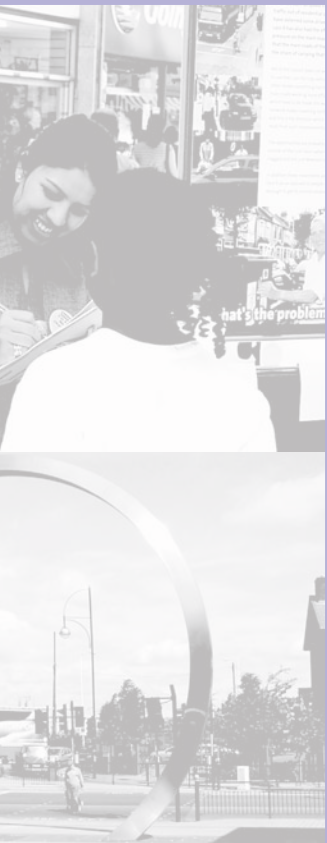


Newham 2020

Planning for the Future



Annual Monitoring Report 2008/09

Newham London

London Borough of Newham
Local Development Framework

Annual Monitoring Report

2008/09

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1 Executive Summary

1.1 This report is the 5th Annual Monitoring Report of the Authority's planning activity in the year 2008-09, produced as a statutory requirement of the new planning system introduced in 2004. The report is submitted to the Government Office for London in the December of each year.

1.2 The purpose of the report is threefold:

1. To report on whether, as the end of the monitoring year, the Authority was still on-track with the preparation of the components of the new Local Development Framework;
2. To provide information to assess the effectiveness and ongoing appropriateness of the Authority's planning policies, highlighting any significant sustainability effects of concern, to feed into review processes; and
3. To report on national core indicators so as to contribute to Government and other higher-level monitoring processes.

Local Development Scheme Update

1.3 The Local Development Scheme (LDS) was substantially reviewed in 2009 in line with new regulations and a re-assessment of resource needs and capacity availability, with an overall re-focus on the Core Strategy. Until this was adopted in September 2009, progress against the November 2007 LDS showed significant delay, largely reflecting these realities. However, a key milestone was met with the adoption of the Canning Town and Custom House SPD.

1.4 Significant milestones that should be achieved in the next monitoring year according to the new LDS include progression towards consultation on strategic sites options for the Core Strategy, production of the pre-submission draft of the Joint Waste DPD, and progress towards the adoption of 2 key Supplementary Planning Documents (on Urban Design and development in Forest Gate).

Implementation

1.5 In relation to key policy objectives, the following are reported for the monitoring period 2007-08:

- *Major sites* - progress was made on a number of major development sites, including Canning Town and Custom House Regeneration Area, the Olympic Park and Victoria Dock North (Excel phase 2), with 9 out of 14 experiencing some planning or development activity, including 6 with infrastructure or reclamation work and a major consent granted for mixed use development at Minoco Wharf.
- *Business development* - most employment floorspace created this year was like for like replacement of that lost to fire damage at Prologis Park, Canning Town; however this year saw significant starts on the healthy amount in the pipeline, notably the office

1 Executive Summary

component of Stratford City. Overall, through smaller commercial development as part of mixed use schemes, we continue to see a shift to more modern workspace provision from larger general industrial premises. Rates of business formation also continued to rise.

- *Employment* - Workplace, an employment and training brokerage service to enable more local people to benefit from developments in the area, continued to grow, helping nearly 1650 local people into work. Important new education and training facilities gained consent, including 3 Building Schools for the Future schemes, and a new community learning centre ('Learning Zone') was completed in North Woolwich: these are important foundations to develop a more highly-skilled workforce with higher earning potential. Overall employment, economic activity rates and deprivation indicators remained stable, despite the onset of recession.
- *Town centres* - small developments took place in town centres enabling a certain amount of growth and development, together with complementary development outside these areas as part of mixed use schemes. At present, town centre development is focused on future major commitments at Stratford City and Canning Town, which will help fulfil strategic regeneration objectives. Nonetheless, town centres across the borough appeared healthy according to the most recent data available.
- *Housing* - a net 1088 housing units were completed, an increase on last year, with affordable housing net completions comprising a good 52% of this figure, exceeding the London Plan target through several large scale Registered Social Landlord schemes. Design quality, environmental performance and housing mix and choice remain areas which warrant further attention.
- *Environmental quality* - environmental assets continued to be protected, with a reasonable proportion of major developments incorporating sustainability-enhancing features, and a number of environmental improvement schemes progressed. The Design Review Panel continued to support a drive for better quality design in the Borough. Amenity complaints give some cause for concern.
- *Waste*- another new waste management, materials recovery facility came on stream (at Lea Riverside), helping to ensure that nearly all waste is dealt with locally, and that the proportion of waste sent to landfill continues to decrease.
- *Community infrastructure and services* - most new development was reasonably well located in relation to key community infrastructure and services, and also brought developer contributions of more than £1million to improve such facilities and mitigate the impact of new demand on them. Community infrastructure also continued to be renewed in established communities and gradually developed (at a slower pace than in previous years) in new areas.
- *Transport and Access* - most new development was less well-located in relation to public transport accessibility this year, but located in areas with reasonable access to community facilities and employment areas. Key transport and inclusive access infrastructure schemes continued to make good progress, notably with the completion

of the DLR extension to Woolwich Arsenal providing a new strategic link across the Thames. Inclusive access improvements also continued in new and existing development.

1.6 Overall this represents a reasonable delivery in relation to objectives, particularly given the economic downturn, and the strategic nature of much development in the pipeline which impacts on progress on key indicators and the extent of development elsewhere. In relation to this significant development however, important foundations were embedded to help realise its full potential in relation to local objectives. It also appears that saved Unitary Development Plan (UDP) policies are in general still proving relevant and useful, though various areas for review are can be identified to inform new, more focused policies, in conjunction with the evidence base studies currently underway.

Sustainability

1.7 No significant effects either positive or negative were discernible in the reporting period, with most trends appearing steady or unclear. This is good in that deterioration is not present in most cases, but also demonstrates that the Borough has yet to enter a period of transformation, particularly as regards the environment, which is significant due to the obviously poor baseline in many dimensions.

1.8 In many respects Newham continues to face unusual and not insignificant hurdles in the way of the significant opportunities it has to realise its ambitions. Planning and development need to address these alongside other activities undertaken by a wide range of bodies. This requires ongoing innovation and steady application of support measures such as Workplace and the Design Review panel to help direct planning and other development processes to best local effect. It also demands a robust evidence base to inform decision-making, and appropriately challenge developers and other investors in the Borough: this is now in preparation, comprising a series of in-depth technical studies concerned with Employment Land, Flood Risk, Food Supply, Town Centres and Retail Need, Biodiversity, Housing Need and Community Infrastructure provision. The results of these, as well as informing new policies, should help to better inform our analysis of the current picture,

2 Introduction, Purpose & Scope

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2.1 Introduction

2.1.1 This document is the London Borough of Newham's 5th Annual Monitoring Report (AMR) as required by the Planning and Compulsory Purchase Act, 2004 and associated regulations. It covers the period 1st April 2008 to the 31st March 2009.

2.1.2 The Authority is in the process of producing a Local Development Framework (LDF) which will eventually replace its Unitary Development Plan (UDP). The LDF comprises a number of documents which are listed in Newham's Local Development Scheme (LDS) of October 2009, (updating that of November, 2007) together with outline timetables for each.

2.1.3 Until the development plan documents within the LDF are adopted, the London Plan, as amended in April 2007, together with those policies in the UDP that were 'saved' in September 2007, comprise the relevant development plans for the Borough. Together with national policy and guidance, this is the planning context monitored and reviewed in this report. Annual progress towards milestones in the development of the new LDF documents, as set out in the LDS, is also charted.

2.2 Purpose and scope

2.2.1 In future, once the LDF is in place, the AMR will be part of the new system's focus on implementation and robust sustainability appraisal. That is, it will report on indicators and targets that are established as part of the process of developing objectives, strategies and policies, to ensure that these are implemented as intended and without significant negative environmental, economic or social effects. On this basis, where appropriate, the Annual Monitoring Report will suggest amendments to strategies, policies and procedures including guidance. This may also be indicated by a review of the implications of any higher-level policy and guidance that have been revised in the period.

2.2.2 In the meantime however, in effect, this AMR, as with the previous 4, has to straddle the old and new systems. It helps to assess the continuing effectiveness and appropriateness of objectives, strategies, policies and procedures developed under the old system, while contributing to an up-to-date evidence base that will inform the development of new ones in the LDF, as reported in the progress update. It does not however, consistently refer to targets because an up-to-date comprehensive range of these is not available, and in the main existing policies were developed prior to the current focus on 'SMART' (Specific, Measurable, Agreed-Upon, Realistic, Time-bound) principles.

2.2.3 At the current juncture, amidst tough economic conditions and with new plans and policies still under development, a review of the progress that was nonetheless achieved is useful. In particular it enables us to reflect on what is likely to be realistic in the next few years, and how to bring about the more dramatic step changes we need to realise the full extent of local aims and objectives.

3 Monitoring Framework & Report Structure

3.1 Monitoring Framework

3.1.1 Under the old system, a clear and comprehensive framework of objectives, indicators and targets was not put in place, and any targets that were established are now largely out of date. Associated regular data-gathering was also lacking. Therefore, since 2004 a monitoring framework for the purposes of the AMR has had to be constructed from available material, which has included limited data.

3.1.2 As part of the production of the last year's AMR, the monitoring frameworks constructed for the previous 3 years were reviewed, and a new one constructed in order for the report to be as relevant and as clear as possible. However, continuity was maintained as many of the indicators remain the same as those reported in previous years, and a time series using 2004-05 as a baseline, and the previous monitoring year as a comparator is reported where possible.

3.1.3 In order to reflect current corporate and stakeholder priorities and concerns for policies and strategies across local government to be joined up, thematic objectives found scattered throughout the UDP have been combined with more up-to-date corporate objectives found in the Sustainable Community Strategy of January 2008 (the table below links the Sustainable Community Strategy themes to those used in this report). These objectives have been divided into key, over-arching objectives and more specific or sub-objectives. In turn, these have been linked to more specific sustainability objectives defined as part of the processes of Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) that are being set in train as part of the development of new LDF documents.

Sustainable Community Strategy Theme	Relevant AMR theme(s)
Investing in young people	Business development, employment and town centres Community infrastructure and services
Improving health and well-being	All, but especially: Environmental quality and waste Community infrastructure and services
Making Newham Safer	Environmental quality and waste Housing Transport and access
Building an active and inclusive community	Community infrastructure and services Transport and access

3 Monitoring Framework & Report Structure

Sustainable Community Strategy Theme	Relevant AMR theme(s)
Shaping sustainable communities	All, but especially: Environmental quality and waste Housing
Meeting people's housing needs	Housing
Increasing employment and business growth	Business development, employment and town centres
London 2012 Olympic and Paralympic Games	Community infrastructure and services Business development, employment and town centres Environmental quality and waste

Table 3.1

3.1.4 Two types of indicator are defined to report on progress towards these objectives, and to monitor significant effects, as best as possible. These are 'output' indicators, linked as closely as possible to the planning process and associated actions, and 'outcome/contextual' indicators, that give some indication of the ultimate impact of outputs, as mediated by the over-arching context over which planning has little control. Output indicators in turn are divided into those defined by central government to monitor national priorities, and those related to local concerns. Where appropriate, indicators are the same as those used to in the Local Area Agreement (LAA), SA/SEA and Local Implementation Plan (transport).

3.1.5 Given the lack of up-to-date targets specified in the UDP, assessment of the indicators reported continues to relate to the previous year, the benchmark year, and where appropriate and available, average performance elsewhere whether in London, nationally, or in the 'similar' or comparable authorities defined by the Office for National Statistics in 2005 (Brent, Waltham Forest, Haringey, and Hackney together with Newham). This is combined with local knowledge to assess the significance of what is reported in relation to the objectives.

3.2 Structure of the report

3.2.1 The remainder of the report comprises 4 key sections:

1. A background to Newham, its planning policy and planning authorities;
2. An update on the Local Development Scheme;
3. An analysis of policy outputs and outcomes, and review of any changes to national policy with local policy implications, by theme; and
4. A set of conclusions relating to significant issues and key actions indicated.

3.3 Note on data

3.3.1 The following data protocols have been used in this document:

1. Figures reported have been rounded to the nearest whole number for simplicity.
2. Where data is not available it is recorded as 'DNA'. Where it was or is not yet monitored but the intention is/was there to do so, it is recorded as 'NYM'.

4 Setting the scene

4 Setting the scene

The purpose of this section is to briefly introduce the distinctive planning context in Newham, explaining the administrative context and the background to the objectives that inform planning, and highlighting the key features of the Borough. However, it should be noted that further contextual information is also given in each thematic section.

4.1 Key Socio-economic Characteristics of the Borough

Characteristic	Statistic	Significance	Source
2008 estimated population	Estimates vary - 257595 or 249500	One of the more populous London Boroughs	NIMS GLA estimate or ONS Mid year estimate 2008
Projected population change to 2016	Increase, estimates vary	Potentially very large growth if extent of planned development occurs	NIMS GLA/ONS
Estimated proportion of population under 25	40%	Relatively young population in the context of an ageing population nationally	NIMS ONS MYE 2008
Total fertility rate	2.71 (2007)	Highest in London	ONS Population and Vital Statistics 2009
Migration rate per 1000 (between other UK local authorities)	-35.1 (2007)	Highest in London - a high rate of turnover, however slight decrease from previous year	ONS Population and Vital Statistics 2009
Average household size	2.65	Significantly above average for London	ONS, 2001 Census
Employee jobs	72 600 (2007)	Low relative to working age population, and this proportion is lower than the London and English average	NOMIS, ABI

Characteristic	Statistic	Significance	Source
Deprivation (IMD 2007)	Average score 42.95	6th most deprived area in England, 3rd most deprived area in London	CLG, 2007
Proportion of BME residents	61%	Amongst the highest in the UK	ONS, 2001 census
Proportion of school children for whom English is not the language spoken at home	71%	Amongst the highest in the UK	LBN 2008 PLASC
Housing stock split	Detached 4.3% Semi-detached 8.6% Terraced 45.5% Flats 41.5% Caravans and temporary buildings 0.1%	Above London average proportion of flats and terraced houses	ONS, 2001 Census

Table 4.1

4.1.1 Newham is categorised by the ONS as within the 'London Cosmopolitan' type of authority. Key features are a young, ethnically-diverse population, with high levels of private sector renting, mainly terraced houses and flats and low car ownership. There are also typically high levels of students, very young children, single person and lone parent households, unemployment, men in part-time work, and large households. These distinctive features are rooted in the area's history and geography.

4.2 A Brief Historical Geographical Context

4.2.1 Geographically, Newham is an inner London borough at the heart of East London surrounded by other urban and suburban authorities, whilst being only a few miles from the City. To the south it adjoins the Thames, and to the west, the River Lea. Strategic road and rail connections link it to the east, west and north, with Stratford being a particularly important interchange. Major town centres are located at Stratford in the north west, and East Ham towards the east, and important district centres are located at Canning Town to the west, Forest Gate to the North, Green Street towards the centre, and Beckton to the south east.

4 Setting the scene

4.2.2 Historically, the area now defined as Newham originated as a cluster of villages, growing significantly in the 19th century as the railways and docks expanded. During this period Newham was colonised by numerous noxious industries and public utilities which sought to avoid the controls of the then County of London, which it lay just beyond. Accompanying this came significant levels of cheap workers' housing, such that most of the Borough with the exception of Beckton Marshes, was intensively developed by the 1920s, when the population peaked.

4.2.3 The post-war period saw further significant development as part of Council reconstruction and redevelopment programmes, when over 30 000 new dwellings were built, replacing large swathes of earlier stock. However, population declined sharply into the 1980s, reflecting changes in the economy which resulted in major industrial decline locally without an equivalent growth in new economic sectors. This has left the area with a significant legacy of vacant, under-utilised, derelict and contaminated land particularly in the south and west of the Borough. This is however well-located in relation to transport and environmental infrastructure, making it ripe for redevelopment. For this reason it has been termed the 'Arc of Opportunity'.

4.2.4 Nonetheless, the majority of the borough continues to be covered by 19th and 20th century housing stock, interspersed with municipal parks and recreational land but housing the population at relatively high densities. Such housing is relatively inexpensive, and as such continues to be an attraction for international migrants seeking to establish themselves, who sustain the area's distinctive ethnic diversity, high fertility rate and youthful population structure.

4.3 Key Issues, Challenges and Opportunities

4.3.1 This historical-geographical path and legacy, with its associated demographic features define the key issues, challenges and opportunities that planning has had to respond to locally.

4.3.2 They are reflected in the objectives that have been defined, and continue to affect the outputs and outcomes that are achieved. This is explained in more detail in the subsequent thematic sections.

4.3.3 It is evident however that the over-arching theme is of the need for urban regeneration that:

- Harnesses the opportunities of the Olympics, available development land and its location;
- Over-comes the challenges of years of socio-economic decline and former unrecognised environmental abuse; and
- Directs the benefits of development to address socio-economic needs, deliver mixed communities and manage diversity, strengthening community cohesion.

More recently, there is the additional concern to help local people and businesses weather the recession and ensure that much-needed development continues through this period.

4.4 Planning Authorities in Newham

4.4.1 Other than the GLA which has strategic level planning responsibilities in the borough, there are three planning authorities operating within Newham's boundaries

- a) London Borough of Newham
- b) The Olympic Delivery Authority (ODA)
- c) London Thames Gateway Development Corporation (LTGDC)

4.4.2 The ODA is the planning and decision-making body responsible for the preparation and development of facilities and services needed in the Stratford Rail Lands and Lower Lea Valley area for the 2012 Olympic and Paralympic Games, and its legacy. It is the development control authority for this area.

4.4.3 LTGDC is the strategic planning and development agency responsible for delivering major development in designated parts of the Thames Gateway area. In Newham, its boundaries stretch from those parts of Stratford that fall outside the ODA boundaries, along the Lower Lea Valley, east along the Thames (but excluding the docks) to East Beckton. LTGDC has the power to determine strategic planning applications - of more than 50 residential units or 2500m² of commercial floorspace.

4.4.4 London Borough of Newham is the overall plan-making authority for the whole of the Borough, and is responsible for all other development control decisions falling outside these areas and categories, as well as continuing to be involved closely in those decisions made by the other bodies.

5 Local Development Scheme Update

5 Local Development Scheme Update

Document	Stage to have been reached by March 2009 according to 2007 LDS	Position at March 2009	Next timetabled stage in 2007 LDS	Examination (where applicable) and adoption date timetabled in 2007 LDS
Statement of Community Involvement	Completed and adopted	Completed and adopted	N/A	July 2006
Development Plan Documents				
Core Strategy	Consideration of representations on Preferred Options and preparation of draft DPD.	Preparation of Strategic Sites Options document	Submission to Secretary of State - August 2009	March 2010 September 2010
Development Control Manual	Consideration of representations on Preferred Options and preparation of draft DPD	Work put on hold in order to progress Core Strategy	Submission to Secretary of State - April 2010	January 2011 July 2011
Joint Waste Plan	Submission of DPD to Secretary of State	Preparation for public consultation on pre-submission draft	Pre-Examination public consultation - March - April 2009	October 2009 June 2010
Royal Docks and Thameside West Area Action Plan	Pre-production evidence-gathering phase	Ongoing evidence gathering	Public consultation on Preferred Options - June - July 2009	October 2011 June 2012
Stratford and Lower Lea Valley Area Action Plan	Consideration of representations on Preferred Options and preparation of draft DPD	Work put on hold in order to progress Core Strategy	Submission to Secretary of State - August 2010	April 2011 October 2011

Document	Stage to have been reached by March 2009 according to 2007 LDS	Position at March 2009	Next timetabled stage in 2007 LDS	Examination (where applicable) and adoption date timetabled in 2007 LDS
Site Specific Allocations Document	Preparation of Preferred Options	Pre-production evidence gathering	Public consultation on Preferred Options - June - July 2009	August 2011 March 2012
Proposals Map	N/A	No progress	N/A	Alongside relevant DPDs, updated accordingly
Supplementary Planning Documents				
Canning Town and Custom House Development Framework	Adoption	Adopted August 2008	N/A	N/A
Stratford Island Development Framework	Adoption	Pre-production evidence gathering	N/A	End 2008
Beckton Development Framework	Not due to start until 2010	N/A	N/A	Summer 2011
Sugar House Lane and Three Mills Development Framework	Preparation of draft	Preparation of draft	Public consultation - Summer 2009	December 2009
Forest Gate Town Centre SPD	Preparation of draft	Preparation of draft	Public consultation - Summer 2009	December 2009
Housing SPD	Adoption	No progress	N/A	Spring 2009
Urban Design Guide SPD	Public consultation	Preparation of draft	Consideration of representations	August 2009

5 Local Development Scheme Update

Document	Stage to have been reached by March 2009 according to 2007 LDS	Position at March 2009	Next timetabled stage in 2007 LDS	Examination (where applicable) and adoption date timetabled in 2007 LDS
Sustainable Building SPD	Preparation of draft	Preparation of draft	Public consultation	November 2009
Section 106 Contributions SPD	Consideration of representations following public consultation	Pre-production evidence gathering	Adoption - July 2009	July 2009
Access SPD	Preparation of draft	Preparation of draft	Public consultation - Spring 2009	November 2009

Table 5.1 Local Development Scheme progress as at March 2009

5.1 A revised LDS was adopted in November 2007, following a review of progress and targets against the 2005 adopted scheme. The above table reports progress against this revised programme in line with the Town and Country Planning (Local Development) (England) Regulations, 2004.

5.2 A key achievement in 2008-09 was the adoption of the Canning Town and Custom House SPD, which represents significant progress in advancing the planning framework to help deliver the masterplans' ambitions in relation to new homes with greater housing mix and choice, an enhanced town centre and new commercial space and transformations in the pedestrian environment and connectivity not least through the reconfiguration of the A13 roundabout.

5.3 However, in relation to other milestones, as at March 2009, progress on almost all documents has slipped. In response to this and changes to Regulations, priorities have been reviewed in relation to a more accurate assessment of resources, and a new LDS was adopted on 22nd October 2009. Key changes in the 2009 LDS contents are reported in the table below.

Document Type	Document Name	Change	Notes
DPD	Site Specific Allocations	REMOVED	To be incorporated in the Core Strategy and AAPs
SPD	Stratford Island	REMOVED	To be incorporated in the Core Strategy and AAP

Document Type	Document Name	Change	Notes
SPD	Beckton	REMOVED	To be incorporated in the Core Strategy
SPD	Sugar House Land and Three Mills	REMOVED	To be incorporated in the Core Strategy and AAP
SPD	S106 Contributions	REMOVED	Will be affected by CIL - decision to be taken at a later date
SPD	Urban Design, Sustainable Building, Access	AMALGAMATED	All inter-related issues

Table 5.2 Key changes to LDS content with new LDS adopted October 2009

5.4 Overall the number of proposed DPDs and SPDs has been reduced and timetables revised to ensure that the Core Strategy takes priority, with other DPDs following at the appropriate point. The need for SPDs can be reviewed incrementally as the DPDs are progressed: they are no longer required to be included in the LDS. The table below sets out the key tasks for 2009-2010 according to the new LDS.

Document	Tasks		
DPDs			
Core Strategy	Preparation of Strategic Sites Options draft: March 2009 - February 2010	Targeted stakeholder consultation March - May 2010	N/A
Joint Waste Plan	Preparation of Pre-Submission draft March 2009	N/A	N/A
Royal Docks and Thameside West AAP	Preparation of Issues and Options draft - February 2010 - September 2010	N/A	N/A
Stratford and Lower Lea Valley AAP	N/A	N/A	N/A
Development Control Manual	N/A	N/A	N/A
SPDs			

5 Local Development Scheme Update

Document	Tasks		
Forest Gate	Preparation of draft Spring 2009 - Summer 2009	Public consultation Autumn 2009	Adoption January 2010

Table 5.3 Major Tasks for 2009/2010

6 Business Development, Employment and Town Centres

6.1 Objectives

Key objectives

6.1.1 The key Sustainable Community Strategy and Unitary Development Plan business development, employment and town centre objectives are to:

- i. Promote the Borough as a European destination for major new investment and business activity, encouraging more businesses to move into Newham.
- ii. Increase the number and range of jobs in the Borough, both through employment and self-employment opportunities, diversifying and strengthening the economy.
- iii. Improve the opportunities for local people to obtain jobs.
- iv. Regenerate the Borough's town centres through strengthening of the retail function, diversification of uses, and comprehensive environmental improvement, reducing the need to travel by maximising their potential as public transport destinations.

Related specific concerns

6.1.2 Related to these key objectives are several more specific objectives also to be found within the UDP and Community Strategy:

- a. Facilitate mixed commercial development on major sites.
- b. Expand the role of Stratford as an integrated, urban and dynamic business location providing a focus for the regeneration of East London.
- c. Expand high value, productive and sustainable manufacturing industry in appropriate locations.
- d. Maximise the potential of the Royal Docks district, the River Thames, Stratford and Lower Lea Valley as leisure and tourism destinations and as locations for new facilities.
- e. Maintain and improve the environment of employment areas to create a high quality environment for business that produces future conditions for growth, protecting the amenity of neighbouring uses.
- f. Support existing firms and industry which have long term growth potential.
- g. Raise skill levels and educational aspirations, developing a community which values lifelong learning, through investment in educational facilities and training.
- h. Deliver new jobs and secure more effective integration of employment opportunities for local people and development in the Royals and Canning Town and Custom House.
- i. Encourage an improved range of modern, accessible shopping facilities for residents focused on existing town centres as far as possible.
- j. Encourage the evening economy to help enhance the vitality and viability of the major centres.
- k. Provide a safer and more pleasant shopping environment and a wider range of public and community uses during and outside main shopping hours.
- l. Consolidate retail uses into defined centres, allowing change from retail use where demand and need no longer exist.

6 Business Development, Employment and Town Centres

Related Sustainability Appraisal Objectives

6.1.3 Several Sustainability Appraisal objectives have clear links with these objectives, notably:

6. Tackle deprivation and social exclusion whilst promoting social inclusiveness and equality.

8. Provide opportunities for rewarding and satisfying employment and improve access to skills and knowledge.

9. Encourage and accommodate sustainable economic growth and the indigenous economy and potential inward investment.

16. Maximise land use efficiency and ensure that new development occurs on brownfield land and that contaminated land is remediated as appropriate.

Background to these objectives

6.1.4 These objectives have been defined against the background of significant economic change in Newham over the last 40-50 years, the consequences of which continue to be played out.

6.1.5 During this process, a large amount of land has been vacated by restructuring traditional industries and utilities, of which there was a large concentration in the area. Subject to appropriate remediation and environmental improvement, much of this land is now in what is regarded as potentially desirable locations for new cleaner business development - for example, adjacent to water (former docks) and close to improving transport links with the rest of London and beyond, into Continental Europe (high speed rail, London City Airport).

6.1.6 It is accepted however that not all such land will be needed for business development, given that this now tends to be less land-intensive, so there is also potential to accommodate other uses and mixed uses.

6.1.7 Linked with this industrial decline, indicators of employment and income deprivation have been high relative to national levels, and local residents have not necessarily been able to access new jobs that have arisen for a variety of interconnected socio-economic reasons.

6.1.8 Town centres have also struggled in this context, with many lacking investment and not doing as well as they could out of wider retail and entertainment expenditure trends. Outside the more focused centres, an historic extensive pattern of retail unit location has evolved sporadically, leaving disjointed environments in a number of streets.

6.1.9 It is accepted good practice that these situations require a range of interventions to tackle them, supported by land use and spatial planning.

Indicators

The following indicators are reported in the next two sections. Their relevance to particular objectives is highlighted, (and explained as they are reported in the accompanying text) as are their links to other monitoring frameworks - those of the Local Area Agreement, (LAA) the Local Implementation Plan (LIP - of the Mayor of London's Transport Strategy), and the LDF Sustainability Appraisal (SA), where applicable.

Indicator <small>[1 = LAA Indicator, 2 = SA Indicator or proxy/close relation]</small>	Main Relevant Objectives (as numbered above)
BD1 Additional employment floorspace	i , ii a, b , c, e, f, h 6, 8, 9
BD2 Employment floorspace on previously developed land	i a, b, e 16
BD3 Employment land available	i , ii a, b , c, e, f, h 6, 8, 9
BD4 Floorspace for town centre uses	iv b, d, i, j, k, l
LO-BDTC1 Major sites progress	i, ii a, b, c, f, h
LO-BDTC2 Small business space	ii, iii a, f 8
LO-BDTC3 Tourism and leisure development in Stratford and Royal Docks	i, ii b, d, k 9
LO-BDTC4 Business and environmental quality	i, iii c, d, e 9, 16
LO-BDTC5 Business support through planning	i, ii c, f 9
LO-BDTC6 Employability outputs linked to planning	ii, iii f, g, h 6, 8, 9

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Indicator <small>[1 = LAA Indicator, 2 = SA Indicator or proxy/close relation]</small>	Main Relevant Objectives (as numbered above)
LO-BDTC7 Consolidating the retail hierarchy	ii, iv b, d, i, j, k, l 6
BTC-OUT/C1 Businesses by sector	ii b, d, e, f, g 8, 9
BTC-OUT/C2 Jobs, employment and activity rates ^{1 2}	ii, iii a, b, c, f, g, h 6, 8, 9
BTC-OUT/C3 Low earnings and deprivation (proxy) ¹ ₂	ii, iii a, c, d, f, g, h 6, 8, 10
BTC-OUT/C4 New business formation and survival ¹ ₂	ii b, c, e, f, g 8, 9
BTC-OUT/C5 Proportion of working age population qualified to level 2 or more ¹	i, iii b, c, f, g 6, 8, 9
BTC-OUT/C6 Town centre vitality	i, ii b, d, f, i, j, k, l 6, 9
BTC-OUT/C7 Environmental nuisance linked to economic activity	i a, b, d, e 9

Table 6.1

6.2 Relevant Outputs

Core Output Indicators

6.2.1 There are 4 business development and town centre core output indicators defined by Communities and Local Government. These are:

BD1 - Total amount of additional employment floorspace available by type

BD2 - Total amount of employment floorspace on previously developed land, by type

BD3 - Employment land available - by type

BD4 - Total amount of floorspace for town centre uses

6.2.2 Given that these are nationally-defined, their interpretation may need to be contextualised locally. This is partly by provision of further information directly related to them where they are reported, and partly through their supplementation with locally-defined output indicators more closely linked to local objectives.

BD1&2: Employment floorspace (B-class) completions

6.2.3 In order for new economic development to be accommodated in the Borough, it is important that modern business space is provided. Government policy is that development on previously developed land should be prioritised. Core Output Indicators BD1 and 2 are reported in the table below for development of schemes monitored according to London Development Database criteria (mainly those >1000m²).

6.2.4 Whilst the table would seem to show significant losses of employment land and hence a weakness in key employment policies which seek to protect employment floorspace as part of more generally promoting employment growth, (S27 and EMP1) these need to be understood in context. Firstly, CLG statistics show that in 2008, there was 1 623 000m² of B class floorspace in the Borough, so the net loss of 4392m² is only a tiny fraction of this. This is similar to last year which recorded a net loss of 7551m². Secondly, the table, together with BD3 and BD4 show that there have been major developments completed in recent years, as well as more being in the pipeline. Equally, many developments in the Borough are mixed use which incorporate small scale commercial floorspace of flexible use class, including B1. These may not be evident in the monitored floorspace records (as they fall below the 1000m² threshold) but provide the opportunity for modern, clean small and medium enterprises to locate close to residential and other uses. This is in line with the structure of the local economy such that manufacturing accounts for just 5.1% of the Borough's workforce compared with 90.1% in services (ONS, 2009). Nonetheless, we will have a fuller understanding of the implications of these figures once the Employment Land Study and Local Economic Assessment are complete.

6.2.5 Given that the Borough is at the edge of the London urban area, and has significant amounts of previously developed land available, it is no surprise that 100% of completions have occurred on previously developed land.

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(1)		B (unspecified) (2)	B1a ⁽³⁾	B1b ⁽⁴⁾	B1c ⁽⁵⁾	B2 ⁽⁶⁾	B8 ⁽⁷⁾	TOTAL
BD1: Employment Floorspace Completions 2008-09 (m²) [2007-8] [2006-07] [2004-05]	Gross	183 [266] [562] [0]	100 [3716] [26554] [0]	0 [0] [2963] [0]	4512 [0] [4840] [0]	4511 [0] [1000] [0]	4512 [462] [9739] [0]	13818 [4444] [45658] [0]
	Net	-847 [-3729] [-3729] [562]	55 [3716] [26554] [0]	0 [0] [2963] [0]	0 [0] [4840] [0]	-3500 [0] [1000] [0]	0 [-8000] [-6898] [0]	-4292 [-7551] [29021] [-240]
BD2: Employment floorspace completions on previously developed land (PDL) 2007-08	Gross (m²)	183	100	N/A	4512	4511	4512	13187
	% Gross o n PDL	100	100	N/A	N/A	N/A	N/A	100

Table 6.2

1. Source: LDD,2009
2. Business
3. Office
4. Research and development
5. Light industry
6. General industrial
7. Storage and distribution

BD3: Employment pipeline and landbank

6.2.6 Planning also requires that development should be ongoing, so it is important to monitor the forward picture as well, to demonstrate that planning has made adequate provision for future demand. Output indicator BD3 should give details of extant employment permissions and employment land allocations available once these are taken into account. The former is summarised in the table below. However, we cannot reconcile these permissions against employment land allocations because the UDP did not identify an employment landbank as such, it just identified employment areas to be protected for this use, many of which had potential for at least partial redevelopment for new business premises. Yet, extensive regeneration areas allocated in the UDP (MOZs and Ms) also had/have such potential as part of mixed use schemes. Together this unusual circumstance has meant there has not been felt to be a pressing need to monitor employment land redevelopment or take-up. This is no longer acceptable, and we expect to establish a new baseline with the forthcoming Employment Land Study.

BD3 Hectares of employment developments in the pipeline (gross) ⁽¹⁾ [under construction]	B (unspec'd) ⁽²⁾	B1a ⁽³⁾	B1b ⁽⁴⁾	B1c ⁽⁵⁾	B2 ⁽⁶⁾	B8 ⁽⁷⁾	Total
2008-2009	0.137 [0.047]	83.041 [68.604]	0.482 [0]	3.498 [3.498]	11.65 [3.65]	5.19 [5.1]	103.998 [80.899]
2007-2008	0.193 [0.075]	82.129 [26.923]	0 [0]	4.928 [4.43]	5.423 [5.513]	12.43 [4.43]	105.192 [45.28]
2006-2007	0.183 [0.093]	66.417 [23.112]	0 [0]	3.85 [0.68]	5.93 [3.17]	5.733 [4.17]	82.112 [33.715]

Table 6.3

1. Source: LDD 2009
2. Business
3. Office
4. Research and development
5. Light industry
6. General industrial
7. Storage and distribution

6.2.7 There continues to be a large amount of employment land in the pipeline this year, though a significant amount is now under construction. This is accounted for in the main by the commencement of the office component of Stratford City. The precise magnitudes are however distorted in some cases, as the site area is for all non-residential uses, and this may include non B-class uses (e.g. retail at Stratford City, which explains the very large site area under construction in the B1a category). This however, does at least reflect the shift in the Borough's employment structure, such that the service sector is increasingly the generator of employment. In this respect, it is also important to note that in many cases, smaller commercial consents are located on sites that previously accommodated extensive industrial premises. A better understanding of the implications of these figures will be derived from the Employment Land Study and Local Economic Assessment.

BD4: 'Town centre' development

6.2.8 The Government defines 'town centre' uses as those falling within retail, leisure and office use classes (A1, D2, A2 and B1a). Government policy is to promote the location of these uses in town centres as opposed to out of centre locations, to support the vitality and viability of town centres and ensure that people can make use of non-car modes of transport to access them. The table below presents the picture of town centre use completions that are part of schemes of >1000m² for Newham in 2008-09.

6.2.9 Most town centre development in Newham, particularly A1, B1a and D2 use classes is in the pipeline, and linked to major development around Stratford (The Olympic Park and Stratford City) and alongside the Docks - areas prioritised for these uses in the UDP as part of its urban regeneration strategy. Neither of these are in existing town centre locations, but reflect the strategy of creating new development poles for such uses in areas of major development potential. Indeed, a major office development was completed in the Royal Docks area in 2004-05 which established the policy direction. Such major developments take a long time to plan and implement, and leave little scope for other

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development in these classes at this time, other than that for local use and employment which is part of larger mixed-use schemes. Overall therefore, town centre use development is low in this period, as in previous years. However, this year, the figures do demonstrate the more usual pattern supported by national, regional and local 'town centre first' policy, suggesting policy SH1 (consolidating the retail hierarchy) continues to be effective, particularly in relation to standalone, conventional format retail. Cumulatively however, it will be important to monitor the uptake of commercial space in mixed-use schemes outside of town centres both in terms of their impact (if any) on town centre viability and vitality, and conversely, whether they in fact lead to ground-floor voids as they cannot survive outside of town centre locations.

(1)		A1 ⁽²⁾	A2 ⁽³⁾	B1a ⁽⁴⁾	D2 ⁽⁵⁾	Total	
BD4: town centre development 2008-09 [2007-08] [2006-07] [2004-05]	Town centre	Gross (m²)	584 [142] [474] [0]	183 [142] [240] [0]	0 [0] [0] [0]	0 [0] [0] [0]	767 [284] [714] [0]
		Net (m²)	434 [142] [474] [0]	-67 [142] [240] [0]	0 [0] [0] [0]	0 [0] [0] [0]	367 [284] [714] [0]
	Outside town centres	Gross (m²)	207 [8299] [644] [1198]	180 [219] [591] [120]	100 [3716] [26554] [0]	0 [75] [1332] [1000]	487 [12309] [29121] [2318]
		Net (m²)	157 [8299] [644] [1198]	105 [219] [-559] [120]	55 [3716] [26554] [-240]	0 [75] [-508] [1000]	317 [12309] [26131] [2078]

Table 6.4

1. Source: LDD 2009
2. Retail
3. Professional services
4. Office
5. Assembly and leisure

Local Output Indicators

LO-BDTC1 Major Sites progress

6.2.10 The UDP identifies Major Opportunity Zones (MOZs) on which substantial development opportunities exist such that their redevelopment would secure major benefits. Of 14 strategic sites (MOZs or Major Opportunity Zones) allocated in the UDP and saved as at September 2007, all but 5 had reports of progress to March 2009. This is a slight decrease in activity since last year, but significantly, in the period, a number of major schemes have gained consent or are under construction, which is positive for the local economy given the challenging economic climate.

- In Victoria Dock north side (MOZ 8), Excel Phase 2 was well underway, due to complete by Spring 2010.
- Work continued apace on a number of zones in the Olympic Park (mainly MOZ1) with notable progress on the Aquatics Centre, Olympic Stadium and complementary mixed use schemes along Stratford High Street.
- The Council moved most staff to new premises in the Royal Docks within the Royals Business Park (MOZ9) to help to renew investment confidence in this area. In addition, temporary (5 year) planning permission was granted for use of the rest of the business park by the National Construction College, supporting major construction projects in the borough and improving resident's skills training.
- The substantial Minoco Wharf scheme (on MOZ10) gained consent including significant employment and commercial space.
- In addition to the adoption of the Canning Town and Custom House SPD, permission was granted for the re-modelling of the Canning Town roundabout which should enable a stepwise change in local connectivity, enabling several key Canning Town sites (including MOZ6, Bidder Street South) to be progressed as part of comprehensive regeneration plans.

A thorough review of the all strategic sites will be undertaken on the basis of evidence from specialist technical studies and engagement with relevant stakeholders in 2010, to feed into the Core Strategy and other LDF documents.

LO-BDTC2 Small business space

a. Live-work units

6.2.11 Live-work units provide small business space in a format that aims to reduce the need to travel and aid work-life balance. In 2008-09, only 1 live-work unit was completed. Nonetheless, in common with previous years, there were eight housing-led mixed use developments built out this year that comprised commercial use on the ground floor with residential development above: that is, giving the opportunity to live in close proximity to some employment in modern service-based industries. As suggested above, further monitoring needs to be developed to establish whether this is what happens in practise, particularly given anecdotal evidence of high levels of vacancies in such units.

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Live-work Completions ⁽¹⁾	No of schemes	No of units [net]	Tenure
2008-09	1	1 [1]	Market
2007-08	1	76 [76]	Intermediate
2006-07	1	1 [0]	Intermediate
2004-05	1	8 [8]	Market

Table 6.5

1. Source: LDD 2009

b. Small B1 class business space (< 1000m²) recorded as part of larger schemes

6.2.12 Some other small-scale employment floorspace gains are recorded in the London Development Database because they are part of larger schemes that meet the LDD monitoring criteria. In the absence, currently, of internal monitoring of these developments, this data provides some indication of provision in this field. Together with the live-work data, this suggests that this type of provision is not being entirely neglected; rather it appears to be being maintained and slowly re-provided in more modern formats, often on sites with a former employment use in line with policies EMP1 and EMP2. It does appear however, that B class components are not always sought even when B class space is lost, perhaps due to the scale of the commercial element which may be more more suited to A2 office space. Employment land and business space needs will be analysed as part of the forthcoming Employment Land Study and Local Economic Assessment. These will help review relevant local policies. This would appear to be particularly important given that the majority of online enquiries about business space in the Borough (55%) are from SMEs, with 43% of enquiries concerning premises of up to 1000m².

Small business space completed ⁽¹⁾	B1	B2	B8	Total
Schemes recorded: 2008-09 [net]	2 [1]	0	0	1 [1]
2007-08 [net]	2 [2]	0	1 [1]	3 [3]
2006-07 [net]	3 [3]	0	0 [-1]	3 [2]
2004-05 [net]	0 [-3]	0	0	0 [-3]

Table 6.6

1. Source: LDD 2009

c) *Affordable workspace/local business occupancy provision*

6.2.13 Unlike previous years, S106 agreements accompanying completions in 2008-09 made no explicit provision for small or local businesses in terms of space provided. It would seem that other community benefits have had priority and were more relevant to the planning issues in the development locations.

LO-BDTC3 Tourism and leisure development in Stratford and Royal Docks

6.2.14 Tourism and leisure development is prioritised in Stratford and the Royal Docks, given particular opportunities defined by their location and setting. In 2008-09 there were no significant tourism and leisure developments completed in Stratford or the Royal Docks, and only very limited hotel development in Stratford the previous year. However, substantial developments are in the pipeline in both these areas, notably the Olympic Park and Stratford City which are under construction, reflecting tourism policies TM1 and 2 and wider regeneration policies. The Docklands figures are however to be re-scoped following changes in the economic climate affecting viability: though planning permissions are extant, construction has not yet started.

Tourism and leisure development in Stratford and Royal Docks ⁽¹⁾	Royal Docks area (including north side in Custom House ward)		Stratford	
	Hotel bedspaces	D2 floorspace (m ²)	Hotel bedspaces	D2 floorspace (m ²)
2008-09 [pipeline, gross]	0 [289]	0 [12402]	0 [2326]	0 [204 820]
2007-08	0	0	9	0
2006-07	163	0	0	0

Table 6.7

1. Source: LDD, 2009

A recent investigation into hotel demand and supply by the team found that Excel and London City Airport are the main driving forces of hotel demand in the Borough, and together with the temporary increase related to the Olympics, will continue to underpin development in this sector into the future. Both Royal Docks and Stratford relate well to this demand, the Royal Docks for its proximity, and Stratford for its wider connectivity.

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LO-BDTC4 Business and Environmental quality

a. Improvement schemes in employment areas

6.2.15 Modern business demands high environmental standards as part of locational requirements, and many industrial areas in the Borough could benefit from environmental improvements. This is particularly pertinent as much of the Borough's B Class employment offer falls within the traditional 'bad neighbour' industries, which can lead to a poor impression of the Borough. No stand-alone environmental improvement schemes in employment areas were reported this year. However, major developments incorporating employment floorspace (as reported above) have resulted in well-designed, pristine, new employment environments, often replacing sites in poor condition. In addition, the planning consent for the redevelopment of Unit B Prologis Business Park West Ham required new areas of landscaping to be provided fronting the river, which act as a softening buffer to the western elevation of the unit.

b. Preventing and managing environmental nuisance

6.2.16 In 2008-09 there were 11 air quality complaints and 62 noise nuisance complaints investigated by environmental health related to industrial processes, a significant increase on figures of 23 and 22 respectively last year. This is thought to be related to increased publicity over flight noise, as this category was until recently recorded until industrial noise. In addition, the Food Safety Team logged 22 odour complaints relating to food outlets (mostly from hot food takeaways). This is comparable to last year's figure of 21. Whilst investigation of such complaints, and appropriate action is important to support policies concerned with protecting amenity, (notably EQ45) ultimately it is hoped that concerted work by the Council, including careful implementation of policy SH20 on hot food takeaways, should result in a sustained reduction in complaints which would better reflect the aims of policy. However, this is an issue that may be partly a side effect of the drive to increased mixed use development, the impact of which should be kept under review, and considered in recommending the appropriate mix of uses on such sites.

LO-BDTC5 Business support through planning

a. relocation and development support

6.2.17 The level of development opportunity in the Borough inevitably results in some businesses having to relocate from currently underused sites, in order that they can be comprehensively redeveloped to best effect. Additionally businesses may wish to relocate from within or outside of the borough to allow for expansion or entrepreneurship. The Council provides a service to assist businesses with new requirements. In previous monitoring periods, relocations as a result of the Olympic Park were recorded. Such relocations are no longer required; however 308 business support telephone enquiries including 240 in relation to finance, training and labour were handled in 2008-09.

6.2.18 In addition, a service is provided on the Council's website to field enquiries concerning premises etc from entrepreneurs: 208 enquiries were dealt with in the monitoring period, mainly relating to small scale retail space. Additionally, the Council's Workplace service (see below) helped 66 businesses start up in Newham over the current monitoring period.

6.2.19 All this support complements the key employment policies such as policy EMP1 and S27 to help engender local economic growth.

b. Local procurement agreements (including local labour)

6.2.20 New development also offers opportunities to local business in the material and labour necessary to effect it. However developers do not always specify this without encouragement, perhaps due to links with alternative suppliers elsewhere. LB Newham is now therefore making efforts to encourage local procurement as part of measures that developers may use to demonstrate that their development is sustainable, and as part of negotiating it as a community benefit to offset negative development impacts as part of Section 106 agreements (in line with Policy S2).

6.2.21 There were 14 B Class related Planning Agreements completed during the current monitoring period. Three of these contain a local labour clause which stipulates requirements to employ local labour and use local goods and services.

6.2.22 In addition, of other major (as defined by the GDPO) approvals assessed, 4/22 (the same proportion as found in last year's sample) specified that local materials would be used in line with sustainable development principles. This should ensure that new development benefits local businesses, although local is not necessarily specified as from within the Borough.

LO-BDTC6 Employability outputs linked to planning

a. Workplace beneficiaries

6.2.23 Given the large scale of development ongoing in the Borough and neighbouring authorities, the Authority, with funding from developers, has set up a training and employment brokerage service ('Workplace') to help as many local people as possible to benefit from the employment and self-employment opportunities on offer, in line with policy S2 (community benefits) and wider economic growth policies (S27, EMP1). Workplace was established in June 2007, so 2007-08 figures were only for part of a year. Since then, a significant increase in staffing numbers and awareness of the service have also contributed to a more than doubling of beneficiaries.

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(1)	Total Workplace beneficiaries
2007-08 (from June 07)	601
2008-09	1635

Table 6.8

1. Source: LBN Access to Jobs Team, 2009

b. Education and training facility developments

6.2.24 Modern, fit for purpose education and training facilities, including those based in the community (e.g. Arts/cultural centres) provide an inviting and stimulating environment which should foster learning and development, helping to create a better qualified population more able to participate in and contribute to economic development. Analysis of records suggests that considerable investment in education and training facilities in the Borough continues, with five Planning Agreements containing contributions towards local education and training provision. This could potentially provide £485,000 towards this end. Importantly in this period, a new community learning centre opened in North Woolwich, and approvals included major Building Schools for the Future investment at 3 schools, as well as the re-building of Keir Hardie primary school in Canning Town as part of comprehensive area regeneration.

Education and training facilities ⁽¹⁾	2008-09	2007-08	2006-07	2004-05
Number of completed schemes recorded by LDD	1	1	2	4
Approvals (all)	12	11	DNA	DNA

Table 6.9

1. Source: LDD/LB Newham planning records, 2009

LO-BDTC7 Consolidating the retail hierarchy

i) Broadening the attraction of town centres

a. Town centre management

6.2.25 As of March 2009, 5 out of 6 town centres (major and district centres) had managers on a full or part-time basis, with the one district centre that did not have one (East Beckton) being a covered shopping complex, managed as a property by its owners. A town centre management framework covering these town centres was also in place, with individual strategies in line to be developed once the Core Strategy has been

progressed. This will integrate management with planning processes, and should foster the potential of town centres, including the development of the night-time economy where appropriate.

b. Community uses in town centres

6.2.26 UDP policies CS2, CS4 and CS5 together with higher-level town centre policy seek to encourage community uses within town centres to reinforce their attraction and make use of their transport connections. However, of the size of development monitored (mainly >1000m²) no completions were reported within town centre boundaries in this financial year, or previous monitoring years, suggesting this opportunity is being missed. Nonetheless, mixed use developments in the pipeline with opportunities for small-scale D1 use (mainly doctors' surgeries) in flexible commercial units in town centre, edge of centre and new development areas are fairly common, which could benefit town centre viability and vitality to some extent. In future, it is hoped that more co-ordinated infrastructure planning as part of the LDF should help to better realise such spatial planning ambitions.

c. Town centre development and environmental improvements

6.2.27 Development sites in town centres need to be redeveloped to remove blight and provide new development, helping to ensure the continuing vitality and viability of such centres. Monitoring of town centre sites found that by March 2009, out of the existing saved UDP allocations, 5 of them had no extant planning permissions, with a total area of 11.59 ha. This lack of development on key sites will be reviewed through the LDF Town Centre and Retail Study and ongoing masterplanning work in Stratford and the Royals.

6.2.28 Environmental improvements can also support this objective. Whilst no town centre environmental improvement schemes were put in place in this monitoring year, in recent years major works have been undertaken in Forest Gate, and there are ongoing works associated with developments in the Stratford area in line with policies SH6 and SH2. Major work is also planned in Canning Town town centre as part of the regeneration plans set out in the SPD: these include significant improvements to pedestrian access with the re-modelling of the A13 roundabout. In the future, town centre strategies will help plan these and ongoing maintenance regimes.

ii) Conversion of retail premises in undefined centres to residential use

6.2.29 Support for town centres is also the aim of policy which encourages the focus of retail development within them, permitting the loss of retail units elsewhere, and thereby in theory encouraging evolution to residential use in undefined centres and the consolidation of defined centres. Records suggests this process is proceeding very slowly, and not necessarily consistently, as shown by the table below.

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(1)	A1 or A2 unit conversion to residential (completions)	A1 or A2 unit conversion to residential (consents)	A1 or A2 unit gain in undefined centres
2008-09	2	1	0
2007-08	2	2	1

Table 6.10

1. Source: LDD, 2009/LB Newham planning records

This implies that policy SH1 is not working to best effect outside defined centres, and perhaps more proactive intervention is required to properly consolidate retail use into defined centres. Alternatively, there may be a case to review local centre boundaries, to reflect continued demand for such properties. Such a review is part of the work being undertaken through the LDF Town Centre and Retail Study.

6.3 Relevant Outcomes/ Contextual Indicators

6.3.1 This section reports on outcome/context indicators that help to complete the picture of business and town centre activity and employment in the Borough. To some extent, the indicators report the ultimate impacts of the outputs of planning and associated actions, but it must be acknowledged that other factors affect them as well. Therefore these indicators also report the broader context in which planning operates, in some cases affecting outputs - hence the reason for calling them outcome/context indicators.

BTC-OUT/C1 - Businesses by sector

6.3.2 Employment/economic policies aim to support shifts in the economy away from manufacturing and towards newer, expanding sectors such as business and personal services, tourism and leisure, that are more likely to provide sustainable employment. However, this will be mediated by other factors such as mismatches in skills and suitable premises, and levels of disposable income locally.

6.3.3 The table below indicates that a structural shift is occurring slowly in Newham as far as available data allow us to discern (business numbers do not equate exactly to employment numbers by sector). The figures seem to show the influence of national patterns - growth in property businesses, as well as local factors such as the increase in development (increase in construction businesses) and possibly deficiencies in the local skills base (few finance companies) as well as support of newer industrial sectors. There is no update available for the current monitoring period.

(1)	2007-08	2006-07	2005-06
% of VAT registered businesses by sector			
Construction	9	8	8
Finance	1	1	1
Health	3	3	3
Hotels and catering	8	8	7
Production	6	7	7
Property and business services	24	23	22
Retail	22	23	22

Table 6.11

1. Source: NIMS/ONS, 2008

BTC-OUT/C2 - Jobs, employment and activity rates

6.3.4 Support for business and employment, including employability, through planning and associated activity should help to increase both the employment and activity rate (the latter being defined as the proportion of the working age population that are actively seeking or in work) and the number of jobs in the Borough. However, this will also be affected by wider social, economic and cultural issues such as whether people are studying or looking after others and not available to work, the match between skills and jobs, and broader economic conditions.

	2008	2007	2006	2005
Economic activity rate (financial year)⁽¹⁾ [ONS comp. authorities rate]	66 [71.8]	65 [72]	67 [71]	66 [70]
Employment rate⁽²⁾ [ONS comp. authorities rate]	58.1 [63.8]	58 [65]	58 [65]	57 [64]
Job density (ratio of jobs to working age population)⁽³⁾ [ONS comp. authorities figure]	DNA	0.48 [0.57]	0.55 [0.64]	0.51 [0.58]

Table 6.12

1. Source: NOMIS 2009
2. Source: GOL National Performance Indicator Data 2009
3. Source: NOMIS, 2009

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6.3.5 Annual statistics (modelled in part) show that for the years for which data is available, these indicators have remained fairly consistent over the periods monitored. Despite this, unemployment and economic inactivity continue to be significant issues in the Borough, with relatively high rates of both when measured alongside comparable London boroughs. There also continues to be a relatively low number of jobs relative to population densities.

BTC-OUT/C3 - Low earnings and deprivation (proxy data)

6.3.6 Support to business development and employability through planning and associated outputs should raise wage-earning potential, filtering through to reduce child poverty. Data to assess this use means-tested, income-supplementing benefits as a proxy for low incomes, calculating rates of claimants as a proportion of population. An update is awaited on this important indicator, prioritised locally through the LAA, however latest data available does suggest the picture was improving, in line with comparable authorities.

6.3.7 Income support claimant rates have appeared to decline over the monitoring periods aligning itself more with comparable borough average. This may partly be affected by inaccurate population statistics however.

	2008/09	2007/08	2006/07	2005/06	2004/05
Income support claimants as a percentage of population ⁽¹⁾ [ONS comparable authorities - average]	6 [6]	7 [6]	12 [8]	12 [8]	8 [7]
% of children in working age families in receipt of income-supplementing benefits (as at April of the latest year) ⁽²⁾ [ONS comparable authorities - average]	DNA	DNA	36 [34]	38 [36]	39 [37]

Table 6.13

1. Source: Calculated from data available on NIMS (last quarter of the financial year claimant counts)/ONS (mid year population estimates), 2009;
2. Source: GOL National Performance Indicator Data, 2009 NI 116

BTC-OUT/C4 - New business formation and survival

6.3.8 Ensuring that business support through planning and associated outputs is sensitive to new business needs should help encourage new business formation and survival, although this will be mediated by other factors such as wider economic and fiscal conditions, and local entrepreneurial culture.

a) *Rate of business formation per 10 000*

6.3.9 The most recent data available suggest that business formation rates were fairly stable, but significantly less than elsewhere. Further evidence is needed to analyse whether planning is holding back business development, or whether wider structural factors override planning interventions. The forthcoming Local Economic Assessment and associated business surveys currently underway should help address this.

Business formation per 10 000 ⁽¹⁾	2007	2006	2005	2004
Newham	40	33	31	33
ONS comparable authorities - average	54	45	45	48

Table 6.14

1. Source: GOL National Performance Indicator Data, 2009

b) *3 year business survival rate*

6.3.10 Survival rates are more encouraging - although there is a considerable lag on data being available. They suggest that businesses may be becoming more robust, and are reasonably close to average for similar local authorities.

% of businesses born in year still trading after 3 years ⁽¹⁾	2004	2003	2002
Newham	54.4	52.3	52.4
ONS comparable authorities - average	56.9	55	52.8

Table 6.15

1. Source: ONS Business Demography Statistics 2007

BTC-OUT/C5 - Proportion of working age population qualified to level 2 or more

6.3.11 Measures that aim to support employability and encourage educational attainment (including encouraging economic development requiring higher skills) should ultimately result in a better qualified workforce, although the rate of population turnover amongst other factors may affect this. A better qualified workforce should in turn support other objectives such as the ability to attain high paid employment, and attract higher calibre employers.

6.3.12 Newham's workforce qualification levels seem to be fairly stable. However, they remain significantly lower than even levels in comparable authorities in London, and on a London-wide basis Newham ranks last on this indicator.

6 Business Development, Employment and Town Centres

Population qualified to at least level 2 ⁽¹⁾	2008	2007	2006	2005
Newham	58	56	57	55
ONS comparable authorities - average	65	64	63	62

Table 6.16

1. Source: GOL National Performance Indicator Data for London Boroughs, 2009

BTC-OUT/C6 - Town centre vitality

a) Vacancy levels and non-retail uses in primary frontages in town centres

6.3.13 Policies and associated actions supporting town centre vitality and viability should help keep vacancy levels low (some vacancies are an inevitable part of healthy turnover and change) and protect the retail function of town centres by ensuring that most primary shopping frontage (at least) is in retail use. However, this will also be influenced by historic occupancies, wider market conditions, owners' plans for individual properties and so on.

6.3.14 In 2008, all major and district centres had minimal vacancy levels, and most had a very high proportion of A1 uses in their primary retail frontages. Forest Gate and Canning Town have the highest levels of non-retail uses in their primary shopping frontage. Canning Town in particular has experienced a sharp increase of non-retail use in the primary frontages (from 16% non A1 units in 2006 to 27% non A1 units in 2008). This is something to keep an eye on, though both have the potential for significant new development which may help consolidate their functioning in the future.

(1)	Canning Town		East Beckton		East Ham		Forest Gate		Green Street		Stratford	
	2006	2008	2006	2008	2006	2008	2006	2008	2006	2008	2006	2008
Percentage of occupied primary frontage units in non-retail use	16	27	N/A	N/A	13	15	26	16	10	14	7	9
Percentage of units that are vacant	7	6	7	N/A	5	6	5	8	4	3	4	3

Table 6.17

1. Source: Forward Planning Retail Survey, 2006 & 2008

b) Historic buildings at risk within defined town centres

6.3.15 Policies supporting town centre vitality and viability should translate into investment into the upkeep of property within them, although this will also be filtered by factors such wider market conditions, the particular circumstances of individual building owners and so on.

6.3.16 Analysis of English Heritage records show that no listed buildings at risk are currently located within town centre boundaries, although West Ham Court House is a prominent building at the edge of Stratford town centre. This presents a relatively healthy picture, given that Stratford should start to see more investment in the coming years with major developments in the pipeline for the area (notably Stratford City).

BTC-OUT/C7 Environmental nuisance linked to economic activity

6.3.17 Planning policies and associated actions aiming to minimise the environmental intrusion of economic activity should result in a reduction in complaints about these subjects to environmental health officers. However, this will also be affected by people's understanding of whether anything can be done about the problem, temporary equipment failures, particular weather conditions (e.g. more open windows and waste odours in hot weather) and so on.

6.3.18 Overall it appears that complaints are quite low, though some are increasing. If any one area is a problem, it appears to be late night premises noise. A new indicator has been added this year dealing with complaints about London City Airport noise and light pollution, although it should be noted that this overlaps partly with the industrial noise category: increased publicity in the wake of London City Airport's latest planning application is likely to have boosted this category of complaint this year. All these figures serve to remind us that economic activity is not without its costs, and needs careful monitoring, mitigation and enforcement of excessive nuisance.

(1)	Complaints about industrial-related air quality	Complaints about industrial-related noise	Complaints about food and drink establishment noise (late night venues)	Complaints about food and drink establishment odours	Complaints about rubbish from commercial premises	Complaints about LCY noise and light pollution
Complaints 2008-09	11	62	154	22	19	64
Complaints 2007-08	23	20	115	21	23	NYM

Table 6.18

1. Source: LBN Environmental Health/Anti-Social Behaviour Teams, 2009; London City Airport Committee Minutes

6.4 Review of Changes in the National Policy Context

6.4.1 The national planning context in relation to business and town centres has not changed significantly in this period. A final revised version of PPS4 was still awaited, although in May 2009 a further draft ('Planning for a Prosperous Community') was issued for consultation, incorporating PPS6 ('Planning for Town Centres'). The implications of the final version can be taken into account in preparation of new policies.

6 Business Development, Employment and Town Centres

6.5 Summary and Discussion

Business Development and Town Centres Implementation - Key Points

- *Major sites*
 - Progress was made on a number of major development sites, including Canning Town and Custom House Regeneration area, the Olympic Park and Victoria Dock North (Excel phase 2), with 9 out of 14 experiencing some planning or development activity, including 6 with infrastructure or reclamation work and a major consent granted for mixed use development at Minoco Wharf.
- *Business development*
 - Most employment floorspace created this year was like for like replacement of that lost to fire damage at Prologis Park, Canning Town;
 - However this year saw significant starts on the healthy amount in the pipeline, notably the office component of Stratford City.
 - Overall, through smaller commercial development as part of mixed use schemes, we continue to see a shift to more modern workspace provision from larger general industrial premises.
- *Employment*
 - Workplace, an employment and training brokerage service to enable more local people to benefit from developments in the area, continued to grow, helping nearly 1650 local people into work.
 - Important new education and training facilities gained consent, including 3 Building Schools for the Future schemes, and a new community learning centre ('Learning Zone') was completed in North Woolwich.
- *Town centres*
 - Small developments took place in town centres enabling a certain amount of growth and development, together with complementary development outside these areas as part of mixed use schemes.
 - At present, town centre development is focused on future major commitments at Stratford City and Canning Town, which will help fulfil strategic regeneration objectives.

6.5.1 The overall picture in relation to employment, business and town centres is of a continuing period of transition, with the onset of the economic downturn showing little impact except on the progress of some sites. For the most part, new opportunities are gradually being opened up, and importantly, mechanisms becoming established to enable local people to benefit from them, particularly as regards construction jobs and contracts, apparently resulting in stability in employment rates and associated indicators, despite the onset of recession. Similarly, town centre management and associated interventions are continuing to be developed to help manage change and the consequences of large scale development at Stratford City and Canning Town.

6.5.2 The full scale of potential transformation has yet to occur however, with most business and town centre development in the monitoring period being relatively small scale and dispersed, and therefore, most industrial areas and town centres ticking over with gradual incremental change rather than dramatic change. Undefined centres and pockets of industrial space have likewise been subject to small-scale change. This appears to be partly indicative of changes in the economy which have favoured growth in less space-demanding small businesses that fit in well with other uses on site (notably residential) so that there is less demand for large scale industrial development. On the other hand, there appears to be little demand yet in Newham for larger scale, prestige business developments as more central locations in London with less challenging development conditions (especially contamination) are still to be built out (e.g. around Canary/Wood Wharf). Nonetheless, 2008-09 has seen some significant employment development commence construction, and progress on flagship sites, notably Stratford City and the Olympic Park. These are beginning to alter the pace of development in surrounding areas, encouraging the extension of more intensive mixed use development along Stratford High Street for example, which should in time come to give the impression of a much more active modern economy at a key gateway to the Borough.

6.5.3 Generally, business development, employment and town centre policies appear to be working as intended. However, it does appear that there are surplus employment land allocations, and these are to be strategically reviewed as part of a forthcoming Employment Land Study and strategic sites work in 2010. The former will include recommendations as to the acceptable mix of uses where a site is suggested for release to mixed uses, which may help us more strategically manage environmental nuisance and current voids in ground floor units. In addition, there may be some grounds to review the implementation of Policy SH1, particularly as key regeneration policies impact on town centre boundaries and centres of attraction. In both cases it is expected that new policies will be more carefully focused on implementation, including attention to phasing and key partners. This will enable more careful management of the Borough's assets, whether conventional employment land, major development sites or town centres.

6.5.4 As regards information and monitoring, key gaps appear to relate to the overall stock of business units by different sizes, including the end-use of units given planning permission for a spectrum of use classes ranging from retail to office space in mixed use developments. Similarly, the take-up of employment land whether by housing or business uses needs greater attention: the forthcoming Employment Land Study will help us establish a baseline to this end. Further work is also needed to track the relationship between environmental nuisance and new developments. All of these would seem to be particularly important to properly assess the cumulative impact of small scale incremental changes on employment growth, residential amenity and town centre health.

7 Housing

7.1 Objectives

Key objectives

7.1.1 The key objectives relating to housing in the Unitary Development Plan and Sustainable Community Strategy are:

- i. To provide additional housing units for local needs as well as contributing to London-wide needs, encouraging housing as part of mixed-use development where appropriate.
- ii. Create a Borough that offers a range of house types that suit all needs, ensuring a balance between the size and type of accommodation and the range of housing needs.
- iii. Ensure that all new housing is built to a high standard of design, with the provision of parking and garden space appropriate to the location.
- iv. Maintain housing stock in good repair, improve substandard housing and the residential environment.

Related specific concerns

7.1.2 Related to these key objectives are several more specific objectives also found in the UDP and Community Strategy:

- a. Sustain growth in the new build of affordable housing, and widen the routes into housing, including creating opportunities for those who don't earn much to own their own home.
- b. Protect existing housing stock, especially larger family housing.
- c. Increase the range and quality of housing choice in the Borough to attract and retain aspiring residents, creating mixed communities across Newham.

Related Sustainability Appraisal Objectives

7.1.3 Several Sustainability Appraisal objectives have clear links with these objectives, notably:

2. Increase safety and security and reduce crime and fear of crime.
4. Provide the opportunity for people to meet their housing needs.
6. Tackle deprivation and social exclusion whilst promoting social inclusiveness and equality.

13. Secure high quality urban design and promote sustainable design and construction techniques in conjunction with more efficient and sustainable resource uses and reuse.

16. Maximise land use efficiency and ensure that new development occurs on brownfield land and that contaminated land is remediated as appropriate.

Background to these objectives

7.1.4 These objectives have been set against a background of increasing demand for housing in Newham and the wider London area, with existing housing stock not necessarily catering for that demand either qualitatively and quantitatively.

7.1.5 Housing need in Newham has traditionally been reflected in large amounts of social housing, and private rental in an ageing housing stock. Much of this is now in need of upgrading to bring it up to appropriate quality standards, and to ensure that a variety of specific housing needs can be met through recent innovations in housing design. It will also however be important to preserve certain forms of existing housing, notably the few large, family-sized houses, which tend to face pressure for conversion, despite the need for them from certain sectors of the community.

7.1.6 Whilst there continues to be a need for various forms of affordable housing amidst low incomes relative to open market house prices and available finance, such a housing stock has not catered for people whose aspirations change as a result of their improving socio-economic circumstances. These people have tended to move out of the Borough, meaning the area has been unable to benefit from their spending power, with its knock-on benefits for local shops and services.

7.1.7 Unlike many London boroughs, Newham has a large amount of development land that has the potential to be used for new housing, including existing housing estates in need of renewal. This means there is the potential to meet needs arising from within the Borough and the wider area. The large expanses of land involved mean that careful planning is needed to make best use of it so that it meets, and continues to meet, a range of community needs.

Indicators

7.1.8 The following indicators are reported in the next two sections. Their relevance to particular objectives is highlighted, (and explained as they are reported in the accompanying text) as are their links to other monitoring frameworks - those of the Local Area Agreement, (LAA) the Local Implementation Plan (LIP -of the Mayor of London's Transport Strategy), and the LDF Sustainability Appraisal (SA), where applicable.

Indicator [1 = LAA indicator, 2 = SA indicator or proxy]	Main related objectives (as numbered above)
H1 Plan period and housing targets	i 4

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Indicator <small>[1 = LAA indicator, 2 = SA indicator or proxy]</small>	Main related objectives (as numbered above)
H2 Net additional dwellings and housing trajectory ¹	i a, b 4
H3 New and converted dwellings on previously developed land	i 13, 16
H4 Gypsy and traveller pitches	i, ii a, c 4, 6
H5 Gross affordable housing completions	i a, c 4, 6
H6 Building for Life Assessments	ii, iii c 2, 13, 6
LO-H1 Housing density	i, iii 16
LO-H2 Housing mix and choice ²	i, ii, iii a, b, c 4, 6
LO-H3 Housing and residential environmental quality ²	iii, iv c 2, 6, 13
H-OUT/C1 Housing need ¹	iii, iv c 2, 6, 13
H-OUT/C2 Housing quality ²	iii, iv c 4, 6, 13
H-OUT/C3 Housing affordability ²	i a 4, 6
H-OUT/C4 Crime and fear of crime ²	i a 4, 6
H-OUT/C5 Levels of out-migration to other UK authorities	i,ii, iii, iv a, b, c 2, 13

Indicator [1 = LAA indicator, 2 = SA indicator or proxy]	Main related objectives (as numbered above)
H-OUT/C6 Environmental performance of housing stock	iii C 6, 13

Table 7.1

7.2 Relevant Outputs

Core Output Indicators

7.2.1 Communities and Local Government has defined 6 core output indicators under the housing theme. These are:

H1: Plan period and housing targets

H2: (a) Net additional dwellings in previous years

(b) Net additional dwellings for the reporting year

(c) Net additional dwellings in future years

(d) Managed delivery target

H3: New and converted dwellings on previously developed land

H4: Net additional gypsy and traveller pitches

H5: Gross affordable housing completions

H6: Housing quality - Building for Life Assessments

7.2.2 Given that these are nationally-defined, their interpretation may need to be contextualised locally. This is partly by provision of further information directly related to them where they are reported, and partly through their supplementation with locally-defined output indicators more closely linked to local objectives.

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H1: Plan period and housing targets

7.2.3 The relevant plan that provides housing targets for the Borough is currently the London Plan as altered in December 2006. The current targets are:

(1)	Start of Plan Period	End of Plan Period	Housing Required	Source
H1	2007/8	2016/17	35 100	London Plan Alterations, Dec. 2006

Table 7.2

1. Source: London Plan, Consolidated with alterations since 2004, 2009

7.2.4 A new Housing Capacity and Land Availability Assessment has been carried out by GLA in co-ordination with London Boroughs over 2008/9, and the findings of this will lead to a revised Housing Target for inclusion in the Revised London Plan in late 2011. The study involves detailed site specific capacity assessments taking into account individual site constraints that would impact housing numbers. The study also includes anticipated delivery phasing, and is therefore considered more accurate than the 2004 housing capacity study. As a result of this study, it is anticipated that the revised Housing Target will be reduced to a level that could be achieved through major site delivery over the 20 year study period.

H2: Net additional dwellings and housing trajectory

7.2.5 The Government is concerned to ensure that housing delivery is managed to provide for a continuous supply of new housing into the future, therefore it requires the reporting of recent delivery, and assessments of future anticipated development based on the availability of sites and a continuing bank of planning permissions.

7.2.6 The table below shows a slight increase in delivery of new homes compared to the three previous years. This is largely due to the completion of a number of large schemes. Despite this small increase in delivery, the table still shows a substantial shortfall against London Plan 'homes' targets over the monitoring period, even during the recent boom years. This may reflect the expense of developing contaminated land and the awaited leverage from major developments at Stratford, Canning Town and the Royal Docks. Macro-economic circumstances may make it very difficult for Newham to respond to this however, and it is likely to be a pattern mirrored nationally, particularly in similarly challenging locations. The recent economic downturn has resulted in further delays in the commencement of some large schemes, which is also likely to have an impact on housing delivery in the next two to three years - although a number of schemes have received HCA funding, and one scheme received Kick start funding, which will assist in delivering new homes over the next five years despite the economic downturn. Delivery is anticipated to increase from 2012 as a result of key sites where commencement was already committed, or had funding secured prior to the economic downturn, mainly sites within the Olympic area and key regeneration sites within Canning Town and the Royal Docks.

Year	H2 (a)	H2(b)	H2(c)			H2(d)
Housing units delivered/ to be delivered	Previous Years	Reporting Year	Future Years			Managed Delivery Target
			(a) Net Additions	(b) Hectares	(c) Target	
02/03	1293					
03/04	1948					
04/05	752					
05/06	915					
06/07	739					
07/08	942					
08/09 Reporting		1088				3608
09/10 Current			1484	4.67	3510	3760
10/11 (1)			938	3.48	3510	3977
11/12 (2)			854	3.05	3510	4237
12/13 (3)			2380	7.37	3510	4406
13/14 (4)			2191	6.33	3510	4627
14/15 (5)			3440	17.79	3510	4759
15/16			4838			4749
16/17			3288			4958
17/18			3047			5276
18/19			2382			5855
19/20			1942			6833
20/21			1491			8614
21/22			1960			11941
22/23			1900			21982
23/24			1982			23510
24/25			1712			25308
TOTAL			35 829			

Table 7.3 Net Additional Dwellings and Housing Trajectory.

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Source: LBN Forward Planning and Transportation, Housing, and LDD, 2009

7.2.7 The following table shows future housing delivery divided by Community Forum area. Nearly 80% of delivery in the next five years is expected to occur within Stratford and West Ham, Custom House and Canning Town, and Royal Docks community forum areas. With the addition of Beckton beginning delivery from 2014, this trend is anticipated to continue over the following ten year period as large developments and regeneration projects deliver significant numbers of additional homes. These four Community Forum areas are anticipated to deliver approximately 89% of all additional houses over the next fifteen years. Interestingly, approximately 9% of total delivery is anticipated to arise from unspecified small sites spread throughout the nine community forum areas, with the remaining 2% arising from developments within Forest Gate, Plaistow, and Green Street, mainly delivering within the next five years. This analysis reveals a lack of development from large sites within East Ham, with any additional homes in this area likely to be the result of unspecified small site development. The community forum areas identified as delivering the majority of additional housing is hardly surprising considering the location of large brownfield sites earmarked for development being located within Stratford, the Lower Lea Valley, Canning Town, the Docklands, and Beckton.

Projected new dwellings by Community Forum Area	2009/10	2010/11 -2014/15	2015/16 -2019/20	2020/21 -2024/25	TOTAL
Stratford & West Ham	358	5356	3324	2615	11653
Royal Docks	74	1171	3328	4187	8760
Custom House & Canning Town	713	1470	5753	573	8509
Beckton	0	250	2120	900	3270
Forest Gate	53	76	202	0	331
Plaistow	40	142	0	0	182
Manor Park	30	146	0	0	176
Green Street	12	211	0	0	223
East Ham	11	14	0	0	25
Small Sites	193	965	771	771	770
TOTAL⁽¹⁾	1484	9801	15498	9046	35829

Table 7.4

1. Source: Forward Planning Housing Trajectory work, 2009

Note: The zero figures in the second and third phases reflect that there are currently no known sites that would deliver 10 or more units at this time. It is likely that the majority of delivery in these areas will be from the small site allocation. Our data is updated on a regular basis and subject to change as new sites come forward.

H3: New and converted dwellings on previously developed land

7.2.8 Previously developed land (PDL) is broadly defined as all land that has had some development on it that continues to be in a non-naturalised state. Importantly, the definition excludes land in recreational use in built up areas although it that may have development on it associated with this use. The hectares of housing land developed in 2008-09 in Newham that is previously developed land are detailed in the table below:

(1)		2008	2007
H3	Gross (Ha)	4.27	3.43
	% on PDL	100	100

Table 7.5

1. Source: LDD, 2009

7.2.9 The Borough has large expanses of previously developed land, with the built up area extending to its border and beyond. Open spaces are afforded significant protection. Hence it is of no surprise that all development is on previously developed land.

H4: Gypsy and Traveller Pitches

7.2.10 The Government is concerned to ensure all aspects of housing need are met, and gypsy-traveller pitch provision was neglected nationally for many years, and is now a significant issues in many areas. Gypsy-traveller pitches include those for permanent residential use and those for transit use (as temporary stopping places).

New pitches ⁽¹⁾	Permanent Pitches	Transit Pitches	Total
H4 2008 - 09	0	0	0
2007-08	3	0	3
2006-7	0	0	0

Table 7.6

1. Source: LBN Housing Dept, and LDD 2009

7.2.11 In 2008 - 2009 the Borough provided no additional gypsy-traveller pitches. However, gypsy and traveller needs will be considered as part of the Borough's strategic housing market assessment, which is currently being carried out and is due to be completed early 2010. The findings of this research will then be taken taken forward strategically through new LDF policies, once reconciled with the London-wide assessment of gypsy-traveller need prepared for the new London Plan.]

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H5: Gross affordable housing completions

7.2.12 Affordable housing comprises housing for social rent and intermediate housing. Intermediate housing is that at prices or rents above social-rent levels but below open market levels and includes dwellings offered on a shared-equity basis, (where equity is shared between the home owner and a registered social landlord) and those offered at intermediate rent levels. 2008-09 completions and acquisitions in Newham show a significant increase in intermediate homes provided, with social rent numbers similar to the previous year. The reporting year's high percentage of affordable housing delivery (52%) exceeds the 50% target of Policy 3A.7 of the London Plan. This high figure reflects the completion of a number of key Registered Social Landlord (RSL) schemes with a majority percentage of affordable units; it is however anticipated that delivery of affordable housing will continue to deliver high numbers of gross completions into the future given the amount of development land and local need, including replacement of existing stock.

7.2.13 The 2008-2009 completions and acquisitions for Newham are summarised in the following table:

(1)	Social rent homes provided	Intermediate homes provided	Total affordable homes provided
H5 2008-9	185	402	587
2007- 8	175	269	444
2006 - 07	317	175	492
2004 - 05	111	197	308

Table 7.7

1. Source: LBN Housing for gypsy-traveller completions and RSL acquisitions, plus LDD, 2009

H6: Housing Quality - Building for Life Assessments

7.2.14 Building for Life (BFL) is a national standard for homes and neighbourhoods developed by the Commission for Architecture and the Built Environment, (CABE). It comprises 20 criteria that together make a development somewhere where people are likely to want to live and stay: they relate to functionality, sustainability and attractiveness. A score of 18 or more denotes excellence, 16-17.5 denotes very good, 14-15.5 denotes good, 10-13.5 average, and less than 10, poor.

7.2.15 This is a new indicator for which data collection commenced in this year, hence there are no comparisons. The scores for this year appear low, which shows the extent of improvement to be made, and perhaps raises questions over the implementation of policies S9, H13, EQ18 and EQ19. However, there are some caveats to this data: most permissions would have been granted around 2004, before design moved up the policy agenda (e.g. through the requirement for Design and Access statements, and internally through more expert design advice being resourced) and when sustainability requirements were less stringent. Partly for this reason, in many cases the details necessary to assess

the criteria are not included in the planning application documents, which has necessitated the allocation of a default score of 0. Lastly, many of these schemes were at the smaller end of the scale, below affordable housing thresholds at the time, so they score poorly on housing choice and mix.

	No of sites with BFL score of 16+	No of dwellings on those sites	% of dwellings with 16+ score	No of sites with a BFL score of 14-15.5	No of dwellings on those sites	% of dwellings with 14-15.5 score	No of sites with a BFL score of 10 to 13.5	No of dwellings on those sites	% of dwellings with a BFL score of 10-13.5	No of sites with a BFL score of < 10	No of dwellings on those sites	% of dwellings with a BFL score of < 10	Total numbers of housing sites	Total number of dwellings on those sites
H6	0	N/A	N/A	0	N/A	N/A	4	99	11	9	825	89	13	924

Table 7.8

Local Output Indicators

LO-H1: Housing density

7.2.16 Continuing monitoring established in 2004, the efficient use of land to meet housing demand is demonstrated through the monitoring of dwellings developed at various density thresholds, and average density. The figures refer to dwellings per hectare (dph) and are based on schemes that were entirely completed by 31st March of the relevant year (some larger schemes may have recorded unit completions in previous years).

(1)	2008-09	2007-8	2006-7	2004-5
% < 30 dph	1	0	2	2
% 30- 50 dph	5	4	4	0
% > 50 dph	94	96	94	98

Table 7.9

1. Source: Calculated from London Development Database, 2009

7.2.17 More meaningful than these categories which relate to general targets more suited to locations outside London, is the average density. These figures are derived from gross units schemes completed for the relevant year against net residential area from as recorded on the London Development Database. The significant increase in average density since 2006-07 reflects the completion of larger, higher density schemes mainly in the Stratford area.

(1)	2008-09	2007-08	2006-07	2005-06	2004-05
Average Density -(DPH)	266	300	168	180	247

Table 7.10

1. Source: Schemes Completed Housing Completions London Development Database, 2009

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7.2.18 Given the drive to increase housing densities, housing design has become evermore important to secure acceptable high density living environments, learning from the mistakes of the past. This indicator, which demonstrates dwellings continue to be built at efficient high densities, in line with London Plan Policy 4B.3 - Maximising the Potential of Sites, and Unitary Development Plan Policy H16, must therefore be read with LO-H3.

LO-H2: Housing mix and choice

7.2.19 Given local objectives to provide an improved mix and choice of housing reflected in Unitary Development Plan Policies H8, H10, H13 and H14, and London Plan Policies 3A.4 and 3A.10, local output indicators relating to information we hold about components of these are important.

a) Percentage of affordable housing in new development

7.2.20 As in the rest of London, affordability is an ongoing problem in Newham. There is an ambitious over-arching target in the London Plan to secure 50% of new housing as affordable. In a borough with challenging development sites (affecting viability) and an already high level of affordable housing and hence another objective to improve the housing mix, achieving an affordable housing provision rate of 50% is difficult to achieve. Indeed, Canning Town and Custom House is a demonstration project for the Government's Mixed Communities Initiative and is aiming for a 65:35 ratio (private:social) compared to a level of 70-80% social housing previously. This year's rate of 52% is a large increase on the previous year of 40%, which can be explained by the completion of eleven 100% affordable schemes of varying sizes spread throughout the borough. The four largest 100% affordable schemes delivered a combined 267 units, with the largest at 112-122 Woodgrange Road in Forest Gate delivering 160 units. In future it is expected that a level of 30-40% will be sustained as more developments with a mixture of tenures complete.

(1)	2008/09	2007-08	2006-07	2004-05
Percentage of affordable housing	52	40	36	42

Table 7.11

1. Source: based on net completions as built of conventional affordable and all housing units, calculated from LDD, 2009

b) Loss and gain of large family houses (4+ beds)

7.2.21 There was an increase in completions of large family houses in 2008-09 from the previous years, with a continuation of no losses to this stock in line with UDP Policy H.19. This may reflect the improvement in negotiations with developers to supply a greater proportion of large family houses within developments; however data below (LO-H2g, table 7.12) shows only 3 such houses were market houses. Nonetheless, due to the delay in planning permission being issued and final completion of units, it is anticipated that the

delivery of larger family housing will increase in future years. It is for example a specific requirement for development partners to achieve in the Canning Town and Custom House regeneration area to deliver 3-4 bedroom family homes as part of the housing mix. A clearer picture of the demand for larger homes in the Borough will be available following the completion of the Strategic Housing Market Assessment in early 2010. The study will break demand down into tenure, which will provide a strong tool in achieving a greater balance of housing type and size during negotiations with developers.

(1)	Loss	Gain	Net
2008-09	0	39	39
2007-08	0	18	18
2006-07	DNA	29	DNA
2004-05	DNA	29	DNA

Table 7.12

1. Source: LBN Planning Records/LDD, 2009

c) Net provision of specialist forms of housing (sheltered housing, wheelchair accessible homes, live-work units)

7.2.22 On the basis of data currently available, it appears that some specialist units are being built, although it is unclear to what extent these are meeting current housing need. Anecdotally, low levels of new build sheltered housing are perhaps not unduly worrying in a borough where the population is much younger than average. Indeed, the loss of 31 sheltered units is due to their replacement with 31 affordable houses ranging from 1 to 5 bedrooms which better reflect current demand. The Strategic Housing Market Assessment currently being carried out will improve the understanding of the local demand for sheltered housing and other housing types suitable for the older population, wheelchair units, and live-work units. However, it is anticipated that delivery of Lifetime Homes will continue to increase significantly in future years as a result of London Plan Policy 3A.4, which seeks to ensure that all new homes are built to Lifetime Homes standards, implemented locally through planning conditions. This will ensure homes can be adapted to the changing circumstances and requirements of occupants, enabling people to remain in their homes over their lifetimes.

(1)	Sheltered	Live-work units	Wheelchair units	Lifetime Homes
2008-09	-31	1	4	57
2007-08	0	76	0	0
2006-07	0	0	DNA	DNA
2004-05	3	8	DNA	DNA

Table 7.13

1. Source: LDD, 2009

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d) On-site mixing of tenure and size

7.2.23 Creating genuine mixed communities requires the mixing of different housing tenures and sizes. Though occurring on approximately 50% of sites overall, encouragingly is not just occurring on registered social landlord development sites, this year more than 2007/08, 2006/07, and the baseline. It is reasonable to expect some fluctuation around this situation however, given particular market conditions and the phasing of major estate redevelopments. Importantly, to some extent new market housing also arguably improves the tenure mix in Newham, given historically high levels of social housing. Improving tenure mix within the borough is consistent with Unitary Development Plan Policy H.14, and London Plan Policy 3A.4, which aim to maximise housing choice.

7.2.24 The mixing of unit sizes on development sites also appears to be improving - the proportion of sites with a more varied mix of unit sizes has significantly increased this year since last year. Although the percentage of major schemes delivering on-site mixed unit sizes has remained relatively steady, with the exception of 2007-08, the percentage of those schemes with three or more unit sizes is the highest yet, suggesting developers may be designing major sites more imaginatively. This is consistent with Unitary Development Plan Policy H.14, and London Plan Policy 3A.4, which aim to maximise housing choice.

(1)	2008-09	2007-08	2006-07	2005-06	2004-05
% of major schemes with on-site mixed tenure [of which % where mix includes market]	50 [50]	6 [0]	50 [11]	75 [50]	21 [75]
% of major schemes with on-site mixed unit size [of which % where schemes have 3 or more unit sizes]	81 [54]	25 [0]	94 [35]	88 [43]	84 [38]

Table 7.14

1. Source: Analysis of LDD records, 2009

[*10 dwellings or more]

e) Percentage of schemes offering only 1, 2, or 1-2 bed dwellings

7.2.25 The provision of 1 and 2 bed schemes continues to dominate completions at 68%, although encouragingly there is a clear pattern of reduction of the percentage of such schemes over the past four years. Significantly, once small conversions and small plots are excluded, the percentage is significantly less at 8%, which is an encouraging continuation of the downward trend. However, 1 and 2 bed units continue to contribute to a large proportion of housing completions. This appears to reflect in part the number of dwellings gained from the conversion of relatively small houses (2-3 bed), although it may also be the result of housing density specifications in areas of good public transport

accessibility (London Plan Policy 4B.3). As stated above, detailed information on housing demand including tenure and size will be available for analysis following the completion of the Strategic Housing Market Assessment for the borough, which is scheduled for completion early 2010; this will enable the formulation of appropriate policies locally.

(1)	2008-2009	2007-08	2006-07	2004-05
% of 1-2 bed schemes [excluding conversions from one unit, and other small plots]	68 [8]	76 [13]	81 [57]	84 [55]
% of gross completions that are 1-2 bed	89	94	89	87

Table 7.15

1. Source: Analysis of LDD records, 2009

f) Percentage of completions that are flats/studios as opposed to houses (excluding other (e.g. Live-work))

7.2.26 This year appears to have seen a marked reduction in the proportion of units completed that are houses. This is disappointing given commonly expressed preferences for houses with their generally superior amenity space, yet reflects the number of large multi-storey schemes completing during the year in addition to the general policy push for increased densities.

(1)	2008-09	2007-08	2006-07	2004-05
% of net completions that are flats	98	81	94	93
% of net completions that are houses	2	11	6	5

Table 7.16

1. Source: Analysis of LDD records, 2009

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g) Proportion of units of particular sizes delivered by each tenure

7.2.27 The tables below show the total delivery of units of different sizes and within the total, the split between tenures. As suggested above, in 2008-09, it is clear that one and two bedroom market units dominated completions, and this was from largely within the market sector. This dominance is also shown in the two previous two years. Though the tables and graph also reveal a slight increase in delivery of three and four+ bed units, that these are mainly in the social rented sector is disappointing, especially as higher proportions were achieved from other sectors in previous years. However, with improved scheme design in light of London Plan Policy 4B.3. Maximising the Potential of Sites, combined with UDP policy H16, this situation is expected to improve in the future. To get a clearer picture of how each tenure is delivering varied unit sizes, see section LO-H2h below.

2008/2009 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT	TOTAL (Gross)
1 BED	316 (57%)	202 (36%)	36 (7%)	554
2 BED	262 (52%)	182 (36%)	59 (12%)	503
3 BED	14 (16%)	18 (21%)	54 (63%)	86
4+ BED	3 (8%)	0	36 (92%)	39

Table 7.17

1. Source: Analysis of LDD records, 2009

2007/2008 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT	TOTAL (Gross)
1 BED	257 (61%)	113 (27%)	50 (12%)	420
2 BED	328 (62%)	145 (27%)	59 (11%)	532
3 BED	25 (63%)	0	15(37%)	40
4+ BED	12 (67%)	1(6%)	5 (28%)	18

Table 7.18

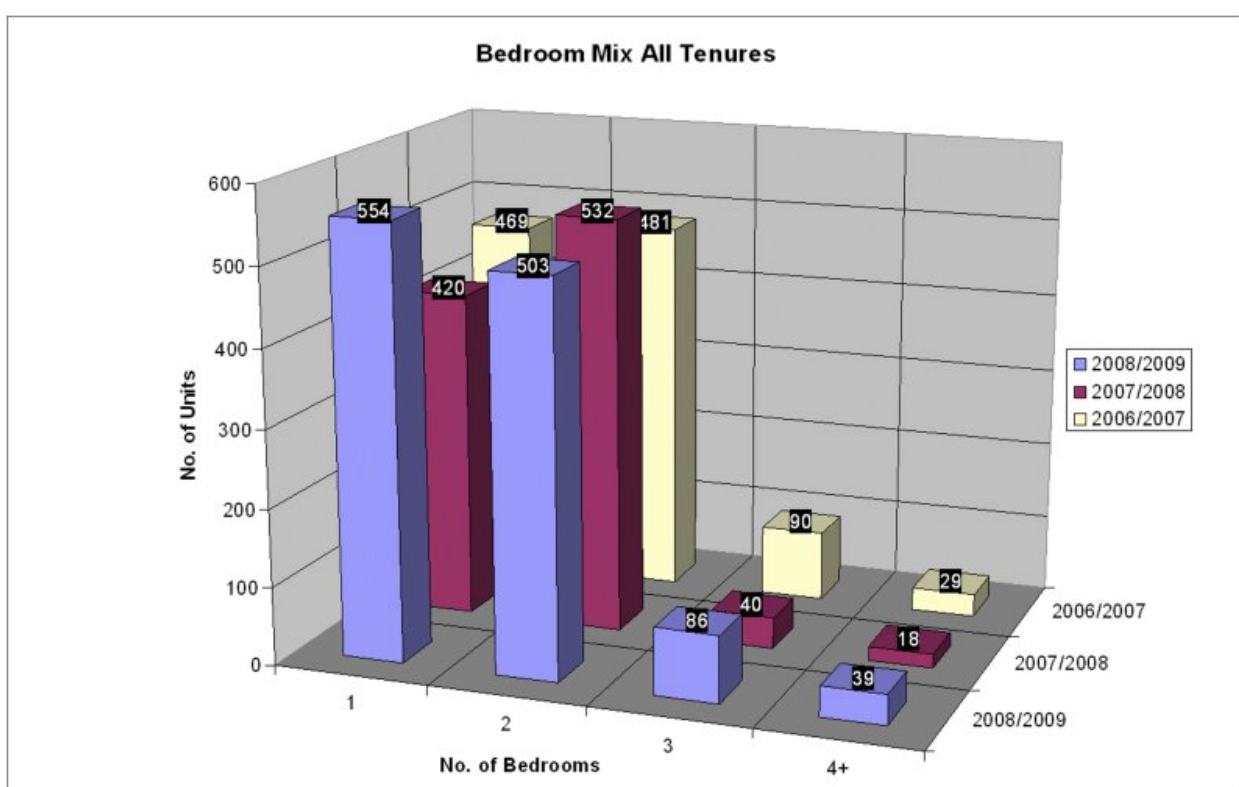
1. Source: Analysis of LDD records, 2009

2006/2007 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT	TOTAL (Gross)
1 BED	290 (62%)	70 (15%)	109 (23%)	469
2 BED	264 (55%)	90 (19%)	127 (26%)	481
3 BED	21 (23%)	13 (14%)	56 (63%)	90

2006/2007 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT	TOTAL (Gross)
4+ BED	2 (7%)	2 (7%)	25 (86%)	29

Table 7.19

1. Source: Analysis of LDD records, 2009



Picture 1

h) Overall size mix within tenures

7.2.28 The tables below provide a slightly different analysis of completions from the tables above, as they show for each tenure, what proportion of units were provided of each size. It is clear that in 2008-09 the social rent tenure delivered the most varied unit sizes, albeit delivering the fewest number of units overall. Both market and intermediate tenures continue to be dominated by 1 and 2 bed provision.

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2008/09 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT
1 BED	316 (53%)	202 (50%)	36 (19.5%)
2 BED	262 (44%)	182 (45%)	59 (32%)
3 BED	14 (2.4%)	18 (5%)	54 (29%)
4+ BED	3 (0.5%)	0 (0%)	36 (19.5%)
TOTAL (GROSS)	595	402	185

Table 7.20

1. Source: Analysis of LDD records, 2009

2007/08 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT
1 BED	257 (41%)	113 (44%)	50 (40%)
2 BED	328 (53%)	145 (55.6%)	59 (46%)
3 BED	25 (4%)	0 (0%)	15 (12%)
4+ BED	12 (2%)	1 (0.4%)	3 (2%)
TOTAL (GROSS)	622	259	127

Table 7.21

1. Source: Analysis of LDD records, 2009

2006/07 ⁽¹⁾	MARKET	INTERMEDIATE	SOCIAL RENT
1 BED	290 (50%)	64 (38%)	109 (34%)
2 BED	264 (45%)	90 (53%)	127 (40%)
3 BED	21 (4.7%)	13 (8%)	56 (18%)
4+ BED	2 (0.3%)	2 (1%)	25 (8%)
TOTAL (GROSS)	577	169	317

Table 7.22

1. Source: Analysis of LDD records, 2009

LO-H3: Housing and residential environment quality

a) Environmental credentials

7.2.29 Of 15 major housing sites that were granted planning permission in 2008-09, a number of environmental design measures were present, including green roofs, water saving systems, and sustainable urban drainage systems (SUDS). However, the proportion with no environmental design measures (40%) was greater than the number that had one, two, three or more features, suggesting there is some way to go before comprehensive sustainable development in the environmental dimension is achieved. Indeed, it is disappointing that this proportion is an increase on last year's despite Unitary Development Plan Policy H13, and London Plan Policy 4B.6 aiming to ensure design is of a high standard and incorporates sustainable technologies, design, and construction materials.

(1)	0 measures	1 measures	2 measures	3 or more measures
No of schemes of 15 (2008-09)	6 (40%)	3 (20%)	2 (13%)	4 (27%)
No of schemes of sample of 8 (2007-08)	2 (25%)	1 (12%)	3 (38%)	2 (25%)

Table 7.23

1. Source: LBN Planning Files, 2009, 2008

b) Environmental improvement projects

7.2.30 Two environmental improvement projects were completed in residential estates in 2008-09, together with five projects in open space closely related to residential areas (for further detail see LO-EQW5a). These are important in ensuring that the quality of the existing residential environment is brought up to a level consistent with that in new development.

c) Design panel activity

7.2.31 An innovative local Design Panel of expert advisors was set up at the end of 2007 to provide critical design input into the development control process (see LO-EQW6 for further details). 18 schemes involving some element of residential development were assessed between April 2008 and March 2009. It is hoped that in time a relevant output indicator may be developed linked to this activity.

d) Decent Homes Activity & Private Sector Renewal Assistance

7.2.32 The Authority gives various forms of assistance to support improvements to existing stock in private ownership, including grants to adapt people's homes to requirements brought about by their disabilities, and grants to improve heating and

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insulation. It is also in the midst of a programme to ensure all its own stock meets the Decent Homes Standard, which includes investment to ensure dwelling amenities and energy efficiency reflect progress in technologies and standards of comfort. This is consistent with Unitary Development Plan Policy H18, which aims to encourage improvements to private sector housing, and London Plan Policies 3A.3 and 4B.6, which aim to ensure the efficient use of housing stock, and that development is carried out using sustainable design and construction technologies and materials. Overall numbers of dwellings benefiting from these improvements have decreased in the reporting period from the previous year, but is still an increase from the figures from 2005-06 and 2006-07. Although overall numbers are lower than last year, there was an increase of 47% in the number of households receiving financial assistance towards energy efficiency improvements.

(1)	Dwellings made decent through LA action		Dwellings improved through LA private sector renewal assistance		Households receiving financial assistance towards energy efficiency improvements
	Private Sector	Other	Private Rent	Owner Occupied	Private Sector
2008-09	93	754	1	25	1027
2007-08	98	1545	238	1405	700
2006-07	66	474	0	10	607
2005-06	DNA	DNA	3	50	568

Table 7.24

1. Source: LBN HSSA returns sections B & K, and LBN Domestic Energy Efficiency Team, 2009

7.3 Relevant Outcomes/ Contextual Indicators

7.3.1 These indicators seek to complete the picture of housing circumstances in the Borough, providing an insight into possible ultimate impact of planning outputs in this field, whilst acknowledging that other factors also come into play to produce such outcomes. Equally, some of these circumstances, as part of the context in which planning operates, may affect its outputs. Hence the indicators reported here are termed outcome/contextual indicators.

H-OUT/C1 - Housing need, proxy data

a) Homeless households in temporary accommodation

7.3.2 Homeless households in temporary accommodation is a figure influenced by the availability of suitable affordable housing, (i.e. affordable housing completions) but which will also be affected by economic conditions, socio-economic circumstances of residents and the effectiveness of stock management.

7.3.3 Newham has a relatively high proportion of households in this category, reflecting high levels of need which are difficult to manage. However, numbers were reduced between 2007 and 2008, and have been falling annually over the past four years suggesting that progress is being made towards addressing the issues involved.

(1)	2008	2007	2006	2005
Newham no. Homeless or in temporary accommodation (% total households)	4482 (4.4%)	5595 (5.6%)	6036 (6.1%)	6107 (6.2%)
Average of ONS comparable authorities (% of households)	3214 (3.2%)	3740 (3.7%)	3990 (4%)	4076 (4.1%)
Newham Total Households	101,697	100,346	99,070	98,127

Table 7.25

1. Source: ONS Neighbourhood Statistics, CLG Live Tables, LBN Housing Partnerships 2009.

b) Number of households on the Local Authority waiting list

7.3.4 This number of people waiting for a suitable council property to be available is again partly indicative of affordable housing availability, including units of appropriate size and type and in desirable locations (the figure includes households looking for a unit transfer out of choice rather than circumstances, so is not all priority housing need). However, the housing market, individual socio-economic circumstances, and stock management will also be influencing factors. In Newham, figures have also been affected by large scale demolition and re-development programmes in recent years.

7.3.5 Overall the table shows extremely high levels of need, and a significant increase since 2007. The recent sudden jump in households on the waiting list may reflect the recent difficulties in obtaining credit for first time home buyers. However, it should be noted that the size of the waiting list may not be an accurate indicator of housing need within the borough, as not all those on waiting lists are necessarily in urgent housing need. The waiting list includes those who consider social housing as their preferred, or one of a

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number of housing options, and those who decide to get onto the waiting list ladder before they need or want to move house. This may encourage those considering social housing to register early, particularly where the priority system is heavily based on waiting time, and market conditions are unfavourable.

(1)	2008	2007	2006	2005	2004
Households on waiting list end of financial year	35,380	28,597	24,159	29,302	25,317
Percent of all households	35%	28%	24%	30%	26%
Total Housing Stock	101,697	100,364	99,070	98,127	97,048

Table 7.26

1. Source: LB Newham Housing Stock Data, HIP Statutory Return to CLG 2008/2009

[NB: It is not possible to compare with other local authorities as it is unclear which operate combined RSL-local authority lists, and which operate choice-based lettings which increases the list]

H-OUT/C2 - Housing quality

7.3.6 Policies supporting new quality housing development or redevelopment and renewal work should help to reduce the number of poor quality dwellings that fail to meet national Decent Homes standards. However, this will also be affected by wider factors affecting income levels locally and the propensity to spend on home improvements, including national economic conditions, which in turn affect the amount of new development.

7.3.7 A comprehensive stock condition survey (across all sectors) has not been undertaken since 2004, when 20673 dwellings or 21% of stock was found to be 'unfit' as then defined - a significant issue to be dealt with.

7.3.8 Figures for Local Authority Housing assessed according to the recently devised 'Housing Health and Safety Rating System (HHSRS) are available on an annual basis from 2006. This shows a slight improvement in line with investment programmes, including preventative work.

(1)	2008-09	2007-08	2006-07
Number of unfit local authority dwellings	9629	9629	10082
Percentage of stock	52%	52.2%	54%
Total Stock	18,528	18,437	18,653

Table 7.27

1. Source: LBN Housing & Public Protection - Housing Stock Data, HIP Statutory Return to CLG, 2008/2009

H-OUT/C3 - Housing Affordability (ratio of lowest quartile house prices to lowest quartile household earnings)

7.3.9 Policies supporting the increase of income levels and housing supply, including that specifically defined as affordable, should result in increasing affordability. However, this is considerably mediated by wider economic and house-market conditions in London and the rest of the UK.

7.3.10 Until 2006, the affordability picture worsened in Newham, as in the rest of London and the UK, although there appears to have been a slight improvement in the last two years in Newham, bucking wider trends notably at the London scale, perhaps reflecting the marginal nature of its housing market and its vulnerability in the face of significant falls in house prices elsewhere. Whether or not this is sustained, affordability clearly continues to be a significant issue in the Borough.

Affordability ratio ⁽¹⁾	2008	2007	2006	2005	2004
Newham	9.05	9.79	10.09	8.87	8.56
Average of ONS comparable authorities	9.97	10.49	9.5	9.26	8.83
London Average	9.31	9.14	8.6	8.50	8.25
England average	6.98	7.25	7.12	6.82	6.27

Table 7.28

1. Source: CLG, 2009

H-OUT/C4 - Crime and fear of crime

7.3.11 Crime rates and fear of crime significantly affect people's quality of life. In theory, design measures should help reduce both, however many other factors come into play such as economic circumstances, police resources and so on. The crime rate is measured by the police, and this shows that the crime rate in Newham is relatively high, but this year shows a significant drop, which brings Newham closer to the London average and represents a five-year low for the Borough. However, although reduced, the crime rate for Newham remains high, and this together with the fear of crime statistics suggest that crime and community safety remain key issues to be tackled in the Borough.

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(1)	2008-09	2007-08	2006-07	2005-06	2004-05
Crime rate per 1000 - Newham	81.6	91.8	90.9	97.1	87.1
London average crime rate per 1000	60.7	64.7	70.9	77.0	78.1

Table 7.29

1. Source: NIMS online 2009

(1)	2008	2007	2006	2005
Fear of Crime (% of Household Panel respondents reporting concern about being likely to be a victim of crime)	54	53	49	56

Table 7.30

1. Source: LBN Corporate Research Unit, 2009

H-OUT/C5 - Levels of out-migration to other UK local authorities

7.3.12 Levels of out-migration should be lower where an area is seen to be a desirable place to live amongst other factors, including local population demographics. The latest statistics available suggest that Newham continues to reduce its population turnover, but progress is very slow and levels remain high, even relative to comparable authorities. Nonetheless, we have some concerns about the reliability of data in terms of net figures given the numbers of GP Registrations suggest a higher inflow from international migration. It is expected that future data collection will improve on this.

(1)	2007-08	2006-07	2005-06	2004-05
Newham out-migration [net migration] (thousands)	22.8 [-8.2]	23.2 [-8.7]	23.4 [-9.5]	23.4 [-9.9]
Average of ONS comparable authorities [net migration] (thousands)	19.1 [-4.0]	20.22 [-5.8]	19.66 [-5.7]	20.02 [-6.6]
London average excluding City of London [net migration] (thousands)	17.6 [-2.2]	18.0 [-2.6]	17.4 [-2.3]	17.3 [-2.8]

Table 7.31

1. Source: ONS, 2009

H-OUT/C6 - Environmental performance of housing stock

7.3.13 With increased concern to promote sustainable design, the environmental performance of housing stock should be improving as more new stock is built and older stock is upgraded. One aspect of this outcome is the energy efficiency of dwellings, and this is reported annually as the average SAP (Standard Assessment Procedure) rating for private sector dwellings, based on a modelled projection from data held about a proportion of stock. Environmental Quality Outcome/Contextual Indicator EQW-OUT/C1 (per capita water consumption and domestic CO₂ emissions) are also useful proxies.

7.3.14 Given that a revised methodology having been introduced in 2005, annually comparable data are only available from 2006/07. Over the 3 years, disappointingly it appears that energy efficiency is remaining relatively steady rather than increasing.

(1)	2008/09	2007/08	2006/07
Average private sector dwelling SAP rating	52	53.6	51

Table 7.32

1. Source: LBN HSSA returns, Section B

7.4 Review of Changes in the National Policy Context

7.4.1 The national planning context relating to remained unchanged in 2008-09.

7.5 Summary and Discussion

Housing Implementation - key points

- A net 1088 housing units were completed, an increase on last year.
- Affordable housing net completions comprised a good 52% of the total, exceeding the London Plan target through several large scale Registered Social Landlord schemes.
- Design quality, environmental performance and housing mix and choice remain areas which warrant further attention.

7.5.1 The overall picture of housing development in the Borough continues to be one of a steady increase in stock, including affordable housing, with mixing of tenure and unit size on key large sites, apparently reflected in some progress as regards housing outcomes. There are also important measures in place to improve the quality and environmental performance of new and existing stock, including the energy efficiency grant schemes and Design Review Panel. This year was notable however for the completion of some larger Registered Social Landlord schemes (e.g. Toyne Housing Association's Woodgrange

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Road scheme, Forest Gate) providing quality new affordable housing, and also the proportion of completions coming forward from higher-density developments on key sites in Stratford, Canning Town and the Royals where higher rise development is sought.

7.5.2 In relation to targets and policies, the key issues that continue to figure prominently are the gap between housing completions and the annual housing target, and the difficulty in marrying the need to develop costly and/or accessible sites for which high densities are sought, with achieving good housing mix, choice and design quality. The former is feeding into a review of the target, to more accurately reflect Newham's particular development circumstances (extensive preparatory work needed on most sites, more attractive central sites in other boroughs) which should result in a reduced figure in the new London Plan under preparation. However, in doing so, we are also faced with the reality of a housing trajectory that will deliver in time, not in even annualised tranches. In the meantime, it is evident, that considerable effort is needed to keep development moving in Newham, following a proactive, development management approach. This will require all public agencies working together to best direct their resources, in partnership with private sector interests. Such activity may include site assembly, masterplanning, release of key assets, the pursuit funding subsidies such as 'Kick Start' and appropriate re-profiling of S106 obligations.

7.5.3 In relation to balancing apparently competing policy demands, it is hoped that the application of more design expertise, including masterplanning in the Forest Gate, Royals, Stratford and Olympic Legacy area, (and that already in place in Canning Town) together with a tougher stance on design quality, should push developers to come up with more imaginative schemes that better reflect local needs and the national design standard, Building for Life. In this regard, we are already seeing some progress in the delivery of larger units, and the provision of housing choice and mix on major development sites; it is also notable that one of the higher scoring housing schemes assessed for Building for Life this year had had some design advice from within the limited resources available at the time. This is shortly to be supported by a new supplementary planning document on urban design, and in time, more prominent new LDF policies. However, the legacy of poor design, environmental performance and housing mix amongst existing stock, and even relatively recent completions will also need attention in future.

7.5.4 Beyond this, policies appear to be working reasonably well, though further evidence as regards the extent and specific forms of housing need, and an up to date survey of housing stock condition should help to better review them, and support their more robust application where appropriate. In general, however, it is easy to conclude that affordability and creating high quality housing and environments where people feel safe, have a sense of belonging and community cohesion, and where they want to stay, are likely to be ongoing high priority concerns.

8 Environmental Quality and Waste

8.1 Objectives

Key objectives

8.1.1 Key objectives relating to environmental quality and waste found within the Unitary Development Plan and Sustainable Community Strategy are:

- i. To radically improve the real and perceived environment of the Borough.
- ii. To promote development that is sustainable, having regard to environmental legislation, local, national and global impacts.
- iii. To promote clean and efficient waste management, including waste minimisation and the recycling of materials in new development.

Related specific concerns

8.1.2 Related to these key objectives are several more specific objectives, also found within the UDP and Community Strategy:

- a. To improve the long-term sustainability of the Borough's environment by requiring the highest standard of urban design, that is sensitive to, and enhances, local character, whilst ensuring that climate change is considered.
- b. To protect and enhance Newham's heritage, including natural assets.
- c. To promote improvements to the street scene, main roads and town centres, tackling cumulative environmental impacts and creating townscapes that are safe and accessible to all.
- d. To fully exploit the potential of rivers and waterways for recreation, amenity, ecology, and economic development, improving their environments and accessibility.
- e. To encourage the early use of vacant land, and the early treatment of contaminated land.
- f. To extend the variety, quality and amount of open space so as to increase amenity, nature conservation and recreational resources.
- g. To identify new sites of nature conservation importance in areas of deficiency, and where appropriate, to provide new areas of woodland and increase planting on existing green spaces, areas deficient in open space and tree coverage, and in identified green corridors.
- h. To take action against existing sources of environmental nuisance, and restrict the potential intrusion and nuisance of new development.

8 Environmental Quality and Waste

Related Sustainability Appraisal Objectives

8.1.3 Numerous Sustainability Appraisal objectives have clear links with these objectives, notably:

1. Protect, maintain and enhance the quality of Newham's open space, create new open spaces as appropriate, and ensure that access to open space and the wider public realm is enhanced.
2. Increase safety and security and reduce crime and fear of crime.
3. Minimise pollution levels and emissions of greenhouse gases.
7. Improve the health of Newham's residents, reduce health inequalities and promote healthy living.
10. Reduce the amount of waste requiring final disposal through waste minimisation, and increase, in order of priority, the proportion of waste reused, recycled, composted and recovered.
11. Substantially increase energy efficiency and the proportion of energy both purchased and generated from renewable and sustainable sources.
12. Minimise flood risks, including fluvial, stormwater, surface and tidal flooding.
13. Secure high quality urban design and promote sustainable design and construction techniques in conjunction with more efficient and sustainable resource use and reuse.
15. Reduce water use and improve surface and ground water quality.
16. Maximise land use efficiency and ensure that new development occurs on brownfield land and that contaminated land is remediated as appropriate.
17. Protect and enhance existing biodiversity and natural habitats and create new habitats.
18. Conserve and enhance the character, appearance and setting of the historic environment, areas of local or landscape distinctiveness and features of cultural and archaeological importance.

Background to these objectives

8.1.4 These objectives have been set in the context of Newham's industrial legacy and its geography, together with wider national and international concerns that it has a part to play in responding to.

8.1.5 The legacy of Newham's industrial past is large areas of vacant, derelict and contaminated land, and environmental assets, including historic structures in poor condition. Much development for instance, turned its back on the riverside environment, and certain

areas lack open space and other green infrastructure because it was intensively built over in the 19th and early 20th centuries. Lack of investment associated with declining prosperity has also taken its toll. Changes to the economic structure and improved understanding of components of health and well-being and their significance now mean that various dimensions of environmental quality are of much greater concern.

8.1.6 The several rivers running through and alongside the Borough mean that many areas are at risk from flooding, not helped by the levels of urban development and their creation of impermeable surfaces which increase stormwater runoff. Flood risk is of particular concern in the face of climate change, as a consequence of which there is an increased likelihood of heavy rainfall and higher tides.

8.1.7 Internationally, there has come to be recognition of the significant cumulative environmental impact of local actions, both positive and negative, with implications worldwide. Of particular concern is non-renewable resource use and emission of pollutants into air and water. One cumulative impact is climate change, and this in turn means certain resources may be under further pressure in the future (notably water) as well as affecting temperatures and weather conditions that may be experienced locally.

8.1.8 Planning, through the design and location of development, has been identified in having a key role in managing these impacts and processes contributing to them.

Indicators

8.1.9 The following indicators are reported in the next two sections. Their relevance to particular objectives is highlighted, (and also explained as they are reported) as are their links to other monitoring frameworks - those of the Local Area Agreement, (LAA) the Local Implementation Plan (LIP -of the Mayor of London's Transport Strategy), and the LDF Sustainability Appraisal (SA), where applicable.

Indicator <small>[1 = LAA indicator, 2 = SA indicator]</small>	Main related objectives (as numbered above)
E1 Planning permissions granted contrary to EA advice ²	ii a, b, d, h 2, 12
E2 Changes in areas of biodiversity importance	i, ii a, b, d, f, g 17
E3 Renewable energy generation ²	ii a 3, 11, 13
W1 New waste management facilities ²	iii 10
W2 Waste arising by management type ²	iii 10

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Indicator <small>[1 = LAA indicator, 2 = SA indicator]</small>	Main related objectives (as numbered above)
LO-EQW1 Open space losses and gains	i, ii a, b, c, f, g 1, 17
LO-EQW2 Protected trees lost	i, ii a, b, c, g 17, 18
LO-EQW3 Conservation Area appraisals ²	i, ii a, b, c, h 13, 18
LO-EQW4 Major sites reclamation work	i, ii d, e 15, 16
LO-EQW5 Environmental improvements	i a, b, c, d, e, g, h 1, 13
LO-EQW6 Design Review Panel activity	i, ii a, b, c, d, h 1, 2, 13, 18
LO-EQW7 Environmental credentials of major consents ²	i, ii, iii a, b, c, h 3, 11, 13, 15, 17
LO-EQW8 Controlling environmental nuisance	i, ii a, h 3, 7, 13
EQW-OUT/C1 Resource consumption ²	ii, iii a 3, 10, 11, 13, 15
EQW-OUT/C2 Historic buildings and monuments at risk ²	i a, b, c 18
EQW-OUT/C3 Access to natural green space ²	i, ii a, b, c, f, g 1, 7, 17
EQW-OUT/C4 Vacant and derelict land ²	ii c, d, e, h 16, 15
EQW-OUT/C5 River water quality ²	i, ii b, d, e, h 3, 15

Indicator [1 = LAA indicator, 2 = SA indicator]	Main related objectives (as numbered above)
EQW-OUT/C6 Environmental nuisance levels ²	i, ii c, h 1, 3, 7, 13
EQW-OUT/C7 Mortality rate ²	i, ii a, c, e, f, g, h 1, 2, 3, 7, 12

Table 8.1

8.2 Relevant Outputs

Core Output Indicators

8.2.1 Communities and Local Government has defined 6 core output indicators under the environmental quality and waste theme. These are:

E1: Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds

E2: Changes in areas of biodiversity importance

E3: Renewable energy generation

W1: Capacity of new waste management facilities by Waste Planning Authority

W2: Amount of municipal waste arising and managed by management type by Waste Planning Authority

8.2.2 Given that these are nationally-defined, their interpretation may need to be contextualised locally. This is partly by provision of further information directly related to them where they are reported, and partly through their supplementation with locally-defined output indicators more closely linked to local objectives.

E1: Number of permissions granted contrary to Environment Agency advice

8.2.3 The Environment Agency is a statutory consultee on flooding and water quality matters, providing specialist advice, with the aim of protecting water resources and minimising flood risk. The number of permissions granted contrary to its advice are summarised below, however the 2008-09 figures are not finalised and relate to initial objections, rather than those that were outstanding at the time of consent.

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E1 Permissions g r a n t e d c o n t r a r y t o E A a d v i c e	Flooding concerns	Water Quality concerns	Total
2008-09	[9]	0	[9]
2007-08	0	0	0
2006-07	1 minor	0	1

Table 8.2

8.2.4 In 2008-09 the Environment Agency objected to nine planning applications on flooding grounds, and none on water quality grounds. However, a review of the planning permissions in question demonstrates that in these instances a request for further information or planning conditions are likely to have addressed the Agency's concern. Thus, along with this being a small number overall, we can conclude that UDP policies EQ62, EQ63 and EQ64 are being deployed acceptably to protect against flood risk, and EQ45 is being deployed acceptably in relation to water quality.

E2: Change in areas of biodiversity importance (Sites of Importance for Nature Conservation)

8.2.5 Areas of biodiversity importance in Britain are defined in a hierarchy, from local to international. In Newham, all sites of biodiversity importance are of local significance and are designated as Sites of Importance for Nature Conservation (SINC). Biodiversity conservation aims to protect and enhance biodiversity, which as well as safeguarding existing sites, should result in the designation of new sites as biodiversity improves or its value is recognised. This is monitored across London by experts in Greenspace Information for Greater London, based in the London Wildlife Trust. Hectares of gains and losses are shown below:

E2: Changes in areas of biodiversity importance ⁽¹⁾	Loss (Ha)	Gain (Ha)	Total (Ha)
2008-09	0	0	0
2007-08	0	0	0
2006-07	0.37	0	-0.37

Table 8.3

1. Source: GIGL, 2007, 2008, 2009

8.2.6 It is encouraging that in recent years no areas of biodiversity importance have been lost. In an urban borough it is difficult in the short-term to expand areas of biodiversity importance, meaning it is all the more important to protect existing assets. This has been achieved in the reporting year, in line with policies EQ9, EG10, EG11 and EG12 as it was in 2007-08. The Council has recently commissioned a Biodiversity Study that will include an evidence base for spatial planning and produce a Local Biodiversity Action Plan. It is intended that this project will enable planning decisions to protect and enhance the Borough's biodiversity. This is significant as long-term plans for regeneration in the Borough provide the opportunity to transform the biodiversity value of some areas, particularly riverside areas. Work is beginning on this, notably in the Olympic Park, but it will take some years to establish new areas of biodiversity importance.

E3: Renewable energy generation

8.2.7 Core Output indicator E3, concerned with increasing renewable energy generation, is not currently actively monitored by the Authority. However, a review of major consents (as defined by the GDPO - more than 10 houses, or more than 1000 sq m of floorspace) in 2008-09 found that 12 of 22 schemes incorporated renewable energy provision, including wind turbines, ground source heat pumps, solar hot water, photovoltaics, biomass and/or ground source heat pumps. Anecdotally though, whilst the number of planning permissions for major developments incorporating renewable energy has increased in recent years, many of these have yet to come to fruition, and overall it is thought that installed capacity remains low. Nonetheless, the Department of Energy and Climate Change reported in October 2008 on renewables at local authority level, finding that In Newham renewables generated the equivalent energy of 200 tonnes of oil in both 2005 and 2006. This and future contributions will contribute to achieving energy conscious design, as desired by policy EQ24.

W1: Capacity of new waste management facilities

8.2.8 Government waste policy is concerned to ensure that waste is dealt with as close to its source as possible, preferably in modern facilities that secure recycling, recovery of energy, and reuse as opposed to landfill. To this end, a major new facility came on stream in the Borough in June 2008 - a Materials Recovery Facility (MRF) operated by Bywaters. The waste dealt with at this plant comes from Local Authority and commercial contracts. At present however, this facility is not handling waste from Newham.

W1 New Waste Management Facilities ⁽¹⁾	Material recovery/recycling facilities (MRF)	Total
Total Capacity (t)	250 000	250 000
Maximum annual throughput (t)	500 000	500 000

Table 8.4

1. Source: LBN Public Realm, LDA and Bywaters, 2009

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W2: Amount of municipal waste arising and managed by management type

8.2.9 The amount of waste being directed to landfill has decreased since the opening of a bio-materials recovery facility at Jenkins Lane in the 2007-08 reporting period, reflected in the 'other' category (it creates fuel pellets for cement manufacture). In this 2008-09 reporting period, the total volume of waste decreased slightly as did the proportion of waste being recycled, (although other recovery took place) perhaps due to the economic downturn affecting consumption patterns. The data suggests that sustained improvement is required in order to meet policy EQ54 and EQ61.

W2 Management method of waste arising ⁽¹⁾	Landfill (t)	Incineration with EfW (t)	Incineration without EfW (t)	Recycled/ Composted (t)	Other (t)	Total (t)
2008-09 [%]	62949 [44%]	0 [0]	0 [0]	18125 [13]	61668 [43]	142742 [100]
2007-08 [%]	80 548 [55%]	0 [0]	0 [0]	21 240 [15]	43 605 [30]	145 393 [100]
2006-07 [%]	94 606 [66%]	0 [0]	0 [0]	19 706 [14]	29 030 [20]	143 342 [100]

Table 8.5

1. Source: East London Waste Authority, 2008 and 2009

Local Output Indicators

LO-EQW1 Open space gains and losses

8.2.10 Open space significantly adds to environmental quality in an urban area, so gains and losses are particularly significant. Records demonstrate that open space has been successfully protected this [reporting] year, in line with OS7. Moreover, although substantial gains which will make a real difference in the west of the Borough have yet to be realised, (notably the Olympic Park) there continues to be healthy levels of approvals of net new space when regarded cumulatively in line with policies OS1, OS2 and OS8.

(1)	Allotments (ha)	Amenity Space (ha)	Civic Space (ha)	Green Corridor (ha)	Natural and semi-natural (ha)	Outdoor sports facilities (ha)	Parks and Gardens (ha)	Provision for children and young people (ha)	Total
2008-09 [approvals, net]	0 [0]	0 [2.014]	0 [0]	0 [0]	0 [0.716]	0 [0]	0 [0.068]	0 [0.695]	0 [3.032]

(1)	Allotments (ha)	Amenity Space (ha)	Civic Space (ha)	Green Corridor (ha)	Natural and semi-natural (ha)	Outdoor sports facilities (ha)	Parks and Gardens (ha)	Provision for children and young people (ha)	Total
2007-08 [approvals, net]	0 [0]	0 [-0.17]	0 [0.20]	0 [0.18]	0 [-0.21]	0 [0]	0 [10.74]	0 [0.17]	0 [10.91]
2006-07	0	0	0	0	0	-0.17	0	0	0
2004-05	0	0	0	0	0	-1.05	0	0	0

Table 8.6

1. Source: LDD and GiGL, 2008 and 2009

LO-EQW2 Protected trees lost

8.2.11 Trees in urban areas are important environmental assets, modifying microclimate, filtering pollutants and providing biodiversity habitat and relief from the built environment. Whilst the number of Tree Preservation Orders has increased since 2001 (622 as opposed to 451 reported in the UDP) analysis of planning records suggests that in the 2008-09 reporting period (and in previous years) trees protected by such orders are being lost in small numbers, and not all are being replaced in situ. This suggests UDP policy EQ13 and EQ14 and London Plan policy 3D.15 need more attention in Newham, though a more strategic approach to green infrastructure will in future be supported by the community infrastructure and biodiversity studies, and urban design guidance currently being prepared.

(1)	TPO trees lost	Replacement trees	Net loss
2008-09	13	5	8
2007-08	11	0	11
2006-07	4	2	2
2004-05	DNA	DNA	DNA

Table 8.7

1. Source: LBN Planning Records, 2008 and 2009

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LO-EQW3 Conservation Area Appraisals

8.2.12 As at March 2009, 4 conservation area appraisals had been completed, covering half of the then designated conservation areas. These help to ascertain particular management needs and support conservation and enhancement measures by identifying distinctive character and particular threats to it, enabling robust application of UDP policy EQ29.

Conservation Area Name ⁽¹⁾	Appraisal Complete (March 09)
Durham Road	Y
Woodgrange Estate	Y
Romford Road	Y
Three Mills	Y
Forest Gate	N
Stratford St Johns	N
University	N
East Ham	N

Table 8.8

1. Source: LBN Design & Heritage Team

LO-EQW4 Major sites reclamation work

8.2.13 As at January 2009, environmental reclamation and improvement/infrastructure preparation work had begun on 6 out of 14 major opportunity zones defined in the UDP as saved at September 2007. Activity at the planning stage with considerable input from Council staff was also reported on 9 out of 14 of these sites in the reporting year, progressing them towards this stage.

8.2.14 Prominent eyesore/under-used sites within the rest of the Borough were also being tackled, with planning activity involving Council officers and members reported on 15 such sites during 2008-09, in line with policy EQ44.

LO-EQW5 Environmental improvements

a) Environmental improvement schemes implemented

8.2.15 A number of proactive environmental improvement schemes were advanced or implemented in 2008-09, in line with policy EQ18. Although none of these schemes benefited the waterside environment this year, it is expected that environmental improvement work in riverside areas in line with objectives (and UDP policy EQ1) will

occur as a part of major developments in such areas in future years. This was achieved this year as a condition of the Prologis Park development in permission at Twelve Tree Crescent, Canning Town.

(1)	Scheme Name	Ward	Waterside Environment Benefits?
Public Spaces	Canning Town Recreation Ground, Lido Site	Custom House	No
	Sandal Street Open Space (Rokeby Play Area)	West Ham	No
	Stratford Park (minor improvements)	Stratford	No
	Royal Victoria Gardens (minor improvements)	Royal Docks	No
	Keir Hardie Park (minor improvements)	Canning Town and Custom House	No
Housing Schemes	Brooks Estate Environmentals	Plaistow North	No
	Leather Gardens	West Ham	No
Transport / Highways Schemes	Mitchell Walk Phase 3	Beckton	No
Other	Langthorne Abbey, Bakers Row - improvements to archaeological site in conjunction with "Friends of the Abbey" group	Stratford	No

Table 8.9

1. Source: LBN Public Realm Dept, 2009

b) Developer contributions for environmental improvement schemes

8.2.16 Major development schemes completed or part completed in 2008-09 had Section 106 agreements specifying payments totalling £ 452,800 for environmental enhancements, in line with polices S2 and EQ1. Whilst these were linked to only 2 major developments, the fact that all such developments anyway occur on previously developed land will have resulted in environmental improvements to the immediate locality of each such site. The figures for 2008-09 is also an increase on the previous reporting year (2007-08) during which £200,000 was received for 2 major developments.

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LO-EQW6 Design Panel activity

8.2.17 The Newham Design Review Panel (DRP) was set up in late 2007 to help improve the quality of urban design and architecture through the borough's planning process. It evaluates and provides professional design advice on key developments being considered by the development control service in the borough. The DRP members comprise a chair and up to six others drawn from a pool of 30 highly qualified architects and other professionals in the built environment. The Panel were selected through a competitive process and chosen based on their design experience, critical ability and understanding of development pressures facing Newham.

8.2.18 From April 2008 to March 2009, the Panel held 11 meetings and reviewed 24 schemes. Through these schemes, the Panel has influenced the design of multiple masterplans, 3 schools, 2 hotels, and thousands of new homes. This was the first reporting period where the Panel operated the whole year. In the previous year - during which the Panel was created - 11 schemes were assessed by the Panel between November 2007 and March 2008.

8.2.19 In December 2008, an annual report was produced reviewing the operations of the Panel and assessing its impact. In general, it is felt that the DRP has been a success. In several cases, the reviews have led developers and their architects to improve the design of their proposed schemes. The Panel has also been highlighted by CABI, RIBA, and other design organisations as one of the most successfully run local Panels, due to its professionalism, as well as its formal and independent procedure.

LO-EQW7 Environmental credentials of major site consents

8.2.20 Sustainable development is central to spatial planning and policy increasingly seeks to mitigate environmental impacts by promoting sustainable design. The sustainable design features of full and outline permissions granted for major residential and major non-residential and mixed use permissions granted in 2008-09 are reported below (22 schemes in total). It is considered that there has been an improvement on the sample of 11 schemes that were reported in the 2007-08 period; however it should be stressed that this information is quantitative, not qualitative, so any increase reported not should not be considered conclusive.

(1)	Green Roof	Sustainable Urban Drainage System	Water saving features	Renewable Energy Installation	Construction Waste Mangt	Local Procurement	Other
2008-09	14%	45%	55%	55%	36%	18%	9%
2007-08	27%	18%	27%	18%	18%	18%	5%

Table 8.10

1. Source: LBN Planning Records, 2009, 2008

(1)	0 measures	1 measures	2 measures	3 or more measures
No of schemes of 22 major developments (2008-9)	7 (32%)	3 (14%)	2 (9%)	10 (45%)
No of schemes of a sample of 11 (2007-08)	3 (27%)	2 (18%)	4 (36%)	2 (18%)

Table 8.11

1. Source: LBN Planning Records, 2009, 2008

LO-EQW8 Controlling environmental nuisance relating to development

8.2.21 Enforcement teams have been busy investigating planning-related environmental nuisances and recommending appropriate courses of action to maintain environmental quality, in many cases ensuring proper mitigation and prevention measures are in place, in line with planning permissions and pollution permits. In 2008-09, 85 environmental nuisance complaints relating to industry (including the airport) were investigated, compared to 31 in 2007-08. It is thought this is mainly due to increased awareness of airport nuisance amidst publicity. In addition, 164 complaints of nuisance relating to food and drink outlets were investigated, a decrease from 181 in 2007-08.

8.2.22 Environmental health officers also give advice on planning applications to development control officers, in order to avoid the development of new nuisances, and on environmental impact more broadly in support of policies SH20 and EQ45. An appropriate indicator to monitor this output has yet to be developed.

8.3 Relevant Outcomes/ Contextual Indicators

8.3.1 These indicators seek to complete the picture of the state of the environment and its implications for quality of life. They look beyond the output indicators to try to gauge the ultimate impact of the outputs, hopefully demonstrating the delivery of objectives, whilst acknowledging that other factors may intervene to influence this. Importantly however these indicators also contribute a picture of the context that may in some cases influence outputs or their significance - hence they are labelled 'outcome/context indicators'.

EQW-OUT/C1 Resource Consumption

8.3.2 Planning for sustainable development aims to significantly influence resource consumption patterns to achieve more efficient use of scarce natural resources, and reduce climate changing emissions. However, other factors such as awareness-raising and affluence will also have significant effects on these indicators, the latter typically in a counter direction.

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a) Water consumption per capita

8.3.3 Water consumption data is only available across water company areas, so we cannot report on progress at the Borough level. Data from the previous three years suggest an upward creep in non-metered consumption and steady consumption where water usage is metered. The increasing penetration of metered coverage and associated water efficiency measures in new builds would appear to be holding down the overall average.

(1)	2008-09 (litres/day pc)			2007-08 (l/day pc)			2006-07 (l/day pc)		
	Metered	Non-metered	Average	Metered	Non-metered	Average	Metered	Non-metered	Average
Newham (Thames water average)	142.1	162.6	157.6	143.8	157.6	154.5	142.7	156.8	154.0
National Average	129.4	152.7	145.6	131.3	150.7	145.2	132.6	151.5	146.5

Table 8.12

1. Source: OfWat, Service and Delivery Reports, 2008 and 2009

b) CO₂ emissions (proxy for energy)

8.3.4 CO₂ emissions estimates by local authority area are published by the Department of Energy and Climate Change (DECC). The most recent information available (published in 2009) is for calendar year 2007. It is difficult to discern a clear trend due to the limited time series available and fluctuations year-on-year, (which may be related to population change and changes in economic activity) however per capita emissions are less than - but close to - the London average.

(1)	2007		2006		2005	
	Newham	Greater London	Newham	Greater London	Newham	Greater London
Industry and commercial	727	20,344	742	21,180	640	19,793
Domestic	451	16,225	459	16,652	457	16,593
Road transport	298	8,860	292	8,884	295	9,037
LULUCF⁽²⁾	1	57	1	53	1	54
Total	1,477	45,486	1,495	46,769	1,393	45,477
Per capita emissions (t)⁽³⁾	5.9	6.0	6.0	6.2	5.6	6.1

Table 8.13

1. Source: Local and Regional CO2 Emissions Estimates for 2005-2007, DECC 2009
2. LULUCF stands for Land use, land-use change and forestry and represents emissions caused by land use and land use change.
3. Per capita emissions are based on population mid year estimates for given year.

c) Waste arising and household recycling rates

8.3.5 Following three consecutive years of increased recycling, in 2008-09 the proportion of household waste recycled in Newham did not increase, and waste arising continued to increase, though this may partly be a result of unreliable population estimates. This suggests the limits of easier early gains may have been reached and new ways of promoting it may be necessary, particularly as Newham's household recycling rate is significantly less than the average figure for Greater London.

Household recycling rates ⁽¹⁾	2008-09 (%)	2007-08 (%)	2006-07 (%)	2005-06 (%)
Newham	14.48	14.49	13.58	5.79
Greater London	DNA	25.47	22.90	20.66

Table 8.14

1. Source: ELWA, 2009 and Government Office for London, National Performance Indicator Data

KG of waste collected per capita ⁽¹⁾	2007-08	2006-07	2005-06	2004-05
Newham	474.6	448.6	437.2	466.5
London average	429.2	428.8	428.9	440.9
National average	433.0	441.33	438.63	444.87

Table 8.15

1. Source: Audit Commission, BVPIs 2005 -2008

d) Proportion of waste dealt with within the Borough

8.3.6 The proportion of waste dealt with within Newham was steady in 2008-09 following gains in the previous reporting period linked to new infrastructure capacity. Much of the remaining waste (seven percent) was dealt with at Frog Island, which is within the East London Waste Authority area. Of this seven percent, 44% was landfill sent to Buckinghamshire mainly by train.

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(1)	2008-09	2007-08	2006-07
% of waste processed in the Borough	91.58	91.56	87.55

Table 8.16

1. Source: LBN Public Realm, 2008 and ELWA, 2009

EQW-OUT/C2 Historic buildings and monuments at risk

8.3.7 Historic buildings and monuments are an irreplaceable feature of our culture and local environment, helping to create a sense of place and visual interest. It is therefore very worrying when such structures are listed as at risk from serious decay, and that there has been a slight increase on last year's figures.

8.3.8 Encouraging the appreciation of heritage through conservation and design initiatives, together with the promotion of development on surrounding sites, should help to reduce the number of buildings and monuments at risk, and prevent further additions to the list. However, the particulars of individual ownership and availability of finance and viable future uses will also influence the list.

(1)	No of buildings/monuments at risk	No of listed structures
2009 (% of total listed)	21 (15%)	142 structures (113 separate listings including 2 monuments)
2007	19 (13%)	142
2006	19	142

Table 8.17

1. Source: English Heritage Buildings at Risk database, 2008 and 2009 and LBN Heritage and Conservation, 2009

8.3.9 Data available for the period of interest suggests that numbers of at risk structures has increased, perhaps due to the difficult economic climate. However, the number continues to represent a relatively small proportion of all listed buildings and monuments. Importantly, many of these buildings were on key development sites that have yet to come forward to the construction stage, so there is hope that this may change in the future.

EQW-OUT/C3 Access to natural green space - proxy

8.3.10 In recent years, there has been much discussion of the importance of access to natural greenspace for its health and well-being benefits, as well as it being a broader indicator of environmental quality. We do not currently monitor this, however useful proxies, in combination are the amount of public open space per person, and areas deficient in

nature conservation interest. However, though the absolute amount of public open space will clearly be partly related to planning decisions as to designation and protection, the amount per 1000 people will be partly dependent on population change. Similarly, the absolute area of Sites of Nature Conservation Interest will partly depend on planning designation and protection, partly on natural changes to habitats which may alter their importance, and partly on proactive management which may improve them. In turn, access to areas of nature conservation interest will be partly dependent on access but also these other factors.

8.3.11 Using ONS mid-year estimates for 2008 (249,500), the amount of open space per 1000 residents, and area deficient in nature conservation interest have not deteriorated, suggesting access to natural greenspace has more or less been maintained. Importantly, as explained under LO-EQW1, with population projected to rise, there are significant open space gains in the pipeline, related to the Olympic Legacy. This may also give rise to biodiversity enhancement opportunities, such that these figures can be maintained and hopefully improved.

8.3.12 According to current information therefore, we seem to be benefiting from various open space and biodiversity protection and enhancement policies. We may be able to improve this indicator once the Community Infrastructure Study more comprehensively maps and appraises open space across the Borough.

(1)	2008-09	2007-08	2006-07	2004-05
ha per 1000 people	1.00	1.01	1.01	1.01
ha each	0.001	0.001	0.001	0.001
Total open space (ha)	251.8	251.8	251.8	251.9
Total area of SINCS (ha)	719.71	719.7	720.09	DNA
Area deficient in nature conservation interest (ha)	1019.56	1019.56	1054.24	DNA

Table 8.18

1. Source: GIGL, 2009 plus calculated from data compiled from LDD, 2009, ONS 2009 and LB Newham UDP 2001

EQW-OUT/C4 Vacant and derelict land as a percentage of Borough's area

8.3.14 Policies supporting the reclamation and redevelopment of major sites and other brownfield land in the Borough should result in a gradual decrease in the relative portion of land that is vacant and derelict (according to National Landuse Database classifications). However, this will also be affected by the economics of property development, including suitable finance and demand, and the particular circumstances of individual site ownership and so on.

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8.3.15 The latest survey data available, which is based on aerial surveys in May 2007 show that approximately 6% of the Borough's land was vacant or derelict, with a 5% confidence interval. Unfortunately there is no comparable data prior to this. Whilst it is likely to be an over-estimate - being skewed by small parcels of land alongside road verges etc., the magnitude remains of a significant order (thousands of hectares).

EQW-OUT/C5 River water quality

8.3.17 River water quality should improve with planning policies designed to protect it, and changes in riverside development away from heavy industry to uses more appreciative of the river environment. However, other factors including prevalent meteorological conditions, historic contamination affecting runoff and underground drainage pathways, upstream activity and the age and condition of local drainage infrastructure will also be influential.

8.3.17 In Newham, river quality, particularly chemical, remains fair or poor, though has fluctuated in recent years. As was also reported last year, the most recent data available is for calendar year 2006.

	2006		2005		2004	
(1)	Biological Quality	Chemical Quality	Biological Quality	Chemical Quality	Biological Quality	Chemical Quality
% of river assessed as good or fair - Newham [good only]	100 [0]	6.5 [0]	100 [33.7]	9.2 [0]	87.3 [33.7]	9.2 [0]
ONS comparable authorities - average [good only]	94 [14]	39 [28]	88 [28]	42 [11]	63 [28]	43 [11]

Table 8.19

1. Source: Defra, 2008

EQW-OUT/C6 Environmental Nuisance Levels

8.3.18 Environmental nuisance outcome/context data are reported at TA-OUT/C3 and 4 and BTC-OUT/C9.

EQW-OUT/C7 Mortality rate per 100 000 - male and female

8.3.19 A good quality environment, as protected and promoted by planning, should help to promote good health, by for instance, removing pollutants, encouraging exercise and providing stress relief. Whilst other factors such as poverty and diet, and pollution not controlled by planning will intervene to influence mortality rates, a healthy population is a significant outcome to aim for.

(1)	2008		2007		2006		2005		2004	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Newham	567.3	850.3	577.7	754.8	573.53	853.03	636.27	860.35	636.79	861.09
London Average	DNA	DNA	459.5	672.0	472.75	698.26	495.15	725.02	513.48	750.05

Table 8.20

1. Source: Government Office for London, National Performance Indicators Data, 2009

8.3.20 The table shows that according to the latest data available, mortality rates have fallen since 2004 - a positive development. However, they remain high relative to the wider London area, and the male rates increased in 2008, suggesting this needs to be a continuing focus.

8.4 Review of Changes in the National Policy Context

8.4.1 The national planning context in relation to environmental quality and waste remained unchanged in 2008-09.

8.5 Summary and Discussion

Environmental quality and Waste Implementation - Key Points

- *Environmental Quality*
 - Environmental assets continued to be protected.
 - A reasonable proportion of major developments incorporated sustainability-enhancing features, and a number of environmental improvement schemes progressed.
 - The Design Review Panel continued to support a drive for better quality design in the Borough
 - Amenity complaints gave some cause for concern.
- *Waste*
 - Another new waste management, materials recovery facility came on stream (at Lea Riverside), helping to ensure that nearly all waste is dealt with locally, and that the proportion of waste sent to landfill continues to decrease.

8 Environmental Quality and Waste

8.5.1 The overall picture with respect to the environment continues to be one of protection of existing assets and gradual improvement, particularly in the most tangible areas such as waste management, where much more waste is being diverted from landfill. Transformational change is beginning to be evident on major development sites, notably in Stratford and Canning Town, but takes many years to complete, and it is difficult to spread this extent and level of change across the Borough. The value of small scale improvements to local neighbourhoods, should not however be underestimated; proactive schemes and the work of the Design Review Panel in improving the quality of new development approved across the Borough help to make this happen. Equally however, we can see the cumulative impact of minor lapses in individual policies, such as the replacement of TPO trees, which would seem to warrant a simpler, but more joined up approach to the environment in Newham (as compared to 63 part 2 UDP policies on environmental quality).

8.5.2 Another challenge is that as economic development and population growth occurs, which in Newham is expected to be significant due to the amount of development land and previous decline, use of resources and emissions tends to increase. Despite the economic downturn, trends in these areas in Newham continue to worsen, which points to the need to take significant steps to compensate for this through high environmental performance specifications for new development and stepwise changes in transport infrastructure and services encouraging modal shift. This may require changes in policies to strengthen them in relation to new development, but will also require attention to existing stock and residents' behaviour. Local policies in this area are however usefully bolstered by London Plan and national policies - in recent years we have seen the benefit of both the Code for Sustainable Homes and London Plan renewable energy policy for example. Higher-level investment support and fiscal incentives will also be important.

8.5.3 An improvement of intelligence about the local environment will provide additional support to improvement interventions. Data on flood risk is shortly to be considerably improved with the completion of a Strategic Flood Risk Assessment for the area, and a study of the Borough's biodiversity will be completed in early 2010. Likewise, open spaces will be assessed as part of the community infrastructure study, to be completed in Spring 2010. Another key gap is comprehensive monitoring data concerning the environmental performance of buildings and renewable energy capacity: this is similarly receiving our attention at the moment, and we are developing new systems to improve it. Improvements are also being made to vacant and derelict land monitoring which has been weak in recent years, but could be more usefully deployed to support development management work to achieve a wide range of planning objectives. This has been facilitated by work we have done on housing capacity sites to feed into the London Plan. Lastly, as discussed in the Business Development, Employment and Town Centre Chapter, it can be seen that we need to keep better track of the relationship between environmental nuisance complaints and planning decisions.

9 Community Infrastructure and Services

9.1 Objectives

Key objectives

9.1.1 The key Sustainable Community Strategy and Unitary Development Plan community infrastructure and services objectives are to:

- i. Promote sustainable communities where people have good access to local services and feel safe, ensuring that the provision of services keeps pace with new development, and remedying deficiencies where necessary in terms of type, accessibility, location and quality of facilities.
- ii. Ensure that services and facilities are provided in order that people choose to stay in the Borough rather than move on.

Related specific concerns

9.1.2 Related to these key objectives are several more specific objectives, also found within the UDP and Community Strategy:

- a. To promote and enhance the fitness, health and well-being of all sections of the community by providing and extending leisure opportunities.
- b. To provide matched social and community infrastructure in new and established communities.
- c. To ensure that land and buildings are available and accessible (safeguarded and enhanced where appropriate) to meet community needs, including recreation (open space may be beyond the Borough boundary).

Related Sustainability Appraisal Objectives

9.1.3 Various Sustainability Appraisal objectives have clear links with these objectives, notably:

- 2. Increase safety and security and reduce crime and fear of crime.
- 5. Protect and enhance social and community facilities and provide access to key services for all residents in the Borough.
- 6. Tackle deprivation and social exclusion whilst promoting social inclusiveness and equality.
- 7. Improve the health of Newham's residents, reduce health inequalities and promote healthy living.
- 14. Reduce the need to travel and increase the proportion of journeys made by more sustainable forms of transport.

9 Community Infrastructure and Services

Background to these objectives

9.1.4 These objectives reflect the importance of community infrastructure and local services to people's quality of life, and linked to this, their contribution to the perceived desirability of a locality as somewhere to live and work. Good local facilities and services help to reduce the need to travel, and enable people to undertake routine tasks easily within the limited time available outside of working hours, as well as contributing to social cohesion and inclusion by producing opportunities for people from different backgrounds to interact.

9.1.5 Good community infrastructure and services are therefore seen to be a key part of building robust new communities in areas of major development potential, and to improve the resilience of more established residential areas, helping to reduce problematic population turnover. It is recognised that with the level of new development proposed in the Borough, existing neighbourhoods should not be left behind, given past disinvestment in many such areas due to population losses and deprivation impacts on viability. The concern to safeguard buildings and land in turn reflects the pressure to (re)develop such assets for more profitable commercial and residential uses.

Indicators

9.1.6 The following indicators are reported in the next two sections. Their relevance to particular objectives is highlighted, (and explained as they are reported in the accompanying text) as are their links to other monitoring frameworks - those of the Local Area Agreement, (LAA) the Local Implementation Plan (LIP - of the Mayor of London's Transport Plan) and the LDF Sustainability Appraisal (SA), where applicable.

Indicator <small>[1 = LAA indicator or proxy, 2 = SA indicator or proxy]</small>	Main related objectives (numbered as above)
LO-CIS1 New development - access to infrastructure	i, ii a, b, c 5, 6, 14
LO-CIS2 Net new community infrastructure floorspace in new and established neighbourhoods	i, ii a, b, c 5, 6, 7, 14
LO-CIS3 Developer contributions for community infrastructure and open space improvements	i, ii a, b, c 5, 6, 7
CIS-OUT/C1 Distribution of key community facilities in the borough ²	i, ii a, b, c 5, 6, 7, 14
CIS-OUT/C2 Parks quality	i, ii a, b, c 2, 5, 6

Indicator [1 = LAA indicator or proxy, 2 = SA indicator or proxy]	Main related objectives (numbered as above)
CIS-OUT/C3 Rates of physical activity and related diseases ¹	a, c 6, 7, 14
CIS-OUT/C4 Overall satisfaction with the area ¹	i, ii b, c 5, 14

Table 9.1

9.2 Relevant Outputs

Core Output Indicators

9.2.1 There are no core output indicators defined for community infrastructure and services, given widely differing geographies between local authorities in England.

Local Output Indicators

LO-CIS1 New development - access to community infrastructure (proxy)

9.2.2 Community infrastructure such as medical centres, banks, pharmacies, food shops and community centres tends to be clustered around local and district centres. Whilst not exclusively the case, (some such uses are more scattered) proximity to these mapped areas, together with local parks serve as a useful proxy for access to community infrastructure and services. Ideally, all development would be assessed on this basis, however this is not currently feasible, so a more manageable selection of development - major completions, was tested.

(1)	Within 400m of a local, district or major centre	Within 800m of a district or major centre	Within 400m of a local park	Meeting all 3 criteria	Meeting 1 criterion or less only
% of major residential completions [2007-08 figure]	62 [100]	31 [70]	62 [20]	0 [10]	38 [20]

Table 9.2

1. [Source: spatial analysis of developments recorded by the LDD, 2009]

9 Community Infrastructure and Services

9.2.3 This shows that whilst most developments have reasonable access to local services in major, district and local centres, a significant proportion lack this, although the situation continues to evolve as new local and district centres and parks are planned both within Newham and close to its boundaries (e.g. in LB Tower Hamlets). However, in some cases, more innovative solutions may be required, e.g. access improvements to reduce the time it takes to reach more distant sites, or new forms of parks and community gardens (on roofs etc). A strategic review of infrastructure needs and site opportunities will be undertaken as part of the LDF, which should help tighten up existing policies to make them deliver a more coherent spatial strategy in this regard.

LO-CIS2 Net new community infrastructure floorspace in new and established neighbourhoods

9.2.4 For monitoring purposes, it seems reasonable to define community infrastructure as that falling within use classes A1 and A2 (shops and professional services), D1 (non-residential institutions) and D2 (assembly and leisure).

9.2.5 The table below shows that within the limits of what is recorded by the LDD (floorspace that is part of housing developments, or of >1000m²) community infrastructure floorspace is gradually increasing in new communities, which are here defined as areas in major development sites and where surrounding land use is not predominantly residential. It does seem however, that in line with the economic downturn, development in more 'pioneering' areas has slowed.

9.2.6 In established communities such floorspace is largely being maintained or increased as particular opportunities arise, particularly as part of mixed use developments, with any losses likely to be absorbed by changed usage of existing facilities, or re-provision in better locations. A significant completion this year was a new primary health care clinic in Vicarage Lane.

9.2.7 Overall this suggests that the UDP strategy and key policies S47, SH14 (to promote the provision of community infrastructure in line with major new development) and CS1 (resisting net loss of community facilities) are working satisfactorily, to the extent to which we have an understanding of need. This evidence base will be substantially improved with the forthcoming community infrastructure study which will assess quantitative and qualitative need across the Borough and is due to report in Spring 2010.

Net new floorspace (1) (m ²)	A1 use class		A2 use class		D1 use class		D2 use class	
	New areas (2)	Existing areas	New areas	Existing areas	New areas	Existing areas	New areas	Existing areas
2008-09	184	407	183	-145	0	3406	0	0
2007-08	299	8142	219	142	1338	-2060	75	0
2006-07	260	858	-996	657	4637	2310	1232	-1740
2004-05	1198	0	0	120	78716	0	1000	0

Table 9.3

1. Source: Analysis of data in LDD, 2009
2. Areas in major development sites and where surrounding land use is not predominantly residential

LO-CIS3 Developer Contributions for community infrastructure and open space improvements

9.2.8 Developer contributions paid or due to be paid or provided to address additional burdens on over-stretched facilities as a consequence of major developments completed or part-completed in 2008-09 total £1 151 000. Whilst a decrease on last year's amount, this is commensurate with the decline in the economy, and more positively, all developments of more than 50 units had some S106 money for community infrastructure. This should result in significant benefits for new and established residents, especially when considered cumulatively with other payments linked to nearby developments in some areas.

(1)	Educational facilities	Community and health facilities	Open space improvements	Total
Total developer contributions 2008-09	£1 088 000	£137 000	£285 000	£1 151 000
Total developer contributions 2007-08	£324 000	£822 000	£200 000	£1 346 000

Table 9.4

1. [Source: Forward Planning S106 monitoring records]

9.2.9 Overall this suggests that policies S2 (community benefits) and S47 (community services, provision in conjunction with major development) are working to good effect, though again, this will be more effectively assessed when the community infrastructure study reports.

9 Community Infrastructure and Services

9.3 Relevant Outcomes/ Contextual Indicators

9.3.1 This section reports on outcome/contextual indicators that help to complete the picture of community infrastructure and services in the Borough. To some extent, the indicators report the ultimate impacts of the outputs of planning and associated actions, but it must be acknowledged that other factors affect them as well. Therefore these indicators also report the broader context in which planning operates, in some cases affecting outputs - hence the reason for calling them outcome/contextual indicators.

CIS-OUT/C1 Distribution of key community facilities and services in the Borough

9.3.2 Policies that support the protection and enhancement of community facilities, and the provision of new facilities to meet the needs of development areas should result in a pattern of such facilities that mirrors the distribution of population. However, this will to some extent be affected by historical distribution patterns and higher-level management decisions, as well as funding availability.

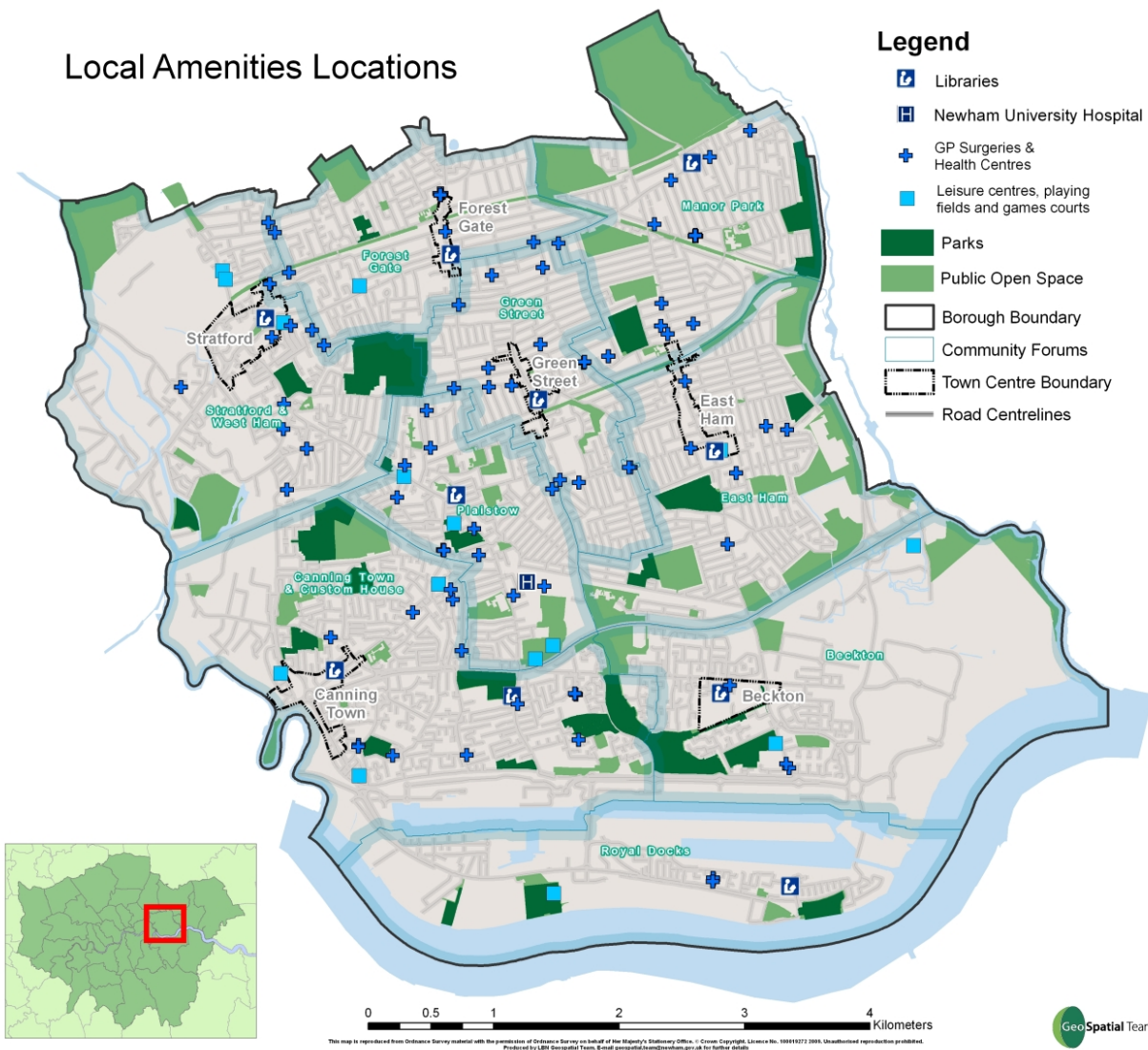
9.3.3 The map below shows that most facilities remain clustered where population is most dense towards the centre of the Borough, although the central part of the Borough lacks sizeable green spaces and parks, as well as other leisure facilities. Nonetheless, these wards have good links to facilities in reasonable proximity. Elsewhere in the Borough, it is notable that the southern and south eastern and western areas have significantly fewer community facilities. Nonetheless, this should be improved in future as major development areas come forward.

9.3.4 This can be compared to the Index of Multiple Deprivation 2007 analysis of access to services. This shows that of critical local services defined in the Index, most of Newham has good access to services, (average road distances of less than 1km) but a significant minority of small areas (Lower Super Output Areas) have relatively poor access to even a basic shop and Post Office (average road distances of more than 1km). This is comparable to the average for a mix of statistically similar authorities in London, but suggests some very focused accessibility work is needed in parts of the Borough.

(1)	% LSOAs with relatively poor access to a primary school	% LSOAs with relatively poor access to a food store	% LSOAs with relatively poor access to a GP	% of LSOAs with relatively poor access to a Post Office	% of LSOAs with relatively poor access across 4 domains
Newham	4	16	8	19	2
Average for ONS comparable authorities	8	24	9	21	1

Table 9.5

1. [Source: analysis of DCLG, Index of Multiple Deprivation Geographical Barriers tables, 2007]



Picture 2 Map of local amenities in Newham

9 Community Infrastructure and Services

CIS-OUT/C2 Parks quality

9.3.5 The quality of parks is a key indicator of the adequacy of community infrastructure (see also indicator EQW-OUT/C3 Open Space per 1000) which should be provided for by planning in relation to new need created by development, but will also be affected by historic funding availability, local interest in contributing to park maintenance and upkeep and so on.

a) Proportion of parks with Green Flag Status

9.3.6 No parks gained Green Flag status within this reporting year; however all maintained their Green Flag Status.

(1)	2008	2007	2006
Percentage of parks with green flag status	20	20	16

Table 9.6

1. [Source: NIMS, Focus on Newham 2007, 2006]

b) Satisfaction with parks

9.3.7 Satisfaction with parks appears to be stable and comparable with levels in similar authorities in London, although more recent data is not yet available.

(1)	2008-09	2006-07	2003-04
% satisfied with parks	DNA	68	68
Average figure for ONS comparable authorities	DNA	70	66

Table 9.7

1. [Source: GOL National Performance Indicator Data for London Authorities, 2008]

CIS-OUT/C3 Rates of physical activity, childhood obesity and mortality from circulatory diseases

9.3.8 Promoting development that has convenient access to community infrastructure on foot and by bike should help to encourage people to take more exercise whether as a mode of transport or through easily accessible active recreational opportunities. Amongst other factors including diet, genetics and income, this should contribute to lower rates of obesity and mortality from circulatory disease.

9.3.9 Data suggest that despite reasonable access to services, obesity and circulatory disease remain significant issues, (circulatory disease also showing a worrying divergence from similar authorities) and active recreation rates appear to be stable at a low level according to the latest data available.

(1)	2008	2007	2006	2005	2004
% participation in active recreation 5x 30 mins a week	DNA	22	23	DNA	DNA
Childhood obesity rate per 100 - yr 6 [average - ONS comparable authorities]	DNA	26 [24]	24 [23]	DNA	DNA
Mortality per 100 000 related to circulatory diseases [average - ONS comparable authorities]	128 [97]	111 [100]	118 [104]	157 [110]	133.79 [119]

Table 9.8

1. Source: GoL National Performance Indicator Data for London Authorities, 2009; Newham Corporate Research Team

CIS-OUT/C4 Overall satisfaction with the area

9.3.10 Community infrastructure and services are seen to be key determinants of people's satisfaction with an area, therefore policies protecting and promoting them should help to sustain and improve satisfaction levels. However, other factors will also intervene - for instance, poverty, street cleanliness, community cohesion and so on. Satisfaction with the local area is a national indicator (NI5).

9.3.11 Newham's Annual Resident's Survey data shows an overall improvement since 2004 in residents' satisfaction with the area. However, this needs to be reconciled with much lower figures reported by national (Audit Commission) postal survey data 'the place survey', which suggests only 56% were satisfied with the area in 2008-9, though this also shows a year on year improvement since 2006 (this is the figure used for NI5).

9.3.12 It is likely that the true figures lie somewhere between the two, as both survey types have short-comings, though the Place Survey has been particularly criticised for its low response rate (25% in Newham). Even taking this into account, looking at the average for comparable authorities, for which we can assume the national survey situation is the same, Newham's rate is low, suggesting livability remains a significant issue locally.

(1)	2008	2007	2006	2005	2004
% overall satisfaction with the area	76	70	67	73	62

Table 9.9

1. Source: Newham Corporate Research Unit, 2009

9 Community Infrastructure and Services

9.4 Review of Changes in the National Policy Context

9.4.1 The national policy context in relation to community infrastructure and services remained unchanged in 2008-09. However, the details of this Community Infrastructure Levy continued to be developed into 2009, and are not likely to be finalised until 2010. It is likely that associated requirements will have considerable implications for the community infrastructure evidence base and ongoing monitoring, to be reflected in future AMRs. Reporting on infrastructure capacity to inform the expenditure of monies raised and the review of levy rates, may be required for example.

9.5 Summary and Discussion

Community Infrastructure and Services Implementation - Key Points

- Most new development was reasonably well located in relation to key community infrastructure and services, and also brought developer contributions of more than £1million to improve such facilities and mitigate the impact of new demand on them.
- Community infrastructure also continued to be renewed in established communities and gradually developed (though at a slower pace than in previous years) in new areas.

9.5.1 In common with most urban authorities, Newham residents appear to have reasonable access to an array of community infrastructure, except open space, with an ongoing process of renewal and expansion of provision as opportunities arise. Poor open space access and provision in some areas of the Borough is a challenge to rectify given lack of sites in already built up areas. It may be appropriate to look at imaginative solutions such as providing small community gardens on small sites, flat roofs, or within the grounds of community buildings such as schools. Community infrastructure is also lacking in some areas of the Borough where large-scale redevelopment and regeneration has yet to become established. Community infrastructure in these areas should improve over time as it is made viable, though this does require careful planning, including management of appropriate developer contributions.

9.5.2 Another issue to consider however is the quality of community infrastructure - whether it is fit for purpose, and attractive enough that people will happily walk or cycle to their nearest facilities rather than driving to those further away. Various satisfaction indicators reported suggest that this may not currently be the case. The Community Infrastructure study, which is due to report in April 2010, should help assess this, as well as providing an over-arching view of community infrastructure capacity, future needs and the extent to which it is possible to address deficiencies through various means including developer contributions. Nonetheless, in future years, we should begin to see the benefit of significant investment in modern, fit for purpose secondary schools (the Building Schools for the Future programme) and new health care facilities, of the like completed in Vicarage Lane this year.

9.5.3 Overall therefore, community infrastructure policies seem to be largely performing as intended, although it may be the case that new infrastructure provision could be more co-ordinated. This will be tackled through the Community Infrastructure Study and subsequent development of LDF policies, including an Infrastructure Delivery Plan. Monitoring in future will be much more focused on implementation of this delivery plan.

10 Transport and Access

10 Transport and Access

10.1 Objectives

Key objectives

10.1.1 The key Sustainable Community Strategy and Unitary Development Plan transport and access objectives are to:

- i. Build upon present communications that link Newham with the region and Europe through support for proposed improvements;
- ii. Improve access within the Borough on foot, cycle and public transport in particular and ensuring that the overall need for travel by private car are reduced;
- iii. Minimise the adverse impact on the environment of transport infrastructure under construction and in use; and
- iv. Improve safety for all street users.

Related specific concerns

10.1.2 Related, more specific objectives also found within the UDP and Community Strategy are to:

- a. Create new residential communities which are integrated with those that already exist.
- b. Ensure reasonable access to and within workplaces, shops, services, other leisure facilities and other destinations for all members of the community, improving the quality of transport available where appropriate.
- c. Reduce growth in motorised journeys and encourage high quality lower impact alternatives, co-ordinating land use and transport planning to enable easy access to major new development by non-car modes, and discourage the use of the car by using parking standards and policies.
- d. Ensure the major development sites in the Borough are accessible to the strategic transport network, and particularly improve access between the Royal Docks and the rest of the Borough.

Related Sustainability Appraisal Objectives

10.1.3 Numerous Sustainability Appraisal objectives have clear links with these objectives, notably:

3. Minimise pollution levels and emissions of greenhouse gases.
5. Protect and enhance social and community facilities and provide access to key services for all residents of the Borough.

6. Tackle deprivation and social exclusion whilst promoting social inclusiveness and equality.

7. Improve the health of Newham's residents, reduce health inequalities and promote healthy living.

14. Reduce the need to travel and increase the proportion of journeys made by more sustainable forms of public transport.

Background to these objectives

10.1.4 These objectives reflect firstly, the importance of various transport infrastructure project to wider regeneration plans, opening up areas to transport modes and linkages associated with potential new uses as opposed to those associated with former heavy industry and utilities (storage, rail and river freight). The industrial legacy for example, has oriented transport linkages in the docks to the river and main roads into and out of the area, rather than ensuring integration with communities and facilities in the rest of the Borough.

10.1.5 Secondly, these objectives reflect broader concerns common to most areas: the environment, accident rates and social inclusion/equality of opportunity. Increasingly, the local and global environmental impact of motorised transport, particularly small individualised vehicles, is being recognised, together with acknowledgement of the problems of associated congestion and serious accidents. Equally however, accessibility and travel are accepted to be important components of social inclusion, enabling equality of access to opportunities to work, socialise, learn and so on. Opportunities relevant to every individual can never be entirely provided within an immediate locality, and even if they are, traditionally they have not necessarily catered for different access needs. The promotion of lower impact transport modes and management, and design sensitivity to different access needs is therefore the logical solution to these problems.

Indicators

10.1.6 The following indicators are reported in the next two sections. Their relevance to particular objectives is highlighted, (and explained as they are reported in the accompanying text) as are their links to other monitoring frameworks - those of the Local Area Agreement, (LAA) the Local Implementation Plan (LIP -of the Mayor of London's Transport Strategy), and the LDF Sustainability Appraisal (SA), where applicable.

Indicator <small>[1 = LAA indicator, 2 = SA indicator or proxy, 3 = LIP indicator or proxy]</small>	Main related objectives (as numbered above)
LO-TA1 Milestones in transport schemes	i, ii b, c, d 3, 14
LO-TA2 New development - accessibility	ii, iii a, b, c, d 5, 6, 14

10 Transport and Access

Indicator <small>[1 = LAA indicator, 2 = SA indicator or proxy, 3 = LIP indicator or proxy]</small>	Main related objectives (as numbered above)
LO-TA3 Transport-related developer contributions and commitments	i, ii, iii, iv a, b, c, d 16, 7, 14
LO-TA4 Inclusive access improvements	ii b 5, 6, 7
LO-TA5 School travel plans in place ³	iii, iv b, c 3, 7, 14
TA-OUT/C1 Modal shift ³	iii c 3, 7, 14
TA-OUT/C2 Traffic volume and congestion (proxy) ³	ii, iii b, c 3, 14
TA-OUT/C3 Accident rates ^{2,3}	iv b 6, 7
TA-OUT/C4 Environmental impacts of transport ²	iii c 3, 7, 11
TA-OUT/C5 Transport trips by equality and inclusion target groups ³	ii b, c 3, 5, 6, 7, 14

Table 10.1

10.2 Relevant Outputs

Core Output Indicators

10.2.1 There are no core output indicators defined for transport and access, given widely differing geographies between local authorities in England.

Local Output Indicators

LO-TA1 Milestones in transport schemes

10.2.2 The Council continues to afford appropriate support to various strategic transport schemes in the Borough, as set out in UDP policies T6 (rail network), T7 (bus network), and T12 (Thames crossings). Progress on these to March 2009, is reported below. Another milestone was the granting of permission for the remodelling of the A13 Canning Town roundabout which will significantly improve pedestrian access in this area.

Stratford International Station/High Speed Rail Link

10.2.3 Stratford International Station and the high speed rail link (HS2) were completed prior to this reporting period (by March 2008). High speed domestic services between St. Pancras International and locations in Kent will stop at Stratford International from December 2009. Eurostar have not yet confirmed when international services will service Stratford International.

Crossrail

10.2.4 The Crossrail Bill received Royal Assent in July 2008. The Mayor of London is finalising work to secure the full funding for the scheme. Main contractors who will deliver the project have been appointed and some early preparatory work has commenced in Newham. Completion of the scheme is expected in 2018.

Thames Gateway Bridge

10.2.5 Following a public inquiry, it was recommended by the Planning Inspector in July 2007 that this scheme should not proceed, given concerns over environmental, social and economic impacts. However, the Secretary of State for Communities and Local Government was minded to re-open the inquiry for further deliberation into regeneration and environmental effects. In November 2008 it was announced that this project would no longer be pursued following a review of unfunded proposals for transport schemes. However, Transport for London have commenced a river crossing study to explore alternatives (which is expected to report in November 2009) and the Draft London Mayor's Transport Strategy proposes a crossing at Silvertown. In addition, an additional ferry crossing at Gallions Reach is proposed (which may be potentially replaced with a fixed link for local accessibility in due course).

DLR Three-carriage operation

10.2.6 A contract to undertake station, junction and bridge modification works to enable the operation of three-carriage DLR trains was awarded in May 2007. In September 2007, the relevant powers to enable this work within the sector that runs through Newham were awarded. Station, junction and bridge modification works to enable the operation of 3 carriage DLR trains has continued during the review period and funding has been secured to include the Beckton branch. Works are expected to be completed in 2010, providing significant extra capacity.

10 Transport and Access

DLR Extensions

10.2.7 The contract for the main construction works necessary to extend the DLR to Stratford International Station, along part of the former North London Line route, was awarded in June 2007. Works were continuing in Newham through March 2009. It is expected that services will commence on this extension in Summer 2010. 4 new stations will open as part of this development work: Star Lane, Abbey Road, Stratford High Street, and Stratford International.

10.2.8 The DLR extension from King George V Station in Newham to Woolwich Arsenal in Greenwich was opened as scheduled in early 2009. This has provided a valuable link over the Thames particularly for the relatively isolated community of North Woolwich. Patronage has exceeded the predicted initial demand.

10.2.9 The proposed DLR extension from Gallions Reach in Newham to Dagenham Dock, was the subject of an application to the Secretary of State for a Transport and Works Order to authorise the route. In November 2008 it was announced that this project would no longer be pursued following a review of unfunded proposals for transport schemes. The application for a Transport Works Order has been formally abandoned. However the Draft London Mayor's Transport Strategy proposes that Transport for London (TfL) investigate the feasibility of a DLR extension to Dagenham Dock in the context of housing developments at Barking Riverside.

LO-TA2 New development - accessibility and transport impact

10.2.10 A standard pan-London tool for measuring public transport accessibility is the PTAL (Public Transport Accessibility Level) model, which scores (on a scale of 1a-6b) locations according to their proximity to public transport stops and the frequency of services at those stops. However, this may be less significant where a locality is within a short distance of local shops and services, open space and employment areas, or where the developer makes contributions to make up for local deficiencies in transport connections. The limitations of PTALs may be illustrated at a local level: accessibility may appear to be good, but there may be barriers to access (such as railway lines and busy roads), or routes may be perceived as dangerous or unpleasant in terms of personal safety and urban realm, or simply indirect.

10.2.11 Analysis of major development completions in 2008-09 showed that the majority of major residential completions were in accessible locations, with those that had lower PTAL still having access to some local amenities and employment, and in one instance, with S106 money for improvements to connectivity. This suggests UDP policy T2 (public transport accessibility and improvements) is being reasonably well applied.

(1)	PTAL score of 2 or less	PTAL score of 3 or more	PTAL score of 5 or more
% of 2007-08 major completions [2007-08 fig]	38 [30]	62 [70]	8 [30]
% of these completions which had good access to facilities locally (see LO-CIS1, good defined as positive score for 2 out of 3 attributes) [2007-08 fig]	80 [33]	63 [100]	100 [100]
% of these completions which had good access to an employment area (within 800m of a defined employment area) [2007-08 fig]	80 [67]	75 [57]	0 [100]
% of these completions which had developer contributions to upgrade transport connections [2007-08 fig]	20 [33]	38 [29]	100 [67]

Table 10.2

1. Source: LBN Forward Planning, 2009 analysis of planning records using GIS

LO-TAN3 Transport-Related Developer Contributions and Commitments

10.2.12 Also in line with policies S2 and T2, major development schemes (residential and commercial) completed in 2008-09 contributed or are due to contribute in total £27 000 for transport and access improvements, £267 000 for public transport improvements and £15 000 for cycling facilities. In addition, 40% of major completions had provisions to restrict residents/users from gaining parking permits on surrounding residential streets, supporting the restriction of on-site parking.

10.2.13 In addition the Borough continues to require the submission of Travel Plans for all developments anticipated to generate significant trips to and from the site, using those thresholds set out in TfL guidance documents. In this process the Borough is supported by a team of sub regional Travel Plan Advisors, funded by TGLP, and has also been selected by TfL to participate in further training on implementing their New Ways to Plan initiative. It is anticipated therefore that progress towards securing and monitoring effective Travel Plans shall continue.

10 Transport and Access

LO-TAN4 Inclusive access improvements

10.2.14 London Plan policy 4B.5 (Creating an inclusive environment) requires DPD policies to integrate and adopt the principles of inclusive design so that developments are able to be used by anyone regardless of disability, age or gender, ethnicity or other circumstances. This is being implemented in Newham through ongoing efforts to ensure planning consents benefit from expert advice on inclusive access (employment of access consultants) and the designation of an Access Champion amongst regular DC officers. Most significant proposed developments are now subject to scrutiny in this way, supported by Design and Access Statements that were made compulsory for most applications in August 2006.

10.2.15 In addition, more proactively, access improvements were carried out by the Council on libraries in Plaistow, Canning Town, Forest Gate, and Green Street, West Ham District Housing Office, and two community buildings (Chandos Centre Community Association, Stratford, and Methodist Church, Woodgrange Road, Forest Gate). Adaptations to 12 residential properties were also made to enable them to be used by a wheelchair user (installation of through floor lifts).

LO-TAN5 School Travel Plans in place

10.2.16 The number of schools with school travel plans in place was 90/100 by April 2009. Travel planning helps to mediate between individual behaviour and needs, transport infrastructure and the layout of the built environment to encourage best use of non-car modes. This is a good level of intervention for which measures are in place to achieve full coverage shortly, and which is aimed to secure lifelong habits in children, and influence their family's travel patterns also. This reflects the ambitions of UDP transport policies including T5, which establishes the Council's support for the use of public transport, cycling and walking as preferred methods of transport to the motor car.

10.3 Relevant Outcomes/ Contextual Indicators

10.3.1 The following outcome indicators relate to issues which the outputs of planning and implementation processes are designed to influence. Ultimately however, these outputs will only be one factor amongst many others that shape such outcomes. In turn, it can be seen that these indicators represent the context in which planning operates, and hence may affect its outputs: it is, therefore, also appropriate to label such indicators 'contextual indicators'.

TA-OUT/C1 Modal shift

10.3.2 Modal shift, reflecting a combination of education and infrastructure improvements, including the location of key facilities (affecting desirability and feasibility of using alternatives to the car) is monitored in schools participating in school travel planning through annual travel surveys of pupils and where possible, staff. Principle-led policies and associated actions supporting infrastructure improvements should help to achieve a modal

shift away from the car, although this will be mediated by historic development patterns, individual travel requirements, relative affordability, perceptions of road safety and 'stranger danger' and so on.

10.3.3 The aggregate figures for pupils as surveyed in summer 2009 are given below, based on comparison with baselines from 2004-2008 (depending on when school travel planning was introduced into a particular school). The figures for previous years are for a smaller number of schools again over a varied timescale, so are not strictly comparable, but give an idea of ongoing changes. It is also important to note that in 2008-09, 7 independent schools joined the programme, which has affected the figures due to the traditionally-higher levels of car use for travel to such schools given their non-local catchments, and perhaps wealthier parents.

% modal shift ⁽¹⁾	Car	Car share	Bus	Rail	Bicycle	Foot	Park and walk	Other
2009 (rolling figure)	-1.92	-4.89	+0.47	-0.29	+1.43	+2.92	+2.39	-0.29
2008 (rolling figure)	-3.04	-2.44	+0.26	-0.56	+1.3	+2.75	+1.7	+0.04
2007	-4.65	+0.63	+0.71	-1.05	+0.59	+4.00	0	+0.23

1. Source: LBN Safety Education Team, 2009

10.3.4 The table above shows that progress is slowly being made towards reducing car journeys and encouraging use of alternative modes of travel to school, with continuing increases in active travel. This is important, as school journeys create significant amounts of travel demand and motor traffic during peak hours. Emphasis should continue to be placed upon supporting local journeys to school on foot and pedal cycle, since these modes have the added benefit of contributing to children's personal development and health through active travel. In addition, if good travel habits are instilled at a young age, they are more likely to be achieved into adulthood, especially if the reasons for sustainable travel are conveyed.

10.3.5 In future, it is anticipated that this data will be supplemented by Transport for London survey data for the population of the Borough as a whole, from which we will be able to gauge changes. To date only a 3 year, 7 day average is available for 2005-08 (TFL Travel in London Report, 2009). This shows a good level of 66% of journeys being made by means other than a car, which compares well to similarly located boroughs in London. However, cycling levels of 1% are poor, given the Borough's mainly flat topography, mainly high density of development, low car ownership and the relatively dry London climate. This would seem to suggest more fundamental action is needed to address likely discouragements such as perceived road safety and physical severance.

10 Transport and Access

TA-OUT/C2 Traffic volume and congestion (proxy)

10.3.6 Encouraging a shift from private car use to more sustainable modes of transport, particularly those which can support considerable levels of expansion (notably walking and cycling) should result in a decrease in traffic volumes and congestion. However, this will also be affected by social and economic factors such as the availability of a range of services and facilities (such as places of worship) locally, population growth in particular areas, the amount of production being undertaken locally, the price of petrol, traffic management efficacy and so on.

(1)	2008	2007	2006	2005
Borough traffic volume (million vehicle km)	994	1010	994	960

Table 10.4

1. Source: TFL, 2008

Average Bus Speeds	2009			2008			2007		
	AM peak	Interpeak	PM peak	AM peak	Interpeak	PM Peak	AM peak	Interpeak	PM peak
(1)									
Av speed (km/h) Route 115 (E)	12.3	11.5	11.3	13.4	11.4	10.6	14.2	11.4	10.2
Av speed (km/h) Route 115 (W)	13.7	11.9	12	10.4	9.7	9.8	10.7	9.8	10.0
Av speed (km/h) Route 86 (E)	15.3	12.2	10	14.9	11.8	10.0	14.6	12.0	10.4
Av speed (km/h) Route 86 (W)	DNA	DNA	DNA	12.1	11.9	12.0	11.8	11.6	12.2

Table 10.5

1. Source: TFL, 2009

10.3.7 Traffic volumes were steady in 2008, having steadily increased between 2005 and 2007. However, bus journey speeds (as indicated by average speed) on key monitored routes, which can be seen to be a proxy for congestion, have been sustained or slightly increased in the AM peak and interpeak periods, whilst during the evening peak, journey speeds have reduced (due, perhaps, to the quantum of 'inbound' bus priority measures compared to 'outbound' measures). The increase in Oyster card use, and ongoing investment in bus priority measures are likely to have contributed to the AM peak and interpeak improvements, and may have reduced the potential travel speed reduction in the PM peak. However, the effectiveness of Oyster in influencing travel speeds will quickly reduce as the card become ubiquitous.

TA-OUT/C3 Injury incident and collision rates

10.3.8 Accident statistics should give some indication of traffic conditions and pedestrian/cyclist safety, and in theory should in turn reflect design improvements and perhaps levels of car use, and feed back into travel choices (affecting the desirability of walking and cycling). However, the statistical data collection method (required by the Government) is widely recognised as being insufficiently accurate to tell the whole story about road safety--indeed, the data can in certain circumstances be misleading. Data collection is reliant on police presence or self-reporting, and does not take into account subsequent events, including deaths from injuries for instance. In addition, the data does not demonstrate perceptions of danger, leading to the withdrawal of vulnerable street users (particularly children) and risk compensation / territorial behaviours.

10.3.9 The problems inherent in the data are compounded by the assumptions behind the 'first year rate of return', which does not take into account the randomness of collisions or the financial values attributable, using cost-benefit systems, to improvements in public realm quality and better conditions for pedestrians and cyclists (including children and for trips to public transport).

10.3.10 Nonetheless, Table 10.5 records the collision rate in the Borough by KSI and slight injuries across all modes. Newham's performance is on track to meet two of the four mode-based / child injury targets. These performance targets use 1994/8 average as a baseline. For pedestrians, KSIs have reduced by 53%; for children, KSIs have reduced overall by 63%. However, whilst there have been reductions in the number of collisions overall, the borough is not on track to meet targets for reducing cyclist KSIs, motorcyclist KSIs or slight injuries (sources:MYE and Newham performance report, TfL November 2009)

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(1)	Killed and Seriously Injured per 1000 (using MYE)
2008-09	0.34 (2 killed, 84 seriously injured)
2007-08	0.40
2006-07	0.35
2004-05	0.40

Table 10.6

1. Source: LB Newham Road Safety Unit/ONS

TA-OUT/C4 Environmental Impacts of Transport

a) Air quality exceedences

10.3.11 Planning that promotes the use of non-car modes by making these relatively more convenient is a key component of air quality management, which in turn may affect the desirability of cycling and pedestrian modes.

10.3.12 Air quality continues to present a challenge in Newham: Table 10.6 shows that although 2008 showed some improvements and targets were met, levels of pollution still exceeded recommended levels of relation to health standards on a significant number of days. Air pollution in Newham is dominated by transport emissions. As such, while pollution levels showed some improvement over the period, this is not reflected adjacent to busy roads in respect of nitrogen dioxide. Improvements are also smaller than anticipated and widespread exceedence of the 2010 limits for nitrogen dioxide is expected both in Newham and across London. The other pollutant of concern is fine particulates (PM10s): whilst limits are met over most of Newham, levels are still high and a reduction in the level of PM10s have significant health benefits, particularly for those with existing heart or respiratory conditions.

(1)	NO ₂				PM ₁₀			
	2008	2007	2006	2004	2008	2007	2006	2004
Number of exceedence days (background site)	6 (0)	24 (4)	6 (0)	0 (0)	12 (9)	45 (17)	32 (17)	18 (3)
No of exceedence days above target no of exceedence days	0	6	0	0	0	10	0	0

Table 10.7

1. Source: LB Newham Environmental Health Dept, 2009

b) Complaints about transport noise

10.3.13 Planning to minimise disturbance from transport infrastructure both by planning conditions restricting aircraft and freight traffic movements, and the careful location and design of sensitive uses should keep complaints about aircraft noise to a minimum. However, this will also be affected by other factors such as the perceived ability of the Council to deal with the problem, particular weather patterns (e.g. number of windows open) and traffic from other areas which the borough has no control over (e.g. from other airports).

10.3.14 Complaints about these issues appeared to be at a relatively low level in 2009, however there were more complaints than in the previous reporting period.

(1)	2008/09	2007/08
Number of complaints received about traffic/rail noise	3	1
Number of complaints received about aircraft noise	32	22

Table 10.8

1. Source: LBN Environmental Health Department, London City Airport Committee Minutes

TA-OUT/C5 Public Transport Trips by equality and inclusion target groups

10.3.15 This indicator measures progress for inclusive access to public transport in Newham. The data is mediated by other factors, such as relative affordability and need to travel. Table 10.8 reports the baseline rates based on a 3 year average. In the 2007-09 period, access to transport for disabled people was steady, increased for older persons and fell slightly for women travelling at night. It is unclear why the fall might be, other than perhaps due to a decrease in night-time socialising in the wake of the recession.

10 Transport and Access

(1)	2007-09	2006-08
Trips per person per day (disabled people)	0.61	0.61
Trips per person per day (older people, over 65)	0.55	0.44
Trips per person per day (women, between 19:00 and 07:00 hrs)	0.05	0.07

Table 10.9

1. Source: TFL, 2008 and 2009

10.4 Review of Changes in the National Policy Context

10.4.1 The national planning context in relation to transport and access remained unchanged in 2008-09. However, it is likely that the Community Infrastructure Levy will have significant implications in future years, as indicated in section 9.4.

10.5 Summary and Discussion

Transport and Access Implementation - Key Points

- Most new development was less well-located in relation to public transport accessibility, but generally located in areas with reasonable access to community facilities and employment areas.
- Key transport and inclusive access infrastructure schemes continued to make good progress, notably with the completion of the DLR extension to Woolwich Arsenal providing a new strategic link across the Thames.
- Inclusive access improvements also continued in new and existing development.
- Urban Design SPD and infrastructure planning will help secure improvements in the future.

10.5.1 The overall picture with transport and access to the extent that data is available, continues to be of gradual progress with important infrastructure development and support measures being put in place and progressed, including school travel planning and improvements to the bus and rail network. Such gradual progress, which may partly be influenced by the economic downturn, married with the poor accessibility of certain new housing developments, and new development in the pipeline that brings with it significant new car-parking (notably Stratford City, despite its extremely accessible location) suggests that continued concerted action is needed to drive through policy objectives.

10.5.2 Yet it is also evident that there are key gaps in our intelligence about transport and access outputs and outcomes, as well as the relationships between them. Problems include:

- A lack of data to build on standard accident statistics, which are not an accurate source of data for road safety, because they rely on accurate reporting by the Police officers at the scene, and under-reporting by casualties (where the Police are not present). It may be more appropriate to use proxy data such as the proportion of children allowed to undertake independent travel by their parents, and levels of cycling.
- Underlying research needed regarding the withdrawal of vulnerable street user groups from the street, people's perceptions of the safety and attractiveness of the street environment and measures that can improve it, in terms of their confidence to walk and cycle, or to allow their children to do so.
- A lack of data on the performance and continuity of Workplace and other travel plans, designed to reduce car dependence for key journeys.
- A paucity of data regarding the adherence to design standards (reflecting the current public realm design guide) that are supposed to enable safer and more convenient walking and cycling, and the use of the street network by residents and users of new developments.

10.5.3 Until the data collection is more comprehensive, it is difficult to comment on the effectiveness of transport policies. However, as suggested above, there is cause for concern about the accessibility of some new areas of development and the gradual and probably fragile progress on indicators we can monitor. Equally, whilst data and research is lacking, we can nonetheless compare our street networks with good practice established elsewhere and what we are told in engagement with residents who do raise concerns in some places. This is feeding into new design guidance under preparation, which includes reference to connectivity and making street environments attractive and safe for walking and cycling. This supplementary planning document will be an important supporting tool for transport and other policies and should bring about improvements across the borough, alongside careful infrastructure planning to offset more strategic deficiencies in particular places.

11 Significant Effects Review of Sustainability Appraisal Indicators

11 Significant Effects Review of Sustainability Appraisal Indicators

11.1 The Local Development Framework will be subject to Sustainability Appraisal (incorporating Strategic Environmental Assessment). As part of the sustainability appraisal process, it is important to keep track of potential significant effects of planning policies and associated actions. The Sustainability Framework (SF) which has been developed as part of the early preparation of various documents in the new LDF lists various objectives and indicators in order to pick up any significant effects through monitoring. Although this has been formulated to be applied to these new documents, many are relevant to the existing policy context and have been reported in this AMR. The SF indicators, or close equivalents are highlighted in the objectives section of each policy theme.

11.2 The table below summarises the sustainability situation with respect to the most recent year's data and the longer trend in evidence, perhaps related to a wider range of indicators than reported here, by objective. Note that in some cases this is a summary of various indicators' performance, if deemed appropriate. This provides a good overview of what the AMR tells us as well as monitoring significant effects.

Objective summary	Most recently recorded annual change	Overall trend if any	Comments
1. Open space quantity and quality	Amount of open space is steady (modest increases will result following planning permissions), however there has been no change in quality.	Steady.	Due to significantly increase post Olympics.
2. Crime and fear of crime	Significant decrease in overall crime rate but increase in fear of crime.	Steady.	Remains high.
3. Minimise air and noise pollution and greenhouse gas emissions	Greenhouse gas emissions poor capita fell slightly after increases in the previous year, also no clear trend for air and noise quality	No clear trend.	Fluctuations - some air quality levels problematic, but data re carbon emissions could be improved.
4. Meet housing needs	There was a large increase in the number of people waiting for Local Authority housing. Improvements in affordability ration and	Steady.	External factors influencing affordability. Units are being built in a variety of formats and tenures, but not as many as needed.

Significant Effects Review of Sustainability Appraisal Indicators

Objective summary	Most recently recorded annual change	Overall trend if any	Comments
	proportion of affordable housing achieved. Lack of data on stock condition other than LA stock - which has remained steady.		
5. Protect and enhance community infrastructure	Floorspace of use classes associated with community infrastructure has increased.	Steady.	Key facilities remain largely the same; one new health centre was completed, but otherwise school redevelopment/upgrading continues and other new facilities are also in the pipeline.
6. Tackle deprivation and social exclusion	Income deprivation has decreased.	No clear trend.	IMD rank has increased since 2004 (i.e. Deprivation appears to have worsened) but the two indices are not comparable. Income only data shows fluctuations over the period. Social exclusion is difficult to measure, but various initiatives are targeting groups that are often not reached by mainstream programmes.
7. Health and healthy living improvements	Improvement in mortality rate linked to circulatory diseases. No update available on childhood obesity or physical activity.	Improvement in most health dimensions other than adult obesity, no change in physical activity rates.	Poor relative health and rates of physical activity still overall.
8. Quality employment opportunities and access to learning	No change in unemployment, slight decrease in economic activity	No clear trend in relation to employment rates, or training	Economic growth has filtered through slowly, but is fragile - fluctuations more common in recent years. Unemployment and inactivity levels remain relatively high.
9. Sustainable economic growth	Increase in business survival, decrease in manufacturing jobs, growth in office floorspace.	Increasing	Sectoral shift in employment continues, moving away from declining sectors. Business survival data is dated. Better monitoring of employment floorspace development and occupation needed.

11 Significant Effects Review of Sustainability Appraisal Indicators

Objective summary	Most recently recorded annual change	Overall trend if any	Comments
10. Waste and landfill reduction	Increase in waste arising, but reduction in landfill, slight decrease in recycling	No clear trend in relation to waste per capita, increasing recycling rates	Significant new facilities in recent years have resulted in a significant decrease in waste sent to landfill. Economic growth tends to result in increased waste.
11. Energy efficiency and renewable energy supply	Increase in energy efficiency, lack of data re renewables.	Steady energy efficiency levels. Low levels of renewable energy generation in London as a whole.	Review of permissions for major schemes suggests increased provision of renewables schemes, however renewable energy generation data is lacking. Schemes various schemes incorporating CHP and solar water heating have been approved. Energy efficiency measures may finally be having an influence, though data is limited.
12. Reduce flooding and flood risk	Permissions contrary to Environment Agency advice not significant.	Steady - though final figures for 2008-09 yet to be published	Monitoring improvements are needed. Strategic Flood Risk Assessment being undertaken will improve intelligence about risk to inform decision-making - very important given extent of flood risk in the Borough.
13. High quality, sustainable design	Mixed picture	Trend data not yet established	Monitoring improvements are needed. Review of permissions for major schemes suggests some achievement in relation to sustainable design. Foundations to improve design quality are now established (Design Review Panel and expert design advice in-house).
14. Sustainable travel and transport	Traffic decreased, bus speeds increased in some instances. Other data lacking.	No clear trend	Monitoring improvements are needed. Provision of sustainable transport infrastructure has improved and will continue to improve, but the need to travel may also increase.
15. Water use and surface water quality	Increase in water consumption (however in metered dwellings	Steady	Water quality data is dated but indicated poor water quality. Water consumption figures at for

Objective summary	Most recently recorded annual change	Overall trend if any	Comments
	consumption is decreasing) no change in river water quality		regional area. Both consumption rates and river water quality levels remain poor.
16. Levels of vacant and derelict land	No trend data, but brownfield sites continue to be redeveloped	Decreasing	Levels of vacant and derelict land remain significant - they are highly visible. Although sites continue to be redeveloped, it is unclear if new sites are becoming vacant and derelict. Improvements in monitoring are required.
17. Protect and enhance biodiversity	No change in nature conservation designations; no other data available.	Steady	Lack of monitoring data available as regards species and planning outputs - improvements required. Biodiversity study will improve evidence base and promote enhancements.
18. Conservation and enhancement of the historic environment	Minor increase in buildings/monuments at risk. No change in conservation area appraisal coverage.	Steady	The most significant historical heritage that the Borough has is largely well-cared for, and foundations are being put in place to encourage this more widely. Buildings at risk are regeneration opportunities, though economic circumstances may hinder progress.

Table 11.1

11.3 The overall impression this assessment gives is of a lack of change. This is good in that deterioration is not present in most cases, but also demonstrates that the Borough has yet to enter a period of transformation, particularly as regards the environment, which is significant due to the poor baseline in many dimensions.

11.4 However, it does appear that in the most recent monitoring period, the picture is muddled by different reporting dates for different indicators, such that some reflect the downturn, and others predate this. It is also evident that we continue to lack data in a number of areas, although this is something that is due to be reviewed shortly to see if it can be improved. It is nonetheless important not to use this lack of clarity as an excuse for inaction, given that many weaker indicators are linked to those we are more sure about, and these together with the obvious improvement that is needed in a borough such as Newham mean that all facets of sustainable development are likely to continue to need careful attention.

12 Conclusions

12 Conclusions

12.1 This Annual Monitoring Report has updated the picture established by the previous 4 monitoring reports, building on the expanded range of indicators and structure developed in the 2007-08 report, which moved it closer to the good practice recommended by the DCLG, aligned with the new approach to strategic planning that new development plan documents will take on board.

12.2 Several information gaps remain in the interim, but these should be rectified as a part of the process of developing the evidence base for the Core Strategy and as new objectives are established through revisions to the Sustainable Community Strategy and progress on the LDF. In this vein, as the LDF advances, so will the AMR, so that it much more closely monitors policies and implementation. The evidence base will be progressed considerably in Spring 2010 with the publication of a range of technical studies: each of these will make recommendations as to realistic monitoring coverage, as well as establishing a comprehensive baseline in many cases. They cover retail and town centres, employment land, housing need, biodiversity and community infrastructure.

12.3 Nonetheless, the indicators reported demonstrate that traditional planning (mainly development control) and associated activities which fall under the broader umbrella of spatial planning (the direction of investment, including improvements to existing stock, to combined effect across the Borough) continue to make a wide-ranging contribution to the overall ambitions of the Council and its partners as detailed in the Sustainable Community Strategy. This includes embedding important value-adding mechanisms to ensure future development and other investment achieves as much positive change as possible: raising the standard of design, ensuring local people and businesses can benefit from the opportunities presented by major developments, and ensuring developments take care of their impacts through S106 contributions to improve the capacity of local facilities and services.

12.4 However, Newham continues to have many challenges which the economic downturn makes even more difficult to address. Imaginative interventions, (both new policy and supporting actions) are required to circumvent market strictures and overcome the influence of factors beyond the Authority's control. A key priority is to progress the Core Strategy to ensure that there is a renewed, evidence-based coherence to the local planning context which development must tie into. This is being actioned through the revised LDS, which also seeks to bring forward a number of key supplementary planning documents to strengthen existing policies in the interim.

12.5 In general though, evaluation of the indicators suggests that most saved UDP policies remain relevant and useful but it is their interaction, the extent to which they add value and support bolder London Plan policies, and the degree to which their full intent is followed through and supported by up-to-date evidence (e.g. re impacts) that may be areas for closer review as we come to formulate new ones. In part, this will be helped by aiming for a more focused set of policies in the Core Strategy. Beyond this, it will always be the case that planning has to achieve difficult balancing acts, but it is hoped that more robust Sustainability Appraisal and consideration of mitigation at the strategy formulation stage, can help achieve more satisfactory outcomes.



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