

Jubilee Line Extension Impact Study

Development Impact Study 2002

Task 2 UDP Policy update and review

Tim Pharoah

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1 *Policy context for London Boroughs*

1.1 *The changing policy context*

1.1.1 The period between 1998 (the date of the baseline study) and 2002 has been one of significant change in, or at least reinforcement of, Government policy in relation to urban development, design and regeneration. This section briefly describes the most important documents that provide the context for current revisions of borough planning policy.

1.1.2 *Planning policy guidance notes (PPGs)*

1.1.3 The most relevant changes to Planning Policy Guidance since 1998 are:

- A revised PPG13 Transport, published in March 2001;
- A revised PPG3 Housing, published in March 2000.

1.1.4 PPG13 places greater emphasis on the sequential approach to development, broadening it to all land uses requiring good personal accessibility. This is reinforced by the requirement to produce Transport Assessments to accompany applications for major developments. Perhaps the biggest single change is the introduction of national maximum parking standards. However, in the London context, many of the boroughs already were applying parking maxima below the new national levels. This is an aspect that is reviewed in this study.

1.1.5 PPG3 calls for higher densities and lower levels of parking provision in residential development. A new maximum level of provision has been set at average of 1.5 off-street parking spaces per dwelling, although the exact meaning of this may be open to interpretation. An interpretation by the Secretary of State suggests that the average can be made up of higher than average provision in rural areas and lower than average provision in urban areas, rather than an average for a particular scheme.

1.1.6 *Other significant documents and changes*

1.1.7 *Urban renaissance*

1.1.8 Following publication in June 1999 of the Urban Task Force Report “Towards an Urban Renaissance”, the Government published an Urban White Paper entitled “Our Towns and Cities: the future – delivering an urban renaissance” in November 2000.

1.1.9 *London Government*

- 1.1.10 London was without a directly elected strategic planning authority from 1986 (when the GLC was abolished) to 2000. During that period a strategic planning framework was produced first by the Department of the Environment, and then by the Government Office for London in the shape of RPG3.
- 1.1.11 The Greater London Authority (GLA) and the office of the Mayor for London came into being on 3 July 2000. The Mayor is responsible for strategic planning in London and his duties include producing and keeping under review a “Spatial Development Strategy” (SDS) for London, which is called the “London Plan”. This is a new form of planning instrument with statutory force within the planning system. It will replace the current regional planning guidance issued by the Secretary of State.
- 1.1.12 Although not yet finalised, initial proposals were published for consultation in May 2001 (“Towards the London Plan - Initial proposals for the Mayor’s Spatial Development Strategy”). The London Plan itself has to have regard to the regional planning guidance for the south east (RPG9, March 2001).
- 1.1.13 Of key significance is the fact that the borough UDPs will have to be submitted to the Mayor for London in order to earn a certificate of general conformity with the London Plan when it is published. Although this process will not take place until 2003, boroughs undertaking revisions to their UDP will have been influenced by the London-wide policies now emerging.
- 1.1.14 Another key change in London’s government that of potentially significance for the study of JLE impacts was the winding up of the London Docklands Development Corporation in 1998. After that date the London Boroughs took over the LDDC areas in terms of planning responsibilities. It was thus possible for the Boroughs either to extend general policies throughout their areas, or alternatively to adopt or modify distinctive policies for the former LDDC areas.
- 1.1.15 ***Influential non-statutory documents***
- 1.1.16 A number of other documents with Government sponsorship or backing have been produced since 1998 that have emphasised and further encouraged an approach to new development that is geared to high quality design, re-use of urban land, and orientation of intensive development to public transport accessibility. Other policy objectives

have featured more prominently since 1998 such as the use of mixed use schemes to foster more vibrant places, social inclusion and the related issue of “affordable housing”, and community development.

1.1.17 In assessing changes at the borough level, it is important to recognise the influence of such documents on policy formulation and revision. Examples of documents are:

- “Sustainable Residential Quality” (Llewelyn-Davies for London Planning Advisory Committee, DETR and others, January 2000).
- “By Design - Urban Design in the Planning System: towards better practice”, (DETR, Commission for Architecture and the Built Environment, May 2000).
- “Urban Design Compendium”, (Llewelyn-Davies for English Partnerships and the Housing Corporation, 2001).
- “Better Places to Live by design: a companion guide to PPG3” (DTLR, September 2001).
- “Planning and Sustainable Access” (Llewelyn-Davies for DTLR forthcoming).
- “Transport Assessments Guidelines” (SDG and Llewelyn-Davies for DTLR forthcoming)
- “Transport Development Areas: a study into achieving higher density development around public transport nodes”, (Symonds for RICS, 2000).

2 Overview of changes in Borough policy since 1998

2.1 *UDP Revisions*

2.1.1 Almost three years has elapse since the baseline study of UDP policies. As discussed in the previous section, this short period has seen a considerable shift in policy emphasis, and a wider recognition of what is involved in aligning land use and location policy more closely to transport and accessibility considerations. The JLE boroughs have been attempting to adjust their planning policies in recognition of this.

2.1.2 Table 3.1 provides an impression of the degree of change that has taken place in policy areas of importance to the JLE. The change is relative to the position in that borough at the time of the baseline study. Where a strong degree of change is indicated, it must be pointed out that this may be because the borough concerned was starting from a “low base”. For example, the interpretation of the JLE in Southwark has still not been resolved in a policy review, but the adopted plan has virtually no such interpretation, so borough policy intentions have changed considerably in this respect.

2.1.3 This is necessarily a subjective assessment, but two points are highlighted. First, there has been considerable policy change during the period, even though the changes may not yet be formalised into a UDP revision. Second, the changes are not uniform between the boroughs.

Table 2.1 Assessment of degree of policy change 1998-2002

Policy area	Westm'r	Lambeth	S'wark	Tower H	G'wich	N'ham
PT orientation generally	○	●	●	●	●	●●
Specific interpretation for JLE	○	●	●●	●	●●	●
Density as a criteria	●	●	●	●	●	○
Parking policy	●	●	○	●	●	○
Use of access criteria	○	●	○	●	●	●
Quantified access criteria	○	●	○	○	○	○

- Little or no change in policy
- Policy change

●● Significant policy change

2.1.4 ***“Waking up to public transport oriented development”***

2.1.5 What is apparent from this policy review is that the JLE boroughs are now much more aware of the development potential of the JLE, and are much more inclined than before to take a pro-active view of how and where this potential should be realised.

2.1.6 The development of new policies, however, does not in itself bring about a change in development. It is necessary also for private sector development interests to be in tune with the new policy aspirations, and to be prepared to invest in the type of scheme envisaged. This in turn will be related to the economic realities of the development market.

2.1.7 The degree to which policy and development interests coincide varies between the different station catchments. In some cases there is evidence of development pressures that match the policy intentions, for example at Canary Wharf. In other cases there is an apparent gap, at least so far, between policy intentions and developers’ apparent willingness to come forward with appropriate schemes.

2.1.8 There are various possible reasons for such gaps:

- Some policy aspirations may be over-ambitious in relation to market realities (e.g. perceptions of accessibility, size of overall market for commercial uses);
- Policy aspirations may be long-term, compared to development interests, and the gap may be closed over time;
- There may be no gap between policy and developer aspirations, but there may be land, planning, funding, environmental or other issues that have to be resolved before firm development proposals can come forward.

2.1.9 Table 3.2 is an attempt to summarise the position by station catchment. Again, this must necessarily be a subjective exercise, but the following point can be highlighted. The gap between policy and developer response is most apparent in those locations where a major change in the character or scale of development is desired, or where currently there is little “critical mass” in terms of the sought after development. Putting it another way, it appears that a positive development impact is more uncertain in those areas with most potential for major change

2.1.10 Specifically:

- Canada Water - new development is sought which will be fundamentally different from the “suburban style” retail and leisure uses currently within the walk-in catchment;
- North Greenwich - intensive mixed use development is sought on sites which currently are either in industrial use (Delta Wharf), vacant (Millennium Dome), or underused (surface car parking);
- West Ham - mixed use development is sought within the walk-in catchment which currently is predominantly residential and low-intensity industrial or commercial, and which is fragmented by water and other barriers to access.

Table 2.2 Policy and development demand in JLE station catchments

	Change or likely change of planning policy	Evidence of Demand in line with new policy	Demand for Commercial or Residential?	Transport factors other than JLE?
Westminster	No	-	-	Yes
Waterloo	Yes	Yes	Both	Yes
Southwark	(Yes)	Yes	Both	No
London Bridge	(No)	-	-	Yes
Bermondsey	(Yes)	Yes	Primarily residential	No
Canada Water	(Yes)	Yes	-	Yes
Canary Wharf	(Yes)	Yes	Primarily commercial	No
North Greenwich	Yes	No	-	No
Canning Town	Yes	No	Both	No
West Ham	Yes	No	-	No
Stratford	Yes	Yes	Both	Yes

Brackets indicate that draft UDP revision is not yet published

Table 2.3 Summary of questions and responses on UDP revisions

UDP questions	Summary of Change 1998 to January 2002
1 UDP supports PTOD?	Support for PTOD is more specific in the revised UDPs, and is expected in the UDP revisions yet to emerge
2 Station catchments in particular?	More specific mention is made of station catchments, especially in the context of non-central London areas
3A Higher densities allowed-reqd?	Densities higher than previously are now encouraged, and sometimes required, though numerical standards have mostly been dropped from the revised UDPs
3B Density related to accessibility?	Higher density is now more specifically referred to in relation to public transport accessibility, though this is not generally allied to objective accessibility measurement
3C Specific uses allowed-promoted?	There is now greater emphasis on mixed use development, affordable housing and (in most station catchments) non-residential uses
3D Conditions or obligations for PT?	Public transport is not singled out for special mention in relation to guidance for developers on S106 contributions
4 Distinguish interchange-other sta?	Tower Hamlets intends to be more specific as to which type of development is appropriate at which kind of station. The principles are gradually being reflected in revised policies, even they are not always made explicit.
5 Distinguish inbound-outbound?	The key point is that trip attracting development requires access from more than two directions, i.e. via an interchange or node rather than a single stop. Trip generating development (residential) can be related to a single stop. These principles are not explicit in the UDP documents.
6 Special policies for JLE stations?	The UDP revisions contain few policies with regard to JLE stations themselves. There are policies with regard to funding access ways to stations, and restricting on-street parking in their vicinity.
7 "Station community" policies	Some stations now are the subject of forthcoming master plan exercises.
8 Parking stds. related to access?	The UDP revisions bring parking standards into line with planning guidance, RPG3, RPG9 and PPG3 for Housing. Maxima are now more likely than not to vary with accessibility, though sometimes only in very broad terms (e.g. Greenwich town centre and the rest of the borough)
9 Catchments have SPG-Briefs?	See 7 above
10 Any other JLE station policies?	As previously, there are few policies that related to specific JLE stations

2.2.1 *Other significant policies*

2.2.2 Supplementary planning guidance can be a useful means of updating or elaborating policies in particular areas, or on particular topics. There is a significant emergence of such SPG in the JLE corridor consisting partly of development briefs for major sites (e.g. Millenium Quarter on the Isle of Dogs, and a new district centre at Canada Water), and partly topic SPGs (high buildings in Tower Hamlets, Parking in Newham).

2.2.3 This planning activity reflects:

- An increasing emphasis by the JLE boroughs on a “plan-led” approach;
- A need to provide more detailed guidance on the development of specific areas (such as areas around JLE stations); and
- The desirability of providing firmer planning policies in advance of a full UDP review, in areas subject to development pressures.

2.2.4 Each of these aspects is important in delivering better public transport oriented development. Although responding to the market remains a feature of planning control, the principal of shaping and influencing the market through the provision of planning frameworks and strategies has emerged more strongly in the JLE boroughs since the time of the baseline study.

3 *The motivation for policy change*

3.1 *The motivation for policy change*

- 3.1.1 The JLE itself – has policy changed as a result of the JLE or the increased accessibility it confers?
- 3.1.2 Changes to national and regional policy framework – have these produced changes in borough policy that promote the development potential of the JLE?
- 3.1.3 Other factors (e.g. local politics) – Are there other factors that have influenced changes in policy that need to be taken into account?
- 3.1.4 Land or site availability or private sector-led policy changes? Canary Wharf, Millennium Quarter?

4 *Policies in the six JLE boroughs*

4.1 *Westminster*

4.1.1 *Status of UDP*

4.1.2 The second deposit draft of the revised UDP was approved by the Council in October 2001, and was published in January 2002. No other policy documents have been reviewed for this study.

4.1.3 *Overview of policy changes*

4.1.4 No major changes in policy have taken place since 1998, but standards have been revised to take account of changes in national policy guidance, especially with regard to affordable housing, density and parking standards.

4.1.5 *The JLE in the City of Westminster*

4.1.6 The baseline study included consideration of Westminster station, as this was part of the JLE. However, Westminster has four other stations on the pre-existing Jubilee Line. All the pre-existing stations of course benefit from the extra accessibility to south central and east London provided by the JLE. (The closure of the Jubilee Line station at Charing Cross has resulted in reduced accessibility in that area.)

4.1.7 The central area parts of Westminster have such high accessibility by public transport that City Council policy makes little distinction between locations close to underground stations and other central area locations. The revised plan does, however, refer “better integration of land use and transport” being achieved by “major developments being sited at, or close to, major public transport interchanges”. The concept of Transport Development Areas (TDAs) where a more dense development would be allowed is also mentioned, though again the entire Central Activities Zone (CAZ) is regarded as an equivalent TDA in Westminster.

4.1.8 The revised UDP barely mentions the JLE. This reinforces the general proposition that central Westminster is highly accessible by a dense network of public transport routes, both road and rail, of which the JLE forms a part. The impact of the JLE was confined to:

- The switch of route from Charing Cross to Westminster;
- The extension of the Jubilee Line into East London, which increased capacity in that direction, and also provided the first direct rail link to Canary Wharf.

4.1.9 This means that increased direct accessibility (without the need for interchange) has been provided by JLE at stations in Westminster other than just the new station at Westminster. Within the central area these stations are Baker Street, Bond Street and Green Park, and if the JLE had a distinct impact on development in Westminster, one may expect to this reflected at these stations.

4.1.10 *Bond Street Station*

4.1.11 Taking Bond Street as an example, this lies in the heart of the prime retail area of the western portion of Oxford Street. There have been retail developments in the period since the JLE authorisation, but the sites are served not just by Bond Street station but also by Oxford Circus and of course many bus routes. It is unlikely that any JLE effect could be distinguished from general retail trends in the area.

4.1.12 A possible exception to this would occur if the opportunity had been taken to redevelop Bond Street station to accommodate additional passengers resulting from the JLE. This was not done.

4.1.13 This issue will be raised again as the planning of Crossrail is progressed. The Crossrail station that will serve this area is likely to have a principal entrance at or near the existing Bond Street station. The opportunity might then be taken to create a wholly new Bond Street station providing more extensive interchange between the existing tube lines and the new Crossrail lines.

4.1.14 This raises a somewhat different issue from elsewhere on the JLE. The land and airspace required to handle the passenger numbers that would be expected in the post-Crossrail situation would be much greater than at present. This means that development land and airspace will be reduced to that extent. This opens the possibility that major rail expansion, at least in locations such as this, actually creates a negative development opportunity. This could be overcome to some extent by building upwards (as can be seen at some Hong Kong stations for example), but there are various planning restrictions in Westminster that limit this option.

4.1.15 *Westminster Station*

4.1.16 Within Westminster station catchment there is little opportunity for any redevelopment that would result in increased intensity of uses. The area is mostly “built out” and is subject to a range of conservation and other policies that limit the scope for redevelopment.

4.1.17 Where large scale redevelopment is possible, the scope for greater intensity of activity is limited. An example is the so-called “Marsham Towers” site, the former headquarters of the Department of the Environment. This is to be redeveloped with a mixed use scheme incorporating 64,000 square feet of new offices together with residential and Class A uses. In the same street, Romney House is to be redeveloped with 20,000 square feet of offices plus retail, but 1999 permission has not been implemented.

4.1.18 *Density Standards*

4.1.19 Along with other boroughs in the JLE corridor, while the general principal is supported of having higher density development at accessible locations (public transport nodes), the use of density standards (both maximum and minimum) has been dropped from the Westminster UDP. The aim instead is to get the best possible use for each site, and this requires a design-led approach which addresses all the circumstances of the site. The use of numeric density standards had already been dropped from the process, as it was felt to be irrelevant to the process. The comment was made that “we used to work out the densities once the scheme had been agreed, just to check them against the standards in the UDP”.

4.1.20 *Car parking standards*

4.1.21 Car parking standards have been revised in line with London-wide guidance provided in RPG3. However, the residential maximum levels are now aligned to PPG3 (Housing) which, compared to the First Deposit draft, are more generous.

Table 4.1 Summary of Westminster Policy Changes

UDP questions	Current Plan	Summary of Change June 1998 to March 2002
1 UDP supports PTOD?	Yes	No significant change
2 Station catchments in particular?	No	No significant change
3A Higher densities allowed-reqd?	Both	Density standards have been replaced by design-led criteria
3B Density related to accessibility?	In general terms	No significant change
3C Specific uses allowed-promoted?	Yes	More specific policies regarding the mix of uses in different parts of the central area
3D Conditions or obligations for PT?	Yes	Developers expected to meet transport (and other) costs of development
4 Distinguish interchange-other stations?	In general terms	No change, but mention of Central Activities Zone as the equivalent of a "Transport Development Area"
5 Distinguish inbound-outbound?	No	No change
6 Special policies for JLE stations?	No	No change
7 "Station community" policies	Not explicitly	No change
8 Parking standards related to access?	No	Parking standards brought into line with RPG3 (non-residential) and PPG3 (residential) New requirement for "Transport Impact Assessments", which do assess accessibility
9 Catchments have SPG-Briefs?	No	No change
10 Any other JLE station policies?	No	No change

4.2 ***Lambeth***

4.2.1 ***Status of UDP***

4.2.2 Waterloo is the only JLE station in Lambeth. This section reviews the general policy changes included in the January 2002 deposit draft of the revised UDP, and looks in more detail at those policies relating to the Waterloo area.

4.2.3 A context for development in Lambeth and Southwark is the “London South Central” regeneration initiative. A report published in March 2000 by the partners (led by Keith Hill) called “London South Central: Restoring London's Hidden Quarter”. This suggests tackling deprivation by extending central London activities south of the river (Waterloo and Vauxhall) to benefit local residents.

4.2.4 Lambeth’s revised UDP (deposit draft) was published in January 2002. This gives stronger emphasis than the previous plan to the location of higher intensity development within station catchment areas or, more precisely, within accessible locations.

4.2.5 ***Public Transport Oriented Development in the UDP review***

4.2.6 The new plan is somewhat more explicit than its predecessor in setting out the need to focus trip-attracting development at locations that are highly accessible by public transport. It addresses this by identifying nodes in the public transport system that also have the potential or need for intensive and mixed-use development. These nodes are designated on transport grounds, but also take account of community and economic regeneration objectives in the borough.

4.2.7 The major nodes identified are:

- Waterloo (see below)
- Vauxhall
- Brixton
- Streatham Station (ice rink site etc.)
- Loughborough Junction (will become more accessible with Thameslink 2000 the east London Line extension to Brixton.)

4.2.8 Parking standards have been revised. In line with guidance, three bands of parking maxima in new developments are identified, with the most

restrictive maxima (i.e. lowest levels of provision) in the most accessible locations. The three categories are:

- 1 Central London (i.e. Waterloo and Vauxhall areas);
- 2 Other accessible nodes (see above); and
- 3 The rest of the borough.

4.2.9 In the most accessible locations in particular, the borough expresses a problem with the maximum standards for residential development set out in PPG3 (Housing) of 1.5 spaces per dwelling. It is argued that in accessible locations suitable for high density housing, even 0.5 spaces per dwelling can be difficult to accommodate in design terms. For example a residential tower with 1000 homes would result in 500 spaces being provided.

4.2.10 It should be noted, however, that all standards are now maxima, so that it is open to any local authority to negotiate downwards the levels of provision on any particular site.

Waterloo Area Policies

4.2.11 Waterloo is the most accessible locations in the Borough, and served by the JLE. The plan provides in some detail the form of development that the Borough wishes to see at Waterloo, and broadly this ties in with the “London South Central” initiative referred to above.

4.2.12 Key features of the plan for the Waterloo area are described below. First, however, some commentary is offered on the broad policy aspects.

4.2.13 The plan argues that the capacity of the stations is being reached, and that further development will add to demand and create unacceptable conditions. The only solution “if the regeneration potential of the area is to be realised is to expand transport capacity”.

4.2.14 On the face of it, this has a circular logic:

We have potential for development because the area is accessible, but the transport capacity is limited, so we must increase the transport capacity (accessibility) in order to release the potential.

One may draw the opposite conclusion that it is the development potential that is limited by the transport capacity, and that therefore the

solution lies in expanding neither development nor transport at Waterloo.

- 4.2.15 There are, however, arguments in favour of major redevelopment and transport expansion at Waterloo, even if the Plan itself does not set out to explain them.
- 4.2.16 First, there are forecasts that suggest train capacity at Waterloo main line station will be exceeded by 2008. There are already pedestrian circulation problems at the station. If these problems require a remodelled station anyway, then development projects can both fund and exploit the extra capacity.
- 4.2.17 Second, the policy objective of focusing travel-attracting development at highly accessible nodes on the public transport system (referred to in the Plan and elsewhere as Transport Development Areas(TDAs)), places Waterloo in a favourable position.
- 4.2.18 Third, while such policy aspirations in some of the other boroughs (Greenwich and Newham for example) are unmatched by developer-interest, at Waterloo private sector development interest is said to be strong. For example, there is expressed interest for 3 million Square feet of offices alone. If such higher intensity development is capable of funding the necessary transport measures to make it work, then the strategy would be entirely in tune with the expressed broader policy of focusing development in accessible locations.¹
- 4.2.19 Where does the JLE fit into this? The Lambeth UDP specifically identifies that the Underground station at Waterloo is nearing capacity (presumably at peak hours only, though this is not mentioned). The JLE station is included in this perception (though again this is not explicit in the plan). This raises the issue as to the significance of the JLE at Waterloo in terms of development rather than purely as an element of transport interchange. The Borough view is that the JLE is significant in providing “leeway” in terms of Underground capacity. It may be seen as maintaining development pressure that otherwise might have been suppressed by transport difficulties.
- 4.2.20 Three points can be made regarding the potential development impact of the JLE at Waterloo:

¹ A study at Vauxhall suggested a potential for planning gain of £10-20m, and a transport interchange cost of around £15m). The scale of transport investment at Waterloo will of course be vastly greater.

- Waterloo was already one of the most accessible locations in London before the JLE. It would therefore be difficult to separate the impact of the JLE on development from other accessibility factors.²
- If there was a separate positive impact this is likely to have occurred in the period between authorisation and the time at which overcrowding (or perception of it) occurred.
- To the extent that the JLE at Waterloo (and on the trains travelling to and from Waterloo) is overcrowded or perceived to be overcrowded, this would tend to negate the hypothesis that the JLE is capable of stimulating development demand at Waterloo.

4.2.21 From the borough's viewpoint, the cross-river Light Rail scheme between Camden and Brixton is seen as more significant than the JLE. This would assist onward travel from Waterloo terminus, but also provide more direct public transport access for development sites in the Waterloo area, especially if (as the borough wishes) it is routed via Vauxhall, rather than Oval.

4.2.22 *Developments at Waterloo*

4.2.23 The UDP review describes the intended remodelling of Waterloo station, together with major the redevelopment of areas around the station. A total of 20 sites are identified within the catchment area of the station where redevelopment or remodelling could or should occur during the life of the plan. Office, leisure and retail are all mentioned within the context of major mixed use development schemes.

4.2.24 In addition, the aim is to manage this in a way that does not compromise the interests of the existing residents and businesses. It is also intended that the new development will include significant new residential provision. New offices are to be kept within defined area, and mixed use must be provided.

4.2.25 The Waterloo section of the plan in fact describes a very wide range of new developments, as well as community provision and major improvements to public space, to road and transport facilities, and protection of important buildings and views. It is an impressive menu, and the question will be raised as to whether realistically everything can

² In terms of rail track access to Waterloo, the JLE added two through tracks to an existing 8 through tracks, and 26 terminating tracks (Waterloo is the largest terminus in London).

be accommodated. Unlike the catchment areas of Canada Water, Canary Wharf, North Greenwich, Canning Town, West Ham and Stratford, Waterloo is already built up. Increasing development intensity there will require ingenuity in terms of urban design, and major investment in site preparation. The borough clearly believes that there will still be enough surplus value for the new developments to fund public realm and public transport improvements, including the major remodelling of Waterloo main line station.³

4.2.26 The provision of road and footway access to the Waterloo public transport facilities will require a lot of ground or air space. A factor to be considered is the extent to which this requirement diminishes the potential for other development. This point has already been raised in relation to Bond Street station. However, the proposed congestion charge scheme provides the opportunity to reduce road space in the area, enabling an expansion of footway capacity without taking development land. An example of how the reduced traffic capacity is to be exploited is Lambeth's proposed "peninsularisation" of the Waterloo roundabout, enabling the IMAX cinema to be linked at ground level with Waterloo station, and the inclusion in the peninsular of a new bus and possibly station.

³ The aim here is increase capacity by providing for longer (12 or 14 car) trains by removing the present concourse and creating a new pedestrian circulation area underneath the platforms (as at Waterloo International currently).

Table 4.2 Summary of Lambeth Policy Changes

UDP questions	Current Plan	Summary of Change June 1998 to March 2002
1 UDP supports PTOD?	Yes	Central London zone identified (including Waterloo catchment) and other nodes in the borough
2 Station catchments in particular?	Yes	Stronger support for high intensity development within station catchments
3A Higher densities allowed-required?	Both	Density standards have been abandoned in favour of design-led approach. There is no specified minimum but low density would not be accepted.
3B Density related to accessibility?	Yes	Yes, in relation to the accessible nodes. The Capital model of accessibility informs this.
3C Specific uses allowed-promoted?	Yes	Uses at Waterloo are more explicit in the revised plan. It notes that conflicts with local community have largely been resolved. In the Central London area of North Lambeth, development must be for central London activities, and not result in the loss of such uses. The uses are specified in the Plan, and include residential use.
3D Conditions or obligations for PT?	Yes	Shortfalls in transport capacity at Waterloo and Vauxhall are being audited. The costs of rectifying deficiencies will be divided between developments according to their site values.
4 Distinguish interchange-other stations?	Yes	The intensive development areas are nodes, not single stops. This is more explicit than before
5 Distinguish inbound-outbound?	In general	Not expressed in this way.
6 Special policies for JLE station catchments?	No	No change
7 "Station community" policies	Yes	Waterloo policies more detailed than in previous plan
8 Parking standards related to access?	Yes	New standards related to three levels of accessibility. This is "informed" by the "Capital" model of accessibility. The Mayor's strategy has adopted a cap on parking provision in the congestion charge area.
9 Catchments have SPG-Briefs?	Yes	Parkman International (now running LBL engineering services) is carrying out a £1million study of transport requirements at Waterloo.
10 Any other JLE station policies?	No	No change

4.3 *Southwark*

4.3.1 *Status of the UDP*

4.3.2 At the time of this study, no revisions to the approved UDP had been published. There have apparently been significant changes in policy thinking since the approved UDP, together with the transfer of powers from the LDDC, whose area encompassed the Canada Water catchment.

4.3.3 It is expected that the revised plan, when published, will take a more pro-active stance than its predecessor with regard to developments within the JLE station catchments, especially at Canada Water, where the intention is to promote a higher-intensity district centre. In advance of publication, however, these changes cannot be confirmed.

4.3.4 *The direction of policy change*

4.3.5 Density standards include maxima, but higher densities are now allowed in accessible locations, and as with Westminster, density is now rarely referred to as a determining factor. There is no wish to allow “carte blanche” for higher densities, and the borough wishes to guard against over-development.

4.3.6 Specific land uses are not promoted, though employment land is protected where possible. Exceptions are made, for example where buildings have become obsolete.

4.3.7 Parking standards currently are uniform for the whole borough, but the need to revise this according to variable accessibility is to be addressed in the revised UDP. Residential parking standards are already consistent with PPG3 maxima (1.1 per dwelling).

4.3.8 *The JLE in Southwark*

4.3.9 There are four JLE stations in the borough, namely Southwark, London Bridge, Bermondsey and Canada Water. The catchment areas of these stations have different characteristics, and the planning policies for these areas would be expected to reflect these differences.

4.3.10 *LDDC and L. B. Southwark*

4.3.11 A potentially significant change since 1998 has been the transfer of planning responsibilities in the Canada Water area from the London

Docklands Development Corporation to LB Southwark. This may, for example, have meant a tightening of parking standards. (LDDC generally allowed more parking than in the Boroughs.)

4.3.12 *Southwark Station*

4.3.13 The western portion of the catchment area defined in the initial study lies in Lambeth, and overlaps the catchment of Waterloo. Southwark station may appeal to passengers because of its easy access and low levels of crowding compared to Waterloo. In terms of any change in development pressure, however, it may be difficult to disentangle the effect of this new station from that of Waterloo. The general increase in rail accessibility may be responsible for increased development interest in the area.

4.3.14 The Lambeth representative argued that the JLE impact is more noticeable at Southwark station than at Waterloo. The proposal for a new office building opposite Southwark station (Southpoint) was cited as an example of this, and this is explored further in the case study report.

4.3.15 The northern sector of the Southwark station catchment includes the Tate Modern. The Gallery had commissioned its own study of how the surrounding area should develop, and the borough was cooperating with this. No drafts were available for review.

4.3.16 *London Bridge Station*

4.3.17 As with Waterloo and Southwark, London Bridge is subject to the policy framework provided by the London South Central Study (see section on Lambeth above). This means in essence the decision to promote high intensity development appropriate to the central area. In the case of London Bridge, however, such a shift was already apparent prior to JLE authorisation, with the development of major new office buildings near the station, and the regeneration of Hays Wharf.

4.3.18 A planning rather than an ownership-led approach is seen as the likely way forward at London Bridge, and a “London Bridge Study” was to be commissioned by the Council.

4.3.19 The JLE has significantly increased Underground accessibility and interchange, adding an east-west link to the north-south link provided by the Northern Line.

4.3.20 The main line services from south east London provided good access to Charing Cross, but the JLE links London Bridge more effectively to other parts of the West End. London Bridge station will be remodelled to eliminate the bottleneck which currently limits capacity on Thameslink routes. The greater importance of London Bridge as a major interchange likely to support the regeneration potential of the area, but again, the JLE is a part of the overall accessibility, and its impact could not be distinguished.

4.3.21 ***Bermondsey station***

4.3.22 Bermondsey, like Southwark, is a single line station without interchange with other rail services. Unlike Southwark, its catchment is not overlapped by any significant interchange station. Because of this, the development potential is likely to focus on residential and supporting uses, rather than significant commercial or leisure uses.

4.3.23 Emerging regeneration strategies for the area, for example for “Bermondsey Spa”, reinforce this assumption.

4.3.24 As noted in the case studies report, there is evidence of increased developer interest in higher density and mixed use developments within the Bermondsey catchment. Property developers are interested in council-owned housing sites within the walkable catchment of the station.

4.3.25 ***Canada Water Station***

4.3.26 Canada Water offers interchange with the East London Line. Currently this is a shuttle between Shoreditch and New Cross, though it is planned to form the core of new services to Dalston in the north and as far as Croydon and Wimbledon to the south. Canada Water will thus in future be a more significant interchange.

4.3.27 A significant development in planning thinking for the area is that a new district centre should be developed with higher intensity of uses. The need to prepare and agree a masterplan with landowners is acknowledged, but without the revised UDP framework there is a policy vacuum. A development brief is being prepared in parallel with the revised UDP, led by the borough’s property team, but no drafts were available for review.

4.3.28 This will include the “recycling” of sites initially developed in LDDC days, which are no seen as too low density and too car-dependent. More

local public transport access is seen as necessary to reduce the impact of more car traffic that would follow intensification of development. However, at the time of interview the borough representative acknowledged that as yet “even the basic planning intentions had still to be resolved”.

4.3.29 Current development, especially the Surrey Quays shopping centre and nearby retail, restaurant and leisure uses, has generous provision of surface car parking, and is poorly related to Canada Water station.

4.3.30 At present there is a large amount of land adjacent to the station that is either vacant or used for surface car parking. The car park nearest to the station (and furthest from Surrey Quays shopping centre, was closed at the time of survey in March 2002, signifying lack of parking demand).

4.3.31 As reported in the baseline study, developments close to the station that had been approved up to that time paid little attention to the proximity to the station. The case study sites included “retail shed” format schemes which have generous parking provision and buildings that are situated behind the parking area, in direct contravention of the advice offered in support of PPG13. Such developments are aimed at access by car.

4.3.32 There have been significant residential developments close to the station, including 5 and 6 storey flat developments. These do reflect their proximity to the station. Even so, little has been achieved in opening access on foot to Canada Water station. For example, the Pumping Station case study site is mentioned as being within 200 metres of the station, but in fact no footway link has been provided, and the actual distance from the station (as opposed to the air-line distance) is more than 400 metres.

**photos and street plan showing access to station

4.3.33 Much of the pressure for development within the Canada Water catchment has been for residential development on the waterfront. Some of this, including the Globe Wharf case study, lies within a ten minute (800 metre) walk of the station, but development in the easternmost part of the catchment are harder to attribute to the JLE station, since the actual walking distance is in excess of 1600 metres (20 minutes), and along routes that in many parts are uninviting or even dangerous. These peripheral areas appear to rely on bus services to link with the JLE (route 225 links with Bermondsey and Rotherhithe as well as Canada Water station). For access to Canary Wharf, there is a ferry service from the Docklands Hilton hotel (at Nelson Wharf), which also runs upstream

to the City and the West End. The hotel offers a courtesy bus to Canada Water station, again indicating its location outside the walkable catchment.

Table 4.3 Summary of Southwark Policy Changes

UDP questions	Current Plan	Summary of Change June 1998 to March 2002
		No revised plan produced in timescale of this review. Changes are reported intentions for the revision.
1 UDP supports PTOD?	Yes	Yes, particularly in former LDDC areas
2 Station catchments in particular?	No	Yes
3A Higher densities allowed-reqd?	No	Allowed where good access, but maxima may be retained
3B Density related to accessibility?	No	Probably
3C Specific uses allowed-promoted?	No	Possible promotion of "district centre" uses at Canada Water
3D Conditions or obligations for PT?	No	Not known
4 Distinguish interchange-other stations?	No	Probably
5 Distinguish inbound-outbound?	No	Not known
6 Special policies for JLE stations?	No	Not known
7 "Station community" policies	No	Not known
8 Parking standards related to access?	No	Not known
9 Catchments have SPG-Briefs?	No	Development briefs at least for London Bridge and Canada Water
10 Any other JLE station policies?	No	Not known

4.4 ***Tower hamlets***

4.4.1 ***Status of UDP***

4.4.2 The plan was adopted in December 1998, after the baseline study. The adopted plan contained no changes relevant to the JLE compared to the deposit draft considered in the baseline study. There were no formal revisions at the time of this review. An issues paper was expected to be published in 2002. A masterplan had been produced for the Millenium Quarter (within the Canary Wharf catchment area) and this will be incorporated in the issues paper with a view to becoming a Supplementary Planning Guidance (SPG) document in advance of the UDP revision. This is dealt with below. A high buildings SPG is also to be produced.

4.4.3 ***LDDC and Tower Hamlets***

4.4.4 A potentially significant change since 1998 has been the transfer of planning responsibilities in the Isle of Dogs from the London Docklands Development Corporation to LB Tower Hamlets. This may, for example have meant a tightening of parking standards. The LDDC generally allowed more parking than the Boroughs, but in the case of Tower Hamlets, the intentions at Canary Wharf continue to be to ensure a mode split which is predominantly public transport.

4.4.5 ***Other changes in policy***

4.4.6 It is expected that the revised UDP will take a more specific line on the land uses to be promoted in the different station catchments in the borough. For example, Canary Wharf will continue to be primarily commercial, a mix of commercial and residential will be promoted at Aldgate (resisting the purely commercial spread eastwards of the City), while at Mile End the mix will be primarily residential. At nine other non-interchange stations in the borough, the promoted use will be residential. This will be in accord with the theory of matching land use to public transport accessibility.

4.4.7 The approved UDP is not in accord with latest planning guidance with regard to housing. Maximum densities in the plan (247 hrph) are no longer advocated, and are at odds with both the demand for sites and the policy to maximise the potential of highly accessible sites. The UDP also emphasises family housing, which is not in accord with demand.

4.4.8 To help to deal with this and to meet housing capacity targets, the council allows higher density housing in appropriate (accessible) locations. In the absence of a formal policy revision this cannot be insisted upon, but the borough reports that developers in Tower Hamlets are “switched on” to higher densities and low car provision, so this is not usually a problem.

4.4.9 *Canary Wharf*

4.4.10 Canary Wharf is the only JLE station within the borough, though part of the Canning Town catchment falls within the borough.

4.4.11 The planning policy for the Canary Wharf “central area zone” (CAZ) continues to emphasise this location for predominantly commercial development as an alternative to the City of London. There is evidence that the scale and character of development activity and applications has changed since the time of the baseline study. Not only is the Canary Wharf CAZ itself being further built up, but other nearby sites are coming forward for major redevelopment, and at much higher densities than before. Two sites in particular are examined more closely in the case studies report, namely Millenium Quarter, and Wood Wharf.

4.4.12 Canary Wharf is the main focus of attention in terms of unravelling the development impact of the JLE. This can be argued since:

- Canary Wharf would not have developed to its present, and certainly not its planned, extent had the JLE not served the area;
- Other station catchment areas were either already well served by public transport (Westminster, Waterloo, London Bridge, Stratford); or have yet to reveal their power to attract major long-term investment (Canada Water, North Greenwich, Canning Town and West Ham); or have relatively little potential for major development (Southwark and Bermondsey).

4.4.13 Whatever broader development impact the JLE, therefore, the clear conclusion is that it enabled the development of a major commercial centre, and that this could not have occurred in a similar manner without the JLE. This applies not only to the extent of commercial floorspace provided, but also the delivery of a mode split for the journey to work with a public transport share comparable to central London (i.e. in excess of 80%).

4.4.14 The planning policy as pursued by the LDDC was clearly dovetailed with the Canary Wharf development scenario. Since the transfer of

planning powers to the boroughs, Tower Hamlets has continued the policy of encouraging further significant growth at and around Canary Wharf. Some aspects of policy have changed, for example regarding employment, training, and affordable housing. These are not confined to Canary Wharf, but there is a wish at borough level to try to ensure that such commercial development areas distribute social and economic benefits more widely than was the case with the early phases.

4.4.15 Table ** shows the assumed development impact of the JLE from the perspective of the developers of Canary Wharf.

Table 4.4 Capacity of Canary Wharf with different levels of rail access*

	Employment floorspace capacity
Without JLE	6-7 m sq ft
With present JLE	18-19 m sq ft
With “proper” JLE	22 m sq ft
With Crossrail	35 m sq ft

** Assumes a public transport mode share for the journey to work in the order of 80-90%*

Table 4.5 Summary of Tower Hamlets Policy Changes

UDP questions	Current Plan	Summary of Change June 1998 to March 2002
		No revised plan produced in timescale of this review. Changes are reported intentions for the revision.
1 UDP supports PTOD?	Yes	Not yet known
2 Station catchments in particular?	Yes	Not yet known
3A Higher densities allowed-reqd?	Maxima applied	Higher densities allowed, but cannot be required in advance of UDP revision.
3B Density related to accessibility?	Broadly, 3 levels identified	Expected to relate density to accessibility in more robust way. Plot ratio likely to be abandoned in favour of design-led approach.
3C Specific uses allowed-promoted?	Broadly	Revised UDP to be more specific about land use mix around stations
3D Conditions or obligations for PT?	Yes	Yes, access to stations included
4 Distinguish interchange-other stations?	No	Yes
5 Distinguish inbound-outbound?	No	Yes
6 Special policies for JLE stations?	No	Not yet known
7 "Station community" policies	No	Not yet known
8 Parking standards related to access?	No	Not yet known
9 Catchments have SPG-Briefs?	No	Not yet known, but Millenium Quarter masterplan to be incorporated
10 Any other JLE station policies?	No	Not yet known

4.5 ***Greenwich***

4.5.1 The current UDP was adopted in November 1994 and pre-dated much of the recent planning guidance. The first deposit draft of the revised UDP was published in February 2002.

4.5.2 North Greenwich is the only JLE station in the borough, and the defined catchment of this station includes the entire Greenwich peninsula. This area includes land formerly owned by British Gas (who prepared a masterplan for redevelopment in the mid 1990s), and a strip of sites on the west side that are still in industrial use. The peninsular also accommodates the Blackwall Tunnel approach roads, which divide the industrial area from the remainder of the peninsular where redevelopment has been planned for a decade or more.

4.5.3 The planning history of the Greenwich peninsular is complex, and is nowhere set out with a clear and fully referenced chronology. Some of the earlier planning documents mentioned in the baseline study report are now difficult to obtain. This review focuses on more recent documents. Apart from the UDP first deposit draft, further relevant documents are:

- East Greenwich Riverside Draft Development Framework, March 2001;
- Greenwich Peninsular Planning Statement, March 2001;

both of which were combined and amended in:

- The Greenwich peninsular Draft Development Framework (draft Supplementary Planning Guidance), November 2001.

4.5.4 ***The JLE at North Greenwich***

4.5.5 Apart from Canary Wharf, the development impact of the JLE is most starkly apparent at North Greenwich. The Millennium Dome, one of the most prominent structures in London, would not have been located at north Greenwich had the JLE not been built, or if it had not served the peninsular. Without the combination of the necessary land and the JLE it is arguable that the Millennium exhibition would have been located in Birmingham rather than London. The JLE was able to provide access for the Dome without heavy reliance on road transport.

4.5.6 The Dome and the Millennium Experience within it during 2000, was a controversial project, challenged in terms of its cost, content and concept. But it was nevertheless a major project with a significant impact on the peninsular. The following points reinforce this:

- Site preparation included decontamination which would have been required before any alternative redevelopment;
- The cost of the Dome is put at around £750m, including £185m for the land decontamination, and excluding the costs of post-closure maintenance;
- Employment generated by the Dome and the Millennium Village has been estimated at 7,000 jobs including construction, though of course many of these will no longer be there;
- The Dome attracted 6.5 million visitors during 2000, making it the most-visited paying attraction in the UK.

4.5.7 While it is clear that the Dome would not have gone ahead without the JLE, a further question is whether redevelopment of the Greenwich peninsular would have gone ahead any more quickly without the Dome. On the one hand the Dome was the catalyst for site preparation, transport infrastructure (the bus-rail interchange, the guided busway to Charlton, local access roads) and landscaping of formerly derelict areas. It might have been difficult to generate the impetus for these major works without the kick-start provided by the Dome project.

4.5.8 On the other hand it can be argued that the Dome project has delayed redevelopment on the peninsular in a number of ways:

- The Dome has occupied a third of the total redevelopment area since 1998;
- Its continued presence (supported by the borough council) limits other options for redevelopment of the site;
- The form and use of other redevelopment sites on the peninsular will remain uncertain until the future use of the Dome (or its site) is finalised;
- Responsibility for deciding the future of the Dome rests with the Government, which means effectively that the borough council is unable to proceed with implementation of the development framework. The draft framework says that “The Council will require the retention of the Dome”, yet the Council has no power to require this.

4.5.9 *The development framework*

4.5.10 The revised UDP continues the basic policy for the development of the Greenwich peninsular that was established earlier and reported in the baseline study, namely the intended development of the eastern peninsular for mixed uses. Included in the mix would be:

- A “central business area” around the JLE station with predominantly commercial activity, and bringing significant employment;
- The Dome as a major attractor, regardless of its eventual use;
- Delta wharf (currently an aggregates wharf) within a few minutes walk of the station and it is designated in the revised UDP for mixed use development, with employment generating uses predominating.
- The Millennium Village (at the south eastern end of the peninsular) is partially built with completion due in 2006;
- The remainder of the English Partnerships’ masterplan site (between the Dome and the Millennium Village) is seen as having potential for employment led development with a residential component, with other uses such as a hotel and live-work spaces and ancillary retail.

4.5.11 *Office and commercial development policy*

4.5.12 Although no significant policy change has occurred since the baseline study, it is worth emphasising the importance of the policy encouragement being given to office and other commercial development at North Greenwich. While this for the time being remains an aspiration, it is a relatively new one for the Borough of Greenwich. The baseline report states that the UDP contains “no plot ratio standards for commercial development, reflecting the lack of pressure for high density office accommodation”. This continues to be the case in Greenwich, and in Woolwich, for example, the pressure is more for the conversion of offices to residential.

4.5.13 This the JLE presence at North Greenwich has had a significant impact on policy and the aspirations that lie behind the policy to encourage office development.

4.5.14 It must be made clear that the intended office and commercial development is neither expected nor intended to rival Canary Wharf in character or scale, although the revised UDP does not express the policy in these terms.

4.5.15 ***Residential development policy***

4.5.16 Higher residential density development is envisaged in more accessible areas. The revised UDP still contains (unlike some other revised UDPs) maximum density criteria for housing. The adopted UDP included the highest densities in riverside locations (up to 295 HRA). The revised document allows higher density in riverside locations (up to 350 HRA), but adds the proviso that the site must have good public transport accessibility. The northern portion of the Greenwich peninsular, close to North Greenwich station would clearly meet this criterion.

4.5.17 An accessibility standard is applied to new housing development, of 400 metres maximum from bus services, and 800 metres maximum from rail stations. On this basis, the catchment of North Greenwich would be no more than half the area defined in the baseline study.

4.5.18 ***Other transport impacts and influences***

4.5.19 The JLE has created a high degree of accessibility by public transport at north Greenwich, especially when the interchange with bus routes linking other parts of the borough is taken into account. The revised UDP sets out further public transport improvements that are required to facilitate the redevelopment of the peninsular. These include better bus links to the south of the borough, and the creation of a “Waterfront Transit” system incorporating the existing busway along the peninsular.

4.5.20 The revised UDP still talks of a lack of river crossing opportunities, despite the JLE and the DLR extension to Greenwich and Lewisham. The Plan supports (policy M6) the Crossrail project, but offers no view on the route through the borough, or whether it should serve the peninsular. This would clearly have an enormous impact on the relative accessibility of north Greenwich.

4.5.21 “Serious concerns” are expressed in the Draft Development Framework (though not in the revised UDP) about the JLE reaching its capacity at peak hours. Further increases in public transport capacity are therefore seen as required in order to serve the scale of development proposed.

4.5.22 This raises the question as to whether the JLE in this location is capable of generating positive development interest, especially with regard to employment-related uses which (unlike the leisure use of the Dome) rely on peak hour accessibility.

4.5.23 *A new road river crossing?*

4.5.24 There are proposals for a new road crossing of the river between north Greenwich and Silvertown, and land is safeguarded in the plan for this. The consultation draft of the Development Framework does not ask about the need for or impact of this road link; it asks only whether it should take the form of a bridge or a tunnel.

4.5.25 This link would enable buses to run north from the JLE as well as south, but would also open up access by car for a direction that so far is served only by the JLE. The UDP does not say how this would benefit the peninsular.

4.5.26 *Roads more important than rail in Greenwich?*

4.5.27 Apart from the Dome, most of the development on the peninsular has occurred on the sites furthest away from North Greenwich station. This includes a large Sainsbury's, a multi-screen cinema, a Holiday Inn Express hotel. Although within the JLE catchment as defined in the study, these non-residential developments have little to do with accessibility via the JLE, and everything to do with road access and ample parking. These are essentially out-of-town style developments, in terms of design, access and function.

4.5.28 This raises the issue of the relative impact of improved accessibility by public transport or by private road transport. In suburban locations (such as much of Greenwich) developing in a way that shifts the balance of accessibility towards public transport, walking and cycling requires not only designing in such a way that that can occur, but also clamping down on development that is not accessible by these modes, and which relies heavily on access by car.

4.5.29 The development pressures on the peninsular illustrate this point very clearly. The first and significant developer interest has been in car-oriented development that is inconveniently served by other modes. Having allowed this development, interest in public-transport oriented development appears to be weak.

4.5.30 Borough support for the new road crossing between north Greenwich and Silvertown (included in the Mayor's strategy) may be interpreted as acknowledgement that new development is more likely to be tempted by

road access than by tube access. No alternative reasoning for the link is provided in the revised UDP.

4.5.31 ***Parking – the killer clause***

4.5.32 The critical element in this is parking. The revised UDP has adopted the maximum standards included in RPG3/RPG9. Two maxima are put forward for employment generating uses, one for inner London, and a more generous maximum for other London. The Greenwich UDP has adopted the outer London maxima, except for Greenwich town centre. Policy M11 does say that, following the production of an accessibility map, reduced parking will be “enabled” where “access by alternatives to the car are (sic) plentiful...” But added to this is the proviso “...and where the economy of the area will not be adversely affected.”

4.5.33 This is effectively saying to potential developers in north Greenwich: ‘we might ask you for lower parking near the JLE station, but not if it means that you might lose interest in developing there.’ In any case, the attempt to reduce provision in accessible locations is undermined by the more lax standards at other locations in the borough to which developer interest may easily migrate.

4.5.34 In this respect at least, the impact of the JLE on development policy in Greenwich is hard to discern.

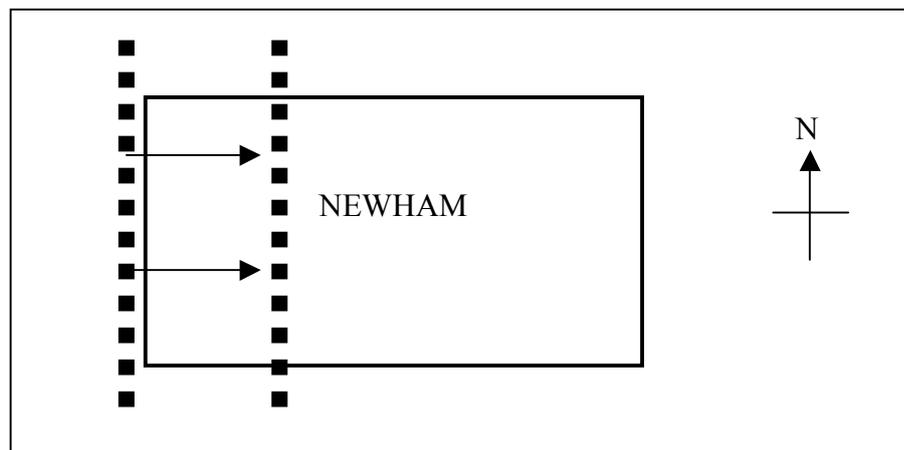
Table 4.6 Summary of Greenwich Policy Changes

UDP questions	Current Plan	Summary of Change June 1998 to March 2002
1 UDP supports PTOD?	Yes	No change
2 Station catchments in particular?	No	Yes
3A Higher densities allowed-reqd?	No in relation to access	Good public transport access now required for higher densities
3B Density related to accessibility?	General	Public transport accessibility map to be used when prepared
3C Specific uses allowed-promoted?	Possible office to replace industry at NG	Mixed use designation rather than zoned areas for different uses. Off street parking no longer required at interchange stations.
3D Conditions or obligations for PT?	General	No mention in development framework. General provision in revised UDP.
4 Distinguish interchange-other stations?	Yes	No change; North Greenwich promoted as interchange
5 Distinguish inbound-outbound?	General	No change
6 Special policies for JLE stations?	Policy to promote interchange at NG	No change
7 "Station community" policies	Not explicit	No change
8 Parking standards related to access?	General	In general terms only
9 Catchments have SPG-Briefs?	Yes	Yes planning framework for North Greenwich
10 Any other JLE station policies?	No	No change

4.6 *Newham*

- 4.6.1 The UDP examined in the baseline study was adopted in June 1997. This study reviews the changes in the revised UDP adopted by the L B Newham council four years later in November 2001, though this was not published until January 2002.
- 4.6.2 The UDP is now seen as the top of a three-tier hierarchy of planning policy documents.
- 1 Newham UDP, January 2002;
 - 2 The second tier (with regard to the JLE corridor) comprises the Lower Lea Valley Draft Planning Framework published in November 2000;
 - 3 Below this there is or will be a number of development frameworks or briefs for specific areas or development nodes. Each of the JLE station catchments in Newham (Canning Town, West Ham and Stratford) has been identified as a potential development node, and each will have its own more detailed masterplan or development brief.
- 4.6.3 The UDP picks up on national and regional planning guidance, and the regeneration agenda in particular, emphasising Newham's position at the "pivot" of the Lower Lea Valley and Thames Gateway regeneration areas, and "at the centre of East London's Development Focus". (UDP Introduction)
- 4.6.4 A general view from Newham is that the opening of the JLE stations has brought the City and West End nearer, and created inner London levels of accessibility to what was formerly seen as part of outer London. Newham used to be seen as falling entirely within outer London (with the boundary of inner London along the Tower Hamlets border). Now, the perception is that the inner London boundary has shifted to the east, and that the JLE catchments are in effect in inner London. (See Figure below)

Figure 4.1 Concept of JLE moving the central London boundary eastwards



The JLE corridor and Lower Lea Valley lie between the two broken lines.

4.6.5 ***What are the main changes in UDP policy since 1997?***

4.6.6 The main changes affecting development in relation to the JLE are:

- 1 The revised UDP is more supportive of increased development activity within station catchments, and includes specific station catchment policies.
- 2 The plan now has a location policy based on public transport access. The planning framework has therefore changed dramatically as a result of the JLE stations. It is less clear that this framework is consistent with development pressures, values, but there are some examples from the case study sites.
- 3 Higher density development is now generally required, rather than being allowed as an exception.

4.6.7 These changes should be seen in the context of a generally more proactive approach to shaping development in the Borough to meet social, economic and environmental objectives, summarised below:

- 1 A more holistic or strategic approach, providing a direction and vision for future development, not just site by site responses as before;
- 2 The UDP stands at the top of a hierarchy of plans and guidance which aims to create regeneration based on public transport accessibility, quality of development and social objectives;
- 3 The latter (social objectives) are leading to the breaking down of dominance of social rented housing tenure, through PFI for rehabilitation and redevelopment of council housing, which will include affordable provision through housing associations or contractors. This action will be particularly evident within the West Ham catchment area.
- 4 There is a hierarchy of density and mixed uses promoted, with the most intensive at key interchanges (Stratford and Canning Town), and lesser intensity (though still more than general) around the other stations in the Borough (see photo copy of map from draft housing SPG). Non-residential development, offices, retail and hotels are promoted at main nodes, with intensity related to public transport access. Other employment such as distribution warehousing is promoted outside station catchments. An example is the planned relocation of the Parcel Force at West Ham to release the site adjacent to station.

Specific policies in relation to public transport accessibility

4.6.8 A number of terms are found in Newham planning documents related to areas that are either regarded as more accessible by public transport, or are related to road accessibility, or are thought suitable for focusing development efforts. It is not easy to identify exactly which policies fit with which type of area, but generally public transport accessibility is more closely involved with planning policy than it was in the 1997 version of the plan. The types of areas identified include:

- The “Arc of Opportunity”; and
- Major Opportunity Zones, within which there are:
- Priority Development Nodes; and
- Gateway locations.

In addition there are

- Designated Centres and

- Town centres

- 4.6.9 Regeneration led policies identify an “arc of opportunity” (which includes the Lower Lea valley and the Royal Docks as far as Beckton) and focus on higher density mixed use development within station catchment areas. However, there are less accessible locations within this arc that are also flagged for high density and mixed use, such as Albert Dock Basin and Beckton Gateway. The borough wants to “tie these back into the transport network” and envisages new public transport provision in the Beckton area, possibly a light transit facility.
- 4.6.10 Three “Priority Development Nodes” (PDN) have been identified at the three JLE stations – Stratford, West Ham and Canning Town. Stratford and Canning Town are regarded as more significant transport interchanges and are additionally identified as “Major Opportunity Zones” (MOZ). Office, leisure, and retail opportunities are now all mentioned as appropriate for the MOZs.
- 4.6.11 West Silvertown is also identified as a Priority Development Node. This falls within the catchment of Canning Town station as defined in the baseline study, but lies outside the walking catchment, except possibly for residential development, Walking time from the centre of West Silvertown is about 20 minutes, and much of the walk is unpleasant if not dangerous.
- 4.6.12 Two other PDNs have been identified at “Royal Albert Dock Basin” and “Beckton Gateway”. These are currently poorly served by public transport, though there are proposals for a new “East London Transit” system linking these areas with North Woolwich (to meet the proposed DLR extension) and Barking.
- 4.6.13 Residential development is also regarded as important. Significant emphasis is given to the provision of affordable housing, and there is resistance to the emergence of regeneration based only on speculative high cost housing for people coming into the area. "We don't want to do another Isle of Dogs." Affordable housing is therefore promoted in the arc of opportunity. The borough requires 15% of social rented, and 15% of equity share housing – to allow people choice. The principal is that if they want to live there they can; if they want to move elsewhere in the borough then the finance is available to provide it.
- 4.6.14 Densities and land uses are now more explicitly related to accessibility through the focus on development at public transport nodes and established centres “tend to be the focus for public transport provision”.

However, accessibility levels have not been defined in the plan, and the policy is not fully articulated. The plan states that further refinement will emerge as local development frameworks are produced. The Figure at the end of this section reproduced from the Lower Lea Valley draft planning framework, illustrates the difference between the catchments - higher densities are envisaged within 500 metres of West Ham station, 800 metres of Canning Town and 1000 metres of Stratford.

Parking policy

- 4.6.15 The revised UDP contains parking standards that are not always consistent with policy guidance. While maximum standards are set for non-residential development, the PPG3 maximum for residential development (average of no more than 1.5 spaces per dwelling) apparently is ignored. Not only do the standards provide for much higher levels of provision, outside the centres they are not even established as maxima. In these circumstances it may be difficult for the borough to achieve its traffic restraint, design and density objectives.
- 4.6.16 For non-residential development the principle is established that parking standards should be more restrictive in the established centres, with separate (lower) maximum standards. However, no standard is given for food retail, while the non-food retail maximum varies widely between centres and elsewhere, and both such policies are likely to undermine attempts to focus development in centres or at the PDNs.

Regeneration prospects

- 4.6.17 Newham has set out its vision for the regeneration of the Borough, and the challenge is to bring about its achievement. The opportunity is there for major development, and the borough has an estimated 400 hectares (1000 acres) of what it describes as “prime development land. Planning policy goes only so far, and must be accompanied by active interest by property developers, either as a result of property market forces, or as a result of incentives, funding or support from government sources. So far there is an apparent gap between the borough’s aspirations and the willingness of the development industry to meet them.
- 4.6.18 If there were strong pressures for development in Newham, as at Canary Wharf, planning policy could be brought to bear to shape development schemes. But Newham, so far at least, does not generally experience such pressures. Consequently regeneration funding and initiatives are important to complement planning policy. Newham benefits from a wide

range of national and European funding programmes to assist in regeneration in the JLE corridor (and elsewhere in the borough), such as:

- SRB programmes for Stratford and Canning Town;
- New Deal for Communities funding at West Ham;
- Objective 2 status (ERDF) for most of the borough.

4.6.19 The weakness of the UDP is evident from the wording. For example the Introduction includes the following (our emphasis):

“The UDP *seeks* development...*supports* regeneration of its established retail centres....It is *expected* that new large retail and leisure developments will locate in the borough’s existing centres, as these tend to be the focus of public transport.... The UDP *promotes* high quality development...”

Similarly, the Lower Lea Valley development framework identifies four ways of providing for necessary infrastructure, three of which depend on the ability to negotiate benefits from developers, which in turn depend on an adequate development surplus (whereas many sites in Newham have considerable costs that have to be met before development can go ahead):

- Direct provision of infrastructure as part of development schemes;
- Conditions attached to planning permissions;
- Planning obligations (s106 agreements) attached to planning permissions;
- Direct provision by bidding for U.K. Government and European funds.

The last of these is independent of, and indeed is a response to, “abnormal” development costs.

Shift in development pressure and/or activity

4.6.20 There has not been any burgeoning increase in development interest near the JLE stations, but the case study updates reveal more detail. Stratford has seen probably the most intense development interest, but this is difficult to associate directly with the JLE. It was already highly accessible by public transport, and now has the prospect of a station with international services.

- 4.6.21 The Borough is now trying to negotiate higher density mixed use development within station catchments. This is not always in line with what developers want – see case studies. It is not yet clear whether developers actually want to develop more intensively within station catchments. There seems to be strong interest in a business park in the Royal Docks (refer to Planning article**), but this site is not within the JLE catchment. This means caution is required in examining the impact of the JLE on development activity. It does not, however, undermine the notion of the JLE having a significant influence on policy.
- 4.6.22 Additional case study sites were considered. However, because most of the case study sites in Newham in the baseline study have not yet been developed or decided, an updating of the previous case studies provides an adequate indication of JLE impact.
- 4.6.23 Some further commentary is offered below on the planning position within the three JLE catchments in Newham.

STRATFORD

- 4.6.24 Stratford is argued to be the most accessible town centre in the country. In the UDP a Major Opportunity Zone is identified at Stratford Rail Lands (MOZ1) with 100 hectares of developable land.
- 4.6.25 The aim is for development which is appropriate for Stratford's key position in East London and local, national and (future) international public transport links. This means mainly employment generating uses but also enhanced shopping, leisure and cultural facilities and residential. Schemes are expected to “ensure that the key means of access would be public transport” (UDP MOZ1). However, no specific mention is made of the JLE as distinct from other forms of public transport.
- 4.6.26 There are further development opportunities at Stratford besides the railway lands. The policy provisions will apply to the area as a whole. An example is a proposal by Chelsfield for 1 ¼ m sq ft of retail, offices, and residential. An Ibis hotel is perhaps an early indication of a raised profile for Stratford beyond its role as a service centre for inner east London.
- 4.6.27 The baseline JLE study included no case study sites within the Stratford. Given the difficulty of separating JLE from other accessibility impacts at

Stratford, this decision is confirmed and not additional sites have been included in this study.

WEST HAM

4.6.28 A new stop at West Ham on the Fenchurch Street (London, Tilbury and Southend) line will provide extra interchange with the JLE, DLR and District Line. Even so, the JLE is probably the most significant addition to public transport accessibility which could potentially produce a development impact.

4.6.29 The area has a lot of development potential in terms of vacant or underused land, but a lot of site preparation and local access improvement is required to bring sites into use. An example of action on this front is a new road with associated new development at Rick Roberts Way.

4.6.30 The potential at West Ham is recognised in the UDP with all or part of five MOZs falling within the station catchment area (MOZ 2, 3, 4, 5 and part of 6). Parts of these MOZs are represented in the case study sites identified in the baseline study, and updated in this report. The UDP makes specific reference to maximising the accessibility potential of West Ham station. MOZ 4 effectively is the West Ham station area and is a Priority Development Node. The policy (UDP UR25) there is for office or other employment mixed with residential and possibly a local centre related to the station and to existing communities.

4.6.31 Apart from employment and mixed use regeneration aims for these areas, the surrounding area has a lot of poor council housing in need of attention. There is a PFI for rehabilitation of the council housing stock, and the extra densities and mixed use being promoted (in line with accessibility) is expected to pay for the rehabilitation work.

CANNING TOWN

4.6.32 The Canning Town catchment identified in the baseline study extends well beyond the walking catchment in the east/south-east direction, with the implication that users of the JLE in this area would access the station by bus or other means. While an extension of the DLR to Silvertown and London City airport will create a more robust feeder service for Canning town (as it has on the south portion of the Canary Wharf catchment), this is still in the planning stage and received approval only in March 2002. It is therefore unreasonable to attribute any development impacts to this facility. An issue therefore is whether development impacts outside the

walking catchment have any relevance to the JLE. Further commentary on this is provided in the case study update section of this report.

Canning town centre

4.6.33 At Canning Town itself a study has been undertaken (by consultancy EDAW) of mixed use development. There are a range of sites, some of which are included in the case study section. MOZ 6 is partly within the Priority Development Node around the station, and this is planned for a “high quality flagship development” that is integrated with the town centre. There are sites that are not within MOZ designation for mixed use, employment and retail developments.

4.6.34 There is developer interest and Sainsburys will probably be first significant development. The borough is seeking a partnership approach to carry development of the area forward.

West Silvertown (Within defined Canning Town catchment)

4.6.35 Much of the area is included in MOZ 10, and is also identified in the UDP as a Priority Development Node. Until recently sites have been developed on an ad hoc basis. Now the intention is to achieve a more planned approach. LB Newham and the London Development Agency are the main land owners and are keen to develop a focus for the Royal Docks. The aim in the UDP is for the creation of a “vibrant and dynamic city district” with a strong mix of land uses.

4.6.36 This area has other attributes that are likely to prompt development to a stronger extent than the availability of the JLE 20 minutes walk distance. These include the City Airport, the recently created and widely acclaimed Thames Barrier Park, and the waterscape provided by the Royal Victoria Dock. There is the prospect of the DLR extension, but also the possibility of a Silvertown road bridge or tunnel linking to the North Greenwich peninsular (see section on L B Greenwich).

DOCUMENTS

Hierarchy of policy documents

1. UDP revised and adopted (published January 2002)
2. Lower Lea Valley framework (area regeneration study)
3. MOZ frameworks

Stratford Railway Lands

Stratford Market/Union Street

West Ham Mills

Canning Town Action Plan

Masterplans for railway lands at Stratford

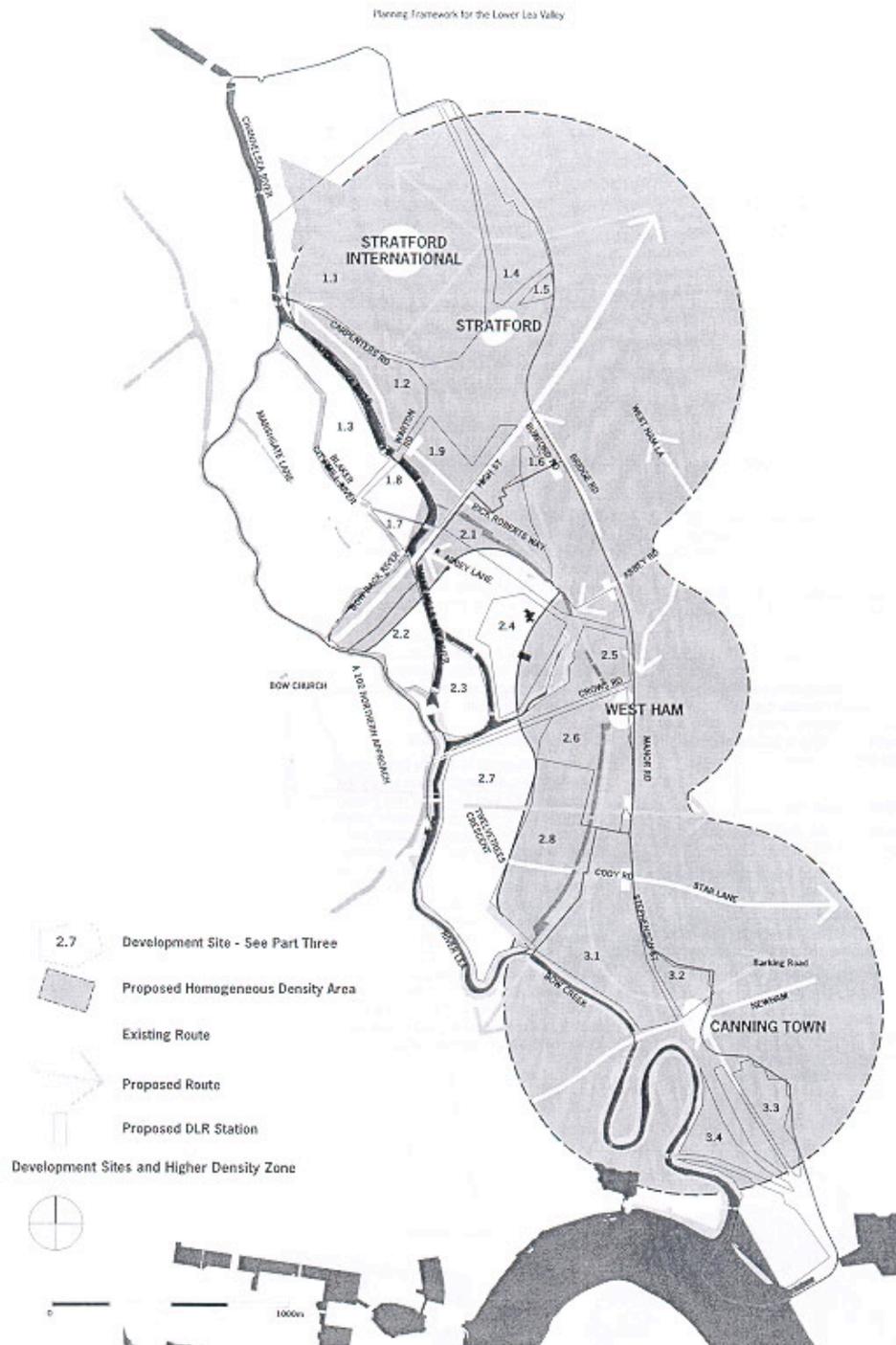
Silvertown Urban Framework Plan

4. Topic guidance, including residential with locations for higher densities.

Table 4.7 Summary of Newham Policy Changes

UDP questions	1997 Plan	Summary of Change June 1998 to January 2002
1 UDP supports PTOD?	General	Stronger support
2 Station catchments in particular?	Yes	More explicit with named locations
3A Higher densities allowed-reqd?	Allowed	Required
3B Density related to accessibility?	General	More definition
3C Specific uses allowed-promoted?	Allowed	Promoted
3D Conditions or obligations for PT?	General	General, but mentioning public transport infrastructure
4 Distinguish interchange-other stations?	No	Reflected in different policies at each station
5 Distinguish inbound-outbound?	Not explicit	Not explicit
6 Special policies for JLE stations?	No	No change
7 "Station community" policies	No	Not as such, but development briefs to be produced for development nodes
8 Parking standards related to access?	No	More so
9 Catchments have SPG-Briefs?	No	Yes
10 Any other JLE station policies?	No	No change

Figure 4.2 Development Sites and Higher Density Zones; JLE stations



5 *Annex A - Method of approach to UDP review*

5.1 *Baseline reports*

5.1.1 The following reports provide the baseline for this review:

- Baseline Working Paper 9 “Review of Planning Policies” (undated, but 1998?)
- Baseline study Working Paper 23 “Draft Development Activity Interim Report” (August 1999), which gives a summary of the above.

5.1.2 The UDP baseline was June 1998 (See Working Paper 23, p.12). The dateline for this impact study is the end of February 2002.

	UDP status at June 1998 (date of baseline study)	UDP Review status in February 2002	Other documents reviewed
Westminster	Adopted July 1997	First Deposit Sept 2000 Second deposit draft agreed in November 2001 and published for consultation in January 2002. Consultation from Monday 21st January to Friday 1st March 2002.	
Lambeth	Adopted Aug 1998	Key Issues paper 2001 Consultation ended July 01 Deposit Draft published February 2002. (New streamlined style, claimed to be unique to Lambeth)	<ul style="list-style-type: none"> • London South Central: Restoring London's Hidden Quarter
Southwark	Adopted July 1995	Pre-deposit consultation (Key issues paper May01) Deposit Draft not due until March 2002 at the earliest, so not available for review in this project	<ul style="list-style-type: none"> • Bermondsey Spa regeneration strategy, Llewelyn-Davies for L. B. Southwark, 2001.
Tower Hamlets	Adopted 1998 (Virtually the same as draft version reviewed in baseline study)	The UDP review is underway, with a key issues paper to be produced in 2002. This was not available for this review	<ul style="list-style-type: none"> • <i>Millennium Quarter</i> master plan to be included in key issues paper, with view to SPG ?
Greenwich	Adopted Nov 1994	Deposit January 2002	<ul style="list-style-type: none"> • English Partnerships “Greenwich Peninsular Master Plan” (1998?)
Newham	Adopted June 1997	UDP review adopted June 2001	<ul style="list-style-type: none"> • Lower Lea Valley Draft Planning Framework

Llewelyn-Davies

London Plan	N/A	Consultation draft May 2001 “Towards a Plan for London”		

5.2 *Analytical framework*

5.2.1 The baseline report (1998) included a standard set of information for each of the 6 boroughs as follows:

- Status of UDP and relation to national/strategic guidance
- Summary of the main points from the UDP
- Regeneration policies
- Commercial development policies
- Density standards and plot ratios
- New development and the public transport network
- Transport and movement policies
- Specific policies and proposals for areas around stations (listed by station)
- Listing of relevant policies in the UDP

5.2.2 In addition, appendices covered:

- References
- Density standards
- Parking standards

5.2.3 All of these above aspects were reviewed for this report, but where no policy change had occurred, the policies are not repeated. Not all of the boroughs had arrived at a review of the relevant policies, as shown in the table above.

5.2.4 This review of UDP and other planning policies focuses on the relationship between the UDPs and the JLE. A number of questions were posed in each case:

- 1 What is the current status of the UDP and its review? What other key policy documents are available?
- 2 Is the UDP generally supportive of increased development activity at sites accessible to/by public transport? (i.e. Public Transport Oriented development, whether or not the JLE itself is specified.)
- 3 Are station catchments (whether JLE or not) identified as offering particular potential?
 - If so, what is this potential?
 - Higher density generally required or allowed?
 - Are densities related to accessibility levels?
- 4 Specific land uses promoted or allowed?
- 5 Subject to planning conditions or obligations? (e.g. for improvements to access routes to stations)
- 6 Is a distinction drawn between interchange stations and other stations?
- 7 Is a distinction drawn between interchange stations and other stations? In particular is any distinction made between development requiring inbound and outbound accessibility (i.e. the distinction in accessibility requirements between residential and non-residential development)?
- 8 Are JLE station catchments subject to specific policies, or identified as offering any distinctive potential?
- 9 Are there any “station community policies”, whereby catchments are planned as specific local communities?
- 10 Are parking standards related to levels of accessibility (to public transport, or to local facilities)? Are they updated since UDP?
- 11 Are there any “station community policies” (SPG, developments briefs, masterplans etc) whereby catchments are planned as specific local communities?

12 Are there any other policies related to JLE station catchments, or stations themselves? (e.g. station access plans, or interchange policies).

13 Are there other rail/station issues: eg Crossrail that may impact on development?

5.2.5 All of these questions (summarised in the table) are answered in terms of:

1 The position at June 1998 (baseline study)

2 Position at January or February 2002

5.2.6 Changes in policy between 1998 and 2002 are summarised in tabular form for each borough.

5.2.7 The agenda for meetings with the Borough officers responsible for the UDP revisions included:

1 UDP policy changes and developments

2 Other policy documents and practice (SPG etc)

3 Case study sites

4 Additional case studies (potential)

5 Follow up matters and contacts

5.3 ***Documents available***

5.3.1 The key policy documents available were:

City of Westminster

5.3.2 The document reviewed was the 2nd deposit draft of the revised UDP for Westminster. “Unitary Development Plan, Shaping the Future of Westminster: as agreed for second deposit, 29th October 2001”, published January 2002.

London Borough of Lambeth

5.3.3 The main document reviewed was the first deposit draft of the revised Lambeth UDP, “The Lambeth Plan”, January 11th 2002.

5.3.4 Also reviewed (thought the main points are incorporated into the UDP) was the South Central Strategy document.

LB Southwark

5.3.5 No draft of the revised UDP had been produced during this study, and potential changes to the UDP were assessed through interview only.

5.3.6 Also reviewed was “Bermondsey Spa: a Strategy for Regeneration”, Llewelyn-Davies for L. B. Southwark, 2001.

LB Tower Hamlets

5.3.7 No revised UDP was available at the time of the study, and potential changes to the UDP were assessed through interview only.

LB Greenwich

5.3.8 The deposit draft of the revised UDP was issued in March 2002.

LB Newham

5.3.9 The adopted revised UDP was issued early in 2002.