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## SCOPE OF PART 1

1. Part 1 sets out a Vision for the future of the Borough and summarises the current issues. The first section sets the context for a Borough-wide development strategy that recognises and takes account of the strategic planning issues and objectives associated with the Council's Regeneration Strategy, particularly major development opportunities in Newham's 'Arc of Opportunity'.
2. The bulk of Part 1 consists of strategic objectives and policies for development. These provide the framework for the more detailed policies and proposals in Part 2 of the UDP. Strategic policies and objectives for Community Safety and Crime Reduction, Community Benefit/Planning Obligations, Quality of Development and Sustainable Development are followed by individual topic sections. Each section sets out relevant aspects of the Department of Transport, Local Government and the Region's 'Regional Planning Guidance for the South East' (RPG9, March 2001) and 'Strategic Guidance for London Planning Authorities' (RPG3, May 1996) and the London Planning Advisory Committee's 'Advice on Strategic Planning Guidance for London' (February 1994). These will eventually be superseded by the Mayor of London's Spatial Development Strategy.
3. It should be noted this Plan is a review of the 1997 Plan. It is intended to carry out a further review of the UDP in due course

## A VISION FOR THE FUTURE

4. The main impetus for change in Newham over the next decade will arise as a result of the unique development opportunities that exist in the 'Arc of Opportunity', complemented by good accessibility to and from the rest of the UK and Europe. Redevelopment of these large and prestigious sites will boost investment confidence in the area. Capital injection of this scale will assist the regeneration of the sites themselves and, through this, the wider Borough. It will also act as a catalyst for the regeneration of East London and therefore the whole of the Thames Gateway. By drawing investment eastwards, such redevelopment will address the present strategic imbalance between West and East London, and make a significant contribution towards reasserting London's status as a World City. The Council's aim is to work towards achieving, by 2010, a Borough that will be a major business location and a place where people will choose to live and stay. The Council's strategy is to strengthen and diversify Newham's economy, create a high quality environment, improve local people's access to jobs and improve the image of the Borough. The objective is to create an environment encouraging a real urban renaissance, a restoration of quality city living that will attract new commercial, educational, cultural and leisure developments of European significance to locate in Newham. This will complement rather than compete with existing development within the City, the West End and Canary Wharf. Newham can fulfil this role because of Stratford's key location and accessibility as an integrated transport interchange and the unique waterfront sites in the Royal Docks District. Urban regeneration in Newham is therefore a matter of national and international significance.
5. The very large sites released by public utilities provide the opportunity to plan for new mixed use and commercial development with matching social and community infrastructure within the context of dramatic environmental enhancement. This will enable regeneration to 'breathe new life' into Newham.
6. Regeneration means investment in jobs and training, in education, in health, in housing, in the environment, in leisure and tourism, in retailing, in transport and in the broad range of social facilities that are needed to create communities that are cohesive and sustainable. The Council's objective is therefore to create a holistic regeneration strategy. In this way the physical development of land will benefit the national and regional economy but will also ensure that the people of the local area are able to actively participate in and benefit from such investment, rather than be marginalised and adversely affected as a result.
7. Major sites within Newham's 'Arc of Opportunity', and particularly those in the Royal Docks District and Stratford boast unique locational and infrastructure advantages, which will turn the Borough into the 'Gateway to Europe'. Prestigious office, business, leisure, and associated commercial development at Stratford will be integrated with the green spaces and waterways of the lower Lea Valley and linked by green chains, and rapidly improving transport connections to the new communities established in Docklands where the Royals Docks District provides a dockside environment - unmatched in Europe - accommodating regional business and leisure facilities serviced by thousands of new homes in an unparalleled new urban setting.

8. An International Passenger Station at Stratford will help to transform the image of the Borough as an investment opportunity and provide a catalyst and focus for development on Stratford Railway Lands. The rail link to Europe will also help regeneration in the Royal Docks District to reach its full potential as an European destination.
9. Sites in Stratford, the lower Lea Valley and London Docklands provide an opportunity for the regeneration of East London to reach a critical mass that will enable the momentum of change to be sustained and bring lasting benefits to the existing and future population.
10. Newham's strategy for the regeneration of the Borough and East London is a vision that is shared by the Government and the London Development Agency, as well as a wide range of private sector partners, local residents, land owners and developers.

## **NEWHAM - CURRENT ISSUES**

11. Newham, created in 1965, is in the heart of East London, and its problems and opportunities to a large extent reflect its position and history.
12. The area now covered by Newham grew from a cluster of small villages as the railways expanded and the docks were excavated. Many obnoxious industries and public utilities settled in the Borough just beyond the controls then operating in what was the County of London. With all this activity came cheap housing for the 'working classes' spreading from West Ham to East Ham until the 1920s, by which time the area, except for the Beckton Marshes, was largely built up. In 1921 the area's population peaked at 444,000.
13. Much of the earliest housing was replaced during the post-war Council reconstruction and redevelopment programmes when over 30,000 new homes were built. The population declined significantly between 1921 and 1981 but has now increased to 236,000 (1999 Mid-Year Estimate, ONS).
14. The decline in the population has been brought about largely by new working practices and structural changes in the economy that caused thousands of jobs in the Borough to disappear. In the docks, containerisation in the 1960s was followed by decline of up-river traffic in the 1970s and closure of the Royals in 1981. A similar pattern has been evident in the other main employing sectors in Newham. Utilities such as gas, water, railway engineering and maintenance, and distribution and manufacturing, have seen massive labour reductions and closures. In Newham, decline in jobs has not been fully cushioned by expansion in new areas, such as the service sector. In 1998, the DETR published an Index of Deprivation, predominantly based on the 1991 Census. The Index identifies Newham as having the second highest level of urban deprivation out of 366 local authority areas in England.
15. The Borough occupies a strategic position in London and the South East a few miles from the City and where the Lea Valley, M11 and Thames Gateway areas of opportunity converge (please refer to Map 1 in the Urban Regeneration Chapter in Part 2). Current and planned programmes for road and rail improvements will be incorporated into an overall integrated transport programme in accordance with developing Government policy, helping to open up the massive development opportunities in Stratford, the lower Lea Valley, the Royal Docks District and Beckton.
16. Map 2 in the Urban Regeneration chapter shows the current and future transport network and identifies Stratford's key position as the main public transport interchange for East London, Docklands and the Thames Gateway. This superlative transport network would access more than 400 hectares (1,000 acres) of development land in the 'Arc of Opportunity' - the biggest urban redevelopment opportunity in Western Europe. Not all of these opportunities will realise their full potential over the Plan period; it may take longer.
17. The collapse in Newham's traditional employment base has left large areas of vacant, derelict and under-utilised land. The owners of this land, which include many of the statutory undertakers - Thames Water Utilities, British Gas and Railtrack - are considering options for disposal.
18. In 1981 central government established the London Docklands Development Corporation (LDDC), an Urban Development Corporation, to bring about the regeneration of an area of predominantly former dock and port operations within a very poor environment. Most of the southern part of the Borough fell within the LDDC's designated area. This role in Newham continued until March 1998, when the Corporation was wound up and responsibility for development control decisions within its former area was returned to the Council. The land owned by the LDDC was at this time passed to English Partnerships (EP), a Government regeneration agency whose remit is to complete the regeneration

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process. The Council is committed to working in partnership with its successor, the London Development Agency (LDA) to ensure that future development meets the Council's wider needs.

19. In an effort to actively create a different and better future for the Borough, the Council adopted an Urban Regeneration Strategy in 1997. Its objective is to establish the overriding importance the Council attaches to achieving sustainable regeneration in Newham. It informs all other Council policies to focus resources on areas of greatest opportunity. It aims to create better co-ordination of public expenditure in support of economic, social and environmental regeneration through a holistic approach to the delivery of its services, including land-use planning.
20. Regeneration is concerned with breaking unfavourable past trends and providing a framework for long term sustainable improvements in living standards. In developing its strategy, Newham is trying to define itself as a viable and attractive business location while serving the needs of its residents and ensuring they have access to the opportunities created.
21. One of the Council's main objectives is to secure the regeneration of the Royal Docks District, maintaining the momentum of recent high profile schemes now committed, and rolling forward the former LDDC strategy with modifications reflecting the progress made and new emphasis in policy, as an evolutionary process. The Council will encourage the development of existing and new high value industry and commerce, establishing a spatial development strategy and defining Priority Development Nodes to focus and maximise regeneration benefits, and to establish the Royals as a recognised functional District within Greater London.
22. It is the coincidence of strategic location, transport infrastructure and major development opportunities that places Newham in a key position to stimulate the regeneration of the East London economy provided the image of the Borough can be improved and aspirations for development raised.
23. In the meantime, many people living in the Borough continue to experience disadvantages typical of inner city life. Unemployment, although decreasing, remains relatively high and many people cannot afford decent housing. Crime and fear of crime reflects the daily experiences of many local people. Women, elders, disabled people and members of ethnic minority communities are hit particularly hard in these respects. Helping to improve community safety and reduce crime is a key task for the Council.
24. The Borough is now home to just under 236,000 people of varying ethnic and cultural backgrounds, providing a rich source of enterprise and achievement in business, sport and the arts. The population has been increasing gradually in recent years particularly with the development of Beckton and the Royals. This trend is expected to continue as further sites in Docklands and elsewhere are developed.
25. The shortfall of housing in terms of numbers, affordability and choice is clearly very important and this requires special efforts to achieve acceptable standards and appropriate solutions for the Borough's unique needs.
26. Newham is a workplace for about 53,000 people (Census of Employment, 1995). About half of Newham's working residents are employed in the Borough and the other half commute to work in other areas, principally the City and West End.
27. Significant changes are expected within the composition of the Borough's economically active population. Between 1991 and 2001 an estimated 5,000 extra women became economically active. The changes anticipated in the composition of the economically active population, combined with relatively high levels of unemployment and commuting, highlight the need for increased employment provision for residents.
28. The Council, in partnership with a wide range of organisations, is developing strategies and initiatives responding to the Government's UK strategy for sustainable development ('A Better Quality of Life', May 1999). An attractive and well maintained environment has a part to play in this, and in helping to retain residents and attract new business investment. Environmental problems such as pollution, dereliction and land contamination are widespread in the industrial areas. Improvements including reclamation and 'greening' the environment in such areas are being given a higher priority, and will complement and reinforce the Council's evolving regeneration frameworks for Priority Development Nodes and Gateway locations.
29. Most of Newham is densely developed and the best possible use must be made of the limited amount of public open space available. New areas of open space are required to meet amenity and leisure demands, along with the improvement of existing resources.

## STRATEGY FOR DEVELOPMENT IN NEWHAM

### STRATEGIC GUIDANCE AND ADVICE

30. Newham has close links with other parts of London and cannot be planned in isolation from the rest of the capital. The Government set up the London Planning Advisory Committee (LPAC) in 1986, to consider London-wide issues and to advise the Government on the preparation of Strategic Guidance for London Planning Authorities ('Strategic Guidance').
31. As a material planning consideration, Strategic Guidance provided the broad planning context for the preparation of UDPs in London and has a similar status to Government Circulars and PPGs, and will also be taken into account at appeals against planning decisions. In February 1994, LPAC published 'Advice on Strategic Planning Guidance for London'. The Secretary of State for the Environment noted the Advice in the preparation of the Government's 'Strategic Guidance for London Planning Authorities' (RPG3) published in May 1996. These will eventually be superseded by the Mayor of London's Spatial Development Strategy.
32. Within the context of the region, UDP policies are also required to be consistent with 'Regional Planning Guidance for the South East' (RPG9) which was published in March 2001, 'The Thames Gateway Planning Framework' (RPG9a) published in 1995, and 'Strategic Planning Guidance for the River Thames' (RPG3b/9b) published in 1997.
33. London-wide and Regional planning policies affecting Newham are summarised in each section that follows.

### NEWHAM COUNCIL'S STRATEGIC PLANNING OBJECTIVES

34. The Unitary Development Plan's Strategic Planning objectives for the Borough are:
  - a) Strategic Development - For Newham, through the delivery of redevelopment throughout the 'Arc of Opportunity', including development of regional significance in the Royal Docks District and Stratford, to become the focus for development in East London. This concentration of redevelopment can act as a catalyst to the regeneration of the south east region and bring increasing economic prosperity to Britain within the European sector - in particular to support London's status as a World City by fostering the Borough's role at the hub of new improved European links;
  - b) Sustainable Development - To promote development which is environmentally and economically sustainable in pattern and form having regard to all relevant environmental legislation and the national and global implications of development proposals (please refer to paragraphs 51-55). In addition, to ensure that development is of a type and scale that does not place unreasonable demands upon the environment, including Newham and its residents, and adjoining boroughs and their residents;
  - c) Environmental Quality - To radically alter the real and perceived environment of the Borough from that of London's back yard to that of 'Gateway to Europe' through removing constraints, concentrating development at Priority Development Nodes and Gateway sites to redevelop damaged or underused land and buildings, maximising the impact of the unique waterscape and historical heritage and promoting the highest quality of urban design, built form and public realm, whilst conserving and enhancing the natural environment wherever possible;
  - d) Investment And Jobs - To facilitate mixed commercial development on major sites that will boost the East London economy through increased inward investment, and the creation of thousands of jobs. An expansion of high value, productive, and sustainable manufacturing industry is particularly welcomed on those sites best suited for such use as well as the growth of the new industrial, commercial and retail sectors;
  - e) Education And Training - To raise skill levels and educational aspirations through investment in schools, training, and further and higher education;
  - f) Existing Firms - To support existing firms and industry where this does not conflict with other policies in this Plan, in order to safeguard and build upon Newham's current industrial base for the benefit of the firms themselves and all those reliant upon them;
  - g) New And Established Communities - To create new residential communities which are integrated with those that already exist; to provide matched social and community infrastructure for both, and thus meet strategic and local housing requirements;
  - h) Access And Communications - To build upon the present communications that link Newham with the region and Europe through support for the proposed River Thames crossings, including a multi-modal crossing at Gallions

- Reach, an additional rail crossing at North Woolwich and a third road crossing at Blackwall/Silvertown, a Combined International and Domestic Station at Stratford on the Channel Tunnel Rail Link; CrossRail; and the extension of the Docklands Light Railway to London City Airport (and further improvements which are still under consideration), whilst also improving access within the Borough and particularly between the Royal Docks District and the rest of the Borough. The use of public transport including waterborne transport for passengers and the use of waterways for freight will be encouraged;
- i) Leisure And Tourism - To maximise the potential of the Royal Docks District, the River Thames, Stratford and the lower Lea Valley as leisure facilities in themselves and as attractive locations for new facilities, and of the Borough, as an additional focus for tourism in East London. The Council welcomes new museums, cinemas, theatres, arts centres and water-based recreational facilities, as well as substantial areas of new open space;
  - j) Community Benefits - To develop mechanisms that will channel benefits relating to the major developments in the Royal Docks District, Stratford, and the remainder of the Borough, to enhance the quality of life of existing and future residents; and
  - k) Work, Rest And Stay - To create a Borough that residents, businesses and employees can be proud of; a Borough that offers a range of house types that suit all needs; where education and training provision serves to heighten aspirations; where jobs are available to meet all skills and sectors; where additional services and facilities exist in order that people choose to stay in Newham rather than moving on; and where practical access to new developments is provided to all sections of the community so that people feel they have a stake in the future of the area.
35. The main thrust of Newham Council's land-use planning policies is to grasp the enormous development opportunities as they arise or can be generated, by securing development that meets the Borough's needs and by exercising careful control over the adaptation of existing land and buildings. At the same time, the UDP will help to channel the benefits of new development towards alleviating the deprivation that has resulted from the Borough's history and geographical position.
36. The main areas for providing development that can relieve some of the Borough's problems occur within the Arc of Opportunity – in Stratford, the Lea Valley and the Royal Docks District. These, along with the main shopping centres, are expected to be the focus for activity and change during the Plan period. The policies and proposals in the UDP are intended to shape and direct development and the powers of the local planning authority will be reinforced through the use of planning agreements where appropriate.
37. The rest of Part 1 sets out the key policies that provide the context and framework for the more detailed Part 2 of the UDP.

## **STRATEGIC POLICIES**

### **EQUAL OPPORTUNITIES**

38. The Town and Country Planning (Development Plan) Regulations 1999 require planning authorities to have regard to social considerations in preparing Part 1 of a UDP. PPG12 'Development Plans and Regional Guidance' (paragraph 5.48) states that in preparing detailed plans (i.e. Part 2 of the UDP) authorities will wish to consider the relationship of planning policies and proposals to social needs and problems including their impact on different groups within the population.
39. The Council recognises that certain groups may be disadvantaged on the grounds of race, religion, gender, marital status, disability, HIV antibody status, age and sexual orientation. The Council's overall aim is to ensure equality of opportunity for all people, in service provision, in employment and in all aspects of Borough life, and to oppose strongly any form of discrimination. In the exercise of its planning functions the Council will seek to ensure that a full range of development opportunities are available and accessible to all members of the community, including people with cultural, racial, social, economic or physical disadvantages.
40. Planning policies can have some influence in overcoming disadvantages that some people face, for example through providing access for disabled people, or identifying premises for ethnic minority religious organisations. These policies are included in Part 2 of the UDP.

## **COMMUNITY SAFETY AND CRIME REDUCTION**

41. Newham Council works with the Metropolitan Police, local organisations and local people to make the Borough a safer place in which to live and work. The Council aims to reduce crime and fear of crime and to ensure the particular safety and policing needs of all sections of Newham's community are adequately addressed. Community safety is a major issue for many women and other disadvantaged groups.
42. Planning policies can have a major impact upon people's safety and the incidence of certain criminal offences. Crime prevention is one of the social considerations to which, in accordance with the Town and Country (Development Plan) Regulations 1999, regard must be given to in development plans. (Please also refer to PPG1, PPG12 and Circular 5/94 - 'Planning Out Crime')

**POLICY S1:** WHERE APPROPRIATE, DEVELOPMENT PROPOSALS WILL BE ASSESSED IN TERMS OF HOW THEY CONTRIBUTE TO THE IMPROVEMENT OF COMMUNITY SAFETY AND THE PREVENTION OF CRIME.

## **COMMUNITY BENEFIT/PLANNING OBLIGATIONS**

43. Newham Council wants to facilitate sustainable development that will result in the best use of land and a properly planned environment. The Council believes very strongly in promoting equality of opportunity for those living and working in the Borough and using the powers, resources and influence at its disposal to secure improvements to the quality of life for all members of the community.
44. As a local planning authority the Council has a responsibility to ensure that development land - a rich resource for the Borough - is used in a generally efficient and equitable manner, that it specifically addresses the needs of local communities, and that development is properly planned and makes proper provision for the service requirements it generates. This includes encouraging the development of existing and new industry and commerce, creating an attractive environment, and ensuring that housing and social facilities are available to encourage people to live and work in the area. This is a key part of the Council's vision for regenerating the Borough through attracting high quality development that will make Newham more attractive as a place to live, work and stay. The Council will discharge this responsibility by entering into planning obligations with developers. The Council will negotiate the provision of community benefits through planning obligations in order to enhance the quality of development and enable proposals to go ahead which might otherwise be refused. (DoE Circular 1/97 'Planning Obligations')
45. The Council's community benefit objectives are as follows:
  - a) the provision of affordable housing or where appropriate a commuted sum to meet local needs;
  - b) access to jobs through the employment of local people in new development, and through education and training provision to supply the necessary skills;
  - c) the provision of child care facilities such as workplace nurseries, crèches, before and after school schemes and play areas;
  - d) the provision of community facilities such as local health centres, community halls and meeting places, places of worship, leisure, arts, culture and entertainment facilities, public open space, provision of public open space/playing fields in large commercial schemes, sport and recreational facilities, wildlife resources, children's play areas, links in Green Chains, and public toilets to meet local needs, where development creates an opportunity cost in terms of provision of the above or where necessary to sustain a mixed use environment;
  - e) environmental improvements such as street trees, waterway enhancement, new footways, signage and public art;
  - f) extension and improvement of the public transport system to serve development;
  - g) improvements to the public highway paying particular attention to the provision of facilities for cyclists and pedestrians, such as controlled crossings, safe surfacing and lighting;
  - h) supporting and developing integrated transport policies and networks to provide effective, sustainable connections between local communities throughout the Borough, and appropriate provision of adequate off-street car parking facilities in town centres;
  - i) extension and improvement of educational facilities to meet the demand generated by new development;
  - j) conservation of buildings and/or places of historic, architectural, ecological and nature conservation significance;

- k) facilities for recycling products used or traded by occupants of the development or people attracted to the development;
  - l) the provision of small workplaces let on a rental basis with shared facilities;
  - m) supporting the upgrading of poorer quality accommodation for employment related activity for which there would otherwise be no effective demand; and
  - n) securing the satisfactory treatment of contaminated sites, the removal of derelict buildings and the beneficial use of vacant land.
46. The extent to which any individual scheme will contribute to achieving community benefit objectives will depend on the merits of the proposal, and the size, type and value of the development. The Council does not expect all proposals to address these objectives and will only seek planning obligations to secure community benefits where they are relevant to planning, directly related to the proposed development and necessary to make development proposals acceptable in land use planning terms. The nature of the planning obligation will be related in scale and kind to the proposed development. (Please refer to the tests of reasonableness set out in Circular 1/97, 'Planning Obligations' paragraphs B7 to B15)

**POLICY S2:** THE LOCAL PLANNING AUTHORITY WILL SEEK TO SECURE, THROUGH PLANNING OBLIGATIONS, COMMUNITY BENEFITS IN ACCORDANCE WITH THE OBJECTIVES LISTED IN PARAGRAPH 45 ABOVE FROM NEW DEVELOPMENT. IN CERTAIN CIRCUMSTANCES SUCH OBLIGATIONS WILL BE JUDGED NECESSARY TO THE GRANTING OF PLANNING PERMISSION WHERE:

- A) THEY ARE RELEVANT TO PLANNING AND TO THE DEVELOPMENT TO BE PERMITTED;
- B) THE NEED FOR THE BENEFIT ARISES DIRECTLY FROM THE DEVELOPMENT CONCERNED;
- C) THE BENEFITS SOUGHT ARE REASONABLY RELATED IN SCALE AND KIND TO THE PROPOSED DEVELOPMENT.

## QUALITY OF DEVELOPMENT

47. It was recognised by LPAC (now incorporated within the Greater London Authority (GLA)), and the Government that the full potential of Thames Gateway will not be realised without a new approach to greater care for the environment. This means making more of the wealth of environmental assets in Thames Gateway, including its human-made and natural heritage, and, critically, breaking out of the self-reinforcing cycle of environmental blight, which has affected parts of the area. This is the new environmental standard to be applied to Thames Gateway and is identified in The Thames Gateway Planning Framework (RPG 9a). Regional Planning Guidance for the South East (RPG9) also refers specifically to the need to encourage high quality development at locations where it can be served by public transport to the benefit of those living in London and commuters.
48. The Council adopted its Urban Regeneration Strategy in 1997, thereby setting in place ambitious plans for the future of the Borough. Regeneration is seen as the key to unlocking Newham's potential as an attractive place to live and work within London. The Council is committed to breaking the environmental blight cycle and working with land owners, developers, and others to improve the environment to raise aspirations and achieve the highest quality of development, especially if the Council is to achieve its objective of creating a Borough that will be a major business location and a place where people will choose to live and stay. The Council will expect all development proposals to be of the highest quality but especially those within Major Opportunity Zones (MOZs), town centres and residential areas. Great emphasis will be placed upon the quality of urban design and landscaping strategies. The context of buildings will be as important as the building design. Where appropriate, public squares and public open spaces will be required to function as focal points punctuating and connecting the urban fabric to produce a complete and integrated public realm. The quality and use of materials and detailing in buildings and their associated landscaping will be expected to reinforce the overall theme of quality throughout development proposals.
49. The Council is currently drafting its Supplementary Planning Guidance on design standards to reflect the increasing emphasis on this issue at local and national level.

**POLICY S3: THE LOCAL COUNCIL WILL ASSESS ALL DEVELOPMENT PROPOSALS IN TERMS OF HOW THEY SERVE TO RAISE THE PROFILE OF THE BOROUGH IN A POSITIVE WAY BY CONTRIBUTING TOWARDS THE COUNCIL'S REGENERATION AND QUALITY DESIGN OBJECTIVES OF:**

- A) CREATING ATTRACTIVE ENVIRONMENTS AND CREATING URBAN CHARACTER THROUGH LAYOUT, FORM, GRAIN AND ACCESS;
  - B) CREATING ATTRACTIVE LANDSCAPING SETTINGS, INCLUDING THE USE OF CONSISTENT DESIGN THEMES IN ADJOINING PUBLIC AND PRIVATE OPEN SPACES TO ENSURE CONTINUITY AND ENCLOSURE, AND ADDRESSING WATER FEATURES, WHEN THEY ARE PRESENT;
  - C) WELL DESIGNED BUILDINGS BY VIRTUE OF MASSING, BULK, HEIGHT, ORIENTATION, MATERIALS, DETAILING AND COLOUR; AND
  - D) CONTRIBUTING TO THE IDENTIFICATION OF A SENSE OF PLACE COMMENSURATE WITH THE PLAN'S STRATEGIC OBJECTIVES (PLEASE ALSO REFER TO POLICY S5).
50. Within the Major Opportunity Zones these objectives will be addressed through, inter alia, production of Urban Framework Plans.

## SUSTAINABLE DEVELOPMENT

51. The concept of sustainable development has become prominent as a result of the work of the World Commission on Environment and Development chaired by Gro Harlem Brundtland. The report of the Commission sets out the now famous definition of sustainable development as: 'Development which meets present needs without compromising the ability of future generations to achieve their own needs and aspirations'. This definition was adopted by LPAC in its 1994 'Advice on Strategic Planning Guidance for London'. This definition is based on the concept that economic and social development cannot take place if the environment is destroyed or irreparably damaged. Sustainable development is thus different from preceding agendas for the environment in that it is explicitly about social and economic as well as environmental goals, and how they are linked. It recognises that there are, and must be, real limits to future human consumption of environmental resources. Sustainable development embraces concern for the real quality of life, not just for income growth. Sustainable development brings together four sets of values - environmental protection and enhancement, providing for the future, quality of life, and equity between present and future generations - to create a

new policy agenda for action which integrates environmental, developmental and socio-economic concerns in a holistic approach.

52. The idea of sustainable development was taken forward at the United Nations Earth Summit Conference held at Rio de Janeiro in June 1992. At this conference the U.K. Government endorsed the Rio Declaration setting out 27 principles of sustainable development. All governments also signed Agenda 21, an action plan specifying what would be needed to achieve sustainable development world-wide in the 21st century. As part of the follow up of the Earth Summit, in 1994 the U.K. Government published 'Sustainable Development: the U.K. Strategy' a response to the commitments made at Rio. It acknowledged that 'sustainability is inevitably a long term process, although it is important to start thinking and acting now'.
53. The Government recognises the key role played by local authorities in delivering environmental policy and encourages greater public involvement in improving the environment and making information available. Agenda 21 calls for each local authority to adopt its own local sustainable development strategy. In Newham's context, the aim of a Local Agenda 21 strategy will be to create in partnership with a wide range of organisations, community groups, and other stakeholders, strategies and initiatives that will deliver real improvements throughout the Borough. Policies building upon the Borough's advantages, creating an attractive environment, and encouraging investment while addressing health, poverty and other quality of life issues, will promote the Borough's long term socio-economic and environmental sustainability. The objective is to create a new economic base, attract international scale development, deliver improved local services and change Newham's image to one that attracts people to live, work and locate their business. In accordance with Government guidance (PPG1) the Council is committed to the delivery of a sustainable planning framework, including the creation of a more sustainable pattern of development in which urban regeneration, integrated transport and the reuse of previously developed land are central themes.
54. As part of this broad based strategy, the Council has carried out a sustainability appraisal of the Unitary Development Plan's policies (November 2000), to provide an assessment of how they contribute to achieving identified sustainable development objectives. This is sanctioned in Government guidance contained within PPG12, which encourages planning authorities to promote sustainable development, and in particular its environmental components, through the planning system in general and development plans in particular. This appraisal will form the basis of a future full review of the UDP's policies and proposals.
55. While recognising that the process of moving the Borough on to a sustainable development path is a long term, evolving one, there is recognition by the Council that land use and transport planning in particular, if properly co-ordinated, can make a real contribution to supporting the Government's international commitments. These include:
  - a) reusing and recycling previously developed urban land for new uses;
  - b) influencing the form and efficiency of new development;
  - c) reducing the amount of travel and encouraging energy efficient transport;
  - d) improving existing environmental quality;
  - e) minimising the production of waste and pollution;
  - f) conserving and reducing the use of non-renewable natural resources;
  - g) encouraging the use of renewable resources; and
  - h) optimising the use of the stock of existing buildings.

As a first step towards promoting sustainable development at a local level through the planning system, the Council has begun the process of integrating these broad concerns and objectives within the Plan. These objectives have been strongly influential in the formulation of land use policies, and inform the broad range of activities carried out by the local planning authority. Sustainability is also concerned with equity between present and future Londoners, especially the imbalance in wealth, opportunity, concentrations of deprivation and poor environment which exist between Inner and East London and the West, and this concern is reflected through the Plan.

**POLICY S4: DEVELOPMENT PROPOSALS WILL BE ASSESSED IN TERMS OF HOW THEY ARE COMPATIBLE WITH THE AIMS OF SUSTAINABLE DEVELOPMENT.**

## **PRIORITY DEVELOPMENT NODES**

56. The Council has identified Priority Development Nodes at locations within which early regeneration gains and environmental improvements will be sought. They are located within the existing urban fabric or identified MOZs or may include both an MOZ and an adjacent town centre. The locations identified (Please refer to Map 5 in the Urban Regeneration Chapter) are as follows:
- a) Stratford Railway Lands - A11 - Stratford Town Centre
  - b) West Ham Station
  - c) Canning Town
  - d) West Silvertown City District
  - e) Royal Albert Dock Basin
  - f) Beckton Gateway
57. The Council will promote these locations, where possible guiding investment and development to concentrate and maximize regeneration benefits, improving the environment with the objective of creating the critical mass necessary to attract and sustain local economies and communities. These locations are either highly accessible through public transport connections (existing or planned) or are located on primary routes entering the Borough. The Council therefore considers that these locations will have a vital role in improving Newham's image and identity as a business location within the wider London area, highlighting the Borough's accessibility to the City, Westminster, UK Regions and Europe.
58. Each location presents significant opportunities for new investment, utilising underused, obsolete and vacant buildings or brownfield sites. High quality development that promotes social, economic and physical linkages and improvements to existing communities will be encouraged, reflecting the Council's commitment to the creation of a more sustainable pattern of development.

**POLICY S5:** SUBJECT TO THE OTHER PROVISIONS OF THE PLAN, THE COUNCIL WILL PROMOTE AND ENCOURAGE MIXED DEVELOPMENT AND ENVIRONMENTAL IMPROVEMENTS WITHIN THE DEFINED PRIORITY DEVELOPMENT NODES, CONCENTRATING DEVELOPMENT, MAXIMISING SUSTAINABLE TRANSPORT OPTIONS, AND ESTABLISHING A NEW BUSINESS IDENTITY FOR THE BOROUGH.

## **MIXED USE DEVELOPMENT**

59. Mixed use development can help maintain or create vitality and diversity and reduce the need for travel. Such developments can therefore be more in harmony with sustainable development concepts than developments of a single use. The Government, seeking the reuse of brownfield sites and a more sustainable pattern of development, are committed to concentrating developments that generate large movements of people (for employment or other reasons) in places well served by public transport, rather than in out-of-centre locations (PPG1). There is also now a general recognition that it may not be appropriate to separate industry and commerce from the residential communities for whom they are a source of employment and services. (PPG4 'Industrial and Commercial Development and Small Firms').
60. Government guidance also supports the provision of housing in town centres, encouraging mixed use in the interests of sustainability (PPG6 and RPG3). It is a characteristic of the existing town centres that many upper floors remain vacant or underused despite originally being constructed for that purpose. Bringing this floorspace back into residential use will enhance the vitality and viability of town centres, enhance the physical character by encouraging maintenance of upper storeys, and contribute to improvements in community safety. The Council is a participant in the Government's 'Living Over the Shop' (LOTS) programme and is committed to returning suitable accommodation to residential use (See UDP Part 2: Policies for Housing).
61. The Council will promote mixed use development in locations where major new development is to be encouraged (Major Opportunity Zones) and particularly in areas that are highly accessible by public transport or are the subject of major public transport investment proposals. PPG12 recognises that some local authorities will wish to set out priorities for the type of economic development they hope to see in their area in consultation with interested parties. Part 2 of the UDP sets out more detailed guidance on mixed uses and priorities for the Borough's Major Opportunity Zones in the context of the need to be complementary to, and properly integrated with, their surrounding areas and public transport connections.

62. Where conditions and planning obligations are deemed necessary by the Council to secure an appropriate mix of uses, or ensure adequate infrastructure, or appropriate design, they will be set out within the Urban Framework Plan prepared for the relevant Major Opportunity Zone.

**POLICY S6:** SUBJECT TO THE OTHER PROVISIONS OF THE PLAN, THE LOCAL PLANNING AUTHORITY WILL ENCOURAGE MIXED USE DEVELOPMENTS, PARTICULARLY IN MAJOR OPPORTUNITY ZONES AND TOWN CENTRES, IN ORDER TO CREATE GREATER DIVERSITY AND VITALITY AND MINIMISE THE NEED TO TRAVEL.

## URBAN REGENERATION

### Regional Planning Guidance for the South East

63. Following work carried out in the 1980s the London and South East Regional Planning Conference (SERPLAN) recognised the economic imbalance between West and East London and identified development of the Thames Gateway area as the major opportunity for reversing this trend. Improvements to infrastructure, the environment and the image of the Gateway area as an investment opportunity are required for this potential to be fully realised.
64. 'Regional Planning Guidance for the South East' (RPG9), published in March 2001, recognises the 'East-West imbalance' in the South East, i.e. that the economy of East London and the rest of the Thames Gateway has not prospered to the same extent as the western part of the region. East London needs a wide range of development to improve levels of personal opportunity for jobs, homes and shopping facilities, for example. Newham has significant needs in this respect and the most potential in terms of accessibility, availability of development sites and a pool of labour.
65. 'Regional Planning Guidance for the South East' identifies the Thames Gateway as representing the major growth opportunity in the region. 'The Thames Gateway Planning Framework' (RPG9a) identifies Stratford and the Royal Docks as the western focus for regeneration/development in the Thames Gateway area.

### Strategic Guidance for London Planning Authorities

66. Guidance requires boroughs to implement the Government's structural framework as the basis for guiding new development growth and regeneration activities as a means to reduce the imbalances in prosperity between East and West London and parts of inner and outer London. Key components of this framework are the central area, major zones of economic activity and development opportunity, town centres and the River Thames.

Guidance requires boroughs to:

- a) work co-operatively with neighbouring authorities and other appropriate bodies to prepare strategic policies for development and regeneration, recognising the opportunities for investment in transport infrastructure and the need for joint action to tackle London's problems;
- b) have regard to local indicators of need and deprivation and consider what policies are required to tackle problems;
- c) define areas where resources need to be concentrated to create a better environment and provide employment opportunities;
- d) consider how transport and land use can be linked to improve accessibility to opportunities for all and to deliver more sustainable patterns of development in regeneration areas;
- e) provide a context in plans for partnership activity and a firm land use basis for regeneration by setting out positive policies and proposals for development; and
- f) encourage mixed use development through policies and proposals by setting criteria for controls on land uses to meet the needs of different areas and by responding flexibly to changes in local circumstances.

### Advice on Strategic Planning Guidance for London

67. The Guidance suggests that a key objective is to harness the resource represented by large areas of vacant and underused land that characterise the Thames Gateway and Lea Valley Corridors. These corridors, which overlap in Newham, are notable as a strategic opportunity to provide more competitive locations for business, capable of attracting new economic sectors and securing development. Emphasis is placed on the need to improve the integration of sites in

the Royal Docks District and Beckton, in terms of access and urban structure, with the urban hinterland to the north. The need to provide enhanced public transport connections to these sites, so that the majority of the travel demand can be met without recourse to private cars, is recognised as a key factor in ensuring the success of development within these locations.

68. This Advice was prepared in full consultation with the London boroughs and endorsed by the Council. Central to this Advice is a fourfold vision for the London of the future. This vision embraces:

- London as a civilised city offering a high quality of environment for all Londoners;
- London as a world city of international trade and business;
- London as a city of opportunity for all; and
- London as a city of stable and secure residential neighbourhoods capable of sustained community development.

69. To achieve this fourfold vision, the former LPAC considered it was vital for the capacity and resources available in East London to be fully realised. This Advice identifies the opportunity to co-ordinate existing Government policy in favour of East London, allowing the creation of a strategic relationship between the growing public transport hub of Stratford and the major developments within the Isle of Dogs, the Greenwich Peninsula, the Royal Docks, the lower Lea Valley and Stratford, which is identified as the East London Development Focus (Please refer to Map 3 in the Urban Regeneration Chapter).

70. Stratford/lower Lea Valley and the Royal Docks/Beckton are identified as 'flagship' growth points within the East London Development Focus. Stratford is also identified as a Strategic Centre for Regeneration.

### **Newham Council's Strategic Planning Objectives for Urban Regeneration**

71. The Council's strategic planning objectives for urban regeneration in Newham are set out below. These overlap with strategic objectives for other topic areas in the UDP, but are reproduced in full for completeness.

72. The Council's objectives for Urban Regeneration are as follows:

- a) to work in partnership with local residents and businesses, the private and voluntary sectors, other local authorities and Government to secure development and inward investment creating a major business location, with a strong and diversified economy that will revitalise the Borough's older urban areas and utilise its large areas of underused and derelict land;
- b) to encourage development meeting the Council's aim of creating a high quality environment for business and residents within the Borough, where people will choose to live and stay and which contributes to the creation and maintenance of a safe, clean and attractive environment;
- c) to encourage all new development to be of a high environmental standard in order to create and promote a positive image for the Borough. Poor quality development will be rejected and greater care of the environment will be required including protection or enhancement of the natural and built environment, and a higher quality of urban design in future developments;
- d) to promote development that is environmentally and economically sustainable in pattern and form, having regard to all relevant environmental legislation and the national and global implications of development proposals, where this is relevant (please refer to paragraphs 51 to 55);
- e) for Newham to become a focus for development in East London that itself acts as a catalyst to the regeneration of the Thames Gateway area and the wider South East Region; and
- g) to capitalise on investment in the infrastructure of East London and develop new regional commercial, educational, leisure and cultural centres for London, based on Stratford's accessibility and the Royal Docks District development sites.

### **STRATEGIC POLICIES FOR URBAN REGENERATION**

73. To promote and facilitate urban regeneration that will help to achieve the objectives set out above, sites of strategic significance in Stratford, the lower Lea Valley, Beckton and Royal Docks District are designated as Major Opportunity Zones. The principles for mixed development set out in site-specific policies will be carried forward in Urban Framework Plans prepared in all cases with the involvement of principal partners, major land owners, occupiers and the local community. Community benefits arising from subsequent development will be harnessed through legal agreements

including obligations under S.106 of the Town and Country Planning Act 1990 or other appropriate mechanisms. This process is explained more fully in the Urban Regeneration Chapter in Part 2 of the Plan, paragraph 2.53.

**POLICY S7:** THE COUNCIL WILL PROMOTE DEVELOPMENT OF STRATEGIC AND REGIONAL SIGNIFICANCE IN THE MAJOR OPPORTUNITY ZONES AND IN STRATFORD AND GREEN STREET TOWN CENTRES, THAT WILL MEET THE COUNCIL'S STRATEGIC DEVELOPMENT AND URBAN REGENERATION OBJECTIVES AND CONTRIBUTE TOWARDS SECURING AND MAINTAINING LONDON'S PLACE AS A WORLD CITY.

**POLICY S8:** WITHIN MAJOR OPPORTUNITY ZONES URBAN FRAMEWORK PLANS WILL BE PREPARED. THESE WILL INDICATE THE PRINCIPLES WHICH WILL GUIDE THE DEVELOPMENT OF THE AREA TO WHICH THEY RELATE AND BE BASED UPON THE DEVELOPMENT PARAMETERS ESTABLISHED IN POLICIES UR2-26 OF THE URBAN REGENERATION CHAPTER. ONCE APPROVED BY THE LOCAL PLANNING AUTHORITY THE URBAN FRAMEWORK PLANS WILL BE ISSUED AS SUPPLEMENTARY PLANNING GUIDANCE.

## ENVIRONMENTAL QUALITY

### Regional Planning Guidance for the South East

74. This refers to the need to improve the quality of life for London and the region, to encourage development patterns which help us to use energy efficiently, reduce pollution, protect the environment, conserve heritage sites and maintain natural beauty and wildlife areas and in particular, to encourage high quality development at locations where it can be served by public transport, to the benefit of those living in London, and commuters.

### Strategic Guidance for London Planning Authorities

75. Guidance requires boroughs to:
- a) set out strategic policies which promote improved urban quality and encourage well designed development that respects and enhances the local character and adds to the quality of the wider environment;
  - b) promote improvements to the visual environment;
  - c) give particular consideration to specific initiatives or proposals for areas which can achieve improvements in environmental quality;
  - d) take a flexible approach towards new or alternative uses particularly in areas where buildings are vacant, underused or where the environment is deteriorating and regeneration is an important objective;
  - e) draw up policies and proposals for the protection and enhancement of Sites of Nature Conservation Importance;
  - f) provide policies for the protection of trees and their inclusion in new development, and identify proposals for woodland planting;
  - g) include policies for the preservation or enhancement of Conservation Areas and archaeological sites, in order to promote the highest quality of urban environment;
  - h) include policies for the reuse of redundant historic buildings and recognise where conservation initiatives can aid urban regeneration and vice versa;
  - i) protect important local views;
  - j) recognise the importance of the River Thames and the special considerations that apply to waterside development; and
  - k) seek to improve and enhance the quality and character of London's waterways.

### Advice on Strategic Planning Guidance for London

76. UDPs should:
- a) include policies and programmes to ensure the restoration of derelict land and, where appropriate, establish Groundwork Trusts;
  - b) identify sites for nature conservation and ecology together with proposals and programmes for securing their protection and management;

- c) include co-ordinated policies for the River Thames and Thameside, the Thames tributaries, canals and other waterways;
- d) include policies to protect and enhance the Borough's archaeological heritage, scheduled ancient monuments and their settings;
- e) set out policies for high buildings and structures; and
- f) minimise the noise, pollution and vibration associated with new development and transportation.

### **Newham Council's Strategic Planning Objectives for Environmental Quality**

77. Through the impact of its own activities and the discharge of statutory planning responsibilities the Council has a significant role to play in balancing pressure for development with the need to safeguard the local and global environments. 'Environment' covers many issues that are physical and these impact on the health and welfare of not only the human population of the Borough, but also its flora and fauna. The Council can help to keep these impacts within sustainable limits. There can be no doubt that local authorities will need to increase environmental awareness as a result of EC regulations, directives and Green Papers, central Government guidance and regulations, and other advice and guidance from environmental pressure groups and the people who live and work in the Borough (Please refer also to paragraphs 51-55 and Policy S4).
78. There are a number of broad environmental objectives the Council will pursue in order to improve the quality of life in the Borough and make Newham a more attractive place to live, work, play in and visit. These include:
- a) conserving the Borough's irreplaceable natural assets and protecting and extending local biodiversity;
  - b) extending the variety, quality and amount of open space so as to increase amenity, nature conservation and recreational resources;
  - c) making better use of the Borough's water assets by improving their environment and accessibility;
  - d) creating a high standard of visual and functional design in all new developments;
  - e) creating a safe and secure environment;
  - f) protecting and improving the Borough's architectural, historical, archaeological and ecological heritage;
  - g) reducing existing environmental nuisances including pollution of all kinds and preventing new nuisances occurring;
  - h) improving the physical fabric of the Borough;
  - i) creating an environment which is accessible to all sections of the community to get to and use; and
  - j) promoting clean, efficient and effective waste management, including waste minimisation and the recycling of materials in new development.

### **STRATEGIC POLICIES FOR ENVIRONMENTAL QUALITY**

79. Good planning can make a major contribution to the fulfilment of these objectives by protecting what is there, making more of the valuable assets the Borough possesses, such as its waterways and its built heritage, and ensuring that new development meets high environmental standards.
80. PPG12 states that Part 1 of the UDP should address conservation of the built environment and energy regeneration issues. Development plans are also asked to take account of other environmental implications of development and include policies and proposals for the protection and improvement of the environment. The development plan process provides an opportunity to look at the alternative forms development can take and to consider local options for conserving and improving the landscape and encouraging opportunities for recreation.

**POLICY S9:** HIGH STANDARDS OF DESIGN THAT ADDRESS FUNCTION AND APPEARANCE WILL BE REQUIRED IN ALL NEW DEVELOPMENT (PLEASE REFER TO POLICY S3). COMMUNITY SAFETY AND ENERGY EFFICIENCY CONSIDERATIONS WILL ALSO BE REQUIRED TO BE ADDRESSED IN THE SITING AND LAYOUT AND ORIENTATION OF NEW DEVELOPMENT.

**POLICY S10:** NEW USES OR IMPROVEMENTS WILL BE SOUGHT FOR NEGLECTED, DERELICT AND VACANT LAND AND BUILDINGS.

**POLICY S11:** THE BOROUGH'S HERITAGE WILL BE PROTECTED AND IMPROVED.

**POLICY S12:** A PROGRAMME OF ENVIRONMENTAL IMPROVEMENTS AND GREENING INITIATIVES ALONG THE BOROUGH'S MAJOR THOROUGHFARES WILL BE IMPLEMENTED IN KEY AREAS TO SUPPORT THE COUNCIL'S REGENERATION OBJECTIVES.

**POLICY S13:** RIVERS AND WATERWAYS WILL BE IMPROVED AND PROMOTED FOR PUBLIC RECREATION, TRANSPORT AND WILDLIFE.

**POLICY S14:** SITES OF NATURE CONSERVATION IMPORTANCE WILL BE PROTECTED AND ENHANCED.

**POLICY S15:** ENVIRONMENTAL HAZARDS AND NUISANCES HAVING A HARMFUL IMPACT ON THE HEALTH AND WELL-BEING OF THE POPULATION WILL BE TACKLED AND REDUCED.

**POLICY S16:** WITHIN THE THAMES POLICY AREA (AS SHOWN ON MAP EQ1 IN THE ENVIRONMENTAL QUALITY CHAPTER) AND OTHER WATERSIDE SETTINGS, PROPOSALS FOR DEVELOPMENT WILL BE EXPECTED TO:

- A) RELATE TO THE WATERWAY IN A POSITIVE WAY AND, WHERE APPROPRIATE, FACILITATE ITS USE FOR TRANSPORT AND RECREATIONAL PURPOSES;
- B) PROVIDE FOCAL POINTS FOR PUBLIC ACCESS TO THE WATERSIDE IN ACCORDANCE WITH AND SUBJECT TO THE EXCEPTIONS IN POLICY EQ2;
- C) ENHANCE THE QUALITY OF THE BUILT ENVIRONMENT THROUGH GOOD DESIGN;
- D) WHERE APPROPRIATE, CONSERVE OR ENHANCE THE NATURAL ENVIRONMENT;
- E) GIVE CONSIDERATION TO A MIXTURE OF USES ON THE LOWER FLOORS OF BUILDINGS FRONTING THE THAMES TO CREATE VITALITY.

PROPOSALS FOR SIGNIFICANT DEVELOPMENT SHOULD BE ACCOMPANIED BY DESIGN STATEMENTS ADDRESSING THESE POINTS.

81. Before submitting an application, developers should consult the local planning authority and where appropriate cross-river planning authorities, the GLA, the Environment Agency, the Port of London Authority, English Heritage, the Royal Fine Art Commission and local community groups.

## **HOUSING**

### **Regional Planning Guidance for the South East**

82. The main objective of this guidance is to provide sufficient houses for the region's people. London is expected to provide 260,000 additional dwellings between 1991 and 2006. Housing provision should take account of age and size of households, affordability and special needs. Planning policies should help to ensure that the needs of all sections of the population are met. Policies for affordable housing provision are considered particularly relevant in the South East.

### **Strategic Guidance for London Planning Authorities**

83. Guidance requires boroughs to:
- a) set out strategic policies for increasing housing provision in their area, having regard to the need to contribute to regional housing provision. Newham is expected to make provision for a minimum of 8,300 additional dwellings between 1992 and 2006;
  - b) demonstrate how they have assessed the demand and potential supply of different types of housing to meet different household sizes;
  - c) identify the contribution housing can make on vacant or underused land, and as part of mixed use schemes;
  - d) assess the scope for conversion of existing buildings in other uses to residential use to meet changing housing needs;
  - e) set out policies and criteria for the conversion of existing dwellings and identify areas suitable for conversions and identify and justify areas unsuitable for conversions;

- f) assess housing needs for the Borough and set out policies for meeting housing need, including the contribution that can be made to affordable housing needs;
- g) indicate the proportion of affordable housing that will be sought on different sites of the Borough without being prescriptive;
- h) define special needs and set out policies for meeting each of these needs;
- i) show what standards will be applied in negotiation with developers to meet the needs of disabled people; and
- j) review residential densities having regard to the economy in the use of land, sustainability and the quality of the urban environment.

### **Advice on Strategic Planning Guidance for London**

84. UDPs should:

- a) promote the addition of dwellings to the existing housing stock through new build, conversions, changes of use and reduction in the number of vacant dwellings;
- b) ensure that households in housing need can obtain access to a significant proportion of this additional stock through the provision of affordable housing;
- c) improve, wherever possible, the quality and condition of existing dwellings, the residential environment and associated community facilities;
- d) sustain and develop stable and secure residential neighbourhoods and communities, and prevent any losses from the existing dwelling stock; and
- e) balance the provision of types of housing to meet both housing needs and the need for increased labour mobility.

### **Newham Council's Strategic Planning Objectives for Housing**

85. The main objectives of the Council's planning policies for housing are to:

- a) provide additional housing units for local housing needs as well as contributing to London-wide needs;
- b) protect existing housing stock, especially larger family housing;
- c) ensure a balance between the size and type of accommodation available and the range of housing needs, including special needs;
- d) increase the range and quality of housing choice in the Borough in order to retain and attract aspiring residents;
- e) maintain housing stock in good repair, improve substandard housing and improve the residential environment;
- f) ensure that all new housing is built to a high standard of design and with the provision of parking and garden space appropriate to the location;
- g) encourage housing in mixed development schemes where appropriate; and
- h) ensure the pace of new build housing development does not outstrip the provision of supporting community infrastructure, such as health centres and schools.

### **STRATEGIC POLICIES FOR HOUSING**

86. PPG12 states that Part 1 of the UDP should include policies on housing, including figures for new housing provision. PPG3 ('Housing') stresses the importance of making full and effective use of urban land for housing (paragraph 15). Planning policies can contribute towards relieving local and regional housing needs by allocating land for new housing development, allowing conversion of larger properties into flats, reuse of redundant commercial properties for housing, requiring access to affordable housing by local people and protecting existing housing from changes of use.
87. PPG3 states that development plan policies for housing should take account of demographic and economic developments in the region, trends in market demand for housing and the requirements of people in special need (paragraph 8). PPG3 stresses the importance of local choice in deciding how to meet the needs for new housing development. Many local people in Newham cannot afford to buy a home, and for the foreseeable future, an increasing

proportion of affordable accommodation will have to be provided through encouraging development by housing associations and through negotiation with private sector developers.

**POLICY S17:** THE COUNCIL WILL AIM TO EXCEED THE TARGET OF 8,300 ADDITIONAL DWELLINGS BETWEEN 1992-2006.

**POLICY S18:** THE COUNCIL WILL NORMALLY RESIST THE LOSS OF RESIDENTIAL ACCOMMODATION.

**POLICY S19:** THE COUNCIL WILL SEEK PROPOSALS THAT WILL EXTEND THE RANGE OF HOUSING CHOICE IN THE BOROUGH IN TERMS OF QUALITY, SIZE AND PRICE.

**POLICY S20:** THE COUNCIL WILL SEEK, THROUGH NEGOTIATION, TO MAKE PROVISION TOWARDS THE BOROUGH'S AFFORDABLE HOUSING NEEDS IN NEW HOUSING SCHEMES.

**POLICY S21:** THE COUNCIL WILL SUPPORT THE PROVISION OF A FULL RANGE OF SPECIAL NEEDS HOUSING AIMED AT MEETING THE BOROUGH'S PARTICULAR NEEDS.

**POLICY S22:** IN ORDER TO ENCOURAGE STABLE AND BALANCED COMMUNITIES THE COUNCIL WILL SEEK, THROUGH NEGOTIATION, A MIX OF FAMILY AND NON-FAMILY HOUSING APPROPRIATE TO THE LOCATION AND CHARACTERISTICS OF THE SITE.

**POLICY S23:** THE COUNCIL WILL SEEK THE IMPROVEMENT AND WHERE APPROPRIATE THE REDEVELOPMENT OF SECTIONS OF THE DWELLING STOCK AS WELL AS IMPROVEMENTS TO THE RESIDENTIAL ENVIRONMENT.

## EMPLOYMENT

### Regional Planning Guidance for the South East

88. The following issues are highlighted:

- a) a key objective is to maintain and develop the South East's economic performance; the planning system must, within the necessary constraints, facilitate new developments for industry and commerce;
- b) new technology and the development of skills and expertise through training and education, particularly the higher education sector, will be important for the region's economy;
- c) the economic competitiveness of the region depends not only on maintaining these services and manufacturing sectors which have been important in the past but also on new activities being accommodated, particularly in the Thames Gateway area; and
- d) planning should take account of London's strengths and make provision for potential growth sectors, particularly those which broaden the economic base, including manufacturing, process and technological industry.

### Strategic Guidance for London Planning Authorities

89. Guidance requires boroughs to:

- a) develop policies to ensure the right conditions are met to encourage business and industry in the Borough;
- b) promote policies to ensure that jobs and homes are accessible to each other thereby enhancing local employment opportunities and reducing the need to travel;
- c) consider the desirability of safeguarding sites for possible specified land uses or mix of uses, in the light of the needs of the industry and business sectors of the local and London-wide economy;
- d) identify land in areas of regeneration or elsewhere in the Borough for retention or allocation for employment-generating uses;
- e) encourage a range of office space to meet different requirements in accessible locations close to public transport facilities;
- f) ensure that the most important employment sites are safeguarded from other uses where this can be clearly justified;

- g) promote positive policies for distribution, warehousing and freight movement, including identifying sites and assisting in making land available; and
- h) identify the opportunities for freight handling and transfer by rail or water and safeguard sites for freight being transported by these modes.

### **Advice on Strategic Planning Guidance for London**

90. UDPs should:

- a) identify opportunities for the accommodation needs of small, medium and large manufacturing firms either starting up, relocating or expanding;
- b) make provision in the short and medium term for large, well-serviced industrial/business/technology parks as growth points for the regeneration of East London, including Temple Mills/Lea Valley and the Royal Docks;
- c) develop policies and programmes for improving the access, parking, environmental quality and opportunities for expansion in those coherent industrial areas which are to be sustained or brought into general industrial manufacturing use;
- d) provide accommodation to meet the effective and potential demands of business uses in the following principal locations, at a scale and rate compatible with the provision of additional infrastructure in:
  - 1) inner East London's office centres, including Stratford which is identified as having growth potential of strategic significance in the medium and longer term;
  - 2) other important town centres to be defined in UDPs; and
  - 3) the East London Development Focus, as in b) above, where the mix of business/industrial use will depend on local circumstances;
- e) encourage partnerships between knowledge based industries and higher education research institutions and encourage associated development in appropriate locations such as business/technology parks;
- f) encourage alternative uses for redundant office property and sites, with the aim of securing a mix of uses; and
- g) encourage distribution activities in environmentally acceptable and highly accessible locations, which are directly linked to the strategic road network.

### **Newham Council's Strategic Planning Objectives for Employment**

91. The Council's policies for the local economy seek to achieve the following objectives:

- a) promotion of the Borough as a European destination for major new investment and business activity;
- b) increasing the number and range of jobs in the Borough;
- c) encouraging the creation of a major business location with a strong and diversified economy;
- d) improving the opportunities for local people to obtain jobs; and
- e) improving the environment of employment areas to create a high quality environment for business that provides the conditions for future growth.

### **STRATEGIC POLICIES FOR EMPLOYMENT**

92. Planning policies can contribute towards economic regeneration and job creation by allocating land for the full range of employment-generating uses, including industrial, business/office, leisure, retail, research and educational institutions, ensuring that building and landscaping standards are high and by pressing transport operators and statutory undertakers, for example, to provide the necessary infrastructure for a prosperous local economy. Planning policies can also protect existing business/office/industrial employment uses from redevelopment. Through the implementation of its policies the Council will seek to improve the opportunities for local people to gain access to employment in new employment-generating development.

93. PPG12 states that all development plans should take account of economic considerations, such as revitalising and broadening the local economy and stimulating employment opportunities. Planning authorities should have regard to the importance of encouraging industrial and commercial development. A flexible approach is required, with a range of sites being made available. There should also be a reasonable expectation of development proceeding. Development plans

should also take account of the supply side of the local economy as well as opportunities for economic growth. Part 1 of the UDP should include policies relating to major industrial, business, retail and other employment-generating and wealth-creating development.

94. Government guidance and advice also stress the requirement for economic growth and a high quality environment to be pursued together (PPG4).

### **Telecommunications**

95. PPG8 ('Telecommunications') states that the provision of telecommunications development is important and emphasises the role of new communications and their contribution to increased employment opportunity.

**POLICY S24:** THE COUNCIL WILL ASSESS ALL EMPLOYMENT PROPOSALS IN TERMS OF HOW THEY CONTRIBUTE TOWARDS THE COUNCIL'S REGENERATION OBJECTIVES OF:

- A) THE DEVELOPMENT OF A STRONG AND DIVERSIFIED ECONOMY; AND
- B) IMPROVING ACCESS TO EMPLOYMENT FOR NEWHAM'S RESIDENTS.

**POLICY S25:** MAJOR INDUSTRIAL AND DISTRIBUTIVE DEVELOPMENT WILL BE ENCOURAGED TO LOCATE IN SUITABLE LOCATIONS IN THE LEA VALLEY, BECKTON AND THAMESIDE AREAS.

**POLICY S26:** MAJOR OFFICE DEVELOPMENTS WILL BE ENCOURAGED TO LOCATE AT SUITABLE LOCATIONS IN STRATFORD AND THE ROYAL DOCKS.

**POLICY S27:** THE COUNCIL WILL RESIST DEVELOPMENT PROPOSALS WHICH SEEK TO CHANGE THE USE OF LAND AND PREMISES AWAY FROM DESIGNATED BUSINESS, INDUSTRIAL AND OTHER EMPLOYMENT-GENERATING USES, UNLESS THERE IS ABSENCE OF DEMONSTRABLE DEMAND FOR SUCH LAND AND PREMISES; AND ENCOURAGE NEW EMPLOYMENT-GENERATING DEVELOPMENT IN SUITABLE LOCATIONS, PROVIDING IT WOULD NOT ADVERSELY AFFECT LOCAL AMENITY.

**POLICY S28:** THE COUNCIL WILL ENCOURAGE DEVELOPMENT, PARTICULARLY IN EXISTING EMPLOYMENT AREAS, THAT CONTRIBUTES TO CREATING EMPLOYMENT PLACES OF QUALITY AND CHARACTER.

**POLICY S29:** THE COUNCIL WILL SUPPORT THE PROVISION OF TELECOMMUNICATIONS DEVELOPMENT, ALTHOUGH ITS VISUAL IMPACT SHOULD BE MINIMISED WHERE THIS IS POSSIBLE.

## **SHOPPING AND TOWN CENTRES**

### **Regional Planning Guidance for the South East**

96. This states that town centres should be the focus for retail development in order to:
- a) enable one trip to serve several purposes;
  - b) ensure shopping is accessible to those without cars; and
  - c) contribute to the economic strength of existing centres. It also refers to the sequential approach for the selection of development sites for retail activity, i.e. priority should be given to town centre locations, before the consideration of edge-of-centre sites and out-of-centre sites.
97. In formulating its shopping policies the Council has had regard to Government guidance contained in both RPG9 and PPG6 'Town Centres and Retail Developments'.

## **Strategic Guidance for London Planning Authorities**

98. Guidance requires boroughs to:

- a) ensure that town centres continue to be the main focus for shopping and other appropriate development, although local planning authorities should adopt a sequential approach to selecting sites for new retail development (as specified in PPG6);
- b) maintain and enhance the network of town centres; and
- c) carry out regular town centre 'health checks' and prepare strategies for management and improvement.

## **Advice on Strategic Planning Guidance for London**

99. UDPs should:

- a) maintain and enhance the existing broad hierarchy and pattern of shopping centres;
- b) promote Stratford, a strategic centre in need of regeneration, as the principal focus for major new retail investment;
- c) permit out-of-town retailing in exceptional circumstances providing this meets certain criteria including accessibility by public transport and would not threaten the vitality and viability of existing centres; and
- d) include a general presumption against any further new regional shopping centres in excess of 50,000 sq. metres.

## **Newham Council's Strategic Planning Objectives for Shopping and Town Centres.**

100. The main objectives of the Council's planning policies for shopping and town centres are:

- a) encouraging an improved range of modern shopping facilities for Newham residents, focused on existing town centres, in line with the sequential test included in PPG6;
- b) regeneration of the Borough's town centres through strengthening of the retail function, diversification of uses, and comprehensive environmental improvement;
- c) encouraging new shopping and other appropriate uses to meet the needs arising from new development;
- d) allowing change from retail use where the demand and need no longer exist;
- e) encouraging shopping development that meets the needs of Newham's population in terms of access for disabled people, and provision of customer facilities such as toilets, baby changing areas, crèches and play areas, and cycle parking;
- f) reducing the need to travel by making maximum use of the potential of town centres as public transport destinations;
- g) providing a safer and more pleasant environment and a wider range of public and community uses during and outside main shopping hours; and
- h) encouraging the evening economy to help to enhance the vitality and viability of the major town centres.

## **STRATEGIC POLICIES FOR SHOPPING AND TOWN CENTRES**

101. Planning policies can contribute towards these objectives by concentrating new retail development in or adjacent to existing shopping centres, supporting environmental improvements to attract traders and shoppers and restricting new retail development outside the centres.

102. The following policies and those in Part 2 of the UDP are consistent with:

- a) the Government's objectives for town centres and retail development as set out in PPG6, which in summary are:
  - i) to sustain and enhance the vitality and viability of town centres;
  - ii) to maintain an efficient, competitive and innovative retail sector in locations which benefit all consumers and maximise the opportunity to use means of transport other than the car; and
  - iii) to ensure the availability of a wide range of shopping opportunities to which people have easy access; and
- b) the aim of encouraging sustainable development in accordance with Agenda 21.

103. The impact of new retail proposals on the vitality and viability of existing town centres as a whole (within the broad definition of vitality and viability given in Figure 1 of PPG6) will be a major consideration in determining such proposals.

**POLICY S30:** THE COUNCIL WILL ENCOURAGE NEW RETAIL DEVELOPMENT WHICH DOES NOT ADVERSELY AFFECT THE VITALITY AND VIABILITY OF ANY TOWN CENTRE.

**POLICY S31:** THE COUNCIL WILL IMPLEMENT STRATEGIES FOR THE REGENERATION OF STRATFORD, EAST HAM AND GREEN STREET, CANNING TOWN AND FOREST GATE SHOPPING CENTRES, INCLUDING THE EXPANSION OF STRATFORD TOWN CENTRE, IN ACCORDANCE WITH POLICY S7.

**POLICY S32:** THE COUNCIL WILL ENCOURAGE RETAIL DEVELOPMENT IN OR ADJACENT TO TOWN CENTRES, WITH ALL PROPOSALS ASSESSED AGAINST THE CRITERIA SET OUT IN POLICIES SH11 AND SH12 IN PART 2 OF THE PLAN, IN ACCORDANCE WITH THE GOVERNMENT'S 'SEQUENTIAL TEST' REQUIRED BY PPG6.

## TRANSPORT

### Regional Planning Guidance for the South East

104. Proper integration of land use and transport planning is needed, with priority given to public transport rather than major road building. The objectives of RPG9 are to:
- a) take account of the relationship between transport and land use, and to provide for safe and efficient movement to serve the existing and future development of the region;
  - b) facilitate accessibility, reduce growth in the reliance on private vehicles and increase the use of transport modes which are less likely to have an adverse environmental effect, in particular public transport; and
  - c) reconcile the demand for travel with wider environmental concerns and ensure that transport investment makes an appropriate contribution towards environmental improvement.

### Strategic Guidance for London Planning Authorities

105. Guidance requires boroughs to:
- a) integrate land use and transport in order to minimise the need to travel;
  - b) incorporate scheduled strategic road and rail improvement schemes;
  - c) promote the use of alternative means of travel to the motor car in order to reduce pollution;
  - d) promote traffic management measures to improve safety and traffic flow, reduce traffic in residential areas, and give buses priority;
  - e) develop a road hierarchy, in order to channel different types of traffic to suitable roads;
  - f) provide a strategic cycle network;
  - g) control development near airports;
  - h) set up parking controls to discourage car commuting and encourage safer and smoother traffic flows; and
  - i) exclude heavy freight vehicles from residential roads, and encourage the increased use of the River Thames and London's other waterways for freight and passenger transport.

### Advice on Strategic Planning Guidance for London

106. UDPs should:
- a) promote cost-effective and environmentally beneficial transport strategies which should include the reduction of the need to travel, promotion of public transport, a more restrictive approach to car parking, and the promotion of walking and cycling;
  - b) continue to monitor and control air pollution and noise levels;
  - c) integrate land use and transport planning;

- d) stabilise and reduce traffic levels;
- e) seek to improve conditions for pedestrians and cyclists; and
- f) improve access for disabled people.

### **Newham Council's Strategic Planning Objectives for Transport**

107. The objectives of the Council's planning policies for transport are to:

- a) secure a Combined International and Domestic Passenger Station at Stratford on the Channel Tunnel Rail Link;
- b) support other major public transport infrastructure investments, for example, a DLR extension to London City Airport and beyond, a DLR extension to Stratford International Passenger Station, CrossRail and the Chelsea-Hackney line for their transport benefits and their stimulus to economic regeneration;
- c) improve the quality of transport available to all sections of the community;
- d) ensure the major development sites in the Borough are accessible to the strategic transport network for the betterment of employment opportunities;
- e) minimise the adverse impact on the environment of transport infrastructure under construction and in use; and
- f) reduce growth in the length and number of motorised journeys; encourage alternative means of travel which have less environmental impact and reduce reliance on the private car through:
  - i) co-ordinating land use and transport planning to enable easy access to major new development by public transport, cycle, motorcycle and on foot; and
  - ii) the use of parking policies and standards aimed at discouraging use of the car.

108. The Council also publishes an annual Interim 'Local Implementation Plan' to bid for Transport Supplementary Grant from the Government to help to achieve these objectives. Figure 1 at the end of this chapter sets out the key features of Newham's transport network.

### **STRATEGIC POLICIES FOR TRANSPORT**

109. Planning and transportation policies can contribute towards improving the operation of the transport system and alleviating adverse environmental impact, by ensuring major new developments are located close to public transport facilities and by introducing pedestrian, cyclist and public transport priority measures.

110. PPG13 ('Transport') provides advice on how local authorities should integrate transport and land use planning. The key aim of the guidance is to ensure that local authorities co-ordinate their land use and transport policies in ways which help to:

- a) reduce the growth in the length and number of motorised journeys;
- b) encourage means of travel which have less environmental impact, and hence;
- c) reduce reliance on the private car.

Transport policies in the UDP support these aims and will help to meet the commitment in the Government's Sustainable Development Strategy to reduce the need to travel, influence the rate of traffic growth and reduce the environmental impacts of transport overall. These UDP policies and others, especially in the Urban Regeneration, Employment and Shopping and Town Centres Chapters, will contribute towards the goal of improving urban quality and vitality at local level.

111. PPG12 states that development plans should include land use policies and proposals relating to the development of the transport network and related services and the management of traffic (paragraphs 5.26 and 5.27).

**POLICY S33:** THE LOCAL PLANNING AUTHORITY WILL PROMOTE AND SUPPORT THE PHYSICAL EXTENSION AND IMPROVEMENT OF THE PUBLIC TRANSPORT SYSTEM, IN PARTICULAR TO SERVE MAJOR DEVELOPMENT SITES AND TOWN CENTRES.

**POLICY S34:** THE COUNCIL STRONGLY SUPPORTS THE CONSTRUCTION OF THE CHANNEL TUNNEL RAIL LINK WITH AN INTERNATIONAL PASSENGER STATION AT STRATFORD; CROSSRAIL; THE PROPOSED THREE CROSSINGS OF THE RIVER THAMES AT GALLIONS REACH, NORTH WOOLWICH AND SILVERTOWN; THE DLR EXTENSION TO LONDON CITY AIRPORT AND BEYOND; THE EXTENSION OF THE DLR TO STRATFORD INTERNATIONAL PASSENGER STATION, AS IMPORTANT INFRASTRUCTURE ASSETS SUPPORTING THE COMPREHENSIVE REGENERATION OF THE BOROUGH.

**POLICY S35:** THE USE OF ALTERNATIVE FORMS OF TRANSPORT TO THE PRIVATE MOTOR CAR WILL BE ENCOURAGED.

**POLICY S36:** NEW MAJOR HIGHWAY PROPOSALS WILL BE SUPPORTED ONLY WHERE THEY WOULD ACHIEVE REGENERATION OF DERELICT OR UNDERUSED LANDS OR SECURE ENVIRONMENTAL IMPROVEMENTS.

**POLICY S37:** THE COUNCIL WILL PROMOTE, ENCOURAGE AND PROVIDE IMPROVED FACILITIES FOR PEDESTRIANS AND CYCLISTS.

**POLICY S38:** NON-ESSENTIAL PRIVATE CAR MOVEMENTS WILL BE RESTRAINED, PARTICULARLY TRIPS TO AND FROM WORK, BY CONTROLLING THE SUPPLY AND PRICING OF ON-AND OFF-STREET PARKING.

## LEISURE, RECREATION AND OPEN SPACE

### Regional Planning Guidance for the South East

112. This states that:

- a) there is scope for major new leisure facilities to provide amenities for the population of the region and to contribute to tourism and development of the economy;
- b) similarly, provision for development related to arts, culture and entertainment is important to quality of life;
- c) the Royal Docks is an appropriate location for such development; planning should help to maintain Green Belt, protect areas of natural beauty and maintain and, where appropriate, enhance wildlife habitats;
- d) UDPs should have regard to sustainable practices such as recycling, developing the use of renewable resources and more energy-efficient forms and layouts in development; and
- e) planning should aim to protect and enhance sensitive urban areas and essential open space and ensure a mix of urban uses (including a range of facilities for shopping, recreation, arts and leisure) to enable town centres to remain attractive places in which to live and work.

### Strategic Guidance for London Planning Authorities

113. Guidance requires boroughs to:

- a) set out strategic policies for the long term future of the Green Belt;
- b) review the designation of Metropolitan Open Land (MOL) in consultation with neighbouring authorities to ensure consistency of approach;
- c) show detailed Green Belt and MOL boundaries on Proposals Maps. Plans should include policies and proposals for the outdoor recreational use of the Green Belt and MOL, including increased public access where it does not conflict with environmental objectives and minimising conflict and encroachment on the Green Belt and MOL near the urban fringe;
- d) establish walking routes and Green Chains and set out policies and proposals in the UDP, and also include policies and proposals for creating and implementing Green Corridors along major transport routes;
- e) identify open space and areas of public open space deficiency, and seek to reduce deficiencies in open space through the creation of new open space or by enabling convenient access to all existing open space;
- f) seek to maintain and enhance the quality of parks and other open space and identify the contribution of other green spaces and include policies for their protection;

- g) improve facilities for sport and recreation in London in order to enhance the quality of life of those who live in the capital, as well as contribute towards London's reputation as a world sporting city. PPG17 'Sport and Recreation' sets out the Government's policy. In terms of local playing field provision boroughs should also consider London Sport's 'A Playing Fields Strategy for London' (1990) and the Sports Council's 'The Playing Pitch Strategy' (1991).
- h) take into account the role of the Lee Valley Regional Park Authority in providing leisure and recreation facilities; and
- i) prepare policies to support arts, culture and entertainment activities in town centres.

### **Advice on Strategic Planning Guidance for London**

114. UDPs should:

- a) set out policies to ensure that the Green Belt within London is permanently maintained. Changes to the Green Belt boundary should only be undertaken within the UDP process in exceptional cases;
- b) Metropolitan Open Land (MOL) should be identified on the Proposals Map and changes to its boundary should only be undertaken within the UDP process in exceptional cases;
- c) agree policies for the Green Belt and MOL which maintain and improve the character and quality of its landscape and encourage formal and informal public access and recreation;
- d) designate all existing and potential open spaces and include proposals to maintain the openness of public open space. Areas of public open space deficiency should be identified and policies should seek to provide new areas of public open space. Loss of such space can only be acceptable if equivalent open space provision can be made in the same locality;
- e) make proposals for the protection, creation and management of Green Chains, including the implementation of the missing links and the 'greening' of the built-up sections;
- f) recognise the importance of sport and recreation for employment, business generation, and tourism and should include policies to protect and facilitate the improvement of existing, as well as encourage the construction of new facilities, accessible to all. UDP policies should resist loss of existing playing fields where they are required to meet the longer term needs of the community for recreation or amenity open space and to enhance their use; and
- g) provide guidance, particularly in the Green Belt or Metropolitan Open Land, for the location and design of water sports and noisy sports, taking advice from the London Council for Sport and Recreation and other relevant strategic guidelines.

### **Newham Council's Strategic Planning Objectives for Leisure, Recreation and Open Space**

115. The objectives of the Council's planning policies for leisure, recreation and open space are to:

- a) protect and improve the quality of existing open space;
- b) secure additional land to meet recreational needs within and beyond the Borough boundary;
- c) improve the provision of children's play areas that are safe and geared towards the prevention of accidents to children;
- d) protect, enhance and make the best possible use of existing facilities, and work towards remedying deficiencies in terms of type, accessibility, location and quality of facilities provided, including the promotion and provision of adequate public transport and of facilities for cycling and walking to venues; and
- e) promote and enhance the fitness, health, quality of life and well-being of all sections of Newham's community by providing and extending leisure opportunities.

### **Strategic Policies for Leisure, Recreation and Open Space**

116. Planning policies can contribute towards these objectives by encouraging commercial development in town centres, in accordance with the Government's 'sequential test', particularly facilities for arts, culture and entertainment, identifying suitable locations for voluntary sector groups and allocating Council-owned premises for community uses. The development of arts, culture and entertainment facilities, particularly in Stratford Town Centre, will be encouraged in order to provide job opportunities for local people and contribute to the maintenance of London's role as a world city.

117. Open space makes a valuable contribution to the urban environment by providing space for recreation and wildlife. The amount, type and quality of open space within a Borough reflects its image and prosperity. Areas of open space provide opportunity for physical and mental relaxation as well as an invaluable informal outdoor recreational resource. The provision of publicly accessible open space from new development will be negotiated by the Council in accordance with the advice provided in Circular 1/97 'Planning Obligations'.
118. PPG12 states that Part 1 of the UDP should address leisure and recreation topics. PPG17 states that it is part of the function of the planning system to ensure, through the preparation of development plans, that adequate land and water resources are allocated both for organised sport and for informal recreation. The planning system should also assess opportunities and needs for sports and recreation provision and safeguard open space with recreational value. In PPG17 the Government recognises the concern felt by many communities that open space with recreational value should be protected from development.

**POLICY S39:** THE COUNCIL WILL SEEK TO REDUCE THE OVERALL DEFICIENCY IN OPEN SPACE IN NEWHAM BY PROTECTING EXISTING PUBLIC AND PRIVATE OPEN SPACE AND SEEKING NEW PROVISION OF PUBLICLY ACCESSIBLE SPACE, WHERE NEW DEVELOPMENT, PARTICULARLY RESIDENTIAL, WILL GENERATE INCREASED DEMAND THAT CANNOT BE MET ADEQUATELY IN THE VICINITY, UNLESS THERE IS ALTERNATIVE PROVISION OF EQUIVALENT COMMUNITY BENEFIT AVAILABLE.

**POLICY S40:** THE COUNCIL WILL SEEK THE PROVISION OF NEW CHILDREN'S PLAY AREAS.

**POLICY S41:** THE COUNCIL WILL SUPPORT DEVELOPMENT PROPOSALS RELATING TO THE ARTS, CULTURE, ENTERTAINMENT AND LEISURE IN TOWN CENTRE LOCATIONS AND APPROPRIATE MAJOR OPPORTUNITY ZONES.

## TOURISM

### Regional Planning Guidance for the South East

119. This states that:
- a) planning policies must recognise the importance of the tourism industry for London, in particular by a positive approach towards the provision of tourism facilities;
  - b) consideration must be given to the impact of tourism on the environment; and
  - c) planning policies must strike a balance between the needs of visitors and the host community.

### Strategic Guidance for London Planning Authorities

120. Guidance requires boroughs to:
- a) adopt policies which encourage the development of tourism in London including proposals for new hotel accommodation, tourist facilities and attractions especially in those locations with good transport links to central London, the M25 and the airports; and
  - b) include policies and proposals for the development of new conference and exhibition facilities, and the improvement of existing facilities where appropriate.

### Advice on Strategic Planning Guidance for London

121. UDPs should:
- a) make provision for a range of tourist hotel accommodation in accessible town centres;
  - b) explore how the River Thames and London's other waterways can further contribute to tourism; and
  - c) include measures to help reconcile tourism's impact on local and strategic environmental objectives and ensure that tourism development is accessible by public transport and does not compromise the environmental quality of residential areas.

## **Newham Council's Strategic Objectives for Tourism**

122. The Council's planning objectives for tourism are to:

- a) promote and encourage tourism as a means of: improving the image and raising the profile of the Borough; generating job opportunities for local people; increasing local income; protecting and promoting the Borough's heritage and conserving its environment; and
- b) promote and encourage a range of new hotels and serviced accommodation in appropriate locations.

## **STRATEGIC POLICIES FOR TOURISM**

123. Planning policies can help to achieve these objectives by protecting existing assets, identifying suitable sites for new ventures and by seeking to restrict any adverse environmental impacts.

124. PPG12 states that Part 1 of the UDP should address tourism topics and that the role of tourism in the local economy should be considered, where relevant, in development plans.

**POLICY S42:** THE COUNCIL WILL SUPPORT RETENTION AND DEVELOPMENT OF TOURIST ATTRACTIONS IN APPROPRIATE LOCATIONS AT WEST HAM MILLS, THE ROYAL DOCKS, STRATFORD, BECKTON GATEWAY, AND GREEN STREET.

**POLICY S43:** NEW TOURIST ATTRACTIONS AND SUPPORTING FACILITIES SUCH AS HOTELS WILL BE ENCOURAGED IN APPROPRIATE LOCATIONS AT STRATFORD AND IN THE ROYAL DOCKS.

**POLICY S44:** THE COUNCIL WILL SEEK TO LIMIT ANY ADVERSE ENVIRONMENTAL IMPACT ARISING FROM TOURISM.

## **COMMUNITY SERVICES**

### **Regional Planning Guidance for the South East**

125. Guidance states that planning authorities should bear in mind the need to facilitate developments which will enhance London as a place to work and live.

### **Strategic Guidance for London Planning Authorities**

126. Guidance gives few indications of how planning policies should address the community needs of people who live and work in the Borough. Although Guidance states: 'London must be a city where community life can flourish' it does not deal with aspects that are essentially local and which are best dealt with by the local planning authority in preparing its UDP.

### **Advice on Strategic Planning Guidance for London**

127. UDPs should target community facilities in the areas of greatest need and improve the accessibility of community services to all residents, giving priority to those areas where they are deficient.

## **Newham Council's Strategic Planning Objectives for Community Services**

128. The Council's objectives for community service planning policies are to:

- a) ensure land and buildings are available to meet community needs;
- b) develop a learning community which values education as a life-long process for all;
- c) help to ensure that the provision of services keeps pace with new development; and
- d) promote sustainable communities where people have good access to local services and feel safe.

129. PPG12 states that the provision of infrastructure is important in all new major developments. Existing capacity and the need for additional facilities should be taken into account in the preparation of all development plans. 'Infrastructure' includes services such as education and health, as well as roads and water supply.
130. The Council recognises the need for major new development and attracting inward investment but has to balance this objective against the need to maintain the level of services required for the community. The Council will monitor the number and range of facilities and will have regard to the level of provision when considering future development schemes.

### **STRATEGIC POLICIES FOR COMMUNITY SERVICES**

131. Planning policies can contribute to these objectives by safeguarding suitable sites and discouraging alternative uses.

**POLICY S45:** THE COUNCIL WILL SEEK TO ENSURE AN ADEQUATE SUPPLY OF LAND IS AVAILABLE TO MEET REQUIREMENTS FOR COMMUNITY SERVICES.

**POLICY S46:** PROPOSALS FOR COMMUNITY DEVELOPMENTS WILL BE REQUIRED TO PROVIDE ACCESS TO THE PREMISES FOR ALL SECTIONS OF THE COMMUNITY.

**POLICY S47:** THE LOCAL PLANNING AUTHORITY WILL SEEK TO ENSURE THAT THE PROVISION OF COMMUNITY SERVICES (SUCH AS HEALTH, CHILD CARE, EDUCATION, SOCIAL AND MEETING PLACES AND OPEN SPACE) KEEPS PACE WITH MAJOR NEW DEVELOPMENT AND WHERE IT DOES NOT, THIS WILL BE A CONSTRAINT ON FURTHER DEVELOPMENT.

FIGURE 1: KEY FEATURES OF THE BOROUGH TRANSPORT NETWORK

**NEWHAM TODAY**

- Great Eastern
- Silverlink Metro
- Gospel Oak – Barking Line
- Docklands Light Railway
- London-Tilbury-Southend Line

**NEWHAM TOMORROW****National Railways**

- Great Eastern and Anglia Line at Stratford
- Silverlink Metro
- Upgraded Gospel Oak - Barking Line
- Docklands Light Railway with extension to London City Airport
- London Tilbury-Southern Line
- CrossRail
- Combined International and Domestic Station on the Channel Tunnel Rail Link
- Stratford to Stansted Link
- Woolwich Rail Crossing of River Thames
- East London Transit
- Thames Gateway Bridge
- Docklands Light Railway with extension to Stratford International Passenger station

**London Underground Services**

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Central Line</li> <li>• District Line</li> <li>• Jubilee Line</li> </ul> | <ul style="list-style-type: none"> <li>• Central Line</li> <li>• District Line (upgraded stations)</li> <li>• Chelsea - Hackney Line</li> <li>• Jubilee Line</li> </ul> |
|---|---|

**Main Road Connections**

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• A13 Newham Way</li> <li>• A406 South Woodford - Barking Relief Road</li> <li>• Priority (Red) Route network</li> </ul> | <ul style="list-style-type: none"> <li>• A13 (improved)</li> <li>• A406 including flyover at A13 junction</li> <li>• Priority (Red) Route network (complete)</li> <li>• Thames Gateway Bridge</li> <li>• A102(M)/M11 Link Road</li> <li>• Silvertown Crossing</li> </ul> |
|---|--|

**Air Transport**

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• London City Airport</li> </ul> | <ul style="list-style-type: none"> <li>• London City Airport (expanded)</li> </ul> |
|---|--|

**Bus Services**

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• London Bus Priority Network (part)</li> <li>• Other Services</li> </ul> | <ul style="list-style-type: none"> <li>• London Bus Priority Network (complete)</li> <li>• Other Services (improved)</li> </ul> |
|--|---|

**Cycle Network**

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• London Cycle Network (part)</li> <li>• Newham Cycle Network (part)</li> </ul> | <ul style="list-style-type: none"> <li>• London Cycle Network (complete)</li> <li>• Newham Cycle Network (complete)</li> </ul> |
|--|--|

**Recreational Footpath Network**

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Recreational Footpath Network (part)</li> </ul> | <ul style="list-style-type: none"> <li>• Recreational Footpath Network (extended)</li> </ul> |
|--|--|