26 Planning permission has been granted for Lewisham Gateway and a resolution to grant for part of Plough Way. Planning applications have been submitted for Convoys Wharf, the majority of the rest of the Plough Way site and for Oxestalls Road. A planning application for Surrey Canal Triangle site is expected in early 2011.
- 1.27 Core Strategy Policy SSA1 (**CSD1.1**) specifically requires that proposals for the strategic sites are progressed in the context of a site-wide masterplan and supported by a delivery strategy. For each strategic site the Council has (or is in the process of) scoping a site specific delivery strategy to identify how the development will be implemented. This includes resolving any matters that might prevent or impede delivery such as land assembly and preparation, infrastructure requirements, phasing and likely need for planning obligations (including financial contributions) and/or conditions. Where relevant, the delivery strategy will identify the likely need for public sector intervention, by which agency and when. The Council will include appropriate provisions in Section 106 Agreements to ensure affordable housing, employment space and other key deliverables are phased accordingly to ensure provision.
- 1.28 The strategy is sufficiently responsive to adapt to changing circumstances and the Council adapts its approach. For example, it has had discussions with the HCA about part funding the Lewisham Gateway scheme and with TfL and the DfT about funding the Surrey Canal Road Station. The Council has demonstrated that it is prepared to use its own resources to assist delivery, as with Phase 2 of the East London Line and the Surrey Canal Road Station.
- 1.29 There is therefore good prospect of timely delivery. The worst case scenario is that there could be delay in approval and delivery and subsequent re-phasing of schemes. Housing and delivery strategies for each strategic site will be monitored annually in the Council's Annual Monitoring Report and action taken if circumstances change.