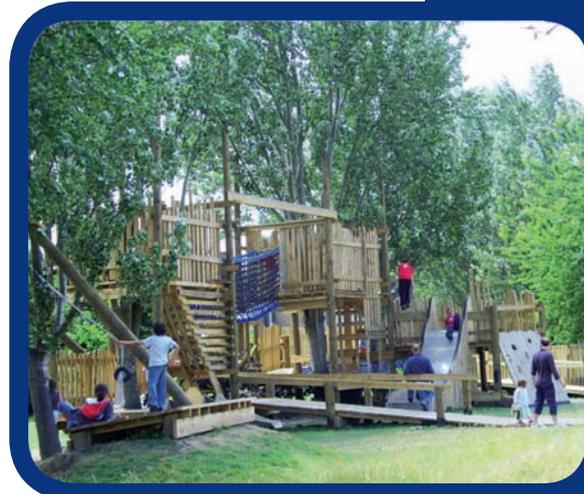


Local Development Framework

our
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Core Strategy Proposed Submission

January 2011



Waltham Forest
It's happening here



Waltham Forest

Translation

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Foreword

As London's population continues to grow, we need to plan for growth in the most sustainable way. Waltham Forest is already a good place to live but we need to recognise the challenges that the future holds, such as ensuring that as our children grow up they have the opportunity to live and work in the Borough.

We need to plan for changes to occur to improve the quality of life for all residents. This means delivering the right amount and choice of housing, jobs and supporting infrastructure like schools, health, leisure and community facilities. Also ensuring that our town centres become vibrant, safe and welcoming places. Our heritage assets including open spaces and historic buildings make an important contribution to our local identity and must be safeguarded. We also need to tackle the impact of climate change locally in the best way possible.

In planning for the future, we have drafted a new plan called the Core Strategy. It contains the planning vision and strategy for the borough. In this strategic document, we have identified where and how we want to deliver new homes and jobs and other supporting social infrastructure. The policies included in this document are designed to deliver the Council's vision for the physical, economic, environmental and social development of the borough. These policies will be used to direct and manage development and regeneration activity for the next 15 years, up to 2026. The Core Strategy is an important document in the Waltham Forest Local Development Framework (LDF).

The Core Strategy has been developed using evidence collected through studies and through consultation with the public and other stakeholders. Many people and organisations have been involved in the production of the Core Strategy so far. At this final round of public consultation, we want to make sure that the document responds as best as possible to the needs and concerns of local residents, businesses, and other stakeholders.

We have therefore published the LDF Core Strategy Proposed Submission version for consultation from the 17th January – 28th February 2011. Following this, we will submit the document to the Secretary of State for examination and comments will be considered by an independent Planning Inspector. Please get involved and have your say about this important strategy.

Thank you for your interest and participation.

A handwritten signature in black ink that reads "Marie Pye". The signature is written in a cursive, flowing style.

Councillor Marie Pye

Portfolio Lead for Housing and Development

1 Introduction

1.1 The Waltham Forest LDF Core Strategy sets out the overarching policies to help secure the same life opportunities and experiences for the Waltham Forest community as for those living elsewhere in London. The policies seek to maximise the benefits of regeneration in East London whilst protecting the places and spaces our community values most. Their successful implementation will also go a long way to achieving the Waltham Forest Sustainable Community Strategy. The Core Strategy policies therefore corresponds to the Sustainable Community Strategy priorities.

1.2 This document shows how Waltham Forest Council should plan for, and manage change and development over the next 15 years. Planning and regeneration affects many aspects of our lives - from where we can live, to where we can work, to where and how we can enjoy ourselves. So it is important that we get it right. This document has been prepared in accordance with the plan making requirements relating to the preparation of development plan documents. ⁽¹⁾

Spatial Development Strategy - The London Plan

1.3 The London Plan is the overarching spatial development strategy for London. It provides the strategic, London-wide context within which all London boroughs must set their detailed local planning policies. Accordingly, policies in the LDF Core Strategy and other DPDs will need to be in general conformity with the London Plan. At the time of preparing this document, the Mayor had published but not yet adopted his proposals for a new London Plan⁽²⁾. The Council notes that it is intended that the new Plan will be published during winter of 2011-12. Therefore this document has been prepared in line with the objectives of the London Plan 2008 consolidated with changes since 2004, but has taken into consideration impacts of the draft London Plan and its objectives.

Waltham Forest Sustainable Community Strategy (Our Place in London)

1.4 The Sustainable Community Strategy (SCS) is a collective, long-term set of ambitions and priorities for the Borough and its position within London. The strategy identifies what the Council and partner organisations, such as the Police and health services, will do to build a more sustainable, prosperous and integrated community in Waltham Forest.

1.5 Towards the end of 2006, the Council embarked on an innovative and best practice programme of 'place shaping' as a major prelude to the preparation of the SCS and the Local Development Framework. In May 2008, the Council adopted the document 'Our Place in London'. (The Waltham Forest Sustainable Community Strategy). This document emphasises that the key to the Borough's future is increasing the prosperity of our residents with the following guiding principles and key priorities:

Manage population growth and change

- Improve housing quality and choice with the right kind of homes in the right places.

1 Planning and Compulsory Purchase Act 2004 (as amended) - Sections 19 and 24(1) and regulations under 17(7) and regulations under Section 36 and the Town and Country Planning (England) (Local Development) Regulations 2004 (as amended).
2 Consultation Draft Replacement London Plan - published October 2009

- Create a more economically balanced population, to increase local spending power, generate jobs and tackle concentrations of deprivation and low aspirations.
- Cultivate civic participation, cohesion and independent living so everyone feels they belong.
- Respond to climate change in a practical and effective way.

Create wealth and opportunity for all residents

- Provide children and young people with the skills and confidence to achieve their ambitions and compete in a global economy.
- Achieve full employment.
- Ensure residents are fit and healthy for work.
- Make the most of the regeneration of East London.

Retain more wealth in the borough

- Create vibrant town centres with an attractive leisure, cultural and commercial offer.
- Transform the design and quality of public space.
- Improve community safety and reducing anti-social behaviour.

1.6 To achieve the community's ambitions for the future, the LDF seeks to echo and implement the guiding principles of the SCS. These guiding principles have been subsequently followed in developing the Strategic Objectives and associated policies.

The Waltham Forest Local Development Framework

1.7 The Core Strategy will form a key part of the Local Development Framework (LDF). The LDF deals with spatial issues - how places work. It seeks co-ordinates and plan for the range of activities likely to affect spaces, including transport, environment, education, housing, employment, health, shopping etc, also integrating the other policies and programmes of other government departments/agencies and other key players whose activities also contribute in 'place shaping' the borough.

The Waltham Forest LDF is made up of the following documents:

- **The Local Development Scheme (LDS)** is a timetable identifying which local development documents will be produced, in what order and when.
- **Statement of Community Involvement (SCI)** sets out the standards the Council will achieve when involving local communities in producing local development documents.
- **Core Strategy** (this Document) is the overarching policy document setting out the broad policy framework for all other documents in the LDF. All development plan documents in the LDF must be in conformity with the Core Strategy.
- **Development Management Policies** will translate the strategic policies in the Core Strategy into more detail to be used in assessing planning applications.
- **Supplementary Planning Documents (SPDs)** will help to explain specific issues or sites in more detail.
- **Site Specific Allocations/Proposals Map** will identify sites for specific uses.

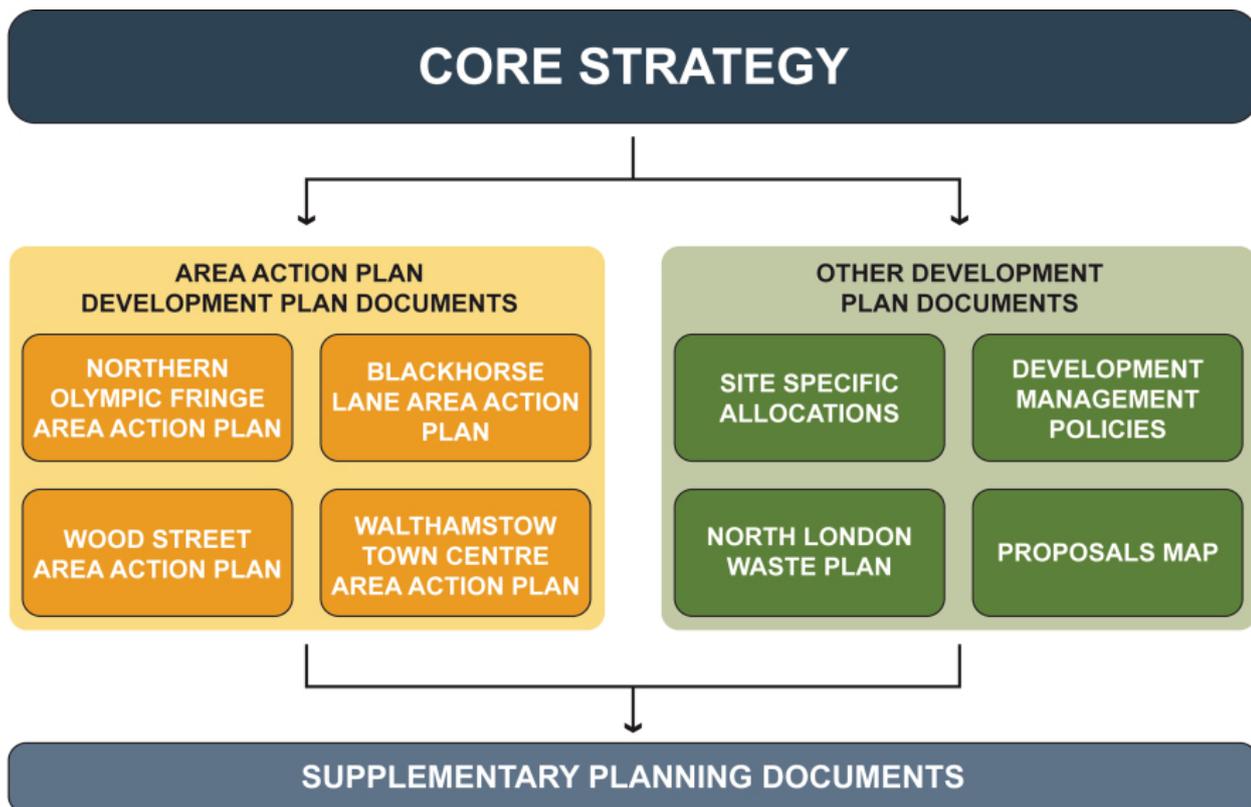
- **Area Action Plans** will have a geographic dimension focussed on the 4 Key Regeneration Areas in the Borough, namely Blackhorse Lane, Northern Olympic Fringe and Lea Bridge, Walthamstow Town Centre and Wood Street. These are areas in which most change is expected.
- **North London Joint Waste Plan** - the Council is working with the North London Boroughs of Hackney, Enfield, Haringey, Barnet, Camden and Islington on this document.
- **Annual Monitoring Report** - The purpose of the AMR is to assess the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being achieved.

What is the Core Strategy

1.8 The LDF Core Strategy identifies the overarching objectives for spatial planning outcomes in Waltham Forest. It will be used by everyone who wants to see how Waltham Forest will change or how new development will be planned for and managed over the next 15 years. It will deal with the big, strategic planning issues facing the borough. It will not be concerned with individual development sites or detailed policies.

1.9 Its purpose is to set the overall framework for the future. It seeks to 'join up' town planning issues with plans and strategies that deal with community uses such as health, community safety, climate change, social cohesion, housing, employment, education, transport, the environment and regeneration. All other planning documents need to be prepared in line with the strategic direction provided by the Core Strategy. The key elements to be covered in the Core Strategy are as follows:

- Spatial vision and strategic objectives setting out how the borough will grow and develop, also outlining the main policy directions that need to be pursued in order to realise the spatial vision;
- Spatial strategy identifying the broad locations for development, protection and change;
- Core policies for addressing how the vision and objectives can be achieved. These will be a high level strategic focus setting the scene for more detailed policies to be covered in other development plan documents and used in assessing proposals for development. Planning applications will be considered against the core strategy policies;
- Monitoring framework - a set of indicators and targets to provide a basis for monitoring the implementation of the plan.



Background to the Core Strategy

1.10 This document has been prepared in a number of stages, each subject to appraisal and public participation. In June 2008 the Council published its Core Strategy Issues and Options document. This was followed by the publication of the Core Strategy Preferred Options in January 2010. Each stage was developed having regard to the results of community involvement and sustainability appraisal of the previous stage, as well as to new evidence and changes to national or regional policy.

Sustainability Appraisal

1.11 Local planning authorities are required to consult on the form of their Sustainability Appraisal Reports in a 'scoping report', presenting the information collected through the first stage of appraisal (stage A).

1.12 A scoping report has been produced to cover the scope of all Local Development Documents included in the Waltham Forest LDF. It includes a review of other relevant plans, policies and programmes that relate to the local area, information on the present state of the local environment (the baseline), a discussion of the local sustainability issues and a set of sustainability objectives. A sustainability appraisal report is published with this document.

1.13 Development Plan Documents are now also subject to Appropriate Assessment (under the amended Habitats Regulations) to ensure proposals do not harm sites of international conservation value. A Habitats Regulation Assessment (HRA) report is published with this document.

About this document

1.14 The Core Strategy provides the broad spatial vision for the borough to 2026 and the policies designed to achieve this. It implements the requirements for land use planning deriving from the Waltham Forest Sustainable Community Strategy (Our Place In London) The document outlines the existing situation in terms 'What makes Waltham Forest Unique' and sets out the key planning challenges in Chapter 2. The vision and strategic objectives are then identified in Chapter 3. This is followed by a set of policies to achieve this.

1.15 The text following each policy provides details on the reasoning for each (including the key evidence informing the policy). Appendices are at the end of the document with a Glossary of terms used. Footnotes are included within the document to detail where additional information/evidence in support of the spatial strategy can be found. Details of the evidence supporting the Core Strategy is also set out in Appendix 4. Changes to the Proposals Map arising from the Core Strategy are set out in Appendix 5.



1.16 The table below provides a useful guide in identifying how the Core Strategy Policies address topic related issues.

Table 1

Key Planning Issue	Associated Core Strategy Policy
Biodiversity and the natural environment	CS6: Enhancing Green Infrastructure and Biodiversity
Climate Change	CS5: Minimising and Adapting to Climate Change
Conservation	CS6: Enhancing Green Infrastructure and Biodiversity CS11: Tourism Development and Visitor Attraction CS12: Protecting and Enhancing Heritage Assets
Economic Development	CS3: Making Efficient Use of Employment Land CS10: Creating More Jobs and Reducing Worklessness CS11: Tourism Development and Visitor Attractions CS14: Attractive and Vibrant Town Centres
Education	CS9: Promoting Better Education
Employment Land	CS3: Making Efficient Use of Employment Land
Flooding	CS5: Minimising and Adapting to Climate Change
Health	CS13: Promoting Health and Well-Being
Housing	CS2: Improving Housing Quality and Choice
Infrastructure	CS4: Providing Infrastructure CS9: Promoting Better Education CS13: Promoting Health and Well-Being
Open Space and Sporting facilities	CS6: Enhancing Green Infrastructure and Biodiversity CS13: Promoting Health and Well-Being
Place Shaping	CS1: Location and Management of Growth CS15: Well designed Buildings, Places and Spaces CS16: Making Waltham Forest Safer

Key Planning Issue	Associated Core Strategy Policy
Pollution (Air & Noise)	CS13: Promoting Health and Well-Being
Safety and Designing Out Crime	CS16: Making Waltham Forest Safer
Shopping	CS14: Attractive and Vibrant Town Centres
Social Cohesion	CS4 Providing Infrastructure CS16: Making Waltham Forest Safer
Sustainable Design and Construction	CS5: Minimising and Adapting to Climate Change CS15: Well designed Buildings, Places and Spaces
Training and Skills	CS10: Creating More Jobs and Reducing Worklessness
Transport	CS8: Developing Sustainable Transport
Town Centres	CS14: Attractive and Vibrant Town Centres
Urban Design	CS15: Well designed Buildings, Places and Spaces
Waste Management	CS7: Promoting Sustainable Waste Management and Recycling

2 What Makes Waltham Forest Unique?

2.1 This section outlines the main attributes and existing situation in the borough in terms of its geography, distinctiveness, economy, environment, social and cultural characteristics. These are key considerations in the identification of the Vision, Strategic Objectives and associated policies for the Core Strategy. Fuller evidence is available in the individual themes/chapters. A number of key challenges are also highlighted and described in this chapter.

Our Place in London

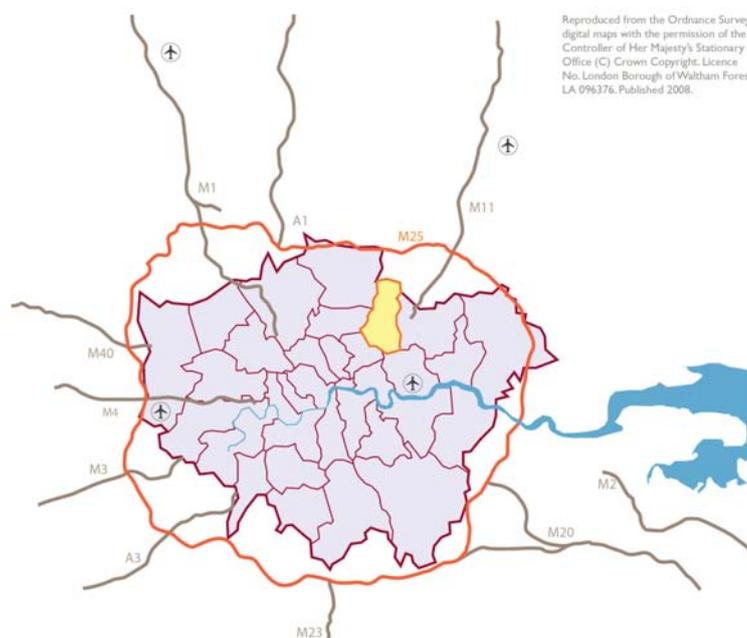
2.2 Waltham Forest sits alongside the Olympic Park and the Stratford City development, and provides a pivotal link between two of Europe's largest regeneration areas: the Thames Gateway and the London – Stansted – Cambridge – Peterborough corridor. Proposals to redevelop Central Leaside just beyond the western boundary will also have an impact on Waltham Forest's future. These developments will all provide a host of employment, leisure and housing opportunities for Waltham Forest residents. To ensure that residents are well placed to take advantage of these potential opportunities, the Council has identified four areas for major regeneration: Blackhorse Lane, Walthamstow Town Centre, Wood Street and the Northern Olympic Fringe.

2.3 Waltham Forest welcomes the regeneration benefits that the Olympics and Stratford City will bring to East London and will seek to maximise benefits for local residents and businesses, whilst also seeking to ensure the long term sustainability of existing economic centres.

Geography

2.4 Waltham Forest, with an area of around 3880 hectares⁽³⁾, is an outer London Borough in the North East of London. With the Lee Valley and Epping Forest defining its western and eastern boundaries respectively, the borough forms a green edged corridor from the boundary of London's Green belt in the north. These areas provide not only for recreation and nature conservation but also serve to define the outer limit of built development in this part of London.

Figure 1

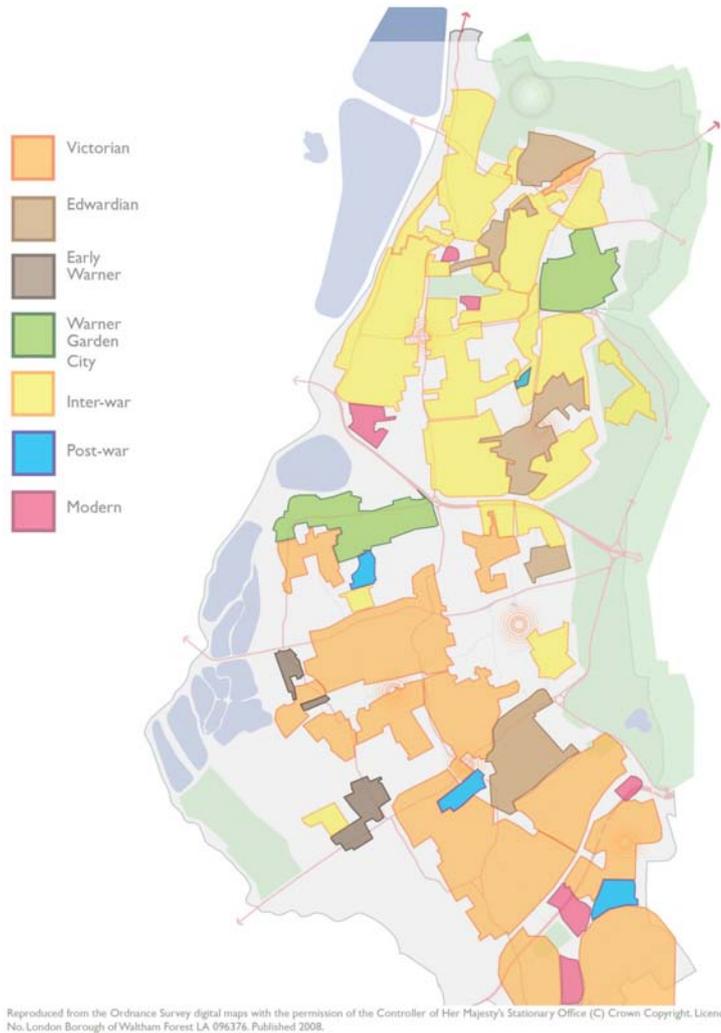


3 The latest GIS data - total area of Waltham Forest: 3881.5 hectares.

Historical background

2.5 The London Borough of Waltham Forest was created in 1965 by the amalgamation of the Essex boroughs of Chingford, Walthamstow and Leyton. Situated between forest land to the east and north, and the Lea Valley to the west, the area was primarily agricultural until late Victorian times when the arrival of the railway and the expansion of London prompted rapid residential growth.

Figure 2 Waltham Forest's Development Typologies



2.6 The development between the 19th and 20th centuries resulted in the distinctive Victorian and Edwardian terrace across the centre and south of the Borough. The north of the borough was extensively developed in the inter-war years with terraces and semi-detached houses. In the early 20th century, industry also became important, with factories being built along North Circular Road (constructed 1927-29), Billet Road, Blackhorse Lane, Argall Avenue, Church Road and at Highams Park. Since 1950s, most large developments have been social housing, with many high-rise blocks being demolished and re-developed for better housing in recent years.

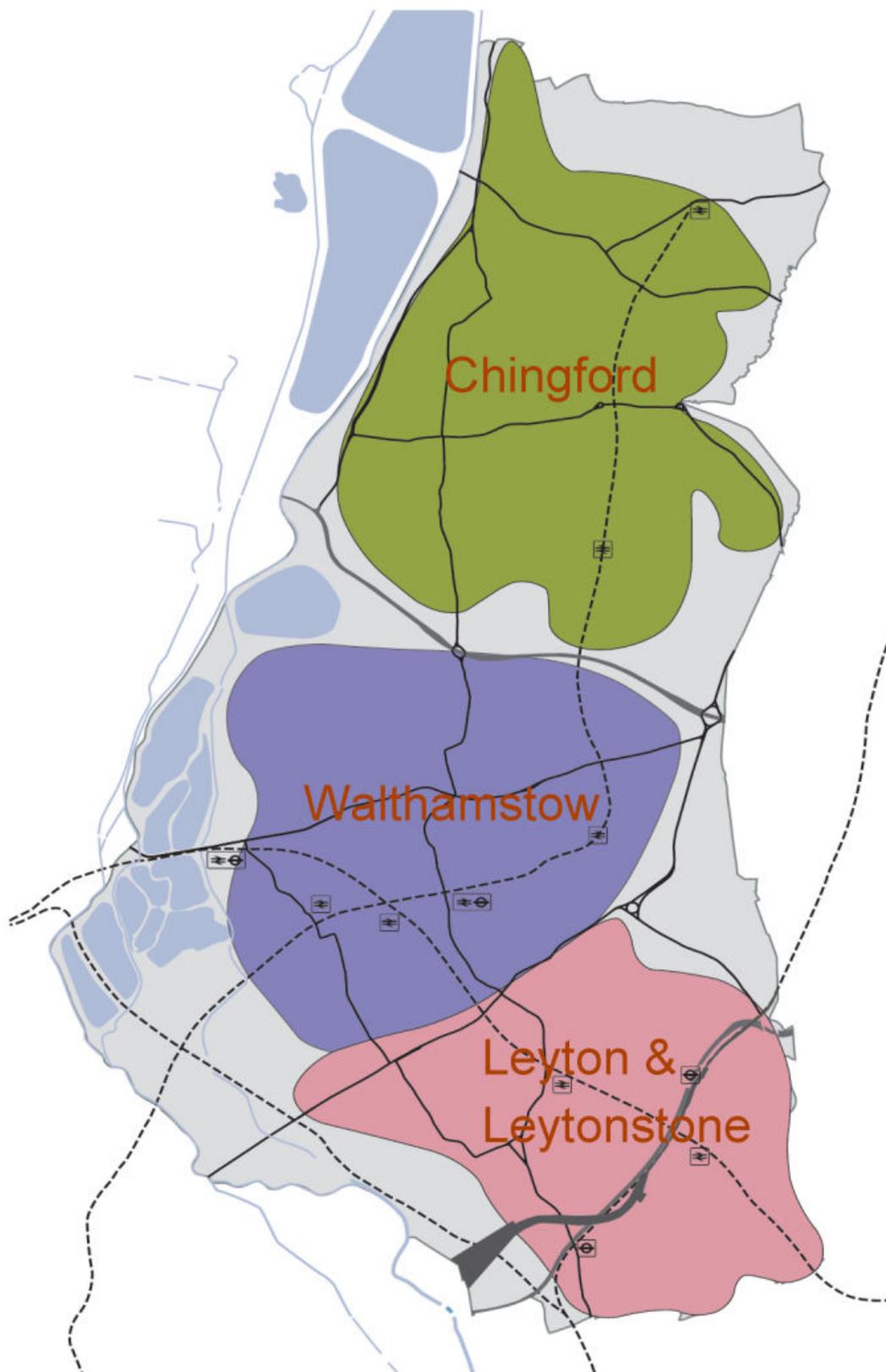
Local Distinctiveness

2.7 Sandwiched between the magnificent Lee Valley and Epping Forest, the borough forms a green edged corridor from the edge of London's Green Belt in the north, to the heart of the London 2012 Olympic Park at the south. It is a defined space like no other borough. At the same time, Waltham Forest is similar to other outer London boroughs, with a combination of Victorian and Edwardian terraces and high streets that form the essence of the Capital's suburbs.

2.8 With its historical developments, the Borough nowadays is predominantly residential and retail centres, interspersed with areas of industry and a total of 1205 ha of open space, parks and playing fields. The North Circular Road (A406) divides the borough into two main areas. The southern parts of the Borough (the focus of urban regeneration) – Leyton, Leytonstone and Walthamstow – were developed in the late Victorian era mainly for first-time homebuyers. Houses are in higher densities and often located very close to industrial and business premises. In some cases, the provision of social and community facilities is unsatisfactory under current standards. By contrast, the northern parts of the Borough – Chingford and Highams Park - are generally open in character with lower density houses built to higher specifications and relatively well-distributed open spaces and community facilities.

2.9 The urban characterisation study for Waltham Forest completed in 2009 highlights what makes the Borough distinctive and should therefore be preserved and enhanced. It also points to typologies which are found commonly in the Borough and sets out the aspects new development should consider and respond to in order to properly fit in with the local setting. The findings are summarised in Table 2. All these aspects make Waltham Forest unique and different to any other borough. The Core Strategy seeks to maintain and enhance the distinctiveness of the borough.

Figure 3 Main Character Areas



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Table 2 Waltham Forest Characterisation Study - Summary of findings

Key Aspect	Chingford	Walthamstow	Leyton/Leytonstone
Land and geology	Long views afforded from grand houses on high ground in Chingford, whilst gradual stepping up of slope influences street pattern to south	Historic landmarks and taller buildings occupy high ground in town centre, residential streets curve around hill top form.	Valley floor occupied by dense low rise development.
Historical development	Edwardian period central area dominates character, with inter-war and postwar development surrounding the town centre reflecting the two major periods of growth.	Eclectic mix of styles reflecting long history of settlement.	Dominance of Victorian terraced development as a result of rapid growth during this period.
Land use	Suburban residential areas dominate, with limited other uses. Chingford centre and Chingford Mount form main foci of mixed use. Street and development form strongly residential.	Significant retail centre has influenced wider network of routes. Older residential neighbourhoods sit tight up against town centre as result of retail growth.	Much greater evidence of employment uses has resulted in a less fluid urban form with large blocks and barriers to western edge.
Green space	Influence of Epping Forest is significant to the north. Strong tree-lined avenues dominate around its edge.	Markedly more urban and less green in character. Street trees therefore play important role in softening character.	Despite its proximity Lea Valley Park has limited influence on character. Less street trees evident, but still important here.
Households	Generally more settled population of owner-occupiers tends to ensure higher standards of upkeep	Increasing number of conversions to flats causing utility clutter and parking issues.	Many houses now in multiple occupancy and rental tenancy which has added pressure on the street in terms of space and quality.
Car ownership	Multiple cars per property has resulted in some conversions of front gardens - many big enough to take this. Street scale and plot width often support this in on-street form too.	Lower car ownership, but multiple occupancy balanced by higher levels of double parking which occurs.	Greater use of public transport balances car numbers on the street.
Movement - roads	North Circular Road plays important role in dividing the suburban Chingford from the more urban Walthamstow area.	A112 forms key spine through the centre of the area, off which a network of residential streets are formed.	Leyton High Road and Leytonstone High Road are central spines which are the focus for activity and taller buildings.
Movement -accessibility	Relatively low accessibility to the public transport network has maintained the suburban character of this area.	High accessibility by tube, rail and bus has seen a densification of central parts of Walthamstow.	Higher accessibility levels to the south have encouraged redevelopment and intensification, whilst northern parts of Leyton are strongly influenced by industrial parks, and northern parts of Leytonstone by Whipps Cross Hospital site.
Movement -barriers	Epping Forest forms attractive northern and eastern edge to area, whilst Lea Valley reservoirs form relatively solid western boundary.	North Circular Road dissects northern Walthamstow creating dead ends and disrupted street network.	A12 obliterates historic links in street pattern and disrupts local character in some key areas where associated redevelopment has occurred.
Movement - public realm	Greater evidence of park-edged streets provides a greener character and in many cases a high quality street environment.	Key routes such as Hoe Street are the focus for greater pedestrian activity with wider pavements and active ground floor uses.	Key spinal routes of Leyton High Road and Leytonstone High Road provide strong public realm focus, but are often devoid of street trees.
Diversity	Less deprivation and greater owner occupancy manifests itself in well-kept and uncluttered streetscape.	Evidence of more rented accommodation and conversions in greater street clutter. Greater ethnic diversity demonstrated in building styles, activities and retail units.	some evidence of pressure for street parking causing clutter, predominance of rented property resulting in less well-kept streets.
Constraints	Strong environmental constraints has maintained clear settlement edges and built environment designations have helped to resist redevelopment and intensification.	Green spaces have been protected and growth limited to intensification of existing urban area.	Limited green spaces, redevelopment focused on areas of poor character such as former post-war housing estates.
Pressure for growth	Desirable area and high environmental quality ensures demand. Communities reluctant to see urbanisation of this more suburban area.	Intensification of town centre likely to continue - opportunity for taller buildings to emphasise centre on high ground.	Proximity to Olympic Park and transport nodes means pressure for high density development is greatest here.

Transport Connections

2.10 In general, Waltham Forest is well linked by public transport, both internally and externally. The borough is served by two overground rail lines - the Chingford to Liverpool Street and Gospel Oak to Barking lines. It also has two London Underground lines – the Victoria and Central lines. Walthamstow Central is the major transport hub in this borough, with 16 bus routes from or via Walthamstow Bus Station, which is situated next to the overground and tube stations for Liverpool Street and the Victoria Underground line services. The Barking to Gospel Oak orbital rail service, which serves four stations in the borough, has significant passenger growth over the past few years. However, over the years the growth in population coupled with the increased demand for travel has resulted in much of the network operating at or above saturation levels during peak times.

2.11 Walthamstow and Chingford are located only a few miles from Stratford but are not connected to it by rail. The Council has campaigned to reinstate the rail service (the Hall Farm Curve) including the re-opening of Lea Bridge Station. This will meet the increasing need to connect the Borough to the Stratford City, the Olympic Park and the major regeneration areas in the Lower Lea Valley.

Population

2.12 The resident population of the borough is steady with a modest growth in the recent years. According to the Office for National Statistics (ONS), Waltham Forest's population increased to 224,300 in 2009 and natural change was the main factor. Waltham Forest has a young and diverse population. The ONS has also estimated that 67.6% of residents were within working age in 2009.

2.13 As summarised in Table 3, the GLA 2009 Population Projections for Waltham Forest estimate that population is expected to reach 248,236 in 2031, with a higher projected population of 227,137 in 2009. This represents a population growth of 21,099 (9.3%) during 2009 - 2031. However, if based on the above ONS 2009 mid-year estimate of 224,300, the growth during 2009-31 would be 10.7%. The GLA projections also show that Waltham Forest will have no significant change in gender proportion up to 2031.

Table 3 GLA 2009 Projected Populations for Waltham Forest up to 2031

Year	Persons	Year	Persons	Year	Persons	Year	Persons
2001	222,782	2009	227,137	2017	235,339	2025	242,809
2002	223,530	2010	228,293	2018	236,298	2026	243,706
2003	222,568	2011	229,442	2019	237,245	2027	244,634
2004	221,881	2012	230,452	2020	238,180	2028	245,551
2005	222,435	2013	231,450	2021	239,103	2029	246,457
2006	223,021	2014	232,435	2022	240,047	2030	247,352
2007	224,044	2015	233,408	2023	240,979	2031	248,236
2008	225,896	2016	234,368	2024	241,900		

Figure 4

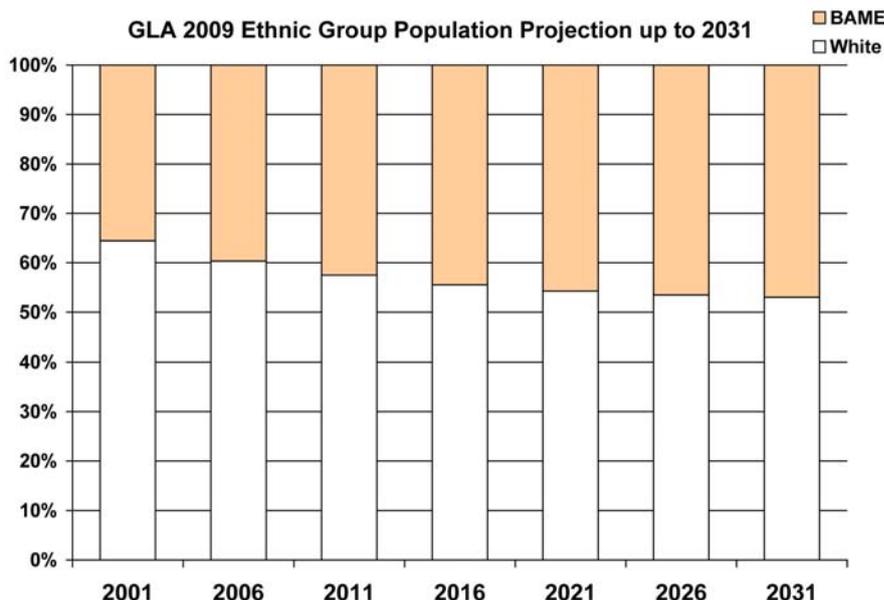
**GLA 2009 Projected Populations for Waltham Forest
2001 - 2031**



Ethnic composition

2.14 In the Census 2001, 64% of the population in Waltham Forest were white ethnic with 36% representing ethnic minorities. The wards in the south and centre of the borough accommodate more ethnic minorities than the wards in the north of the borough. The GLA 2009 Ethnic Group Population Projections estimate that in 2031, the BAME (Black, Asian and Minority Ethnic) group population in Waltham Forest will increase to 47%.

Figure 5



Health and Deprivation

2.15 Health in the Borough is much worse than the average for London and England over a wide range of indicators:

- Lower life expectancy for men and women than the London and England average;
- Higher rates of self-reported limiting long term illness than the London average;
- A higher Mental Illness Needs Index than the England average;
- Higher mortality rates than London and England from circulatory diseases and lung cancers;
- A high TB notification rate compared to the London and England average.

2.16 This high level of ill-health reflects the level of deprivation in the Borough, which ranks 27th most deprived local authority area out of 354 in England. 18 of the Borough's 145 'lower layer super output areas' are in the 10 per cent most deprived. 17% of Waltham Forest areas are in the top 10% of England for income deprivation. 5.5% of Waltham Forest areas are in the top 10% of England for employment deprivation. Deprivation is most intense in the south and centre of the Borough.

Local Economy

2.17 Waltham Forest currently has the smallest economy of all the London Boroughs. This is due to both a low number of total jobs, and a high proportion of low value jobs. Many jobs that exist in the Borough are in small or micro businesses (i.e. firms employing less than 10 people), and there is a relative shortage of large employers.

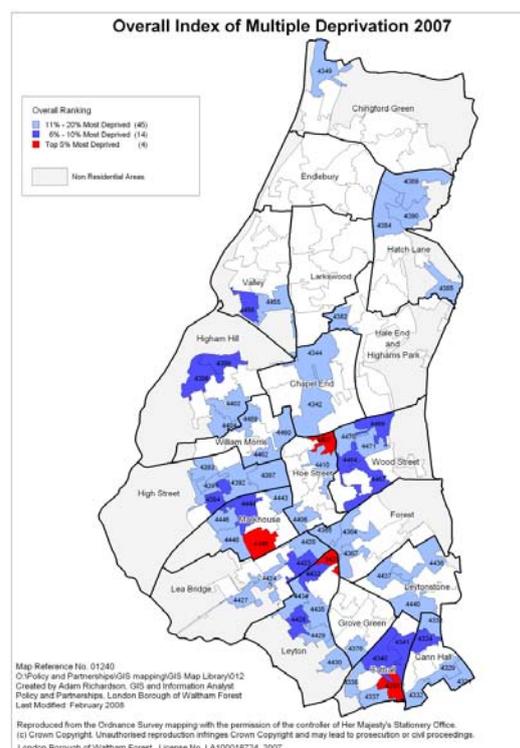
2.18 The Borough suffers from high levels of deprivation, and those residents who do benefit from higher than average qualifications tend to commute to Central London and neighbouring districts for higher value work.

2.19 The local economy is currently heavily reliant on public sector employment. Its resilience to future public spending cuts presents a major challenge to the Borough.

Employment

2.20 Waltham Forest has a youthful working population with 67.6% of residents within working age when compared with 65% in Great Britain. The working age population of Waltham Forest in 2009 was 151,700. In 2009, the rate of working population in employment was 65.5% in Waltham Forest – 5.2% below the average (70.7%) of Great Britain. Two thirds of the population work outside the Borough. ⁽⁴⁾

Figure 6



4 [Waltham Forest Labour Market Profile](#)

2.21 Up to the 1980s, manufacturing accounted for one in three jobs. The recession of the early 1990s and the restructuring of the economy has left a legacy of unemployment and benefit dependency within some areas of Waltham Forest, and a mismatch between skill levels and the demands of London's changing economy. That legacy still remains and while there is more employment in the borough, growth in recent years has been mainly in the public sector such as health and education. Unemployment and worklessness are particularly acute among young people and in the southern wards of the borough. Skills levels are also low: in 2009, 21.5% of the working age population in the borough had no formal qualifications, compared with 11.8% across London. ⁽⁵⁾

Homes

2.22 The Borough has about 98,079 dwellings in 2010 ⁽⁶⁾. Since 1991 the number of properties which are owner-occupied has fallen in the Borough, whilst the proportion of rented properties has grown. In 2001, just under 60% of households were owner occupied, compared to nearly 62% in 1991. Over 41% of households were in rented accommodation in 2001, compared to 38.5% in 1991. ⁽⁷⁾

2.23 In accordance with current regionally proposed targets in the draft new London Plan, Waltham Forest is set to accommodate 760 new homes annually. In terms of sustainability, these homes need to be located where they would have good access to services, jobs and transport. Doing this will support economic development. This should be done in a way that offers a range of choices with good housing quality to meet various housing needs. At present, Waltham Forest has nearly 10,000 households on its social housing waiting list, mostly needing family-sized housing. Additionally, there is the need to plan for a population that is living longer and more diverse.

2.24 Evidence suggests that dwelling conversions have taken place at an increasing rate since 2003, resulting in a loss of family-sized units and an increase in smaller sized units. This also poses serious issues for maintaining a mixed housing offer in many neighbourhoods, particularly in the south of the Borough. The continued depletion of larger family-sized housing through dwelling conversions is likely to exacerbate the affordability of family-sized housing and put greater pressure on the availability of family sized social housing. Evidence relating to car parking also indicates that conversions have added pressures on on-street car parking.

Town Centres

2.25 There are approximately 4000 shop units in Waltham Forest. About 65% of these are located within designated centres/parades. Walthamstow is designated as a 'major' centre. Currently, there are 6 district centres, 9 neighbourhood centres and 19 local retail parades. The vacancy level is generally much higher in the district and neighbourhood centres.

2.26 There is a mix pattern of activities within town centres, with retail being the most dominant use, followed by food and drink uses and then offices uses. In recent years, there has been a trend towards changes of use from retail to non-retail uses. Government

5 [Waltham Forest Labour Market Profile](#)

6 Housing Strategy Statistical Appendix 2010

7 Census 2001

policy seeks to focus new town centre uses including retail, leisure, offices etc in existing centres. Local authorities are also required to identify local and neighbourhood centres and to develop distinct roles for town centres. Boroughs are required to use the network of centres in London as the basis for policy development and delivery.

Culture and Leisure

2.27 Culture does not presently have a high profile in Waltham Forest. The borough however has a significant set of cultural assets including a comprehensive library service, 2 local museums, and number of playing fields and sporting facilities. However, the borough has made significant contributions to life as we know it today. William Morris and David Beckham are two most famous residents but they are just two in a long list of illustrious names. Walthamstow is home to the first petrol driven car, invented by Frederick Bremer in 1892 and now in pride of place at the Vestry House Museum.

2.28 The diversity of the Borough makes it an interesting place to live. Waltham Forest enjoys a multitude of different cultures, faiths, customs and traditions. As well as the people, there is the place made up of green spaces, waterways, reservoirs, woodland and parks as cherished natural environments.

2.29 Waltham Forest is ideally situated to provide residents and visitors with fantastic experiences of the highest quality. As part of east London and close to central London, the borough has links with some of the world's best sporting and cultural institutions and the liveliest creative talents. It is possible to develop collaborations with nationally and internationally renowned organisations. There is a wealth of local talent including artists, musicians, dancers, athletes and sports coaches.

2.30 One of the most popular activities that people like to do locally is to eat out. Areas of the borough such as Station Road in Chingford and Walthamstow Village are particularly popular locations for an evening out as they have a range of restaurants, cafés and pubs available in close proximity to each other. The 2012 Olympic and Paralympic Games could provide the catalyst for raising the profile of sports and culture.

Public Realm and Green Space

2.31 The Green Belt in Waltham Forest performs the important functions of preventing urban sprawl and helping urban regeneration, by encouraging the recycling of underused urban land and buildings. There are 1115 hectares of protected areas ⁽⁸⁾ covering 28% of the total borough area. The Green Belt covers 841.1 hectares. The Metropolitan Open Land covers 213.4 hectares. There are also a number of other protected areas in the borough including sites of Special Scientific Interest, Principal Sites of Nature Conservation Importance, Sites of Local Nature Conservation Importance, Local Nature Reserves, Parks and Allotment Sites.

2.32 Despite an abundance of parks and green spaces on the peripheries, much of the Borough is formed of hard surfaced, urban spaces, from terraced housing to high streets. Many of these spaces are of poor quality. The Lee Valley is extremely hard to access from within the Borough: railway lines, waterways, industrial areas and reservoirs form a powerful

8 Including Special Protection Areas (Lea Valley) and Special Area of Conservation (Epping Forest)

barrier, and access is only generally possible using the main road corridors. Where access is available to spaces alongside the Lea Valley (e.g, the Marsh Lane and Seymour Road spaces near Lea Bridge), the quality of space and infrastructure is often poor.

Community and Safety

2.33 Waltham Forest has a strong tradition of being a community where people from different backgrounds get on well. Most residents view the Borough's cultural diversity positively. Many residents live in deprived communities but the high numbers of people from different ethnic backgrounds has not created tensions, unlike some other urban areas. The total crime in Waltham Forest was up 2% in 2008/09, while London as a whole fell by 2%. 'Violence against the person', burglary and theft are the main crimes in Waltham Forest. Residents have concerns about the increasing involvement of young people in crime and anti-social behaviour.

Key Challenges

2.34 In this section we have identified the key planning challenges facing Waltham Forest over the plan period. These relate to the following matters and are discussed below:

- Managing population change and growth
- Achieving growth whilst protecting our heritage
- Addressing issues of crime and safety
- Improving the public realm and outdoor spaces
- Making transport improvements
- Improving economic prosperity
- Improving housing provision and choice
- Improving town centres
- Improving design quality
- Developing culture and leisure
- Delivering essential infrastructure

Population Change and Growth

2.35 Adapting to population growth and social changes are key challenges. The LDF policies need to support the creation of a more economically balanced population and cultivate an environment that is cohesive. Evidence shows that in the poorest parts of our borough, many people move in and out of the area each year. This population turnover makes it difficult to assess the housing and service needs in these areas. We therefore need to stabilise our neighbourhoods and develop policies that will make these areas more sustainable and prosperous in the long term.

2.36 Under the pressure of population growth, our LDF policies will also need to improve housing quality and choice, especially affordable housing. One of the key challenges we face is to increase the housing density while retaining family housing, the borough's character, making better use of our existing stock and developing partnership arrangements to support new development.

2.37 As population grows and becomes more diverse, LDF policies need to promote equality, cohesion and active citizenship throughout the borough. The foundations of a strong community and responsive services will provide the supportive mechanisms to enable those most vulnerable in the community to live active, enjoyable lives.

Achieving Growth Whilst Protecting Our Heritage

2.38 Key heritage assets in Waltham Forest include known archaeological sites, parks and gardens, listed buildings and conservations areas. These are valuable but fragile assets. Once lost, heritage assets cannot be replaced. The principle of sustainable development dictates the need to act as custodians of heritage assets. Meeting current needs and aspirations whilst enabling future generations to also benefit from this irreplaceable legacy is key challenge.

2.39 Growth tends to place pressures on heritage assets. In planning for growth there is the need to consider the qualities and local distinctiveness of the historic environment and how these could contribute to a sustainable future. There is need to take into account the desirability of sustaining and enhancing the significance of heritage assets, and of utilising their positive role in place-shaping. New development would provide the opportunity to meet requirements for growth and change, however there is also need to ensure that this makes a positive contribution to the character and local distinctiveness of the historic environment.

2.40 Whilst recognising that regeneration could represent an opportunity for conservation and development to work together, in some situations heritage issues could also be perceived as a barrier to regeneration. For example, listed buildings could be seen as too complicated and difficult to work with as they are associated with rising costs for restoration and maintenance.

Tackling Climate Change

2.41 The Council has recognised climate change as one of the greatest long-term challenges facing the borough and is committed to achieving the Mayor's challenging target of 60% reduction of carbon emission by 2025. Delivering the required reduction of carbon emissions will depend on measures to address both Waltham Forest's energy supply and its demand.

2.42 Adapting existing buildings to new circumstances, increasing green spaces to offset the warming from climate change and designing new developments in a way that minimises overheating in hot weather are key challenges that the Borough faces in order to reduce the potential severity of the effects of climate change. However, based on anticipated growth within the borough, it is expected that the existing housing stock will account for approximately 84% of total housing in 2026 while the existing non-residential development will account for approximately 95% of total non-residential development in 2026. These figures demonstrate the importance of retrofitting as a means of reducing carbon emissions in Waltham Forest.

Addressing Crime and Safety

2.43 Addressing crime and safety presents a major challenge to the Borough. Levels of reported residential burglary have increased by 19% from August 2008 to July 2009 (Strategic Assessment Safety Net, Oct 2009), and there is growing concern locally over a rising gang culture.

2.44 Nearly half of residents (47%) surveyed in the 2009 Environmental Crime and Anti-Social Behaviour Survey felt unsafe in their local neighbourhood or town centre, whilst an even bigger percentage (58%) think anti social behaviour is a big or fairly big problem.

Improving Public Realm and Outdoor Spaces

2.45 Waltham Forest is one of the greenest Boroughs in London. Recognising the value of open spaces is crucial in ensuring that Waltham Forest asserts itself as an attractive and prosperous place in which to live and work. With ever increasing demand for land and the current economic climate there are unique challenges affecting the way in which open spaces are used and managed. Open spaces offer numerous benefits ranging from economic, social and environmental. The Council is charged with the responsibility of making sure that development in the Borough adequately reflects the need to balance these competing needs and deliver outdoor spaces which are among the best across London.

2.46 Waltham Forest is one of the five Olympic and Paralympic Games host Borough and this brings exceptional opportunities to shape and consider our outdoor spaces in innovative and exciting ways. The four identified regeneration areas will also drive change in terms of population, employment and land use. Embracing these challenges and promoting the effective use of our open spaces will be the catalysts for lasting, sustainable change.

Making Transport Improvements

2.47 Over the years the growth in population coupled with the increased demand for travel has put severe pressure on the local transport system in Waltham Forest. Traffic congestion has increased and contributes greatly to the borough's carbon emissions, resulting in adverse impacts on air quality and quality of life for residents and undermining the economic viability of the borough. Similarly, overcrowding on some public transport services is a significant issue, particularly those running into Central London. Addressing these issues is particularly challenging in light of the anticipated growth in Waltham Forest and the sub-region, which is expected to exacerbate this situation.

2.48 Public transport accessibility levels (PTALs) within the borough are poor or very poor in large parts of the borough. Providing good access to jobs opportunities in Stratford, the Upper Lea Valley Opportunity area, and Canary Wharf is key to the borough's prosperity and regeneration aspirations. Providing improved orbital and north-south public transport connections and increasing the overall public transport accessibility within the borough are key transport challenges. The re-instatement of the Chingford to Stratford Line and the re-opening of Lea Bridge Station are therefore considered critical to accommodate the projected growth in the borough.

Improving Economic Prosperity

2.49 There are a number of challenges facing the Waltham Forest economy. There is a need to attract new jobs to the Borough to cater for population growth and reduce reliance on vulnerable manufacturing and public services sectors. This needs to be achieved within the context of a constrained urban area whereby existing employment areas need to be used more intensively due to the lack of other land available.

2.50 There is also a need to upskill the local workforce and address worklessness by matching new jobs to local people. This also includes stemming the migration of more qualified residents through the provision of high skilled jobs.

Improving Housing Provision and Choice

2.51 The Council needs to provide suitable housing options for a growing, ageing and ethnically diverse population. There is a high level of housing need in the borough and as such the Council needs to maximise the amount of affordable housing built in the borough. There is also a significant need for larger homes, particularly in the affordable sector and as such the Council will need to resist the loss of existing larger homes and seek to include a larger proportion in new developments. A further challenge is to retain households with higher and middle incomes. The Council will need to provide housing suitable for households across a wide range of incomes to provide residents with the opportunity to settle and progress up the home ownership ladder.

Attractive and Vibrant Town Centres

2.52 Town centres are at the heart of the Government's vision for developing and supporting successful, thriving, safer and inclusive communities. In managing growth and change over the coming years, it is important to ensure that retail, leisure and service facilities are provided locally primarily for residents. This will allow access for all, reduce car travel and provide local jobs. However this is a difficult challenge in the face of changes in shopping patterns, the current economic downturn, the emergence of new forms of retailing as an alternative to more traditional shopping facilities, competition from nearby shopping centres, etc. The Borough's town centres offer an important role in meeting the day-to-day shopping and service needs of their surrounding populations, visitors and local businesses. However the development of Stratford City is expected to bring both opportunities and potential threats to Walthamstow which is the borough's largest centre and other nearby centres such as Leyton and Leytonstone.

2.53 The Council considers that healthy and vibrant town centres are vital to the borough's economic prosperity. As population grows, there is need to ensure that the Borough's town centres continue to survive. From the Waltham Forest Retail and Leisure Study, projected growth in population and expenditure over the period 2009-2026 is expected to lead to an increase in retail floorspace provision in the borough. This growth must be accommodated in the most sustainable way. Further investment will be necessary to make town centres sufficiently competitive to overcome the effects of competition and possible decline.

Improving Design Quality

2.54 The pressure to develop and enhance is felt just as acutely in Waltham Forest as elsewhere in London. The borough is well connected to the City of London, surrounding boroughs and the wider East of England region. As such, it is seen as a desirable location for people to live and work. In responding to the pressures for development, the borough faces a number of key challenges;

- The pressure for higher density development in predominantly two and three storey neighbourhoods;
- Interpreting local character and richness of design and composition in a modern way to avoid pastiche development;
- Ensuring a comprehensive and integrated approach to neighbourhood design with often piecemeal development and land ownership
- The challenge of raising design standards in the context of competing objectives and cost concerns;
- Learning from mistakes and using successful existing typologies and the basic principles of how these were designed to inform new development.

Developing Culture and Leisure

2.55 As recognised in Waltham Forest's Culture Strategy (2010 – 2030), culture has a crucial role to play in bringing communities together and enhancing the quality of our lives. Participation in the arts and sport contributes hugely to physical and mental wellbeing and general levels of happiness. Waltham Forest has a rich heritage to draw upon and a diverse population that adds tremendous variety and appeal to life in the borough. Our numerous parks, open spaces and waterways provide ideal locations for taking up a new sport, developing a more active lifestyle or simply having space to relax and enjoy one's free time.

2.56 East London has become a hub for creativity in the capital and Waltham Forest has attracted increasing numbers of artists to reside and work in the borough, particularly in the visual arts. However, there is much that can be done to expand upon and improve cultural life in the borough. The borough is due to benefit from significant investment through regeneration schemes in Blackhorse Lane, Walthamstow Town Centre, Wood Street and the Northern Olympic Fringe areas, the refurbishment of leisure centres and the continuing refurbishment of our libraries. Waltham Forest is fortunate to be one of the host boroughs for the London 2012 Olympic and Paralympic Games and to have the Stratford City project on our doorstep. It is imperative to ensure that these developments result in significant cultural benefits for the people of Waltham Forest.

Delivering Essential Infrastructure

2.57 Social infrastructure is essential in providing people with better life opportunities and reducing levels of deprivation. The delivery of appropriate social infrastructure is a major priority for achieving the vision of this document, particularly recognising the projected population growth in the Borough over the life of the Core Strategy that will put pressure on the existing social infrastructure within the Borough. Therefore, the Council needs to ensure that the appropriate level of social infrastructure is provided to meet the growth

and change in population. The provision of appropriate social infrastructure will also be important in addressing existing problems around access to employment, education and other facilities, which contributes to deprivation in the Borough.

3 Vision and Strategic Objectives

3.1 This section sets out the spatial planning vision for Waltham Forest in 2026. To achieve our community's ambitions for the future, the LDF must echo and implement our overarching ambition and guiding principles from our Sustainable Community Strategy. This vision is the starting point for the Core Strategy document and is a statement of where the Council, its partners, stakeholder and residents want to be by 2026.

The Spatial Vision: Waltham Forest in 2026

Our Place in London

3.2 By 2026, Waltham Forest will have firmly established its place in London. Our residents and businesses are justifiably proud to be from Waltham Forest.

3.3 We will be proud of the many high quality, exciting developments that have redefined Waltham Forest as a modern, stylish place in which to live, visit and do business. We are known across London for our rich heritage and green environment and many people come to visit. The places and spaces we all love are thriving. Our residents expect access to the highest quality of services and facilities in London – and they get them! Their high expectations and aspirations are matched by the opportunities available to them easily, both locally and within the rest of London.

Sustainable Regeneration

3.4 Innovative regeneration schemes have brought us great opportunities which we used well. We have a strong and stable economy providing secure, well-paid jobs for local people. Waltham Forest is now a magnet for emerging and new creative businesses particularly in our growth areas of Blackhorse Lane, Northern Olympic Fringe, Walthamstow Town Centre and Wood Street. Our businesses are in some of the most sustainable buildings in the country and the energy which lights and heats our homes and businesses is clean and efficient.

Quality Homes

3.5 Our new homes are of a high quality homes and are very sustainable. They play their part in tackling climate change so minimise their use of energy and materials in the way they live and run their homes. These homes range from single person flats to larger properties. Our homes are keenly priced, giving excellent value for money to those who wants to live in them.

Sustainable Transport

3.6 The introduction of the Chingford-Stratford Line and the re-opening of the Lea Bridge railway station mean that more of our residents, especially those in the north of the borough can travel sustainably to Stratford City, Canary Wharf and other parts of East London for their jobs and in their leisure time. Bus services are safe and reliable and allow people to get around easily. Each year more people choose to use public

transport, cycle or walk in and around the borough. As a result, the streets and spaces of Waltham Forest are as vibrant and safe as any where in London both day and night. People get on with each other and say they like living here.

Vibrant Town Centres

3.7 Our town centres are thriving and bustling, attracting residents and visitors to their shopping, leisure and cultural activities. Shops and businesses offer a range of services, with many centres appealing to people looking for more specialised, niche attractions. Walthamstow is the borough's major centre, boasting one of the best markets in London. The booming evening economy helps boost our local businesses attracting residents and visitors to spend in Waltham Forest. Award winning, iconic buildings have made Waltham Forest a place where people come to see what is best in modern architecture.

Dynamic Culture

3.8 Our cultural and leisure facilities complement the main attractions offered by London's West End and are seen as a great way of spending a day in the Capital. Ranging from a day out in the revamped William Morris Gallery or Lea Valley Regional Park, followed by a meal in one of our many quality restaurants. Our residents particularly love the choice of activities available to them on their doorstep.

Excellent Education

3.9 The facilities and learning opportunities offered by our excellent schools and universities are benefiting all of our residents. Our young people get very good exam results and many go on to top universities and jobs. Young people feel empowered and play an active role in making Waltham Forest a better place for us all.

A Greenest Borough

3.10 Nestled between the Lea Valley Regional Park and Epping Forest, we continue to be one of London's greenest borough and attract local people and visitors who want to enjoy the Capital's best green open areas and waterways. Our parks are safe and clean and are recognised nationally as being of the highest quality.

Healthy Lifestyle

3.11 Our residents have convenient access to some of the best sporting and leisure facilities in the world, thanks largely to the legacy of the 2012 Olympic and Paralympic Games. People are fitter and healthier than ever before and enjoy life. As a result of the success of the 2012 Olympics, Waltham Forest now forms part of a centre for national sporting excellence.

Inclusive Community

3.12 Finally, one of our proudest achievements over the past 15 years has been the manner in which we have successfully tackled the root causes of social and economic exclusion. Our community now is celebrated as one of the most diverse in the UK and is acknowledged as an exemplar of how multi-cultural Britain works to everyone's advantage.

3.13 To achieve our Vision for 2026, the following strategic objectives have been identified.

SO1 - Capitalise on redevelopment opportunities to secure physical, economic and environmental regeneration of the borough and ensure the delivery of key benefits for local people.

SO2 - Ensure a continuous supply of land and homes to meet a range of housing needs including affordable housing, family housing and accommodation needs of specific groups within the community, whilst offering a range of housing choices which are of high quality in the right places.

SO3 - Facilitate sustainable economic growth by safeguarding and enhancing an appropriate range of sites and premises to meet the demands of local businesses and growth sectors in order to attract and retain high quality services, industries and well paid jobs in the Borough while ensuring residents are able to access them.

SO4 - Ensure the timely delivery of appropriate social infrastructure, to strengthen the community, and reduce existing deprivation in the Borough.

SO5 - Ensure high environmental standards of development and sustainable resource management and efficiency to support the long term sustainability of our environment and respond to climate change in a practical and effective way.

SO6 -Protect, enhance and further develop a network of multifunctional green infrastructure capable of delivering a comprehensive range of benefits for both people and wildlife. Achieve a reduction in areas of deficiency in access to nature and seek to protect and enhance biodiversity across the Borough.

SO7 - Ensure that waste is managed in the most environmentally friendly way in order to protect human health and the environment by producing less waste, re-using waste and recycling it and thereby contribute to an efficient use of resources.

SO8 - Ensure Waltham Forest is a safe, vibrant and healthy place to live and work by enhancing connectivity across the borough, facilitating regeneration and growth in a sustainable manner, minimising congestion and pollution, and providing a range of attractive travel options to access to jobs, opportunities and facilities within the borough and beyond.

SO9 - Provide a quality of education and vocational training that ensures that the young people of the Borough can capitalise on the opportunities in Waltham Forest and London, and are able to succeed and prosper now and in the future.

SO10 - Reduce inequalities, unemployment and worklessness in the Borough by improving skills, training and employment opportunities and access to jobs.

SO11 - Increase the attraction of the area as a tourist destination, based on its unique assets, and the opportunities offered as one of the host boroughs of the 2012 Olympic Games.

SO12 - Conserve and enhance the borough's heritage assets whilst maximising their contribution to future economic growth and community well-being.

SO13 - Improve the health and well-being of Waltham Forest residents by positively influencing the wider and spatial determinants of health, such as physical activity, pollution and food choices.

SO14 - Safeguard and strengthen the function of Walthamstow Town Centre, the District and Neighbourhood Centres capitalising on their respective roles for shopping, culture, leisure, tourism, housing and employment etc, and ensuring they continue to develop as vibrant, attractive, distinctive, safe and welcoming places.

SO15 - Create positive and inclusive environments (buildings and spaces) of high quality that contribute to the distinctiveness of Waltham Forest's neighbourhoods.

SO16 - Ensure that Waltham Forest is a safer, more accessible and inclusive place where people want to live, work and visit and where anti-social behaviour, crime and the fear of crime no longer reduces the quality of people's lives.

3.14 Accordingly, each of these strategic objectives has a corresponding Core Strategy policy to demonstrate clearly how Waltham Forest will address these key issues through its spatial planning policies.

4 Policy CS1 - Location and Management of Growth

Strategic Objective 1

Capitalise on redevelopment opportunities to secure physical, economic and environmental regeneration of the borough and ensure the delivery of key benefits for local people.

Introduction

4.1 In line with the London Plan, this strategy seeks to plan for and accommodate growth over the next 15 years. Like the rest of London, Waltham Forest's economic fortunes are linked to the continued growth and prosperity arising from London's position as a global city. Waltham Forest must also positively contribute to London's overall growth.

4.2 The underlying principle of this Core Strategy is 'convergence'. This is the aim to ensure that within 20 years, the communities who host the 2012 Olympic and Paralympic Games will enjoy the same social and economic chances as their neighbours across London.⁽⁹⁾ Since the Olympic bidding stage, the five host boroughs - Hackney, Greenwich, Newham, Tower Hamlets and Waltham Forest have been working together to make sure that their communities benefit from the opportunities and investment which the Olympics is expected to bring to the area.

4.3 The Borough is strategically positioned to benefit from the spatial activities emerging in north and east London as new developments are implemented. Waltham Forest straddles two of the corridors earmarked to accommodate London's growth - the Lower Lea Valley, part of the Thames Gateway, and the Upper Lea Valley, part of the London-Stansted-Cambridge-Peterborough growth corridor. As one of the five Olympic host Boroughs, Waltham Forest is in a key position to capitalise upon the opportunities emerging in Stratford and the Lower Lea Valley. Development at Stratford and the Olympic Village will bring numerous benefits to Waltham Forest residents including improved job opportunities as well as access to high quality sporting facilities and new areas of parkland.

4.4 In order to capture the benefits of planned growth in these and other neighbouring areas, it is vital that the Borough applies intervention measures locally to manage and achieve growth in the most sustainable way.

9 Legacy vision for the Olympic host boroughs as published in the Strategic Regeneration Framework (SRF), November 2009.

Policy CS1- Location and Management of Growth

In planning for growth, the Council will seek to achieve an appropriate balance between physical, social and economic development and environmental protection. Growth will be distributed and managed by:

A) focusing regeneration activities in the key growth areas of Blackhorse Lane, Northern Olympic Fringe, Walthamstow Town Centre and Wood Street. In these areas, the Council will seek to accommodate growth primarily in housing and jobs, especially for local people;

B) directing additional growth in main town centre uses ⁽¹⁰⁾ in the designated town centres (subject to available capacity in individual centres) and maximising residential opportunities. These centres are shown on the key diagram (Figure 7) and include the designated centres in and outside the key growth areas;

C) encouraging high quality development at key sites including Walthamstow Dogs Stadium, Chingford Municipal Offices and underused land at Whipps Cross Hospital for appropriate uses that will benefit the wider community including housing, employment, leisure and community uses. Proposals for these sites will be detailed in the emerging Site Specific Allocations Development Plan Document;

D) outside the identified growth areas and within the borough generally, protecting local areas from inappropriate developments, ensuring that proposals contribute positively to urban quality;

E) accommodating growth on previously developed land by:

i) preserving the integrity of the borough's Green Belt and Metropolitan Open Land and ensuring effective management of these to enhance the quality of life for borough residents and visitors;

ii) not permitting development, where its construction or direct use would significantly and adversely affect the international designations of the Lea Valley water bodies. Developments will incorporate all measures necessary to avoid adverse effects on the Lea Valley Special Protection Area and Ramsar through proximity of development;

iii) safeguarding land for employment use in designated employment areas, ensuring that the best and most suitable sites and premises are retained for employment use to provide well paid jobs for local people;

iv) using land more efficiently by encouraging appropriate mixed use developments and greater intensification of activities particularly in the identified growth areas and other key sites;

v) applying a range of policy mechanisms set out in this strategy to tackle climate change locally;

10 as defined in PPS4 Planning for Sustainable Economic Growth, 2009

F) ensuring the timely delivery of essential infrastructure to support growth, including:

- the delivery of key improvements to the borough's public transport network - including the committed/planned upgrades to the Victoria Line and Barking-Gospel Oak Overground Line, the proposed reinstatement of the Chingford-Stratford Line and the Lea Bridge Station, and other improvements to the local transport network as outlined in the Council's emerging Local Implementation Plan;
- provision of supporting infrastructure including schools, health facilities etc, and other physical infrastructure such as utilities. This strategy includes an Infrastructure Delivery Plan (See Appendix 1) to ensure the timely delivery of essential infrastructure; and

G) applying a comprehensive set of actions to implement the plan strategy including:

- maximising funding opportunities available to the Council and its partners through planning obligations, a tariff charging schedule, bidding and funding regimes,
- establishment of Business Improvements Districts and
- where necessary, use of compulsory purchase powers to tackle land issues which inhibit regeneration.

4.5 Central to this strategy is the need to ensure that sustainable development is treated in an integrated way, so that a careful balance is maintained between economic development, social development and environmental protection and enhancement. The Council's overall strategy for managing future growth seeks to promote the provision of homes, jobs and other facilities in areas with significant redevelopment opportunities.

4.6 This strategy identifies the following broad geographical areas where consolidated regeneration efforts will be applied. These are Blackhorse Lane, Northern Olympic Fringe, Walthamstow Town Centre and Wood Street (Figure 7). The Council considers that targeted intervention at these key areas will bring the opportunity to transform places and communities whilst capturing and maximising the ripple effects of growth for the benefit of the whole borough. Opportunities for achieving synergy and coordination with neighbouring regeneration proposals will be pursued.

4.7 By focusing growth in these areas, it is expected that a critical mass will be created to support redevelopment. Although it is expected that some development will take place throughout the borough, these will be the key areas where regeneration efforts will be focussed. Focusing growth in these areas will also reduce the pressure for substantial development in predominantly residential areas. By promoting larger schemes in the key growth areas and developing synergy between proposals, more sustainable places will be created. For example, this could foster area wide solutions such as decentralised power and heating. In these areas, new homes will be delivered close to community facilities and public transport and there will be enhanced opportunities for developing a unique sense of community and place.

4.8 The Council has an important leadership role to play in promoting the economic, social and environmental well-being of the Borough. Regeneration will provide the opportunity to plan for and accommodate growth. Among other benefits, it will improve the borough by providing homes, transforming schools, encouraging and providing new health care and community facilities.

Blackhorse Lane

4.9 Regeneration of this area could provide up to 2000 new homes, employment (about 1200 new jobs), a new linear park, new pedestrian and cycle routes into the Lea Valley Park, and other associated infrastructure.

4.10 Blackhorse Lane is an important gateway site for the borough to be developed over the next decade. As a key connection to the Upper Lee Valley Opportunity Area, the Council and its partners are looking to develop a new urban quarter in close proximity to a key public transport hub and an outstanding natural environment. This will help to achieve the shared vision for North London Waterside with other boroughs bordering the Upper Lee Valley.

4.11 The Council has approved an Interim Planning Policy Framework for the area. This framework proposes the transformation of the area bringing over 2,000 new homes and 1,000 new jobs and creating a new neighbourhood centre with shops and a public square. Planning briefs for key sites have been prepared.

4.12 To reduce the possibility of the Lea Valley Special Protection Area and Ramsar being subject to adverse effects of urbanisation, it will be necessary to ensure that development proposals do not adversely affect these international designations which are in close proximity to this growth area. ⁽¹¹⁾

4.13 The Blackhorse Lane Area Action Plan will be key in maximising the redevelopment potential of this area. The Council's emerging plan interventions for this area include:

- A new centre around the station: The creation of a new Neighbourhood Centre for the area directly opposite Blackhorse Road Station including a small number of shops, cafes, bars and a new park;
- Bringing the country into the city: The Blackhorse Lane area is surrounded by the reservoirs, waterways and marshes of the Lee Valley Regional Park, but access to the Park is extremely poor. It is proposed to create new and improved pedestrian and cycle routes to the Park, create more views of Walthamstow Reservoirs and Tottenham Marshes, and encourage the development of new and improved leisure and recreational facilities making full use of the landscape;
- A 21st century business area: The release of employment land for new housing and mixed-use developments will optimise redevelopment potential. The Council will seek to encourage the provision of a wider range of business premises and will seek to retain existing businesses as well as encouraging new businesses, particularly creative industries;

11 Waltham Forest Local Development Framework Habitats Regulations Assessment 2010.

- Managing traffic and encouraging sustainable transport: There is potential to improve the Royal Standard junction primarily for pedestrians and cyclists, improve local bus services and provide new pedestrian and cycle routes for new developments.
- Walthamstow Wetlands and Green Corridors: Straddling Waltham Forest and Hackney and bordering a part of Haringey, Walthamstow Wetlands' sits within the Middle Lee and is identified by the Upper Lea Valley Landscape Strategy as a transformational project. This project is expected to increase access to Walthamstow Reservoirs by providing attractive walking and cycling connections throughout the area, extending from Lea Valley through Leyton via Coronation Gardens and will act as a catalyst for wider regeneration.

Northern Olympic Fringe

4.14 Regeneration of this area could provide up to 2500 new homes. An Area Action Plan will set out detailed proposals to deliver growth and change in this area.

4.15 To reduce the possibility of the Lea Valley Special Protection Area and Ramsar being subject to adverse effects of urbanisation, it will be necessary to ensure that development proposals do not adversely affect the international designations which are in close proximity to this growth area. ⁽¹²⁾

4.16 The 2012 Games and the Olympic Legacy is set to transform parts of East London. As the northern edge of the Olympic Park is situated in Waltham Forest, the south of the borough has been identified as a key regeneration area with growth potential due to its proximity to the Olympic Park and Stratford City. The Northern Olympic Fringe is a high profile regeneration area and it is essential to this Core Strategy that the Games' legacy leads to a transformation. The Council's vision seeks to capture benefits associated with the investment arising from the regeneration of Stratford and the Lower Lea Valley and to secure employment opportunities for deprived communities.

4.17 The Council's plans for the area include the delivery of new housing and new jobs, improved transport facilities, better public realm and new social infrastructure, better access to green spaces and improved access to the Olympic Park. A key site for delivering the vision is the Leyton Mills site as well as a number of interlinked smaller sites, taking a holistic neighbourhood management approach to delivery. Other key sites include the Thames Water Site, Essex Wharf Site, Lee Valley Ice Centre, Lea Bridge Station, Argall Industrial Estate; Lea Bridge Road and Lea Valley Park.

4.18 The Council's emerging plan interventions for this area include:

- Olympic Neighbourhood Initiative: seeking to bring private sector homes up to Decent Homes+ standard with skills and jobs outcomes;
- Olympic legacy upgrades including hockey, football and tennis areas and re-located allotments;
- Drapers Field: introducing Legacy enhancements to the playing fields;
- Street improvements: Leyton High Road, Temple Mills Lane and along Orient Way;
- New homes and employment space;

12 Waltham Forest Habitats Regulations Assessment Report, December 2010

- Cycle and pedestrian routes: North-south walking and cycling route along Dagenham Brook, and Ruckholt Road linking to the Olympic park;
- Transport hubs: New Leyton station entrance and ticket hall;
- Sports and recreation: Revitalised Marsh Lane Fields with improved sports and recreation facilities;
- Redevelopment of redundant industrial sites, so as to promote regeneration and casual surveillance of isolated open spaces;
- The reopening of the Stratford-Chingford Line and Lea Bridge Station to connect the north of the Borough with Stratford.

Walthamstow Town Centre

4.19 Regeneration of this area could provide up to 2000 new homes, also involving the creation of a sustainable mix of uses, an improved range and quality of shopping facilities, additional new jobs, new evening economy, improved public realm, redevelopment of key sites including the Arcade, and improvements to Walthamstow market. An Area Action Plan will set out detailed proposals to deliver growth and change in this area.

4.20 The vision for Walthamstow Town Centre is of a vibrant, sustainable town centre building on the cultural diversity of the community with specialist shops and market stalls, a well developed cultural and leisure offer, integrated transport links and extensive residential development.

4.21 It is intended that Walthamstow will become an exemplar for sustainable living with daily needs being met within the town centre, removing the reliance on cars and increasing the opportunities for social interaction and the development of community cohesion. New innovatively designed mixed-use developments could be sympathetically integrated into the historic heart of the town centre, meeting the need for housing and supporting infrastructure growth in the borough.

4.22 An Interim Planning Policy Framework (IPPF) is in place. It sets out the Council's emerging ambitions to:

- Offer a wide mix of uses within the town centre; A wide range of uses already exist within the town centre, but these can be developed and broadened further, especially in respect of leisure activities, the evening economy, café culture, markets and local businesses;
- Provide both mixed tenure and mixed income housing: Delivering high quality housing with a choice of tenures and sizes that are accessible to create popular and desirable communities;
- Create a sustainable town centre through the provision of accessible neighbourhoods: With good design, which takes into account accessibility and permeability, more people will actively use local streets, enhancing their vitality and their safety.
- Facilitate local employment opportunities providing the community with a firm economic base;

- Create a quality environment: Spaces created need to be inclusive and accessible, constructed and maintained to a high level and to take account of issues of community safety, sustainability and accessibility;
- Promotion of a high quality of design throughout the town centre: Design must relate to its surroundings, adapt to climatic conditions, minimise energy consumption and relate to human scale.

4.23 Emerging plans for the Arcade site will create a mixed-use development incorporating retail, housing and leisure uses. This will improve an important area in the town centre before the Olympics and kick-start the next stage of town centre development.

Wood Street

4.24 Regeneration of this area could provide up to 1000 homes. Redevelopment across a cluster of sites including the Library site, Wood street precinct could enhance the public realm and open spaces whilst also ensuring sensitive renewal and refurbishment of historic and character buildings. Consolidation of existing uses could seek to create a critical mass of complimentary activities in retail, commercial and cultural and community uses to support the vitality and viability of this centre. An Area Action Plan will set out detailed proposals to deliver growth and change in this area.

4.25 A Scoping Study has been undertaken as a first step in identifying key issues and regeneration opportunities for the area. The vision for Wood Street is to be a vibrant, viable town centre with a retail-led mix of uses that builds upon the distinct historic character of the area and offers a good range of convenience, comparison and niche products. The area is envisaged to benefit from improvements in the quality of the public realm, attractive and safe connections to and across the area for all modes and an increased emphasis on social and community activities.

4.26 The Council's emerging ambitions for the Wood Street area to be developed through the AAP process are as follows:

- Strengthen the centre with a retail-led mix of uses: Intensifying the town centre and maintaining and encouraging a vibrant range of shops and services, whilst capitalising on the market and arcade area to provide a unique selling point for Wood Street town centre;
- Consolidate Wood Street with a clear spatial strategy: Creating a clear heart to the town centre in relation to shopping, public transport access, and community activities and establishing the necessary critical mass to support the viability and vitality of the town centre;
- Enhance links to surrounding neighbourhoods: Establishing attractive, direct, safe connections between the residential neighbourhoods and the high street through renewal of housing estates and facilitating pedestrian and cycle movements along desire lines through and across the high street;
- To enhance historic assets: Maintaining and enhancing the existing character of the area through retention, sensitive renewal and refurbishment of historic and character buildings and ensuring that new development blends into the existing urban structure and character of the area;
- Promote a sustainable approach to transport and parking: Ensuring an integrated approach to regeneration and transport initiatives. Transport for London funding has

been secured for public realm improvements which is expected to kick-start the regeneration within the Wood Street AAP area. Modal shift towards sustainable modes of transport will be encouraged and parking will be rationalised.

- Enhance public realm and spaces: Focusing on key spaces within the area, such as the precinct, the town square and the Millennium Clock site, an integrated programme of public realm and streetscape improvements will be brought forward that seeks to strengthen the vibrancy and vitality of the town centre by day and night and encourage walking and cycling to and from and within the Wood Street area.

Town Centres

4.27 The Council considers that healthy and vibrant town centres are vital to the borough's economic prosperity. PPS4 positively promotes the vitality and viability of town centres as important places for communities. In accordance with this guidance, the Council will focus the development of main town centre uses in the designated centres. This will ensure that a wide range of services are offered to communities in an attractive and safe environment. The designated centres of Walthamstow town centre, Wood Street, Leyton and Blackhorse Road are within the key regeneration areas. Outside these areas, the town centres of North and South Chingford, Bakers Arms, Highams Park and Leytonstone will all accommodate appropriate levels of growth subject to available capacity and development opportunities.

4.28 Policy CS14 and subsequent development plan policies/town centre strategies will guide the form of development to be encouraged in these centres. The quantum of growth to be realised in these centres will often depend on site specific development opportunities and potential. Town centre sites within the key growth areas will be identified through Area Action Plans. Sites in other centres will be identified through the emerging Site Specific Allocations Document.

4.29 For the duration of the plan period, the priority location for accommodating significant new retail and commercial leisure floorspace, office, entertainment, cultural and services uses will remain within the established town centres. In the short to medium term, it will be important to allow Walthamstow Town Centre to consolidate its position as a major centre. However in addition, development will be directed to other district and neighbourhood centres as determined by scale and impact considerations.

Key Sites

4.30 During the plan period, it is expected that a number of key sites will come forward for redevelopment, including Walthamstow Dogs Stadium, Chingford Municipal Offices and some underused land at Whipps Cross Hospital. Redevelopment at these sites is expected to contribute to overall housing, employment and leisure provision with supporting social and community facilities. The redevelopment of other sites will also help to tackle the smaller spatial concentrations of deprivation in parts of the borough. These sites will be brought forward through the emerging Site Allocations Development Plan Document.

Other Areas

4.31 The main areas which make up the borough are Chingford, Walthamstow, Leyton and Leytonstone. These areas are further made up of a number of recognisable smaller and distinct neighbourhoods defined by their relationship to features in the environment such as parks, roads, community facilities and distinct architectural features and typologies. The characterisation study ⁽¹³⁾ defines these character areas at the local neighbourhood level.

4.32 In managing growth and change, it will be important to protect all areas, both designated and undesignated character areas from inappropriate developments. Many small developments can cumulatively change a place dramatically. New buildings and their curtilages can have a significant effect on the character of the built environment. Accordingly, changes to existing areas will be carefully controlled. Policy CS15 sets out the core design policies to be applied.

The Green Belt

4.33 The Green Belt in the Borough is part of the Metropolitan Green Belt which surrounds London. The Borough also contains areas of Metropolitan Open Land (MOL) which is awarded the same protection as the Green Belt. The Green Belt was first identified in the 1930s as a means to control London's outward growth and to preserve the open nature of the countryside around London. There is a long term commitment on the part of both central and local Government to maintain the Green Belt by keeping it free from inappropriate development.

4.34 This strategy seeks to maintain the general extent of the Green Belt and Metropolitan Open Land in the Borough. As in previous plan documents, the strategy also seeks to continue the general presumption against inappropriate development that would not preserve the openness of the Green Belt. The Green Belt is shown on the Key Diagram.

4.35 In managing population growth and change, it will be necessary to ensure that the best use is made of land. The Green Belt in Waltham Forest will be an important tool in directing planned growth to the most appropriate locations and also in supporting regeneration. It will continue to be used to protect and enhance the character, landscape setting and identity of the borough. This strategy seeks to manage the borough's Green Belt effectively to enhance the quality of life for borough residents and visitors. Effective management will include providing access, recreation and tourism opportunities, protecting and enhancing biodiversity.

Intensification of use

4.36 In accordance with PPS1, the Council seeks to make the best use of previously developed land in the Borough. By intensification, the Council will seek to ensure that the development of a property, site or area is undertaken at a higher density than currently exists, through development, redevelopment, infill and expansion or conversion of existing buildings. Greater intensification of use would contribute to sustainable development in different ways.

13 London Borough of Waltham Forest Characterisation Study, 2009

4.37 The higher population densities will support the development and viability of public transport. Also, higher density and mixed use, means that people can live near to their work place and also have access to supporting facilities. The demand for travel will be reduced overall and people can walk and cycle easily. Furthermore, accommodating growth through intensification represents a more sustainable use of land. In social terms, compact and mixed uses developments will contribute to diversity, social cohesion and cultural development. Crucially however, this form of development is more economically viable because infrastructure can be provided cost effectively per capita.

4.38 The provision of an appropriate mix of uses in suitable locations can contribute to successfully managing future growth in the borough and making efficient use of its land. An appropriate mix of uses can promote successful places that have a range of activities and are used throughout the day, increasing security and safety.

4.39 In seeking to encourage greater intensification, the Council recognises the need to maintain a careful balance in terms of amenity and the implications on local character. Accordingly, the density of new development will be carefully managed through the design process. This strategy seeks to apply the residential density ranges as in the London Plan. However managing development density is not the only means by which the efficient use of land can be assured. It is also necessary to ensure that sites are developed in a comprehensive manner. This will avoid piecemeal development which sometimes leads to land locking, making it difficult to deliver infrastructure.

Infrastructure Provision

4.40 Greater levels of infrastructure will be required to support the growth proposed in the Borough. Appendix 1 outlines the Infrastructure Delivery Plan for the Borough.

4.41 In order to facilitate growth and access to job opportunities within and beyond Waltham Forest, the Council seeks the reintroduction of a train service between Chingford and Stratford. This is a short stretch of track linking the Chingford to Liverpool Street route to the Coppermill Junction to Stratford Line. In addition, the Council seeks the reinstatement of Lea Bridge Station. A feasibility study was undertaken by MVA consultancy in 2009 which concluded that this scheme has a strong business case.

4.42 The ability of Waltham Forest's residents to access employment, leisure and open space opportunities associated with the development of the Olympic Park and the on-going regeneration of Stratford is of crucial importance. Connecting Chingford to the Stratford growth and employment area would not only provide opportunities to carry on the Olympic Legacy but also provide additional journey possibilities to destinations such as Canary Wharf on the DLR and a strategic link to the orbital Overground network via the north London line. Equally, the Chingford-Stratford Line would make it easier for people to access the Lea Valley Regional Park and Epping Forest.

Developer Contributions

4.43 Developer contributions will be important in securing appropriate levels of required services, facilities, and infrastructure to support growth. The Council will ensure that all new developments within Waltham Forest are served by adequate physical and social infrastructure and that such new development is carried out in a manner that secures

appropriate developer contributions towards the provision of infrastructure and the mitigation of any environmental impacts. Pooling of contributions and phasing of infrastructure contributions may be necessary. The Council has prepared a Supplementary Planning Document on Planning Obligations.

4.44 The government has confirmed that the Community Infrastructure Levy (CIL) will be continued but with some modifications. These will be introduced through the Localism Bill and through amendments to regulations. The amended regulations are expected to include a number of other minor changes to address issues in the existing regulations. The proceeds of the levy would be spent on local and sub-regional infrastructure within Waltham Forest.

Implementation

4.45 This policy will be implemented in conjunction with other policies in this Core Strategy, through the determination of planning applications, and the preparation of the Development Plan Documents for Development Management Policies and Site Specific Allocations and Area Action Plans for Blackhorse Lane, Northern Olympic Fringe, Walthamstow Town Centre and Wood Street areas.

4.46 In some instances, it may be difficult for the private sector to assemble sufficiently large sites for development to take pace because of the multiplicity of ownership. The Council help this process by identifying areas where opportunities for site assembly may exist and by the use of Compulsory Purchase Powers where necessary.

Figure 7 Key Diagram

