

TOWN CENTRES NETWORK REVIEW METHODOLOGY PAPER – PROPOSED SUBMISSION LOCAL PLAN (REG 19) UPDATE

June 2024





Contents

Introduction	3
Review of Stratford Town Centre designation	5
Review of Local Centre designations	7
East Village Local Centre	7
Silvertown Local Centre – future extension	9
Connaught Riverside Future Local Centre	11
New Local Centre Designations 1	L3
Sugar House Lane Local Centre	13
Plashet Road Local Centre	15
New Neighbourhood Parade designations	18
Portway Neighbourhood Parade	18
Royal Albert Quay Neighbourhood Parade	20
Carpenters Future Neighbourhood Parade	22

Appendix 1: Reviewed names and status of designations in	
the Town Centres Network	. 24
Appendix 2: Definitions	. 26
Appendix 3: Urban Block Frontages Surveyed 2022	. 28
Appendix 4: Sites masterplanning drawings used in the update assessments	21
upuate assessments	. 21
Appendix 5: Town Centres Network coverage	. 33





Introduction

The purpose of this second audit of Newham's Town Centre Network is to provide further updates to boundaries following the consideration of comments received at the regulation 18 consultation, consistency checks with wider Local Plan policies, and the receipt of more up-to-date information related to a number of sites. It retains the same methodology and assessment for frontages and sites as the <u>Town Centre Network Review Methodology Paper</u> <u>2022 (referred to in this document as the methodology (2022))</u>. Please refer to the Methodology and Context sections in that document, which remain relevant to this update.

This paper provides the following updates:

- Corrects errors in GIS mapping for Stratford Town Centre
- Assesses the implications of planning applications progressed by the LLDC in relation to East Village Local Centre, recent development at Sugar House Island, and recent resolution to grant for the Carpenters Estate Masterplan.
- Assesses a frontage along Portway, in West Ham neighbourhood, that was suggested during the regulation 18 consultation by a resident for designation and considers any

other suitable frontages along this route (Portway and Plashet Road).

- Addresses more recent masterplanning work for the Silvertown Quays site allocation (delivering the Silvertown Local Centre extension), and Royal Albert North site allocation (within a gap in the town centre network).
- Ensures policy consistency between high streets, employment and neighbourliness/agent of change policies, in relation to Connaught Riverside future local centre.

Appendix 1 details the full town centre network, including the three types of designation, which are based on the locations' current planning status, as follows:

- Established: Where frontages largely already exist and are functioning well, and the designation indicates protection and management of uses in line with the Local Plan, principally policies HS1 and HS2.
- Emerging: Where substantial frontages have recently been delivered and remain partially vacant, or may be subject to further change through large scale development. The





delivered frontages will be protected and managed in line with the Local Plan, principally policies HS1 and HS2, while further significant changes will be managed in line with the respective site allocation (in Neighbourhood policies N1-17) and the requirements of policy HS1, or in line with an approved planning application.

 Future: Where frontages do not yet exist, but are planned to be delivered through large scale development in line with the respective site allocations (in Neighbourhood policies N1-17) and the requirements of policy HS1, or in line with an approved planning application.

The mapping at Appendix 5 shows the coverage of the existing network in relation to the two proximity criteria set out by policy HS1 – the 400m radius around the boundaries, and the overlaps in the 15minute walking areas around the boundaries. The coverage is identified for the existing network, which is formed of the established and emerging centres, and for the future planned network.





Review of Stratford Town Centre designation

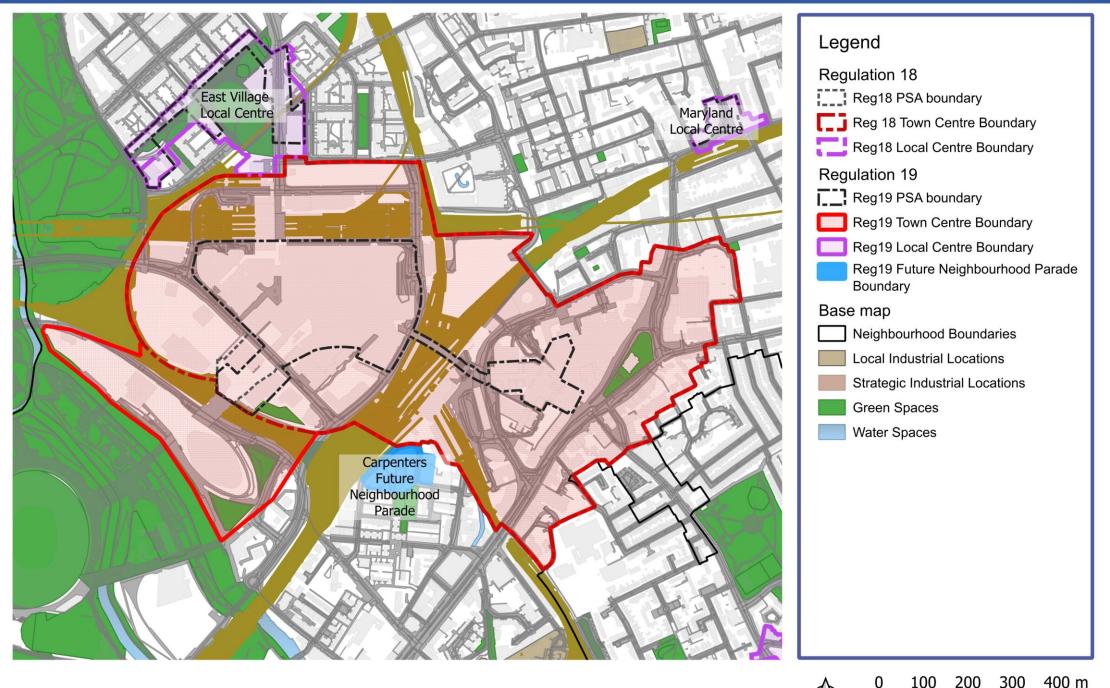
was originally intended in the previous methodology paper (2022, see text at pg. 25).

Primary Shopping Area:

A minor change has been made to the Primary Shopping Area to accurately align with the frontages of Endeavour Square.



Stratford Town Centre map: boundary and primary shopping area (PSA)





100



Review of Local Centre designations

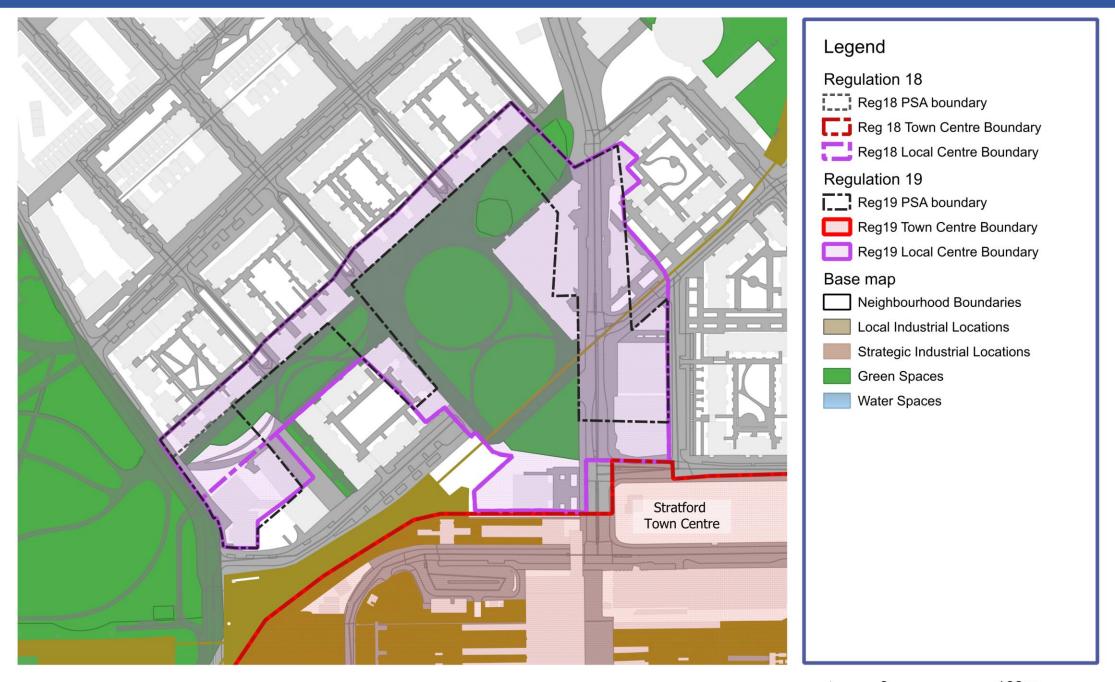
The boundary of the local centre has been amended to include recently completed development at Glade Walk/Olympic Park Avenue (LLDC reference 17/00045/REM), which provides two smaller retail units alongside a larger food and drink leisure unit (restaurant or pub). The units remain vacant.

Primary Shopping Area:

Two of the three delivered units are within use class E, with the third unit, at Skylarks Point, potentially being occupied by a leisure use in Class E or Sui Generis. While these units are physically separated from the prevailing frontage of Victory Parade to the north, the quality and connectivity of the public realm (including a new local equipped area of play as part of the new development) should ensure similar pedestrian footfall. Therefore, it is considered appropriate to add these three units to the Primary Shopping Area.



East Village Local Centre map: boundary and primary shopping area (PSA)



© Crown copyright and database rights 2024 Ordnance Survey number AC0000851117

100 m



Silvertown Local Centre – future extension

Potential Boundary Extension:

This local centre's potential extension boundary has been reviewed in light of progressing development on the site and further masterplanning work. Planning application (22/03046/FUL) for the delivery of a pedestrian and cycle bridge connecting Silvertown Quays site to the Excel centre across Royal Victoria Dock is progressing, and while planning permission has not yet been granted, the delivery of this link is key to delivering existing Local Plan (2018) principles for the site. Planning permission for phase 1 (19/02657/REM) is also in the process of being implemented. However, ongoing negotiations on the future of the site, including a revised retail impact assessment for the site which was appended to comments submitted during the regulation 18 consultation by the developer, demonstrate that changes in economic circumstance are leading to a reconsideration of the quantity, type and location of main town centre uses on site, including on the part of the site covered by the approved reserved matters application.

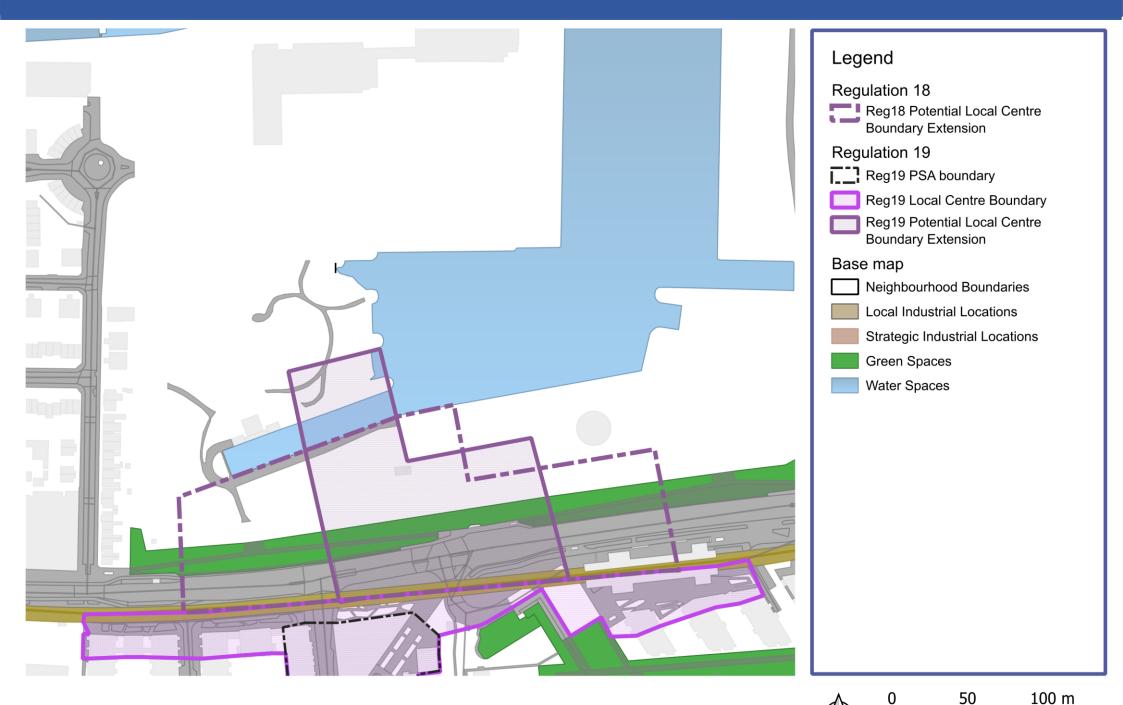
Further work has also been undertaken, as part of policy HS1 review, to improve access to food stores in the Silvertown area (and other parts of the borough without easy access to a large food store), which has identified the potential for a medium food store to be delivered as part of the Silvertown Local Centre extension. Overall, an additional main town centre uses floorspace capacity of 7000sqm is considered appropriate for the extension, based on current evidence set out in the Retail and Leisure Study (2022).

Therefore, a change to this local centre potential extension boundary has been made to extend it further into the site, recognising the benefit of designing in the principle of a route, with an active frontage, high street typology, which connects the new pedestrian bridge landing point through to the Pontoon Dock DLR station. However, this route will be achieved through the delivery of the whole vision for the site as set out in the site allocation, including through the provision of non-main town centre employment and social infrastructure uses.

Please note there are no changes to the boundary of the existing (emerging) Silvertown Local Centre or its primary shopping area, which remain as mapped at Reg. 18 stage.



Potential Extension to Silvertown Local Centre map: boundary





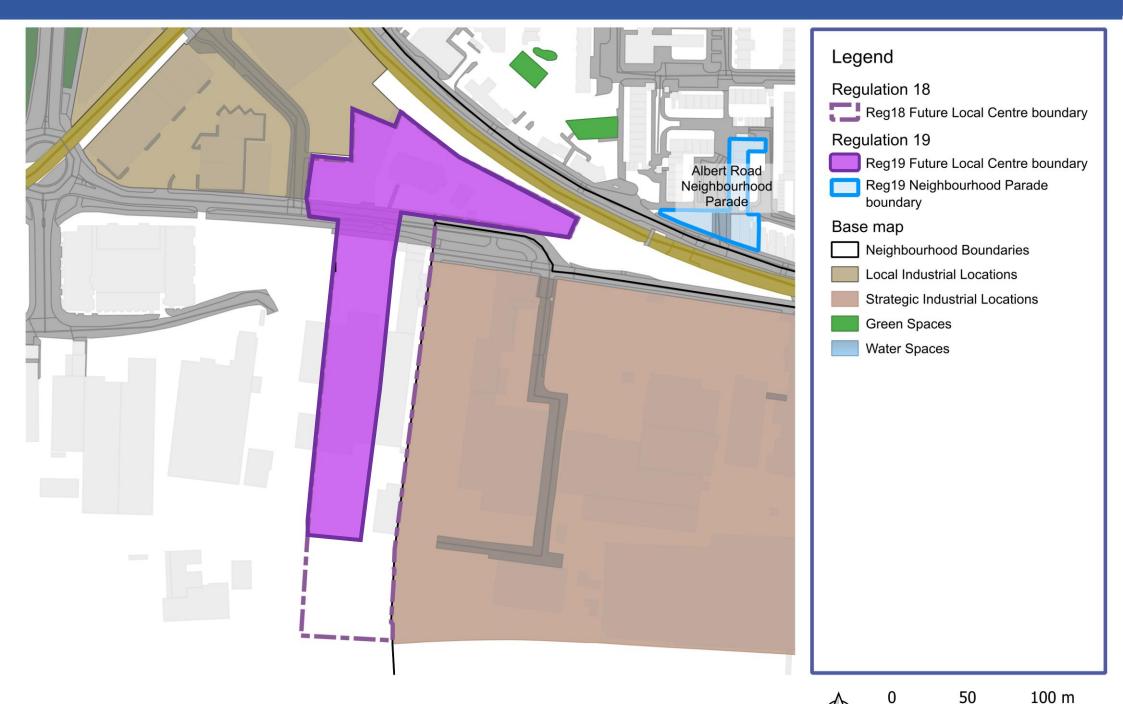
Connaught Riverside Future Local Centre

Boundary:

A further review was undertaken at Reg. 19 stage to ensure consistency across the policies of the Local Plan. As part of this process, further internal work has been undertaken to provide more clarity on how the agent of change principles apply to site allocations adjacent to industrial land, by better defining the role and scope of 'buffer buildings' (as part of Policy D6, and carried through into the Neighbourhood policies and site allocations). In order to ensure a consistent application of this approach across the plan, the boundary of this future local centre has been amended to exclude the employment buffer building along the eastern edge of the site.



Connaught Riverside Future Local Centre: boundary





New Local Centre Designations

Sugar House Lane Local Centre

Substantial main town centre frontages are being delivered at Sugar House Island, in line with the approved outline application 12/00336/LTGOUT. The site is not currently allocated in the LLDC Local Plan (2020) to deliver a new Local Centre designation. The site sits outside of the 400m catchment of Stratford Metropolitan Centre and is only partly within the 400m catchment of the future Local Centre at Pudding Mill. Therefore, a new designation is timely to address a current gap in the 400m catchment of Newham's Town Centre Network.

Boundary:

Frontages delivered under application 12/00336/LTGOUT to date include office floorspace, a primary school, a dance school, brewery and pub and one food store – see on-site 2022 surveying information set out in Appendix 3. A further minimum of 10 ground level units (depending on any subdivisions of approved floorspace as it becomes occupied) of flexible use floorspace in former use classes A1-A3 (now Use Class E) A4 (now Sui Generis) or B1 (now Use Class E) are nearing completion through delivery of approved application 19/00392/REM. Planning application 19/00417/REM, currently with resolution to grant, would deliver a further flexible non-residential floorspace of approximately 478 sqm (GEA) comprising Use Class E a) retail, b) restaurants and cafes, c) business services, set out as 3 units, with upper floors in Use Class E g), i) offices.

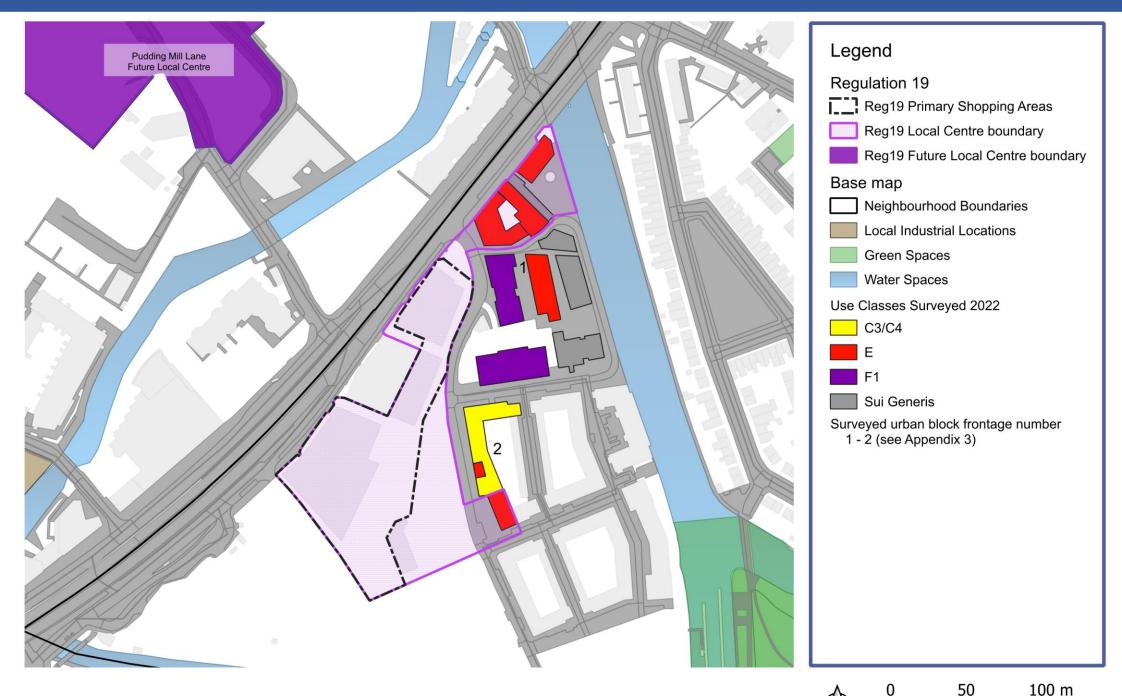
In line with the methodology (2022), the selected boundary includes 15 ground floor shopfront units permitted for Class E uses (excluding offices) and Sui Generis leisure uses. The units are clustered around the new public realm of Sugar House Lane, and/or facing the High Street. The education and workspace cluster between Dane's Yard and Cloud Street has been excluded, as have any primarily residential frontages along Sugar House Lane.

Primary Shopping Area:

The Primary Shopping Area boundary has been drawn around the units facing the High Street and the emerging public realm of Chimney Walk, due to the prevalence of Use Class E uses and the public realm connectivity. It consists of 10 units.



Sugar House Lane Local Centre map: boundary and primary shopping area (PSA)





Plashet Road Local Centre

During the regulation 18 consultation, a comment was received from a resident regarding the potential designation of existing frontages on Portway, to the south of West Ham Park. As this wider area was identified through the mapping undertaken as part of the Retail and Leisure Study (2022) as experiencing a gap in the 400m radius coverage of the network, a wider review of existing main town centre use frontages in the area was undertaken, including Plashet Road.

Boundary:

The frontages are part of a high street <u>mapped by the GLA</u>, in line with the methodology (2022). The urban block frontages are located to the west of Green Street Town Centre's 400m radius catchment. Urban block frontage 1 is within West Ham Neighbourhood, while the other 4 are within Green Street Neighbourhood – see further details of the frontages as surveyed in 2022 in Appendix 3.

Urban block frontages 4 and 5 include the highest concentration of Class E uses (14) and no vacant units at the time of surveying. A bus

stop is also present along urban block frontage 5. While frontage 5 also includes two small blocks of flats at its western corner, the public realm is not interrupted and the building line is pulled back, allowing visual connectivity between the commercial frontages on either side. Urban block 2 also performs well against the designation criteria on its eastern side, between numbers 61-75 Plashet Road, and links well to frontages 4 and 5 via a pedestrian crossing.

While urban block frontage 1 is well located to improve the 400m coverage of the network in the area, it is too small to be designated on its own and too detached from other commercial frontages through residential uses. It has therefore been discounted from the boundary. Urban block frontage 3 includes a corner shop and a vacant double unit, separated by four terraced homes with front gardens. It is therefore only reasonable to include the corner shop unit within the boundary.

The overall proposed boundary includes 23 non-residential units. This designation results in modest improvement in the Newham Town Centres Network 400m catchment coverage.



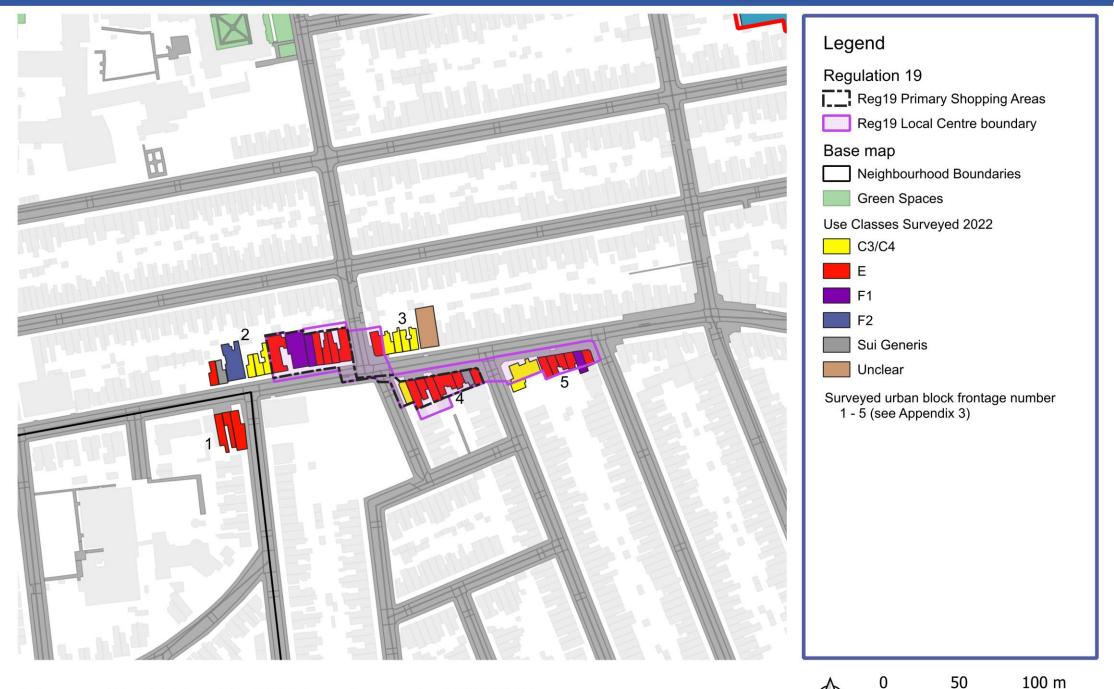


Primary Shopping Area:

The Primary Shopping Area boundary has been drawn around urban block frontages 2 and 4 following an assessment of Use Class E uses within the proposed boundary. A pedestrian crossing connects the two via Bishops Avenue. The Primary Shopping Area comprises of 17 units, with an overall Class E rate of 70% (12 units).



Plashet Road Local Centre map: boundary and primary shopping area (PSA)







New Neighbourhood Parade designations

Portway Neighbourhood Parade

During the regulation 18 consultation, a comment was received from a resident regarding the potential designation of existing frontages on Portway, to the south of West Ham Park. As this wider area was identified through the mapping undertaken as part of the Retail and Leisure Study (2022), as experiencing a gap in the 400m radius coverage of the network, a wider review of existing main town centre use frontages in the area was undertaken against the methodology (2022) and has resulted in the designation of Portway Neighbourhood Parade as well as Plashet Road Local Centre.

Boundary:

The two urban block frontages surveyed on site – see Appendix 3 for more details – include a range of convenience and specialist comparison shops, retail services, a restaurant, a hot food takeaway, and only one residential frontage. There are no vacancies and the frontages are connected via a pedestrian crossing. Therefore, together the assessed frontages meet the assessment criteria for designation as a Neighbourhood Parade. Total number of non-residential units is 14, out of which 12 function within Class E.



Portway Neighbourhood Parade map: boundary





50



Royal Albert Quay Neighbourhood Parade

This designation assessment has been undertaken following a review of comments received at Reg. 18 stage from landowners and the Royal Docks Team and following development management masterplanning discussions for the site. Both of the Reg. 18 comments suggested that the area would benefit from a plan-led strategy to manage main town centre uses on the site and to support projected population growth. As this area was identified through the mapping undertaken as part of the Retail and Leisure Study (2022) as experiencing a gap in the 400m radius coverage of the network, an assessment of units delivering main town centre uses on site (excluding office) has been undertaken against the methodology (2022).

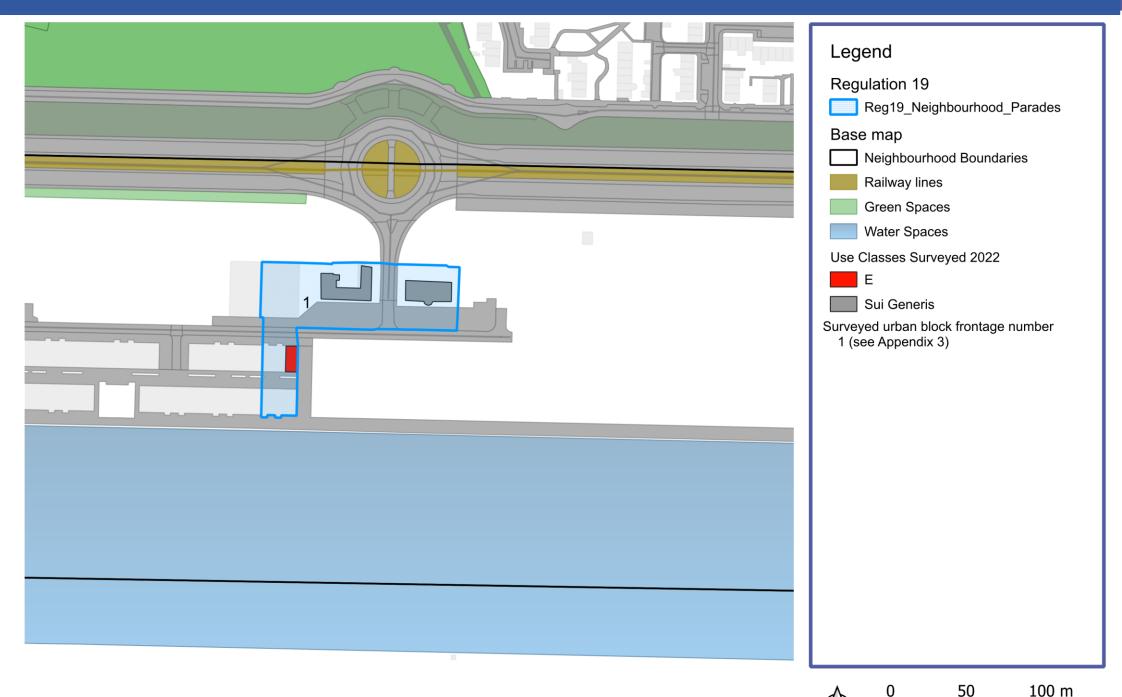
Boundary:

A new public square has been partly delivered on the Royal Albert North site as part of its first phase of development under planning reference 14/00618/OUT, adjacent Beckton Park DLR station. The new buildings include 4 new ground floor units in main town centre uses, facing the square. The location also includes two listed buildings that have been on Historic England's Heritage at Risk Register for over a decade: the former Dock manager's office (Grade II) and Central buffet (Grade II), and which have permission for new uses as a club/pub and a restaurant. Together, there are 6 units in total that can be designated on site, of which only one unit was occupied at the time of surveying (a café) – see also Appendix 3.

The designation addresses a gap in the Newham Town Centres Network 400m catchment for this part of the borough, and will help provide the basis for a growing community around it.



Royal Albert Quay Neighbourhood Parade map: boundary





Carpenters Future Neighbourhood Parade

This designation assessment has been undertaken following the resolution to grant given for planning application 22/00360/OUT, by the LLDC in March 2024, which allows up to 2,185sqm (GEA) retail space within Use Class E(a), and up to 492 sqm (GEA) for pubs/bars.

While the Carpenters housing estate is largely within the 400m radius of Stratford Town Centre, the on-the-ground condition of severance due to railway lines means that this area actually experiences poor access to the town centre. Therefore, to ensure improved access to shopping facilities, an assessment of the units proposed in the above application have been undertaken against the methodology (2022).

Boundary:

Based on the approved masterplan layout (see mapping in Appendix 4, pg. 30), and prioritising access to Stratford station via Gibbins Road, the overleaf 'future boundary' is taken forward to provide a future neighbourhood parade.



Carpenters Future Neighbourhood Parade map: boundary





Appendix 1: Reviewed names and status of designations in the Town Centres Network

Established centre/parade = frontages already exist. Protected and managed primarily through policies HS1 and HS2.

Emerging centre/parade = significant frontages have recently been delivered and remain partially vacant, and may be subject to further change through large scale development. Protected and managed primarily through policies HS1 and HS2 and relevant Neighbourhood policies (N1-17) and site allocation(s).

Future centre/parade = frontages do not yet exist, to be delivered through future large scale development on site allocations. Managed primarily through policies HS1 and relevant Neighbourhood policies (N1-17) and site allocation(s).

Current Name	Proposed Name Change	Status
(Adopted Local Plan 2018)	(new Local Plan Reg. 19)	
Town Centres		
Stratford Metropolitan	Stratford	Established
East Ham	n/a	Established
Forest Gate	n/a	Established
Green Street	n/a	Established
Canning Town	n/a	Emerging
East Beckton	n/a	Established
Gallions Reach	Beckton Riverside	Future centre
Local Centres		
East Village	n/a	Established
Manor Park	n/a	Established
Maryland	n/a	Established
High Street North	n/a	Established
Vicarage Lane	Vicarage Lane – West Ham	Established
Church Street	Church Street – West Ham	Established
Plaistow Road	n/a	Established
Terrace Road	n/a	Established
Boleyn	n/a	Established
High Street South	n/a	Established
Greengate	n/a	Established
Abbey Arms	n/a	Established
North Woolwich	n/a	Established
Albert Basin	n/a	Emerging
n/a	Katherine Road Central	Established





Current Name (Adopted Local Plan 2018)	Proposed Name Change (new Local Plan Reg. 19)	Status
n/a	Katherine Road South	Established
Silvertown	n/a	Emerging
Freemasons Road	Custom House	Emerging
Pudding Mill Lane	n/a	Future centre
Plaistow North	n/a	Emerging
West Ham/Parcelforce	Twelvetrees	Future centre
Thames Wharf	n/a	Future centre
n/a	Plashet Road	Established
n/a	Sugar House Lane	Emerging
n/a	Connaught Riverside	Future centre
Neighbourhood Parades		
West Silvertown	Lyle Park	Future parade
Jack Cornwell Street	n/a	Established
n/a	Church Road – Little Ilford	Established
Kathrine Road	Kathrine Road North	Established
Plaistow High Street	n/a	Established
Vicarage Lane (E6)	Vicarage Lane – East Ham	Established
West Ham Memorial Parade	n/a	Established
n/a	Carpenters	Future parade
n/a	Portway	Established
Prince Regent Lane North	n/a	Established
Tollgate Road	n/a	Established
Fife Road	n/a	Established
Cundy Road	n/a	Established

Current Name (Adopted Local Plan 2018)	Proposed Name Change (new Local Plan Reg. 19)	Status
East Ham Manor Way	n/a	Established
Albert Road	n/a	Established
Western Gateway	n/a	Established
n/a	Royal Albert Quay	Emerging





Appendix 2: Definitions

Social Infrastructure: Uses for the benefit of the community as defined in line with Social Infrastructure policies of the Local Plan, including those in Use Classes F1 and F2 and a range of Sui Generis uses (pubs, theatres etc.)

Frontage: Main ground floor facades associated with a unit. Where ground floor units are created through subdivision (e.g. 100a and 100b) the frontages will be parts of the whole (e.g. 0.5 and 0.5).

Heritage asset: A building, monument, site, place, area or landscape positively identified as having a degree of significance as a component of the designated heritage assets (those buildings, monuments, structures, parks, etc. that are subject to national listing/scheduling, and those areas designated as Conservation Areas) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).

High Streets: Defined in the London Plan (2021) as 'one of London's most characteristic urban features which play an important role in

terms of local economic and social infrastructure, providing employment opportunities and promoting community and cultural exchange.' Their broad location has been identified and mapped by the Greater London Authority.

Local centre: typically serving a localised catchment (400m) and are often most accessible by active travel, and comprise mostly convenience retail (including potentially a small supermarket), smaller restaurants and cafes, sub-post office, pharmacy, dry cleaners and other useful local service. Newham's Local Centres fulfil the definition of 'Town Centre' for National Planning Policy Framework purposes, but do not represent a 'destination' in the same way as Town Centres.

Main town centre uses: Defined in the National Planning Policy Framework as 'retail development (including warehouse clubs and factory outlet centres); leisure, Evening and Night Time Economy, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and





tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).'

Neighbourhood parade: Small clusters of shops, mostly for convenience goods and other local services, usually totalling no more than 5-10 frontages.

Primary shopping area: Defined by the National Planning Policy Framework as 'an area where retail development is concentrated'.

Primary shopping frontage: Defined as the part of the Primary Shopping Area most likely to include a high proportion of retail, restaurants and café uses.

Town centre: defined in the London Plan (2021) as 'places in London that provide access to a range of commercial, cultural and civic activities, including shopping, leisure, employment, Evening and Night Time Economy, entertainment, culture, and social and community uses. Town Centres are classified in the London Plan (2021) according to their existing role and function in light of characteristics such as scale, mix of uses, economic performance and accessibility.' **Town Centres Network:** An interrelated network and hierarchy of high streets designated as Town Centres, Local Centres or Neighbourhood Parades.

Unit: a distinct part of a building or land, as defined in relation to existing or proposed street naming and numbering.

Urban block frontage: group of units on same side of the street and between two other intersecting streets, public rights of way or other logical spatial break in frontage.

Use class: The use of a unit in relation to the Use Class legislation at the time of surveying, currently The Town and Country Planning (Use Classes) Order 1987 (as amended, 2020).

Vacancy rate: Proportion of vacant units in an assessed area.





Appendix 3: Urban Block Frontages Surveyed 2022

Type of designation considered	Urban block frontage name & number	Address points	No. units total	No. units Class E	No. units vacant	Description, key uses
Portway Neighbourhood Parade	Portway Road 1	69-79 Portway Road	6	5	0	Retail services, one hot food takeaway, builder's merchant, pedestrian crossing to adjacent frontage.
	Portway Road 2	66-82 Portway Road	9	8	0	Car parts merchant, builders merchant, several shops, a restaurant/coffee, an estate agent, and one residential unit.
Plashet Road Local Centre	Plashet Road 1	42-46 Plashet Road	3	3	0	Two barber shops and a comparison retail unit.
	Plashet Road 2	45-75 Plashet Road	14	7	0	Community centre, medical centre and faith facility, pharmacy, optician, a café, a supermarket and a butcher and a minicab office. Pedestrian crossing at eastern end. Frontage part broken up by 3 residential units.
	Plashet Road 3	77-89 Plashet Road	7	1	2	A corner comparison shop and a large frontage unit that is vacant (unclear prior use), and 4 residential units inbetween.





Type of designation considered	Urban block frontage name & number	Address points	No. units total	No. units Class E	No. units vacant	Description, key uses
Sanataria Marenessi	Plashet Road 4	52-68 Plashet Road	9	7	0	A grocery shop, a few DIY stores, a restaurant, a hot food takeaway and a travel shop.
	Plashet Road 5	70-84 Plashet Road	8	5	0	Two food stores, a dry cleaners, a dental surgery, a restaurant and a tuition centre. Residential blocks of flats on western corner, but with pushed back building line and generous public realm and presence of a bus stop.
Royal Albert Quay Neighbourhood Parade	Royal Albert Quay	15 Royal Albert Quay	6	1	5	One café. Remaining 3 new units as well as the two listed buildings remain vacant, with planning permission (14/00618/OUT) allowing for a range of uses including pub, restaurant/cafe and retail. The upper floors of the new buildings are in use as offices.





Type of designation considered	Urban block frontage name & number	Address points	No. units total	No. units Class E	No. units vacant	Description, key uses
Sugar House Lane Local Centre	Sugar House Lane 1					Pub, offices/workspace, education.
	Sugar House Lane 2		5	1	0	Extensive residential frontages and concierge service, one bike shop and one food store.





Appendix 4: Sites masterplanning drawings used in the update assessments

Plans in this section relate to the following new/updated designations in the Town Centres Network (above):

• Carpenters Future Neighbourhood Parade

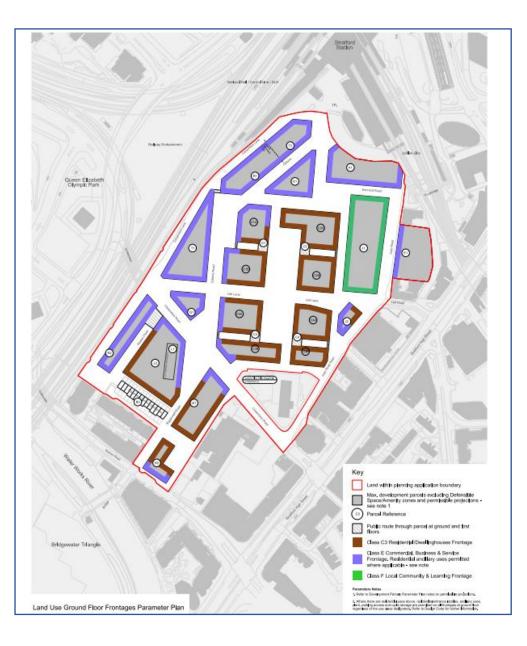


Carpenters Future Neighbourhood Parade- Screen grab of approved land uses parameter plan

Source: 22/00360/OUT (LLDC), resolution to grant drawing CER00-JPM-00-00-DR-A-063009

Not to scale

Note: Use class E unit frontages are outlined in blue



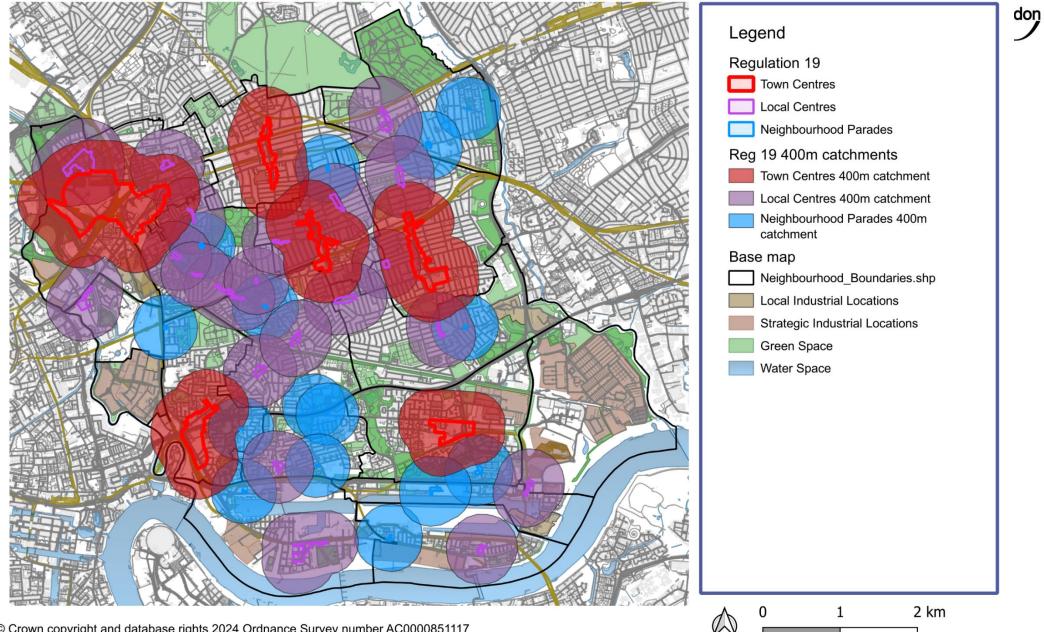


Appendix 5: Town Centres Network coverage

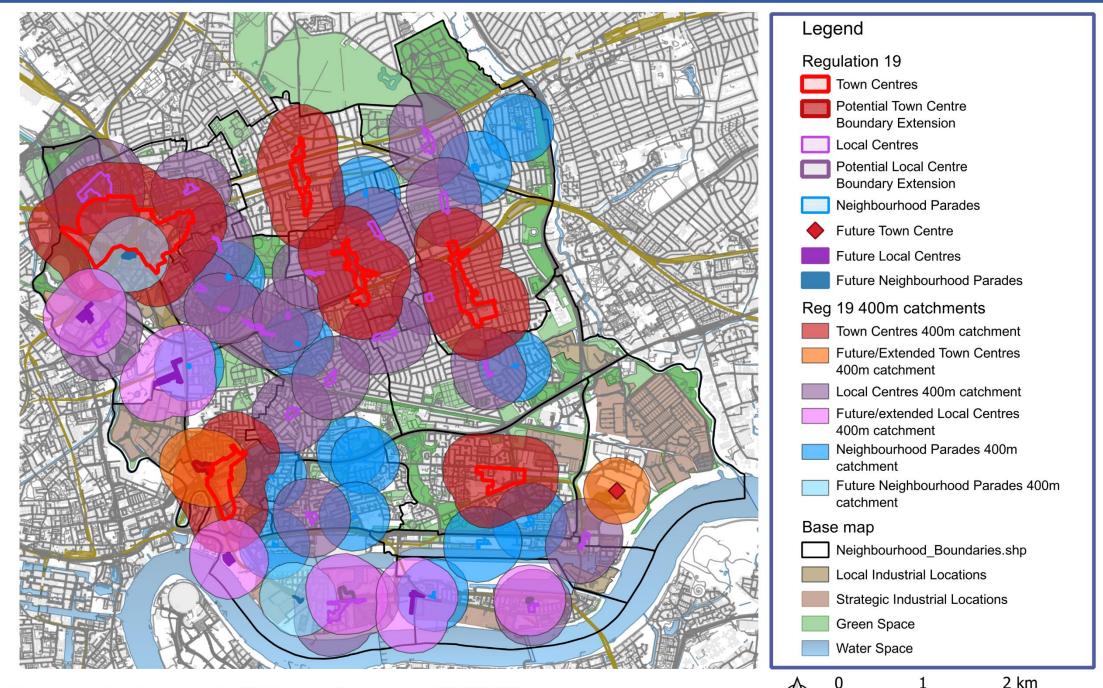
Plans in this section show the extent to which the designated network contributes to the proximity criteria set out in Policy HS1 – explained below. The plans are shown for the existing network – formed by the established and emerging centres and parades – and for the planned, full future network. The indicative delivery timeframes for each future addition to the network is set out in the respective site allocation(s) in the Neighbourhoods Chapter policies.

- The 400m radius coverage of all established, emerging and future designations. 400m distance roughly corresponds to an average 5 minute healthy adult walk in the context of a typical street network with limited barriers. This is displayed as a polygon showing the area within 400m around the boundary polygon (or point in respect of Beckton Riverside), irrespective of on-the-ground access conditions. Transparency gradients are used in the mapping, and colour merges show overlaps in the catchment of different scales of centres and parades.
- The 15 minute walking distance coverage of all established, emerging and future designations. This is displayed as a polygon showing the area within 15 minutes average walking time from the boundary polygon, taking into account the existing OS street grid (as a polyline) but no other obstacles (e.g. traffic lights) that might affect travel time. The Openrouteservice.org GIS tool was used in the creation of the isochrones. Transparency gradients are used in the mapping, and colour merges show overlaps in the catchment of different scales of centres and parades.

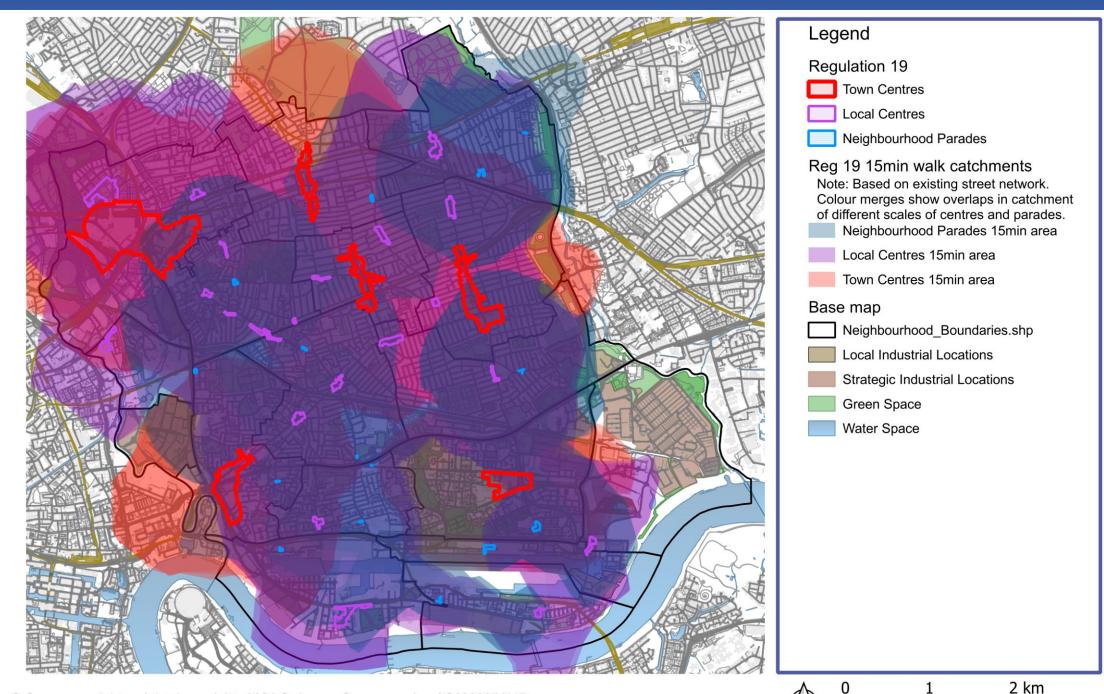
Newham's Town Centres Network: established and emerging 400m catchments



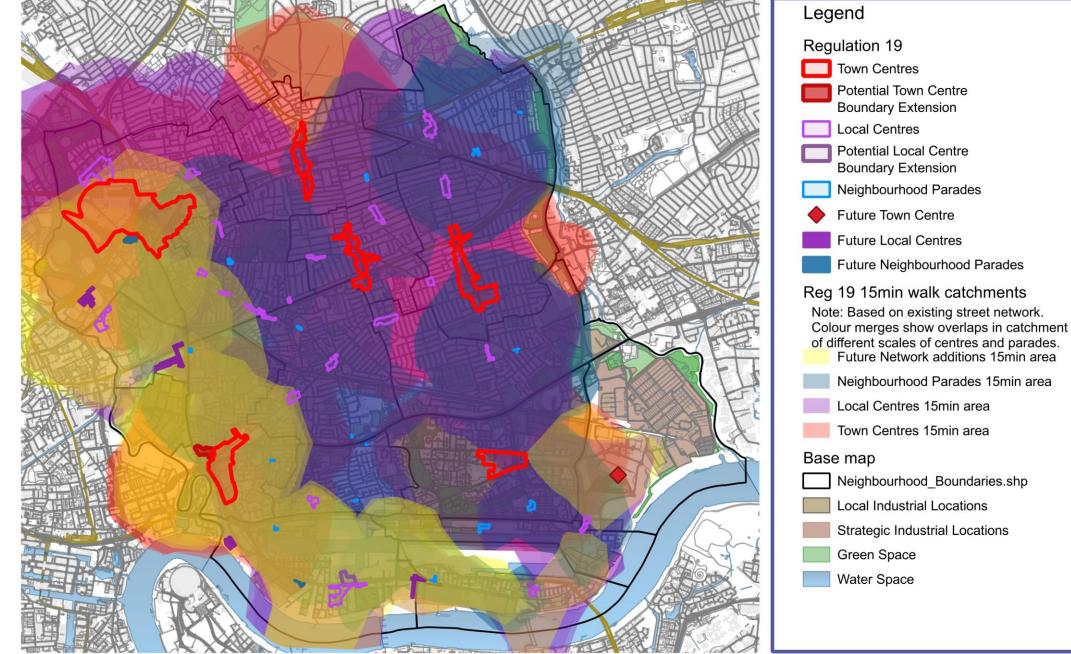
Newham's Town Centres Network: established/emerging and future 400m catchments



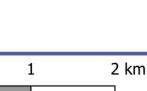
Newham's Town Centres Network: established and emerging 15min walk catchments



Newham's Town Centres Network: established/emerging and future 15min walk catchments



© Crown copyright and database rights 2024 Ordnance Survey number AC0000851117



C