

MAYOR OF LONDON



LONDON RIVERSIDE

OPPORTUNITY AREA PLANNING FRAMEWORK

ADOPTED SEPTEMBER 2015

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Greater London Authority
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Far more people than it is possible to thank individually have contributed to the production of this framework. They include major landowners and their planning, transport and design teams; local residents and businesses; officers at the Greater London Authority, Design for London, Transport for London, and the local Councils. Without whom, neither the framework nor the progress that has already been made towards its implementation would have been possible.

LONDON RIVERSIDE

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*Well! These are tales of mystery!
And many a darkly woven lie
With men will easy credence gain;
Wile truth, calm truth, may speak in vain,
For eloquence, whose honey'd sway,
Our 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



MAYOR OF LONDON





Foreword



Boris Johnson

Mayor of London

I am delighted to introduce the London Riverside Opportunity Area Planning Framework. The preparation of Opportunity Area Planning Frameworks is intended to be a collaborative task and I am delighted that the GLA, TfL, Barking and Dagenham and Havering Councils, have all worked together closely, and I extend my thanks to them.

Opportunity Areas are, by definition, places where change and growth can happen. As London undergoes phenomenal change from a city of seven million to one of ten million, there is tremendous pressure to find homes and jobs for its growing population. London Riverside is somewhere that has the potential for massive change where new jobs in the rapidly expanding green industries and genuinely affordable high quality homes can be delivered for Londoners in a fantastic Thameside setting; its time has come.

This plan sets out how I intend to use my planning, transport, housing and land functions to deliver the development of this area.

The area has great strengths in the land available for re-use, much of which is in the GLA's ownership, open space, in particular the marshes that are nationally significant for wildlife, and existing strategic road, rail and aviation connections to Central London, Canary Wharf, the Thames Estuary and Europe. It is close to the Olympics legacy area, the Enterprise Zone based at the Royal Docks and deep water port facilities at Tilbury and London Gateway.

The OAPF looks at the area's industrial legacy and the continued need and demand for industrial uses within London. It is important to understand this if we are to move ahead successfully and turn the availability of that land into an asset. It also considers how new transport services and infrastructure will be needed to support development; for example, the extension to London Overground which is essential to unlock development at Barking Riverside, and other upgrades to capacity and connections to handle increasing numbers of bus and train passengers and vehicles such as the river crossings which I would like delivered by 2025. It also sets out strategies for protecting the area's green spaces, the general preferred form of development, and provision of other infrastructure to cater for existing and new residents.

Another strength that is picked up in the OAPF is sustainability. Part of the vision is to make the employment areas into world-class sustainable industry districts, part of a wider Green Enterprise District and a more concentrated Sustainable Industries Park. The inter-relationship between energy and waste is highlighted in proposals for waste-to-energy plants and distribution of heat to homes and businesses throughout the area. This is just what every area of London needs to aspire to if we are to seriously address global challenges and make London an exemplar city.

I look forward to the continuing co-operation between the parties involved and with local employers and interest groups, and to the transformation of London Riverside over the next few years.

A handwritten signature in black ink, appearing to read 'Boris Johnson', with a long, sweeping horizontal line extending to the right.

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Available at www.london.gov.uk

Executive Summary

London Riverside covers a large area of east London, encompassing parts of the boroughs of Barking and Dagenham and Havering and forms part of the wider City in the East strategic opportunity. Changes in industrial practices have resulted in extensive areas of brownfield land and relatively deprived communities, with low levels of development activity.

The significant growth in London's population and economy and the areas location between major growth and employment centres in Central London including the City, Canary Wharf and those at Lakeside in Thurrock and Bluewater in Kent, Tilbury and London Gateway, presents great opportunities to capitalise on the area's geographic and economic advantages. The area's land availability, its good location and its outstanding green spaces mean it is well suited for the delivery of new housing, jobs and supporting facilities, with significant potential within Barking Riverside and the Housing Zones at Barking Town Centre and Rainham and Beam Park.

The OAPF puts forward strategies to guide the regeneration of the area setting out how the Mayor's planning, transport, housing and land functions can be coordinated to maximise the public benefit to Londoners. It looks at land use including housing and industry, built form and connectivity, transport and the interventions that will be needed to facilitate change.

Sustainability is a theme that runs through the document. London Riverside is already part of a wider Green Enterprise District (GED) and home to a more concentrated London Sustainable Industries Park (LSIP). This in turn has a good link with the continuing development of Thurrock's Thames Enterprise District in Corringham at the site of the former Coryton Refinery. Development within London cannot be seen in isolation to development in the wider south-east, particularly Thurrock with its extensive provision of industrial sites, with excellent access to the strategic road and river network.

The London Riverside OAPF supports the retention of and improvements to designated open spaces and green areas that will enhance their ecological, visual and, where appropriate, leisure value.

The plan for London Riverside is set out in **Chapter 1** in the form of five objectives:

- Land use – a strategic approach to the release of underused Strategic Industrial Land (SIL) through consolidation and intensification and the designation of new SIL, to create up to 26,500 new homes and 16,000 jobs, including within the potential Housing Zones.
- Improved transport infrastructure and services to unlock development potential.
- High quality public and private realm.
- Expediting the development of publicly owned land.
- Maximising housing investment.

Chapter 2 looks at the area's context in terms of physical constraints, regional and local policy context and housing zones.

Land use is addressed in **Chapter 3** where the strategy is to encourage and facilitate consolidation and intensification of the industrial districts at River Road and Dagenham Dock/Rainham employment areas; the designation of new Strategic Industrial Land at Coldharbour (the Freightmaster site) in Havering, with a small reduction on Thames Road and Creekmouth. This will facilitate the expansion of the residential district west and south of Barking Town Centre to integrate sites along the River Roding and at Barking Riverside. The strategy envisages extension of Rainham Village west to integrate key sites on the A1306, and the establishment of a new community at South Dagenham/South Hornchurch around Beam Park. It also supports the intensification of retail uses in existing centres at Barking, Dagenham Heathway and Rainham and in emerging centres at Barking Riverside, Chequers Corner and in the new developments along the A1306; and mixed-use developments to provide local shopping, services and employment in existing and emerging centres.

The strategy for housing and social infrastructure is to facilitate the provision of 26,500 new homes across the area in a number of locations including the

Housing Zones in Barking Town Centre and Rainham and Beam Park, and other suitable sites along the A1306. These will be at densities that make the most efficient use of land bearing in mind the context of each site and the provision of social and transport infrastructure to support those homes.

Whilst historically delivery rates for housing have been low, the tremendous pressure on London's growth means that these growth rates are now likely to be met.

The strategy for employment is to facilitate the provision of 16,000 new jobs in the OA, to strongly support the development of green industries and to allow a limited release of surplus industrial land for other uses.

Chapter 4 presents the strategy required to facilitate the timely provision of transport infrastructure and services in order to support development in the OA and to mitigate any adverse impacts on the existing transport network. As each aspect is considered, the interventions necessary to facilitate development or to meet new capacity demands are set out. This chapter, along with the urban design strategy, also considers how the issue of poor connectivity within the OA can be addressed, and suggests how links can be created between new district and local centres and public transport. Key to this is the delivery of the London Overground extension to Barking Riverside, the new Thames crossings and improvements to the A13.

The urban design strategy is the subject of **Chapter 5** and discusses the following:

- **Public realm strategy key principles:** Connecting the northern open spaces to the River Thames, the Green Spine, connecting key centres, the River Walk and responsive built form including appropriate locations for height and density.
- **Key Development Areas:** Barking Riverside including the gateway sites at Creekmouth, Thames Road and Castle Green, Barking Town Centre and the A1306 sites including Rainham and Beam Park.

Chapter 6 sets out and identifies opportunities for

decentralised energy production and the development of satellite district-heating networks across London Riverside that interconnect over time to supply locally produced low to zero carbon and waste energy sources.

Chapter 7 discusses the phasing and delivery of infrastructure and sets out delivery mechanisms. A Development Infrastructure Funding (DIF) study will be commissioned, building on the work already carried out by the boroughs and the London Thames Gateway Development Corporation when it was responsible for the area, and work done since by the GLA and TfL to secure funding.



Re-levelling land at Barking Riverside prior to redevelopment



1

INTRODUCTION

1.1 The purpose of the framework

1.2 City in the East

1.3 The London Riverside Opportunity Area

1.4 The Plan

CITY IN THE EAST NUMBERS

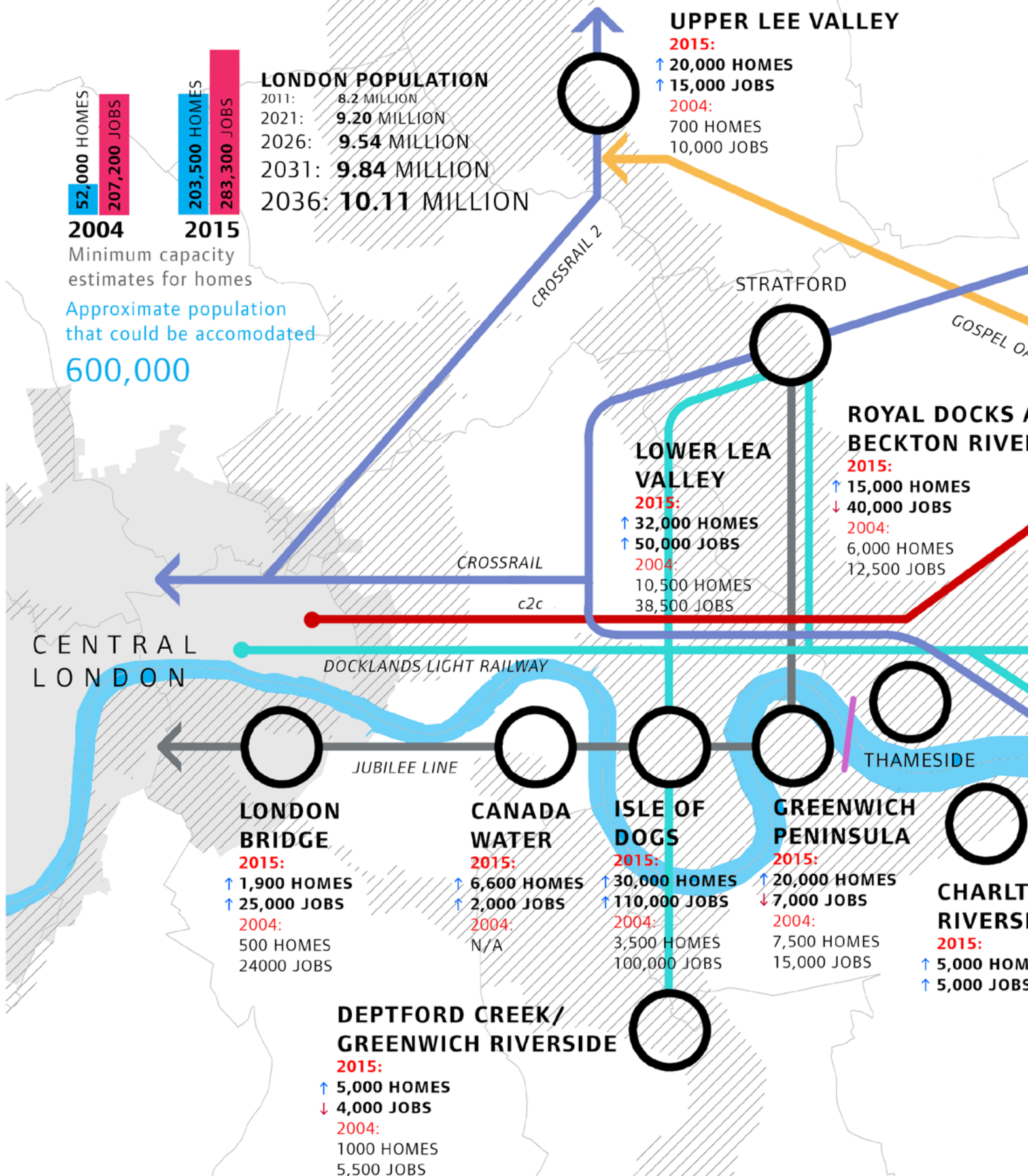
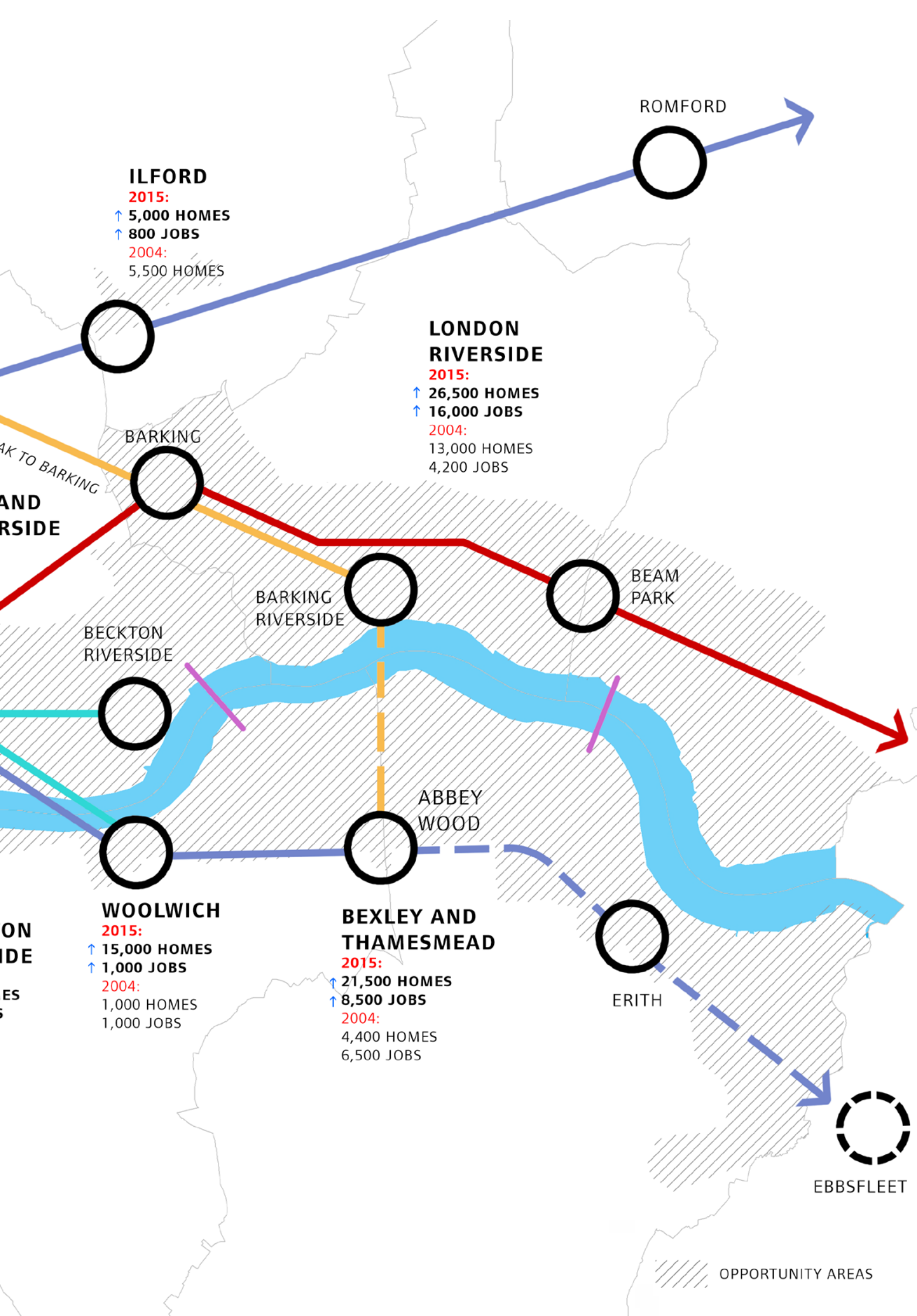


Figure 1.1 City in the East

Note:

The 2004 capacity estimates are from the 2004 London Plan.
The 2015 figures are the latest indicative estimates



CITY IN THE EAST WIDER SOUTH EAST

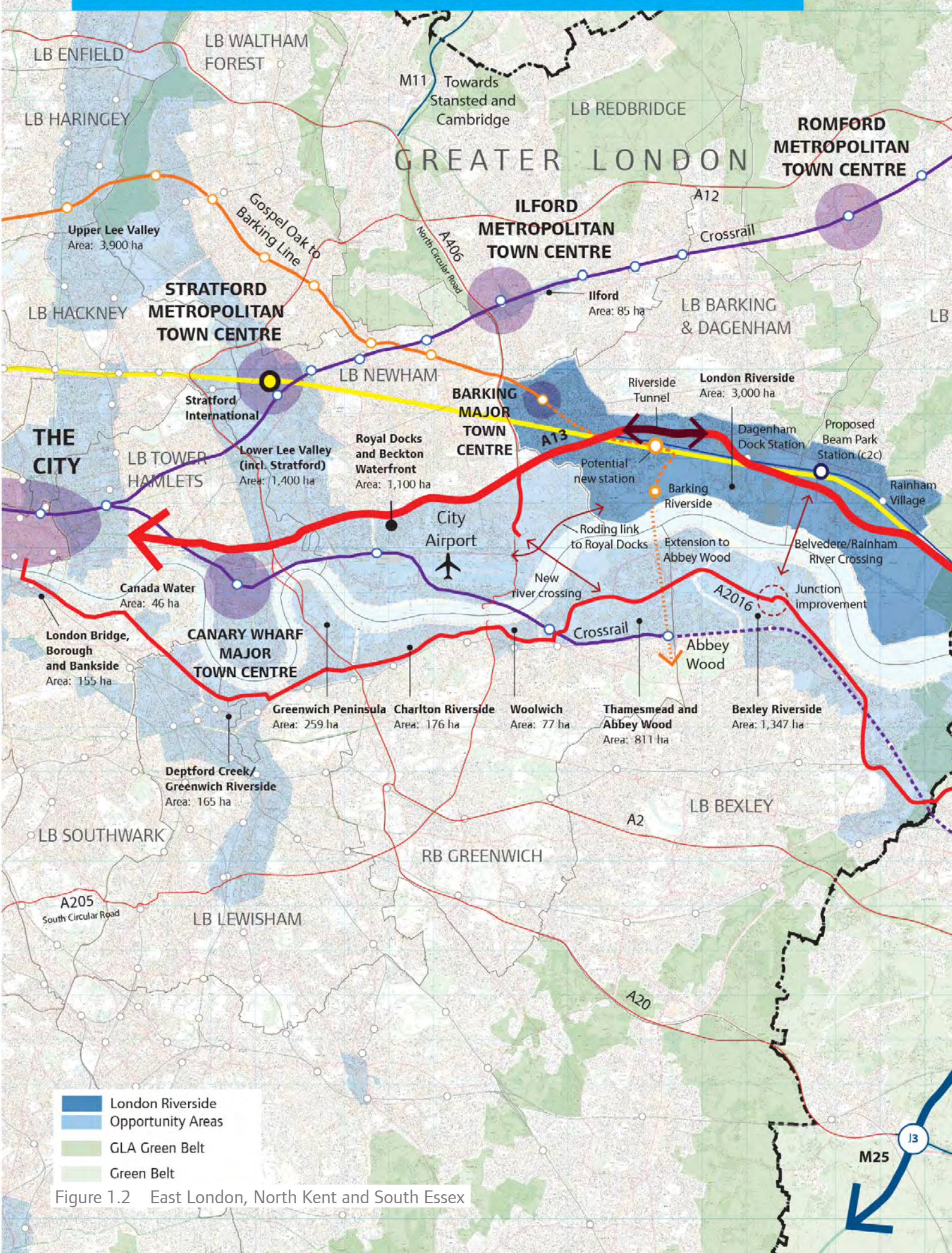
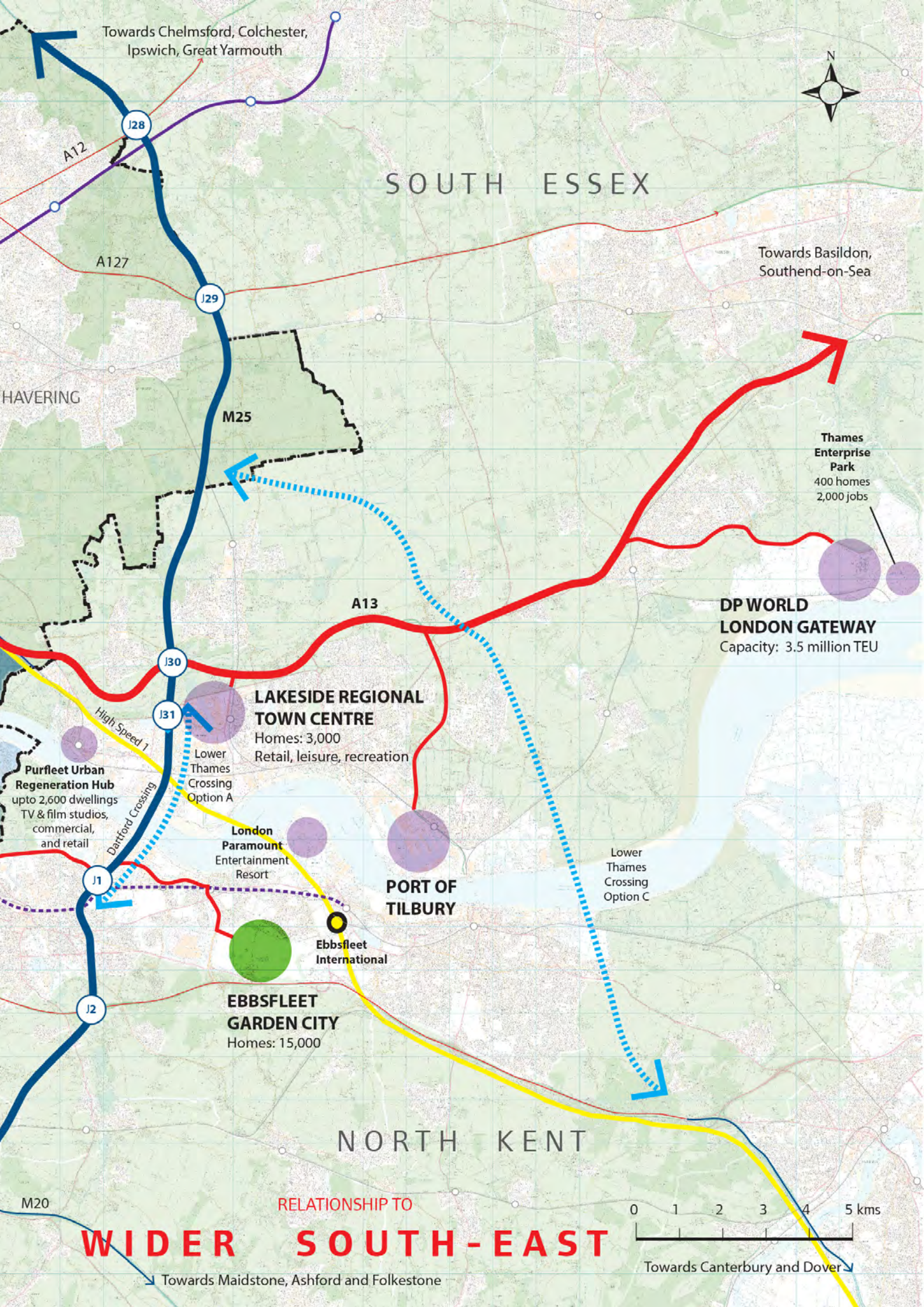


Figure 1.2 East London, North Kent and South Essex



Towards Chelmsford, Colchester,
Ipswich, Great Yarmouth



SOUTH ESSEX

Towards Basildon,
Southend-on-Sea

HAVERING

**Thames
Enterprise
Park**
400 homes
2,000 jobs

**DP WORLD
LONDON GATEWAY**
Capacity: 3.5 million TEU

**LAKESIDE REGIONAL
TOWN CENTRE**
Homes: 3,000
Retail, leisure, recreation

**Purfleet Urban
Regeneration Hub**
upto 2,600 dwellings
TV & film studios,
commercial,
and retail

**London
Paramount
Entertainment
Resort**

**PORT OF
TILBURY**

**Ebbsfleet
International**

**EBBSFLEET
GARDEN CITY**
Homes: 15,000

Lower
Thames
Crossing
Option C

NORTH KENT

RELATIONSHIP TO

WIDER SOUTH-EAST

0 1 2 3 4 5 kms

Towards Maidstone, Ashford and Folkestone

Towards Canterbury and Dover

CITY IN THE EAST LANDUSE

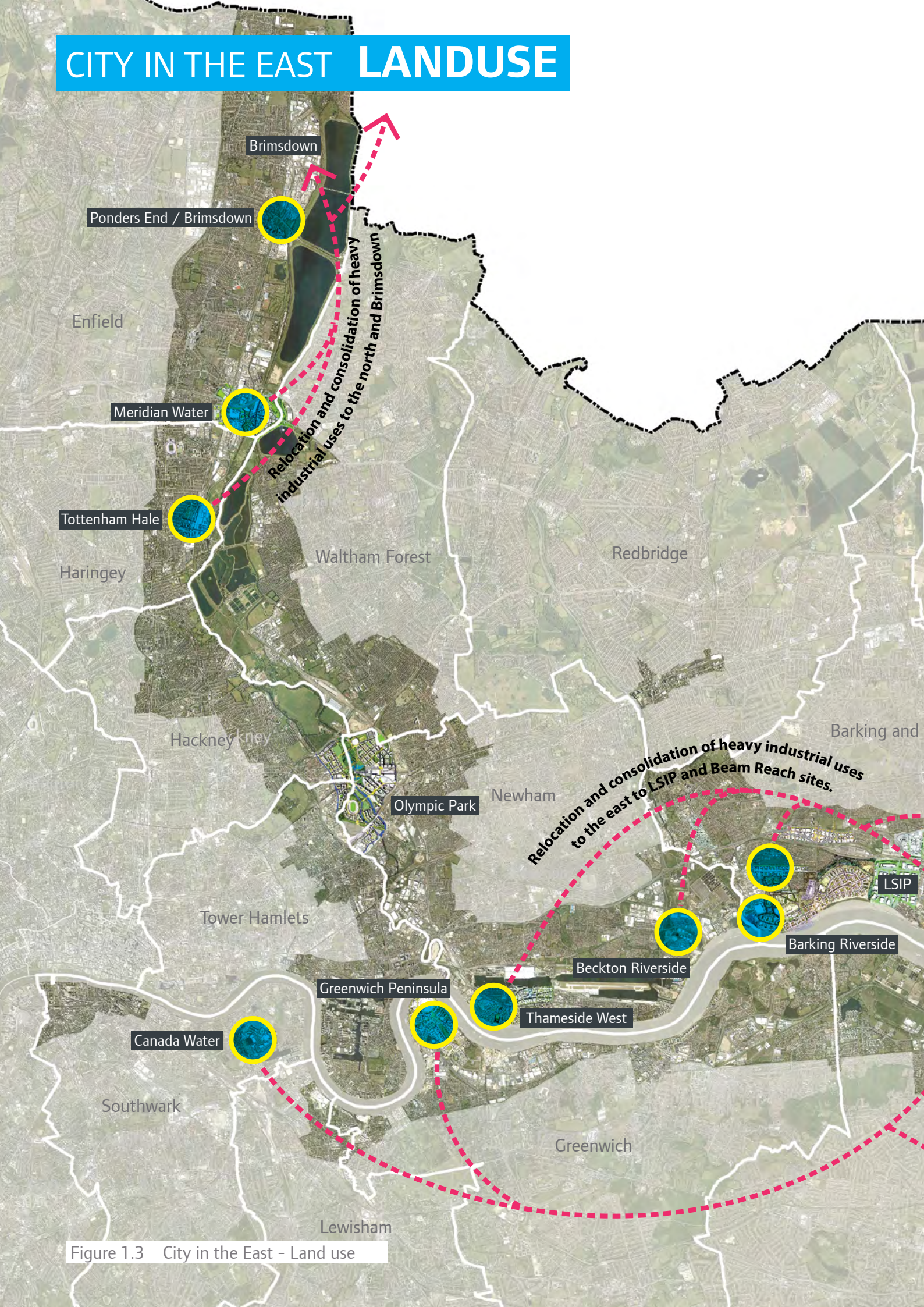


Figure 1.3 City in the East - Land use

LAND USE PLAN FOR CITY IN THE EAST

London needs to accommodate a growing population within its boundaries and so needs to make the most of its land assets. Underused industrial land has in the past been seen as providing the main reservoir for additional housing capacity. The choice has often been seen as a binary one of housing vs industry.

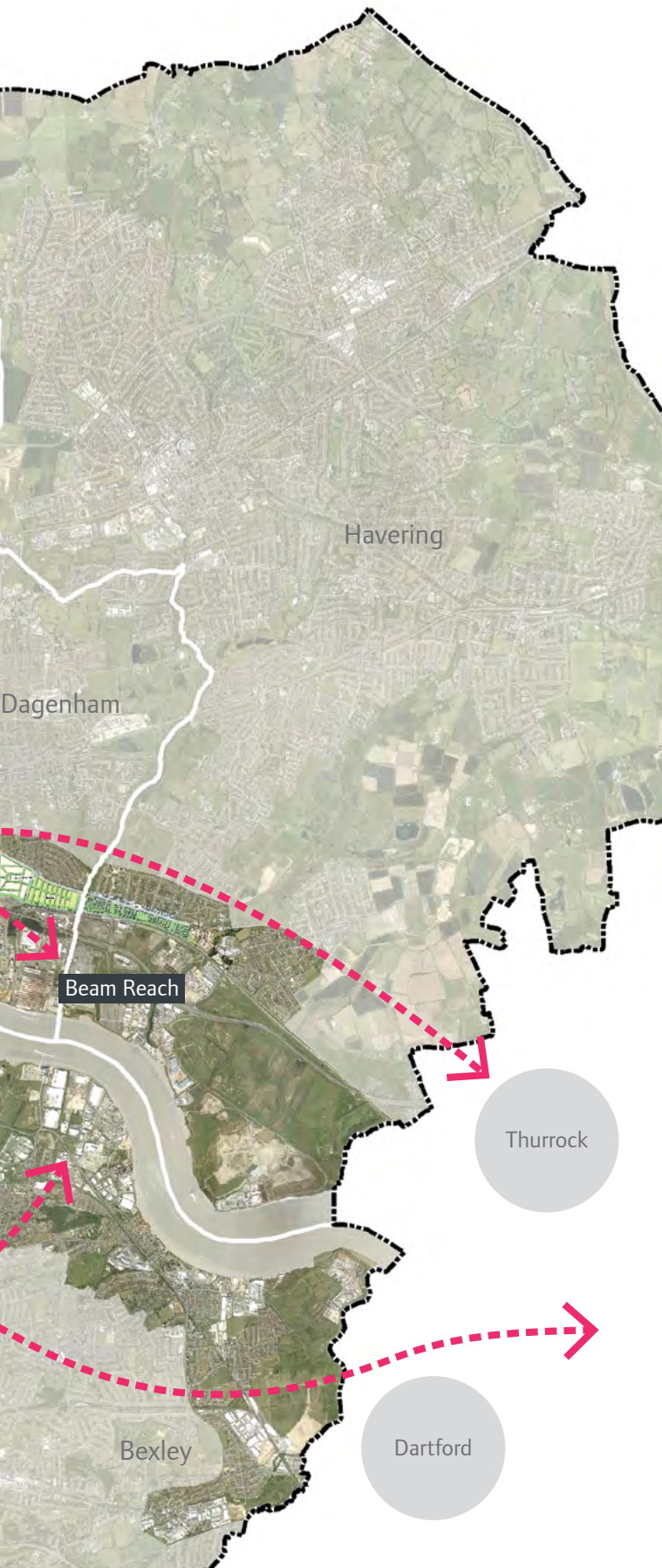
But the growing city also needs to function economically and the growth in employment in central London and the need to service the wider population, particularly with the growth of online retailing is driving demand for distribution and logistics operations, and the growth of waste recycling and the closed loop economy, whilst at the same time London continues to be the home of successful and growing manufacturing businesses.

The land use plan simply looks to consolidate and intensify larger industrial facilities in locations where they have access to the city and the M25. And where they can operate on a 24 hour basis without creating problems for residential neighbours.

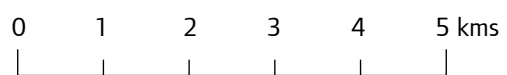
The LSIP, the land the GLA have recently sold to Segro and the soon to be redeveloped Barking Power Station provide land on to which to relocate and grow new industries.

In the new residential centres that are being created within Thameside West, Beckton and London Riverside, the potential exists to accommodate new places of work that can coexist with residential uses and add life and vibrancy to these new communities.

The relocation of industrial uses to areas with good access to the strategic road networks further out to the east and north, and re-development of derelict and underused brownfield land provide substantial opportunities to optimise both land use and land values in the east. Opportunity Area Planning Frameworks, produced jointly by the local councils, the GLA and TfL, seek to capitalise on these opportunities by setting out the future direction of travel - they set out future land use and development estimates, public realm, transport and environment strategies, as well as delivery and funding mechanisms. City in the East, collectively represents these opportunity areas as well as opportunities in East London outside their boundaries.



New mixed use residential centres



CITY IN THE EAST PLACES

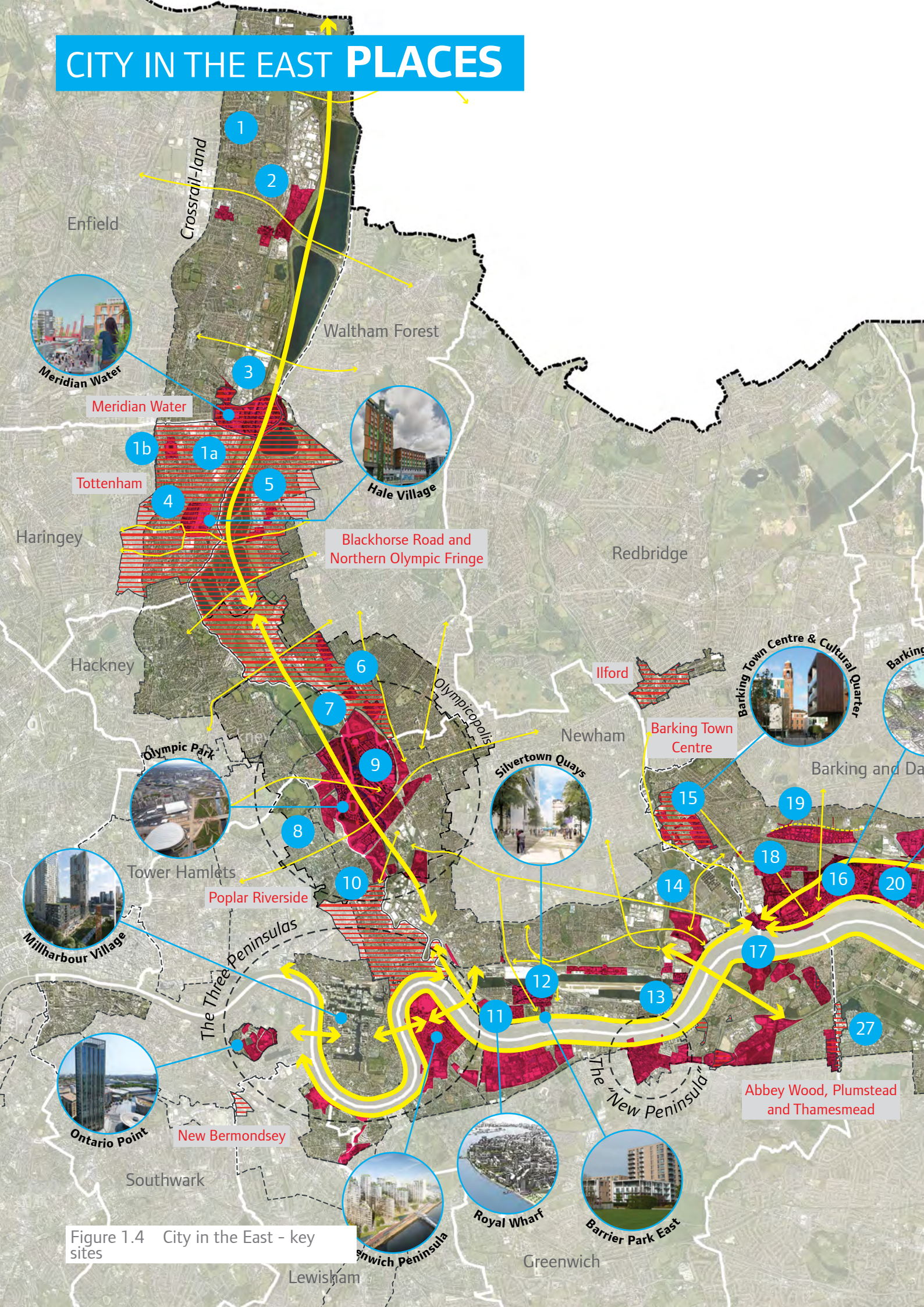
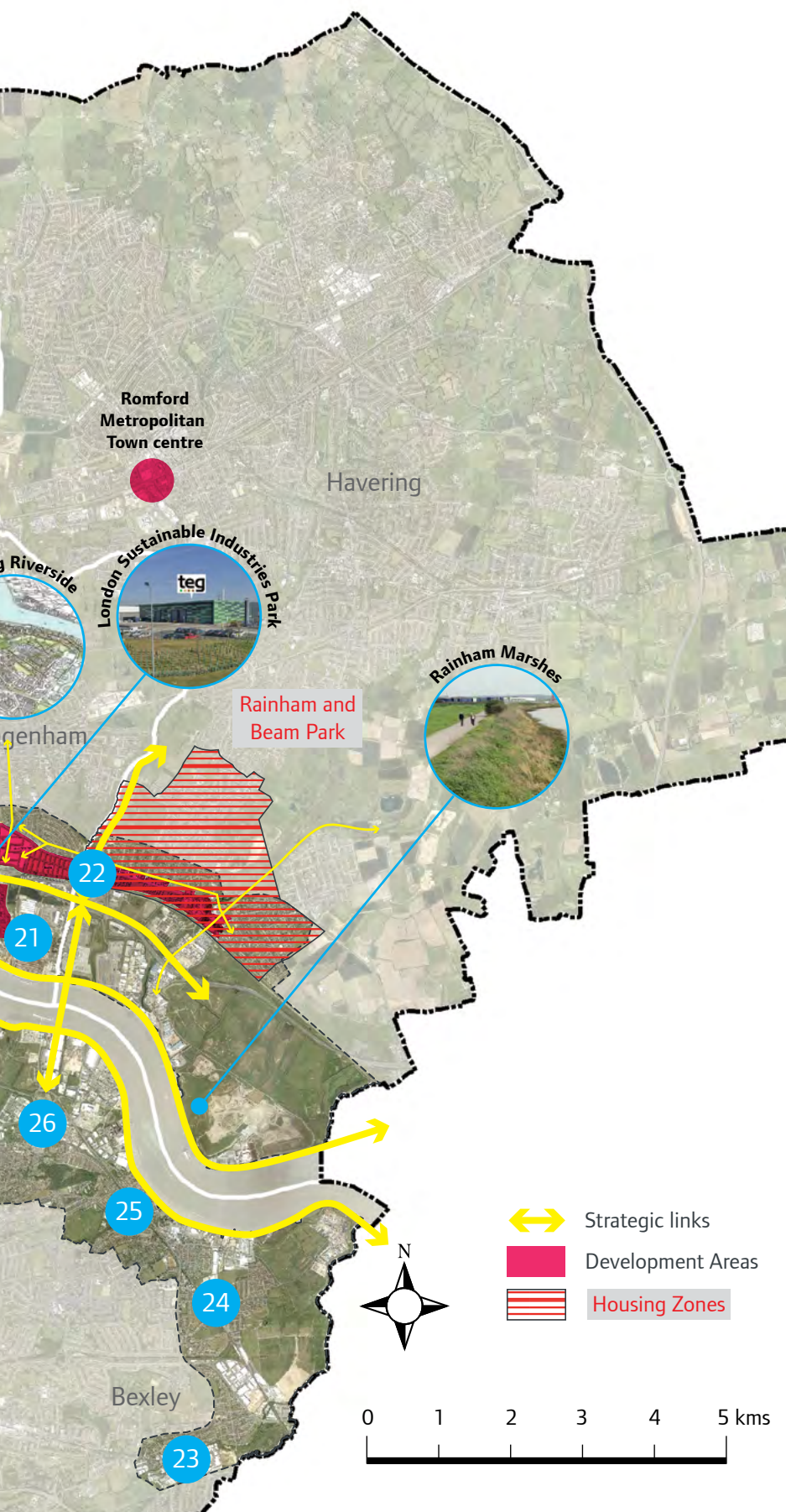


Figure 1.4 City in the East - key sites



UPPER LEE VALLEY

20,100 homes and 15,000 jobs

1. A10 / A1010 corridor
 - 1a. Northumberland Park
4,500 homes and 4,000 jobs
 - 1b. High Road West masterplan
1,600 homes and 700 jobs
2. Ponders End masterplan
1,100 homes and 700 jobs
3. Meridian Water masterplan
5,000 homes and 3,000 jobs
4. Tottenham Hale District Centre framework
5,000 homes and 4,000 jobs
5. Blackhorse Lane masterplan
2,500 homes and 1,000 jobs

OLYMPIC LEGACY

32,000 homes and 50,000 jobs

6. Northern Olympic Fringe
3,000 homes and 110,000 sq. m. commercial
7. Olympic Park
2,000 homes and 50,000 sq. m. commercial
8. Hackney Wick and Fish Island
6,000 homes and 160,000 sq. m. commercial
9. Stratford
12,000 homes and 700,000 sq. m. commercial
10. Southern Olympic Fringe
9,000 homes and 300,000 sq. m. commercial

ROYAL DOCKS

15,000 homes and 40,000 jobs

11. Thameside West
12. Silvertown Quays
13. Albert Island
14. Beckton Riverside

LONDON RIVERSIDE

26,500 homes and 16,000 jobs

15. Barking Town Centre
16. Barking Riverside
10,800 homes and 65,600 sq. m. commercial
17. Creekmouth
18. Thames Road
19. Castle Green
20. Sustainable Industries Park
21. Barking Power Station
22. A1306 sites including Rainham and Beam Park

BEXLEY RIVERSIDE

21,500 homes and 8,500 jobs

23. Crayford
1,000 homes and 500 jobs
24. Slade Green
2,000 homes and 1,000 jobs
25. Erith
2,500 homes and 1,000 jobs
26. Belvedere
11,000 homes and 5,000 jobs
27. Thamesmead / Abbey Wood
5,000 homes and 1,000 jobs

1.1 The purpose of the framework

The main purpose of this framework is to set out the Mayor of London's strategic priorities and long term vision for the area over the next 20 years based on a comprehensive analysis and review of the local context. Specifically, the framework sets out how the Mayor wishes to see this part of London evolve into a sustainable and successful part of the city and how it relates to the wider south-east.

The framework is a spatial planning document which takes a strategic approach to generating comprehensive social, economic and environmental regeneration throughout the Opportunity Area (OA) and how this fits into the south-east context.

The OAPF is Supplementary Planning Guidance (SPG) to the London Plan (2015) and sits alongside the London Plan's strategic policies and the more detailed policies of the two borough's Local Plans, together forming the Development Plans for the area. The OAPF does not establish new policies and must be read in the context of the relevant Development Plans and frameworks which apply to development proposals within the area. The framework does however set a direction of travel for forthcoming Local Plan reviews at both the regional and local level, and is therefore a material consideration for decisions on planning applications that fall within the opportunity area.

The strategies that are set out in the document have emerged through close co-operation between the GLA, the Councils of Havering and Barking and Dagenham and TfL, and it has been subject to appropriate impact and screening assessments.

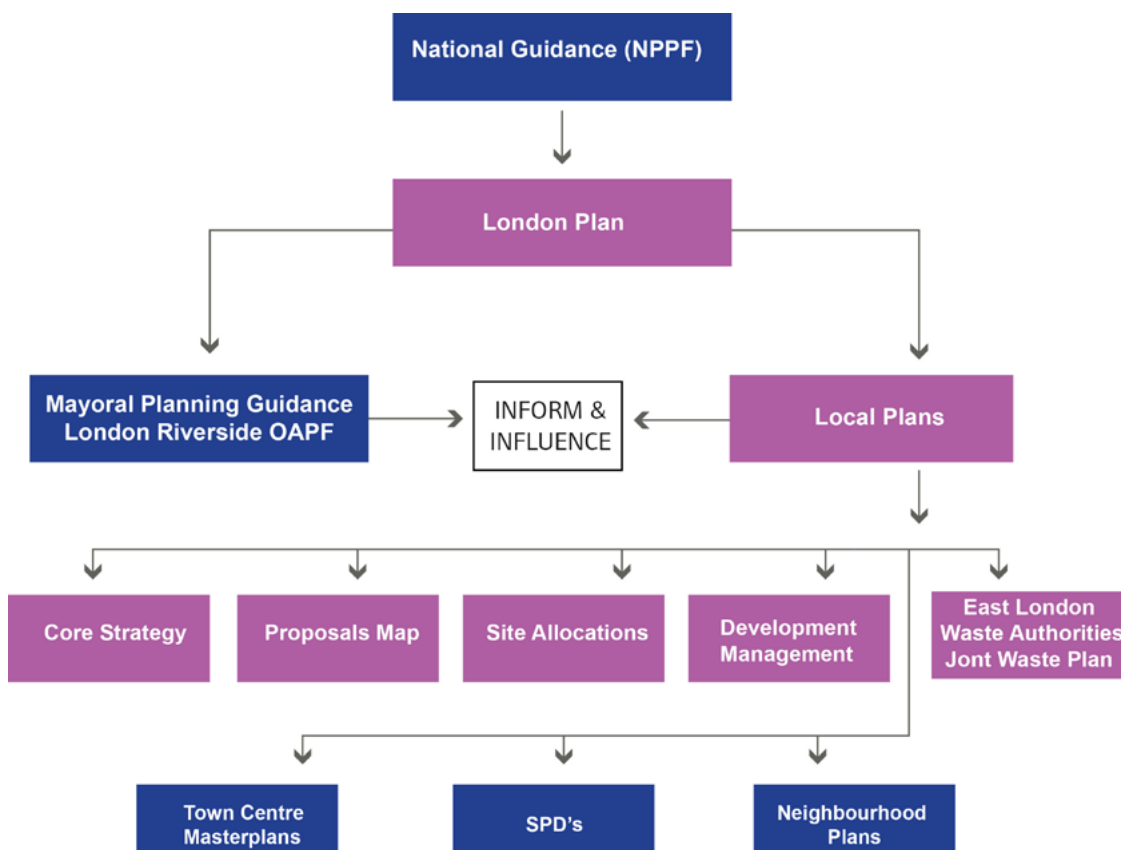


Figure 1.5 Planning hierarchy and material considerations

The framework provides strategic planning guidance for:

- Investment plans and decisions of individual landowners and developers whose actions will help realise much of the change this framework promotes.
- Local Plans produced by Barking and Dagenham and Havering Councils.
- The development and investment priorities of other public sector bodies and agencies, such as the Greater London Authority, Transport for London and the Environment Agency, each of which has a major part to play in delivering the plan it proposes.

This framework will be supported by a Development Infrastructure Funding Study (DIFS) that looks at the broad infrastructure needs of the London Riverside area and how they might be delivered and funded.

The London Plan and adopted and emerging borough planning documents formed the starting point for the OAPF. The framework has also been influenced by meetings and discussions with key public and private landowners who form the wider stakeholder group.

This has included the review of current and consented development proposals in the OA. The form and structure of the stakeholder group engagement was agreed by the London Riverside Management Group (LRMG) at the outset of the project and has been progressed by the current governance arrangements through the London Riverside Strategy Board.

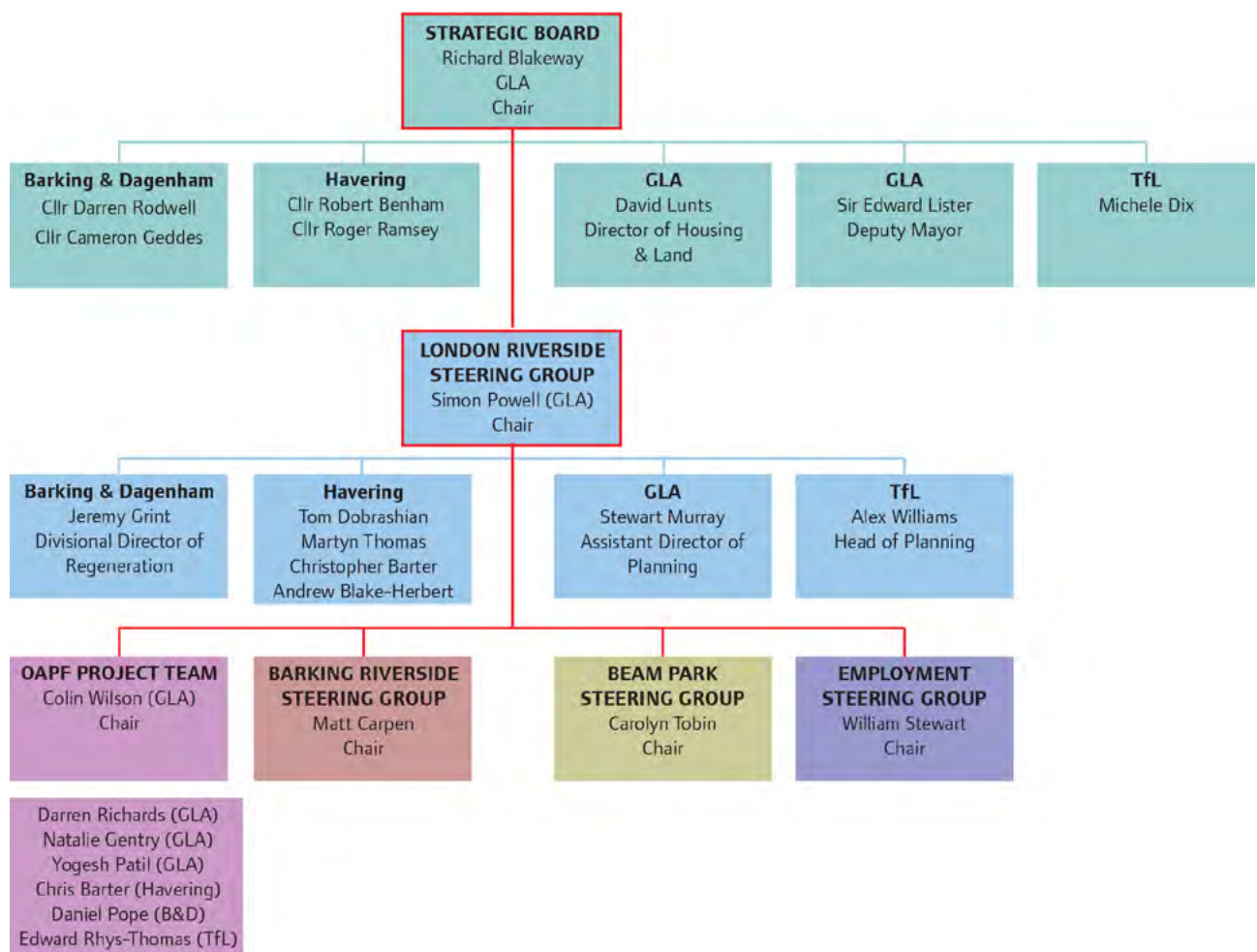


Figure 1.6 London Riverside management board and project team structure

1.2 City in the East

London's status as a successful world city relies on its ability to respond and adapt to global change and accommodate growth. As London's growth is predicted to continue at an unprecedented rate, with the potential for some 250,000 jobs and 200,000 homes to be delivered by 2036 in East London alone, it is clear that a credible strategic and spatial plan is required to ensure that this growth is coordinated and delivered as an integral part of the city. To achieve this, the GLA is working with its partners to deliver a suite of Opportunity Area Planning Frameworks covering the former Thames Gateway area, to provide the narrative for the delivery of London's largest remaining contiguous development opportunity - The City in the East.

Opportunity Areas can accommodate large scale development with a mixed and intensive land use, assisted by good public transport accessibility. The City in the East area comprises London Bridge, Canada Water, Deptford Creek/Greenwich Riverside, Isle of Dogs, Lower Lee Valley, Upper Lee Valley, Ilford, Greenwich Peninsula, Charlton Riverside, Woolwich, London Riverside, Bexley Riverside and Abbey Wood and Thamesmead. The project itself currently features the production of four closely interrelated Opportunity Area Planning Frameworks which work together to manage the allocation of commercial, industrial, retail and housing land across the wider east of London and consider relationships beyond into Thurrock and Dartford, defining East London's place within the wider London and UK economy. The frameworks currently comprise:

- Isle of Dogs OAPF – focuses on maximising high density housing delivery alongside the existing thriving commercial land uses.
- Royal Docks OAPF – focuses on the coordinated sub-regional redistribution of industrial land and safeguarded wharfs to maximise housing and jobs delivery within an Enterprise Zone and emerging leisure quarter.
- London Riverside OAPF – focuses on the creation of new residential communities and sustainable industries through consolidation of industrial land with new and improved public transport.
- Bexley Riverside and Thamesmead OAPF – focuses on delivering thriving new town centres with residential growth and improved connections to the remainder of London.

The City in the East project provides a timely opportunity to integrate transport and spatial plans and to use the GLAs and boroughs land holdings to speed up delivery. The individual OAPFs provide spatial plans with a firm foundation in development viability and a costed programme of transport, social and utilities infrastructure requirements, in line with the objectives of the Mayor's Infrastructure Plan. The City in the East project also has a key role in addressing London's housing issues, as the Mayor's Housing SPG identifies that with the agreement of the Boroughs a fixed rate of affordable housing can be set in the Opportunity Areas and Housing Zones, providing certainty for the delivery of all types of housing.

The City in the East project combines a credible, spatial planning approach at a regional level, with detailed plans that are informed by in-depth local knowledge, which aim to facilitate delivery and can also inform upcoming planning policy reviews at both local and strategic levels. This unique approach, coupled with strong political leadership provides the opportunity to create a wide variety of new places, each suited to their context as part of a much wider growth strategy, to ensure that the City in the East is successfully delivered.

1.3 The London Riverside Opportunity Area

The London Riverside OA covers some 2,500 hectares and extends from the River Roding in the west to Rainham Marshes in the east, a distance of some 12 kilometers. It encompasses the southern parts of the boroughs of Barking and Dagenham and Havering, adjoining the borough boundary with Newham in the west, and forms part of the nationally recognised Thames Gateway growth area. The OA is home to over 116,000 people and about 39,000 jobs.

Within London Riverside, there is a good supply of land for redevelopment for housing and employment, and the area is already designated a Green Enterprise District. At the same time, there is extensive open space and a range of habitats including wetlands of national significance. Whilst the area's strategic connections create an opportunity to drive change

the local transport network is constrained. The break-up of the large employment sites, low land values and the need for local transport infrastructure and services to connect the area, have resulted in a situation where the existing network is struggling to support growth in business activity and generate new jobs for local people. This is most evident in the fact that there is a need for better rail connectivity to key sites in the area to support new homes as well as public transport connections across the area.

The London Plan 2015 identifies that, with transport and other infrastructure investment in place, this area has the capacity to accommodate 26,500 new homes and 16,000 jobs.



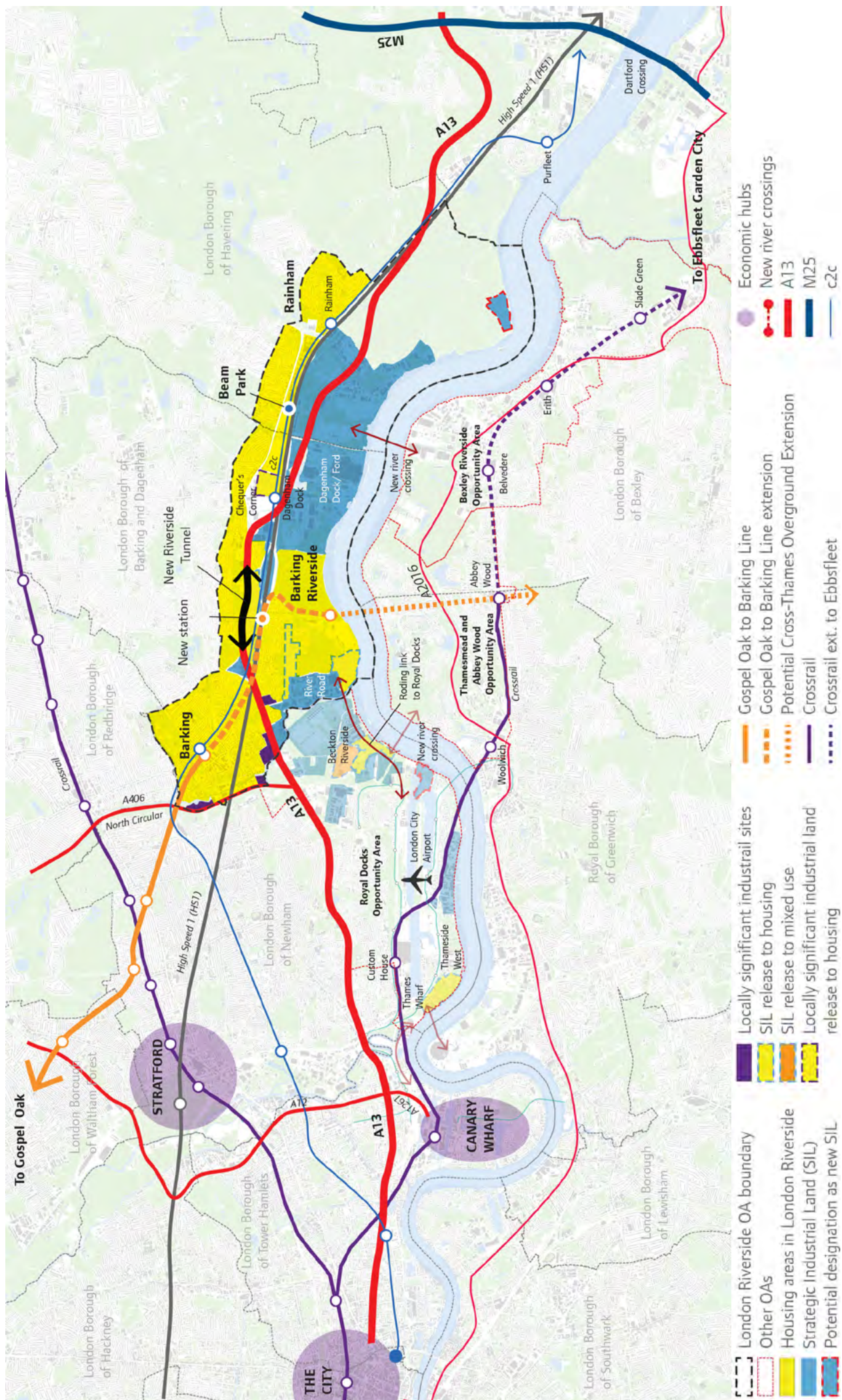


Figure 1.7 The Plan

1.4 The Plan

London Riverside represents a significant opportunity to redress the balance in development pressure between west and east London. The way to do this is to capitalise on the area's strengths: existing strategic road and rail links; a ready supply of land for regeneration for housing and employment in a riverside setting; and its location between the Royal Docks, Canary Wharf and Central London, to the fast developing Lower Lea Valley and Olympics Legacy sites and the major ports of Tilbury and London Gateway.

If sufficient investment in infrastructure is in place, London Riverside presents an opportunity to bring forward residential development in a variety of urban forms, from the award winning high density development in Barking Town Centre to the contemporary terraced housing of Barking Riverside; redevelopment that are positively changing the perception of the area. This perception change can be furthered by introducing new housing and mixed use on development site opportunities at Beam Park and the Housing Zones in Barking Town Centre and Rainham and Beam Park. There is huge scope within the opportunity area to provide more traditional housing types with front doors and gardens, most of which will have easy access to parks and wildlife reserves and access to the River Thames, whilst still remaining affordable.

As well as having significant opportunities for new housing, London Riverside will continue to be the home for industries, which will be intensified in key locations with excellent transport links into the centre of London and further east to the ports.

In order to facilitate the delivery of up to 26,500 new homes and 16,000 jobs as identified in the London Plan (2015), the framework sets out five key principles:

Land use planning: a strategic approach to the relocation and intensification of Strategic Industrial Land (SIL) uses further to the east, including within Essex, and the clear identification of new housing land.

Improved transport connections: setting out the transport requirements to unlock and support development, including; the extension of London Overground's Gospel Oak line from Barking, which is essential to unlock housing development at Barking Riverside; a new station at Beam Park; improvements to the A13, new river crossings and improved bus connectivity. Other potential options being considered could further support development in the longer term, such as a Crossrail extension to Bexley Riverside and Ebbsfleet Garden City, further extension of the Gospel Oak to Barking line to Thamesmead and eastern spur of Crossrail 2 from Hackney to Barking.

High quality public and private realm: working with existing ecology, landscapes, open spaces, creating new parks and open spaces and improving the condition of connections and industrial areas.

Public land ownership: expediting the development of publicly owned land assets to deliver the jobs and homes targets for London.

Maximising benefits of housing investment: through the coordination of housing strategy and land use planning.

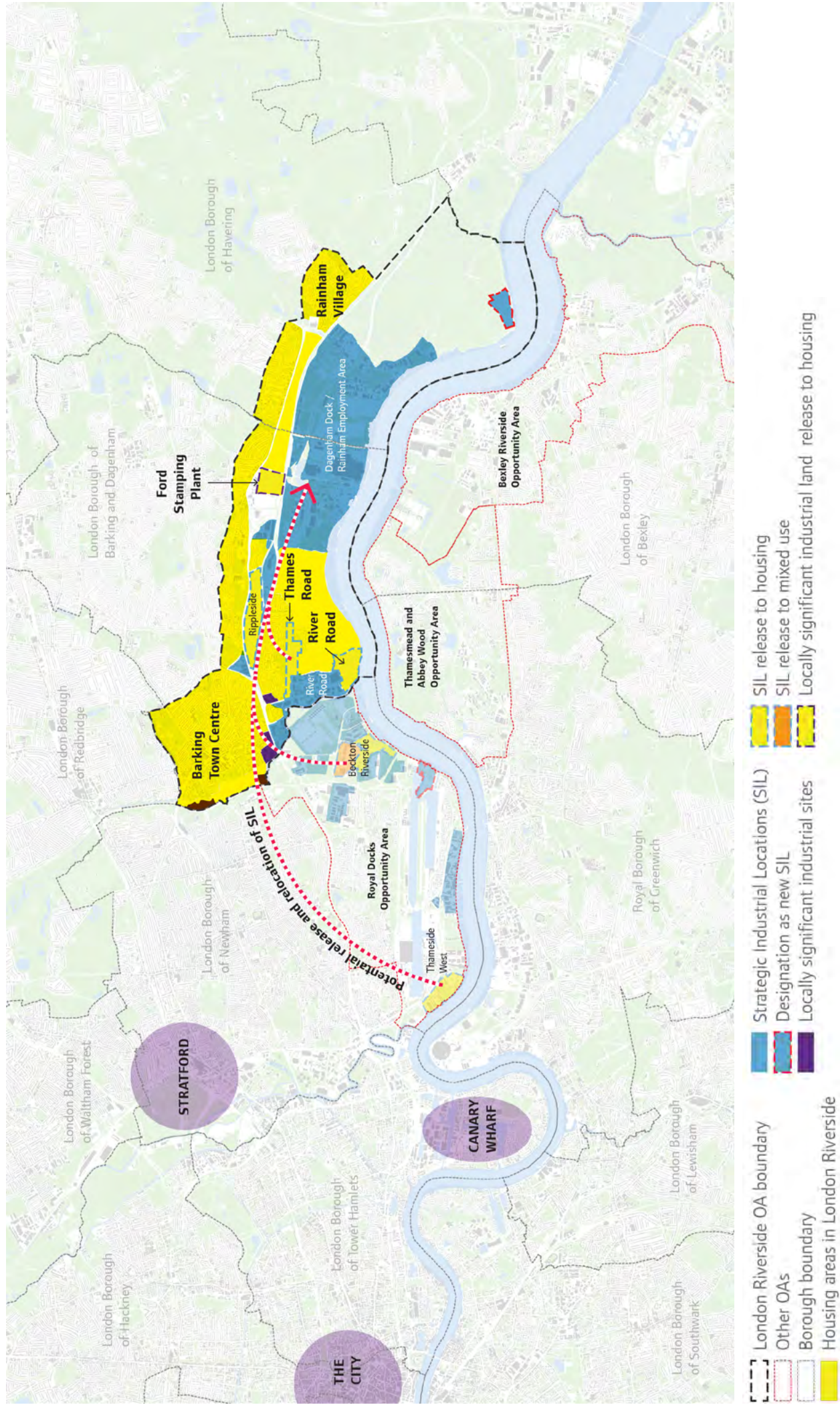


Figure 1.8 Land use Plan

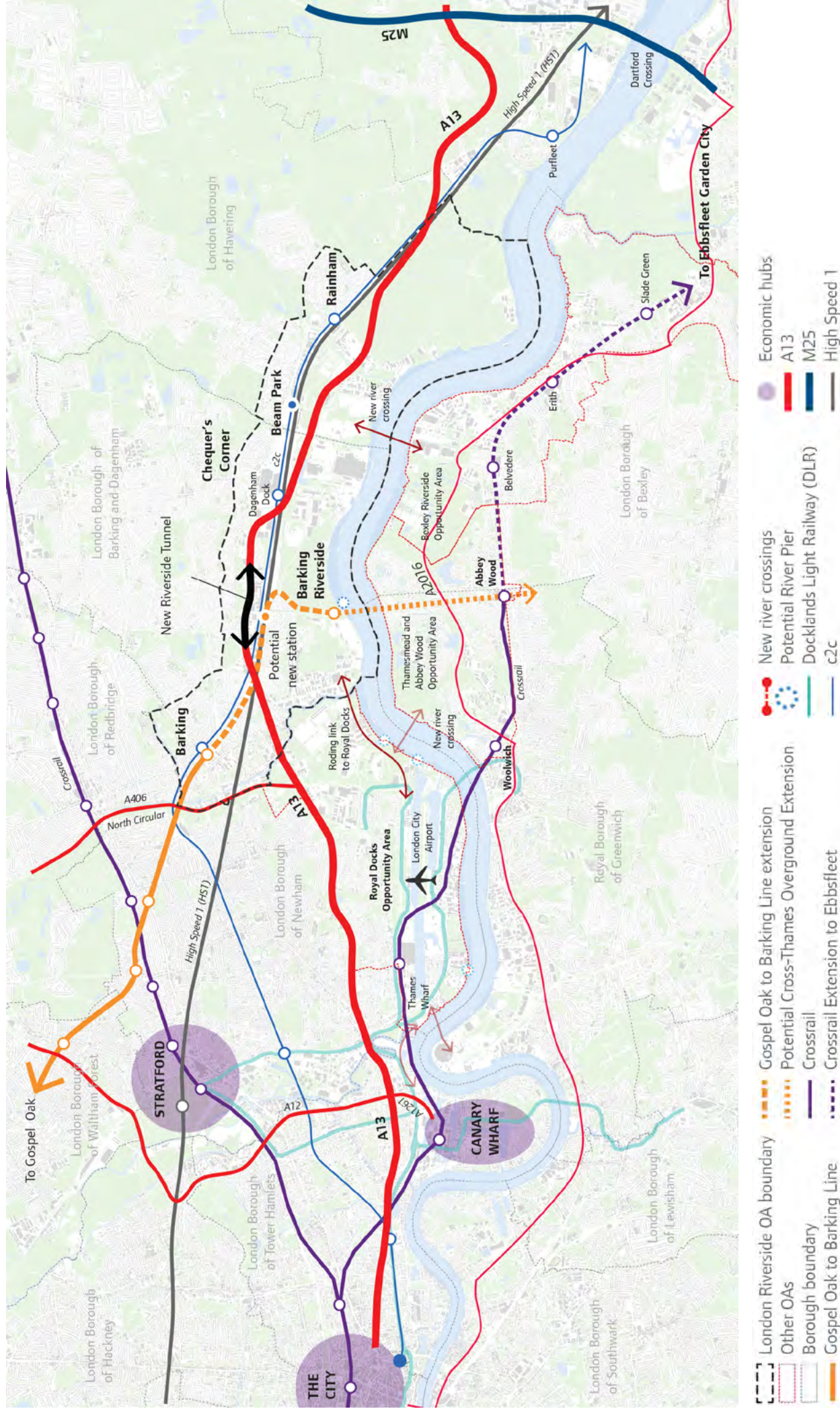


Figure 1.9 Transport Plan

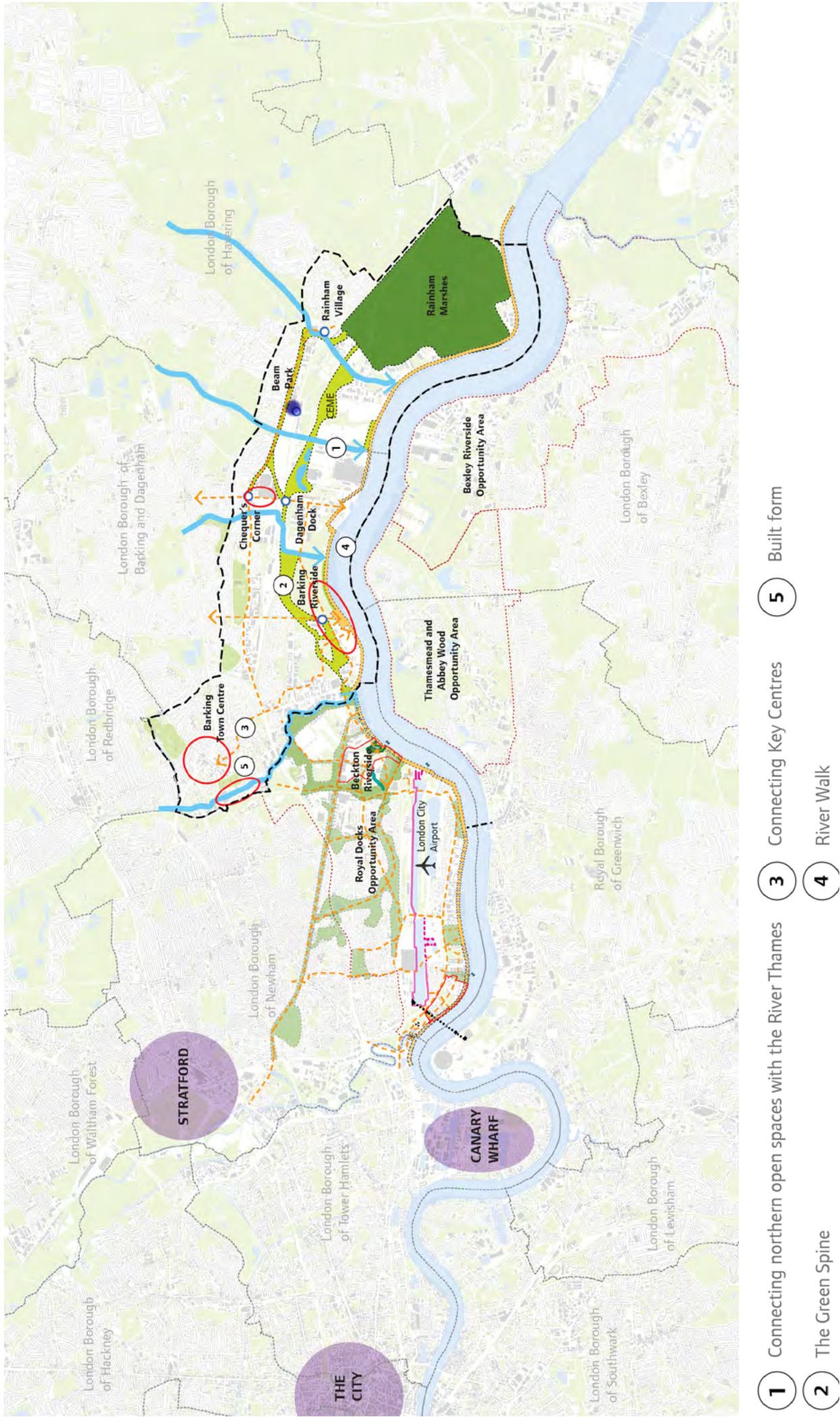


Figure 1.10 Key principles of the Public Realm Strategy

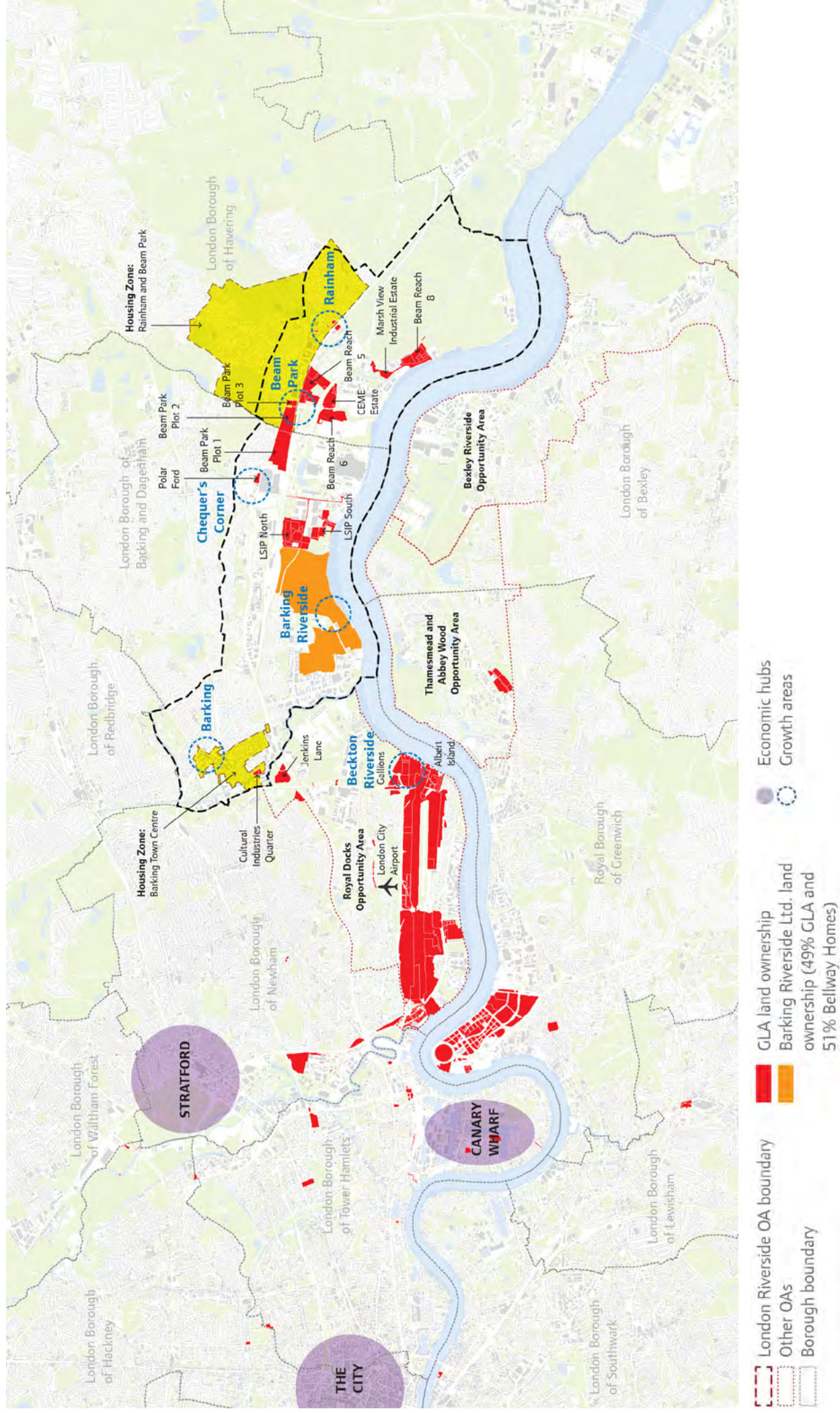
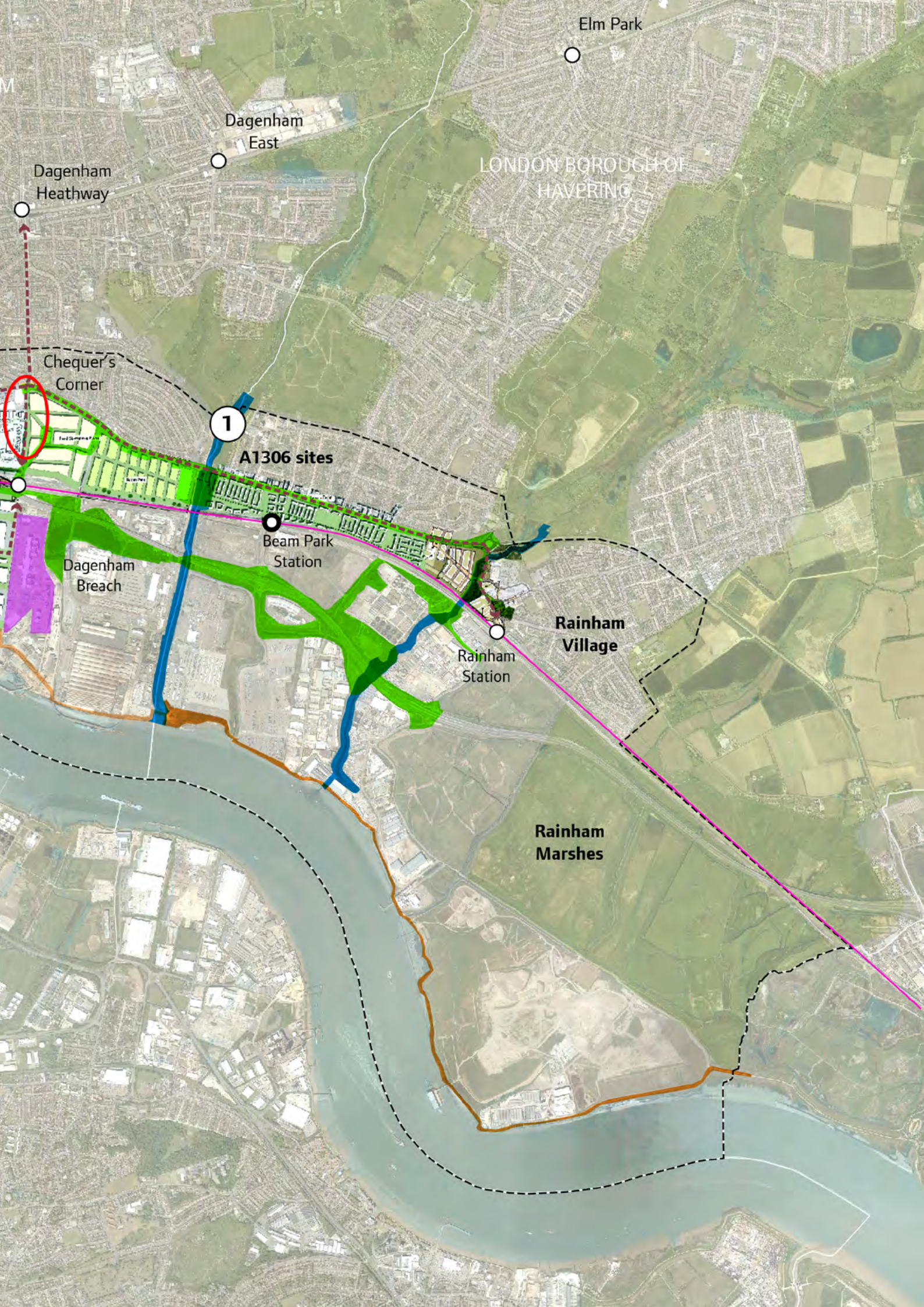


Figure 1.11 GLA land ownership (November 2014) and Housing Zones in London Riverside



- 1. Connecting northern open spaces with the River Thames**
- 2. The Green Spine**
- 3. Connecting key centres**
- 4. River Walk and riverside park spaces**
- 5. Built form**

Figure 1.12 London Riverside - Key sites and emerging masterplans



Elm Park

Dagenham East

LONDON BOROUGH OF
HAVERING

Dagenham Heathway

Chequer's Corner

1

A1306 sites

Beam Park Station

Dagenham Breach

Rainham Village

Rainham Station

Rainham Marshes