

Newham's Local Plan

Detailed Sites and Policies Development Plan Document Pre-publication Draft



Evidence Base: **Town Centres v2**

July 2015

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This document updates the Town Centre evidence base with a number of minor factual corrections. This update has no implications for the policies or spatial allocations/designations contained within the Detailed Sites and Policies DPD: Issues and Options document.

Context

The Core Strategy defines the network of Town Centres, (in Policy INF5) but leaves the boundaries to be reviewed/identified through the Detailed Sites and Policies DPD. INF5 sets out to strategically manage the Town Centres as part of a hierarchy and infrastructure network seeking qualitative improvements to reflect their current and projected roles in providing access to shopping, services, employment and community facilities (as per INF8). Within this hierarchy, Stratford is recognised as one of the most important Town Centres in East London, whilst East Ham is of the next level of significance (borough-wide) a position that Canning Town’s regeneration is also pursuing. Green Street, Forest Gate and East Beckton are significant district centres serving more local catchments.

The Core Strategy also encourages the development of mixed use places which are well used throughout the day, and attractive to all sections of the community, supporting town centres as key foci in terms of access to services, community interaction, business and employment opportunities for successful neighbourhoods (Policy SP6). The Town Centres within the hierarchy are a blend of old and new (other than East Beckton) and do continue to provide a focus for the local communities and neighbourhoods which have evolved alongside them. However many would benefit from qualitative improvements (so they can play their full part in regeneration and convergence) to be achieved through targeted investment and management. A careful balancing act must therefore be effected between providing scope for change and new opportunities, reflecting particular new realities, and the need to avoid over-dilution of limited investment and management resources by spreading them over too wide an area. In many cases moreover, town centre boundaries are carefully delineated in respect of their residential hinterland and can therefore considerably affect local residential capacity.

Approach

Following GIS-linked survey work undertaken in October 2014, Town Centre boundaries (inclusive of Primary and Secondary Shopping Frontages and Primary Shopping Areas) have been reviewed. Options proposed have been based upon analysis of the centre's function against various spatial logics and qualitative benchmarks, the Town Centre visions set out within existing policy, and the development realities of the centre.

Spatial logics include patterns of footfall, presence of transport nodes (and any associated footfall), and presence of contiguous blocks. Using survey data on use classes, visible clusters of business types and unit sizes (including evidence of subdivision and/or vacancy) were obtained, allowing for the development of benchmark criteria concerning key town centre characteristics. A figure of 50% main town centre uses provides an appropriate benchmark by which to assess potential extension opportunities, together with the presence of higher order goods and services¹ and larger shops (or scope for re-development to increase unit floorspaces). Vacant units were not included as part of the main town centre uses count.

The methodology to determine Primary Shopping Frontage options used the same spatial logics applied in the evaluation of boundary options, having particular regard for the presence of higher order goods and services and frequency of larger shops or where scope existed for re-development to increase unit floorspace. A benchmark figure of 70% A1 units is considered to be an appropriate proportion of Primary Shopping Frontage within a healthy town centre.

The starting point for the determination of Secondary Frontage was any groups of A units within the town centre boundary that did not meet the specification for designation as Primary Shopping Frontage or those which were not obviously in 'non-shopping' use (e.g. prominent places of worship, residential blocks). Though no definitive benchmark percentages were applied, the expected pattern was that in these areas, in contrast to the Primary Shopping Frontage, the level of A1 uses would decrease, (though still remain the highest quantum of overall uses) whilst the proportion of other A use classes would increase.

¹ Quality comparison goods which may draw custom to a town centre location and may not be easily available elsewhere.

Canning Town

Canning Town's town centre boundaries were generously extended and reoriented by the Core Strategy to reflect the planned regeneration ambitions at the heart of the wider area-based project. Until such schemes are complete and bedded in, no further amendments to the town centre boundary are recommended, however evidence suggests that there is potential to amend Primary and Secondary Shopping Frontages, based upon development and change which has occurred since frontages were defined by the UDP (see Fig 2 overleaf).

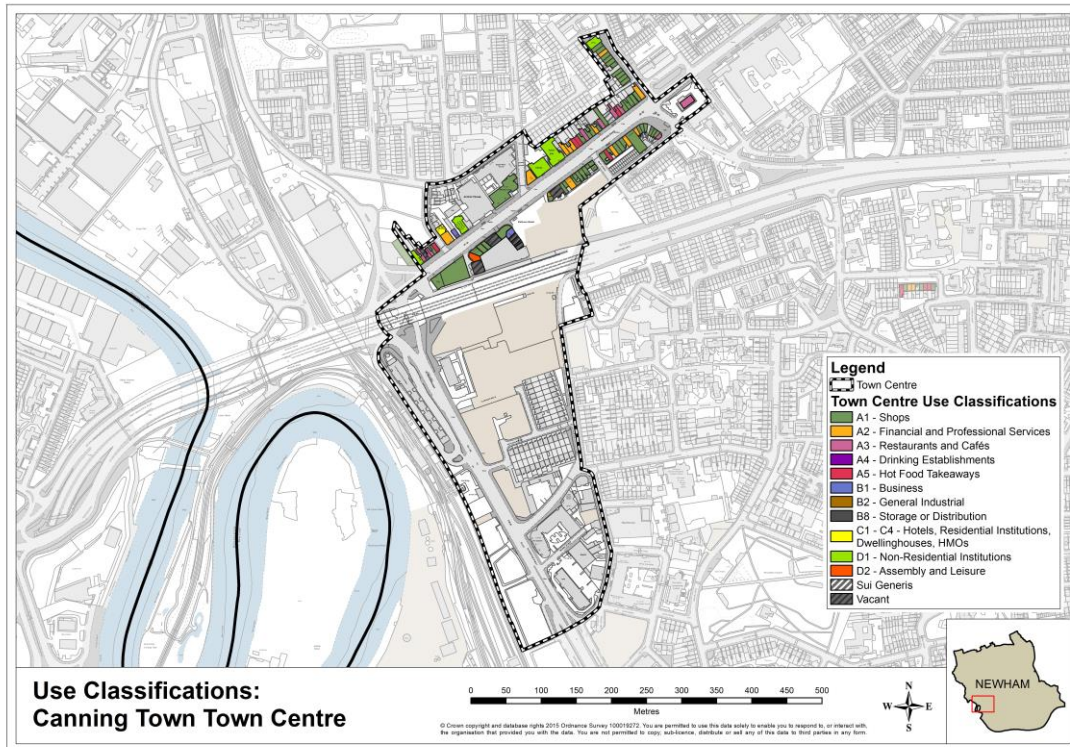


Fig 1 – Canning Town Town Centre Use Classes

Please note: Use classes are indicative and should not be taken to confer lawful use status.



Fig 2 – Canning Town Boundary/Frontage Options
 OS mapping used under licence: 100019272

Primary Shopping Frontage

For Primary Shopping Frontage (PSF) amendment options see Fig 2 and The Town Centre Spatial Designations: Options document.

Re-designation of the Primary Shopping Frontage to front Barking Road/ around Rathbone Market	
% A1	43.8%
Other key attractors?	2 bus stops, Rathbone Market
Proportion of larger units?	Frontage contains a number of good sized units built underneath Vermillion. The Co-op Supermarket between Newham Way and Barking Road offers a substantial unit, comparative to the smaller units within the PSF.
Investment interest/	The wider area is undergoing regeneration and change via investment.
National chain representation?	1 national chain supermarket.
Quality/uniformity of public realm?	Area houses an eclectic mix of new and old buildings of varying quality, with newer, taller and vibrantly coloured builds contrasting with older buildings (such as the Community Links building and St. Margaret's Catholic Church) outside of the PSF. The area contains wide frontages/pavements in front of units giving a spacious feel to the public realm.
Vacancy levels	6 units (37.5%)
Any other considerations?	The regeneration of the PSF and the Canning Town wider area (including the surrounding Strategic Sites) is yet to be complete. Currently Phase 1 has been built up and Phase 2 is awaiting completion. The redevelopment of the Hallsville Quarter is due to open in Spring 2015 and will comprise a large superstore.

Redevelopment of the Canning Town area is not yet complete, however since the regeneration project is under way, the adopted Primary Shopping Frontage (as shown in Fig 2) is now redundant and cannot be surveyed. The first phase of the regeneration project, the construction of Vermillion (a mixed-use residential/retail development) completed in 2012, contains a number of businesses within the ground floor retail space. The second phase of the project, Aurelia, once completed will incorporate further retail units and community uses extending around the rear of the market square. Outside of the Primary Shopping Frontage, redevelopment is also taking place within Area 7, the Hallsville Quarter, to the south of Newham Way. This will introduce a large superstore to the area plus a significant extension to town centre floorspace, once complete.

Until the projects in the area are complete, it is not possible to gain a fully formed picture of the potential of the Canning Town centre or shopping frontages. Vacancy rates, for example are currently high, well above London-

wide averages². However this is to be expected up until the completion of the regeneration project and does not adequately reflect the health of Canning Town as a centre.

No other options for Primary Shopping Frontage were considered compatible with the strategic policy context.

Secondary Shopping Frontage

In applying the methodologies for Secondary Shopping Frontage options proposed demonstrate the expected reduction in A1 units and increased proportions of other A use classes. Options to extend the Secondary Frontage to the northern side of Barking Road are considered to be appropriate due to a lack of differentiation in uses, traffic, footfall and frontages in these areas than the existing designation and their location within the existing town centre boundary.

² London-wide average vacancy rate 8.1% (Local Data Company, February 2014).

East Beckton

The main focus of East Beckton District Centre is the Mary Rose Mall, the only coherent area, which contains the primary retail offering. The town centre boundary has always been drawn overly extensively, reflecting uncertainty over development early on in its life. It has never needed this extent based on its District Centre role, and an anyway inefficient use of land (low rise, extensive surface level car-parking etc). Various uses have been brought forward within the boundary including a supermarket, Premier Inn/pub, doctor's surgery and church. These have attempted to draw development back along the main distributor roads, but are poorly related to the Mall, town square and to each other given intervening car parking, amenity space and poorly conceived play space.

The strategic intension for the East Beckton is to maintain its district centre role, consolidating its convenience and local service offering via the renewal of floorspace. Enhanced linkages between local neighbourhoods and comparison floorspace provision in the area should assist in the creation of a less island based and inward looking centre with improved public realm and convenience goods provision. Growth prospects here are limited given the centre's place in the hierarchy and regeneration priorities elsewhere. The policy direction remains consistent with a lack of developer interest in the centre.

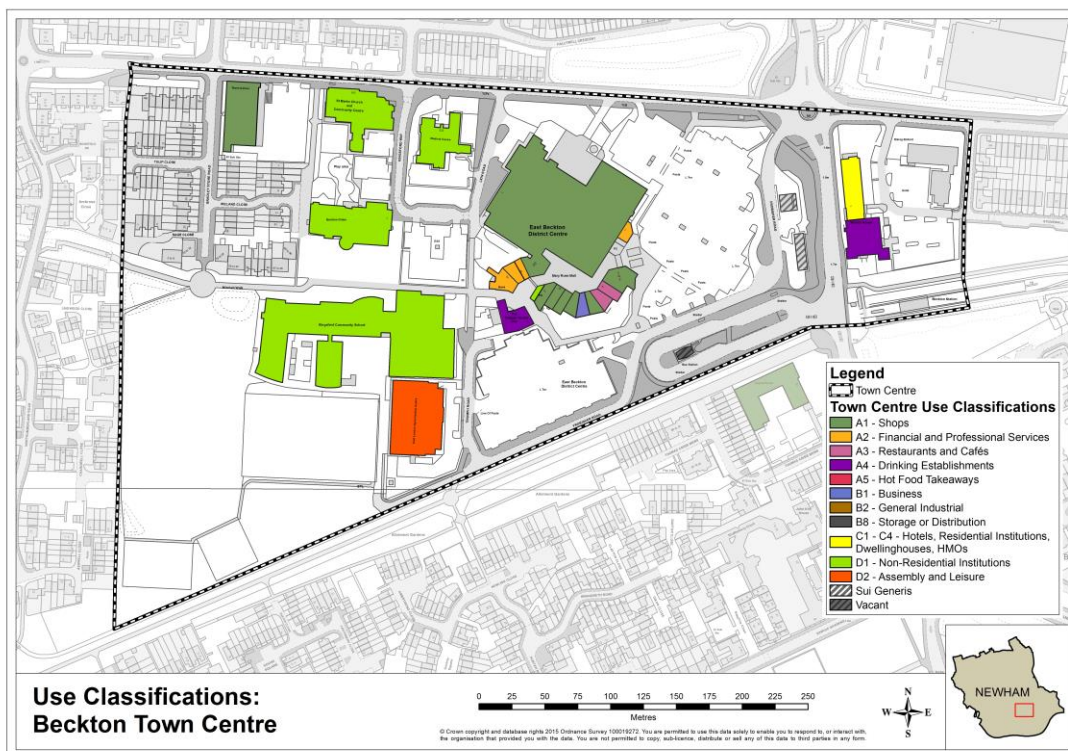


Fig 3 – East Beckton Town Centre Use Classes

Please note: Use classes are indicative and should not be taken to confer lawful use status.



Proposed Reduction of Town Centre - Purple
 Rail Stations – Turquoise Star
 Bus Stops – Pink Star

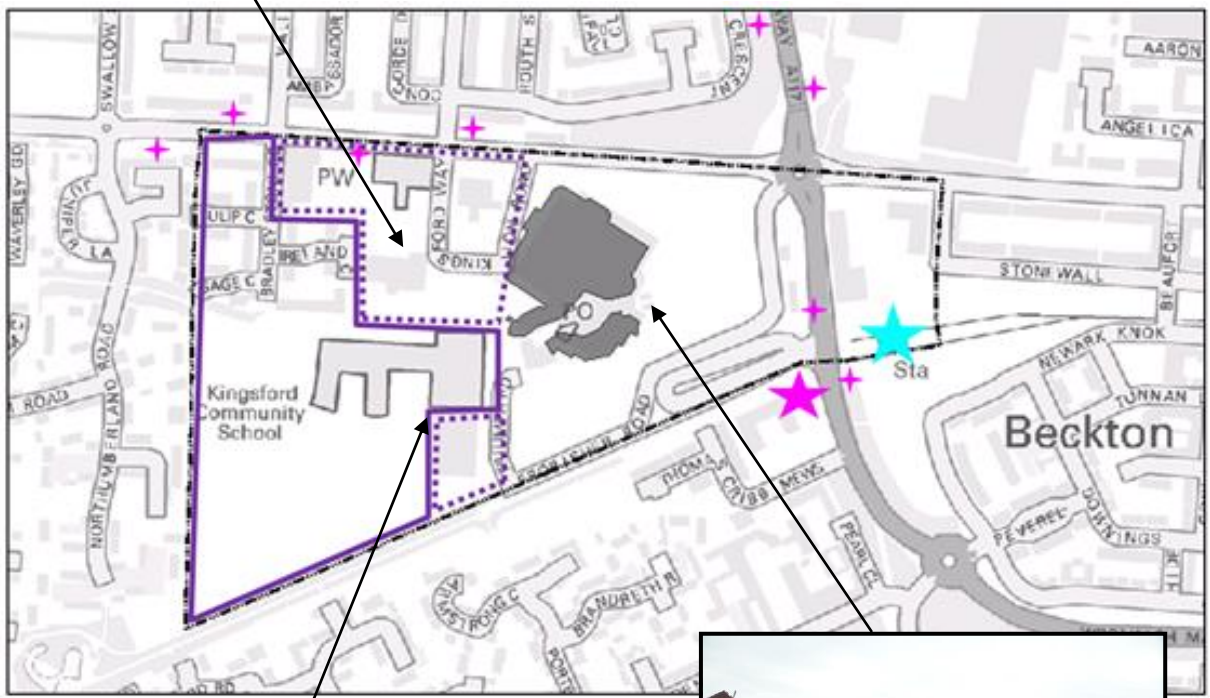


Fig 4 – East Beckton Boundary/Frontage Options
 OS mapping used under licence: 100019272 (Crown Copyright)

Boundaries

For boundary amendment options see Fig 4 and The Town Centre Spatial Designations: Options document.

	Existing TC Boundary	Boundary reduction to exclude school residential, school and playing fields (cumulative figure with existing TC boundary)	Boundary reduction to exclude all that is west of the mall (cumulative figure with existing TC boundary)
% town centre uses at ground floor	89% main town centre uses, comprising 35% A1, 31% other A Class uses, 4% B1, 4% C1 and 15% D1.	0% (88% main town centre uses, comprising 36% A1, 32% other A Class uses, 4% B1, 4% C1 and 12% D1).	0% (94% main town centre uses, comprising 42% A1, 42% other A Class uses, 5% B1 and 5% C1).
Other key attractors/ generators of footfall?	1 train station, 2 bus stops (a further 4 stops and a bus station are adjacent to the centre). Cluster of large D1 facilities to the East of existing centre.	As existing centre.	Option removes 1 bus stop.
Proportion of larger units?	1 double fronted A1 unit. 2 large supermarkets (incl. 1 superstore which forms the heart of the centre). 7 very large units (various use classes).	Removes 1 large D1 unit.	Removes 1 large supermarket though superstore remains. Removes 3 large D1 units and 1 large D2 unit.
Investment interest/	Limited development interest at present.		
National chain representation ?	7 national chains of which 86% comprise a quality offering.	As existing town centre boundary.	6 national chains of which 83% comprise a quality offering.
Continuity in public realm/other design characteristics ?	Town square outside the Beckton Globe Community Centre appears underused. Buildings and areas around the Mall are poorly connected and form a disjointed centre.	Poorly related to the Mall.	Given the largely modern, and not built-up nature of the East Beckton centre it's difficult to discern a coherent centre in design terms, however the greenery along the western side of Lion Road (north to south across the existing centre) creates a visual divide at this point.

Vacancy levels	0%	0%	0%
Any other considerations	NA	NA	NA

The limited growth potential and strategic function of the East Beckton Centre acts as a significant determinant to the potential extent of the boundary. It is considered that the exclusion of the housing and school grounds and/or the exclusion of the D uses to the west would adequately reflect the realities of the centre in terms of the retail offering and levels of footfall which remain focused around the Mall.

No other options for the amendment to the town centre boundary were considered compatible with the strategic policy context.

Primary Shopping Frontage

	Existing Primary Shopping Frontage
% A1	47%
Other key attractors?	Large scale ASDA Superstore forms the central component of the PSF and Mall itself.
Proportion of larger units?	2 double fronted units and 1 substantial supermarket/superstore.
Investment interest/	Limited investment interest in the centre as a whole.
National chain representation?	5 national chains present – 80% providing a quality offering with 1 betting shop unit.
Quality/uniformity of public realm?	Managed enclosed shopping centre environment.
Vacancy levels	0%
Any other considerations?	NA

In applying the methodologies for Primary Shopping Frontage options, it is clear that in line with ambitions for the centre set out within the Core Strategy, as well as the retail core created by the managed shopping centre which generates the bulk of the centre's footfall, that the Mall is the only appropriate option for Primary Shopping Frontage designation. Although the percentage of A1 space appears lower than the benchmark for Primary Shopping Frontage, when considered in light of the overall floorspace (Fig 3), A1 accounts for the vast majority of the area due to the prominence of the Asda supermarket, which provides a substantial pull for the centre itself.

No other options for Primary Shopping Frontage were considered compatible with the strategic policy context.

Secondary Shopping Frontage

No options for Secondary Shopping Frontage were considered compatible with the strategic policy context.

East Ham

East Ham is the Borough's most easterly town centre, second only to Stratford in terms of size and Borough-wide significance. The centre provides an important component of the borough's heritage assets, with Conservation Area and concentration of listed buildings and the East Ham arches mark the traditional focus. East Ham traditionally plays a significant civic role with its grand Edwardian Town Hall, which has been reinforced by recent front office development and proposals for a new university technical college on the police station campus (Strategic Site S26). A further Strategic Site, East Ham Market S25, comprising the Market Hall, Sainsbury's site and car-park currently has investment interest.

Footfall within the centre is healthy, particularly in the reduced traffic area where the public realm has been enhanced by wide pavements, dropped kerbs, seating and planting. Commercial uses extend north from the station along High Street North, and east and west along Barking Road due to historic patterns of development, however the main core of the centre providing the most quality offering remains within the East Ham arches.

The strategic intention for East Ham town centre is to maintain and develop its major centre function via growth and development opportunities provided by Strategic Sites, the renewal of floorspace, building upon its current strengths and availability to accommodate growth and change.

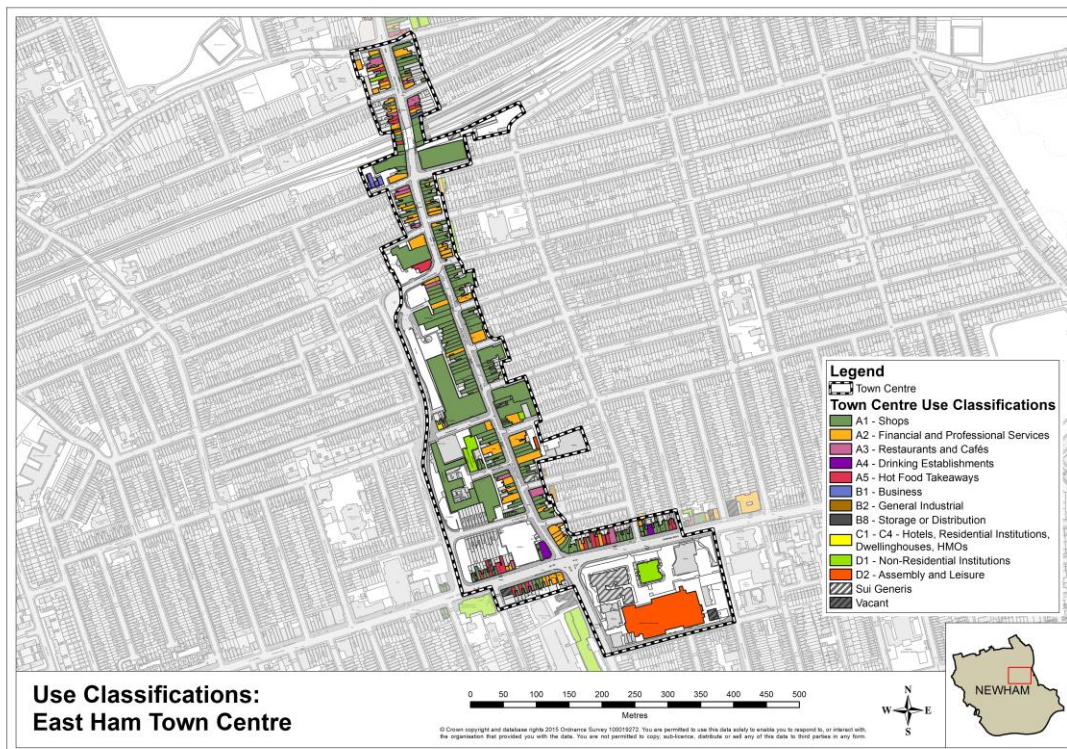


Fig 5 – East Ham Town Centre Use Classes

Please note: Use classes are indicative and should not be taken to confer lawful use status.



- Proposed Additions to Town Centre – Red
- Proposed Primary Shopping Frontage – Green
- Proposed Secondary Shopping Frontage – Yellow
- Proposed Extent of Primary Shopping Area – Blue Dotted
- Strategic Sites – Pale Pink
- Bus Stops – Pink Crosses
- Rail Station – Turquoise Star
- Traditional Extent of East Ham – Purple Arches
- Reduced Traffic Zone – Turquoise Dashed
- Significant Point of Pedestrian Access – Pink Dashed Arrow



Fig 6 – East Ham Boundary/Frontage Options

OS mapping used under licence: 100019272 (Crown Copyright)

Boundaries

For boundary amendment options see Fig 6 and The Town Centre Spatial Designations: Options document.

	Existing Town Centre Boundary	Addition of Police Station and College – in the South (cumulative figure with existing TC boundary)	Extension of the boundary in the East along Barking Road (cumulative figure with existing TC boundary)
% town centre uses at ground floor	95% main town centre uses, comprising 62% A1, 24% other A Class uses, 8% B1 and 1% D1.	50% main town centre uses from A1, D1 (94% main town centre uses comprising 62% A1, 24% other A Class uses, 8% B1 and 1% D1).	90% main town centre uses from A1, A2, A3 and D1 uses (95% main town centre uses comprising 62% A1, 24% other A Class uses, 8% B1 and 1% D1).
Other key attractors/generators of footfall?	Civic Centre and Leisure Centre. One train station, 13 bus stops Substantial number of A2 units within the boundaries, including – at the corner of Barking Road and High St N, within the block between Clements and Latham Road, and a cluster and Heigham Road block. Clusters contain largely financial, legal and estate agent services.	College already a key generator of footfall, proposed development of the Police Station likely to encourage more. Additional bus stop (plus attractors within existing boundary)	No additional key attractors to existing boundary.
Proportion of larger units?	35 double fronted units. 8 triple fronted units. 2 quadruple fronted units. Large scale units are present within the town centre, however the centre is largely dominated by smaller units. In the south is a very large D2 unit, housing the East Ham Leisure Centre, as well as some large A1 units, such as the Sainsbury's and Lidl supermarkets, large Wilkinsons store and a Primark		37 double units 8 triple units 2 quadruple unit. (Plus large units within the existing boundary).

	unit comprising approximately a 5 th of the block.		
Investment interest/	Proposals for redevelopment of Strategic Site S26 for the new University Technical College on the police station campus.		
National chain representation?	<p>35 National Chains</p> <ul style="list-style-type: none"> - supermarkets offering some higher order goods - banks - other convenience retail <p>Approximately 26% of chains are takeaway outlets or betting shops, with the remaining 74% providing a higher quality offering.</p> <p>No additional national chains provided by options to extend the boundary.</p>		
Continuity in public realm/other design characteristics?	<p>Investment in the public realm within bus-only section over last few years has resulted in continuity of design and quality (pavements, benches, planting).</p> <p>Southern end of the centre, with its concentration of listed buildings including the Edwardian Town Hall complex, forms part of the East Ham Conservation Area.</p>	<p>Incorporates a greater proportion of the East Ham Conservation Area into the town centre boundary.</p> <p>The Police Station is part of the Edwardian civic centre cluster with the College – if not in design terms – at least functionally operating as a key part of the centre.</p>	<p>Similar terraces extending to the east along Romford Road, proposal incorporates a fully commercial section.</p>
Vacancy levels	2%/ 11 units	0 units (2%/ 11 units)	10%/ 1 unit (2.1%/ 12 units)
Any other considerations?	Town centre arches, station and Civic Centre (including projected future role of Police Station and ongoing college presence to the south) provide natural north/south limits.		

East Ham's existing town centre boundary is not considered to be inappropriate in relation to the regeneration (and growth) opportunities from identified sites within the boundary, the centre's Major centre role and function, growth potential, floorspace regeneration and targeted qualitative improvements. However using the applied methodologies, minor extensions to the boundary may be appropriate to reflect the current realities and ongoing developments of the centre, in line with the vision set out within existing policy, especially given the strategic focus and developer interest in the southern part of the centre.

It is sensible to consider a limited boundary extension to the south of the Centre, given the proposed regeneration plans, Strategic Site S26 and the

heritage value of the buildings here. Similarly a small extension up to the natural breakpoint of Latimer Avenue would more adequately reflect the realities of the centre in terms of the uses of units, traffic, footfall or frontages (as defined in Fig 6).

Whilst there is a small degree of vacancy in the town centre (which would not be increased by the inclusion of further additional units) this remains well below the London-wide average³ and should allow for a natural turnover of the town centre's units. It is anticipated that regeneration opportunities should in time help to stabilise the town centre's role, rather than indicating that the town centre boundary should be drawn any tighter. This in turn should help to re-focus and consolidate commercial uses (which have spread beyond the bounds of the designated town centre along Romford Road to the east and west), and aid the renewal of existing floorspace within the centre.

No other options for the amendment to the town centre boundary were considered compatible with the strategic policy context.

Primary Shopping Frontage

For Primary Shopping Frontage (PSF) amendment options see Fig 6 and The Town Centre Spatial Designations: Options document.

	Existing Primary Shopping Frontage	Southern Extension of the PSF (cumulative figure with existing TC boundary)
% A1	81%	44% (79%)
Other key attractors?	3 bus stops. Stores providing quality comparison goods.	
Proportion of larger units?	14 double fronted units. 4 triple fronted units. 1 Quadruple fronted unit. Large scale units are present within PSF. Some large A1 units such as the Sainsbury's supermarkets, large a Primark unit comprising approximately a 5 th of the block.	Introduces additional double fronted unit and triple fronted unit (Plus those within existing boundary)
Investment interest/	Investment interest in Strategic Site S25.	
National chain representation?	29 national chains – The majority providing a higher quality offering (approximately 14% offering betting shop of takeaway services).	32 national chains – The majority providing a higher quality offering (approximately 19% offering betting shop of takeaway services).
Quality/uniformity of public realm?	Consistent across either designation, no kerbs, wide pavements, good quality paving & markings, benches & cycle racks, small trees & planting beds.	
Vacancy levels	1 unit/ 0.7%	0 units (1 unit/ 0.7%)

³ London-wide average vacancy rate 8.1% (Local Data Company, February 2014).

In applying the methodologies for Primary Shopping Frontage, it is clear that in line with regeneration ambitions, the existing Primary Shopping Frontage continues to be appropriate. The core of the centre experiences the bulk of footfall (Fig 6) and contains a mix of A use classes suitable for its designation. The no-through-traffic (save for one-way buses) section of High Street North largely dictates that area as the busiest core of the town centre. A key point of pedestrian access to the town centre is into this section, from the west at Westfield Street.

Vacancy rates here are low indicating a healthy primary frontage and in other areas (comprising either existing or proposed Secondary Shopping Frontage) the percentage of A1 falls, incorporating a greater proportion of A2, A3, A4 and A5 uses, as is appropriate for Secondary Frontage designations.

In spite of this, it is appropriate to consider a minor extension of the Primary Shopping Frontages to incorporate the southern most block between Thorpe Street and Lloyd Road to reflect units and shopping patterns in this area.

No other options for Primary Shopping Frontage were considered compatible with the strategic policy context.

Secondary Shopping Frontage

In assessing Secondary Shopping Frontage, options proposed demonstrate the expected reduction in A1 units and increased proportions of other A use classes. Options to extend the Secondary Frontage are considered to be appropriate due to a lack of differentiation in uses, traffic, footfall and frontages in these areas compared with the existing designation.

Primary Shopping Area

The Primary Shopping Area proposed (Fig 6) depicts a logical area within the core of the wider town centre where the footfall and A1 uses are at their peak.

Forest Gate

Forest Gate is a busy district centre situated along Woodgrange Road, with a small proportion extending to the south of the Romford Road intersection along Upton Lane. The centre offers a variety of A uses including retail and food and drink establishments, together with community facilities such as the library and Methodist church (proposed housing site allocation M68). Footfall throughout the centre is healthy, particularly within the core area between Romford Road and Forest Gate Station. Transport access is good, with two stations serving the centre (Forest Gate station within the town centre boundary and Wanstead Park to the north) and good bus connections north/south and east/west.

The strategic intention for Forest Gate town centre is to maintain and develop its district centre function via growth and regeneration opportunities provided by Strategic Site S24 (allocated for retail, residential and community and business uses) and the provision of Crossrail services from the station.

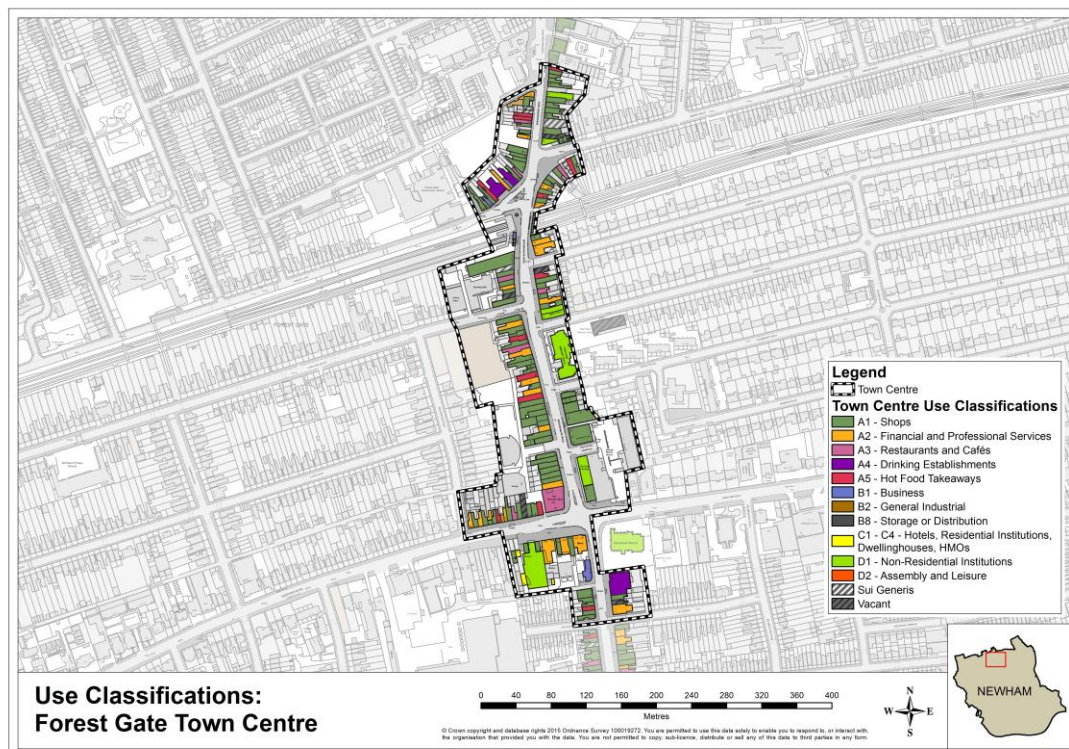


Fig 7 – Forest Gate Town Centre Use Classes

Please note: Use classes are indicative and should not be taken to confer lawful use status.



- Proposed Additions to Town Centre – Red
- Proposed Primary Shopping Frontage - Green
- Proposed Secondary Shopping Frontage - Yellow
- Proposed extent of Primary Shopping Area – Blue Dotted
- Rail Stations – Turquoise Star
- Bus Stops – Pink Star
- Strategic Site – Pale Pink
- Concentration of Footfall – Turquoise Dashed

Fig 8 – Forest Gate Boundary/Frontage Options OS mapping used under licence: 100019272 (Crown Copyright)

Boundaries

For boundary amendment options see Fig 8 and The Town Centre Spatial Designations: Options document.

	Existing Town Centre Boundary	Addition of the Emmanuel Church (cumulative figure with existing TC boundary)	Northern Boundary Extension (cumulative figure with existing TC boundary)	Southern Boundary Extension (cumulative figure with existing TC boundary)
% town centre uses at ground floor	91% main town centre uses comprising 55% A1, 30% other A Class uses, 2% B1, 4% D1.	100% main town centre uses from D1 (92% main town centre uses comprising 55% A1, 30% other A Class uses, 2% B1 and 5% D1).	100% main town centre uses from A1 (91% main town centre uses comprising 56% A1, 28% other A Class uses, 2% B1 and 5% D1).	97% main town centre uses from A1, A2, A3 and A5 (93% main town centre uses comprising 57% A1, 30% other A Class uses, 1% B1 and 4% D1).
Other key attractors/generators of footfall?	One train station, 8 bus stops. D1 cluster (4 units) within the core of the centre.	The Emmanuel Church community facility (plus key attractors within existing boundary).	Additional A Class units (plus key attractors within existing boundary).	Additional A Class units (plus key attractors within existing boundary).
Proportion of larger units?	16 double units. 3 triple units. 1 quadruple unit. A number of larger units within the centre, notably large/deep Co-op unit, and other large A1 units housing supermarkets within the core of the centre. The area also contains a number of large scale, deeper D1 units including a Methodist Church (proposed housing site allocation M68) and mosque. Large A3 unit on the	Introduces a large D1 facility into the boundary (plus units within the existing boundary).	Two larger (double frontage) comparison goods units introduced (plus units within the existing boundary).	Additional double fronted A1 unit (plus units within the existing boundary).

	corner of Romford Road.			
Investment interest	Limited development interest at present.			
National chain representation?	<p>15 national chains, including:</p> <ul style="list-style-type: none"> - 3 supermarkets offering some higher order goods - banks - other convenience retail <p>Approximately 50% of chains are takeaway outlets or betting shops, with the remaining half providing a higher quality offering.</p> <p>No additional national chains introduced via the options for boundary extension.</p>			
Continuity in public realm/other design characteristics?	<p>The majority of the existing town centre forms part of the Forest Gate Conservation Area. A number of existing blocks within the boundary are considered to add heritage value, whilst others are recognised as detracting from the quality of the area and are need of improvement. Public realm improvements are required to ensure a more pedestrian friendly environment around the station area.</p>	<p>Emmanuel Church is considered to add heritage value to the Forest Gate conservation area as well as being a key town centre landmark.</p>	<p>Additional block considered to be neutral in terms of value to the Forest Gate Conservation Area. Continuity of terraces and public realm with section currently in town centre boundary. Station vicinity/railway arches a natural gateway point.</p>	<p>Continuity of terraces and public realm with section currently in town centre boundary. Mosque and Whyteville Road natural gateway markers.</p>
Vacancy levels	3.9%/ 8 units	0 units (8 units/ 3.9%)	0 units (8 units/ 3.9%)	0 units (8 units/ 3.9%)
Any other considerations?	<p>The potential for the development of Strategic Site S24 and the opportunities which will arise from Crossrail in terms of investment momentum.</p> <p>Potential for redevelopment of the Methodist Church (proposed housing site allocation M68) and associated buildings and the proposed block of Secondary Shopping Frontage fronting Forest Lane.</p>			

Forest Gate's existing town centre boundary is not considered to be inappropriate in relation to the regeneration opportunities identified (notably Core Strategy Strategic Site S24 and the opening of Crossrail) the Centre's district level role and function, and targeted qualitative improvements. It is anticipated that such regeneration opportunities should in time help to reinforce the town centre's role, rather than indicating that the town centre boundary should be drawn any tighter. The current extent also allows for the

maintenance/revitalisation of a reasonable quantum of smaller independent shops south of Romford Road, as well as on Woodgrange Road itself.

However using the applied methodologies there is potential for limited extensions to the boundary in order to more adequately reflect the realities of the centre in terms of the uses, traffic, footfall and frontages (as defined in Fig 8). Firstly, it is appropriate to consider the inclusion of a large community facility (D1 use class), the Emmanuel Church, within the town centre boundary, especially given its location at the crossroads which demarks the gateway to the centre's core, and the heritage and landmark value it contributes. Further opportunities exist to extend the boundary (incorporating the options for additional Secondary Shopping Frontage), to include 14 – 118 Woodgrange Road to the north and 26 – 60 and 15 – 53 Upton Lane in the south. The inclusion of the block to the north of the centre is logical, given the size and offering of the units here, the footfall present and the natural breakpoint provided by the station/railway bridge. To the south, the Quwwat Lil Islam Mosque and Whyteville Road act as natural endpoints to the town centre boundary and blocks proposed for inclusion cannot be differentiated from those opposite and to the north, in terms of block character, uses and footfall.

Whilst there is some degree of vacancy in the town centre (which would not be increased by the inclusion of additional units) this is considered to be low, falling well below the London-wide average figures⁴ and should allow for a natural turnover of the town centre's units. Limited expansion is not projected to cause further vacancies.

No other options for the amendment to the town centre boundary were considered compatible with the strategic policy context.

Primary Shopping Frontage

	Existing Primary Shopping Frontage
% A1	70%
Other key attractors?	1 train station, 3 bus stops.
Proportion of larger units?	The majority of units are smaller single fronted premises; however a number of larger units are situated within the PSF. This includes 2 double, 1 triple, 1 Quadruple (A1) units and the notable large/deep Co-op unit. Other large A1 units housing supermarkets are located in the southern area of PSF on the eastern side of Woodgrange Road.
Investment interest	Limited investment interest.
National chain representation?	9 national chains – The majority providing a higher quality offering (approximately 55% offering betting shop of

⁴ London-wide average vacancy rate 8.1% (Local Data Company, February 2014).

	takeaway services).
Quality/uniformity of public realm?	Location of the Methodist Church (proposed housing site allocation M68) provides an obvious break in the shopping frontage and interrupts the uniformity of the public realm.
Vacancy levels	1 unit (2.4%)
Any other considerations?	Site allocation S24, regeneration opportunities provided by Crossrail and potential future regeneration of the Methodist Church and surrounding buildings to assist in upping the quality of the offering within PSF.

In applying the methodologies for Primary Shopping Frontage options it is clear that in line with regeneration ambitions, the existing Primary Shopping Frontage continues to be appropriate. The core of the centre experiences the bulk of footfall (Fig 8) and contains a mix of A use classes, approaching 70% A1, suitable for its designation. Vacancy rates here are low indicating a healthy Primary Frontage and in other areas (comprising either existing or proposed Secondary Shopping Frontage) the percentage of A1 falls, incorporating a greater proportion of A2, A3, A4 and A5 uses, as is appropriate for Secondary Frontage designations.

Though it may have been appropriate to consider the extension of Primary Shopping Frontage to both sides of the street, to reflect the centre's core, the quality of the offering of existing units, together with the interruption in block uniformity by the location of the Methodist Church (proposed housing site allocation M68), currently limit this possibility. It is recognised however that regeneration ambitions in the area may provide room for growth and signal a change to this designation in the future.

No other options for Primary Shopping Frontage were considered compatible with the strategic policy context.

Secondary Shopping Frontage

In applying the methodologies for Secondary Shopping Frontage, options proposed demonstrate the expected reduction in A1 units and increased proportions of other A use classes. Options to extend the Secondary Frontage (in line with the proposed boundary extensions) are considered to be appropriate due to a lack of differentiation in uses, traffic, footfall and frontages in these areas comparative to the existing designation.

Primary Shopping Area

The Primary Shopping Area proposed (Fig 8) depicts a logical area within the core of the wider town centre where the footfall and A uses are at their peak.

Green Street

Green Street is a bustling District Centre which supports one of Britain's most celebrated Asian shopping destinations. The centre contains a diverse range of ethnic shops, Queens Market, a number of restaurants and cafes and a small range of other main town centre uses which contribute to the centre's local and wider draw.

The town centre vision anticipates strengthening Green Street's dual specialist and local shopping role, together with improving the leisure/evening economy offer: mainly qualitative changes (including Strategic Site redevelopment to incorporate new and replacement floorspace) rather than significant expansion or contraction. More recently, the Boleyn Ground (West Ham stadium site) has been proposed for residential-led redevelopment; should this come forward, the district centre role could be reinforced further with an expanded local customer base.

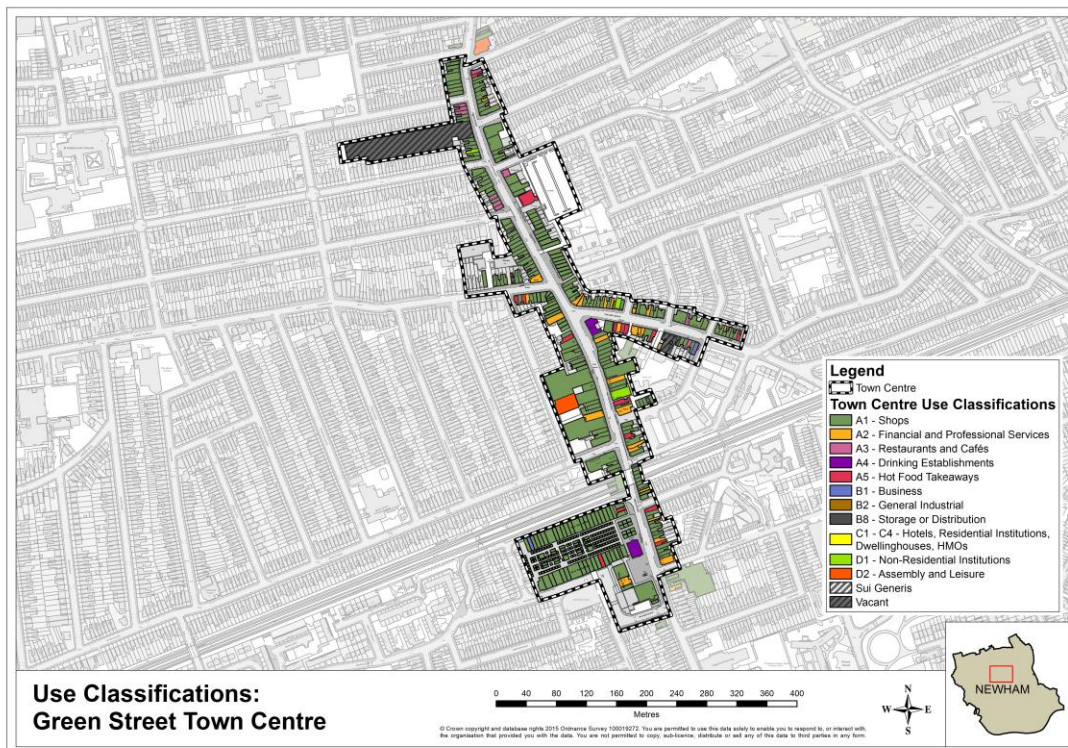


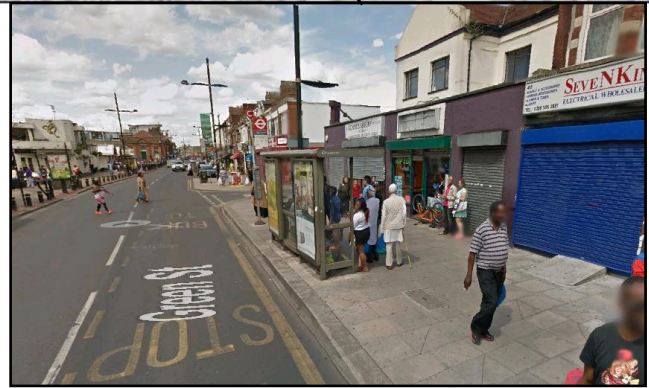
Fig 9 – Green Street Town Centre Use Classes

Please note: Use classes are indicative and should not be taken to confer lawful use status.



- Proposed Additions to Town Centre – Red
- Proposed Reduction of Town Centre - Purple
- Proposed Primary Shopping Frontage - Green
- Proposed Secondary Shopping Frontage - Yellow
- Proposed extent of Primary Shopping Area –Blue Dotted
- Rail Stations – Turquoise Star
- Bus Stops – Pink Star
- Strategic Site – Pale Pink
- Concentration of Footfall – Turquoise Dashed
- Development Sites - Orange

Fig 10 – Green Street
Boundary/Frontage Options
mapping used under licence: 100019272
(Crown Copyright)



For boundary amendment options see Fig 10 and The Town Centre Spatial Designations: Options document.

	Existing Town Centre Boundary	Northern Boundary Extension (cumulative figure with existing TC boundary)	Southern Boundary Extension (cumulative figure with existing TC boundary)	Plashet Road Boundary Reduction
% town centre uses at ground floor	96% main town centre uses comprising 84% A1, 11% other A Class uses and 1% D1. Also includes a small amount of B1 space (less than 1%).	80% main town centre uses from A1 and D1 (96% main town centre uses comprising 84% A1, 11% other A Class uses and 1% D1. Also includes a small amount of B1 space (less than 1%).	100% main town centre uses from A1, A2 and A3 uses (96% main town centre uses comprising 84% A1, 11% other A Class uses and 1% D1. Also includes a small amount of B1 space (less than 1%).	N/A Option represents a reduction of the TC boundary to exclude residential.
Other key attractors/ generators of footfall?	11 bus stops, 1 train station. Clusters of A1 units dedicated to ethnic bridal wear (clothes, shoes, jewellery) in the blocks between Plashet Road and Boleyn Road.			Reduces transport provision to 9 bus stops, 1 train station.
Proportion of larger units?	28 double fronted units 8 triple fronted units 1 quadruple fronted deeper unit housing a supermarket. Queens Market and the new East Shopping Centre (the centre's deepest building from the street frontage containing 58 A class units) provide large	Additional triple fronted unit (plus units within the existing boundary).	Additional double fronted units (plus units within the existing boundary).	N/A Option represents a reduction of the TC boundary to exclude residential.

	spaces to house a number of retailers.			
Investment interest/	East Shopping Centre and the subdivision of a number of units including an A4 unit, Venus Mall and 307 Green Street.	No additional investment interest.		N/A Option represents a reduction of the TC boundary to exclude residential.
National chain representation ?	16 national chains including comparison and convenience goods, banks and poorer quality offering (betting shops and takeaways account for 37.5% of national chains).			N/A Option represents a reduction of the TC boundary to exclude residential.
Continuity in public realm/other design characteristics ?	The public realm and design of Green Street is varied, having been subject to numerous changes to buildings overtime.	Incorporates a banqueting hall (249 Green Street), a Victorian pub conversion which holds significant heritage value for the town centre area, and are clearly oriented towards it; distinct separation of residential unit to the north and predominantly residential character beyond.	Continuation of town centre orientation/ uses, commercial and public realm. Clear distinction/ break point with residential beyond.	Option represents a reduction of the TC boundary to exclude residential, which adds little character to the town centre.
Vacancy levels	2.7%/ 18 units	20%/ 1 unit (3%/ 20 units)	0%/ 0 unit (Overall 3%/ 20 units)	N/A Option represents a reduction of the TC boundary to exclude residential.
Any other consideration?	Various sites redeveloped/plans to redevelop - East Shopping Centre is complete but as yet unoccupied, plans for redevelopment of the			

	<p>Duke of Edinburgh Pub to provide subdivided retail units. Potential Future redevelopment - Strategic site S27 and intensification opportunities within the existing boundaries and urban grain.</p>
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Green Street Town Centre is a healthy district centre, containing a diverse range of main town centre uses, comprising mainly A uses with a small proportion of community facilities (a library, dental surgeries). A busy level of footfall can be observed throughout the day (travelling north/south along Green Street within the centre’s core), creating a bustling street scene, with visible crowding at transport nodes. Footfall drops off along Plashet Grove and towards the northern edge of the town centre boundary, however to the south footfall remains at a relatively healthy level, maintaining some connection to the Boleyn local centre, 300m away.

The existing town centre boundary is not considered to be inappropriate in relation to the regeneration opportunities identified (notably Core Strategy Site S27), the centre’s district level role and function, and targeted qualitative improvements. It is anticipated that regeneration opportunities should over time help to reinforce the town centre’s role, character and quality rather than indicating that the boundary should be drawn significantly tighter or be subject to drastic extensions.

Using the applied methodologies there is potential for limited modifications to the boundary to more adequately reflect the realities of the centre in terms of uses, traffic, footfall and frontages (as defined in Fig 10). This includes consolidation to exclude a small area along Plashet Road, to reflect the residential use of the units and protect from any future conversion to A1. Two minor extensions are proposed; to the north and south of the boundary. Both areas proposed for inclusion within the town centre contain units in main town centre use. In the north, the current boundary is drawn at Woodstock Rd/Ferndale Rd. Although this provides a natural break at the end of the block, the presence of retail units, together with the converted pub (at 243 – 249 Green Street) form a logical component of the town centre. The row’s formation with regard to the distinct separation of a neighbouring residential unit provides a clear natural boundary which would act to prevent future sprawl of retail uses outside of the defined boundary.

To the south of the boundary, the street becomes increasingly residential with other A uses (takeaways and convenience retail) dispersed along the row, decreasing in frequency towards Barking Road, providing important delineation and spacing between Green Street town centre and Boleyn local centre. The current boundary and Secondary Shopping Frontage is drawn at a natural end point at Redclyffe Road, however the location of A units at 407-421 Green Street (a launderette, bakery, electrical shop and estate agent) allow for consideration of a boundary extension (up to the point of neighbouring residential units) reflecting the busy footfall here and the proposed Primary Shopping Frontage on the opposite side of the road.

The vacancy rate of 3% or less is low in comparison to London-wide averages⁵ allowing for limited natural turnover of town centre units. Some have argued that this is evidence of strong demand, together with sub-division of units, and [often unlawful] conversions/proposed changes of use in and around the centre. However, such demand does not necessarily equate to stability and long term investment in the centre. Indeed, whilst there has been no development activity on Queens Market, a key development site (the former bus garage in the north of the centre) has recently completed providing a significant increase in purpose-built floorspace (58 units, approximately 6500 sq. m) without compromising residential stock and further elongating the centre, reducing walkability and increasing distances from transport nodes.

Primary Shopping Frontage

For Primary Shopping Frontage (PSF) amendment options see Fig 10 and The Town Centre Spatial Designations: Options document.

	Existing Primary Shopping Frontage	Extension of the boundary northwards on either side of Green Street and small extension to the south below Queen's Market (Cumulative figure with existing Primary Shopping Frontage)
% A1	95%	83% (92%)
Other key attractors?	4 bus stops, 1 train station. Clusters of A1 units dedicated to ethnic bridal wear (clothes, shoes, jewellery) in the blocks between Plashet Road and Neville Road as well as other specialist ethnic offerings such as food/confectionary.	Introduces 2 additional bus stop (plus key attractors within the existing PSF).
Proportion of larger units?	14 double fronted units 4 triple fronted unit 1 quadruple fronted deeper unit housing a supermarket. Queens Market provides a large internal space to house a number of retailers.	Introduces 3 additional double fronted units, 4 triple fronted units and the new East Shopping Centre (the centre's deepest building from the street frontage containing 58 A class units) provide large spaces to house a number of retailers (plus existing units within the PSF).
Investment interest/	Evidence of subdivision (Venus Mall subdivided into 16 units).	Development of East Shopping Centre (plus interest in existing boundary).
National chain representation?	8 national chains - 25% offering takeaway and	11 national chains – 36% offering takeaway and betting

⁵ London-wide average vacancy rate 8.1% (Local Data Company, February 2014).

	betting shop services.	shop services.
Quality/uniformity of public realm?	The public realm and design of Green Street is varied, having been subject to numerous changes to buildings overtime.	
Vacancy levels	1 units/ 0.3%	3 units/3.4% (4 units/0.9%)
Any other consideration?	Opportunities for the redevelopment and intensification of Strategic Site S27 Queen's Market has not yet come forward for redevelopment, but would provide opportunities for intensification/ increased retail floorspace within the PSF. The impact of any proposals that do come forward would need monitoring.	

In applying the methodology for Primary Shopping Frontage options, it is clear that in line with the regeneration ambitions, together with traffic, footfall or frontages in the areas defined on Fig 10, that it is appropriate to consider an extension of the Primary Shopping Frontages to extend to the north of the centre on both sides of the street and to include a small area to the south of the market. The current existing designated Primary and Secondary Shopping Frontages (see Fig 10) do not provide an up to date reflection of shopping patterns here, especially as the main retail focus extends north of Upton Park Station. An increase in the Primary Shopping Frontage does not decrease the proportion of A1 which remains well above the 70% benchmark.

The East Shopping Centre (232 – 236 Green Street) has recently been built out and is scheduled for opening in January 2015. Although the Centre has capacity for 58 units in A Class use, it has not be included as part of the Primary Shopping Frontage, as an accurate assessment cannot be made regarding the unit's performance until retailers occupy the floorspace.

No other options for Primary Shopping Frontage were considered compatible with the strategic policy context.

Secondary Shopping Frontage

In applying the methodologies for Secondary Shopping Frontage, options proposed demonstrate the expected reduction in A1 units and increased proportions of other A use classes. Options to extend the Secondary Shopping Frontage (in line with the proposed boundary extensions) are considered to be appropriate due to a lack of differentiation in uses, traffic, footfall and frontages in these areas comparative to the existing designation.

Primary Shopping Area

The Primary Shopping Area proposed (Fig 10) depicts a logical area within the core of the wider town centre where the footfall and A uses are at their peak.

Stratford

Stratford as a centre is in transition from a Major to a Metropolitan Centre. With the opening of Stratford City, town centre floorspace (proposed to be brought within the town centre boundary by the LLDC Local Plan) has been considerably expanded, and work has been ongoing to ensure these two very different areas knit together as a coherent centre benefiting from excellent transport links.

A key part of this strategy was the identification of a large Strategic Site, S05 in the existing town centre, and a much stricter approach to proposals for ground floor ribbon commercial development extending beyond the centre boundaries. Investment momentum is growing within the Strategic Site area, and it is proposed that boundaries are modified to reflect this focus and other current, well established realities. This would provide clearer strategic demarcation with the new Maryland local centre boundaries (proposed elsewhere) and between the town centre and residential hinterland, including recognising opportunities to redevelop sites or convert units to residential only.

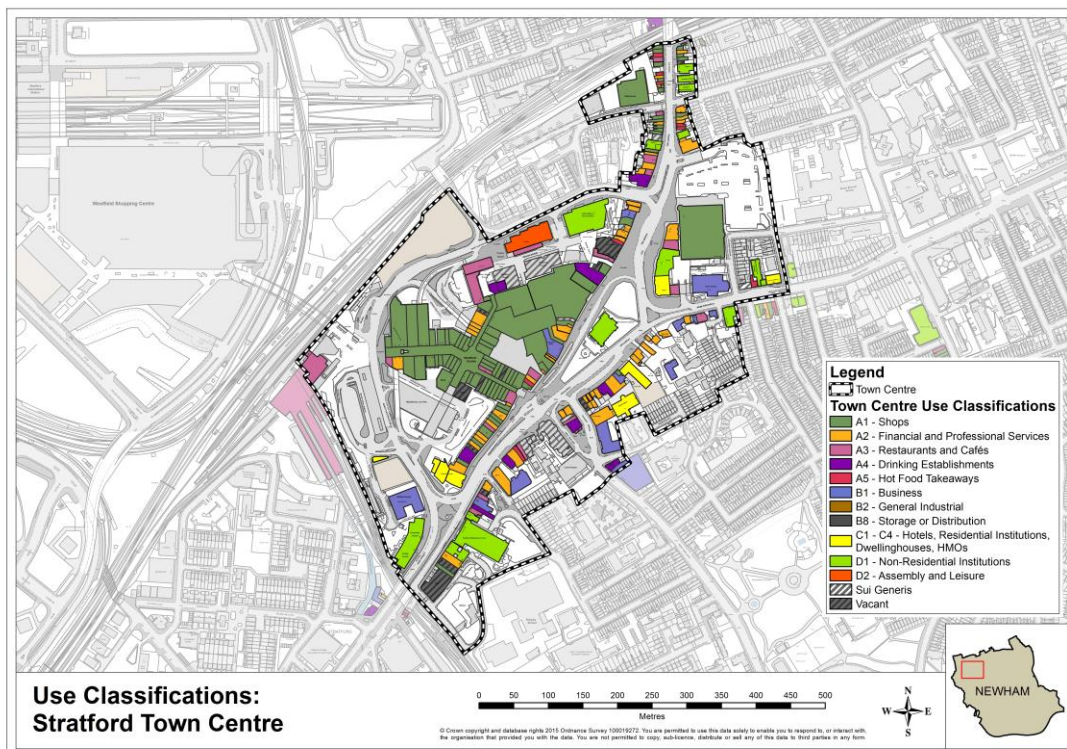


Fig 11 – Stratford Town Centre Use Classes

Please note: Use classes are indicative and should not be taken to confer lawful use status.



- Proposed Additions to Town Centre – Red
- Proposed Reduction of Town Centre - Purple
- Proposed Secondary Shopping Frontage - Yellow
- Proposed extent of Primary Shopping Area – Blue Dotted
- Rail Stations – Turquoise Star
- Bus Stops – Pink Star
- Development Sites - Orange

Fig 12 – Stratford Boundary/Frontage Options mapping used under licence: 100019272 (Crown Copyright)

Boundaries

For boundary amendment options see Fig 12 and The Town Centre Spatial Designations: Options document.

	Existing Town Centre Boundary	Reduction of the Boundary along The Grove (cumulative figure with remaining existing town centre)	Reduction of the Boundary along The Grove and to the east of the centre (cumulative figure with remaining existing town centre)
% town centre uses at ground floor	93% main town centre uses comprising 53% A1, 27% other A Class uses, 7% B1 and 3% D1. Also includes a small amount of C1 space (less than 1%).	NA (92% main town centre uses comprising 53% A1, 28% other A Class uses, 8% B1 and 2% D1. Also includes a small amount of C1 space (less than 1%).	NA (92% main town centre uses comprising 54% A1, 27% other A Class uses, 8% B1 and 2% D1. Also includes a small amount of C1 space (less than 1%).
Other key attractors/generators of footfall?	One train station, 12 bus stops. A small D1 cluster towards the southern tip of the town centre boundary and cluster of 3 units of D2 floorspace around theatre square. There are substantial clusters of A2 (in excess of 5 continuous units of estate agents and solicitors) within the blocks on the south side of the Broadway, and to a lesser extent on the northern side of this street in two separate locations.		
Proportion of larger units?	33 double units. 3 triple units. Centre contains some very large A1 units to the north of the Mall such as Wilkinsons and the indoor market (accessed via the Mall). All D1 and D2 units within the centre are substantial in size, with floorspace extended far back from the street frontages.	Removes 2 double fronted units (plus units within the existing boundary).	Removes 2 double fronted units and 2 triple fronted units (plus units within the existing boundary).
Investment interest/	Substantial interest in residential redevelopment schemes within the town centre boundary, some of which will include commercial units and improvements to the town centre		

National chain representation?	35 national chains including convenience and comparison goods and banking services. Approximately 86% of chains provide a quality offering (with a lower 14% proportion made up of takeaway/fast food services). Reduction in the town centre boundary does not exclude any national chains or development interests		
Continuity in public realm/other design characteristics?	The Town Centre benefits from a handful of heritage (Old Town Hall, St Mark's Church) assets and central green area (St Mark's Church garden) adding character. The Broadway is dominated by a gyratory system requiring design improvements to create a safer and more pedestrian friendly environment along a main route. Overall, improvements are sought to improve the public realm to strengthen the identity of Stratford Town Centre for both day and night time economy, high quality public realm in which the area lacks and quality shop frontages to help define the areas role a Town Centre.	The new road created north of Morrison's creates a divide and scale change with its wide, busy intersection. Buildings north of this point along The Grove are largely inconsistent in design.	Whilst keeping the heritage value of The Old Dispensary building and the large gateway block of the Solar Office building, the division at this point exploits the scale change on the north side starting with the low frontage car forecourt use. On the southern side, built stretches are not consistent in design so there is no arbitrary break of coherent terrace.
Vacancy levels	4.5%/ 21 units	Removes 1 vacant unit (4%/ 22 units)	Removes 0 vacant units (4.5%/ 21 units)
Any other considerations?	Redevelopment interest in Stratford as a whole (Strategic Site S05).		

Stratford's existing town centre boundary is not considered to be inappropriate in relation to the centre's role and aspiration to move up the town centre hierarchy, particularly in relation to the Stratford Central Strategic Site (S05) and the development opportunities identified. A principle aim for the regeneration and improvement of the quality of the area is to provide a town centre that integrates with the Stratford City development, meaning that focused redevelopment and qualitative improvements in this area are particularly important.

Although Stratford currently performs well, demonstrating high levels of footfall particularly through the Mall which is a key pedestrian through route from Newham to Stratford Station and Westfield Shopping Centre, opportunities for consolidation of the centre could be achieved via minor boundary amendments. The exclusion of units along The Grove which are less in keeping with the town centre's character, due to their size, uses and quality of offering, is a logical amendment in line with the strategic vision for Stratford. This will also prevent Stratford Town Centre from merging with the proposed local centre at Maryland, to the north. Similarly drawing in the boundary to the south/south east to align with Strategic Site S05 and exclude units in solely residential use would also assist in consolidating the centre.

Whilst there is a degree of vacancy within the town centre (which would not be altered by the exclusion of units), the vacancy rate remains below the London-wide average⁶, allowing for a natural turnover of town centre units. When considered alongside regeneration opportunities, it is anticipated that over time these will allow for consolidation of out of centre uses within the boundaries, reinforcing its focus rather than indicating that the boundary should be drawn any further afield.

No other options for the amendment to the town centre boundary were considered compatible with the strategic policy context.

Primary Shopping Frontage

	Existing Primary Shopping Frontage
% A1	91.4%
Other key attractors?	The shopping mall itself, large Sainsbury's, specialist Asian Supermarket, Internal Market within the mall.
Proportion of larger units?	17 double fronted units
Investment interest/	Morgan House and surrounding redevelopment interest.
National chain representation?	35 national chains including convenience and comparison goods and banking services. Approximately 86% of chains provide a quality offering (with a lower 14% proportion made up of takeaway/fast food services).

⁶ London-wide average vacancy rate 8.1% (Local Data Company, February 2014).

Quality/uniformity of public realm?	Quality of the PSF is average and somewhat outdated. Public realm remains consistent across the shopping centre due to its managed internal environment. Markets form additional retail within the PSF providing a clean Primary Shopping area that secondarily acts as a thoroughfare between Stratford Station, Westfield Shopping Centre (Stratford City) and the town centre and the rest of the borough.
Vacancy levels	2 units (1.1%)
Any other considerations?	NA

It is clear that the natural retail core of Stratford Town Centre continues to be the Mall and in applying the methodologies for Primary Shopping Frontage options, in line with the ambitions for the centre the existing Primary Shopping Frontage continues to be appropriate. The frontage remains healthy, with low proportions of vacant units and high footfall throughout the week, in part due to its location providing increased connectivity to Stratford City (Westfield) and Stratford Station.

No other options for Primary Shopping Frontage were considered compatible with the strategic policy context.

Secondary Shopping Frontage

In applying the methodologies for Secondary Shopping Frontage, options proposed demonstrate the expected reduction in A1 units and increased proportions of other A use classes comparative to Primary Shopping Frontage. Options to extend the Secondary Frontage (in line with the proposed boundary alterations) are considered to be appropriate due to a lack of differentiation in uses, traffic, footfall and frontages in these areas than the existing designation. Extensions would incorporate all A uses around the shopping mall and along the Broadway and The Grove.

Primary Shopping Area

The Primary Shopping Area proposed (Fig 12) depicts a logical area within the core of the wider town centre where the footfall and A1 uses are at their peak.