

Olympic Legacy Supplementary Planning Guidance



July 2012

MAYOR OF LONDON

Well! these are tales of mystery!
And many a darkly-woven lie
With men will easy credence gain;
While truth, calm truth, may speak in vain,
For eloquence, whose honey'd sway
Our frailer mortal wits obey,
Can honour give to actions ill,
And faith to deeds incredible;
And bitter blame, and praises high,
Fall truest from posterity.

*Translations Of Pindar: The First Olympic Ode.
470 BC*

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Foreword

The successful, viable and sustainable regeneration of the Olympic Park and its surrounding areas is the Mayor of London's highest regeneration priority, and success here will allow him to achieve many of his wider objectives.

I am therefore delighted to introduce this Olympic Legacy Supplementary Planning Guidance, which sets out our shared vision for the main Olympic site at Stratford and the areas and communities that surround it which I want to see transformed into a new piece of London.

We want the legacy from the 2012 Games to demonstrate all that is good about London – its energy, its diversity, its noise and the ambitions of its people. Most of all, we want to create a part of London where people choose to live, will feel safe, will visit and enjoy, and will relax in and help make. Within this, we want places that are beautiful, that will capitalise on their inheritance from the Games, that are fully integrated with their surroundings, and that will establish the highest standards of design, sustainability and environmental quality. The new homes they will contain will have decent space standards and their architecture will both delight and inspire.

The Lea Valley and Stratford are incredible assets for London and Londoners, and improving connectivity is the key to unlocking the area's potential. This means that the new neighbourhoods and homes will be linked to new jobs, shops and leisure facilities by a network of public spaces and walking and cycling routes, connecting the new to the old, the quiet to the busy and the big to the small.

I look forward to working in partnership with all those who can help deliver this vision, in particular the private sector, the four host boroughs in the OLSPG area and the communities they represent, the Government, the Lee Valley Regional Park Authority, other public authorities, landowners and the development industry.

The challenges are immense – but so are the rewards. Reversing decades of imbalance and inequality will not be easy, but working together, I intend to show that the 2012 Games and their legacy can and will achieve the transformation of east London that underpinned the ambition of London's original Olympic bid.



Edward Lister

Chief of Staff and Deputy Mayor for Planning

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Section

ONE

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1.1 Vision

A great part of a great city

In 2030...

... the investment and change triggered by London's hosting of the 2012 Olympic and Paralympic Games has not only helped create a successful, new part of the city but also helped renew all the communities that surround it. It is no longer a place at the periphery of London that suffers from its industrial past, cut off from surrounding communities and a tear in the city's urban fabric.

Stratford is bustling with shoppers and office workers, busy with visitors from across London and the world. It is a destination and one of the best connected places in London – internationally, to the rest of the city, and most importantly to the revitalised neighbourhoods around it.

Each of which has its own character. Hackney Wick and Fish Island are a lively mix of homes and new enterprises, in canalside apartments and revived Victorian yards. Pudding Mill Lane is a new mixed use community and Bromley by Bow and Sugar House Lane combine to make a family-oriented neighbourhood straddling the River Lea. On the north side of the park, Leyton and Leytonstone have new shops, new homes, and new links to Stratford.

Twenty years after the Games, it's now one of the best places in London to live and work – the best legacy there could be from the 2012...





source: London 2012

1.2 Developing the vision

To create a new part of London

This supplementary planning guidance is a key document to help create a new part of London built around the Lea Valley's unique network of waterways and open spaces that link the Thames to Hertfordshire and Essex. It will consist of new and existing neighbourhoods that embrace the OLSPG area's rich cultural diversity. It will be a distinctive and well connected place where people can live and work sustainably and offer a wide range of new jobs and homes. It will incorporate the best of contemporary design, complement the area's historical architecture and assets, and build on the sustainable infrastructure and standards the 2012 Games has established. The OLSPG emphasises the importance of family housing, supported by new and improved open spaces and social infrastructure such as schools and health facilities. This will be in contrast to much recent apartment-dominated development and help establish lifetime neighbourhoods where people will choose to live, settle and raise families.

Growth and investment

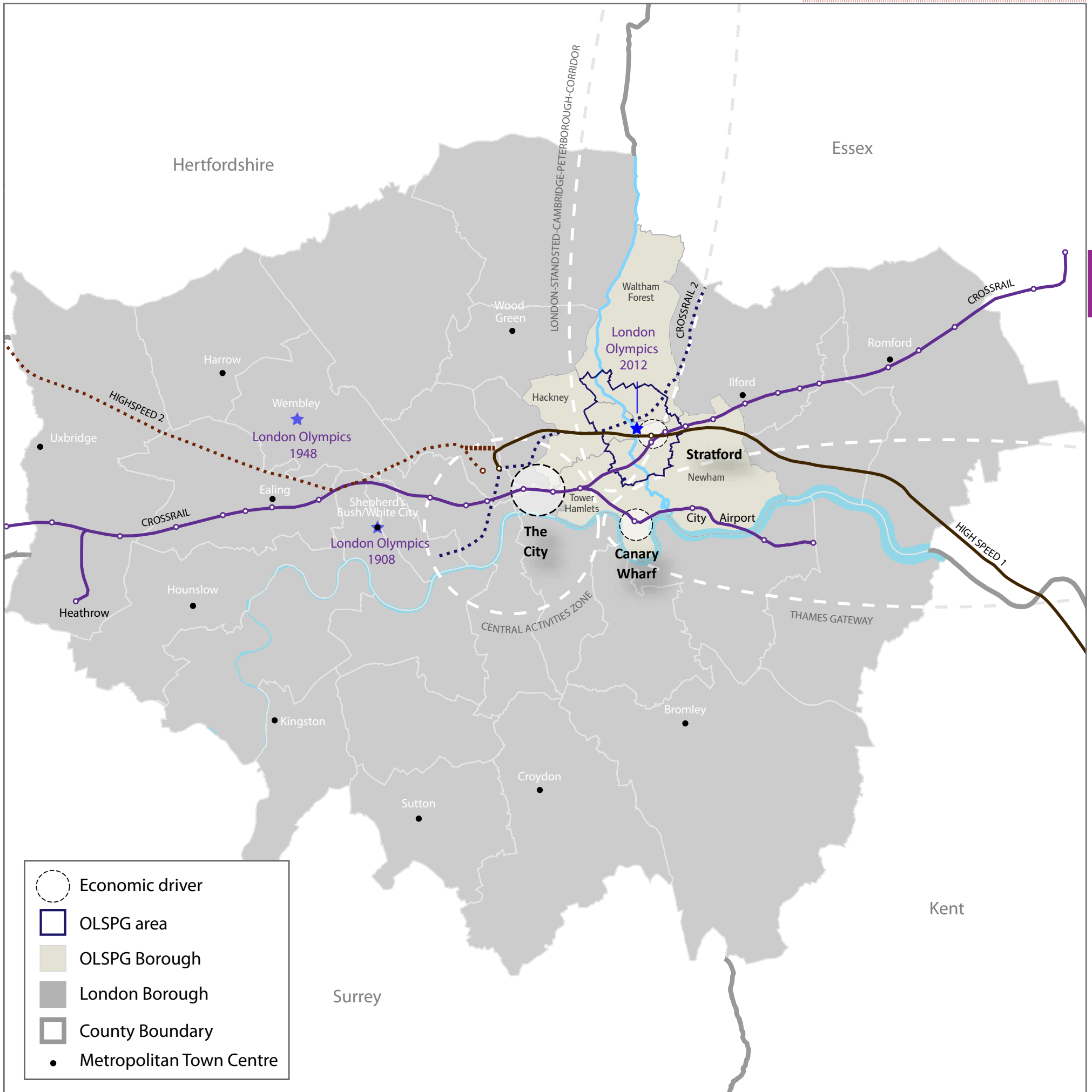
The area covered by this guidance falls within a triangle formed by three of London's key economic drivers - Stratford City, the City of London and Canary Wharf. East London already has an impressive range of world-class facilities such as the conference and exhibition centre at ExCel London, higher education and entertainment complexes at Stratford and North Greenwich, and the new Siemens development at the Royal Docks. London's future as a competitive world city is dependent upon east London for a significant proportion of its new jobs and homes over the next 20 years, and along with the Royal Docks, London Riverside and the Upper Lea Valley, the OLSPG area offers huge potential for growth and investment. The Mayor estimates that the OLSPG area has the potential to provide and accommodate around 32,000 new homes and 1.3 million sq.m of new and improved commercial floorspace over this period. The challenge in realising this potential is to create places where people want to invest and work; and to nurture and support businesses that offer high quality employment and training. Particular emphasis must be placed on sectors with strong prospects of sustained economic growth, such as digital, creative and cultural industries, green enterprises, retail, offices and leisure. It is also vital that this change brings real and lasting benefits to local communities and that people from across east London can access and take full advantage of the opportunities that exist now and in the future.

Metropolitan Stratford

Sitting at the intersection of the Thames Gateway and London-Stansted-Cambridge-Peterborough growth corridors, and with the infrastructure for direct rail links to mainland Europe, Stratford is already a focus for change and regeneration within east London. Stratford's new shopping centre, and its major office and entertainment facilities, the further expansion of its educational institutions, together with visitor attractions such as the ArcelorMittal Orbit and the retained Olympic venues, will make Stratford one of London's leading visitor destinations. It will become a true metropolitan town centre serving the whole of east London, enhance London's international offer, and help rebalance the capital.¹

Improved connectivity

The River Lea has historically acted as a barrier to east-west movement across the OLSPG area and has created a tear in London's urban fabric. This situation is compounded by the Lea Valley's important industrial past as well as its often intrusive strategic transport infrastructure. The Mayor's ambition is to connect communities across the OLSPG area and to make it work and feel like other parts of London, complete with high streets, parks, shops, schools and stable communities. Whilst new investment in public transport has dramatically improved the area's links to the rest of London, local connectivity remains poor in many places despite the many new bridges and connections created for the 2012 Games. The A12 and Stratford High Street in particular remain major barriers for local people and visitors alike. It is therefore vital that new connections are made into and across the OLSPG area, linking both new and established communities with the opportunities the Queen Elizabeth Olympic Park and Stratford can offer. The Lee Valley Regional Park and its many waterways, towpaths and green links will form the spine of this improved connectivity, as will the new local pedestrian and cycling links and public transport improvements this guidance sets out.



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Figure 1.1 London context



0 5 km

1.3 The purpose of the guidance

The main purpose of this guidance is to supplement and apply London Plan policy to the OLSPG area by setting out the Mayor of London's strategic priorities and long term vision for the Queen Elizabeth Olympic Park and its surrounding areas in a single spatial planning document. Specifically, this guidance details in maps and text how the Mayor wishes to see this part of the Lower Lea Valley evolve and change over the next 20 years to create a new sustainable and successful part of London, thereby helping transform living conditions and opportunities across east London as a whole. The roles of the Mayor and key stakeholders who will deliver this change are set out in Section 4 of this guidance.

The OLSPG looks to maximise the considerable investment, sustainable infrastructure and economic opportunities presented by the Games and the development of Stratford, and ensure that the Olympic site is properly integrated with surrounding neighbourhoods, communities and town centres. The area covered by the guidance therefore extends beyond Stratford and the Olympic Park to include their surrounding 'fringe' areas. These areas have significant potential for regeneration and growth that is being accelerated by the 2012 Games.

The OLSPG builds on and takes forward the principles set out in the *2007 Lower Lea Valley Opportunity Area Planning Framework (LLV OAPF)*.² The OLSPG sits alongside the broad strategic guidance of the London Plan and the more detailed guidance of local development plans that cut across four local authority boundaries.

The guidance provides a strategic town planning framework for:

- the investment plans and decisions of individual landowners and developers whose actions will help realise much of the change this Guidance promotes
- local development plans produced by Hackney, Newham, Tower Hamlets and Waltham Forest councils and the London Legacy Development Corporation, particularly how they should evolve and relate to the emerging metropolitan centre at Stratford and the opportunities presented by the legacy of the 2012 Games
- the development and investment priorities of other public sector bodies and agencies, such as Transport for London, British Waterways and the Lee Valley Regional Park Authority, each of which has a major part to play in delivering the vision it proposes.

It also provides a framework for the decisions and planning priorities of the London Legacy Development Corporation (LLDC) that it is envisaged will have plan making and planning decisions powers for the core area the guidance covers.

This guidance is supported by an Infrastructure Delivery Study that looks at the broad infrastructure needs of the OLSPG area and how they might be delivered. Section 4 of this guidance provides more detail on the study and also sets out the role the Mayor of London will play in delivering the OLSPG's objectives as well as that of other key authorities, agencies and partners.

The London Plan and adopted and emerging borough planning documents formed the starting point for the OLSPG. However it is not a simple amalgamation of existing and emerging planning policies, rather it is the culmination of a comprehensive analysis and review in light of the scale of the opportunities the 2012 Games offer east London, and sets out the Mayor's preferred strategic direction for the OLSPG area over the next 20 years.

The OLSPG is supplementary guidance to the London Plan and has been subject to formal public consultation, a Strategic Environmental Assessment and an Equalities Impact Assessment. It is therefore a powerful material consideration in respect of plan making and planning decisions in the area it covers.

The Government published the National Planning Policy Framework (NPPF) in March 2012 as part of its reforms to make the planning system less complex and more accessible, to protect the environment, and to promote sustainable growth.³

The Mayor of London subsequently conducted a policy-by-policy assessment of the London Plan's consistency with the NPPF that concluded that only one policy was inconsistent - policy 3.10, which deals with the definition of affordable housing which is being amended through Early Minor Alterations to the London Plan. A further 33 policies were found to be "consistent in substance", which meant that whilst London Plan policy was consistent with the NPPF, minor changes to policy or supporting text were considered appropriate to ensure they fully reflected the NPPF, for example by changing references to planning policy guidance to the references to the NPPF. The remaining 87 policies were found to be fully consistent.⁴

Planning hierarchy

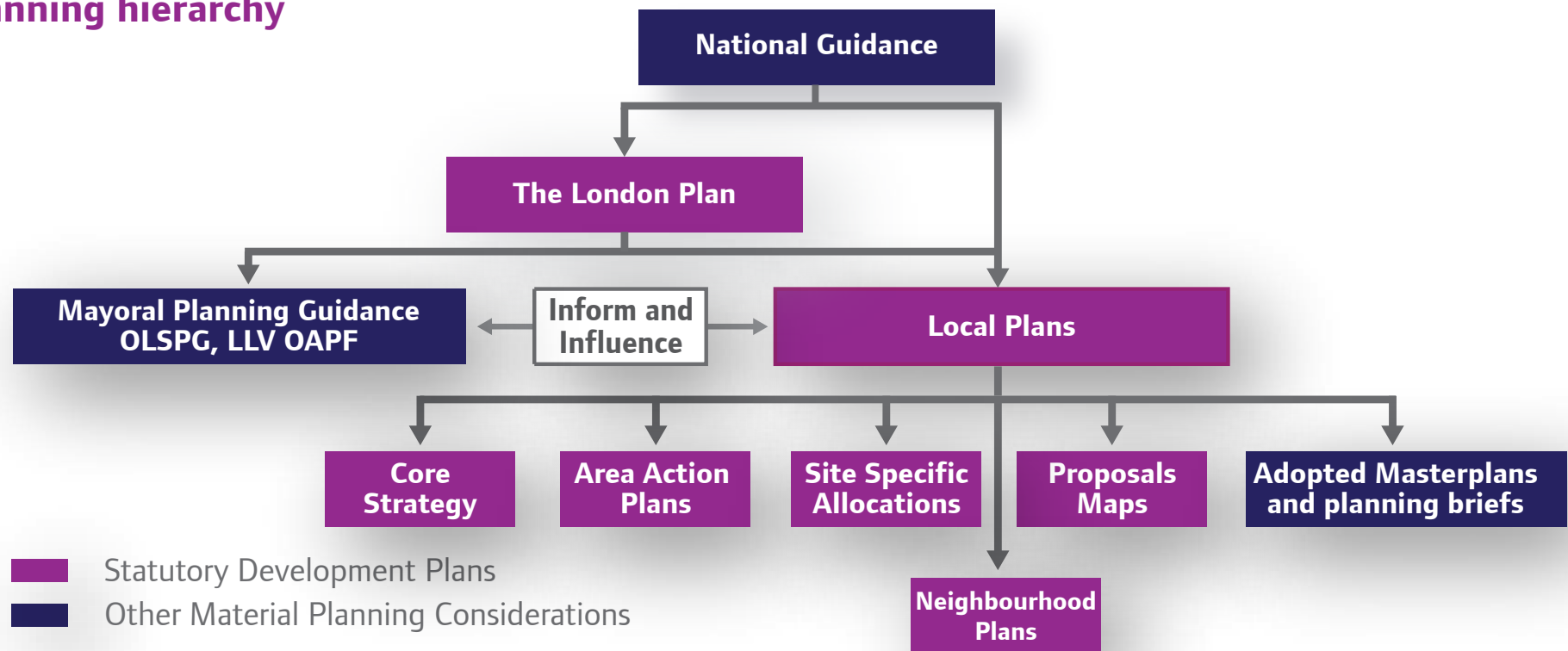


Figure 1.2 Planning hierarchy

1.4 The area covered by the guidance

The global spotlight on the main Olympic and Paralympic site at Stratford during the Games will do much to change perceptions of east London. The challenge is to shift the perceptions; from being a place blighted by its industrial past where communities have some of the highest deprivation and disadvantage in the country, to a place of choice where people will aspire to live and bring up their families, and where businesses will choose to invest because of unrivalled development opportunities and some of the best transport links in the capital. This transformation is already underway and ripples from the 2012 Games are starting to be felt across all of east London. As Crossrail is built and further investment occurs, the pace of change will accelerate and the strategic vision this guidance promotes will become a reality.

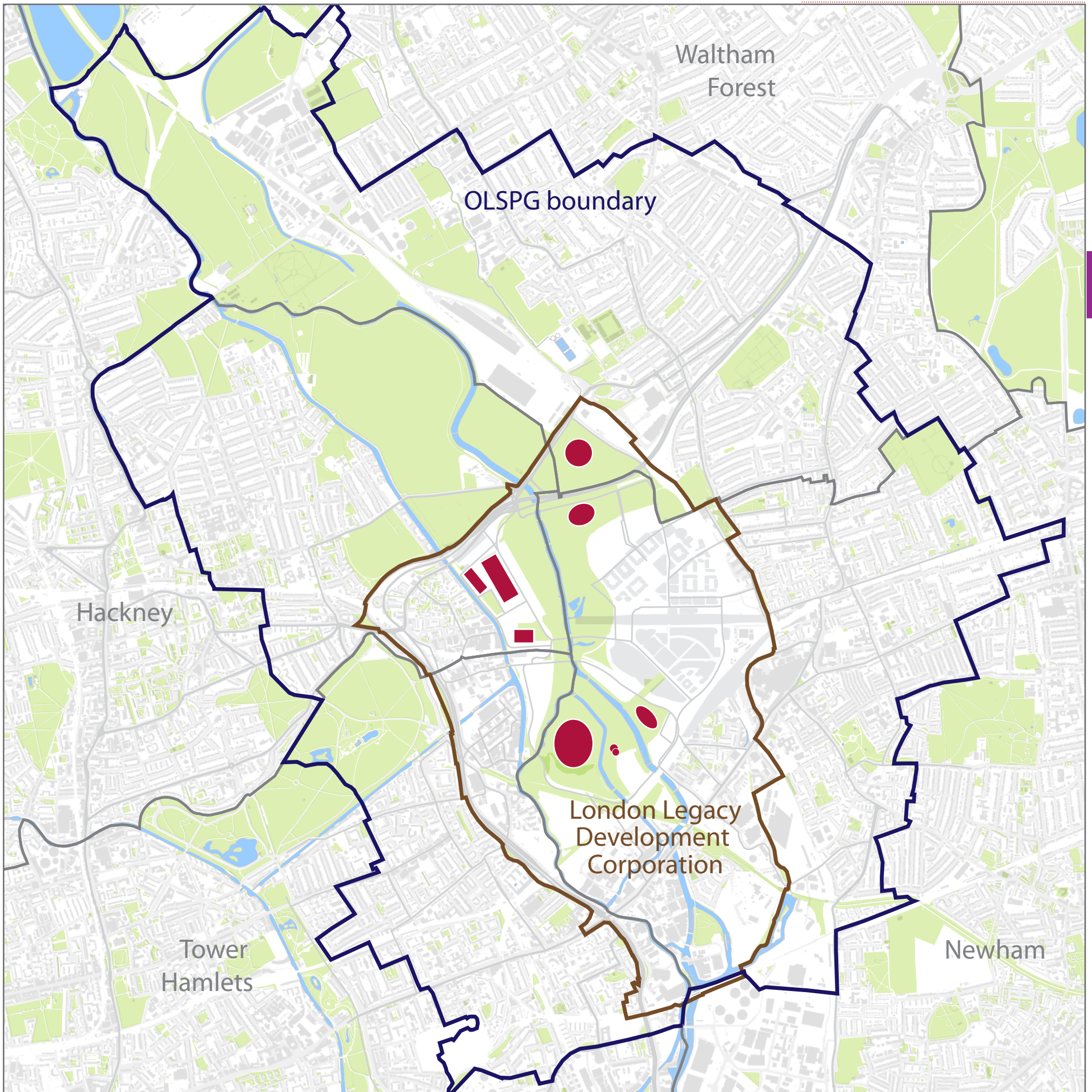
Policy 2.4 of the Mayor's London Plan identifies the potential of the Olympic and Paralympic Games to deliver fundamental economic, social and environmental change in east London, and describes it as 'London's single most important regeneration project for the next 25 years'. The plan also confirms the Mayor's commitment to use the Games and its Legacy to secure 'convergence' by closing the deprivation gap between the Olympic host boroughs and the rest of London.⁵

The significant public sector investment in the Queen Elizabeth Olympic Park and the Lea Valley in preparation for the Games is already providing a catalyst for tackling decades of underinvestment across east London. Land is being reclaimed, infrastructure and green spaces improved and created, waterways brought back into use, new sporting and community facilities built, and new homes and employment opportunities developed. In short – a new piece of city is being made that will demonstrate how sustainability can and should be placed at the heart of regeneration.

The Olympic and Paralympic site at Stratford straddles the boundaries of four London boroughs; Hackney, Newham, Tower Hamlets and Waltham Forest. These are depicted in Figure 1.3 opposite.

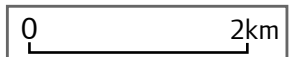
As also set out in policy 2.4 of the London Plan, boroughs are required to reflect and give maximum planning weight to this guidance when preparing development plan documents, and to refer to and take account of the guidance when considering planning applications in the area it covers. The Mayor has therefore sought to reach a consensus with officers from the four OLSPG boroughs about how the ambition OLSPG promotes can be best delivered, and will invite each OLSPG borough to formally endorse it.

The London Legacy Development Corporation (LLDC) will also be asked to formally endorse the OLSPG, and the Mayor will expect it to fully reflect the OLSPG in all of its planning decisions and any local development plan documents it produces. The OLSPG builds on and takes forward the principles set out in the 2007 Lower Lea Valley Opportunity Area Planning Framework (LLV OAPF). This framework set out the Mayor's views on how the Lower Lea Valley as a whole should change through the intensification of existing activities, the upgrading of facilities and buildings, and the managed release of industrial land to provide a broader range of land uses. This guidance replaces the LLV OAPF where the two areas overlap as depicted in Figure 7.1 in Appendix 7 of this SPG.



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Figure 1.3 Area covered by the guidance



1.5 Convergence – London’s key strategic challenge

The map of London opposite illustrates how the boroughs and areas covered by this Guidance contain some of London’s most deprived communities and neighbourhoods.⁶ It is therefore vital that the regeneration of the Olympic Park and Stratford does not result in an isolated island of prosperity, but will instead help raise the social and economic well being of east London as a whole.

London’s 2012 Bid confirmed that ‘The most enduring Legacy of the Olympics will be the regeneration of an entire community for the direct benefit of everyone who lives there’.⁷

To this end, the Olympic host boroughs are developing a Strategic Regeneration Framework (SRF) that links the physical improvements brought about by the Olympics and its legacy, with wider socio-economic change in their boroughs, so that the Games are used as a catalyst to fundamentally change the life-chances of their residents. The SRF has been approved as a basis for the legacy regeneration of the host boroughs by the Secretary of State for Communities, the Olympics minister, the Mayor of London and the mayors and leaders of the host boroughs and it identifies seven core outcomes to test its success.⁸ These are:

1. Creating a coherent and high quality city within a world city region
2. Improving educational attainment, skills and raising aspirations
3. Reducing worklessness, benefit dependency and child poverty
4. Homes for all
5. Enhancing health and wellbeing
6. Reducing serious crime rates and anti social behaviour
7. Maximising sports legacy and increasing participation

This ambition, which is shared and supported by the Mayor of London, is that over the next 20 years, residents in these boroughs will achieve the London average expected in successful communities.

In 2011, the Mayor of London and the host boroughs agreed to restructure convergence objectives under three themes:

- Creating wealth and reducing poverty
- Supporting healthier lifestyles
- Developing successful neighbourhoods

There was also agreement that the single most important factor to reduce disadvantage within the host boroughs was for more residents to have better paid work.

The OLSPG is one tool to help achieve this rebalancing, and the redevelopment of the OLSPG area in accordance with the OLSPG’s development principles will help deliver an integrated and inclusive urban environment. For example – a wide range of new housing will be provided covering a broad range of affordability, and the OLSPG strongly stresses the need to promote and secure convergence outcomes. Good design will help integrate new and existing neighbourhoods, and improved connectivity and safety will help reduce crime and the fear of crime amongst the area’s disadvantaged groups as well as the area’s population as a whole.

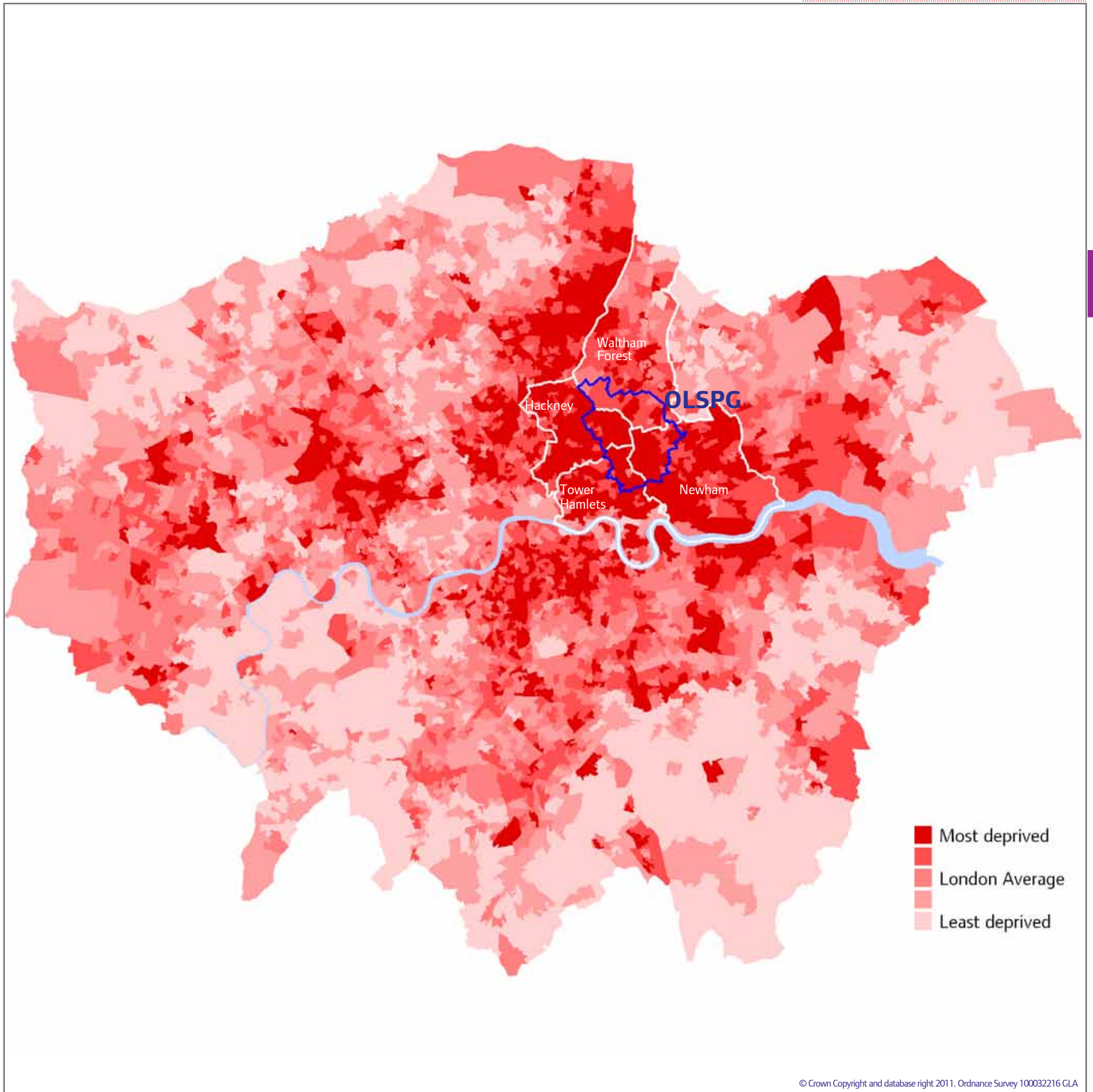
It will be particularly important and challenging to ensure that existing communities have access to the new facilities and opportunities, and are not excluded or displaced by the changes in the OLSPG area the Games are bringing about. It will also be important to ensure that individual developments in the OLSPG area are comparable with and contribute to the delivery of the wider change the Mayor of London and the host boroughs are seeking.

The OLSPG cannot make convergence happen by itself, as this will require a much wider suite of measures to complement the physical changes set out in this guidance. These will include training and skills programmes, funding for affordable family homes and investment in new schools and community facilities. Rather it sets out the spatial context for this change by identifying the broad geography and quantum of new homes, commercial floorspace and social infrastructure that the OLSPG area can support and needs to help achieve it.

Core development principle - Convergence

Planning applications in the OLSPG area should demonstrate how they will help close the deprivation gap between the Olympic host boroughs and the rest of London. One way this can be achieved is for all applications that propose more than 100 residential units or 1,000 sq.m of new floorspace or uses to include a statement setting out how they will help achieve the convergence outcomes set out in Appendix 1 of this guidance.

Key London Plan policies: 1.1, 2.4

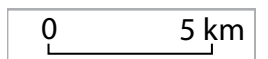


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Figure 1.4 Deprivation within London

Source: Department for Communities and Local Government, Indices of Deprivation 2010

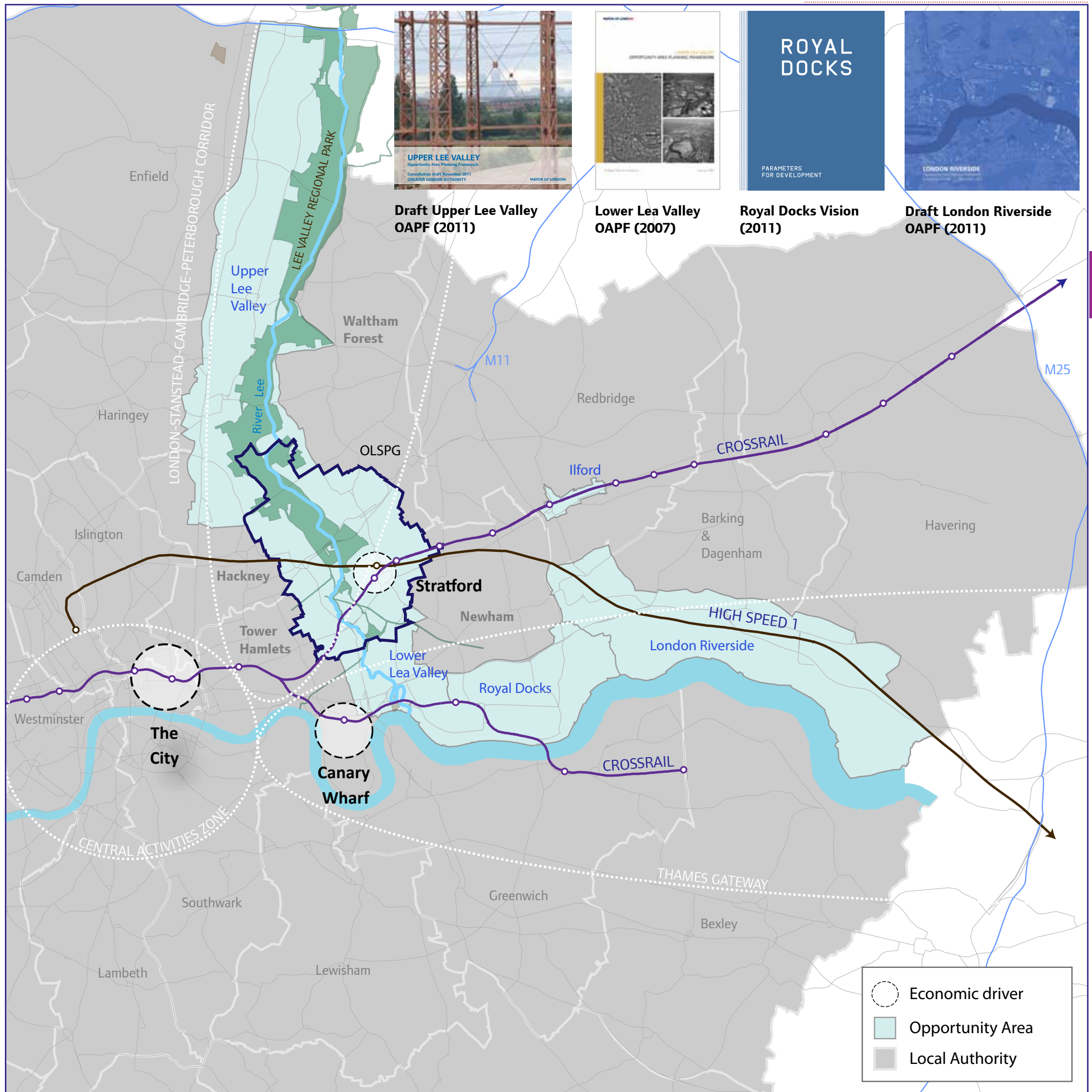


1.6 The spatial context

Policy 1.1 of the London Plan states that growth and change in London will be managed in order to realise the Mayor's vision of sustainable development to 2031, and that all Londoners should enjoy a good, and improving, quality of life. It states that growth should take place across all parts of London, without encroaching on the green belt or on London's protected open spaces, and without having unacceptable impacts on the environment. The plan confirms that the development of east London will be a particular spatial priority as it contains the largest opportunities for new homes and jobs and can help address the need for social and economic convergence with other parts of the city. Much of this growth will happen within the opportunity areas⁹ shown opposite, and the Mayor of London is working with partners to prepare and agree a suite of strategic planning guidance for these areas to accelerate and help realise this potential. These include the Upper Lea Valley, London Riverside and Lower Lea Valley Opportunity Area Planning Frameworks, the Royal Docks Vision, and this supplementary planning guidance.¹⁰

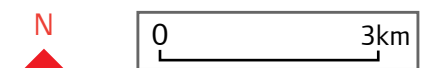
The London Plan highlights that deprivation in London is concentrated among black, Asian and ethnic minority and disabled Londoners.¹¹ Given the ethnic diversity in the four boroughs covered by this guidance, with 70 per cent of Newham's population from black or ethnic minority groups, one third of Tower Hamlets residents of Bangladeshi descent, Newham and Waltham Forest having significant concentrations of people of Pakistani descent; and Hackney, Newham and Waltham Forest having high concentrations of Black Caribbean's, addressing the needs of the OLSPG's area's Black and Ethnic Minority Groups, as well as those of the area's white populations, will be essential to achieving convergence.¹²

The OLSPG's spatial strategy envisages a new urban structure, with a dynamic growing Stratford at its core, surrounded by a network of district centres such as Forest Gate, Roman Road, Leyton and Bromley by Bow. These in turn are connected to new and improved neighbourhood centres such as Hackney Wick, Fish Island, West Ham, Pudding Mill Lane, Sugar House Lane, Chobham and Maryland. The Queen Elizabeth Olympic Park will be the centrepiece of a network of green links and open spaces that will connect the park's legacy facilities with the area's communities. Figures 1.6 and 1.7 depict this spatially, and show how the area's new town centres, neighbourhoods, principal land-uses, open spaces and waterways should connect and interact.



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Figure 1.5 East London context



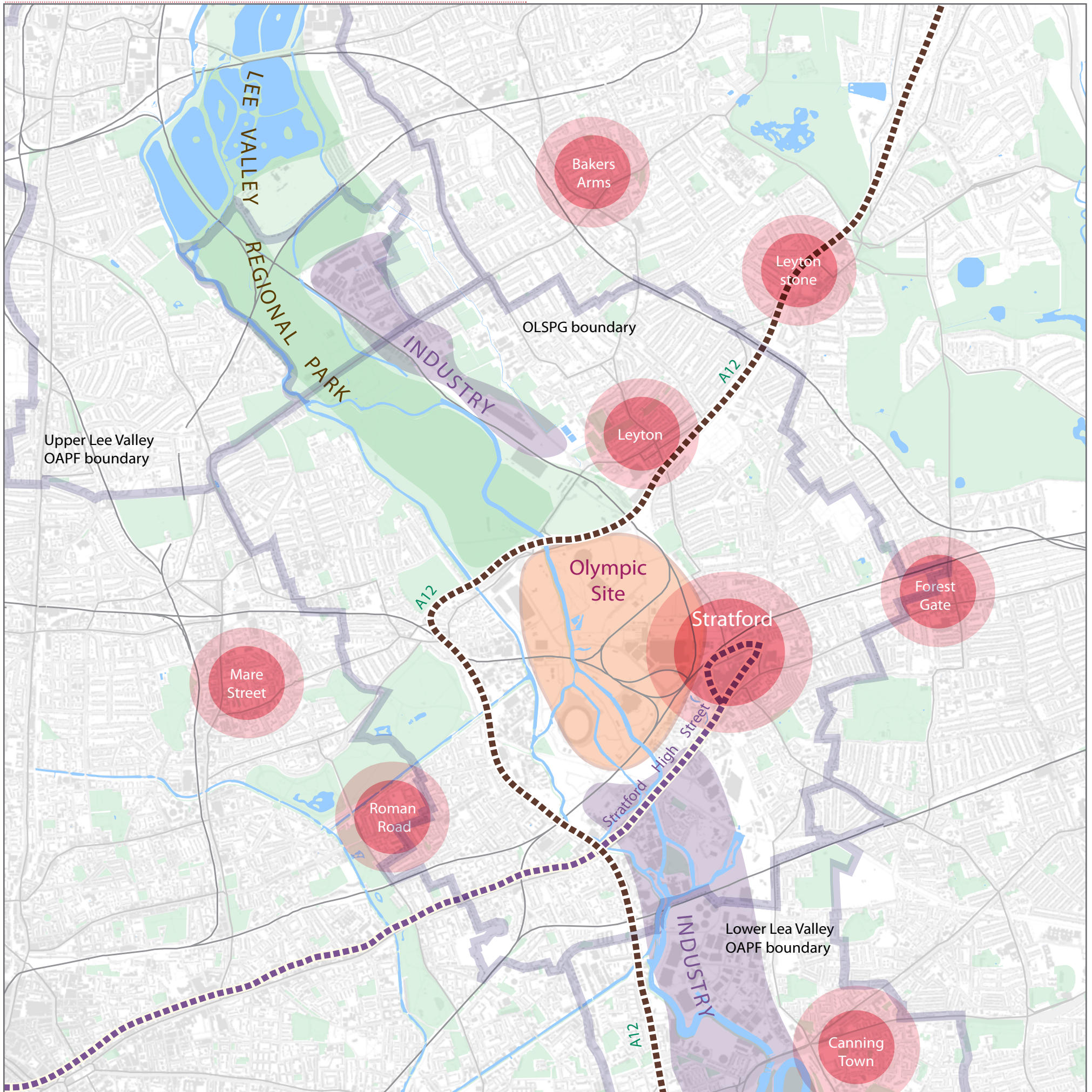
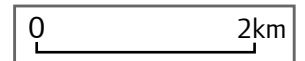
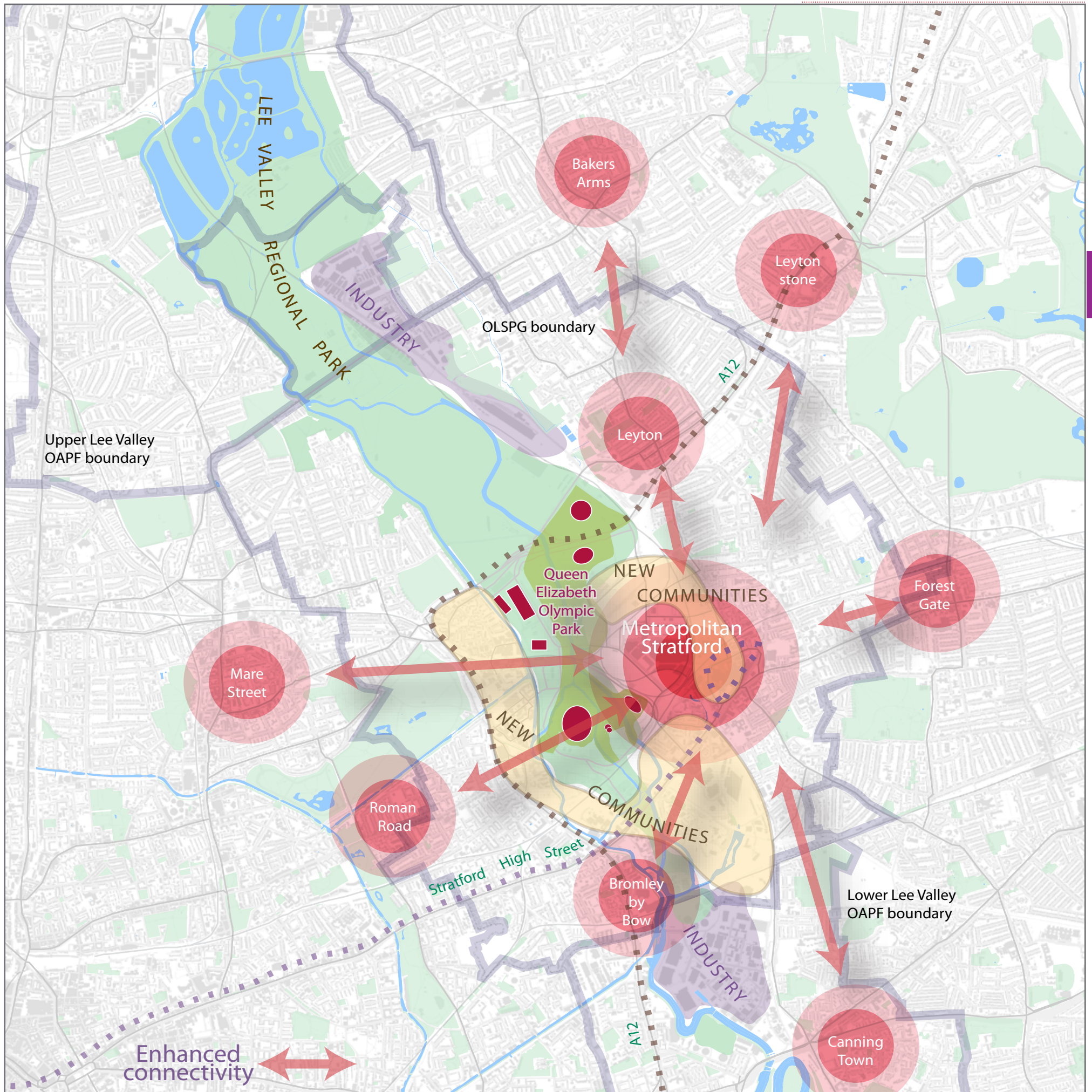


Figure 1.6 Current spatial context





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Figure 1.7 Future spatial context

